PART 4

Appendix



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4.1

Data & Inventory Chapters

#1 — Population & Demographics

OVERVIEW

The future of Brunswick will be shaped by current and future residents. Understanding who those residents are and why they are here is essential to comprehensive planning. Population and demographic trends affect all facets of the community, including housing, the economy, transportation patterns, and the capacity of the Town to continue providing services at current or acceptable levels. A sustainable, demographically diverse population (particularly in age makeup) is essential to support a community's long-term well-being.

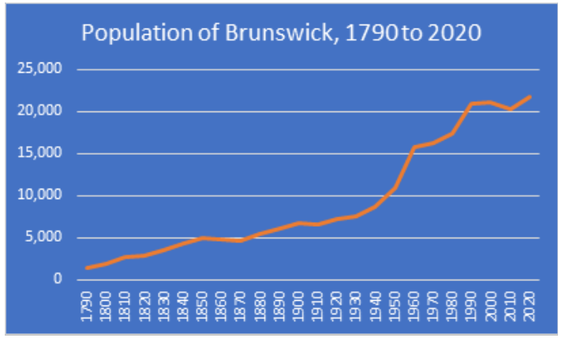
Maine is the oldest state in the nation. Over the period from 2009 to 2023, the population of Maine increased by 2.2%. However, the population of those in the "prime working age" (ages 25 to 54) decreased by an estimated 13.2% during this period, and the population of those 24 and under decreased by an estimated 17.1%. Impacts of these trends in Maine include a limited supply of labor and declining school enrollment, both of which are likely to have a significant effect on Maine's development over the next two decades.

The employment opportunities and school capacity available in the state will create pathways to success for some individuals and households. On the other hand, domestic in-migration continues to skew towards older households, meaning that much of the labor to support the aging population will necessarily come from international in-migration.

HISTORIC POPULATION TRENDS

The establishment of the Brunswick Naval Air Station sparked two decades of rapid population growth beginning in 1943. From 1940 to 1960, the population nearly doubled.

Population growth slowed down in the 1960s and 1970s but jumped again between 1980 and 1990 as "baby boomers" reached their peak-earning years.



Source: US Census Bureau, Decennial Census

CURRENT POPULATION & DEMOGRAPHICS

In 2020, Brunswick's population reached 21,756 residents, an increase of 7.3% since 2010. Since that time, Brunswick's population has continued to grow; as of July 1, 2022, Brunswick's population was estimated at 21,831.

Population Growth 2010-2020 Census

Geography	2010	2020	% Change
Town of Brunswick	20,278	21,756	7.3%
Cumberland County	281,674	303,069	7.6%
State of Maine	1,328,361	1,362,359	2.6%

Source: U.S. Census Bureau 2020 Census; Maine State Economist

Brunswick's growth exceeded the pace for the State of Maine but fell somewhat shy of the 7.6% growth rate for Cumberland County as a whole. It is notable that from 2010 to 2020, 62.9% of Maine's population growth occurred in Cumberland County. Growth in the entirety of Cumberland County, which includes Portland, will be a factor affecting the future development of Brunswick.

Brunswick Births and Deaths by Year 2011-2021

Year	Births	Deaths	Net Change
2011	172	205	-33
2012	174	219	-45
2013	191	241	-50
2014	194	204	-10
2015	159	233	-74
2016	165	244	-79
2017	155	230	-75
2018	147	249	-102
2019	164	269	-105
2020	163	279	-116
2021	172	271	-99

Source: Maine Center for Disease Control and Prevention

Recent birth and death data shown on the table above indicates that the natural change in population is negative, implying that recent population growth is the result of domestic and international in-migration (since the death rate is outpacing the birth rate each year). Assuming recent trends continue, future population growth in Brunswick will also be driven by in-migration.

For the time being, it remains likely that a large portion of in-migrants will be older households without children. These trends are not unique to Brunswick. However, the combination of a somewhat higher cost of living than elsewhere in Maine and specific attributes that make Brunswick appealing to older in-migrants (e.g., proximity to Portland, quality healthcare providers, arts and cultural amenities connected to Bowdoin College) makes it difficult for younger households to compete for a limited housing supply.

Geographical Mobility of Residents in the Past Year: Brunswick, Cumberland County, and Maine

	Brunswick	Cumberland County	Maine
Same house 1 year ago	85.82%	88.65%	88.78%
Moved within same county	5.81%	5.38%	5.55%
Moved from different county within same state	2.10%	2.05%	2.57%
Moved from different state	5.62%	3.47%	1.84%
Moved from abroad	0.64%	0.44%	0.62%

Source: U.S. Census ACS 5-yr data 2023 B07003

A notable difference between Brunswick and both Cumberland County and the State of Maine is that the population is more mobile. A lower percentage of Brunswick residents live in the same house than they did one year ago – 85.82% for Brunswick, compared to nearly 88.7% for both Cumberland County and Maine; conversely, a much higher percentage of Brunswick residents moved to Brunswick within the past year from another state – 5.62% of Brunswick residents, compared to 3.47% of Cumberland County residents and 1.84% of Maine residents.

POPULATION BY SEX, RACE, AND ETHNICITY

Per the 2020 Census, the vast majority (91.8%) of Brunswick's population is white. Minority groups overall represent a small but slowly growing share of Brunswick's population: 3.2% are "Hispanic or Latino"; 2.0% are "Black alone"; and 1.7% are "Asian alone." The population in each of these groups has grown faster than the population of "white alone" over the past decade.

Brunswick is more diverse than the State of Maine, though it is less diverse than Cumberland County. The number of foreign-born individuals (individuals born in another country but living in Brunswick) was 4.9% as of 2020, which is greater than that of the state as a whole. The recent settling of a group of immigrants in Brunswick could be the start of a trend toward more diverse and foreign-born residents in Brunswick.

As of 2020, females represent 51.4% of Brunswick's population. This is a significant shift since the peak of activity at the Brunswick Naval Air Station, when Brunswick's population was predominantly male.

GROUP QUARTERS POPULATION

A group quarters facility houses multiple, unrelated people in a group living arrangement. Often, group quarters house an institutional or service-receiving population. Examples of group quarters include college or other dormitories, military barracks, nursing homes, mental hospitals, and prisons. One significance of the designation is that these individuals are excluded from certain calculations that focus on households—for example, household size or household income.

In Brunswick, the characteristics of this population are important to understand due to the former barracks at the Brunswick Naval Air Station and the prevalence of students living at Bowdoin College.

Brunswick's group quarters population has declined somewhat since 2010 due to the closure of the Naval Air Station. However, most of Bowdoin College's students continue to live in group quarters, while some additional group quarters residents live in retirement homes. The chart below shows the breakdown of where the Brunswick Census Designated Place (CDP) group quarters population lives.

Brunswick CDP Group Quarters Population

Group Quarters Type	2020
Nursing facilities/skilled nurses	296
Other institutional facilities	48
College housing	1,667
Military quarters	48
Other noninstitutional	24

Source: 2020 U.S. Census; ESRI

Changes in the group-quarters population are difficult to predict because they depend largely on investment decisions made by private sector organizations. For example, Bowdoin has added new dormitories in Brunswick since 2010 and intends to house more of its student population in on-campus dormitories. Further, given the demographics of Maine and the region described above, it is likely that the number of retirees living in group quarters will increase as the population ages.

COMMUNITY DEPENDENCE ON SEASONAL VISITORS

7.6% of Brunswick's population is comprised of students associated with Bowdoin College. The bulk of this student population is only in the community during the school year but tends to be replaced by visiting tourists, personnel visiting Bowdoin's international music festival or with the Maine State Music Theatre, or seasonal residents during the summer months.

Per data from the 2020 Census, there were 257 properties vacant for seasonal, recreational, or occasional use in Brunswick. This is down somewhat from the 2010 Census, when the number was 295. Of these, 114 are entire home rentals listed on Airbnb or VRBO (per data obtained from AirDNA, a website providing data and analytics on short-term rentals in a community).

Because the large student population is replaced by seasonal visitors in the summer, Brunswick is not as dependent on the summer tourist season as other communities in Maine.

HOUSEHOLDS AND HOUSEHOLD COMPOSITION

According to the Families and Living Arrangements portion of the 2020 Census, the Town of Brunswick had 8,716 households, a decline of 184 households since the 2010 Census. Married couples represent 63.5% of Brunswick households; comparatively speaking, Brunswick households are more likely to be married couples than is true for Cumberland County (61.9%) or the State of Maine (60.9%).

Brunswick's average household size is slightly smaller than the State of Maine and Cumberland County. The average size of a Brunswick household is 2.29 persons (in 2020). Household size in Brunswick has declined over time. For example, the average size of a Brunswick household in 1960 was 3.30, and in 2000 the average household size was 2.34. Obviously, there was a steep decline in household size from 1960 to 2000, though the more recent trend is approximately stable.

This essentially mirrors broader trends in Cumberland County, the State of Maine, and the country as a whole. People today have fewer children than in 1960, and it has become much more prevalent to live alone. In Maine, the smaller household size is likely made up of retirees (married couples or singles living alone).

Household size varies throughout Brunswick. Generally, households are larger in more rural areas of town and smaller in downtown sections of town (except for the area around Bowdoin College). Outside of the Bowdoin College area, the census blocks with the largest household size are the areas of Pennellville and Mere Point Road, neighborhoods in East Brunswick off of Old Bath Road, and areas in West Brunswick off of Durham Road.

HOUSEHOLD INCOME

In 2022, the median household in Brunswick earned $67,488. The median household income in Brunswick is consistently above the statewide median and below the countywide median.

Between 2010 and 2020, Brunswick's median household income increased at a nominal rate that was faster than the state's but slower than Cumberland County's.

Median Household Income

Geography	Income
Town of Brunswick	$67,488
Cumberland County	$80,679
State of Maine	$63,182

Source: U.S. Census 5-year ACS 2022

Brunswick has more high-income families than Maine, but fewer than Cumberland County. More than 20% of households in the Brunswick CDP have household incomes of $150,000 or more. Brunswick generally has fewer very low and middle-income families than other relevant geographies.

Household income levels vary across Brunswick with a high of $94,000 in the census block directly south of Bowdoin College, which is primarily dominated by the Meadowbrook development. Downtown Brunswick has the lowest median household income—around $35,000. Generally, household incomes vary heterogeneously across the geography of the town.

Brunswick CDP, Distribution of 2023 Household Incomes

Income Range	% of CDP Households
<$15,000	8.5%
$15,000 - $24,999	4.8%
$25,000 - $34,999	7.1%
$35,00 - $49,999	13.6%
$50,000 - $74,999	19.4%
$75,000 - $99,999	13.1%
$100,000 - $149,999	13.4%
$150,000 - $199,999	9.2%
$200,000 +	10.9%

Source: ESRI, US Census Bureau

EDUCATIONAL ATTAINMENT

Among Brunswick residents ages 25 and older, 94.5% have at least a high school diploma, and 50.9% have at least a bachelor's degree. Brunswick has more professional, doctorate, and master's degree holders than Cumberland County and the State of Maine. The greater proportion of highly educated individuals is likely due to the presence of Bowdoin College and many medical centers.

SERVICE CENTER IMPLICATIONS

Brunswick is considered a primary service center to surrounding communities due to its level of retail sales, the jobs-to-workers ratio, the amount of federally assisted housing, and the volume of service sector jobs in the community.3 Its designation as a service center allows Brunswick to be eligible for priority consideration in certain State capital investments under Maine's Growth Management Law (30-A MRSA, Section 4349-A).

However, the same data points that led to this designation also mean that the Town serves a daytime population that is far larger than its resident population. Thus, it would be prudent to also consider the needs of Brunswick's daytime population when developing zoning and other land-use related policies, such as policies that support or undermine the availability of long-term parking, child-care, and other needs associated with Brunswick's non-resident employment base.

AGE DISTRIBUTION

As often noted, Maine is the oldest state in the nation. Brunswick's population is only slightly younger than the state median age, and Brunswick's population has been aging consistently over the past fifty years. In 1970, the median age of the town was 24.3, increasing to 27.5 in 1980, 31.0 in 1990, 35.5 in 2000, and 44.3 in 2020. Brunswick's population is older than neighboring Bath (median age of 42.2) but is younger than Freeport (median age of 47.7) and Topsham (median age of 47.9). The median age of Brunswick residents is likely to continue to increase as "baby boomers" age, lifespans increase, and fertility rates decline.

As the table below illustrates, the age distribution in Brunswick differs both from Cumberland County and from the State of Maine. Among the differences, Brunswick has a larger population under the age of 5, and much larger

Population by Age: Brunswick, Cumberland County, and Maine

Age Range	Brunswick	Cumberland County	Maine
Under 5 years	6.1%	4.7%	4.6%
5 to 9 years	4.8%	5.0%	5.1%
10 to 14 years	3.4%	5.2%	5.3%
15 to 19 years	8.0%	5.7%	5.8%
20 to 24 years	9.1%	5.9%	5.5%
25 to 29 years	5.4%	6.6%	5.8%
30 to 34 years	6.6%	7.1%	6.3%
35 to 39 years	6.6%	6.9%	6.1%
40 to 44 years	4.2%	6.2%	5.9%
45 to 49 years	4.8%	6.1%	5.9%
50 to 54 years	5.2%	6.6%	6.6%
55 to 59 years	6.5%	6.8%	7.4%
60 to 64 years	7.1%	7.4%	8.0%
65 to 69 years	6.5%	6.6%	7.3%
70 to 74 years	5.5%	5.2%	5.9%
75 to 79 years	2.8%	3.5%	3.8%
80 to 84 years	4.3%	2.4%	2.5%
85 years+	3.1%	2.2%	2.4%

Source: U.S. Census Bureau 5-yr 2023 ACS

population cohorts for ages 15 to 24 and age 80 and above. Residents between the ages of 25 and 44 make up a smaller portion of Brunswick's population than is the case in either Cumberland County or Maine.

The percentage of the population under 18 years old is 18.2%. Between 2000 and 2020, the population of individuals under the age of 18 decreased by about 1,200 people. The percentage of the population under the age of 18 has declined from 23% in 2000 to 19.4% in 2010 to 17.9% in 2020. The shrinking population under 18 is reflected in lower enrollments in Brunswick Public Schools.

According to the Maine Department of Education, enrollment in Brunswick's public schools has declined somewhat, from 2,399 in 2014 to 2,363 in 2023. Notable is that enrollment at Brunswick High School is down significantly—14.9% over the period from 2014 to 2023—while enrollment at other grade levels is modestly positive. To some degree, this may be a product of higher private school enrollment at the high school grade levels. According to 5-year American Community Survey data released in 2020, private school enrollment in grades 9 to 12 in the preceding 5-year period was 145, compared to only 51 in grades 5 to 8 for the same geography. It is also the case that students from neighboring Durham no longer attend Brunswick High School

FUTURE POPULATION AND DEMOGRAPHIC TRENDS

Broadly speaking, the local trends described in the table above are part of a much larger demographic problem in Cumberland County and the State of Maine—a working age population that is too small to support the growing population of older residents. For Cumberland County, from 2009 to 2023 the "prime working age population" (ages 25-54) declined by 6.1%, while the population ages 65 and older increased by 80.7%. Those trends are expected to continue—the Maine State Economist projects that the prime working age population in Cumberland County will decline by an additional 3.7% from 2023 to 2038, while the population 65+ will increase by an additional 33.9% over the next 15 years. Put differently, the region's demographic and economic future will be characterized by fewer workers to support the area's consumers.

Factors potentially influencing this projection include the number of new housing units built (and a general lack of affordable or moderately priced housing that would attract young families), the average number of people in each housing unit, the size of the group quarters population (described further above), and Brunswick's relatively high cost of living compared to surrounding communities. That said, domestic migration patterns have changed since 2018, largely due to the pandemic and significant increases in the prevalence of remote work and perceptions of declining quality of life in larger urban areas. These considerations may favor more stability in Brunswick's population than is reflected in the projections.

Projected Population Percentage Change

Period	Percentage
2023 to 2028	-2.4%
2028 to 2033	-2.8%
2033 to 2038	-3.4%

Source: Maine State Economist

The projection that Brunswick's population will decline highlights a stark difference between the Town of Brunswick and the rest of Cumberland County and the State, which has experienced population growth since 2010 and is expected to continue growing. Of course, it may be that Brunswick will continue to experience development pressures and growth, as has been the case over the last few years, due to factors beyond Brunswick's control (including the housing and growth policies of nearby jurisdictions).

From 2010 to 2020, Maine's population increased by 2.6%, while Cumberland County's population increased by 7.6%. The Brunswick NECTA experienced a 6% decline in population over the period.4 Other neighboring towns to experience declines in population include Bath (-5%) and Topsham (-1.5%). Harpswell's population remained stable. Meanwhile, neighboring Durham (+4%) and Freeport (+7.5%) experienced growth.

The population of Brunswick has also shifted since 2010, with a general trend towards a loss of population downtown, and growth near Bowdoin College, on Brunswick Landing, and in more rural sections of town. Unsurprisingly, the rural/outlying areas have seen modest increases in population. Specific growth areas include Brunswick Landing, the Mere Point and Pennellville neighborhoods, Thornton Oaks Retirement Community, and the Arrowhead Road neighborhood.

IMPACT ON HOUSING

One of the most noticeable impacts of shifting demographics is the scarcity of workers across many industries, including the service sector and healthcare.

Shifting demographics are also changing the kind of housing that is needed in the community. A declining household size and a growing senior population will require smaller housing units closer to municipal and social services. At the same time, there is a need to attract younger workers to the community who will be able to fill out the workforce as the aging population retires. The unique housing needs of each of these demographics are explored further in the Housing section of this plan.

#2 — Economy

BRUNSWICK'S ECONOMIC HISTORY

In the early years after European settlement of North America, Brunswick's economic development was driven by its proximity to the Androscoggin River. The river powered the sawmills that supplied lumber to nearby shipyards and spurred the production of goods through the mid-19th century. This transportation and manufacturing base, along with the presence of Bowdoin College, was the foundation of Brunswick's economy for many years.

Brunswick's strategic location was significant for defense as well as industry. Beginning in World War II, Brunswick became the site of a substantial military presence, which ultimately included the Brunswick Naval Air Station (BNAS, or NAS-B). BNAS eventually employed more than 5,000 members of the armed forces, and for decades was the economic base for the regional service economy. In 2011, BNAS closed, leaving the town with an opportunity for large-scale redevelopment of former Navy properties—and with a significant gap to fill in terms of local demand.

While the BNAS and the sawmills have closed, the real estate that was home to those uses remains important today. Cabot Mill/Fort Andros is home to both retail and office uses, while the nearby dam provides hydroelectric power. The former base is now Brunswick Landing—the site of an executive airport, hundreds of apartments, and a variety of office, industrial, and logistics users.

Throughout Brunswick's history, Bowdoin College has remained a stabilizing force in the local economy, increasing demand for local businesses and contributing to the region's cultural energy as a center for education and the arts.

Today, Brunswick is primarily a service center for the region, with a substantial base of educational services, health care services, cultural attractions (including the Maine State Music Theatre, Bowdoin International Music Festival, and Bowdoin College's museums), accommodation and food service, as well as substantial sales for both staples and consumer discretionary items (such as automobile sales). New medium and large-sized businesses at BNAS are trending towards a greater export presence by serving national and global customers, while the Town continues to be home to thriving farmers' markets, microbreweries, and a growing aquaculture industry.

BRUNSWICK'S EMPLOYERS AND WORKERS

Major Employers

Staffed by 1,700 people, Bath Iron Works' (BIW) Hardings Facility is currently Brunswick's largest employer. BIW's principal facility, located in the neighboring community of Bath, is one of the largest employers in Maine, and also employs many Brunswick residents.

The Town's Continuing Disclosure Statement, dated March 15, 2024, lists the following businesses as the top ten largest employers in Brunswick: Bath Iron Works (1700), MaineHealth Hospital, Healthcare, Retirement (1,192); Bowdoin College (1,012), Town of Brunswick (800), Hannaford (280), Wal-Mart (259), LL Bean (162), Here/Vivicloud Software Engineering (150), Molynycke Health Care Manufacturing (119); and Martin's Point Health Care, Hospital, Retirement (108) [SOURCE: Survey of Employers and/or Review of Employer Websites. The employee counts were

determined by the employers and do not represent full-time equivalents (FTEs) in all cases.]

Bowdoin College, Brunswick's third-largest employer, is an undergraduate liberal arts college. As of fall 2023, Bowdoin had 1,850 students enrolled and employed approximately 1,012 full-time equivalent (FTE) employees, including 211 FTE faculty members. Over the past few years, Bowdoin has completed numerous projects and facilities improvements, including the construction of four 11,000 square foot, 22-bed upper-class residence halls along Park Row, completed in 2019; and three 44-bed residence halls on Harpswell Road, each approximately 17,700 square feet and with 21 apartments, completed in 2020. Substantial improvements to outdoor athletic facilities and fields began in 2017 and continued through 2024 with improvements to the boat house and launch on Sawyer Road.

Also in 2020, the college completed work on the Schiller Coastal Studies Center, a 118-acre research and teaching lab located on a former farm on Orr's Island, Harpswell. Beginning with the initial gift of the farm in 1981, the Center is now home to a marine laboratory, a research pier, a sailing center, and, most recently, a 'dry' laboratory building and residential housing/meeting space.

In 2023, the College completed construction of two buildings on the corner of College Street and Sills Drive, totaling 45,900 square feet of space. Barry Mills Hall is an academic building that includes a 60-person cinema and event space in addition to classrooms and offices, and the John and Lile Gibbons Center for Arctic Studies includes exhibit space, archaeology research and teaching labs, a classroom, and offices for museum staff.

Employer Sectors

In 2023, Brunswick's total employment averaged 11,898, representing only a slight increase from 2009, when total employment averaged 11,841.

Brunswick Employment by Industry Group (2023 Quarterly Average)

NAICS	Industry Group	Average Employment
10	Total, All Industries	11,898
11	Agriculture, Forestry, Fishing and Hunting	96
22	Utilities	86
23	Construction	341
42	Wholesale Trade	68
51	Information	191
52	Finance and Insurance	338
53	Real Estate and Rental and Leasing	234
54	Professional, Scientific, and Technical Services	532
55	Management of Companies and Enterprises	184
56	Administrative and Support and Waste Management and Remediation Services	529
61	Educational Services	1,932
62	Health Care and Social Assistance	2,738
71	Arts, Entertainment, and Recreation	242
72	Accommodation and Food Services	1,127
81	Other Services (except Public Administration)	405
	All other (includes Manufacturing, Retail Trade, Transportation and Warehousing, and Public Administration)	2,858

Source: Maine Center for Workforce Research and Information; Harpswell Strategies

Nearly half (48.7%) of local employment is in three major industry groups: Educational Services, Health Care and Social Services, and Accommodation and Food Services. In contrast, "eds, meds, and beds" constitute only 36.0% of the average quarterly employment for the State of Maine. Educational services, health care, and municipal government are stabilizing industries that help Brunswick weather economic downswings.

Many of Maine's highest-paying, "white collar" occupations are concentrated in three industry groups: Finance and Insurance; Professional, Scientific, and Technical Services; and Management of Companies and Enterprises. Statewide, these industry groups account for 11.5% of employment. However, in Brunswick, these industry groups collectively account for only 8.9% of local employment.

Job Growth

Brunswick's average quarterly employment across all public and private industries in 2009 was 11,841; that same figure in 2023 was 11,898. Employment overall has changed very little (+57) since the most recent comprehensive plan was adopted, though the dynamic has been more complex year-to-year.

Employment increased by 8.5% from 2009 through the most recent peak in 2018, before falling by 11.0% through the trough in 2021. The recovery since 2021 has been modest, with Brunswick adding 439 jobs (3.8%) from 2021 through 2023. The longer-term trend reflects the effect of demographic change on the region's economy, where a shrinking working-age population is reflected in a degree of economic stagnation. The shorter-term trends reflect the initial shock of the COVID-19 pandemic and the partial recovery over the past two years, but also the downsizing of companies and the move toward remote work and away from brick-and-mortar locations.

Brunswick Employment 2009-2023

Year	Employment, all industries	% Change
2009	11,841	
2010	11,394	-3.8%
2011	11,212	-1.6%
2012	11,324	1.0%
2013	11,236	-0.8%
2014	11,646	3.6%
2015	11,868	1.9%
2016	12,072	1.7%
2017	12,474	3.3%
2018	12,883	3.3%
2019	12,754	-1.0%
2020	11,721	-8.1%
2021	11,459	-2.2%
2022	11,524	0.6%
2023	11,898	3.2%

Source: Maine Center for Workforce Research and Information; Harpswell Strategies

The local economy has been powered by a small number of growing industries: Agriculture, Forestry, Fishing and Hunting steadily increased from fewer than 7 jobs per quarter in 2009 to an average of 96 per quarter in 2023; Management of Companies and Enterprises more than tripled from a quarterly average of 54 jobs in 2009 up to 184 jobs in 2023; and after several years of little change, employment in Professional, Scientific, and Technical Services jumped from an average of 431 per quarter as recently as 2019 to an average of 532 in 2023.

Places of Residence for Brunswick's Workers

Approximately one-sixth of those whose primary job is in Brunswick also live there, and about one-quarter live in Brunswick, Topsham, or Bath.

Top Residence Locations of Brunswick Workers (2021)

Community	Percent
Brunswick	15.7%
Topsham	4.9%
Bath	4.3%
Portland	3.1%
Lewiston	2.9%
Auburn	1.7%
Lisbon Falls	1.4%
South Portland	1.2%
Augusta	1.0%
Westbrook	0.9%
All Other Locations	62.7%

Source: Census on the Map

Commute Mode

According to the U.S. Census Bureau's 2022 American Community Survey 5-year estimates, 61.7% of Brunswick residents drove alone to work and 8.3% carpool. One-sixth (16.6%) worked from home. A large portion of Brunswick workers walk to work (10.6%), while 0.9% ride bicycles to work.

Wages

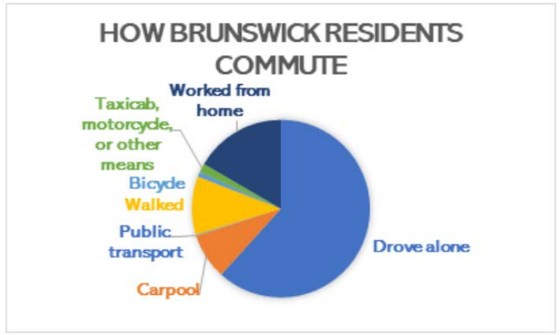
Workers in Brunswick tend to earn less than their counterparts in the same industries in the rest of Cumberland County and the State of Maine (with the notable exceptions of two industry groups - Educational Services and Utilities, which together employ only 17.3% of local workers).

Data for some industries is suppressed. For example, at the local level, wage data is not available for Manufacturing, Retail Trade, Transportation and Warehousing, and Public Administration.

Average Weekly Wages by Industry (2023 Q4)

NAICS	NAICS Title	Average Weekly Wage		
		Maine	Cumberland County	Brunswick
00	Total, All Industries	$1,208	$1,391	$1,190
11	Agriculture, Forestry, Fishing and Hunting	$951	$804	$652
22	Utilities	$1,837	$2,082	$2,143
23	Construction	$1,428	$1,609	$1,337
42	Wholesale Trade	$1,706	$1,830	$1,247
51	Information	$1,593	$1,690	$1,408
52	Finance and Insurance	$1,925	$2,282	$1,549
53	Real Estate and Rental and Leasing	$1,264	$1,484	$949
54	Professional, Scientific, and Technical Services	$2,068	$2,318	$1,784
55	Management of Companies and Enterprises	$1,924	$2,253	$1,497
56	Administrative and Support and Waste Management and Remediation Services	$1,034	$1,104	$919
61	Educational Services	$985	$1,103	$1,349
62	Health Care and Social Assistance	$1,278	$1,452	$1,417
71	Arts, Entertainment, and Recreation	$756	$746	$675
72	Accommodation and Food Services	$626	$674	$601
81	Other Services (except Public Administration)	$941	$1,426	$1,085

Source: Maine Center for Workforce Research and Information



Source: US Census Bureau, ACS 5-Year Estimates (2022)

BRUNSWICK'S RESIDENT LABOR FORCE

Labor Force Participation

In April 2024, Brunswick's labor force was estimated at approximately 10,700 (Maine Center for Workforce Research and Information). 63.2% of residents aged 16+ employed were either employed or actively looking for work. This is above both the rate for Maine (59.3%) and the nation (62.7%). As Maine ages, the labor force participation rate in the state has steadily declined. Historically, the labor force participation rate in Brunswick and throughout Cumberland County has been much higher than the statewide rate, and that remains the case today.

Unemployment

Brunswick's unemployment rate is usually quite low, and in April 2024 the rate is 2.1%, well below the state (2.8%) and national (3.5%) rates. The most recent peak was 9.3% in April 2020.

The tight labor market (227 unemployed individuals in April 2024) presents a challenge for employers. Given the limited supply of available/unattached workers, it is difficult to match skills and availability to employer needs.

Occupational Profile

Brunswick residents' occupations skew towards management, technical, and creative occupations compared to Maine as a whole. Conversely, fewer Brunswick residents work in occupations such as construction or manufacturing than is true of Maine residents generally.

Occupational categories, employed residents 16+

Occupational Category	Brunswick	Maine
Management, business, science, arts	53.2%	42.4%
Service	15.7%	15.0%
Sales and office	16.7%	20.4%
Natural resources, construction, and maintenance	5.2%	10.7%
Production, transportation, and material moving	9.3%	11.6%

Source: US Census Bureau, ACS 5-Year Estimates (2022)

As was noted earlier in this section, the profile of those who work in Brunswick is somewhat different – Brunswick employers are more likely than their Maine counterparts to be in industries that are traditionally "white collar." This could indicate that while Brunswick's economic character is that of a service center, its resident population is highly skilled and educated. Those highly skilled and educated residents who do not work locally are likely to be self-employed, remote workers, or commuters to professional or management jobs outside of Brunswick.

Industrial Profile

Brunswick residents primarily work in the "eds, meds, and beds" industries. This is unsurprising, given that a similar profile exists for the industries of Brunswick employers. The aggregated data for relevant industry groups demonstrates how different Brunswick is from other Maine communities in this respect:

- ACS data aggregates educational services, health care, and social assistance. In Brunswick, 34.1% of residents are employed in these industry groups, compared to 26.8% statewide.
- ACS data also aggregates arts, entertainment, recreation, accommodation, and food services. In Brunswick, 10.5% of residents are employed in these industries, while only 7.8% of Maine residents are employed in these industries.

Home Occupations

It is commonly understood that home occupations are permitted uses throughout the Growth District and Rural District, and that Brunswick does regulate home occupations that involve signs, public access, or outdoor storage or displays.

The actual definition of "home occupation" in the ordinance is somewhat confusing. This is largely because the definition introduces "home office" as a second, undefined term. The text of the ordinance implies that it is defining a "home office" in the negative, i.e., a list of characteristics that would render some situations to be not a home office is included in the code, with the implication being that any situation that does have those characteristics should be classified as a regulated home occupation, though home occupations themselves are widely permitted in the Town's zoning districts:

"Home occupation: A lawful business, profession, occupation, or trade, conducted within a dwelling unit or accessory structure by a resident of the dwelling unit, where the business, profession, occupation, or trade is incidental and subordinate to the use of the dwelling for residential purposes. A home office, including for telecommuting purposes, which is carried on by only residents and does not involve any signs, public access, outdoor storage or displays is not considered a home occupation and is not regulated by this Ordinance."

Remote Work

In 2021, Brunswick was featured in the

New York Times as one of the top communities for remote work ("Remote Work's Last Hurrah: 6 spots to Make Your Summer Office"). In the years since 2021, Brunswick has become both a year-round and seasonal destination for households in which one or more adults are remote workers. In 2022, the U.S. Census Bureau's American Community Survey found that 16.6% of Brunswick workers worked from home, up from 14.6% in 2021.

INCOME AND CONSUMPTION

Resident Incomes

According to the American Community Survey (2022 5-Year Estimates), 3.1% of Brunswick families are below the poverty line (up from 2.5% in 2020 and 2.8% in 2021). Median household income in Brunswick in 2022 was $71,236. Per capita income for the previous 12 months was $41,150. Incomes in Brunswick are slightly higher than the statewide averages, and significantly lower than Cumberland County.

Median Household Income and Per Capita Income

	Maine	Cumberland County	Brunswick
Median HH Income	$68,251	$87,710	$71,236
Per Capita Income	$39,718	$51,405	$41,150

Source: Census Bureau, ACS 5-Year (2022)

Retail Sales

Total 2023 retail sales were $1,137,935,000, per Maine Revenue Services, of which 25.3% of receipts were auto sales.

Retail receipts in 2023 were 31.4% higher than in 2018, when total retail sales were $865,531,800. During that period, automobile sales increased by 39.0%, well above the overall rate of increase; in contrast, spending on restaurants and lodging increased by only 22.7%, or well below the overall rate of increase. This underscores the "service center" character of Brunswick, which primarily draws demand from communities in the Midcoast region and from the north and west.

That said, spending on restaurants and lodging continues to be concentrated in the summer months, with more than half of each year's sales occurring in the months from June through October. Recently, the trend has been that non-summer months (such as October and February) account for a growing share of annual sales at Brunswick's restaurant and lodging establishments.



ECONOMIC DEVELOPMENT

Structure

Economic development services are provided both by local government and by affiliated organizations and funding partners. Within the government, these efforts are coordinated by the Town Manager and led by the Economic and Community Development Department. Additional support is provided by the Planning and Development Department and the Finance Department.

In 1995, Brunswick formed the Brunswick Development Corporation (BDC). BDC provides small grants and loans to local businesses. The BDC is staffed by the Town's Director of Economic and Community Development. In 2013, the Board of Directors determined that the organization should move towards independence from local government. In 2017, BDC obtained its 501(c)(3) charitable non-profit status, allowing the organization to seek private funds and further its mission.

Other partners include the following: the Midcoast Regional Redevelopment Authority (MRRA) is the largest private landowner on Brunswick Landing, operates municipal scale utilities, and operates Tech Place (a business incubator); Coastal Enterprises, Inc. (CEI) is a community development financial institution (CDFI) that provides loans to qualifying businesses; Genesis Fund is a CDFI that finances affordable housing projects; Midcoast Council of Governments (MCCOG) provides financial assistance, technical assistance, and planning services throughout the region.

Previous Plans

Since the adoption of the 2008 Comprehensive plan, the following plans and planning studies have been completed and adopted:

- Transportation Feasibility Study (for redevelopment of NASB) (2010)
- Gateway 1 Corridor Action Plan (2009)
- Master plan for Downtown Brunswick and the Outer Pleasant Street Corridor (2011)
- Route 24 Corridor Management plan (2013)
- Brunswick Bicycle and Pedestrian Improvement Plan (2020)
- Pleasant Street Corridor Transportation Study (including Two-Way Conversion memo)(2022)
- Master plan Study – Midcoast Athletic and Recreation Complex (2022)
- Cook's Corner Revitalization plan (2022)
- Cook's Corner Design Standards (2024)

Regional Economic Development Plans

Brunswick is part of the Midcoast Economic Development District (MCEDD). MCEDD is composed of Knox, Lincoln, and Sagadahoc Counties in their entirety, as well as portions of two others: the Cumberland County communities of Brunswick and Harpswell, and four towns in Waldo County (Belmont, Northport, Searsmont, and Lincolnville). "Economic Development Districts" are regional planning entities and area established by the U.S. Economic Development Administration.

The Comprehensive Economic Development Strategy (CEDS) for the Mid Coast region was developed by MCEDD in 2021. The CEDS identified several economic development goals for the region:

- Accelerate the growth of the Midcoast's Agriculture and Aquaculture sectors.
- Expand job opportunities in the manufacturing and technology sectors across the region.
- Increase experiential tourism opportunities which attract new visitors to the Midcoast throughout the year.
- Attract and retain young talented people to the region while utilizing the skills and experiences of older talented people in the Midcoast.
- Create a resilient regional economy by encouraging diversification in local industries.
- Expand workforce training opportunities for improving accessibility for new Mainers.

- Expand broadband coverage and capability to have at least 80% of the region serviced.

- Grow the 25-44 year old population.
- Increase the adult population with post-secondary education.

- Increase the adult population working in the trades industry.

- Increase the number of businesses.

- Lower the vacancy rate on main streets.

- Increase affordable and workforce housing opportunities throughout the Midcoast.

Recent economic development efforts by the Town are consistent with these goals and include continued efforts to develop the aquaculture industry, diversify the economic base, house the workforce needed to support local employers and grow the community's employment base, and generally promote housing diversity and opportunity.

Tax Increment Financing (TIF)

Brunswick's Tax Increment Financing Fund accounts for resources accumulated and payments made for the Tax Increment Financing Districts established by the Town. In 2022, the Town Council adopted a Tax Increment Financing and Credit Enhancement Policy outlining standards, guidelines and processes to be used in the establishment of TIFs and/or Credit Enhancement Agreements (CEAs). The policy defines the Town's purposes and criteria for the use of TIFs and CEAs, application procedures, and priorities for the evaluation of need and public benefit.

Brunswick has established tax increment financing (TIF) districts in accordance with Maine law. These TIF districts are used to finance economic development and housing projects. A portion of the incremental tax revenues collected in future years will be captured and returned to the district to repay principal and interest on any indebtedness, to fund the expenditures of the development program, including planning studies, and to finance future expansion.

Brunswick's TIF Districts are also addressed in the section on Fiscal Capacity.

Contract Zoning

In 2023, the Town Council adopted an amendment to the zoning ordinance allowing Brunswick to use "contract zoning" as a tool for achieving its public policy objectives. State law (30A M.R.S.A. § 4352(8)) authorizes local governments to use contract zoning where the locality finds that it is necessary or appropriate to impose, by agreement with the property owner, certain conditions or restrictions in order to ensure that the conditional zoning is consistent with the local comprehensive plan.

Contract zoning can be a useful economic development tool in communities that are largely "built-out" because it allows for more flexible and adaptable zoning, helps promote development that will benefit the public, and adapts to changing circumstances. Using contract zoning, the Town will be able to enter a negotiation with the property owner/applicant around issues such as neighborhood protections, general public benefits to be provided as a condition of approval, and consistency with the comprehensive plan.

Revitalization Planning

The Town is continuing its efforts to redevelop Cook's Corner, the commercial district adjacent to the former Naval Air Station Brunswick (NAS-B), now called Brunswick Landing. The Town initiated a comprehensive planning effort funded through TIF revenues.

The Cooks Corner Commercial Corridor Revitalization plan was adopted by the Town Council in 2022, and implementation is underway. Several projects in the Capital Improvement plan are evolving to better support the revitalization effort. Design standards for new development were approved by the Town Council in 2024, and all projects within the mapped Cooks Corner Overlay are required to meet these standards.

Affordable Housing Support

The purpose of the Affordable Housing Support Fund (AHSF) is to provide gap funding for developers and builders seeking to construct and preserve affordable rental and homeownership units in the Town of Brunswick. Improving housing outcomes for the community requires a multifaceted approach (production, preservation, and direct assistance), and this funding mechanism allows for targeted assistance to address affordability for both the workforce and resident population by targeting households at or below 80 percent of the area median income.

Infrastructure Capacity

Investment decisions, such as those made by a business considering either locating in or expanding in Brunswick, involve multiple considerations. One such consideration is the availability and adequacy of utilities, including water, sewer, electricity, natural gas, phone and cable, and internet. Another such consideration is the availability of transportation options and the adequacy of those options to meet business needs.

The responsibility for the costs associated with extending those networks is generally a private sector cost. The Brunswick Sewer District may require property owners or developers of subdivisions and site plans in the growth zones to connect to the public sewer system. Furthermore, the District also levies a "readiness to serve" charge. Similarly, the Brunswick and Topsham Water District does not bear the cost of water main extensions and private lines for connecting new development to the existing system.

Some localized high-elevation areas within the Town's Growth District are not served by public water due to pumping capacity, and the Town should consider whether, as a matter of policy, areas that cannot be served by public water should be within the growth boundary. To implement SMART growth land use, staff encourages new development to connect to public water and sewer. Economic Development incentives and other funding opportunities align with facilitating development in the growth zones.

Brunswick's access to a diverse transportation network, along with its proximity to a number of important regional markets, is a significant advantage. That said, connections between highways and some of the lands that are zoned for industrial uses is indirect or otherwise challenging. For example, truck traffic turning off of eastbound Route 1/Pleasant onto Church Road is required to make a hard right turn and then cross the railroad tracks. Truck traffic between properties on Brunswick Landing and Bath Road and Route 1 encounter roads on the Landing that are not up to the Town's standards. Truck traffic on the Landing might also need to meander through a confusing network of former Navy roads and mix with residential traffic generated by the new residential developments in the area. Truck traffic on Bath Road must mingle with local traffic as well, with the added challenge of curb cuts, poorly spaced and timed signals, and multiple lane changes.

Environmental Capacity

Increasingly, Brunswick residents and

businesses are faced with environmental challenges related to climate change and sea-level rise. In 2024, this included widespread problems associated with localized flooding and water in residential basements. At the same time, new development pressures are also affecting tree canopy, stormwater runoff, and absorption in formerly wooded areas designated for growth.

To better understand the limits of Brunswick's environmental capacity, Brunswick will need to continue to study its watersheds and may need to further analyze the effects of sea-level rise on the water table in the growth zones.

To continue to accommodate new development in the growth zones and allow those with private property interests in the rural zones to develop buildable lots, Brunswick may need to consider acquiring undeveloped parcels in the growth zones and develop a mechanism for funding such acquisitions that support the communities desired outcomes (i.e. removing blight, historic preservation, affordable housing, recreation facilities. land conversation).

An additional issue that affects both residential development and Brunswick's growing aquaculture industry is the vulnerability of existing septic systems near the shore. It is unclear to what degree these septic systems are currently contributing to pollution and microorganisms in Brunswick's coastal waters, or how vulnerable these private systems are to sea-level rise.

Industrial & Commercial Land

Industrial properties in Brunswick are concentrated near I-295 to the west and along the Route 1 corridor, which runs through Brunswick from east to west.

While many communities struggle to keep residential uses from encroaching on existing industrial parks, Brunswick faces the challenge of balancing significant planned mixed-use and residential development at Brunswick Landing with the ongoing sale and development of large parcels for uses more akin to a business or industrial park.

Acreage of Land Uses

Land Use	Acreage	Percentage
Commercial	2,372	8%
Government/Institutional/Civic	4,193	14%
Industrial	1,413	5%
Open Space	1,916	7%
Residential	19,016	66%
Transportation ROW	22	0%

Source: Town of Brunswick GIS Parcel Data

Downtown Brunswick

Downtown Brunswick is an important commercial district in the heart of our civic center. It includes restaurants serving food and beverages from around the world, a natural foods store, a bookstore, gift shops, jewelry stores, an antique mall and flea market, a variety of specialty stores, hotels, and numerous office-oriented uses.

Brunswick's walkable, historic Maine Street and prominent Mall Green Space draw visitors and residents downtown for commerce, as well as cultural activities such as a seasonal farmer's market, cultural festivals, and outdoor movies.

The historic Central Fire Station site is currently being redeveloped and will feature a brewpub, affordable housing, and a small pocket park. Other major economic development-related investments in the downtown area include capital projects to improve the downtown sidewalks in the summer of 2024/2025 and replace the Frank J. Wood bridge connecting downtown Brunswick's Maine Street to neighboring Topsham.

Brunswick Landing

Brunswick Landing, formerly the Brunswick Naval Air Station, is home to a wide variety of land uses: an executive airport, hundreds of built or approved apartment units, a brewpub, a natural foods and baked goods store, and numerous commercial and industrial uses. The Landing's focus industries include aviation and aerospace, biotechnology and life sciences, advanced materials and composites, information technology and cybersecurity, and "cleantech" and renewable energy.

Cook's Corner

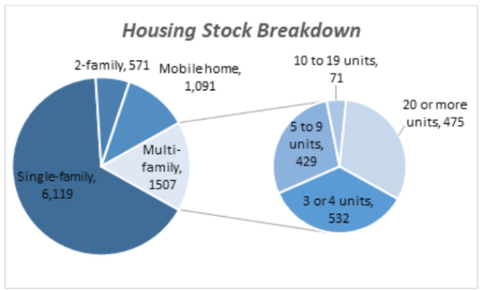
In 2022, Brunswick and its numerous public and private stakeholders created the Cook's Corner Revitalization plan to define opportunities to improve the built environment of Cook's Corner and the surrounding area. The goals of the Revitalization plan are to address increasing transportation/ transit needs and improve connectivity (e.g., various bike/pedestrian improvements), evaluate and implement land-use policies and planning guidelines, and enhance business prosperity and economic development. The revitalization planning effort builds on and updates past revitalization and design efforts in Cook's Corner.

In 2020, the property adjacent to the Rec Center at Brunswick Landing (Parcel Rec-11) was transferred from the Navy to be used and maintained exclusively for public recreation by the Town. The MARC project is redevelopment of the parcel as a state-of-the-art, regional athletic and recreation complex that provides a variety of recreational facilities for persons of all ages and abilities. The facility is part of Brunswick's ongoing efforts to expand municipal services and infrastructure to meet the needs of Brunswick residents.

#3 — Housing

EXISTING HOUSING STOCK

Per American Community Survey estimates from 2021, there were approximately 9,288 housing units in Brunswick. Of these, 65.9% are single-family dwelling units. Multi-family buildings (defined as buildings with three or more dwelling units) make up 16.2% of the housing stock, the second most common type of residential building.



Source: American Community Survey estimates, 2021.

Of the multi-family buildings in Brunswick, the bulk of the dwelling units are in either small-scale buildings (3 or 4 units) or in large apartment buildings with 20 or more units. Mobile homes also have a significant presence in the community, comprising 11.7% of all dwelling units.

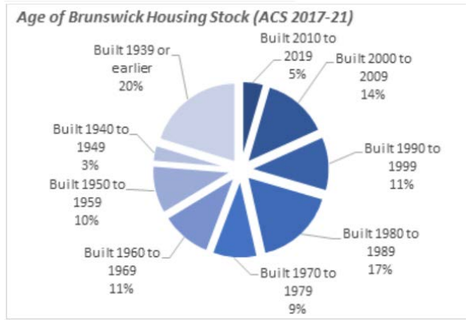
Since 2010, the Town has added 1,609 new dwelling units. The breakdown of units added is below:

Housing Units Added Since 2010 by Building Type

Building Type	Number of Units Added
Mobile Home	322
Duplex (2-unit)	22
Triplex (3-unit)	9
Mid-size apartment buildings (4-7 units)	29
Larger apartment buildings (7+ units)	261
Condominiums (separated housing units on shared land)	96
Single-family homes	870

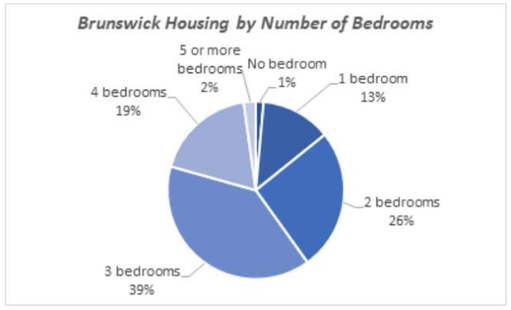
Source: Town of Brunswick Assessing Department

During the same period, the Town issued demolition permits resulting in the loss of approximately 126 units. Of these, 57 were for mobile homes, 48 were for single-family homes, and the remainder were for duplexes, triplexes, or larger multi-unit apartment buildings (5 demolition permits covering approximately 16 units).



Source: US Census Bureau, ACS 5-Year Estimates (2022)

The Town's housing stock reflects Brunswick's lengthy history and includes everything from historic homes to recently constructed homes with sustainable elements such as energy-efficient passive house design. A large portion of the Town's existing housing units (20%) were built in 1939 or earlier, though there was another building boom in the 1980's which now comprises 17% of the Town's housing stock. Finally, like many communities, Brunswick saw the construction of new homes in the period between 2000 and 2009. Homes built during this time now comprise 14% of the Town's overall housing stock. A recent increase in multi-family development has further diversified Brunswick's housing options.



Source: US Census Bureau, ACS 5-Year Estimates (2022)

Most of Brunswick's housing units (60%) have three or more bedrooms, consistent with the number of single-family homes in the community, but suggesting that smaller housing units may not be readily available.

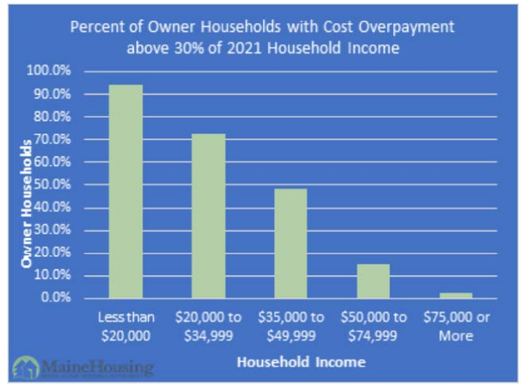
Of occupied housing units, 28.5% are occupied by renters, and 71.5% are occupied by owners. The average household size for owner-occupied units is 2.40. For renter-occupied units, the average household size is 2.01. This indicates that a larger share of renters in the community live alone or in pairs, while owner-occupied units are occupied by larger groups of people, such as families with children.

SUBSTANDARD HOUSING

The amount of substandard housing, as defined by the Census Bureau as "the lack of complete kitchen or bathroom facilities," is a low percentage of the Town's overall housing units. Approximately 1.4% of housing units lack complete kitchen facilities, and 0.8% lack complete plumbing facilities. Note that dormitories would technically fall under the definition of substandard housing since most lack complete kitchen facilities and require students to share plumbing facilities. In general, truly inadequate housing (outside of dormitories) is likely very rare in Brunswick.

HOUSING AFFORDABILITY

Housing in Brunswick has steadily become less affordable to existing residents. Housing costs have steadily increased in recent years, but wages have not increased proportionally. Housing affordability is typically evaluated by measuring the proportion of a household's income that is spent on housing costs. Households spending 30% or more of their gross income on rent or a mortgage are considered housing cost-burdened. Whether a household is actually cost-burdened depends on a number of factors, including accumulated savings/ household wealth and the actual monthly mortgage cost – for example, many households that include retirees have low incomes but are drawing down savings, and many have low mortgages or own their homes outright.



Source: Claritas LLC Income Estimates from Maine Housing, 2022

By the measure outlined above, 22% of Brunswick homeowners are considered cost-burdened. As shown on the above chart, housing is considerably less affordable for lower-income households. The share of cost-burdened households grows the lower on the income spectrum the household is (though even a small portion of the highest-income earners are cost-burdened).

The existing housing affordability problem has been exacerbated by a slowdown in housing production since 2010, following the Great Recession, and the steep increase in the cost of construction (materials, labor, and financing) since the onset of the COVID-19 pandemic in March 2020.



Source: MLS Home Price Data from Maine Housing, 2022

Median home sales prices have increased across the country, in Maine, and especially in Cumberland County. Between 2018 and 2022, Brunswick experienced a 72% increase in median home sales price (from $269,000 to $465,000). The median home sale price in Brunswick grew at a faster rate than in the State and has now essentially closed the gap with the median home sale price across Cumberland County, which has historically been consistently higher than Brunswick. Recent home sales have underscored the extent of the supply challenges, with realtors reporting multiple offers, all-cash offers, and sale prices coming in at up to 25% above the asking price.



Source: American Community Survey Estimates.

The median rent for a one-bedroom apartment in Brunswick was relatively stable from 2010 to 2018, with a sharp increase starting in 2019. The median rent for a one-bedroom apartment as of 2021 was $1,150—or approximately 150% of the median rent in 2010, which was $779. By the measure outlined on the previous page, almost half (45.3%) of Brunswick residents who rent their homes are housing cost-burdened.

SEASONAL AND VACANT HOUSING

According to 2021 American Community Survey data, of the 9,288 total housing units in Brunswick, 184 are for "seasonal, recreational or occasional use." That constitutes about 2% of the housing units in the Town. An additional 225 units are listed as "other vacant," of which some might be for seasonal use. In total, 572 units in the town are listed in the 2021 American Community Survey as vacant, or about 6% of the Town's total housing stock.

Vacant Housing Units in Brunswick

For rent	91
For sale only	72
For seasonal, recreational, or occasional use	184
Other vacant	225
Total Vacant	572
Total Housing Units	9,288
Seasonal as Percentage of All Units	1.98%
Vacant as Percentage of All Units	6.15%

Source: 2021 American Community Survey 5 Year Estimates

These numbers have declined since 2010. In the 2010 ACS 5-Year Estimate, the number of "seasonal, recreational or occasional use" housing units was 336. This trend mirrors that of the rest of the coastal region of Maine, where the prevalence of seasonal homes was rising steadily until its peak in 2016 and has been slowly declining since. There was also a higher number of vacant units for rent or sale in 2010, indicating the weaker housing market coming out of the Great Recession, as well as the then-recent closure of the Brunswick Naval Air Station when many military service members left the area. Much of the population growth in Brunswick over the past decade has involved the filling of housing that was left vacant after the base closure.

LOCAL EFFORTS TO ADDRESS KNOWN ISSUES

Multifamily dwelling units are expressly permitted in most Growth Residential zoning districts (except for GR2, GR3, and GR10), and in all of the Growth Mixed-Use zoning districts. Multi-family residential is also permitted in all of the Growth College zoning districts (with the exception of GC5). Multi-family is not permitted in the GA, GI, GO, and GN zones, though these are relatively uncommon zones. Multifamily dwelling units are conditional uses in the GC5 zoning district, requiring additional review by the Planning Board in accordance with the criteria for approval of Conditional Use Permits as outlined in Sec. 5.2.2 of the Zoning Ordinance. Additional performance standards may apply in certain zones if the development is proposed in the Shoreland Protection Overlay.

The minimum parking standards are the same for both single-family and multi-family dwellings. Accessory apartments do not require any additional parking beyond the standards required for the principal dwelling.

In zoning districts where multifamily dwellings are allowed, they may also be eligible for "minor development review" by the Staff Review Committee rather than the full Planning Board, thereby expediting the development review process under certain conditions. All zoning districts that permit multi-family allow for minor development review of projects with 3 to 5 units.

The Town has taken both a "carrot" and a "stick" approach to housing development, in that it provides incentives for the development of affordable housing but also specifically requires affordable housing in certain instances.

In terms of incentives, affordable housing developments (as defined in Sec. 4.2.5.D of the Town's Zoning Ordinance) are eligible for certain benefits, including: a reduction in building permit fees and impact fees that may be associated with new development; modification of dimensional standards such as building setback requirements if the proposed modification is necessary to make the project economically viable or if it is the only way to accommodate bonus units (while still meeting the standards of Section 4.11: Architectural Compatibility); density bonus allowances, calculated based on the type of units provided for (e.g., if affordable housing units are restricted to those at the very low income level, the applicant is eligible for up to a 2x density bonus for each of that unit type).

In July of 2022, the Town Council authorized the creation of a Housing Committee tasked with the following:

- Examining the diversity and affordability of Brunswick's existing housing stock.
- Research, study, and provide information on ways for the Town to support housing initiatives for all segments of the population.
- Recommending an order of prioritization for Brunswick's housing policy needs.
- Reviewing and making recommendations regarding Brunswick's housing incentives and requirements, including a variety of potential zoning ordinance amendments, potential incentives (such as Credit Enhancement Agreements or the creation of Affordable Housing Tax Increment Financing districts), and development review process improvements.
- Reviewing the impact that short-term rentals and Airbnbs have on the availability of longer-term housing options.
- Reviewing and considering recommending the creation of a "home share" program.
- Reviewing and considering recommendations regarding landlord-tenant issues, including the possibility of establishing a rent control mechanism and the impact of converting rental units to ownership.
- Other duties that might arise because of

urgent circumstances, Council action, or staff suggestions.

In August of 2023 the Town Council authorized the creation of an Affordable Housing Support Fund (AHSF) with the express purpose of stimulating and leveraging private sector investment in housing development that serves households at or below 80% of the Area Median Income (AMI). The AHSF is primarily focused on adding supply and preserving the covenants on existing affordable units. The AHSF was funded through a mix of federal American Rescue plan Act (ARPA) funds, grants through MaineHousing, and revenues from the Town's Cook's Corner Tax Increment Financing District. The Housing Committee continues to seek ways to infuse money into the AHSF through grants and other local funding mechanisms.

With respect to mandates, in July of 2023 the Town adopted an "inclusionary zoning" amendment to the Zoning Ordinance, requiring for-rent residential projects consisting of 15 or more net new dwelling units within the existing Growth area to set aside 15% of total units for households at or below 80% AMI, and to maintain the affordability of those units for 30 years. At the time of plan drafting, the Housing Committee is currently considering how to establish a similar inclusionary zoning requirement for for-sale residential properties.

In terms of regional partnerships, the Town relies heavily on the Greater Brunswick Housing Corporation, which was created in August 1998 to increase the supply of affordable housing in Brunswick and its neighboring communities. The specific purposes of the corporation are to own, lease, organize, develop, construct, financially assist, manage, and operate projects or programs to provide low-income rentals to the elderly, handicapped, and families.

The corporation oversees Brunswick Housing Authority, which manages a number of properties in the community including, but not limited to) Perryman Village Family Housing in Cooks Corner (which is designed for families, with units having two, three, four, or five bedrooms); Old Gurnet (two and three bedroom duplexes, including two units designed for those with disabilities); Creekside Village (one and two bedroom units limited to those 55 and older); Woodlawn Terrace (all one bedroom units, with four units designed for those with disabilities); and Woodlawn Tower (one and two bedroom units, including 4 units designed for those with disabilities).

PROJECTED FUTURE DEMAND

As noted in the Population & Demographics section of this plan, current projections by the Maine State Economist indicate that Brunswick's population will likely decline slightly over the next 15 years. There appears to be a gap between the housing choices currently available on the market and the ability to provide houses for the entire community population throughout the lifespan.

Demographics are expected to continue to shift. A declining household size (following trends that the community has been exhibiting since 1960) and a growing senior population will require smaller housing units closer to services. At the same time, there is a need to attract younger workers to the community who will be able to fill out the workforce as the aging population retires.

In October 2023, the State of Maine Housing Production Needs Study was released, highlighting a historic underproduction of housing across the state as well as the need to produce more housing in order to both correct this historic underproduction and provide for the projected population growth across the state. Overall population and population growth determine how many people currently need homes or will need homes in the future. The study focuses on regional need for housing and indicates that Cumberland County specifically will need between 7,200 and 8,600 housing units by the year 2030 in order to accommodate projected population growth, population shifts, and anticipated economic changes.

As a follow-up to the State of Maine Housing Production Needs Study, the Midcoast Economic Development District's Housing Gap Analysis included analysis of supply and demand dynamics in the region. The Housing Gap Analysis estimated that there is a current shortage of 1,990 units across the Brunswick Labor Market Area (which includes communities such as Topsham, West Bath, Harpswell, and Bath), suggesting that an additional 1,990 units would be necessary to restore the local housing and labor markets to equilibrium.

LOW INCOME AND SENIOR HOUSING

According to 2021 American Community Survey data, there are a total of 2,543 Brunswick residents spending more than 30% of their monthly income on housing-related costs (2,543 cost-burdened households). Of those, 2,162 are earning less than $50,000 a year (or less than 50% of the Area Median Income). Under Brunswick's Zoning Ordinance definitions, these households would be considered "very low income." This indicates a need for over 2,000 additional low- and moderate-income family, senior, or assisted living housing in Brunswick (since many of these houses are headed by those over age 65). This need will have to be met both locally, within Brunswick, as well as regionally.

#4 — Transportation

Brunswick serves as a multi-modal transportation hub and a gateway to the Midcoast region of Maine. The community is served by Amtrak Downeaster passenger rail service, Concord Coach Lines, and regional and local bus and taxi services. Bicyclists and pedestrians also utilize a variety of interconnected trails throughout the community, including the Androscoggin River Bicycle Path, which extends into neighboring Topsham via the Merrymeeting Bridge, as well as the Androscoggin Riverwalk that connects Brunswick and Topsham via the historic Swinging Bridge and the Frank J. Wood Bridge on Maine Street.

TRANSPORTATION NETWORK

Street Network

I-295 and US Route 1 are major thoroughfares for vehicular travel in the region. US Route 1 serves many purposes in the Maine communities; it aids in regional transportation along the coast, connects seasonal travelers to downtown and local businesses, and functions as a local arterial. However, serving multiple functions often leads to conflict; in the case of the Brunswick section of US Route 1, this can mean congestion and poor traffic flow—particularly along the Pleasant Street and Mill Street portions of the highway, where access is mostly unlimited.

US Route 1 from just north of the Brunswick-Topsham Bypass to the Bath town line meets Maine DOT's definition of a "mobility corridor," which the Maine DOT describes as:

"a non-compact arterial that has a posted speed limit of 40 mph or more and is: part of an arterial corridor between urban compact areas or service centers with an average annual daily traffic of at least 5,000 vehicles per day for at least 50% of its length; or is part of a retrograde arterial corridor located between mobility arterials. The Maine DOT Access Management program envisions prioritized planning and preservation of Mobility Arterial corridors most at risk of losing capacity, safety, and of decreasing posted speeds, due to increasing development and commuter and visitor pressures."

US Route 24 is designated as a Corridor of Regional Economic Significance for Transportation (CREST) by Maine DOT. Brunswick town staff and residents participated in a multi-town planning process in 2013 to identify priority investments and strategies for the corridor. Following recommendations outlined in the US Route 24 Corridor Management plan, US Route 24 was removed from its alignment in downtown Brunswick and Topsham and routed along US Route 1 to bypass downtown.

Working with Maine DOT, Brunswick completed a Corridor Transportation Study for Pleasant Street in 2021. The analysis included potential strategies to improve congestion and safety along the corridor between I-295/US Route 1 and Maine Street without significant widening of Pleasant Street. The study included a review of access issues and included recommendations related to access management, frontage roads, changes to lane configuration, additions to the roadway grid, traffic signal modifications, bicycle and pedestrian facilities, and the impacts of the proposed improvements on the level of service and safety of the roadway.

One recommendation from the study was to conduct a detailed analysis of the feasibility of converting Pleasant Street to two-way flow between Stanwood Street/Mill Street and Maine Street. A Two-Way Conversion Technical Memorandum was finalized in May of 2022 and includes analysis of these impacts. However, given the corresponding needs and costs associated with a two-way conversion, this recommendation has not been implemented.

Brunswick Landing is a designated Growth Area and is actively developing with new businesses and residential housing. Efforts are underway to develop connections and amenities that provide for all modes of transportation in this area.

The Community Design Guidelines for Brunswick Landing, used by Midcoast Regional Redevelopment Authority (MRRA) as guidance during their review of proposed development projects within Brunswick Landing, are intended to encourage transitoriented development and context-sensitive transportation. The Design Guidelines provide guidance for the construction of roads, sidewalks, streetscape improvements, and multi-use trails—as well as guidance for the siting and overall architectural design of new buildings. However, recent property dispositions and development proposals have skewed towards industry and logistics, and recent development and current proposals feature long walls with limited fenestration and uses that do not activate the streetscape.

Other major feeder roads in and out of Brunswick include US Route 123, Bath, Church, Pleasant Hill, Durham, and River Roads.

Street Network Connectivity and Capacity

Brunswick's street network has several major, well-known shortcomings:

- Limited options for westbound traffic trying to get from East Brunswick, Cook's Corner, and Brunswick Landing to points on the far west side of town or to I-295/US Route 1.

- Development patterns along outer Pleasant Street and Bath Road have led to too many curb cuts, access points, and lane changes, and both lack gateway features.

- A combination of traffic volume and speed on State roads that connect Brunswick to nearby peninsulas and islands

- Inconsistent speed limits on roadways that serve similar functions.

These deficiencies in Brunswick's local street grid contribute to a number of frustrations for drivers and residents. For example:

- Traffic volume and intersection delay at US Route 1/Pleasant Street and Mill Street/Stanwood.

- Neighborhoods near Pleasant Street or McKeen Street experience cut-through traffic, and queuing can be an issue during peak hours at intersections such as the intersection of Bath Road and Sills Drive/Federal Street.

- Residents of areas near major north-south connections (such as Maine Street and Harpswell Road) endure delays when trying to cross or turn onto those roads.

Generally speaking, these deficiencies of road network connectivity in Brunswick are likely to limit the amount of additional growth that can be accommodated without impacting quality of life or levels of service in specific localized areas.

With respect to access on Brunswick's commercial strips, the Town recently adopted new curb cut/driveway standards as one way of addressing the issue. Some communities have also adopted zoning approaches, such as discouraging the development of small lots or encouraging/incentivizing developers to aggregate multiple sites

for redevelopment. Over time, these actions will reduce the number of points of ingress or egress.

Road Maintenance

According to the Maine Department of Transportation (Maine DOT), there are 246 miles of public roads in Brunswick maintained by either the Town of Brunswick, MRRA, or Maine DOT.

Maine DOT generally reconstructs, paves, and maintains state highways, and is responsible for summer maintenance on state aid highways, except for the portion of Brunswick that is within an Urban Compact Area (UCA), where the Town is responsible for both winter and summer maintenance, though the State retains responsibility for bridge maintenance within the UCA.

Including the UCA, the Town's Public Works Department maintains 147 miles of public roads and more than 5,200 road and traffic signs. Brunswick's Capital Improvement Program (CIP) plans for major expenditures ($10,427,000, or an average or nearly $2.1 million annually) related to road resurfacing in fiscal years 2024 through 2028. About 43% of the annual Public Works budget is designated for maintenance of both streets and sidewalks, representing $2,648,519 in FY 2024.

The MRRA and relevant homeowners' associations maintain and manage some roadways on the former Brunswick Naval Air Station. The condition of these roads does not, in most cases, meet the Town standards for public roads, and the status of those roads and the cost-sharing arrangements related to them will be a subject of discussion in the near future.

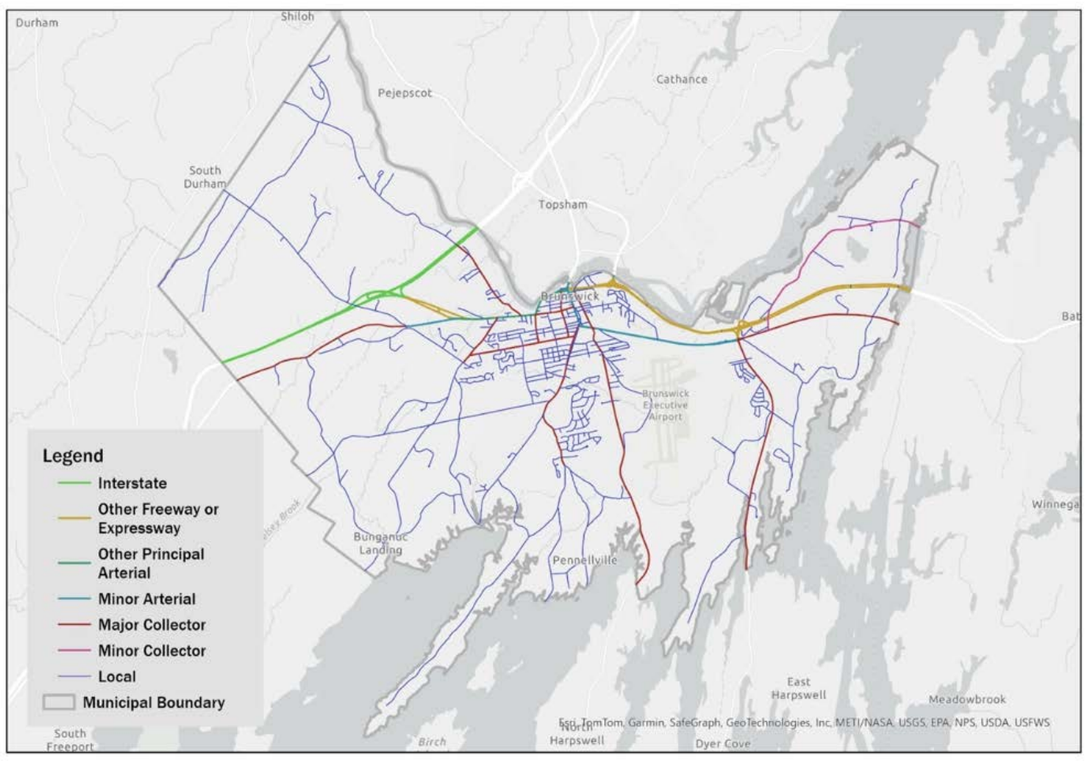
Road Classification

Road classification systems are used to group public roads and highways into classes according to the character of service they are intended to provide. They are used to determine funding and jurisdiction, and to define the role a particular road plays in serving the needs of the community and region as a part of the larger transportation network. The Federal Functional Classification (FFC) System uses established guidelines to classify how a particular road should be planned and engineered. A roadway's federal classification helps determine what the speed limit should be, how wide the travel lane and shoulder should be, and what level of access should be provided, along with a number of other considerations. Federal classification also identifies which roads are eligible for federal money. Every road in the network falls into one of the following three broad categories: arterials (including interstates and highways), collectors, and local roads.

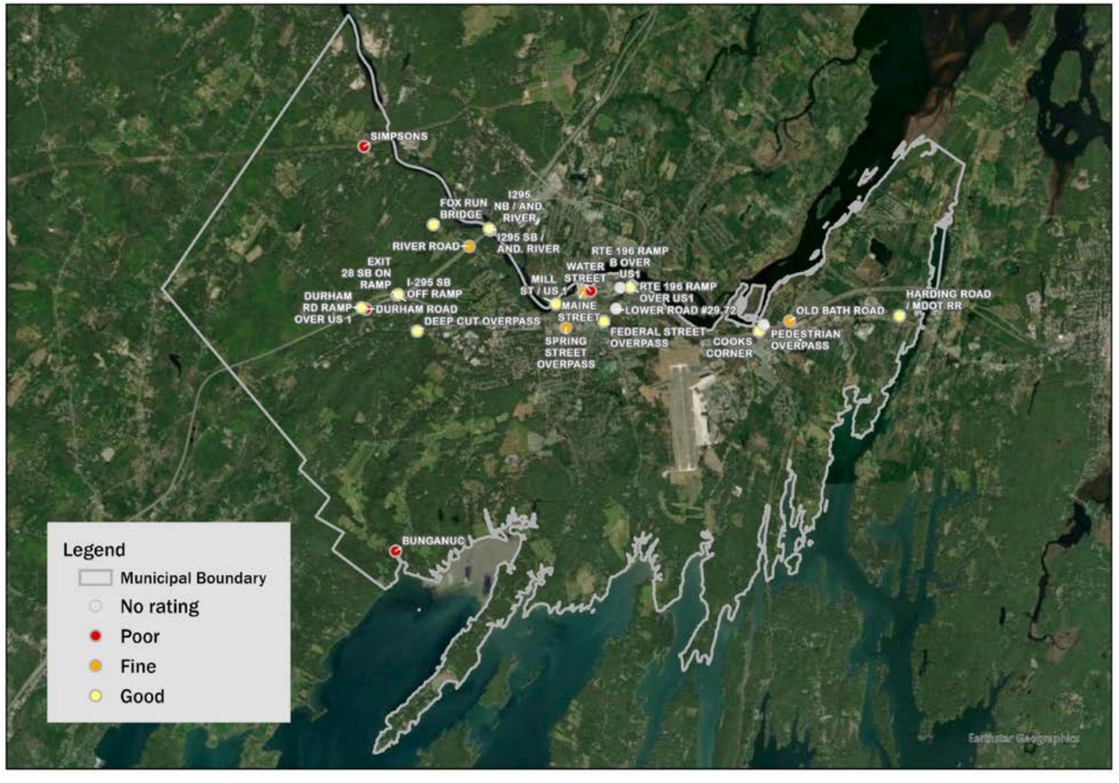
Bridges

There are 27 bridges located completely within Brunswick town lines, of which eight are water crossings; 18 are highway ramps, underpasses, overpasses, or railroad bridges owned by MaineDOT; and one is a town-owned pedestrian overpass.
For their bridges, Maine DOT has devised a rating system that considers the condition of the deck, superstructure, substructure, and, in the case of bridges that cross water, channel condition. The map above is color-coded in accordance with the overall rating of Maine DOT bridges in Brunswick.

Federal Functional Class of Roadways



Brunswick Bridge Ratings



In addition to the bridges entirely within town, four bridges connect vehicular traffic in Brunswick to other neighboring communities: the eastbound and westbound bridges that connect US Route 1 between Brunswick and West Bath; the Merrymeeting Bridge (also known as the Brunswick-Topsham Bypass and US Route 196); and the Frank J. Wood Bridge (US Route 201), both of which connect Brunswick and Topsham. The Androscoggin Swinging bridge provides an additional pedestrian connection between Brunswick and Topsham. Two additional railroad bridges exist and provide rail connections across nearby waters.

Sidewalks and Pedestrian Connectivity

Brunswick has a high proportion of commuters who walk or bike to work, which may be attributed, at least in part, to the Town's efforts to promote connectivity between various destinations in town. There are numerous transportation amenities that provide connectivity between residential areas and other key locations, particularly downtown. Sidewalks on internal public or private streets and the development side of all adjacent perimeter streets are required to be constructed for all new developments proposed within Growth Area zoning districts, with limited exceptions. In addition, the Town's Public Works Department currently maintains more than 40 miles of sidewalks (though there are more sidewalks at Brunswick Landing—the former Brunswick Naval Air Station—maintained by MRRA). The Town's FY 2024-2028 CIP outlines $570,000 of spending on planned sidewalk rehabilitation projects.

Brunswick's Bicycle & Pedestrian Advisory Committee facilitated an update to the Town's 2004 Bicycle and Pedestrian Improvement plan, releasing the new Bicycle and Pedestrian plan 2020 Update. Public input provided through that effort identified roads most in need of pedestrian infrastructure improvements. The top five streets to improve pedestrian infrastructure (based on frequency of comment) were: Maine Street, Bath Road/Cook's Corner, Outer Pleasant Street/River Road, Federal Street/Sills Drive/Harpswell Rd, and Gurnet Rd. Bicycle and pedestrian improvements contained in the Town's CIP come primarily from the recommendations included in this plan. For new developments requiring review by the Planning Board, bicycle racks are required.

Schools

The public elementary schools and junior high in Brunswick are in dense, residential neighborhoods close to downtown and are generally connected via sidewalks and crosswalks or off-road trails as applicable. The Brunswick School Department participates in the Safe Routes to School program through the Bicycle Coalition of Maine to identify and strengthen walking and biking routes to local schools, organize bike/walk to school days, and educate children on safe bicycle and pedestrian behavior. The Parks and Recreation Department clears snow from sidewalks near schools in order to ensure consistent, safe access for children and families.

Downtown

Most sidewalks along Maine Street and inner Pleasant Street are wider than five feet (the minimum requirement for ADA) and have been designed to accommodate both pedestrians and business uses (such as store entrances, outdoor dining, and sandwich board advertisements).

Streets adjacent to Maine Street, including Union, Federal, and the perpendicular streets connecting them, all have sidewalks. There are numerous crosswalks to facilitate crossing Maine Street, and there are two pedestrian crossings with timers and signals at the intersection of Pleasant and Maine Streets.

At Brunswick Station, wide sidewalks and raised crosswalks made of contrasting material create a pedestrian-friendly environment along Station Avenue. However, the pedestrian environment in the vicinity of Station Avenue and Maine Street is somewhat more challenging due to a combination of factors including the topography, the railroad crossing, numerous curb cuts, limited visibility at the southwest corner of the intersection, and the various intersections near the First Parish Church (where Bath Road, Park Row, Cleveland Street, Maine Street, Fitch Place, and Noble Street converge within a small area).

Brunswick's 2021-2025 CIP included a Downtown Streetscape Enhancement Project intended to update downtown streetscapes and enhance the pedestrian experience downtown. Work on this project began in early 2024, and is anticipated to be completed during the 2024 and 2025 construction seasons. The Town has made efforts to accommodate downtown businesses that will be affected by the project by adjusting seasonal fees for businesses that offer outdoor dining.

While there are sidewalks along outer Pleasant Street, the Bicycle and Pedestrian plan 2020 Update notes that these sidewalks are narrow with numerous obstructions, curb cuts, and poor upkeep. Sidewalk conditions on Pleasant Street improve between Mill Street and Maine Street.

Pedestrian Bridges

There is one town-owned bicycle/pedestrian overpass in Brunswick (crossing the US Route 1 offramp). This steel truss bridge was built in 1998 and was reconstructed in 2012. It is in very good condition.

The historic Androscoggin Swinging Bridge is a footbridge connecting Topsham and Brunswick. It hosts regular pedestrian traffic across the Androscoggin River on the Androscoggin Riverwalk loop. Following a significant restoration effort, the bridge reopened in 2006.

Bicycling and Off-Road Trails

The Bicycle and Pedestrian plan 2020 Update articulates priorities for bicycle and pedestrian infrastructure improvements that can enhance the community's transportation network. Top destinations identified through public comment were downtown, local schools, Cook's Corner, Brunswick Landing, Bowdoin College, the recreation center, and local parks. Concerns noted in the plan include the lack of bike lanes downtown, the shortage of bicycle/pedestrian infrastructure along Union Street, poor bicycle/pedestrian infrastructure along outer Pleasant Street, the inaccessibility of Cook's Corner to pedestrians and bicyclists, and the need for rural wayfinding.

A public stakeholder survey conducted as part of that planning process identified the following popular utility bike routes in Brunswick: Maine Street, Bath Rd, McKeen Street, Federal/Sills/Harpswell, Pleasant Hill Road, Union Street, and Pleasant Street. It should be noted, however, that most of the priority projects identified in the 2020 document are either in process or completed. These projects are funded through the Town's CIP.

Working with the Bicycle Coalition of Maine and Maine DOT, Brunswick completed a Pedestrian Safety Action plan in 2021. The plan provides general considerations to improve walking and biking throughout town, such as improved signage, ensuring compliance with the American Disabilities Act (ADA), and traffic calming. The plan also identifies five priority sites for engineering improvements:

- Intersection of Stanwood, Mill and Pleasant Streets

- Cook's Corner Area

- Intersection of Mason, Federal, Cressey and Water Streets
- Intersection of Jordan Avenue and Bath Road

- Woodside Road between Church Road and Pleasant Hill Road

In 2022, the town completed the Cook's Corner Revitalization plan, which highlights the need for traffic mitigation, additional street connections, and improved bicycle/pedestrian infrastructure in that area.

On-Road Cycling

The East Coast Greenway, a walking and biking route from Florida to Maine, passes through Brunswick. Northbound travelers on the Greenway can select to travel a 150-mile coastal route through Camden and Rockland or the spine route, which continues through Augusta and Bangor; the two routes converge again in Hancock County near Ellsworth.

Bicyclists can also travel United States Bicycle US Route 1A through Brunswick.

Marked bicycle lanes within paved shoulders are available along Federal Street between Bath Road and Mason Street; along Harpswell Road from Longfellow Avenue south to Middle Bay Road/Merriconeag Road; along Old Portland Road from Hillside/Durham Road west to the municipal boundary with Freeport; and along Gurnet Road from Cook's Corner south to the Harpswell municipal boundary.

Paths

The Androscoggin River Bicycle Path is a 2.6-mile 14-foot-wide paved bicycle/pedestrian path along the Androscoggin River. The path offers scenic overlooks of the Androscoggin River while providing a pedestrian and bicycle connection between intown Brunswick and the Cook's Corner area. Located north of Route 1, the path can also be accessed from Topsham via bicycle/pedestrian lanes over the Merrymeeting Bridge. The Bike Path is built on land owned by the Town of Brunswick and the Maine Department of Transportation. Additional projects are planned for the path and include a 2.6-mile extension eastward and a connection to the Captain Fitzgerald Recreation and Conservation Area.

Opened in 2017, the five-mile Brunswick Landing Perimeter Trail provides bicycle and pedestrian access to Brunswick Landing. The Trail provides a centrally located recreational option for bicyclists, but has relatively few points of access to the Town's street network. The link to Pine Street provides a bicycle route to and from the Landing and Recreation Center.

The Brunswick Parks and Recreation Department has additional projects identified in the CIP, including the completion of the Androscoggin Brunswick-Topsham Riverwalk, a 1.25-mile loop starting near the front of Fort Andross, crossing into Topsham at the Androscoggin Swinging Bridge, and looping back into Brunswick via the current Frank J. Wood Bridge on Maine Street.

BUS & VAN SERVICES

Local Bus Service

In 2021, the Town completed a transit study analyzing public transit service provided by the Brunswick Explorer bus. The study led to the launch of the Brunswick Explorer (now Brunswick Link), which has altered routes and schedules to better accommodate riders' needs.

The Brunswick Link is a public bus service operated by Western Maine Transportation Services, Inc. (WMTS), a non-profit 501(c)(3) regional transportation corporation. The Brunswick Link operates on a fixed-route, weekday schedule and provides connections to Brunswick Station, Brunswick Landing, Bath, Lewiston-Auburn, METRO BREEZ, and the Cedar Street Park & Ride.

Regional Bus Service

Greater Portland METRO operates the BREEZ, an express route with weekday and Saturday service that connects Portland to Brunswick with stops in Yarmouth and Freeport.

Ridership statistics from Greater Portland METRO indicate that ridership is approximately 7,500 rides per month.

Inter-state Bus Service

Concord Coach is an intercity bus service that makes one round trip daily between Bangor, Maine, and South Station and Logan Airport in Boston, Massachusetts, with stops in Brunswick, Portland, and several Midcoast communities. The Amtrak Downeaster and the METRO BREEZ bus both stop at the Portland Transportation Center, which offers frequent, daily Concord Coach service to Boston.

Other Bus and Van Services

The Regional Transportation Program (RTP) provides county-wide transportation to Cumberland County residents through a shared ride service that requires advanced reservations.

The Bowdoin Shuttle provides free van service to Bowdoin College students. It serves locations within a one-mile radius of campus.

The City of Bath provides service to MidCoast Hospital in Brunswick via the Bath City Bus. Service to the hospital is provided daily upon request only.

The MidCoast Connector (non-emergency transportation to appointments for MaineCare members in Brunswick and the broader Midcoast region) is brokered and operated by MidCoast Public Transportation, a division of Waldo Community Action Partners (CAP). Riders must be eligible for Medicaid transportation and be MaineCare members. Rides are provided by volunteers and must be arranged in advance.

Last-mile transportation is limited in Brunswick, as is the case in similarly sized communities across Maine and the nation. However, Brunswick Taxi offers local taxi service. The availability of car services such as Uber or Lyft is inconsistent and often involves long wait times and unreliable service.

Passenger Rail

The Amtrak Downeaster now provides train service to Brunswick with five round trips daily between Brunswick and Boston, up from two round trips in 2012 when service to Brunswick began. The Downeaster stops at Brunswick Station, a transportation hub for passenger rail, buses, and taxis that is adjacent to mixed-use commercial and residential development and ample commuter parking. The track for the Brunswick Line totals about five miles within the town. The Northern New England Passenger Rail Authority (NNEPRA) is the public transportation authority that advances passenger rail in New England and oversees rail operations.

In 2014, a twice-daily excursion route between Rockland and Brunswick (with trains stopping occasionally at stops in between) was piloted. In 2022, Midcoast Railservice became the lessee-operator of the 57-mile branch of the rail corridor between Brunswick and Rockland. The line provides freight transportation "coordinated with new connecting carrier CSX Transportation, which offers direct access to industrial customers in 23 states and two provinces, including 40 marine and inland ports," per the Midcoast Railservice website.

In the summer of 2023, Coastliner Excursions, a part of Midcoast Railservice, piloted scenic passenger operations with a few trips between Bath and Wiscasset, as well as in the Rockland area, utilizing 76-passenger, self-propelled railcars. Initial public response to the excursion route was positive. However, the fleet of railcars they planned to use was sold to a rail service in Quebec, and the Coastliner plan was abandoned.

In 2023 and 2024, NNEPRA and MaineDOT explored regular, year-round passenger service between Brunswick and Rockland using Downeaster equipment and Amtrak crews. In the meantime, the company providing 95% of Midcoast Railservice's freight business announced it was ending cement production, so in June 2024, Midcoast Railservice announced it was ceasing operations. Maine DOT is seeking customers and a rail company to reinstate a freight service that would help subsidize passenger service operated by NNEPRA or some other entity.

Airports

The Brunswick Executive Airport is home to 18 aviation businesses and nearly 50 based aircraft. Before the COVID-19 pandemic, the airport was on pace for more than 26,000 flight operations in 2020. With its long runways, state-of-the-art navigation and lighting systems, ample hangar and ramp space, the Executive Airport has become a desirable location for aircraft maintenance, manufacturing, aerospace research and development, flight training, and general aviation operations.

To support expected growth, MRRA (in collaboration with the University of Maine at Augusta) plans to open an FAA aircraft technician certification school to meet the workforce needs of a growing aviation business sector in Maine. Additionally, MRRA is looking at the feasibility of establishing a customs facility at the airport to handle international air travel.

Brunswick's Zoning Ordinance includes an Airport Approach Overlay (AAO) District to allow for safe flight operations at Brunswick Executive Airport. The AAO comprises two zones: a Runway Protection Zone (RPZ), which includes those areas beyond the ends of airport runways where certain structures and other development could potentially obstruct or interfere with safe aircraft operations and/or are particularly vulnerable to aircraft landing and take off accidents; and an Airport Approach Zone (AAZ), which includes those areas adjacent to the airport where development is particularly vulnerable to the adverse impacts of aircraft noise. The RPZ is a highly restrictive overlay, permitting only land uses relevant to aviation operations. Within the AAZ, it is recommended (but not required) that residential land uses provide additional sound insulation measures. Within the entirety of the AAO, the maximum building height is 35 feet. Additionally, the zoning ordinance restricts wind turbines from projecting into any imaginary airspace surfaces as described in the FAA rule on airspace protection.

There is also a Growth Aviation (GA) District encompassing the runways, taxiways, and buffer areas of Brunswick Executive Airport. This district allows for uses that support the airport as well as those that rely on or directly benefit from close proximity to airport facilities. The GA district is one of the designated growth areas within the Brunswick Naval Air Station (BNAS) Reuse Planning Area.

Water Transportation

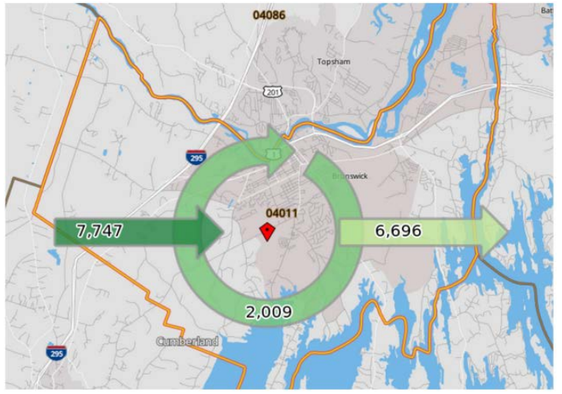
The Town's Marine Harbor Management plan, adopted in 2014, includes an assessment of waterfront resources and needs. The plan provides recommendations for more active management of marine resources and facilities, including public access sites and mooring fields. Coastal access for boaters is also available via a number of public boat launches and two commercial marinas in Brunswick, described in greater detail in the Marine Resources section of this plan.

Commuting Patterns

According to the most recent (2021) data from the Census Bureau's OnTheMap tool, which draws on Unemployment Insurance Wage Records, data on federal employees, and the Quarterly Census for Employment and Wages, there are 9,756 primary jobs located in Brunswick, and 2,009 of these workers live in town.

About 79% of workers employed in Brunswick live outside of town, while nearly 77% of Brunswick residents commute outside of town for work. The highest density of jobs in Brunswick centers around downtown (including Bowdoin College), Brunswick Station, and Mid Coast Hospital. Brunswick residents who commute out of town for work are primarily headed south toward Portland and surrounding areas, or east toward Bath, with notable employment at Bath Iron Works. Two-fifths of workers travel less than ten miles to work, 31.4% travel between 10-24 miles, and the remainder (28.5%) travel greater distances.

The average commute time for Brunswick residents is 22 minutes, up from 2015 when the average commute time was 18.9 minutes. Among commuters, 72.1% travel by car, truck, or van, with 65% driving to work alone and 7.1% of people carpooling. Commuters using other means of transportation primarily walk to work (11%), with small percentages biking (0.6%) and using public transportation (0.2%). The percentage of commuters who bike to work decreased from 1.8% in 2015. Over 14% of workers work from home, up from 5.9% in 2015.



REGIONAL TRANSPORTATION PLANS

Maine Department of Transportation

Maine DOT is responsible for setting the state's transportation goals. To do so, they work with the State's transportation organizations, local governments, and other interested parties. Maine DOT's planning process includes a Long-Range Multimodal Transportation plan, an annual Work plan covering a three-year period and including all activities, and a Statewide Transportation Improvement Program (STIP).

Maine DOT recently developed a suite of interconnected plans that will feed into its Long-Range Transportation plan 2050: the Statewide Strategic Transit plan (2015), the Maine State Rail plan (May 2023), the Statewide Aviation Systems plan Phase II (ongoing), and the Statewide Active Transportation plan (2023).

Maine DOT financially supports and partners with Maine's Regional Planning Commissions (RPCs) to coordinate and provide outreach to local governments and to work directly with communities and local officials on transportation planning activities. Midcoast Council of Governments (MCOG), formerly

The Midcoast Economic Development District is the regional planning commission for Brunswick.

Connect 2045: PACTS' Long-Range Transportation Plan

This regional transportation plan for the Greater Portland region is the responsibility of the Portland Area Comprehensive Transportation System (PACTS), the congressionally designated metropolitan planning organization for the area. While Brunswick does not fall within the planning area per se, the plan does consider connectivity to Brunswick via passenger rail and public transit.

US Route 1 Corridor Transportation Management Plan

In 2024, Midcoast Council of Governments (MCOG) will begin the data and analysis work to establish baseline existing conditions for a transportation management plan for the portion of the US Route 1 Corridor that runs through MCOG's service area (of which Brunswick is a part).

PARKING

Municipal Parking

There are several public parking areas in Brunswick. The 38-space Union Street Lot offers limited parking for $2 per day and is intended to provide long-term parking for bus and train users. Cedar Street Park & Ride is a 110-lot parking area owned by Maine DOT that is intended to better manage parking for transit and train users. The free lot provides for short—and long-term parking.

Brunswick has several options for shorter-term use. There is a small public parking lot at the corner of Cabot Street and Maine Street. Bank Street has a parking lot with four rows. On-street parking is also available in central locations, including Elm Street, Everett Street, Federal Street, Noble Street, and Potter Street.

At the time of plan drafting, there are three publicly accessible locations for charging electric vehicles in Brunswick. These stations are provided by The Nature Conservancy (Fort Andross), Bowdoin College, Martin's Point, and Flight Deck Brewing.

Parking Requirements for New Development

The Town's Zoning Ordinance, Section 4.9.1, regulates off-street parking requirements for new developments. The standards require a minimum number of parking spaces based on land use and a portion of accessible parking spaces in accordance with the standards of the Americans with Disabilities Act (ADA). Bicycle parking is required for parking areas containing ten or more vehicle parking spaces. There are some exemptions to the minimum parking requirements, including in the Growth Mixed Use 6 (GM6), which is essentially Brunswick's main downtown area. For example, off-street parking is not required in the GM6 district on lots which are less than 10,000 sq. ft. or when the use is housed in an existing building with less than 10,000 sq. ft. of floor area. Parking alternatives are offered in some cases, such as where a shared parking agreement is amenable to meet the needs of multiple uses, instances where a satellite lot can be made available to accommodate a portion of the parking requirement, or when a parking demand study verifies reduced demand for vehicle parking.

Identified Parking Issues

In response to parking concerns expressed by residents and downtown business owners, Brunswick has recently completed a parking study specific to the downtown area. In general, the problem of parking in this area is due less to a lack of parking spaces and more to a problem of parking management. Wayfinding/signage to help users find public parking has been identified as a way to better utilize the existing parking and facilitate shared parking agreements with private parking lot owners (especially during large community events).

Access Management

Maine DOT has developed a set of access management rules to improve safety and preserve highway capacity by minimizing the number of curb cuts along a roadway. A curb cut is an entrance cut into a street curb to provide vehicular access to a driveway or parking area. Each curb cut creates a location for turning movements that increase the likelihood of an accident. Good access management reduces the number of curb cuts by limiting the number of allowed entrances that are available to each parcel of land, encouraging shared curb cuts by adjacent parcels, and replacing multiple driveways with a single access road.

The Town's development review standards state that new development shall not cause unreasonable traffic or safety concerns on roads. In making a positive finding in relation to this standard, the Planning Board may ask applicants for turning movements, queuing information, and full traffic impact analyses as part of their application.

Road Design Standards

The Brunswick Street Standards and Acceptance Ordinance, amended in 2023, outlines street design standards for all new streets in the community (including those proposed in new subdivisions). Streets are also urged to comply with the town's Complete Streets Policy (adopted 2016), by including designs and features to ensure that the street serves the needs of all users, including motorists, transit users, bicyclists, and pedestrians of all abilities. Streets, including streets built within new subdivisions, are required to promote connectivity and avoid dead ends whenever possible, consistent with the community's desired land use pattern.

Adopted in 2016, Brunswick's Complete Streets Policy, modeled on the State's Complete Streets Policy, establishes a framework for a future in which streets are designed to work for all people and modes of transportation, including bicyclists, motor vehicles, pedestrians, and public transportation riders.

Other Transportation Policies

In 2017, the Town's Downtown TIF District was amended from a Downtown TIF to a Downtown and Transit-Oriented TIF. This allowed the development program to identify and include transit areas and transit corridors where TIF revenues can be used on transit costs. The TIF district will expire in the 2039-2040 fiscal year.

#5 — Public Facilities & Services

OVERVIEW

This chapter provides an overview of Town facilities that are not discussed in the Recreation chapter. The objective is to outline changes since the 2008 Comprehensive plan that provide context to current municipal buildings and facilities.

CAPITAL IMPROVEMENT PLANNING

Since the 2013 adoption of a Capital Improvement plan (CIP) policy, the Town has undertaken a thorough process of planning for future capital improvement and operating budget needs. The table below shows the estimated costs of future capital improvements over the next 5 years.

Total Estimated CIP Budget 2026-2030

Project Category	Cost
Facilities	$41,307,520
Infrastructure	$33,161,750
Capital Acquisitions/ Other	$700,000
Municipal Vehicle/ Equipment/ Facilities	$8,434,973
Municipal Annual Work Programs	$14,350,000
School Vehicle Replacement	$6,283,900
School Annual Work Programs	$2,020,000
2026-2030 Total Cost	**$106,258,143**

Source: Town of Brunswick CIP

FACILITIES INVESTMENTS

The majority of town buildings and facilities are located within the Town's Designated Growth Area. The majority of investments identified in the town's current CIP are also located within the Designated Growth Area.

Between Fiscal Year 2026 and 2030, CIP funding has been recommended for the following facility projects: Public Works Facility construction ($39,290,000), Brunswick High School (BHS) and Brunswick Junior High School window repair/ replacement (combined $1,175,000), Brunswick Rec Center roof replacement ($600,000), BHS Crooker Theatre Lighting repair/replacement ($140,000), and Curtis Memorial Library facade and stairs repair ($102,520).

TOWN GOVERNMENT

Brunswick has a Town Council/Town Manager form of government. The town has nine (9) Town Council members who serve a three (3) year term. The Town Manager oversees the day-to-day operations of town government. Brunswick has several regular boards and committees, including but not limited to the School Board, Assessment Review Board, Bicycle and Pedestrian Advisory Committee, Conservation Commission, Finance Committee, Brunswick Topsham Housing Authority, Marine Resources Committee, Planning Board, Recreation Commission, Sustainability Committee, as well as the Rivers and Coastal Waters Commission. A comprehensive and up-to-date list of all town committees and boards can be found on the Town of Brunswick's official website.

In 2014, the town hall was relocated from Federal Street to the McClellan Building on Union Street, which was acquired in a property exchange with Bowdoin College. The current town hall building was built in 1999, is in satisfactory condition, and should accommodate a limited amount of future growth.

MUNICIPAL SERVICES AND FACILITIES

Public Works

The Public Works Department, located on Industry Way, is responsible for maintaining 155 miles of roads, 5,200+ road and traffic signs, 40 miles of sidewalks, roadway pavement markings, stormwater management, winter operations, and municipal solid waste (trash and recycling) disposal and processing.

Brunswick plans to build a new 40,000-square-foot Public Works facility on Industry Road, replacing the undersized 16,972-square-foot facility at 9 Industry Road, built in 1956. The current building lacks ventilation, insulation, and ADA compliance.

The new facility will include administrative offices, locker rooms, a break room, training space, repair and wash bays, tool storage, and covered parking for vehicles and equipment. A space needs study will refine the design, and discussions are ongoing with Parks & Recreation to address their storage needs. Existing salt, sand, and equipment storage buildings will be retained and improved.

Police Department

The Brunswick Police Department is headquartered at 85 Pleasant Street in a 20,000-square-foot facility, which they relocated to in 2013. This modern station features state-of-the-art interview rooms, spacious lockers, and ample meeting and training spaces. The department's communications center provides services to both Brunswick and Freeport.

The Brunswick Police Department has 44 full-time employees, including 1 Chief, 2 Commanders, 4 Lieutenants, 2 Detective Sergeants, 3 Sergeants, 4 Detectives, 2 School Resource Officers, 20 Patrol Officers, 1 Marine Resource Officer, and 1 Animal Control Officer, 2 Secretaries, 1 Parking Enforcement Officer, and 1 Evidence Records Specialist. The Brunswick Police Department also has 4 part-time School Crossing Guards.

The Brunswick Police Department handles approximately 28,000 calls for service each year. Of these service calls, approximately 1,100 are motor vehicle accidents, 1,400 are arrests, 1,400 are offense reports, 1,700 are Emergency Medical Service calls, and 2,400 are fire response calls. As Brunswick has grown and developed, this number has increased and is projected to continue increasing in the future.

Additionally, Bowdoin College operates its own Safety and Security Department at 9 Bath Road, serving only the college community.

Fire Department

The Brunswick Fire Department operates out of two stations: Central Station, located at 119 Pleasant Street, and the Harold E. Emerson Fire Station, located at 284 Bath Road. The department is led by a Fire Chief and two Deputy Chiefs who oversee a force of 39 members, which includes 1 Fire and Life Safety Inspector responsible for multi-family dwelling inspections.

The Central Fire Station opened in December 2022, replacing the former station at Town Hall Place, which was over 100 years old and in need of significant repairs. The new 26,000-square-foot facility provides modern amenities, improved living quarters, and enhanced safety features for personnel. The Harold E. Emerson Fire Station, originally known as the Cook's Corner Fire Station, opened in 2007 and remains in good condition

In fiscal year 2019 to 2020, the Brunswick Fire Department responded to a total of 1,099 fire calls and 3,110 Emergency Medical Calls. Between 2020 and 2021, the Brunswick Fire Department responded to a total of 999 fire calls and 3,201 Emergency Medical Calls. The number of calls has increased as the community has grown, and is expected to continue increasing in the future.

The Fire Department responds to a range of calls, from structure fires, to vehicle fires, to rescue assistance-extraction, to hazardous conditions. Service response to the community is generally adequate. Downtown areas have better response

times than rural areas. The department has mutual aid agreements in place with surrounding communities.

Schools

Brunswick's public education system is administered by the Brunswick School Department. Public school is available to students from Pre-K to 12th Grade through the Brunswick School Department, as governed by the Brunswick School Board. Total student enrollment is 2,406. Currently there are five (5) schools in town serving the following grades:

- Kate Furbush Elementary School (*Pre-K – Grade 2*)
- Harriet Beecher Stowe Elem. School (*Grades 3-5*)
- Brunswick Junior High School (*Grades 6-8*)
- Brunswick High School (*Grades 9-12*)
- Region 10 Technical High School (*Grades 9-12*)

Region 10 Technical High School is not a part of the town of Brunswick School Department.

The former Brunswick High School Building was demolished in 2009, and the Harriet Beecher Stowe Elementary School was built on its site. Ongoing improvements are also under way at both Brunswick Junior High and Brunswick High Schools. The School Board is currently reviewing potential uses for Coffin School, an elementary school that was replaced in 2020 with the opening of the new Kate Furbish Elementary School. The facilities at the Brunswick Junior High School and Coffin School campus have been recognized as aging and in need of work. The need for replacing, renovating and/or reconfiguring the buildings is often mentioned, and the School Board is currently working to develop a plan.

School enrollment is shown in the following table. Enrollment has generally remained around the same with the highest enrollment periods being in 2020 and 2024.

School District Enrollment by Year

Year	Total District Enrollment	Percent Change
2015	2,346	-1.5%
2016	2,325	-0.9%
2017	2,286	-1.7%
2018	2,319	1.4%
2019	2,300	-0.8%
2020	2,387	3.8%
2021	2,354	-1.4%
2022	2,377	1.0%
2023	2,350	-1.1%
2024	2,406	2.4%

Source: Brunswick School District

Solid Waste

According to the Maine DEP 2017 Waste Generation and Disposal Capacity Report, Brunswick's total solid waste tonnage in 2015 was 4,598 at the Graham Road Landfill, which closed in April 2021. Since the closure of the Graham Road Landfill in April 2021, the Town's residential trash and recycling has been collected as before by Pine Tree Waste Services (Casella), and instead of being trucked to the Town's landfill, has been disposed of by Casella. Beginning in July 2022, Brunswick entered an agreement with ecomaine. As a result, Casella is delivering an equivalent volume of waste and recycling for disposal to Portland. Over the past several years, Town staff and the Sustainability Committee (formerly, the Recycling and Sustainability Committee) have discussed long-term options for the Town's solid waste; however, they could result in significant costs to the Town. Potential solutions include siting/constructing/operating transfer stations, expanding roadside collection, trucking trash and recyclables to the ecomaine facility in Portland, purchasing owner-membership in ecomaine, and purchasing carts to be used in an automated collection system.

Brunswick offers weekly trash and recycling collection to all residents. Brunswick has a zero-sort or single-stream curbside recycling program that allows residents to mix all recyclables together in a single bin. Residents may also dispose of their solid waste, yard waste, and recycling at the Casella transfer station in West Bath for a fee, or they may hire a private disposal company to dispose of their trash. Brunswick does not operate a transfer station, nor does the town offer satellite drop-off locations for recyclables. The annual cost for curbside collection service in FY 2022-2023 is $875,620, and the estimated annual cost for disposal and processing is $450,000.

Brunswick does not currently provide curbside collection service for trash and recyclables to residents on private roads. Residents in these areas have recently been very vocal about their desire for the town to provide this service. Curbside collection service is contracted to Casella and is scalable to meet future demand.

Brunswick recently developed an organics recycling program. Organics recycling is the process of breaking down organic material to create compost. This initiative is aimed at increasing residential food waste recycling, which will decrease the amount of greenhouse gas emissions produced by waste. As a result of this initiative, Brunswick received a Waste Diversion Grant from the DEP to double residential food waste recycling from 200 tons to 400 tons per year by August 2023. As part of the program, the private company Garbage to Garden offers weekly curbside food waste collection for residents, with service available for $19.00 per month. In addition, the town provides two free food waste drop-off locations for Brunswick residents: one at the Public Works facility at 9 Industry Road and another in the parking lot at the Recreation Center at 220 Neptune Drive.

MUNICIPAL INFRASTRUCTURE

Brunswick Sewer District

The Brunswick Sewer District (BSD) serves a total of approximately 1,500 commercial users, 3,100 residential users, and one government user. BSD is a quasi-municipal district that provides sewage collection, treatment, and disposal within its service territory, which is within the Brunswick town limits, but does not encompass the entire town. Having recently acquired and incorporated a separately managed system from Midcoast Regional Redevelopment Authority, BSD includes the downtown/Maine Street area, Cook's Corner, and Brunswick Landing. BSD also treats sewage from a line maintained externally along Old Bath Road. The District is governed by a Board of Trustees. The Board consists of five members from the Town of Brunswick.

The sewer district treatment plant and its administrative offices are located at 10 Pine Tree Drive, close to downtown Brunswick and the Androscoggin River, which serves as the discharge point for the treatment plant. The District has the capacity to treat a total of approximately 6 to 8 million gallons per day (MGD). BSD is licensed to treat 3.85 MGD, but currently averages approximately 2.4 MGD. Coarse estimates for the sewer network suggest that the system has 50% to 70% of its volume resulting from inflow from stormwater. During major rain events, this can result in reaching or nearing treatment capacity, with approximately 1 MGD available. BSD also treats approximately 10,000 gallons of septage per day from the surrounding area. BSD is permitted to treat 35,000 gallons of septage per day, but has a functional capacity of

approximately 18,000 per day.

BSD's charter does not allow for growth funding. This means that regular revenue must be used solely for operational expenses, system maintenance, and planned/existing infrastructure replacements. Normally, the cost of connecting to the system with new infrastructure is placed upon the developer, however the cost of installation for which can be anywhere from $300 to $700 per linear foot, which is not a practical expense for single-family homes. This cost is not as simple as placing new lines—given that the cost of connection and expanding capacity is more complex than simply adding linear feet of pipe. Some parts of the network may have pump stations or other infrastructure considerations that are needed in addition to new lines. This means that although the Wastewater Treatment Plant may have the capacity to treat more sewage, the infrastructure to deliver that sewage to the plant may vary and be at or near maximum capacity across different parts of the network.

In order to offset capital expenses, BSD requires new members of the service to pay an entrance charge. This means that each member owns a certain share of the total value of the system. The cost of this type of charge may be put toward future expenses, though it rarely covers any single investment; this fee is often used to partially cover payments on investments.

In July of 2023, Wright-Pierce completed a Fiscal Sustainability plan for BSD, funded with $50,000 in State Revolving Funds, matching grants from the Maine Department of Environmental Protection. This study provides a detailed inventory of existing infrastructure, with the Likelihood of Failure and the Cost of Failure estimated for each asset to create prioritization. The report suggests $69 million in investment over 15 years in infrastructure and system upgrades alone ($4.6 million per year). The BSD Director has indicated that the cost estimates for many parts of the plan are too high to be reasonably achieved in the timeframe without significant external support. The current BSD 2025 proposed budget allocates $6.8 million per year, of which $1.3 million is requested for capital expenses. Because BSD carries $19 million in debt as of 2025, its formal budget request takes care to note that it does not recommend issuing additional bonds for additional capital expenses at this time.

The wastewater treatment plant was originally built in 1966-1967 and underwent significant expansions in 1985 and 1991. While an update in 2018 improved headworks, primary and secondary treatment, and chemical feed systems, ongoing deterioration of influent headworks channels and aging grit removal systems still require attention.

Several pump stations, including Bibber Parkway, Harpswell Road, Deerfield Drive, and Beech Drive, are scheduled for rehabilitation or replacement over the next 15 years, with costs exceeding $10 million.

The district has an ongoing gravity sewer replacement program, with planned investments of $4.96 million (short-term), $6.71 million (medium-term), and $8.39 million (long-term)

Several force mains, including Water Street, Theater, Mill Street, and Androscoggin Street, are planned for replacement, at a total projected cost of $12.3 million.

Although BSD welcomes adding new customers to its base of service, these must be met with a similar level of upfront investment. The potential of substantial added unit density inside the existing service area may pose both opportunities and unforeseen issues for the future of the system. Where one bedroom typically creates 90 gallons per day of sewage/septage, it is not difficult to see that piecemeal single-family developments pose little capacity issues for added septage and are also unlikely to be incentivized to join the sewer system with such high upfront costs. Conversely, larger multi-unit developments may be incentivized to join the sewer system and plan to finance connection. They may, however, encounter capacity issues unique to their local geographic area with many units coming online at once, even if the system as a whole may, in theory, have the capacity to do so.

Brunswick & Topsham Water District

The Brunswick & Topsham Water District (BTWD) is a quasi-municipal organization created in 1903 by the Maine Legislature; it is governed by both State and Federal regulations. BTWD serves approximately 7,000 customers and maintains 800 public hydrants across both of the townships it serves. Brunswick and Topsham are connected by pipes crossing the Androscoggin River, and water moves between the two communities depending on where the demand is at any given time. The District shares an interconnection with the Bath Water District, allowing the two Districts to share water in the event of an emergency.

BTWD derives its entire supply from groundwater. Six drilled wells and one well field are currently in use, with one storage tank used to the south, the "Church Road Tank." The aquifers BTWD draws from for its supply are estimated to be able to safely yield 8.4 million gallons per day (MGD) at a maximum. Between 1990 and 2019, the actual production extracted averaged at only 20-25% of each well's estimated safe maximum yield. Peak production for each well was estimated to have exceeded no more than approximately 50-80% of each source's maximum capacity for the same timespan.

As the towns of Brunswick and Topsham have grown, fixtures have become more efficient, leading to less water use per service connection and per person. Water use overall has gone up over time, but the daily demands remain well below the safe yield of the aquifers and below the District's treatment capacity. BTWD also underwent an ISO review to assess the system's readiness to provide fire supply and passed with high standards.

Similar to BSD, system expansions are always dealt with in concert with other infrastructure systems through standard review practices. The cost of expansion is part of the cost of development. The master plan and other capital investment strategies reflect the need to provide the existing system with protection, quality of services, system redundancy, safety, and other maintenance factors.

BTWD is 5 years into their 2020 master plan. They have already completed several of its directives and have several other upcoming connections and plans to improve redundancy: a second connection from one of the water sources to a nearby part of the system, as well as another connection across the Androscoggin River. Saddle replacements and galvanized replacements are among BTWD's top priorities as of 2025; they have fully completed the required lead service line inventory. As water mains have yet to timeout, these are not considered a main liability.

BTWD maintains good, working relationships with the towns it serves. The public and policymakers frequently require education on how the full water system functions, especially since water main improvements don't always translate into growth or growth potential, though these improvements need to be planned for other equally important reasons. The concerns for future water service in Brunswick include managing emerging contaminants, addressing new and emerging regulations, furthering system looping and redundancy goals, providing infrastructure upgrades, and working with developers to address emerging development needs.

Stormwater Management

Brunswick's Public Works Department

manages the stormwater system for the town. This includes over 2,600 catch basins and manholes, as well as over 50 miles of connected piping. Brunswick completed a Climate Action plan in December 2024, which noted that the Town's stormwater system could be overwhelmed during a 100-year flood event. Analysis from the Nature Conservancy shows four culverts in Brunswick have a high risk (i.e., two along Puriton Road across Merriconeag Stream, one on Harpswell Road across Mare Brook, and one on Maine Street across Mare Brook) and one has a medium risk of overtopping during a flood (i.e., on Meadowbrook Road across Mare Brook). One additional large culvert assessed using MaineDOT's Trappd Score was classified as the highest risk (i.e., on Route 1 at Cook's Corner interchange over a tributary). The 2024 Climate Action plan noted that culverts will need to be re-assessed in future studies to determine the performance of individual culverts during a 100-year flood at 2050.

The 2024 Climate Action plan noted that town emergency services (police, fire, EMS) have not experienced difficulty navigating within Brunswick as a result of floodwater; however, roads projected to flood by 2050 could limit access for residents and emergency services to the hospital and surrounding healthcare facilities.

Brunswick is currently a Combined Sewer Overflow (CSO) that accepts stormwater, but the Town is looking to transition to a Municipal Separate Storm Sewer System (MS4). The MS4 system reduces the risk of large quantities of sewage entering the surface water. MS4s rely on catch basins and built infrastructure to filter out pieces of litter, sediment, and oils. Brunswick may be designated as a MS4 as a result of the 2020 census and changes in environmental laws. The Brunswick Capital Improvement plan for 2025 included a project for permitting in Fiscal Year 2026-2027.

BSD anticipates replacing an existing section of sewer line on Longfellow Avenue due to past drainage issues and further system deterioration. The associated CIP project is recommended to be completed in Fiscal Year 2029. Additionally, Brunswick took recommendations from the Mare Brook Watershed Management plan in 2022 to provide various improvements to water quality in an effort to restore its Class B standing. Concurrently, a Hydraulic and Hydrology Study was completed in February 2023, which has enabled the Town to prioritize various retrofits throughout the watershed; these CIP projects are recommended to be completed between Fiscal Year 2026 and 2029.

Street Trees

The Brunswick Public Tree Program, led by the Parks and Recreation Department and overseen by the Town Arborist, manages preventative maintenance, planting, pruning, hazard removal, and periodic inspections of street and park trees. The department also operates a town tree nursery, which supports the program by growing a variety of species suited to local conditions. Since 1999, over 370 trees have been planted, contributing to Brunswick's green infrastructure. The town's 2024 Climate Action plan highlights the importance of increasing tree canopy diversity and resilience, encouraging the use of species better adapted to heat, wind, and extreme weather. As climate change shifts local conditions, this focus on diversity bolsters the health of the urban forest and enhances resilience.

Libraries

The Curtis Memorial Library, located on Pleasant Street, is the only public library in Brunswick. The library commenced operations in October 1904. The library provides high speed network utilizing a 1 GB fiber optic internet connection and has 15 public access computers with free wireless access. There is a staff of 34, with 16 full-time employees. The Curtis Memorial Strategic plan Summary from 2024 includes strategies and goals to improve the services of the library. Those strategies include advocacy for reading and open access to information, creating community, and social justice. The library services are adequate to accommodate projected growth.

Cemeteries

Brunswick maintains several public cemeteries, including Pine Grove Cemetery, New Meadows Cemetery, and Harding Cemetery (also known as Thompson's Brook Cemetery). Brunswick also oversees a number of smaller community cemeteries. Pine Grove, the town's largest cemetery, continues to accommodate new burials and has expanded in recent years to meet ongoing demand. While most cemeteries are in stable condition, some require ongoing maintenance and investment to address aging infrastructure and preserve long-term capacity. Brunswick's public cemeteries are sufficient to meet current community needs, but continued monitoring and capital planning will ensure they remain functional and public assets into the future.

Energy and Telecommunications Infrastructure

The 2024 Climate Action plan identified high winds as the greatest risk to energy and telecommunications infrastructure. This vulnerability can create compounding issues for emergency management during severe weather events. Strong winds may knock down large trees, leading to damage to power lines, cellular towers, and other critical systems. In Brunswick, electricity is provided by Central Maine Power (CMP), and the town is served by multiple high-speed internet providers. Both Fidium Fiber and GoNetspeed offer fiber-optic service to residents. Satellite and DSL options also exist, ensuring broad coverage across the town.

Healthcare Facilities

Brunswick benefits from access to regional health care through the Mid Coast Hospital and the MaineHealth system, as well as local public health and social service programs coordinated through the Midcoast Public Health District. These services cover a broad range of needs, including physical and mental health, substance use treatment, and support for vulnerable populations. The 2025 Maine Shared Community Health Needs Assessment Report points to ongoing concerns about affordability, limited provider availability, long wait times, and gaps in inclusive, stigma-free care. While the existing infrastructure provides a solid foundation, additional investment in service capacity, affordability, and targeted outreach will be necessary to ensure Brunswick's health and social systems fully meet the needs of all residents.

#6 — Recreation

OVERVIEW

Recreation opportunities are provided in Brunswick through a range of public and private resources. The Town's Parks & Recreation Department provides a variety of recreation programs throughout the year, open to all community members. Many of these programs are offered at free or reduced prices for residents. The Parks & Recreation Department is responsible for the management of the Town's parks, landscaped gateways, open spaces, athletic fields, public multi-use trails, and the Town's Recreation Center, which includes a childcare center, fitness center, and Immigrant Welcome Center. A large variety of private recreation facilities are also available throughout the community and in the region, usually for a fee. In addition, Bowdoin College has facilities and programs available to those who work or study there (though those facilities are not typically available to the general public). Additionally, there are many conservation areas and additional trail networks in the area maintained by regional partners such as the Brunswick-Topsham Land Trust (BTLT) and the Maine Coast Heritage Trust. Refer to Figure A at the end of this chapter for a map of Outdoor Recreation and Open Spaces.

Though Brunswick has a diversified and robust mix of facilities not frequently found in other communities, some are not adequately maintained or built out to meet the community's needs. Issues range from landscaping improvements to additional parking areas, storage facilities, restrooms, lighting upgrades, and ADA accessibility modifications.

EXISTING FACILITIES & PROGRAMMING

Brunswick residents have access to a variety of recreational programming for all ages, and public-private partnerships are essential in maintaining this level of service. The Parks & Recreation Department administers over 100 recreational programs and events annually, including team sports, individual sports, educational programs, field trips, and a range of other activities. A comprehensive list of programming offered by the department can be found in **Figure B** at the end of this chapter.

Preschool/Child Care

For more than 60 years, the Parks and Recreation Department operated a preschool out of its facilities. However, when Kate Furbish Elementary School was built in 2019, the School Department began operating its own Pre-Kindergarten program, thus leading to the closure of the Parks and Recreation Department preschool. Because of the intense demand for childcare services in the community and across the state during this timeframe, the space previously used for the preschool program at the Recreation Center on Brunswick Landing was converted into a childcare center. The Brunswick Parks and Recreation Childcare Facility now has the capacity to provide care to 40 children ranging from 6 weeks to 5 years old, 5 days/week. The Department also began offering after-school care for children in grades 3-5 at the Harriet Beecher Stowe Elementary School Gymnasium in 2023.

Recreation Center

The Town Recreation Center completed renovations in the fall of 2023. It is located on Brunswick Landing and boasts a 22,000 square-foot fitness center which includes an indoor track, strength and conditioning weight room, cardio fitness area, indoor Pickleball courts, two basketball courts, and locker rooms. The Rec Center is also home to the above-noted Child Care Center, staff offices, and the Welcome Center, which serves as a centralized resource for immigrants arriving in Brunswick. This center provides a space for individuals accessing legal, workforce, and English language learning services and provides a hub for socializing, internet use, and childcare.

Other Facilities

The Department is responsible for the maintenance of a variety of different parks, landscaped gateways, and open spaces, plus many various kinds of athletic fields, 30.4 miles of public multi-use trails, and 12.5 miles of sidewalks on the routes to schools that promote safe routes to schools in all weather. The department's maintenance equipment is housed at the Edwards Field complex in 2 outbuildings separated by a large gravel public parking area. A full inventory of the Town's parks and other recreational facilities is available at the end of this section.

The Parks & Recreation Department maintains several athletic field complexes that host hundreds of organized sporting events throughout the year. These include: Androscoggin River Bicycle Trail Soccer Field, Edwards Field (soccer, baseball, softball, basketball), Lishness Field (soccer, baseball, softball, hockey), Crimmins Field (soccer, football,

Below:
Sketch of Midcoast Athletic & Recreation Complex (MARC) Full Buildout.



lacrosse), Shulman Park, Stowe Field (soccer and football), Stowe Gymnasium (indoor basketball court), and Wildwood Park (soccer).

A community garden space is available on Industry Road, next to the Public Works Department, with plots administered by the People Plus Center. The Department also manages the Merrymeeting Dog Park along the Androscoggin River Bicycle Trail.

In the 2008 Comprehensive plan, East Brunswick was identified as an area lacking adequate recreational facilities. Since that time, there have been ongoing efforts to increase active recreation opportunities in East Brunswick through two ongoing projects. The first of these is the development of a 10-acre parcel on the former Brunswick Naval Air Station, transferred from the United States Navy to the town in 2018, known as The Midcoast Athletic & Recreation Complex (The MARC). Construction began in August of 2023. This parcel sits adjacent to the Recreation Center on Brunswick Landing and will host many active recreation opportunities to include basketball, Pickleball, tennis, a multi-purpose turf field, 2 playgrounds, a skatepark, a perimeter walking trail, an aquatics facility, as well as a public skating rink. All facilities will be ADA compliant.

Additionally, a 229.4-acre tract of land off Old Bath Road was donated to the Town in 2019. Know as the Maine Gravel Services Lot, the parcel is adjacent to the town-owned Capt. William A. Fitzgerald U.S.N. Recreation and Conservation Area. At the time of plan drafting, a Town committee was working to develop a Master Development and Management plan for this parcel, which includes opportunities for four-season active recreation.

Per conversations with the Parks & Recreation Director at the time of plan drafting, demand for outdoor recreation facilities has increased significantly since March 2020 and the beginning of the COVID-19 Pandemic. When it was unsafe to gather indoors, many people started looking for ways to gather safely, which typically meant playing outdoor sports or walking on trails that could accommodate safe social distancing. There has also been a large demand for Pickleball courts since 2020, as the sport has seen a national rise in popularity. Additionally, residents have lobbied the Town to increase trail interconnectivity throughout the community.

The School Department provides organized sports and recreation programs for students in junior and senior high. Because the School Department lacks facilities to host their indoor track teams, hockey teams, as well as swim and dive teams, they are reliant on private facilities to host these sports. Bowdoin College is most frequently used, but on a fee-for-use basis. The People Plus Center, with the stated mission of "supporting an engaged, healthy, and independent life for older adults, while joining others to build community for all ages," has expanded its services to provide opportunities to residents of all ages.

In general, access to existing playgrounds is considered good in much of Brunswick but lacking in East Brunswick. Most existing playgrounds do not meet the Standard Consumer Safety Performance Specifications, and ADA accessibility is not uniform throughout the Town's playgrounds. The majority of playgrounds operated by the School Department are within the existing growth area and are served by sidewalks and pedestrian infrastructure. School playgrounds are located at Harriet Beecher Stowe, Kate Furbish, and Coffin schools. Playgrounds operated by the Parks & Recreation Department include those located at Coffin Pond Recreation Area, Edwards Field, Hambleton Avenue, McKeen Landing, and Nathaniel Davis Park. The playground at the former Longfellow Elementary School was sold to Bowdoin College in 2011 and has since been leased back to the town. A new playground featuring natural earthscapes opened on that site in the fall of 2024.

In addition to facilities managed by the Parks and Recreation Department, several private recreation facilities exist in and around Brunswick, including several indoor fitness centers (i.e., weight rooms, group classes, aquatic facilities, tennis, and other racquet sports), golf courses, studios (e.g., yoga, dance, martial arts, gymnastics), an indoor turf field, arts and crafts, and centers for the performing arts.

In 2016, a satellite location of the Bath Area Family YMCA opened at Brunswick Landing (known as the Landing YMCA). The location features an indoor basketball court, Pickleball and racquetball courts, weights and aerobic exercise areas, and other amenities for use by members of the YMCA.

Although the Town does not have any public indoor aquatic facilities, there are 2 private pools operated by the YMCAs in neighboring Bath and Freeport, which are for use by members. The Bowdoin College pool is occasionally available for public programming. The Town operates Coffin Pond, an outdoor swimming facility, during summer months. As mentioned above, there is a Town-approved, planned outdoor aquatics facility to be developed at the MARC location on Brunswick Landing. However, funding will likely delay the development of that facility. The committee working on the Maine Gravel Services Master Development and Management plan may include a recommendation to permit swimming at the pond on site, which would expand summer swimming program opportunities for the public. Thomas Point Beach is a private, pay-to-access beach with events, camping, and day beach passes available. Whites Beach is another privately owned facility that offers swimming in an inland pond, as well as camping opportunities.

In winter months, the Town maintains three outdoor ice-skating rinks, one on the Lower Mall in downtown, one at Coffin Pond, and one at Lishness Park (the only one approved for hockey). With the dramatic changes to local climate over the last 5 years, these facilities have become more and more challenging to operate as winters trend warmer. The Town does not have an indoor or refrigerated ice rink; however, the master plan for the MARC Project includes a covered, refrigerated ice rink. Snowmobiling and other motorized vehicles are not allowed on any of Brunswick's trails; however, snowmobilers enjoy private trails for that purpose located in neighboring Topsham, Bath, and West Bath.

BICYCLE & PEDESTRIAN NETWORK

Publicly accessible trails and bicycle and pedestrian facilities are located throughout the town. Town departments maintain more than 40 miles of sidewalks (though there are considerably more publicly-owned sidewalks than that which are not publicly owned, such as those at Brunswick Landing). Other pedestrian facilities include the Androscoggin River Bicycle Path (a 14-foot wide, multi-use path) and numerous hiking trails within parks and open spaces.

There are also a variety of designated bicycle routes in Brunswick, which are the Highland Road Bike Loop (19-mile loop), Pennellville Bike Loop (13-mile loop), Mere Point Bike Ride (15 miles out and back), the Androscoggin River Bicycle Path (2.6 miles long), and the Brunswick Landing Perimeter Bike Route (5.5 miles). The newly opened Kate Furbish Preserve includes 9.23 miles of combination bike/pedestrian trails.

In 2022, beginner mountain bike trails opened in Neptune Woods adjacent to the Town's Recreation Center on Brunswick Landing. These trails are also available for a variety of uses, including hiking, walking, running, snowshoeing, and cross-country skiing, and are managed by BTLT. The Kate

Furbish Preserve includes an additional three-mile section of single-track mountain bike trail near Buttermilk Cove.

The East Coast Greenway, a 3,000-mile cycling route from Key West in Florida to the Canadian border in Maine, passes through Brunswick. One of four "forks" along the route is located in Brunswick, from which cyclists can either continue on the Androscoggin River Bicycle Path towards West Bath on the future Androscoggin to Kennebec (A2K) trail, or venture inland towards Topsham, Lewiston, Augusta, Waterville, and Bangor.

The 2020 update of the Town's Bicycle and Pedestrian Improvement plan identified a variety of "wish list" bicycle improvements. These "wish list" routes identify the roads that the public identified as needing improvements for bicycle travel. In summary:

- Many of the top listed routes are also top utility or recreational routes, indicating that many of the most popular roads need bicycle infrastructure improvements.

- Maine Street, Bath Road, and Federal Street/ Sills Drive/Harpswell Road accounted for 43% of public responses and were assigned the ranking 'very high priority' for bicycle infrastructure improvements.

Trail projects that are in various stages of planning include the aforementioned A2K Trail, Androscoggin Riverwalk, Merrymeeting Trail, and Capitol to the Coast Trail. Improvements are also being made to install new bog bridging in the Town Commons, finish construction of trails at Merrymeeting Park, and restore bridging at Cox Pinnacle, Baybridge Landing, and Coffins Ice Pond.

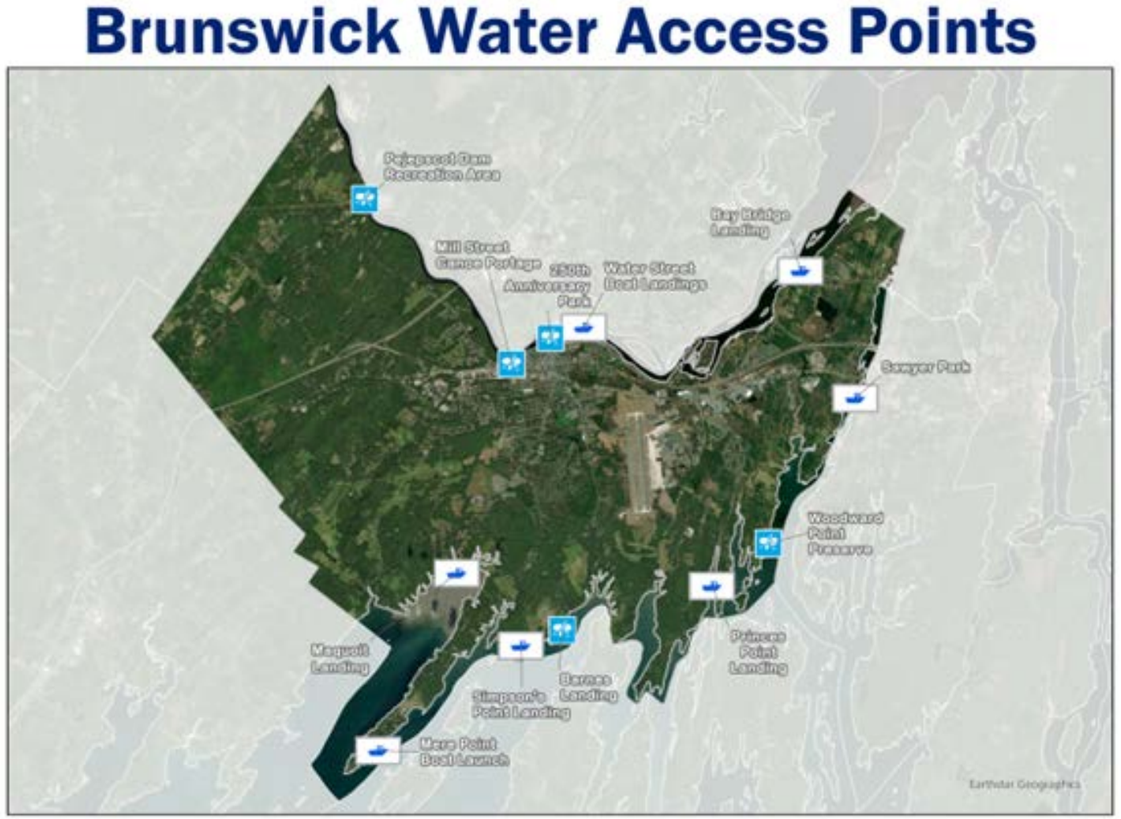
ACCESS TO WATER BODIES

There are 12 public, maintained water access points across Brunswick, with at least one access point on each significant body of water. All are maintained by the Town, except for Woodward Point Preserve, which is maintained by Maine Coast Heritage Trust and BTLT. In total, there are five sites where trailer access is available, although several of these are limited by tides and/or poor ramp conditions. Public swimming, however, is an underrepresented allowed use at these facilities. Access described here is for recreational purposes; for further details regarding commercial access to Brunswick's waterbodies, see the Marine Resources section of this plan.

The Town's Simpson's Point Advisory Committee released a report in the summer of 2023 detailing recommended access improvements at that facility while limiting potential impacts to neighboring properties. These included striping parking areas, the installation of bicycle racks, and revised signage, including a kiosk with parking area information.

Built in 2008, the Mere Point Boat Launch is the only deep water, all-tide access to northern Casco Bay. Although limited for use by vessels 24' in length or less, this boat launch has been heavily used since opening.

Despite miles of waterfront in Brunswick, access to the shore is considered limited as many access points to the water used by the public; moreover, access points that are used by commercial shellfish harvesters and located on private property have been lost as private property owners have turned over and cultures have changed (described in further detail in the Traditional Access to Public Lands section, below). This trend is likely to continue based on projected population and in-migration changes. This places additional pressure on existing public access points and on the users desiring access. In addition, several of Brunswick's current water



Androscoggin River

Mill Street Canoe Portage	River access for hand-carry watercraft only (Note: Park is only open when floatation barriers across the river are in place to prevent downstream travel towards the hydroelectric dam)
Pejepscot Fishing Park	River access for hand-carry watercraft and bank fishing
Water Street Boat Landings	2 access points: one for small watercraft (also used for river access for ice-fishing); the main landing can accommodate larger, trailered watercraft from a ramp into the river (and toilet facilities are available at the main landing)
Bay Bridge Landing	Small, gravel-surfaced boat launch location (also used for access to ice fishing in Merrymeeting Bay)
250th Anniversary Park	River access for hand-carry watercraft

Maquoit Bay

Wharton Point Landing	Tidal access with ramp (tide must be near high for trailered boats)

Middle Bay

Barnes Landing	Tidal boat launch for hand-carry watercraft only
Simpson's Point Landing	Tidal boat launch for hand-carry watercraft only
Mere Point Boat Launch	Major boat launch facility providing all-tide, deep-water access onto northern Casco Bay (toilet facilities and picnic areas available)

access points are in need of physical improvements and/or additional parking. Many of the water access points described above lack toilet facilities (unless specifically noted), and only Sawyer Park, Mere Point Boat Launch, and the Water Street Boat Landings meet ADA-accessibility requirements. Concerns over sea level rise give concern to the future availability of these water access points and must be considered in the upkeep, maintenance, and future development plans for all of the sites.

TRADITIONAL ACCESS TO PRIVATE LANDS

Maine has a unique culture, codified in State statutes, which makes it legal to use unposted land for certain recreational purposes, including hunting, fishing, walking or hiking, cross-country skiing, and the like. Used in this plan, the term "traditional

access" has been used to refer to those locations throughout the Town which have historically been used for access, but are not formally established as public access points. In some cases, these occur on private property based on handshake agreements, and in some cases, permission has not been granted.

There has been a sense, documented in Town reports and plans for more than 20 years, that this access is being restricted. The Town's 2002 Parks, Recreation and Open Space plan noted, "There is a sense that Brunswick's natural heritage is at risk. Many special places have been lost to development. Footpaths that once connected neighborhoods, fields, and woods that existed prior to certain housing projects, and scenic vistas have been lost or otherwise permanently altered." As cultures have changed, many landowners have expressed concerns about allowing public access to their private land.

There are few large, undeveloped forest blocks available in Brunswick for hunting. The fragmentation of these blocks over time threatens our hunting heritage and wildlife habitats. Although the Town acquired the 591-acre Kate Furbish Preserve parcel from the U.S. Navy in 2013, the largest of the Town's open space properties, hunting—restricted to shotgun, black powder, and archery—are allowed there.

PROVISIONS FOR THE PROTECTION OF OPEN SPACE

There is hope for the future protection of open space. The Town and BTLT are valued collaborators in the permanent conservation of important tracts of open space. BTLT, founded in 1985, has worked to conserve over 3,220 acres of natural area in the region, either through ownership or conservation easements. Of this, 735.4 acres are located in Brunswick and are publicly accessible with maintained trails.

In addition, the Town adopted an Impact Fee Ordinance in March of 2022. This ordinance featured a Recreation Facilities Impact Fee, which has been in existence since 1989. The fee is paid to the Town when new residential construction (or conversion of commercial space to residential dwelling units) is permitted and is calculated based on the expected population of the dwelling unit based on typical occupancy rates. Fees collected under these provisions may be used for the acquisition of land or open space, environmental assessments, engineering, or surveying directly related to the construction of recreational improvements, the actual construction of the improvement, and other costs directly related to recreation improvements.

The impact fees described above may be waived by the Parks & Recreation Director, in consultation with the Recreation Commission, when the developer or property owner proposes to reserve land as part of the development for recreation or public open space that is of priority value to the community. The Town's 2002 Parks, Recreation and Open Space plan noted the following as priority characteristics for sites to acquire and conserve:

- Rare and unusual natural communities
- 50+/- acres of land in East Brunswick for a community park
- Large blocks of unfragmented habitat
- Significant wildlife breeding and stopover sites
- More water access points
- Sites that meet existing recreational needs but which are not publicly owned
- Conservation land with proximity to existing protected areas

Past Conservation Efforts

Year	Property	Owner	Size (Acres)
2007	Maquoit Bay Conservation Land	Town	124.6 (4.5 for recreation)
2010	Coombs Property along the Androscoggin River	BTLT	23.8
2011	Capt. William Fitzgerald Recreation & Conservation Area	Town	66.0
2011	Kate Furbish Preserve	Town	591.0 (9.9 for recreation)
2016	Woodward Cove	BTLT	18.0
2017	Woodward Point	BTLT/MCHT	87.5
2019	Former Maine Gravel Services Lot	Town	229.4
2022	Former Merrymeeting Park	Town	42.5
2022	Map 25 Lot 38, located on Maquoit Bay	Town	+/- 283

Since 2002, the Town has supported local and regional land trusts and other organizations on the following conservation efforts:

In addition to the newly acquired properties noted above, there are many scenic and passive recreational/conservation areas with trail networks managed by the Parks & Recreation Department. These include 250th Anniversary Park, Captain William A. Fitzgerald USN Recreation and Conservation Area, Chamberlain Avenue Esplanade, Coffin's Ice Pond, Cox Pinnacle, Great Island Chain, the Greater Commons/Town Commons, Lamb Park, Pinette's Landing, Spring and McKeen Lot, and the Swinging Bridge Park. In total, Brunswick Parks & Recreation maintains 2,543 acres of land.

Privately maintained conservation lands and trail networks are an important and valued community resource. Chase Reserve, a 194-acre easement property located on Bunganuc Road, has been protected by BTLT since 2011. It is the largest unfragmented forest block along the coast of Cumberland County. Just down the road from Chase Reserve is the Maquoit Bay Conservation land, which has a short walking trail and is often used for birding, cross-country skiing, and swimming. The 321-acre Crystal Springs Farm, another BLTL property, features miles of trails used for walking, cross-country skiing, and snowshoeing. Additionally, it hosts a farmer's market in the warm months every weekend. Perhaps one of the Town's most valued and picturesque parks is the Lower Mall located in the center of Downtown Brunswick. It serves as the host to the weekly Farmer's Market, municipal gatherings, winter skating park, and countless other activities for people within the heart of the town. With its connection to the Upper Mall, it makes up a total of 6.9 acres preserved in the middle of Brunswick's village.



Above: The Lower Mall, perhaps the most visible park in Brunswick, is located in the center of downtown and provides a community gathering space. This park also hosts the popular Farmer's Market on Tuesdays and Fridays from May to November, a variety of concerts and cultural events, and winter ice skating. Photo courtesy of the Parks & Recreation Department.

Privately-Owned Conservation Lands in and around Brunswick

Property	Owner	Size
Chase Reserve	BTLT	194 Acres
Skolfield Preserve	BTLT	8.4 Acres
Neptune Woods	BTLT	64 Acres
Crystal Spring Farm	BTLT	321 Acres
Woodward Cove/Point	BTLT/MCHT	24/80 Acres
Birch Island South Preserve	HHLT	43 Acres
Helen and Walter Norton Preserve	HHLT	43 Acres

As noted above, demand for additional

recreational amenities (both active and passive) has skyrocketed since the onset of the COVID-19 pandemic in March of 2020. The Town is actively working to respond to this demand by working to increase connectivity between existing trails, both in the community and regionally. As of June 2024, the Town recently submitted an application for funding to the federal government for a 4.79-mile extension of the Androscoggin River Bicycle Path into Bath. Further, as previously discussed, a portion of the first phase of the Town's Midcoast Athletic & Recreation Complex (MARC) project has been funded via a mix of private and public sources and broke ground in August of 2023. The initial construction includes 8 Pickleball courts, a skatepark, a perimeter walking path, and the underground utilities for the facility.

Improvements and infrastructure investments as described above will continue to enhance and maintain the robust recreation opportunities available to the citizens of Brunswick and our surrounding communities.

As noted in the Population & Demographics section of this plan, while population is expected to remain approximately steady, the demographics of Brunswick have been steadily changing for the past 15 years; the latter trend is expected to continue. Outlying areas, such as the Mere Point and Pennellville neighborhoods, Thornton Oaks Retirement Community, and the Arrowhead Road neighborhood have seen modest increases in population. At the same time, the average household size is declining, and the Town's senior population is growing.

A declining household size and a growing senior population will require smaller housing units closer to services. There remains a need to attract younger workers to the community who will be able to take care of the seniors aging out of the workforce. A major amenity in Brunswick is the quality of life, including the prevalence of recreational amenities. Focusing on quality-of-life indicators, such as enhancing existing recreational amenities and focusing on making them more accessible, may be able to attract a younger population that is needed to (though it should be noted that this effort would need to be combined with an increase in the affordability and availability of housing in the area, discussed further in the Housing section of this plan).

FIGURE A



Right: See full map in section 2.1 on page 32.

FIGURE B

Annual Programming Provided by Brunswick Parks & Recreation Department

Edge Summer Baseball Camp
Youth Track & Field
Summer Day Camp Grades 1-6
Teen Summer Camp Grades 7-8
Youth Theatre Camp
Summer Day Camp with Before & After Care
Maineiax Girls Lacrosse Camp
Kids Kayaking Camp
Summer Art Classes
Mad Science Spy Academy
Soccer Day Camp
I Love Bugs (Entymology) Camp
Intensive Teen Dance Camp
Top Rockers Youth Dance Camp
Girls Softball Camp
Maine Backyard Campout
Women's Softball League
Pickleball
Indoor Track Use
Adult Open Gym
Brunswick Youth Soccer League
Start Smart Soccer
Fall Cross Country Running
Fall Cross Country Trail Biking
Fall Little Striders Running
Travel Field Hockey
Fledgling Fundamental Hockey
Youth Field Hockey Grades 3-8
Mad Science Energize It
Pumpkin Decorating and Pizza Party
Halloween Window Painting Contest
Tent Or Treat
Virtual Halloween Costume Contest
Goblins Parade and Creepy Creature Party
Fall Top Rockers Hip Hop Dance Club
Fall Tiny Tapper Toes
Fall Outdoor Explorers
NYSCA Youth Soccer Coaches Certification Classes
Ski & Skate Sale
Summit Travel Basketball, Gr. 5 Girls
Summit Travel Basketball, Gr. 5 Boys
Summit Travel Basketball, Gr. 6 Boys
Summit Travel Basketball, Gr. 6 Girls
Winter Explorers Club
Girls Basketball, Grades 3 & 4
Boys Basketball, Grades 3 & 4
Girls Basketball, Grades 5 & 6
Boys Basketball, Grades 5 & 6
Coed Basketball, Grades 7 & 8
Smart Start Basketball
Fundamental Grade K Basketball
Kids on the Court Basketball
Elks National Boys and Girls Free Throw Contest
Travel Team, Grades 3 & 4, Boys Basketball
Travel Team, Grades 3 & 4, Girls Basketball
Cross Country Ski Lessons
Mad Science Innovation Nation
Soccer Foot Skills
Indoor Track Running Club
Mid Winter Classic Basketball Boys Tournament
Mid Winter Jr. High Girls Basketball Tournament
February Vacation Day Camp
Travel Team Basketball Tournament, Grades 3 & 4, Boys
Travel Team Basketball Tournament, Grades 3 & 4, Girls
Travel Team Basketball Tournament, Grades 5, Boys
Travel Team Basketball Tournament, Grades 5 Girls
Travel Team Basketball Tournament, Grades 6, Boys
Travel Team Basketball Tournament, Grades 6, Girls
NYSCA Youth Basketball Coaches Certification
Over 35 Men's Basketball League
Smart Start Baseball/Softball
Spring Cross Country Running
Spring Top Rockers Hip Hop Dance
Spring Tiny Tapper Toes
Mad Science (HBS)
Mad Science (KFS)
Adult Golf Lessons
Fly Fishing Workshop
Soccer Footskills
April Vacation Golf
April Vacation Day Camp
LEGO Deep Space Exploration
Bike Rodeo
Spring Cross Country Trail Biking
Spring Little Striders Running
Youth Indoor Golf
After School Care Grades 3-5
Spring Youth Volleyball
Wrestling Clinics
Special Olympics Adaptive Youth Basketball
Special Olympics Adaptive Soccer
*Lost Valley Learn to Ski/Snowboard Lessons
*Brunswick Youth Football /CheeringLeague
*Junior Rowing (Merrymeeting Rowing Club)
*Cal Ripken Baseball/Softball
*Babe Ruth Baseball
*Seacoast United Soccer
*Brunswick Soccer Club
*Brunswick Youth Lacrosse
*Midcoast Youth Hockey

*Programs offered by Private Groups but Facilitated by Parks & Rec Dept

FIGURE C

The following tables include a list of areas and facilities maintained by the Town's Parks & Recreation Department along with the amenities at each facility (if available). This list does not include facilities located in Brunswick but maintained by other community or non-profit partners

Facility Name or Identifier	Baseball Field	Softball Field	Bank Fishing Area	Biking Trail (Paved)	Walking Trail [17]	Boat Access[18]	Community Garden	Water Service	Off-Street Parking	Ice Skating	Basketball Court	Swimming Area	Off Leash Area	Picnic Area	Playground Equipment	Restrooms	Skate Park	Soccer / Lacrosse Field	Tennis Court	Pickleball Court	Volleyball Court	Bench Seating
250th Anniversary Park						X			X													X
Androscoggin River Bicycle Path				X	X				X							X						X
Barnes Landing						X			X													
Bay Bridge Landing Wetland Park					X	X			X													X
Capt. William A. Fitzgerald U.S.N. Recreation and Conservation Area					X																	
Chamberlain Avenue Esplanade																						
Coffin Pond Recreation Area			X		X				X	X		X		X	X	X						
Coffin's Ice Pond					X				X													
Cook's Corner Gateway																						
Cox Pinnacle					X				X													
Crimmins Field									X									X				
Edwards Field	X	X			X				X		X				X	X						
Great Island Chain																						
Greater Commons					X				X													
Hambleton Avenue Playground															X							X
Kate Furbish Preserve					X																	
Lamb Park					X																	
Lishness Park	X	X			X				X	X						X		X				X
Longfellow Playground[26]																						
Lower Mall									X	X												X
Maine Street Flowers																						
Maine Street Station Park																						X
Maquoit Bay Conservation Land					X				X													
Maquoit Landing (Wharton Point)						X			X													

Facility Name or Identifier	Baseball Field	Softball Field	Bank Fishing Area	Biking Trail (Paved)	Walking Trail [17]	Boat Access[18]	Community Garden	Water Service	Off-Street Parking	Ice Skating	Basketball Court	Swimming Area	Off Leash Area	Picnic Area	Playground Equipment	Restrooms	Skate Park	Soccer / Lacrosse Field	Tennis Court	Pickleball Court	Volleyball Court	Bench Seating
McKeen Landing	X				X						X				X							X
Mere Point Boat Launch						X			X					X		X						X
Merrymeeting Dog Park								X	X				X									X
Mill Street Canoe Portage[27]						X			X													X
Mill Street Lot																						
Nathaniel Davis Park															X							X
Pejepscot Dam Recreation Area						X			X													
Pinette's Landing																						
Pleasant Street Gateway																						
Princes Point Landing			X			X			X													
Recreation Center					X				X		X					X						X
Sawyer Park						X			X					X		X						
Senior Garden							X	X	X													X
Shulman Park									X							X		X				
Simpson's Point Landing						X																
Spring and McKeen Street Lot					X																	
Stowe Field									X								X					
Stowe Gymnasium									X		X					X					X	X
Swinging Bridge Park					X				X													X
Town Commons					X				X													
Upper Mall					X																	X
Water Street Boat Landings						X			X							X						
Wildwood Field									X							X		X				

#7 — Agricultural & Forest Resources

OVERVIEW

Agricultural Resources

Agriculture has historically played a central role in the life of Brunswick residents. However, as was the case in many rural Maine towns, agriculture in Brunswick began to decline in the late 1950s. In 1950, there were an estimated 50 working farms. By 2002, this had declined to 10 working farms, and in 2023, there were five remaining working farms documented in Brunswick (this figure does not include those that may be taking advantage of the Farmland Tax Program but where the primary source of income is not farming). Historically, dairy farming and poultry farming were prevalent, though most farmland operations today are smaller organic operations focused on vegetables, herbs, meats, and cheeses.

There is a limited correlation between the soils ranked as prime agricultural land and the actual sites of working farms in the community. Indeed, a large percentage of the best soils for cropland are underneath the most densely developed areas of town. The following pages provide a further description of soil types and a soil map of the community.

A 2019 report prepared by Cooper Dart, the Town's Bowdoin Fellow (Emphasizing and Preserving Working Rural Landscapes) found through personal interviews with local farmers that there are various levels of frustration with the Town's agricultural policies and planning. While Brunswick is known regionally for its farmers' markets, farmers interviewed as part of the study indicated that they do not view Brunswick to be a "farming-friendly" community.

Rising land values and increased development pressures have likely had an unfavorable impact on the economics of farming for the smaller-scale operations present in Brunswick today. However, as food insecurity rises and climate change impacts continue to disrupt the supply chain, the community may need to rely more on local food production. In addition, local food production contributes to a sustainable and circular local economy, protecting the local economy in times of regional or national turmoil.

Forest Resources

In general, Brunswick includes approximately 16,000 acres of forested land across the community (or about half of its total acreage). Privately owned forests provide economic opportunity for landowners in the rural zoning district, as well as opportunities for hunting and other recreation. Forests also provide important habitats for a variety of plant and animal species. Habitats are described further in the Natural Resources section of this plan.

Timber harvesting occurs within forests throughout Brunswick's rural zoning districts, with an average of 190 acres harvested annually since 1991. The highest harvest in recent years occurred in 2013 with almost 600 acres harvested. Since then, however, the number of acres harvested annually has been far less.

As described further in the Recreation section of this plan, the Town owns or maintains a variety of public wooded areas. However, the extent of the Town's management of forest resources on these parcels is generally limited to the elimination of hazard trees, invasive species management, and occasional prescribed burns for the protection of rare or natural communities (e.g., prescribed burns at the Capt. William A. Fitzgerald Preserve).

In 2014, the Town's Conservation Commission completed an Inventory of Town-Owned Open Spaces and recommended that the Town consider taking on a more active role in managing and maintaining certain town owned forested parcels, for purposes of both forest health and revenue generation. According to the report, many municipalities (including neighboring Bath) actively manage and harvest town forest properties and can be contacted to further discuss the issues surrounding municipal forest management. The Bath City Arborist is also responsible for the management of their community forest. Of course, a town actively managing its forests could attempt to achieve other objectives, such as carbon sequestration, through its management program.

Brunswick also has a Public Tree Program, which provides for the management and care of the Town's Street and park trees. The Town Arborist makes periodic inspections of public trees along Town-maintained streets and within public parks. Pruning and removal work is based on these inspections. The Town also receives complaints or concerns submitted by the public related to public trees and responds accordingly.

The Brunswick Parks and Recreation Department implemented a street tree planting program in 1999. Since then, more than 500 street trees have been planted in the Town. The Parks and Recreation Department operates a nursery and strives to plant and maintain a diverse mix of tree species along Brunswick's streets. This diversity will bolster the resilience of Brunswick's street trees if faced with insect or disease outbreaks. The Department has created a brochure which contains a list of all the different tree species and where they are located in Town. The Town's Tree Committee, composed of five members appointed by the Town Council, works closely with the Town Arborist in disseminating information to the community about the selection, planting, and maintenance of trees and shrubs. The Tree Committee is also tasked with evaluating and making recommendations related to proposed changes to the municipal code of ordinances that advance the goals of tree preservation and tree propagation within public spaces and elsewhere as applicable, in consultation with the Town Arborist.

SOILS

Prime Farmland Soil

The Maine Department of Agriculture, Conservation and Forestry defines prime farmland soil as follows: "Land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is also available for these uses. It has the soil quality, growing season, and moisture supply needed to economically produce sustained yields of crops when treated and managed, including water management, according to acceptable farming methods."

In addition, the National Soil Survey Handbook notes that "prime farmland" features soils that have "either no water table or have a water table that is maintained at sufficient depth during the cropping season to allow cultivated crops common to the area to be grown." Twenty-four inches or deeper has been determined sufficient to meet this criterion. The soil can also be drained and still qualify if the groundwater table is at a depth of less than 24 inches.

Soils of Statewide Importance are those that are nearly prime farmland, according to the above definitions, and that economically produce high yields of crops when treated and managed according

to acceptable farming methods.

Nearly half (45.8%) of the Town's total land area is composed of Soils of Statewide Importance. However, only 3.1% of the Town's total land area is identified as prime farmland. Aside from some areas located within the existing Growth Area along the Androscoggin River, most of the prime farmland is located in the west and southwest parts of the Town.

Prime Woodland Soil

Cumberland County soils have been categorized into 24 distinct "woodland groups" according to their characteristics that affect tree growth and the management of woodland stands. Each woodland group is assigned a "woodland productivity class" between one (highest potential productivity) and six (lowest potential productivity). Maine is located too far north to have soils in woodland productivity classes one and two. Therefore, woodland productivity class three is considered "excellent," and class four is considered "good." Slightly more than one-third (34.4%) of Brunswick's total land area is composed of excellent or good soils for woodland productivity.

PROTECTION & SUPPORT OF PRODUCTIVE FARMING AND FORESTRY LANDS

Regulatory Protection

In 2002, the Town adopted the Parks, Recreation, and Open Space plan, which included a variety of strategies related to maintaining the community's rural character. One of these strategies was to "Work to promote and maintain farming." Since then, Brunswick has adopted a "right-to-farm" provision within the Zoning Ordinance, which absolves farmers from nuisance complaints (such as those related to noise or odor) so long as they are complying with applicable state and federal laws, rules, and regulations.

Urban Agriculture as a primary land use is expressly permitted in the majority of zoning districts within the Town's Designated Growth Area, without any additional review by the Planning Board, ensuring a faster permitting process through administrative review. Urban Agriculture includes the raising, keeping, or production of fruit, vegetables, flowers, and other crops (excluding cannabis), or farm animals, poultry, and bees. Further, farming as a primary land use is expressly permitted within the majority of the Town's Rural zoning districts (without further review by the Planning Board). Cannabis cultivation is not a permitted use in any zone, though it is a conditional use in the following zones: I2, I3, and RBTI zones.

In addition, where new residential development is proposed to abut an existing agricultural use, the Review Authority shall require the applicant for the new development to issue and distribute the following written disclosure to potential purchasers of lots or dwelling units: "This property adjoins lands used for agricultural purposes. Farmers have the right to apply approved chemicals and organic fertilizers, pesticides, and herbicides and to engage in farming operations which may generate dust, odor, smoke, noise, and vibration." This disclosure shall be required as a note on a subdivision or site plan.

Finally, the Town's Property Development Standards within the Zoning Ordinance (Sec. 4.3.1.B) require that any active farmland be mapped and that the proposed development avoid these areas or incorporate them into the proposed development's overall site design to the extent practicable. Farms are also exempt from minimum parking requirements as outlined in Table 4.9.1.A.

Regional Coordination

In the mid-1990s, the Brunswick-Topsham Land Trust (BTLT) purchased Crystal Spring Farm on Pleasant Hill Road for permanent conservation. According to their website, "The farm reflects many core aspects of the Land Trust's mission, including conserving land while also promoting local agriculture and supporting diverse community needs." Crystal Spring Farm played an important historic role in the region as a dairy that collected milk from surrounding farms. It continues to be used as a working farm and is also home to rare habitat.

Other Protections & Support Mechanisms

Landowners in Brunswick rely on three voluntary tax programs in order to reduce their property tax obligation and help keep areas of Brunswick as working farms, working forests, or conserved open space. Lands that are enrolled in the programs are assessed for their current use, as opposed to their potential fair market value for more intensive uses. The property owners receive a reduced tax bill from the Town so long as they are enrolled in the program. If they remove their land from the program, they may have to pay a penalty so that the Town recoups some of the lost tax revenue.

In 2023, 2,031 acres were enrolled in the Farmland Tax Program, and 1,187 acres were enrolled in the Tree Growth Program. Participation in the Farmland Tax program decreased from 2009-2016 and has steadily increased from 2017-2023. Participation in the Tree Growth program has generally been decreasing.

In addition, there are several farmers' markets throughout the community that help support local farmers.

- The Town hosts a seasonal farmers' market on Tuesday and Friday mornings at the Town Mall with 12-15 vendors.
- In 1999, the BTLT established a Saturday morning farmers' market at Crystal Spring Farm. The market is one of the oldest and, with over 40 vendors, one of the largest in the state.
- Waterfront Maine's Winter Market, located in Fort Andross, provides a wintertime market for local agricultural and related products. The market, which currently has 48 vendors, is open on Saturday mornings from November to April.

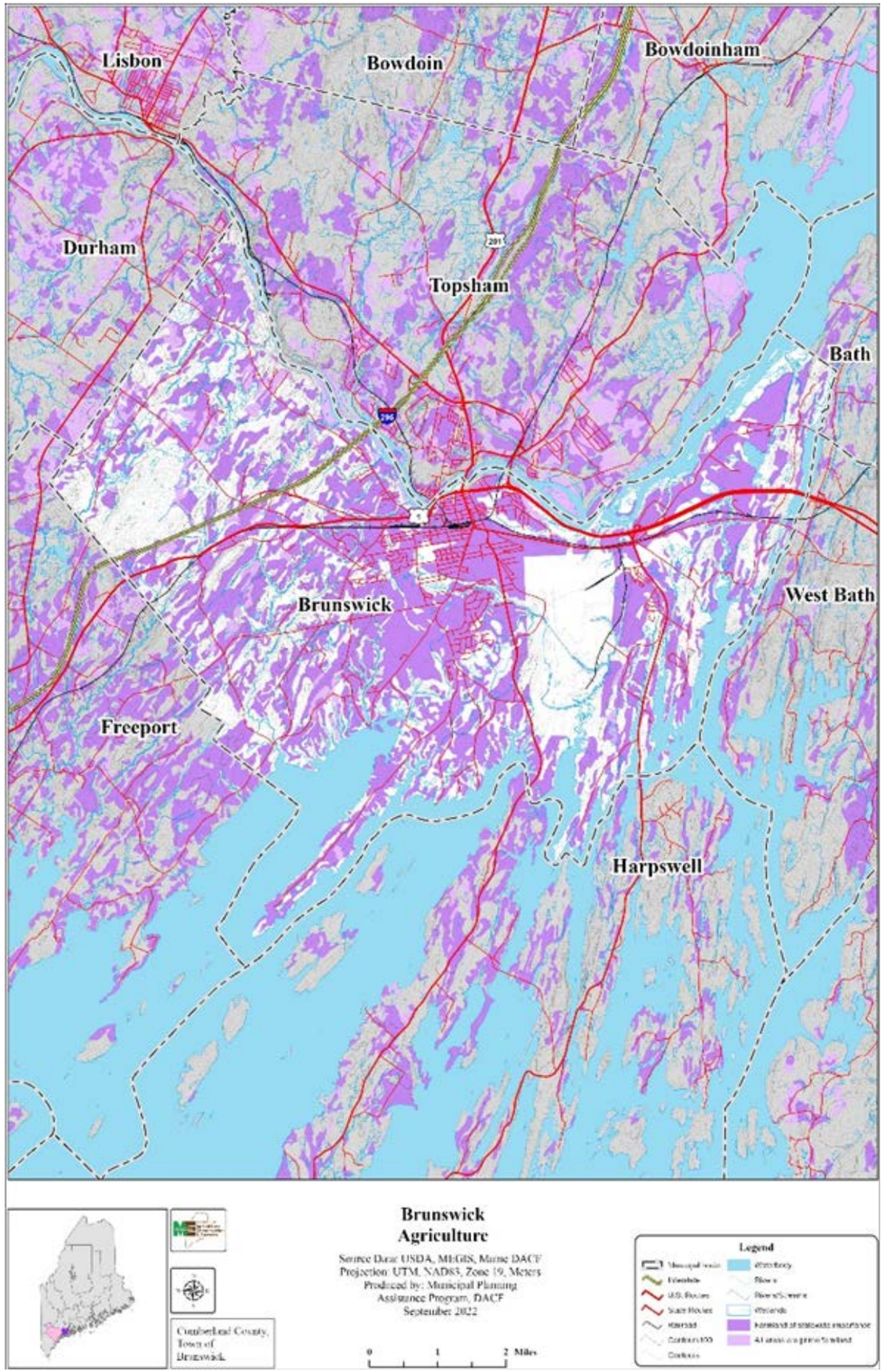
Brunswick Topsham Land Trust has several community gardens, including the Settlemire Garden, a New Mainer garden, and the Mowita'nej Epijij (Abenaki) garden.

Finally, the Town supports community agriculture by providing space for the Senior Community Garden on Industry Road (near the Public Works Department), including seasonal water service. The plots are administered through a partnership with the People Plus Center.

THREATS AND ISSUES OF CONCERN

The following are known threats to forests and agricultural resources in Brunswick:

- Residential development, which is projected to continue at a rapid pace, can threaten the scenic character of the more rural areas of our community and make it more difficult for farmers to expand or change their operations. The issues here are twofold. First, rising land values increase the incentive to develop property rather than continue to farm or harvest timber. Second, encroaching residential development can come with increased complaints from neighboring property owners regarding farming operations. As noted, the Town's existing Ordinance shelters pre-existing farms from complaints related to



noise or odor, but not from complaints related to impacts (such as traffic) as a result of related business operations.

- To the point above, farming enterprises are often hybrids of several different land uses; ordinances and regulations should allow farm businesses flexibility to adapt to changing markets. For example, many farms host events such as outdoor dinners, weddings, or wine tastings, which would not be allowed under the definition of farm currently outlined in the Town's Zoning Ordinance. Similarly, a dairy farm would need to get special approval from the Planning Board in many zoning districts (including the Rural Farm & Forest Zone) in order to have employees and sell the cheese from the same space.

- Fragmentation of rural forest blocks can reduce the size of remaining stands to the point where they are no longer operationally efficient for forest products management.

- Many of the 2002 Parks, Recreation and Open Space plan's agricultural initiatives (such as the establishment of a Farm Advisory Committee, a Land for Brunswick's Future program, and working with local schools/students to participate in the local food system) have not been implemented. Interviews with farmers conducted as part of the 2019 report prepared by the Town's Bowdoin Fellow, Emphasizing and Preserving Working Rural Landscapes, continued to emphasize establishing a Farm Advisory Committee to advise the Town Council on issues related to agriculture in the community.

#8 — Natural Resources

OVERVIEW

Brunswick's diversity of natural resources is a result of its varied topography and geologic history. With elevations ranging from over 350 feet above sea level to extensive tidal marshes and mudflats, Brunswick hosts a unique mix of species and habitat types relative to the rest of the Casco Bay region. Large blocks of northern hardwood forest remain in western Brunswick, and these give way to lower elevation white pine and red oak forests to the east and south. Multiple rare natural community types are driven by Brunswick's extensive glacial outwash sand deposits and tidal variations along more than 80 miles of coastline and riverfront. As a result of this diversity, significant portions of Brunswick fall within two of the State's 140 designated Focus Areas of Statewide Ecological Significance: the Kennebec Estuary Focus Area and the Maquoit and Middle Bay Focus Area. These focus areas have been collaboratively identified by biologists from the Maine Natural Areas Program (MNAP), Maine Department of Inland Fisheries and Wildlife (IF&W), Maine Department of Marine Resources (DMR), The Nature Conservancy, Maine Audubon, and Maine Coast Heritage Trust (MCHT) based on their exceptionally rich concentrations of at-risk species and natural communities and high quality common natural communities, significant wildlife habitats, and their intersection with large blocks of undeveloped habitat. The reason that resource agencies and conservation organizations have designated focus areas is to highlight opportunities for strategic conservation and proactive zoning measures at the local level. Several conservation funding programs prioritize land protection efforts located within designated focus areas. The town of Brunswick and the Brunswick-Topsham Land Trust (BTLT) have been successful in leveraging significant funding to match local contributions as a result of local focus area designations.

Kennebec Estuary Focus Area

As its name implies, the Kennebec Estuary Focus Area extends down the Kennebec River from the Town of Gardiner to its confluence with the Androscoggin River in Brunswick and out to the Atlantic Ocean. At the heart of the Focus Area is Merrymeeting Bay, one of the most important waterfowl areas in New England. Brunswick's portion of this focus area includes tidal portions of the Androscoggin River eastward to the municipal boundary in Merrymeeting Bay. Upland areas north of the Androscoggin River bike path and north of Old Bath Road, excluding the Bay Bridge mobile home park, are included in this focus area. Key natural features in Brunswick that contribute to the focus area's values include each of the riverine islands, recently acquired Merrymeeting Park, the outlet stream of the recently acquired Maine Gravel Service property which supports a diadromous fish run, and the freshwater intertidal mudflats along the river shore that support many rare (some globally rare) but easily overlooked small plants uniquely adapted to life between the tides. Additionally, Brunswick's Androscoggin supports a rare freshwater mussel species, the tidewater mucket, as well as Atlantic salmon, Atlantic sturgeon, and short-nosed sturgeon—all of which are listed by state and federal resource agencies.

Maquoit and Middle Bay Focus Area

The Maquoit and Middle Bay Focus Area has been designated in large part due to the regional importance of Brunswick's intertidal salt marsh, eel grass beds and mudflat communities for migratory waterfowl, shorebirds and passerine species including the endangered saltmarsh sparrow. Critical freshwater streams and upland forests that contribute to the health of these intertidal areas have also been included as key components of the focus area. Brunswick's portion of this focus area includes areas seaward of Bunganuc Road, Great Gully Stream to Brunswick High School, the entirety of Maquoit Woods, the Pennellville area, and portions of Kate Furbish Preserve southward to the Harpswell townline. Key features in Brunswick include the western shoreline of Maquoit Bay which has largely been conserved through joint efforts of the State, U.S. Fish and Wildlife Service, Brunswick-Topsham Land Trust, and the town; Gamble Marsh and the Middle Bay salt marsh both of which are priority saltmarsh sparrow restoration sites designated by the USFWS Atlantic Coast Joint Venture; and Maquoit Woods which represents the last and largest unprotected forest block within the focus area. Aside from the inherent value of these areas for water quality protection and habitat functioning, protection of the Maquoit and Middle Bay Focus Area has significant local economic values associated with the quahog and soft shell clam industries, the growing aquaculture sector, and multiple recreational values.

Important Bird Area

Maine's Important Bird Area (IBA) program is part of a global effort to identify areas that are most critical for long-term bird conservation. IBAs must meet a set of criteria developed by a technical committee of ornithologists from resource agencies and non-governmental partners. The criteria are focused primarily on large seasonal concentrations of birds, occurrences of species of conservation concern, and overall species diversity. To date, only 22 IBAs have been designated in Maine. In Brunswick, the sandplain grasslands and open fields of Brunswick Landing, riparian areas, forests, and salt marshes associated with Mere Brook, and the tidal flats and marshes of Maquoit Bay have each been designated as key elements of the Brunswick/Freeport Important Bird Area.

Significant Wildlife Habitats

Brunswick is home to six different Significant Wildlife Habitats as designated by the Maine Department of Inland Fisheries and Wildlife and regulated through the Maine Department of Environmental Protection's Natural Resource Protection Act. These habitats include:

- Inland Wadingbird and Waterfowl Habitats are large freshwater wetland complexes typically including and mix of emergent vegetation and open water supporting a diversity of breeding and migratory bird species. Examples in Brunswick include the Simpson's Brook headwater wetlands east of Brackett Road and wetlands associated with the outlet stream from the Maine Gravel Services pond, where it approaches Merrymeeting Bay.

- Tidal Wadingbird and Waterfowl Habitats, which include larger salt marshes, mudflats, and eel grass meadows supporting important breeding season feeding areas, wintering areas, and migratory stopover sites for a variety of duck, goose, and heron species. Maquoit Bay, considered one of the most important wintering areas for migratory American black ducks in the State, is an example of Significant Tidal Wadingbird and Waterfowl Habitat, as are the tidally influenced portions of the Androscoggin River.

- Shorebird Feeding and Roosting Areas identified because they are critical for the support of a

diversity of migratory sandpipers, plovers, etc. many of which are in steep decline throughout their range occur in both upper Maquoit and Middle Bays. This Significant Wildlife Habitat type includes both rich intertidal mudflats where shorebirds refuel on invertebrates during long distance migrations and protective resting sites (roosts) that the birds utilize when the tide is high (typically ledges and saltmarshes).

- Significant Vernal Pools include the best and most productive vernal pools on the landscape. This designation is based on egg mass counts of indicator species and requires field observations at the appropriate time of year. To date, not all vernal pools have been mapped in Brunswick, and certainly not all Significant Vernal Pools have been verified locally. Given global declines in amphibian populations, all vernal pools, not just those that meet significance criteria, are worthy of local protection.

- Deer Wintering Areas, typically closed canopy softwood stands, are no longer considered biologically necessary in coastal Cumberland County due to changes in typical winter conditions and excessive deer populations. While still important in northern and eastern Maine, deer wintering areas are no longer considered to be a significant habitat type in Brunswick.

- Endangered and Threatened Species Habitat for animals designated under the Maine Endangered Species Act will soon also be considered as a Significant Wildlife Habitat type following a recent law update passed in the 131st Legislature. A list indicating which state-listed species occur in Brunswick is attached.

Significant Fisheries Habitat

The Mill Stream headwaters in western Brunswick—flowing from Durham Road southwest to Old Portland Road and to the Freeport town line—and Mere Brook and its tributaries have both been designated as Wild Brook Trout Priority Areas by MDIFW. Diadromous fish habitats mapped by the Department of Marine Resources also fall under the definition of Significant Fisheries Habitat.

Endangered, Threatened, and Special Concern Plants and Animals

Please refer to the map of known Rare, Threatened, and Endangered Species included at the end of this inventory.

Rare and Exemplary Natural Communities

As defined by the Maine Natural Areas Program, Brunswick is home to a variety of critically imperiled, imperiled, or rare natural communities. Natural communities are naturally occurring assemblages of plants and animals that occur on the landscape based on underlying geology, climate conditions, and other factors. Rare and exemplary natural communities in Brunswick include the following:

- Birch-Oak Rocky Woodlands (rare): located along steep slopes in the extreme northeast part of Brunswick overlooking the mouth of the Androscoggin River.

- Freshwater Tidal Marshes (imperiled): occur along banks of the Androscoggin River, subject to tidal action.

- Hemlock-Hardwood Pocket Swamp (imperiled): BTLT held easement on Highland Road and unprotected example on Lunt Road.

- Pitch Pine Heath Barren (critically imperiled): examples occur at Maquoit Woods, Town Commons, Capt Fitzgerald Preserve, and along the west side of Brunswick Executive Airport.

- Pitch Pine Bog (imperiled): Town Commons

- Pitch Pine-Scrub Oak Barren (imperiled): small patch remaining at the "saw-tooth" grassland along the western side of the runway

- Salt-Hay Saltmarsh (rare): heads of coastal bays and protected coves from Maquoit to New Meadows. Largest patches include Gamble Marsh, head of Harpswell Cove, Adams Road, and what remains of the marsh at the north end of New Meadows "lake."

- Sandplain Grassland (critically imperiled): examples include Brunswick High School and Crystal Spring Farm, Brunswick Landing, and Capt. Fitzgerald Preserve.

- Silver Maple Floodplain Forests (rare): examples occur from the mouth of the Androscoggin west to BTLT's Coombs property.

Each of these natural communities provides habitat for a wide variety of plant and animal species, including some identified threatened or endangered species.

Other Important Wildlife Habitats

Finally, there are a variety of other areas of the community that serve as important wildlife habitats. These include:

- Wetlands: Brunswick supports a wide variety of wetland types, ranging from tidal marshes to cedar swamps, wet meadows to gravel beaches—all of which are defined based on hydrology, soil type, and supported vegetation. Wetlands are some of the most important and vulnerable natural resources in the community as they provide a variety of benefits such as groundwater recharge, sediment retention, flood flow alteration, plant and animal habitat, finfish and shellfish habitat, and educational/cultural benefits. The physical functions wetlands provide will become increasingly important as Maine's climate becomes warmer and wetter, and our built environment only increases in terms of impervious cover.

- Unfragmented Habitat Blocks: large, forested areas with little or no development impacts are essential for maintaining a diverse wildlife population, protecting water quality, sequestering carbon, and supporting traditional hunting and other forms of outdoor recreation and traditional natural resource-based businesses, including farming and forestry. The health and diversity of these blocks typically increase with the size and age of the forest stand. Brunswick still has examples of late successional forests >90 years old. These older stands should be especially prioritized for protection, given their values for biodiversity and carbon sequestration. Development fragments forest blocks, reducing their value and ecological functions. As a result of Brunswick's efforts to include forest blocks in an overlay zone, our town has maintained habitat types lost in most coastal Maine communities to the south. Wildlife Travel Corridors are essential to connect blocks of unfragmented land together. Typically, relatively narrow but naturally vegetated corridors leading from forest block to forest block aid in the health, diversity, and stability of the Town's wildlife

resources and provide long-term viability for species as climate and inevitable development pressures necessitate species being able to move across the landscape.

- Riparian Corridors: these include the naturally vegetated buffer zones that border streams that meander throughout the community, are important travel corridors for wildlife, and are important terrestrial wildlife habitats and key contributors of woody and organic debris to adjacent aquatic habitats. Additionally, protection of these areas is critical for maintaining water quality and water temperature necessary to support our local fisheries.

Threats to Critical Natural Resources

The 2008 Comprehensive plan identified the following as key threats to natural resources in the community:

- Continuing growth in rural areas;
- Land use activities such as draining, clearing, and/or filling of wetlands;
- Lack of understanding of the location and importance of vernal pools;
- Scattered rural development fragmenting undeveloped forest blocks with significant wildlife habitat value.

In addition to these previously recognized threats, incremental loss of the town's important plant and animal habitats continue, riparian buffers along streams continue to be converted to lawns or neglected and used as debris dumps, and more and more shoreland development with associated piers and docks squeezes critical intertidal habitats already declining with sea level rise, and the cumulative effects of project by project wetland loss have further reduced the natural ability of our lands to accommodate stormwater and protect surface waters from runoff. On top of these threats, additional climate change-associated stressors have further underscored the need to increase protections for our local resources.

Since 2008, the town has protected several parcels within Focus Areas of Statewide Ecological Significance (most notably Maquoit Woods and Merrymeeting Park), portions of unfragmented forest blocks, and some that include rare natural communities. Currently, a little over 13% of Brunswick's land mass is in some form of permanent protection. The 2008 plan called for the capitalization of a Land for Brunswick's Future bond, which would provide a local match to leverage state and federal land conservation funding. To date, no action has been taken by the town council. Greater protection of Brunswick's natural resources is a 'no regrets' approach to conserving our green infrastructure and maintaining natural climate resiliency, which, once lost, is very expensive to replace and restore.

PROTECTIVE MEASURES

Since the adoption of the 2008 Comprehensive plan, the Town has been diligently working to rectify the key threats identified. The Town has implemented a variety of changes to protect natural resource areas from continued growth, which are described further below.

Regulatory Protection

The Town went through a Zoning Ordinance rewrite and zoning map update project in 2017, which led to the following policies related to environmental issues being adopted:

- The Open Space Density Bonus in the Rural Area was increased from 15% to 25% (Section 4.2.5.E and Table 4.2.5.E), which provides additional incentive for developers who would not otherwise consider applying under this subdivision to conserve open space within their proposed development.

- An applicant proposing development in the Wildlife Protection Overlay District (previously the Rural Brunswick Smart Growth Overlay) is required to show the history of fragmentation before any disturbance is permitted in order to better track prior development of the parcel (Table 2.3.5.E).

- Stronger standards were established for pollution (Section 4.3.2), protection of natural vegetation (Section 4.3.3), protection of significant plant and animal habitat (Section 4.3.4), and protection of surface waters, wetlands, and marine resources (Section 4.3.8).

- The protective standards contained in the Coastal Protection 1 (CP1) and Coastal Protection 2 (CP2) Zoning Districts (now Rural Protection 1 (RP1) and Rural Protection 2 (RP2)) were extended along the New Meadows River shoreline.

- Shoreland Protection Overlay (SPO) District (Section 2.3.3) standards were updated to comply with the most recent State language that allows for the enforcement of resource protection requirements.

- Significant vernal pool habitats are now excluded from the calculation of net site area to determine density (Section 4.2.5).(7).c), reducing the incentive to develop in these sensitive areas.

- Similar language to the BNAS Reuse Master plan's "Recreation and Open Space" and "Natural Area" land use districts was used in the creation of the Growth Natural Resources (GN), Growth Outdoor Recreation (GO), and Rural Natural Resources (RN) Zoning Districts (Sections 2.1.3.H and I, and Section 2.2.1) in order to clearly communicate that these areas are intended for the protection of existing natural resources.

- After completion of the 2017 rewrite project, two other amendments to the Zoning Ordinance were adopted to further protect lands with high resource value:

  - **August 2018:** Upon recognizing errors in the Aquifer Protection Overlay (APO) (Section 2.3.2) and SPO (Section 2.3.3) standards that were not identified by MDEP, Town staff prepared an amendment to fix the following:
    - Errors regarding restricted activities in the APO2 District.
    - The effective date for non-conforming lot standards within the SPO.
    - Change non-conforming building expansions from percent volume increase to percent building footprint increase.
    - Limit non-vegetated lot surfaces within the SPO to 20%.
    - Adopt the State's definition of "tributary stream."
  - **October 2019:** A new Rural Protection

Stormwater Management Overlay (RPSMO) District was established to replace previous regulations prohibiting development within 75 feet of slopes exceeding 15%, which severely limited changes to properties in the RP1 and RP2 Zoning Districts (making approximately 48% of properties non-conforming). The new regulatory framework moved away from the previously required mandatory building setbacks from slopes greater than 15% to focus instead on proximity to coastal areas and inland streams that would allow for some level of soil disturbance and construction activity, provided negative environmental impacts could be mitigated through stormwater best management practices.

The 2002 Parks, Recreation and Open Space plan identified a variety of scenic areas across the community (detailed further on the following pages). The Town's Zoning Ordinance has been amended to protect scenic areas through the following measures:

- The Rural Farm and Forest (RF), Rural Residential (RR), and the Rural Protection 1 and 2 (RP1 and RP2) Zoning Districts all cite the protection of, "natural and scenic resources, including wetlands, unfragmented wildlife habitats, and scenic roads" as reasons for the regulations established in each district. Similarly, the Rural Mixed Use (RM) Districts established supplemental standards, "to protect the area's natural resources and scenic values, minimizing disturbance of existing features and vegetation during development."

- Scenic assets are one of the criteria that can be included within the protected conservation lands required for approval of an Open Space Development.

- Section 4.3.3.B.(1) states that developments within Scenic Areas identified within the 2002 plan are required to: maintain an existing vegetated buffer of at least 25 feet along existing roads/rights-of-way except where doing so conflicts with the protection of other protected natural resources. The buffers may be broken only for driveways, streets, and stormwater infrastructure where it is impractical to locate them elsewhere.

For over a decade, the town has implemented a Wildlife Protection Overlay (WPO) District outlined in the Zoning Ordinance, the purpose of which is to reduce the continuing loss or fragmentation of habitat for native species in rural zoning districts, while simultaneously accommodating development in these districts. The WPO District consists of the rural portions of large (greater than 150 acres) continuous blocks of naturally occurring stands dominated by woody vegetation (Wildlife Habitat Blocks), as well as wildlife corridors that consist of the overland connections between Wildlife Habitat Blocks that provide naturally vegetated linkages supporting daily and seasonal species movement between Wildlife Habitat Blocks. The intent of the requirements of the Overlay is to minimize the removal of woody vegetation that breaks large unfragmented forest blocks into smaller patches of forest and to minimize activities that block or limit species movement between unfragmented forest blocks. This is accomplished through mitigation requirements and incentives for not disturbing wildlife corridors. The specific requirements of this overlay district have not been revisited since its enactment, and while the overlay has effectively slowed rural fragmentation, incremental clearing and development have resulted in notable shrinkage of unfragmented habitat blocks in both the northwestern and northeastern portions of town.

Other Mechanisms for the Protection of Natural Resources

In addition to the above regulatory mechanisms, the Town has also established a Recreation Facilities Impact Fee, where money is collected from developers (based on a population per dwelling unit built allocation) which can be used for the acquisition of high value open space or easements as well as environmental mitigation costs for properties that would be accessible to the public for recreational purposes.

The 2008 plan called for changes to the zoning ordinance that would require developers to provide in-kind or fee-based mitigation for impacts to wetlands. A draft of this ordinance was presented to the town council in the Spring of 2023 and voted unanimously to go to planning board review but has yet to be placed on an agenda.

Since the 2008 Comprehensive plan noted a lack of understanding about the locations of vernal pools, the Town began working on a survey in an attempt to identify the Town's significant vernal pools. The State's Natural Resource Protection Act (NRPA) defines a "significant" vernal pool as one that contains specific threatened or endangered species or that contains high enough numbers of egg masses for specific amphibians. If a significant vernal pool is determined to exist on a property, the owner must obtain a permit from MDEP to disturb significant portions of the land within 250 feet of the pool's highwater mark. The Town identified additional significant vernal pools through the following projects:

- The Brunswick Conservation Commission's Town-Owned Open Space Inventory, conducted between 2010 and 2014.

- The Riparian Habitat Assessment Report, completed as part of the 2016 Mare Brook Watershed Assessment and Community Engagement Project, identified seven significant vernal pools within the project survey area.

Although the Town has a better understanding of vernal pools now than it did in 2008, it has not adopted ordinance provisions to protect vernal pools that are stricter than the State's current regulations. Potential provisions could include a more specific standard around mitigation measures (beyond that currently noted in Section 4.3.4.B) and/or increased buffer areas. Tracking studies of adult pool-breeding amphibians have shown that they can travel over a third of a mile away from their breeding pool, and that the area within 750 feet of the pool is valuable for protecting viable amphibian populations.7

Similar to neighboring Topsham, the Town of Brunswick may voluntarily request delegated review authority from MDEP to participate in a Vernal Pool Special Area Management plan (VP SAMP) that streamlines the NRPA permitting process for projects in the Designated Growth Area that impact vernal pools. A VP SAMP requires the applicant to pay the Town a vernal pool impact fee, which would then be transferred to a third-party land conservation organization to conserve high quality vernal pools in rural areas identified in the Comprehensive plan. Changes to the US Army Corps of Engineers (USACE) General Permit in October of 2020 streamlined federal permitting of Growth Area vernal pool impacts for municipalities with a VP SAMP.

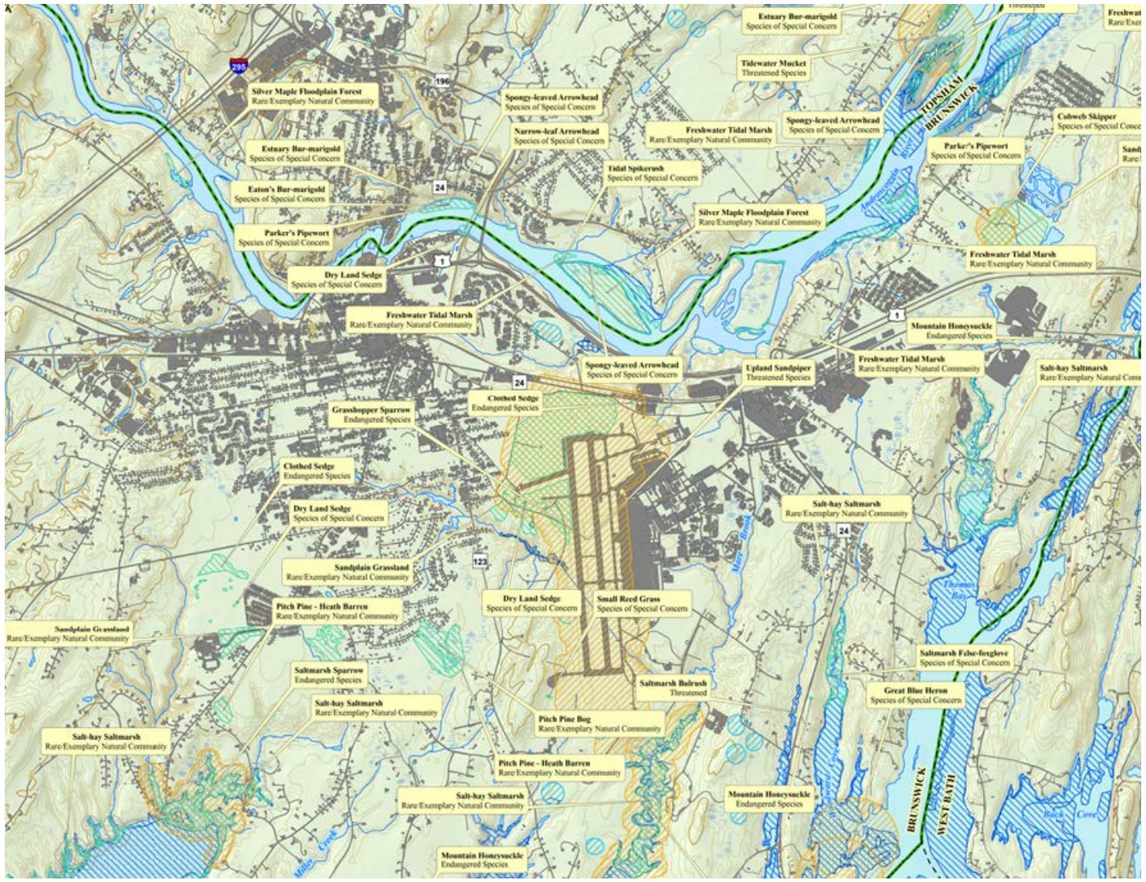
REGIONAL COORDINATION

Both Maine Coast Heritage Trust and the Brunswick-Topsham Land Trust are critical partners for local land conservation projects. Maine

Coast Heritage Trust (MCHT) works to conserve coastal land and islands under a set of identified priorities (including scenic beauty, ecological value, recreational opportunities, and cultural heritage/ community wellbeing). MCHT is the owner of Woodward Point Preserve, an 87.5-acre preserve which also features a water access point maintained by the Town. The BTLT manages more than 1900 acres of open space within Brunswick, providing space for trails and outdoor recreation as well as providing for the protection of critical natural areas.

Government entities, including the Maine Department of Inland Fisheries and Wildlife (owner of Wharton Point, Gamble Marsh, and the Mere Point Boat Launch) and the US Fish and Wildlife Service, provide significant resources for local land conservation projects. The Casco Bay Estuary Partnership and Friends of Casco Bay play important roles in assisting with town water quality protection efforts, habitat restoration, and public outreach.

Below:
From Beginning with Habitat, High Value Plant and Animal Habitats (Brunswick - Primary Map 2, partial).



#9 — Marine Resources

OVERVIEW

Brunswick is bounded on three sides by water—the Androscoggin River to the north (21 miles of river frontage), New Meadows River to the east (19.1 miles of river frontage), and Northern Casco Bay to the south (41.7 miles of coastline). The community has a rich waterfront history, from the mills and parks along the banks of the Androscoggin River to the historic shipbuilding in Middle Bay to the plentiful shellfish harvesting and emerging aquaculture industry that exists today. The Town's coast and waterfront vary greatly in character, and in a broad sense include: steep coastal bluffs, expansive mudflats, shallow and deep waters, tidal estuaries, impoundments, and riverine and tidal freshwater river conditions. These waterbodies support a wide range of recreation, economic activity, and wildlife habitat. Preserving the viability of these marine water resources is vitally important to Brunswick's cultural heritage and economy.

COASTAL MARINE RESOURCES

Brunswick has jurisdiction over approximately 3,900 acres of Northern Casco Bay, of which approximately 41% (1,600 acres) is intertidal, 37% (1,450 acres) is shallow water, and 22% (850 acres) is deep water. See Map 3: Water Quality & Watersheds in Part 1 of this plan.

Maquoit Bay, Mere Point Bay, Middle Bay, Harpswell Sound

Brunswick's tidal bays are shallow with extensive mudflats, which make some of the best shellfishing beds in the state of Maine. The majority of Brunswick's marine shoreline is characterized by low gradient saltmarsh frontage, extensive intertidal mudflats, and steep Presumpscot formation bluffs. This is unique to this area of the Maine coast, which is famously quite rocky. Nearly half of the coastal areas in Brunswick have been identified as focus areas of statewide ecological significance due to their rich intertidal communities that support invertebrate diversity, which in turn fuels annual shorebirds, wading birds, and waterfowl migrations.

Freshwater flows to the bays by way of numerous streams and intermittent drainages, many of which have headwaters located in the town's current growth zone. See Map 3: Water Quality & Watersheds in Part 1 of this plan. Small creeks (such as the Bunganuc Stream, Great Gully Brook, Booker Stream (Rossmore Rd.), Miller Creek) provide spawning habitat for rainbow smelt and other sea- run fish. Eelgrass beds in this region have historically been among the most extensive in Maine. The marshlands at the head of Harpswell Cove are fed by Mare Brook, an impaired stream that bisects the most densely populated areas in Brunswick.

The Bays' future health is balanced between natural forces and the Town's management choices. Natural erosion is one essential dynamic for maintaining the health of intertidal mudflats and salt marsh communities.

The New Meadows River

The New Meadows forms the Town's eastern boundary with West Bath and Harpswell. This system of a tidal estuary is referred to as a river; however, the New Meadows functions more as an embayment because there is no substantial surface freshwater input. There are two impoundments situated in the upper reaches, which are restricted by US Route 1 and the Old Bath Road. Collectively, they are referred to as New Meadows Lake. The New Meadows system

is approximately 19.1 miles long and is bordered primarily by residential homes with sporadic commercial working waterfront development (including a marina, lobster wharfs, and several shellfish aquaculture operations). The accompanying watershed, estimated at approximately 23 square miles, falls within two counties with the western shore being in Cumberland County, the eastern shore in Sagadahoc County. The watershed covers areas in five municipalities - the City of Bath to the north, Brunswick and Harpswell to the west, and West Bath and Phippsburg to the east. All but the City of Bath have shoreline on the New Meadows.

The New Meadows impoundment (New Meadows Lake) was separated from the rest of the New Meadows River with the construction of a causeway by the Department of Defense, which replaced a former pile-supported bridge. Completed in 1940, the causeway was seen at the time as the cheapest way to transport heavy shipbuilding materials to Bath for the construction of naval vessels. The causeway was set at the high tide line, thereby cutting off almost all tidal action to the upper portion of the once-tidal inlet. Prior to construction, a deep channel allowed navigation up to what is now US Route 1 at all tides. The Lake has a drainage area of only 1.6 square miles in both Brunswick and West Bath. Its maximum depth is 30 feet, but most of the lake is considerably shallower. Within a tidal cycle, there is a 7 percent exchange of New Meadows Lake volume. Without a full flow natural tidal exchange, the "lake" has become highly nutrified, resulting in low oxygen zones in deeper portions and is currently identified as one of the most impaired water bodies in Casco Bay. Despite these challenges, New Meadows impoundment (New Meadows Lake) hosts a thriving quahog fishery. North of a second impoundment (Old Bath Road) is a 91-acre saltwater marsh.

Since the late 1990's there has been interest and discussion about removing the Bath Road restriction. In 2002, a report was prepared for the Town's New Meadows River Watershed Project Steering Committee about the state of the river. Further study and a strategic plan led to the completing of the New Meadows River Watershed Management Plan in 2004 which provided a comprehensive set of actions to protect, improve and maintain the vitality of the ecological and economic resources of the river and its watershed. More recent developments include:

- 2007 - Modeling was done in consideration of removing the Bath Road restriction.
- 2017 - there was a Federal Financial Interest Determination conducted.
- 2019 - There was confirmation and interest in removing the restriction both by the Town of Brunswick and at the federal level, and a feasibility study had begun which was soon halted by the COVID-19 Epidemic.
- Recently, the Army Corps of Engineers has reached out to explore the possibility of restarting the feasibility study.

The New Meadows River is home to Thomas Point Beach, the community's only shoreside private campground. Recently, due to increased storm surges, the man-made beaches from the 1950s are eroding, causing park owners to be concerned about future beaching activities.

In recent years, the New Meadows River has become known for oyster farming, boasting several small oyster farms dotting the shoreline. These enterprises have created a new economic dynamic in the Town's economy.

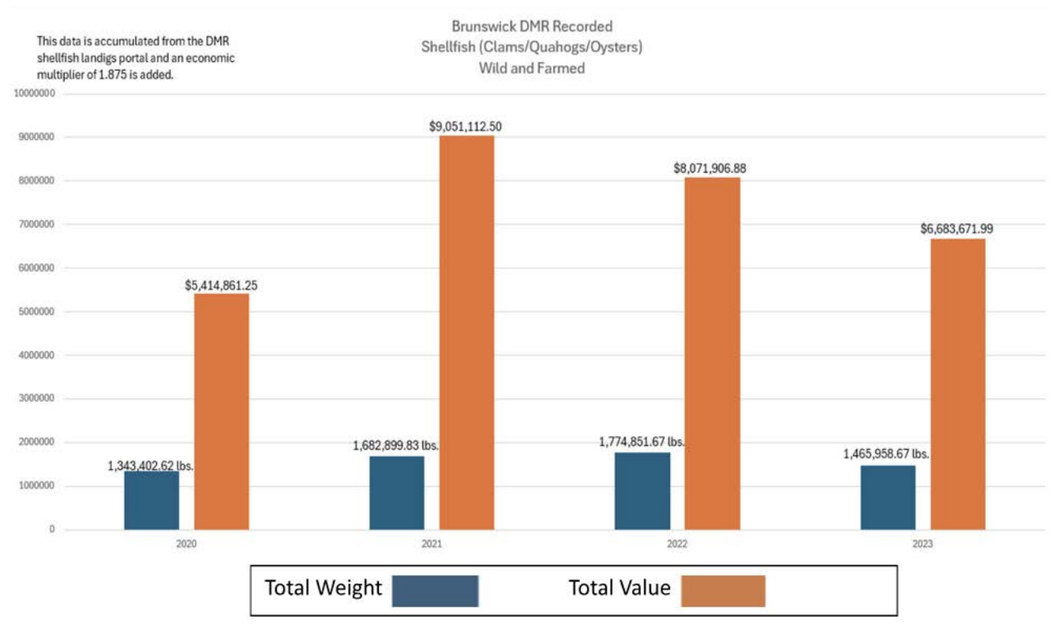
COMMERCIAL IMPORTANCE OF MARINE RESOURCES

Brunswick's coastal marine setting has offered a viable and sustained resource from Indigenous Peoples' occupation of the region through to today's commercial harvesters. Marine harvests are an essential component of the local economy. In 2020, the Gulf of Maine Research Institute reported to the town the local shellfishing industry contributed to over 212 jobs and 11.1 million dollars in 2019 and 8.7 million dollars in 2020.

Shellfish Harvesting and Aquaculture

Traditional shellfish harvesting and shellfish aquaculture dominate Brunswick's marine resource industry. The coastal flats are a highly managed and productive resource. This is due to propogation programs of softshell clams and quahogs as well as abatement measures to control invasive predators. Since 2016, there has been an increasing number of aquaculture operations. Wild-caught and farmed shellfish sales are an important contributor to Brunswick's local economy by nurturing other businesses such as restaurants, dealers, and marine suppliers. The workforce is dominated by residents who live, shop, and recreate within the town. Shellfish harvesters have been a long-serving component to the community's cultural heritage. Brunswick is one of the top five producers in the State of soft-shell clams, and the top producer of quahogs.

According to the Town of Brunswick Shellfish Survey Report from 2021, shellfish crop projections for the 2022-2023 harvest season were 1.37 million pounds of soft shell clams and 9.7 million pieces of quahogs. Between 2008 and 2016 softshell harvests were initially predominant, but quahog harvests increased after 2015. The Town adopted quahog management strategies in 2016, a report was produced that laid out how quahog



population surveys are conducted that is now used for management of the resource. From 2020 to 2023 the harvest has remained relatively consistent while market value has varied.

The number of commercial shellfish licenses available annually is set by the Town's Marine Resources Committee, in consultation with the State's regional Marine Resource Biologist and based on shellfish population surveys and data concerning resource capabilities. From 2018 to 2024, the number of shellfish licenses issued by the Town of Brunswick has been consistent.

Commercial Fishing Regulated by Maine Department of Marine Resources (DMR)

There are no statistics available for the total amount of DMR-regulated fisheries that are annually harvested from Brunswick's waters, although seasonal commercial Pogy (Menhaden) harvests occur in Maquoit, Mere Point, & Middle Bays, as well as the new meadows river. The number of licenses issued by the Department of Marine Resources in 2018 to Brunswick residents totaled 113 licenses, 94 for lobster and crab, 15 for commercial fishing, and 4 for scalloping (including dragging and diving). The number of Brunswick residents with licenses issued by DMR has decreased from 1989 numbers. That year, a total of 254 DMR licenses were issued, 137 for lobster and crab, 93 for commercial fishing, and 24 for scalloping. Whereas the number of locally regulated shellfish licenses has slightly increased, other commercial licenses (DMR issued) have decreased. This is attributed to a decline in fishing stock, regulations reducing catch limits, and a reduction in the number of licenses issued. Additionally, there are seven shellfish aquaculture leases and 42 Shellfish and Seaweed Aquaculture licenses (LPA's) in Brunswick.

Netting Elvers has been an active commercial fishery since the 1990's. Fishers take advantage of the town's tidal creeks in the spring run. Other than occasional Pogy (Menhaden) purse seining in Middle Bay and other areas throughout the town, finfish fisheries in Brunswick waters are largely limited to recreational pursuits.

PUBLIC IMPORTANCE OF MARINE RESOURCES

Brunswick's coastal shoreline offers a variety of water-dependent uses from recreational activities to scenic opportunities.

Access to Shore and Water

Over the years, Brunswick has steadily worked to increase the number of public access points to the town's waterways, despite this goal frequently being an uphill battle with rising coastal property prices and neighborhood opposition to public uses. However, through cooperative initiatives between the Town of Brunswick, Brunswick-Topsham Land Trust, Maine Coast Heritage Trust, and Maine Department of Inland Fisheries and Wildlife, significant coastal land parcels have been preserved for public use. These provide shoreline hiking, bird watching, and other passive recreational pursuits. They are:

Maquoit Bay

- Maquoit Bay Conserved Land, 124 acres
- Gamble Marsh (i.e. Maquoit Marsh), 19.5 acres

Middle Bay

- Skolfield Preserve, 8.4 acres

Harpswell Cove

- Kate Furbish Preserve, 890 acres

New Meadows River

- Lower Coombs Island, 23 acres
- Woodward Point Preserve, 87 acres
- Woodward Cove, 18 acres

The quiet tidal waters along the Brunswick coastline are popular with sea kayakers. Simpson's Point and Barnes Landing on Middle Bay, as well as Woodward Point Preserve, offer hand-carry craft access to the water. Trailerable craft launch sites include Maquoit Landing (high water only), Mere Point Boat Launch (all tide), Princes Point (1/2 tide only), and Sawyer Park (all tide). In March of 2021, the Town Council approved an expenditure of $355,000 to improve access and parking at Simpsons Point.

In addition, two local marinas offer private launch services. Paul's Marina on Mere Point also offers a mooring field, a small chandler, and pump-out service. New Meadows Marina at the head of the river also offers dockage, marine supplies, and service.

Deep water access is only available on the upper New Meadows River and the east side of Mere Point. Because of the hard tidal flow, bottom silting in these areas has not been an issue. To date, formal conversations around dredging in coastal waters have not been documented in planning efforts in Brunswick.

Scenic Assets

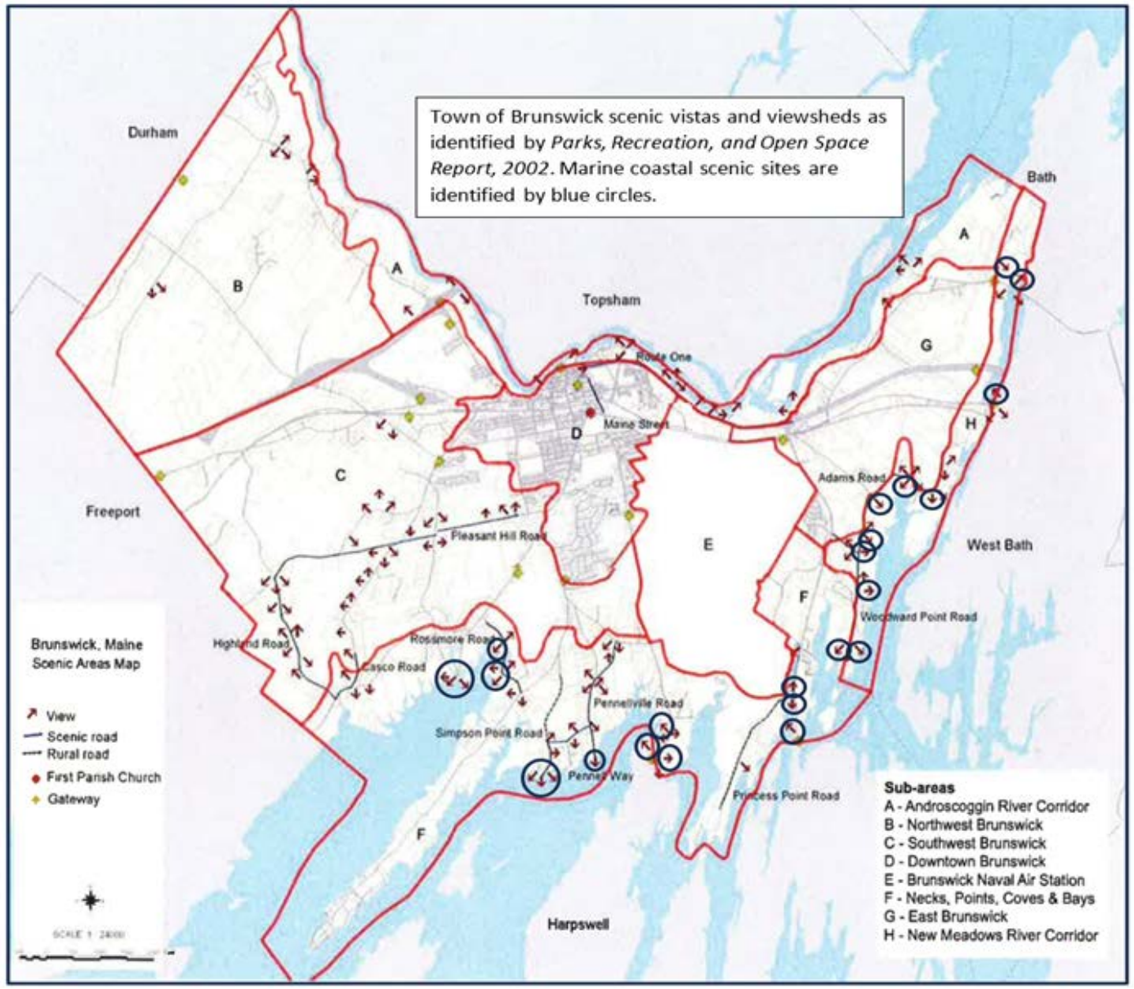
Despite having a long coastline at the head of Casco Bay, there are relatively few open marine vistas or viewsheds. Those are identified in the Parks, Recreation, and Open Space Task Force Report of 2002. It is notable that the report does not recognize various notable viewsheds along the coastal region in Brunswick. The Brunswick Zoning Ordinance provides the only protections for identified scenic areas, including these references:

- The Rural Farm and Forest (RF), Rural Residential (RR), and the Rural Protection 1 and 2 (RP1 and RP2) Zoning Districts all cite the protection of, "natural and scenic resources, including wetlands, unfragmented wildlife habitats, and scenic roads" as reasons for the regulations established in each district. Similarly, the Rural Mixed Use (RM) Districts established supplemental standards, "to protect the area's natural resources and scenic values, minimizing disturbance of existing features and vegetation during development."

- Scenic assets are one of the criteria that can be included within the protected conservation lands required for approval of an Open Space Development.

- Section 4.3.3.B.(1) states that developments within Scenic Areas identified within the 2002 plan are required to: maintain an existing vegetated buffer of at least 25 feet along existing roads/rights-of-way except where doing so conflicts with the protection of other protected natural resources. The buffers may be broken only for driveways, streets, and stormwater infrastructure where it is impracticable to locate them elsewhere.

The Ordinance has done little to maintain scenic assets. Most of the vistas are on private property and apply only if permitting from the Planning Department is required. Changes that have occurred are largely due to the natural growth of vegetation that has altered or eliminated some scenic resources. Some owners are unaware of the scenic designation of their property.



THREATS TO MARINE RESOURCES AND MEASURES TAKEN

Brunswick's highly valued marine resources require diligent oversight. Natural forces, inadequate land use policy, and flawed resource management can lead to severe damage to this fragile asset.

Shellfish Management

In order to prevent overfishing and to promote the health of the shellfish resource, Brunswick has undertaken several measures. These actions include the approval and/or revision of several different ordinances and policies described below.

- In 2009, the Marine Resources Committee (MRC) recommended amendments to the shellfish ordinance to provide more efficient management and strengthen enforcement. The amendments took the responsibility of opening and closing the flats from the Town Council and gave it to the MRC (with input from qualified biologists and other professionals).

- In 2013, the Town partnered with Maine Coast Heritage Trust (MCHT) and the Brunswick-Topsham Land Trust (BTLT) to apply for a grant to purchase a 23-acre property near Woodward Cove to allow for public access for shellfish harvesters.

- In April 2013, the Town approved the creation of a bushel shellfish license for individuals 60 years of age or older and who previously held a commercial license for the last ten (10) consecutive years, or held a bushel license in the prior year, to harvest one (1) bushel (4 pecks / 32 quarts) of soft- shell clams and one (1) bushel of quahogs per day.

- In January 2014, the Town adopted its Harbor Management Plan, which recommended the creation of a River and Waters Commission to focus on general waterfront issues such as access, moorings, and wharf applications so that the MRC could focus on specific commercial resource issues, mainly shellfish management.

- In April 2014, the Town Council unanimously voted to support MRC's effort to strengthen commercial shellfish harvester conservation efforts by increasing the conservation credit points required for commercial harvesters from ten (10) to twenty (20) per year and adding harvester diversity by reintroducing and working to develop methods to propagate oysters, hard clams (quahogs), and razor clams.

- In 2016, the Town, led by MRC and the Coastal Resource Manager, amended the shellfish ordinance to include local aquaculture licensing decision and siting criteria within the Town's jurisdiction, which ultimately helps in juvenile shellfish distribution throughout the public shellfish growing areas. Considering issues such as climate change, nitrogen runoff, ocean acidification, predation, and species changes, etc., that affect and continue to affect the Town's local shellfish production, aquaculture is seen as a valuable tool to help the Town's local shellfish industry.

- In 2018, the town created the coastal resource office, which is staffed by a manager and technician. The office has oversight of the Town Shellfish Management Plan, as well as development review that impacts the coastal wetlands and the resource therein.

- In 2019, the Town defined two areas (Mere Point Boat Launch & Gurnet Straits) as floating shellfish nursery areas. Quahog seed (2mm) are purchased from a hatchery and floated on the surface in bags and raised to a plantable size. They are then planted by shellfishers in the fall.

- In 2024, the town installed a shore powered shellfish upweller in cooperation with the owners of Gurnet village, where quahogs and softshell clams are nursed up to plantable size by town staff and provided to shellfishers to plant.

- In 2020, the Town strengthened the existing student commercial licensing program by instituting an enhanced commercial license transition process based on years enrolled in the student program.

Water Quality Monitoring

Water quality in the community is monitored in a couple of different ways. The Town's Coastal Resource Office or other designated staff currently collects water quality samples which are then analyzed by the Department of Marine Resources for fecal coliform classification under the Molluscan Shellfish Growing Area Classification Program through the National Shellfish Sanitation Program, a federal/state cooperative through the U.S. Food and Drug Administration (FDA) and the Interstate Shellfish Sanitation Conference (ISSC). This water quality testing is specific to shellfish growing conditions. The data from the samples collected has demonstrated an overall improvement for shellfish growing conditions since 2008, which has allowed the Marine Resources Committee to reopen some of the previously closed clam flats (such as Woodward Cove in 2011). However, in the summer of 2023, fecal coliform had recently been found in Harpswell Cove (east of Gurnet Road). Landowners were notified, and further efforts are underway to identify potential point sources of pollution.

Although site-specific, the Town acquires some knowledge of existing water quality from proposed developments subject to Section 4.3.7 – Groundwater of the Zoning Ordinance, as applicants may be required to document existing water conditions and to establish a monitoring system, accessible to the Town, to measure post-development levels of impact. Furthermore, Section 4.3.8 – Surface Waters, Wetlands, and Marine Resources of the Zoning Ordinance allows for a review authority (the Planning Board or Planning Department staff) to consider and/or request reports or statements from qualified wetland scientists, hydrogeologists, the Maine Department of Environmental Protection, the Maine Department of Marine Resources, or other agents that evaluate the impact of development on surface waters or wetlands.

Friends of Casco Bay, a non-profit formed in 1989 after a report entitled "Troubled Waters" labeled Casco Bay as one of the most polluted estuaries in the nation, monitors water quality seasonally (taking samples every three weeks from May through October) at the Mere Point Boat Launch. Friends of Casco Bay measure a variety of parameters of water quality, including temperature, salinity, dissolved oxygen, pH, and chlorophyll fluorescence (a measure that provides an estimate of phytoplankton abundance).

In addition, water quality testing specific to the Mare Brook Watershed) occurred in 2016 and in 2020-2021 as part of the Mare Brook Watershed Assessment and Community Engagement Project, which was funded in part through the Maine Department of Marine Resources' Coastal Communities Planning Grant program. Head of tide is located downstream of the junction of Mare Brook and Merriconeag Stream near Liberty Crossing, where it becomes part of the Harpswell Cove estuary in Upper Harpswell Neck.

Bunganuc Brook, Maquoit Brook, Booker Stream and Booker Pond from the Rossmore Road pond are the major freshwater inputs to Maquoit Bay. In July and August of 2022, a variety of factors (e.g., extreme heat, heavy rainfall, and the possible presence of lawn fertilizers and pesticides that would have runoff into the bays) contributed to the death of more than four acres of soft shell clams in Brunswick, the first significant shellfish mortality event since 2017. This will likely be a recurring threat as a result of climate change and the unregulated control of groundwater toxins. In 2025 the coastal resource office instituted stream sampling in the Maquoit Bay Watershed. The offices monitors for elevated levels of bacteria. Samples are analyzed by the Brunswick Sewer District, and the results allow for better monitored non-point source pollution influences to the marine waters.

The Town can contribute to reducing the scale of the issue by limiting the use of nitrogen- rich fertilizers and pesticides, which rains carry from lawns into the freshwater streams and down to the ocean (similar to the Ordinance adopted by the Town over a decade ago prohibiting the use of certain pesticides on Town-owned land). While the 4 acres affected by the 2022 event make up only about 0.5% of Brunswick's approximately 750 productive acres of mudflats, further degradation could lead to other environmental casualties and the loss of the rest of the shellfish, fish, and waterfowl that make up the rich ecosystem of Brunswick's waters. Another factor is the composition of the upland geology within the watersheds that fed the bays. With beds of sand underlain by marine clay, as well as steep ravines, these watersheds contribute intermittently to over-nutrification of the bays.

Since the 1990s, Brunswick has actively attempted to balance residential growth in its marine watersheds with long-term protection of the bays. Actions have included lowering residential density,



Shoreline Conservation Project at Maquoit Bay using oyster shells in coir fabric bags along with tree runners.

Photo: https://www.maine.gov/dacf/mgs/explore/marine/living-shorelines/

attempting to regulate septic maintenance, and increasing required buffers from water resources.

In 2023, the Town Council authorized the formation of the Maquoit Bay Water Quality Task Force, charged with "...evaluating the water quality impacts associated with existing and future land uses in the watershed, and developing water quality loading models to assess present and future loadings of nitrogen and fecal coliforms."

Eel Grass Restoration and Shoreline Stabilization

Since the prohibition on dredging in Maquoit Bay in the 1980s, the town has consistently collaborated with the Department of Environmental Protection, Department of Marine Resources, and area fishers to address eel grass declines. This work has included boater education aimed at avoiding propeller wash and clipping in existing eel grass beds, promotion of helix moorings to minimize scour, and prohibitions of certain activities in eel grass beds.

The Town recently participated in the Maine Coastal Program (MCP) and the Maine Geological Survey's (MGS) project (funded through a Coastal Resilience Grant from the National Oceanic and Atmospheric Administration (NOAA)) to design, construct, and monitor living shoreline projects in Maine. A living shoreline is defined by NOAA as "a protected, stabilized coastal edge made of natural materials such as plants, sand, or rock." The living shoreline project seeks to develop natural Best Management Practices (BMPs) that sustain geological and ecological systems by restoring or enhancing natural functions and values through shoreline erosion management as opposed to traditional shoreline erosion measures such as riprap or structures like retaining walls or bulkheads.

Two Town sites, Wharton Point and the Maquoit Conservation Land, were selected for living shoreline demonstration projects. The Wharton Point demonstration project consists of recycled oyster shells placed in two (2) different types of bags, with one bag being biodegradable and the other being a new synthetic product. The results from the different types of bags will be compared to determine which is optimal for slowing erosion as well as surviving the harsh climate. The Maquoit Conservation Land demonstration project also compares the two (2) different types of oyster shell bags but includes ten-to-twelve-foot (10-12') hardwood tree trunks that create a ramp for ice to ride up and over the demonstration project during the winter months. The demonstration projects were installed in 2020 and will be in place for several years for continued monitoring.

Green Crab Infestation

European green crab activity in 2012 and 2013 caused the destruction of many of the intertidal areas in Brunswick, impacting shorebird, wading bird and shellfish habitat. The town, in partnership with Resource Access International, the New Meadows Watershed Partnership, and the Casco Bay Estuary Partnership, conducted a project to remove the invasive green crab populations by setting up predator fencing and traps in Buttermilk and Woodward Coves. Green crab populations were targeted, temperature data loggers were deployed throughout the season, and shellfish surveys were conducted to provide information on impacts to shellfish populations and recovery. The project was completed in May 2015. Since 2019, the Coastal Resource Office has been monitoring green crab densities and populations using strategically located crab traps in the four different coastal regions in Brunswick.

Local Zoning & Coastal Land Use

All of the Town's coastal properties are located within the Rural Protection Zoning Districts (either RP1 or, further upstream of the New Meadows River, RP2). The Rural Protection (RP) districts apply to coastal watersheds in Rural Areas where environmental systems are preserved and rural resources, including active and productive natural resource based uses (particularly those that rely on the coastal waters), are maintained. District regulations are intended to manage land use and development in an effort to protect coastal embayments from the potential impact of stormwater runoff, nutrient loading, and other nonpoint source pollution by limiting impervious surfaces, enhancing stormwater management, ensuring maintenance of subsurface wastewater disposal systems, and managing lawn maintenance and agricultural practices. Standards within these zoning districts are also intended to ensure that any development or intensive use maintains rural character and protects natural and scenic resources, including wetlands, unfragmented wildlife habitats, and scenic roads. The districts accommodate marine activities, water dependent uses, agriculture, and forestry activities. In addition to very low density residential development (encouraging open space subdivisions as the preferred form of development), low intensity businesses and other nonresidential development that support or are based on rural and natural resource based uses.

Within the RP Zoning Districts, many commercial uses (excluding marine activities) are either not allowed or are only allowed as conditional uses (with prior approval by the Planning Board). Marine Activity is permitted by right (without additional review by the Planning Board), so long as supplemental use standards as outlined in 3.4.1.S of the Zoning Ordinance are demonstrated to have been met. These supplemental use standards include standards requiring Harbormaster review of applications for docks or wharves and ensuring that proposed activities or construction will not adversely affect fisheries, spawning areas, or other wildlife.

Properties along the coast are also within the Shoreland Protection Overlay (SPO) Zone or its subdistricts. This overlay applies to all land areas within 250 feet, horizontal distance, of the normal high water line of any river; within 250 feet, horizontal distance, of the upland edge of a coastal wetland, including all areas affected by tidal action; within 250 feet of the upland edge of a freshwater wetland; and all land areas within 75 feet, horizontal distance of the edge of a tributary stream. Additional requirements (those of the Resource Protection Sub-District, or SPO Resource Protection Sub District (SPO-RP)) apply within floodplains along rivers and floodplains along artificially formed great ponds along rivers, defined by the 100 year floodplain as designated on the Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps or Flood Hazard Boundary Maps, or the flood of record, or in



the absence of these, by soil types identified as recent floodplain soils. This district also includes 100-year floodplains adjacent to tidal waters as shown on FEMA's Flood Insurance Rate Maps or Flood Hazard Boundary Maps.

Overlay districts are applied over base zoning districts, and regulations for overlay districts supplement or supersede the provisions of the underlying base zoning district(s). If regulations for an overlay district directly conflict with those for the underlying base zoning district, the overlay district regulations prevail. All new principal and accessory structures, excluding functionally water dependent uses, must be located outside of any SPO RP project. This means that functionally water-dependent uses are given greater leeway (i.e., fewer restrictions) on building than residential or other uses in this area. Many seasonal cottages along the coast have been turned into year-round homes, with additional homes being built on vacant land. Moorings have become more coveted as access to tidal waters has made coastal properties in the town more attractive; as a result, the Town recognized the need to enhance the existing regulations around moorings. In 2014, the Brunswick Town Council adopted the Town's first Harbor Management Plan, which set out to address the need for effective management of the Town's coastal and navigable waters. The plan is used as a guidance document and a tool for the Town's Shellfish Committee (formerly known as the Marine Resources Committee before early 2025) and Rivers and Coastal Waters Commission. After adoption of the plan, the Rivers and Coastal Waters Commission created an updated set of mooring regulations that set annual permits and inspection requirements, as well as instituting annual renewal fees.

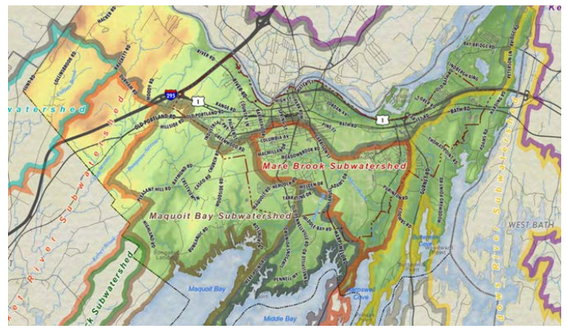
Harbor Area		Total (acre)	Intertidal (%, acre)	Shallow (%, acre)	Deep (%, acre)
1	Maquoit Bay	1,570	32% (510)	39% (610)	29% (450)
2	Merepoint Bay	420	38% (160)	22% (90)	40% (170)
3	Middle Bay	640	56% (360)	41% (260)	3% (20)
4	Harpswell Sound	410	69% (280)	24% (100)	7% (30)
5	New Meadows River	830	33% (270)	45% (370)	22% (180)
	Total Coastal	**3,900**	**41% (1,600)**	**37% (1,450)**	**22% (850)**
6	Androscoggin River	1,050	---	---	---
	Tidal	810	300 (37%)	460 (57%)	50 (6%)
	Non-Tidal	240	---	---	---

Source: Town of Brunswick Harbor Management Plan (January 2014)

Coastal Land Use Mix

Brunswick has a limited amount of deep water, more than half of which is located in southern Maquoit Bay, with the remainder mainly located in Merepoint Bay, and along the length of the New Meadows River (see table below).

As a result, even though water and water-dependent land uses are allowed (either expressly or through conditional use review) in most of Brunswick's zoning districts, activities dependent on deep water have focused in these areas. The two commercial marinas in Brunswick are located in Merepoint Bay (Paul's Marina), and the New Meadows River (New Meadows Marina). That said, the majority of coastal frontage in Brunswick is represented by either private residential uses or conserved lands. Based on analysis contained in the 2014 Harbor Management plan, approximately 39% of the Casco Bay coastline and 45% of the Androscoggin River shoreline represent conserved open space in some form. This number has grown following the acquisition of additional acreage of coastal conservation land by both the Town and the Brunswick-Topsham Land Trust. Commercially developed waterfront is limited to only a handful of sites in the Town.



#10 — Historic & Archaeological Resources

OVERVIEW

Throughout history, settlements have been established in locations where the land and the water meet. Rivers provided wildlife habitats, facilitated transportation, and later powered industry. The coast provided a rich diversity of foods and access to faraway markets. Brunswick's development history is closely tied to its water resources—both freshwater and saltwater—which are the blessings of abundance in the mid-coast region.

Brunswick's indigenous heritage can be traced back 8,500 years to the Middle Archaic cultural phase. For thousands of years, descendant communities traveled the town's extensive coastal shore, river waterways, and overland portages to find the rich resources that sustained their communities. The Pejepscot region, the Indigenous Peoples' name for the region of land around the last rapids of the Androscoggin River, offered an abundant seasonal bounty during the spring fish runs. Shores of the Androscoggin, Mere Point area, and the New Meadows region served as locations for seasonal villages. These areas hold the story of the first people to live in the Pejepscot region. By the time of the arrival of early Europeans, the local indigenous population had been significantly reduced by a series of plagues as well as intertribal warfare. However, the story of their presence can be traced by the settlement sites, burial grounds, and the artifacts they left behind.



Fort George was named for the English King George I

Brunswick is at the center of the Pejepscot region. The early Europeans who arrived in the area found the natural resources plentiful and followed settlement patterns similar to those of the Indigenous peoples. Starting in 1628 with the arrival of Thomas Purchase, Pejepscot served as a hub for trade and transportation to early neighboring communities. The initial period of mutual cooperative habitation between settlers and Indigenous People was followed by a series of regional and European conflicts that led to warfare for local control of the land. Pejepscot Fort (now the site of Fort Andross Mill Complex) was constructed along the falls by Massachusetts authorities in 1688 in order to fortify the area against the Wabanaki, who were aligned with France during King William's War (1688-1697). This fort was subsequently abandoned, and the settlers were driven out.

In 1714, a group of Massachusetts investors known as the Pejepscot Proprietors purchased earlier land titles and drafted plans for a new town named Brunswick. Early settlers to this town included several Ulster-Scot immigrants whose descendants are still part of the fabric of the community. Fort George was built in 1715 to replace Pejepscot Fort. This second Fort became the center of community life. It was founded during a tumultuous era where periods of peace were followed by periods of conflict. In times of peace, Fort George served as a trading post; in times of war, it served as a garrison for the Colonial militia. Throughout this era, the population of settlers steadily increased. A meetinghouse was built in 1735 "midway between the fort and Maquoit"



Sawmills and Tenement Houses on the Androscoggin where "250 Anniversary Park" is today.
Photo Courtesy of Pejepscot History Center

on Maine Street adjacent to the Old First Parish Church Burying Ground. In 1739, Brunswick was recognized by the Massachusetts General Court as an incorporated town.

By the time of the Revolutionary War, the Town experienced a new era of prosperity. Harnessing the turbulent waters of the Androscoggin through a series of dams gave rise to a number of sawmills and gristmills. In 1820, there were 25 sawmills situated along the falls. While the gristmills provided sustenance for the growing local population, the sawmills provided an export product on which to build a local economy.

A second phase of commercial growth In the middle of the 19th century saw several cotton and wool mills constructed in the area where Pejepscot Fort and Fort George previously stood. This included the Cabot Mill, which manufactured cotton cloth. Hundreds of French-Canadian families traveled south, many of them settling in Brunswick to work in the mills. Around the Cabot Mill tenements were built to house the French speaking newcomers. A French enclave developed in that area with a distinct cultural identity. Other arriving French-Canadians chose to settle in the town's rural areas and carry on the agricultural traditions they had honed in Quebec.

The arrival of steam rail service in June of 1849 provided a boost to manufacturing. Bales of cotton from southern states could be quickly and reliably shipped to Brunswick. Cloth manufacturing



Brunswick passenger rail service remained in operation until the early 1950s
Photo Courtesy of Pejepscot History Center

in Brunswick continued until the 1950s. Throughout the era where rail operated as the primary means of transportation, Brunswick served as a vital regional transportation hub allowing trains arriving from Portland and Boston to continue on an Androscoggin route through Lewiston, a Kennebec route through Augusta, or a coastal route to Rockland. In 2012 passenger rail service to Boston returned through an extension of the Amtrak network.

Blessed with a long and protected coastline, 19th Century shipbuilding flourished with an initial focus on 'coastal' schooners that led to an era of constructing majestic seafaring square-rigged vessels. Master builders from the Given, Pennell, Skolfield, and Humphreys' families built towering ships that brought goods to distant world ports.

An early act by the Pejepscot Proprietors profoundly shaped Brunswick's future. In 1719, the Proprietors "granted one thousand acres of land to ly in general comonage..." to be used for the benefit of the citizens of the town. This Town Common is one of the first public conserved lands established in Maine and was an early example of urban planning in the state. Over time, pieces of the property have been repurposed for other uses (most notably by the U.S. Navy in order to build the former Naval Air Station and by Bowdoin College).

In 1794, Massachusetts authorities were looking for a site to establish a college within the



Bowdoin College Quad with King's Chapel to the right c. 1890
Photo Courtesy of Pejepscot History Center

District of Maine. Brunswick was chosen when land for the campus was offered by local landowners and town fathers. They agreed to deed 200 acres from the Town Commons for the support of the college.

Bowdoin's influence on the community has been significant. Graduates have been national leaders in shaping our nation's literary, political, business, and scientific frontiers. Bowdoin College has served as an educational and cultural beacon for the Brunswick community.

The development of Naval Air Station Brunswick (NASB) was another major component shaping Brunswick's history. The approximately 3,200-acre station was built on land that was previously a major part of the Town Common and donated to the Navy by the Town of Brunswick and Bowdoin College at the outbreak of World War II. The Town had previously been using this land to operate a small, municipal airport that was originally established in 1935. The civilian airport would become the core of Naval Air Station Brunswick. During World War II, pilots from the United Kingdom and across the United States were trained at the Naval Air Station. While the base closed briefly in 1948 after World War II ended, the onset of the Cold



Squadron of British Pilots After Completing Training at Naval Air Station Brunswick During World War *II*
Photo Courtesy of Pejepscot History Center

War prompted its reopening in 1951 to carry out anti-submarine warfare missions. By the end of the 1950s, Brunswick's population had nearly doubled (from 8,656 in 1940 to 15,797 in 1960), much of this was attributed to military personnel living within the community.

The base was slated for closure in 2005, and the last squadron left in November 2009. The Midcoast Region Redevelopment Authority (MRRA), working with Town officials, continues to manage how best to utilize the significant available infrastructure and acreage as it transitions from military to civilian use.

ARCHITECTURAL HERITAGE

Brunswick's architectural character, as we know it today, was primarily cultivated during a period of prosperity, thanks in part to Bowdoin College and the economic benefits of the mills along the Androscoggin River. Four individuals contributed greatly to the Town's distinctive architecture during the 19th century: Samuel Melcher III, Anthony Coombs Raymond, Richard Upjohn, and Samuel Dunning.

Though not formally trained as an architect,

Samuel Melcher III, born along the New Meadows River, served as architect of several early Bowdoin College buildings as well as many of the notable homes in Brunswick during the early 1800s. His focus was primarily on Federal architecture. Anthony Coombs Raymond (1798-1879) similarly lacked formal training but spent time as an assistant to Melcher. Between 1827 and 1840, Raymond built five churches, the Tontine Hotel (destroyed by fire in 1904), and a large cotton mill. Richard Upjohn was considered one of the most preeminent church architects of the 19th century, building churches all over New England. The First Parish, St. Paul's Episcopal, and King's Chapel at Bowdoin College were all built by Upjohn. Finally, Samuel Dunning, who also drafted plans for several locally notable homes, was the architect who designed the prominent addition to the Cabot Mill with its conspicuous battlements. The building was set at an opposing angle to the First Parish Church at the far end of downtown in order that the two structures would frame Brunswick's commercial village.

The former homes of sea captains as well as National Register of Historic Places structures such as Bowdoin's Massachusetts Hall, the First Parish Church, the Harriet Beecher Stowe House and the Androscoggin Swing Bridge speak to the diverse and vibrant historic past of the community. As early Brunswick expanded beyond the center of town adjacent to Fort George, development was haphazard and became made up of rural communities in New Meadows, Pennellville, Maquoit, and Bunganuc (described in further detail in the following sections).

HISTORIC SETTLEMENT PATTERNS

Downtown Village and Adjoining Neighborhoods



Sanborn Map of Brunswick Village, 1888
Courtesy University of Maine Digital Commons

The historic development pattern of "Brunswick Village" (the downtown area roughly bounded by Mill Street and the Androscoggin River to the north, Federal Street to the east, Bowdoin College to the south, and Stanwood Street to the west) is still evident today.

The area is home to three contiguous National Register Historic Districts, Brunswick Commercial District, Lincoln Street Historic District, and the Federal Street Historic District (which actually encapsulates buildings along Federal, School, Green, Cleveland, and Maine Streets, Park Row, Bath Road, and buildings on the Bowdoin College campus).

Homes within the Lincoln Street Historic District were built in close proximity to each other, in regular orientation and setback patterns. The vast majority of houses on the street were built within a year or two of each other, after being subdivided by the owner of the plot (Dr. Isaac Lincoln) and being sold to different owners within the span of a few months in 1843 and 1844. Buildings on Lincoln Street are still primarily residential in character. Though commercial or office uses have reused the existing structures, the residential character has been retained.

Within the Federal Street Historic District, the fronts of the majestic homes were uniformly set back twenty feet from the street. The buildings remain in good condition, with the historical development pattern still obvious. Most houses and buildings are used for their original purpose (primarily either as homes or for use by Bowdoin College), with some commercial and office buildings interspersed. Most buildings that have been added blend in or are at least appropriate additions to the district.

The prominent cultural asset within the Downtown Village is the Mall. For many years, the area of the Maine Street Mall was a bog swamp. As early as 1825, it was deemed a hazard, and a fence was constructed to keep people and animals out. In 1902, the Town took action to reclaim the area and diverted the stream feeding the marshy area, as well as to fill in the site's small pond. From then to now, the area has served as a downtown public open space and a treasured place to gather. Dedicated to improving the village of Brunswick since 1878, the Village Improvement Association (VIA) strives to make Brunswick an attractive place to live and to work by concentrating its efforts on the downtown area. Some important efforts over the years have been designing and constructing the gazebo on the Mall with lumber from Bowdoin Pines, the yearly petunia plantings on Maine Street, and the addition of trees around the Veterans Memorial at the lower mall.

Maquoit/Bunganuc

The road from the headwaters of Maquoit Bay to the Pejepscot Falls was laid out over a previously well-traveled Indian pathway. It was first constructed in 1714 and designed to be twelve rods (198 feet) wide. At Maquoit Landing, boatyards were a mainstay, as was a 750-foot wharf paralleling the shoreline at the head of the Bay. Here, firewood, lumber, and other provisions were shipped to Boston between 1790 and 1850. Brunswick's 'port of entry' was where the 12 Rod Road met Maquoit Bay until the arrival of steam-powered transportation.

In 1743, Captain William Woodside received a deed for 350 acres from the head of Maquoit Bay to Bunganuc Creek. He then deeded portions to his children. Brunswick's first sawmill and a brickyard were constructed at Bunganuc Landing. Built in the 1700s, they supplied materials for the construction of homesteads built in the area. Remains of the Bunganuc dam that supplied waterpower and a later constructed steamboat landing are still visible.

Pennellville

East of Maquoit Bay lies Middle Bay. This area was a busy shipbuilding center where more than 150 vessels were launched. The earliest ships, before 1800, were built at Middle Bay by John Given and Thomas Pennell II. The Skolfield boatyard was just over Merriconeag Neck on Harpswell Cove. Today, this area is a National Register Historic District. Recognized within the district are seven residential buildings and a former carpenter's shop, all dating from the late eighteenth to early-nineteenth centuries. The area retains its rural character, with the buildings still scattered among open fields and woods. In addition, evidence of the Pennellville shipyard still exists. The ways (the wooden rails on which ships were launched) can still be seen sitting in the bay at low tide.

New Meadows

Early maps show the Board Road byway from the New Meadows River to Pine Street extending four straight miles to the center of Town. By the 1760s, a thriving community existed here because of access to the New Meadows River. The area has experienced a diverse history, with the setting providing opportunities for agriculture, commercial trade, mining, milling, and shipbuilding. A prominent mill dam was constructed across the mouth of Howard's



Chapel of Our Savior, 1887, served a mixed race congregation within the New Meadows community
Photo Courtesy of Pejepscot History Center

Point Cove to accommodate a double sawmill and a grist mill. Nearby, coastal schooners were constructed.

A granite quarry operated for a short time at Howard's Head, but the mineral that produced the most prosperity in this area was limestone. The ridgeline paralleling the New Meadows' western shore is blessed with a number of limestone pockets. Scattered kilns throughout the area produced lime. Burnt lime was used to create mortar that served to bind stonework and bricks for building construction. The mortar bonding the stonework of Bowdoin College's King's Chapel was burned at New Meadows.

In 1793, a canal was dug from the headwaters of the New Meadows River to the Kennebec River. This was intended for small commercial craft and logs to transit the canal, providing access to resources to the upper New Meadows. An ambitious project, it proved to be impractical and financially unsuccessful.

In 1835, the City of Bath financed the construction of the Bay Bridge from East Brunswick to Topsham. The crossing was a quarter of a mile over the estuary of the Androscoggin, consisting of a low bridge made up of short spans linked together. The investment was intended to promote commerce between Bath and its neighboring Sagadahoc communities to the northwest. Proving over time to be a costly burden to maintain, Bath decided not to rebuild after the bridge was taken out in an 1896 freshet.

In the 19th Century a community of African Americans formed in the area from the west shore of the New Meadows River north to the Merrymeeting Bay shore. Made up of both free Black citizens and enslaved people of color, this was a hamlet of laborers, sailors, and farmers. Despite living in an area of poor soil, many successful farms dotted the landscape.

RECENT HISTORICAL PATTERNS OF GROWTH

In the 1940s, Brunswick saw an increase in cluster housing developments. Neighborhoods, such as Chamberlain Woods (Chamberlain Avenue and Hawthorne Street) and Merrymeeting Park (Merrymeeting Road and Riverview Drive), provided housing for families looking to settle in Brunswick. This trend continued with other housing neighborhoods such as Meadowbrook Road and Arrowhead Drive. In addition, three sizable mobile home parks (Linnhaven, Brunswick Bay, and Maplewood) were established in the 1950s to provide affordable housing. The bloom of residential neighborhoods has led to infill between the early settlement hamlets that first shaped the community.

Paralleling Brunswick's population growth in the recent historical past has been growth in commercial and retail development. Cook's Corner, once an idle crossroad, has become a viable second consumer service center to the downtown village.

With Brunswick's location at the intersection of I-295 and coastal Route 1, the town serves as a gateway North and Downeast. With a 30-minute commute to Greater Portland, Lewiston-Auburn, and Augusta, today Brunswick once again serves a hub of access to southern Maine's prominent civic and employment urban communities.

INVENTORY OF OTHER HISTORIC RESOURCES

The Town's historic assets help create a cultural fabric that shapes the community's identity and define Brunswick's unique character. These include places of remembrance, cemeteries, and archaeological sites.

Commemorative Venues

Brunswick has a long history of honoring those from the community who have served in the armed forces. At the north end of the Mall, a new Veterans Plaza was dedicated in 2020. At the south end of the Mall, a second memorial commemorates Maine volunteers who served in the Spanish-American War. By the entrance to Bowdoin College on the Upper Mall is a small park with a statue of Civil War hero, former governor of Maine, and Bowdoin College President Joshua Chamberlain. Plaques are set in the downtown sidewalks honoring the Town's literary heritage through its direct connection to some of America's greatest writers. At The Landing, there are two static aircraft displays honoring the community's past relationship with Naval aviation. Within the former Mere Point summer colony near the tip of the peninsula rests a marker memorializing U.S. Army pilots on their 1924 arrival in a 'round-the-world' flight.

Pejepscot History Center (PHC) houses an extensive local archive and object collection, offers historic colloquiums, and hosts exhibits. In addition, PHC manages two historic homes, the Skolfield-Whitter House and the Joshua Chamberlain Museum. Brunswick Naval Aviation Museum and Memorial Gardens, located on the former Naval Air Station, preserves the story of the Naval operations and serves as a gathering site for Navy veterans. Bowdoin College's Peary MacMillan Museum provides one of the nation's best collections for Arctic studies.



Naval P-3 Orion Static Display at Brunswick Landing

The Bowdoin College Museum of Art has collections relevant to local history and features an extensive collection of antiquities and works on paper.

Cemeteries

As of July 2023, there are 16 publicly accessible cemeteries in Brunswick. There are an additional 15 cemeteries that are not publicly accessible (so-called "family cemeteries"), the majority of which no longer have active burials. All cemeteries in Brunswick are privately owned (not maintained by the Town or other government entity). As noted in the Town's Parks, Recreation and Open Space plan (2002), cemeteries (especially rural cemeteries) are considered valuable scenic and historical assets of the community. A map of the Town's Cemeteries can be found in **Figure D** at the end of this chapter.

Prehistoric Indigenous Archaeological Sites

Brunswick's prehistoric sites are numerous and vulnerable. Many are located along the seacoast and freshwater tributaries. Some of the most ancient lie with sandy soils created by fluvial deposits with specific topographical attributes in close proximity. These sites are the only and most ancient record of the Town's past, yet they are fragile and highly perishable. Development, shoreline erosion, and stormwater runoff are threats that need to be managed to protect these archaeological assets.

As of November 2023, the Maine Historic Preservation Commission (MHPC) has identified 54 known prehistoric Indigenous archaeological sites located within the Town of Brunswick. These sites may be encampments, portages, work sites, or burial grounds.

In Brunswick, a high percentage of the shoreline is archaeologically sensitive (has high potential for prehistoric Indigenous archaeological sites). A Phase I archaeological survey was completed for the former Brunswick Naval Air Station property, but the area has not had a Phase II survey to determine National Register of Historic Places eligibility, per National Register eligibility requirements. A map of the Town's Archaeological Assets can be found in **Figure E** at the end of this chapter.

Historic Archaeological Sites

Brunswick's early settlement was a dispersed ribbon pattern with settlers spread out along waterways. Later, villages within the community developed, surrounded by open forest areas and scattered farms. The types of historic sites found in Brunswick include residential and industrial/commercial. Domestic historic sites include homesteads and farms. Industrial/commercial sites include mills, factories, stores, quarries, dams, brickyards, wharves, shipyards, and even a salt works.

Historic archaeological sites generally present a more physical and documentary detectable presence. Because construction was usually substantial and served long tenures, features such as cellar depressions, foundations, dams, wells, and stone walls are noticeable by pedestrian survey. Even botanical heritage can reveal a historic site.

PROTECTIONS FOR HISTORIC RESOURCES

The Town has several protections for historic resources, outlined below.

- Village Review Overlay District: The Village Review Overlay District provisions outlined in Section 2.3.9 of the Zoning Ordinance were substantially revised in 2013 for the stated purpose of protecting and preserving the architectural context and historic integrity of downtown neighborhoods (as shown on the Village Review Overlay map in **Figure F**). A Village Review Board was appointed and is tasked with classifying properties as either contributing or noncontributing. They also review Certificates of Appropriateness (COAs) for changes to both contributing and noncontributing properties that would be visible from a public way within the Village Review Overlay in accordance with the standards of Section 5.2.8.C. In addition, the Village Review Board considers applications for new construction occurring within the established Village Review Overlay. The Review Board is assisted by a set of Design Guidelines, with the latest revision adopted by the Brunswick Town Council on July 6, 2020. The Overlay roughly captures the boundaries of the Federal Street, Lincoln Street, and Brunswick Commercial National Register Historic Districts, as well as a number of additional "locally designated" properties on Pleasant, Elm, High, and Mill Streets. A map of the Village Review Overlay District can be found in **Figure F** at the end of this chapter.

- Shoreland Protection Overlay District Permits: For projects requiring a Shoreland Protection Overlay Permit (including filling and earthmoving, new construction, clearing or vegetation removal, the installation of piers/docks/wharves, and other activities outlined on Table 5.2.9.B), the review authority must make a positive finding that "the development or other land use activity will protect archaeological and historic resources as designated in the 2008 Comprehensive plan, as amended" (See Sec. 5.2.6.B). It should be noted, however, that the sites inventoried and/or mapped in the 2008 Comprehensive plan only include sites that post-date European settlement – leaving pre-historic sites vulnerable under the existing regulatory framework.

- Development Review (including Site plan and Subdivision Reviews): Applications subject to either Site plan or Subdivision Review with the Planning Board (as outlined in the applicability criteria of Sec. 4.1) are required to demonstrate that the proposed development will not have "any undue adverse effect on any historic or archeological resources." Specifically, this means that:
    1. Developments that include or are adjacent to buildings, sites, or districts listed on the National Register of Historic Places, identified by the Village Review Zone Contributing Resource Inventory, or the Brunswick Comprehensive plan as being of historical importance shall be designed in such a manner as to minimize impacts on the historic feature.
    2. When historic features to be protected include buildings, the placement and the architectural design of adjacent new structures shall be compatible with that of the historic structures.
    3. When required, Certificates of Appropriateness shall be required for new construction, alterations or additions to existing structures and demolition of structures within the Village Review Overlay prior to Planning Board consideration, in accordance with subsection 5.2.8.C(2).
    4. Developments that include or are adjacent to areas that may have archeological artifacts or resources, based on information available to the Town from the Maine Historic Preservation Commission, shall be referred to the Maine Historic Preservation Commission for evaluation, and any recommendations or information provided by that

Commission shall be considered by the Review Authority before deciding on the Development Review application.

Figure E, at the end of this chapter, contains a map of the town's archaeologically sensitive areas.

In addition to the above Ordinance provisions, on a regional level, the Pejepscot History Center (PHC) offers ongoing education programs and walking tours, maintains three museums, and has an extensive set of archives and collections of the town's artifacts. PHC also maintains an archive collection that provides historical data on each historic building in Brunswick's downtown.

THREATS TO HISTORIC & ARCHAEOLOGICAL RESOURCES

Noticeably missing from any local review authority, as outlined above, is the Pennellville Historic District. While the Planning Board will need to be involved to review any application for new development occurring within this National Register Historic District, the Town has limited control in this area over alterations to existing buildings or sites which would be outside the scope of authority of the Planning Board's site plan or subdivision review provisions (as outlined in the Development Review information above).

It is a common misconception that simply being listed on the National Register of Historic Places means that a property is protected from demolition or change. Unless a building owner is utilizing either federal or state historic preservation tax credits, no review of changes to National Register properties is required to take place. Local regulation is often considered one of the most important ways to guarantee that changes to historic properties be historically sensitive, because those changes will require review and must meet local standards.

Threats to archaeological sites in Brunswick come from development, looting, and climate related incursion, both sea level rise and stormwater runoff. Many registered sites and several areas of high antiquity interest lie on Town-owned lands or other public properties. Protecting these assets is challenging but manageable. Sites on private property are completely subject to the discretion of the owner unless there is a permitting requirement condition. Diligence with the permitting process is essential in protecting archaeological sites.

As noted in the Protections for Historic Resources section, above, only projects that are required to undergo Site plan, Subdivision Review, or review as part of a Shoreland Protection Overlay Permit, are reviewed by the Planning Board for their potential impact on historic and archeological resources. Single-family and two-family homes require staff review for a building permit. Despite the stated safeguards, some significant historic and archaeological sites have been damaged or destroyed when new wells, septic systems, or single-family homes have been built. Changes to the permitting process to protect these smaller projects is necessary to ensure the continued protection of historic and archeological resources.

Finally, despite Brunswick's large number of historic resources, it has not leveraged outside assistance for their preservation. Other communities of comparable size are using the Certified Local Government (CLG) program sponsored by the Maine Historic Preservation Commission to maximize its efforts to protect historic and archaeological resources. Grant funding is consistently available through this program. This would require the Town to apply to the Maine Historic Preservation Commission and be found eligible by the Commission and the National Parks Service, in accordance with the State's CLG Guidelines.

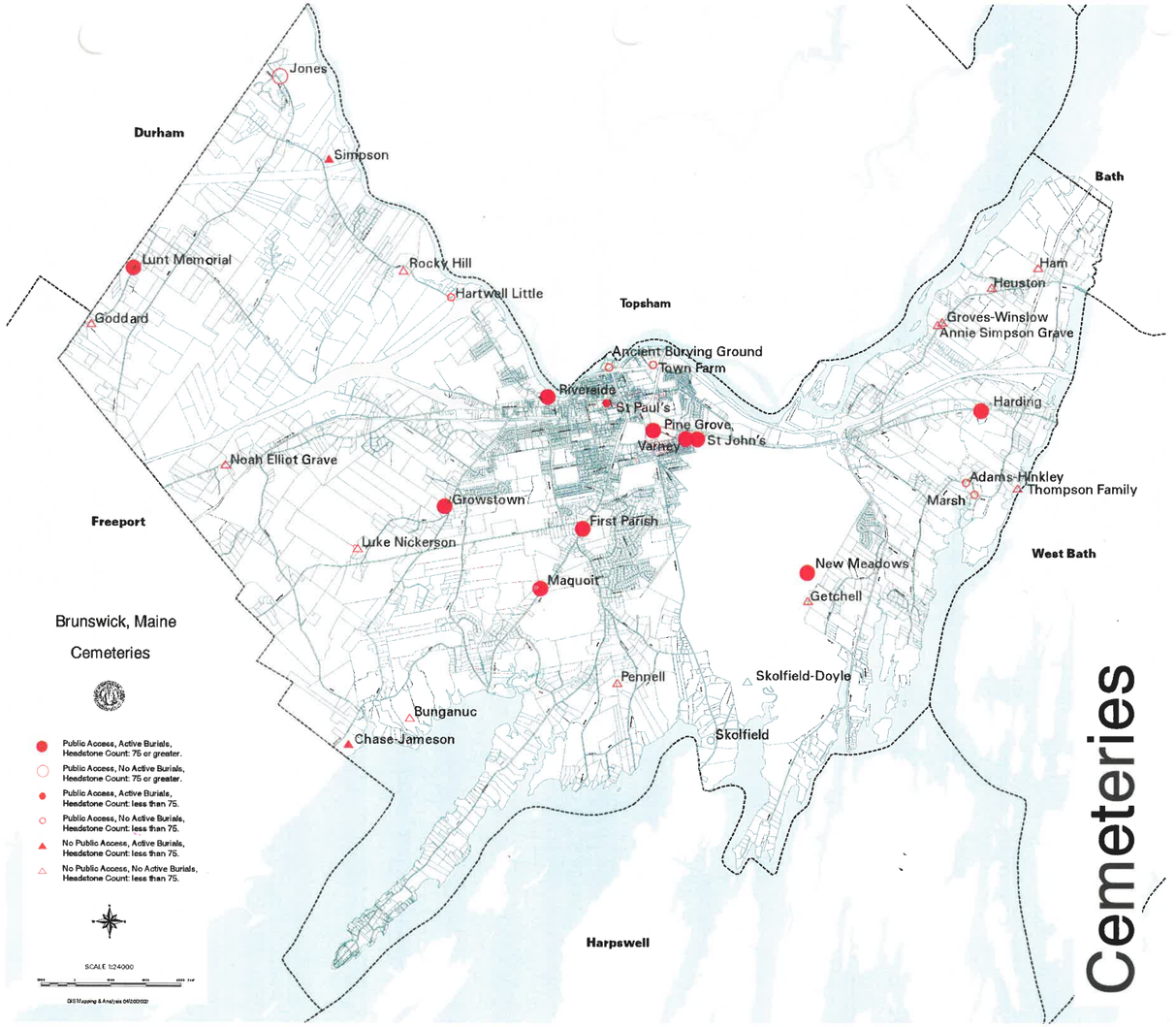
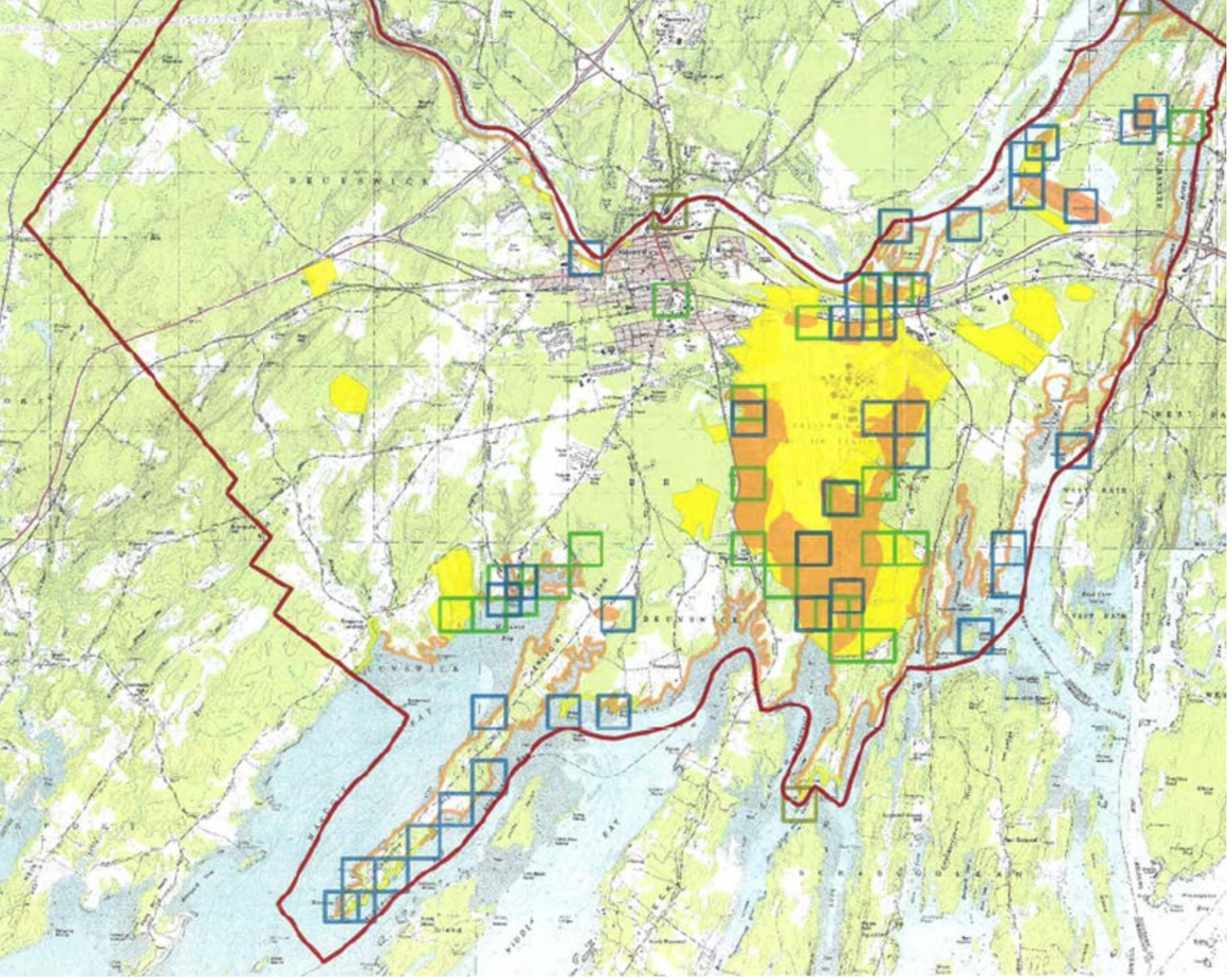


FIGURE D



Maine Historic Preservation Commission

Map of Brunswick's Archaeological Assets

- Area Contains Registered Prehistoric Site
- Area Contains Registered Historic Site
- Area Contains Registered Prejistoric Site
- Probable Area of Historic Interest

Note: Nearly all of the coastline as well as the Androscoggin and New Meadows shoreline are identified as 'Areas of Significant' Interest.

Much of the former Naval Air Station is recognized as archaeological sensitive.

FIGURE E

Village Review Overlay

Town of Brunswick, ME

1 inch = 666 Feet

0 666 1332 1998

October 4, 2023

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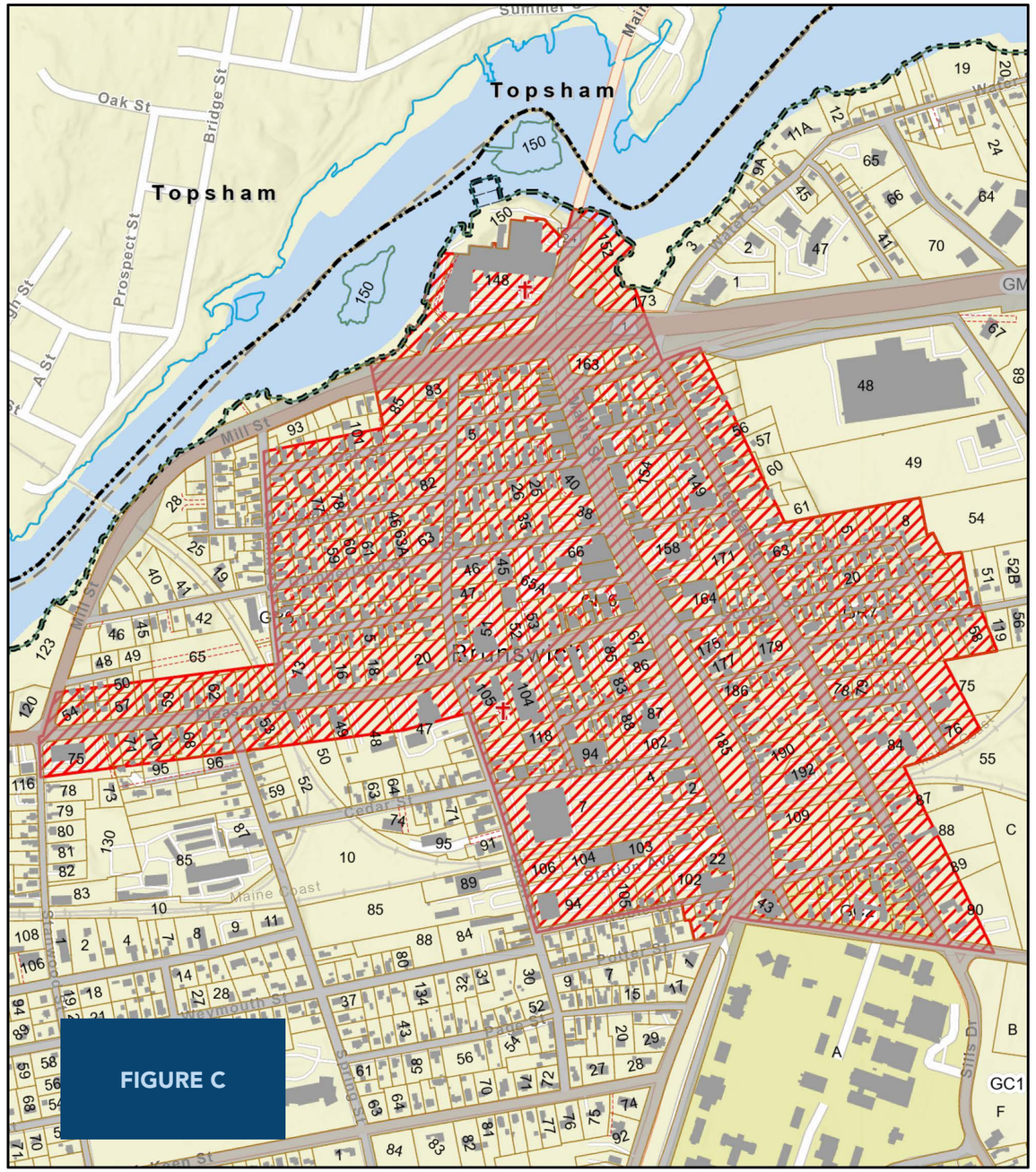


FIGURE C

Data shown on this map is provided for planning and informational purposes only. The municipality and CAI Technologies are not responsible for any use for other purposes or misuse or misrepresentation of this map.

#11 — Fiscal Capacity

LOCAL EXPENDITURES

When updating their comprehensive plans, local governments in Maine are required to explore several issues related to their revenues and tax base. However, since the need to raise revenue arises out of the need to spend money, a summary explanation of the uses of government funds is important.

Local governments provide services to meet the needs of their businesses and residents in a manner that is consistent with State law. In most communities, education is the most significant service that is funded by local taxpayers; public safety – police and fire protection – represents the second most significant use of local taxpayer funds. Other services, such as economic development and planning, represent a small portion of total programmatic expenditure (taxpayer funded services). Most money spent on government operations goes to fund the salaries and benefits for current government employees and retirement benefits for former government employees.

In addition to providing services to the public, local tax dollars are also used to fund capital projects – acquiring capital assets, constructing new facilities and infrastructure, and maintaining existing facilities and infrastructure. Public expenditures on facilities and infrastructure are often targeted to primary and secondary education and public safety, though transportation and recreation infrastructure also represent significant expenditures. Generally, such projects are paid for using current revenue, from sinking funds or other reserves, or by issuing bonds backed by future revenue.

Decisions about how much to spend and what to spend it on are largely made during the Town Council's annual budget process (except where spending is mandated by State law). However, local governments do not and cannot "start from scratch" every year. In fact, Brunswick, like most local governments, has very little "budget room" during the annual budget process. Whether local government funds are spent on services and programs (operating) or on facilities and infrastructure (capital), the spending is largely dictated by factors such as the following:

- Requirements of State law;
- Past promises to pay, as is the case with annual debt service payments on bonds previously issued to pay for capital projects that have already been completed;
- Moral obligations to pay, as is the case when a local government leases land or a facility for a public purpose, or promises to pay retirement benefits to former and current employees;
- Standards of care, such as an obligation to periodically invest in the maintenance of existing facilities;
- Established policies, such as fiscal policies that constrain the use of funds, or policies that require the local government to maintain current levels of service;
- Collective bargaining agreements between the Town and its bargaining units; and
- Past town Councils' decisions to create programs and past Town Managers' decisions to hire staff to support those programs.

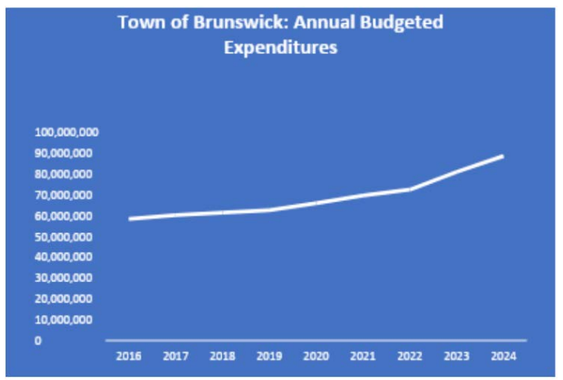
EXPENDITURE LEVELS AND USES OF FUNDS

In Fiscal Year 2023-2024, total budgeted expenditures are $88.3 million, excluding transfers between funds. This follows two consecutive years in which annual budgeted expenditures increased sharply.

- From FY 2021-2022 to FY 2022-2023, budgeted expenditures increased 11.8%; and
- From FY 2022-2023 to FY 2023-2024, budgeted expenditures increased 9.4%.

As a point of reference, during the prior six-year period, annual budgets increased by a more modest average of 3.6% annually, or roughly in line with inflation during that same period (up 23.9% versus Consumer Price Index inflation of 24.2%). A history of expenditures by category can be found in **Figure H** at the end of this chapter.

The two recent spikes in local spending largely reflect the inflationary pressures that have resulted in rapidly increasing costs across the entire national economy for labor, goods, and services. Brunswick, like other local governments, is also spending to address a wide range of new and emerging crises (e.g., changing climate, homelessness, addiction, and food insecurity). Another driver of current costs is the annual debt service on bonds issued to finance construction of new facilities, such as Kate Furbish Elementary School.



Budget Summary for Fiscal Year 2023-2024

Budgeted Operating Expenditures		
Education	$52,931,574	59.94%
Public Safety	$12,965,777	14.68%
General Government	$6,252,754	7.08%
Public Works	$5,683,131	6.44%
Recreation & Culture	$4,588,439	5.20%
County Tax	$1,891,816	2.14%
Debt Service	$1,868,031	2.12%
Unclassified	$1,542,255	1.75%
Human Services	$578,160	0.65%
Total	$88,301,937	100.00%
Transfers to Other Funds		
Transfers to Special Revenue	$70,000	
Transfers to Capital Projects	$3,561,760	
Transfers to Enterprise	$125,000	
Total Budget	$92,058,697	

REVENUE LEVELS

Revenues, including property taxes, provide the funds the government needs in order to provide services, to comply with its established fiscal policies, to service its existing debts, and to make planned capital improvements. Brunswick adopts a balanced general fund budget each year, in which budgeted revenues are equal to budgeted expenditures and transfers to other funds. Of course, actual revenues might vary from that amount (e.g., if revenue from user fees exceeds or falls short of estimates), just as expenditures also may vary from budgeted amounts (e.g., if funded positions cannot be filled due to labor market conditions).

REVENUE SOURCES

Towns and cities in Maine rely on a limited set of revenues to fund services and projects. For Brunswick, as elsewhere in Maine, most local revenue comes from property taxes. In the most current budget year, property tax revenue constitutes 67.0% of Brunswick's budgeted revenue (excluding the use of fund balance and transfers from other funds). A recent history of revenues by source can be found in

Figure G at the end of this chapter.

PROPERTY TAX

Brunswick levies a tax on the value of real property, revenues from which fund a significant portion of the services provided. The amount of money that must be raised by the property tax is calculated by subtracting from total budgeted expenditures the amount of other revenues (excise taxes, user fees, state aid, etc.). That remainder is the tax-supported portion of the budget. The tax supported budget is then divided by the value of taxable property in the community, as determined by the Town Assessor, to arrive at the actual tax rates.

State Valuation

Each year, Maine Revenue Services calculates a "state valuation" for each municipality. The purpose of this annual exercise is to facilitate "apples-to-apples" comparisons of the tax bases of jurisdictions which can be used for certain programs, such as establishing the amount of state educational subsidies. The state valuation excludes the value that is "captured" in any Tax Incremental Financing (TIF) district established by the municipality in accordance with state law.

Total State Valuation ($000s)

Year	Value	Year over Year Change
2011	$2,141,500	
2012	$2,028,050	-5.30%
2013	$1,983,450	-2.20%
2014	$2,026,250	2.16%
2015	$2,000,400	-1.28%
2016	$2,082,600	4.11%
2017	$2,184,050	4.87%
2018	$2,252,400	3.13%
2019	$2,319,900	3.00%
2020	$2,509,500	8.17%
2021	$2,595,900	3.44%
2022	$2,740,850	5.58%
2023	$3,039,200	10.89%
2024	$3,596,250	18.33%

Source: Maine Revenue Services

State valuation data (above) illustrates a recent surge in equalized value, which largely reflects the real estate market.

The state valuation lags by nearly two years (i.e., the state valuation dated January of 2024 represents the full equalized value of all taxable property as of April 1, 2022). The value includes residential properties, commercial properties, industrial properties, undeveloped land, utilities, and articles of "personal property" (taxable business equipment).

Taxable Values

As of September of 2023, the total taxable value of property in Brunswick is $2,607,222,560. This includes the taxable value of personal property (business equipment) of $59,440,700. The certified assessed value to market value ratio is 83%.

The taxable value of real property in Brunswick is $2,547,781,860. Approximately one-third of this real property value is associated with the land, and the remaining two-thirds is the value of improvements.

Taxable Value of Real and Personal Property in Brunswick

	Total Taxable Value of Property	$2,607,222,560
Minus	Taxable Value of Personal Property	$59,440,700
Equals	Taxable Value of Real Property	$2,547,781,860
	Taxable Value of Land	$800,120,400
Plus	Taxable Value of Improvements	$1,747,661,460
Equals	Taxable Value of Real Property	$2,547,781,860

Tax Exempt Properties

As previously noted, taxable property includes not only real property but also taxable business equipment. For the current tax year, certain equipment may qualify for the Maine Business Equipment Tax Exemption. For the 2023-24 tax year, 153 exemptions were approved, covering business equipment with a taxable value of $89,825,600.

Property of other governments and certain government corporations is also exempt from taxation. In Brunswick, the value of such properties is more than $200 million. The following values were reported for the current fiscal year:

- U.S. Government: $7,901,800
- State of Maine (excluding roads): $30,414,600
- Other municipal corporations: $110,713,800
- Airport: $58,271,800

Other major categories of exempt property include certain property of non-profit organizations. For the current tax year, the following values were determined to be tax-exempt in the major categories:

- Benevolent and charitable organizations: $69,012,800
- Literary and scientific institutions: $201,232,100
- Houses of worship and parsonages: $24,451,600
- Fraternal lodges: $1,022,100

Certain other exemptions favor specific classes of individuals or households. For example, in the 2023-24 tax year, homestead exemptions total $103,755,800, exemptions for certain veterans and their widows total $3,838,300, and the exempt value of property owned by blind persons in 2023-2024 is $46,200.

Town of Brunswick Maine: History of Revenues Table – See **Figure G**

Town of Brunswick Maine: History of Expenditures Table – See **Figure H**

Debt

Under 30-A M.R.S.A. § 5702, total debt cannot exceed 15% of a town's last full State valuation. For Brunswick, this means that the Town cannot issue debt that exceeds $455,880,000; Brunswick's outstanding debt to which the limit applies is only $51,732,412 – approximately one-ninth of the legal limit.

Capital Improvement Program

The Town of Brunswick's charter requires the annual preparation of a five-year Capital Improvement Program (CIP). The CIP is sometimes also referred to as the Capital Improvement plan.

The CIP includes a list of all capital improvements proposed over the next five fiscal years. It also includes cost estimates, methods of financing, and recommended time schedules for each such improvement. Finally, the CIP includes the estimated operating budget impact (i.e., the annual cost of operating and maintaining the facilities to be constructed and acquired). The CIP is not a budget, but it is an important part of Brunswick's budget planning and fiscal policy.

The Town's CIP policy requires that all capital items included in the CIP have a value greater than $100,000 and a useful life of at least five years. Items to be funded with debt are required to have a value greater than $325,000. Examples of capital projects include the acquisition of buildings or land, the construction or expansion of buildings or infrastructure, purchases of equipment satisfying the minimum cost and useful life criteria, and planning or engineering work associated with such projects.

The following table illustrates the scope of the Town's CIP by showing approved spending, by category of project, in the current fiscal year.

TOWN OF BRUNSWICK: CURRENT YEAR SPENDING ON APPROVED CIP PROJECTS BY CATEGORY

PROJECT CATEGORIES	Approved 2025-26
Facilities	$3,032,520
Infrastructure	$5,270,000
Capital Acquisitions / Other	$700,000
Municipal vehicle/equipment/facilities	$1,453,623
Municipal annual work programs	$2,550,000
School vehicle replacement	$300,000
School annual work programs	$1,403,800
TOTALS	**$ 45,080,209**

The total cost of the project during the 5-year CIP may be spread across multiple fiscal years, The

budget for projects funded with reserves or current revenue is based on the project schedule. Projects that are debt-funded are shown as funded in the year in which the bonds are issued, with annual debt service payments appearing as debt service in the annual operating budget.

The Town continues to explore opportunities for regional collaboration on capital projects. For example, the Town discussed potential collaborations on the Midcoast Athletic & Recreation Complex (the MARC) with neighboring communities. While everyone in the region will be able to use the MARC, as of June 2024 no other municipalities have contributed to the project.

Town of Brunswick CIP: Uses and Sources of Funds Table – See **Figure I**

TIF Districts

Tax Increment Financing (TIF) is a flexible finance tool used by local governments to leverage new property taxes generated by a specific project or projects within a defined geographic boundary, or "district." TIF is widely used by local governments in Maine – at last count, there were 426 TIF Districts across the state.

Brunswick has established five (5) TIF districts to finance economic development and housing-related projects in Brunswick. Expenditures related to these projects are recovered in future years as the property values within the TIF District increase. As the values of properties within the TIF District increase, the portion of the tax due that is associated with those increases is "captured" and used to repay the principal and interest (if any) associated with the project.

Brunswick Tax Increment Financing Districts - Key Characteristics

	Year Start	Year End	Acreage	Bonds Issued	CEA Reimbursement Schedule
Brunswick Executive Airport II Omnibus	2013	2043	146.00		X
Brunswick Landing II Omnibus	2013	2043	542.00		X
Cook's Corner Omnibus	2018	2048	205.00		
Downtown and Transit-Oriented	2010	2040	89.97	X	
Seahawk Omnibus (FKA Molnlycke Manufacturing)	2013	2042	19.40		X

Source: Maine Department of Economic and Community Development

TIF revenues are segregated from general revenues and remain in an established TIF fund until they are used for eligible projects as defined within the development programs in accordance with Maine law. Brunswick's Tax Increment Financing Fund includes the activity of the Town's five tax increment financing (TIF) districts. Resources in the TIF fund are used to promote economic development, to fund credit enhancement agreements with developers and to fund capital improvement projects in and around the districts (e.g., to pay debt service on bonds previously issued to construct eligible projects).

As of June 30, 2023, the TIF fund had a balance of $1,168,085. FY 2023 revenues in this fund were $1,208,837 more than in the previous year, an increase of 39.6%, reflecting an increase in value of 34.3% and a tax rate increase of 4%.

In FY 2023, $866,170 in TIF revenues was transferred to the general fund for economic development, train station and transit-oriented projects, public safety vehicles and road improvements. The Town Council also adopted a resolution appropriating a total of $1,083,644 from TIF revenues. This included $69,000 for the Cedar Street Parking project, $100,000 for the next phase of the Pleasant Street Corridor project, $99,644 toward the Landing Drive advance, $100,000 as the final payment on the Fire Engine 2 advance, $395,000 to match the Maine DOT MPI grant for McKeen Street, $200,000 for the Cook's Corner Revitalization project, $100,000 for design of the Perryman Drive Extension project, and $20,000 for pedestrian improvements in Cooks Corner.

During FY 2023, the Council approved an additional $250,000 from TIF revenues for the Affordable Housing Support Fund (AHSF). These funds, along with $250,000 from State and Local Fiscal Funds, serve as a match for a Community Solutions Grant, establishing the AHSF with a total of $1,000,000. This fund will support the construction of affordable housing in Brunswick.

In the 2023-24 budget, the Town Council appropriated $1,022,055 from TIF revenues to be transferred to the general fund for economic development, train station and transit-oriented projects, public safety vehicles and road improvements. The Town Council also adopted a resolution appropriating a total of $1,270,000 from TIF revenues. This included $98,000 for the Cedar Street parking project, $175,000 for the next phase of the Pleasant Street Corridor project, an additional $10,000 for pedestrian improvements on Federal/Mason/Water Street, an additional $97,000 for the Bath Road/Jordan Avenue pedestrian improvements, $280,000 as the final payment on the Landing Drive advance, $370,000 to match the Maine DOT Municipal Partnership Initiative (MPI) grant for Maine Street, $200,000 for the Cook's Corner Revitalization project, and $40,000 for pedestrian improvements in Cooks Corner.

Thumbnail Summaries of Brunswick's TIF Districts

Downtown Development TIF District

- 90 acres
- FY 2023-2024 Revenue: $846,591
- Purposes: debt service on capital expenditure; credit enhancement agreement; downtown Master plan; train station and visitor center operation; other economic development; public transit; road improvements.

Seahawk TIF District

- 19 acres
- FY 2023-2024 Revenue: $333,875
- Purposes: credit enhancement agreements for Mölnlycke and Wild Oats; road improvements; public safety improvements; downtown TIF projects; support the Brunswick Downtown Association (BDA); professional and administrative costs.

Executive Airport and Brunswick Landing Municipal TIF Districts

- 146 acres and 542 acres, respectively
- FY 2023-2024 Revenue: $467,073 and $2,333,789, respectively
- Purposes: road and infrastructure improvements; public safety improvements; downtown TIF projects; support BDA; professional and admin costs; general economic development; recreational trails.

Cook's Corner TIF District

- 205 acres
- FY 2023-2024 Revenue: $1,305,468
- Purposes: road improvements; downtown TIF projects; general economic development; recreational trails.

Captured Assessed Values and TIF Revenues Generated Table – See **Figure J**

FIGURE G

Town of Brunswick, Maine: History of Revenues
Comparative Adopted General Fund Budgets (Budgetary Basis) For the Year Ended June 30, 2024

	2016	2017	2018	2019	2020	2021	2022	2023	2024
Revenues									
Property Taxes	38,815,832	40,304,499	41,672,880	42,782,732	45,203,227	47,151,810	50,859,514	52,839,758	58,571,948
Other Taxes	2,893,500	2,993,000	3,267,900	3,678,800	3,517,000	3,307,000	3,528,000	4,222,000	4,234,000
Licenses, Fees & Permits	360,350	387,090	442,635	467,065	584,218	569,902	585,242	596,432	561,076
Intergovernmental - Municipal	1,363,554	1,402,237	1,409,050	1,420,049	2,096,399	2,466,499	3,618,217	4,862,597	5,797,769
Intergovernmental - Education	9,826,081	10,976,063	10,514,745	9,858,866	11,058,375	12,399,982	11,529,277	14,050,403	15,284,299
Charges for Service - Municipal	1,160,960	1,162,960	1,166,773	1,223,216	1,329,595	1,372,845	1,478,967	1,481,937	1,490,937
Charges for Service - Education	102,000	83,339	71,338	98,349	128,349	208,494	208,494	492,046	455,866
Fines & Penalties	41,800	40,060	39,500	39,495	38,395	35,245	30,475	41,925	41,925
Interest on Investments	20,000	60,000	150,000	215,000	220,000	100,000	50,000	80,000	500,000
Donations & Contributions	109,000	30,000	30,000	25,000	25,000	60,000	25,000	25,000	25,000
Other	341,300	323,350	354,700	366,400	367,084	415,136	338,383	445,963	408,430
Total	55,034,377	57,762,598	59,119,521	60,174,972	64,567,642	68,086,913	72,251,569	79,138,061	87,371,250
Other Sources									
Sale of Assets	-	-	-	-	-	-	-	-	-
Transfers In	500,000	514,000	545,000	600,000	638,600	673,969	807,122	866,170	1,022,055
Use of Balances - Municipal	875,000	600,000	550,000	600,000	612,000	650,000	797,000	800,000	910,000
Use of Balances - Educational	3,187,109	2,599,363	2,611,364	2,611,364	2,111,364	1,811,364	1,904,221	3,510,784	2,755,392
Total	4,562,109	3,713,363	3,706,364	3,811,364	3,361,964	3,135,333	3,508,343	5,176,954	4,687,447
Total Revenues and Other Sources	59,596,486	61,475,961	62,825,885	63,986,336	67,929,606	71,222,246	75,759,912	84,315,015	92,058,697

FIGURE H

Town of Brunswick, Maine: History of Expenditures
Comparative Adopted General Fund Budgets (Budgetary Basis) For the Year Ended June 30, 2024

Expenditures	2016	2017	2018	2019	2020	2021	2022	2023	2024
General Government	3,753,660	3,892,591	4,000,751	4,004,947	4,454,184	4,635,248	5,033,811	5,451,914	6,252,754
Public Safety	8,722,397	8,901,684	9,231,933	9,565,594	10,305,729	10,649,358	11,232,799	12,353,715	12,965,777
Public Works	3,794,741	3,898,766	4,027,323	4,165,022	4,120,676	4,055,985	4,612,714	4,909,674	5,683,131
Human Services	182,760	176,117	180,774	183,825	198,247	834,409	651,047	461,456	578,160
Education	36,525,855	37,695,535	37,878,469	38,132,210	40,153,709	42,748,055	43,651,333	49,443,682	52,931,574
Recreation & Culture	2,771,373	2,843,126	3,012,905	3,197,541	3,393,355	3,266,794	3,620,137	3,874,508	4,588,439
Debt Service	899,505	856,760	873,286	992,458	970,543	948,437	936,659	1,489,372	1,868,031
County Tax	1,360,042	1,410,855	1,517,700	1,565,279	1,590,123	1,674,551	1,664,113	1,713,824	1,891,816
Unclassified	217,917	346,699	415,041	478,502	550,040	521,409	766,379	1,005,370	1,542,255
Total	**58,228,250**	**60,022,133**	**61,138,182**	**62,285,378**	**65,736,606**	**69,334,246**	**72,168,992**	**80,703,515**	**88,301,937**
Other Uses Transfer Out to Special Revenue	-	-	-	-	70,000	-	70,000	70,000	70,000
Transfer Out to Capital Projects	1,174,236	1,259,828	1,462,703	1,475,958	1,898,000	1,838,000	3,395,920	3,416,500	3,561,760
Transfers Out to Enterprise	194,000	194,000	225,000	225,000	225,000	50,000	125,000	125,000	125,000
Total	**1,368,236**	**1,453,828**	**1,687,703**	**1,700,958**	**2,193,000**	**1,888,000**	**3,590,920**	**3,611,500**	**3,756,760**
Total Expenditures and Other Uses	**59,596,486**	**61,475,961**	**62,825,885**	**63,986,336**	**67,929,606**	**71,222,246**	**75,759,912**	**84,315,015**	**92,058,697**

FIGURE I

Town of Brunswick, Maine
Capital Improvement Program
Proposed for Public Hearing - April 28, 2025
For Fiscal Years Ending 2026-2030

	Approved	Recommended					
PROJECTS	**2024-25**	**2025-26**	**2026-27**	**2027-28**	**2028-29**	**2029-30**	**TOTALS**
Facilities	$ 538,000	$ 3,032,520	$ 16,780,000	$ 520,000	$ -	$ 20,975,000	$ 41,307,520
Infrastructure	39,778,000	5,270,000	14,214,250	9,152,500	4,325,000	200,000	33,161,750
Capital Acquisitions / Other	-	700,000	-	-	-	-	700,000
Municipal vehicle/equipment/facilities	1,349,044	1,453,623	1,562,938	1,679,892	1,802,978	1,935,541	8,434,973
Municipal annual work programs	2,375,000	2,550,000	2,750,000	2,875,000	3,025,000	3,150,000	14,350,000
School vehicle replacement	745,500	1,403,800	538,800	1,074,700	1,896,200	1,370,400	6,283,900
School annual work programs	294,665	300,000	345,000	395,000	455,000	525,000	2,020,000
TOTALS	**$ 45,080,209**	**$ 14,709,943**	**$ 36,190,988**	**$ 15,697,092**	**$ 11,504,178**	**$ 28,155,941**	**$ 106,258,143**
FUNDING SOURCES							
General Obligation Bonds	$ -	$ 5,009,000	$ 23,715,000	$ 2,270,000	$ 1,500,000	$ 20,975,000	$ 53,469,000
GO Bonds - TIF funded	3,662,000	-	1,950,000	-	-	-	1,950,000
General Fund Balance/Advance	1,363,000	2,267,520	870,000	1,250,000	-	-	4,387,520
Municipal Revenues - Annual Prog	3,724,044	4,003,623	4,312,938	4,554,892	4,827,978	5,085,541	22,784,973
School Revenues	1,040,165	1,703,800	883,800	1,469,700	2,351,200	1,895,400	8,303,900
State of Maine	648,600	538,000	1,089,625	5,051,250	625,000	-	7,303,875
Donations/Grants	33,785,000	450,000	2,302,500	-	-	-	2,752,500
TIF Revenues	857,400	738,000	1,067,125	751,250	2,200,000	200,000	4,956,375
Reserves	-	-	-	350,000	-	-	350,000
Other	-	-	-	-	-	-	-
TOTALS	**$ 45,080,209**	**$ 14,709,943**	**$ 36,190,988**	**$ 15,697,092**	**$ 11,504,178**	**$ 28,155,941**	**$ 106,258,143**

Project Summary

		2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	TOTAL	FUNDING
I. PROJECTS RECOMMENDED FOR FUNDING									
Capital Improvements									
Infrastructure									
	Federal/Mason/Water Ped Xing	$ 40,400	$ -	$ -	$ -	$ -	$ -	$ -	TIF Rev (DT)
	Federal/Mason/Water Ped Xing	161,600	-	-	-	-	-	-	M.D.O.T
	Mobility Infrastructure	50,000	-	-	-	-	-	-	Gen. Fund Bal.
	Mobility Infrastructure	100,000	-	-	-	-	-	-	TIF Rev(CC/DT)
	Edwards Field Parking Lot	525,000	-	-	-	-	-	-	Gen. Fund Bal.
	Range Road Culvert	200,000	-	-	-	-	-	-	Gen. Fund Bal.
	Cooks Corner Ped Access Mgmt	150,000	-	-	-	-	-	-	TIF Rev (CC)
	Old Bath Rd Water Main Ext.	3,925,000	-	-	-	-	-	-	Grants/Reserves
	MaineDOT RAISE projects	29,860,000	-	-	-	-	-	-	Fed/State Grants
	MaineDOT RAISE projects	3,662,000	-	-	-	-	-	-	TIF Bonds (DT)
29	Jordan Ave Culvert & Reconstr	-	3,009,000	-	-	-	-	3,009,000	G.O. Bonds
31	MaineDOT Municipal Partnership	367,000	538,000	464,625	551,250	2,000,000	-	3,553,875	TIF Rev (BL)
31	MaineDOT Municipal Partnership	487,000	538,000	1,089,625	551,250	625,000	-	2,803,875	M.D.O.T
31	MaineDOT Municipal Partnership	-	-	2,435,000	-	-	-	2,435,000	G.O. Bonds
33	Bicycle/Pedestrian Improvements	-	100,000	-	-	-	-	100,000	Gen. Fund Bal.
35	Speed Signs	-	100,000	-	-	-	-	100,000	Gen. Fund Bal.
37	Cushing Street	-	200,000	-	-	-	-	200,000	Gen. Fund Bal.
37	Cushing Street	-	-	1,500,000	-	-	-	1,500,000	G.O. Bonds
39	Columbia Avenue	-	-	-	200,000	-	-	200,000	Gen. Fund Bal.
39	Columbia Avenue	-	-	-	-	1,500,000	-	1,500,000	G.O. Bonds
41	Traffic Signal Upgrades	-	-	-	4,500,000	-	-	4,500,000	M.D.O.T
41	Traffic Signal Upgrades	-	-	-	350,000	-	-	350,000	Impact Fees
41	Traffic Signal Upgrades	-	-	-	550,000	-	-	550,000	Gen. Fund Bal.
43	Cooks Corner Revitalization	200,000	200,000	200,000	200,000	200,000	200,000	1,000,000	TIF Rev (CC)
45	Allagash Drive Realignment	-	-	402,500	-	-	-	402,500	TIF Rev (CC & BL)
45	Allagash Drive Realignment	-	-	2,302,500	-	-	-	2,302,500	Grants/Reserves
47	Stephen Drive Extension	-	-	1,950,000	-	-	-	1,950,000	TIF Bonds (CC)
49	Richards Drive Culvert	-	-	370,000	-	-	-	370,000	Gen. Fund Bal.
51	Sparwell Drive Culvert	-	-	1,000,000	-	-	-	1,000,000	G.O. Bonds
53	Bunganuc Rd Culvert	50,000	100,000	-	-	-	-	100,000	Gen. Fund Bal.
53	Bunganuc Rd Culvert	-	-	2,000,000	-	-	-	2,000,000	G.O. Bonds
55	River Road Culvert	-	75,000	500,000	500,000	-	-	1,075,000	Gen. Fund Bal.
57	Pleasant Hill & Highland Culverts	-	-	-	1,750,000	-	-	1,750,000	G.O. Bonds
59	Coffin's Ice Pond Bridge	-	110,000	-	-	-	-	110,000	Gen. Fund Bal.
61	Police Station Parking Lot	-	300,000	-	-	-	-	300,000	Gen. Fund Bal.
Total Infrastructure		**39,778,000**	**5,270,000**	**14,214,250**	**9,152,500**	**4,325,000**	**200,000**	**33,161,750**	

		2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	TOTAL	FUNDING
Facilities									
	BHS Bleacher Replacement	$ 250,000	$ -	$ -	$ -	$ -	$ -	$ -	Gen. Fund Bal.
	BJHS Curtain Wall Windows	168,000	-	-	-	-	-	-	Gen. Fund Bal.
63	Rec Ctr Roof - gymnasium	-	600,000	-	-	-	-	600,000	Gen. Fund Bal.
65	CML Façade & Stairs Repair	-	102,520	-	-	-	-	102,520	Gen. Fund Bal.
67	BHS Windows	-	-	465,000	520,000	-	-	985,000	G.O. Bonds
69	BJHS Windows	-	190,000	-	-	-	-	190,000	Gen. Fund Bal.
71	BHS Crooker Theater Lighting	-	140,000	-	-	-	-	140,000	Gen. Fund Adv.
73	Public Works Facility	120,000	2,000,000	16,315,000	-	-	20,975,000	39,290,000	G.O. Bonds
Total Facilities		**538,000**	**3,032,520**	**16,780,000**	**520,000**	**-**	**20,975,000**	**41,307,520**	
Capital Acquisitions / Other									
75	Cruiser Mobile Data Terminals	$ -	$ 100,000	$ -	$ -	$ -	$ -	$ 100,000	Gen. Fund Bal.
77	BHS Generator	-	150,000	-	-	-	-	150,000	Gen. Fund Bal.
77	BHS Generator	-	450,000	-	-	-	-	450,000	Grants/Reserves
Total Capital Acquisitions/Other		**-**	**700,000**	**-**	**-**	**-**	**-**	**700,000**	
Total Capital Improvements		**$ 40,316,000**	**$ 9,002,520**	**$ 30,994,250**	**$ 9,672,500**	**$ 4,325,000**	**$ 21,175,000**	**$ 75,169,270**	
Annual Programs/Reserves									
Municipal Vehicle/Equipment/Facilities/IT Reserves									
20	Fire Vehicle/Equip Replacement	$ 133,770	$ 153,836	$ 176,911	$ 203,447	$ 233,965	$ 269,059	$ 1,037,218	Munic. Rev.
21	Police Vehicle/Equip Replacement	190,008	199,508	209,484	219,958	230,956	242,504	1,102,410	Munic. Rev.
22	PW Vehicle/Equip Replacement	429,286	450,750	473,288	499,319	526,781	558,388	2,508,526	Munic. Rev.
23	P&R Vehicle/Equip Replacement	70,980	74,529	78,255	82,168	86,277	90,590	411,820	Munic. Rev.
24	Facilities Repair Program	275,000	300,000	325,000	350,000	375,000	400,000	1,750,000	Munic. Rev.
25	IT/Cable TV Equipment	250,000	275,000	300,000	325,000	350,000	375,000	1,625,000	Munic. Rev.
		1,349,044	1,453,623	1,562,938	1,679,892	1,802,978	1,935,541	8,434,973	
Annual Public Works Programs									
	PW - Sidewalks	125,000	150,000	150,000	175,000	225,000	250,000	950,000	Munic. Rev.
28	PW - Street Resurfacing/Rehab	2,250,000	2,400,000	2,600,000	2,700,000	2,800,000	2,900,000	13,400,000	Munic. Rev.
Total annual work programs		2,375,000	2,550,000	2,750,000	2,875,000	3,025,000	3,150,000	14,350,000	
Total Municipal Programs/Reserves		**$ 3,724,044**	**$ 4,003,623**	**$ 4,312,938**	**$ 4,554,892**	**$ 4,827,978**	**$ 5,085,541**	**$ 22,784,973**	
School Department									
26	School Annual Work Program	745,500	1,403,800	538,800	1,074,700	1,896,200	1,370,400	6,283,900	School Rev.
	School Vehicle Replacement	294,665	300,000	345,000	395,000	455,000	525,000	2,020,000	School Rev.
Total School Programs/Reserves		**$ 1,040,165**	**$ 1,703,800**	**$ 883,800**	**$ 1,469,700**	**$ 2,351,200**	**$ 1,895,400**	**$ 8,303,900**	
Total Annual Programs/Reserves		**$ 4,764,209**	**$ 5,707,423**	**$ 5,196,738**	**$ 6,024,592**	**$ 7,179,178**	**$ 6,980,941**	**$ 31,088,873**	
Total Recommended Prog./Res.		**$ 45,080,209**	**$ 14,709,943**	**$ 36,190,988**	**$ 15,697,092**	**$ 11,504,178**	**$ 28,155,941**	**$ 106,258,143**	

Project Summary

		2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	TOTAL	FUNDING
II. PROJECTS IN DEVELOPMENT									
Capital Improvements									
Facilities									
79	MC Athl Rec Complex (MARC)	$ 650,000	$ -	$ -	$ -	$ -	$ -	$ -	Impact Fees
79	MC Athl Rec Complex (MARC)	1,320,000	4,300,000	-	-	-	-	4,300,000	Donations/Grants
81	Downtown Restrooms	20,000	-	250,000	-	-	-	250,000	Gen. Fund Bal.
83	BHS Roof Replacement	-	-	500,000	-	-	-	500,000	Gen. Fund Bal.
85	Bus Garage Replacement	-	1,700,000	-	-	-	-	1,700,000	G.O. Bonds
87	School Dept LED Lighting	-	-	976,730	-	-	-	976,730	G.O. Bonds
Total Facilities		1,990,000	6,000,000	1,726,730	-	-	-	7,726,730	
Infrastructure									
89	Longfellow Storm Drainage	-	-	-	89,000	-	-	89,000	Gen. Fund Bal.
89	Longfellow Storm Drainage	-	-	-	-	865,000	-	865,000	G.O. Bonds
91	MacMillan Drive Storm Drainage	-	-	-	78,000	-	-	78,000	Gen. Fund Bal.
91	MacMillan Drive Storm Drainage	-	-	-	-	696,000	-	696,000	G.O. Bonds
93	Mare Brook Watershed	200,000	-	400,000	400,000	400,000	-	1,200,000	SLFRF & Grants
93	Mare Brook Watershed	170,000	-	300,000	300,000	300,000	-	900,000	Gen. Fund Bal.
95	Androscoggin Bike Path	50,000	200,000	-	-	-	18,200,000	18,400,000	Donations/M.D.O.T
95	Androscoggin Bike Path	-	-	-	-	-	4,500,000	4,500,000	G.O. Bonds
97	Bike Path Paving	-	-	-	-	-	600,000	600,000	Gen. Fund Bal.
99	Bike Path Bath Rd Connection	-	-	-	-	1,640,000	3,690,000	5,330,000	G.O. Bonds
101	Thomas Pt Road Improvement	-	-	-	-	-	4,000,000	4,000,000	TIF Bonds (CC)
103	Rec Center Front Parking Lot	-	-	-	191,000	-	-	191,000	Gen. Fund Bal.
Total Infrastructure		420,000	200,000	700,000	1,058,000	3,901,000	30,990,000	36,849,000	
Other Projects									
105	Establishment of MS4 Permit	-	-	100,000	-	-	-	100,000	Gen. Fund Bal.
107	Quiet Zones-Church & Stanwood	-	-	-	-	-	1,250,000	1,250,000	G.O. Bonds
109	Land for Brunswick's Future	-	50,000	50,000	50,000	50,000	50,000	250,000	Gen. Fund Bal.
Total Other Projects		-	50,000	150,000	50,000	50,000	1,300,000	1,600,000	
Total Projects in Development		$ 2,410,000	$ 6,250,000	$ 2,576,730	$ 1,108,000	$ 3,951,000	$ 32,290,000	$ 46,175,730	

		2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	TOTAL	FUNDING
III. PROPOSED BUT NOT RECOMMENDED									
Capital Improvements									
Facilities & Infrastructure									
111	Downtown Parking Structure	$ -	$ -	$ -	$ -	$ -	$ 5,000,000	$ 5,000,000	TIF Bonds (DT)
111	Downtown Parking Structure	-	-	-	-	-	10,700,000	10,700,000	Donations/Grants
113	Turner St Extension	-	-	-	1,323,333	990,000	-	2,313,333	G.O. Bonds
113	Turner St Extension	-	-	-	661,667	495,000	-	1,156,667	M.D.O.T
115	Perryman Drive Extension	100,000	-	80,000	420,000	-	-	500,000	TIF Rev (CC)
115	Perryman Drive Extension	-	-	320,000	1,680,000	-	-	2,000,000	Donations/Grants
117	School Bus Lot Paving	-	265,500	-	-	-	-	265,500	Gen. Fund Adv.
119	Lamb Boat Launch	-	-	-	-	120,000	-	120,000	I.F.W. - D.O.C.
119	Lamb Boat Launch	-	-	-	-	30,000	-	30,000	Gen. Fund Bal.
121	Fitzgerald-Bike Path connection	-	-	-	-	-	37,000	37,000	Gen. Fund Bal.
121	Fitzgerald-Bike Path connection	-	-	-	-	-	148,000	148,000	M.D.O.T.
Total Proposed/Not Recommended		$ 100,000	$ 265,500	$ 400,000	$ 4,085,000	$ 1,635,000	$ 15,885,000	$ 22,270,500	
IV. NON-TOWN PROJECTS									
	Maine St bridge over Route 1	-	-	-	4,270,000	-	-	4,270,000	M.D.O.T.
	Traffic signals Maine & Pleasant St	-	1,040,000	-	-	-	-	1,040,000	M.D.O.T.
	Traffic signals Cook's Corner	-	-	-	4,500,000	-	-	4,500,000	M.D.O.T.
	Durham Rd bridge over 295	-	-	-	12,000,000	-	-	12,000,000	M.D.O.T.
	Route 1 Northbound rehab	-	-	6,290,000	-	-	-	6,290,000	M.D.O.T.
	Route 1 Southbound rehab	-	-	6,290,000	-	-	-	6,290,000	M.D.O.T.
	Old Bath Rd railroad crossing	-	-	685,000	-	-	-	685,000	M.D.O.T.
	Frank Wood Bridge	50,000,000		-	-	-	-	-	M.D.O.T.
	Allagash Drive Pedestrian Trail	75,000	120,000	-	-	-	-	120,000	M.D.O.T.
Total Non-Town Projects		$ 50,075,000	$ 1,160,000	$ 13,265,000	$ 20,770,000	$ -	$ -	$ 35,195,000	

Projects with Proposed Debt

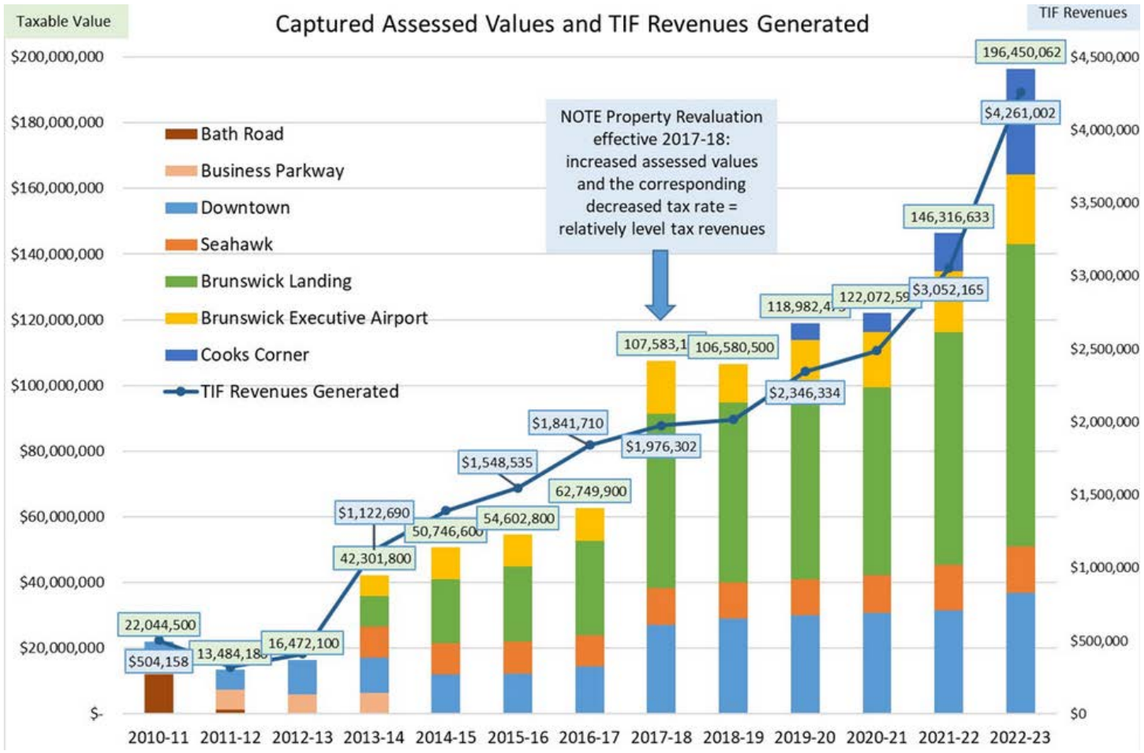
	Bond Tier	Bond Year	Fiscal Year	Estimated Project Cost	Assumed Bond Years Years	Assumed Interest Rate	Projected First Year Debt Service (a)	Estimated First Yr Tax Rate Impact (b)	Estimated Total Debt Service (c)
Debt Authorized But Not Issued									
Downtown Streetscape	10	40	2025-26	3,850,000	10	5.00%	577,500	0.95%	4,908,750
FD Tower 1 Replacement	10	42	2027-28	2,150,000	10	5.25%	327,875	0.54%	2,770,813
RAISE Grant Projects	10	42	2027-28	3,662,000	10	4.50%	530,990	0.87%	4,568,345
				$ 9,662,000			**$ 1,436,365**		**$ 12,247,908**
From Other Sources									
TIF Revenues - Downtown				$ 7,512,000			$ 1,108,490		$ 9,477,095
Net Debt Authorized But Not Issued				**$ 2,150,000**			**$ 327,875**		**$ 2,770,813**
Debt on Recommended Projects									
Jordan Ave Culvert & Reconstruction	10	41	2026-27	$ 3,009,000	10	4.75%	$ 443,828	0.73%	$ 3,795,101
MaineDOT MPI	10	42	2027-28	2,435,000	10	5.00%	365,250	0.60%	3,104,625
Bunganuc Road Culvert	10	42	2027-28	2,000,000	10	5.00%	300,000	0.49%	2,550,000
Pleasant Hill/Highland Culverts	10	43	2028-29	1,750,000	10	5.25%	266,875	0.44%	2,255,313
Cushing Street	10	42	2027-28	1,500,000	10	5.00%	225,000	0.37%	1,912,500
Sparwell Culvert	10	42	2027-28	1,000,000	10	5.00%	150,000	0.25%	1,275,000
Brunswick HS Windows	10	43	2028-29	985,000	10	5.25%	150,213	0.25%	1,269,419
Public Works Facility Phase 1	20	43	2028-29	18,315,000	20	5.75%	1,968,863	3.23%	29,372,681
Public Works Facility Phase 2	20	46	2031-32	20,975,000	20	6.50%	2,412,125	3.95%	34,173,519
Columbia Avenue	10	44	2029-30	1,500,000	10	5.50%	232,500	0.38%	1,953,750
Stephen Drive Extension	10	42	2027-28	1,950,000	10	5.00%	292,500	0.48%	2,486,250
				$ 55,419,000			**$ 6,807,153**		**$ 84,148,158**
From Other Sources									
TIF Revenues - Cooks Corner				1,950,000			292,500		2,486,250
				$ 1,950,000			**$ 292,500**		**$ 2,486,250**
Net Proposed Debt in CIP				**$ 53,469,000**			**$ 6,514,653**		**$ 81,661,908**
Debt on Projects in Development									
Bus Garage	10	41	2026-27	$ 1,700,000	10	4.75%	$ 250,750	0.41%	$ 2,144,125
School Dept LED Lighting Upgrade	10	42	2027-28	976,730	10	5.00%	146,510	0.24%	1,245,331
Longfellow Storm Drainage	10	44	2029-30	865,000	10	5.50%	134,075	0.22%	1,126,663
MacMillan Storm Drainage	10	44	2029-30	696,000	10	5.50%	107,880	0.18%	906,540
Bike Path-Bath Rd Connection	15	45	2030-31	5,330,000	15	6.00%	675,133	1.11%	7,888,400
Androscoggin Bike Path Extension	10	45	2030-31	4,500,000	10	5.75%	708,750	1.16%	5,923,125
Thomas Point Road Improvement	10	45	2030-31	4,000,000	10	5.75%	630,000	1.03%	5,265,000
Quiet Zones - Church & Stanwood	20	45	2030-31	1,250,000	20	6.25%	140,625	0.23%	2,070,313
				$ 19,317,730			**$ 2,793,723**		**$ 26,569,496**
From Other Sources									
TIF Revenues - Cook's Corner				4,000,000			630,000		5,265,000
				$ 8,500,000			$ 1,338,750		$ 11,188,125
Net Debt on Projects in Development				**$ 10,817,730**			**$ 1,454,973**		**$ 15,381,371**

(a) The first year debt service payment is an estimate assuming level principal payments and the rates and terms shown. Actual rates and terms will be determined if and when bonds are issued.

(b) Assumes a 1% Tax Rate increase equals: **$610,000**

(c) This is the estimated total debt service over the life of the bonds.

FIGURE J


Taxable Value
Captured Assessed Values and TIF Revenues Generated
TIF Revenues
$200,000,000
$180,000,000
$160,000,000
$140,000,000
$120,000,000
$100,000,000
$80,000,000
$60,000,000
$40,000,000
$20,000,000
$-
$4,500,000
$4,000,000
$3,500,000
$3,000,000
$2,500,000
$2,000,000
$1,500,000
$1,000,000
$500,000
$0
Bath Road
Business Parkway
Downtown
Seahawk
Brunswick Landing
Brunswick Executive Airport
Cooks Corner
TIF Revenues Generated
NOTE Property Revaluation effective 2017-18: increased assessed values and the corresponding decreased tax rate = relatively level tax revenues
22,044,500
$504,158
13,484,18
16,472,100
42,301,800
$1,122,690
50,746,60
$1,548,535
54,602,800
62,749,900
$1,841,710
107,583,1
$1,976,302
106,580,500
$2,346,334
118,982,4
122,072,59
$3,052,165
146,316,633
$4,261,002
196,450,062
2010-11
2011-12
2012-13
2013-14
2014-15
2015-16
2016-17
2017-18
2018-19
2019-20
2020-21
2021-22
2022-23


REDUCED
10 TON
MAXIMUM

4.2

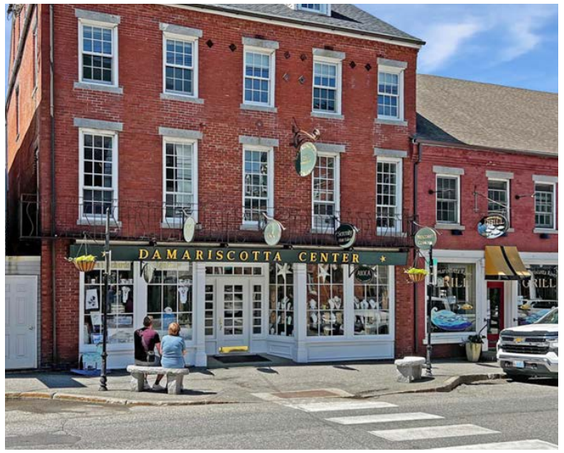
About Placetypes

PUTTING NAMES TO THE PLACES WE LIVE AND WORK

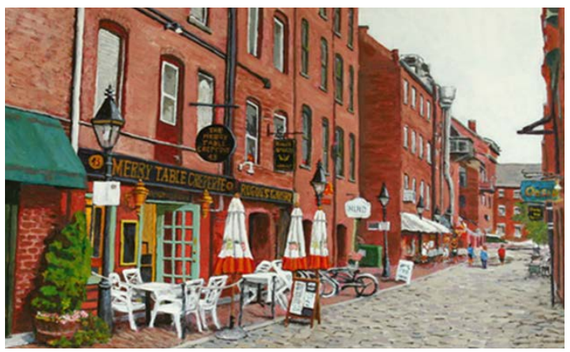
When envisioning Brunswick's present and future, it's useful to reference a shared set of clear, consistent building blocks. This plan identifies Placetypes as these building blocks which draw on existing patterns of settlement to paint a clear picture of areas we hope to preserve, and those well suited for growth-oriented development strategies. Placetypes include the following:

- Strip Style Commercial
- Neighborhood Center
- Downtown/Town Center
- Village Main Street
- Rural Hamlet
- Rural Crossroads

Working with knowledge of those areas targeted for potential development over the next ten years, Placetypes offer context and support for zoning amendment—and provide initial guidance for deeper, more detailed future planning.



Village Main Street: Damariscotta, Maine.



Downtown/Town Center: Portland, Maine.

STREET-LEVEL EXAMPLES IN BRUNSWICK



Downtown/Town Center: Maine Street, Brunswick.



Strip-Style Commercial: Gurnet Road, Brunswick.



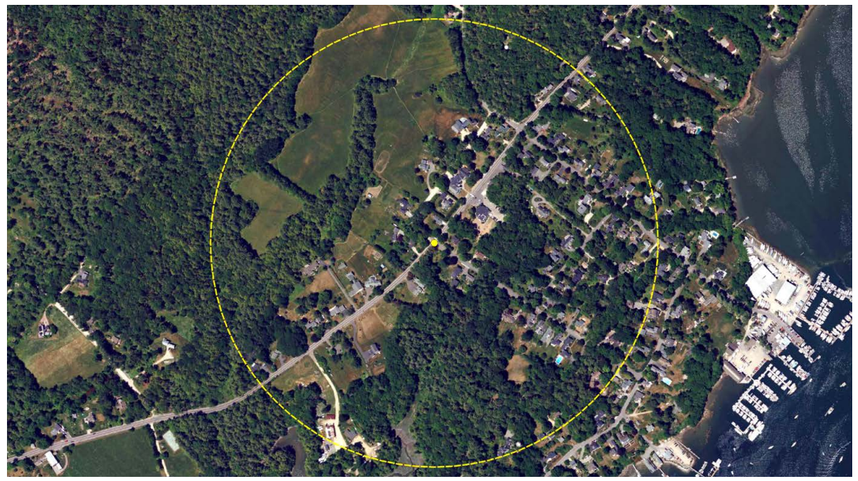
Rural Crossroads: Durham Road, Brunswick.

EXAMPLES FROM MAINE PLACES, 1/4 MILE RADII

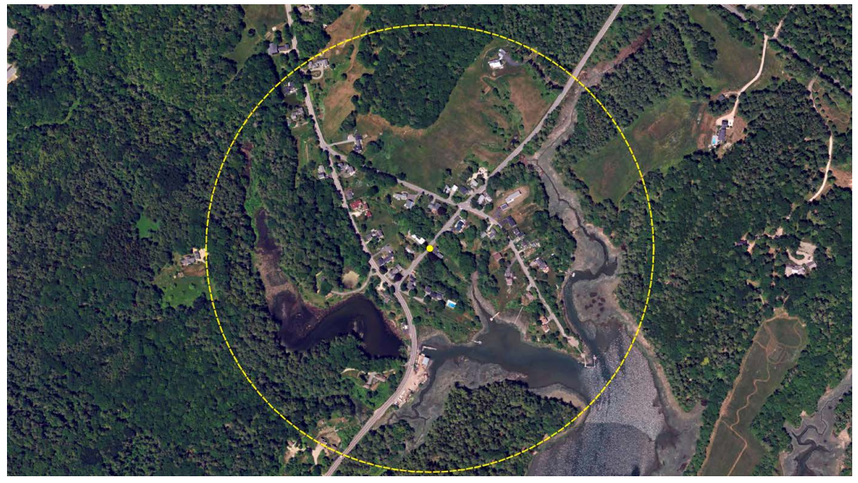
Strip Style Commercial:
Topsham, Maine.



Village Maine Street:
South Freeport, Maine.



Rural Hamlet:
Porters Landing, Maine.



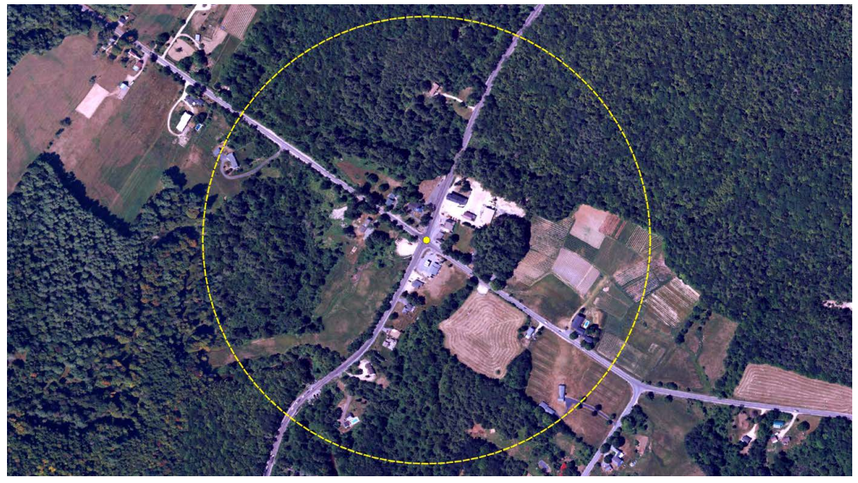
Downtown/Town Center:
Portland, Maine.



Neighborhood Center:
Portland, Maine.



Rural Crossroads:
Pownal, Maine.



4.3

2008 Comprehensive Plan Update Audit

Executive Summary

The State of Maine's Growth Management Act (GMA), M.R.S. Title 30-A, Chapter 187, is specific in what is required from a Comprehensive Plan:

1. Inventory and analysis addressing state goals and issues of regional or local significance that the municipality considers important.
2. Policies that relate the findings contained in the inventory and analysis section to the state's goals.
3. Implementation strategy with a timetable ensuring that the goals are met.
4. Regional coordination program.

Interestingly, for a Comprehensive Plan update to receive a finding of consistency from the State, a municipality is not required to report on, or even review, the status of efforts made to implement the existing Comprehensive Plan. The Comprehensive Plan Update Steering Committee (CPUSC) began their work in August 2019 with the belief that, as referenced in the above quote from the Nobel Prize winning American author John Steinbeck, to plan for the future of the Town of Brunswick, an understanding of its past is necessary. In order to update the 2008 Comprehensive Plan (2008 Plan) the first step is to review the document to identify its successes and failures so that the lessons learned from previous experiences can be applied to the future.

> "To find where you are going, you must know where you are."
>
> *—John Steinbeck*

Although adopted by the Town Council in 2008, work on the 2008 Plan began in 2003. Little did anyone know in 2003 that the next five-to-six years would be some of the most transformative in the lengthy history of the Town. During this time period, the Town faced two significant economic setbacks so severe they may have been disastrous to a less resilient community. Those setbacks were:

1. Brunswick Naval Air Station (BNAS) Closure: As a result of the United States Department of Defense Base Realignment and Closure (BRAC) Commission process, it was announced in 2005 that BNAS, now referred to as Brunswick Landing, was to be closed by 2011. Acting quickly, the Brunswick Local Redevelopment Authority (BLRA) took the lead to produce a BNAS Reuse Master Plan in December 2007.
2. Great Recession: In 2007 the nation and Brunswick would begin to experience the worst economic downturn, now referred to as the Great Recession, since the Great Depression, nearly 80 years prior.

Although their full impact would not be felt until after the adoption of the 2008 Plan, the simultaneous experience of the BNAS closure and the Great Recession was a challenge when considering long-term planning for the Town. Despite the precarious economic situation at the time, the 2008 Plan can be described as confident and ambitious.

Incorporating the BNAS Reuse Master Plan into the 2008 Plan, the Town expressed a strong belief that the BNAS property would be reintegrated into the fabric of the community and would ultimately be a catalyst for long-term economic growth. At a time when future housing needs were uncertain, the 2008 Plan was confident in a recovery of the housing market as it took a strong position regarding the Town's desired pattern of development by recommending higher density development in some part of the Growth Area and limiting the rate of residential development allowed in the Rural Area. Furthermore, the 2008 Plan benefitted from the vision of other long-range planning documents that had been developed since the last Comprehensive Plan update in 1993. These documents included the 1997 Downtown Master Development Plan, the 1998 Cook's Corner Master Plan, the 2001 Downtown Brunswick Parking Study, the 2003 Brunswick Housing Study, the 2003 Rural Brunswick Smart Growth Study, the 2004 Brunswick Bicycle and Pedestrian Improvement Plan, the 2002 Parks and Open Space Plan, and the 2005 Transportation Study.

Demonstrating its ambitious scope, the 2008 Plan established eight key policy areas covering a broad spectrum of topics. Additionally, it refined the Town's land use policies regarding growth management which would later be used as a basis for the 2017 Zoning Ordinance Rewrite and Map Amendment. Lastly, it provided an implementation and regional coordination strategy. This analysis of the 2008 Plan focuses on the eight key policy areas, as they were the bulk of the 2008 Plan. Each key policy area identified a vision, proposed objectives and actions necessary to achieve the objectives, and performance targets by which to evaluate progress. Specifically, the key policy areas were:

1. Maintain and financially support a quality public education system.
2. Require long range planning for municipal facilities including replacement and expansion.
3. Promote the desired Growth/Rural pattern of development.
4. Support the development and maintenance of infrastructure that promotes livable neighborhoods and the desired pattern of residential and commercial growth.

5. Encourage a diversity of housing types in the designated Growth Area and facilitate preservation and development of affordable and workforce housing.
6. Provide clear mechanisms and incentives to protect significant open space and natural resources.
7. Promote an economically viable, attractive downtown.
8. Promote a diverse and healthy local economy.

In reviewing the 2008 Plan, the CPUSC concluded it to be a generally helpful document that provided guidance to the Town through a difficult period, however, the committee overall felt that it could have been improved through the following:

1. FREQUENT REVIEWS AND UPDATES

PROBLEM: The 2008 Plan does not require any type of annual or even biennial reporting to the Town Council regarding the progress made toward meeting established goals. Periodic updates to inventories and other data such as housing data, economic data, and demographics are not required. The Town Council and other Town boards and commissions are generally unaware of the status of the 2008 Plan's objectives and action items. Also, the 2008 Plan is not always thoroughly reviewed in conjunction with the Town's annual Capital Improvement Program (CIP). Furthermore, due to the length of time between updates and the significant economic, environmental, and technological changes that have occurred in the past 15 years, the 2008 Plan is outdated and fails to address important current issues such as: changing demographics; various housing types such as tiny houses, accessory dwelling units, and homeless shelters; sharing economy uses such as short-term rentals; electric vehicles; Town-wide broadband; sustainability; and perhaps the most important omission being climate change.

RECOMMENDATION: Regularly scheduled reviews and updates to the new 2025 Comprehensive Plan would prevent the document from becoming outdated and would reduce the amount of work needed for subsequent updates. Reviewing the new Comprehensive Plan annually during the CIP development process would also ensure a close alignment between identified Town goals and project funding.

2. REFINED IMPLEMENTATION STRATEGY

PROBLEM: The implementation timeline in the 2008 Plan only uses general terms such as short, mid, and long-term goals without identifying what those terms mean regarding the number of years associated with the goal's completion. Accountability for implementing the 2008 Plan was identified only by the Town board or committee that was most closely associated with the topic. For example, the Bicycle and Pedestrian Advisory Committee (BPAC) was tasked with the action item, "continue implementing the improvements listed in the 2004 Brunswick Bicycle and Pedestrian Improvement Plan relating to Downtown, particularly regarding crosswalks and sidewalks, on a regular basis." Although most action items are clear in direction, many action items were not implemented because the responsible boards and committees were simply unaware of their responsibility (see Item 1 above), did not have the resources to implement certain action items, lack of continuity in board membership, or, there was a mismatch between the action item and the responsible board and committee. As an example, the Planning Board was identified as the responsible party for the installation of benches, information kiosks, trash receptacles, and public toilets when they do not have jurisdiction over such improvements.

RECOMMENDATION: A stronger implementation strategy in the new Comprehensive Plan would provide an estimate for action item completion in months and/or years versus vaguely defined periods, go beyond assigning boards and committees primary responsibility by identifying relevant Town departments and staff to be accountable for implementation of action items, and provide a rough estimate as to potential costs of action items to ensure their feasibility.

3. RECOGNITION OF INTERRELATED TOPICS

PROBLEM: There was no effort made to synthesize the common elements within each policy area. The document contains several redundant action items that did not reference the other policy areas and objectives to which they were related.

RECOMMENDATION: The updated Comprehensive Plan should acknowledge the interrelatedness of many of the issues facing the community. For example, the Town Council recently approved a Climate Emergency Resolution. This climate emergency resolution is the result of a myriad of policy decisions covering economics, energy, land use planning, and transportation. Additionally, the identification of how community issues can be addressed more holistically would strengthen the updated Comprehensive Plan.

4. SHARPER FOCUS AND STRONGER CONNECTIONS BETWEEN POLICY AREAS AND LAND USE/GROWTH MANAGEMENT

PROBLEM: The 2008 Plan is overly broad at times and too narrowly focused at other times. For example, the inclusion of School Department and School Board academic, equity, and programming goals was found to be problematic in that they have no discernable relation to land use issues or growth management. Such topics are more appropriately discussed in the School Department's strategic planning documents, but topics such as growth projections and facilities planning are appropriate for the updated Comprehensive Plan. Growth projections and facilities planning are important not just for the Brunswick School Department, but also for other educational institutions such as Bowdoin College and Southern Maine Community College. Another example of the 2008 Plan focusing too broadly is the frequent grouping of open space, natural resources, outdoor recreation, and wildlife habitat as if they were a singular topic. On the other hand, infrastructure was conceived of narrowly as it primarily referenced only sewer, stormwater, and water service. Topics such as roads, public transportation, sidewalks, and street lighting were given little, if any, consideration within the document. Also, there was minimal reference to the potential environmental impact of such infrastructure and no guidance for "green infrastructure". Other infrastructure-related issues such as traffic and public transportation were given minimal attention in the 2008 Plan.

RECOMMENDATION: Growth projections and forecasted facility needs of the various education

institutions in the Town should be considered for incorporation into the updated Comprehensive Plan, yet specifics related to educational strategic plan items should not. Additionally, the specific topics of open space, natural resources, outdoor recreation, and wildlife habitat would best be defined and reviewed individually in the new Comprehensive Plan. Consideration of the Town, Brunswick Sewer District, and Brunswick-Topsham Water District's financial planning and capacity should be included in infrastructure-related action items within the new Comprehensive Plan Update. Similar to Item 3, a focus on how recommendations are interrelated, particularly to land use and growth management, would produce clear and concise action items in the updated Comprehensive Plan.

5. RESEARCH-BASED QUANTITATIVE GOALS

PROBLEM: Many action items and performance targets are tied to quantitative goals that are convenient for measuring progress. However, some of the goals associated with these items and targets do not provide any justification as to why the standard was selected and if it is reflective of best practices or other widely accepted standards. For example, Policy Area 4, Performance Target 3 establishes a goal of a 50% reduction in vehicular and pedestrian accidents at high accident and injury locations, but how this target came to be is unknown.

RECOMMENDATION: Performance targets should be based on referenced industry standards for said topics; should begin with an agreed-upon baseline, and be used as a tool to assess yearly progress.

Ultimately, a review of the 2008 Plan has provided the CPUSC with lessons that will guide the next steps in the update process as it seeks to create a holistic vision, objectives, and goals in the 2025 Comprehensive Plan. The CPUSC aims to conduct extensive public outreach to develop aspirational, yet realistic, policy objectives and goals that are both flexible and adaptable to future dramatic physical and economic change, while remaining respectful of future generations of Brunswick residents.

NOTE: THE FOLLOWING REPORT WAS DRAFTED BY THE PLANNING DEPARTMENT WITH ASSISTANCE FROM THE COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE (CPUSC) TO ADDRESS A GOAL OUTLINED IN THE COMMITTEE'S CHARGE : "...REVIEW THE TOWN OF BRUNSWICK 2008 COMPREHENSIVE PLAN UPDATE AND DELIVER A REPORT ON THE PROGRESS MADE IN ACHIEVING THE GOALS AND OBJECTIVES..." THE COMMITTEE'S WORK ON THIS REPORT INFORMED THE CURRENT DRAFT COMPREHENSIVE PLAN. THE MAJORITY OF THE DOCUMENT WAS DRAFTED IN 2021-22 AND THE DATA FOR EACH POLICY AREA GENERALLY SPANS THROUGH 2020. TO SUPPLEMENT THIS REPORT, THE PLANNING DEPARTMENT HAS ATTACHED AN ADDENDUM TO THIS DOCUMENT SHARING MORE RECENT DATA FOR SOME OF THE TOPICS AREAS BELOW. MORE CURRENT DATA IS ALSO PROVIDED IN THE DATA CHAPTERS PRECEDING THIS SECTION.

POLICY AREA 1
MAINTAIN AND FINANCIALLY SUPPORT A QUALITY PUBLIC EDUCATION SYSTEM

--- A map of school facilities referenced in this Policy Area is included (See Exhibit 1-A) ---

Key Objective 1:	**Facilities: Renovate, replace, or construct schools as necessary to meet the long-term space and program needs identified by the School Board.**
Associated Performance Target(s):	1. Complete and implement the long-range facilities plan to address space needs as outlined by the School Board.
Key Action 1:	*Build new school facilities, end the use of modular classrooms, and consolidate and/or close outdated facilities to meet educational, program, health, and safety needs in a cost-effective way.*

Elementary Schools:

Since the writing of the *2008 Comprehensive Plan Update* ("2008 Plan"), the Town of Brunswick ("Town") closed four (4) neighborhood kindergarten through fifth grade elementary schools and constructed two (2) new larger schools, one accommodating all pre-kindergarten through second grade students and the other accommodating all third to fifth grade students. The consolidation of the four (4) neighborhood schools into two (2) larger schools addressed concerns about disparities in the quality of the schools and equal access to programming for elementary students.

During the writing of the 2008 Plan, discussions about the future of the former Brunswick High School (BHS) building and site, vacated in 1995 and located on McKeen Street between Spring Street to the east and Stanwood Street to the west, were in progress. After substantial discussion as to preserve or demolish the existing building, in 2008 the Town opted for the latter so that it could be replaced with a new building for Harriet Beecher Stowe (HBS) Elementary School (grades 2-5 upon opening, currently grades 3-5). Demolition of the old BHS building occurred in 2009 and construction of HBS was completed for the 2011-2012 academic year.

Jordan Acres Elementary School (grades K-5) closed at the end of the 2010-2011 academic year due to structural issues and a declining student enrollment associated with the closure of the Brunswick Naval Air Station (BNAS, now known as Brunswick Landing). . Staff and students were relocated to the new Harriet Beecher Stowe (HBS) and Coffin Elementary School which hosted grades K-5 prior to Jordan Acres Elementary School closing and transitioned to grades K-1 thereafter. Longfellow Elementary School (grades K-5) also closed after the 2010-2011 academic year and was subsequently exchanged with Bowdoin College for the McLellen Building at 85 Union Street, now used as Brunswick Town Hall. The Longfellow School was renovated by Bowdoin in 2012 for reuse as the Robert H. and Blythe Bickel Edwards Center for Art and Dance.

In October 2011, the Brunswick School Department ("School Department") hired Harriman Architects to complete a *Phase 1 Facilities Master Plan Study* to evaluate the elementary schools, Brunswick Junior High School (BJHS), BHS, and a possible consolidation and relocation of central offices and bus garage. The School Department had previously identified a need for a bus garage and filed a Notice of Interest (NOI), but was denied, for Buildings 19 and 590 during the BNAS closure and public conveyance process.

Shortly after Harriman Architects completed their study, PDT Architects were hired in August 2012 to complete a *Phase II Facilities Master Plan Study* that included an analytical review of the sites and buildings under consideration, development of detailed program requirements for space needs, furnishing, equipment, floor plans, new site plan drawings, and general cost estimates.

A series of meetings were held from 2013 through 2016 during which it was determined that there was no immediate need to move or renovate the bus garage.

In early 2017 a decision was made to build a new elementary school, later named the Kate Furbish Elementary School, to replace the former Jordan Acres School. Kate Furbish Elementary School was constructed to address overcrowding, provide modern code-compliant space, and allow for expanded programming, including pre-kindergarten. The new Kate Furbish Elementary School was completed in the summer of 2020 and open for the 2020-2021 academic year.

Coffin School was used throughout the Kate Furbish Elementary School construction process and, as of 2024, is being used by BJHS for some instructional programs as well as for Brunswick High School's Off Campus program. Additionally, in July of 2024, the School Department offices were relocated to Coffin School.
Hawthorne School Building, located on Federal Street, housed District offices until July 2024. The School Board will make a decision regarding the disposition of the Hawthorne School Building. By state statute, the building must be returned to the town, and it is expected this will occur in the Fall of 2024.

Brunswick Junior High School (BJHS):

The BJHS building was constructed in 1959, and the classroom wing was rebuilt after being destroyed by fire in 1983. Modular classrooms are no longer in use as some instruction occurs at Coffin School. Maine DOE Revolving Renovation funds have been used to make various improvements and repairs. CIP funds have also been used to make repairs, most notably the replacement of curtain wall windows near the entrance. Despite these improvements, the school continues to need significant repairs regularly.

The School District is working with CHA Architects on completing the 2024 Maine DOE Major Capital School Construction Application for BJHS. The application will be submitted before the August 30, 2024 deadline.

Brunswick High School (BHS):

BHS moved to a new campus on Maquoit Road in 1995, but the former building was used for other purposes until its demolition in 2009. In 2019, the Town approved an expenditure of $250,000 toward the approximately $1 million project cost to replace the track facilities at BHS. Track improvements were completed in 2019.

Region 10 Technical High School

Region 10 Technical High School, an independent quasi-municipal school district, is located on Church Rd and serves interested students attending BHS, Freeport High School, and Mt. Ararat High School. The school's vision includes transitioning to a four-year, comprehensive technical magnet high school and possibly relocating to Brunswick Landing to take advantage of its future-oriented businesses and industry and various training and education organizations such as Southern Maine Community College (SMCC). Region 10 undertook a significant feasibility study and is still in the early stages of the process.

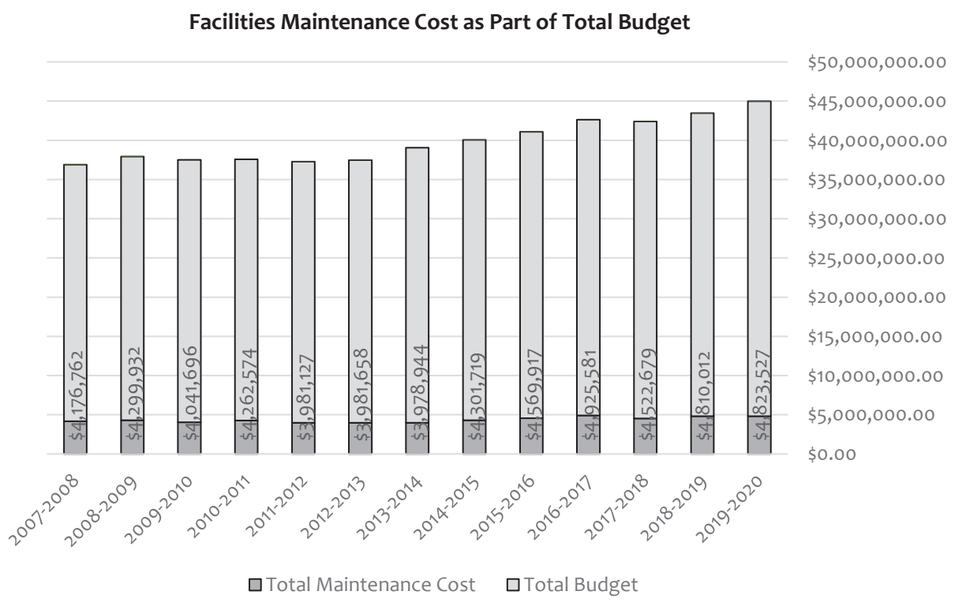
Charter Schools:

In 2011 State legislation (*LD 1553 – An Act to Create a Public Charter School Program in Maine*) authorized public charter schools (up to ten (10) schools for the first ten (10) years of the program) in Maine. Harpswell Coastal Academy (HCA, grades 6-12) opened in 2013 with a curriculum focused on, "incorporating marine and natural resources, farms and forests, and sustainable entrepreneurships through direct and ongoing partnerships with professionals in those fields." HCA had facilities located in both Harpswell and in Brunswick Landing. The school closed at the end of the 2022-23 academic year.

Key Action 2:	*Continue to fund preventive maintenance and building improvements to continuously maintain the public investment in school facilities.*

Funding for facilities maintenance has remained in a consistent percentage range of 11.3 - 13.1% of the School Department's total operating budget since the 2007-2008 school year. Although some projects end up being deferred, the *School Department Capital Plan*, which is incorporated into the *Town of Brunswick Capital Improvement Program* (CIP) identifies planned facilities, needs, and projects.

Other sources of maintenance and building improvement funding include the Maine Department of Education's (MDOE) School Revolving Renovation Fund (SRRF).



Key Objective 2:	**Programming: Ensure that existing and new academic programs meet or exceed state requirements and support students at all academic levels in the Brunswick public education system.**

Associated Performance Target(s):

2. Class sizes are established for each grade and reduced as necessary to achieve educational goals.
3. Program offerings meet or exceed state requirements.
4. Program offerings are comparable, where appropriate, to similarly sized as well as nearby school districts.

Key Action 1: *Implement all state-mandated programs. In addition, implement programs comparable to and competitive with those offered in surrounding communities or comparably sized school systems.*

All state-mandated programs are implemented at all respective schools. The district has also expanded programming options. In recent years these expansions include

1. The addition of public Pre-Kindergarten programming (one classroom at Coffin in 2019-20; five classrooms at Kate Furbish beginning in 2020; additional partnerships with two area public pre-K organizations beginning in 2021);
2. The establishment of in-depth partnerships with the Cathance River Education Alliance (CREA) to provide outdoor education, particularly in the elementary schools, as well as a greenhouse and nature-based playground at Harriet Beecher Stowe;
3. The development of service learning and community involvement programming at BJHS which connects students with community partners for learning projects;

4. The development and expansion of Extended Learning Opportunities (ELOs) at BHS through which students may participate in internships in area businesses and organizations.
5. The addition of the REAL School, an independent alternative placement school for students from Brunswick and other communities (it was later rebranded as TREK and closed in 2024 when students' needs could be met through other pathways).

The list above is not all-inclusive.

The COVID-19 pandemic also affected student programming. During the pandemic, Brunswick schools implemented state-approved social distancing programming. Beginning in March 2020, instruction was remote and asynchronous. In 2020-21, students in 2 (PreK-8) or 3 (9-12) alternating groupings attended remote asynchronous classes and in-person synchronous classes. Regular in-person instruction returned in 2021-22. The district employed school-wide pooled testing practices beginning in 2022 to help ensure that students and staff members who attended were COVID-free. All COVID-specific practices stopped in 2023. This experience led to an increased need in social and emotional learning (SEL) services. Through federal relief funding, the district invested heavily in additional social workers, counselors, and related professional resources. As the need for those services has continued, the district has maintained many of those SEL-based positions post-pandemic.

Since 2019, the district has also experienced an increased enrollment of multilingual learners. In 2019 the district had one full time staff member for English for Speakers of Other Languages (ESOL) for a handful of multilingual learners. As of 2024, there are over 100 multilingual learners at all schools who have a variety of primary languages. As a result, there are now ESOL teachers in all schools, two cultural brokers among all schools, and two district-based coordinators to guide registration, engagement, and instruction.

Also since 2019, the district has experienced a sharp rise in students experiencing homelessness, particularly in the elementary level. As of June 2024, there were over 120 students who were homeless at some point in the school year. The majority of students experiencing homelessness were doubled up in shared housing after they lost their own housing, although others were also in low-cost motels or in shelters. Qualitative and quantitative data indicates that the rising costs of housing is a major factor in this increase.

Key Action 2: *Ensure class sizes that are appropriate for the grade level and the successful implementation of the desired teaching methodology.*

Class sizes are guided by School Department Policy IIB and personnel resources are shifted as necessary to maintain appropriate class sizes.

Early Kindergarten:	12-16 students
Kindergarten and Grade 1:	18-22 students
Grades 2 – 3:	20-24 students
Grades 4 – 5:	21-25 students
Grades 6 – 12 (Academic Classes):	21-25 students

High School (Advanced Placement):	Up to 15 students
High School (Science Laboratory):	16-20 students
Special Education Classrooms:	Staffed in accordance with needs as Determined by the individualized education program (IEP).

Action 3: *Financially support the summer Reading, Writing, and Mathematics Camp Program.*

Prior to the pandemic, the school department offered some summer camps including a general academic camp at Coffin, a reading, writing and math camp at BJHS, credit recovery programming at BHS, and extended school year (ESY) programming for all grade levels. During the pandemic and through federal relief funds, the district offered a wider variety of summer camps including academic camps at KFS, at HBS, and at BJHS, credit recovery at BHS, ESOL social language camps, ESY, and the BJHS reading, writing, and math camps. Pandemic relief funds were used to fund this expansion of camps in an attempt to engage or reengage as many students as possible.

These camps have continued to evolve. Most recently in 2024, the district operated academic camps at KFS, at HBS, and at BJHS, credit recovery at BHS, and ESY.

Additional Objective 3:	**Equity: Ensure that Brunswick's public schools provide an equal opportunity to learn, an equitable environment, and appropriate expectations for students at all academic levels and aspirations.**
Associated Performance Target(s):	5. The graduation rate, high school dropout rate, college/technical school acceptance rate and the performance of Brunswick students on standardized tests all continue to meet or exceed the current levels. 6. Employee/teacher job satisfaction, parent satisfaction, and student satisfaction are benchmarked and examined regularly by the School Board. 7. The rate of job placements from vocational education increases.

Action 1: *Work toward a balanced socioeconomic environment within each school. This includes equity in the programs, facilities and mix of students, as well as a learning environment that maximizes the ability of students of all socioeconomic backgrounds to reach their highest potential.*

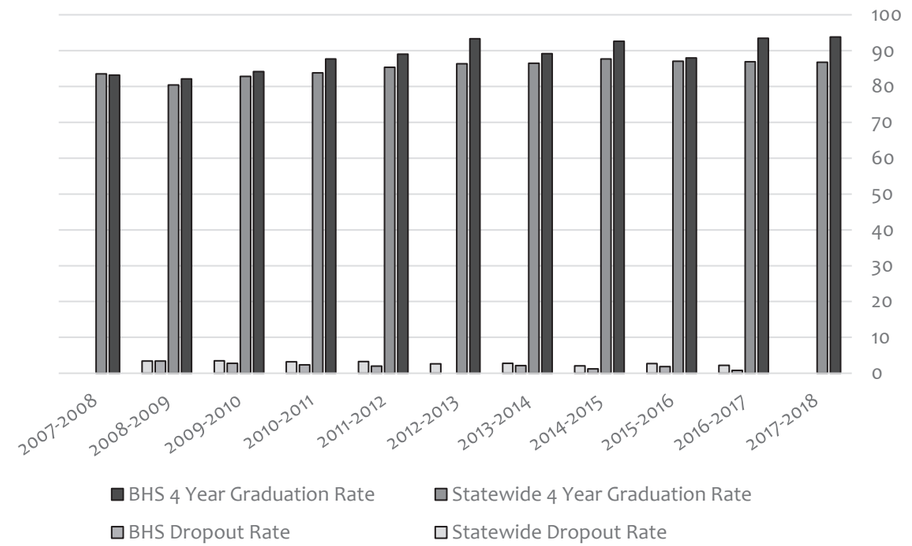
The consolidation of elementary schools was intended to ensure all students have equal and consistent access to resources and programming. Districtwide wraparound programming such as Camp Chickadee

and Camp Bobcat, Extended School Year classes, and the Math, Reading, and Writing Camps at BJHS provide additional support for at-risk students.

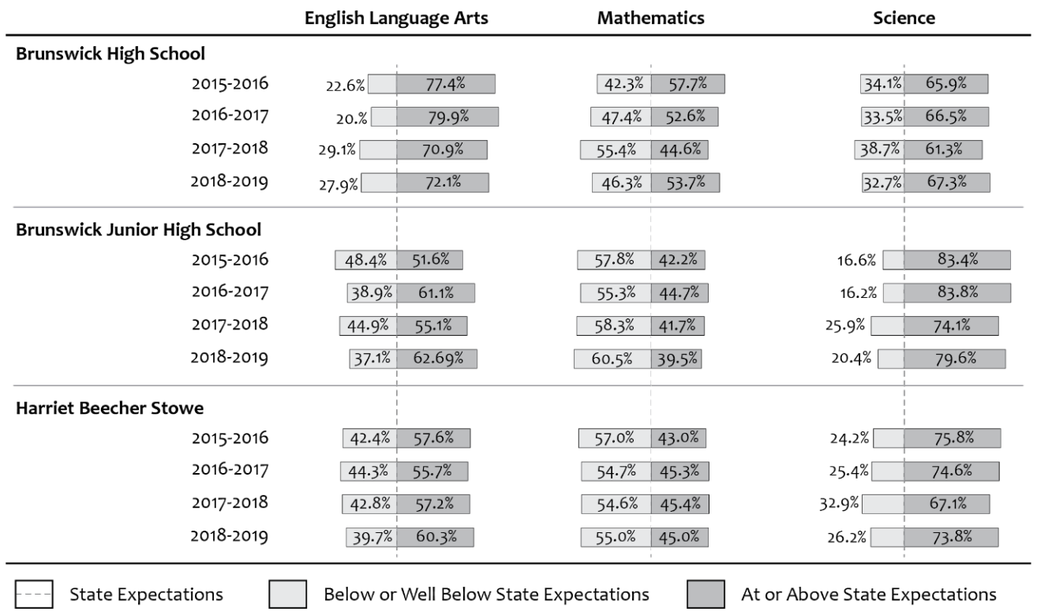
In response to Performance Target 5, the BHS four-year graduation rates have exceeded the state average rates every academic year except for 2007-2008. The most recent college acceptance rate is 82%.

BHS has experienced lower dropout rates (ranging from 1% to 4%) than the state average for every academic year since 2008-2009. Please note that 2007-2008 dropout rates are unavailable and that the 2012-2013 dropout rate for BHS was unavailable from MDOE due to an inadequate sample size.

Brunswick High School vs. State Graduation and Dropout Rates (%)



Going back to the 2015-2016 academic year, data from MDOE Student Performance on State Assessments demonstrates the following:



In response to Performance Target 6, the National School Climate Center's (NSCC) Comprehensive School Climate Inventory (CSCI) performed a districtwide "climate survey" from 2013 to 2016. The CSCI is a survey that provides an in-depth profile of the department's strengths and areas for improvement. Results of the survey are not published but are available from the School Department.

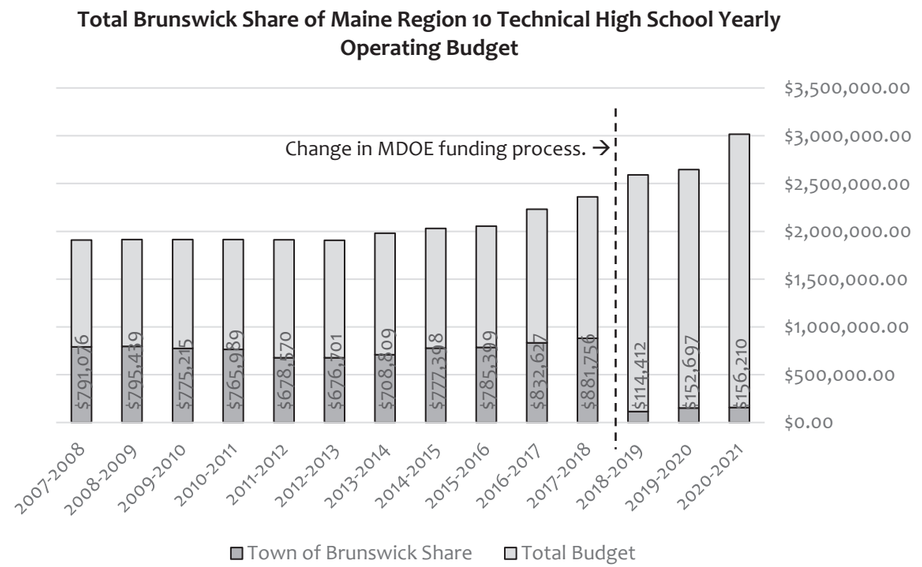
In 2009 the Maine Integrated Youth Health Survey (MIYHS) replaced the Maine Youth Drug and Alcohol Use Survey (MYDAUS) as the tool to assess behaviors, risks, and protective factors among students. Municipal level data is not available, but county level data from the most recent (2023) MIYHS is available at https://www.maine.gov/miyhs/2023-results.

Action 2:	*Strongly support programs at the Vocational Region 10 School and recognize that these programs are a desirable and appropriate option for those students for whom college is not a goal.*

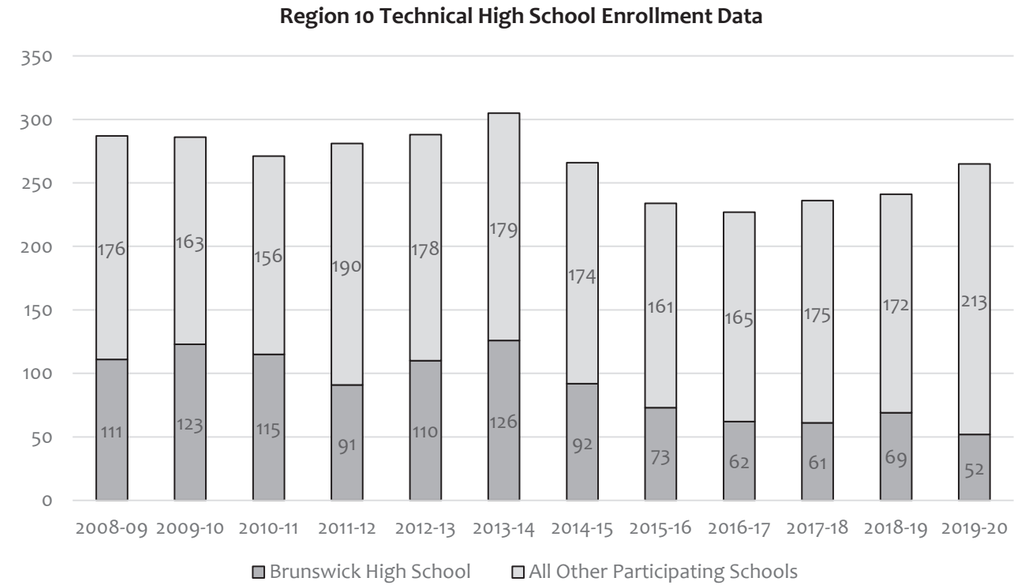
The Town is a member of a Cooperative Agreement for Maine Region 10, Vocational 10 Technical High School (SAD 75 and RSU5: Bowdoin, Freeport, Harpswell, and Topsham). This agreement requires the Town to share in the operational costs and any other debts incurred by the Cooperative Board. The method of cost sharing is based on the most recent Federal Decennial Census data with each member paying in proportion to the proportion of its population of the total Maine Region 10 Technical High School enrollment area. The current agreement is based on data from the 2020 Census which requires the Town share 38.17% of the cost through June 30, 2031. After this date, the agreement is to be revised based on data from the 2030 Census.

The graph below demonstrates the Town's total share of the school's operating budget. Please note that changes to State law prior to the 2018-2019 budget resulted in MDOE sending funding directly to career and technical education schools instead of providing the Town with a subsidy allocation that was previously

included in the operating budgets. Also, total yearly operating budgets from 2007-2008 to 2017-2018 are estimates based on best available data.



Region 10 Technical High School's vision includes transitioning to a four-year, comprehensive technical high school and relocating to Brunswick Landing. Enrollment data from the School Department below indicates a general trend of a minor decrease in enrollment for Region 10 Technical High School since the 2013-2014 academic year. Between the 2013-2014 and 2019-2020 academic years, overall enrollment has decreased by 13.1% and BHS student enrollment has decreased by 58.7%



In response to Performance Target 7, specific job placement data from Region 10 Technical High School is not maintained, but according to the School Department frequent post-graduate paths include: Academy of Medical Professionals, apprenticeships, various in state universities such as, Maine Community College System,and military service.

Action 3:	*Provide access to new technology for all students within the learning environment. An equitable school system provides all students with current technology training.*

Brunswick School Department technology devices are assigned as part of a one-to-one program designed to create a collaborative learning environment for all learners. The program enables and supports students and teachers in implementing transformative uses of technology while enhancing students' engagement with content and promoting the development of self-directed, responsible lifelong learners and users. The one-to-one program helps students transition from consumers of information to creative producers and owners of knowledge.

Key elements of the one-to-one program include:

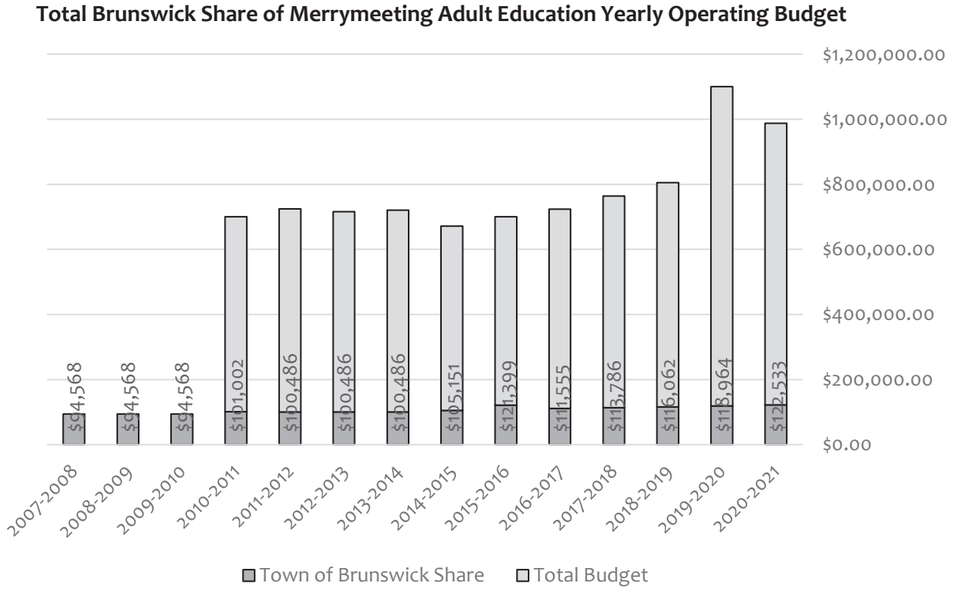
- Each student is provided with a technology device for them to use in school;
- Students in grades 6-12 will use their devices at home. Each student is provided with accounts to appropriate educational applications to access and complete learning activities;
- Each school is equipped with a reliable and comprehensive WiFi network;
- The district is staffed with qualified technology staff who maintain and oversee the program;

Teachers are provided with professional development and technology support to maximize the effectiveness of technology on learning;

Through the Maine Learning Technology Initiative (MLTI), BJHS has a one-to-one (1:1) student-to-laptop ratio in the seventh and eighth grades. Computer carts are available in the other schools, and loanable computers and network hotspots are also available for students who do not have a computer or internet access at home.

Action 4:	*Continue to support programs such as Alternative Education and Merrymeeting Adult Education that offer the ability to obtain a high school degree for nontraditional students as well as programs focused on life-long learning.*

As demonstrated in the graph below, the Town continues to financially support Merrymeeting Adult Education (MAE) by funding a portion of its operating budget every year.



** Total yearly operating budget data unavailable for 2007-2008, 2008-2009, and 2009-2010 academic years.*

Enrollment data for MAE includes both the Town of Brunswick and Town of Topsham and can be divided between participation in their academic or enrichment programs. The methods by which data is collected and the categories of data have changed over time, but analysis of the data indicates that during times of high unemployment enrollment generally increases, especially enrollment in workforce development programs. Enrollment in enrichment programs grew at a steady rate and has plateaued to approximately 3,000 participants per year over the last four (4) years.

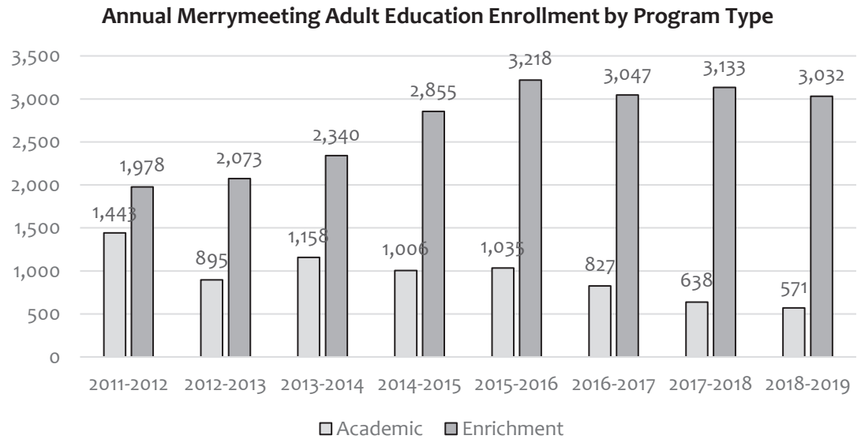
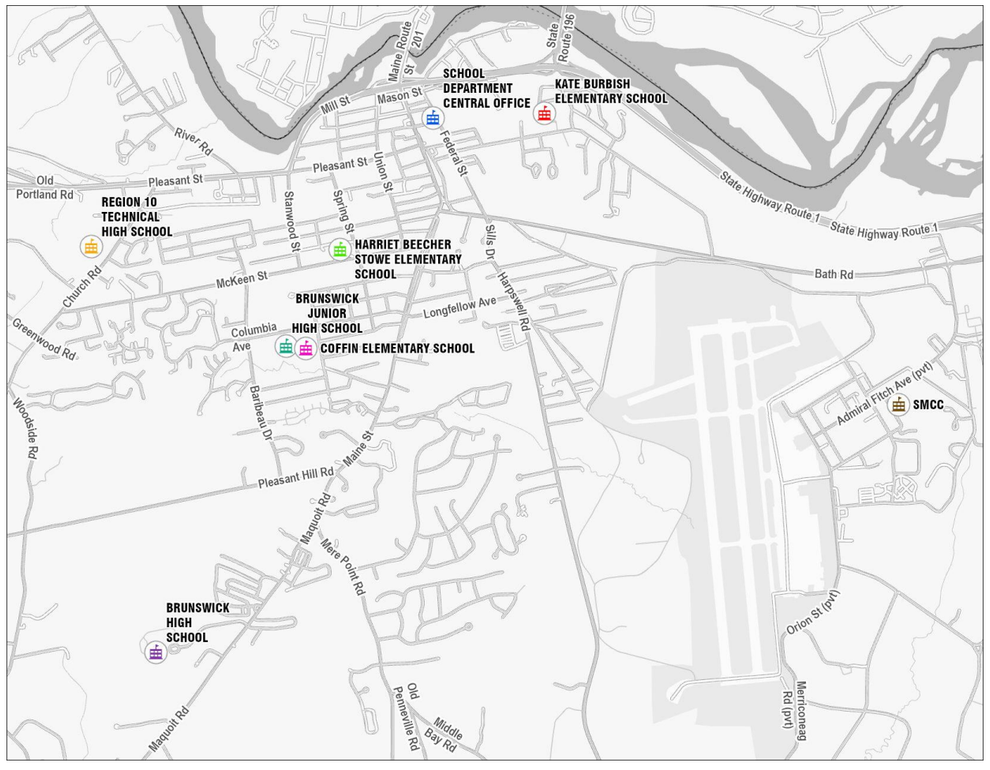


Exhibit 1-A: Map of Brunswick School Facilities



POLICY AREA 2

REQUIRE LONG RANGE PLANNING FOR MUNICIPAL FACILITIES INCLUDING REPLACEMENT AND EXPANSION

Key Objective 1:	**Through strong local leadership and collaboration, ensure that all opportunities for municipal facilities at the BNAS property are fully explored and that associated impacts of redevelopment on municipal facilities are considered.**

Associated Performance Target(s):

6. The publicly supported reuse plan for BNAS, which incorporates potential municipal uses of BNAS property, is implemented.

Key Action 1: *Elected officials and staff of Town continue to participate in Midcoast Regional Redevelopment Authority (MRRA) planning and implementation process.*

--- Same Action Item as Policy Area 3, Key Objective 1, Key Action 1 ---

Rather than the Town serving as the local redevelopment authority a new regional entity, the Brunswick Local Redevelopment Authority (BLRA), was appointed by the Governor and recognized by the United States Department of Defense (DOD) to oversee development of the *Brunswick Naval Air Station (BNAS) Reuse Master Plan*. Although the majority of the former BNAS property (now known as Brunswick Landing) was located within the Town of Brunswick ("Town"), the BLRA was assigned to focus on a regional rather than strictly local approach to the reuse of the base. The BLRA board consisted of local, regional, and state representation. The Town, like other stakeholders, had to present and make a case before the BLRA to be considered as a recipient for BNAS facilities or properties of interest. The BLRA completed the *BNAS Reuse Master Plan* in December 2007.

In an effort to include elected officials and Town staff in the planning and implementation process the *BNAS Reuse Master Plan* adopted the following as one of its guiding principles, "The reuse plan will accommodate the needs and values of the community, the region and the State of Maine, and be consistent with the policies of the *Brunswick Comprehensive Plan*."

The Midcoast Regional Redevelopment Authority (MRRA) is a public municipal corporation established by State law in 2009 (M.R.S. Title 5, § 13083-G through 13083-S). It is charged with implementing the *BNAS Reuse Master Plan* and the *Topsham Annex Reuse Master Plan* as established by the BLRA and the Topsham Local Redevelopment Authority (TLRA). MRRA is overseen by an eleven (11) member Board of Trustees who are appointed by the Governor and confirmed by the State legislature.

In 2009, the Town adopted two (2) new zoning districts, the BNAS Reuse District (BRU) and the BNAS Conservation District (BCN). These new zoning districts included specific dimensional, parking, signage, street, and use standards by which the boards, commissions, and committees, Town Council, and/or Town staff would have continued participation in MRRA's planning and implementation process through development review. There is however an exemption from development review for the initial non-military re-occupancy of a building in the BRU District that existed as of July 20, 2009, provided compliance with certain criteria. Since 2009 over 110 applications for various projects within Brunswick Landing have been reviewed by either Town staff, Staff Review Committee (SRC), or the Planning Board.

Changes were also made to the Town Zoning Ordinance to expand the SRC to include one (1) non-voting staff representative from MRRA for projects located within Brunswick Landing. Also, as part of any application for development review within Brunswick Landing, all applicants must demonstrate that they have received approval from MRRA's design review committee. In December 2020, Steve Levesque, Executive Director of MRRA, indicated a willingness to add the Town's Director of Planning and Development to MRRA's design review committee, who was subsequently a participating committee member by 2023.

In addition to development review and annual reporting, elected officials and Town staff also communicate frequently with MRRA regarding long range planning efforts and complex redevelopment scenarios, especially those pertaining to utilities and infrastructure. For example, the Town Council and representatives from MRRA continue to discuss the U.S, Navy's Record of Decision pertaining to the cleanup of the former Picnic Pond stormwater retention system.

Key Action 2:	*Identify opportunities for municipal facilities on BNAS property.*
Key Action 3:	*Identify and prioritize long and short-term actions Brunswick can take to ensure incorporation of needed municipal facilities in the reuse plan.*

Within the *BNAS Reuse Master Plan*, the Community Mixed Use District was identified as a land use district suitable for civic and government uses and buildings, but no specific municipal facilities were proposed. A Facilities Reuse Workshop was held during the *BNAS Reuse Master Plan* drafting process to identify potential future uses for 48 major buildings. Each facility was evaluated in terms of its adaptability for public/private-sector use in its existing capacity, or for other uses. Based on these evaluations and other assessments of Town needs, the Town had the opportunity to file a Notice of Interest (NOI) as part of the Public Benefit Conveyance (PBC) process that allows various federal, state, and local agencies and other non-profit organizations to request property within the subject area.

The map on the next page identifies properties for which the Town filed NOIs for and successfully received. Note that the map reflects properties that were of interest to the Town at the time the *BNAS Reuse Master Plan* was adopted and does not necessarily reflect existing conditions as various parcels and boundaries have since been altered.

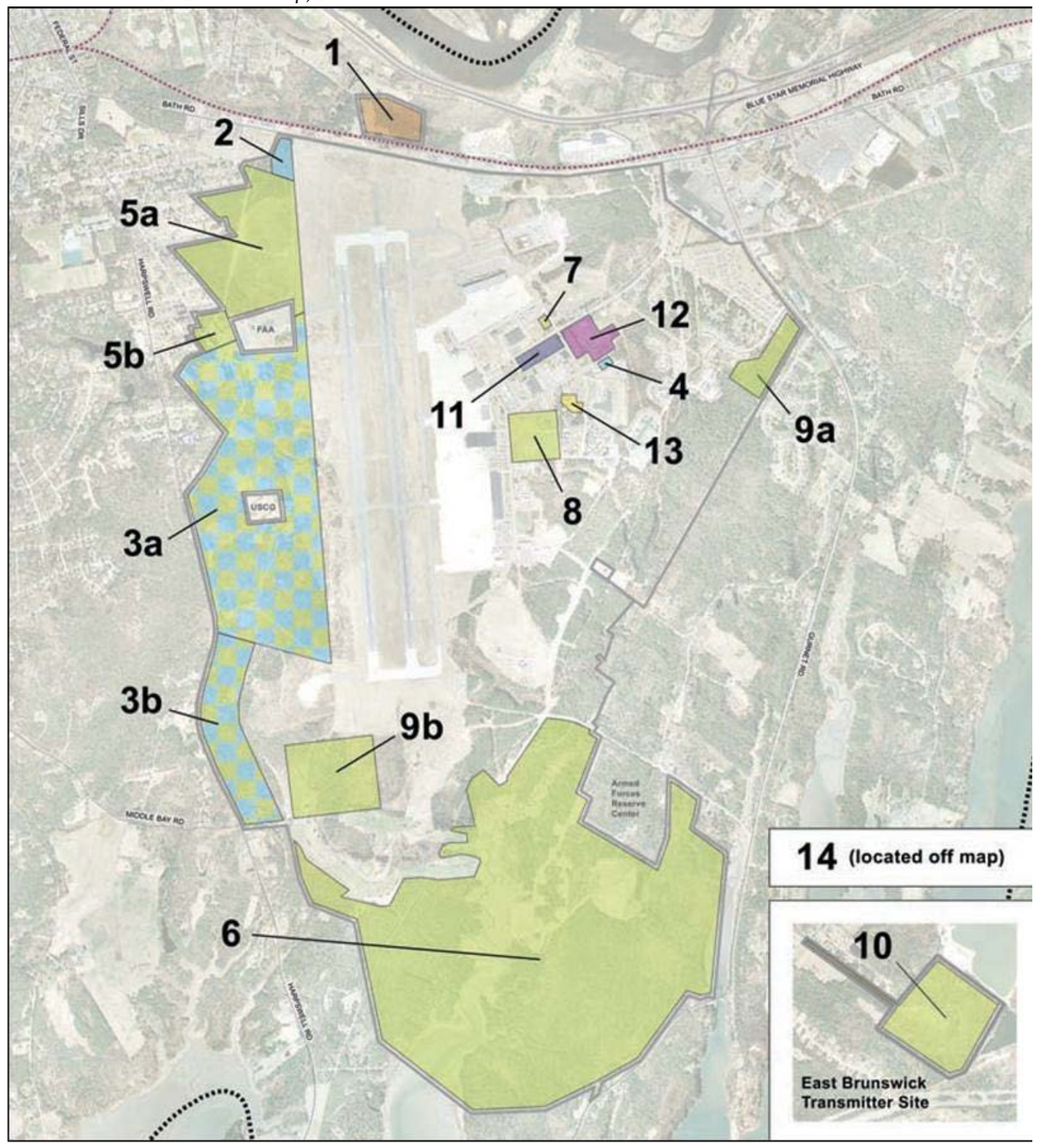
3a, 3b, 5a, 5b, 6: *Approximately 1,000 acres of land located in the northwestern and southern parts of the base plus land that is not developable or not required for Bowdoin College for conservation purposes.*

Item 5a is now referred to as the Western Sawtooth Parcel. As of December 2020, the Town Conservation Commission has substantively completed the *Western Sawtooth Parcel Recreation, Trails and Open Space Management Plan*. Location 6 is now referred to as the Kate Furbish Preserve and its open space management plan was adopted in 2013.

7: *Building 102 and approximately one (1) adjacent acre for public safety indoor small arr range use.*

Other agencies that were anticipated to share in the use of the indoor shooting ran indicated an unwillingness to participate in the cost of operating the facility. In 2011, t U.S. Navy was notified that the Town was no longer interested in acquiring the proper In 2016, an initial reuse request was approved by the SRC for Building 102 for use as brewery.

Recommended PBC Location Map, BNAS Reuse Master Plan



Note that the map reflects properties that were of interest to the Town at the time the BNAS Reuse Master Plan was adopted and does not necessarily reflect existing conditions as various parcels and boundaries have since been altered.

8: *Building 211 (former Neptune Hall) and approximately eighteen (18) adjacent acres for recreation purposes.*

Building 211 became the new home for the Parks and Recreation Department in 2013.

9b: *Fifty (50) acres of land located north of existing golf course for future active recreation uses (part of 65-acre conveyance with #9a).*

The Town maintains possession of 32 undeveloped acres of Item 9b, located immediately west of the Mere Creek Golf Course Clubhouse and east of Harpswell Road.

10: *Approximately 66 acres at the East Brunswick transmitter site for conservation purposes.*

Now named the Captain Fitzgerald Recreation and Conservation Area, this area was acquired by the Town in 2011 and a management plan was completed in 2015. The area contains a rare natural plant community known as Little Bluestem Blueberry that is designated as S1, critically imperiled, by the State Agriculture, Conservation and Forestry Department's Maine Natural Areas Program (MNAP).

The S1 designation means that there are five (5) or fewer occurrences or very few remaining individuals or acres or because some aspect of its biology makes it especially vulnerable to extirpation from the State. Prescribed burning is an important management tool for this type of grassland. Historically, Little Bluestem Blueberry Sandplain Grasslands were more common in southern Maine, but most have either been lost due to development or have transitioned to other types of plant communities due to a lack of fire.

Although currently undeveloped, long term plans for the as well as the adjoining parcel formerly known as the Maine Gravel Services site (163 acres) are under study for future active and passive recreational uses.

Other areas and buildings requested by the Town through the NOI process that were not awarded include the following:

- The Brunswick School Department's ("School Department") request for Building 19 (workshop) and Building 590 (vehicle maintenance garage).

  BLRA determined that these buildings were necessary to house their own maintenance vehicles and equipment.

- The Parks and Recreation Department's request for an auto hobby shop, recreation mall, and miscellaneous athletic fields and courts.

  BLRA determined that the buildings would be better served with economic development in mind.

- The Conservation Commission's request for 171 acres on the eastern side of the former base.

  BLRA determined that the requested area would be better suited for other purposes.

Emerging from the work of the Midcoast Collaborative for Access to Transportation (MCAT), formed in 2003, the Brunswick Explorer ("Explorer") began service in October 2010. The Explorer is a public-private partnership with funding provided by the Federal Transit Administration (FTA), Maine Department of Transportation (MDOT), Community Transportation Association of America, the Town, and other local partners including Bowdoin College, Brunswick Housing Authority (BHA), Mid Coast Hospital, Sweetser, and the United Way of Mid Coast Maine.

Operated by Western Maine Transportation Services (WMTS), a nonprofit public transportation corporation, the Brunswick Link route services stops as far east as Mid Coast Hospital and as far west as Mallard Pond. Other popular destinations for Explorer riders include Maine Street Station, Hannaford, People Plus, Bowdoin College, Cook's Corner Mall, and Walmart. Connecting hubs provide regional service through Blueline and METRO-BREEZ networks.

The 2020 Brunswick Transportation Study (www.brunswickstransitstudy.com) made the recommendation for improved service include:

Key Objective 2:	**Require the development of a comprehensive 10-year strategic facilities plan that identifies known future needs beyond the 10 – year plan and that addresses the use, reuse, maintenance and/or disposition of all municipal buildings and facilities (including landfill) and anticipates additional new facilities required due to replacement, expansion or other known future needs. Implement this plan by closely linking it to the CIP.**
Associated Performance Target(s):	3. At least 5% of the 10-year projected cost of facilities maintenance, renovation and replacement will be authorized and spent annually. 4. The backlog of facilities maintenance, renovation and replacement projects as determined in 2008-09 will be 75% completed by 2018-2019. 5. The useful life of the landfill will be extended by at least five (5) years over current estimates.
Key Action 1:	*Determine the optimal use of all municipal buildings and facilities including currently underutilized facilities such as the old High School.*

In 2008 the Town opted to demolish the old Brunswick High School (BHS) building and replace it with a new building to be used as the Harriet Beecher Stowe (HBS) Elementary School (grades 2-5 upon opening, currently grades 3-5). Demolition of the old BHS building occurred in 2009 and construction of HBS was completed for the 2011-2012 academic year.

The School Department's *Facilities Master Plan Study* resulted in a decision to build a new elementary school (Kate Furbish School) to replace the former Jordan Acres School. Coffin School was used during the construction of the Kate Furbish School and as of 2024, is used by Brunswick Junior High School (BJHS) and

Brunswick High School's Off Campus Program. The school superintendent and administrative offices will move to Coffin school in 2024.

A report prepared by Gary Brown, former Town Manager, in March of 2011 provided information and recommendations on municipal facilities. The recommendations include:

1. *New Police Station: Proceed with plan to construct a new Police Station at Pleasant and Stanwood Street.*

   A new 20,000 square foot Police Station at the southeast corner of Pleasant and Stanwood Streets was completed in 2013.

2. *Council Chambers at Maine Street Station: Relocate Council Chambers to McClellan Building as part of the property exchange with Bowdoin College.*

   Town Hall, including Council Chambers, moved to the McClellan Building in 2014.

3. *Town Office at 28 Federal Street: Develop a reuse plan (sale, parking facility, downtown park) for the property by July 1, 2014, in time for the functions to be relocated to the McClellan Building.*

   With the relocation of the Recreation Center to Brunswick Landing and the relocation of Town Hall to the McClellan Building the building was demolished and replaced by a new office building for Coastal Enterprises, Inc (CEI)., completed in 2015.

4. *Longfellow School: This building should be conveyed to Bowdoin College as part of a facility exchange for the McClellan Building.*

   Completed in 2012, the building is now Bowdoin College's Robert H. and Blythe Bickel Edwards Center for Art and Dance

5. *Former Times Record Building: The Town Council should encourage the possible use of this facility as a school transportation facility.*

   Upon the acquisition of the former Times Record Building, it was anticipated the building would be reused by the School Department for a new bus garage. Upon realization that the necessary repairs and upgrades were cost prohibitive the Town tried to sell the property. In 2012, after two (2) years on the market, the Town Council approved the demolition of the building. The Town still owns the property on Industry Road (Map U07, Lot 70) and currently uses the lot for additional vehicle storage and workspace for the Department of Public Works (DPW) facilities directly across Industry Road. The 2.5-acre site still has redevelopment potential.

6. *Indoor Shooting Range at BNAS: The Town should notify appropriate Federal entities that the Town no longer has an interest in receiving this property.*

   Completed in 2011

7. *Recreation Fieldhouse at BNAS: Depending on the operating cost analysis, the Town should attempt to phase in the use of this facility over the next five (5) years. Simultaneously to this the recreation facility on Federal Street should be phased out.*

   Transfer completed in 2013 with several facility improvements, including fitness center, Welcome Center and child care operation.

8. *Recreation Facility on Federal Street: Consistent with recommendation regarding the fieldhouse at BNAS, this facility should be phased out.*

   The Parks and Recreation Department relocated to Building 211 in Brunswick Landing in 2013. Construction of the new CEI building at the Federal Street site was completed in 2015 (see above Item 3).

9. *Cook's Corner Fire Station: No recommendation at this time.*

   The property for the new Cook's Corner fire station, now named Emerson Station, was acquired via eminent domain in 2005 and funded through a $2.5 million bond issuance. Construction was completed in 2006.

10. *Central Fire Station: Staff recommends a Council appointed committee to study rehabilitation / replacement as well as location Central Fire Station.*

    Funding via a $13.5 million bond issuance for a new central fire station, to be located at the southwest corner of the intersection of Pleasant and Webster Streets, was approved in 2019. Development review approvals were obtained in 2020 and construction was completed in 2022. A plan for redevelopment of the former Central Fire Station includes a brewery, affordable housing units, green space, and preservation of its historic features.

11. *Public Works Facilities: If the warehouse is conveyed to the School Department as part of the transportation facility, this should be replaced to provide for seasonal vehicle storage and workspace for the Department of Public Works.*

    The former Times Record Building was not conveyed to the School Department (see above Item 5), so no action was taken. Once the building was demolished this item became irrelevant. The lot where the Times Record Building was located is currently used by DPW for its seasonal vehicle storage and workspace. A new garage for DPW is included in the Capital Improvement Program (CIP) for 2024-2025. The former Times Record Building lot is still a logical location for the garage as it can accommodate the size of the facility that is needed.

12. *35 Union Street: Monitor the building for future needs.*

    People Plus and the Teen Center moved into the building at 35 Union Street in 2010. Per the Town's CIP, parking lot improvements and roof maintenance and partial roof replacement were completed in 2020.

13. *Curtis Memorial Library: Council should ask Library for a five (5) year plan of anticipated needs to be incorporated into CIP.*

    Curtis Memorial Library created a long-range plan in 2008 and subsequently updated it in 2011 and 2015. The Library's needs are added to the CIP, as necessary.

14. *Visitor Center: The Town should determine the best long-term strategy for the Visitor Center (lease or own) and negotiate accordingly with JHR prior to expiration of the current lease.*

    In June 2009, the Town entered a five (5)-year agreement with JHR to lease approximately 2,125 square feet of space at 16 Station Avenue for a train station and the Visitor Center. The lease was

extended another five (5) years in 2014 and again in 2019. Ownership was transferred from JHR to WFF Brunswick Owner LLC in 2022.

15. *Parking Facility: The Town needs to resolve parking needs at Maine Street Station and lower Maine Street.*

    In April 2011, the Town entered a lease with Brooks Farm and Feed on Union Street for an approximately 40-space parking lot to be used for train passengers.

    In July 2018, the Town Council approved the use of Tax Increment Finance (TIF) revenues to fund a site selection/feasibility study for a parking structure in the downtown. Becker Structural Engineers completed a feasibility study in October 2019 that recommended a parking garage be located atop the current surface parking lot on Bank Street. The preliminary design indicated a potential of up to 449 parking spaces. Funding for such a project is yet to be identified.

    In partnership with MDOT, the Town identified State-owned property south of Cedar Street and east of Spring Street for the development of a new 110-space, park-and-ride facility, completed in October 2021. A small section of the parking lot is reserved for daily commuters. . The remaining area is open to the public for long-term parking, including for Downeaster, Metro BREEZ bus, and Concord bus passengers. A pedestrian path is planned to shorten walk to the train station. State and Federal money funded 80% ($620,000) of the project with the Town paying the remaining 20% ($155,00).

Action 2:	*Consolidate all studies of current and future building and facility needs including maintenance, renovation, replacement and expansion along with associated timelines and costs.*

Although not fully comprehensive, the previously referenced report from Gary Brown, former Town Manager, is a document that comes close to consolidating all studies of current and future building and facility needs. The document contains estimated timelines and costs of the identified maintenance needs for several of the previously listed facilities.

Action 3:	*Increase recycling efforts throughout the Town including construction debris recycling in order to extend the life of the landfill.*

In 2007, just prior to the adoption of the 2008 Plan, the Town implemented two (2) programs, pay-per-bag trash disposal and single-stream recycling, in order to decrease the volume of solid waste delivered to the landfill.

In March 2016, the Town Council approved a ban on polystyrene foam in consumer packaging. One year later, in March 2017, the Town Council approved a ban on single-use plastic bags from most Town retailers. In 2019, the State approved legislation to ban single-use plastic bags and expanded polystyrene (EPS) foam food ware, making the Town's single-use foam container and single-use plastic bag bans redundant but evidence of the Town's leadership on such efforts.

In 2019, the Town Recycling and Sustainability Committee was tasked with finding a solution to address increased recycling costs. The Committee recommended a comprehensive waste reduction and education program and suggested that the Town join the Natural Resource Council of Maine in supporting an Extended Producer Responsibility for Packaging initiative. The Town Council passed a Resolution Supporting Recycling Reform for Maine on October 21, 2019. The Maine legislature's Joint Standing Committee on Environment and Natural Resources held a public hearing on *LD 2104 – An Act to Support and Increase the Recycling of Packaging*

on February 26, 2020, but because of the March 17, 2020 adjournment of legislature due to the COVID-19 pandemic LD 2104 never received a vote.

In 2020, in an effort to reduce costs, the Town Council voted to remove glass from the recycling stream but restored glass recycling in 2022.

Action 4:	*The Town will explore all options to ensure a smooth transition to the next solid waste disposal solution.*

A Solid Waste Task Force, established in 2014, was charged with making recommendations to the Town Council regarding solid waste disposal options. Working with its consultant, Woodard and Curran, and the Maine Department of Environmental Protection (MDEP) the Town concluded that resolving the wastewater and groundwater issues at the landfill were cost prohibitive. In December 2016, the Town Council authorized the Town Manager to negotiate and execute documents related to the accelerated closure of the landfill. These included an agreement to accept out-of-town trash, and a Schedule of Compliance (SOC) with MDEP, establishing a schedule for cessation of use of the landfill and implementation of a MDEP approved alternative solid waste management plan. The Schedule of Compliance was executed in June 2017 and it establishes a task list and timeline to discontinue use of the landfill by April 2021. In response to Performance Target 5, it is unclear what the estimated landfill closure date was that is referenced in the 2008 Plan. Therefore, it is unknown if the useful life was extended by more or less than five (5) years.

The Town is currently proceeding with the schedule, has entered into a trash-brokerage agreement to fill the available landfill space, and is exploring options for the next solid waste solution. A solid waste alternative management plan was submitted to MDEP in August 2020. In November 2020, the Town contracted with H.E. Sargent to perform the closure.

Action 5:	*Establish special accounts to reserve funds for specific future capital needs funded annually at a percentage of the anticipated cost.*

In February 2013, the Town Council adopted a new CIP policy intended to guide the development of the CIP document and its integration into the annual budget. Although a reserve fund was already in place for the replacement of fleet vehicles and equipment, the 2013 policy established two (2) new reserve funds, one for substantial repair and/or replacement projects on municipal facilities and the second for the replacement and/or upgrade of information technology (IT) and cable TV equipment.

Action 6:	*Once annual CIP expenditures are authorized, complete the purchases or projects approved.*

A capital project or acquisition is defined by the Town's CIP policy (see Action 5 above) as, "a project, item, or a network or system of items that must have a cost of at least $100,000 and a life expectancy of five (5) years or more." CIP projects may be funded through debt financing, general revenues, fund balances, reserves, or non-Town sources such as grants or donations. Unless unforeseen obstacles arise, it is the Town's policy to follow through on all approved purchases or projects. However, a project being listed in the CIP does not necessarily mean it has a funding source for its immediate completion as the CIP policy has four (4) classifications of projects:

1. *Recommended for Funding:* *Projects and acquisitions included shall have been sufficiently developed and defined as to clearly identify the scope and cost of the project and the recommended funding sources. It is highly likely that projects in this class will eventually be authorized for completion and funding.*

2. *In Development:* *Projects and acquisitions of this class are under active consideration but have not been sufficiently developed or defined to clearly identify the scope or cost of the project. Typically, projects in this category are being evaluated from several alternatives, or there is not sufficient confidence in the cost estimates to determine whether the project should be recommended for funding.*

3. *Not Recommended:* *Projects and acquisitions of this class have been identified or requested by departments or others but are either insufficiently developed or defined or have been deemed to be beyond the funding capacity of the Town. These projects may receive consideration at a future date should circumstances warrant.*

4. *Non-Town Funded:* *Projects to be completed and funded solely by entities other than the Town, with an estimated operational cost impact to the Town of less than $25,000, are of interest to the Town in its planning efforts. However, as they have a minimal, or no, impact on Town finances, they are shown separately from Town funded projects.*

Projects may be in the CIP for several years and may change categories as they are more fully developed and/or the Town's finances, needs, and priorities change as determined by Town staff, Town Council, and the public. There are well-developed projects within the CIP that currently lack funding, but they are of such an importance that they remain on the CIP should funding sources be identified. For example, a downtown parking structure is listed within the CIP, but the estimated $15,000,000 cost prevents it from being recommended for immediate funding.

Significant facilities that were in the CIP as of the 2009-2010 fiscal year that have been completed include: HBS, Kate Furbish Elementary School, Maine Street Station, Police Station, Recreation Center relocation, Town Hall relocation, Veteran's Plaza, Water Street Boat Landing, and numerous road and sidewalk improvements.

Significant facilities that were in the CIP as of the 2009-2010 fiscal year that have been removed include: Police Department Firing Range, School Department Bus Garage, and the Times Record Building Renovation.

In response to Performance Targets 3 and 4, as a ten-year strategic facilities plan was never created, there is no projected cost by which to measure the percent spent annually on facilities maintenance, renovation, or replacement.

Action 7:	*Modify the CIP process so that new projects can be added if new opportunities for funding arise.*

The 2013 CIP policy specifically allows for projects that were not yet recommended for funding or in development to be added to the CIP if new internal funding opportunities arise or a project is to be completed and funded solely by entities other than the Town. The CIP policy also allows for projects to move from one classification to another or from one year to another depending on the Town's finances, needs, and priorities.

In 2014, the Town Council established a Finance Committee consisting of three (3) members of the Town Council. Part of the Finance Committee's charge is to review the Town Manager's proposed CIP and hold public workshops before making recommendations to the Town Council.

Action 8:	*Implement the specific priority recommendations of the 2002 Parks, Recreation, and Open Space Plan for the improvement and expansion of indoor recreation facilities.*

The *2002 Parks, Recreation and Open Space Plan* ("2002 Plan") Task Force concluded that the outdoor and indoor recreational facilities were inadequate to meet the Town's needs and that the development of new indoor recreation space should be a high community priority. Specific priority recommendations for indoor recreation facilities established in the 2002 Plan include:

1. *Bring the Recreation Center up to code and remodel it for town recreational uses.*

   The closure of BNAS presented other opportunities for addressing the Parks and Recreation Department's needs. The Town pursued acquisition of the former U.S. Navy Fieldhouse at 220 Neptune Drive and the Recreation Center moved into that facility in 2013. The former Recreation Center located at 30 Federal Street was demolished and replaced with CEI's new building in 2015 .

2. *Renovate and construct a multigenerational community center in phases at the site of the old High School, including space for the 55+ Center. Acquire the Armory site and building adjacent to the old High School and incorporate it into the center complex.*

   Although not located at the former BHS site, People Plus and the Teen Center moved into the former Brunswick School Department building at 35 Union Street in 2010.

   The recommendation pertaining to a multigenerational community center would have required the Town to renovate and construct such a facility in phases at the old BHS and Armory sites. The Multi-Generational/Recreation Program Committee was assigned to hire an architect to prepare a feasibility study, develop a program, prepare preliminary designs, and develop an opinion of cost for a facility. In 2009, the Town selected the former BHS site as the location for the new HBS and the building was demolished.

Specific priority recommendations for outdoor recreation facilities are described in Policy Area 6.

Key Objective 3:	**Ensure that, before new buildings or facilities are built and funded by local property taxes, alternative space solutions and financing options, such as regional partnerships, use of underutilized facilities, impact fees, and Tax Increment Financing (TIFs), have been fully explored.**

Associated Performance Target(s):

2. The percentage of funding for new capital facilities from public-private partnerships and other non-property tax sources will increase.

Key Action 1:	*Adopt a procedure that requires staff and committees reviewing facility needs to investigate the feasibility of regional partnerships.*

Regional partnerships are generally considered when applicable, but there is no formal procedure in place to require staff or Town boards, commissions, or committees to consider them.

In response to Performance Target 2, although formal regional partnerships with surrounding municipalities to fund new capital facilities have not occurred, the Town has worked with other government agencies such as Maine Department of Education (DOE), MDEP, and MDOT to help fund projects to reduce the overall amount of property tax funds committed to new capital facilities. For example, the proposed Cedar Street Parking Lot is the result of a grant from the State and a funding match from the Town.

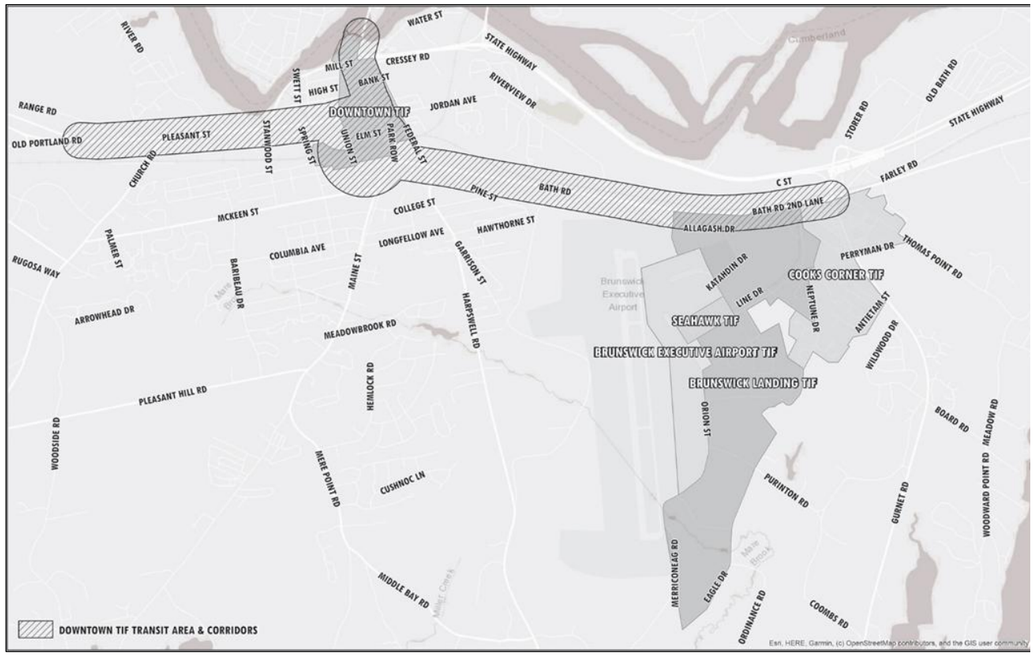
Action 2:	*Adopt a procedure that requires staff and committees reviewing facility needs to investigate the feasibility of using impact fees, grants, Tax Increment Financing (TIFs) or other creative financing methods.*

As in Key Action 1 above, staff and Town boards, commissions, and committees generally investigate the potential of using grants, TIFs, or other creative financing methods, but there is no formal procedure in place requiring such an investigation. While no formal procedures were established, Economic Development staff was expanded to include grant writing capacity.

Although impact fees and TIFs are both frequently used to pay for infrastructure improvements, they are different in many other aspects. TIFs are a finance tool used to encourage redevelopment in a defined geographic area by leveraging the new property taxes generated by a specific project. The increment between the tax when the TIF district was established and the new taxes generated may then be used to finance a variety of public or private projects, within the TIF district, for a period of up to 30 years.

The Town currently has four (4) active TIF districts and one (1) expired TIF district:

Brunswick's Active TIF Districts



1. Bath Road Development and TIF District (Expired):

   The 535-acre Bath Road TIF was created in 1989 and was designed to capture sufficient tax revenues to pay up to 80% of the debt services on a sewer extension. After a subsequent amendment extended its life to the full 30 years allowed by State law and adjusted and reduced its boundaries to approximately 77 acres to cover proposed improvements in the area between Thomas Point Road and Old Bath Road, the Bath Road TIF ceased functioning in 2019.

2. Downtown Development and TIF District:

   The 90-acre Brunswick Downtown Development and TIF District was created in 2010 and was designed to provide support for improvements necessary to the Station Avenue project, including the construction of Station Avenue and a Credit Enhancement Agreement (CEA) with JHR Development for the construction of the Brunswick Hotel and Tavern. The Downtown TIF District was amended in 2017 to be renamed the Brunswick Downtown and Transit-Oriented Municipal Development and TIF District Development Program and it identified and included transit areas and transit corridors where TIF revenues can be used on transit costs. The TIF district will expire in the 2039-2040 fiscal year.

3. Brunswick Executive Airport and Brunswick Landing TIF Districts:

   The 146-acre Brunswick Executive Airport TIF District, along with the 542-acre Brunswick Landing TIF District, were established in 2013 and will expire in the 2042-2043 fiscal year. The TIF districts are administered together and are designed to allow for various infrastructure and building upgrades, including improvements to nearly 19 miles of roads, sanitary and stormwater sewer collection and pump stations, and electrical and potable water distribution systems.

4. Cook's Corner TIF District:

   The 205-acre Cook's Corner TIF District was created in 2018 and was designed to: improve traffic conditions; improve access to Brunswick Landing and Cook's Corner retail, commercial, and medical uses; improve recreational trail opportunities; encourage balanced growth in all the Town's economic sectors; and to undertake general economic development activities. Cook's Corner TIF District revenues can be used to fund certain projects approved within the existing Brunswick Landing and Downtown TIF Districts. The Cook's Corner TIF District will expire in the 2047-2048 fiscal year.

5. Seahawk (formerly Mölnlycke) TIF District:

   The 19.4-acre Mölnlycke TIF District was created in 2013 and allows for TIF revenues to fund certain projects approved within the Downtown TIF District. It was amended and renamed the Seahawk TIF District in 2019 to add omnibus capacity to the district which allows for additional CEAs to be used to attract new businesses and encourage business expansions, including a CEA with Natural Selection, Inc. (Wild Oats). The TIF district will expire in the 2042-2043 fiscal year.

Impact fees, commonly defined as, "charges on new development to cover some or all of the cost of public facilities and infrastructure needed to serve the development," are limited to funding wastewater collection and treatment facilities, municipal water facilities, solid waste facilities, public safety equipment and facilities, roads and traffic control devices, parks and other open space or recreational areas, and school facilities. An impact fee must be reasonably related to the share of the cost of the infrastructure improvements made necessary by the development.

The Zoning Ordinance contains standards for a Recreation Facilities Impact Fee and was updated as part of the 2017 Zoning Ordinance Rewrite and Zoning Map Update project. The Solid Waste Impact Fee was eliminated in 2020.

Records of non-property tax sourced capital facilities are insufficient to reach a conclusion as to whether they have increased.

Specifically, funding for capital projects through TIF revenue has steadily increased since the 2016-2020 CIP. This increase allows for funding for projects such as the Maine Street Sidewalk Enhancement Program (ongoing as of December 2020). Also, the Town often works with developers, as in the case of the construction of Landing Road, to offset the cost of a project. Other projects funded through TIF revenues include the following: various CEAs; Union and Mill Streets stormwater system construction; People Plus debt service; purchase of public safety vehicles; paving eligible roads; and contributions to the Brunswick Downtown Association (BDA).

Additional Objective 4:	**Educate the public about long range planning for community facilities including the backlog of needs, facility replacement and expansion and future needs due to growth.**

Associated Performance Target (s):

1. The Town will have a comprehensive ten-year strategic facilities plan, which reflects the uncertainty created by the closure of BNAS

7. The Town creates and implements a public education plan in support of additional objective 4 above prior to the redevelopment of BNAS.

Action 1:	*Publicize the prioritized 10-year capital needs budget and rationale/funding for future projects in an on-going effective public forum.*

In response to Performance Targets 1 and 7, the Town has consistently maintained a five-year CIP, but has not established a ten-year strategic facilities plan. The development process of the five-year CIP is conducted in open meetings in which the public can attend and comment. State law requires that basic financial statements, as defined by generally accepted accounting principles, be audited and that an independent auditor issues a report. The Town Finance Department produces an Annual Comprehensive Financial Report (ACFR) (formerly named Comprehensive Annual Finance Report), which goes beyond the basic financial statements, and complies with the accounting requirements promulgated by the Governmental Accounting Standards Board (GASB). Beginning with the 2017-2018 fiscal year, the Town Finance Department has prepared a Popular Annual Financial Report (PAFR) which extracts information from the ACFR and makes it readily accessible and easily understandable to the public.

POLICY AREA 3

PROMOTE THE DESIRED GROWTH/RURAL PATTERN OF DEVELOPMENT

The Brunswick Naval Air Station (BNAS) Reuse Master Plan Map (Exhibit 3-A), a map of the Town's --- Growth Boundary (Exhibit 3-B), and a map of the Wildlife Protection Overlay (WPO) District (Exhibit 3-C) are provided for reference throughout this Policy Area.

Key Objective 1:	**Ensure that that Brunswick Naval Air Station (BNAS) rezoning occurs through the evaluation of potential opportunities as well as on and off-site impacts of redevelopment that integrates new and existing uses.**
Key Action 1:	*Elected officials and staff of Town continue to participate in Midcoast Regional Redevelopment Authority (MRRA) planning and implementation process.* *--- Same Action Item as Policy Area 2, Key Objective 1, Key Action 1 ---*
Key Action 2:	*Obtain natural resource inventories that exist for BNAS land. Identify and plan to ensure protection of significant natural resources and open space.* *--- Similar terminology as Policy Area 6, Key Objective 1, Key Action 1 ---*

As part of the development of the Land Use Program within the *Brunswick Naval Air Station* (BNAS, now known as Brunswick Landing) *Reuse Master Plan*, the locations and characteristics of the following resources were reviewed:

1. Deer wintering areas (as identified by the Maine Department of Inland Fisheries and Wildlife, MDIFW).

2. Maine Natural Areas Program (MNAP) Rare Communities, including Pitch Pine – Heath Barren and Little Bluestem Blueberry Sandplain Grassland. An MNAP Rare Community is one that is listed as S1 on the State's rarity rankings, meaning that it is critically imperiled in the State because of extreme rarity (five or fewer occurrences or there are very few remaining individuals or acres) or because some aspect of its biology makes it extremely vulnerable to local extinction.

3. State of Maine Threatened or Endangered Species and Rare Plant Communities, including: Mountain Honeysuckle, Acadian Swordgrass Moth, Clothed Sedge, Dry Land Sedge, and Vesper Sparrow (as identified by MDIFW and MNAP).

4. Unfragmented forested blocks (as identified by MNAP).

5. Vernal pools (as identified by the Maine Department of Environmental Protection (MDEP) and the Town of Brunswick ("Town")).

6. Wetland conditions (as identified by MNAP, MDEP, and the United States Navy ("the Navy")).

7. Wildlife Corridors (as identified by MNAP).

Of the approximately 3,200 acres within the BNAS Reuse Planning Area, The *BNAS Reuse Master Plan* Proposed Land Use Program designated 510 acres as "Recreation/Open Space" and 1,060 acres as "Natural Areas."

The intent of the "Recreation and Open Space" land use district is, "to provide suitable areas for a variety of commercial and public outdoor active and passive recreational opportunities for the community. Recreational uses could include public parks, sports fields, golf courses, public gardens, bicycle trails, and equestrian facilities."

The intent of the "Natural Areas" land use district is:

> *to preserve, maintain and enhance existing natural areas for the long-term benefit of area residents and the surrounding community; as such, only those uses that will not significantly alter the environment and/or will provide opportunities to experience the environment will be considered. Pedestrian trails, nature and interpretive centers, environmental education, and other non-intrusive outdoor passive recreation and educational uses could also be included.*

In 2009, these designations were incorporated into the Town's Zoning Ordinance. Planning Areas were established for the BNAS Reuse District, which included a land use district for recreation and open space and the BNAS Conservation District. The 2017 Zoning Ordinance Rewrite used similar language in establishing the intent of the Growth Natural Resources (GN) District and the Rural Natural Resources (RN) District:

2.1.3.I *The Growth Natural Resources (GN) District is intended to preserve, maintain, and enhance existing natural areas in Growth Areas and includes:*

(1) *Natural Areas designated in the Brunswick Naval Air Station (BNAS) Reuse Master Plan, as amended, providing for the long-term benefit of the natural environment, including S1-ranked natural communities, and area residents; and*

(2) *Town Commons and the Greater Town Commons Area.*

2.2.1 *The Rural Natural Resources (RN) District is intended to preserve, maintain, and enhance existing natural areas in Rural Areas that are designated as Natural Areas on the Reuse Master Plan for Brunswick Naval Area Station (BNAS) to provide for the long-term benefit of the natural environment, including S1-ranked natural communities, and area residents. As such, development is restricted to only those primary and accessory uses, as well as associated buildings, structures or improvements that would not significantly alter the environment and/or would provide opportunities to protect and experience the environment, including uses such as pedestrian trails, nature and interpretive centers, and other passive outdoor recreation and educational uses, forest and wildlife management activities, soil and water conservation activities and nonstructural stormwater management facilities.*

Key Action 3:	*Participate in the evaluation of infrastructure needs for redevelopment of roads, storm water, sewer and water and other services.*

The Midcoast Regional Redevelopment Authority (MRRA) was established by State law in 2009 and is charged with implementing the *BNAS Reuse Master Plan*. As the entity responsible for the redevelopment of Brunswick Landing, MRRA obtained, via a bill of sale, most of the infrastructure, including roads and utilities, in their existing conditions from the Navy. The rehabilitation of existing and creation of new roads, water, sewer, and stormwater drainage were identified as three (3) of the top five (5) primary cost components to fully implement the *BNAS Reuse Master Plan*. The Brunswick Sewer District ("Sewer District") and Brunswick and Topsham Water District (BTWD) provide for much of Brunswick Landing's sanitary sewer and water systems. To date, MRRA has invested $2.6 million in upgrading sewer and water connections to meet current standards. MRRA recently completed video inspections of the majority of the stormwater system and identified necessary improvements.

As of December 2020, MRRA is continuing to conduct a comprehensive capacity analysis of the Brunswick Landing stormwater system.

Although MRRA is currently responsible for maintenance and upgrading of infrastructure at Brunswick Landing, how, or if, any the infrastructure is integrated into the Town's infrastructure system and the disposition of that infrastructure when MRRA has fulfilled its mission, is the subject of ongoing evaluation by the Town and MRRA. To date, the Town's evaluation of infrastructure has been mostly related to the existing roads and stormwater system.

<u>Roads:</u>

On December 6, 2010, the Town Council adopted, "A Resolution endorsing certain transportation improvements, related to the redevelopment of the Naval Air Station Brunswick, in Topsham and Brunswick, Maine." Specific transportation capital improvements endorsed by the Resolution included the following Maine DOT projects:

1. National Environmental Policy Act (NEPA) review and design/permitting for direct access from Route One (1) to the main base.

2. NEPA review and design/permitting for widening of the Coastal Connector (*currently in the MaineDOT workplan (WIN# 027116.00) for 2027)*

3. NEPA review and design/permitting for improvements at the 196/201 Intersection.

4. Mill Street / Pleasant Street Corridor improvements and traffic management projects (t*raffic signal improvements on Pleasant Street are currently in the MaineDOT workplan)*.

5. Conduct "pilot" program and Origin and Destination Study to test effectiveness of I-295 signage program for identifying primary access route to Brunswick Landing and the Topsham Commerce Park with follow up work, as necessary.

6. Pedestrian and bicycle access improvements along the Mill Street and Pleasant Street corridors (*Rectangular Rapid Flashing Beacon (RRFB) on Mill Street at Cushing Street was installed circa 2012)*

7. Traffic calming and access management improvements to mitigate the need for the potential addition of travel lanes on Mill or Pleasant Streets.

8. Improvements at Route 196/I-295 on-ramp.

<u>Stormwater System:</u>

MRRA continues to own and operate the stormwater system, but as an interested party the Town is kept up to date on important information pertaining to the system. For example, the Town Council and representatives from MRRA continue to discuss the Navy's Record of Decision (ROD) pertaining to the cleanup of the former Picnic Pond stormwater retention system.

Key Action 4:	*Using the information gathered from Key Actions 2 and 3 above confirm the proposed Rural/Growth Boundary and develop associated zoning consistent with Brunswick overall development policies.*

The current Growth Area Boundary (see Exhibit 3-B) was updated by the *BNAS Reuse Master Plan* and was included in the Town's Zoning Ordinance and Zoning Map amendments in July 2009. Zoning designations within Brunswick Landing are consistent in organization and language as zoning districts outside of the Landing. The 2017 Zoning Ordinance Rewrite and Zoning Map Update project intended to maintain the consistency of

Brunswick Landing development with the Town's overall development policies, focusing growth in the Growth Area and discouraging development in the Rural Area.

Key Objective 2:	**Encourage dense new development in the Growth Area and limit development in the Rural Area.**

Associated Performance Target(s):

1. Not more than one-third of new residential dwelling units shall be built outside the Growth Boundary by 2015 and not more than one-quarter of the total between 2015 and 2020.

3. The density of new residential development within the Growth Area will be greater than the density of development that occurred between 1990 and 2005.

Key Action 1: *Allow denser development in designated Growth Areas (particularly where water, sewer, and storm water systems exist) by drafting and adopting zoning ordinance amendments to permit increased housing density at all price levels. Denser development should be compatible with the existing, livable neighborhoods in the Growth Area.*

The 2017 Zoning Ordinance Rewrite and Zoning Map Update project eliminated minimum residential lot sizes in all Growth Area zoning districts and made the following changes to maximum allowed density:

Current Zoning District	Current Max. Density (DUs/acre)	Pre-ZORC Zoning District	Pre-ZORC Max. Density (DUs/acre)	% Change
GR1	8	R-R	8	No Change
GR2	4	R1	3	+25.0%
GR3	6	R2	5	+16.7%
		R3	5	+16.7%
GR4	6	R4	5	+16.7%
		R5	5	+16.7%
		R6[1]	8	-25.0%
GR5	7	R7	7	No Change
GR6	10	TR1	10	No Change
GR7	5	TR2	4	+25.0%
GR8	6	TR3	5	+20.0%
		TR4	5	+20.0%
GR9	6	TR5	5	+20.0%
GR10	4	R8	3	+20.0%
GM1	6	MU2	4.5	+33.3%
GM2	10	MU3	7	+42.9%
		MU6	10	No Change
		MU4	10	No Change
GM3	10	I1	12	-16.7%
		I4	12	-16.7%
		MU1	1 DU per 1.5 ac	+1,900%
GM4	15	CC	15	No Change
GM5	6	HC1	5	+16.7%
		HC2	5	+16.7%
		TC1	n/a	---
GM6	n/a	TC2	n/a	---
		TC3	7	---
GM7	24	R-CMU	24	No Change
GM8	6	MUOZ	n/a	---
GC1	12	CU1	12	No Change
		CU3	10	+20.0%
GC2	24	CU5	24	No Change
		CU6[2]	8	No Change
GC3	10[3]	CU4	5	No Change
		CU7[4]	10	No Change
GC4	24	CU/TC	24	No Change
GC5	10	CU2	10	No Change
GA	n/a	R-AR	n/a	---
		I2	12	---
GI	n/a	I3	12	---
		R-B & TI	n/a	---
GO	n/a	R-R & OS	n/a	---
GN	n/a	BCN	n/a	---
RN	n/a	BCN	n/a	---
RF	1 DU per 2 ac	FF1	1 DU per 2 ac	No Change
		CR1	1 DU per 1.5 ac	-25.0%
RR	1 DU per 1.5 ac	CR2	1 DU per 1.5 ac	No Change
		MU1	1 DU per 1.5 ac	No Change
RP1	1 DU per 4 ac[5]	CP1	1 DU per 4 ac[4]	No Change
			1 DU per 5 ac[5]	No Change
	1 DU per 5 ac[6]	FF3	1 DU per 2 ac	+100.0%
				+150.0%
RP2	1 DU per 3.5 ac	CP2	1 DU per 3.5 ac	No Change
		FF3	1 DU per 2 ac	+75.0%
RM	1 DU per 2 ac	MU5	1 DU per 2 ac	No Change

1 The former R6, now GR4, Zoning District includes an area along Thomas Point Road that is not served by the Sewer District or BTWD.
2 Except that lands north of Bath Road shall be limited to 8 du/ac.
3 The parcel between South Street and Longfellow Avenue maintained its maximum allowable density of ten (10) DUs per acre that was previously allowed in the CU7 District, but all other GC3 properties' maximum allowable densities were reduced to five (5) DUs per acre.
4 Single-parcel zoning district.
5 Developments subject to Development Review.
6 Developments not subject to Development Review.

The only instances where the maximum allowable density was decreased within the Growth Area was in the Residential (R6) Zoning District that does not have sanitary sewer or water service and the Institutional 1 (I1) and Institutional 4 (I4) Zoning Districts which apply to the Industry Road Industrial Park and the Exit 28 area, respectively.

In response to Performance Target 3, data from the Town Assessor demonstrates that consistent with the goal, density within the Growth Area did increase approximately 30.5% (from 3.12 DUs/acre to 4.07 DUs/acre) from 1990-2005 to 2006-2020. However, the overall density of development within the Town decreased approximately 30.3% (from 0.89 DUs/acre to 0.62 DUs/acre). This means that the average new lot size per dwelling unit in the Rural Area increased from 2.69 acres in 1990-2005 to 3.93 acres in 2006-2020.

	New DUs	Acreage of New DU Lots	Density (DUs per ac)
		1990-2005	
Growth Area	1,617	519	3.12
Rural Area	829	2,232	0.37
Combined	2,446	2,751	0.89
		2006-2020	
Growth	724	178	4.07
Rural Area	414	1,629	0.25
Combined	1,138	1,807	0.62
		Total (1990-2020)	
Growth	2,341	697	3.36
Rural Area	1,243	3,861	0.32
Combined	3,584	4,558	0.79

Key Action 2:	*Limit the number of residential building permits issued for new dwelling units in the Rural Area to no more than one-third of total permits issued each year.* *--- Same terminology as Policy Area 6, Key Objective 2, Key Action 1 ---*

On an annual basis, the only time the Town achieved this action was in 2016 when approximately 28.57% of new dwelling units were located in the Rural Area. Overall, approximately 40.85% of new dwelling units built between 2009 to 2019 were located in the Rural Area.

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Growth	20	20	15	23	28	43	39	45	67	28	50	378
Rural	25	19	10	15	19	25	23	18	41	36	30	261
Total	45	39	25	38	47	68	62	63	108	64	80	639
% Rural	55.56%	48.72%	40.00%	39.47%	40.43%	36.76%	37.10%	28.57%	37.96%	56.25%	37.50%	40.85%

In response to Performance Target 1, on average 42.58% of new dwelling units were constructed in the Rural Area, approximately 9.24 percent above the recommended (no more than one-third) maximum, between 2009 to 2015. Between 2016 and 2019 the percentage of new dwelling units constructed in the Rural Area was slightly less at 40.07%, however this exceeded the recommended limit of one-quarter by 15.07%.

Key Objective 3: Maintain the character of the Rural Area.

Associated Performance Target(s):

3. Fragmentation of identified unfragmented habitat blocks in the Rural Area will not exceed 2% (based on Rural Area fragmentation experienced in the last decade).

4. The percentage of developed acreage that is developed as Rural Brunswick Smart Growth Development, Open Space Development or by some other mechanism that protects important open space or habitat will increase.

5. A mechanism exists to allow a willing private landowner to conserve their property by placing conservation easements on the property, which offset offsite development impacts.

Key Action 1:	*Continue implementation of the management strategies recommended in the 2003 Rural Brunswick Smart Growth Study as adopted by the Town Council.*

As part of the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, the Rural Brunswick Smart Growth Overlay (RBSGO) District was renamed the Wildlife Protection Overlay (WPO) District (see Exhibit C at end of Policy Area 3). The update maintained the existing protections of the RBSGO District but revised them in an attempt to make it easier for the Town to monitor development within unfragmented forest blocks and corridors. Notable regulatory changes included:

1. Making the WPO District applicable to any type of new development, not just new subdivisions as was the case with the RBSGO District.

2. Exempting only the maintenance of agricultural clearings, not the enlargement of existing or creation of new agricultural clearings that were previously exempted within the RBSGO District.

3. Requiring an applicant to show the history of fragmentation before any disturbance is permitted to better track prior development of the parcel.

Key Action 2:	*Continue to work toward the implementation of the strategies recommended in the 2002 Parks, Recreation and Open Space Plan as adopted by the Town Council.*

Recommended strategies pertaining to maintaining the Rural Area's character are located within Theme 1, "Maintain Brunswick's Natural Character," of the 2002 *Parks, Recreation, and Open Space Plan*. These strategies include:

1. *Work to promote and maintain farming.*

   A 2019 report, *Emphasizing and Preserving Working Rural Landscapes*, prepared by Cooper Dart, Bowdoin Fellow, identified the following agricultural issues and concerns:

   a. Mechanisms in place to support and preserve farms in Town include the Maine Farm and Open Space Tax Law that requires the assessor to establish the 100% valuation per acre of farmland based on the current use of the land for agricultural or horticultural purposes and not the potential uses of the land, such as housing.

b. The Town has a "right-to-farm" provision within the Zoning Ordinance that absolves farmers from nuisance complaints as long as they are complying with applicable state and federal laws, rules, and regulations.

c. Many of the 2002 Plan's agricultural initiatives such as the establishment of a Farm Advisory Committee, a Land for Brunswick's Future program, and working with local schools/students to participate in the local food system have not been implemented.

d. Through personal interviews, local farmers expressed various levels of frustration with the Town's agricultural policies, or lack thereof. The Town has not yet established a policy presumption that agricultural land is worthwhile to protect.

e. The personal interviews with local farmers also suggested that those outside the local system do not view the Town as a farming-friendly community in which to relocate.

f. Farmers have reports issues with taxes on solar panels.

g. Only 9% of rural land is used for farming.

h. Suggestions to improve support mechanisms for farmers include a permanent place for a year-round farmers' market, and the establishment of a Farm Advisory Committee to advise the Town Council.

2. *Recognize scenic areas such as community gateways, scenic roads, and vistas.*

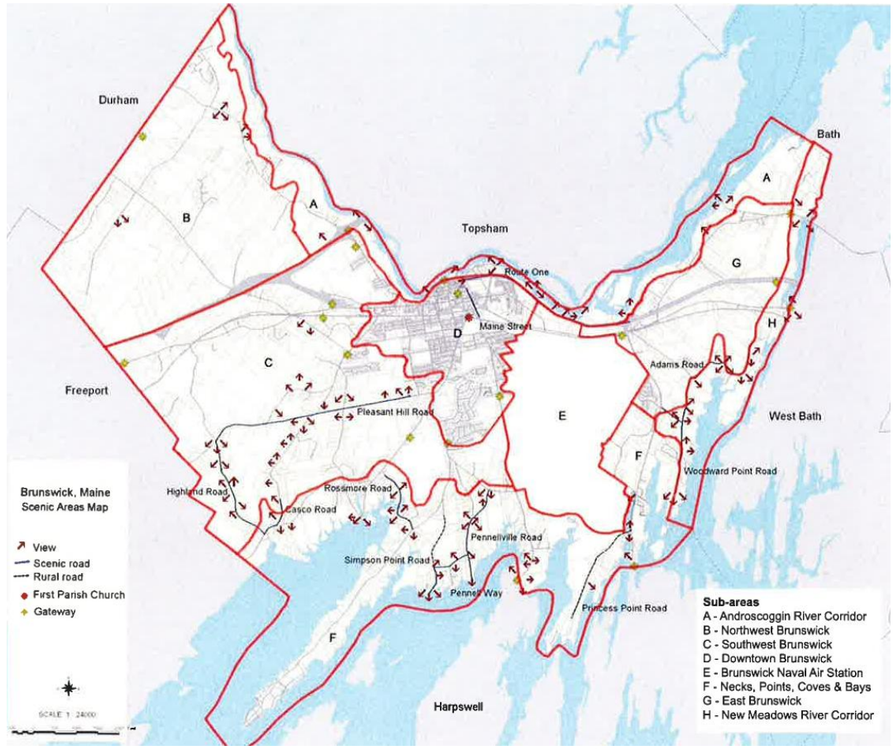
Appendix D, Section 7 of the 2002 Plan is an inventory of scenic areas. The Zoning Ordinance protects the scenic areas through the following:

a. The Rural Farm and Forest (RF), Rural Residential (RR), and the Rural Protection 1 and 2 (RP1 and RP2) Zoning Districts all cite the protection of, "natural and scenic resources, including wetlands, unfragmented wildlife habitats, and scenic roads" as reasons for the regulations established in each district. Similarly, the Rural Mixed Use (RM) Districts established supplemental standards, "to protect the area's natural resources and scenic values, minimizing disturbance of existing features and vegetation during development."

b. Scenic assets are one of the criteria that can be included within the protected conservation lands required for approval of an Open Space Development.

c. *Section 4.3.3.B.(1)* states that developments within Scenic Areas identified within the 2002 Plan are required to:

maintain an existing vegetated buffer of at least 25 feet along existing roads/rights-of-way except where doing so conflicts with the protection of other protected natural resources. The buffers may be broken only for driveways, streets, and stormwater infrastructure where it is impracticable to locate them elsewhere.



Map of Scenic Resources and Sub-Areas

3. *Create a Comprehensive Plan Advisory Committee and assign it to look at recreation impact fees, trails, the open space development process, landscaping and tree protection in subdivisions, ways to incorporate cultural features, such as ancient burial grounds and their historic context, into the site analysis process, wildlife habitat protection, farmland protection, and protection of scenic resources;*

Although not named the Comprehensive Plan Advisory Committee, shortly after the adoption of the 2002 Plan a Comprehensive Plan Review Committee was appointed by the Town Council to assess the *1993 Comprehensive Plan*. The Review Committee report served as the basis for the 2008 Plan. A new Comprehensive Plan Update Committee was appointed in 2004 and the final document was adopted in 2008. Following the adoption of the 2008 Plan, the Town created a Zoning Ordinance Rewrite Committee (ZORC) that had the opportunity to implement recommendations from the 2008 Plan into the heavily revised Zoning Ordinance. Revisions to the Zoning Ordinance based on the topics specifically referenced by Item 3 above include:

a. The Recreation Facilities Impact Fee calculation was revised from a market value-based system to one that calculates the fee based on the number of bedrooms in a new residential development.

b. Prior to the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, the Zoning Ordinance allowed private landowners to create an Open Space Development, which is a subdivision or single lot split that is designed with the express intent of integrating open space and naturally occurring features into the siting of buildings and lots. Open Space

Developments require a minimum portion of the development site to be set aside as conservation land in exchange for allowing the remainder of the site to be divided into smaller lots than otherwise required by the Zoning Ordinance. A density bonus is available to those who conserve areas beyond the minimum requirements of the Zoning Ordinance. This type of development allows a landowner to maintain or even increase the permitted density while minimizing the negative impact to important habitat and natural and agricultural resources.

The Zoning Ordinance revisions increased the density bonus in the number of lots permitted within the underlying zoning district from up to 15% to up to 25% for Open Space Developments that permanently protect a minimum of 50% of the developable net site area. Open Space Developments that do not qualify for a density bonus may still obtain modifications to dimensional standards to encourage their use.

c. When the RBSGO District was renamed the WPO District the regulations were strengthened to make it easier for the Town to monitor development within unfragmented forest blocks and corridors. Projects that preserve Wildlife Habitat Blocks and Corridors are eligible for a density bonus.

d. Any project that meets the criteria for more than one of the following density bonuses: Wildlife Habitat Block; Wildlife Corridor; Open Space Development; or Affordable Housing, may combine their density bonuses. However, no combination of bonuses can increase the maximum number of lots or dwelling units by more than 35%.

e. More robust landscaping standards were adopted, including an obligation to maintain any planting as part of development review.

f. A new standard, Section, 4.8.5 – Shoreline Access, requires, "any existing public rights of access to the shoreline of a water body shall be maintained by means of easements or rights-of-way, or if applicable, shall be included in any required open space, with provisions made for continued public access."

4. *Protect and enhance the Town's tree resources.*

Adopted in December 2016, the Town's Tree Care Ordinance established a Tree Committee with the following duties:

Article VII, Section 14-202, (b) Duties.

The tree committee shall:

(1) Assist the Town and its citizens in the dissemination of news and information regarding the selection, planting, and maintenance of trees and shrubs.

(2) Study and determine, with input from the Town Arborist, the needs of the Town in connection with its public tree care program.

(3) Plan, coordinate, and administer an annual Arbor Day celebration.

(4) Compensation. All members of the tree committee shall serve without compensation.

The Tree Care Ordinance also established standards that:

a. Prohibit people from planting, fertilizing, preserving, pruning, spraying, cutting above ground, remove, or otherwise disturb any tree on public property without written permission from the Town Arborist.

b. Provide a list of recommended tree species, with preference given to native species.

c. Identify tree spacing standards.

d. Require protection of trees during excavation or construction.

e. Allow for penalties for any person who violates the ordinance.

In 2022, Brunswick established a tree nursery on Industry Road under the auspices of the Town Arborist to grow trees for use by the Town.

5. *Perform natural-resource studies to foster an awareness of Brunswick's unique natural heritage.*

Natural resource-based or related reports and studies that have been completed since the adoption of the 2008 Plan include:

a. *Annual Shellfish Report* prepared by Town Coastal Resources Manager/Harbor Master.

b. *Final Sediment Feasibility Study, Former Picnic Pond Stormwater Retention System, Former Naval Air Station (NAS) Brunswick*, commissioned by the Navy and prepared by Resolution Consultants in 2019.

c. *Mare Brook Baseline and Best Management Practices Report*, prepared by FB Environmental Associates in 2016.

d. *Mare Brook Macroinvertebrate Enclosure Study*, prepared by MDEP and Town staff in 2016.

e. *Mare Brook Watershed Assessment and Community Engagement Project* included: Fish Passage Assessment, Geomorphic Assessment, and Riparian Habitat Assessment Studies, prepared by Stantec Consulting Services, Inc. in 2016.

f. *Mere Point Boat Launch Facility Eelgrass Mitigation Measures: 2012 Monitoring Report*, prepared by MER Assessment Corporation in 2012.

g. *Potential Vernal Pool Survey*, prepared by Vanessa Levesque, Town Natural Resource Planner, conducted from 2008 to 2010.

h. *Sea Level Rise and Casco Bay's Wetlands: A Look at Potential Impacts*, prepared by Casco Bay Estuary Partnership in 2013.

6. *Address policy issues that may affect open space preservation and management.*

Within the recommendation were suggestions to coordinate habitat protection activities with abutting Towns and coordinate a regional plan to preserve scenic resources. These recommendations have not been implemented.

Key Action 3:	*Promote ways to protect important open space and habitats in the Rural Area through Open Space Developments, Rural Brunswick Smart Growth developments or other mechanisms that protect important open space and habitat.*
	--- Same terminology as Policy Area 6, Key Objective 3, Key Action 2 ---

Although Town staff advocates for the advantages, such as the density bonus, and encourages the use of Open Space and RBSGO/WPO District developments developers are not required to comply with either.

In response to Performance Target 4, the goal of an increase in the amount of acreage that is developed as RBSGO/WPO District Development or Open Space Development was widely met as only four (4) of thirteen (13) subdivisions that were approved in the Rural Area since the 2008 Plan were not designated as RBSGO/WPO District or Open Space Development.

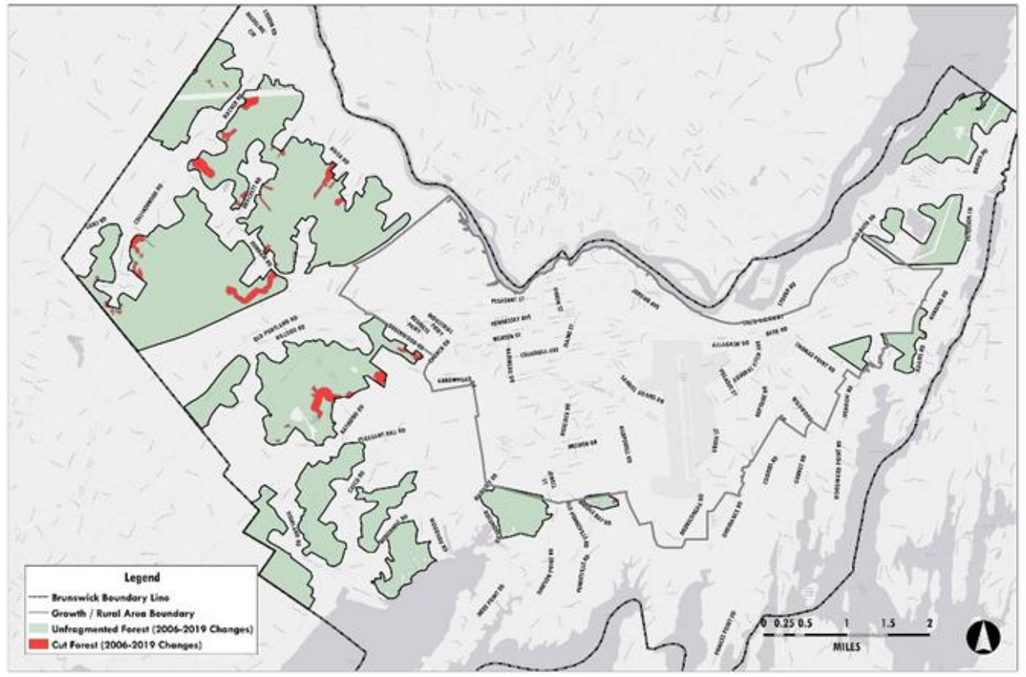
Subdivision Name	Subdivision Type	Year	# of Lots	Development Acreage	Conservation Acreage
Moody Road, Phase II	Rural Smart Growth[1]	2008	6	14.72 (12.35 net)	15.71 (106.7% of total)[2]
Oak Hill	Traditional	2010	2	6.45	N/A
Hawkins Lane	Traditional	2014	3	10.10	N/A
Meadow Rose Farm	Rural Smart Growth	2015	12	71.41 (60.28 net)	37.66 (52.7% of total)
Rose Douglas Village	Open Space	2015	14	47.56 (42.00 net)	23.80 (50.0% of total)
Spruce Meadow[3]	Open Space	2015	32	76.10 (30.80 net)	38.62 (50.7% of total)
Douglas Ridge[4]	Open Space	2017	15	44.84 (31.36 net)	22.63 (50.5% of total)
Franchetti	Traditional	2017	3	4.56	N/A
Ridgewood Estates	Open Space	2017	13	35.67 (27.63 net)	19.62 (55.0% of total)
Rolling Meadow[5]	Open Space	2017	6	18.52 (14.35 net)	11.61 (62.7% of total)
Rosewood Estates	Traditional	2017	10	26.85	N/A: Sketch Plan Only
Insley Meadows	Open Space	2019	5: now 4	32.80 (net unavailable)	26.5

[1] *The RBSGO District became the Wildlife Protection Overlay (WPO) District in 2017*
[2] *The master parcel is 49.99 acres.*
[3] *Received 15% density bonus.*
[4] *Received 8.5% density bonus.*
[5] *The master parcel is 51.00 acres.*

In response to Performance Target 2, the goal of limiting fragmentation of forest areas to two percent (2%) was not met as the available data and map below demonstrate approximately 3.4% fragmentation since 2006.

RBSGO/WPO Area	Unfragmented Forest Area	Cut Forest	Total
6,530 acres	6,089 acres	210 acres*	210 / 6,089 = 3.4%

* *Please note that this is considered a conservative estimate as the area identified as cut forest includes area around existing developed areas and areas that appear to have been prepared for development in a 2019 aerial photograph.*



The mechanism referenced in Performance Target 5 is commonly called a Transfer of Development Rights (TDR) program. TDR is a land use that enables the transfer of development rights, hence the name, from a "preservation zone" to a "development zone." Property owners in the preservation zone are compensated from payments made by property owners in the development zone. This gives property owners in the development zone regulatory flexibility, such as increased density, that was previously unavailable to them. The land from which the development rights are purchased is then permanently protected through a conservation easement or some other form of restrictive covenant. The Town has not established a TDR program.

Action 4:	*Work with private landowners who are interested in conserving the habitat, natural resource, and agricultural value of their property on a voluntary basis.*

General guidance is provided to landowners interested in conserving their property pursuant to M.R.S. Title 33, Chapter 7, Subchapter 8-A, § 477. For new development, private landowners in the Rural Area are encouraged to consider an Open Space Development.

An example of private landowners conserving the habitat and natural resource value of their property includes the Maine Coast Heritage Trust (MCHT) and Brunswick Topsham Land Trust's (BTLT) 2019 acquisition of approximately 89 acres at Woodward Point located on the New Meadows River. The property has more than 10,000 feet of shoreline, including all of the "Little Bullpen" area and a large portion of Woodward Cove, both of which are important areas for shellfish harvesting. The Town contributed $150,000 towards the purchase price, which the landowners sold for well below market price.

Action 5:	*Work with local and regional land trusts and conservation organizations to identify important parcels of land in the Rural Area for acquisition.*

Some priority recommendations for conservation are outlined in the Town's 2002 *Parks, Recreation, and Open Space Plan*. Public interest in important parcels of land often results in discussions between the Town and local and regional land trusts and conservation organizations. The Town has supported local and regional land trusts and other organizations such as BTLT and MCHT on the following conservation efforts:

Year	Property	Owner	Size (Acres)
2007	Maquoit Bay Conservation Land	Town	124.6 (4.5 for recreation)
2010	Coombs Property along Androscoggin River	BTLT	23.8
2011	Capt. William Fitzgerald Recreation & Conservation Area	Town	66.0
2011	Kate Furbish Preserve	Town	591.0 (9.9 for recreation)
2018	Woodward Cove	BTLT	18
2019	Woodward Point	BTLT / MCHT	87.5

Action 6:	*Coordinate future decisions regarding train service, maintenance, and operations to minimize noise and other negative impacts to surrounding neighborhoods.*

Amtrak Downeaster service to Town began on November 1, 2012. In August of the previous year, the Northern New England Passenger Rail Authority (NNEPRA) officially selected the "Brunswick West" site as the location for a new layover facility. The Brunswick West site is located in the Growth Zone north of Bouchard Drive and the railroad tracks, south of Turner and Paul Streets, and between Stanwood Street to the east and Church Road to the west.

As NNEPRA was found to be legally exempt from local and state regulations, the Town could not prevent the construction of the layover facility. However, in response to concerns from the Town, NNEPRA authorized an advisory committee to be made up of affected residents, Town Councilors, staff, and NNEPRA representatives. The Brunswick West Neighborhood Coalition (BWNC) also became involved as advocates for local residents. The BWNC and the resident representatives and Town Councilors on the advisory committee requested:

1. All operations associated with the facility adhere to MDEP regulations on noise and vibration as contained in MDEP's Rulemaking Actions, Chapter 370.10.

2. NNEPRA and Amtrak bring a train for testing and observation during winter months and between 2:30 to 6:00 AM.

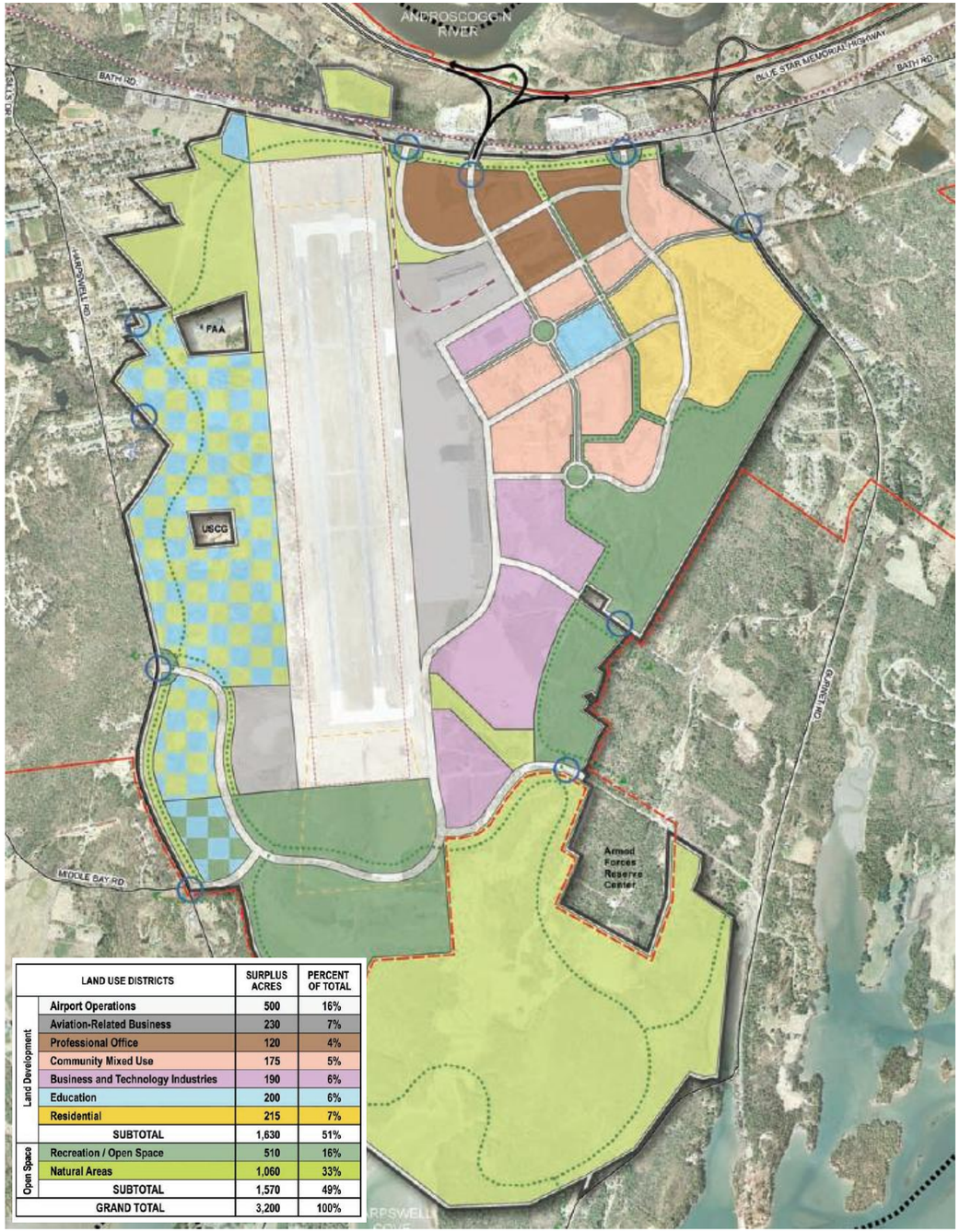
3. The Federal Rail Administration (FRA) conduct an Environmental Impact Statement (EIS) for the proposed facility.

It was determined that an Environmental Assessment (EA) would suffice for environmental review and a full EIS was unnecessary. The difference between an EA and an EIS is that an EA is a brief review of the purpose and need of the proposal, any alternatives, and the impacted environment whereas an EIS is a more comprehensive review that provides a deeper analysis of alternatives and a thorough review of the cumulative impacts of the proposal.

Also, in 2015 the BWNC appealed the MDEP stormwater license for the proposed facility. With the appeal failing, construction of the layover facility began in October 2015 and was completed in November 2016.

In 2017, NNEPRA proposed a pilot program to extend the Downeaster to Rockland though Bath, Wiscasset, and Newcastle for a limited seasonal schedule because passenger rail service to Rockland via the Maine Eastern Railroad stopped in 2015. MDOT included $3 million for a pilot project in its 2023-24-25 workplan. However, the proposed Rockland service has not come to fruition to date. In 2022, Midcoast Railservice began freight service between Brunswick and Rockland and announced plans to establish passsenger service using self-propelled cars but with the loss of its principal freight client, Dragon Cement, and the sale of the passenger cars it intended to rent, Midcoast Railservice withdrew from its contract with MDOT in 2024. NNEPRA remains interested in extending passenger service to Rockland.

Exhibit 3-A: BNAS Reuse Master Plan



LAND USE DISTRICTS		SURPLUS ACRES	PERCENT OF TOTAL
Land Development	Airport Operations	500	16%
	Aviation-Related Business	230	7%
	Professional Office	120	4%
	Community Mixed Use	175	5%
	Business and Technology Industries	190	6%
	Education	200	6%
	Residential	215	7%
	SUBTOTAL	1,630	51%
Open Space	Recreation / Open Space	510	16%
	Natural Areas	1,060	33%
	SUBTOTAL	1,570	49%
GRAND TOTAL		3,200	100%

Exhibit 3-B: Growth Area Boundary

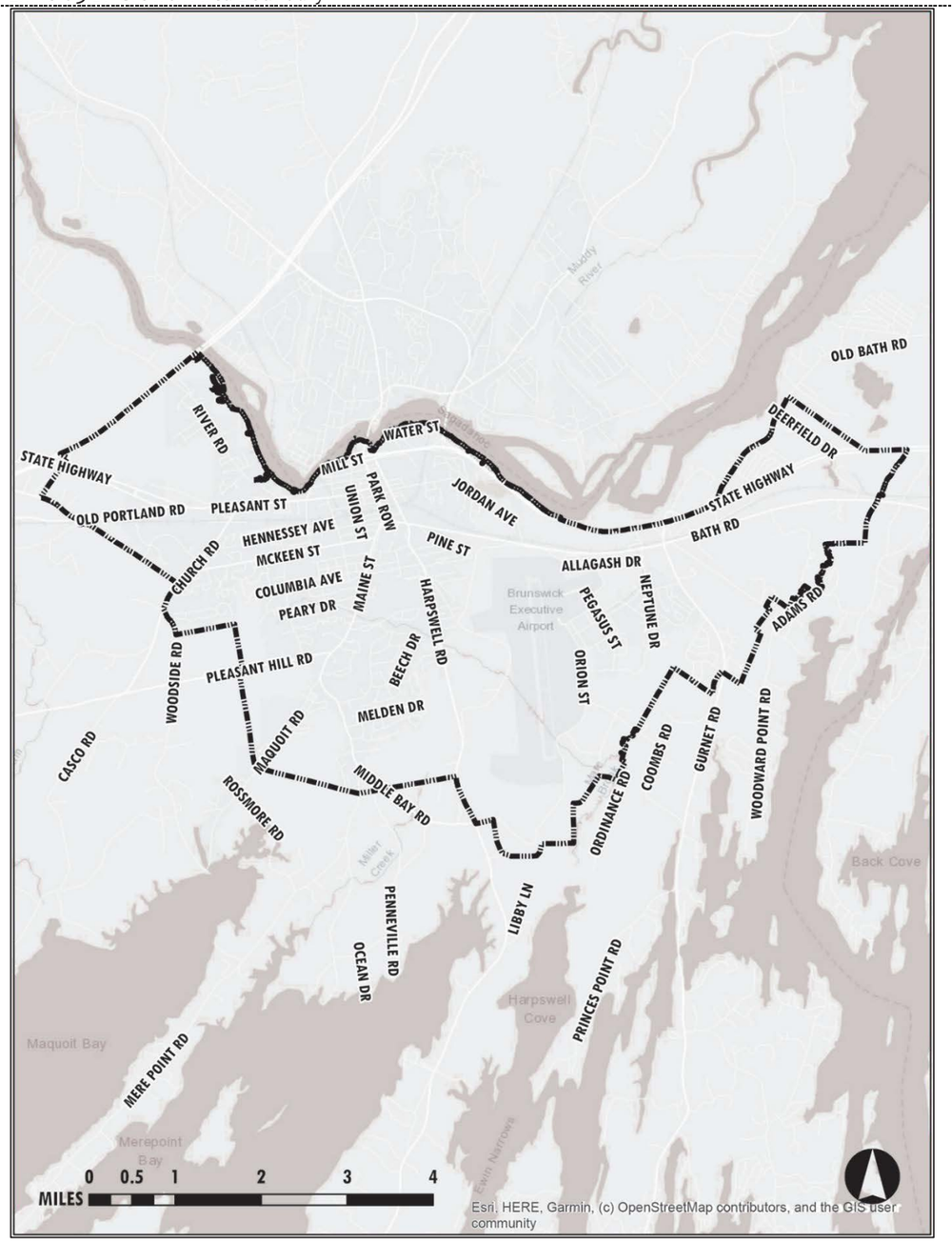
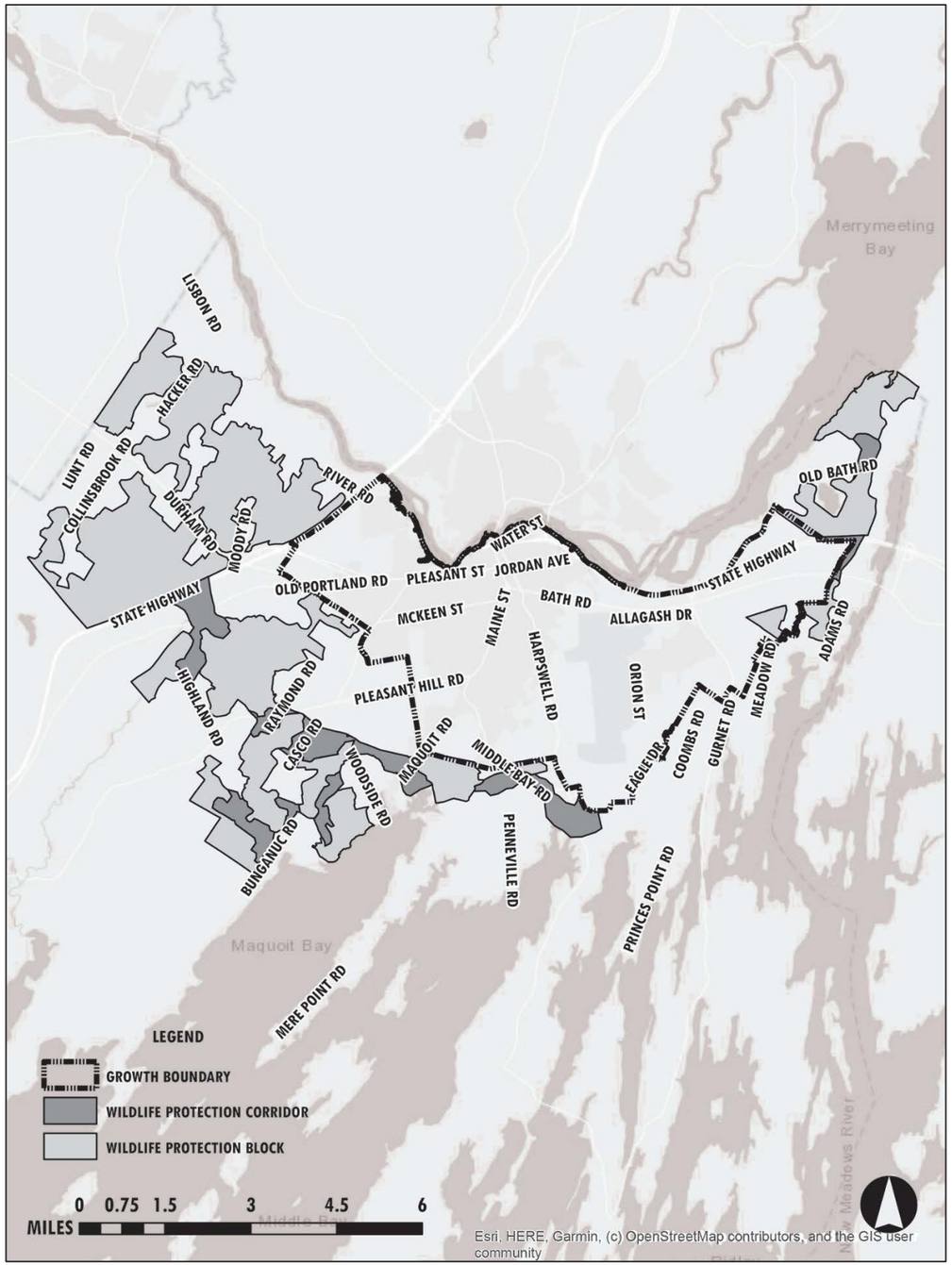


Exhibit 3-C: Wildlife Protection Overlay (WPO) District



POLICY AREA 4

SUPPORT THE DEVELOPMENT AND MAINTENANCE OF INFRASTRUCTURE THAT PROMOTES LIVABLE NEIGHBORHOODS AND THE DESIRED PATTERN OF RESIDENTIAL AND COMMERCIAL GROWTH

--- A map of the Rural Protection Stormwater Management Overlay (RPSMO) District referenced in this Policy Area is included (See Exhibit 4-A). ---

Key Objective 1:	**Utilize the water, sewer, and storm water systems to promote the desired pattern of growth.**

Associated Performance Target(s):

2. The number of existing households in the Growth Area that are currently not served by public water and sewer will decrease by 5% by 2015.

3. The percentage of new residential units served by public water and sewer will increase to two-thirds of the town-wide total by 2015 and to three-quarters after 2015.

4. Decrease the average length of road frontage for new residential units by 20%.

Key Action 1:	*Align Brunswick and Topsham Water District (BTWD) and Brunswick Sewer District and Town planning efforts to achieve the Town's broad planning objectives.*

The Brunswick Sewer District ("Sewer District") adopted its first *Brunswick Sewer District Strategic Plan (2017-2026)* in 2016. The plan is in close alignment with the Town of Brunswick's ("Town") planning objectives. Examples of goals and objectives from the *Brunswick Sewer District Strategic Plan* demonstrating alignment with the Town's broad planning objectives include:

1. *Work with the Town to implement the goals of the Town's 2008 Comprehensive Plan.*
2. *Sewer existing developed residential areas.*
3. *Develop capitalization plan for sewer extensions.*
4. *Larger role in town-wide water quality planning/implementation.*
5. *Greater environmental stewardship role in town.*
6. *Collection System Infrastructure Replacement.*

7. *Continued reduction of non-sanitary infiltration and inflow sources.*

The Brunswick and Topsham Water District (BTWD) adopted an update to their Master Plan in May 2020. The *BTWD Master Plan* includes an analysis of historical water use patterns and population projections to help understand future water demands through the year 2070 in three (3) different scenarios. The first scenario assumes residential growth and growth at Brunswick Landing continues at their respective historical rates. The second scenario assumes that customer growth continues at historical rates, but additional water conservation happens as older fixtures are replaced with more efficient ones. Finally, the third scenario assumes that residential growth continues at the rate it has for the past 45 years, but growth at Brunswick Landing occurs at nearly double the rate it has between 2012 and 2019. This multi-scenario analysis provides BTWD with an idea of the demand associated with the Town achieving most of its planning objectives, especially the redevelopment of Brunswick Landing with a mix of commercial, industrial, and residential uses.

The *BTWD Master Plan* recommendations are categorized as either short-term/high priority (2020 through 2024), intermediate term/medium priority (2025 through 2039), or long-term/low priority (2040 through 2070). Specific recommendations from the plan with the potential to impact the Town's planning objectives include, but are not limited to:

<u>*Short-term:*</u>

1. *Prepare for main replacement with Frank J. Wood bridge replacement.*
2. *Evaluate bridge crossings.*
3. *Work with MRRA as they work to bring their system to District standards.*
4. *Acquire land in the aquifer protection zone.*
5. *Investigate elevated manganese levels at Jordan Avenue Wellfield.*
6. *Install raw water meter at Taylor Station.*
7. *Explore installation of a redundant Williams Well.*

<u>*Intermediate term:*</u>

1. *Establish a mutual aid agreement with the Bath Water District.*
2. *Complete loop from Church Road Tank to Maquoit Road.*
3. *Complete river crossing between Topsham Filtration Facility and Taylor Station (Brunswick).*

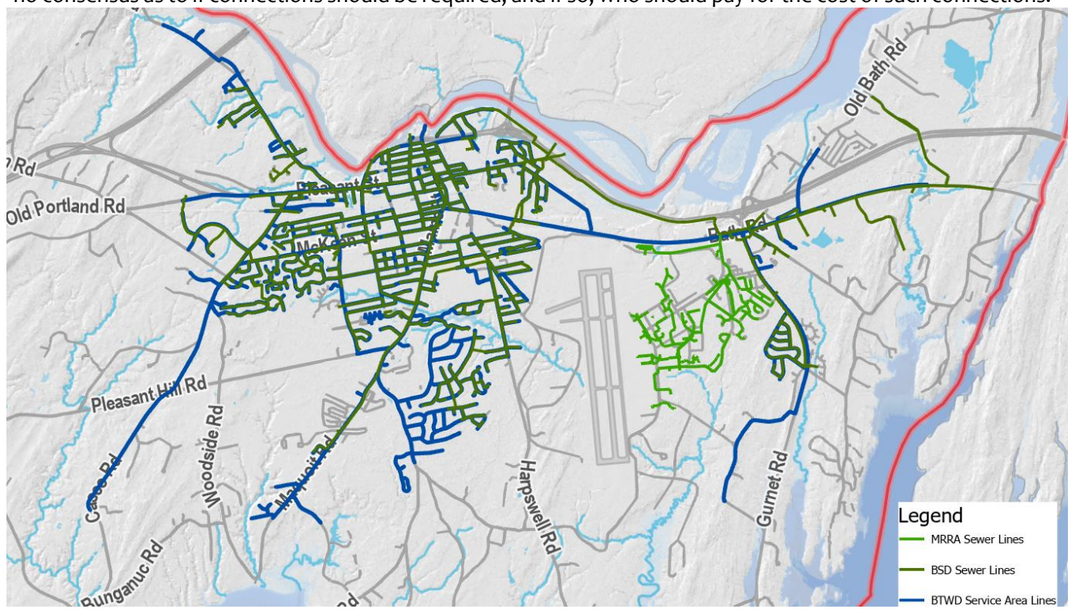
4. *Explore options for manganese treatment at Jordan Avenue Station.*
5. *Redevelop wells at Jackson and Taylor Stations.*
6. *Explore options to upgrade or replace Taylor Station.*

<u>*Long-term:*</u>

1. *Complete loop near Midcoast Hospital to provide a redundant feed.*
2. *Complete loop to provide redundancy to Cook's Corner.*

   This item would require two (2) extensions: the first extension to cross the Androscoggin River and the second extension to connect the lines located along Coombs Road, Harpswell Road, Landing Drive, and Middle Bay Road.
3. *Construct a permanent booster station at the Bath interconnection.*
4. *Prepare for groundwater withdrawal regulations.*

Although it is not stated as clearly as within the *Brunswick Sewer District Strategic Plan*, the *BTWD Master Plan* aligns with the Sewer District and Town planning efforts in that a prevailing priority is to be able to provide services within the Growth Area. The Town, Sewer District, and BTWD also share a belief that development, both new and existing, within the Growth Area should be connected to sewer and water services. However, there is no consensus as to if connections should be required, and if so, who should pay for the cost of such connections.



Key Action 2:	*Actively plan for and explore the capitalization of water and sewer extensions into areas where the Town is particularly encouraging development (as defined in the Future Land Use Plan).*

<u>*Brunswick Sewer District:*</u>

Through a variety of state and local legislative changes since the writing of the 2008 Plan, the Sewer District now has authority to implement a readiness to serve charge and can require sewer extensions for new development within the Growth Area. However, a capitalization plan to determine how sewer systems will be paid for and a readiness to charge policy to determine how the change will be administered is not yet in place. Options for capitalization include the creation of an impact fee or other assessment to recover some or all of sewer extension costs.

The Sewer District has an extensive and complex history regarding the exploration of the capitalization of sewer extensions into the Town's Growth Area. Section 8 of the original 1947 *Charter of the Brunswick Sewer District* ("1947 Charter") allowed for a "readiness to serve" charge for property owners:

> *abutting on or accessible to sewers or drains of the district, but not actually connected thereunto; and shall be so established as to provide revenue for the following purposes:*
>
> 1. *To pay the current running expenses for maintaining the sewer system.*
>
> 2. *To pay for such extensions and renewals as may become necessary.*

The 1947 Charter was completely replaced in 1982. The 1982 Charter no longer allowed for a readiness to serve charge. Instead, the Sewer District could only make an assessment under the following conditions:

> 1. *Upon those lots and parcels of land on which the owners have agreed to participate;*
>
> 2. *If within 10 years after completion of the sewer, owners, tenants, lessees or agents of such exempted parcels undertake development, through sale of individual lots or parcels, or by filing subdivision plans with the Town Planning Board or county register of deeds; or*
>
> 3. *Nonusers shall not be assessed until they avail themselves of service.*

In 2001, the Sewer District reaffirmed this position when it established a *Facilities Extension Policy* document stating, "any and all costs of facilities extension will be borne by those immediately benefitting from the extension." Subsequent State legislation (*LD 1532 – An Act to Provide Model Language for Standard Sewer District Charters*) enacted in 2014 authorized sewer districts to implement a readiness to serve charge. The legislation also required sewer districts to coordinate with municipalities to ensure that any sewer extension is consistent with adopted municipal plans and ordinances regulating land use.

The Sewer District, having started a strategic planning process in 2013, suggested reestablishing a readiness to serve charge. The Sewer District also suggested a change that would require new development built in the Growth Area to connect to the sewer system. The 2016 *Brunswick Sewer District Strategic Plan* includes the following:

Goal 2:	*Work with the Town to implement the goals of the Town's 2008 Comprehensive Plan.*	
	Objective:	*Develop capitalization plan for sewer extensions.*

Goal 8:	*Charter Changes.*	
	Objective a:	*Requirement for connection to public sewer.*
	Objective b:	*Authority for cost recovery assessment (sewer extensions).*

Shortly after the *Brunswick Sewer District Strategic Plan* was adopted, the Town Council created a Sewer Extension Task Force to review the implementation of Goals 2 and 8. As a result of the Task Force meetings, language was introduced as part of the 2017 Zoning Ordinance Rewrite and Zoning Map Update project in which the Town delegated sewer extension decision authority to the Sewer District:

Section 4.5.1 Sewage Disposal

> *B. Specific Standards: Municipal Sewer*
>
> *(1) Sewer lines that connect to the municipal sewer shall not extend beyond the Growth Area designated in the Comprehensive Plan.*
>
> *(2) The Brunswick Sewer District may require the owners of property or developers of subdivisions and site plans located within the designated Growth Area to connect to the public sewer system.*
>
> *(3) The sewerage system shall conform to all standards of the Brunswick Sewer District.*

LD 346 – An Act to Amend the Brunswick Sewer District Charter was approved in the spring of 2019. The legislation allows the Sewer District to implement readiness to serve charges. The Sewer District is currently developing a policy and procedure for the application of the readiness to serve charge.

<u>*Brunswick and Topsham Water District:*</u>

As recently as May 2017 the BTWD Board referenced a 1987 decision not to invest in main extensions. However, the 2020 *BTWD Master Plan* includes six (6) significant potential main extensions, four (4) of which would be located, at least in part, within the Town. However, the purpose of these extensions is not primarily to guide development into areas the Town is encouraging growth, but to create system loops, the benefits of which are described in the *2020 BTWD Master Plan*:

> *By looping a system, fire flows are improved by enabling water to be supplied from two directions. Looping also enables water to flow in to two directions through the mains, typically resulting in decreased water ages and improved water quality due to increased turnover. Finally looping improves system reliability by enabling isolation of a problem area, with affecting "downstream" customers that would otherwise be out of service.*

The cost of water main extensions and private lines for the purposes of connecting new development to the system remain the responsibility of the client.

As neither the Sewer District or BTWD record if a new connection is based on the conversion of an existing building or new construction, the status of Performance Target 1's goal of a five percent (5%) decrease in the number of existing households in the Growth Area that are not served by public water and sewer is unknown. Based on Sewer District staff experience it is estimated that only approximately one (1) to two (2) residential dwelling units are converted from septic to sewer service per year. BTWD staff also stated that a majority of the new water service connections are from newly constructed dwelling units.

Similarly, the status of Performance Target 2's goal of increasing the percentage of new residential dwelling units served by public water and sewer to two-thirds of the Town-wide total by 2015 and to three-quarters after 2015

is unknown. However, as of 2020, the total number of Sewer District's active residential connections (4,500) indicates that approximately 65% of the Town's residential units are served by public sewer. The total number of active BTWD residential meters (4,711) indicates that approximately 68% of the Town's residential units are served by public water.

Key Action 3:	*Implement zoning changes that encourage denser, infill development in the Growth Area where water, sewer, and stormwater systems exist.*

See Policy Area 3 for summarized changes, including the elimination of minimum residential lots sizes in the Growth Area, made during the 2017 Zoning Ordinance Rewrite and Zoning Map Update project to encourage denser, infill development in the Growth Area where water, sewer, and stormwater systems exist.

Performance Target 4 established a goal of a 20 percent decrease in the average length of road frontage for new residential units. The 2017 Zoning Ordinance Rewrite and Zoning Map Update project reduced the minimum lots widths (road frontage) for the Growth Residential 3 (GR3) and Growth Residential 4 (GR4) Zoning Districts by 25 percent (100' to 75') and the minimum lot width for Growth Residential 5 (GR5) Zoning District by 35 percent (100' to 65'). No other Growth Residential zoning district minimum lot widths were altered.

Key Action 4:	*Implement zoning on BNAS property that is consistent with overall Town policies encouraging denser development in Growth Areas with appropriate infrastructure and preserving the rural character outside of Growth Areas.*

The Brunswick Landing property spans both the Growth and Rural Areas. Therefore, the *Brunswick Naval Air Station (*BNAS, now known as Brunswick Landing*) Reuse Master Plan*, the Town Zoning Ordinance, and the Town Zoning Map reflect a variety of land uses ranging from open space conservation to residential to large-scale business/industrial. The higher intensity uses are located to the east of the Brunswick Executive Airport runways and are now served by the Sewer District. There are two (2) noticeable areas within the Growth Area where sewer infrastructure is lacking:

1. The portion of the Growth Industrial (GI) District south of Purinton Road.

2. A large parcel currently designated as Growth College 4 (GC4) east of the runways.

The old United States Navy water system is currently owned and controlled by the Midcoast Regional Redevelopment Authority (MRRA), but MRRA's long term intent is to bring the water system up to BTWD's standards in order to transfer ownership of the system to BTWD. BTWD is aware of this effort and the 2020 *BTWD Master Plan* established a short-term (2020-2025) goal to, "work with MRRA as they work to bring their system to District standards." MRRA's efforts to prepare the water system for transfer to BTWD include:

1. Completed an assessment of the water distribution system.

2. Identified deficiencies and deferred maintenance impacting efficiency and compliance.

3. Developed a prioritized and phased upgrade/improvement program.

4. Reduced unaccounted water consumption to under 20% of the total property-wide water consumption through increased metering and elimination of "lost water."

5. Transferred meter readings and billings to BTWD.

Energy infrastructure consists primarily of alternative energy produced onsite via solar panels. The anaerobic digester to the south of the airport runway currently sits vacant and a recent effort to restablish and expand the use proved unsuccessful.

The southern end of Brunswick Landing is outside the Town's Growth Boundary and its zoning classification is Rural Natural Resources (RN). There is minimal infrastructure in this part of Brunswick Landing.

Key Objective 2:	**Use initiatives in dealing with the Town's roads, sidewalks, pathways, and public transportation to promote Brunswick's desired pattern of growth and safely carry automobile, pedestrian and bicycle traffic.**

Associated Performance Target(s): 3. Reduce the number of pedestrian and vehicular accidents by 50% at the eight "Highest Accident and Injury Locations" currently identified by the Brunswick Police Department.

Key Action 1:	*Develop a Master Traffic Plan and prioritize solutions for the most congested and least safe areas. In particular, plan for changes by the reuse of BNAS.*
Key Action 2:	*Explore state and regional collaboration and funding to complete the Action Item noted above.*

Traffic Planning and Improvements:

Although no Master Traffic Plan has been created, numerous traffic control efforts have been made such as:

2008: Traffic improvements at and near the intersection of Maine Street and Bath Road.

Funding: Partial funding from Maine Department of Transportation (MDOT) in the amount of $350,000. The Town was responsible for the remaining $1.35M cost of the project.

2009: Amended and Extended the Bath Road Development Program and Tax Increment Financing (TIF) District to fund a portion of the cost to reconstruct Bath Road between Thomas Point Road and Old Bath Road. For more information on TIF Districts.

Funding: This item was funded via the Bath Road TIF revenues generated from the amended district to finance the debt service on the amount funded from bond proceeds.

2009-2011 Participated in the development of the *Gateway 1 Corridor Action Plan* and was a member of the Corridor Coalition. Municipalities, including the Town, that signed the joint Cooperative Start-Up Agreement were to be eligible for access to additional corridor funding of $500,000 for professional planning support (Year 1), access to a potential $1.3 million for corridor transportation project funding (Year 2), and reduced or waived local matches for certain MDOT projects within the corridor. The project, which received the 2010 U.S. EPA Rural Smart Growth Award, was suspended by MDOT who stated that the program did not correspond with the immediate priorities of Governor LePage's administration.

Funding: In 2010, the Town received a locally matched $29,000 grant to hire a consultant, Project for Public Spaces (PPS), for a "placemaking" process as part of the development of the *Master Plan for Downtown Brunswick and the Outer Pleasant Street Corridor*.

2010: Approved a Municipal/State Agreement for the operation and maintenance of a traffic signal at the intersection of Maine and McKeen Streets.

Funding: Town

2010: Brunswick Explorer begins operation. For more information on the Brunswick Link (formerly Brunswick Explorer).

Funding: Five percent (5%) of initial capital funds for the Brunswick Explorer were required from the Town, with the remaining 95% covered through federal and State funding. For the first three (3) years, 20% of operational funding came from the Town and the remaining 80% comes from the Federal Highway Administration's (FHWA) Congestion Mitigation Air Quality (CMAQ) Improvement Program. The Town's 20% local match requirement was funded with support from Sweetser, Bowdoin College, Midcoast Hospital, and the United Way of Mid Coast Maine.

2011: As part of an agreement to exchange the Town's former Longfellow School for Bowdoin College's McLellan Building, the Town agreed to make improvements to College Street, including the reconfiguration of the intersections at both ends, resulting in a traditional "T" intersection, repair/rebuild the sidewalks on College Street, and constructed a raised pedestrian table crosswalk. Work was completed in 2013.

Funding: Funded by the Town, Bowdoin College, Sewer District, and BTWD. The Town agreed to fund up to $500,000 of the total $1,233,000 project cost.

2012: Made improvements to Route 24, including upgrades of several traffic signals to video detection and a mill and fill to improve the travel surface.

Funding. Improvements were funded through a 50/50 cost sharing agreement with MDOT through their Municipal Partnership Initiative (MPI) Program. Each party contributed $350,000 of the total $700,000 project cost.

2012: Added four (4) flag stops for buses at Federal Street, Jordan Avenue, Mill Street, and School Street, since eliminated with expansion of the number of scheduled stops

Funding: No funding required.

2012-2013: Participated in and endorsed the *Route 24 Corridor Management Plan* that also involved Bowdoinham, Harpswell, Richmond, and Topsham. One (1) of the five (5) regional objectives within the plan was to, "Re-route Route 24 out of the downtowns of Brunswick and Topsham to remedy high traffic impacts, with consideration for "Business 24" designation of the existing route in those towns."

Funding: The Midcoast Council of Governments (MCOG) provided the funding and project management to complete the plan.

2013: Reversed the one-way direction on upper Park Row so that traffic moves from south to north from College Street to Maine Street (near the Potter Street intersection).

Funding: Bowdoin College paid for all costs associated with the change.

2015: Purchased former Cumberland Farms property located at the northwest corner of Pleasant and Mill Streets to provide additional right-of-way for potential traffic improvements at the intersection.

Funding: The Town purchased the property for $250,000 from the balance of funds in the Industrial Park Fund.

2016: Established a one-way section on the Harriet Beecher Stowe Elementary School access road.

Funding: No funding required.

2016: The study of a potential east/west road connecting Admiral Fitch Avenue and Gurnet Road near Cook's Corner was approved by the Town Council. "Landing Road" was completed in 2019.

Funding: The costs ($50,000) of the preliminary study, planning, and design of the road were funded through the Brunswick Landing TIF District as was the cost ($75,000) for the development of Final Construction Design Plans. The construction cost of Landing Road was funded via a combination of MDOT's Business Partnership Initiative (BPI) (one-third of the project costs, up to $815,850), the issuance of general obligation bonds (up to $1.2 million), and TIF revenue (up to $560,000).

2016: Adopted a Complete Streets Policy modeled on Maine Department of Transportation's policy The policy ensures that streets are designed to work for all people and modes of transportation including bicyclists, motor vehicles, pedestrians, and public transportation riders.

Funding: No funding required.

2016: The Town joined a multi-year METRO BREEZ pilot program for public bus transportation from Brunswick to Portland with stops in Freeport, Yarmouth, and Falmouth (which later dropped out of the program). Service to the Town began in 2017.

Funding: The Town provided $33,334 for the first year and $42,644 for the second year in the pilot program. Bowdoin College provided $10,000 per year for the pilot program and additional costs were covered by METRO's funding request through the FHWA's CMAQ Improvement program. In 2019, the Town joined the Greater Portland Transit District (GPTD) on a permanent basis. Town costs were $48,010 for the 2019-2020 fiscal year and $77,950 for the 2020-2021 fiscal year. Bowdoin College continued to partner with the Town and METRO and contributed 20% of the Town's cost.

2019: The Town Council authorized a letter supporting MDOT's Option 6A for the Maine Street Bridge (the "Pool Table" where Maine Street passes over Route 1) improvement project. Option 6A combines the Route 1 southbound on-ramp with Cabot Street and signalizes Mason Street.

Funding: MDOT will fund the full $5.9 million project cost. Should the Town wish to pursue a costlier alternative design, it is responsible for any costs above $5.9 million.

2019: The Town engaged TY Lin to conduct a Pleasant Street Corridor Study, completed in 2022. Its scope of work includes: congestion analysis, safety review, access management, lane configuration, traffic demand management, traffic signal modifications, level of service, and changes to crash patterns. A separate study on the feasibility for converting inner Pleasant Street to two-way was also completed by TY Lin in 2022.

Funding: Funding for the study was provided though MDOT's Planning Partnership Initiative (PPI) a will be completed by a team of MDOT and Town staff with the assistance of a consultant. The Town contributed 50% of the $94,000 project cost ($47,000).

2019: At the Mill/Pleasant/Stanwood Streets intersection the Town installed a low-rise mountable curb island where the first two (2) delineators are on Pleasant Street in an attempt to keep the other delineators in place. The Town is also working with MDOT to install a traffic warning sign on Mill Street that will warn southbound drivers that traffic
is entering from Stanwood Street.

Funding: Town

2020: In March 2020, the Town authorized a Transit Study to better understand how the community uses transit service and how it can be improved to better meet the Town's current and future needs.

Funding: MDOT funded 80% of the $100,000 budget for the Transit Study and the Town covered the remaining 20% ($20,000).

2022: Cooks Corner Revitalization Plan is completed which supports connectivity and multi-modal transportation.

2023: In April 2023, construction began on the replacement of the Frank J Wood Bridge, spanning the Androscoggin River from Brunswick to Topsham.

Funding: MDOT

2024: The Town Council adopted the Cooks Corner Design Standards which addresses vehicle, pedestrian and cyclist flow as well as street design.

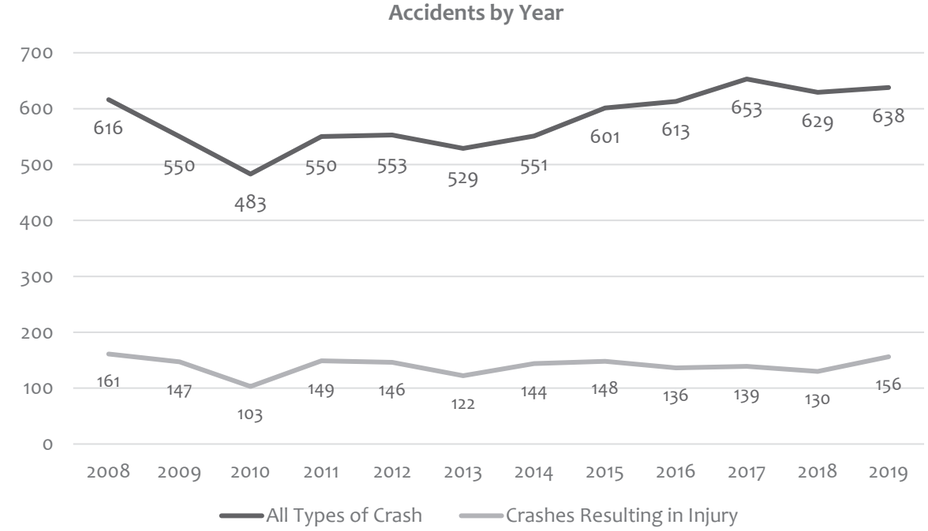
Pedestrian and Vehicular Accident Data:

MDOT data for accidents and injuries between 2008 and 2019 is gathered for both intersections and road segments. Performance Target 3's goal of a 50% reduction in the number of pedestrian and vehicular accidents at the eight (8) "Highest Accident and Injury Locations" was not met. Half of the top eight (8) locations experienced the highest annual number of accidents during 2008 to 2019 in the year 2019. The other four (4) locations did not reflect any significant reduction in the annual number of accidents.

1. Road Segment: Pleasant St. between Church Rd. and Lavallee Ave. (Mr. Bagel and McDonald's area)												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
33	30	31	33	37	33	30	29	33	37	47	57	430
2. Road Segment: Pleasant St. between Lombard St. and Summer St. (Dunkin' and Brunswick Diner area)												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
37	31	23	18	24	33	30	29	33	37	31	36	359
3. Intersection: Bath Rd. at Cook's Corner and US 1 Northbound at Gurnet Rd.												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
N/A	N/A	45	39	N/A	N/A	N/A	44	47	52	51	58	336
4. Intersection: Maine St. and US 1 Southbound Ramp (Traffic Signal at Maine St. and Cabot St.)												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
21	24	22	20	15	12	12	14	21	28	30	28	247
5. Intersection: Bath Rd. and Old Bath Rd.												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
29	29	29	N/A	N/A	26	23	N/A	N/A	31	35	36	238
6. Road Segment: Pleasant St. between River Rd./Webster St. and Lombard St. (Pat's Pizza and Shell area)												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
20	15	20	15	15	13	21	27	24	23	19	24	236

7. Road Segment: Maine St. north of Cabot Street to the Brunswick-Topsham Municipal Boundary												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
17	16	12	17	16	16	12	19	20	24	23	30	222
8. Intersection: US 1 Northbound at Cook's Corner and US 1 Southbound at Cook's Corner												
2008	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*Total*
16	15	14	14	12	12	14	14	21	19	21	18	190

According to the MDOT Crash Data for "all types of crash" and "injury crashes" the Town-wide number of accidents reported annually between 2008 and 2019 have held moderately stable. However, the last three years (2017, 2018, and 2019) had the highest number of total accidents between during that time period. The number of fatal crashes has varied, with no discernable pattern, between zero (0) to four (4) each year with a total of fourteen (14) fatal crashes since 2008.



Through the end of October 2020, the total number of accidents reported in 2020 has decreased significantly to 295 and crashes resulting in injury have decreased to 60, presumably due to the COVID-19 pandemic's impact on travel.

The relationship between the total number of accidents, total number of injuries, and the percent of injuries resulting from accidents is important. A location may be dangerous because of the frequency of accidents, or it may be dangerous because of the severity of accidents, even if they are not frequent.

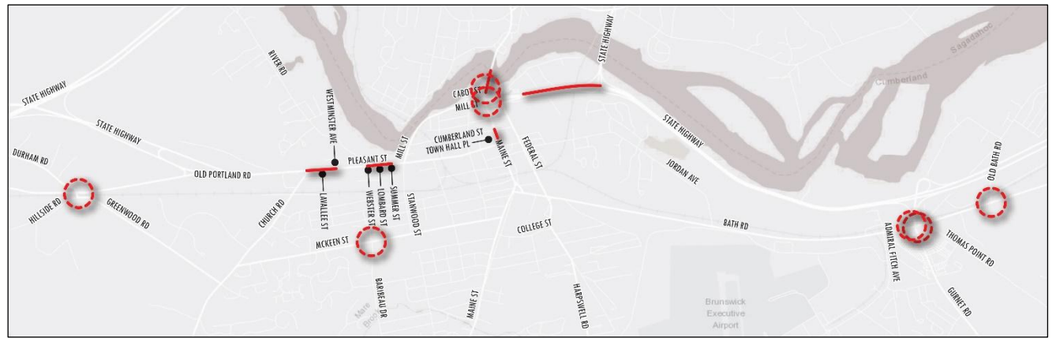
The total number of injuries resulting from accidents at specific locations does not necessarily correspond to the total number of accidents, suggesting which locations represent more of a risk than others. For example, the Maine Street road segment between Town Hall Place and Cumberland Street has the tenth most accidents but is 38th in the total number of injuries while the intersection of Durham, Hillside and Old Portland Roads is eighteenth in the overall number of accidents but is eleventh in the total number of injuries. This means that an individual is more likely to get into an accident on Maine Street between Town Hall Place and Cumberland Street than at the intersection of Durham, Hillside, and Old Portland Roads, but is less likely to be injured.

Analysis of the percent of injuries resulting from an accident gives a clearer picture of the locations where, regardless of frequency, pedestrians and motorists are likely to be injured. For example, the off-ramp from US 1 southbound to Route 196 is thirteenth in the frequency of accidents but first in the likelihood of an injury from an accident.

The table below lists the ten (10) highest accident locations in descending order. Corresponding data for the total number of injuries and the percent of injuries from crashes are also included. Although total injuries and percent injuries are not listed in an ordinal sequence the top ten (10) of each category are color coded.

Total Crashes	Rank	Total Injuries	Rank	Percent Injuries	Rank
Road Segment: Pleasant St. between Church Rd. and Lavallee Ave. (Mr. Bagel and McDonald's area)					
430	1	191	1	28.7%	6
Road Segment: Pleasant St. between Lombard St. and Summer St. (Dunkin' and Brunswick Diner area)					
359	2	178	2	36.6%	2
Intersection: Bath Rd. at Cook's Corner and US 1 Northbound at Gurnet Rd.					
336	3	61	9	9.8%	14
Intersection: Maine St. and US 1 Southbound Ramp (Traffic Signal at Maine St. and Cabot St.)					
247	4	82	6	29.3%	5
Intersection: Bath Rd. and Old Bath Rd.					
238	5	90	5	19.9%	10
Road Segment: Pleasant St. between River Rd./Webster St. and Lombard St. (Pat's Pizza and Shell area)					
236	6	45	12	16.6%	13
Road Segment: Maine St. north of Cabot to the Brunswick-Topsham Municipal Boundary					
222	7	103	4	34.6%	3
Intersection: US 1 Northbound at Cook's Corner and US 1 Southbound at Cook's Corner					
190	8	32	15	15.6%	15
Intersection: Maine St. and US 1 Southbound (Traffic Signal at Maine St. and Mill St.)					
177	9	53	10	23.6%	8
Road Segment: Maine St. between Town Hall Pl. and Cumberland St.					
161	10	5	38	2.8%	44
Road Segment: US 1 Southbound between Route 196 and US 1 Southbound Offramp					
139	13	109	3	38.1%	1
Intersection: Baribeau Dr. and McKeen St.					
112	16	74	7	34.5%	4
Road Segment: Pleasant St between Lavallee Ave. and Westminster Ave. (Fast Eddie's and Amato's area)					
153	11	63	8	23.5%	9
Intersection: Durham Rd., Hillside Rd., and Old Portland Rd.					
84	18	46	11	27.5%	7

The map below identifies the top ten (10) accident locations based on frequency:



Action 3:	*Work with MDOT on the Gateway 1 Corridor Study to seek Pleasant Street and Mill Street improvements.*

In September 2009, the Town signed the Start-up Agreement for the Implementation of the *Gateway 1 Corridor Action Plan*. In 2010 the Town received a $29,500 grant to partially fund the *Downtown and Outer Pleasant Street Master Plan*. In January 2011, the Town signed the Gateway 1 Corridor Coalition Interlocal Agreement. In March 2011 MDOT suspended the Gateway 1 program citing that the program did not correspond with the immediate priorities of Governor LePage's administration.

Action 4:	*Continue to improve existing roads and sidewalks, per the 2004 Bicycle and Pedestrian Improvement Plan, to make them fully accessible and safe. Consideration should be given to traffic calming measures (such as curb extensions, gateways, landscaping, and specific paving treatments) to maintain and improve the character of neighborhoods.*

General maintenance of existing roads and sidewalks is ongoing. Specific improvements recommended within the 2004 *Bicycle and Pedestrian Improvement Plan* that have been completed include:

1. Created a shared lane along McKeen Street from Church Road east to Willow Grove Road.
2. Striped a wide outside lane along Church Road from McKeen Street north to Pleasant Street.
3. Striped wide outside lane along Old Bath Road from Grover Lane northeast to the West Bath municipal boundary.
4. Installed paved shoulder and/or "sharrows" along Federal Street between Bath Road and Mason Street.
5. Installed paved shoulder along Harpswell Road from Longfellow Avenue south to Middle Bay Road / Merriconeag Road.
6. Installed paved shoulder along Old Portland Road from Hillside / Durham Road west to the Freeport municipal boundary.
7. Installed paved shoulder along Gurnet Road from Cook's Corner south to the Harpswell municipal boundary.

8. Installed bicycle lane along McKeen Street from Stanwood Street west to Willow Grove Road.

9. Completed sidewalk network along east side of Mill Street from Pleasant Street to Union Street.

10. Completed sidewalk network along east side of Stanwood Street from McKeen Street north to the railroad crossing.

11. Established pedestrian and bicycle access standards established within the Zoning Ordinance.

Although not specifically mentioned within the 2004 *Bicycle and Pedestrian Improvement Plan*, other improvements undertaken by the Brunswick Bicycle and Pedestrian Advisory Committee (BBPAC), the Town, and other organizations include:

1. Installed curb extensions and elevated crosswalks on Maine Street.

2. Opened three (3) points of bicycle and pedestrian access to Brunswick Landing.

3. Repaved, striped, and widened the shoulder of sections of Mere Point Road to the Mere Point Boat Launch.

4. Installed pedestrian activated crossings near the intersection of Mill and Cushing Streets and around the Bowdoin College campus along Maine Street and Harpswell Road.

5. Installed traffic calming raised sidewalks on College Street.

6. Installed bicycle activated signal technology at the intersection of Bath and Harpswell Roads and the intersection of Pleasant and Union Streets.

7. Striped bicycle lane at the intersection of Maquoit Road and Maine Street.

8. Installed signage to route bicyclists off Route 1 and through Town (provided by the Merrymeeting Wheelers).

9. Installed signage reminding motorists of the State's requirement ("three-foot law") that an operator of a motor vehicle passing a bicycle proceeding in the same direction must leave a distance of no less than three feet (3') while passing (initially provided by the Merrymeeting Wheelers and subsequently provided by MDOT.

10. Installed two (2) pop-up projects, one at the intersection of Bath Road and Sills Drive and the other along Union Street in between Noble Street and Station Avenue, in collaboration with Bowdoin College and the Bicycle Coalition of Maine.

11. Installed two (2) bicycle lanes on Landing Road.

The 2020 Bicycle and Pedestrian Improvement Plan was adopted by the Town Council in August of 2021.

Action 5:	*Adopt new road standards for new streets within the Growth Area that require interconnectivity and sidewalks as appropriate.*

In 2016 the Town Council adopted a Complete Streets Policy that includes a directive, "special attention should be given to projects that enhance the overall transportation system and its connectivity." Sidewalks are a required element of a Complete Street, unless located in, "areas falling outside those identified as appropriate for sidewalks on the basis of an adopted sidewalk policy or other plans."

Action 6:	*Support the efforts of the Midcoast Collaborative for Access to Transportation to determine the feasibility of a limited fixed/flex public transportation route/system in Brunswick.*

See Policy Area 2 for information pertaining to the Midcoast Collaborative for Access to Transportation (MCAT), the development of the Brunswick Explorer (now Brunswick Link) bus service, and a map of the Link route as of December 2020.

Action 7:	*Have Town officials meet with neighboring community officials to coordinate regional projects and planning.*

Regional projects and planning efforts pertaining to roads, sidewalks, pathways, and public transportation in which Town officials participated or still participate include:

1. Androscoggin Brunswick-Topsham Riverwalk Advisory Committee (renamed "Androscoggin Riverwalk Alliance" in 2023)

   Mission: *To bring together the Topsham and Brunswick communities to design, support and create a 1.25 mile dedicated in-town walking loop. The plan envisions a safe, fully accessible route along the Androscoggin River that encompasses and enhances the Swinging Bridge and the Main€ Street Bridge for the purpose of connecting the two towns through education, recreation, transportation and promotion of healthy lifestyles.*

2. Brunswick-Topsham Bridge Design Advisory Committee

   Mission: *To ensure that the final design of the [Maine Department of Transportation's proposed] new bridge best meets both the State's responsibility to meet the public's transportation needs, and incorporates, to the degree that is financially feasible, the aesthetic and functional needs and preferences of Topsham and Brunswick, and to work with the Maine Department of Transportation to optimize the final design for the new bridge.*

3. East Coast Greenway Alliance

   Mission: *To partner with local, state, and national agencies and organizations to promote the establishment, stewardship, and public enjoyment of a safe and accessible multi-user greenway linking cities and towns from Maine to Florida.*

4. *Gateway 1 Corridor Action Plan*

   Intent: *Developed by representatives of 21 Corridor municipalities, the Gateway 1 Corridor Action Plan is designed to address growing land use and transportation problems*

along the Route 1 Corridor. It will improve the Mid-Coast's transportation system and enhance economic development. Equally critical, it will preserve the region's rural quality-of-life, a reason so many people choose to live and visit here.

MDOT suspended the Gateway 1 program in March 2011.

5. METRO BREEZ

Description: *Bus service operated by Greater Portland Metro, that provides express service between Portland Transportation Center, Yarmouth, Freeport, and Brunswick.*

6. BlueLine

Description: *Bus service operated by Western Maine Transportation that provides service between Bath, Brunswick, Topsham Fair Mall, Lisbon, and Lewiston/Auburn.*

7. *Route 24 Corridor Management Plan* (2013)

Purpose: *The purpose of this corridor management plan is to define a prioritized list of transportation and other strategies that will meet the following regional objectives for Route 24, from Harpswell to Richmond:*

1. *Ensure safe travel for all corridor users, including vehicle drivers, pedestrians, and bicyclists.*
2. *Maintain the capacity of the corridor.*
3. *Provide coordinated signage and marketing.*
4. *Address storm surge and future inundation, particularly regarding emergency routes.*
5. *Reroute Route 24 out of the downtowns of Brunswick and Topsham to remedy high traffic impacts, with consideration for Business 24 designation of the existing route in those towns.*

Additional Objective 3:	**Reduce the environmental impacts from existing development as well as new growth.**

Associated Performance Target(s):

6. Reduce inflow of unpolluted water that is intentionally introduced to the sanitary sewer system by 5% annually.

Action 1:	*Plan and incorporate stormwater management systems that are consistent with achieving the Town's water quality goals into Brunswick's CIP.*

When the 2008 Plan was adopted, there were several zoning standards and other policies in place to protect water quality such as: Aquifer Protection Overlay (APO) Districts, Coastal Protection 1 and 2 (now Rural Protection 1 and Rural Protection 2) Zoning Districts, and Natural Resource Protection Zone (NPRZ) (now Shoreland Protection Overlay (SPO) District). However, these protections apply to stormwater management on private property and do not speak to water quality goals for the Town's stormwater management system.

Since the adoption of the 2008 Plan, each CIP has regularly funded stormwater management system projects. Projects such as the 2020 Union Street storm drain reconstruction and new outfall are intended to reduce flooding and its associated negative impacts, but there has been no quantitative water quality goal by which such projects are evaluated.

The 2020-2024 CIP (adopted May 13, 2019) included for the first time as a proposed project the establishment of a Municipal Separate Stormwater System (MS4) permit because, "based on the most recent census data it is anticipated that a portion of Brunswick will be designated as an MS4 community and be required to operate under a National Pollutant Discharge Elimination System (NPDES) MS4 permit." Said permit would require the Town to develop and implement a comprehensive Stormwater Management Plan that must include, "pollution prevention measures, treatment or removal techniques, monitoring, use of legal authority, and other appropriate measures to control the quality of stormwater discharged to the storm drains and thence to waters of the United States."

On May 20, 2019, the Town Council directed the Planning Board to review Section 4.2.5.B.(4).e – Setbacks from Slopes over 15 Percent for Rural Protection (RP1 and RP2) Zoning Districts. The review was requested due to a growing awareness of potential negative impacts on existing and new residential development within the Rural Protection 1 (RP1) and Rural Protection 2 (RP2) Zoning Districts. Section 4.2.5.B.(4).e required a minimum 75-foot building setback from slopes that exceed 15 percent in a contiguous land area over 5,000 square feet. Town staff estimated that approximately 48 percent of the properties within the RP1 and RP2 Zoning Districts had nonconforming buildings on them due to this standard, which severely limited their potential for redevelopment or expansions.

On October 7, 2019, the Town Council approved a Zoning Ordinance text amendment, as recommended by the Planning Board, to move away from the preexisting regulatory framework that required mandatory building setbacks from slopes greater than 15% to a regulatory framework focused on proximity to coastal areas and inland streams that would allow for some level of soil disturbance and construction activity, provided negative environmental impacts could be mitigated. The text amendment established sensitive coastal and inland stream areas that, depending on the location and amount of disturbance proposed within these areas, requires various mitigation efforts ranging from owner/contractor-installed common best management practices (BMPs) to the completion of a stormwater management plan prepared by a Maine licensed engineer. The Town Zoning Map was also amended to include a new overlay district, Rural Protection Stormwater Management Overlay (RPSMO) District, consisting of the identified sensitive coastal and inland stream areas.

Action 2:	*Work with the Sewer District to provide incentives to encourage current septic system users within the Growth Area to connect to the Sewer District where the sewer line is reasonably close and particularly when an existing septic system is failing.*

Although the owner of a property with a septic system within the Growth Area is required to connect to the sewer system once the septic system has failed, neither the Sewer District nor the Town currently offer any financial incentives to connect to the sewer system.

Action 3:	*Explore the impact of requiring sizable new Growth Area developments to connect to sewer lines beyond current connection requirements. Town land use regulations and planning should be used to minimize the impact on individual developers.*

As referenced in Policy Area 4, the Sewer District has the authority to require development in the Growth Area to connect to sewer lines per Section 4.5.1.B.(2) of the Town Zoning Ordinance.

Action 4:	*Coordinate infrastructure improvements between the water and sewer districts, and public works department.*

There are numerous examples of coordination between the Sewer District, BTWD, and the Department of Public Works (DPW). These examples include:

1. Lincoln Street: In 2011, the Sewer District, BTWD, and the Town coordinated the replacement of the sewer line, water line, and road on Lincoln Street.

2. College Street: In 2014, the Town worked with Bowdoin College, the Sewer District, and BTWD on improvements to College Street, including the reconstruction of the intersections of College Street at Maine Street and Harpswell Road, installation of speed tables, and the placement of new sidewalks and repairs to the existing sidewalks.

3. Union Street: In 2017, the Sewer District, BTWD, and the Town coordinated to upgrade 1,500 feet of sewer line, water line, storm drain and road on Union Street.

4. Landing Road In 2019, the Sewer District, BTWD, and the DPW coordinated extensively on the design and construction of Landing Road.

Action 5: *Coordinate with the Sewer District to segregate stormwater from sewer effluent.*

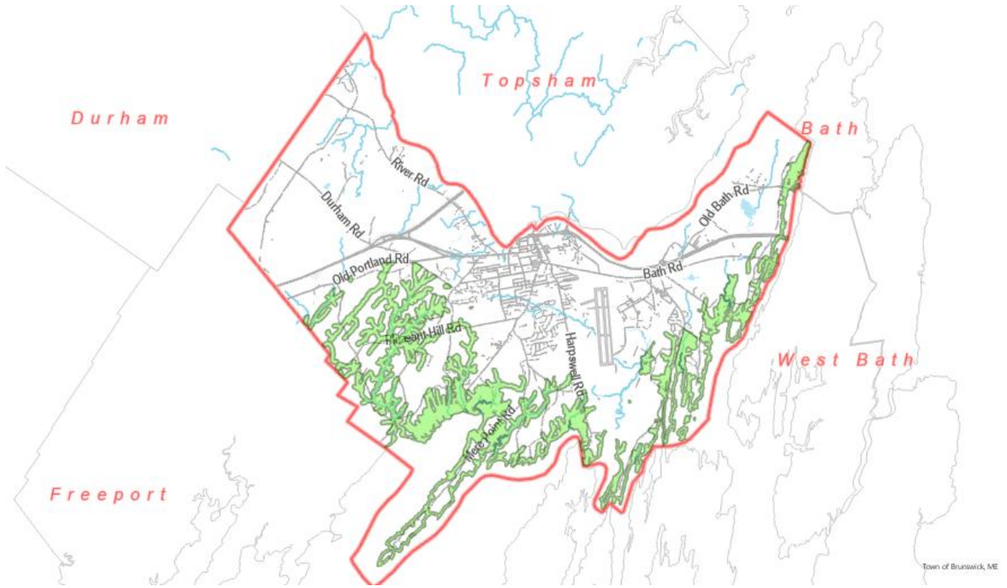
A 2013 report, *Draft Assessment of Groundwater Table Conditions Relative to Sewer Infrastructure*, prepared by Ransom Consulting, Inc. concluded, "it is apparent that infiltration to the system is strongly influenced by the shallow groundwater system rising and falling in response to precipitation events, including rainfall and snowmelt." The report also identified areas within the system where the infiltration problem is most pronounced. The data helped to identify their most vulnerable areas for groundwater infiltration and the Sewer District installed twelve (12) groundwater monitoring wells to record the depth to the groundwater.

In 2015, Sewer District Trustees established a goal to have staff prepare a program plan in which the Sewer District and customers work together to implement solutions to stop the discharge of sump pump and roof drain flow into the Sewer District system and the first public informational meeting for the program was held in 2017. As of October 2020, the Sewer District has paid for seven (7) sump pumps to be disconnected from their system and rerouted elsewhere. The campaign continues with a focus on education and voluntary compliance. The exact number of disconnections due to voluntary compliance is unknown, but the Sewer District has been notified of some that have occurred.

Performance Target 5 set a goal of a five percent (5%) annual reduction in the inflow of unpolluted water intentionally directed to the Sewer District system. However, it is important to note that the goal only stipulates an inflow reduction, but the more common standard for unpolluted water that enters the sewer includes inflow and infiltration (groundwater entering the system through cracked or broken pipes). Therefore, the status of Performance Target 5's goal for the Sewer District system is unknown.

After taking over Brunswick Landing, MRRA established a goal of achieving a 40% reduction of inflow and infiltration. Although MRRA did not meet their target date of 2013, it achieved a 39% reduction in 2016 and 40% reduction in 2017.

Exhibit 4-A: Rural Protection Stormwater Management Overlay (RPSMO) District Map



POLICY AREA 5

ENCOURAGE A DIVERSITY OF HOUSING TYPES IN THE DESIGNATED GROWTH AREA AND FACILITATE THE PRESERVATION AND DEVELOPMENT OF AFFORDABLE AND WORKFORCE HOUSING

Since 2008, a number of forces beyond the control of the Town, while often unquantifiable, have clearly impacted housing in Brunswick in different ways: the closing of BNAS, the "Great Recession" of 2008-2009, COVID-19 with people fleeing urban areas, an influx of immigrants to Maine, the popularity of tele-commuting and reduced in-office obligations, escalating housing costs in Greater Portland, and the state's 2023 legislation mandating that each lot with a single-family dwelling must be allowed to have at least one accessory dwelling unit, among other factors. In addition, AirB&B's, currently unregulated by Brunswick, appear to have reduced the Town's stock of affordable rentals.

Key Objective 1:	**Support the transition of BNAS associated housing to meet the workforce and affordable housing needs of the community.**
Key Action 1:	*Research federal regulations relating to affordable housing of decommissioned Navy housing and position Town to ensure the availability and affordability of those units.*

Federal Regulations Relating to Affordable Housing and Decommissioned United States Navy Housing:

Title V of the Stewart B. McKinney Homeless Assistance Act, enacted by Congress in 1987, made serving the homeless the top priority for use of all surplus federal properties, including military installations. The subsequent Base Realignment and Closure (BRAC) Act of 1990 established the first BRAC Commission to recommend military installation realignments and closures. In the early 1990s, it was determined that Title V of the McKinney Act did not adequately address the multiple interests related to large surplus properties such as military installations. Therefore, several federal departments and agencies as well as homeless assistance providers and other community groups recommended changes to the McKinney Act that led to the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (also known as "the Redevelopment Act").

The Redevelopment Act exempted BRAC Commission installations from the provisions of Title V of the McKinney Act and replaced them with a process where representatives of the homeless and other community groups participate in base reuse planning. Consistent with the Redevelopment Act, the Brunswick Local Redevelopment Authority (BLRA), working with local area homeless service providers and State organizations, contracted with Planning Decisions, Inc. to identify the unmet needs of the homeless in the vicinity of Brunswick Naval Air Station (BNAS, now known as Brunswick Landing), including Brunswick, Durham, Freeport, Harpswell, and all of the communities within Sagadahoc County.

Planning Decisions, Inc.'s *Report on the Homeless in Midcoast Maine*, published on January 8, 2007, was written based on information provided from area homeless service providers and the Maine State Housing Authority. The report identified an estimated need for four (4) to fourteen (14) additional supportive units by 2011. The report also identified access to supportive services as the major component of the unmet needs of the area's homeless.

BLRA subsequently issued a Notice of Interest (NOI) request to approximately 30 area homeless service providers and other interested parties requesting proposals for provision of homeless assistance services. On June 7, 2007, the BLRA Board authorized the Homeless and Housing Committee and staff to negotiate a Legally Binding Agreement (LBA) with Tedford Housing of Brunswick to implement the Homeless Services Provision component of the *BNAS Reuse Master Plan*. The LBA generated funding for Tedford Housing to provide housing and services through the establishment of a trust fund, to be managed by Midcoast Regional Redevelopment Authority (MRRA), that is capitalized with per acre assessments (approximately $560 - $600 per acre) on the initial transfer of developable property from the United States Navy ("the Navy"). As of December 2020, the homeless assistance fund has a balance of approximately $700,000.

Efforts to Ensure Availability and Affordability of Decommissioned Navy Housing:

In 2004, prior to BRAC's announcement of the BNAS closure, the Navy entered into an agreement with GMH, the military housing division of GMG Communities Trust, to privatize all of their family housing units in the northeast United States. The agreement included approximately 7,000 units on six (6) bases, including 702 associated with BNAS (573 located in Brunswick and 129 units in Topsham). These assets were later acquired by Balfour Beatty and resold in a single large block.

In August 2009, MRRA, in collaboration with Development Synergies, LLC, completed the *BNAS Housing Disposition and Redevelopment Plan*, which provided recommendations as to how the housing units could be best incorporated into the regional housing market and their affordability promoted.

The *BNAS Housing Disposition and Redevelopment Plan* defined affordability for home ownership using Maine State Housing Authority's Homeownership Affordability Index (HAI), which is defined as the ratio of home price affordable at the area's median household income to the area's median home price. A HAI of one (1) or greater represents affordable homes in the area. When the *BNAS Housing Disposition and Redevelopment Plan* was written the Town's HAI was 0.60, indicating an overall lack of affordable housing.

Similarly, to determine rental affordability Maine State Housing Authority has a Rental Affordability Index (RAI), defined as the ratio of a two-bedroom rent affordable at median renter income for the area to the median two-bedroom rent for the area. Like the HAI, a RAI of one (1) or greater represents affordable rentals in the area. When the *BNAS Housing and Disposition and Redevelopment Plan* was written, the Town's RAI was 0.91, indicating an overall lack of affordable rentals.

In 2010, Affordable Midcoast Housing (AMH) acquired the housing units and subsequently sold over 50% of the 231 units within the McKeen Street neighborhood to low- and moderate-income households. The remaining units at the BNAS site were then sold to Brunswick Landing Venture, who converted many of the units to condominiums. Some of these units are still available for purchase and many have been acquired through Maine State Housing Authority's First-Time Homebuyer Program.

Key Action 2:	*Create zoning for BNAS property that allows for increased density and flexibility to promote private development of affordable and workforce housing.*

Upon BNAS closing, the initial zoning for Brunswick Landing was a combination of BNAS Reuse District (BRU), BNAS Conservation District (BCN), and College Use / Town Conservation District (CU/TC). The maximum density for each district, and the subsequent new zoning district and maximum density resulting from the 2017 Zoning Ordinance Rewrite and Zoning Map Update project are as follows:

Initial Zoning	Initial Max. Density (DUs/acre)	2017 Zoning	2017 Max. Density (DUs/acre)	Change
BCN, R-R&OS	N/A	GN, GO, RN	N/A	No Change
BRU, R-CMU	24	GM7	24	No Change
BRU, R-R	8	GR1	8	No Change
CU/TC	24	GC4	24	No Change

A density of 24 dwelling units per acre is consistent with closely placed row houses/townhouses and/or three-story apartment/condo complexes and is a density that is capable of supporting a wide variety of commercial uses and public transportation. However, to date, no development on Brunswick Landing has approached this maximum density.

In regard to flexibility, multi-family housing was a permitted use in the Zoning Ordinance in place at the time and remains a permitted use after the 2017 Zoning Ordinance Rewrite and Zoning Map Update project.

Finally, in 2019 different types of homeless shelters were established as conditional uses within the Town in several of the zoning districts. Homeless shelters were regulated within the zoning districts in Brunswick landing as follows:

Zoning District in Brunswick Landing	Homeless Shelter Permitted as Conditional Use? If so, Type of Shelter
GA	Not Allowed
GC4	Not Allowed
GI	Yes, All Types Allowed
GM7	Yes, All Types Allowed
GN	Not Allowed
GO	Not Allowed
GR1	Yes, Apartment-Style Homeless Shelters Only
RN	Not Allowed

Key Objective 2:	**Preserve the current stock of affordable and rental housing.**

Associated Performance Target(s):

6. The number of affordable and rental housing units available will not decrease below the number available in 2005.

Key Action 1:	*Actively pursue state and federal housing subsidy programs, such as Community Development Block Grant (CDBG) housing rehabilitation funds, Federal Home Loan Bank subsidies, and Maine State Housing Authority Home Rehabilitation program funds. Explore reuse of no-longer needed municipal and school facilities as sites for redevelopment.*

The 2017 Zoning Ordinance Rewrite and Zoning Map Update project updated *Section 4.2.5.D – Affordable Housing Developments* to be consistent with state and federal housing programs.

The Department of Economic Development pursues funding for projects as opportunities arise. For example, the 2020-2021 redevelopment of the Lemont Block building (146 Maine Street) to include five (5) residential

dwelling units involved an application for CDBG funds and the Department of Economic Development assisted in obtaining said funding.

The reuse of no-longer needed municipal and school facilities as a location for affordable or rental housing was not implemented. Due to the influx of residential dwelling units entering the market during the closure of BNAS, municipal and school facilities were either repurposed for a different municipal use, adapted to a commercial use, or demolished. For example:

1. The Hawthorne School beame the Brunswick School Department's ("School Department") administrative offices in 2009. In 2024, the school administration relocated to the Coffin School, making Hawthorne School available for reuse.

2. The former School Department building at 35 Union Street was repurposed for use by People Plus and the Teen Center in 2010.

3. The former Brunswick High School (BHS) building was demolished in 2009 and replaced by the Harriet Beecher Stowe (HBS) Elementary School in 2011.

4. Longfellow School became the Bowdoin College's Robert H. and Blythe Bickel Edwards Center for Art and Dance in 2012. It was exchanged for Bowdoin's McLellan Building at 85 Union Street that became Brunswick Town Hall.

5. The former Time Record building was demolished in 2012.

6. The former Town Hall and the former Recreation Center on Federal Street were demolished in 2013 and replaced by a new office building for Coastal Enterprises, Inc. in 2015.

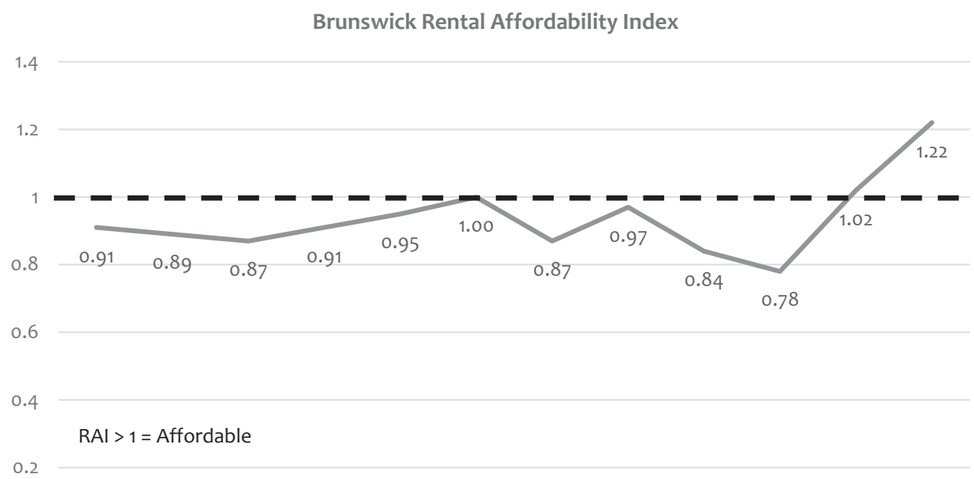
7. The Jordan Acres Elementary School was closed in 2011 and replaced by the Kate Furbish Elementary School in 2020.
8. In 2024, the Superintendent of Schools' office was moved to the Coffin School building. The Coffin School is also used by the BJHS and the BHS.
9. In 2024 the former Central Fire Station was under contract to a private developer who plans to reuse the building for a brewer with affordable housing units on the second floor.

Action 2:	*Partner with funders where possible to encourage owner-occupied multi-unit housing.*

The Director of Planning and Development meets regularly with the Southern Midcoast Housing Collaborative formed in 2020. The Department of Economic Development looks to partner with private funders when possible and occasionally meets with developers interested in building owner-occupied multi-unit affordable housing in Town. However, the Growth Area's lack of available land, particularly in the desirable Downtown area, makes site selection difficult.

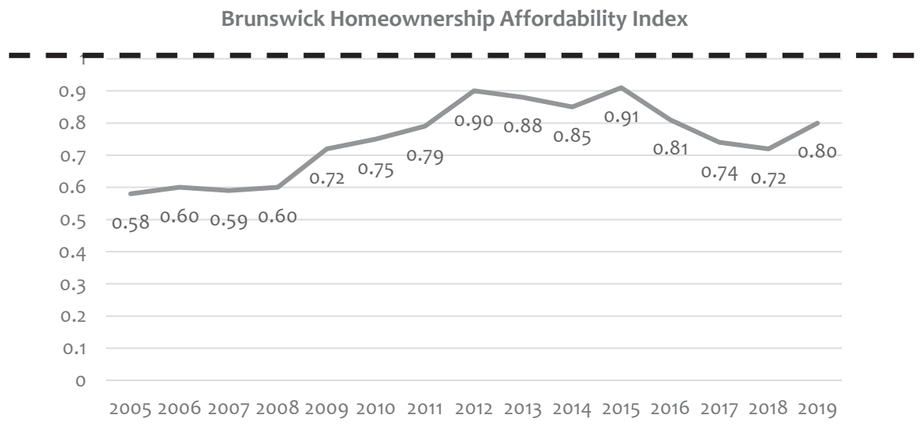
In response to Key Objective 2's goal of preserving the current stock of affordable and rental housing and Performance Target 6's goal of no reduction in the number of affordable and rental housing units, the American Community Survey's (ACS) Five-Year Estimate data indicates that there was a 674 unit decease in the total number of rental units and that the percent of renter-occupied dwelling units as a share of the total number of dwelling units declined from 35.2% in 2009 (data from 2005 to 2008 is not publicly available) to 29.4% in 2018. Conclusions that can be drawn from this data are limited by the fact that it is unclear how BNAS dwelling units were categorized prior to and after the base closure in 2011.

Furthermore, Maine State Housing Authority data shows that the RAI in Town has recently increased from 0.91 in 2009 to 1.22 in 2017, meaning rental units became more affordable. Due to 2017 being the most recent year for RAI data, the impacts to the RAI due to an increased supply of 144 multi-unit dwelling units that were approved since 2018 and an increase in Maine home sales and sales prices that has occurred during the COVID-19 pandemic are not yet known.



Please note that the most recent RAI data for individual municipalities is 2017 and there is no available data for the year 2015.

Maine State Housing Authority data shows that the HAI has consistently been below one (1), meaning unaffordable, since 2005. The data depicts a gradual increase toward affordability from 2005 to 2012, the period of a construction boom followed by the Great Recession, but since has become less affordable during the recession recovery.



Key Objective 3:	**Create an environment that supports the development of new affordable housing by both the public and private sectors.**

Associated Performance Target(s):

1. At least 5% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be affordable to lower income households with incomes of less than 80% of the median area-wide household income.
2. At least 10% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be affordable to moderate income households with incomes of less than 150% of the median area-wide household income.
3. The ratio of the median single-family home sales price to the median household income (or affordability index) will be lower in 2015 than it is today and will continue to decrease.
4. Not more than 80% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be single-family homes.
5. At least 20% of new housing units constructed in each five-year period (2010-2015, 2015-2020, etc.) will be rental housing.

Key Action 1:	*Allow denser development in the Growth Area by drafting and adopting zoning ordinance revisions to permit increased housing density at all price levels. This same action appears in Policy 3, Objective 2, Action 1, serving both objectives.*

As referenced in Policy Area 3, the 2017 Zoning Ordinance Rewrite and Zoning Map Update project eliminated minimal residential lot sizes in all Growth Area zoning districts and altered the density in the following Growth Area zoning districts:

Current Zoning District	Current Max. Density (DUs/acre)	Pre-ZORC Zoning District	Pre-ZORC Max. Density (DUs/acre)	% Change
GR1	8	R-R	8	No Change
GR2	4	R1	3	+25.0%
GR3	6	R2	5	+16.7%
		R3	5	+16.7%
GR4	6	R4	5	+16.7%
		R5	5	+16.7%
		R6[1]	8	-25.0%
GR5	7	R7	7	No Change
GR6	10	TR1	10	No Change
GR7	5	TR2	4	+25.0%
GR8	6	TR3	5	+20.0%
		TR4	5	+20.0%
GR9	6	TR5	5	+20.0%
GR10	4	R8	3	+20.0%
GM1	6	MU2	4.5	+33.3%

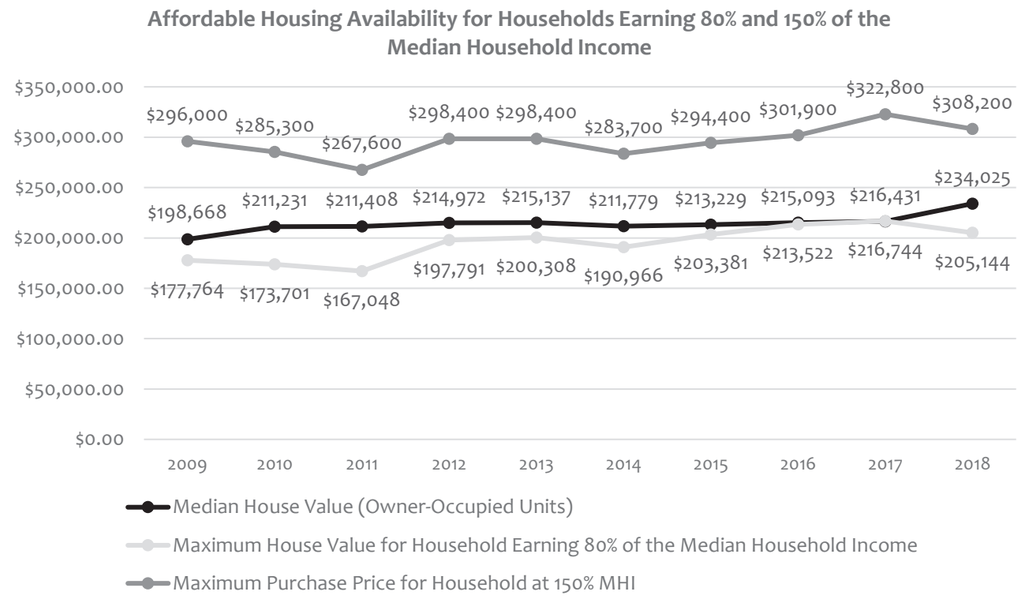
GM2	10	MU3	7	+42.9%
		MU6	10	No Change
		MU4	10	No Change
GM3	10	I1	12	-16.7%
		I4	12	-16.7%
		MU1	1 DU per 1.5 ac	+1,900%
GM4	15	CC	15	No Change
		HC1	5	+16.7%
GM5	6	HC2	5	+16.7%
		TC1	n/a	---
GM6	n/a	TC2	n/a	---
		TC3	7	---
GM7	24	R-CMU	24	No Change
GM8	6	MUOZ	n/a	---
		CU1	12	No Change
GC1	12	CU3	10	+20.0%
		CU5	24	No Change
GC2	24	CU6[2]	8	No Change
		CU4	5	No Change
GC3	10[3]	CU7[4]	10	No Change
GC4	24	CU/TC	24	No Change
GC5	10	CU2	10	No Change
GA	n/a	R-AR	n/a	---
		I2	12	---
GI	n/a	I3	12	---
		R-B & TI	n/a	---
GO	n/a	R-R & OS	n/a	---
GN	n/a	BCN	n/a	---
RN	n/a	BCN	n/a	---
RF	1 DU per 2 ac	FF1	1 DU per 2 ac	No Change
		CR1	1 DU per 1.5 ac	-25.0%
RR	1 DU per 1.5 ac	CR2	1 DU per 1.5 ac	No Change
		MU1	1 DU per 1.5 ac	No Change
	1 DU per 4 ac[5]	CP1	1 DU per 4 ac[4]	No Change
RP1			1 DU per 5 ac[5]	No Change
	1 DU per 5 ac[6]	FF3	1 DU per 2 ac	+100.0%
				+150.0%
RP2	1 DU per 3.5 ac	CP2	1 DU per 3.5 ac	No Change
		FF3	1 DU per 2 ac	+75.0%
RM	1 DU per 2 ac	MU5	1 DU per 2 ac	No Change

1. The former R6, now GR4, Zoning District includes an area along Thomas Point Road that is not generally served by the Sewer District or BTWD.
2. Except that lands north of Bath Road shall be limited to 8 du/ac.
3. The parcel between South Street and Longfellow Avenue maintained its maximum allowable density of ten (10) DUs per acre that was previously allowed in the CU7 District, but all other GC3 properties' maximum allowable densities were reduced to five (5) DUs per acre.
4. Single-parcel zoning district.
5. Developments subject to Development Review.
6. Developments not subject to Development Review.

The only instance where the maximum allowable density was decreased within a Growth Area zoning district was in the former Residential 6 (R6) district (combined into the GR4 Zoning District after the 2017 Zoning Ordinance Rewrite and Zoning Map Update project) that does not have sanitary sewer or water service.

The five (5) Performance Targets that are referenced for Key Objective 3 are problematic in that some of the data needed for analysis is not readily available. For Performance Targets 1 and 2 the median sales price of only newly constructed units is not publicly available. The median sales price for just single-family homes is similarly unavailable to analyze Performance Target 3 as is specific occupancy data (owner or renter) of residential dwelling units for Performance Target 5. Finally, the referenced Performance Targets imply that the Town has some level of control over the residential real estate market, at least in terms of sales price and type of occupancy.

Instead, the use of the Town's five-year median house values estimates of owner-occupied units available through the ACS provide some insight into the Town's overall affordability for households earning 80% of the median household income. The chart below depicts the gap between what households earning 80% and 150% of the median household income can afford versus the median value of a home. The maximum value for home purchase includes the effective tax rate for each year, the average 30-year fixed mortgage rate for each year for an average credit score, estimated home insurance, estimated private mortgage insurance, $0.00 down payment, and $150.00 per month utility costs.



Based on the chart, households earning 150% of the local median household income have been able to easily afford a median value home throughout the subject time period. However, for households earning 80% of the local median household income, 2017 was the only year in which a median value home was affordable. State-level real estate sales data, especially since the onset of the COVID-19 pandemic in 2020, suggests that the gap between household home median home values and median household income may be widening.

Although median single-family home sales prices are not available, median home value data for all owner-occupied units (condominium, duplex, single-family, etc.) can be examined. The Homeownership Affordability Index (HAI) data referenced in Policy Area 5 demonstrates that housing was more affordable in 2015 (0.91 HAI) than when the 2008 Plan was written (0.60 HAI). However, the HAI data also demonstrates that there has been an overall decrease in affordability since 2015.

In response to Performance Target 4's goal of keeping single-family homes to less than 80% of all new residential dwelling units, building permit data shows that the goal was not met (when including mobile homes in the single-family category) between 2008 and 2019.

Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
# SF	19	23	17	7	8	14	19	20	11	31	32	29	37	267
% SF	70.4%	79.3%	89.5%	70.0%	61.5%	93.3%	76.0%	95.2%	73.3%	77.5%	88.9%	90.6%	97.4%	83.4%
# MH	5	6	2	3	4	1	4	1	3	8	4	3	1	45
% MH	18.5%	20.7%	10.5%	30%	30.8%	6.7%	16.0%	4.8%	20.0%	20.0%	11.1%	9.4%	2.6%	14.1%
# MF	3	0	0	0	1	0	2	0	1	1	0	0	0	8
% MF	11.1%	0.0%	0.0%	0.0%	7.7%	0.0%	8.0%	0.0%	6.7%	2.5%	0.0%	0.0%	0.0%	2.5%

SF: Single-Family MH: Mobile Home MF: Multi-Family

Additional Objective 4: Facilitate the development of affordable housing.

Action 1: *Use the new Affordable Housing Tax Increment Financing (TIF) program to encourage suitable projects.*

Although the Town has four (4) active Tax Increment Financing (TIF) Districts, it has not implemented an Affordable Housing Tax Increment Financing (AHTIF) program to date. However, the Town Council has created the Affordable Housing Fund, a reserve to incentivize developers to address the need for affordable housing (FK).

Action 2: *Identify partners to work collaboratively with the Town on housing projects that are focused on rental apartments, moderately priced workforce housing, and low to moderate income elderly housing.*

The Department of Economic Development looks to work collaboratively on housing projects that are focused on rental apartments, moderately priced workforce housing, and low to moderate income elderly housing, but a lack of buildable lots, construction costs, and parking standards often hinder potential redevelopment. The 24-unit Brunswick Station Apartments (2017) and the 16 recently constructed units at the Tontine Apartments (2022) provide rental apartments for elderly residents in the Downtown area, but they are not considered moderately priced workforce housing and therefore are not accessible to low to moderate income residents.

Action 3: *Support development of workforce housing for Town employees.*

The Town continues to encourage the development of a variety of housing types, but there is not demonstrable success in the development of workforce housing in general.

Additional Objective 5: Educate the public about housing issues.

Action 1: *Support informational and educational efforts of the Mid Coast Community Housing Coalition.*

There has not been any Town collaboration with the Mid Coast Community Housing Coalition. However, as stated in Policy Area 5, the Director of Planning and Development meets regularly with the Southern Midcoast Housing Collaborative.

Action 2: *Prepare education materials and programs that help residents visualize denser development patterns.*

Denser development as infill in the designated growth area has been supported by the Comprehensive Plan Committee and the Housing Committee but no formal efforts have been made to prepare education materials on the subject.

Action 3: *Distribute education and program materials with property tax bills.*

A one-page informational document is included with each property tax bill.

POLICY AREA 6

PROTECT SIGNIFICANT OPEN SPACE AND NATURAL RESOURCES AND PROVIDE OUTDOOR RECREATIONAL OPPORTUNITIES

Key Objective 1:	**Ensure that the reuse of BNAS is consistent with Brunswick's overall natural resource values.**
Key Action 1:	*Work with Redevelopment Authority and Navy-hired environmental consultants to identify and inventory natural resources on BNAS property to coordinate the protection of significant local and regional natural resources.* *---- Similar terminology as Policy Area 3, Key Objective 1, Key Action 2 ---*

As part of the development of the Land Use Program within the *Brunswick Naval Air Station* (BNAS, now known as Brunswick Landing) *Reuse Master Plan*, the locations and characteristics of the following resources were reviewed:

1. Deer wintering areas (as identified by the Maine Department of Inland Fisheries and Wildlife, MDIFW).

2. Maine Natural Areas Program (MNAP) Rare Communities, including Pitch Pine – Heath Barren and Little Bluestem Blueberry Sandplain Grassland. An MNAP Rare Community is one that is listed as S1 on the State's rarity rankings, meaning that it is critically imperiled in the State because of extreme rarity (five or fewer occurrences or there are very few remaining individuals or acres) or because some aspect of its biology makes it extremely vulnerable to local extinction.

3. State of Maine Threatened or Endangered Species and Rare Plant Communities, including: Mountain Honeysuckle, Acadian Swordgrass Moth, Clothed Sedge, Dry Land Sedge, and Vesper Sparrow (as identified by MDIFW and MNAP).

4. Unfragmented forested blocks (as identified by MNAP).

5. Vernal pools (as identified by the Maine Department of Environmental Protection (MDEP) and the Town of Brunswick ("Town")).

6. Wetland conditions (as identified by MNAP, MDEP, and the United States Navy ("the Navy")).

7. Wildlife Corridors (as identified by MNAP).

Of the approximately 3,200 acres within the BNAS Reuse Planning Area, The *BNAS Reuse Master Plan* Proposed Land Use Program designated 510 acres as "Recreation/Open Space" and 1,060 acres as "Natural Areas."

The intent of the "Recreation and Open Space" land use district is, "to provide suitable areas for a variety of commercial and public outdoor active and passive recreational opportunities for the community. Recreational uses could include public parks, sports fields, golf courses, public gardens, bicycle trails, and equestrian facilities."

The intent of the "Natural Areas" land use district is:

> *to preserve, maintain and enhance existing natural areas for the long-term benefit of area residents and the surrounding community; as such, only those uses that will not significantly alter the environment and/or will provide opportunities to experience the environment will be considered. Pedestrian trails, nature and interpretive centers, environmental education, and other non-intrusive outdoor passive recreation and educational uses could also be included.*

In 2009, these designations were incorporated into the Town's Zoning Ordinance. Planning Areas were established for the BNAS Reuse District, which included a land use district for recreation and open space and the BNAS Conservation District. The 2017 Zoning Ordinance Rewrite used similar language in establishing the intent of the Growth Natural Resources (GN) District and the Rural Natural Resources (RN) District:

2.1.3.1 *The Growth Natural Resources (GN) District is intended to preserve, maintain, and enhance existing natural areas in Growth Areas and includes:*

(3) Natural Areas designated in the Brunswick Naval Air Station (BNAS) Reuse Master Plan, as amended, providing for the long-term benefit of the natural environment, including S1-ranked natural communities, and area residents; and

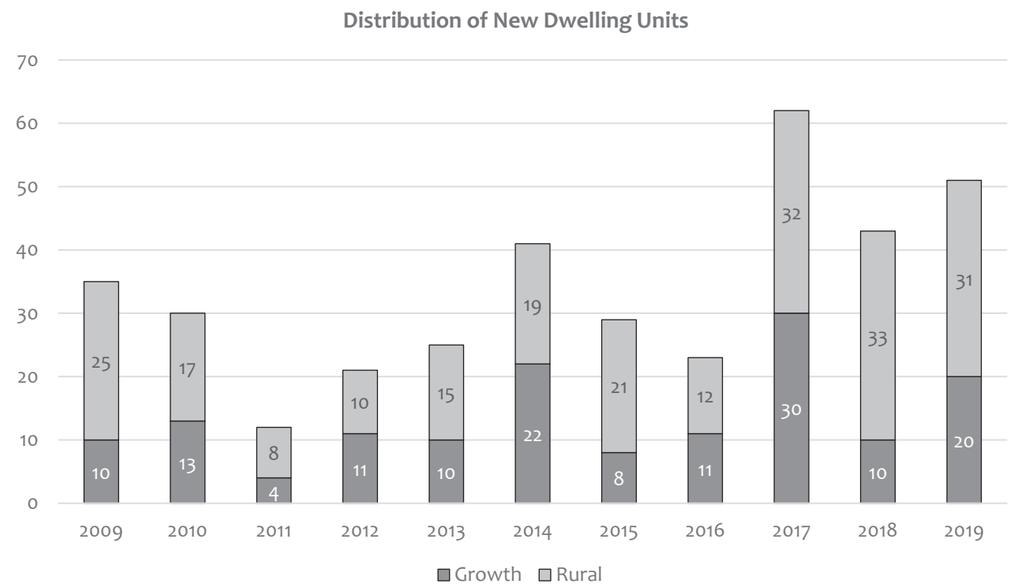
(4) Town Commons and the Greater Town Commons Area.

2.2.1 *The Rural Natural Resources (RN) District is intended to preserve, maintain, and enhance existing natural areas in Rural Areas that are designated as Natural Areas on the Reuse Master Plan for Brunswick Naval Area Station (BNAS) to provide for the long-term benefit of the natural environment, including S1-ranked natural communities, and area residents. As such, development is restricted to only those primary and accessory uses, as well as associated buildings, structures or improvements that would not significantly alter the environment and/or would provide opportunities to protect and experience the environment, including uses such as pedestrian trails, nature and interpretive centers, and other passive outdoor recreation and educational uses, forest and wildlife management activities, soil and water conservation activities and nonstructural stormwater management facilities.*

Key Objective 2:	**Limit growth outside the growth boundary relative to growth inside the boundary.**
Associated Performance Target(s):	3. Not more than one-third of new residential dwelling units shall be built outside the Growth Boundary by 2015 and not more than one-quarter of the total between 2015 and 2020. *--- Same language as Policy Area 3, Performance Target 3 ---*
Key Action 1:	*Limit the number of residential building permits issued for new dwelling units in the Rural Area to one-third of total permits issued town-wide.* *--- Same terminology as Policy 3, Key Objective 2, Key Action 2 ---*

On an annual basis, the closest the Town came to a maximum one-third of new dwelling units in the Rural Area was in 2014 when approximately 46.3% of new dwelling units were located in the Rural Area. Cumulatively, approximately 60% of new dwelling units built between 2009 to 2019 were located in the Rural Area.

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Growth	10	13	4	11	10	22	8	11	30	10	20	149
Rural	25	17	8	10	15	19	21	12	32	33	31	223
Total	35	30	12	21	25	41	29	23	62	43	51	372
% Rural	71.4%	56.6%	66.7%	47.6%	60.0%	46.3%	72.4%	52.2%	51.6%	76.7%	60.8%	60.0%



In response to Performance Target 3, approximately 60% of new dwelling units were constructed in the Rural Area, nearly twice the recommended maximum, between 2009 and 2015. Between 2016 and 2019 the percentage of new dwelling units constructed in the Rural Area was also approximately 60%. Similarly, approximately 60% of new residential dwelling units were built outside the Growth Boundary after 2015, more than doubling the recommended limit of one-quarter. See Policy Area 3 for more information pertaining to the impact of the closure of BNAS on the local real estate market.

Key Objective 3: Improve mechanisms for protecting high value open space and natural resources.

Associated Performance Target(s):

2. All new subdivisions in the Rural Area are Open Space or Rural Smart Growth Developments or use some other mechanism that protects important open space or habitat by 2012.

7. The Land for Brunswick's Future Board will have secured acreage and/or easements to protect resources.

Key Action 1: *Provide assistance to the newly established Land for Brunswick's Future Board to oversee identification and prioritization of high value open space and natural resources to be protected.*

Although the Town Council established it as a standing advisory committee in May 2007, the Land for Brunswick's Future Board is not active and, to date, has not been funded by the Town Council. An item for Land for Brunswick's Future Board has been earmarked in the 2021-2025 Capital Improvement Program (CIP) with an annual expenditure of $50,000, but the item is designated as "proposed, but not recommended." The item is carried forward to the proposed 2025-2029 CIP document.

Other mechanisms that have been used to protect high value open space and natural resources include:

1. Money collected from the Recreation Facilities Impact Fee can be used for the acquisition of land or easements and environmental mitigation costs. For more information on impact fees see Policy Area 2.

2. The *BNAS Reuse Master Plan* designated 510 acres for "Recreation and Open Space" and 1,060 acres as "Natural Areas".

3. Various zoning ordinance text amendments as referenced below in Key Objective 3, Key Action 3.

In response to Performance Target 7, the goal was not met as the Land for Brunswick's Futures Board is not active. However, the Town and other organizations such as Brunswick-Topsham Land Trust (BTLT) and Maine Coast Heritage Trust (MCHT) have made efforts to protect high value open space and natural resources. Key Actions 2 and 4 below summarize the land conserved through such outside efforts.

Key Action 2: *Promote ways to protect important open space and habitats in the Rural Area through Open Space Developments, Rural Brunswick Smart Growth developments or other mechanisms that protect important open space and habitat.*

--- Same as Policy Area 3, Key Objective 3, Key Action 3 ---

Although Town staff advocates for the advantages, such as the density bonus, and encourages the use of Open Space and Rural Brunswick Smart Growth Overlay (RBSGO)/Wildlife Protection Overlay (WPO) District development developers are not required to comply with either.

In response to Performance Target 2, the goal of an increase in the amount of acreage that is developed as RBSGO District Development or Open Space Development was widely met as only four (4) of thirteen (13) subdivisions that were approved in the Rural Area since the 2008 Plan were not designated as RBSGO/WPO District or Open Space Development.

Subdivision Name	Subdivision Type	Year	# of Lots	Development Acreage	Conservation Acreage
Moody Road, Phase II	RBSGO[1]	2008	6	14.72 (12.35 net)	15.71 (106.7% of total)[2]
Oak Hill	Traditional	2010	2	6.45	N/A
Hawkins Lane	Traditional	2014	3	10.10	N/A
Meadow Rose Farm	RBSGO	2015	12	71.41 (60.28 net)	37.66 (52.7% of total)
Rose Douglas Village	Open Space	2015	14	47.56 (42.00 net)	23.80 (50.0% of total)
Spruce Meadow[3]	Open Space	2015	32	76.10 (30.80 net)	38.62 (50.7% of total)
Douglas Ridge[4]	Open Space	2017	15	44.84 (31.36 net)	22.63 (50.5% of total)
Franchetti	Traditional	2017	3	4.56	N/A
Ridgewood Estates	Open Space	2017	13	35.67 (27.63 net)	19.62 (55.0% of total)
Rolling Meadow[5]	Open Space	2017	6	18.52 (14.35 net)	11.61 (62.7% of total)
Rosewood Estates	Traditional	2017	10	26.85	N/A: Sketch Plan Only

Insley Meadows	Open Space	2019	5: now 4	32.80 (net unavailable)	26.5

[1] *The RBSGO District became the WPO District in 2017*
[2] *The master parcel is 49.99 acres.*
[3] *Received 15% density bonus.*
[4] *Received 8.5% density bonus.*
[5] *The master parcel is 51.00 acres.*

Key Action 3:	*Revise the zoning ordinance to ensure that land with high resource value is preserved in development process.*

Between the adoption of the 2008 Plan and the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, the Zoning Ordinance was amended twice to further protect land with high resource value:

1. June 2009: Several amendments were approved, at the recommendation of MDEP, to ensure that the Town's Natural Resource Protection Zone (NRPZ) complied with the State's Shoreland Zoning Requirements.

2. June 2016: The Zoning Ordinance was amended to be consistent with State's requirement that the Town review activities involving filling and earthmoving within the NRPZ.

The 2017 Zoning Ordinance Rewrite and Zoning Map Update project established additional protections for land with high resource value through the following:

1. The Open Space Density Bonus in the Rural Area was increased from 15% to 25% (Section 4.2.5.E and Table 4.2.5.E).

2. An applicant proposing development in the WPO District is required to show the history of fragmentation before any disturbance is permitted in order to better track prior development of the parcel (Table 2.3.5.E).

3. Stronger standards pertaining to pollution (Section 4.3.2), protection of natural vegetation (*Section 4.3.3*), protection of significant plant and animal habitat (Section 4.3.4), and protection of surface waters, wetlands, and marine resources (Section 4.3.8) were established.

4. The protective standards contained in the Coastal Protection 1 (CP1) and Coastal Protection 2 (CP2) Zoning Districts (now Rural Protection 1 (RP1) and Rural Protection 2 (RP2)) were extended along the New Meadows River shoreline.

5. Shoreland Protection Overlay (SPO) District (Section2.3.3) standards were updated to comply with the most recent State language that allows for the enforcement of resource protection requirements.

6. Significant vernal pool habitats are now excluded from the calculation of net site area for the purpose of determining density (Section 4.2.5.(7).c), reducing the incentive to develop in these sensitive areas.

7. Similar language to the *BNAS Reuse Master Plan's* "Recreation and Open Space" and "Natural Area" land use districts was used in the creation of the Growth Natural Resources (GN), Growth Outdoor Recreation (GO), and Rural Natural Resources (RN) Zoning Districts (Sections 2.1.3.H and I, and Section 2.2.1).

After completion of the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, two (2) other amendments were adopted to further protect lands with high resource value:

1. August 2018: Upon recognizing errors in the Aquifer Protection Overlay (APO) (Section 2.3.2) and SPO (Section 2.3.3) standards that were not identified by MDEP, Town staff prepared an amendment to fix the following:

   a. Errors regarding restricted activities in the APO2 District.

   b. The effective date for non-conforming lot standards within the SPO.

   c. Change non-conforming building expansions from percent volume increase to percent building footprint increase.

   d. Limit non-vegetated lot surfaces within the SPO to 20%.

   e. Adopt the State's definition of "tributary stream."

2. October 2019: A new Rural Protection Stormwater Management Overlay (RPSMO) District was established to replace previous regulations prohibiting development within 75 feet of slopes exceeding 15%. The RPSMO District allows for a various range of mitigation measures to be implemented for development within 200 feet of inland streams and 250 feet of coastal wetlands.

Action 4:	*Obtain funding for the Land for Brunswick's Future Board to protect priority high value parcels.*

See Key Objective 3, Key Action 1. Although the Land for Brunswick's Future Board is inactive, the various mechanisms to allow for the protection of open space and natural resources throughout this document have resulted in the following estimate of approximately 1,388 acres acquired since the 2008 Plan was adopted:

Location / Name of Subdivision	Type/Origin of Space	Acres
Area 3b and a part of Area 9b	Recreation	32.00
Captain Fitzgerald Recreation and Conservation Area	Conservation	66.00
Coombs Property Along Androscoggin River	Conservation	23.80
Douglas Ridge	Open Space Development	22.63
Gravel Services, Inc. Lot Donation	Recreation	163.40
Insley Meadows	Open Space Development	26.50
Kate Furbish Preserve	Conservation	591.00
Maquoit Bay Conservation Land	Conservation	124.60
Meadow Rose Farm	RBSGO	37.66
Moody Road Phase II	RBSGO	15.71
Neptune Hall (New Parks and Recreation Center)	Recreation	18.00
Ridgewood Estates	Open Space Development	19.62
Rolling Meadow	Open Space Development	11.61
Rose Douglas	Open Space Development	23.80
Spruce Meadow	Open Space Development	38.62
Western Sawtooth	Conservation	68.00
Woodward Cove	Conservation	18.00
Woodward Point	Conservation	87.50
	TOTAL:	***1,388.45***

Action 5:	*Enact an open space impact fee that reflects the impact of new development and the associated need for protected open space.*

As recently as January 2014, the idea of an open space impact fee was still under consideration in the Town's *Harbor Management Plan* and was listed as a short-term goal at a Conservation Commission workshop in February 2015. For general information on impact fees see Policy Area 2.

Action 6:	*Plan for open space and parks in both the Growth and Rural areas.*

See Objective 5, Action 2 below and Policy Area 2 for open space and parks planned within Brunswick Landing. Although there are multiple facilities and general areas such as east Brunswick identified for improvements in the 2002 *Parks, Recreation and Open Space Plan*, site specific locations for new open space areas or parks in either the Growth or Rural Areas are not identified.

Key Objective 4:	**Protect natural resources from harmful development activities.**

Associated Performance Target(s):

6. Water quality in streams, rivers, and coastal waters will remain the same or improve.

Key Action 1:	*Continue to monitor the quality of waters – rivers, streams, coastal, and aquifers. Consider adding additional water quality monitoring as necessary to assess the drinking water and marine resource condition of these waters and adopt policies to ensure their protection.*

When the 2008 Plan was adopted the Town's Natural Resources Planner position was responsible for maintaining natural resource assessments, including vernal pool and stream identifications. The Natural Resources Planner also assisted with marine resource management projects such as water quality sampling, shellfish surveying, shoreline surveys, and abatement of point and non-point source pollution to coastal waters. The Natural Resources Planner position was eliminated in 2010 and the position's responsibilities were to be split among Town staff, the Conservation Commission, and outside consultants.

According to the Town's *Harbor Management Plan*, adopted in 2014, many of the Natural Resources Planner's responsibilities pertaining to water quality monitoring were taken up by the Marine Resource Officer (now referred to as the Coastal Resource Manager). The *Harbor Management Plan* includes a water quality analysis of coastal areas, but the information is at least seven (7) years old as of December 2020. Other recommendations included within the *Harbor Management Plan* include participation in Casco Bay water quality monitoring initiatives and consideration of adding staff to assist with the duties of the Marine Resource Officer and Marine Resource Committee (MRC).

The Town's Coastal Resources Officer currently collects water quality samples for State testing on a monthly basis. However, the water quality testing is specific to shellfish growing conditions. The data from the samples collected has demonstrated an overall improvement for shellfish growing conditions since 2008 that has allowed the MRC to reopen some of the previously closed clam flats such as Woodward Cove in 2011. In regard to monitoring the overall water quality in streams, rivers, and coastal waters, it is not clear who was to be responsible for such testing upon the elimination of the Natural Resources Planner position.

Water quality testing specific to the Mare Brook Watershed occurred in 2016 as part of the *Mare Brook Watershed Assessment and Community Engagement Project* which was funded in part through MDR's Coastal Communities Planning Grant program. Mare Brook is an urban impaired stream on the federal 303(d) list of impaired waters for not providing for aquatic life use due to an insufficient presence of benthic macroinvertebrates. Examples of benthic macroinvertebrates include aquatic earth worms, flatworms, leeches, mayflies and mayfly larva, and snails. The presence and amount of various benthic macroinvertebrates are useful indicators of water quality.

Due to its status on the 303(d) list, monitoring Mare Brook's water quality was an important element of the watershed assessment. The project's water quality monitoring program included:

1. Two (2) weeks of continuous monitoring for temperature, dissolved oxygen, and specific conductance at six (6) sites.
2. One (1) week deployment of macroinvertebrate enclosures at two (2) different sites.
3. Bacteria sampling.
4. Algae reconnaissance.
5. Metals testing.
6. Chloride sampling.

Using this information FB Environmental Associates prepared a *Mare Brook Baseline and Best Management Practices Report* ("Baseline Report") in December 2016. The findings of the Baseline Report supported the belief that poor habitat and sediment aggradation are the likely primary causes of degraded macroinvertebrate communities in Mare Brook. The Baseline Report established five (5) different categories of recommendations, of which water quality monitoring was one.

The Baseline Report provided the Town with the necessary data to identify the existing conditions, or "baseline," of Mare Brook so that the process of creating a watershed management plan could begin. Starting in October 2019, the Town, in partnership with Cumberland County Soil and Water Conservation District (CCSWCD), and with funding and support from the U.S. Environmental Protection Agency (U.S. EPA) and MDEP, began work on a *Mare Brook Watershed Management Plan* that will include specific actions to address the multiple water quality problems previously identified within the watershed. A hydrologic and hydraulic study was completed in March of 2023 that assists in prioritizing culvert replacements and geomorphic restoration projects along the stream. A stressor analysis, geomorphic assessment, potential stormwater retrofits and retrofit best management practices (BMPs) prioritization report, and pollutant load modeling that will identify and describe the most likely pollutant sources and estimates for the relative pollutant contributions of each source are to be included in the final document.

Although site specific, the Town acquires some knowledge of existing water quality from proposed developments subject to Section 4.3.7 – Groundwater of the Zoning Ordinance as applicants may be required to document existing water conditions and to establish a monitoring system, accessible to the Town, to measure post-development levels of impact. Furthermore, Section 4.3.8 – Surface Waters, Wetlands, and Marine Resources of the Zoning Ordinance allows for a review authority to consider and/or request reports or statements from qualified wetland scientists, hydrogeologists, MDEP, MDMR, or other agents that evaluate the impact of development on surface waters or wetlands.

In regard to drinking water quality, every spring the Brunswick and Topsham Water District (BTWD) produces an annual water quality report per U.S. EPA requirements. The most recent available BTWD water report, including various sampling dates from 2022 to 2024, shows that there were no instances of regulated substances exceeding the maximum contaminant level (MCL). A comparison between 2008 and the most recent available data shows that contaminant levels have decreased in tested substances except for chlorine.. In both cases, the substances remain safely below the MCL.

Substance	MCL	2008 Amount Detected	Year Last Sampled	Amount Detected	Change
Arsenic (ppb)	10	5.00	2023	2.90	Reduction
Barium (ppm)	2	0.006	2023	0.0023	Reduction
Chlorine (ppm)	4	0.68	2024	Range: 0.47-0.83	***Increase***
Chromium (ppb)	100	2.20	2024	6	***Increase***
Combined Radium (pCi/L)	5	N/A	2024	0.9	N/A
Fluoride (ppm)	4	1.31	2024	1.8	***Increase***
Haloacetic Acids (ppb)	60	31.30	2024	12.00	Reduction
Nitrate (ppm)	10	1.5	2024	0.52	Reduction
Total Trihalomethanes (ppb)	80	58.70	2024	32.00	Reduction
Total Coliform Bacteria (positive samples)	TT	N/A	2024	2.00	N/A
Uranium (ppb)	30	N/A	2017	1.20	N/A
Copper (ppm)	1.3	0.57	2024	0.364(MCLG)	Reduction
Lead (ppb)	0	1	2024	0.00 (MCLG)	Reduction

** MCLG: Maximum Contaminant Level Goal: The level of a contaminant in drinking water below which there is no known or expected risk to health. MCLGs allow for a margin of safety.*

Action 2:	*Continue to protect unfragmented forest blocks from development through a comprehensive effort to work with landowners on a voluntary basis and by adopting ordinance standards for mitigation as needed.*

As part of the 2017 Zoning Ordinance Rewrite and Zoning Map Update project the existing RBSGO/WPO District protections were maintained but revised to make it easier for the Town to monitor development within unfragmented forest blocks and corridors. Notable regulatory changes included:

1. Making the WPO District applicable to any type of new development, not just new subdivisions as was the case with the RBSGO District.

2. Exempting only the maintenance of agricultural clearings, not the enlargement of existing or creation of new agricultural clearings that were previously exempted within the RBSGO District.

3. Requiring an applicant to show the history of fragmentation before any disturbance is permitted to better track prior development of the parcel.

As referenced in Policy Area 3, 3.4% of previously unfragmented forest areas have been fragmented since 2006.

Action 3:	*Consider adopting ordinance provisions stricter than current state regulations to protect vernal pools and wetlands including provisions that require in-kind or fee-based mitigation as part of the development process where these resources are harmed.*

Vernal pools are natural, temporary to semi-permanent, bodies of water occurring in a shallow depression that typically fills with water from rain or snowmelt during the spring or fall and may be dry during summer months. Vernal pools serve as breeding habitat for wood frogs, spotted salamanders, blue-spotted salamanders, fairy shrimp, and other species of wildlife.

On September 1, 2007, the State's Natural Resources Protection Act (NRPA) was revised to establish protection for significant vernal pools. According to the law, a "significant" vernal pool is one that contains specific

threatened or endangered species or that contains high enough numbers of egg masses for specific amphibians. If a significant vernal pool is determined to exist on a property, the owner must obtain a permit from MDEP and may not disturb any area within the pool and habitat within 250 feet of the pool's high-water mark.

In 2008 the Town's Natural Resources Planner began working on a survey in an attempt to identify all of the Town's significant vernal pools. Although there is no longer a Natural Resources Planner, the Town has identified more significant vernal pools through the following projects:

1. The Brunswick Conservation Commission's *Town-Owned Open Space Inventory*, conducted between 2010 to 2014 identified several other potential significant vernal pools.

2. The *Riparian Habitat Assessment Report* completed as part of the 2016 *Mare Brook Watershed Assessment and Community Engagement Project* identified seven (7) more potential significant vernal pools within the survey area.

Although the Town has a better understanding of vernal pools now than it did in 2008 when the Plan stated, "the Town is just beginning to understand the location and importance of vernal pools," it has not adopted ordinance provisions to protect vernal pools that are stricter than the State's current regulations.

Similar to Topsham, the Town may voluntarily request delegated review authority from MDEP to participate in a Vernal Pool Special Area Management Plan (VP SAMP) that streamlines the NRPA permitting process for projects in the Growth Area that impact vernal pools. A VP SAMP requires the applicant to pay the Town a vernal pool impact fee which would then be transferred to a third-party land conservation organization to conserve high quality vernal pools in rural areas identified in the Comprehensive Plan. Changes to the USACE General Permit in October of 2020 streamlined federal permitting of Growth Area vernal pool impacts for municipalities with a VP SAMP.

Action 4:	*Require long-term protection of streams, wetlands and vernal pools, contiguous to new development, as part of the development process by requiring effective notification of protected status of these resources to homeowners through deed and covenant provisions.*

Although deed restrictions and covenant provisions may be used to protect streams, wetlands, and vernal pools contiguous to new development in some instances, it is not a requirement.

Action 5:	*Include the cumulative effects of light pollution along with the other factors considered as part of the development process.*

The cumulative effects of light pollution produce artificial skyglow, defined as, "the brightness of the night sky caused by the cumulative impact of reflected radiation (usually visible light), scattered from the constituents of the atmosphere in the direction of observation." The lighting standards within the Town's Zoning Ordinance, both at the time of the adoption of the 2008 Plan and after the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, are only fixture-specific and do not account for a development's overall contribution to light pollution. Property owners are not limited to the amount of outdoor lighting they can install provided any lighting emitting brightness over 2,600 lumens (approximately 150 watts) conforms to the Illumination Engineering Society (IES) specifications for full cutoff fixtures that avoid disability glare and are directed away from adjacent properties and streets.

On January 14, 2020, the Planning Board recommended zoning ordinance text amendments pertaining to exterior lighting to the Town Council. The recommendations included:

1. The deletion of the previously existing exemption for lighting emitting less than 2,600 lumens.

2. Require full cutoff light shielding for all lighting emitting brightness exceeding 1,800 lumens rather than the existing 2,600 lumen standard.
3. Added a new standard for light color temperature not to exceed 3,000 Kelvin.

4. Added a quantitative standard by which to measure light trespass at private property lines.

On February 3, 2020, the Town Council tabled the item indefinitely citing discomfort with the broad application of the first two (2) referenced standards throughout the Town and their potential impact on property owners. The Planning Board also held a workshop related to potential new commercial lighting standards.

Key Objective 5:	**Provide adequate recreational facilities for current and future needs.**
Associated Performance Target(s):	1. A website or publication is available to all Town high value open space areas by 2009. 4. The number of miles of public, interconnected trails will increase by 20% by 2015.

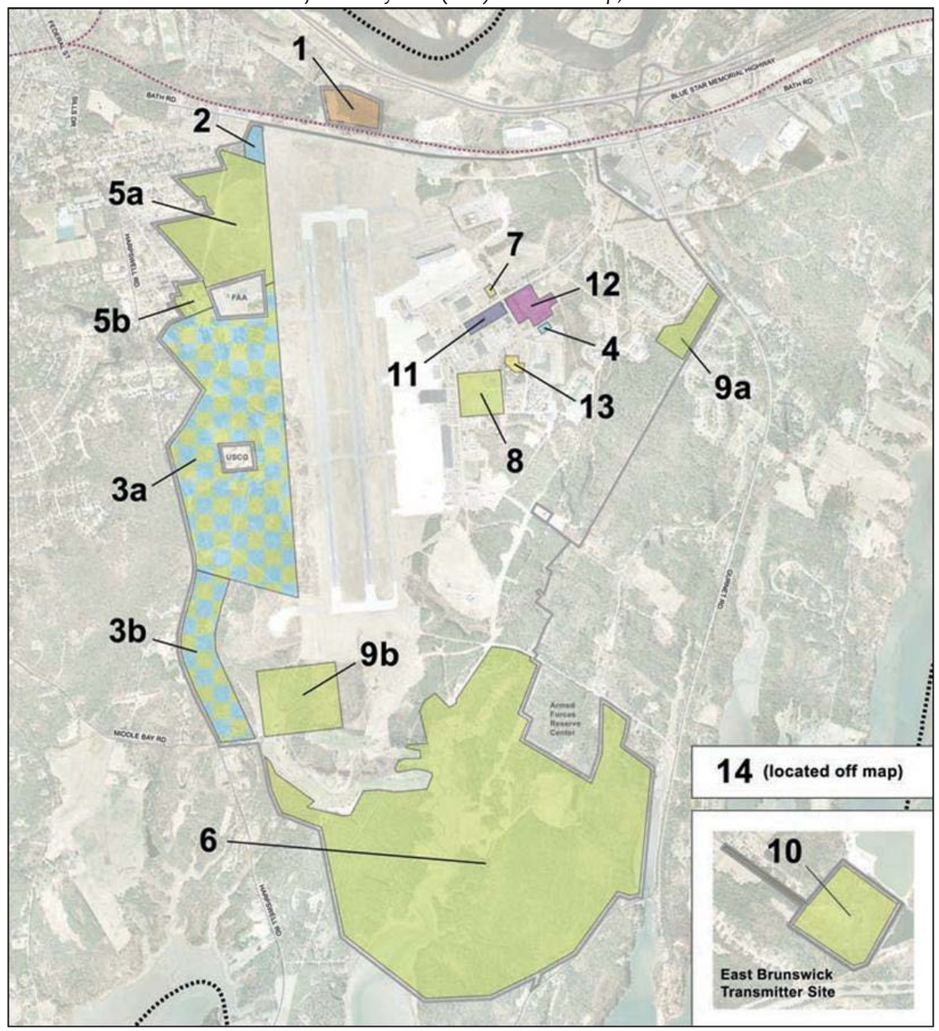
Action 1:	*Amend the existing recreation impact fee methodology for new residential development that reflects the impact of such development and costs associated with providing additional recreational facilities.*

Revised in 2016 and incorporated into the 2017 Zoning Ordinance Rewrite and Zoning Map Update project, the current Recreation Facilities Impact Fee is based on an effort to, at minimum, maintain the existing level of 0.010 acres of park and recreation land per capita. An estimated cost of $100,000 per acre was calculated to balance the various cost levels for sports fields, multi-use paths, and other trail development. The ongoing trend of a decrease in household size was considered and the impact fee was established at two-thirds of the fee that would apply using the per capita basis and estimated costs, or $650 per capita. For new residential development projects, the impact fee is then calculated based on the following: the expected population of a project considering its typical occupancy rates, including single- and two-household dwelling units not part of a subdivision; conversions of non-residential buildings to residential use; and modifications to existing buildings that increase the number of dwelling units.

Action 2:	*Identify and obtain facilities for recreation on BNAS property that can best meet the needs of the community. Update the 2004 Brunswick Bicycle and Pedestrian Improvement Plan to incorporate access to BNAS.* *--- Similar terminology to Policy Area 2, Key Objective 1, Key Action 3 ---*

Facilities identified and obtained for recreation on BNAS property on the map below include:

Recommended Public Benefit Conveyance (PBC) Location Map, BNAS Reuse Master Plan



Note that the map reflects properties that were of interest to the Town at the time the BNAS Reuse Master Plan was adopted and does not necessarily reflect existing conditions as various parcels and boundaries have since been adjusted.

1. Area 5a:

   Area 5a is now referred to as the Western Sawtooth Parcel. As of December 2020, the Town Conservation Commission has substantively completed the *Western Sawtooth Parcel Recreation, Trails, and Open Space Management Plan*.

2. Area 6:

   Area 6 is now referred to as the Kate Furbish Preserve and its open space management plan was adopted in 2013.

3. Area 8:

   In 2013, Building 211 and 18 adjacent acres became the new home for the Parks and Recreation Department.

4. Area 9a: and 9b:

   Area 9a remains an undeveloped forest area. The Town owns a portion (32 acres) of Area 9b, located immediately west of the Mere Creek Golf Course Clubhouse and east of Harpswell Road.

5. Area 10:

   Now named the Captain Fitzgerald Recreation and Conservation Area, this 66-acre area was acquired by the Town in 2011 and a management plan was completed in 2015. The area is listed as an S1 (critically imperiled) community by MNAP because it is home to a rare natural community known as Little Bluestem Blueberry Sandplain Grassland.

The 2020 Bicycle and Pedestrian Improvement Plan Update recommended the following:

(1) Support the Public Works Department, Midcoast Regional Redevelopment Authority (MRRA), and the Planning Board for bicycle and pedestrian access on Bath Road, Admiral Fitch Avenue, and Gurnet Road

(2) Improve access to Brunswick Landing and Cook's Corner for bicyclists and pedestrians from surrounding area

(3) Encourage common development of Brunswick Landing businesses for safe bicycle and pedestrian transit networks be- tween businesses and public land

(4) Educate developers on the Cook's Corner Design Standards to encourage transit-oriented boulevards for improved bicycle and pedestrian access on Bath Road for new and redevelopment projects

(5) Evaluate the potential for off-street or sheltered bicycle and pedestrian access from Harpswell Road and Sills Drive to Pine Street, Allagash Drive, Katahdin Drive, and Admiral Fitch Avenue

(6) Evaluate the potential for bicycle and pedestrian access from Pine Street and Allagash Drive to Jordan Avenue

(7) Evaluate feasibility of public access through the locked Purinton Road gate.

(8) Support redevelopment of off-road fitness trail systems and new connections for public use. Included in the land transfer from BNAS to Midcoast Regional Redevelopment Authority was a fitness trail formerly used for Navy training. The trail offers excellent opportunities for mountain biking; however, the fitness equipment along the trail is not in good condition. Development of the trail and improved transit connections could make it a valuable resource to the community.

Action 3:	*Implement the specific priority recommendations of the 2002 Parks, Recreation and Open Space Plan for the expansion of recreational facilities.* *--- Similar terminology as Policy Area 2, Key Objective 2, Action 8 ---*

The 2002 *Parks, Recreation and Open Space Plan* Task Force concluded that the outdoor and indoor recreational facilities were inadequate to meet the Town's needs and that the development of new indoor recreation space should be a high community priority. Specific priority recommendations for indoor recreation facilities are described in Policy Area 2. Specific priority recommendations for outdoor recreation facilities in the 2002 Plan include:

1. *Build a community park in east Brunswick on a 50+ acre tract of land that is to be acquired. This park could feature playing fields, basketball, tennis, a playground, and passive recreation.*

   The 66-acre Captain Fitzgerald Recreation and Conservation Area in east Brunswick currently provides opportunities for passive recreation Future use is being planned by a study commission. On December 26, 2019, the Town received a donation from Gravel Services, Inc. of 163 acres of land adjacent to the Captain Fitzgerald parcel specifically for recreation purposes. Although a master plan for the area is yet to be completed, the area will offer additional recreation opportunities in east Brunswick.

2. *Install new playgrounds at Lishness Field, Androscoggin River Bicycle and Pedestrian Path, and the Old High School.*

   New playground equipment for Lishness Field has been obtained, but not yet installed. It is anticipated that the equipment will be installed in 2021 with the cooperation of the Brunswick Sewer District. New playground equipment for the Androscoggin River Bicycle and Pedestrian Path has not been installed but remains an item of interest for the Parks and Recreation Department.

3. *Build five (5) new in-town tennis courts at location to be determined.*

   On the demolition of the former Brunswick High School (BHS) building and the construction of the new Harriet Beecher Stowe Elementary School (HBS) several tennis courts were lost. New tennis courts were provided at the BHS site on Maquoit Road. Additional courts within the Growth Area remain an item of interest for the Parks and Recreation Department. In June 2024 the Midcoast Athletic & Recreation Complex opened on Brunswick Landing. Facilities include: Eight pickleball courts; Skatepark;Walking loop

4. *Create a second community garden for Brunswick citizens.*

   The Parks and Recreation Department is actively seeking a potential location for a second community garden. In 2011 the Brunswick Topsham Land Trust (BTLT) established the 1.2 acre Tom Settlemire Community Garden located off of Baribeau Drive.

5. *Create a wayfinding system for the parks.*

   The Parks and Recreation Department created a document titled, *A – Z Guide to Parks and Facilities in Brunswick.*

   In response to Performance Target 1, the Parks and Recreation Department assists BTLT in producing the *Brunswick Outdoors Points of Interest Map* that identifies BTLT-owned, privately-owned, and Town-owned outdoor recreation and open spaces. The map differentiates between sites with public access and no public access as well as identifying bicycle routes, birding sites, and water access sites.

6. *Develop an interpretive park on the Androscoggin River at the site of the former Merrymeeting Park.*

   Although not yet undertaken, this item remains of interest to the Parks and Recreation Department.

7. *Create an all-tide access point at Mere Point.*

   Mere Point Boat Launch, completed in 2008, provides all-tide deep-water access onto Northern Casco Bay.

8. *Develop new water access facilities at several locations throughout the community.*

   Mere Point Boat Launch (see Item 7 above) was completed in 2008. Although no new water access facilities have been constructed since this time, the Town continues to invest and make improvements to its existing water access facilities. Water access locations, ownership, and type include:

   <u>*Motorboat:*</u>

   a. Bay Bridge Landing (Small gravel boat launch, Town-owned).

   b. Maquoit Landing / Wharton Point (Shallow water small boat access, Town-owned)

   c. Princes Point Landing (Half-tide boat launch and bank fishing, Maine Department of Transportation-(MDOT) owned).

   d. Sawyer Park (Boat Launch, dock, and picnic tables, Town-owned).

   e. Water Street Landings (Small watercraft and trailered boats, Town-owned).

   <u>*Non-Motorized:*</u>

   a. Barnes Landing (canoes and kayaks, Town-owned).

   b. Mill Street Canoe Portage on the Androscoggin River (Hand-carry watercraft, fishing, and scenic view, Town-owned).

   c. Pejepscot Dam Recreation Area on the Androscoggin River (Hand-carry watercraft, Town- and Pejepscot Hydropartners-owned).

   d. Simpson's Point (Hand-carry watercraft, Town-owned).

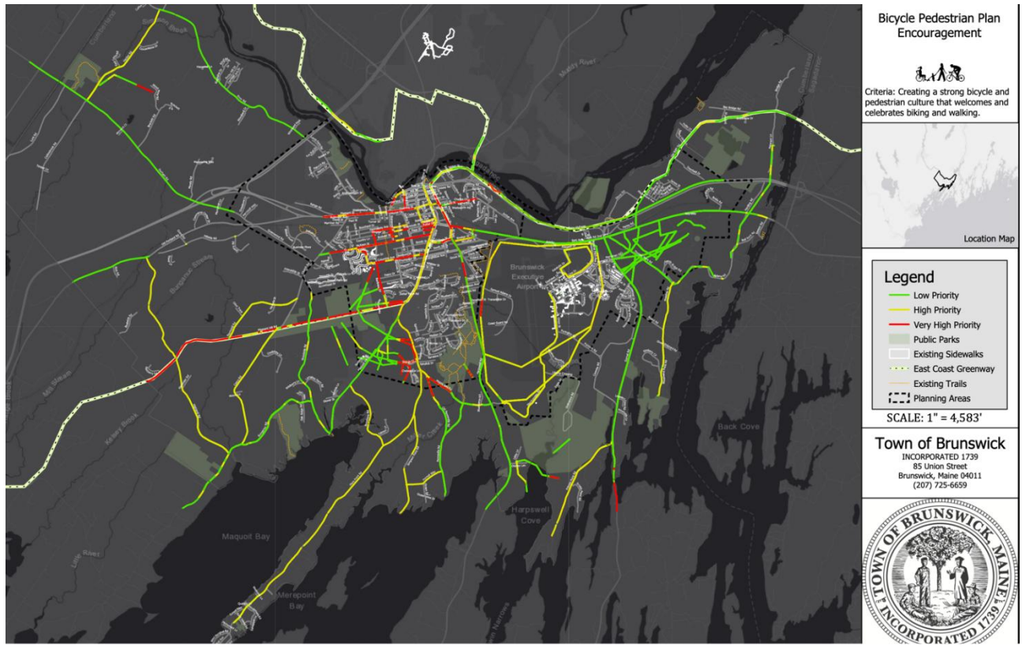
9. *Establish a town-wide trail system that connects neighborhoods, schools, parks and open space, and commercial centers.*

   Trail development is an ongoing process for the Parks and Recreation Department (see Item 10 below). Existing trails can best be viewed on BTLT's *Brunswick Outdoors Points of Interest Map, described above in Item 5.*

10. *Develop a master plan for trails, sidewalks, and bicycles facilities throughout the community.*

    The Bicycle and Pedestrian Improvement Plan 2020 has mapped several recommendations for improving bicycle and pedestrian movement throughout the community (See Exhibit 6-A below).

Exhibit 6-A: Bicycle Pedestrian Plan Encouragement Map



The Parks and Recreation Department also has several related projects within the CIP:

a. Androscoggin Brunswick-Topsham Riverwalk

The Androscoggin Brunswick-Topsham Riverwalk will cover a 1.25-mile loop starting in Brunswick at the corner of Maine and Cabot Streets in front of Fort Andross. The Riverwalk will run along Cabot Street to Bow Street to Mill Street to the Androscoggin Swinging Bridge. The Riverwalk will then cross the Androscoggin River into Topsham near the intersection of Union and Bridge Streets in Topsham. It will then follow Mill Road, a "paper" street along the riverbank to Summer Street. The Riverwalk will continue along Summer Street to the rear of the Border Trust Business Center at 2 Main Street. From there it will connect with a semicircular overlook with stairs located between the Border Trust Business Center parking lot and the river. Finally, it will then intersect with Maine Street (Route 24) via the Frank Wood Bridge and the loop will be completed at the intersection of Maine and Cabot streets in front of Fort Andross.

b. Androscoggin River Bike Path Extension

Part of the East Coast Greenway connecting Key West, Florida to Calais, Maine, this project would extend the bike path approximately 2.6 miles east from its current terminus at Grover Lane to Petersen Lane.

c. William Fitzgerald Bike Path Connection

This project is intended to connect the Captain Fitzgerald Recreation and Conservation Area to the Androscoggin River Bike Path and Androscoggin to the Kennebec Trail (A2K).

11. *Establish a volunteer maintenance corps for the trails.*

Although there is no centrally managed volunteer maintenance corps for the trails, there is an informal network of volunteers that assist in trail maintenance.

12. *Extend the Androscoggin River Bicycle and Pedestrian Path to Bath to create an Androscoggin to the Kennebec River link.*

With an $11-12 million cost estimate the path extension to Bath requires significant funding for completion. According to the Parks and Recreation Department, completion of the path through the rest of Town is a realistic objective but completing the trail through West Bath could prove to be problematic. See subitem a. above.

13. *Extend the path to Topsham via islands in the Androscoggin River.*

Achieving this item requires the acquisition of Merrymeeting Park (See Policy Area 6).

14. *Further develop and improve access to the Brunswick-to-the-Ocean Trail, and other trail linkages throughout the community.*

The Town is working on acquiring additional access rights that would allow for trail improvements.

Action 4:	*Support and implement the 2004 Bicycle and Pedestrian Improvement Plan for a system of interconnected trails and pathways through public/private partnerships.*

Several new trail connections in Neptune Woods, off of Neptune Drive within Brunswick Landing, were built by BTLT.

Most trail systems in the Town are isolated parcels that do not provide off-road interconnections. Four (4) public stakeholder meetings were held from January to February 2020 to update the 2004 *Bicycle and Pedestrian Improvement Plan*. One draft action item in the 2020 update to address trail fragmentation is to explore feasibility of a more connected trail and pathway system via paper streets.

In response to Performance Target 4, the Parks and Recreation Department does not have available the number of miles of public, interconnected trails that existed prior to or created since 2008.

Additional Objective 6:	**Protect and maintain our cultural and scenic open space resources**
Key Action 1:	*Preserve the historic, archaeological and burial sites identified in the 2002 Parks, Recreation and Open Space Plan as part of development process. Develop process to identify additional perishable assets impacted by development.*

The 2002 *Parks, Recreation and Open Space Plan* did not identify any archaeological sites. Most of the historically and culturally significant sites listed within the 2002 Plan have not been disturbed. However, some farms have decreased in size due to subdivision or are no longer being cultivated. For example, Granite Farm is substantially subdivided and is no longer a working farm.

Action Plan Item 107 in the *Parks, Recreation and Open Space Plan* called for the creation and maintenance of an ongoing database of cemeteries within the Town. To date, there is no master list, but rather multiple sources that list cemeteries:

1. The 2002 *Parks, Recreation and Open Space Plan*
2. The 2002 *Open Spaces Report for Cemeteries*
3. Department of Planning and Development's 2014 GIS survey of ten (10) hidden cemeteries and burying grounds prepared by Barbara Desmarais and Violet Ransom, Bowdoin Fellow.
4. Department of Planning and Development's 2018 cemetery inventory prepared by Charlotte Hevly, Bowdoin Fellow, to identify Veterans' graves to decorate for appropriate holidays.
5. Donald and Mark Cheetham's cemetery transcriptions
6. Hand-drawn map of the Skolfield-Doyle Cemetery.
7. Town Clerk's Office List of Cemeteries
8. *Pejepscot History Center serves as a repository of several cemetery archived documents.*

The following is a listing of all cemeteries within the Town referenced in all of the known resources:

1. Adams-Hinkley (or Adams-Melcher)
2. First Parish
3. Getchel
4. Growstown
5. Ham's Hill
6. Harding
7. Hartwell-Little
8. Heuston Burying Ground
9. Jones
10. Lunt Memorial
11. Maquoit
12. Marsh
13. New Meadows Burying Ground
14. New Meadows Cemetery
15. Pennell Burying Ground
16. Pine Grove
17. Riverside
18. Simpson
19. Skolfield-Doyle
20. St. John's
21. St. Paul's
22. Varney

Action 2: *Identify and preserve scenic assets including gateways to Brunswick.*

Scenic assets were identified in the 2002 *Parks, Recreation and Open Space Plan*. Specific gateway recommendations were also included in the following planning documents: 2020 *Bicycle and Pedestrian Improvement Plan*; 2011 *Master Plan for Downtown Brunswick and the Outer Pleasant Street Corridor*; and the 2011-2012 *Downtown Walkability Study*.

As the concept had been part of an ongoing discussion, the Planning Board brought forth recommendations for a Gateway Corridor Overlay District based on this action item in late 2008, almost immediately after the adoption of the 2008 Plan. On November 3, 2008, the Town Council voted to send the item back to the Planning Board to, "recommend zoning standards and other development parameters for the intersection of Route 1, Stanwood and Mills Streets in a manner consistent with the recently enacted Gateway Corridor District provisions of the Comprehensive Plan." An update on the Planning Board's progress was provided to the Town Council on February 17, 2009. The discussion regarding the project is not included in the approved minutes for the meeting and there is no further record of a potential creation of a Gateway Corridor Overlay District until the completion of the ZORC process in 2017. Appendix A.1.9 - Industrial Areas of the rewritten Zoning Ordinance states, "supplemental development standards should apply to maintain or enhance the Old Portland Road and Bath Road corridors as the gateways to Brunswick, including the development of a Gateway Overlay District."

Action 3: *Maintain existing public water access points and acquire new water access when feasible.*

See Policy Area 6, Objective 5, Action 3, Item 8.

Action 4: *Prepare a concept plan for the Androscoggin River Corridor for recreational purposes.*

Although a concept plan has not been prepared, the Town, led by the Parks and Recreation Department, continues to work on acquiring access rights to accommodate such an amenity prior to the development of a concept plan.

Additional Objective 7: **Set protection goals for identified significant natural resources.**

Associated Performance Target(s):

5. Wildlife surveys will show positive gains or will remain the same when compared to base-line data.

Action 1: *Continue to inventory these resources so as to be scientifically accurate and appropriate for long-term planning with appropriate public review.*

At the time of the adoption of the 2008 Plan, the Town's Natural Resources Planner's responsibilities included the assessment, maintenance, and updating of information of the Town's natural resources such as streams, unfragmented forests, vernal pools, and wildlife habitats. However, the Natural Resource Planner position was deleted starting with the 2010-2011 budget and much of this planning work was halted. Although there is no longer a Natural Resources Planner, the Town receives important natural resource inventory updates through MNAP's Beginning with Habitat program. MNAP provides the Town with various maps and digital mapping files that identify high value plant and animal habitats, undeveloped habitat blocks and connectors and conserved lands, water resources and riparian habitats, and wetlands. This data is then incorporated into the Town's online interactive map that is available to the public and utilized as a guide for development review.

Other efforts to inventory and protect the Town's natural resources include:

1. Marine areas are evaluated by the Coastal Resource Manager for commercial fishing potential and the presence or absence of important marine plant communities including eel grass beds and salt marshes.

2. The Conservation Commission has completed several reviews of Town-owned conservation easements. Recent inventory and long-rang planning efforts includes the Western Sawtooth parcel at the western side of the Brunswick Executive Airport and the Captain Fitzgerald Recreation and Conservation Area off of Old Bath Road.

3. A high-level inventory of significant natural resources was completed as part of the *BNAS Reuse Master Plan*. The environmental assessment revealed several protected natural resources including S1 rare plant communities and significant wildlife habitats at Brunswick Landing. However, the natural resource inventory was not comprehensive of the entire former BNAS parcels. Natural resources for most parcels at Brunswick Landing are typically evaluated for the first-time during development review. For example, the Parks and Recreation Department prepared a comprehensive inventory of natural resources at the Kate Furbish Conservation Area for the creation of a passive trail system to avoid and minimize impacts to natural areas.

4. The Mare Brook Watershed Management Plan, was adopted by the Town Council in 2022. "The plan identifies a multitude of stressors that contribute to Mare Brook's Urban Impaired Stream status including, but not limited to, stormwater runoff from developed land, altered riparian zones, loss of floodplains, temperature increase, altered channels, loss of wetlands, road salt, nutrient (phosphorus and nitrogen) loading, and improperly placed and sized culverts. Additionally, the plan includes a robust implementation program featuring objectives and action items to be completed by the Town in conjunction with a variety of organizations and stakeholders and broken down into three phases of work, the first of which spans years 2022-2026."

5. The New Meadows Watershed Partnership (Bath, Brunswick, Harpswell, Phippsburg, and West Bath) still exists. However, this partnership seldom meets to consider long-term planning goals to improve or enhance natural resources (shellfish habitat, eutrophication from poor tidal flushing, etc.). As of

December 2020, the US Army Corps of Engineers (USACE) is evaluating the New Meadows River road crossings for restorative work feasibility.

6. The Maquoit Bay Water Quality Task Force was established in 2022. It is anticipated that natural resource inventories will be performed as part of the development of a management plan for the 163 acres of land adjacent to the Captain Fitzgerald Recreation and Conservation Area donated by Gravel Services, Inc.

Action 2: Cooperate with adjoining towns to place prioritization process in a regional context.

Although the Town has cooperated with adjacent and nearby towns on other projects (See Policy Area 4), the only recent instance of the Town cooperating with adjacent towns for the purposes of establishing goals for the protection of identified significant natural resources is the New Meadows Watershed Partnership referenced in above Item 5.

Serving three (3) communities (Bowdoin, Brunswick, and Topsham), BTLT performs regional land conservation efforts. BTLT cooperates with municipalities, private businesses, landowners, and other nonprofit organizations to conserve: natural habitat for wildlife, fish, and plants; watershed areas, such as those along rivers, streams, and bays; scenic landscapes; and working landscapes, such as farmland, forest land, and the waterfront. BTLT's expertise and resources are especially valuable when a local municipality lacks the resources or will to conserve high value open space and/or natural resources.

Although their efforts cover the entire coast, MCHT is another organization that has, and continues to, conduct conservation efforts in Town, such as their collaboration with BTLT in the 2019 acquisition of 89 acres at Woodward Point.

Action 3: Inform the public about these resources using the Town website and other means.

As referenced on the previous above, MNAP provides the Town with various maps and digital mapping files that identify high value plant and animal habitats, undeveloped habitat blocks and connectors and conserved lands, water resources and riparian habitats, and wetlands. This data is incorporated into the Town's online interactive map.

BTLT's well-produced *Brunswick Outdoors Points of Interest Map* identifies BTLT-owned, privately-owned, and Town-owned outdoor recreation and open spaces. The map differentiates between sites with public access and no public access as well as identifying bicycle routes, birding sites, and water access sites. Except for a scenic inventory included in the *2002 Parks, Recreation and Open Space Plan*, there is no publicly accessible Town-produced inventory of high value open space.

As referenced on the previous above, marine areas are routinely surveyed by the Coastal Resource Manager for commercial shellfish and natural plant communities such as salt marshes and eel grass.

In response to Performance Target 5, the Town's Natural Resource Planner position previously performed wildlife surveys for the former RBSGO/WPO District. However, since the Natural Resource Planner position was eliminated in 2010 no wildlife surveys have been performed by the Town.

Action 4: Develop management standards for each significant resource.

The 2008 Plan lists unfragmented forest blocks, habitat for endangered and threatened wildlife species, rivers, streams, coastal waters, wetlands, aquifers, scenic areas, and vernal pools as significant resources.

Management standards for significant resources are primarily located within the Municipal Code of Ordinances or Zoning Ordinance:

Municipal Code of Ordinances:

1. *Chapter 6.1 – Environment, Article II – Groundwater* aims to protect the health and welfare of the Town residents, conserve and protect the Town's groundwater and other natural resources and ensure their preservation and enhancement through the regulation of outdoor pest management activities on Town-owned properties.

2. *Chapter 11 – Marine Activities, Structures and Ways, Article I* states that the Town Harbor Master shall review proposed mooring locations in consideration of any unreasonable adverse impacts on natural resources such as: the presence of eel grass or other submerged vegetation; the presence of significant shellfish habitat, or important recreational or commercial fishing ground; if the proposed location is within mapped significant shorebird feeding or roosting habitat, tidal waterfowl and wadingbird habitat, or habitat listed as rare, threatened, or endangered species; or if the proposed location would cause unreasonable adverse impacts to a saltmarsh.

3. *Chapter 11 – Marine Activities, Structures and Ways, Article III – Shellfishing* establishes the MRC and its duties, which include, but are not limited to, the following: administration and coordination of the shellfish conservation program; survey the coastal waters to obtain and maintain current information on shellfish resources, including the identification of sources of harmful pollution and the other resource problems; and to cooperate with DMR and others in carrying on experimental programs. This section of the Municipal Code of Ordinances also grants power to the MRC (with the consent of the Town Council on an annual basis) to open and close coastal waters to aid in the recovery of a threatened marine resource.

Zoning Ordinance:

1. *Section 2.3.2 – Aquifer Protection Overlay (APO) Districts* aims to protect the quality and quantity of the Town's present and future ground water resources by regulating activities and land use practices that are likely to affect those resources.

2. *Section 2.3.3 – Shoreland Protection Overlay (SPO) District* aims to: prevent and control water pollution; protect fish spawning grounds; aquatic life, bird, and other wildlife habitat; protect archaeological and historic resources; protect commercial fishing and maritime industrials; protect freshwater and coastal wetlands; control building sites, placement of structures and land uses; conserve shore cover; conserve visual and physical points of access to inland and coastal waters; and conserve natural beauty and open space.

3. *Section 2.3.4 – Flood Protection Overlay (FPO) District* aims to maintain natural drainage and minimize the impact of development on the natural and beneficial functions of floodplains.

4. *Section 2.3.5 – Wildlife Protection Overlay (WPO) District* aims to reduce the continuing loss of habitat for native species in rural zoning districts by minimizing the removal of woody vegetation that breaks large unfragmented blocks into smaller patches of forest and to minimize activities that block or limit species movement between unfragmented forest blocks.

5. *Section 2.3.10 – Rural Protections Stormwater Management Overlay (RPSMO) District* aims to protect and preserve coastal watersheds within the Rural Protection (RP) districts from the potential negative impacts of stormwater runoff associated with development activities.

6. *Section 3.4.1.S – Marine Activity* requires that all applications for docks and wharves be reviewed by the Harbor Master and the Rivers and Coastal Waters Commission (RCWC) to ensure that proposed access from the shoreline will not cause erosion, sedimentation, and/or siltation and will not adversely affect fisheries, spawning areas or other wildlife.

7. *Section 4.2.5.C – Open Space Developments* encourages the integration of open space and naturally occurring features into the siting of buildings and lots and requires a minimum portion of the development site to be conserved.

8. *Section 4.3.1 – Mapping of Natural and Historic Areas Requirements* aims to protect all existing features important to the natural, scenic, and historical character of the Town or that add to the visual quality of a development and to incorporate said resources into the development site design.

9. *Section 4.3.2 – Pollution* aims to minimize undue water or air pollution.

10. *Section 4.3.3 – Protection of Natural Vegetation* aims to maximize the preservation of natural landscape features, avoid harm to land not suitable for development, and minimize any undue adverse effect on a site's scenic or natural beauty.

11. *Section 4.3.4 – Protection of Significant Plant and Animal Habitat* aims to minimize any undue adverse effect on important plant and animal habitats identified by MDIFW or rare and exemplary natural communities and rare plant habitats as identified by MNAP.

12. *Section 4.3.5 – Steep Slopes* and *Section 4.3.6 – Erosion and Sedimentation* aim to minimize the erosion and sedimentation during and after the construction process and limit the cutting of trees, shrubs, and other vegetation.

13. *Section 4.3.7 – Groundwater* aims to minimize any undue adverse effect on the quality and quantity of groundwater.

14. *Section 4.3.8 – Surface Waters, Wetlands, and Marine Resources* aims to minimize any undue adverse on the water quality of the body of water, its shoreline, or the functional integrity of freshwater or coastal wetlands, water bodies, or shorelines within the watershed of the development site.

15. *Section 4.5.1 – Sewage Disposal* helps protect significant resources by allowing the Town to require a hydrogeological study for projects with a density of three (3) or more bedrooms per acre of net site area. The study must evaluate the proposed development's impact on wells, ponds, riverine and ocean resources. Development within the Rural Protection (RP) districts must also include a project's projected natural load to the receiving tidal water.

16. *Section 4.5.4 – Stormwater Management* aims to minimize the total area of impervious surface on a development site and incorporate stormwater management measures to minimize stormwater runoff volume, rate, and pollutant and nutrient loads.

<u>*Other Significant Natural Resource Management Standards and Programs:*</u>

1. Pursuant to State law, the Conservation Commission monitors Town-owned conservation easements once every three (3) years. The Conservation Commission also creates management plans for Town-owned conservation areas such as the Captain Fitzgerald Recreation and Conservation Area.

2. The RCWC works toward the implementation of the Harbor Management Plan's objectives and priorities. These objectives and priorities are categorized into the following seven (7) areas: Coastal Waters and

River Management, Mooring Management, Waterfront Access, Resources Monitoring and Mitigation, Respond to Climate Change, Preserve Working Waterfront, and Harbor Ordinance Updates. Each category has its own specific goals and recommendations to be implemented.

3. The *Mare Brook Watershed Stormwater Management Plan* and the New Meadows Watershed Partnership planning efforts are not complete. These areas require further evaluation for management standards.

<u>*Experimental Management Standards:*</u>

The Town also participates in experimental programs to help develop more efficient and effective natural resource management standards. One such effort is the Town's participation in the Maine Coastal Program (MCP) and Maine Geological Survey's (MGS) project, funded through a Coastal Resilience Grant from the National Oceanic and Atmospheric Association (NOAA), to design, construct, and monitor living shoreline projects in Maine. A living shoreline is defined by NOAA as, "a protected, stabilized coastal edge made of natural materials such as plants, sand, or rock." The living shoreline project seeks to develop natural BMPs that sustain geological and ecological systems by restoring or enhancing natural functions and values through shoreline erosion management as opposed to traditional shoreline erosion measures such as riprap or structures like retaining walls or bulkheads.

Two (2) Town sites, Wharton Point and the Maquoit Conservation Land, were selected for living shoreline demonstrations projects. The Wharton Point demonstration project consists of recycled oyster shells placed in two (2) different types of bags with one bag being biodegradable and the other being a new synthetic product. The results from the different types of bags will be compared to determine which is optimal for slowing erosion as well as surviving the harsh climate.

The Maquoit Conservation Land demonstration project also compares the two (2) different type of oyster shell bags but includes ten-to-twelve-foot (10 - 12') hardwood tree trunks that create a ramp for ice to ride up and over the demonstration project during the winter months. The demonstration projects were installed in 2020 and will be in place for several years for monitoring.

Action 5:	*Continue to monitor populations of indicator wildlife spaces for the significant terrestrial and aquatic habitats.*

The Coastal Resource Manager monitors for the presence of invasive species in conjunction with a BHS program and receives reports from commercial fisherman but does not specifically monitor for aquatic indicator wildlife species.

Terrestrial monitoring of indicator wildlife species was previously conducted by the Town's Natural Resource Planner but has not been performed since the elimination of the position in 2010 (See Policy Area 6, Objective 4, Action 1).

Action 6:	*Continue to actively manage town-owned forest and other natural resources.*

The Town Commons Committee oversees some forested areas with support from the Town Arborist. The Conservation Commission also oversees some natural areas in Town-owned forested areas. However, these areas are primarily the responsibility of the Recreation Commission and the Parks and Recreation Department.

POLICY AREA 7

PROMOTE AN ECONOMICALLY VIABLE, ATTRACTIVE DOWNTOWN

Key Objective 1:	**Use the redevelopment of the Maine Street Station site as a catalyst for Downtown improvements.**

Associated Performance Target(s):

7. Complete the planning and design of Maine Street Station by 2010.

Key Action 1: *Ensure that the design of the Maine Street Station site and the proposed uses, including passenger rail service by Amtrak and Maine Eastern Railroad, complement the mixed-use nature of the existing downtown.*

Key components of the 2007 *Brunswick Station Master Plan* included retail space, office space, restaurants, hotel, and multi-family dwelling units. Maine Street Station was completed with occupancy of the Brunswick Station Apartments in October of 2017

Amtrak Downeaster passenger rail service to and from Brunswick Station began in 2012. Maine Eastern Railroad operated seasonal excursion train to Rockland from Brunswick Station until 2015.

Key Objective 2:	**Make the Downtown District safer and more pedestrian friendly.**

Associated Performance Target(s):

8. Substantially reduce the number of pedestrian accidents in Downtown each year.

Key Action 1: *Evaluate and implement measures and physical improvements, including traffic calming mechanisms, for improving pedestrian safety and comfort on Maine Street.*

In 2011 the intersection of U.S. Route One and Maine Street was reconstructed, and a traffic signal installed to allow traffic exiting from southbound U.S. Route One to continue straight on Cabot Street or to turn left (south) on Maine Street.

In the summer of 2013 raised crosswalks were installed on Maine Street at Lincoln Street to Bank Street and Cumberland Street to Center Street. "Bumpouts" were also installed to shorten the distance between the raised crosswalks at these locations. There have been issues with raised crosswalks, including added maintenance, difficulty plowing, and lack of visibility for motorists. Currently, there are no plans for new raised crosswalks.

The Town issued a request for proposals (RFP) for work on the design phase of a Downtown Streetscape Enhancement Project in September 2019 and selected Milone and MacBroom, Inc. as a consultant in December 2019. The overall goal of the project is to construct a streetscape plan that includes attractive, welcoming, functional, and accessible design for an active pedestrian environment and one that serves a diversity of uses and includes easy to maintain building materials which can be implemented cost-effectively. Pedestrian safety and American with Disabilities Act (ADA) accessibility are important components of the project. An Open House meeting was held in February of 2020 to provide the opportunity for the public to express design preferences. Town Council reviewed various design and construction options developed by its consultant, Milone and MacBroom, Inc. Construction of a "hybrid" sidewalk with a concrete walkway between brick areas began on the

West side of Maine Street between Mill Street and Pleasant Street in 2024. Phase II on the East side between Mason and School Streets will occur in 2025.

During the development of their updated work plan in 2019, the Maine Department of Transportation (MDOT) determined that the Maine Street bridge over Route One (commonly referred to as the "pool table,") required a re-decking. Because of safety and traffic flow concerns surrounding the existing pool table and because MDOT is working on two (2) other projects in the area (Frank J. Wood Bridge and Androscoggin Riverwalk) the Town asked MDOT to provide additional improvements to the pool table beyond a simple re-decking. MDOT agreed and worked with T.Y. Lin International Group to develop six (6) concept plans for improving traffic flow and safety at the pool table.

On October 30, 2019, the Town Council sent a letter to MDOT in support of the concept plan titled Alternative A6. The improvements associated with Alternative A6 include the combining of the Route One southbound on-ramp with Cabot Street and the signalization of Mason Street.

MDOT agreed that it would fully fund the selected plan at an estimated cost of $5.9 million, with the Town being responsible for any additional costs.

In response to Performance Target 2, reducing pedestrian accidents downtown, the intersection of Maine Street and the U.S. Route 1 southbound ramp (traffic signal at Maine and Cabot Streets) was fourth overall in accidents (247) since the adoption of the 2008 Plan. The intersection experienced a noticeable decrease in accidents between 2012 to 2015 (13 accidents per year) in the years immediately following the completion of the intersection's reconstruction referenced above. However, the intersection has experienced an increase in the number of accidents, averaging 27 accidents per year between 2016 and 2019.

The road segment from Maine Street north of Cabot Street to the Brunswick-Topsham boundary experienced the seventh highest number of accidents (222) between 2008 and 2019. Similar to the intersection referenced above, the road segment has experienced in increase in average accidents per year (23) since 2015 in comparison to average accidents per year (18) from 2008 to 2014. The locations with the ninth (traffic signal at Maine and Mill Streets) and tenth (Maine Street between Town Hall Place and Cumberland Street) most accidents, 177 and 161 respectively, since the adoption of the 2008 Plan were also located in Downtown Brunswick.

As referenced on the accident data in Policy Area 4, outer Pleasant Street had the most accidents between 2008 and 2019: Pleasant Street between Church Road and Lavallee Avenue had the highest number (430), Pleasant Street between Lombard and Summer Streets was second (359), Pleasant Street between River Road/Webster Street and Lombard Street was sixth (236), and Pleasant Street between Lavallee and Westminster Avenues was eleventh (153).

Key Action 2: *Continue implementing the improvements listed in the 2004 Brunswick Bicycle and Pedestrian Improvement Plan relating to Downtown, particularly regarding crosswalks and sidewalks, on a regular basis.*

Specific recommendations in the 2004 *Bicycle and Pedestrian Improvement Plan* regarding crosswalks and sidewalks in Downtown that have been completed include:

1. Crosswalk on Maine Street in the vicinity of "Spanish Square."
2. Crosswalk on Maine Street from Fort Andross to Anniversary Park.
3. Sidewalk on Cumberland Street from Cushing Street to Mill Street.

4. Sidewalk on Mill Street from Pleasant Street to Bow / Union Streets.

All four (4) of the recommended improvements have been completed.

The Town Council adopted the 2020 Bicycle and Pedestrian Improvement Plan in August of 2021. The plan provides transportation improvement recommendations within each of the 2008 Comprehensive Plan's Planning Areas.

Key Objective 3:	**Increase the number of housing options in the Downtown District.**

Associated Performance Target(s): 9. Increase the number of residential units in the Downtown by 50 units by 2015.

Key Action 1:	*Re-evaluate dimensional standards and conduct an inventory of neighborhood features as part of a revision of the Town's zoning ordinance to allow denser residential infill development throughout the downtown while preserving valued features*

The 2017 Zoning Ordinance Rewrite and Zoning Map Update project combined three (3) previously existing zoning districts: Town Center 1 (TC1 - Maine Street), Town Center 2 (TC2 - Fort Andross), and Town Center 3 (TC3 - Lower Park Row) districts into one (1) new district, the Growth Mixed-Use 6 (GM6) Zoning District. The GM6 district standards are the same as the TC1 District standards with the exception of removing the 30,000 square foot maximum building footprint standard. The 60-foot maximum building height standard in the TC2 District was also reduced to a maximum 40-foot building height standard.

In response to Performance Target 3, only three (3) new dwelling units were built in the Downtown area between 2008 and 2015. By 2019, the number of new dwelling units increased to 31. Recently approved, but not yet completed (as of December 2020) projects in the Downtown area, that include the Tontine Apartments, the Lemont Block Apartments and the condominiums at the Citizen on the corner of Union and Pleasant, will add at least 43 more units in the near future.

Action 2:	*Coordinate the development of a building rehabilitation code to facilitate renovations of existing downtown buildings with the Town's building code, the State's Life Safety Code, and other state efforts to accomplish the same.*

The Town follows the Maine Uniform Building and Energy Code (MUBEC) and cannot adopt a separate, less stringent, building code for a limited geographic area.

Key Objective 4:	**In partnership with local organizations, make the Downtown more attractive, inviting and the "hub" of community activity.**

Associated Performance Target(s): 10. The Town partners in various events designed to promote a creative economy.

Key Action 1:	*Develop a new Master Plan for the downtown relating economic, housing and infrastructure improvements. Considerations for such a plan include traffic, bicycle and pedestrian patterns, alternatives to diverting thru-way traffic away from Maine Street, enhancing the use of upper story space, preserving historic architecture, and making new construction and renovations fit the character of the historic downtown.*

The Town Council adopted the *Master Plan for Downtown Brunswick and Outer Pleasant Street Corridor* on January 24, 2011.

Key Action 2:	*Expand the geographic limits of the Village Review Zone to include an area west of Maine Street to Union Street from the Androscoggin River to the Joshua L. Chamberlain Museum. Consider the development and application of commercial design standards.*

The Town Council approved the expansion of the Village Review Overlay (VRO) District on July 1, 2013. Commercial design standards specific to the VRZ were not developed.

Action 3:	*Install benches, information kiosks, trash receptacles, public restrooms and other amenities as needed.*

The Brunswick Downtown Association (BDA) has gradually added and updated public amenities since the adoption of the 2008 Plan. A solar powered trash compactor was installed in 2014. New benches were purchased in 2015. Also occurring in 2015, flowerpots were installed at the bumpouts at the intersection of Maine and Lincoln Streets. An informational kiosk was added to the Town Mall in 2017.

To date, public restrooms have not been provided and are not accounted for in the Town's Capital Improvement Program (CIP).

A new Veterans Plaza memorial, funded entirely through donations, was constructed at the north end of the mall, and dedicated on Veterans Day, November 11, 2020.

The Village Improvement Association (VIA), established in 1878, has also contributed to the beautification of the Downtown area by concentrating the attention of businesses and residents on trees and flowering plants. For example:

1. VIA's annual Petunia Madness event plants over 3,000 petunias in the Maine Street median.
2. In 2010, the VIA implemented beautification awards for Downtown businesses.
3. Contribution of $14,000 to the recently completed Veterans Plaza.

In 2024, the Town commenced on a Downtown Streetscape Enhancement Project designed by Milone and MacBroom, Inc. that will provide replacement recommendations for the Maine Street sidewalks and will also provide preliminary recommendations for new and updated amenities such as sandwich board signs, benches, trash, and recycling receptacles, etc. Phase I in 2024 includes the West side of Maine street between Mill and Pleasant Streets. PhaseII in 2025 will include the East side of Maine Street between Mason and School Streets.

Action 4:	*Encourage development on the side streets off Maine Street to attract pedestrian traffic and new businesses.*

Although there are many successful businesses on various side streets off Maine Street, there is no specific program or other effort to encourage their development. Potential obstacles to continued success of businesses on side streets identified in the *BDA Resource Team Visit Draft Report*, prepared April 29, 2013, include the poor condition of sidewalks and the lack of streetscape elements and amenities as Maine Street, resulting in a visual disconnection.

Action 5:	*Support the concept of the north end of Brunswick's downtown as a recreational "hub" along the Androscoggin River corridor, including the bike/path walkway to Cook's Corner, the*

	canoe/kayak portage area, the swinging bridge, the waterfront park, the fish way, the boat launch site on Water Street, and the rowing club.

The *Master Plan for Downtown Brunswick and the Outer Pleasant Street Corridor*, adopted in 2011, recognizes the north end of Downtown as a recreational hub:

> *The location on the riverfront provides access to wildlife through birdwatching from the riverside or from inside Fort Andross, and fish-watching in the spring at the FPL Energy's Brunswick Hydroelectric Dam Fish Ladder. The Swinging Bridge, listed on the National Register of Historic Places, offers enjoyable, scenic pedestrian access to Topsham, and the proposed Riverwalk will make it part of a recreational loop. The canoe portage areas on Mill Street and at 250th Anniversary Park makes Fort Andross the center of a recreational hub on the edge of Downtown.*

In addition to the improvements to the "pool-table" referenced in Policy Area 7, Objective 2, Action 1, investment in the area will continue with the proposed Riverwalk project.

Action 6:	*Support efforts to develop and promote a local creative economy.*

Town efforts to develop and promote a local creative economy include:

1. A community discussion regarding the Town's local creative economy was held in August 2009.

2. The potential conversion of hangar space at Brunswick Landing into a community arts center was referenced in the *Brunswick Naval Air Station* (BNAS, now known as Brunswick Landing) *Reuse Master Plan*.

3. The 2017 Zoning Ordinance Rewrite and Zoning Map Update project included within its purpose, "Promote an economically viable, pedestrian-friendly, and attractive downtown that serves as the community's social center, the focus of the community's creative economy, and home to a variety of small businesses while accommodating increased housing opportunities (Section 1.2.2.F).

4. The 2017 Zoning Ordinance Rewrite and Zoning Map Update project also added a definition for artisan industry:

   Industry, Artisan: This use includes small scale manufacturing of arts, crafts, gifts, clothing, foods, beverages, and other materials in facilities that may also sell or taste goods produced to the public from the same location, in a space not to exceed 10,000 square feet and where no more than 10 employees typically occupy the space at any given time.

   Artisan industry is designated as a permitted use in the Growth Industrial (GI) and most of the Growth Mixed-Use zoning districts as well as a conditional use in most of the Rural Area zoning districts.

The BDA hosts "2nd Friday Brunswick" the second Friday of June through September. The event is an inclusive series of activities which includes ArtWalk and showcases local shops, restaurants, and artistic talent from a variety of mediums such as visual art, live music, dance, and theatrical performances. Since 2006, the BDA has also hosted an annual Outdoor Arts festival. During the single-day festival, juried artists set up booths and display and sell their work along Maine Street sidewalks. Since its inception, the event has grown from 36 to over 100artists.

Action 7:	*Continue to support the Village Review Board's ongoing efforts to work with landlords who voluntarily want to maintain the historic character of the Downtown. Support the VRB's recent efforts to establish a non-regulatory Brunswick Town Landmark and Landmark District Designation Program.*

The Village Review Board (VRB) continues to support property owners who voluntarily want to maintain the historic character of the Downtown. However, a non-regulatory Brunswick Town Landmark and Landmark District Designation Program has not been established. An effort was made, but in February 2013, the Planning and Development Director and the Chair of the VRB stated that the voluntary landmarks program, "has been pushed to the side due to manpower."

Although the Town has not established such a landmark program, work by the BDA resulted in the listing of the Brunswick Commercial Historic District on the National Register of Historic Places in 2016.

An update to the *Village Review Overlay District Design Guidelines* was approved by the Town Council in 2020. The update included information and resources from the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (U.S. National Park Service, 2017) for interested property owners. Although the VRB does not have certified local government status from the Maine Historic Preservation Commission (MHPC), it encourages applicants to follow the Secretary's standards.

Additional Objective 5:	**Increase both the public's awareness of and the supply of public parking in the Downtown.**
Associated Performance Target(s):	5. Increase the number of all types of parking spaces available for customer use in Downtown by 10% by 2015.

Action 1:	*Follow the downtown parking committee's recommendations and implement the 2001 Brunswick Downtown Parking Study.*

The 2001 *Downtown Parking Study* prescribed various ideas to alleviate the parking shortage in Brunswick. However, the only suggestion implemented from the study is an effort to educate the public on alternative or underutilized parking in Downtown. The BDA's map of the Downtown includes parking but omits many spots. A parking study completed in the summer of 2016 resulted in the publication of a guide to underutilized parking in Downtown that is available to the public at (https:// www. brunswickme.org/ documentcenter/view/742). Despite these resources, parking is still a source of complaints in Brunswick. Since the 2001 study the Town has gained parking around Brunswick Station for train passengers and in front of the new Town Hall, but the increase has been minimal. Additionally, the 2001 study considered a parking garage unnecessary, but today a parking garage is being considered should funding become available. As referenced in Policy Area 2, in 2021, the Town built a new 110-space, park-and-ride facility on State-owned property on Cedar Street between Union and Spring Streets.

In response to Performance Target 5, the number of parking spaces within the *Downtown Parking Study's* boundaries (Fort Andross south to Noble/Cleaveland Streets north to south and Federal Street to Union Street east to west) has increased since 2008, but not by the amount prescribed. There were 4,200 downtown parking spots of all types in 2001, meaning a 10% increase by 2015 would result in 420 new parking spaces. The Brunswick Station development, the addition of a long-term passenger parking lot next to Brooks Farm and Feed, and the Cedar Street Parking Lot, completed in 2021, have added approximately 210 parking spaces for public and private use, nearly one-half of the projected demand.

POLICY AREA 8

PROMOTE A DIVERSE AND HEALTHY LOCAL ECONOMY

Key Objective 1:	**Redevelop in-fill sites within the Growth Area**

Associated Performance Target(s):

11. Feasibility study for in-fill sites completed in 2006 (Completed 2007).

12. Feasibility study for the business park completed in 2006 (Completed 2007).

4. Initial application made for grants to finance infill and potential business park site by end of 2006 (Completed, ongoing).

6. Substantially fill sites at existing business park and growth area sites before transfer of BNAS site in 2011.

Key Action 1:	*Prepare and implement a feasibility analysis of all potential infill sites that includes a fiscal analysis, details the costs necessary to make the sites attractive to prospective businesses, outlines anticipated business interest, and models an analysis of the number and types of jobs potentially created.*

As indicated in Performance Targets 1 and 2, the Town of Brunswick ("the Town") commissioned an independent review of the need for a business park in west Brunswick and the potential job creation that could result from infill development of vacant parcels with appropriate zoning designations located within the Growth Area. However, when the certainty of the Brunswick Naval Air Station (BNAS, now known as Brunswick Landing) closure became evident the Town ceased the feasibility analysis and determined the former base would serve as the location of a new business and industrial park.

Although not as thorough as the feasibility analysis described above, other documents, such as the *BNAS Reuse Master Plan* and the *Master Plan for Downtown Brunswick and Outer Pleasant Street Corridor*, also contain recommendations pertaining to the development of infill sites.

The *BNAS Reuse Master Plan* includes recommendations for various infrastructure and other improvements to make Brunswick Landing attractive to prospective businesses. The *BNAS Reuse Master Plan* supports the targeting of industries such as composites, information technology (IT), biomedical, radio frequency identification (RFID), open-source software, and alternative energy that were identified in a 2007 report prepared by Economic Research Associates (ERA). The Midcoast Regional Redevelopment Authority (MRRA) has also identified aviation/aeronautics, clean technology, and life science and education as targeted business/industrial sectors.

The *Master Plan for Downtown Brunswick and Outer Pleasant Street Corridor* recommends that sites with an existing building set back from the front property line should have a minimal setback upon their redevelopment in order to maintain consistency with the traditional downtown character of Maine Street. For example, the *Master Plan for Downtown Brunswick and Outer Pleasant Street Corridor* identifies the existing restaurant with

front yard parking located at 168 Maine Street as a candidate for a larger, multi-tenant space with no setback should it ever be redeveloped.

Key Action 2:	*Explore and actively pursue third party funding and/or transitional funding made available through BNAS closure process to support in-fill.*

There are a number of funding and financial assistance opportunities, many of which are discussed in length within the *BNAS Reuse Master Plan*, available through MRRA, the State, and/or federal government to support infill development within Brunswick Landing. Examples include, but are not limited to:

1. Community Development Block Grants (CDBG) and Section 108 Loan guarantee

   The CDBG program provides gap funding via grants and loans to assist businesses in the creation and retention of jobs. At least 51% of the jobs must be filled by low- and moderate-income people. The program provides a State grant of up to $1M to a municipality for direct business support for non-capital equipment, land and site improvements, rehabilitation (renovation and upgrade) or construction of commercial industrial buildings, job training, working capital, and capital equipment.

   CDBG funded activities must meet one (1) of three (3) of the following objectives:

   a. Benefit to low- and moderate-income persons.

   b. Prevention and elimination of slum and blight conditions; or

   c. Meet community development needs having a particular urgency.

2. Foreign Trade Zone No. 282

   MRRA was granted Foreign Trade Zone status by the Federal Trade Zone Board, located within the U.S. Department of Commerce, in 2005. These zones, also known as free trade zones, are ports of entry into the U.S. where import duties for overseas goods are not paid until after they are processed or incorporated into products being sold in the U.S. Finished products that do not leave the foreign trade zone and are shipped to foreign countries are exempt from any duty payments, which is especially helpful for businesses that import materials in order to manufacture finished products for export.

3. Historically Underutilized Business (HUB) Zone

   The Small Business Administration (SBA) oversees the HUBZone program that stimulates economic development and creates jobs by providing federal contracting preferences to small business that obtain HubZone certification. To qualify, the small business must maintain its principal office and at least 35% of its employees must live in the HUBZone. Land affected by a military base closure was made eligible for the program after the *HUBZone Expansion Act of 2013*, sponsored by U.S. Senators Angus King and Susan Collins.

4. Maine Apprenticeship Program

   This State program work with employers to pay for the cost of customized on-the-job training and classroom programs aimed at providing employees with professional credentials.

5. Maine New Markets Capital Investment Program

This Maine New Markets Capital Investment Program provides refundable state tax credits of up to 39% to investors in qualified community development entities (CDEs) that reinvest in certain businesses in eligible low-income communities in Maine. The program is modeled after the federal New Markets Tax Credit Program, and is administered by the Finance Authority of Maine, in cooperation with Maine Revenue Services and the Maine Department of Economic and Community Development.

6. Maine Quality Centers Program

   Qualified new and expanding businesses creating a minimum of eight (8) new full-time jobs are eligible for free customized recruitment, high-performance skills, or customized technical training through Southern Maine Community College (SMCC).

7. Make it in America Challenge

   The Make it in America Challenge was a federal initiative established by the U.S. Department of Commerce's Economic Development Administration. In 2013, MRRA received a grant of $750,000 to renovate and repurpose the former United States Navy ("the Navy") maintenance facility at 74 Orion Street into "TechPlace," a manufacturing-focused business incubator. A matching $750,000 was provided through a combination of MRRA, Brunswick Development Corporation (BDC), and the Maine Department of Economic and Community Development funding.

8. Military Redevelopment Zone (MRZ)

   The MRZ was created in 2006 in preparation for the BNAS closure in 2011 and the development of Brunswick Landing. Qualified businesses may reduce their tax burden through several exemptions, reimbursements, and credits:

   a. Corporate Income Tax Credit:

      Qualified companies receive a 100% State corporate income tax exemption for the first five (5) years and a 50% exemption for the subsequent five (5) years of their operation.

   b. Insurance Premiums Tax Credit (only applicable to financial services sector):

      Qualified financial service companies receive a 100% insurance premium tax credit for the first five (5) years and a 50% exemption for the subsequent five (5) years of their operation.

   c. Employment Income Tax Reimbursement:

      Qualified companies are reimbursed 80% of a qualified employees' personal State income tax obligation for the first ten (10) years of their operation.

   d. Sales and Use Tax Exemption:

      Qualified companies receive a 100% State sales tax exemption on all equipment and building supplies for the first ten (10) years of their operation.

   e. Access to Reduced Electricity Rates.

      Reduced rates from Central Maine Power (CMP), Bangor Hydro Company, and Maine Public Service and approved by the Public Utilities Commission (PUC).

   Business sectors eligible for the program include manufacturing, financial services, biotechnology, advanced technologies for forestry and agriculture, aquaculture and marine technology, composite materials technology, environmental technology, and information technology (IT).

9. MRRA Growth Loan Fund Program

   The MRRA Growth Loan Fund Program is a revolving loan program for up to $50,000 over five (5) years for tenant leasehold improvements, equipment purchases, and working capital.

10. New Market Tax Credits (NMTC)

    Established by the U.S. Congress in 2000, the NMTC program is intended to spur new private-sector capital investments into operating businesses and real estate projects in low-income communities or specific target area that may have inadequate access to investment capital. Decommissioned military bases are considered a targeted area. The program provides tax-credit-advantaged financing for seven (7) years for start-ups or expansions. A business is only required to pay 70% of the loans that are funded by NMTC investors.

11. Opportunity Zone

    Established by the U.S. Congress in the Tax Cuts and Jobs Act of 2017, Opportunity Zones provide a tax incentive for investors to re-invest unrealized capital gains into Opportunity Funds that are dedicated to investing in Opportunity Zones.

12. Pine Tree Development Zone (PTZ)

The PTZ is a State-administered program that reduces the tax burden for qualified businesses through a variety of exemptions, reimbursements, and credits:

   a. Corporate Income Tax Credit:

      Same exemption as the MRZ Corporate Income Tax Credit in Item 8.a above.

   b. Insurance Premium Tax Credit:

      Same exemption as the MRZ Insurance Premiums Tax Credit in Item 8.b above.

   c. Employment Tax Increment Financing:

      Same exemption as the MRZ Income Tax Reimbursement in Item 8.c above.

   d. Employment Wage Subsidy and Training Funds:

      Employees can qualify for up to twelve (12) weeks of new hire wage reimbursement or 50% of wages, training, and education subsidies.

   e. Sales Tax Exemption:

      Same exemption as the MRZ Sales and Use Tax Exemption in Item 8.d on page 8-3.

13. Tax Increment Financing (TIF) (See Policy Area 2 for more information on TIF)

    The 146-acre Brunswick Executive Airport TIF District, along with the 542-acre Brunswick Landing TIF District (below), were established in 2013 and will expire in the 2042-2043 fiscal year. The TIF districts are administered together and are designed to allow for various infrastructure and building upgrades, including improvements to nearly 19 miles of roads, sanitary and stormwater sewer collection and pump stations, and electrical and potable water distribution systems.

    The Mölnlycke TIF District, renamed the Seahawk TIF District in 2019, was also established in 2013 and allows for TIF revenues to fund certain projects approved within the Downtown TIF District.

14. Technology Occupation Pathways Strategy (TOPS)

    The TOPS program provides businesses that employ workers engaged in science, technology, engineering, or math (STEM) occupations wage subsidies and educational assistance including a 50% reimbursement of the wage for the first twelve (12) weeks of employment and payment of classroom and on-site training, including college courses, related to the occupation.

In response to Performance Target 6's goal of developing any remaining sites at the existing business park and other growth area sites, the Town does not have the vacancy rate data for the time when the 2008 Plan was adopted, but as of December 2019 there was 18.5% (118,920 square feet) of the total 642,928 square feet available to purchase or lease within the Industrial Parkway business park. There are two (2) developable lots (Map 17, Lots 46, 66, and 67) that are currently vacant. Finally, there are eleven (11) lots within the Industrial Parkway business park that are also within the Town's Growth Industrial (GI) Zoning District. The GI District is the only zoning district that allows for marijuana uses (via conditional use permit). There has been increased interest in GI properties since the Town adopted its marijuana use zoning and licensing policies in the fall of 2018.

Key Action 3:	*Promote development of in-fill sites that are financially feasible, beneficial to the community, and have the potential to bring commercial development and jobs paying a living wage to a currently underutilized site. Identify the needs of specifically targeted businesses and provide incentives to attract them to Brunswick.*

Since the 2008 Plan was adopted most of the completed infill development has occurred within Brunswick Landing as it continues its transformation from the former BNAS. Due to the Town being a mature community with a historic downtown, there are limited in-fill sites outside of Brunswick Landing and still within the Growth Area. Therefore, most commercial infill development outside of Brunswick Landing is focused on matching existing available commercial space with prospective and/or existing local businesses looking to expand. In addition to assisting in a business' site selection process, the Town's Department of Economic and Community Development also assists prospective and existing businesses in identifying funding for the expansion of existing facilities or the construction of new facilities.

For example, when a locally owned and operated business, Wild Oats Bakery, was looking to expand the Town provided assistance via an amendment to the existing Mölnlycke TIF District (now named the Seahawk TIF District) to allow for a ten-year credit enhancement agreement (CEA) with the business that provides 35% reimbursement of real property taxes and a 1.5% additional reimbursement for each net new full-time equivalent (FTE) employee. Also, the Town sponsored the bakery's CDBG application for $500,000 for food production machinery and equipment for their new location. As a requirement of the CDBG funding, the bakery committed to hiring 17 full-time equivalent low- to moderate- income employees.

As referenced in Policy Area 2, the Town's Department of Economic Development has completed a public process for the sale and reuse of the central fire station building. The property, once renovated, will house a brewery on the first floor and five affordable dwelling units on the upper level.

Key Objective 2:	**Ensure that BNAS rezoning occurs through the evaluation of potential opportunities as well as on and off-site impacts of redevelopment that integrates new and existing uses.**

Associated Performance Target(s):

3. Feasibility study of early conveyance of BNAS transfer completed in 2006 (Completed, but ongoing maintenance encouraged).

Key Action 1:	*Elected officials and staff of Town participate in MRRA planning process.* *--- Same Action Item as Policy Area 2, Key Objective 1, Key Action 1 ---*
Key Action 2:	*The Town encourages MRRA to actively explore the potential for early transfer of BNAS land suitable for businesses, developed cost effectively to the Town and attracts the types of business and jobs identified as being beneficial to the Town as in Key Objective 1 above.*

As part of the Navy's disposition process, the Department of Defense (DOD), MRRA, and the State may reach consensus on responsibility for completing remaining environmental restoration activities for each parcel. If environmental cleanup or remediation is implemented by either the DOD or the property recipient and the recipient accepts responsibility for environmental restoration activities, a covenant deferral request and a Finding of Suitability to Transfer (FOST) must be approved by the Maine DEP and the U.S. EPA and then signed by the Governor. Without these FOSTs, much of Brunswick Landing area would remain in the Navy's possession. According to Steve Levesque, former Executive Director of MRRA, as of November 2020 the Navy had conveyed 2,895 acres, or 85%, of the total former base area (3,372 acres). Each of these properties have an associated FOST. The remaining 513 acres will be conveyed upon approval, but some of the area is already leased until it can be conveyed at a later date. Such properties have received a License in Furtherance of Conveyance (LIFOC) and have a Finding of Suitability for Lease (FOSL).

MRRA itself has received 1,936 acres of the approximately 2,258 acres it is scheduled to receive under the airport Public Benefit Conveyance (PBC) and the 2011 Economic Development Conveyance (EDC) Purchase and Sale Agreement. As the federally designated Local Redevelopment Authority (LRA), MRRA is the only entity eligible to receive an EDC. The remaining area will be conveyed via other PBCs to Bowdoin College, Family Focus, SMCC, and the Town. PBCs do not have an associated cost, but the EDC is based upon fair market value and MRRA has to pay for its conveyances. Payments are made through a combination of cash and a revenue sharing formula.

Recent conveyances include 144 acres on the west side of Brunswick Landing that were originally requested by Bowdoin College during the disposition process. In 2018, Bowdoin College opted not to accept the PBC for approximately 144 of the 275 acres originally granted. Those properties then reverted back to the Navy which had two (2) options to dispose of the property: conduct a public auction and sell to the highest bidder or add it to MRRA's EDC. MRRA chose to accept the property via the EDC for fair market value. In 2020, MRRA developed a land use plan for the 144 acres. The property was subsequently sold to the Town of Brunswick.

In 2022, the Town Council approved amending the 2017 Zoning Ordinance, enabling the Mid Coast Hunger Prevention Program ("MCHPP") to relocate most of its operations to a building in the Growth Outdoor Recreation (GO) zone on Brunswick Landing that housed the Brunswick-Topsham Land Trust and other environmental organizations. THE MCHPP community kitchen is available for for use by non-profit organizations, artisans, and entrepreneurs.

Key Objective 3:	**Prior to the closure of BNAS, the Town shall develop and implement opportunities to attract businesses to Brunswick that will provide jobs paying a livable wage to help offset the anticipated loss of jobs leading up to the closure of the base.**

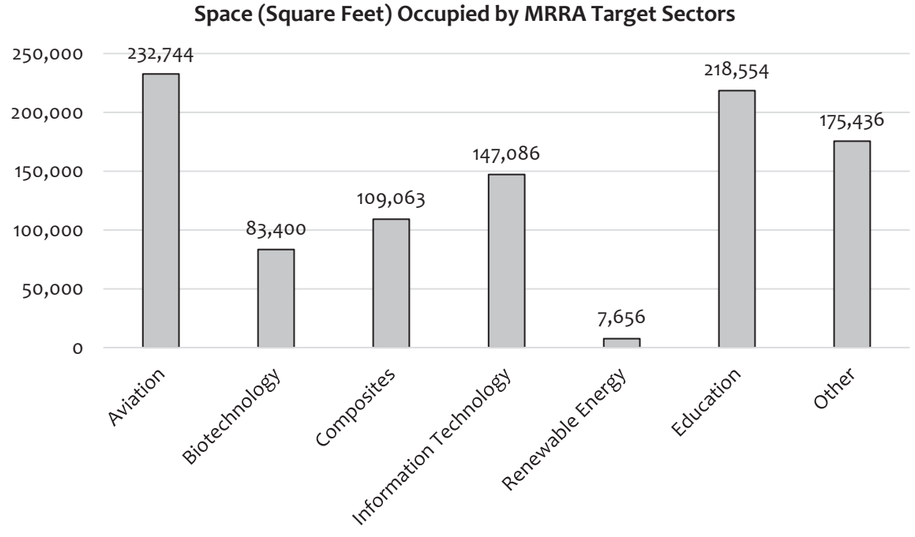
Associated Performance Target(s):

7. 500 jobs are created in Brunswick in the categories of jobs identified in Key Objective 3, Key Action 1 above.

Key Action 1:	*Identify the types and number of jobs the Town wants to attract and use available zoning, tax incentives, and third-party mechanisms to draw identified businesses and jobs.*

The Town does not have a specific type or target number of jobs that it wants to attract. However, Town goals include a fully leased downtown and the retention of existing small businesses. Although there are not many tools to encourage specific types of development, the Town's Department of Economic Development uses a combination of BDC funding, TIF districts, and partnerships with the State through the Pine Tree Zone to support businesses and encourage growth. Grants are also used for funding, but limited staff resources often prevented the Town from applying for many other grants. In response, in the fall of 2020 the Town created an Economic Development Specialist position to serve as grant writer in the Economic Development Department.

MRRA has identified six (6) target business sectors: aerospace, advanced materials, information technology, clean technology, life science, and education. As of 2020,f the nearly one (1) million square feet currently occupied within Brunswick Landing, the target sectors occupy the following:



Finally, in response to Performance Target 7 and per the goals established in MRRA's enabling legislation (§13083-G), MRRA surpassed the short-term goal of recovering approximately 1,300 civilian jobs that were lost due to the base closure in 2015. As of November 2020, more than 2,200 jobs have been created at Brunswick Landing.

Key Objective 4:	**Ensure that as Bowdoin College grows and changes, its facilities fit into the community.**

Key Action 1:	*Facilitate communication between the College and town citizens and businesses especially when the College needs to add new buildings, parking areas or other improvements.*

Bowdoin College and Town staff meet three (3) to four (4) times a year for a "Town and Gown" meeting to share information regarding upcoming College projects and events that may have an impact on the Town and vice versa. This information is then relayed to elected officials and ultimately the public for a greater understanding of scheduled improvements. Since the adoption of the 2008 Plan, Bowdoin College has independently hosted public meetings prior to review by the Planning Board and/or Town Council for the following projects:

1. Longfellow School Conversion to Bowdoin College's Robert H. and Blythe Bickel Edwards Center for Art and Dance.

   Approved October 23, 2012: Renovation and reuse of the former Longfellow Elementary School as a visual arts and dance program studio and classroom facility.

2. Zoning Ordinance amendment to allow residence halls in the Mixed-Use 3 / Upper Harpswell Road (MU3) Zoning District as a permitted use.
   Approved April 1, 2013: Requested to allow for the conversion of the Steven's Home, a 16-bed residential care facility located at 52 Harpswell Road to a residence hall.

3. Certificate of Demolition for the structure at the southwest corner of the intersection of Cleaveland and Federal Streets.

   Approved April 23, 2013: Demolition of a one and one-half story (1½) Cape style residential dwelling attached to a two-story Greek Revival style building. As of 2024, the lot is landscaped but undeveloped.

4. Administrative office building at 216-218 Maine Street.

   Approved March 25, 2014: Demolition of an existing 2-story building, and construction of a three-story, 9,660 square foot administrative office building with associated parking, landscaping, and other site improvements.

5. Harriet Beecher Stowe House Renovation.

   Approved February 17, 2015: Renovation of the Harriet Beecher Stowe House and barn through exterior rehabilitation and demolition of a later-built portion of the former restaurant structure (barn) to detach it from the Stowe House.

6. Roux Center for the Environment.

   Approved March 28, 2017: Construction of a new 29,167 square foot academic building with offices, classrooms, research laboratories, and common space.

7. Whittier Field Phase I and Phase II and Pine Street Relocation.

   Approved May 9, 2017: Replacement of a natural turf field with an artificial turf field, reconstruction of an existing track around the perimeter of the field, redevelopment of two (2) existing outdoor athletic areas directly adjacent to Pine and Bowker Streets, reconstruction of stadium bleachers at the north and

south sides of the proposed artificial turf field, removal of existing pedestrian access gates on Bowker Street, construction of new pedestrian access way to locations on Pine Street and Sills Drive, new outdoor lighting system, new landscaped areas, and a new stormwater management system.

8. Park Row Residence Halls.

   Approved May 22, 2018: Construction of four (4) three-story residence halls (totaling 15,600 square feet) and associated improvements.

9. Harpswell Apartments:

   Approved February 26, 2019: Demolition of an existing two-story residence hall and construction of three (3) new three-story residence hall buildings (totaling 49,140 square feet) with associated site amenities and bicycle and pedestrian circulation improvements.

10. Coffin Parking Lot.

    Approved April 23, 2019: Construction of an 83-space parking lot and associated internal traffic connections to other existing Bowdoin parking lots.

11. Gibbons Center for Arctic Studies.

    Approved in 2020: New construction to provide exhibit space, archeological research and teaching labs

12. Mills Hall.

    Approved in 2020: New construction to provide a 60-person cinema classroom for 40-60 seat flexible classrooms, twelve offices, huddle spaces for faculty and student collaboration, and a large event and catering space with a 300-person seated capacity.

Key Objective 5:	**Enhance the economic viability of small, locally owned businesses.**

Associated Performance Target(s):

6. Complete marketing plan for attraction of creative economy businesses by 2012.

Key Action 1:	*Develop a marketing plan and strategy for "new economy" businesses to encourage locating in Brunswick.*

The phrase "new economy" was not specifically defined within the 2008 Plan, but it is generally understood as the shift from an economy based on heavy industry and manufacturing to a service- and technology-based economy. In response to Performance Target 5, no known efforts were made by the Town to develop a marketing plan or strategy. However, MRRA did create TechPlace, a technology accelerator and incubator that provides the business development needs of early-stage companies in their six (6) target sectors. As of the end of 2019, TechPlace was home to over 38 early-stage technology businesses, with 80 current employees. Many businesses have started at TechPlace and due to their success relocated to larger spaces at Brunswick Landing.

Action 2:	*Work with regional economic development organizations to provide funding for local businesses for expansion, modernization, and working capital.*

The Brunswick Downtown Association (BDA), through an initial grant award of $250,000 from the Brunswick Development Corporation ("BDC"), established a Façades Grant Program in 2014. The program provided business and property owners matching funds for qualifying façade improvement projects within the BDA's designated downtown area. Between 2014 and 2018, the BDA distributed the $250,000 through the award of 28 grants. That money seeded almost $1.5M of additional private investment in downtown buildings by owners and tenants. As a result, 24 properties, many built in the mid-19th century, received appropriate exterior improvements that enhance the beauty and vitality of the Town's downtown. Approved projects included a variety of both minor and major improvements such as balcony repair, brick repointing, exterior painting, gutter replacement, new awnings, new trim, new windows, roof replacement, siding repair and replacement, signs, and shutters.

BDC business loans range from $5,000 to $35,000 to help fund equipment purchses, leasehold improvements, construction and working capital. The Town also partners with Coastal Enterprises, Inc. (CEI), who provides loans and advising services to businesses throughout the State.

Action 3:	*Develop an on-going business assistance program in coordination with regional organizations to enhance the skills of local business people and improve their ability to compete.*

The Town leverages partnerships with CEI, MidCoast Economic Development District (MCEDD), and the Southern Midcoast Maine Chamber of Commerce to provide business assistance.

Action 4:	*Support Brunswick's natural resources economy, including marine harvesting and farming.*

There are several farmers' markets throughout Town that help support local farmers.

1. The Town hosts a seasonal farmers' market on Tuesday and Friday mornings at the Town Mall. Due to its popularity and location on the mall, the surface area is prone to damage and Mall trees show signs of stress from the compacted soils. A Brunswick Farmers' Market Site Investigation Workgroup was formed in 2018 and ultimately recommended the market relocate along Lower Park Row and to make Park Row a one-way street running north to south. However, lower Park Row is still two-way and the Farmers' Market is still on the Mall, although spaced differently to maximize use of paved walkways and minimize damage to turf.

2. In 1999, the Brunswick-Topsham Land Trust (BTLT) established a Saturday morning farmers' market at Crystal Springs Farm. The market is one of the oldest, and now with over 40 vendors, one of the largest in the state.

3.
4. Waterfront Maine's Winter Market, located in Fort Andross provides a wintertime market for local agricultural and related products. The market, which currently has 48 vendors, is open on Saturday mornings from November to April.

It is important to note the Town also benefits from the support of its local farmers. In 2017, Scatter Good Farm, established in 2015 but once part of the Two Echo Dairy Farm on Hacker Road, co-founded the Growing to Give program, a non-profit organic grow-for-donation farming operation. With the assistance of the Merrymeeting Gleaners, the farm has since grown more than 35,000 pounds of organic vegetables and donated them to neighbors in need through over 20 local food access sites. Scatter Good Farm also hosts community-building fundraising events, has expanded their use of biochar across all fields, and educated volunteers and visitors on food security, healthy food, biochar, electric farm equipment, and other climate-friendly farming practices.

Also supportive of local farmers is Merrymeeting Kitchen, an online marketplace with local foods, fiber, and home goods from the Midcoast and Merrymeeting Bay area. The Mid Coast Hunger Prevention Program ("MCHPP") community kitchen on Brunswick Landing is available for use by small-business entrepreneurs and artisans.

A 2019 report titled, *Emphasizing and Preserving Working Rural Landscapes,* prepared by Cooper Dart, Bowdoin Fellow, identified the following:

1. Mechanisms in place to support and preserve farms in Town include the Maine Farm and Open Space Tax Law that requires the assessor to establish the 100% valuation per acre of farmland based on the current use of the land for agricultural or horticultural purposes and not the potential uses of the land, such as housing.

2. The Town has a "right-to-farm" law that absolves farmers from nuisance complaints as long as they are complying with applicable state and federal laws, rules, and regulations.

3. Many of the 2002 *Parks, Recreation and Open Space Plan's* agricultural initiatives such as the establishment of a Farm Advisory Committee, a Land for Brunswick's Future program, and working with local schools/students to participate in the local food system have not been implemented.

4. Through personal interviews, local farmers expressed various levels of frustration with the Town's agricultural policies, or lack thereof. The Town has not yet established a policy presumption that agricultural land is worthwhile to protect.

5. The personal interviews with local farmers also suggested that those outside the local system do not view the Town as a farming-friendly community in which to relocate.

6. Farmers have reported issues with taxes on solar panels.

7. Only 9% of rural land is used for farming.

8. Suggestions to improve support mechanisms for farmers include a permanent place for a year-round farmers' market, and the establishment of a Farm Advisory Committee to advise the Town Council.

The Town's support for marine harvesting includes the approval and/or revision of several different ordinances and policies.

In 2009, the Marine Resources Committee (MRC) recommended amendments to the shellfish ordinance to provide more efficient management and strengthen enforcement. The amendments took the responsibility of opening and closing the flats from the Town Council and gave it to the MRC.

In 2013, the Town partnered with Maine Coast Heritage Trust (MCHT) and BTLT to apply for a grant to purchase a 21-acre property near Woodward Cove to allow for public access for shellfish harvesters.

In April 2013, the Town approved the creation of a bushel shellfish license for individuals 60 years of age or older and who previously held a commercial license for the last ten (10) consecutive years, or held a bushel license in the prior year, to harvest one (1) bushel (4 pecks / 32 quarts) of soft-shell clams and one (1) bushel of quahogs per day.

In January 2014, the Town adopted its *Harbor Management Plan*, which recommended the creation of a River and Waters Commission to focus on general waterfront issues such as access, moorings, and wharf applications so that the MRC could focus on specific commercial resource issues, mainly shellfish management.

In April 2014, the Town Council unanimously voted to support MRC's effort to strengthen commercial shellfish harvester conservation efforts by increasing the conservation credit points required for commercial harvesters from ten (10) to twenty (20) per year and adding harvester diversity by reintroducing and working to develop methods to propagate oysters and razor clams.

In 2016, the Town, led by MRC and Dan Devereaux, Harbor Master, adopted an aquaculture ordinance that was reviewed and approved by the Maine Department of Marine Resources (MDMR) that established a regulatory structure to place shellfish farms in areas that are less productive, which ultimately helps in juvenile shellfish distribution throughout the public shellfish growing areas. Considering issues such as climate change, nitrogen runoff, ocean acidification, predation, and species changes, etc. that affect and continue to affect the Town's local shellfish production, aquaculture is seen as a valuable tool to help the Town's local shellfish industry.

In 2017, the Town approved a shellfish license lottery for applicants not originally selected for a license. The lottery allows those who have continuously applied for the shellfish license lottery but have not received another opportunity for a license. The lottery also provides credit for consecutive applications.

In 2019, the Town contributed $150,000 to MCHT and BTLT toward the purchase price of 89 acres at Woodward Point that includes all of the "Little Bullpen" area and a large portion of Woodward Cove, both of which are important shellfish harvesting areas.

In the fall of 2020, the MRC proposed amendments to the shellfish ordinance that would grant MRC the authority to review intertidal aquaculture applications, clarify student shellfish harvester's residency requirements, establish student license harvest quotas, and grant additional entry credit for students who receive and/or apply for shellfishing license consecutive years in a row. The Town Council approved the proposed amendments on December 7, 2020.

Additional Objective 6:	**Promote expansion of passenger and freight rail service in Brunswick.**
Action 1:	*Coordinate with MDOT, the Northern New England Passenger Rail Authority and federal authorities to implement the infrastructure improvements needed for rail service.*

Prior to the start of Amtrak Downeaster service to Brunswick on November 1, 2012, the Town coordinated, and continues to coordinate, with the Maine Department of Transportation (MDOT), the Northern New England Passenger Rail Authority (NNEPRA), and federal authorities on several improvements.

In 2010, the Downtown Development and TIF District was created and designed to provide support for improvements necessary to the Station Avenue project, including the construction of Station Avenue and a Credit Enhancement Agreement (CEA) with JHR Development for the creation of Brunswick Hotel and Tavern. The Downtown TIF district was amended in 2017 and renamed the Brunswick Downtown and Transit-Oriented Municipal Development and TIF District Development Program and it identified and included transit areas and transit corridors where TIF revenues can be used on transit costs.

In April 2011, the Town entered a lease with Brooks Farm and Feed for an approximately 40-space parking lot to be used for train passengers. In 2021, a park and ride lot with 110 spaces was built with MDOT funding on state-owned land on Cedar Street between Union and Spring Streets. It provides long-term parking for train passengers and others, as well as daily parking for commuters. A pedestrian path between the parking lot and the train station is planned for construction in 2025 to shorten the walk between the two.

In August 2011, NNEPRA officially selected the "Brunswick West" site as the location for a new layover facility. Although NNEPRA performed sound studies that revealed the layover facility met or exceeded the noise control

requirements, resident complaints about train idling at the facility persisted. In response, a quiet zone, stretching from Brunswick's Park Row to the Freeport Station, was created in the fall of 2018 after the Town installed required lane barriers on Stanwood Street.

In 2017, NNEPRA proposed a pilot program to extend the Downeaster to Rockland though Bath, Wiscasset, and Newcastle for a limited seasonal schedule because passenger rail service to Rockland via the Maine Eastern Railroad stopped in 2015. MDOT included $3 million for a pilot project in its 2023-24-25 workplan. However, the proposed Rockland service has not come to fruition to date. In 2022, Midcoast Railservice began freight service between Brunswick and Rockland and announced plans to establish passenger service using self-propelled cars but with the loss of its principal freight client, Dragon Cement, and the sale of the passenger cars it intended to rent, Midcoast Railservice withdrew from its contract with MDOT in 2024. NNEPRA remains interested in extending passenger service to Rockland.

Coordination with the Town on Rockland service and other train-related issues has been limited, in part, because of rail service's exemption from local regulations and the many agencies involved: MDOT, NNEPRA, the FRA, the host railroad (most recently Midcoast Railservice), and others.

ADDENDUM REPORT

Submitted to:	Town Council	**Prepared By:**	Julie Erdman Jimmy Dealaman
Title:	Addendum to Section 4.3 - 2008 Comprehensive Plan Update Audit	**Date:**	October 30, 2025

I. SUMMARY

The process of drafting the comprehensive plan began in 2019 and was shepherded by various stakeholders and staff over that time. As part of these past efforts, to address a goal outlined in the Comprehensive Plan Update Steering Committee's (CPUSC) charge "*…review the Town of Brunswick 2008 Comprehensive Plan Update and deliver a report on the process made in achieving the goals and objectives…*", staff drafted a thorough 100+ page report documenting implementation progress which informed the CPUSC while developing a new comprehensive plan. The report documents progress achieved after ten years of adopting the 2008 Plan to meet the committee's charge.

Because most of the report was drafted between 2021 to 2022, much of the data included extends as far as 2021. After drafting the report and producing a final draft of the comprehensive plan for review, staff were interested in supplementing the report with some additional data to provide a better glimpse of more recent trends within several topic areas being discussed more recently that relate to growth. This addendum is attached to provide more recent data on Education and Housing.

II. POLICY AREAS, OBJECTIVES AND ACTIONS OF INTEREST

Policy Area 1: *Maintain and Financially Support a Quality Public Education System*

Brunswick School District Enrollment

In recent years, Brunswick schools have experienced a slight increase in enrollment between 2021 to 2024 with around a 4 percent increase in elementary school and junior high school enrollment, respectively. Conversely, high school enrollment declined by approximately 4 percent. As a result, the high school has a higher amount of building capacity (206) to meet future student enrollment, however, both elementary schools and junior high building capacity continue to be available with approximately 116 students at elementary schools and 158 at the junior high school (See Figure 2).

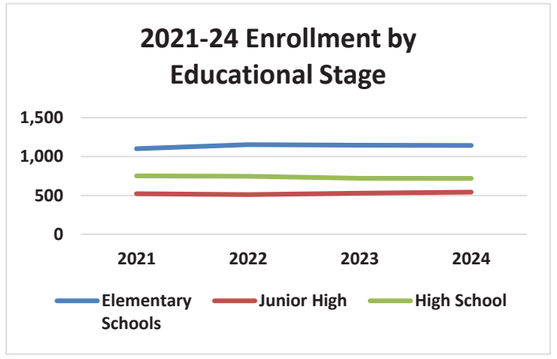


Figure 1: 2021-24 Enrollment by Educational Stage

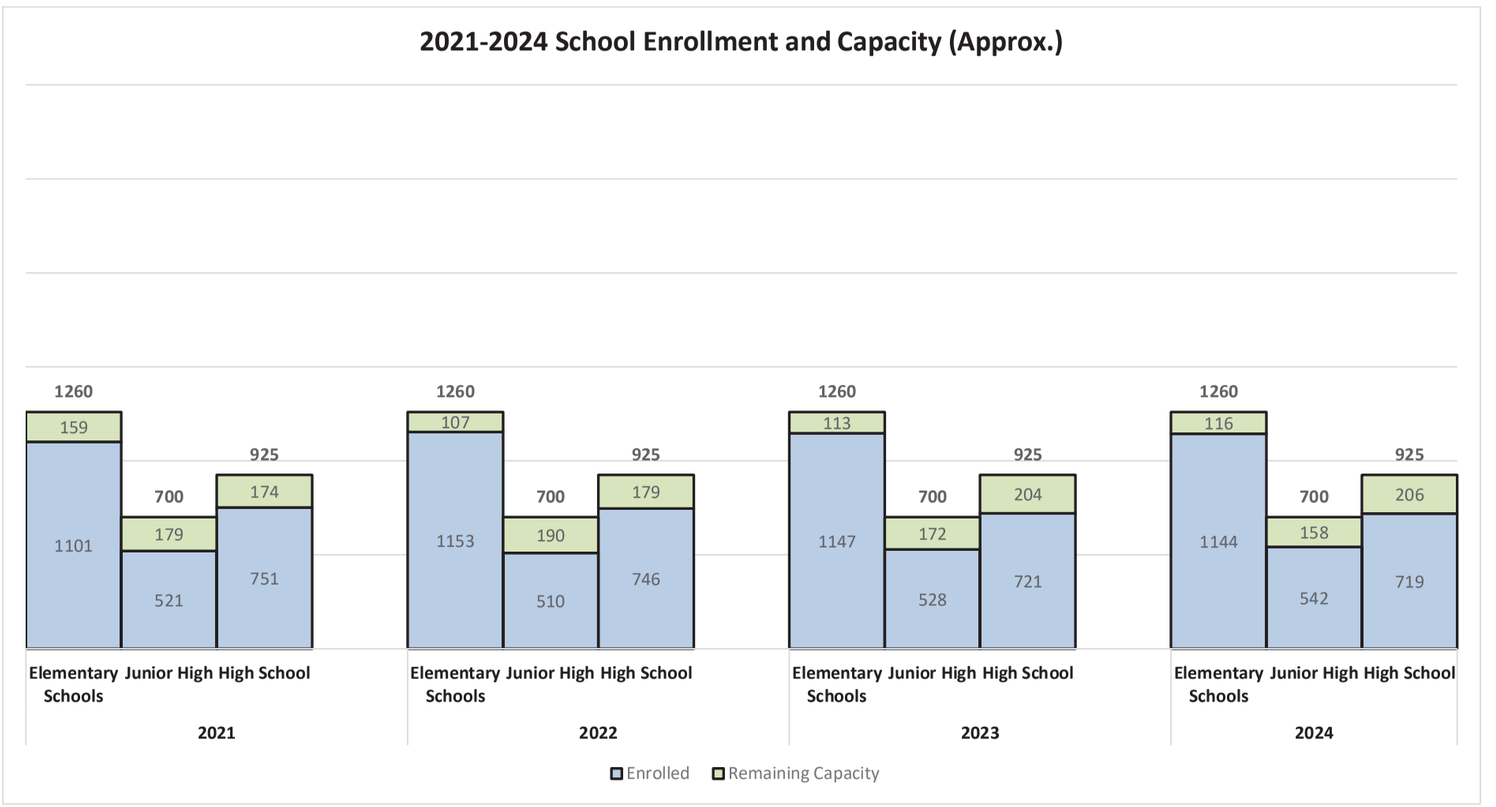


Figure 2: 2021-2024 Student Enrollment and Building Capacity by School

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P**olicy Area 1, Objective 1, Key Action 1:** *Build new school facilities, end the use of modular classrooms, and consolidate and/or close outdated facilities to meet educational, program, health, and safety needs in a cost-effective way.*

- Between FY2021 to FY 2025, facilities maintenance has continued to be around 11 percent of the total school budget, and during that time it grew by 20.5 percent.

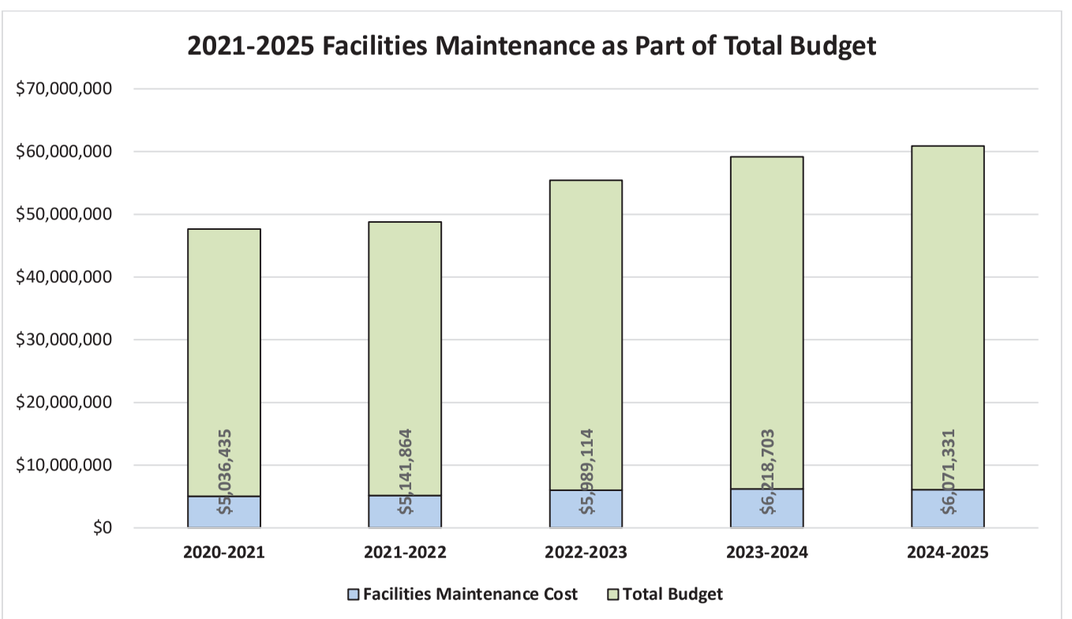


Figure 3: 2021-2025 Facilities Maintenance as Part of Total Budget

Policy Area 1, Additional Objective 3, Key Action 1: *Work toward a balanced socioeconomic environment within each school. This includes equity in the programs, facilities and mix of students, as well as a learning environment that maximizes the ability of students of all socioeconomic backgrounds to reach their highest potential.*

- Since FY2019-2020, Brunswick High School graduation rates have remained above 85 percent. Between FY2020 to FY2024 Brunswick graduation rates (86.95%) are around 2% more than the state average (86.95).

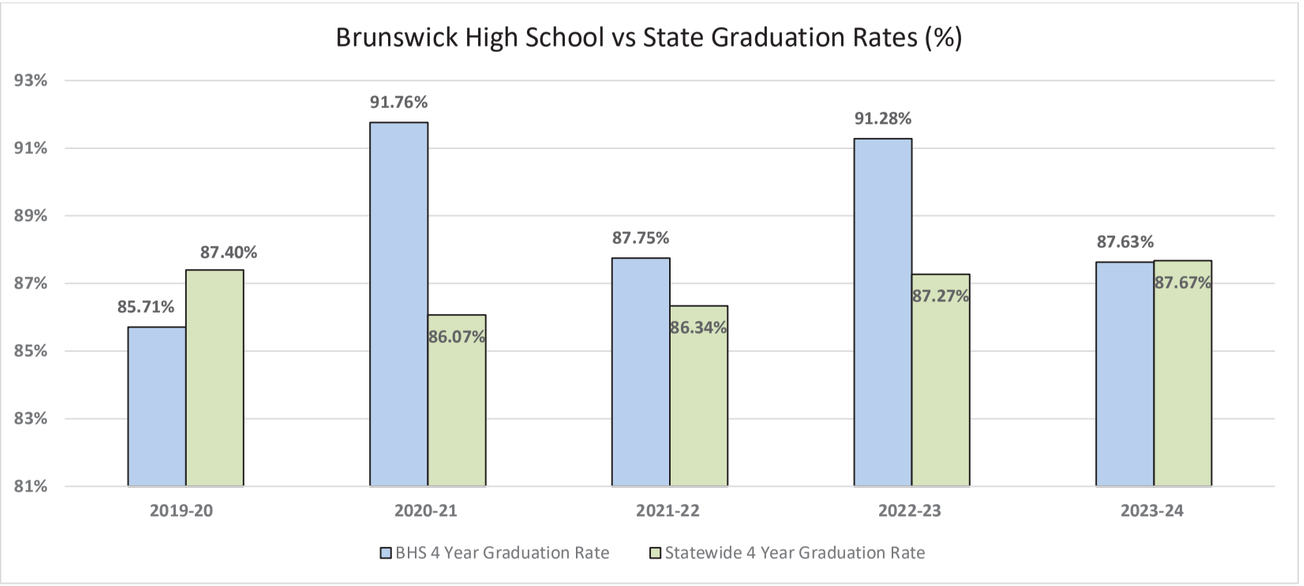


Figure 4: Brunswick High School vs State Graduation Rates (%)

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Policy Area 1, Additional Objective 3, Key Action 2: *Strongly support programs at the Vocational Region 10 School and recognize that these programs are a desirable and appropriate option for those students for whom college is not a goal.*

- Between FY2021 to FY 2025, Brunswick's share of Maine Region 10 Technical High School's yearly operating budget increased from 5.18% to 10.76%, reflecting a 34% growth in funding over that time.

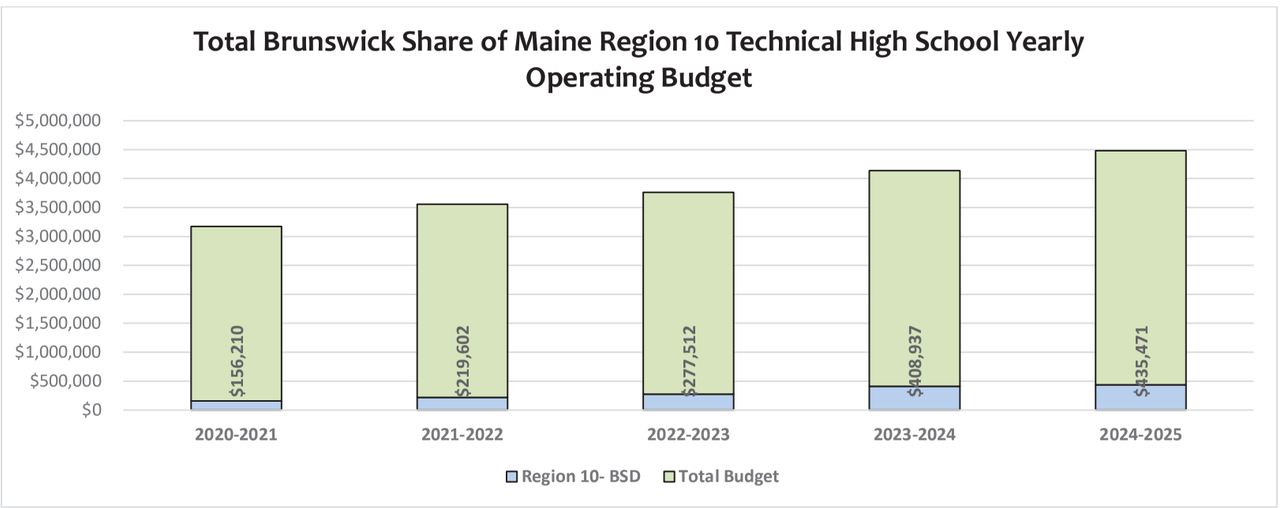


Figure 5: 2021-2025 Total Brunswick Share of Maine Region 10 Technical High School Yearly Operating Budget

- In FY2020, Brunswick High School Enrollment in Region 10 Technical High School was ~19.6% of all enrollment. In FY2024 this BHS student enrollment grew by 90.3% to 99 students, now representing a ~32.7 share of all enrollment.

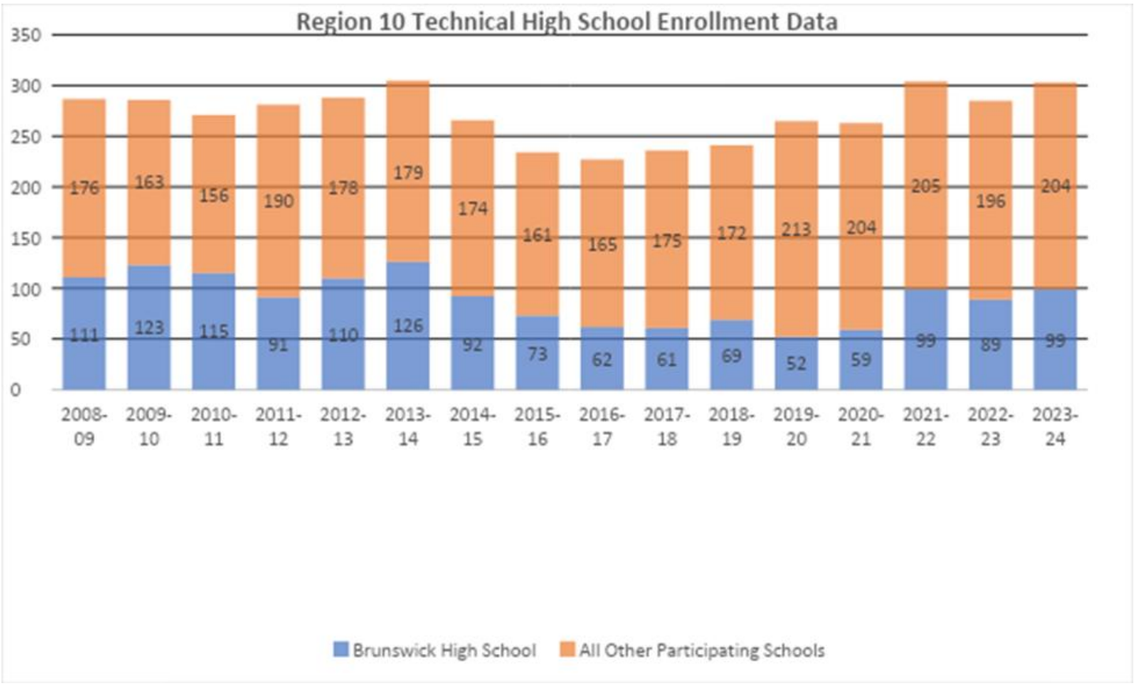


Figure 6: Region 10 Technical High School Enrollment Data (FY2020-21 to FY2023-24 added)

Policy Area 1, Additional Objective 3, Key Action 4: *Continue to support programs such as Alternative Education and Merrymeeting Adult Education*

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that offer the ability to obtain a high school degree for nontraditional students as well as programs focused on life-long learning.

- Between FY2021 to FY 2025, Brunswick's share of Merrymeeting Adult Education yearly operating budget increased from 12.4% to 13.32%, reflecting a ~39.88 growth in funding over that time.

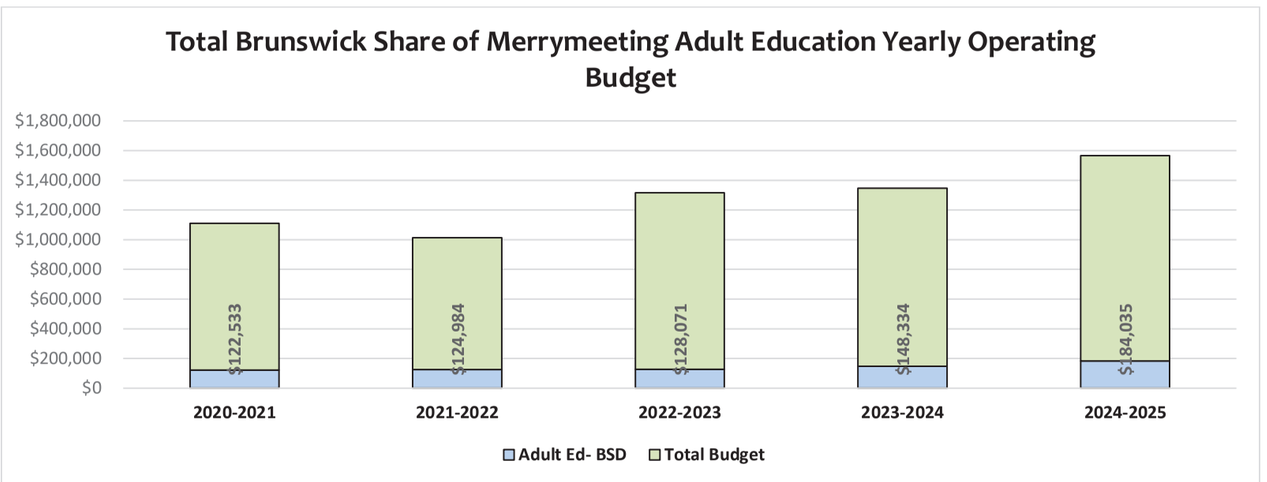


Figure 7: 2021-2025 Total Brunswick Share of Maine Region 10 Technical High School Yearly Operating Budget

II. Housing

Policy Area 3, Objective 2 *Limit growth outside the growth boundary relative to growth inside the boundary.*

- From 2015 to 2019, Brunswick saw an average of 75.4 units created per year. Between 2020 to 2024, Brunswick experienced a jump in new housing units created with an average of 182.2 units per year, which is a nearly 142 percent increase in annual unit creation compared to the previous period. While there was a greater amount of total unit production between 2020-2024, the average percentage of new units in rural areas decreased by 4.08 percent to around 35.4%. While in some years like 2020 and 2022 housing created in rural areas continues to represent a high share of housing creation, in other years it remains below the most recently recommended limit of one-quarter.

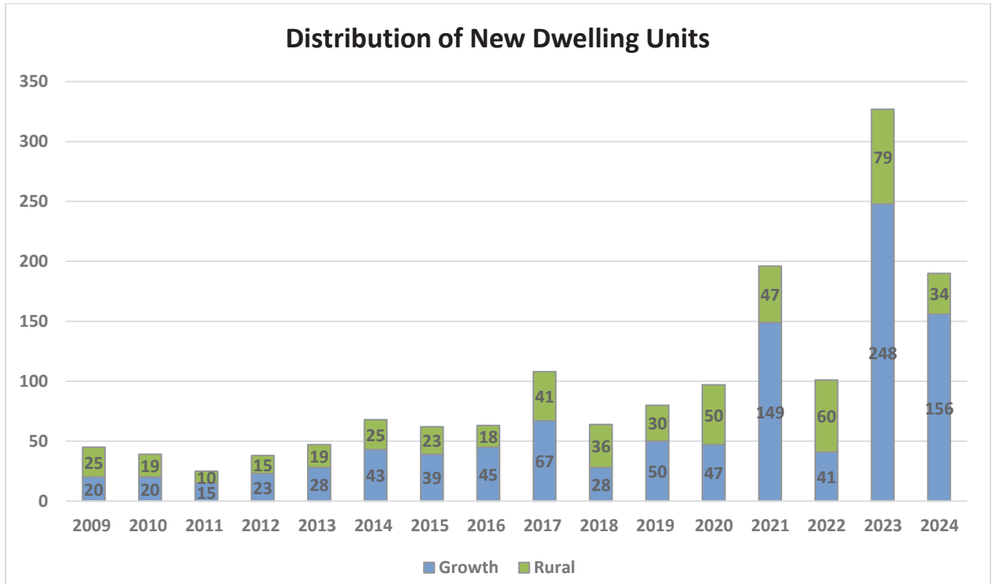


Figure 8: Distribution of New Dwelling Units (Data Provided by Assessing Department)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Growth	20	20	15	23	28	43	39	45	67	28	50	47	149	41	248	156
Rural	25	19	10	15	19	25	23	18	41	36	30	50	47	60	79	34
Total	45	39	25	38	47	68	62	63	108	64	80	97	196	101	327	190
% Rural	55.56	48.72	40	39.47	40.43	36.76	37.10	28.57	37.96	56.25	37.50	51.55	23.98	59.41	24.16	17.89

Table 1: Distribution of New Dwelling Units (Data Provided by Assessing Department)

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- Between 2022 and November 2025, development applications that were approved but not yet completed total 519 units, and applications under review totaled 326 units. Assuming that these units were approved and constructed, this would translate to an average of 281.6 units constructed per year over the next three-year period, which would be nearing levels reached in 2023.

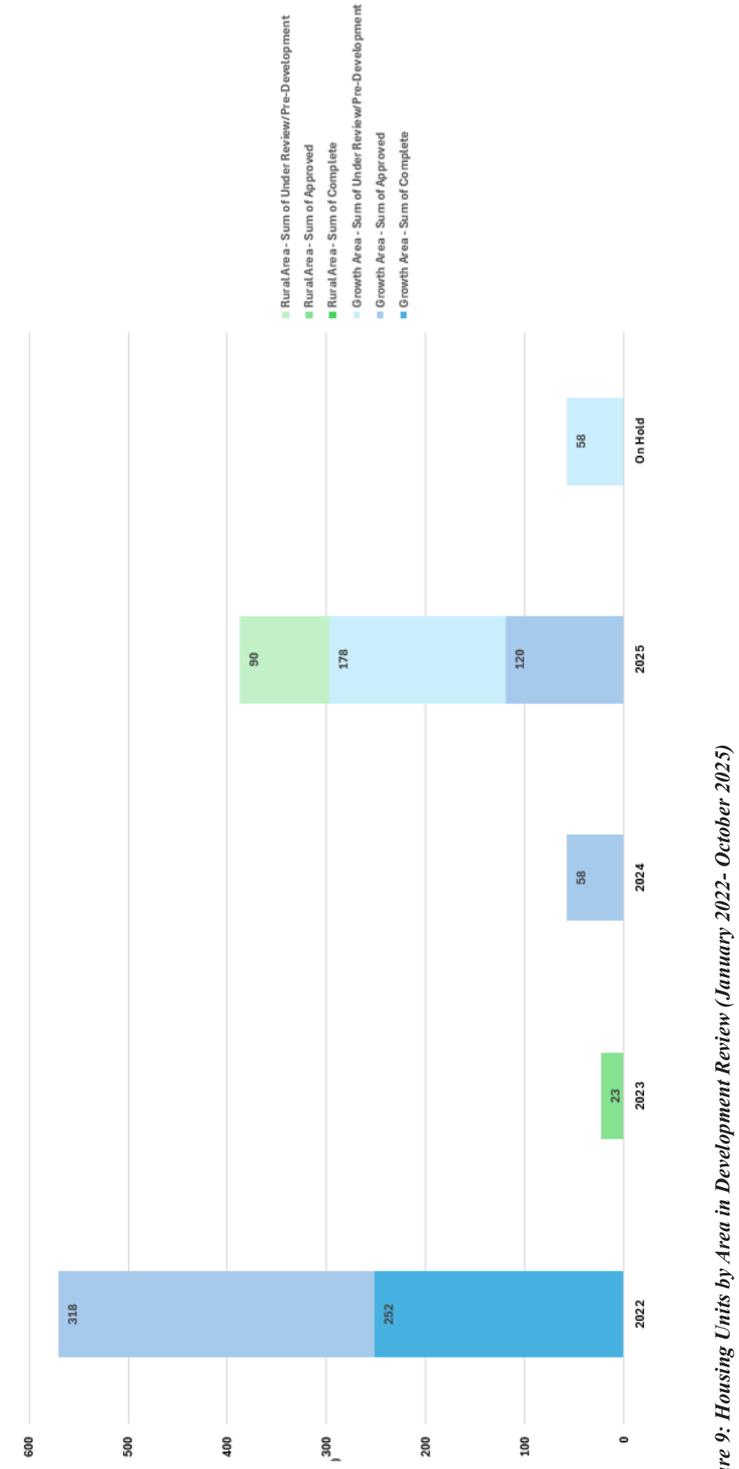


Figure 9: Housing Units by Area in Development Review (January 2022- October 2025)

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Policy Area 3, Objective 3, Key Action 3 *Promote ways to protect important open space and habitats in the Rural Area through Open Space Developments, Rural Brunswick Smart Growth developments or other mechanisms that protect important open space and habitat.*

- Between 2016 to 2020 residential subdivisions totaled 58 lots with a development acreage of 202.24. Between 2021 to 2025, subdivisions totaled 60 lots with a development acreage of 140.66 – a 43.78% decrease. The average amount of conservation acreage between those periods declined slightly by 5.79% with 20.09 acres (2016-2020) and 18.925 acres (2021-2025), respectively.

Subdivision Name	Subdivision Type	Year	# of Lots	Development Acreage	Conservation Acreage
Rosenthal	Traditional	2020	3	19.52	N/A
Jordan Crossing	Traditional	2020	5	5.5	N/A
Christina Drive	Traditional	2020	3	13.98	N/A
Backyard Quarry	Open Space	2021	6	26.34	17.9 (67%)
County Line Estates	Open Space	2022	13	49.83	27.7 (55.6%)
Beacon Ridge Phase II	Traditional	2022	3	1.24	N/A
Stewart	Traditional	2022	3	5.76	N/A
Ashley Park	Open Space	2022	9	35.3	28.64 (81.1%)
Howards Point	Open Space (Indenture)	2023	3	14.45	1.46
Village on Pleasant Hill	Traditional	2025	23	7.74	N/A

Table 2: Residential Subdivisions (Jan 2020 – October 2025)