
POLICY AREA 1

MAINTAIN AND FINANCIALLY SUPPORT A QUALITY PUBLIC EDUCATION SYSTEM

--- A map of school facilities (Exhibit 1-A) referenced in this Policy Area is included on page 1-11. ---

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.
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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Key Action 1: *Build new school facilities, end the use of modular classrooms, and consolidate and/or close outdated facilities to meet educational, program, health, and safety needs in a cost-effective way.*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). For more information on the closure of BNAS [see pages 2-1 through 2-4, 3-7, 5-1 through 5-3, and 8-1](#). Staff and students were relocated to the new 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 acquired by Bowdoin College and renovated 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. For more information on the NOI and public benefit conveyance process (PBC) see [pages 2-2 through 2-4 and 8-6](#).

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 School, to replace the former Jordan Acres School. Kate Furbish School was constructed to address overcrowding, provide modern code-compliant space, and allow for expanded programming, including pre-school. The new Kate Furbish School was completed in the summer of 2020 and open for the 2020-2021 academic year.

Coffin School was used throughout the Kate Furbish School construction process and may be used by BJHS during repairs and renovations to its existing facilities. Before the projects are complete, it is anticipated that the School Department will decide to either raze Coffin School, turn it over to the Town, or determine other alternatives such as housing the Central Office and/or other Department programs. If the Central Office moves to Coffin School, the Hawthorne School building on Federal Street may be considered for Town acquisition.

Brunswick Junior High School (BJHS):

The BJHS building was constructed in 1959 and expanded in 1983. Modular classrooms are still in use at BJHS, but renovations and repairs to the building began in 2019 and are anticipated to be completed in 2022.

Brunswick High School (BHS):

BHS moved to a new campus on Maquoit Road in 1995, but the former building remained vacant 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 and football field facilities at BHS.

Region 10 Technical High School, a member of the Maine Administration of Career and Technical Education (MACTE) organization, is open to students attending BHS, Freeport High School, Harpswell Coastal Academy, or Mt. Ararat High School. The school's vision includes transitioning to a four-year, comprehensive technical high school and 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). Still in the early stages of the process, site selection and facilities planning are yet to occur.

REAL (Relevant Experiential Authentic Learning) School:

Beginning with the 2016-2017 academic year, the School Department took over management of the REAL School program from Regional School Unit (RSU) 14. The REAL School is a therapeutic day school for grades 5-12. The school currently leases their facility on Seahawk Avenue in Brunswick Landing, but is in the early stages of exploring a possible relocation.

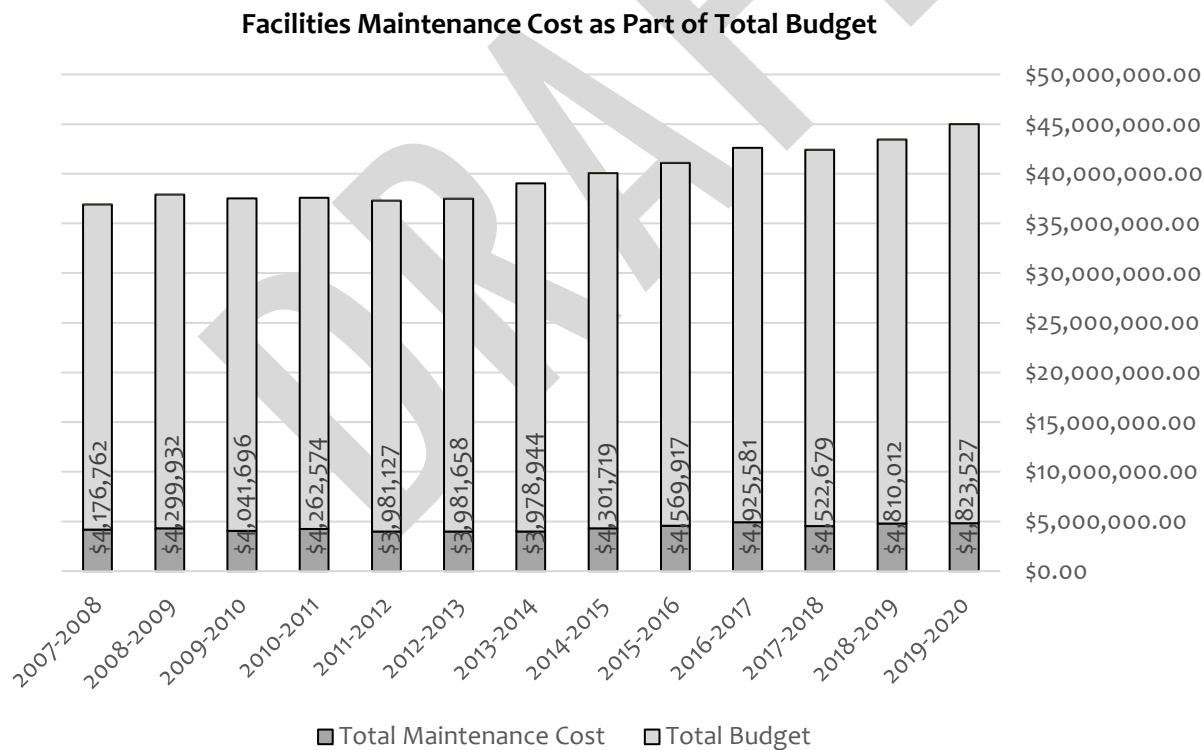
Charter Schools:

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 entrepreneurship through direct and ongoing partnerships with professionals in those fields.” HCA has facilities located in both Harpswell and in Brunswick Landing.

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. For more information on CIPs [see pages 2-10 through 2-12](#).

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:	<i>Implement all state-mandated programs. In addition, implement programs comparable to and competitive with those offered in surrounding communities or comparably sized school systems.</i>
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Curriculum is reviewed per established cycles, as for example the Math in Focus program. Social and emotional learning (SEL) has been added through MDOE's Second Step program.

State mandates addressed include the implementation of the Performance Evaluation and Professional Growth systems.

Federal mandates addressed include the implementation of the Individuals with Disabilities Education Act (IDEA), English to Speakers of Other Languages (ESOL) program, and the McKinney-Vento Homeless Assistance Act. For more information on the McKinney-Vento Act [see pages 5-1 to 5-2](#).

Additional implemented programming includes pre-kindergarten, full-day kindergarten, and the Community Connections program.

Key Action 2:	<i>Ensure class sizes that are appropriate for the grade level and the successful implementation of the desired teaching methodology.</i>
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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:	<i>Financially support the summer Reading, Writing, and Mathematics Camp Program.</i>
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The School Department continues to financially support the summer Reading, Writing, and Mathematics Camp programs.

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.
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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.

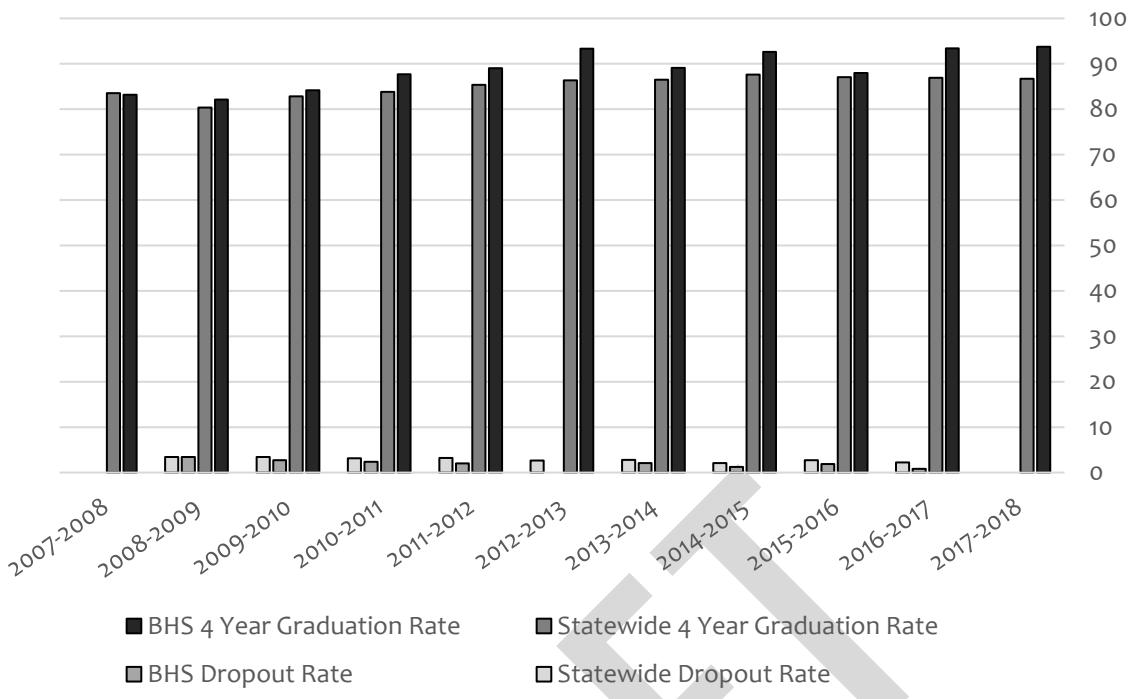
The consolidation of elementary schools as referenced on pages 1-1 through 1-2 was intended to ensure all students have equal and consistent access to resources and programming. Districtwide wraparound programming such as Cub Camp at Coffin, Extended School Year classes, and the Math, Reading, and Writing 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.

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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:

	English Language Arts		Mathematics		Science	
Brunswick High School						
2015-2016	22.6%	77.4%	42.3%	57.7%	34.1%	65.9%
2016-2017	20.0%	79.9%	47.4%	52.6%	33.5%	66.5%
2017-2018	29.1%	70.9%	55.4%	44.6%	38.7%	61.3%
2018-2019	27.9%	72.1%	46.3%	53.7%	32.7%	67.3%
Brunswick Junior High School						
2015-2016	48.4%	51.6%	57.8%	42.2%	16.6%	83.4%
2016-2017	38.9%	61.1%	55.3%	44.7%	16.2%	83.8%
2017-2018	44.9%	55.1%	58.3%	41.7%	25.9%	74.1%
2018-2019	37.1%	62.69%	60.5%	39.5%	20.4%	79.6%
Harriet Beecher Stowe						
2015-2016	42.4%	57.6%	57.0%	43.0%	24.2%	75.8%
2016-2017	44.3%	55.7%	54.7%	45.3%	25.4%	74.6%
2017-2018	42.8%	57.2%	54.6%	45.4%	32.9%	67.1%
2018-2019	39.7%	60.3%	55.0%	45.0%	26.2%	73.8%

State Expectations
 Below or Well Below State Expectations
 At or Above State Expectations

* It should be noted that an unknown number of parents opt their children out of this standardized testing.

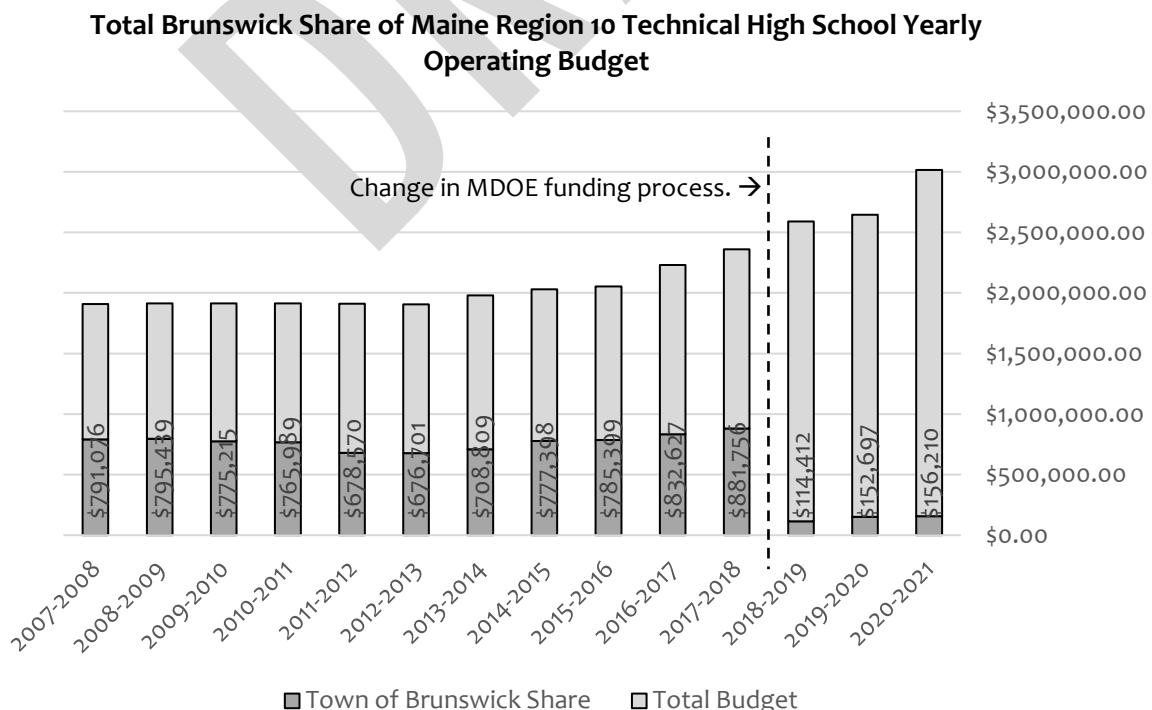
In response to Performance Target 6, the National School Climate Center's (NSCC) Comprehensive School Climate Inventory (CSCI) performed a districtwide "climate survey" from 2013 to 2016. The CSCI is a survey that provides an in-depth profile of the department's strengths and areas for improvement. Results 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 (2019) MIYHS is available at <https://data.mainepublichealth.gov/miyhs/>.

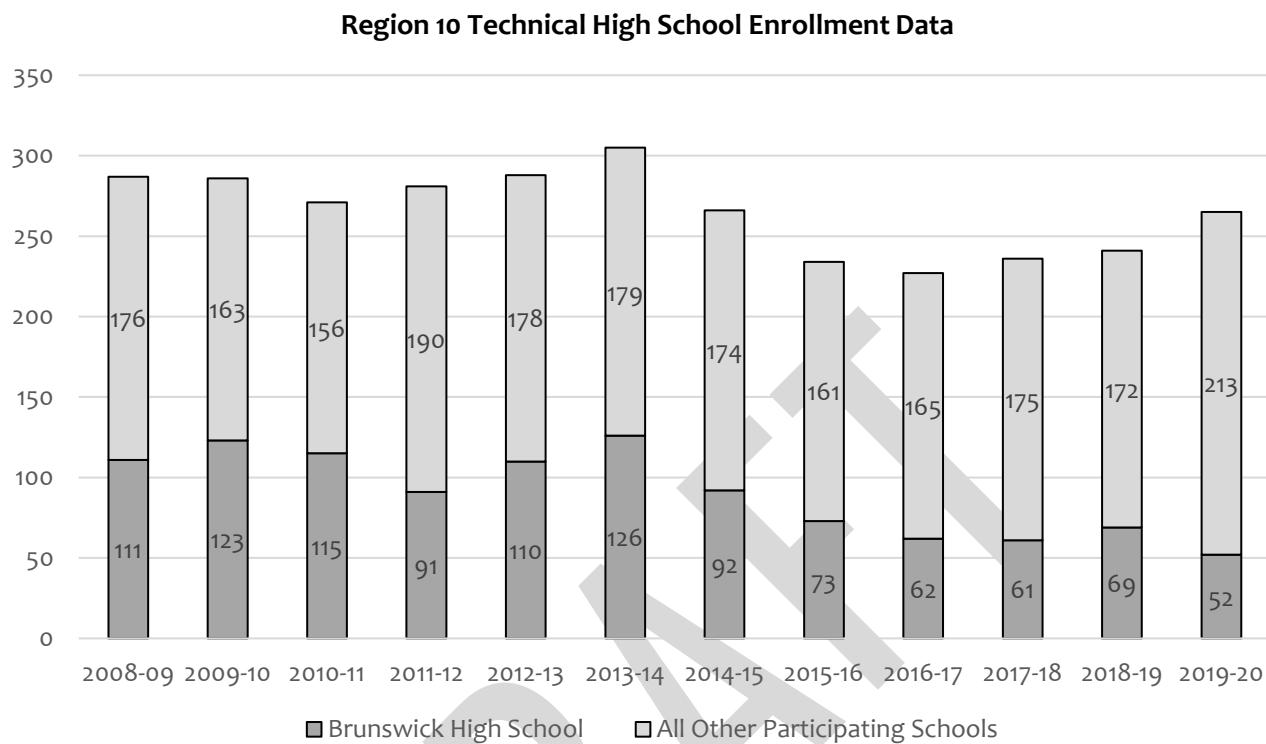
Action 2: *Strongly support programs at the Vocational Region 10 School and recognize that these programs are a desirable and appropriate option for those students for whom college is not a goal.*

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 2010 Census which requires the Town share 38.29% of the cost through June 30, 2021. After this date, the agreement is to be revised based on data from the 2020 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.



As referenced on page 1-2, 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, Husson University, job corps, Keene State College, Maine Community College System, military service, New Hampshire Technical Institute (NHTI), SPA Tech Massage School, and the University of Southern Maine (USM).

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.*

The Brunswick School Department Technology Plan (“Technology Plan”) was adopted in June 2017 with the following vision and mission:

The Brunswick School Department is committed to providing students with a technology rich learning environment through the disciplinary curricula and the integration of digital resources and multi-media. The Brunswick School Department incorporates technology as a natural part of education through an integrated, comprehensive framework to govern acquisitions, applications, and evaluation of technological resources to ensure that all students have the opportunity to develop the 21st century skills necessary to be productive citizens in our information-driven, global society.

The Technology Plan established a short-term goal to, “Convince district decision makers to work with our teachers to develop one achievable, long-term (3 years) technology goal that focuses on the teaching /

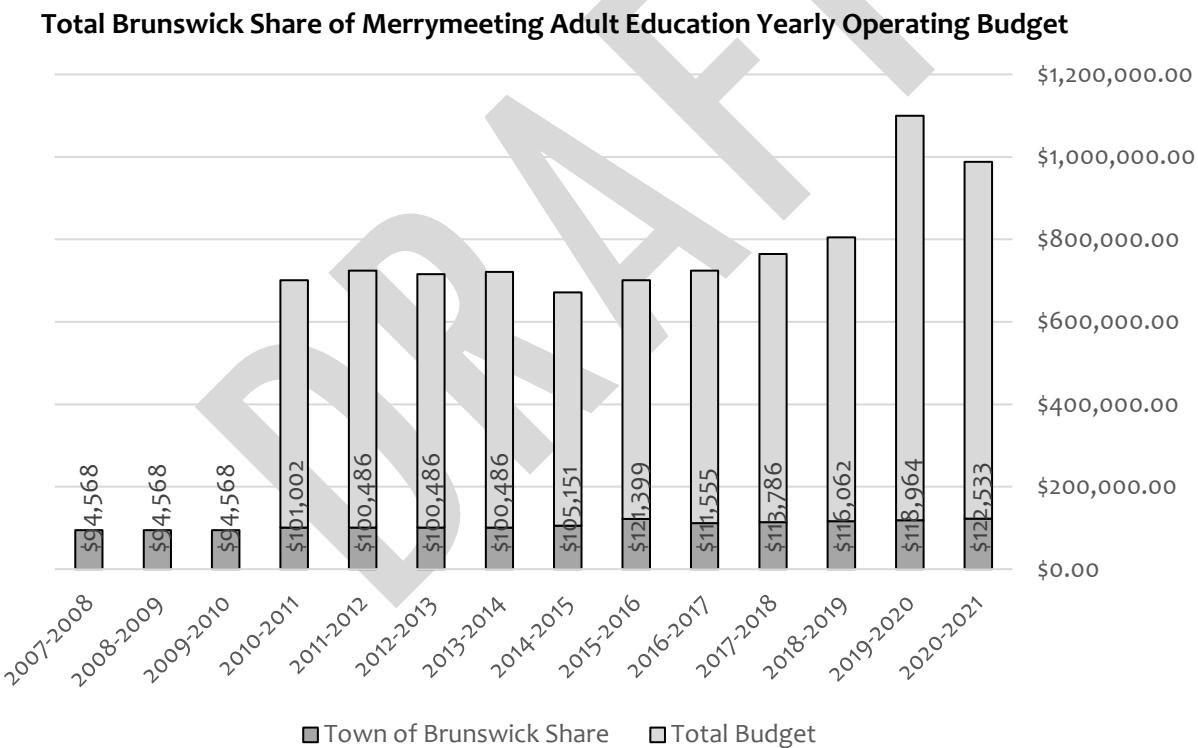
learning process and then allocate the necessary budget resources and set aside an appropriate amount of staff development time in order to assure success.”

The Technology Plan established a long-range planning goal to, “Develop a district plan that would carve out significant blocks of time for ongoing staff development on priority topics that focus on the teaching/learning process as they relate to the approved district curricula.”

There is a one-to-one (1:1) student to laptop ratio through the Maine Learning Technology Initiative (MLTI) in the seventh and eighth grades at BJHS. Computer carts are available in the other schools and loanable computers and network hotspots are also available for students that 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.

Annual Merrymeeting Adult Education Enrollment by Program Type

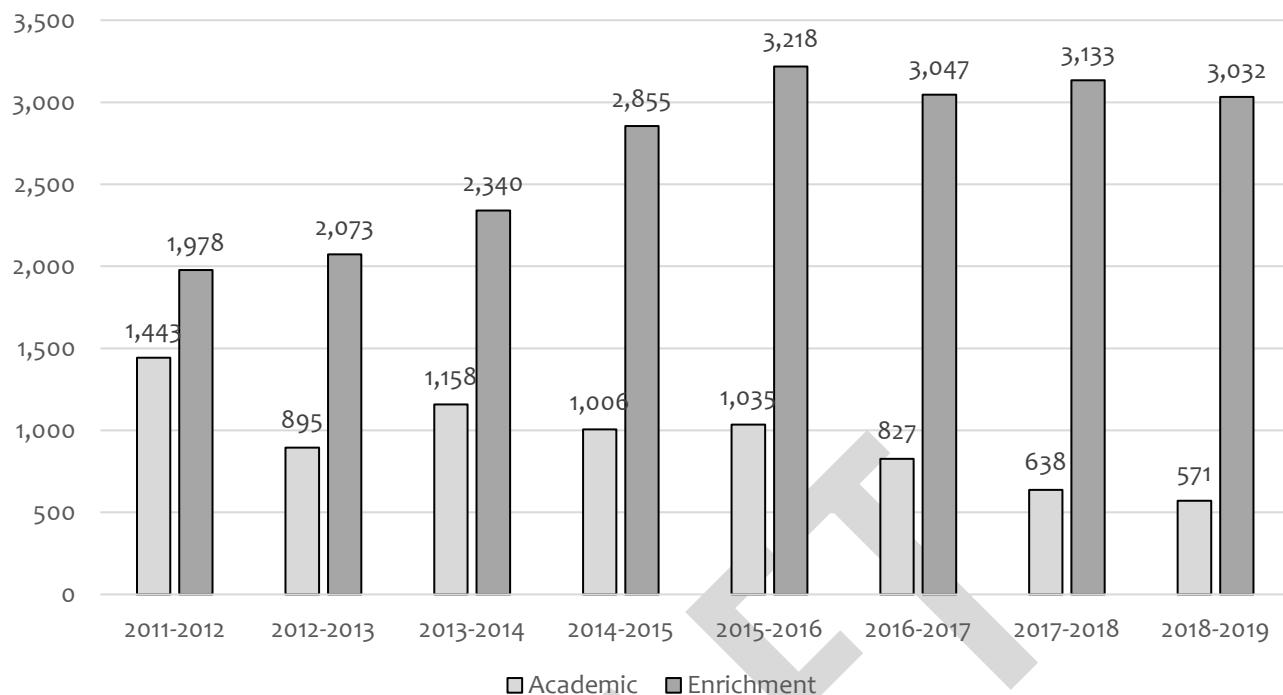
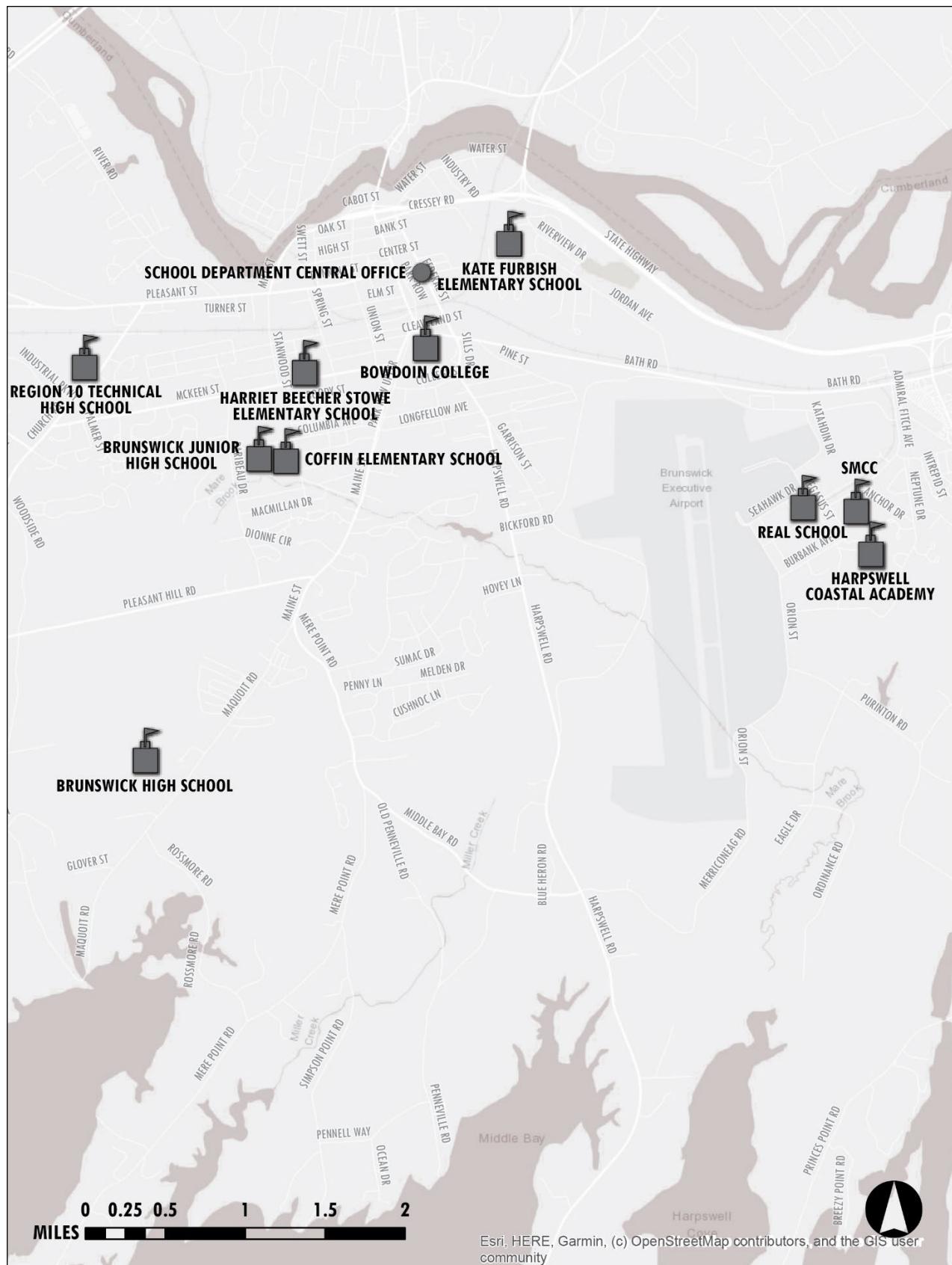


Exhibit 1-A: Map of Brunswick School Facilities



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.
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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 (page 3-1) --

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 60 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.

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.*

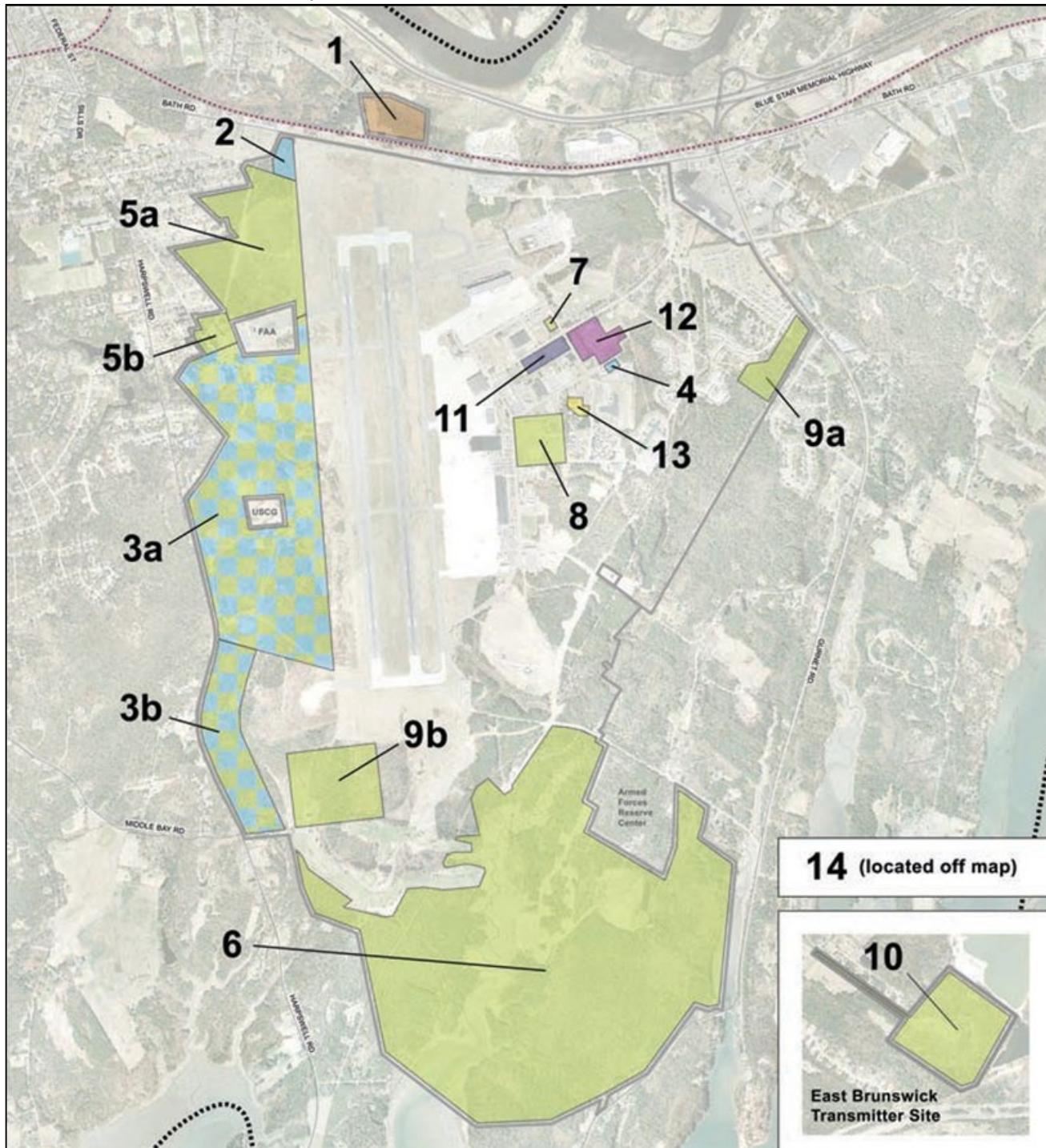
Item 5a is now referred to as the Western Sawtooth Parcel. As of December 2020, the Town Conservation Commission has substantively completed the *Western Sawtooth Parcel Recreation, Trails and Open Space Management Plan*. Location 6 is now referred to as the Kate Furbish Preserve and its open space management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

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

Other agencies that were anticipated to share in the use of the indoor shooting range indicated an unwillingness to participate in the cost of operating the facility. In 2011, the U.S. Navy was notified that the Town was no longer interested in acquiring the

property. In 2016, an initial reuse request was approved by the SRC for Building 102 for use as a 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 area include development of up to fifteen (15) acres of the site for two (2) multi-use athletic fields, playground, concession/restroom building, parking area, and trail improvements.

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.

Action 4:**Explore cross-town public transportation options.**

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 Explorer 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. There are four (4) stops within Brunswick Landing, but they are all either flag stops, phone call request stops, or limited to the morning hours.

The below image is the Explorer route map as December 2020.



In 2020, the Town began a transit study (www.brunswickstransitstudy.com) to better understand how the community uses transit service and how it can be improved to better meet the community's current and future needs. The study, ongoing as of December 2020, will perform a comprehensive review of the local transit network's performance, assess unmet needs, and develop recommendations for improved service. More specifically, the study will examine:

1. Fare structure, schedule, route design, vehicle and stop amenities, marketing and communications, and operational technology.
2. Intermodal connections (for example, from bus stop to bicycle facilities).
3. Historical changes in town demographics and land use.

4. Future residential and commercial developments.
5. Mobility-on-demand, ride-hailing, and other “new mobility” technologies.
6. Ways that existing service in or near Town can be better complemented by the Explorer.

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.
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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:	<i>Determine the optimal use of all municipal buildings and facilities including currently underutilized facilities such as the old High School.</i>
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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 (see page 1-1).

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 may be used by Brunswick Junior High School (BJHS) during the COVID-19 pandemic and when it undergoes repairs and renovations to its existing facilities (see pages 1-1 through 1-2).

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 (see page 1-1).

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 (see pages 1-1 through 1-2). 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 (see pages 2-2 through 2-3).

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.*

Completed in 2013 (see pages 2-3 through 2-4).

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 is anticipated to begin in 2021. As of December 2020, the Town continues to work on a feasibility study for the potential reuse of the existing station.

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 Brunswick Station for a train station and the Visitor Center. The lease was extended another five (5) years in 2014 and again in 2019.

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, approximately 110-space, park-and-ride facility. Most of the parking lot will be reserved for Downeaster, Metro BREEZ, and Concord and Greyhound bus passengers. The remaining area will be open to the public. State and Federal money will fund 80% (\$790,000) of the project with the Town paying the remaining 20% (\$197,500).

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 (see page 2-6) 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.

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.

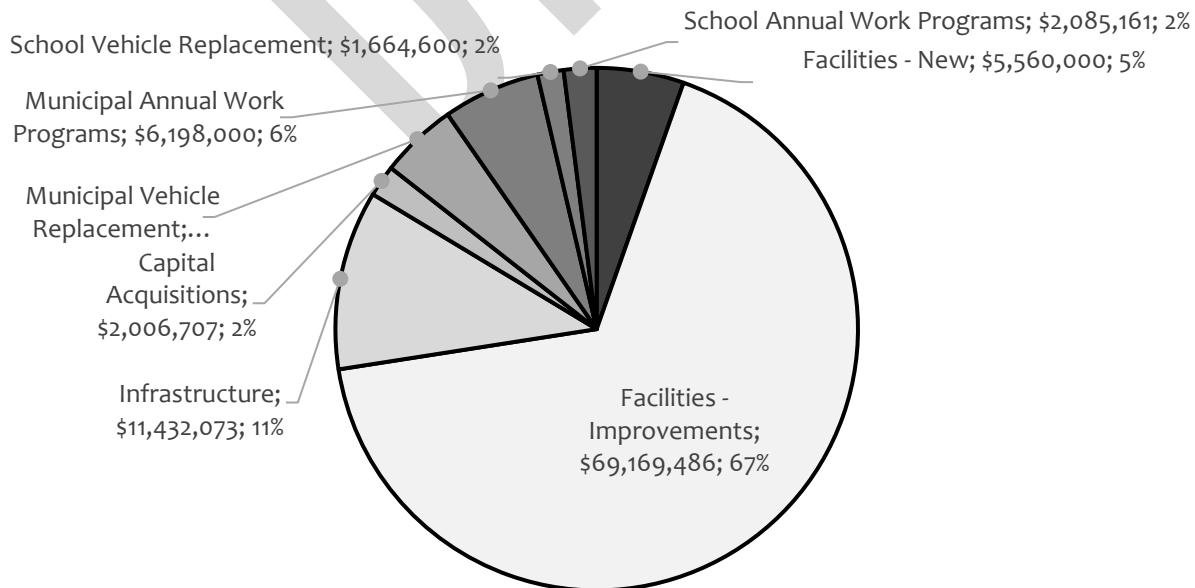
Projects may be in the CIP for several years and may change categories as they are more fully developed and/or the Town's finances, needs, and priorities change as determined by Town staff, Town Council, and the public. There are well-developed projects within the CIP that currently lack funding, but 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.

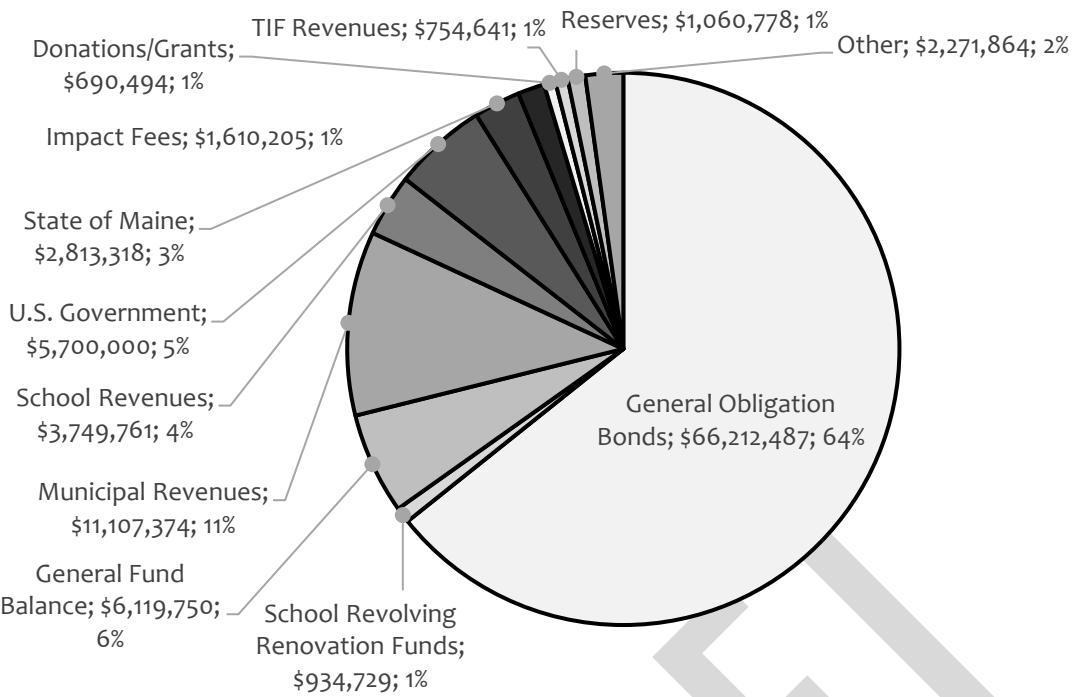
Significant facilities that were in the CIP as of the 2009-2010 fiscal year that have been removed include: Police Department Firing Range, School Department Bus Garage, and the Times Record Building Renovation.

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. However, since the adoption of the CIP policy in 2013 data is available as to the amount of money approved for CIP projects and their source of funding:

Approved CIP Projects by Category (2012-2013 to 2019-2020)



CIP Project Funding Sources (2012-2013 to 2019-2020)



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 establish procedures to insure participation in the development and review of the CIP. At minimum, the Finance Committee must have two (2) dates during the development and review period to allow for input from the public, the Town's departments, and other stakeholders.

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 (see page 2-7).

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 (see page 2-8).

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 on [pages 6-14 through 6-17](#).

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 (see page 2-9).

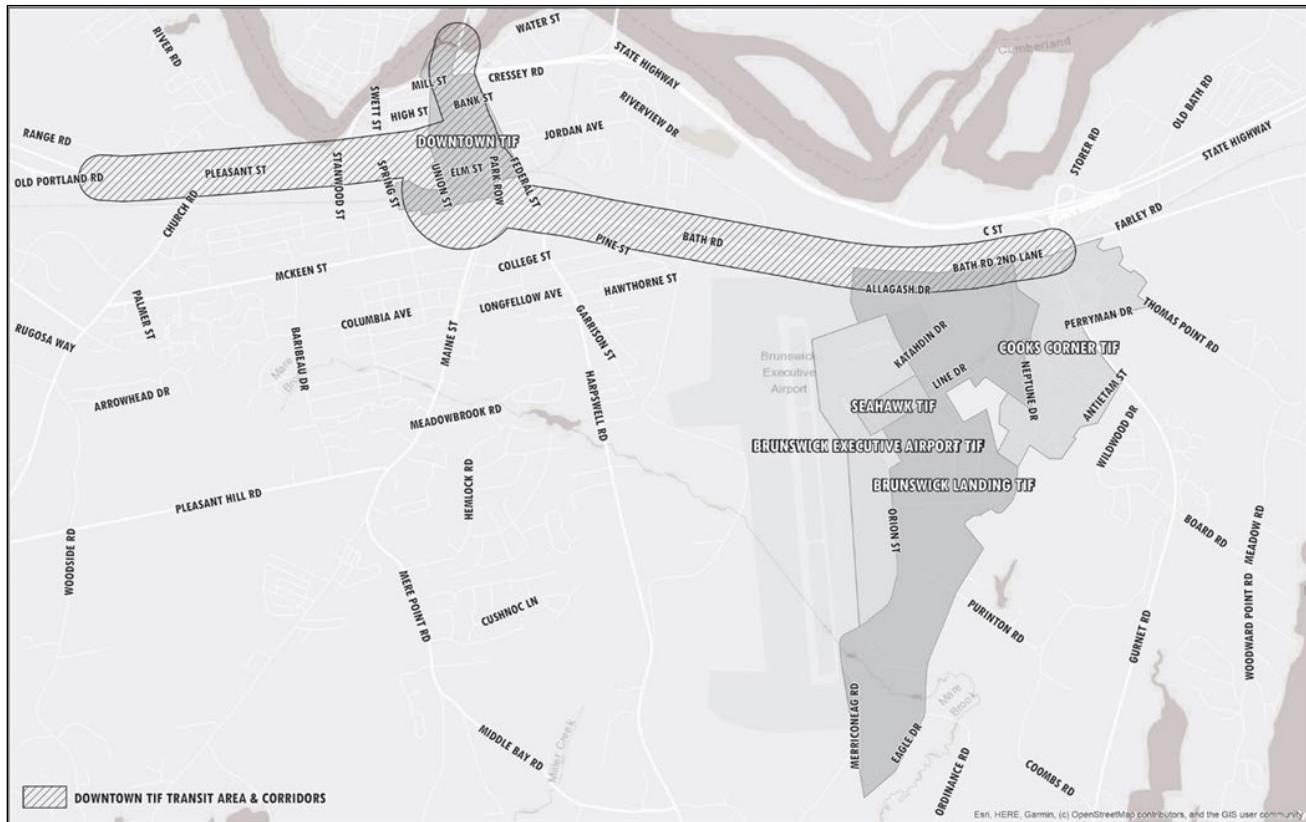
Action 2: *Adopt a procedure that requires staff and committees reviewing facility needs to investigate the feasibility of using impact fees, grants, Tax Increment Financing (TIFs) or other creative financing methods.*

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.

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:

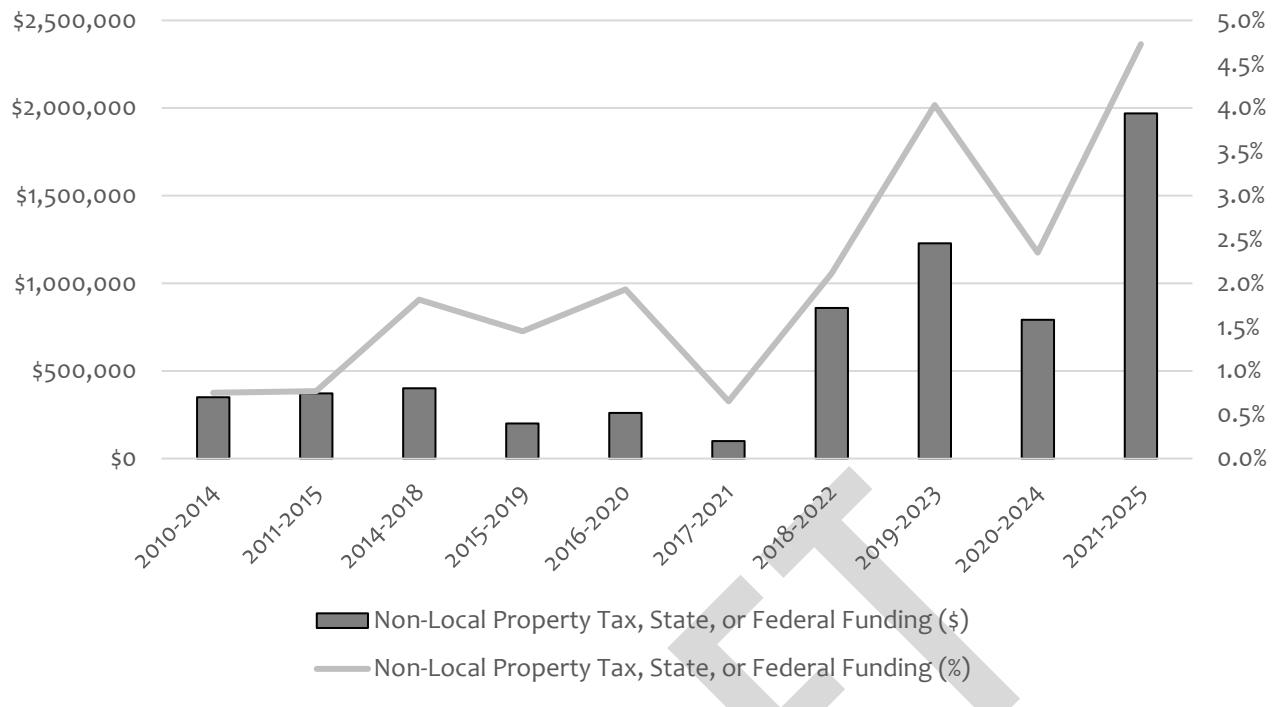
The 19.4-acre Mölnlycke TIF District was created in 2013 and allows for TIF revenues to fund certain projects approved within the Downtown TIF District. It was amended and renamed the Seahawk TIF District in 2019 to add omnibus capacity to the district which allows for additional CEAs to be used to attract 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 as it was originally implemented to cover future capital costs associated with the Graham Road Landfill, but the Town is now in the process of closing the landfill and it will stop accepting solid waste in April 2021 (see pages 2-9 through 2-10).

Records of non-property tax sourced capital facilities are insufficient to reach a conclusion as to whether they have increased. However, the following chart depicts the amount and percent of the overall CIP funding that can be attributed to non-property tax sources.

CIP Funding from Donations, Grants, Impact Fees, TIF Revenues, and Other



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 CEA's; 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.
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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 a Comprehensive Annual Finance Report (CAFR), 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 CAFR and makes it readily accessible and easily understandable to the public.

DRAFT

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) --- referenced in this Policy Area are included on **pages 3-17 through 3-19** ---*

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.
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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 (page 2-1)* ---

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 (pages 6-1 to 6-2)* ---

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:*

- (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 (see page 2-1). 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.

Roads:

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:

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.
3. NEPA review and design/permitting for improvements at the 196/201 Intersection.
4. Mill Street / Pleasant Street Corridor improvements and traffic management projects.
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.
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.

Stormwater System:

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 (see page 2-2).

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 on [page 3-18](#)) 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%
GR4	6	R3	5	+16.7%
		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

GM3	10	MU4	10	No Change
		I1	12	-16.7%
		I4	12	-16.7%
GM4	15	MU1	1 DU per 1.5 ac	+1,900%
		CC	15	No Change
GM5	6	HC1	5	+16.7%
		HC2	5	+16.7%
GM6	n/a	TC1	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	---
GI	n/a	I2	12	---
		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.*

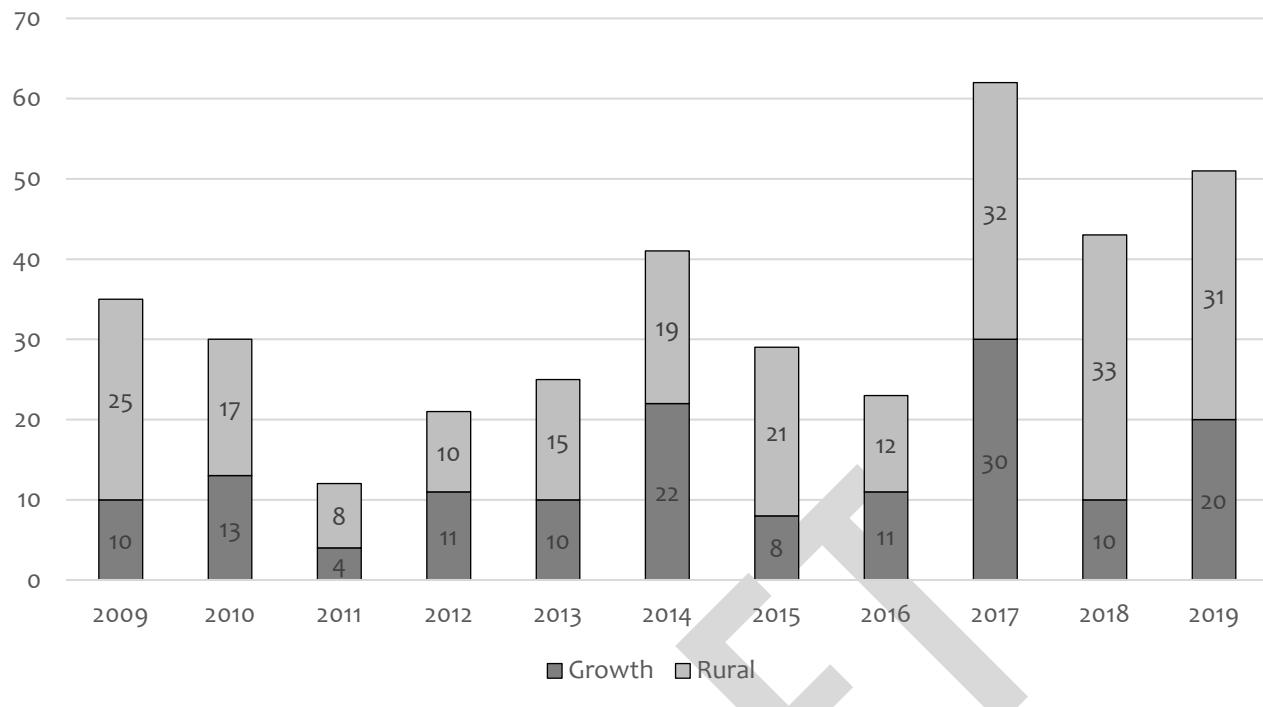
-- Same terminology as Policy Area 6, Key Objective 2, Key Action 1 ([page 6-3](#)) --

On an annual basis, the closest the Town came to achieving this action was in 2014 when approximately 46.3% of new dwelling units were located in the Rural Area. Overall, 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%

-- continued on next page --

Distribution of New Dwelling Units



In response to Performance Target 1, 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%, more than doubling the recommended limit of one-quarter.

In comparison to the 2008 Comprehensive Plan Update's ("2008 Plan") housing projections, the amount of new residential dwelling units fell well short of the anticipated 1,000 units. The table below provides the number, type, and location (Growth or Rural Area) of dwelling units projected by the 2008 Plan versus what occurred:

	Projected New Units (2010-2020)	Approved Units (2009-2019)	Difference
Growth Area:	334 (33.4% of total)	149 (40.0% of total)	-147
Rural Area:	666 (66.6% of total)	223 (60.0% of total)	-490
Totals:	1,000	372	-628

Although only 37.2% of the projected dwelling units were built, the data shows that a greater percentage of new dwelling units were built in the Growth Area than were projected in the 2008 Plan. The benefit of directing new dwelling units to the Growth Area, as encouraged by the State's Growth Management Act, can be seen by the fact that the development of 149 dwelling units in the Growth Area occurred on lots totaling 89 acres in size (0.60 acres per dwelling unit) whereas the development of 223 dwelling units in the Rural Area occurred on lots totaling 1,148 acres (5.15 acres per dwelling unit).

Not reflected in the Assessor's data is the effect on housing supply and demand resulting from the closure of BNAS in 2011. The conversion from institutional to private ownership happened over time, but the availability of this housing stock may have met the projected demand for dwelling units that might otherwise have been built.

As a result of the closure, 702 existing Naval “family” housing units entered the market along with an estimated 300 privately owned and 1,300 leased dwelling units outside of the base and within the greater Brunswick area (defined as within a ten (10) mile radius of BNAS) that were occupied by military personnel. It was anticipated that the leased units would remain rental properties. Therefore, approximately 1,002 dwelling units became available for ownership.

In August 2009, the BNAS *Housing Disposition and Redevelopment Plan* was written to address concerns of the potential deleterious impact the introduction of the 702 Naval units would have on what was at the time a contracting local real estate market. The plan sought, “to engage in a simultaneous strategy to reduce the supply of functionally obsolescent buildings, while expanding the penetration of key market segments (e.g., first-time home buyers).” The plan also included market absorption goals to try to maintain a balance between a rapid absorption of the housing and the units’ values.

Affordable Midcoast Housing, LLC (AMH) bought the 702 Naval dwelling units in October 2010 (573 units located in Town, 129 units located in Topsham). In December 2011, the Town Council passed a, “Resolution in Support of the Goals of the Community Regarding the Transition of Navy Housing” and found that the *AMH Housing Plan*, “satisfies to a large extent the goals of the MRRA *Housing Disposition Plan*.” The plan called for the demolition of 56 units in Topsham and the sale of twelve (12) units to MRRA, including the Commanding Officer’s house, Executive Officer’s house, Building D on the west side of Admiral Fitch Avenue, seven houses on the east side of Admiral Fitch Avenue, and two (2) houses on the north side of Forrestal Drive. After the demolition and sales to MRRA, AMH had 631 total housing units, 558 of which were in Brunswick, to be sold on the open market. To avoid flooding the local real estate sales market, AMH agreed to manage the number of units to be on the market at any one time to minimize any negative impact.

According to MRRA’s 2019 Annual Report, “as of the end of November 2019, 28 units are available for rent and 8 units are available for sale.”

Key Objective 3: Maintain the character of the Rural Area.

Associated Performance Target(s):

2. 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.

- 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. For more information on impact fees in general see page 2-15.
- 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 (see page 3-8). 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.

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.
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-- Same terminology as Policy Area 6, Key Objective 3, Key Action 2 (pages 6-4 to 6-5) --

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

¹The RBSGO District became the Wildlife Protection Overlay (WPO) District in 2017

²The master parcel is 49.99 acres.

³Received 15% density bonus.

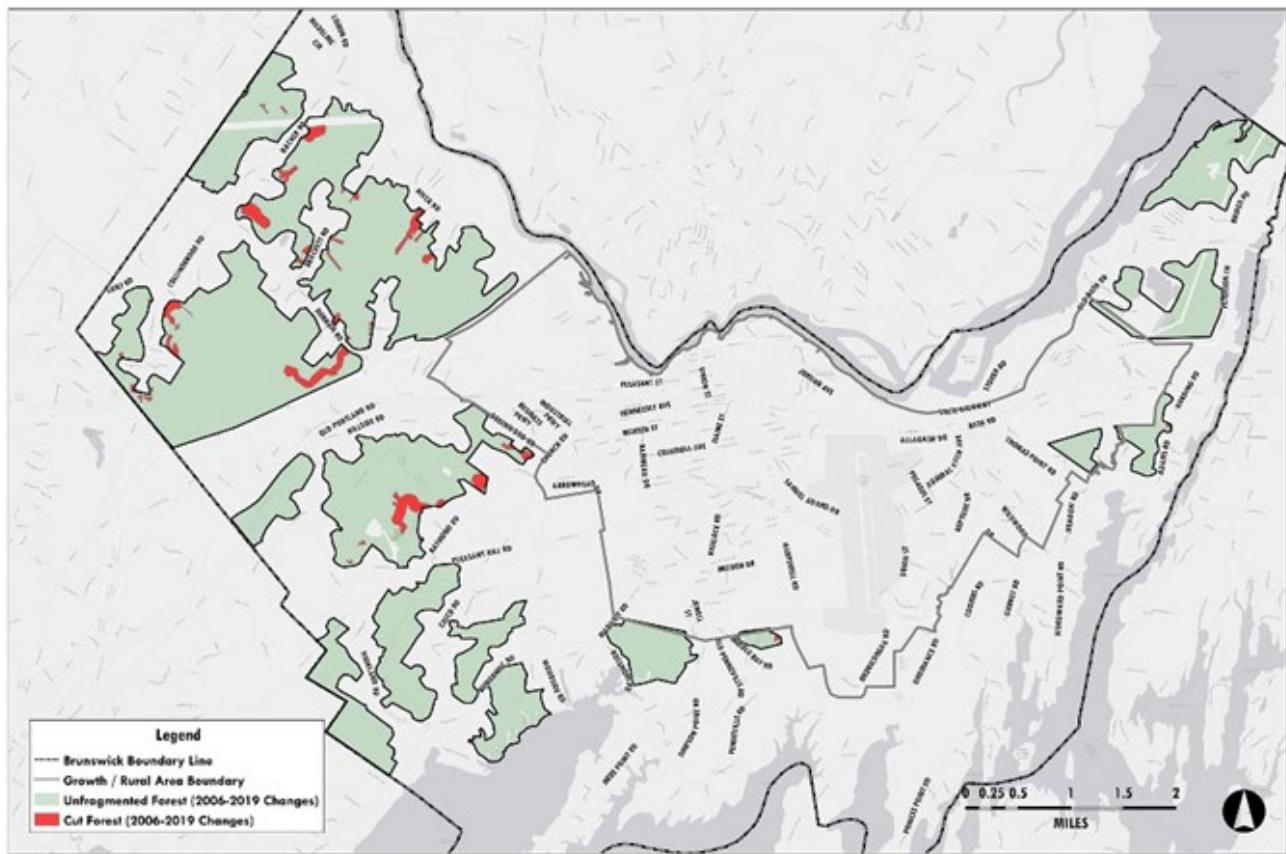
⁴Received 8.5% density bonus.

⁵The 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 (see pages 3-10 through 3-12).

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.
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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)
2016	Woodward Cove	BTLT	18
2017	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.
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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 generally located 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.

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 the Town's Park Row to the Freeport Station, was established in the fall of 2018 after the Town installed required lane barriers on Stanwood Street. The Town is currently pursuing federal funding for quad gates on Stanwood Street that would allow for the continuation of the quiet zone.

In 2017, NNEPRA proposed a pilot program to extend the Downeaster to Rockland through Bath, Wiscasset, and Newcastle for a limited seasonal schedule because passenger rail service to Rockland via the Maine Eastern Railroad stopped in 2015. The proposed Rockland service has not come to fruition to date, but NNEPRA remains interested in the proposal. Coordination with the Town on this proposal has not occurred as NNEPRA's exemption from local regulations continues to complicate efforts to coordinate future decisions to minimize noise and other negatives impacts to surrounding neighborhoods regarding train service.

Since 2011 the Town has held 37 public meetings pertaining to train service and its associated impacts.

DRAFT

Exhibit A: BNAS Reuse Master Plan

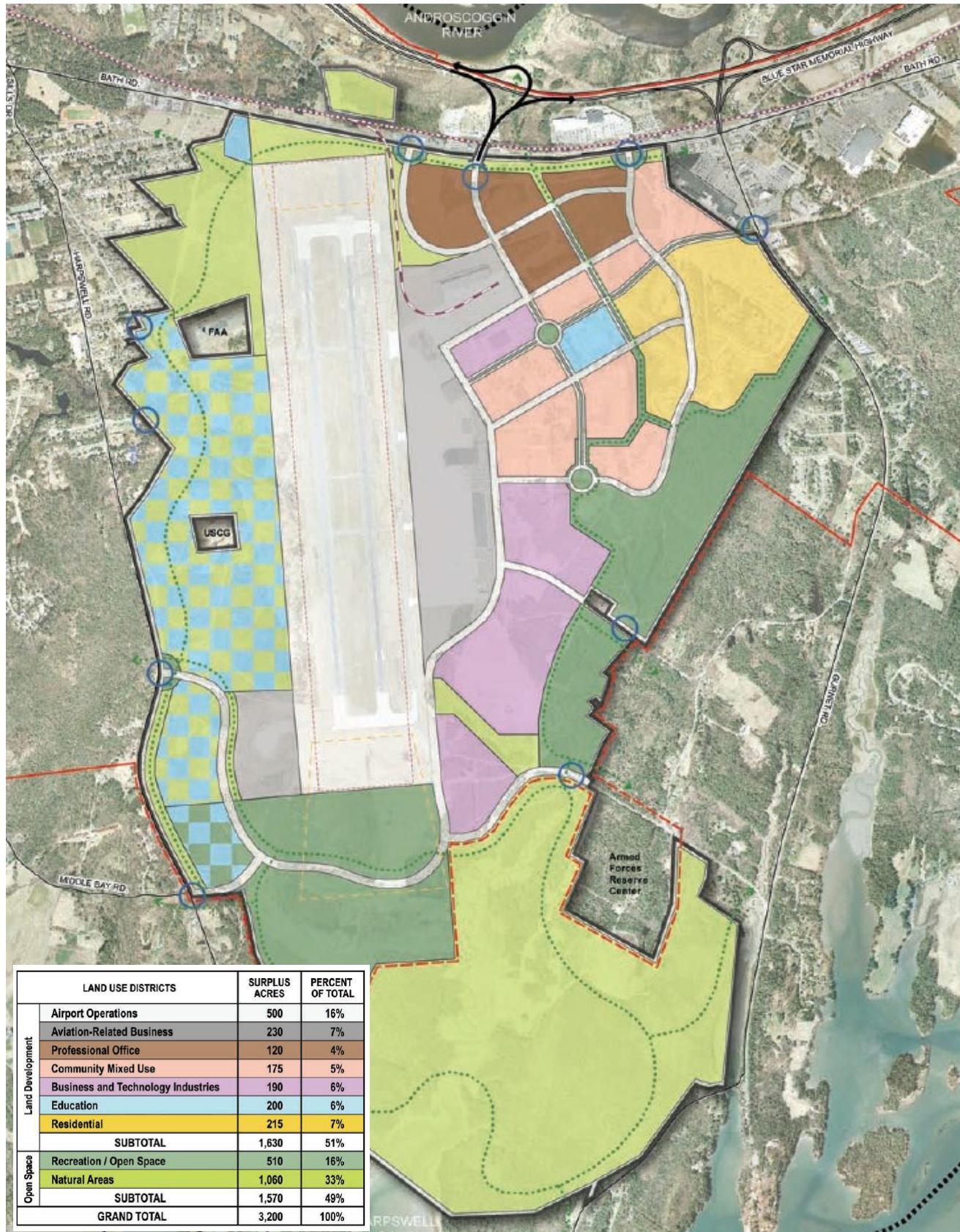


Exhibit B: Growth Area Boundary

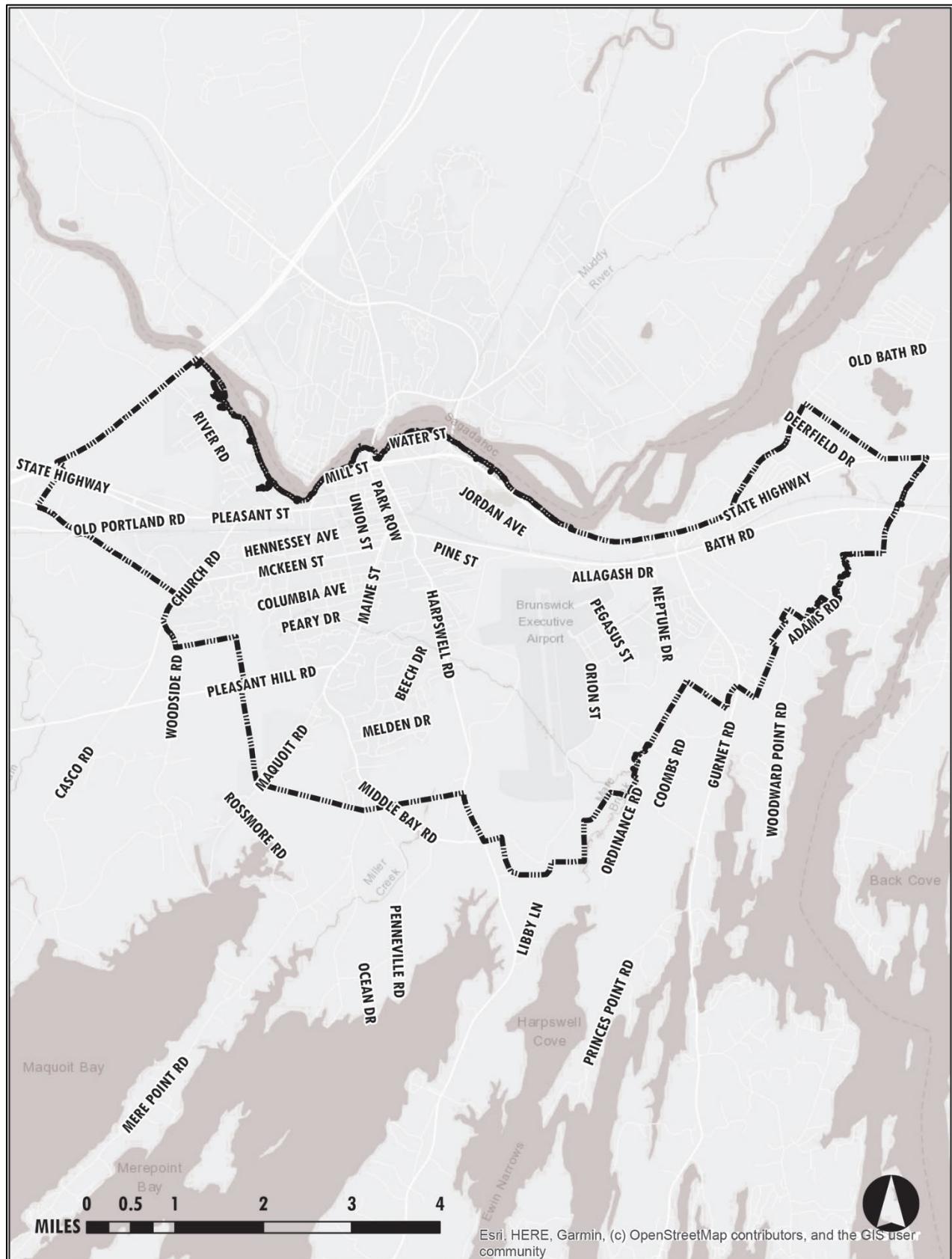
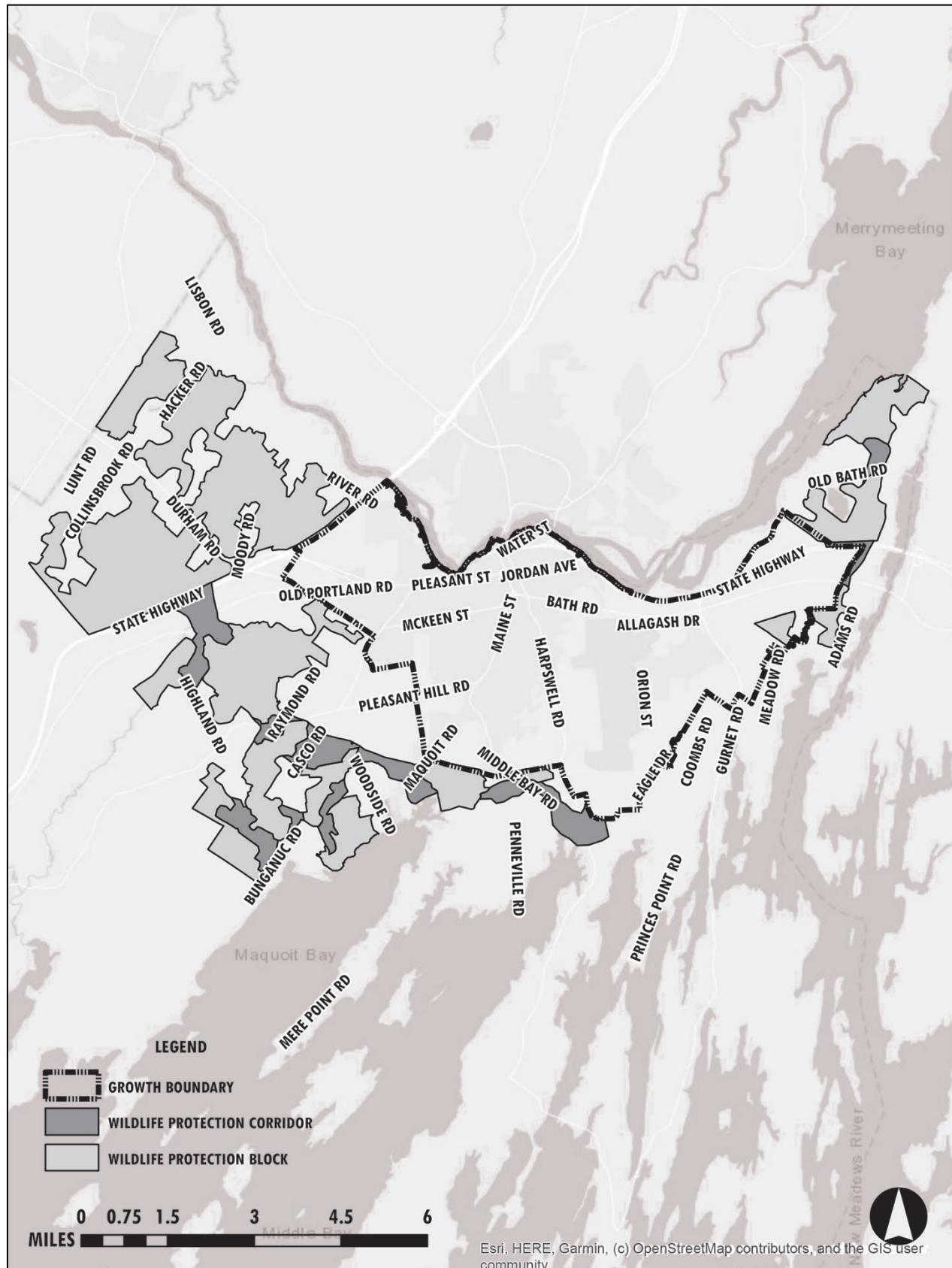


Exhibit C: Wildlife Protection Overlay (WPO) District



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 (Exhibit 4-A) referenced in this Policy Area is included on page 4-19. --

Key Objective 1:	Utilize the water, sewer, and storm water systems to promote the desired pattern of growth.
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Associated Performance Target(s):

1. 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.
2. 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.
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The Brunswick Sewer District (“Sewer District”) adopted its first *Brunswick Sewer District Strategic Plan* 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:

Short-term:

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.

Intermediate term:

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.

Long-term:

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).*

Brunswick Sewer District:

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 charge 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.

Brunswick and Topsham Water District:

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 (see page 4-2). 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, 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.*

Pages 3-4 to 3-5 summarize 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 and an anaerobic digester.

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, see pages 2-13 through 2-16.

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 Explorer see pages 2-5 through 2-6.

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.

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. 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 began a Pleasant Street Corridor Study in 2019 and 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.

Funding: Funding for the study was provided through MDOT's Planning Partnership Initiative (PPI) and 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).

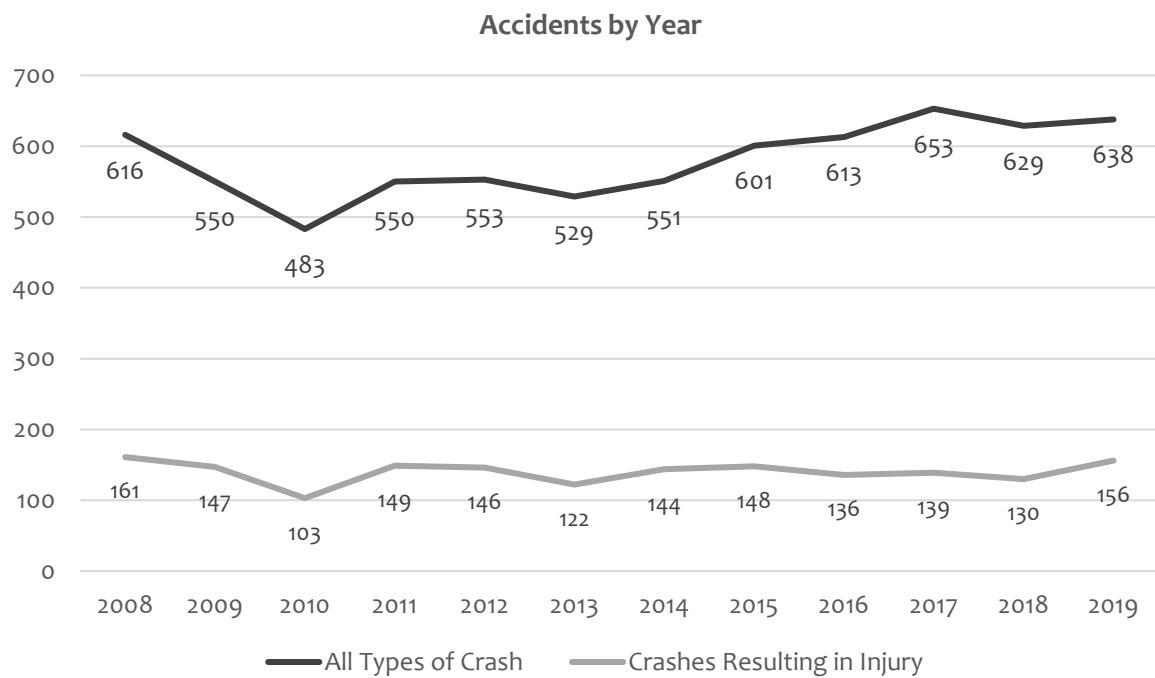
Pedestrian and Vehicular Accident Data:

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.

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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.

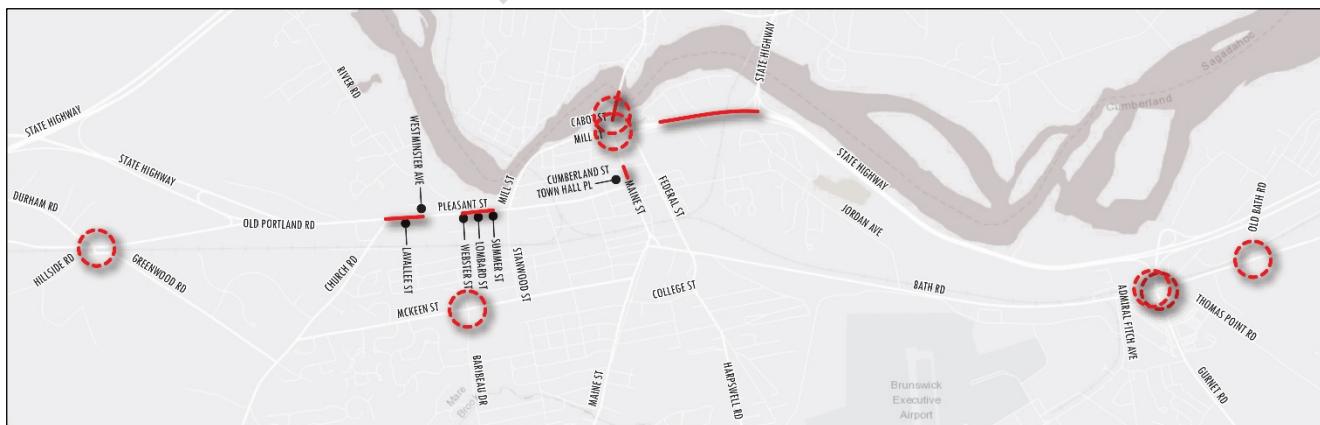
The total number of injuries resulting from accidents at specific locations does not necessarily correspond to the total number of accidents, suggesting which locations represent more of a risk than others. For example, the Maine Street road segment between Town Hall Place and Cumberland Street has the 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.
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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 (see page 4-7).

Action 4:	Continue to improve existing roads and sidewalks, per the <i>2004 Bicycle and Pedestrian Improvement Plan</i> , 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.
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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.

As of December 2020, BBPAC is nearing completion of a draft update to the 2004 Plan.

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 pages 2-5 through 2-6 for information pertaining to the Midcoast Collaborative for Access to Transportation (MCAT), the development of the Brunswick Explorer bus service, and a map of the Explorer route as of December 2020.

Action 7:	Have Town officials meet with neighboring community officials to coordinate regional projects and planning.
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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

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 ([see page 4-7](#)).

5. METRO BREEZ

Description: *Bus services that provide express service between Portland Transportation Center, Yarmouth, Freeport, and Brunswick.*

6. 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.
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Associated Performance Target(s): 4. 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.
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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 recently completed 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 ([see page 6-6](#)).

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 on [pages 4-3 to 4-4](#), 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 ([see page 4-7](#)).
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.

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

Key Objective 1:	Support the transition of BNAS associated housing to meet the workforce and affordable housing needs of the community.
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Key Action 1:	<i>Research federal regulations relating to affordable housing of decommissioned Navy housing and position Town to ensure the availability and affordability of those units.</i>
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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) (see page 2-1), 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 (see pages 3-7 to 3-8):

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 (see pages 3-7 to 3-8), 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 became the Brunswick School Department's ("School Department") administrative offices in 2009.
2. The former School Department building at 35 Union Street was repurposed for use by People Plus and the Teen Center in 2010 (see page 2-8).

3. The former Brunswick High School (BHS) building was demolished in 2009 and replaced by the Harriet Beecher Stowe (HBS) Elementary School in 2011 (see page 1-1).
4. Longfellow School became the Bowdoin College's Robert H. and Blythe Bickel Edwards Center for Art and Dance in 2012 (see page 1-1).
5. The former Time Record building was demolished in 2012 (see page 2-7).
6. The former Recreation Center on Federal Street was demolished in 2013 and replaced by a new office building for Coastal Enterprises, Inc. in 2015 (see pages 2-3 through 2-4 and 2-7).
7. The Jordan Acres Elementary School was closed in 2011 and replaced by the Kate Furbish Elementary School in 2020 (see pages 1-1 to 1-2).

Finally, housing is yet to be considered as a potential reuse for Coffin School, scheduled to close in the near future (see page 1-2).

Action 2: *Partner with funders where possible to encourage owner-occupied multi-unit housing.*

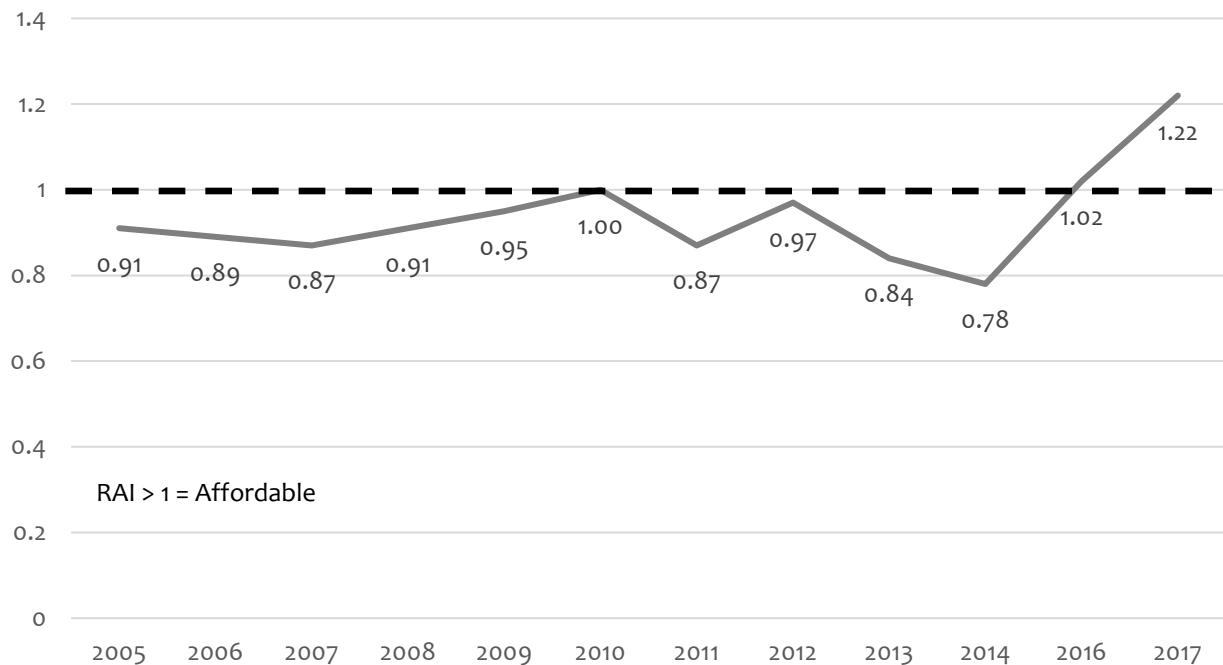
The Director of Planning and Development meets regularly with the Southern Midcoast Housing Collaborative formed in 2020. The Department of Economic Development looks to partner with private funders when possible and occasionally meets with developers interested in building owner-occupied multi-unit 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 decrease 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 (see pages 3-7 to 3-8).

Furthermore, Maine State Housing Authority data shows that the RAI (see page 5-2) 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.

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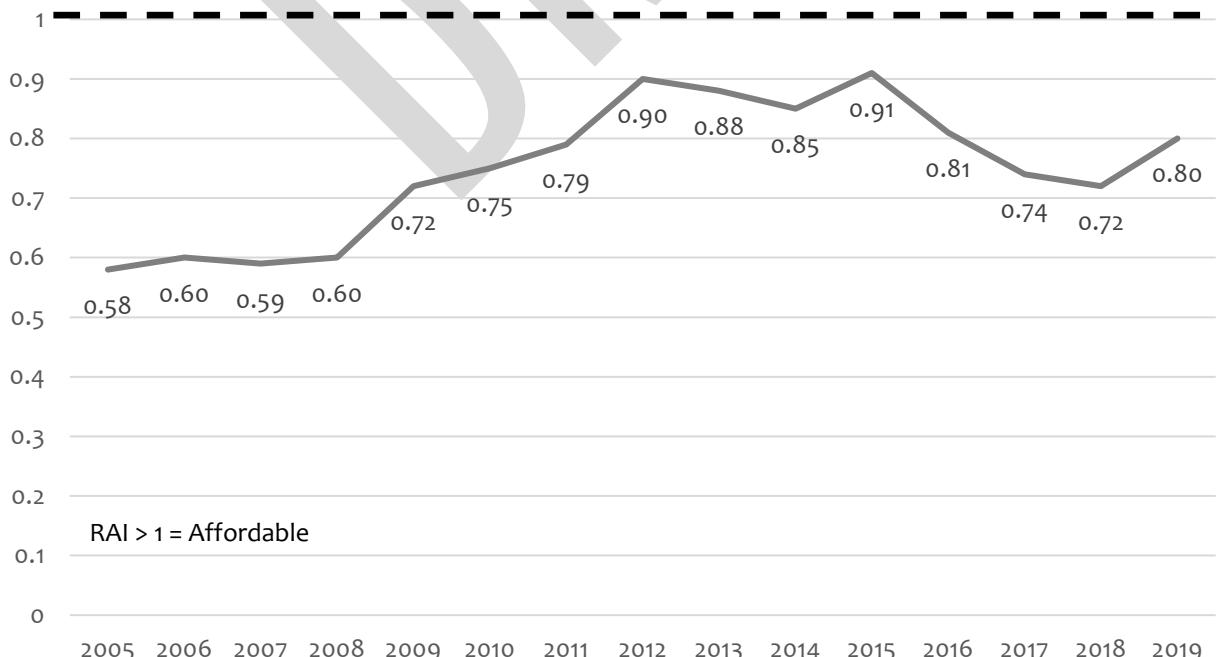
Brunswick Rental Affordability Index



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 (see page 5-2) 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.

Brunswick Homeownership Affordability Index



Key Objective 3:	Create an environment that supports the development of new affordable housing by both the public and private sectors.
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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 on [pages 3-4 and 3-5](#), 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%
GR4	6	R3	5	+16.7%
		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%
		HC2	5	+16.7%
GM5	6	TC1	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	---
GI	n/a	I2	12	---
		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
RP2	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.

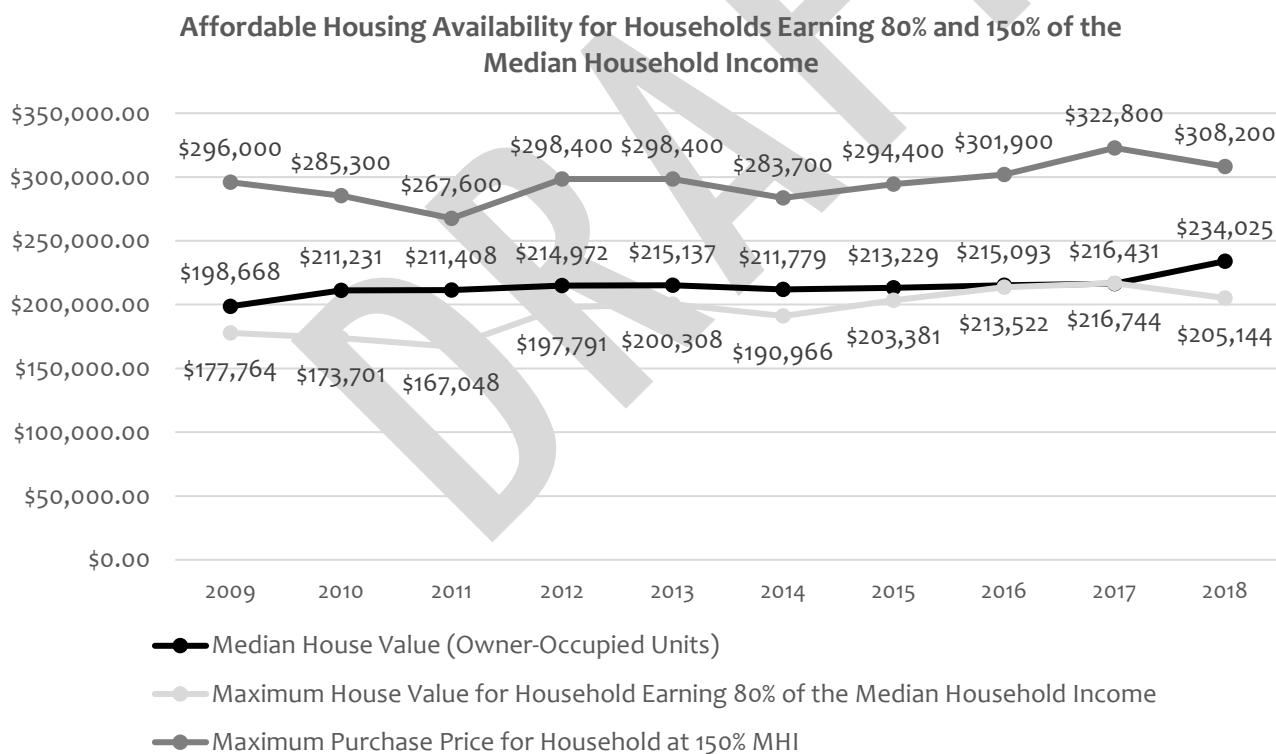
5 Developments subject to Development Review.

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. Recent 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 on page 5-5 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 (see pages 2-13 through 2-16), it has not implemented an Affordable Housing Tax Increment Financing (AHTIF) program to date.

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 recently constructed Brunswick Station Apartments and the recently approved but not yet constructed 16 apartments at Tontine Mall and nine (9) apartments at the southeast corner of the intersection of Mill and Union Streets 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 on page 5-4, 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.*

No known effort was made to complete this action.

Action 3: *Distribute education and program materials with property tax bills.*

A one-page informational document is included with each property tax bill.

DRAFT

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.
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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.
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--- Similar terminology as Policy Area 3, Key Objective 1, Key Action 2 (pages 3-1 to 3-2) ---

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:

- (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 Objective 2:	Limit growth outside the growth boundary relative to growth inside the boundary.
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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
(page 3-7) ---

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 ([pages 3-6 to 3-8](#)) --

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%

Distribution of New Dwelling Units



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 [pages 3-7 to 3-8](#) for more information pertaining to the impact of the closure of BNAS on the local real estate market.

-- continued on next page --

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 remains 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."

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 pages 2-15 through 2-16).
2. The BNAS Reuse Master Plan designated 510 acres for "Recreation and Open Space" and 1,060 acres as "Natural Areas" (see page 3-2).
3. Various zoning ordinance text amendments as referenced below in Key Objective 3, Key Action 3 ([see pages 6-5 to 6-7](#)).

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 ([see pages 3-12 to 3-14](#)) --

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

¹The RBSGO District became the WPO District in 2017

²The master parcel is 49.99 acres.

³Received 15% density bonus.

⁴Received 8.5% density bonus.

⁵The 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) (see page 3-10).
2. An applicant proposing development in the WPO District (see page 3-8) 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) (see pages 3-8 to 3-10).
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 (Section 2.3.3) 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) ([see pages 3-1 to 3-2](#)).

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 ([see pages 4-16 through 4-19](#)).

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 on [page 6-4](#). 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 (see pages 2-2 and 6-13)	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 (see page 6-14)	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 pages 2-15 to 2-16.

Action 6: *Plan for open space and parks in both the Growth and Rural areas.*

See Additional Objective 5, Action 2 on pages 6-12 to 6-13 below and pages 2-2 to 2-4 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 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 2017 to 2019, 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 and haloacetic acids. 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	2017	3.00	Reduction
Barium (ppm)	2	0.006	2017	0.00066	Reduction
Chlorine (ppm)	4	0.68	2019	0.97	Increase
Chromium (ppb)	100	2.20	2017	1.40	Reduction
Combined Uranium (ppb)	30	N/A	2017	1.20	N/A
Fluoride (ppm)	4	1.31	2019	0.70	Reduction
Haloacetic Acids (ppb)	60	31.30	2019	42.00	Increase
Nitrate (ppm)	10	1.5	2019	1.03	Reduction
Total Trihalomethanes (ppb)	80	58.70	2019	56.00	Reduction
Total Coliform Bacteria (positive samples)	TT	N/A	2019	1.00	N/A
Uranium (ppb)	30	N/A	2017	1.20	Reduction
Copper (ppm)	1.3	0.57	2018	0.439 (MCLG)	Reduction
Lead (ppb)	0	1	2018	1.00 (MCLG)	No Change

* 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 (see pages 3-8 through 3-9). 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 on [pages 3-12 and 3-13](#), 3.4% of previously unfragmented forest areas have been fragmented since 2006.

Action 3:	<i>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.</i>
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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 ([see pages 6-7 through 6-8](#)), 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* ([see page 6-8](#)) 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. This item may be revisited in the future.

Key Objective 5:	Provide adequate recreational facilities for current and future needs.
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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 ([see page 3-10](#)) 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.

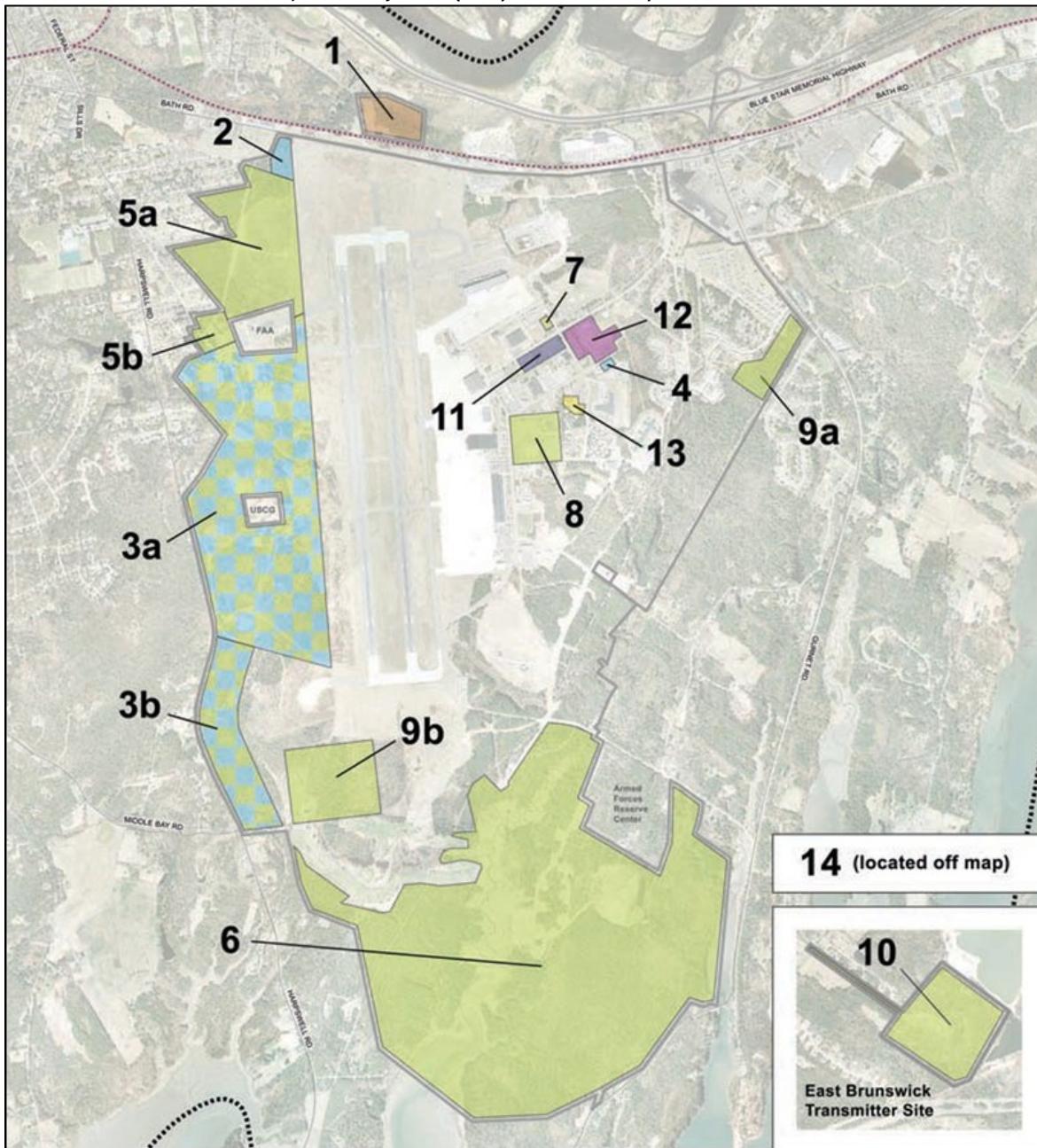
Action 2: *Identify and obtain facilities for recreation on BNAS property that can best meet the needs of the community. Update the 2004 Brunswick Bicycle and Pedestrian Improvement Plan to incorporate access to BNAS.*

-- Similar terminology to Policy Area 2, Key Objective 1, Key Action 3 (pages 2-2 to 2-4) --

Facilities identified and obtained for recreation on BNAS property on the map below include:

-- continued on next page --

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 (see page 2-4).

As referenced on [page 4-14](#), as of December 2020, the Brunswick Bicycle and Pedestrian Advisory Committee (BBPAC) is nearing completion of a draft update to the 2004 *Bicycle and Pedestrian Improvement Plan*. The updated plan will address accessibility and other issues associated with Brunswick Landing.

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 (page 2-12 to 2-13) --

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 on pages 2-12 through 2-13. 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 (see pages 2-4 and Item 5 above) in east Brunswick currently provides opportunities for passive recreation, but amenities such as playing fields and playgrounds have yet to be provided.

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.*

Upon 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.

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.

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:

Motorboat:

- 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).

Non-Motorized:

- 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 (see Item 5 on previous page).

10. *Develop a master plan for trails, sidewalks, and bicycles facilities throughout the community.*

This item significantly overlaps BBPAC's 2004 *Bicycle and Pedestrian Improvement Plan*, which is currently being updated ([see page 4-14](#)).

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. on the previous page.

13. Extend the path to Topsham via islands in the Androscoggin River.

Achieving this item requires the acquisition of Merrymeeting Park (see Item 6 on [page 6-14](#)).

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.
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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
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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.
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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

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* (see pages 3-9 to 3-10). Specific gateway recommendations were also included in the following planning documents: 2004 *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 Item 8 on [pages 6-15 to 6-16](#).

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.
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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 ([see pages 6-7 through 6-8](#)). 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 ([see page 6-10](#)). 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 (see page 2-4) 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. An evaluation of the Mare Brook urban impaired stream watershed is ongoing (see [pages 6-7 through 6-9](#)) and the completion of the *Mare Brook Stormwater Management Plan* is anticipated in 2021.
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. 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. ([see page 6-14](#)).

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 pages 4-14 to 4-16](#)), 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 ([see page 3-14](#)).

Action 3: *Inform the public about these resources using the Town website and other means.*

As referenced on the previous page, 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* ([see page 6-14](#)) 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 page, 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.

Other Significant Natural Resource Management Standards and Programs:

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 (see page 2-4).
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.

Experimental Management Standards:

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 pages 6-7 through 6-8](#)).

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.

DRAFT

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.
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Associated Performance Target(s): 1. Complete the planning and design of Maine Street Station by 2010.

Key Action 1:	<i>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.</i>
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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 in 2011 and all of the other elements have since been realized, except for one unbuilt retail/office building depicted in the plan at the southeast intersection of Union Street and the railroad which currently serves as Amtrak passenger parking.

Amtrak Downeaster passenger rail service to and from Brunswick Station began in 2012.

Key Objective 2:	Make the Downtown District safer and more pedestrian friendly.
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Associated Performance Target(s): 2. Substantially reduce the number of pedestrian accidents in Downtown each year.

Key Action 1:	<i>Evaluate and implement measures and physical improvements, including traffic calming mechanisms, for improving pedestrian safety and comfort on Maine Street.</i>
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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. As of December 2020, the project was nearing completion of the design development stage.

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,” [see page 4-9](#)) 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 on the previous page. However, the intersection has experienced an increase in the number of accidents, averaging 27 accidents per year since 2016.

The road segment from Maine Street north of Cabot Street to the Brunswick-Topsham boundary experienced the seventh highest number of accidents (222) since 2008. Similar to the intersection referenced above, the road segment has experienced an 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 on [pages 4-10 through 4-12](#), outer Pleasant Street had the most accidents since the adoption of the 2008 Plan: Pleasant Street between Church Road and Lavallee Avenue had the most accidents (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.

As referenced on [page 4-14](#), as of December 2020, the Brunswick Bicycle and Pedestrian Advisory Committee (BBPAC) is nearing completion of a draft update to the 2004 Plan.

Key Objective 3:	Increase the number of housing options in the Downtown District.
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Associated Performance Target(s): 3. 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 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.
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Associated Performance Target(s): 4. 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.

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.

As of December 2020, the Town was working with a consultant, Milone and MacBroom, Inc., on a Downtown Streetscape Enhancement Project (see page 7-1) 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.

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:	<i>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.</i>
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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 on page 7-2, investment in the area will continue with the proposed Riverwalk project (see pages 6-15 to 6-16).

Action 6:	<i>Support efforts to develop and promote a local creative economy.</i>
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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 110 artists.

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.
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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.
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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.
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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 on page 2-9, the Town is also in the process of building a new approximately 110-space, park-and-ride facility on State-owned property south of Cedar Street and east of Spring Street.

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, when complete, have added approximately 210 parking spaces for public and private use, nearly one-half of the projected demand.

DRAFT

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):	<ol style="list-style-type: none">1. Feasibility study for in-fill sites completed in 2006 (Completed 2007).2. 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:	<p><i>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.</i></p>

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 (see pages 2-1 to 2-2, **3-2 to 3-3**, and **4-5 to 4-6**). 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 on the previous page.

b. Insurance Premium Tax Credit:

Same exemption as the MRZ Insurance Premiums Tax Credit in Item 8.b on the previous page.

c. Employment Tax Increment Financing:

Same exemption as the MRZ Income Tax Reimbursement in Item 8.c on the previous page.

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 pages 2-13 to 2-16)

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, see page 2-16) 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 on page 2-8, the Town's Department of Economic Development is currently working on a feasibility study for the potential reuse of the existing central fire station building upon the completion of the new facility at the southwest corner of Pleasant and Webster Streets.

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.
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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 --- (page 2-1)

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, Executive Director of MRRA, as of November 2020 the Navy has 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. To date, MRRA has paid approximately \$8 million to the Navy through the EDC agreement.

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. As part of receiving the 144 acres MRRA was required to pay fair market value and must share 25% of all future sales and lease revenues within the EDC area with the Navy through 2035. In 2020, MRRA received a grant from the DOD to begin land use planning for the area. As of December 2020, MRRA and its consultant were drafting different land use scenarios for public input.

Additional properties of 39 and 20 acres are anticipated to be conveyed over the next year, assuming they receive the necessary environmental approvals.

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.
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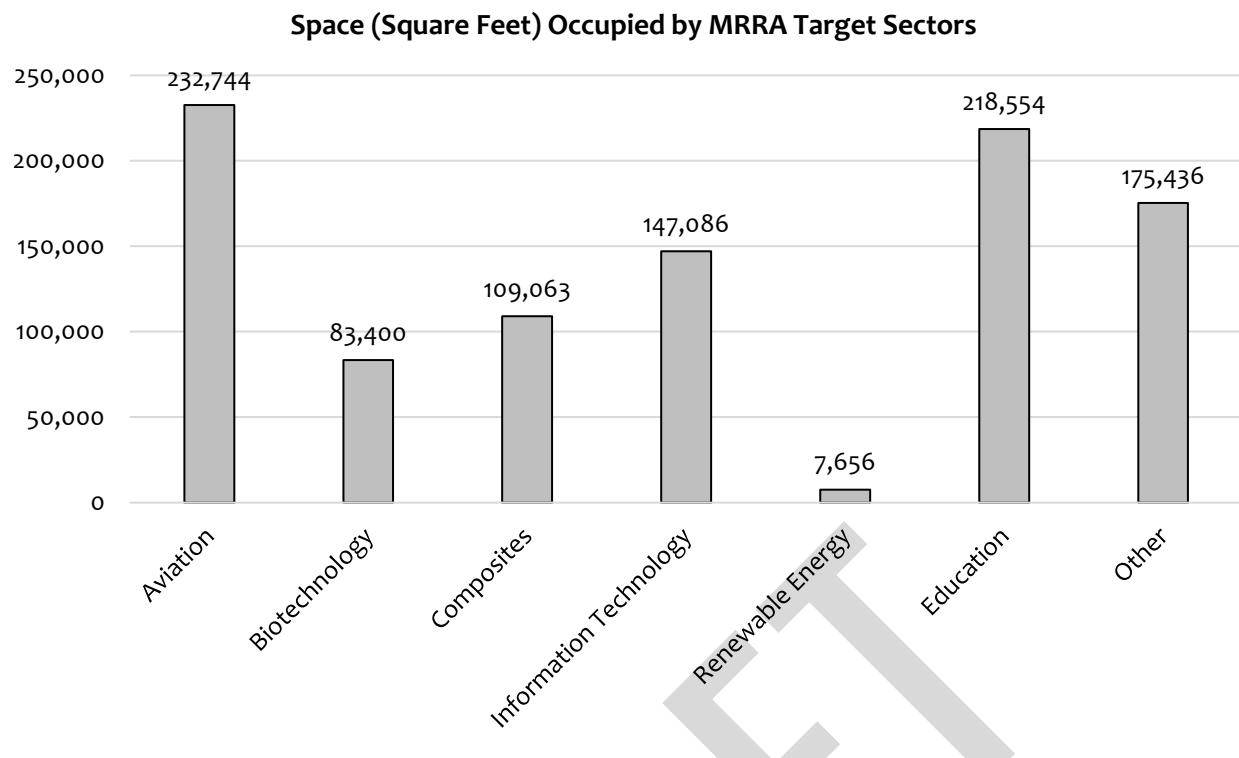
Associated Performance Target(s): 7. 500 jobs are created in Brunswick in the categories of jobs identified in Key Objective 3, Key Action 1 above.

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. Of the nearly one (1) million square feet currently occupied within Brunswick Landing, the target sectors occupy the following:

--- continued on next page ---



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.
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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 (see page 1-1).

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.

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.

Key Objective 5:	Enhance the economic viability of small, locally owned businesses.
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Associated Performance Target(s): 5. 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 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.

The BDC is currently working on restructuring their loan/grant system to increase the funds available to small businesses seeking improvements to their systems and to increase their 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. Also, a public forum hosted by the Town’s Department of Economic Development and Department of Finance to educate business owners on the use of personal property tax exemptions, is in development as of November 2020.

Action 4:	Support Brunswick's natural resources economy, including marine harvesting and farming.
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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.
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. Brunswick Landing Farmers' Market is a Wednesday afternoon year-round market located in the backyard green at Flight Deck Brewing (11 Atlantic Avenue) during the summer and Friday at Turtle Rock Farm in the winter.
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.

A 2019 report titled, *Emphasizing and Preserving Working Rural Landscapes*, prepared by Cooper Dart, Bowdoin Fellow ([see page 3-9](#)), 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 one 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.
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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 (see page 2-15).

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 August 2011, NNEPRA officially selected the “Brunswick West” site as the location for a new layover facility ([see pages 3-15 through 3-16](#)). 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. The Town is currently pursuing federal funding for quad gates on Stanwood Street that would allow for the continuation of the quiet zone.

In October 2017, NNEPRA proposed a pilot program to extend the Downeaster to Rockland through Bath, Wiscasset, and Newcastle for a limited seasonal schedule because passenger rail service to Rockland via the Maine Eastern Railroad stopped in 2015. The proposed Rockland service has not come to fruition to date, but NNEPRA remains interested in the proposal. Coordination with the Town on this proposal has not occurred as NNEPRA’s exemption from local regulations continues to complicate efforts to coordinate future decisions to minimize noise and other negatives impacts to surrounding neighborhoods regarding train service.

In November 2017, in partnership with the MDOT, the Town identified State-owned property south of Cedar Street and east of Spring Street for the development of a new, approximately 110-space, park-and-ride facility. Most of the parking lot will be reserved for Downeaster, Metro BREEZ, and Concord and Greyhound bus passengers. The remaining area will be open to the public. State and Federal money will fund 80% (\$790,000) of the project with the Town paying the remaining 20% (\$197,500). It is anticipated that the parking lot will be completed in 2021.

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