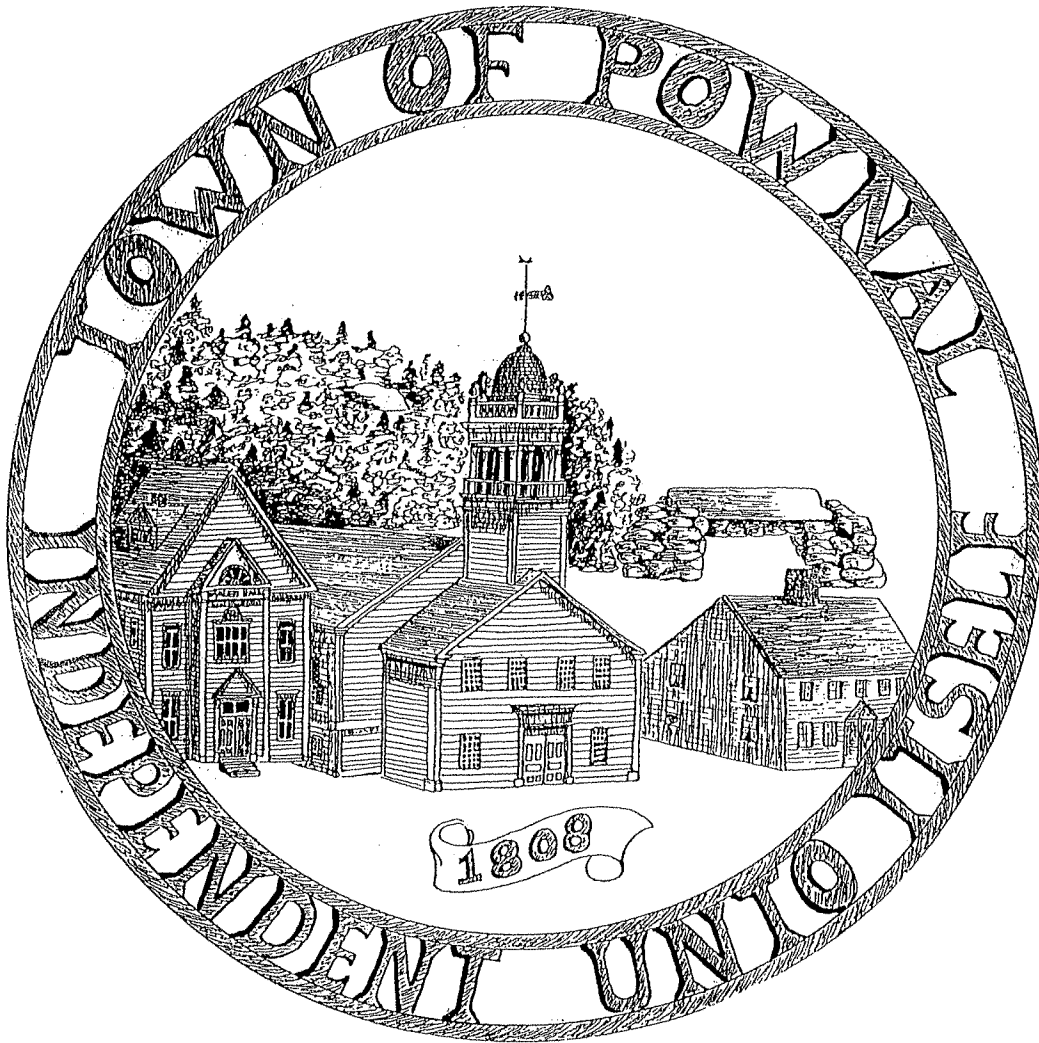


TOWN OF POWNAL  
COMPREHENSIVE PLAN 2006 UPDATE



*Adopted at Special Town Meeting  
September 18, 2006*

# Comprehensive Plan 2006 Update

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# Town of Pownal COMPREHENSIVE PLAN 2006 UPDATE

## TABLE OF CONTENTS

	Page
Introduction	1
Definition	1
History	2
State Goals	4
Section I Inventory and Analysis	
Policies and Implementation Strategies	5
Population	5
Economy	7
Housing	8
Distribution of Buildings Map	15
Natural Resources	17
Land Use	25
Existing Zoning / Future Land Use 2015 Map	31
Shoreland Zoning Map	33
Natural Constraints Map	35
Soil Development Potential Map	37
Public Facilities and Services	39
Town Government	39
Public Safety	42
Emergency Management Agency	45
Education	47
Transportation	50
Recreation	55
Fiscal Capacity	58
Section II Capital Investment Plan	67
Section III Regional Coordination Plan	69
Section IV Summary of Implementation Strategies	71
Section V References	81
Public Participation	81
Survey Results	82
Bibliography	90

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## INTRODUCTION

Pownal is located in Cumberland County, approximately equidistant from Portland, Brunswick and Lewiston/Auburn. It is bordered by the following towns: Durham, New Gloucester, North Yarmouth, Yarmouth, and Freeport.

The State of Maine requires each town to adopt a comprehensive plan as a blueprint for the management of future town growth. At a town meeting in 2004, Pownal citizens voted to update the 1992 Comprehensive Plan. The plan is intended to protect the Town's natural resources and permit economic development without the loss of rural character. Once approved by the voters, the Pownal Comprehensive Plan provides the legal basis for zoning, subdivision and other local ordinances.

In order to accurately reflect the wishes of the Town, the Comprehensive Plan Committee solicited a wide range of public views and comments. In the spring of 2004, the Committee distributed a one-page questionnaire in order to obtain a preliminary sampling of public views. This was followed by a series of individual interviews and focus group meetings in the spring, summer, and fall of 2004. A town survey was sent out to all registered voters and garnered an almost 30% rate of return. This plan reflects the results of these efforts, along with public hearings and open committee and subcommittee meetings which took place regularly from 2004 -2006.

## DEFINITION

### *Rural Character*

In response to public input, the Comprehensive Plan Committee defines rural character as synonymous with country and rustic. "Rural character" evokes a community dominated by open space and undeveloped land with residences spread in a loose pattern that provides privacy but promotes neighborliness. It further implies multipurpose land use for both production and recreation.

## HISTORY

The Town of Pownal has evolved from a farming community to a present day low-density village trying to preserve its rural character. It has the unique feature of Bradbury Mountain State Park at its center. There is no industrial development, but the proximity to Portland, Brunswick, Freeport, and Lewiston/Auburn provides employment opportunities for many of Pownal's residents.

Pownal was once the northwest part of the town of Freeport. It separated in 1808 and was named in honor of Thomas Pownall, the Governor of Massachusetts from 1757 to 1760. Maine separated from Massachusetts and became a State in 1820.

Pownal center and North Pownal have both had churches, fire stations and stores. West Pownal once had a store, railroad depot and a grainary. One-room schools were located throughout the Town. Starting in 1968, these were consolidated into Pownal Elementary School which serves pre-K through 8<sup>th</sup> Grade. Also since 1968 the Post Office has been located in West Pownal.

Farming was long the mainstay of life in Pownal. Crops and animals were raised for personal consumption or barter. As farming developed, goods were available to go to market. In 1855 a railroad depot in West Pownal provided access to outside markets. It was common for people on farms to have small businesses or to work outside in local industries for supplemental income. Farmers were also carpenters, wheelwrights, blacksmiths, carriage makers, tin peddlers, coffin makers, tanners, coopers, harness makers, shoemakers and manufacturers of hay presses. Many residents relied upon the shipyards, granite quarries, brick yards, paper mills, shoe factories and fish packing plants of the Freeport-Yarmouth region for additional income. As time went by and transportation improved, and the regional economy developed, outside income became more and more important to the family.

Today, the family farm has pretty much disappeared from Pownal. Where once there were acres of fields and orchards, the land now has been reclaimed by tree growth.

Forest products were also important to the economy of Pownal from its earliest days. Two permanent mills were established in the Pownal area in 1795. One was on the Hodsdon Road by the eastern branch of the Royal River; the other was located on the Lawrence Road by the middle branch of the Royal River, now Chandler Brook.

Throughout much of the 1800's and into the early 1900's, granite was quarried in certain areas of Town, some of it being shipped to distant states and some used nearby, such as the unique granite Cribstone Bridge between Orrs and Bailey Islands.

By 1850 Pownal's population grew to over 1000 people. However, by 1900 the population of the Town had declined to about 600 people. By 1950 the population had increased by only 160 people. The period from 1950 to 1970 was the time in which easy access to the automobile, cheap fuel and low housing costs spurred growth of suburban communities. Pownal was considered a second ring suburban community of Portland but did not experience the high levels of growth that the suburbs immediately surrounding the city did. It grew moderately to about 800 people by 1970. The period from 1970 to 1975 was one of surprising growth for southern Maine. During this 5-year period, Pownal grew by 300 people to a population of 1100, an increase of nearly 40 percent. Annually, this represented a growth of 7 percent as compared to less than one percent annual growth from 1900 to 1970. From 1975 to 2000 the population increased to 1496 and 567 households.

Pownal's form of government has remained unaltered since incorporation. Minor changes have occurred, but the governing body functions as it did in the past. In 1958 a building code was adopted. In 1964 the Planning Board was established. In the past, many of the Town offices were run out of the Town officers' homes. By 2003, Pownal's Town hall, Mallett Hall, had been expanded to include offices for the Town Clerk, Treasurer, Tax Collector and Selectmen, plus a storage facility in the basement for Town records. The building is handicapped accessible.

## STATE GOALS

(30-A M.R.S.A. section 4312 subsection 3)

- ♦To encourage orderly growth and development in appropriate areas of each community while protecting the State's rural character, making efficient use of public services and preventing sprawl;
- ♦To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;
- ♦To promote an economic climate which increases job opportunities and overall economic well being;
- ♦To encourage and promote affordable, decent housing opportunities for all Maine citizens;
- ♦To protect the quality and manage the quantity of the State's water resources – including lakes, aquifers, great ponds, estuaries, rivers and coastal areas;
- ♦To protect the State's other critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas;
- ♦To protect the State's marine resources industry, ports and harbors, from incompatible development and to promote access to the shore for commercial fishermen and the public;
- ♦To safeguard the State's agricultural and forest resources from development which threatens those resources;
- ♦To preserve the State's historic and archaeological resources, and;
- ♦To promote and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

# SECTION I

## INVENTORY AND ANALYSIS POLICIES AND IMPLEMENTATION STRATEGIES

### POPULATION

#### HISTORICAL POPULATION AND PROJECTED GROWTH

Anticipating population growth is an integral part of the comprehensive planning process. Depending on future population characteristics, a plan could be drafted from this information to address Pownal's needs, (housing, zoning, growth areas, resource protection, etc). It should be understood that predicting population with great accuracy is difficult. The Greater Portland Council of Governments projects a 2010 population less than the U. S. Census as evidenced by comparing Tables 1 and 3.

#### POPULATION GROWTH

Over the past 20 years, Pownal's population has grown significantly faster than the State rate of growth, but less than surrounding communities. This slow growth rate is a result of Town land use ordinances, low taxes on raw land and an increase of conservation awareness among other factors.

**TABLE 1**

Town of Pownal compared to surrounding communities

	1980	1990	2000	1980-1990 change	1990-2000 change	1980-2000 change	Projected 2010	Proj 2000-2010 change
Pownal	1189	1267	1496	6.1%	18.0%	25.8%	1804	20.0%
Durham	2074	2842	3381	37.0%	19.0%	63.0%	3841	22.0%
Freeport	5863	6905	7800	17.8%	13.0%	33.0%	8626	20/0%
N. Gloustr	3180	3916	4803	23.2%	22.7%	51.0%	5460	13.0%
N. Yarm	1919	2429	3210	26.5%	32.0%	67.0%	3854	20.0%
Yarmouth	6585	7862	8360	19.3%	6.3%	26.9%	8852	5.0%
State of Maine	1,125,043	1,227,928	1,274,923	9.2%	3.8%	13.0%	1,337,466	4.0%

Source: U.S. Census Bureau and Maine State Planning Office Forecast, December 2001

## POPULATION DENSITY

Pownal has a significantly lower population density than surrounding towns. There is a considerable amount of undeveloped acreage including protected areas such as wetlands, Bradbury Mountain State Park, Town-owned land, and conservation easements.

TABLE 2

	Total area (square miles)	2000 Population	2000 Density per square mile	2010 Projected Population	2010 Density per square mile
Pownal	22.88	1496	65.4	1804	78.8
Durham	38.78	3381	87.2	3841	99.0
Freeport	46.49	7800	167.8	8626	185.5
N. Gloucester	47.79	4803	100.5	5460	114.2
N. Yarmouth	21.40	3210	150.0	3854	180.1
Yarmouth	18.00	8360	464.4	8852	491.8

Source: U.S. Census Bureau and Maine State Planning Office Forecast, December 2001

## POWNAL'S POPULATION BY AGE GROUP

TABLE 3

Age Group	1990 census	2000 census	2005 estimated	2010 projected
0 - 4	91	90	98	103
5-17	269	272	246	230
18-29	195	142	140	141
30-44	390	357	323	295
45-64	234	481	665	812
65-79	75	123	143	168
80+	13	31	44	55
<b>Total</b>	<b>1,267</b>	<b>1,496</b>	<b>1,659</b>	<b>1,704</b>

Source: Greater Portland Council of Governments, U.S. Census Data

## ECONOMY

### LABOR FORCE AND EMPLOYMENT

Of the 839 people in the workforce in Pownal, (16 years and older), 804 are employed and 35 are unemployed. According to the 2000 census, the National unemployment rate, was 4%. The State of Maine 2000 unemployment rate was 3.4%.

### TYPE OF WORKERS

Private wage and salary workers	580
Government workers	121
Self-employed (not incorporated)	103
Unpaid family workers	0

Pownal workers commute an average of 26.7 minutes one way per day. Most travel by private vehicles. Sixty-five work at home. There has been a steady growth of home occupations which are allowed in all areas of Town. The largest employer in Town is S.A.D.62.

### EMPLOYMENT IN POWNAL 2000

Agriculture, Forestry, Fishing & Hunting	24
Construction	74
Manufacturing	71
Wholesale Trade	23
Retail Trade	152
Transportation, Warehousing & Utilities	30
Information	34
Finance, Insurance, Real Estate, Rental/Leasing	36
Professional, Scientific, Management, Administrative & Waste Management Services	66
Educational, Health & Social Services	194
Arts, Entertainment, Recreation, Accommodation & Food Services	32
Other services (except Public Administration)	33
Public Administration	35

*Source: 2000 U. S. Census Data*

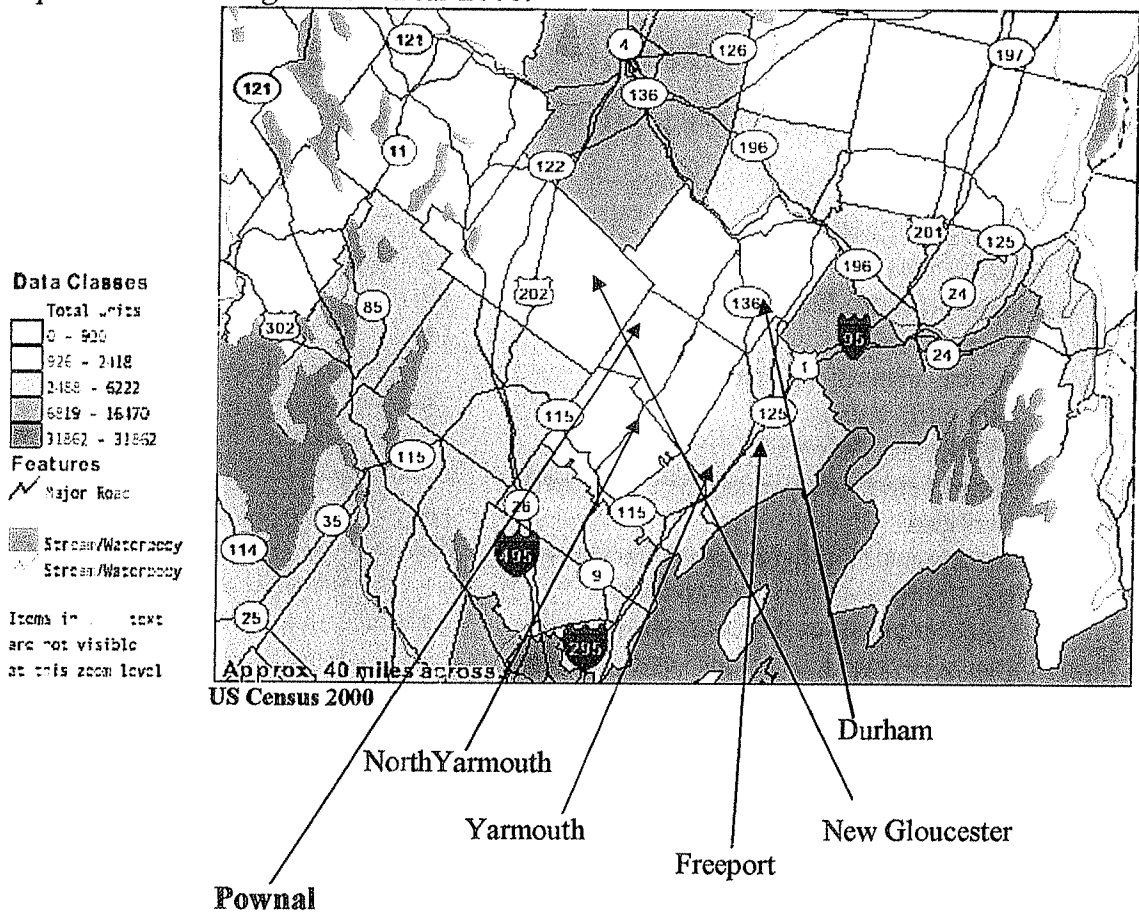
# HOUSING

## INTRODUCTION

Housing encompasses such topics as number of houses, types, age/condition, affordability, population and growth, as well as the community's housing needs and desires. According to a 1999 Maine State Housing Authority report there was a trend toward folks leaving the higher priced urban housing market for the lower priced, rural communities and commuting to their jobs. Pownal is feeling the pressures of growth along with the surrounding towns. Being central to Portland, Lewiston, Auburn, Freeport, Brunswick, and close to the Pineland Campus makes Pownal an ideal location for those seeking to live within a reasonable commuting distance.

Preserving Pownal's rural character is important to our town, as evidenced by our 2004 Town Survey. The community's desire to preserve rural character and provide for housing needs is critical in determining what type of community Pownal will be in the future.

Map of Total Housing Units – Year 2000:



## OCCUPANCY / VACANCY

Of the 567 Pownal housing units 87.8% are owner occupied, 11% are rental occupied and 1.2% are vacant.

**Table 1 - Occupancy/Vacancy Data: U.S. Census**

Census Data Year	1970	1980	1990	2000	2000 %
<b>Total Units</b>	239	370	434	567	--
<b>Owner Occupied</b>	n/a	327	374	498	87.8
<b>Renter Occupied</b>	n/a	37	40	62	11.0
<b>Vacant</b>	14	6	20	7	1.2

## TYPE OF HOUSING

94% of Pownal housing is single unit detached.

**Table 2 - Type of housing: State Planning Office Housing Characteristics: 2000**

Total Housing Units	1-Unit Detached	1-Unit Attached	2 Units	3 or 4 Units
567	533	16	12	6
	94%	3%	2%	1%

## HOUSING CONDITIONS

Conditions of the housing can be related to the age; 30.4% were built in 1939 or earlier, 11.7% were built between 1940-1970 and 57.9% were built between 1970-2000. Many of the older homes have been renovated and restored. The newer homes built after 1970 should be of adequate condition.

**Table 3 - Year Structure was built by percentage: State Planning Office Housing Characteristics: 2000**

1939 or earlier	1940-1959	1960-1969	1970-1979	1980-1989	1990-1994	1995-1998	1999-2000
30.4%	6.8%	4.9%	20.5%	15%	10.3%	8.6%	3.5%
30.4 %	11.7%		57.9%				

## HOUSEHOLDER AGE

The age of householders' data shows 63.2% are 45 years or older.

**Table 4 - Householder Age Data: US Census 2000**

Age of Householder	Units	Percentage of Units
Occupied units	560	100%
15-24 years	5	0.9%
25-34 years	61	10.9%
35-44 years	140	25%
45-54 years	176	31.4%
55-64 years	87	15.5%
65 years and over	91	16.3%
<b>Breakdown of 65 years and over:</b>		
65-74 years	56	10.0%
75-84 years	31	5.5%
85 years and over	4	0.7%

## HOUSEHOLD INCOME AND INCOME AFFORDABILITY

According to the 2000 Census, home ownership in the US is 66%, in Maine 75% and in Pownal 87.8%. Yet more than 43% (Table 5) of Pownal households were below the median income suggesting that this group could not afford a home in Pownal should they attempt to purchase one now.

**Table 5: Pownal's Income: U.S. Census 2000**

Households	\$84	%	%
Less than \$10,000	16	2.7	43.3%
\$10,000 to \$14,999	28	4.8	
\$15,000 to \$24,999	60	10.3	
\$25,000 to \$34,999	61	10.4	
\$35,000 to \$49,999	88	15.1	
\$50,000 to \$74,999	153	26.2	
\$75,000 to \$99,999	78	13.4	
\$100,000 to \$149,999	70	12.0	
\$150,000 to \$199,999	10	1.7	
\$200,000 or more	20	3.34	
<b>Median Household Income</b>	<b>\$54,219.00</b>		

To further understand "Affordability" we will use the following Maine State Housing Authority (MSHA) Affordability Index definition:

**HOME AFFORDABILITY INDEX:** *a measure of how much of the median home price the family with a median income can afford to buy in the region. An index of .95 means that the family with a median income can only afford to buy a home worth 95% of the median home value in the area. An index of 1.25 means that a family with a median income can buy a home worth 25% more than the regional value. Therefore an index of less than 1 is unaffordable, and index of more than 1 is affordable*

\*MERIS data (See Table 6 below) placed Pownal’s 2000 median income at \$54,219.00 and the median home price was \$136,000.00. If you earned the median income you could afford a home price of \$147,235.00 giving an Index of 1.08. Therefore you could actually afford a home price higher than the median price. In 2003 median income increased to \$60,633.00 and the median home price increased to \$184,875.00. This shows that in 2003 even if you earned the median income you could not afford a home in Pownal at the median price. Pownal’s median income is on the rise but is not keeping pace with median house price. Both increases are due in part to the influx of higher income house owners and the type of homes they build or ways they renovate.

**Table 6: Pownal’s Housing Affordability Index:** April 2004 Claritas by MERIS

Year	% of Median Income	Index	Median Income	Median Home Price	Median Income Can Afford	Income Needed	By Hour
2000	100%	1.08	\$54,219	\$136,000	\$147,235	\$50,522	\$24.08
2003	100%	0.98	\$60,633	\$184,875	\$181,419	\$61,788	\$29.71

\*From a document prepared by Office of Research and Planning MSHA, using data derived from Maine Real Estate Information System “MERIS”

## HOUSING GROWTH

The two highest decades of growth (Table 7) were 1970-1980 and 1990-2000.

**Table 7: Pownal’s Actual Housing Growth:** U.S. Census Data

Year	Total Housing Units	Decade Increase
1940	153	-
1950	167	14
1960	194	27
1970	239	45
1980	370	131
1990	434	64
2000	567	133

The Maine State Planning Office forecast (Table 8) is predicting the 2005-2015 housing unit increase to be 142 units. The recorded housing unit growth shows this forecast may be grossly inaccurate. Based on actual housing units' growth from 2000-2004 it appears that we can cut the forecast in half giving us a 71 unit growth forecast for 2005-2015.

**Table 8: Forecast of Housing: Occupied, for Sale or Rent:** Maine State Planning Office  
Oct. 2003

YEAR	2000	2001	2002	2003	2004	2005	2015	Estimated Changes 2005-2015
<b>Pownal</b>	562	582 +20	601 +19	621 +20	640 +19	659 +19	801	+142
<b>*Recorded</b>		4	7	8	8			+71

*\*Figures from Pownal Code Enforcement Officer*

## HOUSING POLICIES AND IMPLEMENTATION STRATEGIES

Review of the 1992 plan shows that much remains the same in way of concerns, issues and areas of questions.

### Public Comment: (From Survey comments, meetings, hearings and focus groups)

#### Survey 2004:

	Encourage	Permit	Neutral/undecided	Discourage
*Affordable elderly housing	94 (28.5%)	158 (47.9%)	50 (15.2%)	28 (8.5%)
Affordable low/moderate income housing	69 (21.3%)	129 (39.8%)	59 (18.2%)	67 (20.7%)

\*Referring to the population by age data (See Table 3 in Population Section page 6) by 2010 at least a third of our population will be 45 or over.

#### Concerns/Comments from meetings/hearings/focus groups/personal interviews:

- Back lot development for more affordable housing.
- Conservation housing, allow for smart growth and preserve rural character/open space/wildlife corridors.
- Areas designated for smaller road frontage/lot size to make more affordable housing.

## POLICIES

1. Promote housing growth and development that preserves rural character.
2. Address elderly and low to moderate income housing needs.
3. Explore various types of housing development alternatives.

## STRATEGIES

1. Strongly recommend that a Housing Committee be established to assess elderly and affordable housing needs.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

2. Explore innovative solutions which could include but not be limited to back lot development, conservation housing, charitable housing (e.g. Habitat for Humanity), accessory apartments and regional coordination.

Responsibility: Board of Selectmen  
New Housing Committee  
Priority: High (1-2 years)

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POWNAL  
2006 Distribution of Buildings



Map created 2005 by Jack Rand

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## NATURAL RESOURCES

### BACKGROUND

Pownal has many natural resources that give our community its rural character: open fields, extensive forested areas, wetlands, wildlife habitat, rivers, and streams. Excessive use of land-based resources will adversely affect the ecological functions that these resources provide, as well as their aesthetic and recreational values. It is important for the Town to understand the environment in order to make enlightened decisions to adequately and appropriately manage the resources it has.

The important issues to consider are water resources, wetlands, wildlife resources and habitat, land for agriculture and tree growth, and limitations to development based upon slope and soil conditions.

### GROUND WATER RESOURCES

One of the most important sources of Pownal's water supply is in the ground as aquifers. Depending on underground conditions, recoverable groundwater supplies may be plentiful or scarce in any given location. Because most of Pownal's drinking water is drawn from groundwater sources, it requires both scrutiny and protection.

An aquifer can either be a soil deposit called a sand and gravel aquifer, or it can be water in cracks and fissures of underlying granite called a bedrock aquifer. Pownal has both kinds. The Maine Geological Survey of the Department of Conservation in 1999 mapped the sand and gravel aquifers for Pownal but not for the bedrock. (see Natural Constraints Map, page 35).

Pownal shares three sand and gravel aquifers with neighboring towns. The largest is part of an aquifer system shared with Freeport and covers an area of approximately five square miles. Approximately half of the area lies within Pownal. Consumers Maine Water uses this aquifer for a Freeport public water supply. Their well, off Webster Road, is near the Pownal-Freeport line in the Harvey Brook Watershed area.

The second largest aquifer, approximately one square mile, is shared with Durham. A third of that area is in Pownal.

The smallest identified aquifer in Pownal is just the tip of a very large system covering approximately 12 square miles in North Yarmouth and Yarmouth. Yarmouth and North Yarmouth use this aquifer for public water supplies. These aquifers lie under primarily flat land with very little slope that may be easily excavated and developed.

The planning process should carefully assess the availability of the aquifers in terms of present and future demands for water. They should be designated as problem areas and a cautious approach should be taken to plan for their use. Survey results indicate citizen support for Groundwater Protection.

## **SURFACE WATER RESOURCES**

Surface water resources include lakes, ponds, streams, rivers and wetlands. Streams in Pownal include Chandler Brook, Thoits Brook, Harvey Brook, Collins Brook, and East Branch of the Royal River (also referred to as East Branch Chandler Brook). These all meet the quality standards of a Class B, Category 2 River with exceptions. The State classifies the Chandler and the East Branch as Category 5A which refers to impaired aquatic life by NPS (non-point source) pollutants. Class B refers to the State's classification system based on parameters such as dissolved oxygen, bacteria and abundance of aquatic life as well as direct discharges and dams. Class B waters are general-purpose waters that are managed to attain good quality water. Treated discharges of pollutants that have ample dilution are allowed. Class 2 rivers attain some designated uses, but no use is threatened. Category 5A refers to Chandler's and East Branch's declining oxygen levels and the East Branch's bacteria count.

## **THREATS TO WATER RESOURCES**

In the past, three areas in Pownal were identified as groundwater pollution sites:

1. sand and salt pile in Pownal Center
2. gasoline/kerosene contamination of the bedrock in North Pownal
3. the former Pownal Airport on Hallowell Road

Remediation measures were employed to correct these problems. However, town officials would be well-advised to consult with the Department of Environmental Protection for any reports available for these sites when reviewing development in these areas.

Septic systems are another source of significant ground and surface water pollution either from malfunctioning or from the spreading of septic sludge on properties. Pownal does have an agreement with the Lewiston-Auburn Water Pollution Control Authority that residents' septic sludge may be disposed of at their facility for a fee.

Present land use development patterns may create or compound threats to water resources. Policy decisions should be made to address these issues.

## WETLANDS

Wetlands refer to the group of soils and miscellaneous land types that are commonly found in water-logged or water-enriched conditions. Common names for wetlands include swamps, marshes, bogs and vernal pools. Wetlands are important because they reduce flooding, serve as water purifiers and provide a unique habitat for a broad spectrum of plants, animals and fish. The sensitive ecological balance of a wetland can be easily and disastrously disrupted by human activities through filling, draining, excavating, clearing, or paving over. Because of their ecological value, wetlands should be maintained as open space or conservation space.

*The State of Maine Natural Resources Protection Act (NRPA)* regulates the use of “significant” wetlands, shorelands within 250 feet of ponds and rivers, and wetlands within 25 feet of rivers and streams. Significant wetlands include those consisting of or containing at least 20,000 square feet of aquatic vegetation, emergent marsh vegetation or open water, or peat lands dominated by sedges and sphagnum moss, or significant wildlife habitats and vernal pools.

*The State Site Location Law* regulates large-scale projects that occur in or adjacent to wetlands. State law also mandates that all freshwater wetlands within any proposed subdivision be mapped as part of the application.

*Maine’s Department of Environmental Protection, under the Federal National Pollutant Discharge Elimination System (NPDES) Program*, reviews standards for managing stormwater that may pollute surface waters including wetlands.

*Pownal’s Shoreland Zoning Ordinance* regulates activities in and around wetlands. Those wetlands under Resource Protection are noted on the Shoreland Zoning Map. (page 33)

Flood Plains are areas susceptible to flooding, especially during spring rains when the frozen ground and/or remaining snow can produce excessive amounts of runoff. *The National Flood Insurance Program* map shows the areas that lie within the 100 year flood plain, the area that would be inundated by the flood from a storm of such intensity that it has only a one percent chance of occurring in any given year. All the rivers in Pownal are susceptible to 100 year floods and are shown on the National Flood Insurance Program map.

The Shoreland Zoning and Natural Constraints Maps locate the significant wetland and flood plain areas recognized by the State. (pages 33 & 35)

## WILDLIFE RESOURCES & HABITATS

Fisheries and wildlife are important economic and recreational assets. Pownal's wildlife includes diverse populations of mammals, birds, reptiles, fish and amphibians.

Community growth can cause wildlife habitat to be lost to development. It is important to have connections between their habitats especially along roadways.

The Beginning with Habitat program, sponsored by a variety of state and private conservation agencies, provides maps and information that can help Pownal with the conservation of valuable habitats.

## SCENIC RESOURCES

The view from Bradbury Mountain summit is probably our most valuable scenic resource along with the view of Mt. Washington that can be seen from many locations in town. Bradbury Mountain draws many visitors to Pownal with 80,000 visitors recorded in 2004. We still have open farmland that contributes to the scenic value.

## CRITICAL NATURAL RESOURCES

The State has identified the following environmentally-sensitive natural areas and species:

1. Aeolian sand deposits that are located on lands abutting the Freeport-Pownal line adjacent to the Desert of Maine.
2. Creeper, a mussel found in Chandler Brook.

## LAND FOR AGRICULTURE AND TREE GROWTH

Pownal is primarily forested today. A few forest parcels, including town lands, are being professionally managed.

The Soil Conservation Service has mapped prime agriculture lands. Prime agricultural soils are important for both their current agriculture and potential for agriculture and tree growth and should be considered for their resource value. In Pownal, almost all of these soils support tree growth. The remainder support development.

## LIMITATIONS TO DEVELOPMENT

### *Ground Slope*

Slope, a measure of steepness, is the amount of rise or fall for a given horizontal distance. It influences the economic and physical feasibility of various land uses. For example, it is harder to farm steep land than flat land. Slope also effects the functioning of septic systems and the placement of roads and structures.

Because of this, onsite investigation of conditions should be made before reaching final decisions regarding specific land use proposals. Town officials should carefully evaluate slope percentage between 0% and 3% in terms of ponding, erosion, hydric soils potential, and wetland wildlife habitat. Gentle and moderate slopes (3-15%) are usually well-suited for development, but other factors such as soils, wildlife habitat and current land use must be considered. Slopes in excess of 15% are problematic for development and should be avoided.

The Natural Constraints Map (page 35) shows slopes greater than 15%. Much of the flat land is found in the north, east-central, and northwest parts of town, in the flood plains and wetlands. Knowing slope constraints will help town officials in making preliminary assessments of proposed land uses.

### ***Soils***

Five factors determine the kind of soil to be found in a given area. They are the parent material, vegetation on parent material, climate, topography and time; thus, soils are formed through the action of climate and vegetation on parent material.

Different soil types are called soil series and have been identified and mapped by the United States Department of Agriculture Soil Conservation Service. The characteristics used to define each soil type are color, texture, structures and moisture. Each soil type has a different degree of suitability for development based upon a number of factors including suitability for septic disposal systems and suitability for foundations. The reasons for acquiring data are the following:

1. To locate areas best suited for specific activities.
2. To identify areas where additional investment in development will be necessary and/or when environmental hazard is the greatest.
3. To direct land use and land management activities to the most productive areas.

Information on soil suitability for septic disposal systems was developed from materials provided by the Natural Resources Conservation Service (NRCS) and the State of Maine Department of Agriculture in the publication, *Soils Survey Data for Growth Management, Cumberland County, Maine*, page 20, Table for Soil Ratings – Soil Potential Ratings for Low-density Development. The State of Maine has rated soils within Cumberland County for suitability for septic system installation (based on slope drainage, depth to bedrock and water table); suitability for foundations for dwellings; suitability for roads; and a composite rating of the three above. The State's system has four classifications for its 'Composite Soils Development Potential':

1. High
2. Medium
3. Low
4. Very Low

The Pownal 2006 Soils Development Potential Map (page 37), prepared by GPCOG, is a general tool describing septic systems, dwellings and road suitabilities of predominant soils on tracts of three acres or more. A soil survey map does not eliminate the need for onsite sampling, testing and study of other relevant conditions by a licensed soils scientist. Nearly all the soils within Pownal fall in the two most restrictive categories: "Low" and "Very Low" with respect to composite soils development potential. Only a few areas are either "Medium" or "High" in soil development potential.

### ***Recent Development and Natural Resources***

Much of the development in Pownal has occurred in areas which perhaps were not the most environmentally suited for development. A good portion of the development has occurred over Pownal's largest sand and gravel aquifer. There does not appear to have been any development within Pownal's flood plains. Development has occurred in areas of suitable slope and topography. In the past, some of the development has occurred in areas now considered unsuitable for septic systems.

## **ISSUES, POLICIES AND STRATEGIES**

- ♦Areas, including wetlands, flood plains, and areas of steep slope that are unsuitable for development and have been mapped by State and Federal agencies, should be protected by Town ordinances.
- ♦A concentration of Pownal's development has occurred over the town's largest sand and gravel aquifer. This should be carefully controlled as Pownal will likely need a water supply in the future. One possible solution is with overlay districts as many other towns do now.
- ♦The drainage basins in Durham affect the water quality of the Chandler River and the East Branch of the Royal River. Pownal's drainage basins affect water quality in North Yarmouth and Yarmouth. These towns should work together to protect these shared resources.
- ♦The Town's scenic resources are important to the value of Bradbury Mountain State Park and to the Greater Portland, Brunswick and Lewiston-Auburn regions that it serves. Measures need to be taken to protect and preserve these areas.
- ♦There is no land that is especially suitable for housing development and, at the same time, unsuitable for other uses such as agriculture, tree growth, wildlife habitat or recreation. In the land use plan, the suitability of the soil for development and the conservation of water, should be integrated with agricultural and tree growth land, wetlands, and wildlife resources.
- ♦Any identified critical areas need to be continually evaluated and monitored. Research should also continue to identify any rare flora and fauna that needs protecting.
- ♦The Town's natural resources, if guarded, will help retain the rural character.

## **POLICIES**

1. Protect areas, including wetlands, flood plains and areas of steep slope that are unsuitable for development.
2. Protect surface and ground water quality and quantity.
3. Monitor the drainage basins that affect the water quality of rivers and streams.
4. Protect fishery and wildlife habitat.
5. Preserve and protect scenic, historic, archaeological resources, and open spaces.
6. Evaluate and monitor any identified critical natural areas.
7. Encourage an efficient and environmentally sound use of agricultural and forest land and continue to manage town-owned woodlots to assure long term and sustainable yields.

## **STRATEGIES**

1. Update Pownal's Land Use Codes & Ordinances for wetlands and steep slopes.  
Responsibility: Planning Board  
Conservation Commission  
Priority: High (1-2 years)
2. Adopt a ground water protection overlay district to protect the Town's aquifers.  
Responsibility: Appropriate Board or Committee to be appointed  
Priority: Medium (3-6 years)
3. Coordinate efforts with neighboring communities to manage shared resources, such as drainage basins.  
Responsibility: Conservation Commission  
Royal River Conservation Trust (consult)  
Planning Board  
Priority: Ongoing

4. Continue to plan and develop a network of conservation easements for protection of wildlife areas, wildlife travel corridors and stream corridors.  
 Responsibility: Conservation Commission  
 Pownal Land Trust (consult)  
 Neighboring communities  
 Beginning with Habitat Program  
 Royal River Conservation Trust (consult)  
 Priority: Ongoing
  
5. Continue to inventory archeological resources, historic structures and sites, and identify and protect scenic resources.  
 Responsibility: Pownal Scenic & Historical Society  
 Pownal Land Trust (consult)  
 Conservation Commission  
 Priority: Ongoing
  
6. Educate the public about critical natural areas and work with State and local organizations for the management of these areas.  
 Responsibility: Conservation Commission  
 Priority: Medium (3-6 years)
  
7. Educate the public about State and local programs that make open space, tree growth and farm land economically viable.  
 Responsibility: Board of Selectmen  
 Cumberland County Cooperative Extension Service  
 Cumberland County Soil and Water Conservation Service  
 Priority: Ongoing
  
8. Continue to manage Town-owned woodlots to assure long-term and sustainable yields.  
 Responsibility: Conservation Commission  
 Priority: Ongoing
  
9. Inventory lands identified as important for open space conservation.  
 Responsibility: Conservation Commission  
 Land Trust (consult)  
 Priority: High (1-2 years)
  
10. Consider the use of fees such as, but not limited to, Impact Fees, which could provide funds for the acquisition of land or conservation easements on land identified as important for open space.  
 Responsibility: Board of Selectmen  
 Priority: High (1-2 years)

11. Identify, map and protect vernal pools.

Responsibility: Conservation Commission  
Board of Selectmen

Priority: Medium (3-6 years)

## LAND USE

When Pownal created its first Comprehensive Plan in 1969, the recommendations were to establish codes and ordinances to *“protect the remaining rural open space and other natural resources”*. Over the years since, this has been done with those goals in mind. Subsequent Comprehensive Plans, (1980, 1992), as well as responses on the 2004 survey, indicate citizens continue to support having land use codes. Listed below are the ordinances that the Planning Board, Board of Appeals, and Codes Enforcement Officer use to guide and review land use proposals.

## EXISTING CONTROLS

### ***Zoning***

The Town is separated into three zones. These are the two rural districts, (RA and RB), and the Village District, (V). The only difference between the two rural districts is that single-wide manufactured housing is permitted in the RB zone but not in the RA zone. The Village District was established to provide a central village area in Town. It allows for a variety of businesses. Home occupations meeting code requirements are allowed throughout the Town. There are no backlot provisions in any of the zones. There are no areas specifically limited to industrial or manufacturing. The Town zones are shown on the Existing Zoning / Future Land Use 2015 Map. (page 31)

The RA Zone includes 9384 acres or 65% of the town’s total area of 14,536 acres. The RB zone occupies 4232 acres or 29% of the total area. The Village District, which includes part of Bradbury Mountain State Park, is 920 acres or 6% of the Town’s area. Based on survey results, the Pownal Comprehensive Plan Committee believes the Town intends to stay rural residential. For this reason, the Committee has made no recommendations for changing the existing zoning map (2006).

### ***Building Code***

Pownal’s Building Code was adopted in 1958 and regulates design, construction materials, construction, alteration, maintenance, and repair of structures. It also regulates the placement of manufactured housing. The Building Inspector is responsible for its administration.

### ***Subdivision Ordinance***

Subdivision regulations were adopted in 1971 and later became an ordinance in 1976. This ordinance sets uniform standards to guide the Planning Board for reviewing the divisions of property. It also has strict standards for the creation of private roads.

### ***Site Plan Ordinance***

Adopted in 1981, this ordinance gives the Planning Board the authority to review and approve sites for all developments and structures, with the exception of single-family dwellings and accessory structures on a single lot, which otherwise meet zoning standards. Normal agricultural and forestry uses are also exempt. Examples of past Site Plan Reviews were the Libra Foundation Trail which extends into Pownal and the expansion of Central Maine Power's substation to have three more capacitors.

### ***Shoreland Zoning Ordinance***

This ordinance, mandated by State Law, was adopted by the Town in 1993. It gives the Planning Board and Codes Enforcement Officer authority to review development in those areas designated shoreland. Shoreland areas are divided into three districts: Stream Protection, Resource Protection, and Shoreland Development Overlay. These districts are shown on the Shoreland Zoning Map. (page 33)

### ***Flood Plain Management Ordinance***

As far back as 1977, Pownal has had a Flood Plain Ordinance. Amendments to this ordinance are ongoing (the most recent in 2003) as the federal government changes the guidelines frequently. This ordinance requires the Town to recognize and evaluate the flood hazards in all official actions relating to land use in the flood plain areas having special flood hazards. The flood hazard areas are shown on the Natural Constraints Map. (page 35)

### ***Other Ordinances and Permits***

In addition to the above ordinances, Pownal also has ordinances and permit procedures for electrical, plumbing, driveway/driveway entrance, solid waste, hazardous waste control, mass gathering, the spreading of poultry and fish plant refuse, the keeping of swine, excavation in the right of ways, wireless communication tower placement, and animal control.

## **EXISTING LAND USES**

The predominant use of developed land in Pownal is single-family residential, horse farms, and part-time farmers. Other land uses in Pownal are as follows:

***Public Uses:*** Mallett Hall, the Town garage and salt shed, the two fire stations, the school, , Congregational Church (Pownal Center) the Methodist Church (North Pownal), the North Pownal Community Club, Post Office, Bradbury Mountain State Park, the Pineland Trail System, cemeteries, and Town forests.

***Business Uses:*** A greenhouse, convenience store and gas station, an excavation business, car repair shop, Verizon telephone building, two house design/builders. There is one light manufacturing use located in the Village District.

**Utilities and Industrial:** Central Maine Power's substation and transmission lines stretch in a Y-shape pattern through the northwest portion of the Town. Maine Maritimes and Northeast Gas Pipeline and AT&T Fiber Optic Cable both use CMP's transmission line corridor.

**Land Use by Category**

Use	Number	Developed Acres	Other
Residential	570	1140	
Business	8	8	
Light Manufacturing	1	2	
Park Lands	1		920+/- acres
Gravel Pits	2	15+/-	
Utility (CMP)	1	462	
School	1	9	
Town Buildings	5	4	
Cemeteries	9	15+	
Town Forests	5		385+/- acres

**PATTERNS OF CHANGE**

Development in Pownal has been concentrated along existing Town roads, the same roads that have been in existence since the 19<sup>th</sup> century. As of 2005 there are six private roads. The pattern of development has been dictated by the circumstances of individual landowners as they sell or subdivide.

Through the 1990's and early 2000's, residential development continued in the same pattern. The number of houses increased by thirty-one percent. During the 1990's, a gas pipeline and fiber optic cable were both laid across the northwestern part of Town and CMP increased the size of their substation by putting in three additional capacitors.

Farming as a sole source of income has virtually disappeared. However, many horse farms and part-time farms in Pownal have been established keeping several large parcels of land in open space. During the 1990's, Town lands were being managed by a professional forester and harvested for timber. Funds from this went into the Town's Capital Projects account. Survey results indicate residents want to continue forestry management of these Town-owned parcels.

Housing growth during the past 25 years has been steady but slower than that of our neighbors. For example, we have only experienced two major subdivisions of six or more lots in 25 years. This has allowed us to keep much of our Town rural. However, the availability of raw land within our borders makes us an attractive place for future development. We can expect significant pressures in the future.

Significant expansion of population could greatly increase demand for Town services such as schools, fire department, rescue/ambulance, Town staff and police and possibly Town water and sewer. The cost of expanding these services represents the greatest threat to low-cost Town government and taxes.

## LAND USE ISSUES, POLICIES AND IMPLEMENTATION STRATEGIES

### ISSUES

1. Although continued growth and unplanned development under the present zoning and subdivision ordinances may result in sprawl and strip development, it has kept backland open.
2. The Village District is larger than that of most towns of Pownal's size. This area includes a portion of the State Park and conservancy land as well as some steep slopes.
3. Pownal's current ordinances do not define manufacturing, commercial and industrial uses. Some new manufacturing and business activities, which could be permitted under present codes, may not be appropriate for a village center and might be better located elsewhere.
4. The Pownal Subdivision Ordinance can continue to control medium and large-scale development but will be less successful in controlling the cumulative effects of smaller subdivisions. Also, new State mandates for growth management, as well as the erosion of local control, could possibly undermine Pownal's ordinances.
5. Natural resources constraints to development require a low-density approach to land use in Pownal. (Map page 31)
6. Interest, locally and externally, to develop back lands is indicated by the survey.

### POLICIES

*It is the policy of the Town of Pownal to:*

1. Manage sprawl and strip development along existing roads.
2. Review the land uses and density of the Village District.
3. Review all ordinances with respect to commercial, manufacturing and business activities appropriate to the Village District.
4. Evaluate the effects of State land use regulation changes on the Town.

5. Minimize the fiscal impacts upon the town, as a whole, with respect to land use and exercise caution in low-density approach to development, as it can create sprawl.
6. Focus growth in the Village District and preserve open space in the Rural Districts.
7. Continue using the existing 2006 Zoning Map as the basis for a Future Land Use Plan.

## STRATEGIES

1. Establish an Ordinance Review Board or Committee to review Pownal land use and zoning ordinances to address the following, but not be limited to:
  - a. Sprawl and strip development.
  - b. Explore focused areas for densities and development in the Village District.
  - c. Define commercial, manufacturing and industrial uses in the Village District.
  - d. Disallow inappropriate commercial, manufacturing and industrial uses in the Village District.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)
2. Be proactive in representing the Town with respect to ever-changing state regulations that affect our land use and communicate these to the citizens.
 

Responsibility: Board of Selectmen  
Priority: Ongoing
3. Encourage conservation subdivisions where practical and any other measures that concentrate development while preserving open space.
 

Responsibility: New Ordinance Review Board or Committee  
Planning Board  
Priority: Medium (3-6 years)
4. Study Pownal's backlands to see if development is appropriate.
 

Responsibility: Land Trust (consult)  
Conservation Commission  
Royal River Conservation Trust (consult)  
Planning Board  
New Ordinance Review Board or Committee  
Priority: High (1-2 years)

5. Use the existing zoning map (2006) as the basis for considering any changes to land use regulations.

Responsibility: Planning Board  
New Ordinance Review  
Board or Committee  
Priority: Ongoing

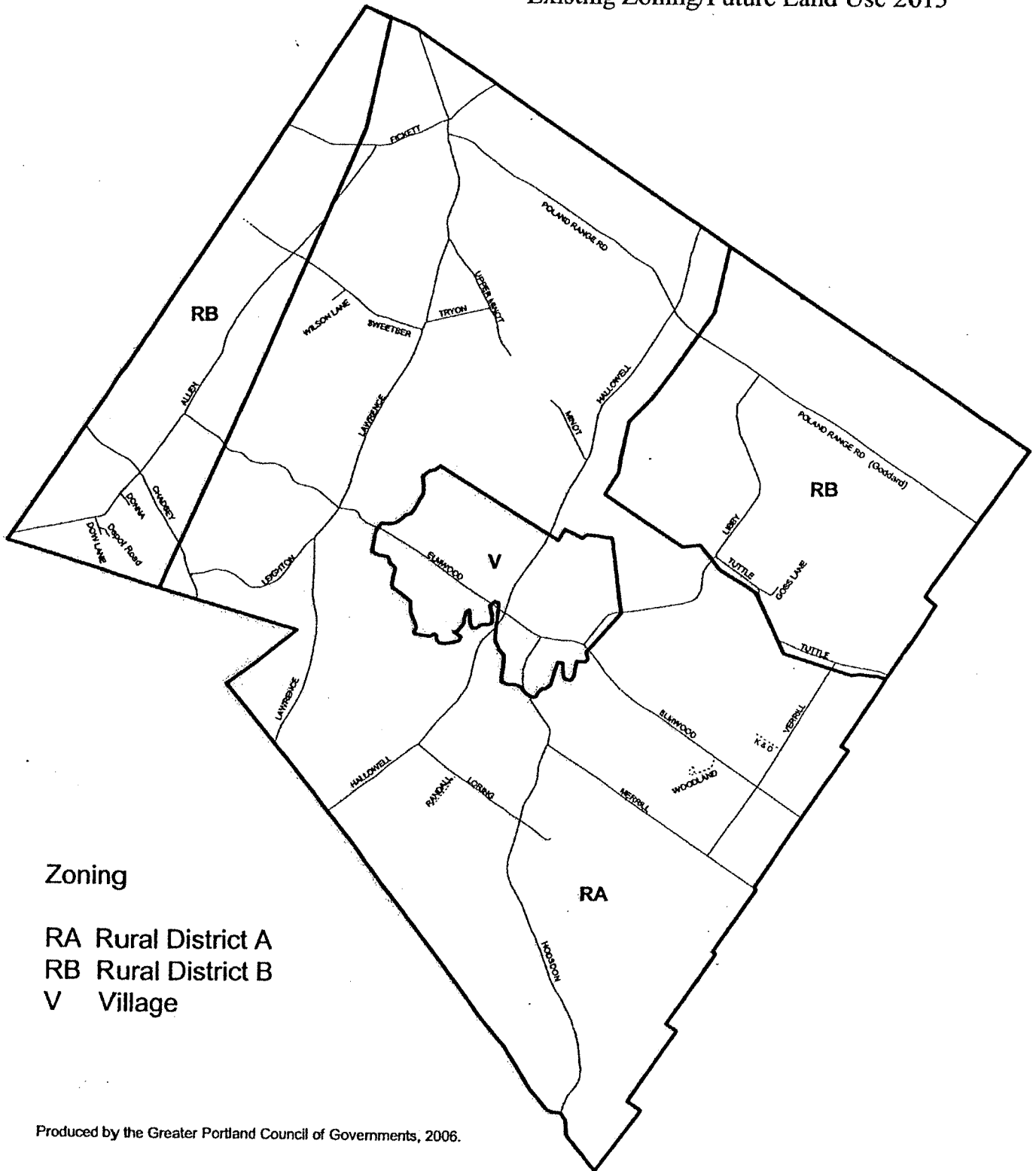
6. Examine the effects of opening back land on the following: rural character, wildlife corridors, wetlands and on the Town's population and economy.

Responsibility: New Ordinance Committee  
Priority: High (1-2 years)

7. Update the Zoning Map to reflect the Town road name changes made in 1993.

Responsibility: Planning Board  
Priority: High (1-2 years)

POWNA  
Existing Zoning/Future Land Use 2015



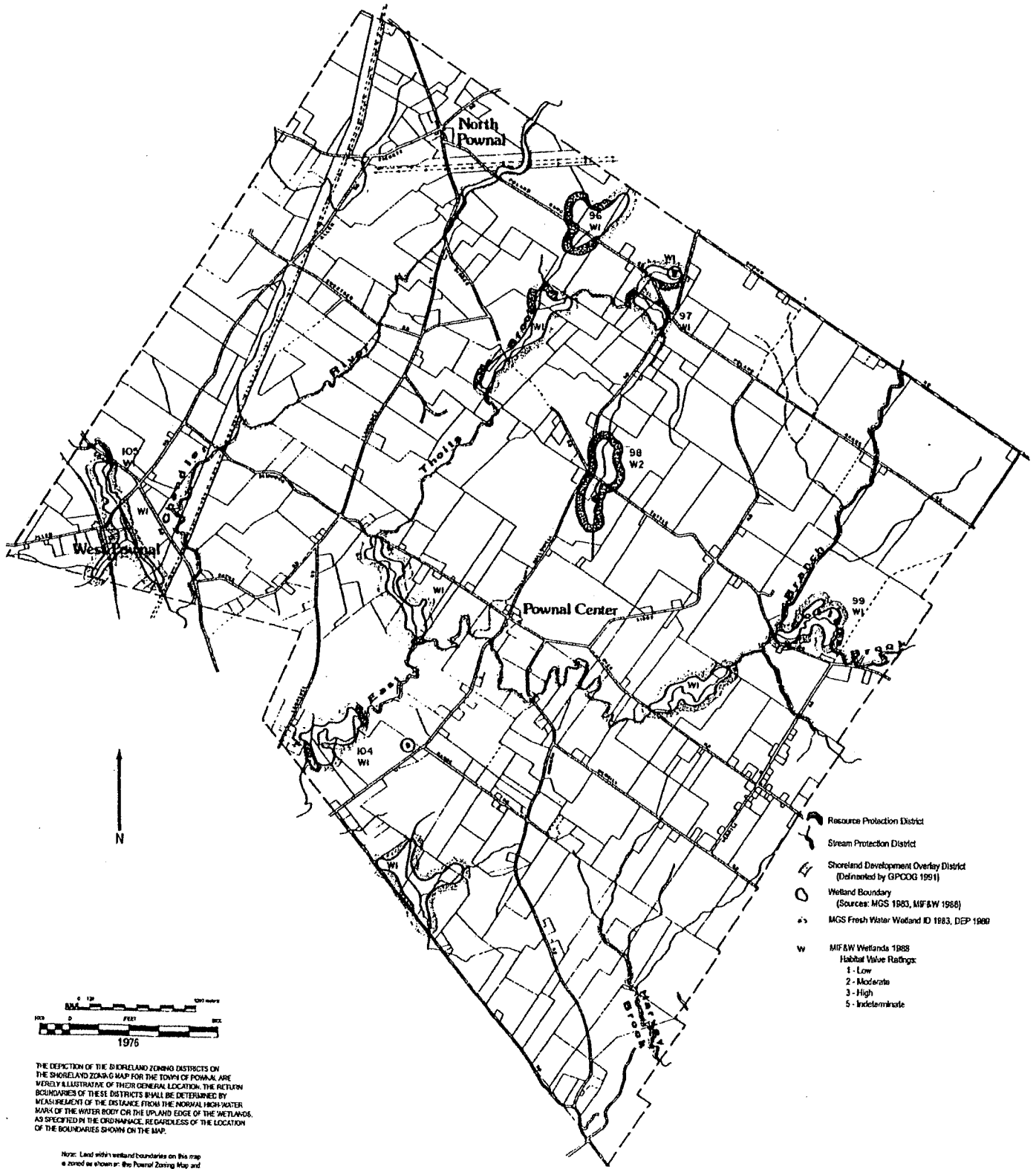
Zoning

- RA Rural District A
- RB Rural District B
- V Village

Produced by the Greater Portland Council of Governments, 2006.

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# POWNAL Shoreland Zoning Adopted 1993



THE DEPICTION OF THE SHORELAND ZONING DISTRICTS ON THE SHORELAND ZONING MAP FOR THE TOWN OF POWNAL ARE MERELY ILLUSTRATIONS OF THEIR GENERAL LOCATION. THE RETURN BOUNDARIES OF THESE DISTRICTS SHALL BE DETERMINED BY MEASUREMENT OF THE DISTANCE FROM THE NORMAL HIGH WATER MARK OF THE WATER BODY OR THE UPLAND EDGE OF THE WETLANDS, AS SPECIFIED IN THE ORDINANCE, REGARDLESS OF THE LOCATION OF THE BOUNDARIES SHOWN ON THE MAP.

Note: Land with wetland boundaries on this map is zoned as shown on the Pownal Zoning Map and is subject to DEP Inland Wetland Regulations and U.S. Army Corps of Engineers Wetland Regulations.

- Resource Protection District
- Stream Protection District
- Shoreland Development Overlay District (Defined by GPOOG 1991)
- Wetland Boundary (Sources: MGS 1983, MIF&W 1988)
- MGS Fresh Water Wetland ID 1983, DEP 1989
- MIF&W Wetlands 1988  
Habitat Value Ratings:  
1 - Low  
2 - Moderate  
3 - High  
5 - Indeterminate

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# POWNAI

## 2006 Natural Constraints



- Streams  
Roads
- Deer Wintering Areas\*\*
- Inland Waterfowl and Wading Bird Habitats\*
- IFW Rare Animal Points\*
- FEMA - 100 Year Flood
- Wetlands\*\*
- Soil Type\*\*\***
- All areas are prime farmland
- Farmland of statewide importance
- Source Water Protection Area
- Public Water Supply Well\*\*\*\*\*
- Aquifers\*\*\*\***
- 10 - 50 gpm
- > 50 gpm
- Slope Classification\*\*\***
- 15% - 20%
- >20%

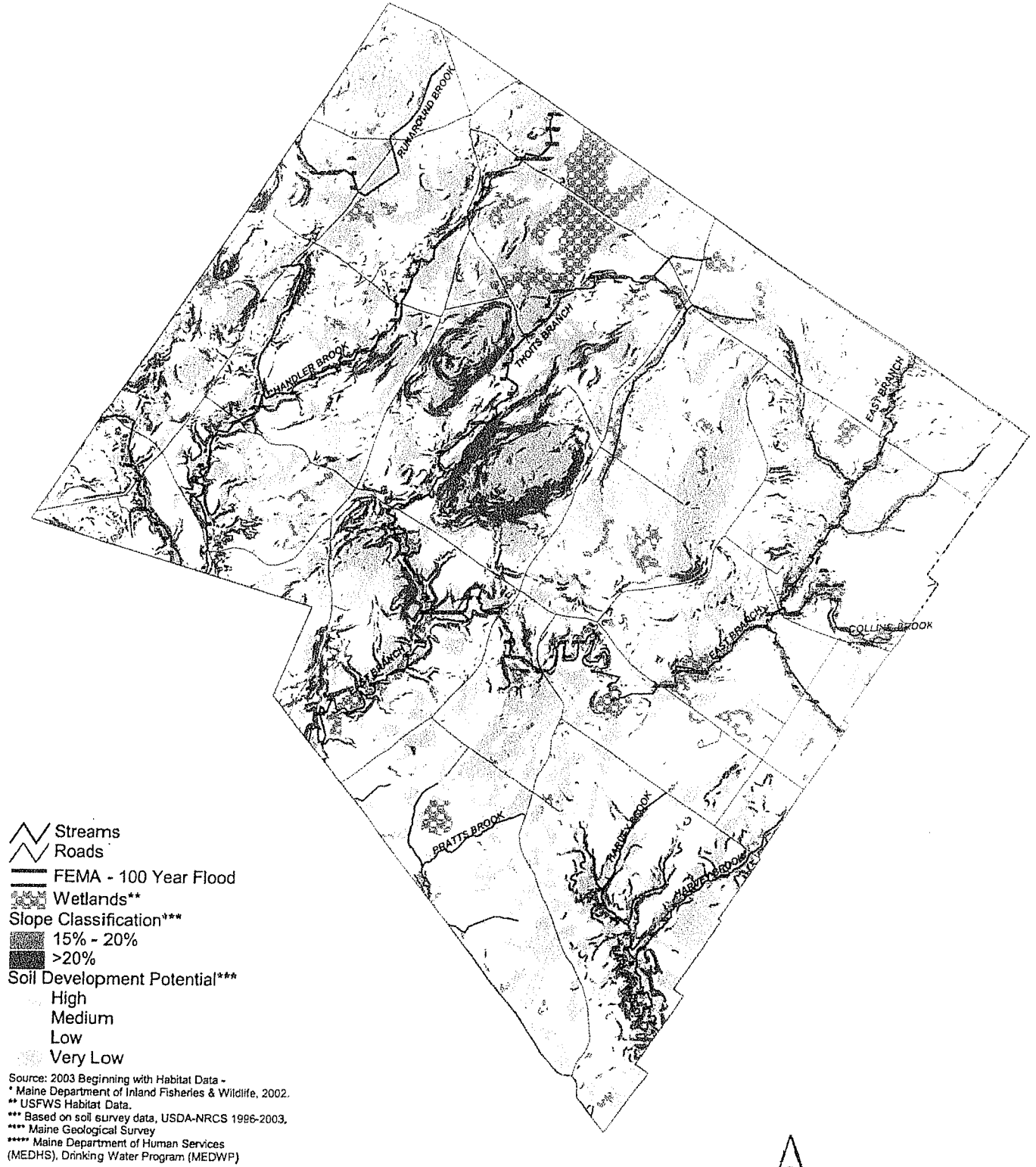
Source: 2003 Beginning with Habitat Data -  
 \* Maine Department of Inland Fisheries & Wildlife, 2002.  
 \*\* USFWS Habitat Data.  
 \*\*\* Based on soil survey data, USDA-NRCS 1996-2003.  
 \*\*\*\* Maine Geological Survey  
 \*\*\*\*\* Maine Department of Human Services (MEDHS), Drinking Water Program (MEDWP)

Produced by the Greater Portland Council of Governments, 2006.

GPCOG

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# Pownal 2006 Soil Development Potential



Produced by the Greater Portland Council of Governments, 2006.





## PUBLIC FACILITIES AND SERVICES

### TOWN GOVERNMENT

Pownal has a Town Meeting / Selectmen form of government. Three Selectmen are elected and serve staggered three-year terms. Other elected officials include Tax Collector, Town Clerk, Treasurer, Fire Chief, and Cemetery Commissioners. Town employees include Administrative Secretary to the Selectmen, Deputy Town Clerk and Tax Collector, Road Commissioner, and Road Crew.

Appointed boards and positions include Planning Board, Board of Appeals, Codes Enforcement Officer, Building Inspector, Plumbing Inspector, Electrical Inspector, Conservation Commission, Health Officer, Solid Waste Reduction and Recycling Committee, Animal Control Officer, Constable(s), Registrar of Voters, Pownal Center Water Association (PCWA) Representative, and various ad hoc committees.

In the 1992 Comprehensive Plan, it was recommended that Mallett Hall be renovated with additional space for Town offices. The addition was added and the Town offices officially moved from private homes to Mallett Hall in 2001.

#### *Of the 341 citizens who responded to the town survey,*

- 158 (51%) were in favor of keeping our present Town Meeting / Selectmen
- 93 (30.5%) were in favor of Town Meeting / Selectmen / Administrative Assistant
- 54 (17.7%) were in favor of Town Meeting / Selectmen / Town Manager

### WATER

The Town of Pownal does not provide a public water supply. All homes and businesses are supplied by individual wells. However, where wells were contaminated by the sand and salt pile in Pownal Center, the Pownal Center Water Association provides water to Mallett Hall, the Center Fire Station, and several private properties.

### SEWAGE

There are no sewage collection and treatment facilities in town. Residences and businesses are serviced by sub-surface disposal systems. The Town contracts with Lewiston-Auburn Water Pollution Control Authority to accept residential septic waste for a fee.

### SOLID WASTE

Pownal is a member of Eco-Maine (formerly Regional Waste Systems known as RWS). Household waste is collected weekly under Town contract and taken to RWS waste-to-energy incinerator. Commercial waste is hauled under private contract. For a fee, Freeport Landfill will accept universal and other waste materials.

The Pownal Solid Waste Reduction and Recycling Committee (SWRRC) works with Eco-Maine and with other area towns to help make reduction and recycling economically feasible. Recycling bins are provided at Mallett Hall. The Town sponsors an annual Hazardous Waste Collection Day along with Yarmouth, Freeport, Falmouth and Cumberland. In the Spring, Pownal Pride Day allows residents to dispose of roadside trash and waste not acceptable for trash pick up.

## ENERGY FACILITIES AND COMMUNICATIONS

Residential and commercial uses of electricity are provided by Central Maine Power Company. A Maritimes and Northeast Natural Gas Pipeline was installed in the CMP right-of-way. A second pipeline is proposed for the future. Presently, there are no residential or business natural gas connections provided. In 1995 AT&T installed underground fiber optic cable along CMP's transmission corridor. Time Warner Cable of Maine provides cable services and there is a VERIZON telephone facility on the Elmwood Road.

Pownal residents obtain local news and information from variety of newspapers which include: The Notes, Portland Press Herald and Maine Sunday Telegram, The Sun-Journal and the Brunswick Times Record. In addition information can be found on Pownal's unofficial website and a quarterly newsletter published by the Town.

## TOWN GOVERNMENT POLICIES AND IMPLEMENTATION STRATEGIES

### POLICIES

1. Keep current all Town committee appointments, member resignations and final dissolutions.
2. Address the possible need for an Administrative Assistant with municipal experience to assist the Selectmen with the growing responsibility of Town government.
3. Continue commercial and household waste management and recycling procedures.
4. Increase awareness of the benefits of recycling.
5. Improve communication between the Board of Selectmen and the SWRRC.
6. Update all Town maps and consider joining the State Planning Office's G.I.S program.

## STRATEGIES

1. Frequently assess and review Town-appointed committees with regard to updated membership and final dissolution of committees.  
Responsibility: Board of Selectmen  
Priority: Ongoing
2. Assess the need to hire a Town Administrative Assistant.  
Responsibility: Board of Selectmen  
Budget Committee  
Priority: Medium (3-6 years)
3. Continue working with Eco-Maine, using private contractors, to haul household and commercial waste.  
Responsibility: Board of Selectmen  
Priority: Ongoing
4. Retain recycling facilities at Mallett Hall.  
Responsibility: Board of Selectmen  
Priority: Ongoing
5. Continue to provide a household hazardous waste collection day and Pownal Pride Day.  
Responsibility: Board of Selectmen  
Priority: Ongoing
6. Educate Pownal residents about the benefits of recycling.  
Responsibility: SWRRC  
Priority: Ongoing
7. SWRRC should keep in frequent communication with the Board of Selectmen via meetings, phone and email.  
Responsibility: Board of Selectmen  
SWRRC  
Priority: Ongoing
8. Digitize all Town maps.  
Responsibility: Board of Selectmen  
Priority: Low (7-10 years)

## **PUBLIC SAFETY**

### **FIRE AND RESCUE**

A twenty-seven member Volunteer Fire and Rescue Department and a Town-elected Chief provide the Town's public safety needs. The Department maintains two fire stations, one at Pownal Center, the other at North Pownal. There is also a Quonset hut behind the Town Hall that houses the forestry unit.

Various grants have been awarded to the Department and have allowed us to gain much needed equipment. Both of our engines are now equipped with Class A foam systems for fighting fire and 1200 feet of large diameter supply line for the large number of long driveways we have in Town. In 2004 we replaced all ten air packs and 20 spare bottles with new, state-of-the-art air packs and 20 lightweight carbon fiber bottles. With this same grant, we received an air compressor and a revolve air filling station for refilling our air bottles and providing a fill site for mutual aid towns. Local grants provided for thermal imaging cameras for both engines and two defibrillators.

In 1996 Mari Smith, a Town resident, introduced a First Responder Program to the Fire Department and we then changed our name to Pownal Fire and Rescue. In 2004 we responded to 162 calls, 94 of those being rescue-related. The Town of Freeport provides our primary rescue transportation services. The Town of North Yarmouth also provides rescue-transporting services on an as-needed basis.

In 2004 the Fire Department introduced a Fire Police Program. Fire Police are members who are specially trained to maintain traffic control at our fire scenes. This allows firefighters to work on the fire ground rather than do traffic control. We currently have two fire police members on our staff.

The Town of Freeport is now dispatching fire and rescue calls for the town of Pownal. In 2004 we went to a single frequency dispatch channel with the towns of Freeport, Durham and Pownal.

Pownal Fire and Rescue has mutual aid agreements with its neighboring towns. We also have similar agreements with an eleven-town organization called Coastal Mutual Aid. This agreement provides resources from the eleven towns to the town in need.

# FIRE AND RESCUE ISSUES, POLICIES AND IMPLEMENTATION STRATEGIES

## ISSUES

1. In the last ten years, the fire and rescue service has seen many changes that now require mandatory training, documentation and equipment maintenance.
2. Funding for equipment, station and personnel continues to be challenging.
3. Workforce/volunteer personnel are needed.
4. Increased demand for fire and rescue services due to housing, traffic, training and development.

## POLICIES

1. Continue to provide fire and rescue services to the Town in compliance with the National Fire Protection Association and the State of Maine Department of Labor.
2. Fund capital projects to include equipment, trucks, and a new fire station.
3. Maintain an adequate and well-trained force.
4. Meet the future demands of the fire and rescue service with proper personal equipment and training.

## STRATEGIES

1. Explore the hiring of a full/part-time firefighter/EMT to do paperwork, maintenance and daytime coverage.  
Responsibility: Fire Department  
Board of Selectmen  
Priority: High (1-2 years)
2. Develop a long-range capital projects plan.  
Responsibility: Fire Department  
Board of Selectmen  
Budget Committee  
Priority: High (1-2 years)

3. Continue seeking local, state and federal grants followed by Town funding.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Ongoing
4. Bill insurance companies for services such as car accidents and negligence calls.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: High (1-2 years)
5. Continue plans for a new station.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Medium (3-6 years)
6. Maintain and replace equipment as necessary.  
 Responsibility: Fire Department  
 Priority: Ongoing
7. Offer incentives to attract local citizens as volunteers. Improve wages based on years of service, rank, training level and call responses  
 Responsibility: Fire Department  
 Budget Committee  
 Priority: High (1-2 years)
8. Continue with regionalization opportunities as they are presented to us.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Ongoing
9. Adopt future residential sprinkler system ordinances on new construction as they are passed down from the state and federal level.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Medium (3-6 years)
10. Continue public awareness, fire prevention programs and at-issue training.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Medium (3-6 years)

## EMERGENCY MANAGEMENT AGENCY

Maine Law, Titled 37-B, MRSA, Section 781 et seq, requires that each town in Maine establish a local Emergency Management Agency (EMA) whose function is to minimize and repair injury and damage resulting from natural or man-made disasters or catastrophes. The Pownal EMA does not directly provide services, but it coordinates services provided by state, county, local and private entities. The Board of Selectmen appoints a local EMA Director whose responsibility is to develop and maintain a Town Emergency Management Plan.

## EMERGENCY MANAGEMENT POLICY AND IMPLEMENTATION STRATEGY

### POLICY

1. Continue to maintain, revise and update the Town's Emergency Management Plan.

### STRATEGY

1. Update the Town's current Emergency Management Plan which might include, but not be limited to, the following: Developing a budget; seeking grants; installing emergency radio equipment; and bringing the school facilities up to emergency shelter standards.

Responsibility: Board of Selectmen  
Emergency Management Director  
Priority: Ongoing

### POLICE

Police coverage is primarily provided by Cumberland County Sheriff and secondarily by Maine State Police. There is also one Town Constable. The 2004 survey suggests the Town's residents are satisfied with police protection. A Crime Watch Program was started in 1988. This program provides residents with information needed to identify a possible crime in progress and suspicious vehicles or people. Residents are encouraged to contact the authorities if these activities are noticed.

In 2002 Pownal went to the Emergency 911 system. This upgrade to the emergency response system caused some road names to change and houses were renumbered. This improvement to the system makes it fast and easy for anyone to contact emergency personnel. With today's new technology, a 911 operator will have your name and address displayed on the computer screen while they are talking to you.

## **POLICE POLICIES AND IMPLEMENTATION STRATEGIES**

### **POLICY**

1. Maintain public safety.

### **STRATEGIES**

1. Monitor speed zones, signage and traffic trends.
2. Continue the Crime Watch Program.
3. Continue appointment of Town Constables.
4. Continue patrols by Cumberland County Sheriff and State Police.
5. Inform residents of local crime.

Responsibility: Board of Selectmen  
Local Law Enforcement  
Priority: Ongoing

## **ANIMAL CONTROL**

Pownal has one Animal Control Officer who handles lost pets and animal nuisance problems. The ACO also responds to cases of wild animal problems along with Maine State Game Wardens. Pet licensing fees are collected at the Town office.

## **ANIMAL CONTROL POLICY AND IMPLEMENTATION STRATEGY**

### **POLICY**

1. Maintain public awareness and enforcement of animal welfare and pet licensing laws.

### **STRATEGY**

1. Investigate ways to more effectively enforce existing animal welfare and pet licensing laws.

Responsibility: Animal Control Officer  
Town Clerk  
Priority: High (1-2)

## EDUCATION

Public education in Pownal is the responsibility of School Administrative District #62. Pownal Elementary School, the single school in S.A.D. #62, offers a small, protective, rural environment. The facilities are located on Elmwood Road, a half-mile from the center of town. There are baseball and soccer fields, a playground, and basketball courts surrounding the building.

The facilities include 13 classrooms, a library, cafeteria / gymnasium, computer lab, faculty room, administrative offices, and nurse's and guidance offices. Pownal children may attend pre-school and kindergarten through eighth grade. Pownal contracts with Freeport High School for secondary education. Students may also attend other public and private high schools. The Town pays the state average tuition rate for any public high school and one half the state average tuition rate for private schools. Parents must provide transportation.

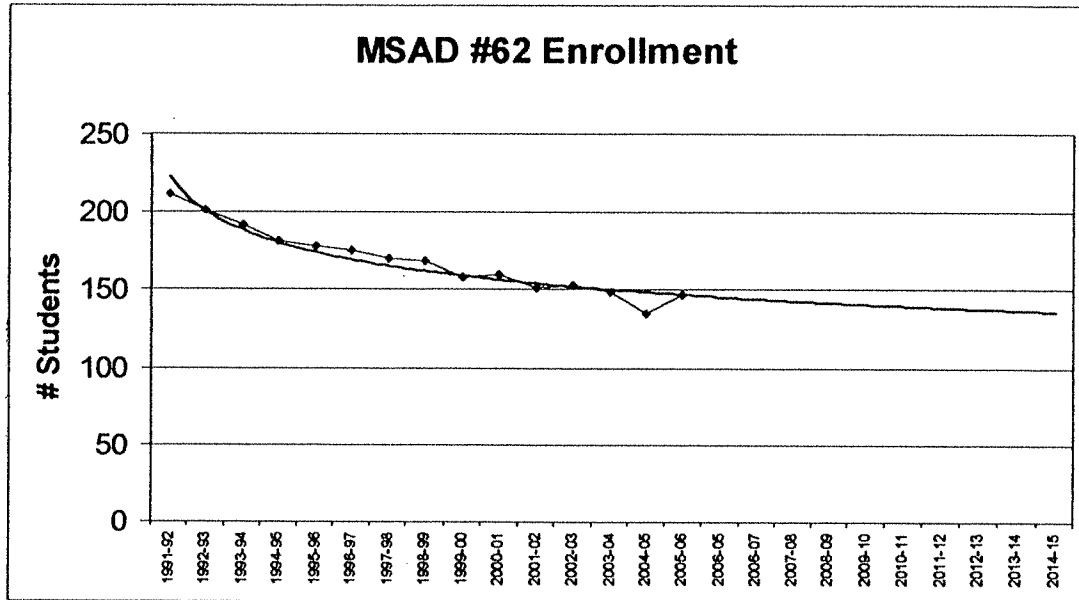
The major issue facing S.A.D. #62 is the flat student population. In 2004 the State considered S.A.D. #62 to be under-funded due to streamlining faculty and contracting part-time services (e.g. speech services are contracted with Poland). The Board of Directors works with area school districts to find cost-saving solutions. It is actively working on ideas to attract tuition students. There is a continuing effort to increase support through volunteerism and community class offerings.

S.A.D. #62 belongs to the Casco Bay Education Association, (CBEA), which includes Freeport, Falmouth, Gorham, Yarmouth and Cumberland. The CBEA makes available reading and math assessments and a variety of teacher workshops.

Pownal Elementary is an important part of the community. The small teacher-student ratio enables the children to receive individual attention. Academics, technology, arts education, sports programs, and parental support have all contributed to the success of the students in Pownal.

Results from the 2004 Town Survey indicated respondents agreed that Pownal Elementary School is a vital asset to the community and that consolidation of Superintendent / Principal / Special Education Director with another school system may be good fiscal policy. However, local control remains very important. A choice of high schools was an issue that was split nearly in half with a large number of respondents remaining undecided. On the survey, joining with another school system was favored if financially beneficial to the Town. Again, there were a large number of those who were undecided on that issue.

The following graph illustrates school enrollment from 1991 to 2005. Pownal has seen a continual drop in enrollment since 1991 with a slight increase in the 2000-2001 school year. There has also been an increase in the number of students attending private or home schools. It should be noted that population and school enrollment are difficult to accurately predict. Migration of population, housing, zoning changes and the economy are factors that greatly affect these numbers. As stated above, the S.A.D. #62 Board of Directors has taken steps to find solutions to the flat student population.



Diamond Line indicates actual enrollment.  
Solid Line indicates projected enrollment.

## EDUCATION POLICIES AND IMPLEMENTATION STRATEGIES

### POLICIES

1. Prevent flat student population from adversely affecting cost without sacrificing quality education services
2. Encourage community participation as volunteers in the school.
3. Investigate possible areas of consolidation with other school systems. This would include but not be limited to administration and secondary education.
4. Encourage adult education.

## STRATEGIES

1. Continue to investigate creative solutions to attract tuition students.  
Responsibility: S.A.D. #62 Board of Directors  
Priority: High (1-2 years)
2. Increase support for volunteerism.  
Responsibility: S.A.D. #62 Board of Directors  
Priority: Ongoing
3. Study the possibility of consolidating administrative services with other school systems.  
Responsibility: S.A.D. #62 Board of Directors  
Priority: Medium (3-6 years)
4. Create community class offerings for adults.  
Responsibility: S.A.D. #62 Board of Directors  
Priority: Medium (3-6 years)

## TRANSPORTATION

Pownal is located approximately equidistant from Portland, Brunswick and Lewiston/Auburn. The Town has approximately 45 miles of public paved and unpaved roads. Some State-maintained roads include Route 9, (aka Hallowell Road), part of the Elmwood and Lawrence Roads, Leighton Road, and part of the Chadsey and Allen Roads. Route 9 runs north/south and intersects with the Elmwood Road (aka Dyer Road) which runs east/west at Pownal Center. There are also some privately owned and maintained roads in Town.

### PUBLIC COMMENT

Results from the 2005 Town Survey indicate that 52% of the respondents believe paving all Town roads to be unnecessary, 29% of the respondents support paving all Town roads and 19% were undecided or neutral on the issue.

### PUBLIC ROADS IN POWNAL

Road	Miles	Road	Miles
Allen*	3.75	Libby	2.4
Brown*	2.5	Loring Lane	1.0
Chadsey	1.3	Merrill*	1.5
Depot	.1	Minot	.45
Dow's Lane	.1	Poland Range	4.2
Durham	.1	Royal*	1.1
Elmwood*	4.8	Sweetser	1.3
Fickett*	1.4	Tryon	.4
Goss Lane	.1	Tuttle	1.4
Hallowell*	4.45	Upper Minot	.8
Hodsdon*	3.5	Verrill	1.4
Lawrence	4.9	Wilson Lane	.1
Leighton	1.0		

*\* These roads are entirely paved. The rest are either wholly or partially unpaved.*

The State owns and maintains 4 of the 10 bridges in Town.

### PUBLIC TRANSPORTATION

Currently, Regional Transportation Program (RTP) runs a daily trip from Pownal into Portland in the morning with a return trip in the early afternoon.

The St. Lawrence & Atlantic Railroad's trains pass through West Pownal. This line has not served Pownal in many years.

## VEHICLES REGISTERED IN POWNAL

Year	# of Vehicles
1980	587
1988	869
2004	1780
2005	1816

## AVERAGE DAILY TRAFFIC COUNTS

*(According to 2000 & 2002 MDOT data)*

Road	Average # of Vehicles/Day 2002
Allen	1880
Chadsey	210
Lawrence	560
Poland Range	610
Elmwood (east of Route 9)	3660
Elmwood (west of Route 9)	2320
Route 9 (north of Elmwood)	1500
Route 9 (south of Elmwood)	1940
Tuttle	150
Verrill	360

## VEHICLE ACCIDENT COUNTS

*(According to MDOT)*

Location	1990	1995	2000	2004
Route 9	8	6	5	6
Elmwood Road (east of Route 9)	8	7	1	6
Elmwood Road (west of Route 9)	3	5	8	8
Lawrence Road	3	2	1	2
Hodsdon Road	4	2	8	6

## TOWN OF POWNAL 2005 HIGHWAY DEPARTMENT EXPENDITURES

Total Highway Department expenditures in 2005: \$445,319. This represents approximately 19.16% of the town expenditures (\$2,324,146 in 2005).

Highway Department expenditures include road maintenance and reconstructions, tarring, snow removal, sanding, and funds for equipment, vehicles and building(s).

Funding for 2005 Highway Department expenditures came from the following sources:

<b>Fund</b>	<b>Expenditure</b>
Block Grant Appropriation	\$ 47,436
Capital Projects Appropriation	0
Excise Tax Appropriation	\$275,500
Surplus Appropriation	\$ 34,966
Taxation Appropriation	\$ 55,163
FEMA Storm Reimbursement	\$ 32,754

The Land Use codes for the Town of Pownal contain several transportation-related sections:

***Building Code, Section 7m:*** No dwelling house shall be constructed within 75 feet of the center line of a road as it exists at the time of application permit.

***Zoning Ordinance***

- Section 6 defines parking spaces and streets.
- Section 10E outlines off-street parking and loading.

***Subdivision Ordinance***

- Article I, 1.1E: Requires that the proposed subdivision “will not cause unreasonable highway or public road congestion or unsafe conditions with respect to the use of the highways or public roads existing or proposed”.
- Article III: Defines streets and minor dead-end streets 600 feet or less. This ordinance further outlines the standards for the design and construction for dead-end roads 600 feet or less. Geometric standards are listed for arterial, collector and minor streets, and for paved and gravel roads.

***Site Plan Review Ordinance***

Section V: Defines the criteria and standards for parking lots and loading and unloading areas. These standards call for buffer areas or sight vision consideration when determining landscaping plans.

- Item 4 of this section describes the requirements for vehicular access. Provisions for exits and entrances of driveways, sight distances, and speeds are outlined.
- Item 5 describes the site requirements for vehicular and pedestrian circulation.

***Driveway and Driveway Entrance Ordinance***

This ordinance provides for the review of any new or substantially reconstructed driveway and driveway entrance onto a public way. Included in this ordinance are driveway standards, permitting requirements, approval criteria and the appeals process.

## PUBLIC RIGHT OF WAY ORDINANCE AND EXCAVATIONS IN PUBLIC RIGHT OF WAYS

This ordinance provides for “the regulation of the use of public Right of Ways in the interest of public safety and convenience and the operation and protection of public works infrastructure”.

## TRANSPORTATION POLICIES AND IMPLEMENTATION STRATEGIES

### POLICIES

1. Accommodate increase in traffic due to development in Pownal and neighboring towns.
2. Foster and support the rural character of the Town in road and bridge construction and maintenance.
3. All road maintenance, construction and reconstruction shall be performed employing Best Management Practices and according to standards and specifications as determined by the Maine Department of Transportation, the Department of Environmental Protection, Cumberland County Soil and Water Conservation District and the American Association of State Highway and Transportation Officials Guidelines for Geometric Design.
4. Determine the difference when activities concerning roads are considered a capital asset as opposed to routine maintenance (e.g. construction vs. maintenance).

### STRATEGIES

1. Develop a 15-20 year road management / maintenance plan.  
Responsibility: Road Commissioner  
Board of Selectmen  
Priority: High (1-2 years)
2. Continue springtime posting of vehicular load capacities.  
Responsibility: Road Commissioner  
Priority: Ongoing

3. For winter road maintenance continue to minimize rock salt, stay informed of new environmentally-friendly anti-icing products and employ their use, if financially feasible.

Responsibility: Road Commissioner  
Priority: Ongoing

4. Appoint a Capital Projects Plan Committee to define a capital asset with regard to roads.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

## RECREATION IN POWNAL

### OUTDOOR RECREATION

Town-wide activities include the Annual Pumpkin Festival and the Garden and Arts Tours. Bradbury Mountain State Park offers year-round opportunities for day visitors and overnight campers. It was one of the original five Maine state parks with 173 acres at its inception in 1939 and is currently in the process of acquiring additional land to add to its current 920 acres. It is unclear at this time if the new lands will be considered part of the Park or part of general public lands. Once the land acquisition is complete, the Park will develop a 10-15 year strategic growth and management plan, the first of its kind for any state park in Maine.

About 3,000 overnight campers visit the Park each year. The tent sites are primitive with a simple outhouse and fireplace but no showers or hook-ups. In contrast, day visitors totaled 80,000 in 2004, up from 30,000 in 1994. Much of the increase resulted from opening the trails to horses and bicycles. Horse usage is expected to increase even further once the Pineland corridor is opened. Day visitors enjoy hiking, bird watching, mountain biking, picnicking, snowshoeing, skiing, skating, and horseback riding. Bradbury Mountain is also a popular destination for area schools. Views from the top of the mountain include Casco Bay and parts of Portland.

Pownal and neighboring towns provide many opportunities for outdoor recreation. The Pownal Land Trust has been working with Pownal property owners, Pineland, and the State to create a 5-7 mile corridor between Bradbury Mountain and Pineland. The result will be a multi-use trail and will provide further access to additional miles of trails and other activities at Pineland. Pineland offers cross country skiing, skating ponds, access to the Royal River, a world-class garden, farm education center, equestrian center, YMCA, public cafeteria, bakery, arts center, and more. It is expected that the corridor may open in 5-7 years. The Land Trust will have an active role in working with the State in determining usage, maintenance, route direction, and in outlining a management plan for the future.

Blueberry Pond Campground offers camping sites for tents and RVs and many amenities. Recreational activities include hiking, horseshoes, swimming pool, playground, and more.

Pownal is home to many streams but Chandler Brook (middle branch of the Royal River) is favored by fishermen. Durham's Runaround Pond offers a variety of water-based outdoor activities and is easily accessible by Pownal residents.

## CLUBS, INDOOR RECREATION AND ENTERTAINMENT

Royal River Snowmobile Club

4-H Clubs for dog agility and sheep

Bradbury Mountain Arts sponsors Pownal Arts Night and potluck dinners

The Granite Grange

The Bradbury Mountain Owls is the local senior citizens club.

The two local churches and the North Pownal Community Club sponsor local suppers.

Pownal Scenic and Historical Society

Pownal Land Trust is privately managed

Pownal Environmental Club engages parents and children in outdoor activities

Folk dances include dancing and potluck meals

Pownal Food Co-op

The Improved Order of Red Men

Inactive Recreation Committee

North Pownal Community Club

Pownal Elementary School is often considered the hub of Town activity. It provides meeting space for various clubs and committees as well as many activities such as Monday night basketball, and occasional senior programs. New adult education programs are being considered. The library, playground and athletic fields are used by many Town residents. School-sponsored plays, concerts, and Town meetings are well-attended.

## POLICIES

1. Support recreational activities and develop others as need arises.
2. Support open space and natural resources for recreational activities.
3. Support the use of outdoor recreational facilities and opportunities to encourage active, healthy lifestyles.
4. Support regional recreational long-term opportunities with surrounding communities.

## STRATEGIES

1. Revive Recreation Committee.

Responsibility: Board of Selectmen  
Priority: High (1-2 Years)

2. Educate Town citizens on current recreational opportunities.

Responsibility: Recreation Committee  
Priority: Medium (3-6 years)

3. Explore ways Pownal residents can have free or reduced-fee access to Bradbury Mountain State Park and the Pineland Trail System.  
 Responsibility: Recreation Committee  
 Conservation Commission  
 Land Trust (consult)  
 Priority: Medium (3-6 years)
  
4. Continue to investigate regional recreational long-term opportunities with surrounding communities.  
 Responsibility: Recreation Committee  
 Conservation Commission  
 Land Trust (consult)  
 Priority: Ongoing
  
5. Employ programs such as Land for Maine's Future, Pownal Land Trust and other private efforts, and State tax relief such as Farm, Open Space and Tree Growth programs that provide for public access.  
 Responsibility: Board of Selectmen  
 Recreation Committee  
 Conservation Commission  
 Land Trust (consult)  
 Priority: Ongoing
  
6. Consider the use of fees such as, but not limited to, Impact Fees, to provide funds for the acquisition of land as important for recreational use or recreation.  
 Responsibility: Board of Selectmen  
 Priority: High (1-2 years)

## FISCAL CAPACITY

Fiscal capacity is the ability of Pownal to fund those Town services and facilities that the townspeople desire. This section examines the Town's recent financial condition in order to assess the ability of the Town to accommodate projected and desired growth and development over the planning period to 2010 and beyond.

### ASSESSED VALUATION AND TAX RATE

Pownal's fiscal health is partly based on its property owners' taxable real property or total Town assessed valuation (Table 1). The Town's valuation shows that its taxable property assessment, when corrected for inflation by the CPI (Consumer Price Index), had an actual decrease (- 17%) between 1990 and 2000 (Table 1). But a large increase is shown between 2000 and 2005 (+ 115%) most probably due to a revaluation of the Town during that time. The average annual change of property valuation between 1990 and 2005 calculates to + 5% per year.

TABLE 1

TOWN'S LOCAL ASSESSED VALUATION OF POWNAL: 1990 – 2005

Year	Local Valuation	In 2005 Dollars (based on CPI*)
1990	\$25,551,979	\$38,839,000
1995	\$27,511,639	\$35,765,130
2000	\$27,694,825	\$32,125,997
2005	\$68,944,280	\$68,994,280

Source: *Municipal Valuation - Town of Pownal Clerk/Treasurer's Office*

\* CPI = *Consumer Price Index, Northeast Urban, US Bureau of Labor Statistics*

Interestingly, the State's equalized valuation method for municipal property assessment, as applied to Pownal, increased by 72% (in terms of 2005 dollars) or by an average of 5% per year (Table 2) and was similar to Pownal's own valuation change for the period. The State's assessment is based on a number of factors, one of the most important being the sale price of comparable properties in similar communities (estimated at 100% valuation for every year). If the inflation rate for the period 1990-2005 is assumed to be 52% as reported by the CPI (Consumer Price Index), then the increased valuation of the Town's real property of 72% indicates that the overall value of Pownal properties increased faster than the general inflation rate between 1990 and 2005.

TABLE 2

STATE VALUATION OF POWNAL TAXABLE PROPERTY: 1990 – 2005

Year	State Valuation	CPI*	In 2005 Dollars (by CPI)
1990	\$ 55,550,000	1.52	\$ 84,436,000
1995	\$ 76,950,000	1.30	\$100,035,000
2000	\$ 85,750,000	1.16	\$ 99,470,000
2005	\$145,300,000	1.00	\$145,300,000

Source: State Valuations, Maine Revenue Services, Property Tax Division

\* CPI = Consumer Price Index, Northeast Urban, US Bureau of Labor Statistics

PROPERTY TAX REVENUES

During the period 1990-2005, the property tax commitment or the amount of the Town's budget raised through property taxes appeared to more than double from \$689,903 in 1990 to \$1,812,645 in 2005 (Table 3), an increase of 163%. But, when corrected for inflation, the taxes raised from property showed an actual increase of 73%, still substantial, or about +5% per year. This rate of increase was larger than the average inflation rate during the period (+3.5% per year). The property tax rate for the period peaked in 2000 and actually decreased to 2005 due to the Town's revaluation.

TABLE 3

PROPERTY TAX COMMITMENT - Pownal: 1990 – 2005

Year	Actual Tax Rate for	Tax Assessment of	In 2005 Dollars
1990	27.00 mil rate *	\$ 689,903	\$1,048,653
1995	37.55	\$1,033,062	\$1,343,706
2000	52.50	\$1,458,143	\$1,691,446
2005	26.17	\$1,812,645	\$1,812,645

Source: Pownal Annual Reports; Maine Revenue Service

\* Mil Rate = \$.001 tax payment per \$1 of assessed value of property; or \$1 of tax per \$1,000 of valuation (Table 3 shows \$1 of tax per \$1,000 of valuation)

Table 4 shows that the Town's property tax rate, when equalized by the State through its calculated 100% valuation method, fluctuated between \$10.55 and \$15.08 (or by \$4.53 per \$1,000 valuation) from 1991 to 2004. However, if the dollar values of all the tax rates are changed to 2005 dollars to account for inflation, then the actual tax rate may be assumed to have fluctuated by only \$5.70 per \$1,000 valuation in terms of 2005 dollars.

TABLE 4

PROPERTY TAX RATE 1994 - 2004 EQUALIZED PER 100% VALUATION  
POWNAL, MAINE

Year	Tax Rate	In 2005 Dollars	Assessment Ratio
1990	Unavailable		
1991	\$10.55/\$1,000	\$15.40/\$1,000	100% valuation
1995	12.95/\$1,000	16.84/\$1,000	100% valuation
2000	15.08/\$1,000	17.49/\$1,000	100% valuation
2003	12.01/\$1,000	12.85/\$1,000	100% valuation
2004	11.34/\$1,000	11.79/\$1,000	100% valuation
2005	Unavailable		

Source: *Municipal Valuation Return Statistical Summary 1990-2005, Maine Revenue Services*

OPERATING REVENUE

The primary source, by far, for funding Town government is property taxes, which accounted for 78% of Pownal's revenue in 2005 (Table 5). Excise taxes (cars and boats) were 12% of the total. Intergovernmental transfers, (Block Grant, Revenue Sharing, Homestead/Veterans Exemptions, FEMA Reimbursements, Grants) accounted for 9%. All other sources of Miscellaneous Revenue combined, including General Assistance, Dog Fees, Planning Board Fees, Permit Fees, Registration and Licensing Agent Fees, Mallett Hall Rent, Solid Waste Tag Sales contributed the remaining 1% of income to the Town. This pattern of revenue income points to the importance of excise taxes and intergovernmental transfers as sources of income to the Town in 2005.

TABLE 5

MUNICIPAL REVENUES BY MAJOR CATEGORY  
POWNAL BUDGET YEAR 2005

Source	Amount	Percent of Total
Property Taxes	\$1,800,016	78%
Excise Taxes	\$ 272,095	12%
Intergovernmental Transfers	\$ 218,435	9%
Miscellaneous	\$ 24,464	1%
Total	\$2,315,010	100%

Source: *Pownal Tax Collector/Treasurer; Pownal Revenue/Expenditures/ Fund Balances Statement 12/31/05*

## OPERATING EXPENDITURES

The apparent cost of operating the Town of Pownal including education remained fairly steady over the period 1990 to 2005 (Table 6). On a per capita basis, the cost of the Town fluctuated (1990 - 2005) from \$697 to \$1,400. Corrected for inflation, the 2005 average per capita expenditures for the Town were \$1,085. In 2005 dollars, this was \$342 more in 2005 than in 1995.

TABLE 6

### COST OF OPERATING THE TOWN OF POWNAL 1990 – 2005

Year	Total Town Budget	Per Capita Cost	In 2005 Dollars Total Budget	In 2005 Dollars Per Capita Cost
1990	\$ 882,605	\$ 697	\$1,341,560	\$1,058
1995	\$1,269,687	\$1,000	\$1,685,693	\$1,328
2000	\$1,856,198	\$1,241	\$2,153,190	\$1,439
2005	\$2,324,146	\$1,400	\$2,324,146	\$1,400

*Source: Pownal Town Tax Collector/Treasurer; State Planning Office population figure for 1995; Pownal Revenue /Expenditures/ Fund Balances Statement 12/31/05*

For fiscal year 2005, it cost \$2,324,146 to operate the Town including the school. Of this total amount, about 56% went to school operations; 4% went to the County; 3% went to paying off Town debt; and the rest, 37%, went to operating all other Town programs and paying fees, assessments and other obligations of the Town (Table 7).

TABLE 7

MUNICIPAL EXPENDITURES BY MAJOR CATEGORY  
2005 POWNAL TOTAL BUDGET

Category	Amount	% of Total
General Government	\$ 143,178	6%
Welfare	\$ 1,891	<1%
Protection (Fire Dept, Police)	\$ 112,284	5%
Education	\$1,335,549	56%
Health & Sanitation	\$ 105,207	4%
Public Works (highways & bridges)	\$ 445,319	19%
Special Assessments (abatements)	\$ 9,853	<1%
County Tax	\$ 90,675	4%
Unclassified*	\$ 24,461	1%
Capital Projects	\$ 57,250	2%
Debt Service ("Liabilities")	\$ 59,888	3%
Total	\$2,385,555	100%

Source: Town of Pownal Revenue/Expenditures/ Fund Balances Statement 12/31/05  
\* Payroll Taxes, Human Services, Cemeteries, PCWA, Comprehensive Plan

The trend between 1990 and 2005 (Table 8) shows that the Town is using about 56% to 65% of its annual operating budget (total Town expenditures other than debt service) for education; about 32% to 39% for Town government and 3% to 6% on County government.

TABLE 8

USE OF POWNAL TAX REVENUES: 1999, 2001 & 2004

Year	Schools	Town Govt.	County Tax
1990	57%	39%	4%
1995	56%	38%	6%
2000	65%	32%	3%
2005	57%	39%	4%

In 2005 the average Town expenditure per resident was \$1,407. The average Town income from property taxes per resident was \$1,069. The difference of \$338 represents the amount per resident from intergovernmental transfers.

At the end of Fiscal Year 2005, the Town had in its General Fund, a balance on hand of \$229,591, about 10% of the year's total 2005 budget of \$2,383,555.

To the extent that Pownal in the future maintains a cash reserve of about 10%, it should be able to respond to unforeseen financial needs. The 2005 year-end balance in the Capital Projects Fund for Future Expenditures was \$182,780. The Town's non-major Governmental Fund which includes Trust Funds (Scholarship, Fire Station, Mallett Hall), Cemetery Commission Account, and Designated Capital Project Monies had the 2005 year-end balance of \$81,273.

TABLE 9

COMPARISON OF POWNAL MUNICIPAL EXPENDITURES: 1995 - 2005

Expenditures	1995	1995 (In 2005 \$)	2005	% Change (Per 2005\$)
General Government	\$ 53,673	(\$ 69,775)	\$ 143,178	+ 105%
Welfare	\$ 10,338	(\$ 13,439)	\$ 1,891	- 86%
Protection (Fire & Rescue)	\$ 52,458	(\$ 68,195)	\$ 112,284	+ 65%
Education	\$ 681,206	(\$885,568)	\$1,335,549	+ 51%
Health & Sanitation	\$ 81,047	(\$105,361)	\$ 105,207	-< 1%
Public Works (roads and bridges)	\$ 191,064	(\$248,383)	\$ 445,319	+ 79%
Special Assessments (abatements)	\$ 3,327	(\$ 4,325)	\$ 9,853	+128%
County Tax	\$ 65,992	(\$ 85,790)	\$ 90,675	+ 6%
Unclassified	\$ 13,069	(\$ 16,990)	\$ 24,461	+ 44%
Capital Projects	\$ 60,000	(\$ 78,000)	\$ 57,250	- 27%
Debt & Interest	\$ 57,513	(\$ 74,767)	\$ 59,888	- 20%
Total	\$1,269,687	(\$1,650,593)	\$2,730,980	+ 66%

Source: Pownal Town Treasurer/Tax Collector

Between 1995 and 2005 overall Town expenditures (as measured in 2005 dollars) increased by 66% (Table 9). There were large increases for Special Assessments (+128%), road and bridge maintenance and repair (+79%) while the increase for the Fire Department (+65%) was similar to the increase of the budget for the Town as a whole (+66%). All other Town expenditures were fairly modest with actual decreases in welfare, capital projects outlays and debt repayment. Capital outlays were \$57,250 in 2005 - a modest amount (2%) compared to the overall budget of over \$2.7 million.

## DEBT SERVICE

Communities in Maine, Pownal included, use long-term borrowing to finance major capital expenditures. This, in effect, spreads the burden for paying for such facilities, such as a new fire station, over its useful life through the annual taxes of the residents over the pay-back period (5, 10 or 20 years) rather than just from the residents in the first year of the new facility's existence. As of December 31, 2005, Pownal had a total outstanding debt of \$135,692. This represents about 6% of the operating budget for 2005, an extremely low ratio of debt to operating expenses. Some Maine towns carry a ratio up to 25% of their debt to operating expenses.

## LONG-TERM DEBT

The following is a summary of Town debt outstanding at December 31, 2005:

### ***Pownal Center Water Association***

Bond for \$145,000 from the Farmer's Home Administration at 5.375% interest paid at \$14,326 annually until 2009.

### ***New Plow Truck and Fire Truck***

Town Bond for \$200,000 at 5.25% interest paid over 20 semi-annual payments until 2008.

### ***Town Hall Addition***

Town Bond for \$75,000 at 5.25% interest paid over 20 semi-annual payments until 2008.

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TABLE 10

POWNA ANNUAL DEBT SERVICE COST AS OF DECEMBER 31, 2005

Year	Principal	Interest	Total Debt Service
2006	\$ 39,119	\$ 6,152	\$ 45,271
2007	\$ 39,744	\$ 4,085	\$ 43,829
2008	\$ 30,402	\$ 1,983	\$ 32,835
2009	\$ 13,476	\$ 731	\$ 14,207
Total	\$122,951	\$12,951	\$135,692

Source: Pownal 'Notes to Financial Sheet, December 31, 2005'

If Pownal can maintain its excellent debt to operating expenses ratio at 10% in 2005, it should have no problem borrowing for major capital projects at favorable interest rates in the future.

Every year the Town retires some old debt. By maintaining its favorable bond rating, the Town could, if the need arose, secure large loans for major capital expenditures (e.g. take on debt up to 25% of the operating budget) at very favorable interest rates.

POLICIES

1. Maintain affordable property tax levels for the property owners in Town.
2. Maintain the Town's favorable bond rating to enable borrowing for planned capital projects and facilities at favorable rates.
3. Standardized financial implementation practices.

STRATEGIES

1. List Town assets under the Governmental Accounting Standards Board (GASB) program.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

2. Adopt Town financial policies.
  - a. For example:
    - i. Investment policies
    - ii. Acceptable debt levels
    - iii. Cash flow
    - iv. Purchasing practices

Responsibility: Board of Selectmen  
Treasurer  
Priority: High (1-2 years)

3. Change the fiscal year to July 1 to June 30.

Responsibility: Board of Selectmen  
Priority: High

## SECTION II CAPITAL INVESTMENT PLAN

### CAPITAL PROJECTS

A fund is currently in place to finance or partially finance the purchase and/or maintenance of Pownal's capital assets. A capital asset is defined as an object, building or piece of equipment. Whether or not Town roads should be considered capital assets is currently being discussed by the Selectmen and the Budget Committee.

At Town Meeting, citizens vote on how much money to add to the Capital Projects Fund. Money for capital projects may be funded through taxation, from surplus, or by bonding and other debt financing. Grants, low interest loans and charitable donations may offset some of the estimated costs for these projects. Below is a partial list of projected capital projects for the next 15 years. Cost figures are estimated.

Year	Capital Project	Cost
2006	Replace 1994 dump truck	\$130,000
2006	Mallett Hall – replace wiring, ceiling, lighting in old section	32,000
2007	Replace fire engine #1	200,000
2007	Mallett Hall – interior painting old section of building	5,000
2008	Replace 1996 Ford dump truck	100,000
2008	Replace 1998 John Deere backhoe	60,000
2010	Mallett Hall – paving and landscaping	20,000
2012	Replace Dresser grader	130,000
2013	Replace 2001 Sterling dump Truck	100,000
2015	Fire House	?

The Capital Fund balance, (as of December 31, 2005), consists of the following:

***Unexpended funds (not appropriated):***

\$120,981	has been invested in various long-term accounts
\$ 55,187	is currently held in the Town's General Operating Account
\$176,168	total unexpended Capital Investment Funds

***Expended funds (appropriated by vote at Town Meeting 2005):***

\$ 12,200	Total expended Capital Investment Funds
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## CAPITAL INVESTMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES

### POLICIES

1. Maintain a Capital Projects Fund.
2. Support long-range Capital Projects planning.

### STRATEGIES

1. Appoint a Capital Projects Plan Committee to review the present Capital Projects Fund.

Responsibility: Board of Selectmen

Priority: High (1-2 years)

2. Establish a ten-year plan to include but not be limited to redefining capital assets, reviewing accounting procedures, and long-term capital projects planning.

Responsibility: The Board of Selectmen

Priority: High (1-2 years)

## SECTION III REGIONAL COORDINATION PLAN

### REGIONAL COORDINATION POLICY

The Town of Pownal works with Greater Portland Council of Governments (GPCOG), State agencies and neighboring communities to investigate regional coordination opportunities which include but are not limited to, fire and rescue, natural resources, S.A.D. #62, Town services and recreation.

### STRATEGIES

1. Coordinate efforts with neighboring towns to manage shared natural resources in order to protect surface and ground water as well as drainage basins that affect the quality of the rivers and streams.  

Responsibility: Conservation Commission  
Planning Board  
Friends of the Royal River (consult)  
Priority: High (1-2 years)
2. Continue to participate in the Royal River Management Plan.  

Responsibility: Conservation Commission  
Priority: Ongoing
3. Continue membership and cooperation with the Central Corridor Coalition (GPCOG group).  

Responsibility: Board of Selectmen  
Priority: Ongoing
4. Continue working with neighboring towns, Eco-Maine, and Lewiston-Auburn Water Pollution Control Authority to improve recycling and residential septic and solid waste management practices.  

Responsibility: Solid Waste Reduction & Recycling Committee  
Board of Selectmen  
Priority: Ongoing
5. Continue with regionalization opportunities as they are presented to the Fire and Rescue Department.  

Responsibility: Pownal Fire and Rescue  
Priority: Ongoing

6. Continue with the Regional Transportation Program providing daily round trips from Pownal to Portland.

Responsibility: Board of Selectmen  
Priority: Ongoing

7. Investigate regional recreational opportunities with surrounding communities to include but not be limited to Bradbury Mountain State Park and the Pineland Trail Corridor.

Responsibility: Recreation Committee  
Conservation Commission  
Pownal Land Trust (consult)  
Priority: Low (7-10 years)

8. Study the possibility of consolidating administrative services with other schools.

Responsibility: S.A.D. #62 Board of Directors  
Priority: Medium (3-6 years)

## SECTION IV SUMMARY OF IMPLEMENTATION STRATEGIES

### HOUSING (Page 8)

1. Strongly recommend that a Housing Committee be established to assess elderly and affordable housing needs.  
Responsibility: Board of Selectmen  
Priority: High (1-2 years)
2. Explore innovative solutions which would include but not be limited to back lot development, conservation housing, charitable housing, (e.g. Habitat for Humanity), accessory apartments and regional coordination.  
Responsibility: Board of Selectmen  
New Housing Committee  
Priority: High (1-2 years)

### NATURAL RESOURCES (Page 17)

1. Update Pownal's Land Use Codes & Ordinances for wetlands and steep slopes.  
Responsibility: Planning Board  
Conservation Commission  
Priority: High (1-2 years)
2. Adopt a ground water protection overlay district to protect the Town's aquifers.  
Responsibility: Appropriate Board or Committee to be appointed  
Priority: Medium (3-6 years)
3. Coordinate efforts with neighboring communities to manage shared resources such as drainage basins.  
Responsibility: Conservation Commission  
Royal River Conservation Trust (consult)  
Planning Board  
Priority: Ongoing

4. Continue to plan and develop a network of conservation easements for protection of wildlife areas, wildlife travel corridors and stream corridors.  
 Responsibility: Conservation Commission  
 Pownal Land Trust (consult)  
 Neighboring communities  
 Beginning with Habitat Program  
 Royal River Conservation Trust  
 (consult)  
 Priority: Ongoing
  
5. Continue to inventory archaeological resources, historic structures and sites, and identify and protect scenic resources.  
 Responsibility: Pownal Scenic & Historical Society  
 Pownal Land Trust (consult)  
 Conservation Commission  
 Priority: Ongoing
  
6. Educate the public about critical natural areas and work with State and local organizations for the management of these areas.  
 Responsibility: Conservation Commission  
 Priority: Medium (3-6 years)
  
7. Educate the public about State and local programs that make open space, tree growth and farm land economically viable.  
 Responsibility: Selectmen  
 Cumberland County Cooperative Extensive Service  
 Cumberland County Soil and Water Conservation Service  
 Priority: Ongoing
  
8. Continue to manage Town-owned woodlots to assure long-term and sustainable yields.  
 Responsibility: Conservation Commission  
 Priority: Ongoing
  
9. Inventory lands identified as important for open space conservation.  
 Responsibility: Conservation Commission  
 Land Trust (consult)  
 Priority: High (1-2 years)
  
10. Consider the use of fees such as, but not limited to, Impact Fees which could provide funds for the acquisition of land or conservation easements on land identified as important for open space.  
 Responsibility: Board of Selectmen  
 Priority: High (1-2 years)

11. Identify, map and protect vernal pools.

Responsibility: Conservation Commission  
Board of Selectmen  
Priority: Medium (3-6 years)

## LAND USE (Page 25)

1. Establish an Ordinance Review Board or Committee to review all land use ordinances to address the following but not be limited to:

- a. Sprawl and strip development.
- b. Explore focused areas for densities and development in the Village District.
- c. Define commercial, manufacturing and industrial uses in the Village District.
- d. Disallow inappropriate commercial, manufacturing and industrial uses in the Village District.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

2. Be proactive in representing the Town with respect to ever changing State regulations that affect our land use and communicate these to the citizens.

Responsibility: Board of Selectmen  
Priority: Ongoing

3. Encourage conservation subdivisions where practical and any other measures that concentrate development while preserving open space.

Responsibility: New Ordinance Review  
Board or Committee  
Planning Board  
Priority: Medium (3-6 years)

4. Study Pownal's backlands to see if development is appropriate.

Responsibility: Land Trust (consult)  
Conservation Commission  
Royal River Conservation Trust (consult)  
Planning Board  
New Ordinance Review Board or Committee  
Priority: High (1-2 years)

5. Use the existing Zoning Map (2006) for considering any changes to land use regulations.

Responsibility: Planning Board  
New Ordinance Review Board or Committee  
Priority: Ongoing

6. Examine the effects of opening back land on the following: rural character, wildlife corridors, wetlands and on the Town's population and economy.  
     Responsibility: New Ordinance Committee  
     Priority: High (1-2 years)
  
7. Update Zoning Map to reflect road name changes made in 1993.  
     Responsibility: Planning Board  
     New Ordinance Review Board or Committee  
     Priority: High (1-2 years)

## PUBLIC FACILITIES AND SERVICES (Page 39)

### TOWN GOVERNMENT (Page 39)

1. Frequently assess and review Town-appointed committees with regard to updated membership and final dissolution of committees.  
     Responsibility: Board of Selectmen  
     Priority: Ongoing
  
2. Assess the need to hire a Town Administrative Assistant.  
     Responsibility: Board of Selectmen  
     Budget Committee  
     Priority: Medium (3-6 years)
  
3. Continue working with Eco-Maine, using private contractors, to haul household and commercial waste.  
     Responsibility: Board of Selectmen  
     Priority: Ongoing
  
4. Retain recycling facilities at Mallett Hall.  
     Responsibility: Board of Selectmen  
     Priority: Ongoing.
  
5. Continue to provide a household hazardous waste collection day and Pownal Pride Day.  
     Responsibility: Board of Selectmen  
     Priority: Ongoing
  
6. Educate Pownal residents about the benefits of recycling.  
     Responsibility: SWRRC  
     Priority: Ongoing

7. Solid Waste Reduction and Recycling Committee (SWRRC) should keep in frequent communication with the Board of Selectmen via meetings, phone and email.  
 Responsibility: Board of Selectmen  
 SWRRC  
 Priority: Ongoing
8. Digitize all Town maps.  
 Responsibility: Board of Selectmen  
 Priority: Low (7-10 years)

**FIRE AND RESCUE (Page 42)**

1. Explore the hiring of a full/part-time firefighter/EMT to do paperwork, maintenance and daytime coverage.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: High (1-2 years)
2. Develop a long-range capital projects plan.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Budget Committee  
 Priority: High (1-2 years)
3. Continue seeking local, state and federal grants followed by Town funding.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Ongoing
4. Bill insurance companies for services such as car accidents and negligence calls.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: High (1-2 years)
5. Continue plans for a new station.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Medium (3-6 years)
6. Maintain and replace equipment as necessary.  
 Responsibility: Fire Department  
 Priority: Ongoing

7. Offer incentives to attract local citizens as volunteers. Improve wages based on years of service, rank, training level and call responses.  
 Responsibility: Fire Department  
 Budget Committee  
 Priority: High (1-2 years)
8. Continue with regionalization opportunities as they are presented to us.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Ongoing
9. Adopt future residential sprinkler system ordinances on new construction as they are passed down from the state and federal level.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Medium (3-6 years)
10. Continue public awareness, Fire Prevention Programs and at-issue training.  
 Responsibility: Fire Department  
 Board of Selectmen  
 Priority: Ongoing

**EMERGENCY MANAGEMENT AGENCY (Page 45)**

1. Update the Town's current Emergency Management Plan which might include, but not be limited to the following: developing a budget; seeking grants; installing emergency radio equipment; and bringing the school facilities up to emergency shelter standards.  
 Responsibility: Board of Selectmen  
 Emergency Management Director  
 Priority: Ongoing

**POLICE (Page 45)**

1. Monitor speed zones, signage and traffic trends.
2. Continue the Crime Watch Program.
3. Continue appointment of Town Constable(s).
4. Continue patrols by Cumberland County Sheriff and State Police.
5. Inform residents of local crime.  
 Responsibility: Board of Selectmen  
 Local Law Enforcement  
 Priority: Ongoing

ANIMAL CONTROL (Page 46)

1. Investigate ways to more effectively enforce existing animal welfare and pet licensing laws.

Responsibility: Animal Control Officer  
Town Clerk  
Priority: High (1-2 years)

EDUCATION (Page 47)

1. Continue to investigate creative solutions to attract tuition students.

Responsibility: S.A.D. #62 Board of Directors  
Priority: High (1-2 years)

2. Increase support for volunteerism.

Responsibility: S.A.D. #62 Board of Directors  
Priority: Ongoing

3. Study the possibility of consolidating administrative services with other school systems.

Responsibility: S.A.D. #62 Board of Directors  
Priority: Medium (3-6 years)

4. Create community class offerings for adults.

Responsibility: S.A.D. #62 Board of Directors  
Priority: Medium (3-6 years)

TRANSPORTATION (Page 50)

1. Develop a 15-20 year road management / maintenance plan.

Responsibility: Road Commissioner  
Board of Selectmen  
Priority: High  
(1-2 years)

2. Continue springtime posting of vehicular load capacities.

Responsibility: Road Commissioner  
Priority: Ongoing

3. For winter road maintenance continue to minimize rock salt, stay informed of new environmentally-friendly anti-icing products and employ their use, if financially feasible.

Responsibility: Road Commissioner  
Priority: Ongoing

4. Appoint a Capital Projects Plan Committee to define a capital asset with regard to roads.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

#### RECREATION (Page 55)

1. Revive Recreation Committee.

Responsibility: Board of Selectmen  
Priority: High (1-2 Years)

2. Educate Town citizens on current recreational opportunities.

Responsibility: Recreation Committee  
Priority: Medium (3-6 years)

3. Explore ways Pownal residents can revive free or reduced-fee access to Bradbury Mountain State Park and Pineland Trail system.

Responsibility: Recreation Committee  
Conservation Commission  
Land Trust (consult)  
Priority: Medium (3-6 years)

4. Continue to investigate regional recreational long-term opportunities with surrounding communities.

Responsibility: Recreation Committee  
Conservation Commission  
Land Trust (consult)  
Priority: Ongoing

5. Employ programs such as Land for Maine's Future, Pownal Land Trust and other private efforts, and state tax relief such as Farm, Open Space and Tree Growth programs that provide for total public access.

Responsibility: Board of Selectmen  
Recreation Committee  
Conservation Commission  
Land Trust (consult)  
Priority: Ongoing

6. Consider the use of fees such as, but not limited to, Impact Fees to provide funds for the acquisition of land as important for recreational use or recreation.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

## FISCAL CAPACITY (Page 58)

1. List Town assets under the Governmental Accounting Standards Board (GASB) program.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

2. Adopt Town financial policies.
  - a. For example:
    - i. Investment policies
    - ii. Acceptable debt levels
    - iii. Cash flow
    - iv. Purchasing practices

Responsibility: Board of Selectmen  
Treasurer  
Priority: High (1-2 years)

3. Change the fiscal year to July 1 to June 30.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

## CAPITAL PROJECTS (Page 67)

1. Appoint a Capital Projects Plan Committee to review the Capital Projects Fund.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)
2. Establish a ten-year plan to include but not be limited to redefining capital assets, reviewing accounting procedures, and long-term capital projects planning.

Responsibility: Board of Selectmen  
Priority: High (1-2 years)

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## SECTION V REFERENCES

### PUBLIC PARTICIPATION

In order to develop an informed Comprehensive Plan, the Committee sought input from citizens through various means:

- Focus Groups
- Individual interviews
- Town-wide survey

Copies of focus-group minutes, interviews, and survey results (including comments) are available at Mallett Hall.

### PUBLIC MEETINGS

*The Committee held numerous focus group meetings in order to gather public opinion to consider the following issues:*

- What is special about Pownal?
- What do we want to remain the same?
- What needs to be changed?
- How do we envision Pownal 10 years from now?

*Numerous focus group meetings included:*

- Board of Selectmen
- Planning Board
- Road Committee
- S.A.D. #62 Board of Directors
- Pownal Fire and Rescue
- The Getaways
- Senior Citizens Group
- Grange
- Local citizens at a public forum at Pownal Elementary School
- Students and parents

*The most mentioned positives were:*

- Open spaces / rural character
- Opportunities for recreation
- Current tax assessing policies
- Low taxes
- Slow growth
- Fire and Rescue Services
- Small, friendly community
- Town meeting form of government
- Small School

*The most mentioned concerns were:*

- Loss of open space / rural character
- Impact of Pineland trail system
- Current tax assessing policies
- Increase in taxes
- Unplanned and/or over-development
- Future wildlife protection
- Housing needs for Seniors
- Future of school if students decrease of increase substantially

## POWNAI PUBLIC OPINION SURVEY SUMMARY OF RESULTS

A Town-wide survey was conducted in October and November, 2004. The surveys were bulk-mailed as follows:

591 households  
x2 surveys mailed to each household\*\*  
 1182 total bulk mailing  
-24 returned undelivered  
 1158 surveys delivered  
 \*\*to allow for different responses within households

There were 341 completed surveys which resulted in a 29.5% return rate. This represents an above-average return for survey response. Percentages were calculated on the total number responding to each question. Additional comments returned with the survey are available at Mallett Hall.

1. Based on growth in recent years, it is projected that approximately 130 new houses will be built in Pownal during the next 10 years. Indicate your level of support or opposition for each of the following approaches to accommodating this growth.

	Strongly support	Support	Neutral/undecided	Oppose	Strongly oppose
Encourage higher density development in a limited area in:					
Pownal Center	57 17.7%	94 29.2%	50 15.5%	73 22.7%	48 14.9%
North Pownal	32 10.3%	64 20.6%	65 21%	79 25.5%	70 22.6%
West Pownal (near Pineland)	40 12.7%	89 28.3%	61 19.4%	74 23.5%	51 16.2%
Elmwood Road (near Freeport)	39 12%	87 26.9%	72 22.2%	69 21.3%	57 17.6%
Other area	14 6.2%	20 8.9%	85 37.8%	64 28.4%	42 18.7%
Encourage residential development throughout rural areas	28 8.6%	75 23.1%	42 12.9%	98 30.2%	82 25.2%
Encourage conservation subdivisions in rural areas – small house lots, with preservation of common open space	69 21.4%	106 32.8%	59 18.3%	48 14.9%	41 12.7%
Limit new home building permits in rural areas for dwelling units	78 23.9%	104 31.9%	37 11.3%	61 18.7%	46 14.1%

2. What kind of growth rate would you favor for Pownal over the next 10 years? \*

a. Slow                                      b. Moderate                                      c. Rapid  
 193 / 59.9%                                      121 / 37.6%                                      8 / 2.4%

\* For this question, there were 322 responses, 5.6% did not answer the question.

Indicate your level of agreement or disagreement with the following strategies to manage growth and protect open space:

	Strongly agree	Agree	Neutral/undecided	Disagree	Strongly disagree
The Town's land use ordinances (zoning, subdivision, site plan review, shore land, flood plain, hazardous waste, and driveway/driveway entrance) are important for Town planning	169 51.2%	126 38.2%	23 7%	4 1.2%	8 2.4%
The zoning ordinance should be changed to permit the development of back lots (that is, back lots with a minimum of 60 feet of road frontage on a Town road)	74 22.9%	58 18%	57 17.6%	52 16.1%	82 25.4%
The number of subdivisions in rural areas should be limited	157 47.4%	93 28.1%	24 7.3%	41 12.4%	16 4.8%
Other areas in Town should be zoned for business and professional uses*	31 9.6%	94 29.2%	72 22.4%	64 19.9%	61 18.9%

\*At present, the zoning ordinance divides the Town into the following districts: *Rural Residential A* (traditional residences); *Rural Residential B* (traditional residences and single wide mobile homes); and *Village* (traditional residences and business and professional establishments). (Refer to enclosed map)

3. What should be the Town's policy toward commercial/industrial development? (Circle one)

a. Allow anywhere                                      21      -      6.5%  
 b. Confine to specific areas                                      223      -      69 %  
 c. Discourage                                      69      -      21.4%  
 d. Neutral / no opinion                                      10      -      3.1%

5. Indicate your level of support or opposition for each of the following approaches to open space and natural resource protection.

	Strongly support	Support	Neutral/undecided	Oppose	Strongly oppose
Town purchase through bonds or other local funds	56 17%	93 28.2%	67 20.3%	72 21.8%	42 12.7%
State purchase, through Land for Maine's Future Program and other State programs	98 29.5%	118 35.5%	52 15.7%	40 12%	24 7.2%
Private efforts, such as through the Pownal Land Trust	126 38%	112 33.7%	55 16.6%	23 6.9%	16 4.8%
Greater use of State tax relief programs, such as Farm, Open Space, and Tree Growth programs	135 40.5%	116 34.8%	55 16.5%	17 5.1%	10 3%

6. How important do you think it is for the Town of Pownal to take an active role in preserving or protecting the following?

	Support with moderate increase in taxes	Support, but with little increase in taxes	Neutral/undecided	Do not support
Open space/undeveloped areas	83 25.1%	172 52%	27 8.2%	49 14.7%
Farmland	79 24%	162 49.2%	44 13.4%	44 13.4%
Scenic views/roadways	52 16%	149 45.7%	65 19.9%	60 18.4%
Wildlife habitat	75 22.8%	187 56.8%	39 11.9%	28 8.5%
Groundwater protection	120 36.3%	161 48.8%	30 9.1%	19 5.8%
Outdoor recreation areas/trails	55 16.6%	162 48.8%	62 18.7%	53 16%
Public access to open space	59 17.7%	153 45.9%	59 17.7%	62 18.7%
Historic sites	57 17.2%	180 54.4%	61 18.4%	33 10%
Chandler Brook and other surface water resources	85 25.7%	173 52.3%	49 14.8%	24 7.3%

7. Indicate your level of support or opposition for the following actions that the Town of Pownal could take to protect open space.

	Strongly support	Support	Neutral/undecided	Oppose	Strongly oppose
Property tax reductions for placing conservation easements on open space	106 31.8%	27 38.1%	49 14.7%	28 8.4%	23 6.9%
Town purchase of conservation easements on open space if that results in tax savings for Pownal residents (on average the cost to towns per \$1.00 revenue is \$0.50 for open space land, and \$1.15 for developed residential land)	88 26.7%	108 32.8%	71 21.6%	37 11.2%	25 7.6%
Strengthening Town regulations for wetlands on private lands	77 23.2%	93 28%	57 17.2%	71 21.4%	34 10.2%
Strengthening Town regulations for wildlife habitat protection on private lands	76 22.9%	87 26.2%	64 19.3%	77 23.2%	28 8.4%
Continued management of Town-owned forests as a renewable resource and harvesting of wood on a sustained yield basis	114 34.2%	166 49.8%	32 9.6%	13 3.9%	8 2.4%
Coordinating with abutting Towns to protect habitat and scenic resources on a regional scale	107 32.4%	128 38.8%	59 17.9%	19 5.8%	17 5.2%

8. Bradbury Mountain State Park has received a 300% increase in usage over the last twenty years. How many times a year do you use the park for:

	More than 40 times a year	More than 10 times a year	More than once a year	Less than once a year	Never
Hiking	24 7.1%	38 11.2%	108 31.9%	91 26.8%	78 23%
Biking	3 1%	13 4.2%	27 8.7%	41 13.2%	227 73%
Skiing	3 1%	19 6%	34 10.8%	55 17.5%	204 64.8%
Riding	3 1%	5 1.6%	10 3.2%	35 11.3%	256 82.8%
Other	3 1.2%	11 4.4%	21 8.5%	48 19.4%	165 66.5%

9. A large portion of our taxes goes toward funding Pownal Elementary School (PES) and tuitioning our high school students to another school system. Indicate your level of agreement of disagreement with each of the following:

	Strongly agree	Agree	Neutral/undecided	Disagree	Strongly disagree
PES / MSAD # 62 is a vital asset to our community.	128 38.4%	123 36.9%	49 14.7%	20 6%	13 3.9%
Local control of PES is important. We should continue to have our own Superintendent/Principal/Special Education Director and School Board.	77 23.5%	76 23.2%	78 23.9%	56 17.1%	40 17.2%
Consolidation (sharing Superintendent/Principal/Special Education Director) with another school system is a good fiscal and educationally sound option to reducing the cost of education in Town.	96 28.7%	95 28.4%	69 20.7%	54 16.2%	20 6%
High school students should continue to be tuitioned only to Freeport so long as the per student fee remains cost effective and reasonable.	79 23.8%	108 32.5%	86 25.9%	42 12.7%	17 5.1%
If it were financially beneficial, the Town should join with another school system and dissolve MSAD # 62.	85 25.6%	56 16.9%	78 23.5%	49 14.8%	64 19.3%
Pownal High School students should have the option of going to the high school of their choice.	72 21.6%	87 26.1%	77 23.1%	59 17.7%	38 11.4%

10. What services or facilities would you like to see improved, expanded or developed over the next ten years?

	Support with moderate increase in taxes	Support, but with little increase in taxes	Neutral/undecided	Not needed
Full time, paid Fire Chief	32 9.7%	62 18.8%	87 26.4%	148 45%
New Fire Station	42 12.8%	77 23.4%	85 25.8%	125 38%
Full time, paid fire fighter/EMT	36 11.1%	63 19.5%	99 30.7%	125 38.7%
Regionalization of services (fire protection, police protection, rescue)	44 13.6%	133 41.2%	83 25.7%	63 19.5%
Increased police presence in Town	36 10.8%	77 23.1%	73 21.9%	148 44.3%
Better enforcement of speed limits	40 12.3%	110 34%	63 19.4%	111 34.3%
Continued strong recycling program	86 25.8%	189 56.8%	42 12.6%	16 4.8%
Public transportation (van, bus, train)	16 4.9%	63 19.4%	84 25.9%	161 49.7%
Elderly Services (i.e., transportation, home health care)	44 13.1%	162 48.4%	83 24.8%	46 13.7%
Expanded youth programs	25 7.6%	111 33.8%	105 32%	87 26.5%
More recreational opportunities	13 4%	72 21.9%	109 33.1%	135 41%
Bringing all Town roads up to State standards	53 16%	116 34.9%	63 19%	100 30.1%
Paving all Town roads	40 11.9%	57 17%	64 19%	175 52.1%
Bicycle paths along major routes in Town	34 10.2%	93 27.8%	44 13.2%	163 48.8%
Walking paths along major routes in Town	30 9%	80 24%	50 15%	173 52%

11. Choose the form of government you most favor

- a. Town meeting/Selectmen 158 / 51.8%
- b. Town meeting/Selectmen/Administrative Assistant 93 / 30.5%
- c. Town meeting/Selectmen/Town manager 54 / 17.7%

12. What should the Town's policy be toward the following types of housing? Consider the need for affordable housing, where monthly costs (mortgage, taxes, insurance, etc.) do not exceed 28% of monthly income.

	Encourage	Permit	Neutral/undecided	Discourage
Duplexes, (including in-law apartments)	71 21.5%	163 49.2%	46 13.9%	51 15.4%
Apartment buildings	24 7.3%	43 13%	66 20%	197 59.7%
Condominiums	22 6.7%	73 22.3%	57 17.4%	175 53.5%
Affordable elderly housing	94 28.5%	158 47.9%	50 15.2%	28 8.5%
Affordable low/moderate income	69 21.3%	129 39.8%	59 18.2%	67 20.7%
Mobile home parks	9 2.7%	15 4.5%	28 8.4%	282 84.4%
Mobile homes on single lots	31 9.4%	82 24.8%	47 14.2%	171 51.7%

13. Are you concerned that taxes will become so high that:

	Strongly agree	Agree	Neutral/undecided	Disagree	Strong disagree
You may have to sell your home and move	111 33.1%	79 23.6%	39 11.6%	71 21.2%	35 10.4%
You may have to sell land to pay or reduce your taxes	89 27.3%	58 17.8%	59 18.1%	78 23.9%	42 12.9%
Moderate and low income earners, elderly and our children will not be able to live here	157 47%	101 30.2%	39 11.7%	28 8.4%	9 2.7%

14. Do you have sufficient information about ways to reduce your taxes through the following state and local programs:

	Yes	No
Farmland	118 36.9%	202 63.1%
Open Space	110 34.4%	210 65.6%
Tree Growth	123 38.2%	199 61.8%
Tax abatement	105 32.6%	217 67.4%
Tax relief programs	117 36.2%	206 63.8%

15. Do you believe taxes in Pownal are fair to all large and small landowners?

- a. Yes = 135 (39.6%)
- b. No = 165 (48.4%)
- c. Other = 41 (12%) with following comments:
  - N/A = 1
  - Don't know = 4
  - Not enough information = 1
  - How would I know? = 1
  - What does fair mean? = 1
  - Not sure = 5
  - Left blank = 28

16. How old are you?

- a. 18-25 yrs. = 1 (.3%)
- b. 26-40 yrs. = 74 (21.8%)
- c. 41-55yrs. = 121 (35.7%)
- d. 56 - 65yrs. = 90 (26.5%)
- e. 66 yrs. Or older = 53 (15.6%)

17. How many years have you lived in Pownal?

- |    |              |               |
|----|--------------|---------------|
| a. | 0-5yrs.      | = 65 (19.3%)  |
| b. | 6-10 yrs.    | = 62 (18.4%)  |
| c. | 11-15 yrs.   | = 40 (11.9%)  |
| d. | 16-20 yrs    | = 27 (8%).    |
| e. | 21-25 yrs.   | = 24 (7.1%)   |
| f. | over 25 yrs. | = 119 (35.3%) |

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Fire and Rescue Chief, David Malone  
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Maine State Housing Authority (MSHA)  
National Fire Protection Association  
Pownal Budget Committee  
Pownal Fire and Rescue  
SAD #62 Board of Directors  
State of Maine Department of Labor  
Town Clerk, Treasurer and Tax Collector, Kelly Wentworth

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