

SECTION 6. COMMUNITY POLICIES

The community goals outlined in Section 3 provide a broad brush vision of what the residents of Richmond want the Town to be. The community policies contained in this section, coupled with the land use policies of the following section, build on the constraints and opportunities identified in Section 4, and refine this vision into a detailed set of proposals for how Richmond should guide its growth and change during the 1990's.

A. Preserve Richmond's Community Character

Richmond's community character is defined in large measure by its nineteenth century village and surrounding rural areas and the diversity of its population. This contrast of village and rural lifestyles and environments is a product of the Town's historical development. As importantly, unlike many Maine communities, this character has not been eroded by change and development.

The basic community policy of Richmond as expressed in this update of the Comprehensive Plan is to assure the preservation of this community character based upon village and rural environments and a diversity of population.

To accomplish this basic policy, the Town and its residents will need to:

- avoid the suburbanization of the community.
- maintain the rural nature of the outlying areas of the Town by discouraging suburban-type residential development and assuring that the new development that does occur protects the Town's natural and scenic resources and preserves current agricultural and forest use and potential of people to make a living in natural resource industries.
- promote the retention of agricultural and forestry uses and the support services necessary for their economic viability.
- retain the "rural lifestyle" of Richmond which provides residents with a wide variety of outdoor recreational opportunities including traditional activities such as hunting and fishing.
- maintain and reinforce the "fabric" of Richmond Village by accommodating growth in a manner which enhances the Village environment and residents' lifestyles, upgrades the physical condition of the structures and public improvements, and maintains the historic architectural style.

- encourage the full utilization and upgrading of existing buildings in the Village, particularly the commercial buildings along Main Street and Front Street.
- support the revitalization of the Main Street commercial area as an economic center which meets the day-to-day needs of residents of the Greater Richmond area.
- support the reestablishment of a secondary village center at Richmond Corner to serve as the focus for activities in that part of the community.

Section 7, Land Use Policies, provides a detailed blueprint for accomplishing this policy of preserving Richmond's community character.

B. Promote Landowner Rights and Responsibilities

The vast majority of the land in the Town of Richmond is in private ownership and will remain so in the future. Therefore, the individual decisions of these landowners will play an important role in shaping the future of the Town. While public regulation of these landowners can accomplish some of the Town's goals, more can be accomplished through a cooperative effort which balances the landowners' interests with the interests of the general public.

The second basic community policy of Richmond is to assure that landowners' property rights are respected while encouraging these owners to work cooperatively with the Town to achieve the goals of the Comprehensive Plan.

To accomplish this policy, the Town and its residents will need to:

- encourage landowners to view their ownership of the land as a form of stewardship in which they play an important role in influencing the future of the land and the Town of Richmond.
- assure that the Town's land use regulations do not impose unnecessary burdens on the owners of large parcels while allowing these owners flexibility in the use of these parcels to encourage their continued use for agricultural and forestry purposes.
- provide for administrative relief in the operation of the Town's land use regulations to allow for the adjustment of boundaries and requirements based upon actual conditions as determined by field investigation.
- provide landowners assistance in planning for the use of their land to help them address the Town's concerns in ways which minimize the impact on their holdings.

- assure that landowners receive a measure of compensation for maintaining undeveloped land such as tax assessment policies which recognize the varying development potential and, hence, value of rural land and the cultural value of this rural landscape to the character of the community and other approaches to assure that rural landowners are not financially penalized for maintaining the rural character of Richmond.
- educate the public as to the role private landowners play in assuring the future rural character of Richmond.

C. Control the Rate and Scale of Development

Richmond has largely avoided the undesirable changes that often accompany rapid growth and development. Over the past decade, the growth of the Town has proceeded at a rate which enabled it to be absorbed without disrupting the character of the community or creating significant change. Slowly, though, the cumulative impact of this growth is becoming visible as the sum of many, small individual changes begins to accumulate.

To assure that the future growth of the community is assimilated into the fabric of the community and does not overburden the ability of the Town to provide public services, the third basic community policy of the Comprehensive Plan is to control the rate and scale of new residential development in Richmond and to use this control as a method of influencing where growth occurs and does not occur in the future.

The Town should focus its activities on restricting the size of development projects as a means of controlling the rate, location, and scale of new growth. However, the Town should repeal its current limit on the number of building permits issued in any subdivision in any year in the entire Town.

The Town should provide that large lots (lots of more than 40 acres) are counted as a lot for the purposes of determining if the division is a subdivision requiring Planning Board review. This will assure that the intent of the growth limit is not circumvented by the division of parcels into large lots, each of which is separately developed as a subdivision. The Town should also require that once a parcel meets the threshold test for review as a subdivision involving three or more lots, any subsequent division involving the creation of additional lots should require review and approval by the Planning Board regardless of when this subsequent division occurs.

D. Preserve the Town's Agricultural Base

Agriculture has been an important part of the community and continues to play a significant role in Richmond. Although the number of farms and amount of land in agricultural use has declined with the passage of time, the Town still contains a number of viable, commercial farms which control or use a significant amount of land. This resource is threatened, however, through the intrusion of development in rural areas which introduces incompatible uses and drives up land values as well as the uncertainty of agricultural economics.

The fourth basic community policy of the Town of Richmond is to assure that the Town's agricultural base is preserved. To accomplish this policy, the Town will need to:

- educate the general public about the favorable tax benefits to the community at large of retaining land in agricultural and other open space uses.
- assure that the Town's land assessment policies do not place an undue burden on the owners of agricultural land by placing development values on land which is not suited or not intended for development.
- protect farmers from encroachment by incompatible land uses such as residential subdivisions whose occupants may feel that the smells and noises of agriculture are nuisances or which alter or contaminate surface waters that are used for agricultural purposes.
- assure that the Town's regulations and programs recognize the "right-to-farm" and do not place unreasonable restrictions on agricultural activities such as the spreading of sludge, the use of pesticides and fertilizers, the hours of operation or the conduct of related agricultural activities.
- encourage the creation and use of State and local programs to acquire short-term or long-term commitments that restrict development of farmland or control its conversion to other uses.

E. Protect the Town's Natural Resources

The Town of Richmond contains an important and diverse natural resource base. This base includes wetlands, floodplains, areas with steep slopes, wildlife habitat, and areas of unique or rare natural value. While many of these resources are protected to some extent by State or federal regulations, local control over the protection of these resources is desirable to assure that individual small-scale actions do not adversely affect these resources.

Therefore, a community policy of Richmond is to protect the natural resources from activities or use which damage their resource value or which create threats to the public health or safety. To accomplish this policy, the Town and its residents will need to:

- educate the general public about the Town's natural resources, their importance to the community and the types of activities that can jeopardize these resources.
- work with State and federal officials to provide for the accurate identification and assessment of the Town's significant natural resources, particularly wetlands and wildlife habitats where existing information may be inaccurate or incomplete.
- require the on-site identification of all significant natural resources as part of any development proposal requiring Planning Board review.
- recognize that the soil conditions are a major factor in the development suitability of the land and guide development away from those areas with unsuitable or marginal soil conditions.
- protect identified wetlands that have significant value from all activities such as filling, draining, and flooding which threaten their resource value and regulate the alteration of all other wetland areas to assure that there is no significant impact on the environment.
- discourage development activities in the upland fringe area of wetlands to maintain a buffer along these resources and control forestry operations in this buffer to assure that the wetland and habitat are protected. The size of this undeveloped buffer should increase with the value of the wetland.
- restrict new development within identified floodplain areas and control activities which could either increase flooding or create threats to the public safety or quality of the water.
- retain undeveloped buffer strips along streams, rivers and brooks to maintain their scenic quality, protect the water quality and protect established fisheries, especially cold water habitat.
- encourage the retention of high value wildlife habitat such as deer wintering areas by providing incentives for landowners to use these areas in ways which retain their habitat value. Provisions should be made for allowing development rights to be transferred from these areas to other areas suitable for development.

F. Preserve the Town's Forest Resource

Much of the Town outside of the Village and farms is forested. This feature represents a significant economic resource as well as being important from scenic, recreational and wildlife habitat perspectives. The sound management and utilization of this resource is essential to the future of the community and its rural environment and lifestyle.

A basic community policy of the Town of Richmond is to assure that this forestry resource is preserved and wisely utilized. To accomplish this policy, the Town will need to:

- encourage forest owners to manage their lands in an environmentally sensitive manner.
- encourage owners of forest land to participate in the Tree Growth Tax program and other local and State programs designed to retain land as forests.
- assure that the Town's regulations and programs allow reasonable economic use of this resource while protecting its scenic and habitat values.
- require the retention of buffer strips along public roads, residential use and near water bodies and other significant natural resources.
- assure that commercial harvesting involving 5 or more acres is done in accordance with a management plan prepared by a licensed forester or approved public agency.

G. Preserve the Town's Scenic Character

The visual environment of Richmond is extremely varied and exceptionally rich in both quality and quantity. The historic buildings in the Village, views across open farmland, the wooded corridor of the River Road, scenic vistas across the Kennebec and rural roadscapes all contribute to the scenic character of Richmond.

A community policy of Richmond is to preserve the scenic character of the community by assuring that change and development are sensitive to the visual environment. To accomplish this policy, the community will need to:

- encourage new construction in outlying areas to be sited in a manner which preserves the visual environment by locating buildings in wooded areas as opposed to open fields, avoiding construction on ridges and hilltops and maintaining the natural landscape to the maximum extent.

- retain natural buffer areas along road corridors which are especially scenic such as the River Road and the western portion of the County Road. Within these corridors, the Town should regulate the removal of natural vegetation in a buffer strip along the roadway and the creation of driveways and other access roads.
- include the protection of view corridors for scenic vistas in the Town's development review regulations to assure that new development is sited in ways which protect significant views to the maximum extent possible.
- regulate carefully any development, including projects which would otherwise not require Planning Board review, on the open fields along Main Street/County Road and the Alexander Road west of the Village to assure that the scenic character of this area is preserved and the transition from rural to village environments is maintained.
- upgrade the visual quality of the street rights-of-way in the Village and control the use of front yards for parking and storage in residential areas to provide an appropriate visual environment for the historic structures.
- retain the visual quality of Richmond Village by assuring that new buildings are compatible with the existing historic character in terms of scale, placement, and use of materials.
- insure that Town and State activities such as road maintenance, tree cutting, snow plowing, construction, and similar projects are compatible with the goals of the Comprehensive Plan with respect to the preservation of visual resources, sidewalks and general pedestrian movement within the Town and do not detract from the visual quality of the street rights-of-way or abutting properties.

H. Protect Pleasant Pond

Pleasant Pond represents a major scenic and recreational resource for the community. Deteriorating water quality threatens this resource and jeopardizes its value to the community.

A community policy of the Town of Richmond is to assure that the water quality of Pleasant Pond remains suitable for recreational use and that nutrient loading is controlled. To accomplish this policy, the Town will need to:

- educate the public on the water quality issues involving the pond and the sources of potential nutrients.
- play a leading role and work with the Capital Coastal Council of Governments in bringing all towns in the watershed together with the Cobbossee Watershed

District to develop a consistent and adequate approach to management of land use activities in the Pleasant Pond watershed.

- establish controls on development and other land use within the Richmond portion of the watershed to limit the export of phosphorus and other nutrients to the pond to levels which are consistent with improvements in water quality.
- maintain natural buffer strips along the shore of the pond and streams and drainage courses tributary to the pond.
- assure that the pond remains suitable fisheries habitat.
- assure that recreational power boating does not create nuisances for other users of the pond.

I. Provide Appropriate Public Facilities and Services

The Town is responsible for providing the public facilities and services necessary to meet the needs of the community. The responsibility is both a burden and an opportunity in that the provision of these items is costly but at the same time can be used to influence the growth and development of the community.

A community policy of the Town is to provide suitable public facilities and services to meet the needs of the residents of the community and to use the provision of facilities as a means for guiding growth. To accomplish this policy, the Town will need to:

- institutionalize the concept of planning for capital expenditures through an annual capital improvements program which looks at the needs of the community and the ability of the Town to pay for these facilities and establishing priorities for the Town's capital spending.
- establish a Town policy for retaining unpaved roads in those areas of the community where growth is being discouraged.
- work with the Richmond Utilities District to develop a comprehensive utilities plan which:
 - accurately assesses the capacity of the sewer system to accommodate additional connections once the upgrade of the sewage treatment plant and sewer separation projects are complete.

- determines the potential yields of the Dresden aquifer and the actions necessary to protect this source for the Town of Richmond and the Town of Dresden.
 - develops a cooperative working relationship between the Town and the District to strengthen the District's ability to respond to the needs of the Town.
 - establishes a joint policy on limiting the expansion of sewer and water service only to those areas where development is proposed to be accommodated by this Comprehensive Plan as adopted by the Town of Richmond.
 - works to encourage property owners in the Village to connect to the sewer system.
 - educates the residents of the Town about the issues related to water and sewer service.
- develop a program for preserving open space through either acquisition by the public or land trusts or through the voluntary dedication of land to this use by the land owner.
 - require that developers provide the necessary public facilities to serve new developments, including upgrading existing public facilities if necessary to accommodate the new use.
 - enhance public access to the Town's rivers and streams, particularly the Kennebec River, for both recreation and marine uses and seek outside funding in support of these activities from State and federal programs.
 - acquire riverfront parcels that have played an important role in the historical development of the Town such as Schooner Point and the original Fort Richmond site.
 - develop a program and necessary facilities for recycling of the Town's solid wastes and demolition debris in connection with neighboring communities.

J. Provide a Suitable Transportation Network

Access and transportation play an important role in determining the quality of life. This includes transportation in its broadest senses including the opportunity to walk, ride bicycles or

utilize public transportation. It also includes assuring that the transportation system does not dominate other aspects of the community.

A basic community policy of Richmond is to provide a suitable and balanced transportation system which supports the other policies of the Town. To accomplish this policy, the Town will need to:

- upgrade and maintain the sidewalk system within the Village area as part of the Capital Improvements Program to enhance its pedestrian environment and create opportunities to walk to major public facilities and retail and service uses. The pedestrian network should connect the schools, public buildings and recreational facilities and commercial activities with each other and with the residential neighborhoods.
- expand the opportunities for trails and walking paths in outlying areas of the community through utilizing abandoned roads and working with private land owners.
- recognize that Route 197/Main Street plays a dual role as both the spine of the Village and as a State highway moving traffic through Richmond. The Town should work to assure that the local role is the predominant role for the road and that efforts to divert through-traffic onto this route are resisted.
- support the reestablishment of commuter service on the Maine Central rail line between Brunswick and Augusta if this facility continues to be used for railroad use or its development as a regional recreational area providing a wide variety of recreational activities if rail service is abandoned.

K. Promote Appropriate Nonresidential Activities

Nonresidential uses provide the goods and services used by the residents of the community as well as providing jobs. In addition, sound nonresidential development which does not increase service demands can provide additional tax revenues to support the cost of the Town government and schools. At the same time, these uses can have undesirable impacts on neighboring properties and the environment, generate traffic, and create demand for residential development.

A basic policy of the Town is to accommodate appropriate nonresidential uses which meet the needs of the residents of the Greater Richmond area while discouraging uses which cater to transients or generate pressure for growth and development. To accomplish this policy, the Town will need to:

- encourage the revitalization of the Main Street area as a commercial center meeting the day-to-day needs of residents of the community and surrounding area. This effort should include restricting the further expansion of the commercial area westerly along Main Street/County Road.
- allow for the reestablishment of Richmond Corner as a small-scale neighborhood commercial center serving the western side of the Town as long as controls on the export of nutrients or contaminants to Pleasant Pond are employed.
- promote the location of small-scale service and office uses in the Main Street commercial area to reinforce the area and utilize existing buildings more intensively.
- accommodate, near the I-95 interchange, nonresidential uses which are not appropriate to be located in the Village. In addition, uses should be allowed in this area only if they will not adversely impact on the economic functioning of the Village District. This designation is intended to provide additional employment opportunities for the residents of Richmond and to broaden the tax base. The Town should carefully regulate these uses allowed in this area to assure that they are positive additions to the community, that they can be serviced with on-site water supply and sewage disposal, will not cause economic harm to uses located in the Village, and are well designed to minimize their impact on the visual and natural environment.
- reestablish a local community and economic development corporation to promote and oversee the revitalization of the Village Commercial area and attract and retain suitable tenants for the Ames Mill.

L. Provide Affordable Housing to Meet the Needs of the Community

The affordable housing strategy outlines an approach to assuring that an adequate supply of affordable housing is available to meet the needs of lower and moderate income households.

The basic housing policy of the Town should be to carry out the affordable housing strategy. To accomplish this policy, the Town will need to:

- work cooperatively with the owner of the Meadowbrook Mobile Home Park to upgrade conditions within the park while maintaining the affordability of the units.
- revise the Town's land use regulations within the Village to allow full utilization of existing structures for residential purposes as long as they are compatible with the neighborhood.

- support the development of a self-help housing program to rehabilitate and possibly construct lower cost housing for moderate and lower income households.
- provide incentives within the Town's regulations to assure that lower cost housing can be constructed within the community.

The Town does not believe that the development of new large-scale mobile home parks is in keeping with the character of Richmond. If, however, new mobile home parks are developed in the community, the Town should assure that these parks do provide affordable housing over the long term and provide the opportunity for resident ownership of the park in the future.

SECTION 7. LAND USE POLICIES

The policies set forth in Section 6 provide a general vision of how the Town of Richmond should guide its growth and development and the use of its land resource over the coming decade. Key elements of the community policies include preserving the character of Richmond by discouraging suburbanization of the Town while maintaining its rural and village environments and lifestyles and controlling the rate of growth.

This section translates the general policies of Section 6 into specific proposals for how the land of the Town of Richmond should be best utilized to assure that the community policies are met. These land use policies try to balance the interests of property owners with the public interest.

This Comprehensive Plan recommends that Richmond be viewed as seven distinct land use designations. These designations are intended to provide for the best use of the various areas of the Town in accordance with the goals and community policies. Each designation addresses particular situations and is designed to reflect both the natural constraints and opportunities of the land and the desires of the community. Figure 2 shows how these seven designations are applied to various areas of the Town.

The land use designations reflect the natural resource information summarized in Section 4. This information is of a general nature and is of limited accuracy. Therefore, the areas shown on Figure 2 are only general indications of the locations of the Resource Protection areas. When land use regulations are adopted to implement this designation, the Town should provide an administrative mechanism to allow for adjustments in the boundaries of these areas based upon actual conditions in the field.

A. Land Use Designations

1. Resource Protection Areas

This designation is intended to preserve fragile environmental areas such as high and moderate value wetlands and undeveloped floodplains in a substantially undisturbed condition. The objective of this designation is to prevent intrusions which upset the ecological system or create potential threats to the public health or safety.

Within these Resource Protection Areas, the use of land should be limited to low intensity natural resource activities. Uses such as low intensity, nonintrusive recreation, agriculture and silviculture may be suitable in these areas if they are carried out in a way which does not damage the resource or lower its value in meeting natural resource functions. Development, other than for essential water dependent activities, should not occur in these areas.

The development potential assigned to land in a Resource Protection Area may be transferred to land within the proposed development or parcel being developed and which is outside of the Resource Protection Area. This could involve clustering the development on other areas of the parcel that do not have natural resource constraints, transferring the development rights to a neighboring parcel as part of a cluster development, or transferring the development rights to another area of the community where development is allowed if a community or regional program is implemented in the future.

The Town's land use regulations should prohibit filling, draining, or alteration of wetlands and control forestry activities in these areas.

2. Agriculture and Forestry Conservation Areas

This designation is intended to preserve the rural character of the outlying portion of the Town by encouraging agricultural and forestry uses in these areas and discouraging residential or other nonresource based development activity.

The Agricultural and Forestry Conservation Area consists of three subareas or designations. The **Agricultural Subareas** encompass portions of the Town which have substantial areas in active agricultural use or which have prime farmland soils which are not in active use. Within these subareas, the objectives are to promote the retention of agricultural use, preserve the land resource for future agricultural use and discourage the development of uses which are incompatible with commercial agricultural uses.

The **Watershed Protection Subarea** consists of the watershed of Pleasant Pond. Within this subarea, the objective is to assure that the water quality of the pond is not adversely impacted by increased nutrient loading resulting from surface runoff from developed areas and agricultural activities.

The **Rural Subarea** consists of the areas outside of the **Watershed Protection Subarea** and **Agricultural Subarea**. The objective in these subareas is to retain the land in a rural state by encouraging managed forestry and agricultural use. Very low density residential uses which maintain the rural character of the subarea may be appropriate.

Within the three subareas that make up the Agriculture and Forestry Conservation designation, the principal objectives are to retain this portion of the community in a substantially open, rural environment, to discourage suburban-type residential development and to assure that any development that does occur is done in a manner which preserves the rural character of the community.

Land uses within the Agriculture and Forestry Conservation designation should be limited to agricultural and forestry uses, low intensity recreational uses, and small scale, scattered residential uses which are compatible with the agricultural and resource values of the area. Agriculturally related business and other small scale retail, service and manufacturing uses compatible with the rural environment should be allowed in these areas.

Agriculturally related residential uses should be allowed at a density of 1 dwelling unit per 1½ to 2 acres of land. The base density for other residential uses should be 1 unit per 5 acres of land. The Town should discourage property owners from creating lots along existing Town roads. To accomplish this, the Town should increase the lot frontage requirement to a minimum of 200 feet per lot on existing Town roads with a minimum lot size of 80,000 square feet but require only 100 feet of frontage on internal public or private roads. Within this designation the Town should allow the creation of smaller lots in minor residential developments if the balance of the area needed to meet the density requirements is permanently set aside for agricultural, forestry or open space use. The size of these reduced lots shall be tied to the suitability of the site for on-site sewage disposal.

To assure that any large-scale residential development that does occur in the Agriculture and Forestry Conservation designation is compatible with the character of those areas, the Town should require that any major residential project involving five or more lots or dwelling units occur as a cluster development. Within a cluster development, 60% or more of the parcel (not including areas designated as Resource Protection) shall be permanently set aside as open space to be used for recreational, natural resource, agricultural or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of the cluster development shall be a minimum of 1½ - 2 acres in size and shall have their frontage on an internal road rather than existing Town road.

The Town should also require that cluster developments avoid agricultural land and significant agricultural soils, retain and buffer significant natural resources and wildlife habitats, and promote the rural character through the thoughtful siting of buildings and lots and the preservation of buffers along Town roads.

The rate of residential development within the Agricultural and Forestry Conservation designation should be restricted to discourage inappropriate development. This should be done by limiting the number of building permits in any traditional subdivision to three in any one year.

Within the Watershed Protection Subarea, the Town should institute special controls to control nutrient loading to Pleasant Pond. These controls should address agriculture and development practices and should limit the amount of phosphorus exported from any parcel. The allowable export levels should be tied to the DEP's nonpoint source controls and the Town should utilize the DEP's "Best Management Practices" and the guidance of the Cobbossee Watershed District in its review of development activities.

3. Village Residential Areas

This designation is intended to encourage the preservation and revitalization of the established residential neighborhoods in Richmond Village and Richmond Corner and to protect these residential areas from encroachment by incompatible uses.

The primary objective of this designation is to reinforce the concept of a Village with a pedestrian environment and village lifestyle. To accomplish this, the Town should adopt an approach to dealing with existing buildings that encourages their full utilization by allowing flexibility in their use.

Within the areas designated as Village Residential, uses should be limited to residential, community facilities and home occupation type businesses. A variety of residential uses including two-family and multifamily residences and accessory apartments should be considered as possible uses subject to strict controls to assure that the use and structure are compatible with the existing neighborhood.

Within the Village Residential Areas, the basic, minimum lot size for new residential construction should be 20,000 square feet. The overall density for residential uses should be approximately four units per acre. The Town's land use regulations should incorporate flexibility to permit the full utilization of existing residential structures by allowing higher density use if the project is designed to be compatible with surrounding uses. The reuse of structures should be of a high quality and should require that the front yard be retained as a landscaped area, that adequate parking be provided, that the site be well landscaped and adjoining uses adequately buffered, and that the architectural character of the building is preserved.

Within the portion of Richmond Village that is within the Historic District, the Town should allow manufactured housing if it is compatible with the architectural character of surrounding structures.

4. Village Center Areas

This designation is intended to encourage the revitalization and development of the center of Richmond Village and the Richmond Corner area with a mixture of business and service uses which provide a wide range of local commercial opportunities which meet the needs of residents of Greater Richmond. In addition, these areas should serve as the center of the community's social and cultural life. Within the Village Center Areas, residential uses should be permitted, particularly on the upper floors of buildings.

The primary objective of the Village Center designation is to create vibrant and economically viable centers which serve as the hubs of village life. A major issue in accomplishing this objective is encouraging the full utilization of existing buildings in a way which is compatible with the Village environment and preserves the architectural heritage of the community.

Within the Village Center Areas, a wide variety of uses should be allowed, including small scale retail uses, services, offices, cultural and civic facilities, and residential uses. The Town should encourage the mixed use of existing buildings by allowing residential use of upper floors.

The Town's land use regulations should adopt a flexible approach to controlling use and development within these areas. The principal focus of the regulations should be on reinforcing the village environment by controlling the quality of the physical environment. Special provisions should be developed to allow for the creative use of space on the upper floors of existing buildings for office or residential use, provided that adequate parking is available and the architectural character of the building is preserved and enhanced.

A special concern in the Village Center Area is the provision of adequate parking to meet the needs of both commercial and residential uses. The Town should adopt a flexible regulatory approach to allow creative solutions to the parking needs between property owners or in conjunction with Town efforts.

5. Village Conservation Areas

This designation is intended to apply to areas on the fringe of Richmond Village which are substantially undeveloped at this time and which, if developed, will have an important impact on the character of the community.

The principal objective of this designation is to assure that premature, unplanned development does not occur in this area while requiring that, if development does occur, it does so in the manner that is either of a village or rural character as opposed to a suburban character.

Within this area, the continued use of the land for nondevelopment purposes should be encouraged. If development occurs, the use of the land should be either of a village character or a rural character and be done in accordance with a master development plan which assures that the use will be compatible with the character of the community and that the scenic and natural resource values of the areas are preserved.

In developing plans for the use of this area, property owners and the Town should address the following issues:

- the preservation of the gateway to the Village
- the maintenance of a transition from the Village to rural landscape
- the preservation of the visual environment of the main roads
- the creation of appropriate buffers
- the physical image of the use and its relationship to the fabric of the Village
- the preservation of open space and significant natural resources

Uses allowed within this area should include single and multifamily residences, mobile home parks, small scale retail and service uses, community facilities and similar uses.

The Town's land use regulations should allow overall residential densities of 1 unit per ½ acre of land for sewered developments and 1 unit for 1 to 2 acres of land for unsewered

developments. These regulations should encourage any development to be clustered at densities that are similar to the existing density within Richmond Village.

6. Residential Areas

This designation is intended to provide areas in Richmond which are suitable for accommodating new residential development. The objective of this designation is to create areas in which a variety of residential opportunities can occur which meet the needs of Richmond residents while preserving the character of the Town.

Within these areas, a wide variety of residential uses should be allowed including single-family homes, duplexes, multifamily housing, and mobile home parks. In addition, small scale commercial and home occupation businesses and community facilities and services should be allowed in these areas.

Residential development should be allowed at a density of 1 unit per $\frac{1}{2}$ acre of land with public sewerage and 1 unit per $1\frac{1}{2}$ to 2 acres of land with on-site sewage disposal. The Town should discourage property owners from creating lots along existing Town roads. To accomplish this, the Town should increase the lot frontage requirement to a minimum of 200 feet for lots on existing Town roads with a minimum lot size of 80,000 square feet per lot but require only 100 feet of frontage on internal public or private roads.

To assure that any large-scale residential development that does occur in the Residential designation is compatible with the character of those areas, the Town should require that any major residential project involving five or more lots or dwelling units occur as a cluster development. Within a cluster development, 60% or more of the parcel (not including areas designated as Resource Protection) shall be permanently set aside as open space to be used for recreational, natural resource, agricultural or forestry purposes. The development rights for this open space shall be permanently restricted. Individual lots created as part of the cluster development shall be a minimum of $\frac{3}{4}$ acre in size if not served by public sewerage and shall have their frontage on an internal road rather than an existing Town road.

The Town should also require that cluster developments avoid agricultural land and significant agricultural soils, retain and buffer significant natural resources and wildlife habitats, and promote the rural character through the thoughtful siting of buildings and lots and the preservation of buffers along Town roads.

7. Commercial-Industrial Areas

This designation is intended to provide areas for the location of nonresidential uses which are not appropriately located in the Village or at Richmond Corner and which provide employment opportunities for local residents.

Within these areas, allowed uses should include uses which are not appropriate to be located in the Village such as clean light industrial, service, wholesale and distribution uses. A major focus of this designation should be to encourage high quality uses which expand the Town's tax base, which are compatible with the rural character of the Town, which will not adversely impact Village revitalization, which will not require the extension of sewer and water service, and which will provide adequate revenue to offset the costs for any measurable increase in demand for Town services.

The Town's development regulations should establish standards to assure that new uses are required to affirmatively demonstrate that the use cannot be accommodated in the Village and will not adversely impact on the Village Commercial District. In addition, the regulations should establish performance standards to assure that these uses are well planned, protect the visual character of the Town, and preserve significant natural resources.

B. General Requirements

The Town should improve its oversight of the Town's land resource by adopting the following recommendations:

1. Performance Standards

The Town should upgrade the performance standards of the land use regulations to:

- establish workable standards for cluster developments in various areas of the community. These standards should provide density incentives for projects which preserve a significant portion of the site as open space, protect agricultural land and significant natural resources, and promote the scenic environment.
- establish standards for protecting natural resources through the control of filling, dredging, earth moving, timber harvesting, clearing, and similar activities which may adversely affect the resource.
- establish standards for controlling the export of phosphorous to Pleasant Pond.
- establish standards for the utilization of structures in the Village to assure compatibility with the character and architectural heritage of the neighborhood.
- establish standards for residential subdivisions to assure that the design and layout are sensitive to the natural and visual environment.
- establish standards to assure that noise impacts on abutting and neighboring properties are assessed relative to, and do not significantly degrade, the existing acoustical environment.

Noise standards should address industrial, commercial, residential, transportation and recreational noise; and protect the scenic environment.

2. **Predevelopment Planning**

The Town should establish a cooperative program which encourages landowners of parcels of 40 acres or more in size to go through a preplanning process prior to the sale of any lots or the issuance of any development permit other than one single-family home. The purpose of this program should be to assist landowners in making wise and informed decisions about the use of their land.

The process should be designed to be advisory rather than regulatory in nature, administered through the Planning Board, and would not be subject to Town approval or recording. The goal of the predevelopment planning process is to assure that landowners consider the natural opportunities and constraints of the land, access potentials, and the Town's land use regulations prior to making decisions about the use of the parcel.

The preplanning process should not require the property owner to have to do any extensive on-site analysis and should be based on existing information available through Town, State, and federal agencies.

The process should be designed to identify all potentially significant constraints to the utilization of the property including public water and sewerage capabilities, natural resource considerations including steep slopes, wetlands, floodplains, water bodies and significant wildlife habitat and vehicular access to the site.

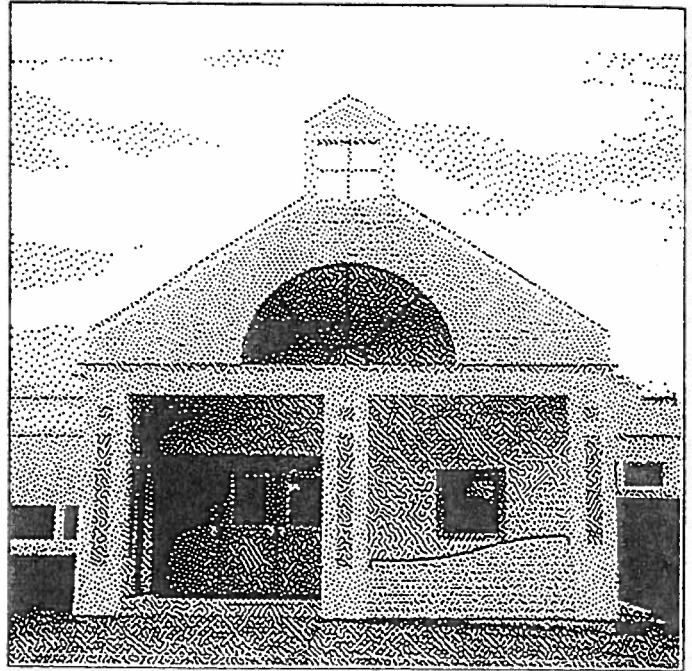
The program should encourage the property owner to prepare a plan which identifies the constraints to the use of the parcel and a conceptual plan for the use of the parcel, provisions of appropriate access and protection of natural resources, and the provision of water and sewer service.

3. **Improved Technical Capabilities**

The Town should expand the technical capabilities of the Town staff and boards by:

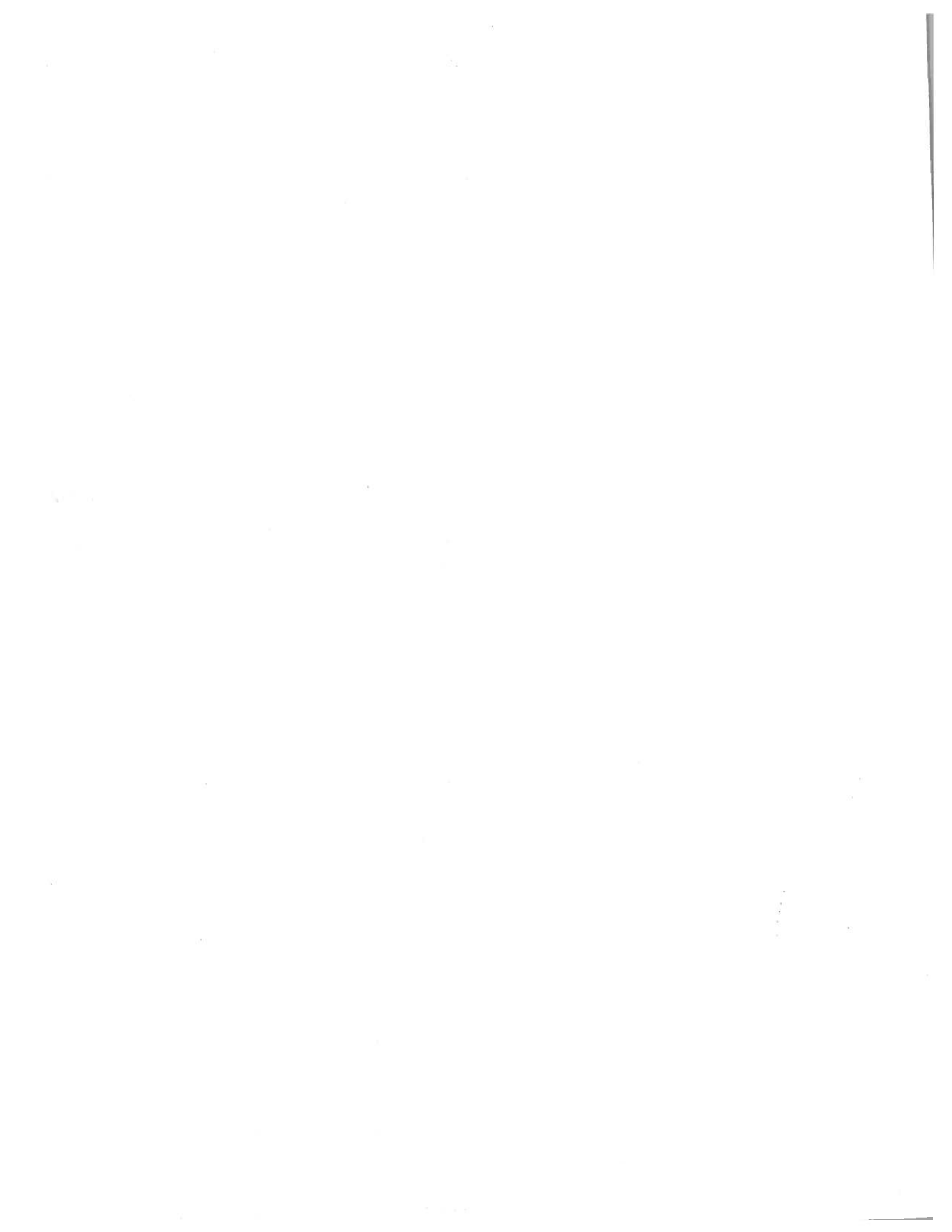
- upgrading the quality of the code enforcement services provided by the Town to assure that property owners receive proper information about the Town's requirements, that the ordinances are properly interpreted and fairly administered, and that requirements imposed in the approval process are implemented and enforced.
- providing the Planning Board and Board of Appeals with as-needed, part-time staff support to deal with the administrative technical review aspects of reviewing development proposals and appeals requests.

Part C



IMPLEMENTATION

- | | |
|------------|------------------------------------|
| Section 8 | Implementation Strategies |
| Section 9 | Capital Investment
Strategy |
| Section 10 | Regional and State
Coordination |



SECTION 8. IMPLEMENTATION STRATEGY

The goals and policies set forth in Part B of the Comprehensive Plan present a vision of what Richmond should be in the future and how it should manage the growth and development that occurs over the coming decade.

This section sets out a strategy for taking the actions necessary to translate this vision into reality. The strategy breaks the actions into three levels:

- short-term activities which should be completed within one year of the adoption of this Plan
- mid-term activities which should be completed within three years of the adoption of this Plan
- long-term activities which may take five or more years to complete.

A. Short-Term Activities

Within the year following adoption of the Comprehensive Plan, the Town of Richmond should undertake the following activities to implement the recommended goals and policies:

1. Revised Land Use Regulations

The Town should undertake a comprehensive revision of the Town's land use regulations to bring them into conformance with the policies of the Plan. These revisions should:

- incorporate the seven land use designations including the appropriate use and density requirements into the zoning district structure
- repeal the building permit limitation system on a Townwide basis
- develop performance standards addressing:
 - design requirements for cluster subdivisions
 - requirements for protecting significant natural resources and appropriate buffers as set forth in the policies for protecting natural resources (see Section 6, Subsection E)
 - controls on agriculture and development within the Pleasant Pond watershed to limit the export of nutrients to the pond

- the incorporation of the regulation of activities in flood hazard areas into the Comprehensive Land Use Ordinance
 - site design standards for residential subdivisions
 - site design standards for nonresidential subdivisions
 - design standards for new buildings within the designated Historic District
 - standards for preserving the visual environment of specified road corridors
 - the use of on-site sewage disposal systems
 - provisions for affordable housing
- establish requirements that applicants submit an assessment of the possible impact of proposed development activities on known or likely areas with historic or archaeological resources.

2. **Community and Economic Development Corporation**

The Town should reactivate the Richmond Development Corporation as the official body to be responsible for encouraging the economic revitalization of Richmond Village in a manner consistent with the goals and policies of this Plan and seeking and maintaining appropriate nonresidential tenants for the Ames Mill.

The Corporation should be charged with seeking outside funding in support of these activities, with acting as a conduit for direct State and federal assistance to businesses and property owners, with coordinating the activities of any State agencies, and with developing proposals to address parking in the Village Commercial Area.

The Corporation should be broadly representative of the community, business interests, and Village property owners.

3. **Capital Improvements Program**

The Town should institutionalize the planning for capital investments by continuing the annual capital budgeting process. This process should inventory the Town's short- and long-term capital needs, assess the community's willingness to pay for capital projects, and establish short- and long-term capital spending priorities.

The annual capital improvements programs should be based on the general outline of capital needs as set forth in the capital investment strategy contained in Section 9.

4. **Right-to-Farm Policy**

The Board of Selectmen should adopt a formal policy on the role of agriculture in the Town of Richmond and the Town's relationship with the agricultural community. This policy should address:

- the Town's farmland assessment practices
- the use of current use taxation under State programs
- the treatment of agricultural uses with respect to issues such as sludge spreading and the use of pesticides, and the protection of the right-to-farm.

5. Solid Waste and Recycling

The Town should develop a long-term solution to the disposal of the Town's solid wastes and demolition debris and begin a recycling program in compliance with State requirements.

6. Upgraded Staff Support

The Selectmen and Town Manager should investigate opportunities for providing part-time technical staff support to the Planning Board, Board of Appeals, and other boards, committees, and departments on a part-time, as-needed basis. The Town should then establish a program on a trial basis to be supported with fees paid by applicants for development review or other methods determined by the Selectmen.

7. Self-Help Housing Program

The Town should play a leadership role in the creation of a private, voluntary self-help housing group to rehabilitate housing for low and moderate income households. The Town should provide administrative and organizational support in getting this effort started.

8. Townwide Forestry Management Plan

The Town should create a Forestry Committee to develop a forestry management plan. This group should be broadly representative of landowners, foresters, and conservation interests. The plan should develop standards of forestry practice in Richmond and determine if local regulations or programs are necessary to assure the sound management and use of this resource.

9. Land Assessment Policy

The Selectmen and Town Manager should develop a policy for the assessment of rural, undeveloped land. This policy should be consistent with State law but should clearly establish that the Town's land use regulations and the natural resource constraints which affect the development potential should be considered in determining the assessed value of this land.

If the Town finds that the State laws governing property taxation work in conflict with the Town's goals of retaining open space and preserving the rural character of Richmond, the Town should play a leadership role in seeking changes to the State laws.

10. Visual Environment of Roadways

The Town should review road maintenance, tree cutting, snow plowing and related activities and change them as appropriate in order to enhance the preservation of visual resources, maintain and support sidewalks and general pedestrian movement within the village, and in order to insure that road maintenance and snow plowing do not detract from the visual quality of the street rights-of-way in the village and property boundaries with the roads in general. The Town should also work cooperatively with the Maine Department of Transportation to address the same concerns relative to State activities and projects.

11. Utility Planning

The Town should establish a cooperative program with the Richmond Utilities District and the Town of Dresden to plan for the sewer and water service needs of the Village area and the protection of the aquifer which is the District's source of supply. This effort should be focused on protecting the various interests of the Town of Richmond, RUD, Town of Dresden, and property owners in the vicinity of the aquifer, sewage treatment plant, and other district facilities. The study should:

- address the capacity of the sewer system upon completion of the District's planned improvements and develop procedures for allocating this capacity.
- identify the limits of the recharge area for the District's well, determine the maximum desirable draw on the aquifer, assess the available capacity of the system to serve additional users, develop procedures for allocating this capacity and develop a program to protect both the quality and quantity of this aquifer.
- explore the possibility of locating a new water source within the Town of Richmond.

In addition, the Town and the Utility District should establish the geographic limits of the water and sewer service areas and a program for encouraging people within the sewer service area to connect to the system.

12. Waterfront Management Plan

The Selectmen, in conjunction with the Harbormaster and Planning Board, should develop and implement a comprehensive management plan for the Kennebec riverfront. This plan should address management of the harbor, use of the riverfront and provisions for public access. The harbor management portion of the plan should address the mooring area in the Kennebec River and should limit the amount of moorings to what can be safely accommodated, set out the regulations for the mooring area, and establish a system for assuring that commercial users and local residents are given priority in assigning mooring space.

13. **Public Roads Management Plan**

The Town should undertake an inventory and condition survey of all its public roads for the purpose of developing both a short-term maintenance plan as well as a long-term capital improvement plan for roads, which is consistent with the unpaved road policies. The sidewalk improvement plan when carried out as a mid-term activity should be integrated into the Public Roads Management Plan.

B. Mid-Term Activities

Within three years of adopting the Comprehensive Plan, the Town of Richmond should undertake the following activities to implement the recommended goals and policies:

1. Natural Resource Information

The Conservation Committee should work with the appropriate State agencies and property owners to refine and update the natural resource information contained in this Plan. This effort should focus on:

- accurately defining the existence, location, and extent of areas which are wetlands under the definitions of the State and U.S. Army Corps of Engineers
- evaluating the importance of these wetlands for the full range of wetland functions to identify those wetlands that are significant and should not be altered from those with little or no significance in which some alteration may be permissible provided that mitigation or compensation is undertaken.
- accurately defining the location and value of various types of wildlife and fisheries habitats with emphasis on deer wintering habitat.

2. Natural Resource Education Program

The Town should take the lead in developing an information program designed to educate the residents of the Town of Richmond about the Town's natural resources, their importance and the types of activities which can damage or destroy these resources. This program should address the issues of the Pleasant Pond watershed and wetlands.

3. Sidewalk Improvement Program

The Town should develop a comprehensive sidewalk improvement program for the Village area. This program should identify the existing system of sidewalks and evaluate their condition, identify the need for sidewalks to serve pedestrians, establish priorities for improving and maintaining existing sidewalks and installing new walks and develop a program of sidewalk improvements which can become part of the Town's Capital Improvements Program. In

addition, this information should be used for revising the Town's land use regulations relative to sidewalks.

4. Tree Planting and Preservation Program

The Town should develop a tree planting and preservation program for public facilities and roadways. This program should identify the current situation, areas in which existing trees should be preserved, the need for tree planting, appropriate materials and treatments, and establish priorities for tree plantings.

The Town should then play the lead in developing a community program to implement the recommendations. This program should involve youth groups, conservation organizations, property owners, and the schools.

5. Town Land

The Selectmen, with the assistance of the Conservation Committee and Parks and Recreation Committee, should undertake a comprehensive review of the Dingley Road property (the so-called "Town Forest") and other unused Town land. This program should include the following:

- research the ownership of the parcels and establish the Town's rights in these parcels
- conduct a natural resources inventory of the properties to determine the resource and development potential of each parcel
- develop a policy on the future use of these parcels. This policy should consider the potential use of the parcels for recreational, conservation, or future public uses as well as disposition of the parcels to fund other open space and conservation activities.

6. Roads Policy

The Selectmen should develop and adopt a formal policy relative to the improvement of Town roads, particularly dealing with not paving unpaved roads in those areas where the Town is trying to discourage development. This policy should emphasize the Town's desire to retain the rural character of these areas. In addition, the policy should establish reasonable restrictions on increases in traffic on non-State aid, rural roads.

The maintenance and condition of the Town's roads contribute to the overall safety, appearance and character of the Town as well as affecting the value of private property. The formal policy should also cover priorities and general standards for maintenance of both paved and unpaved roads and the plowing of sidewalks, as well as spelling out the protection of community and individual property from damage or encroachment.

7. Impact Fees

The Planning Board should investigate the use of impact fees as a method of defraying part of the public costs associated with new development in the community. This effort should include a detailed analysis of the Town's infrastructure to determine those areas where growth could create the need for upgraded/expanded facilities. Based upon this analysis, the Town should decide if impact fees should be pursued. If so, the Town should then identify the geographic areas which contribute to each potential deficiency and develop a program for assessing impact fees for development within these areas.

8. Affordable Housing

The Town should establish a housing committee to implement the recommendations of the affordable housing strategy including developing a self-help program, advising the Planning Board on appropriate land use regulations, and working with the owner of the Meadowbrook Mobile Home Park in developing a cooperative program for upgrading the living environment within the park and locating the funding necessary to carry out the Plan.

C. Long-Term Activities

The Town of Richmond should undertake the following long-term activities to implement the goals and policies recommended by this Plan, recognizing that many of these activities will be continuing activities or take five or more years to complete due to the nature of the effort.

1. Upgraded Access to the Kennebec and Other Rivers and Streams

The Planning Board and Conservation Committee should work to develop improved access to the Kennebec and other rivers and streams. This access should be focused on providing opportunities for the residents of Richmond to have low intensity, small-scale access to these water bodies for fishing, walking, canoeing, birding and similar activities.

The Town's efforts should include the following:

- researching historical access to these rivers and streams and determining if any public rights of access still exist
- identifying the types of access desirable to the various rivers and streams
- locating feasible points of access to the various water bodies
- working with property owners to obtain public access rights through a variety of approaches ranging from consent of the owner through outright acquisition
- developing a program for managing and maintaining these access points to protect property owners and the environment.

2. Rural Trail System

The Planning Board and Parks and Recreation Committee should work to develop a system of trails for walking, jogging, and cross-country skiing in the outlying parts of the community. This system should be designed for non-motorized use but could be coordinated with snowmobile trails. The focus of this program should be to establish public trails for use by the residents of the community by utilizing former rights-of-way and abandoned roads where possible.

The Town's efforts should include the following:

- researching old roads and various rights-of-way to determine their legal status and the public's rights in these areas
- developing a program for a trail system using available rights-of-way wherever possible
- working with landowners to obtain public rights where the crossing of private land is necessary or desirable
- developing the actual trails
- establishing a system for maintaining the trails and assuring that landowners' rights are respected.

3. Open Space Conservation

The Town should develop a program for acquiring key open space in the community and for raising the funding necessary to accomplish this task. This effort should be viewed as a way of preserving key areas with significant natural resource or scenic value. This effort should include a wide range of possibilities for both the method of acquisition (gifts, land trades, purchase, etc.) and the extent of ownership (conservation easements, development rights, fee ownership, etc.).

The development and operation of a successful open space conservation program will require a major commitment on the part of the Town and will need to be an ongoing activity. The Town's efforts should include the following:

- developing an overall policy which identifies the types and locations of land which should be conserved through public/private action and establishing priorities for evaluating various parcels
- exploring possible funding mechanisms that can be used for acquiring open space including public and private sources of outside funding
- establishing relationships with existing conservation organizations and land trusts, particularly in the Merrymeeting Bay area, to coordinate activities and to utilize their knowledge and experience

- working with land owners to explore the use of conservation easements or similar devices to protect all or a portion of their land for the future
- developing a program for the ongoing acquisition of open space and assurance of its maintenance.

4. **Historic District**

The Town should encourage the Richmond Historical Society to conduct a building-by-building inventory of structures on the north side of Richmond Village to document their historic and architectural value.

5. **Scenic Resources**

The Conservation Committee and Planning Board should undertake an inventory of the Town's scenic resources using established criteria. This inventory should identify those areas of the community with scenic resources deserving of protection.

Once the detailed inventory is completed, the Town should revise its Land Use Regulations to encourage landowners to preserve these scenic resources as use of the property changes.

6. **Cemetery Maintenance Program**

The Town should undertake a program to identify the cemeteries in Richmond and to maintain and rehabilitate these facilities.

SECTION 9. CAPITAL INVESTMENT STRATEGY

The capital facilities of local government are essential to meeting the service needs of the community and allowing growth and development to occur in an efficient and cost-effective manner. This section looks at the Town's ability to pay for capital facilities, the adequacy of the Town's facilities to accommodate the projected growth, and the priorities for future capital expenditures by the Town. This strategy is intended to form the general outline on which future capital improvement programs will be based.

The Comprehensive Plan strongly recommends that the Town needs to approach capital spending on a rational, consistent basis as part of its regular budget process to meet the needs of the community. The temptation is to defer needed spending on capital projects when the budget is tight and approve whatever is the current project when funds are available. This approach can result in scarce capital dollars being spent on projects that are not the greatest need of the community. As importantly, project-by-project budgeting can result in unexpected future costs for major projects that are essential or are mandated by State or federal requirements.

A. Financial Considerations

The need for capital spending must be balanced against the ability of the Town to pay for these projects. This means that while some projects may be desirable, the Town may simply not be able to afford them.

The Town has used three approaches for financing capital projects in the recent past. For a small number of major projects, the Town has borrowed money through the issuance of bonds which are paid back over time with interest. For other projects, the Town has used a pay-as-you-go approach by appropriating money at annual Town meetings. These accounts are earmarked for certain projects or activities. For the recent acquisition of a new road grader, the Town entered into a lease purchase arrangement. In 1990, this arrangement was converted to a conventional loan.

The Town has three outstanding obligations for capital projects. These are:

- a 20-year bond issued in 1973 for the construction of the new junior high school. As of June 30, 1989, this bond had an unpaid balance of \$105,000.
- a 5-year bond issued in 1986 for the construction of the addition to the Marcia Buker School. As of June 30, 1989, this bond had an unpaid balance of \$360,000.

- a 3-year note issued in 1989 for the purchase of a school bus. This note had an unpaid balance of \$24,359 as of June 30, 1989.

The Town's total indebtedness as of June 30, 1989, was \$489,359. The retirement of this debt, including interest, results in the following schedule of payments:

1989 - 1990	\$166,853
1990 - 1991	\$171,538
1991 - 1992	\$163,055
1992 - 1993	\$ 21,060
1993 - 1994	\$ 10,265

In addition, the Town entered into a lease/purchase agreement to acquire a new John Deere 670B road grader. The total cost of this agreement spread over seven years is \$91,833, or \$13,119 per year through 1995-96.

The retirement of the Town's capital debt for school construction over the next two years will result in a substantial reduction in the Town's outstanding debt.

B. Adequacy of Existing Facilities and Systems

This subsection analyzes the adequacy of the Town's facilities to meet the current needs of Richmond's residents and to accommodate the projected growth in residential and nonresidential uses. The analysis looks at the facilities function-by-function. A basic description of these facilities is found in Section 18.

1. General Government

The Town Office is adequate to meet the current needs of the Town for administrative space. Increased demands resulting from projected growth can be accommodated in the existing facility. The possible relocation of the police department from the Town Office to the proposed public safety building would free up additional space for administrative uses.

2. Public Safety

A major issue facing the Town is the need to replace or modify the existing Main Street Fire Station due to the inability of the structure to accommodate modern fire fighting equipment.

To address this need, the Town is exploring the possibility of constructing a new public safety facility to house the fire department and possibly the police department. The Town Manager estimates that the cost of this facility will be approximately \$183,750.

The Town, through its regular capital improvements program, has also begun a program to modernize its fire department equipment.

The current facilities of the fire and police departments are adequate to accommodate the projected growth whether or not the new public safety building is constructed.

3. Public Works

The Town's road network is in generally fair condition. The Town has an ongoing program of roadway maintenance (drainage and surface improvements) funded through its operating accounts. The Town plans to begin to develop a road surface maintenance system following Maine Department of Transportation recommendations.

The road system in the Town experiences no significant problems with safety or function. The only identified problem is minor congestion on Main Street during peak hours. This problem does not necessitate any improvements. The existing road system is adequate to accommodate the projected growth without any capital expenditures.

The Town maintains approximately 35 miles of paved and 11 miles of unpaved roads. The paving of the unpaved roads involves a significant capital expense and impact the character of the rural area. The plan proposes that the Town develop a formal policy for dealing with this issue. Therefore, no paving of unpaved roads should occur until this policy is adopted.

The Inventory and Analysis section identifies upgraded sidewalks and the provisions of a path system as major goals of the Plan. While these facilities are desirable to improve the quality of life in Richmond, neither type of improvement is necessary to accommodate the projected growth of the community.

Parking in the Village for Main Street businesses is identified as an issue. No simple solution to this problem exists. This provision of adequate parking is proposed to be a joint public/private responsibility. Provision of new, publicly assisted off-street parking, while essential in encouraging the economic revitalization of Main Street, is not critical to accommodate the overall projected growth in the community. No cost estimates can be developed for this activity until a possible solution is developed.

The Town's highway department faces the need to construct a salt shed to comply with State requirements. An estimated cost for this facility is \$101,500, of which 50% will be paid by the State.

4. Solid Waste

Private contractors currently provide curbside pickup of solid waste in the Town. The Town is currently investigating three long-term solutions for solid waste disposal and recycling including:

- 1) expanding curbside pickup to include recyclables,
- 2) continuing curbside pickup of trash and constructing a recycling center,
- 3) constructing a transfer station/recycling center.

Option 1 will not require any new capital facilities, while options 2 and 3 would. This issue will be decided by a special Town meeting in late 1990. The selectmen are recommending that option 1 be adopted resulting in the need for no new facilities.

In addition, the Town plans to construct a septage holding facility. Any additional needs for septage holding will be funded by user fees. The projected growth of the community will not put an undue burden on the Town's solid waste disposal system and will not create the need for any facilities.

The Town is currently negotiating with the Maine Department of Environmental Protection for final approval of its closeout of the landfill. Some remedial action may be necessary to obtain State approval. No cost estimates for this activity are possible until agreement is reached with the DEP.

5. Recreation

The Town of Richmond provides a wide range of recreation facilities to meet the needs of its residents (see Section 18). The Town and School Department actively cooperate in this area. These facilities are adequate to meet the recreational needs of the community and exceed State standards for recreational facilities (1988 SCORP). Two possible areas of improvement identified by the State study are a formal cross-country ski trail system and provisions for outdoor ice skating. No recreational facilities are necessary to accommodate projected growth.

The Plan identifies two potential areas of action for improving recreational opportunities:

- a) expansion of access to the Town's rivers and streams,
- b) development of a rural trail system.

None of these activities are necessary to accommodate the projected growth.

6. Water and Sewer Service

Water and sewer service are provided by the Richmond Utilities District, a quasi-municipal corporation. The district believes that its service is adequate to accommodate the projected growth. The district has a program for upgrading its capital facilities, with funds being collected through user fees and an impact fee system. The district has recently upgraded its sewage treatment plant to secondary treatment and replaced the major water main in Main Street. The district also has an ongoing program for the separation of combined sewers.

Recognizing that the projected growth within the sewer and water service area will increase demands on the systems, the implementation strategy proposes that the Town work with the district to conduct an analysis of its capacities.

The housing strategy proposes that the Town explore upgrading service to the Meadow Brook Mobile Home Park. The Town is currently exploring Community Development funding for this purpose, as well as to provide sewer service to areas along Route 197 on the northern edge of the Village which are not currently tied into the system.

7. Education

The Richmond School Department faces two major capital expenditures to provide adequate educational facilities to meet State requirements and accommodate enrollment growth. They are:

- a) expansion of the Marcia Buker Elementary School,
- b) construction of small addition to the middle school/high school.

Both of these projects will be undertaken under the State School Subsidy program in which the size and use of the projects will be dictated by the State. Therefore, cost estimates are not possible until preliminary approval is received from the State. Under current funding procedures, the costs of any project will be shared by the Town and State. At the current time, the State picks up over 75% of allowable capital costs up to a maximum of approximately \$30,000 per year, at which point the capital cost circuit breaker provision takes effect. With increasing State valuation, this maximum local contribution to capital costs can be expected to increase somewhat.

8. Historic Resources

The Plan proposes the possible acquisition of the original Fort Richmond site and Schooner Point on the Kennebec to preserve the historic significance of these parcels. This activity is not necessary to accommodate projected growth. No cost estimate has been developed for this activity. Acquisition would depend on a combination of private fundraising and public funding.

9. Open Space

The Town owns a number of parcels of land, including the so-called Town Forest, for conservation purposes. The Plan proposes expanding the Town's conservation holdings as possible. Funding for this activity is envisioned as a combination of land/easement donations, possible sale of the Town Forest property, and local funding. Acquisition of this open space is not necessary to accommodate the projected growth.

C. Projects Necessary to Accommodate Growth

The municipal facilities of the Town of Richmond can accommodate the projected growth and development without any additional capital facilities. The only proposal contained in the Plan that relates directly to accommodating growth is the proposal for a joint public/private effort to expand off-street parking in the Village.

It is anticipated that this project will be financed with local property taxes. Costs for this activity are dependent on the study proposed in the implementation strategy.

Expansion of the Town's school facilities will be required to accommodate growing enrollments and programmatic changes required by State regulations. Additions to the Marcia Buker Elementary School and Richmond High School are proposed. These projects will be carried out under the State school construction program, which provides cost-sharing between the State and the Town. Under current funding arrangements, the Town's share of total capital costs for approved school projects is approximately \$30,000 per year. The timing of these projects is dependent on approval by the State.

The capacity of the Richmond Utility District's water and sewer systems is probably adequate to accommodate the sewered portion of the projected growth. To assure that this capacity is available, the implementation strategy proposes a joint RUD/Town study of the capacities of the water and sewer systems.

D. Projects Desirable to Address Existing Needs

In addition to the capital facilities necessary to accommodate the projected growth, the Town has other capital needs that this Plan proposes be addressed over the coming decade. For each project, a brief description, cost, source of funding and priority is established.

Public safety building	\$183,750	capital debt	1992-1994
Pumper/tank truck	\$147,000	capital debt/reserve	1993-1995
Highway Dept. modernization	\$100,000	short-term debt	ongoing
Salt shed	\$ 51,000	capital debt	1993-1995
Landfill remedial activity	Unknown	-	-

E. Projects Desirable to Enhance the Quality of Life

In addition to those capital facilities necessary to accommodate growth and address current needs, the Plan addresses a number of desirable projects that should be undertaken if funding is available over the coming decade. For each project, a brief description, cost, and funding source is identified:

• sidewalk improvement program	\$10,000	annual funding
• rural path system	\$20,000	annual funding/donations
• river/stream access	-	negotiation
• Meadow Brook utility upgrade	\$30,000	CDBG
• historic site acquisition	Unknown	fundraising/local funding
• open space acquisition	\$100,000	capital debt/local funding

F. Facilities Necessary to Service Development Activities

Capital facilities required to service individual development projects should be the responsibility of the developer. The Town's development review regulations should assure that the need for improvements is assessed and the funding of any needed improvements required by the developer as a condition of project approval.

In addition, the Town should investigate whether there are capital facilities which should be financed by an impact fee system.

G. Summary

The capital proposals set forth in this section represent an ambitious goal for the community and are put forward with the recognition that some projects may not be able to be accomplished during the next decade or that projects desirable to enhance the quality of life may need to be scaled back, deferred, or funded through private sources.

SECTION 10. REGIONAL AND STATE COORDINATION

A key element of the Comprehensive Plan is a recognition that the world does not stop at the Town's boundaries and that, therefore, there are many issues that need to be addressed at a greater than municipal level.

During the comprehensive planning process, the Town has identified a number of issues which should be addressed on a regional basis.

A. Management of the Pleasant Pond Watershed

Pleasant Pond is located on the border of Richmond, Bowdoinham, and Litchfield. As discussed in Section 21, Pleasant Pond is part of a much larger system of ponds and streams that eventually discharges into the Kennebec River.

The water quality in Pleasant Pond is a concern. The watershed of Pleasant Pond encompasses an area of approximately 211 square miles, of which only 3.4 square miles or approximately 1.6% lies in Richmond. Effective management of the water quality in the pond will require the coordinated effort of all towns in the watershed (including Litchfield, West Gardiner, Bowdoin, and Bowdoinham) to control nutrient loading from agricultural and development activities. The Cobbossee Watershed District, an existing regional agency already active in protecting the water quality of Pleasant Pond, should play a lead role in this effort. The Town of Richmond should support the work of the District in this area and coordinate its land use regulations with the District and other towns.

B. Water Supply

The Richmond Utilities District provides public water service to Richmond Village. The District obtains its supply from gravel wells located in a sand and gravel aquifer in the Town of Dresden. The water is then piped under the river to a standpipe on the County Road.

The Utilities District has taken steps to protect the aquifer by expanding its land holdings. However, given the potential for contamination of sand and gravel aquifers, the Town of Richmond should work with the Utilities District and Town of Dresden to identify the limits of the aquifer and its recharge area. This investigation should address the Town of Dresden's concerns about identifying the safe yield of this system, the impact of the Utilities District on Dresden users of the aquifer, and the future demand for water service in Richmond. The two communities should work to adopt appropriate land use regulations in this area to minimize the risk of contamination of the aquifer. These standards might include the density of development; limitations on impervious surfaces; restriction of uses involving the handling, use or storage of

chemicals, petroleum products and similar materials; and standards for the handling and use of potential contaminants.

C. Kennebec River

The Lower Kennebec River has been designated by the Maine Rivers Study as having significant and/or unique natural and recreational resource values. The river was ranked as having scenic value, anadromous fish value, and historic value of greater than statewide significance.

The maintenance of these resource values will take the cooperative involvement of all of the communities between Augusta and the Kennebec's outlet to the sea. At the present time, no organized group or entity represents the combined interests of river users, the municipalities and State agencies.

Given increased development pressure in the region, coupled with improved water quality in the river, the resource values of this area could be jeopardized. The Town of Richmond should support the establishment of a watershed district or corridor commission which is charged with doing long-range planning for the Lower Kennebec Corridor and coordinating the programs and regulations of the individual municipalities and appropriate State agencies.

D. Maine Central Railroad Right-of-Way

The potential abandonment of the Maine Central Railroad line through Richmond creates the need for regional cooperation. The right-of-way represents a significant resource for a wide variety of potential uses including transportation (short line rail service, pipeline, bikeway), communications (fiber optic network), and recreation (linear park and trail system).

A key issue facing the region and State is assuring that this right-of-way is preserved as an entity and is not parceled off as has happened to other similar rights-of-way. Once the control of the right-of-way is secure, the affected towns and State agencies should plan for the future use of the right-of-way on a coordinated basis. This effort should evaluate the local, regional and State interests in the right-of-way and develop a program for the long-term usage of the facility.

E. Swan Island Access

Richmond serves as the point of access to Swan Island, a State-managed facility in the Kennebec River. The State maintains a parking lot and boat landing on the riverfront in the Village. These facilities serve the public who visit the island.

To date, the State has maintained strict control over access to and utilization of Swan Island. The State should coordinate any future policy decisions relative to increased usage of Swan Island with the Town to assure that there are no adverse impacts on Richmond.

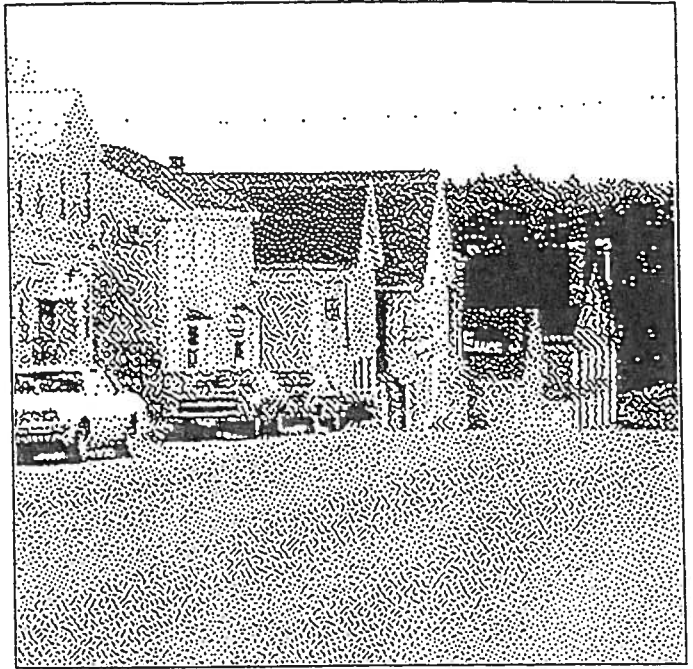
F. Route 1 Relief Route

The Town should monitor ongoing work by the Maine Department of Transportation relative to traffic improvements in the Route 1 corridor. The Town should make its opposition to the use of Route 197 as an alternative route around Bath and Brunswick known to the State.

G. Solid Waste Disposal and Recycling

The Town should develop a long-term solution to its solid waste disposal, particularly with respect to demolition debris and the need to establish a recycling program to meet State mandates. The Town should explore the possibility of developing regional programs in conjunction with neighboring communities to minimize the overall cost to the residents of the area.

Part D



INVENTORY AND ANALYSIS

Section 11	Regional Environment
Section 12	Demographic Trends
Section 13	Existing Land Use
Section 14	Land Use and Development Trends
Section 15	Updated Community Survey Results
Section 16	Economic Trends
Section 17	Transportation
Section 18	Public Facilities and Services
Section 19	Fiscal Capacity
Section 20	Housing
Section 21	Natural Resources
Section 22	Marine Resources
Section 23	Cultural Resources

SECTION 11. REGIONAL ENVIRONMENT

The Town of Richmond is located between three major population and employment centers. These are the Bath-Brunswick Region, the Augusta Region and the Lewiston-Auburn Region (see Figure 3). Richmond is within easy commuting distance to jobs and services in each of these metropolitan areas. The completion of I-95 in the 1970's increased Richmond's relationship with the Brunswick and Augusta areas. In addition, the easy highway access to Greater Portland makes commuting and shopping there increasingly possible.

During the 1970's, the Town of Richmond experienced significant population growth resulting in the addition of 21.2% to the Town's residential population (Table 1). During the 80's, the official State population estimates produced by the Department of Human Services show the Town continuing to grow but at a somewhat slower rate.

During this same period, the neighboring Towns of Dresden, Litchfield and Bowdoinham experienced population growth at significantly higher rates than did Richmond. This growth probably is the result of these communities being somewhat closer to the major employment centers.

The three surrounding metropolitan areas, Bath-Brunswick, Lewiston-Auburn and Augusta all experienced population growth over the past two decades. Growth in Bath-Brunswick has been quite rapid, particularly in the outlying communities. Overall growth in both the Augusta area and Lewiston-Auburn has been more modest as a result of population loss in the older central cities.

The growth in the midcoast - I-95 corridor is fueled by two significant trends. The first factor in the region's growth is a rapid increase in jobs in all three of the employment centers surrounding Richmond. As Table 2 shows, the three labor market areas enveloping Richmond experienced a growth of almost 16,000 jobs between 1981 and 1987. This growth in employment creates significant growth pressure within the region, which may continue to impact Richmond in the coming decade.

The second trend is the growth of the midcoast area as a desirable retirement or pre-retirement home. This trend is driven by the desirability of the area with its charming towns, the availability of a wide variety of commercial and cultural services, and its easy access to Portland and the coast. While the impact of this trend has been felt primarily in coastal communities to date, rising real estate prices are driving some of this market inland in search of more affordable opportunities.

TABLE 1
Population Changes 1970-1987
Richmond Comprehensive Plan

	1970 Census	% Change 70-80	1980 Census	% Change 80-87	1987 DHS Estimate	% Change 70-87
Richmond	2,168	21.2	2,627	10.7	2,908	34.1
Augusta Area ¹	42,893	6.2	45,537	1.1	46,024	7.3
Bath-Brunswick ²	37,875	15.8	43,871	9.7	48,109	27.0
Lewiston-Auburn Area ³	77,815	4.6	81,432	0.5	81,856	5.2
Surrounding Towns						
- Dresden	787	26.8	998	21.5	1,213	54.1
- Litchfield	1,222	59.9	1,954	19.3	2,332	90.8
- Bowdoinham	1,294	41.3	1,828	9.8	2,007	55.1

Source: U.S. Census Bureau
Maine Department of Human Services

¹Augusta Area - Augusta, Hallowell, Farmingdale, Chelsea, Gardiner, Randolph, Manchester, Winthrop

²Bath-Brunswick Area - Brunswick, Topsham, Harpswell, West Bath, Woolwich, Phippsburg, Arrowsic, Georgetown

³Lewiston-Auburn Area - Lewiston, Auburn, Lisbon, Sabattus, Greene, Wales, Durham

TABLE 2
 Average Annual Nonfarm Wage and Salary Employment
 By Labor Market Area (LMA)
 Richmond Comprehensive Plan

	1981	1982	1983	1984	1985	1986	1987	% Change (81-87)
Augusta LMA (Includes Richmond)	29,980	29,190	30,070	31,390	32,440	33,660	35,250	+17.6
Bath-Brunswick LMA	19,320	20,350	21,030	22,610	22,020	24,410	25,120	+30.0
Lewiston-Auburn LMA	34,410	32,960	33,270	36,550	36,940	37,910	39,150	+13.8
Portland LMA	92,280	92,240	95,080	100,880	107,850	115,660	122,560	+32.8

Source: The Maine Employment and Earning Statistical Handbooks - 1981 to 1987, Maine Department of Labor

Richmond sits on the fringe of three growing metropolitan areas. While classified as part of the Augusta Labor Market Area, Richmond in reality functions more as an island between the three market areas. This factor is true for both employment and for shopping. Given its historical role as a freestanding town with an indigenous economic base, its growing interrelationship with both Augusta and Bath-Brunswick marks a significant change in the community. This trend is likely to continue in the future.

SECTION 12. DEMOGRAPHIC TRENDS

An understanding of the growth and change occurring within the population of a community is essential to developing a realistic direction for the future. For instance, a community whose growth is fueled by the in-migration of young families with children will face different issues and have different needs than a community with a large in-migration of retirees. This section provides a summary of the demographic forces at work in Richmond.

A. Year-Round Population

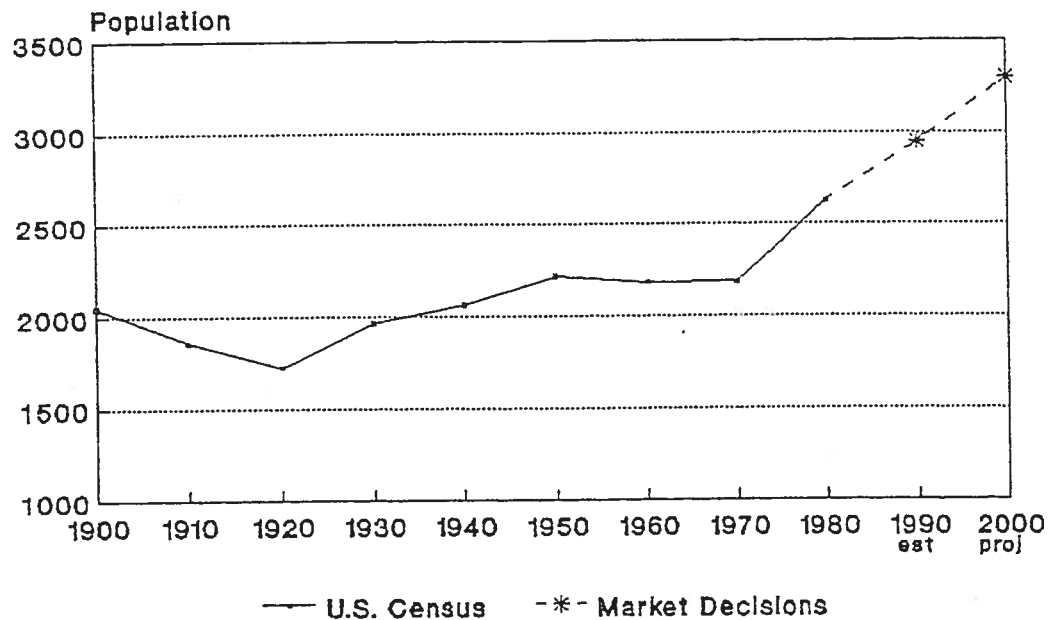
During the early decades of the twentieth century, Richmond experienced a loss of year-round population reflecting the decline of the shipbuilding and ice industries (Figure 4). Population grew modestly during the 1920's, 1930's and 1940's reaching 2,217 residents in 1950. Over the next two decades, the population of Richmond was almost stable with a small decline during the 1950's. As noted earlier, the Town experienced significant growth in year-round population during the 1970's growing to 2,627 in 1980. This brought Richmond close to its population during the 1860's, the peak of the shipbuilding era.

Since 1980, the population of Richmond has continued to grow, although there are different estimates of the magnitude of the increase. The Maine Department of Human Services estimates that the Town's population as of July 1, 1987, stood at 2,908. In contrast, the U.S. Census Bureau's estimate of the Town's population as of July 1, 1986, is 2,620. Market Decisions, Inc., estimates that the population of Richmond as of January 1, 1989, was approximately 2,900 to 2,920. This estimate is based upon an estimated 1,060 households with an average household size of 2.72 persons plus residents of group quarters. This is an average annual rate of growth of 1.14% during the 1980's.

Between 1980 and 1987, 367 children were born in Richmond while 216 residents died, resulting in a natural population increase of 151 over eight years. Therefore, approximately half of the Town's growth is coming from increases in the existing population, while the other half is the result of net in-migration to Richmond.

Projection of future population growth in Richmond, as in any community, is at best an educated guess about the future. In many senses, the decade of the 1980's is probably a good base for looking at the 1990's. The decade began with a period of a depressed national economy and high interest rates, followed by a period of economic prosperity, job growth and low interest rates and finally, a period of slower growth and moderate interest rates. Taken as a whole, the 1980's represent an average situation in most respects.

Figure 4
POPULATION CHANGE 1900-2000
 TOWN OF RICHMOND, MAINE



Sources: U.S. Census
 Market Decisions

If the growth rate of the 1980's is projected out to the turn of the century, Richmond will continue to experience moderate but steady growth. By 1990, the population will be approximately 2,950 year-round residents. Population will probably grow to over 3,100 by 1995 and be approximately 3,300 by the year 2000. Obviously, these projections are subject to variation based upon economic conditions, major employment changes and other unforeseen changes in the region.

B. Seasonal Population

Richmond is not significantly influenced by a seasonal population. In 1980, the U.S. Census Bureau identified 58 seasonal homes in the community. In addition there are 78 licensed campground sites in Richmond. Given Richmond's lack of major tourist attractions and the availability of both lake and coastal environments in nearby communities, it is unlikely that the Town will see any major growth in a seasonal or transient population in the coming decade. The only potential for change in this area is from motel-type development associated with the I-95 interchange.

C. Household Change

The 1970's saw a significant change in the composition of households. Overall, household size dropped dramatically. In Richmond, the average household had just over 3 people in 1970. By 1980, the average household size had decreased to 2.78 people. This decrease was caused by a variety of factors including lower birth rates, increased longevity among the elderly, higher divorce rates and more elderly and young people living independently in their own households. This trend of decreasing household size has continued into the 1980's but at a slower rate. Market Decisions estimates that the average household size in Richmond has decreased to approximately 2.72 people and will probably fall a little more over the coming decade.

This decrease in household size has had a substantial impact on residential development in Maine communities in general and on Richmond in particular. Between 1970 and 1980, the year-round population of Richmond grew by 459. During this same period, the number of households in the community grew from 719 to 936, an increase of 217 households. Based upon building permit records and assessors records, Market Decisions estimates that approximately 125 additional households now live in Richmond than did in 1980. Based upon the population projections and slight reductions in household size, the number of households in Richmond should reach approximately 1,230. This represents an average increase of about 15 - 20 households per year throughout the decade of the 1990's.

D. Household Composition

In 1980, single-person households represented almost one quarter of Richmond's households. Just over 30% of all households had two members resulting in almost 55% of households having one or two members. Fifteen percent of households had three members while 30% had four or more members.

E. Age Distribution

In 1980, 34.5% of Richmond's population was under 18 years of age (Table 3). Just over a third were in the 18 to 44 year old group while only 16% were middle aged (45 to 64 years old) and just under 16% were elderly (65 years and older). The median age of all Richmond residents in 1980 was 30.8 years.

Compared to nearby communities such as Dresden and Litchfield, Richmond had a higher percentage of school aged children and elderly residents and a lower percentage of young children and adults, particularly middle-aged adults, in 1980 (Table 4). A similar comparison can be made with Sagadahoc County and the State of Maine.

Since 1980, the Department of Human Services estimates that the preschool population has grown and will continue to grow over the next seven to eight years (Table 3). During the first eight years of the decade, DHS estimates that the school aged population dropped significantly. This is mirrored in declines in school enrollments. This respite is projected to be short lived and the school aged population (and school enrollments) will climb again.

The young adult population of Richmond is estimated to have grown dramatically over the past eight years. This increase will taper off as the baby boom generation reaches middle age. The Town is estimated to have experienced a small growth in its middle aged population, while the elderly population has remained stable. Both groups are projected to grow over the next seven to eight years.

F. Educational Attainment

The residents of Richmond had a below average record of educational attainment in 1980 (Table 5). Of adults aged 25 or older, 42.4% had not completed high school, while only 22.2% had any schooling beyond high school. This educational level is significantly lower than the Towns of Litchfield and Dresden as well as Sagadahoc County and the State as a whole.

G. Occupational Characteristics

In 1980, the civilian labor force of Richmond (people 16 and over employed or regularly seeking a job) was 1,257 of which 1,145 (91.1%) were employed. The principal job categories held by Richmond residents were blue collar positions (20.5% crafts and 30.3% operations/labor). Less than 20% of the resident work force were employed in professional, administrative, managerial or technical positions (Table 5).

TABLE 3
Age Distribution of Year Round Richmond Population
Richmond Comprehensive Plan

	<u>1980</u> ⁴		<u>1987</u> ⁵		<u>1996</u> ⁶	
0 - 4 Years Old	201	7.6	237	8.1	260	8.0
5 - 17 Years Old	707	26.9	612	21.0	700	21.4
18 - 44 Years Old	883	33.6	1,151	39.6	1,200	36.7
45 - 64 Years Old	420	16.0	493	17.0	630	19.3
65+ Years Old	416	15.8	415	14.3	480	14.7

Sources:

⁴U.S. Census Bureau

⁵Maine Department of Human Services - Estimate

⁶Maine Department of Human Services - Projection

TABLE 4
 Comparative Age Distribution - 1980
 Richmond Comprehensive Plan

	Richmond	Dresden	Litchfield	Sagadahoc County	State of Maine
0-4 Years Old	7.6%	8.3%	8.4%	7.6%	7.0%
5-17 Years Old	26.9%	20.6%	23.7%	22.5%	21.6%
18-44 Years Old	33.6%	35.7%	41.4%	41.1%	39.4%
45-64 Years Old	16.0%	23.7%	18.3%	17.4%	19.5%
65+ Years Old	15.8%	11.6%	8.1%	11.4%	12.5%
Median Age	30.8	32.9	29.2	29.5	30.4

Source:
 U.S. Census Bureau

TABLE 5
 Comparative Socioeconomic Characteristics - 1980
 Richmond Comprehensive Plan

	Richmond	Dresden	Litchfield	Sagadahoc County	State of Maine
<u>Educational Attainment</u>					
- Less than high school	42.4%	37.5%	32.9%	30.6%	31.3%
- High school	35.4	30.8	41.7	39.9	39.3
- More than high school	22.2	31.8	25.4	29.5	29.4
<u>Occupation</u>					
- Professional, admin., manager	18.2	27.9	17.0	18.9	20.4
- Technical	1.3	2.9	1.9	2.8	2.5
- Sales, admin. support	13.7	11.0	26.3	22.2	23.4
- Service	11.0	9.7	9.9	13.5	13.1
- Crafts	20.5	16.7	13.0	20.6	14.6
- Operatives, labor	30.3	19.8	27.4	19.0	22.2
- Farming, fishing, forestry	5.0	12.0	4.5	3.0	3.8
<u>Household Income - 1979</u>					
<\$15,000	58.2	57.2	46.4	50.3	54.2
\$15,000 - \$24,999	28.2	27.9	34.8	30.0	28.5
\$25,000 - \$34,999	10.0	6.6	14.5	13.3	11.4
\$35,000 - \$49,999	2.7	4.4	2.8	4.7	4.2
\$50,000 or more	0.2	3.9	1.5	1.1	1.8
Median	\$12,930	\$13,030	\$15,783	\$14,855	\$13,816

Source:

U.S. Census Bureau

H. Household Income

The median household income in Richmond in 1979 was \$12,930 (Table 5). This level of income was significantly below the median for Sagadahoc County and the State of Maine. The median was slightly less than the median for Dresden but significantly less than for Litchfield.

Almost six households in ten had incomes of less than \$15,000 in 1979. Almost 200 households (20.8%) reported incomes of less than \$5,000 while approximately 180 (19.3%) had incomes between \$5,000 and \$10,000.

More recent household income data is not available from public sources. The National Planning Data Corporation estimates that the median household income for Richmond for 1989 is \$20,755 with the following distribution of household incomes:

<\$7,500	16.5%
\$7,500 to \$14,999	20.8%
\$15,000 to \$24,999	21.5%
\$25,000 to \$34,999	16.7%
\$35,000 to \$49,999	16.8%
\$50,000 and over	7.7%

I. Issues and Implications

Reliable data on demographic changes within the Town since 1980 is not available. However, it appears that a few significant trends are emerging:

- The Town is experiencing an in-migration of younger households who are better educated and have higher incomes than other residents. These households are often commuters to jobs in Augusta or in the Bath-Brunswick area.
- The population of the Town is increasingly becoming a commuter population which lives in Richmond but works outside of the community.

The attractiveness of Richmond and the ease of commuting to labor markets in Augusta or Brunswick make it highly likely that these trends will continue to alter the demographic makeup of the community.

SECTION 13. EXISTING LAND USE PATTERNS

A. Residential Land Uses

The residential use of Richmond falls into three broad categories:

Richmond Village encompasses an area that is roughly bounded by the Kennebec River on the east, Route 197 into Dresden and the mobile home park on the north, Alice Purington's fields, the Etonic shop and the Junior-Senior High School on the west, and Alice Wheeler's farm and the Bowdoinham Town Line on the south.

The Village covers approximately 410 acres (roughly two-thirds of a square mile), or 2% of the Town's land area. Land use patterns in Richmond Village are typical of many New England towns, with a variety of residential, commercial, industrial, institutional, and open space uses. Public sewer and water service is available throughout the Village.

The Village has the highest density of residential development, as well as the greatest diversity of housing types within the Town. The housing stock includes large historic structures facing the Kennebec River, village homes on relatively small lots, apartments on the second and third floors of commercial buildings, 24 apartments for the elderly and handicapped in the former High School, a senior citizens complex of 16 units, a family housing complex on the river, and Meadowbrook, a 38-unit mobile home park.

The Village still has 2-3 dozen buildable lots remaining, ranging in size from the typical double lot, where the vacant half is used for the family garden, to a variety of somewhat larger parcels.

Approximately 100 acres of the Village have been designated as the Richmond Historic District by the National Register of Historic Places.

Single family homes and summer camps on Pleasant Pond, primarily on gravel roads on the west side of the State Road (Route 201).

Pleasant Pond has been a popular residential area, primarily due to the proximity of the pond and the easy access provided by Route 201. Most of the homes are relatively small, typical of summer cottages. A number of seasonal homes have been converted to year-round occupancy.

Pleasant Pond has experienced a serious decline in water quality over the past 15 years, due mainly to agricultural practices within the watershed. As measures are being taken to control farmland runoff, there is an increasing awareness of the need for a comprehensive look at all forms of development within the watershed to control phosphorus pollution. This concern will

have an effect on the density of new housing, buffers and setbacks from the water, and other site planning issues.

Single family homes on individual lots and occasional subdivisions on the rural roads throughout the Town.

Over the past several generations, the typical pattern of development outside the Village has been for the landowner to sell lots with minimum frontage along the rural roads. The current ordinance requires a minimum lot size of 60,000 square feet with 200 feet of road frontage. The few subdivisions that have been approved by the Planning Board usually have not required the construction of new roads. There are still extensive areas of available road frontage within the Town.

B. Commercial Land Uses

Commercial land uses are found in the following areas in Richmond:

Richmond Village, the primary focus of commercial activity within the Town, serves the local population and residents of nearby towns. Most of the activity is concentrated along Main Street, starting at the waterfront and continuing westward to the Junior-Senior High School. Uses within this area include a variety of retail and service businesses, including banks, gas stations, heating oil sales, groceries, insurance agency, a car wash, a tanning salon, a restaurant, and an architectural office. The commercial focus on Main Street has shifted somewhat to the west over the past decade with the construction of the Post Office, a new bank, and other businesses at the western edge of the Village. The eastern end of Main Street, which was formerly the hub of commercial activity, experienced a decline during the same period with several of the older brick buildings falling into disrepair, the removal of some commercial buildings near the waterfront, and the relocation of the Town Office from Main Street to Gardiner Street.

The County Road, between the Village and the Richmond Corner. This four mile long segment of Route 197 provides locations for uses that need large amounts of land for storage or parking. Uses within this corridor include an auto resale operation, agricultural auction barn, furniture manufacturing, a construction yard, small engine sales and repair, and auto repair.

The Town has established a Commercial-Industrial Zone near the Interstate interchange along the County Road. The two establishments that have occupied sites to date - the auto resale operation and the small engine repair and sales facility - have been very responsive to the visual quality of the corridor and have retained extensive amounts of forest land for buffering purposes. Much of the frontage along the County Road within this zone has already been developed as single family homes, which will have a bearing on the way further commercial land uses are sited.

In addition to these established districts there are many commercial activities located throughout the Town: a feed store and several convenience stores on Route 201, a number of auto repair shops, a few farm stands, an antiques dealer, greenhouses, and a variety of home occupations.

The area set aside for Commercial and Industrial development in Richmond seems adequate to handle the short-term needs of the community, given the present economic climate. Over a longer term it may be possible to expand the Commercial-Industrial zone beyond its present boundaries should this be desired, although there are natural resource constraints of wetlands and deer wintering yards.

C. Industrial Land Uses

Industrial land uses in Richmond are limited to two facilities:

- the Etonic-Tretorn Co. on Route 197 (Main Street), manufacturing high quality golf shoes
- the Clarostat Co., operating out of the old Ames Mill, a Town-owned facility on the Kennebec River just south of Main Street. Clarostat manufactures electronic components called potentiometers.

The future of the industrial use of the Ames Mill is in doubt, with the April 1990 announcement of the close of the Clarostat operation in Maine.

D. Publicly Owned Land and Buildings

The majority of the publicly owned land and buildings in Richmond is within the Village. The Town-owned buildings include:

- The new Town Office on Gardiner Street which houses the municipal offices and the police station
- The Central Fire Station on Main Street
- The William J. Sullivan Fire Station on Lincoln Street
- The Marcia Buker Elementary School on High Street
- The Junior-Senior High School off Main Street
- The Town Garage on High Street
- The Ames Mill on the Kennebec River

Town-owned land includes the following:

- The Town's property on Outer Lincoln Street
- Little League Field on High Street
- Baseball field on Southard Street
- Waterfront Park and boat launch on the Kennebec River
- A 138 acre tract of land on the Dingley Road that the Town acquired over 50 years ago for tax purposes
- A number of cemeteries, only one of which is maintained by the Town
- A 20+ acre parcel on the south side of Route 197 between I-95 and Richmond Corner.

E. Transportation Routes

Richmond has been laid out in a classic grid pattern, with the majority of the streets running either north-south or east-west. Four major transportation routes presently serve the Town:

- Interstate 95: a limited access highway with an interchange in the southwestern part of Town at the County Road (Route 197).
- Route 201 (State Road): formerly a major north-south arterial that connected the coast with Central Maine. With the construction of I-95, the State Road has become much more of a local service road.
- Route 24 (River Road): carries light to moderate traffic between Topsham and Gardiner along the Kennebec River.
- Route 197 (County Road): the main east-west road in Richmond, connecting Lewiston, Richmond, Dresden, and Wiscasset. The County Road is the major access route to the Interstate and is also Main Street in the Village.

In addition to the numbered highways, the Town is served by a system of rural roads that divide the land area into a rectangular grid pattern.

The Maine Central Railroad still has a rail line in a right-of-way along the Kennebec River, but service has been discontinued. The future of the rail corridor, extending between Brunswick and Augusta, is uncertain. Various groups have expressed interest in the future of the land with ideas that include maintaining the rail line for commerce, passenger service, or tourism, a fiber optics transmission line, and a riverfront recreation corridor.

F. Agricultural Activities

Richmond has half a dozen large working farms, ranging in size up to 1,000 acres, that produce beef and dairy cattle, hay, and silage corn. In addition, a larger number of smaller farms exist that produce goats, hay, orchard products, and Christmas trees. A few landowners have recently invested in facilities for raising and boarding horses. In one case, a former chicken barn was converted into a boarding stable.

The majority of the active farms are located in the northern half of Richmond on the Beedle Road, the Berry Road, and the Brown Road. The Land for Maine's Future Board recently purchased the development rights on Alice Wheeler's farm, a 300 acre parcel in Bowdoinham and Richmond. The 150 acres in Richmond is located on the outskirts of the Village.

According to SCS information, the most suitable areas for farming are found in scattered locations throughout the community, with concentrations in the Pleasant Pond area, along the Beedle Road, the Pitts Center Road, and the New Road. The most common soil in Richmond, Buxton Silt Loam, is described by SCS as a prime farmland soil.

G. Forestry Activities

The Town's tax records indicates that 60 parcels of land totalling approximately 3,500 acres are currently registered under the Tree Growth Tax Law. Forestry is primarily done on a small scale, usually in conjunction with the multiple use aspect of the larger farms.

According to SCS information on soils, the most suitable areas for woodland production are found in the rolling hills of the Abagadasset, Mill Brook, and Denham Brook Watersheds, on hills and ridges around Pleasant Pond and on the east side of Route 201, and along the upper sections of the Baker Brook watershed.

H. Mining Activities

The only mining that has occurred in Richmond was located on Ring Hill, in the northwestern corner of Town near Peacock Beach State Park. The granite quarry on the hill ceased production many generations ago.

I. Large Undeveloped Tracts of Land

The largest undeveloped tract of land in Richmond is currently owned by Central Maine Power Company. In the early 1970's CMP bought approximately 1,000 acres of land on both

sides of the River Road as a backup site for a proposed nuclear power plant. Today the land is considered surplus by CMP and they have begun to market several of the original homes, with a few acres each, on the River Road. The company has no apparent plans to use the land in the future and may dispose of it if market conditions are suitable.

The major portion of the land is located on the westerly side of the River Road between the Beedle and Pitts Center Roads. The western boundary is generally east of the New Road, although a small segment of the land is on the west side of the New Road.

The land includes 250 acres to the east of the River Road on the Kennebec River, including a former church camp and a section of the Maine Central Railroad. All the camp buildings were removed several years ago.

The only development on the property are the few homes that CMP bought with the land, several hay fields and grazing fields which are leased to local farmers, and a New England Telephone ROW running north-south on the west side of the River Road. The land has high resource value, with open views to the Kennebec River, a high value deer wintering yard, several wetlands, and steep slopes along the river.

A large tract of land on the Beedle Road was recently purchased by the Patton Corporation, a major New England land development corporation. There has been no discussion to date regarding their plans for the property.

Many other large tracts of undeveloped land are located throughout the Town, including the major farms and the Town property on the Dingley Road.

J. Issues and Implications

The Village was once a tight, well defined place with a focus on the Kennebec River. The remainder of the Town was spread out in traditional rural fashion along its road corridors, with farmhouses spaced a fair distance apart or located at the end of long roads. As Richmond changed, the boundaries of the Village changed. Several of the surrounding farms have been replaced by new homes. The break between village and countryside became less distinct. The Town became much more dependent upon the automobile. Should this pattern of development continue? Should there be distinct boundaries at the edge of the Village? How can Richmond accommodate growth within the sewered section of the community without losing its rural character?

The water quality in Pleasant Pond may be in a state of decline. Additional phosphorus pollution will contribute to continued algal blooms and other problems. Is the Town willing to impose strict land use controls and standards on future development within the Pleasant Pond watershed in an effort to halt the problem and reverse the trend?

The past two generations have seen the gradual erosion of the rural road as more and more land is sold for house lots. The result has been a proliferation of single family homes and mobile homes throughout the Town at the expense of green space and woodlands. Should the Town try to preserve more of its rural character through clustered housing developments, limitations on access to roadways, dedication of open space, and other similar techniques?

The Village has several parcels of land which may make prime sites for intensive infill residential development. Should the Town encourage this type of development on these sites as a way of accommodating some of its future growth? Are the mechanisms currently in place to direct growth in a manner that is truly compatible with the architectural and open space heritage of the community?

The present Commercial-Industrial Zone on the County Road has a considerable amount of natural resource limitations in the form of deer wintering areas, wetlands, and non-discharge soils. A large land-user may not be able to locate within the zone, given these considerations. Much of the road frontage has been taken up by single family homes, which may present an obstacle to future development. Should the Town expand the zone to accommodate long-term development? Should residential uses be excluded from the zone?

The Town has seen a gradual eroding of the village character at the base of Main Street with the decline in the condition of the two brick buildings on the corner. Recently some attention has been given to several of the buildings on lower Main Street, which attracted new tenants. Care needs to be given to all the existing buildings within the Village to avoid deterioration.

Agriculture still is an important component of Richmond's economy and an important visual link with its heritage. As farming becomes less profitable many of the older or more marginal operations are being abandoned or consolidated. Farmers predict that the number of active farms will continue to diminish until only the largest will survive. Should the Town take active measures to preserve prime agricultural lands? Should the Town support continued efforts to preserve agriculture through the acquisition of development rights on active farm lands?

Timber harvesting is not done on a large scale, commercial basis in Richmond, although a substantial amount of the Town is presently under Tree Growth Tax Law. Should the Town enact measures to protect the significant woodland soils? If so, at what expense?

SECTION 14. LAND USE AND DEVELOPMENT TRENDS

The fifteen years that have passed since the first Comprehensive Plan was completed have brought a few major changes to Richmond and a multitude of minor ones. While the land use changes are not as dramatic as most of the towns to the south, they are apparent to most residents.

Some of the change that has occurred is the result of internal factors, but the majority of the changes can be linked to influences far beyond the Richmond town line: the economic climate, statewide transportation plans, regional energy needs, an emphasis on clean water, attitudes about commuting, the historic preservation movement, and so forth.

Richmond has always been, and continues to be, a very attractive, small-scaled, rural community. Recent changes have, for the most part, been assimilated into the fabric of the Town with remarkable ease, as a result of the vast land area, the availability of land and tree cover for buffering and the care taken by the Planning Board in reviewing development applications. Up until this point, the Town has not seen the pressures and change that much of southern Maine has faced.

The following section summarizes some of the major changes that have occurred in the past fifteen years and some of the factors that are starting to appear on the horizon.

- The purchase of over 1,000 acres of land by Central Maine Power Company between the Beedle Road and the Pitts Center Road originally acquired as a possible site for a nuclear power plant. If approved, the plant would have utilized the Kennebec River as a source of clean water for the cooling towers. The plans for the plant never proceeded, and CMP has retained the property. In the early 1980's there was some brief consideration to using the land as a possible site for a fossil-fuel energy plant.

While this series of purchases occurred prior to the first Comprehensive Plan, this event has affected land use in a significant portion of Town. CMP has, in effect, acted as a land bank for the past twenty years, allowing people to lease their land for agriculture and residential use. No development has occurred, the river front has remained open, and much of the land has informally been accessible.

With so many large corporations in Maine divesting themselves of their land holdings recently, there has been some concern regarding the future of these properties.

- Construction of the State Boat Launch on the Kennebec River, accompanied by the last log drive on the river in the early 1970's. With the cleanup of the river has come a renewed appreciation for its beauty, its recreational attributes, its

fisheries and its wildlife. The boat launch has attracted a small fleet of pleasure boaters to the historic waterfront.

- Construction of I-95, with an interchange at Route 197 west of the Village. The interstate made Richmond an easy commute to several of the State's major employment centers: Bath-Brunswick, Augusta-Gardiner, and Lewiston- Auburn.

The interchange was designated a Commercial-Industrial District in an effort to broaden the tax base while maintaining a firm control over this type of development. To date there has been limited amount of construction with no organized efforts on the part of the community to attract commercial or industrial users.

- With the construction of Interstate 95, Route 201 has changed from a major arterial, connecting the coast with Augusta, to a local road serving travelers within the county.
- The construction of an elderly housing development in the Village within walking distance of Main Street. Conversion of the former high school into another subsidized housing development. The potential exists to rehabilitate several other older structures in the Village into apartments for the elderly or other similar uses. This type of conversion may be an excellent way for the Town to upgrade its housing stock while stabilizing the appearance of the Village.
- The construction of a 24-unit moderate income apartment project, Millbrook Village, on the northeast edge of the Village.
- Regulations restricting building within any one subdivision in the Agricultural Zoning District to not more than three lots per any twelve-month period. This has had the effect of virtually eliminating major new subdivision proposals which involve the construction of new roads within the majority of the Town (that which is encompassed by the Agriculture District). New lots are being developed rapidly, however, taking advantage of the road frontage of many of the large parcels, many of which were formerly farmed or used as wood lots. In the past four years, the Planning Board has approved ten small subdivisions along existing roads (averaging six lots of approximately six acres apiece per subdivision). Minimum lot size in Town where public sewer is not available is 60,000 square feet, with 150 feet of road frontage.

The Land Use Changes Map (Figure 5) charts the development of the Town in two increments of roughly eight years each. This map utilizes three points in time, 1973, 1980 and 1988, for which a reasonably accurate picture of the use of the Town's land exists. The first is the mapping generated by SCOGIS for the original 1973 Comprehensive Plan. The second benchmark is 1980 when the

Town was mapped by the U.S. Geologic Survey (USGS) for the 7.5 minute quadrangles. The final mapping was performed in 1988 for this update of the Comprehensive Plan. Every road in Town was driven by members of the study team who noted the changes that had occurred since the 1980 mapping. In several instances older buildings had been removed, destroyed, or burnt.

Some discrepancies exist between the various maps produced by SCOGIS and the USGS. These discrepancies appear to reflect different levels of detail with the SCOGIS maps recording larger sheds, barns, and chicken houses in the same manner as homes.

New homes have been concentrated in several areas in Town:

- Route 201 between the Pitts Center Road and Peacock Beach State Park
 - Route 197 between Richmond Corner and I-95
 - Near the intersection of Route 197 and the White Road
 - Alexander Road
 - Toothaker Road east of Route 201
 - Near the intersection of the Marston Road and the Beedle Road
 - Langdon Road between Route 201 and the Abagadasset River
 - "A" Street off Route 197 (Westwood Acres).
- Expansion of the Village west of the historic river front center. The previous fifteen years have witnessed the construction of the high school, a new post office, a medical center, the Town office, convenience stores and banks in this area.
 - Establishment of new commercial uses between the interstate interchange and the Village, including auto repair, farm auction/dance hall, automobile auction, and construction yard.
 - Continued interest in preservation of the architectural heritage of the Village. Some spot rehabilitation of properties by private individuals has occurred, although many of the private homes are in need of major uplifts. Many of the stores on Main Street that were active 10 - 15 years ago have changed hands or are now vacant.
 - Continued discussion regarding the future of the farmland that surrounds the Village. However, the recent acquisition by the Land for Maine's Future Program of the development rights to the Wheeler Farm addresses part of this issue. With improvements to the sewage treatment plant, additional homes and/or apartments may be able to be constructed in the sewered area at the fringe of the Village, much of which is agricultural land.

- Attitudinal changes regarding commuting and the necessity to be near large cities, coupled with skyrocketing land costs in the urban areas. Richmond may no longer be perceived as inaccessible, particularly for individuals whose work allows them the flexibility to work at home or on a nontraditional schedule.

- Potential abandonment of the Maine Central Railroad right-of-way through Town. There has been a considerable amount of discussion regarding the future of this corridor that stretches from Brunswick to Augusta, along some of the most scenic portions of Merrymeeting Bay and the Kennebec River. The potential exists for a major recreation facility of statewide significance.