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# Town of Durham Comprehensive Plan

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# Town Of Durham Comprehensive Plan



## **Introduction**

Durham is located 10 miles from the coast along the southern bank of the Androscoggin River. It occupies the southernmost corner of the County and is bordered on the northeast, east, south and southeast by Topsham, which is in Sagadahoc County, and Brunswick, Freeport, Pownal and New Gloucester, which are in Cumberland County, and on the west and north by Auburn, Lewiston and Lisbon, which, along with Durham, are in Androscoggin County. The topography is rolling to flat, with a high point at Lauraffe Ledge in the western corner of Town. Durham contains approximately 24,810 acres (38.8 square miles) of land and water.

The dominant physical feature of Durham is the Androscoggin River, which comprises 10.3 miles of the northern boundary of the Town. The flood plains of the Androscoggin River play a valuable role in enriching the soils of adjacent farmlands. Runaround Pond, the other significant body of water is located in the southwestern part of Town. Part of the Royal River watershed, Runaround Pond (133 acres) and its adjacent wetlands provide recreational opportunities as well as important habitat for wildlife.

Durham is largely forested, but wood lot harvesting is not an active industry in the Town. Once a vital agricultural center, Durham now has only a few working dairy or crop farms. There has been, however, an increasing number of commercial equestrian facilities in Durham. Development in Town consists primarily of single-family homes located along existing road frontages.

## **History**

In 1620, James I of England granted a charter to the Council of Plymouth for the land on both sides of the Androscoggin River. The area that now is Durham was known then as Royalsborough. Durham probably took its name from the county of that name in England, once the residence of the Royall family. In 1789, with a population of 700, Durham became incorporated as part of the Commonwealth of Massachusetts.

Prior to settlement, lumber was the chief article of trade, and the unbroken forests of the area attracted shipbuilders. Durham supplied most of the timber to the shipbuilding industry in Freeport and Yarmouth. Because there was not a great demand in the early years for cord wood for fuel, when land was cleared for agricultural purposes great quantities of wood were cut, rolled into piles and burned. The first sawmill in Durham was built on Chandler's Stream, near Runaround Pond, in 1766.

The area midway between the North Yarmouth town line and the Androscoggin River (near the present intersection of Route 136 and Rabbit Road) was the business center of Town for 20 years; a church and Durham's first schoolhouse were built there. In 1781, Israel Bagley was commissioned to build the River Road to Auburn in order to improve commerce with Lewiston. The building of this road led to the immediate settlement of the northern part of Durham, and along with it the center of Town moved northward. In 1813, Stackpole Road was extended to the Minot Road and served as the regular stage line from Portland to Auburn. This resulted in the establishment in Town of more saw and grist mills, one of which was the Durham Steam Company; in 1837, it was chartered for grinding grain and plaster of Paris, sawing lumber and manufacturing iron, steel, cotton and wool.

In 1820, John Rogers of Lynn, Massachusetts, began manufacturing shoes in South Durham. A score of small shops soon were built, each employing five or six workers, and at its height, this area became known as Shoe-Town, and employed more than 300 people.

Durham's first storekeeper was O. Israel Bagley, who located his establishment just below his house on the County Road, which now is known as Royalsborough Road. He operated his business there from 1770 to 1789. At the beginning of the 19th Century, River Road became home to several large stores, and people traveled from Auburn, Lewiston, Turner, Buckfield and regions beyond to do their trading at Southwest Bend.

The Town always has been home to a wide variety of religious denominations. The Free Baptist Church was built in 1790. The Methodist Church was built in 1804, and it was improved in 1867. In 1835, the Union church at Southwest Bend was built. About 1845, a Congregational Church was built near the Durham-Freeport town line; the church was moved to Southwest Bend in 1853.

In the southern part of Town, almost all the settlers were Friends (Quakers), and as early as 1775 they established religious services in the house of Joseph Estes.

In 1896, a bible school known as Shiloh, founded by Frank W. Sanford, was built on a hilltop in northeastern Durham. At the time, this seven-story structure was the largest bible school in the world, Property owned by the "movement" covered more than two square miles and, in many ways, the activities of Shiloh were similar to those of a colonial town. Tin smiths, carpenters, coopers and and blacksmiths, as well as a print shop, a shoe shop, a bakery, a post office and a private school system, helped make Shiloh a self-contained community. Shiloh to this day continues to function in Durham as

a non-denominational, Bible-teaching community church affiliated with the organization known as The Kingdom. The original church structure, still standing, is designated as a National Historic Landmark.

In the early 1900s, Durham included four separate settlements: Southwest Bend, East Durham, South Durham and West Durham. General stores were located in each of the four settlements, and the Durham House, a luxury hotel run by Abner Merrill, was located at Southwest Bend, near the present site of the Town's bandstand. Most residents of Town were farmers, carpenters, masons, mill workers, seamstresses, midwives, coopers or shoemakers. In 1910, the population had increased to 1,625, in part due to the rising prominence of the Missionary School at Shiloh, as well as the attractiveness of Durham's rural setting. By 1920, most of the general stores had disappeared and all post offices were replaced by Rural Free Deliver (RFD). During this period, the Town was financially stable and non-political.

The need for fire protection became apparent in the period between 1911 and 1917, when there were several spectacular fires; they led to established fire districts run by fire wardens selected by the Town.

The period between 1920 and 1950 marked the beginning of Durham as a commuter community: The introduction and the growing popularity of the automobile enabled residents to travel easily to neighboring towns for employment.

During the early 1950s, there was little concern for the future of the Town in terms of land use, population growth and municipal services. By the early 1960s, however, some townspeople felt the Town needed stricter building codes and land use guidelines. Durham's first Comprehensive Plan, approved in 1971, clearly indicated that

residents desired little or no change in the Town. The survey prepared for that plan showed that residents were ready to pay for increased municipal services (schools, roads, fire and police) so that Durham could maintain its rural character.

In the late 1960s and early 1970s, a number of new businesses were established in Town, among them a gas station, a new general store, butcher shops, a gift shop, a dairy bar, several home garages for automotive repairs, a recreation site for camping, trucking companies, a television repair service, small engine repair shops, roadside farm stands, a chainsaw service, a junk yard and a paving company.

Durham's population grew from 1,264 in 1970 to 3,381 in 2000. Despite this steady increase in population, Durham has retained its rural character, which people continue to enjoy along with the accessibility the Town's location provides to more developed areas.

Like other Maine communities of similar size, Durham's municipal government and the school system have grown. New positions created in Town government have included a full-time Administrative Assistant, added in 1988, as well as additional construction inspectors and a Tax Assessor. One of Durham's great strengths used to be the willingness of its residents to devote time and energy to the community, volunteering for such things as government committees, the Fire Department, scout troops and helping with the school system. However, social changes have resulted in a shortage of active volunteers, raising the possibility that the Town will have to begin paying people to perform these functions.

## POPULATION

### Historical Population Growth

Durham's population grew 63 percent during the 1980s and 1990s, to reach a 2000 population of 3381. Growth rates in the last two decades have been significantly higher than Androscoggin County and the State of Maine as a whole, as well as many neighboring communities.

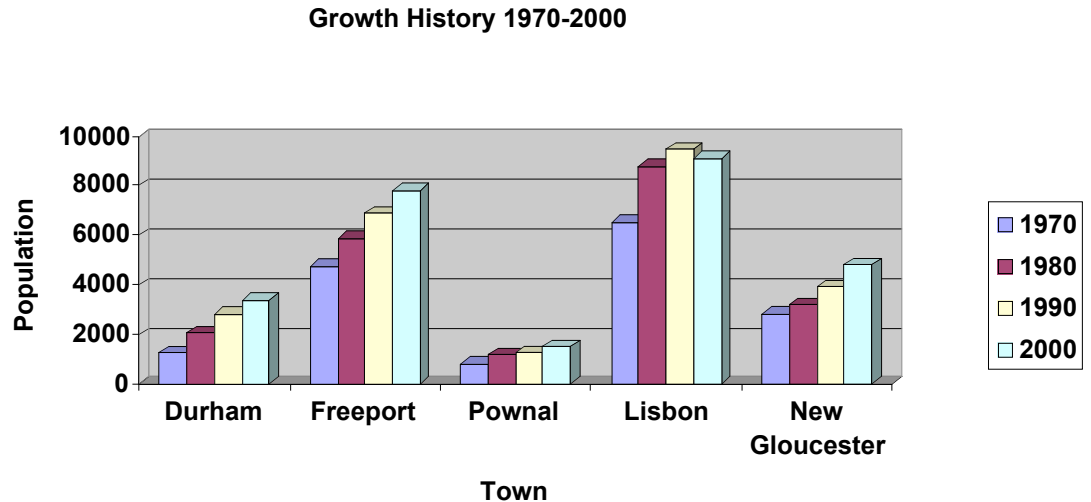
**Table 1**  
**Population Growth**  
**Town of Durham compared to selected communities**

	<b>1980</b>	<b>1990</b>	<b>Change</b>	<b>2000</b>	<b>Change</b>
<b>DURHAM</b>	2,074	2,842	37.0%	3,381	19.0%
<b>Freeport</b>	5,863	6,905	17.8%	7,800	13.0%
<b>Lisbon</b>	8,769	9,457	7.7%	9,077	- 4.0%
<b>Pownal</b>	1,189	1,262	6.1%	1,491	18.1%
<b>Brunswick</b>	17,366	20,906	20.4%	21,172	1.3%
<b>New Gloucester</b>	3,180	3,916	23.2%	4,803	22.7%
<b>Auburn</b>	23,123	24,309	5.1%	23,203	-4.5%
<b>Lewiston</b>	40,481	39,757	-1.8%	35,690	-10.2%
<b>Androscoggin County</b>	99,509	105,259	5.7%	103,793	-1.4%
<b>Maine</b>	1,125,043	1,227,928	9.2%	1,274,923	3.8%

*Source: 2000 U.S. Census*



**Table 2**  
**Growth History, 1970-2000**  
**A comparison of the growth pattern of selected towns surrounding Durham**



An evaluation of Table 1 indicates that population growth in Durham, while still significant, slowed during the last decade, both in percent and total number (539 during the 90's and 758 during the 80's).

**Projected Population Growth**

Anticipating population growth is an integral part of the comprehensive planning process. Depending on future population characteristics, various community needs and facilities can be identified and planned for. It should be understood, however, that predicting population with great accuracy is difficult.

Population change is a result of two primary factors: natural increase and migration. Natural increase is the difference between births and deaths during the year. For the period between 1990 and 2000, the total natural increase for Durham was 268 people, as indicated in Table 3. Census information indicates that Durham's population

increased by 539 people. Thus, population increase was divided relatively equally between natural increase and in-migration.

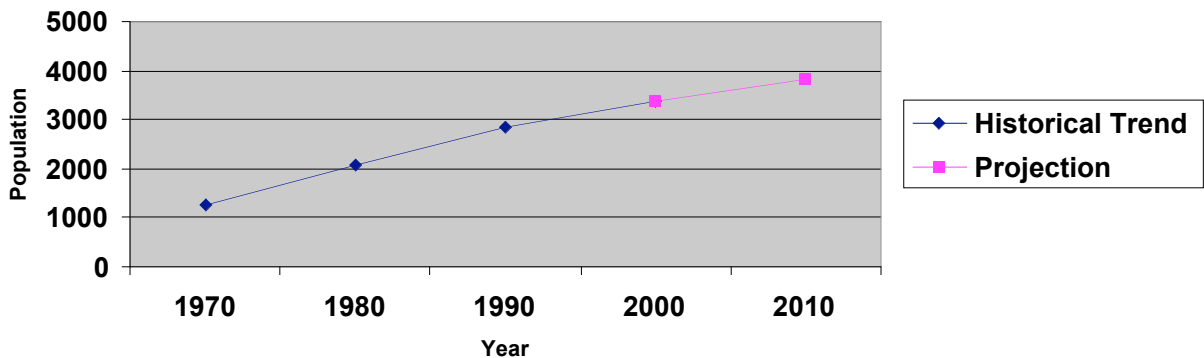
**Table 3**

**Net Natural Increase in Population, based on births and deaths, 1980-2000**

Year	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	2000
Increase	14	14	19	20	31	24	24	27	21	25	32	23	23	31	20	36	28	14	23	38	15

**Table 4**

**Population History & Projection**



### Age Distribution

As can be seen in the following table, between 1990 and 2000 the percentage of children ages 0 to 4 has declined slightly, the percentage of children ages 5 to 17 has increased slightly and adults ages 18 to 44 has decreased slightly. The largest increase has been in adults ages 45 to 65. Only a slight increase has been seen in those adults over age 65.

**Table 5**  
**Population by Age Group**

	<b>1990*</b>	<b>Percent of Population</b>	<b>2000**</b>	<b>Percent of Population</b>
<b>0 - 4</b>	246	8.7%	213	6.3%
<b>5 - 17</b>	579	20.3%	760	22.5%
<b>18 - 44</b>	1,354	47.6%	1,314	38.9%
<b>45 - 64</b>	492	17.3%	863	25.5%
<b>65 +</b>	171	6.0%	231	6.9%
<b>TOTAL</b>	2,842	100%	3,381	100%

*Sources:*

\* 1990 U.S. Census

\*\* 2000 U.S. Census (age groups are slightly different in the 2000 Census)

### **Projected Age Distribution**

Durham, like nearly every town in the state, has seen a decrease in people of child-bearing age. Although the town's strategic location could affect this trend, it is expected that this age group will continue to decrease, thus reducing natural increase over the next 10 years.

If current trends continue, the only age group that will see a significant increase in population in relation to Durham's total population is the 45 to 64 group. However, because the total population is projected to increase, numerical increases are expected to occur in most age groups; we can anticipate that the 0-4 and 18-44 age groups may decrease or remain stagnant, unless in-migration increases.

**Table 6**

**Population Projections by Age Group**

	<b>2005*</b>	<b>% of Population</b>	<b>2010*</b>	<b>% of Population</b>
<b>0 – 4</b>	213	5.9%	234	6.1%
<b>5 – 17</b>	703	19.5%	724	18.9%
<b>18 – 44</b>	1,334	37%	1,379	36%
<b>45 – 64</b>	1,082	30%	1,188	31%
<b>65 +</b>	274	7.6%	306	8%
<b>TOTAL</b>	3,606	100%	3,831	100%

\* Estimates based on progression analysis.

**School Enrollment**

While the percentage of children ages 0 to 17 years of age has declined relative to the total population (see Tables 1 and 2), the actual number of children enrolled in school increased from 512 in 1980 to 628 in 2000. The 2000 school enrollment was 23 percent higher than in 1980, with high school students making up a higher percentage of the school enrollment. Elementary school enrollment peaked at 428 in 1997 and has declined since; based on the 0-4 population in the 2000 Census, we can anticipate continued decline in elementary school students.

**Table 7**  
**School Enrollment**

<b>Grade</b>	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>1997</b>	<b>1999</b>	<b>2000*</b>	<b>2001**</b>
<b>K – 2</b>	141	120	152	130	137	141	130	123
<b>3 – 5</b>	143	113	129	147	134	137	137	133
<b>6 – 8</b>	102	163	110	139	157	150	148	143
<b>9 – 12</b>	126	138	198	173	171	192	213	
<b>TOTAL</b>	512	534	589	589	599	620	628	

*(Figures are for April of the year indicated)*

*\*Figures for June of 2000*

*\*\*Anticipated enrollment for 2001*

**Projected School Enrollment**

Between 1999 and 2005, it is projected that the proportion of school age children (5 to 17) will continue to decline from 19.7 percent to 18.9 percent of the total population. However, as the total population is projected to increase, the school population is projected to increase numerically as well -- potentially from 628 students in 2000 to 724 students in 2010. (See Tables 5 & 6, population of 5 to 17 year olds.)

**Average Household Size**

At the same time that population has been increasing, the average household size has decreased; in 1990, the average household size was 2.89 and in 2000, it had

decreased to 2.75. Durham's average household size is still considerably higher than Androscoggin County and the state, which are 2.38 and 2.39 respectively. It is likely that Durham's average household size will continue to decline.

The Comprehensive Plan Committee's projections for Durham show a larger, though declining, per household number than State or County figures. The Committee believes that Durham will continue to attract young families, but few singles and elderly people.

The following table shows the number of housing units in Durham up to 2000, and projects the number of units for 2005 and 2010. Based on past Census data, the percentage of owner occupied units has been approximately 85%; the same percentage has been used for the 2005 and 2010 projections.

**Table 8**  
**Housing Units in Durham**

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2005*</b>	<b>2010*</b>
<b>Total Units</b>	682	994	1,257	1370	1480
<b>Owner Occupied</b>	580	854	1,087	1165	1258
<b>Renter Occupied</b>	89	115	139	158	170
<b>Vacant</b>	13	25	31	47	52

\* Projected

### **Population Density**

The population of Durham also can be examined from the viewpoint of area density; as the population increases, so does the density. The Town of Durham is 38.8

square miles, or 24,810 acres and the density based on Census 2000 figures is 87 people per square mile.

**Income**

The most recent figures for income are based on the 2000 census. Durham’s 1998 median household income was the highest in Androscoggin County and 32% higher than the State figure. This is likely due to Durham’s strategic location adjacent to higher income Cumberland and Sagadahoc counties and its position as part of the Bath/ Brunswick labor market area. The 2000 median household income for Durham was 16% higher than for the Bath/Brunswick LMA and 30% higher than for Androscoggin County. The income distribution showed a smaller percentage of Durham households in the lower income brackets than the LMA and the county, and a higher percentage of households in the middle income ranges, with a smaller percentage having incomes of more than 150% of the median.

**Table 9**  
**Median Household Income**

	<b>1979</b>	<b>1989</b>	<b>1998</b>	<b>2000</b>
<b>Pownal</b>	\$18,312	\$38,450		
<b>Freeport</b>	\$16,126	\$37,150		
<b>DURHAM</b>	\$15,552	\$35,720	\$42,198	\$47,278
<b>New Gloucester</b>	\$14,726	\$34,034		
<b>Brunswick</b>	\$14,697	\$30,896		
<b>Lisbon</b>	\$14,923	\$30,356	\$36,385	

<b>Bath/Brunswick LMA</b>				\$40,688
<b>Androscoggin County</b>	\$13,524	\$26,979		\$36,395
<b>Maine</b>	\$13,816	\$27,854	\$31,952	

**1998 & 2000 data from Claritas**

## **LAND USE**

### **Zoning**

Durham has several ordinances designed to regulate the use and development of land. They are intended to protect the Town's natural resources and handle land use change requests reasonably and fairly. Land use and zoning ordinances impose restrictions on individuals in the interest of satisfying broader community needs.

The function of the Planning Board is to review all development in Durham (other than single family homes on non-subdivision lots.) The Planning Board's major tool to equitably review proposals is the published codes, ordinances and regulations. Some of these ordinances are briefly described below:

Durham is divided into two districts.

The Resource Protection District includes shore land area adjacent to the Androscoggin River, Runaround Pond, named brooks, flood plains and areas which are swampy. The land use is generally limited to agriculture and light recreation.

The Rural Residential District may be developed for residential, commercial, industrial and other uses under guidelines detailed in the ordinances. The Planning Board is actively involved in the conditional use permit process for kinds of uses which may not fit in with the rural character of the Town. Approval criteria are based on a series of



standards related to items such as noise, traffic, odor, utilities, safety and natural resource protection.

A further layer of restrictions of land use is found in the Groundwater Protection District.

### **Groundwater Protection Ordinance**

The boundaries of the Groundwater Protection District coincide with the significant sand and gravel aquifers as mapped by the Maine Geological Survey. This ordinance regulates land use activities and practices in order to protect the quantity and quality of the Town's groundwater resources. New commercial or industrial development is not permitted in this district, except for home occupations.

### **Subdivision Ordinance**

The Subdivision Ordinance establishes uniform procedures and standards for observance by the Planning Board and Subdividers for the protection of public health and safety and protection of natural resources.

### **Back Lot Development Ordinance**

The Back Lot Development Ordinance sets standards for the development of lots for single-family homes which lack frontage on a Town-accepted road.

### **Building Code Ordinance**

The Building Code Ordinance regulates construction, alteration, addition, repair, removal, demolition, use, location, occupancy and maintenance of all structures in Town.

## **Mobile Home Ordinance**

The Mobile Home Ordinance establishes the parcel size (20 to 100 acres) and minimum number of homes (20) for mobile home park development. It addresses health, safety and natural resource issues. Mobile homes built on single lots must comply with the standards applied to conventionally built homes.

## **Other Ordinances**

Other ordinances that guide specific development actions in the Town of Durham include:

Electrical, Excavation, Floodplain Management, Waste Disposal Facility Licensing, Waste Oil and Used Tire, Supplemental Plumbing Code, Disposal of Solid Waste, Auto Graveyards and Junkyards, CATV.

## **Analysis**

From 1990 to 2001, there was steady growth of residential housing in Durham, with accelerated growth in 1994, 1995 and 1996. Most of the housing in Durham is concentrated along Town and State roads, with the heaviest concentration in the areas around Southwest Bend, Crossman Corner, and along Routes 125 and 136.

A large number of farms, for which Durham used to be known, have gone out of business over the past several years; the Town has no accurate records on the number, location or type of agricultural enterprises that currently exist in Durham. It is believed that three percent of the land in Durham is being used for agricultural purposes. Seventy

percent of the Town is considered forest area. The vast amount of that area and other undeveloped land is identified as being in Back Lots.

Most of the issues that have come before the Durham Board of Appeals in the past five years involve questions about buildable lots and road frontage. Land use ordinances need to be strengthened and clarified to remedy confusion over what constitutes a Town road and when a building permits for a Back Lot is allowed. Frontage along old roads that long ago were abandoned or discontinued may not be used toward the 300 foot minimum frontage requirement for a building permit.

Durham currently has no ordinance that would restrict commercial or industrial development to a specific location. Hence, applications for such development come before the Town Planning Board in the Conditional Use permit process. However, the Town has no updated map with the location and identification of commercial or industrial activity.

## **TRANSPORTATION**

### **Road Inventory**

Durham's transportation system consists of both state and local roads. The town has a total of 67.51 miles of paved and unpaved roads. Route 9, Route 125 and Route 136 (all two-lane highways) are maintained by the State and total 21.74 miles. The municipality owns and maintains 44.87 miles of roads, 31.05 of which are paved. There are no interstate highway or turnpike facilities within the municipality.

**Table 10**

### Inventory of Town-Accepted Roads

<u>Name</u>	<u>Surface</u>	<u>Length (miles)</u>
<u>State</u>		
Route 9	Paved	8.00
Route 125	Paved	5.04
Route 136	Paved	8.70
		(Total State 21.74 miles)

Local - Paved

Runaround Pond Road (2.45), Rabbit Road (1.40) and Quaker Meeting House Road (2.85)	Paved	(sum of three roads)	6.70
Auburn-Pownal Road	Paved		2.46
Stackpole Road	Paved		4.29
Davis Road	Paved		4.21
Bowie Hill Road	Paved		1.99
Swamp Road	Paved		2.60
Soper Road	Paved		3.13
Brookside Drive	Paved		.18
Beechwood Lane	Paved		.32
Hemlock Drive	Paved		.16
DeWitt Hill Road	Paved		.56
Country Lane	Paved		.43
Shiloh Road/Day Road	Paved		1.69
Quaker Ridge Estates Road	Paved		.20
Colonial Drive	Paved		.40
Brown Road	Paved		.60
Grant Road	Paved		.42
Pine Knoll Drive	Paved		.40
Meadow Road	Paved		2.06
Old Brunswick Road	Paved		.70
			(Total Paved 33.44 miles)

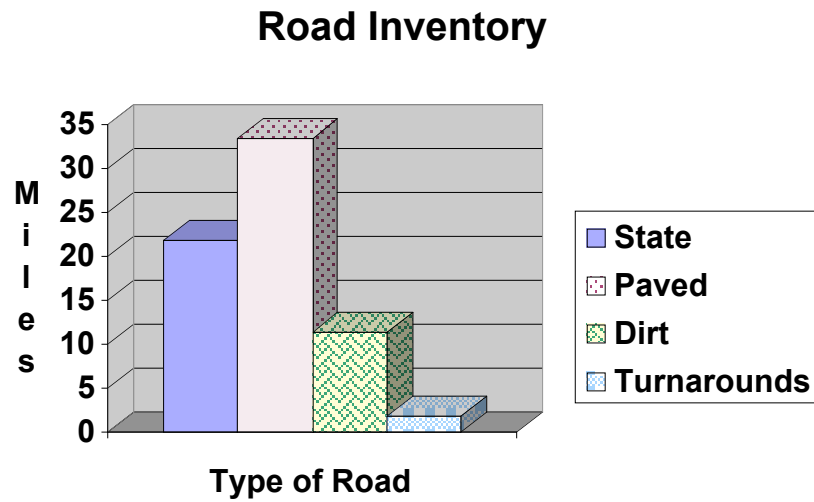
Local - Unpaved

Ferry Road	Dirt		0.22
Durham Road	Dirt		0.25
Bowen Road	Dirt		0.10
Snow Road	Dirt		0.92
Chesley Hill Road	Dirt		0.20
New Gloucester	Dirt		.40
Old Brunswick Road	Dirt		1.40
Leighton Road	Dirt		0.86
Brickyard Hill Road	Dirt		1.03
Cedar Pond Road	Dirt		1.86
Ross Road	Dirt		0.40
Cushing Road	Dirt		0.95
Plummer's Mill Road	Dirt		1.60
Mill Pond Road	Dirt		0.14
Cloutier Road	Dirt		0.12
Haskins Road	Dirt		0.22
Peter Vier Road	Dirt		0.76
			(Total Dirt 11.43 miles)

In addition, there are 41 private roads to include 15 subdivision roads. There is a total turnaround distance of 1.82 miles to include the CMP boat launch.

Summary

3 State Roads	21.74 miles
24 Paved Roads	33.44 miles
19 Dirt Roads	11.43 miles
Turnaround	1.82 miles
<u>Total roads</u>	<u>68.43 miles</u>



Roads in the western section of the Town generally are spaced further apart than the central or eastern sections, and their network also is less extensive. The greatest concentration of roads occurs in the area around Southwest Bend, where Routes 136 and

9 intersect. Several roads have been abandoned throughout the Town, and provide the opportunity for excellent recreational access to Durham's interior land areas.

The responsibility of road maintenance is assigned to the Town's elected Road Commissioner. This individual is responsible for scheduling paving and repaving of town roads. Snow plowing is contracted for a three-year duration utilizing a bid process coordinated by the Town Selectmen.

Accidents occur frequently on Route 125 and Route 136, which connect to the larger population centers of Freeport, Lisbon Falls and Lewiston/Auburn. The Maine Department of Transportation estimates that, on average, more than 3,000 vehicles every day use Route 125 between Freeport and Lisbon Falls, just under 3,000 vehicles every day use the River Road corridor (Route 9 and Route 136) between Lisbon Falls and Auburn, and almost 2,000 vehicles every day use Soper Road-Swamp Road between Brunswick and Route 9. Limited enforcement of posted speed limits, as well as numerous hills and curves that reduce sight and stopping distances, contribute to the high number of accidents on these state highways.

The Maine DOT reports that in the period from January 1996 through December 1998, there were 77 reported vehicle accidents in Durham, slightly more than half during winter months. Fifty-three percent of the accidents in the three-year period occurred on straight roads, 27 percent on curved roads, 10 percent at intersections, 9 percent at driveways and 1 percent on bridges.

There are no traffic stoplights in Durham. There is one overhead flashing intersection signal, located at Quaker Meeting House Road and Route 125, and one four-way stop sign, located at the intersection of Meadow Road and Soper/Swamp Roads.

During 2000, the Dept. of Transportation invested heavily in upgrading Route 9 from the intersection with 125 to Southwest Bend. This year, DOT is improving a section of Routes 9 and 136 near Southwest Bend.

Durham has one bridge. It is owned and maintained by the State, and spans the Androscoggin River between Durham and Lisbon Falls. Other bodies of water cross roads through large culverts.

### **Other Transportation Facilities**

Durham has no parking facilities, pedestrian ways, rail lines or port facilities. The Town has a boat launch off of Route 136 for the Androscoggin River. There are two airports in the general area that provide flight service: Portland International Airport, which has regularly scheduled flights to a number of out-of-state cities, and Auburn/Lewiston Municipal Airport, which primarily handles charter flights.

### **Analysis**

Durham's road network, overall, is considered to be in good condition and appears adequate to meet present needs. However, as Durham continues to grow in population, there will be increased use of the Town-maintained roads, resulting in higher maintenance demand. Also, as population density along the more-traveled highways increases, there will be greater demand for speed limit enforcement.



## **PUBLIC FACILITIES AND SERVICES**

### **Water**

Although there are no public water utilities in Durham, there are several systems which meet the Dept. of Human Services criteria as a community or public water supply.

These systems are at the following locations:

- American Veterans Post 13
- Big Skye Acres Campground
- Country Acres Trailer Park
- Durham Elementary School
- Durham Variety

The remaining dwellings and businesses in town are supplied by individual wells. There are no storage or treatment facilities located in Durham.

### **Sewage**

There are no sewage collection and treatment facilities located in Durham. Residences and businesses are serviced by individual sub-surface disposal systems.

### **Solid Waste**

Durham employs an independent contractor, Pine Tree Waste, to pick up household refuse and recyclables at curbside; refuse is picked up weekly and recyclables are picked up every other week. In 1990, there were pickups at 960 households; that figure in 1999 was 1,182. The Town in 1992 implemented a tag system that is still in use. The initial price per tag was \$2.00; it increased to \$3 per tag in 1996, and has remained unchanged through 1999. The recycling rate in 1994 was 22.32 percent and has increased steadily each year.

Municipal Solid Waste picked up at curbside was 821.29 tons in 1991; in 1998 it had decreased to 401 tons, a reduction of 51%.

### **Public Safety**

Based on Census data, Durham is one of Maine's fast growing communities. The Androscoggin County Sheriff's Department believes that as the Town continues to attract new residents, Durham's crime rate will increase.

Durham, located in the remote southeast corner of Androscoggin County, has no regular patrol by law enforcement agencies. The primary responsibility for public safety rests with the Androscoggin County Sheriff's Department; Durham is one of 14 communities covered by that agency. During the 1998 calendar year, the Sheriff's Department responded to 446 incidents in Durham. These included:

Vehicle violations	105
Accidents	71
Suspicious/dangerous conditions	50
Disorderly/domestic complaints	30
Alarms	29
Informational	24
Public assistance	23
Court papers served	20
Criminal mischief/trespass	19
Theft	12
Burglary	6

The Maine State Police, which has a call-sharing response agreement with the Sheriff's Department to protect Durham, responded out of its barracks in Gray to an additional 212 calls for assistance in the 1998 calendar year, 31 of which were for disorderly/domestic complaints, 30 for accidents, 20 for suspicious or dangerous conditions and 11 for burglaries.

Durham's requests for police assistance from the two agencies totaled 658 in 1998, fourth behind Turner (1,957), Greene (1,157) and Minot (714), none of which have police departments. The Androscoggin County Sheriff's Department responded to 2,588 calls for assistance in Poland, but that town pays for two full-time deputy sheriffs, so the figure cannot be compared to Durham's. Turner is considering hiring a full-time deputy.

Officials in the Sheriff's Department concede that, with just six patrol officers, one of whom is a K-9 handler, and one a D.A.R.E. officer, and 11 Reserve Patrol Deputies, who work on a part-time basis, it is difficult to adequately cover an area as vast as Androscoggin County. Furthermore, because most of the calls for assistance are made from Turner and Greene, it is difficult to provide the public safety coverage that Durham might expect.

The Sheriff's Department offers a dedicated deputy to individual towns for a contracted fee above and beyond the amount a town pays Androscoggin County for public safety.

The cost for a 12-month period would be \$78,254.37. This would include one full-time law enforcement officer working in-town 42.75 hours a week; the amount would cover all salary, vacation, sick leave, government fees, health insurance, uniforms and firearm (\$37,339.49). In addition, the fee would include payment of reserve officers

to cover the town during the deputy's absence (\$12,720), a police vehicle to be owned by the town (\$20,000), emergency equipment and insurance (\$4,500), maintenance of the vehicle (\$1,100) and gasoline (\$2,594.88). Payment would be on a quarterly basis.

The contract provided by the Sheriff's Department states, "The County agrees that the town shall receive all services of the Sheriff otherwise routinely provided, in addition to those services specifically provided herein." While the assigned deputy would be an employee of Androscoggin County, the town's officials would be able to stipulate the "desired provisions of services."

Androscoggin County would insure the police vehicle for a minimum \$3,000,000 property damage and liability, as well as provide other stipulated coverage. The County also would indemnify the town against any claims by the designated deputy and from claims of damages arising from intentional or negligent acts of omissions involving the deputy.

Durham's rate of crime against persons and property in 1998 was higher in some categories, lower in others, compared to 1997. But overall, County and State police responses remained relatively constant, in line with the current overall national decline in the crime rate.

Nevertheless, as Durham becomes an even more attractive community for residents who work in Portland, Lewiston-Auburn, Augusta, or Brunswick-Topsham-Bath, it is to be expected that a greater demand for police protection will follow.

## **Rescue**

In response to Question Number 2 of the 1998 Comprehensive Plan Survey, "What town services would you like to see provided over the next ten years?" the greatest response, by far, was for an Emergency Medical Service, or EMS.

Emergency Medical Services are provided in Durham by two entities: The town currently has a contract with North East Mobile Health Services for ambulance service, and the Town has a group of volunteer First Responders.

The First Responders were formed in May 1997. There is a Chief of Rescue, a Captain of Rescue and approximately 15 other members. They use their own vehicles to respond to calls, and they carry equipment with them. Some equipment is stored at the fire station, where First Responder meetings are held; space is very limited at this time.

Calls for assistance have been numbering about 100 per year, with approximately 75 percent being at the basic level and 10 or 12 percent at the paramedic level.

First Responders require different levels of training, depending on their title. The EMT level requires 120 hours of a combination of hands-on and classroom training, then 34 hours per year to maintain that level. There currently is a First Responders Committee that is looking into issues, such as the lack of space. The group will try to determine what its needs may be in the near future and what the Town needs to be doing now to prepare for any possible changes in the current operation of emergency services. There also is a building committee for the Fire Department, and it is keeping EMS requirements in mind when planning for added space.

## **Fire**

It is anticipated by Durham's Fire Chief that the current pattern of growth will increase call volume by perhaps 20 percent over the next 10 years. Call volume has

remained about the same for the past several years, due, in part, to an active Fire Department "prevention" program that has resulted in stricter permitting.

There is concern by the Fire chief that the Town's Code Enforcement Officer is not overseeing fire codes. In addition, the Fire Chief believes the Town needs more dry hydrants, and developers should be required to put in these hydrants whenever they begin a new development in Durham.

The existing Fire Station, located in Southwest Bend, has three bays, a small meeting room and office. This facility is currently being expanded and renovated to better provide for the needs of both the fire department and the rescue squad.

Currently, all fire fighting apparatus is garaged in the center of Town. However, as Durham continues to grow, it is anticipated that sub-stations will be needed in outlying areas in order to improve response time. The Fire Chief said there could be financial savings and improved response times if Durham were to "share" a sub-station with North Pownal.

There currently is a shortage of Durham Fire Department volunteers, and the situation is expected to get worse, partly because State requirements and standards will make some people, including some present personnel, ineligible.

The Fire Chief believes that because full-time employment often conflicts with volunteer duties, the Town might consider paying "per diem" to one or two qualified firefighters for daytime coverage during weekdays. Part of the responsibilities could include paperwork and similar tasks now the responsibility of the Fire Chief. These per diem employees also would be qualified for all emergency and E.M.S. situations.

Durham benefits in fire protection from its close proximity to Androscoggin and Cumberland counties. However, each county uses a different frequency for its communications, and that could create confusion. Our primary partners for mutual aid are the towns of Lisbon and Pownal; our secondary partners are Freeport and Brunswick, and, occasionally, Auburn.

Currently, the Town's Fire Department is saving on maintenance costs because a Durham resident donates time and labor whenever any fire apparatus needs servicing; the town pays only the cost for parts, approximately \$3,000 a year. Eventually, the town will have to reassume these labor costs, requiring as much as a 200 percent budget increase in the Fire Department's "maintenance" line item.

The Fire Chief recommends the creation of a Fire Prevention Education Program for the Durham elementary School.

### **Energy Facilities**

The Town of Durham lies along the Androscoggin River and has water rights to the Miller Hydro Facility at Lisbon Falls, Maine. Central Maine Power and Hydro Quebec have major utility lines crossing Durham, and Bell Atlantic Telephone has a transmission station located off Stackpole Road.

In 1999, Maritimes & Northeast Energy constructed a natural gas pipeline through a small section of Durham, part of the network from the Sable Fields off Nova Scotia through Maine, to Westbrook and on to Massachusetts.

### **Communications**

Durham is bordered on the northeast, east, south and southeast by Topsham, which is in Sagadahoc County, and Brunswick, Freeport, Pownal and New Gloucester, which are in Cumberland County, and on the west and north by Auburn, Lewiston and Lisbon, which, along with Durham, are in Androscoggin County.

With such a sparse population in such a large area, and neighboring towns and cities competing for the attention of Durham residents, it is to be expected that the Town's communicating with all of its residents would present a problem. Communication is further complicated because the vast majority of Durham residents who are in the work force commute to jobs beyond the Town's borders.

The daily Maine newspapers received on a regular basis by townspeople are the Portland Press Herald, the Lewiston Sun Journal and the Brunswick Times Record. Weekly newspapers that provide information to the Town are the Falmouth Forecaster, the Yarmouth Notes and the Greater Lisbon Ledger. While each of those publications seeks Durham readers, only the Sun Journal and, to a lesser degree, the Times Record, make any effort to cover routine developments in Town; however, neither is read by a majority of the residents.

The four commercial television stations in southern Maine do not report Durham-related news unless it is of an extraordinary nature. The ABC affiliate, WMTW-TV with studios in Auburn and Portland; the CBS station, WGME-TV in Portland; the NBC affiliate, WCSH-TV in Portland, and the FOX affiliate, WPXT-TV in South Portland give attention to Durham only when there is a news event like a house fire or a vehicle accident that results in riveting video, a political/financial development such as Freeport ending emergency ambulance service or an unusual human interest story.



It cannot be assumed that every home in Durham has a television set. Nor can it be assumed that those homes with televisions are part of a cable system. Applying national averages, however, about 50 to 60 percent of the Town probably has access to some form of cable television.

The dominant cable provider for the Town is Casco Cable, which has over 700 subscribers in Durham. Freeport and Durham share the same Casco Cable system, and both municipalities operate dedicated channels for respective town announcements. A small number of homes in Durham receive cable channels via a satellite system, which usually is separate from the land-line companies and does not provide the Town channel. In addition, some homes in the southeast corner of Durham, because of their remoteness, are serviced by Pownal's cable provider, Time Warner, based in Portland, and have no access to the Town's dedicated channel.

It probably is a safe assumption that every household in Durham has a radio. But the stations broadcasting in southern Maine, for the most part, do not carry local news. Maine Public Radio has local newscasts in the morning, at noon and in the late afternoon, but it is more oriented toward statewide events, and MPR does not broadcast routine public service announcements on behalf of any towns.

The Town has started to make use of the Internet with a Web site, but it thus far has failed to become a source of mass communication with residents. That's because of the low number of households that are connected to the Internet. According to national statistics, while about 45 percent of households have at least one computer, only about 30 percent are on the Internet. Based on this, fewer than 400 Durham households are accessible via the Town Web site.

Most of the telephone exchanges in Durham are 353-, similar to those in Lisbon. However, depending upon the location in Town, some residents share the prefix exchange with a bordering locale: 865- for those who live along the Freeport line, 688- along the Pownal border, 926- along the New Gloucester line, 782- along the Auburn border and 729- along the Brunswick line. Durham has two pay telephones, at the Durham Elementary School and the Durham Variety Store.

Placement of Town bulletin boards could be a way to communicate information to Durham residents. But finding convenient and *safe* town-owned locations might prove difficult; turn-outs for vehicles would have to be established wherever the bulletin boards would be placed, to protect the vehicles from collisions, and appropriate insurance would have to be purchased to indemnify the Town in event of an accident involving someone reading a notice. Money would have to be appropriated to construct and maintain the boards, and notices would have to be large enough to be read from a parked vehicle. Another complication would involve actual locations, since there are so many entry roads to Durham: Routes 125 from Freeport and from Lisbon, Route 136 from Freeport and from Auburn, the Auburn-Pownal Road, the New Gloucester Road, Runaround Pond Road, Route 9, the Brown Road, the Grant Road, Durham/Quaker Meeting House Road, Soper Road and Lisbon/Shiloh Road.

It cannot be assumed that the majority of Durham residents would be willing to visit Town offices or Durham Variety Store, the two most-central locations, on a frequent-enough basis to read or pick up notices of pertinent information.

The one number unique to Durham is its postal zip code: 04222. However, the Town has no U.S. Post Office, and, depending upon where in Durham they live, residents

must use facilities in Lisbon Falls, Brunswick, Freeport, North Pownal or Auburn. The Town's only mail collection mailbox is located outside the Durham Variety Store.

Because of the diverse sources of information available, Durham's dispersed population and the absence of a single effective medium with which to reach the greatest number of residents, the Comprehensive Plan Committee suggests that the Town might consider four-times-a-year mailings. Although there is a cost to printing and mailing newsletters, the Committee believes that the benefits outweigh the costs.

## **Health Care**

Several major hospital facilities are accessible to Durham residents, including:

Portland      Maine Medical Center, Mercy Hospital

Lewiston      Central Maine Medical Center, St. Mary's Regional

Medical Ctr.

Brunswick      Parkview Hospital, Mid Coast Hospital

## **Education**

Durham Elementary and Middle School is a single consolidated school, serving grades kindergarten through eight. As a rural school district, Durham buses students to and from the school, which is located on Route 9 near the Town Office and the Fire Department. A School Committee, consisting of five members, elected for three-year terms, serves the Durham School Department, which is part of Maine School Union #30 (along with the town of Lisbon). School Union #30 shares a superintendent, office staff and the services of a special education director.

Originally consisting of one-room schoolhouses located throughout town, the Durham School was consolidated and constructed in 1960 on the current site (at that time consisting of four classrooms and an office). Two major additions were constructed in 1965 and 1973. Two portable classroom buildings were added in 1988, a third in 1990 and a fourth in 1997.

The Durham Elementary and Middle School has 23 classroom teachers, five special education instructors, seven education technologists, one full-time librarian, one four-fifths-time music teacher, one guidance counselor, one physical education teacher

and one speech therapist. In addition, Durham has five part-time itinerant staff, including one physical therapist, one occupational therapist, one school psychologist, one psychologist examiner and one social worker. Total staff (full and part-time, including principal, bus driver, office staff, lunchroom staff and custodial workers) is 60 people.

Because the school is used as a community meeting place (for voting, Town Meeting, municipal committee meetings, etc.), as well as for education needs and school business, the building usually is open between 7:00 a.m. and 11:00 p.m., Mondays through Fridays. During approximately 60 percent of the calendar year, the facility is open on weekends by special request. There often are more requests for using school facilities than room or time allows.

Students have the choice of attending high school (grades 9 through 12) at the school of their choice since Durham does not have its own high school. Durham provides tuition if it's a public school, or a flat amount toward tuition for a private school, as long as it is not connected with a religious organization. Durham also provides busing to some schools. However, many neighboring schools are becoming overcrowded and are closing to students from Durham. Over the years, several committees have looked into the possibility of contracting with a single high school or of building a high school in Durham, but no action has been taken at this time.

Enrollment data, covering the period 1980 to 2001, is shown in Table 7 (see Population, under Inventory and Analysis). According to this information, enrollment in the elementary school is now fairly stable but the number of secondary school students has increased significantly since 1980.

A building committee, consisting of school officials and residents, assisted by an architectural firm, is studying the future needs of the elementary school, and expects to make a recommendation to the School Committee about square footage of rooms needed and the building's ability to serve projected enrollments. The building committee's report expects to address three main issues:

1) An engineering study to decide the feasibility of expansion on the present site. (The town already has approved expansion of the building's footprint to include 20 percent of its site.)

2) Replacement of the modular classrooms

3) Qualifications for state educational building assistance (Without state aid, all expenditures would have to come out of town taxes, which would not be feasible.)

To meet the challenges of the coming years, the School Committee passed the following goals and objectives to be used as a basis for decisions about education in the Town of Durham:

Goal: Communication

To establish and maintain clear, effective and meaningful communication with our community.

Objective 1. The School Committee will openly invite and encourage the press, staff and general public to attend committee meetings. This will include sending notices of these meetings to the Budget Committee, selectmen, press, Town Office, local access channel and school.

Objective 2. The School Committee will continue to include public comment on meeting agendas.

Objective 3. The School Committee will actively work toward broadcasting meetings on the public access channel.

Objective 4. To keep better informed and appreciative of the good works of our staff, volunteers and students, the School Committee will include Good News and Recognition in meeting agendas.

Objective 5. The School Committee will support the inclusion of staff needs and recognition in administrators' reports.

Objective 6. The School Committee will maintain open communication with the business manager and superintendent regarding budget maintenance, expenditures and presentation.

Goal: Policies

To aggressively review, update, develop and adopt policies necessary for the effective and efficient functioning of our school system.

Objective 1. The superintendent will continue to provide the School Committee opportunities to review, develop and update policies as needed in order to ensure compliance with state and federal laws and regulations, as well as to address further needs specific to the smooth and effective operation of the Durham School Department.

Objective 2. The School Committee will ensure that these policies will include, but not be limited to, safety, field trips, dances, School Committee meeting format and transportation.

Goal: Instructional Improvement

To provide the foundation, framework and support for efforts toward best practices in education.

Objective 1. The School Committee will continue to review and revise curriculum to ensure alignment with the Maine Learning Results. This shall be done while mindful of age/grade appropriate stages of child development, the need to respect, acknowledge and accommodate for individual learning styles, and the importance of ensuring appropriate access of this curriculum to all students.

Objective 2. The School Committee will ensure the staff members have the skills, knowledge and materials necessary for the implementation of best practices in education by providing the opportunity for funding of staff development and needed materials through the budget process.

Objective 3. The School Committee's review and revision of curriculum shall include, but not be limited to:

General Curriculum   Learning Results   Middle School Concept  
Special Education   Gifted/Talented   Staff Development  
Child Development   Learning Styles   Best Practices

Goal: Long Range Planning

To establish and implement a process to identify the future educational needs and direction for the Durham School Department.

Objective 1. The School Committee will explore the need for feasibility of including an early childhood education program in School Union #30.



Objective 2. The School Committee will support the current process for addressing the building needs of the Durham School Department.

Objective 3. The School Committee will continue to review and revise the technology plan and equipment through an annual review of compliance with eligibility criteria required by the State Department of Education and pursuing grant opportunities.

Objective 4. The School Committee will continue to explore options for secondary schooling for Durham students.

Objective 5. The School Committee will assess progress toward existing goals, at least annually, and update/revise these as necessary.

## **General Administration and Services**

### Public Facilities and Services - Town Office

Durham is served by an elected tax collector/treasurer and appointed clerk and administrator. At the Town's current population, the administrative staff and the building that houses them are at full capacity. As Durham grows, the present concerns regarding space and staffing will become more urgent. With a projected population of nearly 4,000 in the next ten years, additional space and additional staff will be necessary.

Built twelve years ago, the Town Office has a hallway reception area, a small meeting area, file room and interior office spaces. The building has several shortcomings: The offices and reception area are not fully handicapped accessible; the second fire exit to the building is barely up to code; the meeting area, designed for multi-use, is unable to hold more than 30 people and lacks privacy; video camera setup is awkward and

impractical for broadcasting regularly to the public; the file room and interior office spaces are filled, with little room for even a computer for the town clerk.

The building is constructed on a concrete slab over an aquifer, and the heating system is in the attic. Future expansion would be limited to a first floor addition. Some suggestions have been made to improve the layout of the building. For example, an expanded reception area could better accommodate the public and improve wheelchair accessibility. A separate meeting area designed with cable technology in mind could be located away from inner offices, increasing security. A secure, fire safe room could store the full range of documents, records and supplies as required by state statutes. A cable access area with a separate entry could increase the availability of this Town resource.

As soon as space concerns were satisfied, additional staff could then increase efficiency in the Town's services. The building is currently staffed 28-and-a-half hours per week. If routine tasks could be handled by a clerical assistant, the elected officials would have more time to perform their professional duties. The time management and security issues that arise when only one person is in the office also could be eliminated by additional staff. As Durham grows, it may also find the need for more full-time professional help in the areas of code enforcement, planning, and assessment.

#### Board of Selectmen

Durham currently has three selectmen elected in town balloting. The chairman receives \$1,700 per year, each of the other two Selectmen receives \$1,100 per year. The three selectmen met with the Comprehensive Plan Committee on June 14, 1999, to discuss relevant issues facing the Town. Selectman John Thurlow said that he would like Durham to continue the Town Meeting form of government, but also would like to see

Durham within the next six years hire a town manager who would, among other responsibilities, monitor changing governmental requirements by the state, supervise Town employees and investigate grant opportunities. Selectman Mark Blake said that he would like to maintain the current Town Administrator system, but would like Durham's Board of Selectmen to be increased from three to five members, as early as 2000. Selectman Wesley Bennett said that he did not believe the Town would approve either a Town Manager or an increase to five selectmen. Town Administrator John White said that a Town Manger would be the best approach if Durham had a regular set of employees, rather than elected officials, such as town clerk, treasurer, tax collector and road commissioner.

## **FISCAL CAPACITY**

### **Real Estate Valuation and Personal Property**

The valuation of the Town of Durham for real estate and personal property has increased steadily from 1990 through 2001, with a large change in the amount in 1994 because of a town-wide revaluation process.

**Table 11**

#### **Valuation, 1990-01**

1990	\$ 48,866,140.00
1991	50,468,442.00
1992	51,480,160.20
1993	53,513,439.00
1994	124,919,300.00
1995	128,865,800.00
1996	133,488,400.00
1997	136,407,100.00
1998	139,285,200.00
1999	144,080,700.00

2000	152,590,200.00
2001	145,250,000.00

2001 figure represents State Valuation.

### **Long Term Municipal Debt**

From 1990 through 1994, the Town of Durham was able to reduce its long-term municipal debt. But in 1995, because the Town had to purchase a new fire truck, the long-term debt increased significantly, with the exception of 1997. However, in 1998, because of the addition of portable classrooms for Durham Elementary and Middle Schools, the long-term municipal debt more than doubled.

**Table 12**

### **Municipal Debt**

1990	\$ 82,591.00
1991	55,000.00
1992	45,000.00
1993	30,000.00
1994	15,593.00
1995	128,914.00
1996	147,253.00
1997	121,286.00
1998	294,114.00
1999	214,576.00
2000	154,734.00

### **Revenues**

Durham's 1997 Annual report identifies total revenues of \$4,642,703. The majority of this revenue was from property and intergovernmental sources.

**Table 13**

**Town Of Durham Revenues, 2000**

Property Tax	\$2,631,546
Intergovernmental	2,769,509
Interest	99,514
Other	<u>216,463</u>
Total Revenue	\$5,717,032

Of the \$2,769,509 of intergovernmental revenues, over \$1,930,192 was from Maine State Education Subsidies.

The proportion of total revenues represented by property taxes has continued an upward trend. In 1997 it was a high of 44.1 percent of total revenues, and has declined slightly since. It reached a five-year low of 33.0 percent in 1991.

**Table 14**

**Property Tax Commitments and Total Expenditures**

	<u>Total Expenditures</u>	<u>Property Tax Commitments</u>	<u>Taxes/Exp.</u>
1990	\$3,196,169.00	\$1,191,704.00	37.3%
1991	\$3,588,822.00	\$1,186,051.69	33.0%
1992	\$3,548,842.00	\$1,184,043.68	33.4%
1993	\$3,655,967.00	\$1,275,211.09	34.9%
1994	\$3,761,463.00	\$1,424,080.00	37.9%
1995	\$3,967,957.00	\$1,765,461.00	44.5%
1996	\$4,334,652.00	\$1,922,232.96	44.3%
1997	\$4,666,367.00	\$2,056,727.21	44.1%
1998	\$4,804,928.00	\$2,080,798.00	43.3%
1999	\$5,187,886.00	\$2,154,960.00	41.5%
2000	\$5,464,247	\$2,292,749.00	41.9%

In contrast, educational subsidies have become a smaller proportion of total revenues, going from almost 56 percent in 1990 to just under 32 percent in 1997; this percentage has increased slightly during the past three years.



**Table 15**

**State Education Subsidies As A Percent Of Total Expenditures**

	<u>Total Expenditures</u>	<u>Education Subsidy</u>	<u>Subsidy/Exp.</u>
1990	\$3,196,169.00	\$1,783,469	55.8%
1991	\$3,588,822.00	\$1,781,159	49.6%
1992	\$3,548,842.00	\$1,694,190	47.7%
1993	\$3,655,967.00	\$1,657,571	45.3%
1994	\$3,761,463.00	\$1,587,297	42.2%
1995	\$3,967,957.00	\$1,535,426	38.7%
1996	\$4,334,652.00	\$1,539,312	35.5%
1997	\$4,666,367.00	\$1,481,081	31.7%
1998	\$4,804,928.00	\$1,624,168	33.8%
1999	\$5,187,886.00	\$1,740,628	33.6%
2000	\$5,464,247.00	\$1,930,192	35.3%

The amount of education subsidy had been declining by about 2.6 percent per year between 1991 and 1997 but has seen a modest increase since.

**Table 16**

**Change In State Education Subsidies, 1990 - 1997**

	<u>Received</u>	<u>Change</u>	<u>%-age Change</u>
1990	\$1,783,469	\$181,765	11.3%
1991	\$1,781,159	\$(2,310)	-0.1%
1992	\$1,694,190	\$(86,969)	-4.9%
1993	\$1,657,571	\$(36,619)	-2.2%
1994	\$1,587,297	\$(70,274)	-4.2%
1995	\$1,535,426	\$(51,871)	-3.3%
1996	\$1,539,312	\$3,886	0.3%
1997	\$1,481,081	\$(58,231)	-3.8%
1998	\$1,624,168	\$143,087	9.6%
1999	\$1,740,628	\$116,460	7.2%
2000	\$1,930,192	\$189,564	10.9%

This recent trend is similar to the one seen from 1985 to 1991, when this subsidy increased by an average of 10.9 percent per year.

## Expenditures

Total expenditures for the Town of Durham have increased by an average of 5.5 percent per year from 1991 to 1997, going from \$3,196,169 in 1990 to \$4,666,867 in 1997; the annual increase from 1999 to 2000 was 5.3%.

**Table 17**

### **Total Expenditures**

	<u>Total Expenditures</u>	<u>Change</u>	<u>%-age Change</u>
1990	\$3,196,169	\$27,600	0.9%
1991	\$3,588,822	\$392,653	10.9%
1992	\$3,548,842	\$(39,980)	-1.1%
1993	\$3,655,967	\$107,125	2.9%
1994	\$3,761,463	\$105,496	2.8%
1995	\$3,967,957	\$206,494	5.2%
1996	\$4,334,652	\$366,695	8.5%
1997	\$4,666,867	\$332,215	7.1%
1998	\$4,804,928	\$138,061	2.9%
1999	\$5,187,966	\$383,038	8.0%
2000	\$5,464,247	\$276,281	5.3%

Total town expenditures consists of three major components:

1. Town - General Government, Fire Protection, Highways and Bridges, Solid Waste
2. Schools - Elementary School, High School Tuition
3. County - Payments to County Government



**Table 18**

**Expenditures by Town, Schools and County**

	<u>Town</u>		<u>Schools</u>		<u>County</u>		<u>Total</u>
%	Expenditures	%	Expenditures	%	Expenditures	%	Expenditures
1990	\$841,247	25.3%	\$2,369,210	71.3%	\$111,825	3.4%	\$3,322,283
	100.0%						
1991	\$755,351	22.2%	\$2,518,144	74.1%	\$123,646	3.6%	\$3,397,141
	100.0%						
1992	\$673,171	20.1%	\$2,566,771	76.5%	\$116,998	3.5%	\$3,356,940
	100.0%						
1993	\$793,429	23.0%	\$2,532,107	73.4%	\$126,418	3.7%	\$3,451,954
	100.0%						
1994	\$845,227	23.8%	\$2,614,073	73.5%	\$97,153	2.7%	\$3,556,453
	100.0%						
1995	\$990,582	26.3%	\$2,641,155	70.0%	\$140,877	3.7%	\$3,772,614
	100.0%						
1996	\$898,471	22.9%	\$2,876,218	73.4%	\$146,260	3.7%	\$3,920,949
	100.0%						
1997	\$937,988	22.2%	\$3,139,260	74.3%	\$145,584	3.4%	\$4,222,832
	100.0%						
1998	\$1,141,541	23.7%	\$3,518,021	73.3%	\$145,366	3.0%	\$4,804,928
	100.0%						
1999	\$1,021,285	19.7%	\$4,004,965	77.2%	\$161,636	3.1%	\$5,187,886
	100.0%						
2000	\$1,188,645	21.7%	\$4,101,619	75.1%	\$173,983	3.2%	\$5,464,247
	100.0%						

Schools make up the largest portion of total expenditures. Between 1991 and 2000, it has gone from a low of 70.0 percent in 1995 to a high of 77.2 percent in 1999.

**Table 19**

**Total tax commitment allocated among School, Town and County**

<u>Year</u>	<u>Total</u>	<u>Town</u>	<u>County</u>	<u>Overlay</u>	<u>-Revenue</u>	<u>-Homestead</u>
					<u>Sharing</u>	<u>Exemption</u>
<u>Commitment</u>						
1991	\$736,307	\$379,757	\$123,603	\$41,384	\$ 95,000	
	\$1,186,051					

1992	\$749,002 \$1,184,044	\$327,347	\$116,998	\$42,202	\$ 51,505	
1993	\$791,686 \$1,271,799	\$422,301	\$126,392	\$50,245	\$118,825	
1994	\$1,060,265 \$1,421,080	\$325,733	\$97,153	\$54,929	\$117,000	
1995	\$1,197,050 \$1,765,641	\$463,665	\$147,887	\$60,641	\$103,602	
1996	\$1,403,304 \$1,922,173	\$455,934	\$146,200	\$26,735	\$110,000	
1997	\$1,519,928 \$2,056,727	\$478,360	\$145,584	\$54,070	\$141,215	
1998	\$1,660,183 \$2,068,484	\$478,525	\$145,366	\$54,148	\$172,664	\$97,074
1999	\$1,733,535 \$2,143,003	\$446,049	\$161,636	\$81,402	\$182,763	\$96,856
2000	\$1,840,630 \$2,285,548	\$485,204	\$173,983	\$96,238	\$215,000	\$95,507

## Tax Rate

Durham's tax rate showed significant increase between 1993 and 1996 and has been fairly stable during the last 4 years. The biggest increases were in 1994 and 1993

**Table 20**

### Tax Rate

	<u>Mill Rate</u>	<u>Ratio</u>	<u>Rate at 100%</u>	<u>% Change at 100%</u>
1990	23.50	45.08	10.59	3.4%
1991	23.00	44.56	10.25	-3.3%
1992	23.33	42.92	10.01	-2.3%
1993	11.40	100.00	11.40	13.8%
1994	13.70	100.00	13.70	20.2%
1995	14.40	100.00	14.40	5.1%
1996	15.10	100.00	15.10	4.9%
1997	15.55	100.00	15.55	3.0%
1998	15.55	100.00	15.55	0.0%
1999	15.55	100.00	15.55	0.0%
2000	15.65	100.00	15.65	0.006%

[www.memuni.org](http://www.memuni.org) and town records

Even though Durham's mill rate has increased since 1990, the Town's rate is low compared to surrounding towns. The rates shown are for 1999.

**Table 21**

**Comparison of 1999 Full Value Mill Rate by Surrounding Towns**

	<u>Full Value Mill Rate</u>
<b>DURHAM</b>	<b>15.42</b>
New Gloucester	16.24
Pownal	14.43
Lisbon	23.09
Topsham	17.25
Auburn	26.84
<i>www.memuni.org</i>	

**ECONOMY**

**Local Economy**

Durham is a rural residential community with most residents traveling to other towns to work. As of January 1997, the Maine Department of Labor listed 40 business establishments in the town of Durham, employing 134 people. More than half, or 56 percent, are classified as service jobs. The next largest category, making up 22 percent of jobs, is classified as construction.

**Table 22**

**Employment By Industry, Town of Durham, January 1997**

<u>Industry</u>	<u>Number</u>	<u>Percentage</u>
Agriculture	2	1.5%
Forestry and fisheries	2	1.5%
Construction	30	22.4%
Manufacturing	1	0.7%
Transportation	1	0.7%
Wholesale trade	3	2.2%
Retail trade	2	1.5%
Finance, insurance, real estate	8	6.0%
Services	75	56.0%
Public Administration	<u>10</u>	<u>7.5%</u>
Total	134	100.0%

Durham has one convenience store, Durham Variety. There are no supermarkets, shopping centers or post office in the Town.

Taxable sales generated in the town of Durham were relatively flat from 1990 through 1996, as reported by the Maine Bureau of Taxation.

**Table 23**

**Taxable Sales (In thousands) For the Town of Durham**

<u>Year</u>	<u>Sales</u>	<u>Percent Change</u>
1990	\$1,040	
1991	\$1,070	2.9%
1992	\$1,120	4.7%
1993	\$1,090	-2.7%
1994	\$1,200	10.1%
1995	\$1,100	-8.3%
1996	\$1,120	1.8%
1997	\$1,089	-2.8%
1998	\$1,248	14.6%

**Place of Work**

Ninety- four percent of employed persons in Durham work outside of the Town, and more than 70 percent travel 20 minutes or more to get to their places of work.

**Table 24**

**Travel Time to Work for Durham Residents**

	<u>Number</u>	<u>Percent</u>
Less than 5 minutes	26	1.7%
5 to 9 minutes	33	2.2%
10 to 14 minutes	112	7.5%
15 to 19 minutes	271	18.2%
20 to 24 minutes	402	27.0%
25 to 29 minutes	130	8.7%
30 to 34 minutes	249	16.7%
35 to 39 minutes	74	5.0%
40 to 44 minutes	48	3.2%
45 to 59 minutes	77	5.2%
60 to 89 minutes	25	1.7%
90 or more minutes	0	0.0%
Worked at home	43	2.9%
Total	1,490	100.0%

*Source: 1990 Census*

**Employment**

Based on the 1990 Census, the Town of Durham has higher labor force participation rates than Androscoggin County and the State.

**Table 25**

**Labor Force Size/Participation Rates**

	<u>Employed persons</u> <u>16 years and over</u>	<u>Total population</u> <u>age 16 and over</u>	<u>Labor force</u> <u>participation rate</u>
<b>DURHAM</b>	<b>1,604</b>	<b>2,132</b>	<b>75.2%</b>
County	54,425	81,014	67.2%
State	612,560	952,644	64.3%

Durham has a lower unemployment rate than Androscoggin County and the State of Maine as reported for 1995 by the Maine Department of Labor.

**Table 26**

**Unemployment Rate, 1995 Annual Average**

	<u>Number</u>	<u>Rate</u>
<b>DURHAM</b>	<b>78</b>	<b>4.9%</b>
County	3,290	5.8%
Maine	36,800	5.7%

*Source: Maine Department of Labor*

More than half of the jobs held by Durham residents are in the Manufacturing and Retail trade. Durham has a higher proportion of employees in the Retail industry than both Androscoggin and Cumberland Counties.

**Table 27**

**Employment and Industry**

**Town of Durham vs. Androscoggin and Cumberland Counties**

<u>County</u>	<u>Durham</u>		<u>Androscoggin County</u>		<u>Cumberland</u>	
	Number	%	Number	%	Number	%
Agriculture, forestry, fisheries	28	1.8%	856	1.7%	2,201	
Mining		0.0%	22	0.0%	132	
Construction	108	7.0%	3,501	6.9%	7,621	
Manufacturing	360	23.5%	12,826	25.4%	16,185	
Transportation	60	3.9%	1,421	2.8%	4,500	
Communications, public utilities	16	1.0%	1,054	2.1%	2,789	
Wholesale trade	43	2.8%	1,941	3.8%	6,267	
Retail trade	414	27.0%	9,418	18.6%	24,002	
Finance, insurance,		19.5%				

real estate 9.4%	68	4.4%	3,185	6.3%	11,572
Business, repair services 4.3%	35	2.3%	1,680	3.3%	5,291
Personal services 3.2%	31	2.0%	1,166	2.3%	3,955
Entertainment/recreation 1.1%	15	1.0%	314	0.6%	1,417
Health services 9.7%	111	7.2%	4,905	9.7%	11,955
Educational services 9.0%	88	5.7%	3,914	7.7%	11,097
Other professional and related services 8.4%	142	9.3%	2,833	5.6%	10,334
Public Administration 3.2%	13	0.8%	1,552	3.1%	4,004

Durham has lower percentages of total households with Social Security, public assistance and retirement income than Androscoggin County or the State.

**Table 28**

**Households with Social Security, Public Assistance, Retirement Income**

	<u>Durham</u>	<u>%</u>	<u>County</u>	<u>%</u>	<u>Maine</u>	<u>%</u>
Total Households	996	100.0%	40,177	100.0%	465,729	100.0%
With Soc. Sec. Income	181	18.2%	11,319	28.2%	130,421	128.0%
With public assistance income	42	4.2%	3,382	8.4%	36,577	7.9%
With retirement income	103	10.3%	5,084	12.7%	74,158	15.9%

**Regional Economy**

Durham's economic future and resulting pace of growth will be determined largely by forces from outside of the Town and the region. The regional economy has been undergoing a significant shift in the past two decades, with the loss of manufacturing jobs being the most visible change.



Economic growth in the region will put added pressure on the Town of Durham, through population growth and increased demand for services. Conversely, an economic downturn will slow the demand almost immediately for new housing in Durham and in the region.

## **Analysis**

Durham's location between three of Southern Maine's biggest employment centers provides relatively easy access to employment opportunities. Durham's rural residential character offers residents a desirable living environment without a long commute.

However, Durham's proximity to employment centers does not mean its location is desirable for employers, primarily due to marginal access to Interstate highways. Route 136, Route 125 and Route 9, the major roads in the Town, offer acceptable transportation links for automobiles, but are not sufficient for large volumes of commuting workers or commercial traffic.

## **HOUSING**

### **Introduction**

Local housing characteristics are an essential part of a comprehensive plan. An understanding of housing trends, availability, conditions and affordability is important in the overall planning process. Analyzing housing conditions and trends will provide information about the need for affordable housing and a mixture of housing types.

### **Housing and Growth Trends, 1980-2000**

The 2000 Census reported 1,247 year-round housing units and ten seasonal units in Durham; this was an increase of 263 units since 1990, or approximately 26 percent, between 1990 and 2000.

**Table 29**

**Regional Year-Round Housing Growth, 1980-2000**

	1980	1990	2000
	<u>Housing Units</u>	<u>Housing Units</u>	<u>Housing Units</u>
1990-2000			
<u>Growth Rate</u>			
<b>Durham</b>	<b>680</b>	<b>994</b>	<b>1,257</b>
<b>26%</b>			
Auburn	8,951	10,406	10,608
2%			
Brunswick	6,071	8,197	8,720
6%			
Freeport	2,154	3,011	3,276
9%			
Lewiston	15,856	17,118	16,470
-4%			
Lisbon	3,081	3,616	3,789
5%			
New Gloucester	1,191	1,363	1,889
39%			
Pownal	372	434	567
31%			
Topsham	2,175	3,243	3,573
10%			

*Source: 1990 and 2000 Census*

**Type of Dwelling Unit**

Durham's 2000 year-round housing stock was comprised primarily of the traditional single-family, owner occupied home. Mobile homes comprised approximately 13 percent of year-round housing stock in 1990. Multi-family dwellings accounted for the fewest dwelling units in 1990, with a reported 50, or 5 percent.

**Table 30**

**Housing Units, Change by Type, 1980-90**

	1980	1990	# of Change	Percent
Change				
<u>90</u>			<u>1980-90</u>	<u>1980-</u>

Single-family	523	816	293	56%
Multi-family	44	50	6	14%
Mobile Home	113	128	15	13%
TOTAL	680	994	314	46%

*Source: 1980 & 1990 Census*

The stick-built single-family home dominates the housing type in Durham. In 1990, 82 percent of all residential structures were of this type. The mobile home decreased in the total percentage of the housing stock between 1980 and 1990. This trend was unique for rural Androscoggin County communities.

**Table 31**

**Distribution of Housing Unit by Type, 1990**

	1980		1990	
	Number	Percent	Number	Percent
Single-family	523	77	816	82
Multi-family	44	5	50	5
Mobile Home	113	18	128	13
TOTAL	680		994	

*Source: 1980 & 1990 Census*

**Owner/Renter Patterns**

Rural communities typically have a much larger percentage of owner occupied dwelling units than renter occupied dwelling units. This is due to the large percentage of the overall housing stock consisting of the single-family home. In 2000, 88 percent of all housing units were owner occupied and 12 percent renter occupied; this matches the distribution from the 1990 Census. This distribution was consistent with other rural communities in Androscoggin County.

**Table 32**

**Distribution of Occupied Year-Round Housing Units, 2000**

	Owner		Renter		Total
	Number	Percent	Number	Percent	
DURHAM	1,087	88	139	12	1,226
Androscoggin County	26,631	63	15,397	37	42,028

**Source: 2000 Census**

**Vacancy Rates**

Due to the predominance of owner occupied housing in Durham, the expected vacancy rate is small. 2000 Census data indicates there were a total of 31 vacant units of the total 1257 year round and seasonal units, a rate of about 2%.

**Housing Conditions**

The condition of a community's housing stock is an indicator of the community's well being and the need for housing rehabilitation programs. Several methods are available to assess housing conditions, including analysis of Census information, questionnaire and physical inspection of individual dwelling units. Each method has its advantages and disadvantages, with the best being the physical inspection of each dwelling unit. The analysis of the condition of Durham's current housing stock does not rely upon a physical survey of the town's dwelling units, but rather the age of the housing stock. General assumptions can be made that the older the structure, the more likely it is to have structural, electrical or insulation deficiencies. Caution must be used, however, when age alone is considered as an indication of physical condition. Many older homes are commonly in excellent condition.

Data on housing age and condition is not yet available from the 2000 Census; therefore, we must rely on 1990 data. In 1990, 60 percent of Durham’s year-round housing stock was constructed after 1970. This compares with 34 percent of all of Androscoggin County. If it is assumed that age of a community’s housing stock reflects the physical condition, then Durham’s housing stock should be in better condition than that of overall Androscoggin County because of its younger age.

**Table 33**  
**Age of Housing Stock**  
**Year Structure Built**

County	DURHAM		Androscoggin
	<u>Number</u>	<u>Percent</u>	<u>Number</u>
<u>Percent</u>			
March 1990-2000			
1989-March 1990	50	4.9	1,074
2.5			
1985-1988	178	17.4	3,879
8.9			
1980-84	122	11.9	2,430
5.6			
1970-79	263	25.7	7,427
17.0			
1960-69	103	10.0	4,838
11.0			
1950-59	87	8.5	4,043
9.2			
1940-49	23	2.2	3,044
7.0			
1939 or earlier	199	19.4	17,080
39.0			

*Source: 1990 Census*

The indicators point toward the Town's housing stock being in overall good condition. Although structurally substandard dwelling units are found in Durham, there is not a significant community problem with substandard housing.

### **Housing Trends, 1990-98**

Durham's year-round housing stock grew by some 29 percent between 1990 and 1998. Building permits for a total of 287 dwelling units were issued over the period. These consisted of 232 single-family dwellings, 42 mobile homes and 13 multi-family dwellings.

**Table 34**

**Housing Trends**

<u>Year</u>	<u>Single-Family</u>	<u>Mobile Home</u>	<u>Multi-Family</u>	<u>TOTAL</u>
1990	17	3	3	23
1991	17	4	4	25
1992	22	3	1	26
1993	24	1	2	27
1994	34	6	3	43
1995	30	7	0	37
1996	31	8	0	39
1997	28	3	0	31
1998*	29	7	0	36
TOTALS	232	42	13	287

*Source: Town of Durham*

**Affordability of Housing**

Essential to community growth and development is the availability of affordable housing, either renter or owner-occupied. The lack of available rental housing may force young individuals or families to leave Durham; this may be detrimental to the community and could hinder economic growth and development.

The 1990 Census reported that 62 percent of the renters in Durham paid \$500 or more per month for rent. This is greater than all of Androscoggin County, where 30 percent of all renters paid more than \$500 per month.



**Table 35**

**Specified Renter Occupied Housing Units, 1990**

County	Durham	Durham	Androscoggin County	Androscoggin
	<u># of Units</u>	<u>% of Total</u>	<u># of Units</u>	<u>% of</u>
<u>Total</u>				
Less than \$250	4	5	3,705	26
\$250-\$499	26	33	9,175	64
\$500-\$749	50	62	1,337	9
More than \$750	0	0	155	1
TOTAL	99		14,372	

*Source: 1980 & 1990 Census*

The Statewide Multiple Listing Service (MREIS) maintains information on average sales prices of homes in Maine by community. Their data indicates that the average sales price of homes in Durham has increased by 25.7% since 1996, from \$105,611 in 1996 to \$132,780 in 2000 as show in the following table.

**Table 36**

**Sales Price Residential Homes**

**1996-2000**

	<u>Number of Sales</u>	<u>Average Price Sale</u>
1996	27	\$105,611
1997	30	\$111,227
1998	31	\$105,105
1999	34	\$124,793
2000	26	\$132,780

*Source: Maine State Housing Authority and MREIS*

The United States Department of Housing and Urban Development (HUD) has established guidelines for computing general income guidelines for determining housing

affordability. The income levels that are a primary concern with respect to affordability are moderate, low and very low. These are 150 percent, 80 percent and 50 percent of median income, respectively. In 2000, the median household income in Durham was \$47,278. As shown in Table 41, a household that earned no more than \$23,639 would be considered as a very low income household.

**Table 37**  
**Moderate, Low-Income and Very Low Income Levels**  
**Durham, 2000**

<u>Income Level</u>	<u>Income Amount</u>
Moderate	\$70,917
Low	\$37,822
Very Low	\$23,639

*Source: State Planning Office*

The affordable selling prices in Table 44 below are based on the above income categories and account for utility/energy costs, mortgage insurance, homeowners insurance and taxes and are based on an annual mortgage percentage rate of 7.25%.

**Table 38**  
**Affordable Housing Sale Prices**  
**Durham, 1999**

<u>Median Annual Household Price</u>	<u>Household Income Income Group</u>	<u>Annual Income Range</u>	<u>Affordable Selling</u>
\$47,278	Very Low Income	Up to \$23,639	Up to \$46,200
	Low Income	\$23,640 - \$37,822	Up to \$92,600

Moderate Income      \$37,822 - \$70,917      Up to  
\$181,400

*Source: Maine Dep. Of Economic & Community Development,  
Androscoggin Valley Council of Governments*

For the period April 2, 2000 through March 31, 2001, only 6 of the houses sold were considered affordable to the very low income range and 10 were affordable to the low income range. Forty-three of the houses sold were considered affordable to the moderate income range and seven were above the moderate income range.

### **Future Housing Demand**

Future population and the characteristics of the existing housing stock are major factors in identifying future housing demands. Adequate housing is important in supporting economic growth. This element of the comprehensive plan identifies the need for additional housing over the ten year planning period. As with any forecast, unforeseen influence can greatly influence its validity.

Durham's year-round population is expected to reach approximately 3831 by the year 2010. Based on an average household size of 2.59 persons in the year 2010, a demand for some 225 new year-round dwelling units will exist over the 10-year period.

Besides the number of units, an examination of the type of units (single-family or multi-family) is necessary. Key factors in making this determination are income levels, household size and age of the population. Average household size has been projected to decrease to 2.59 persons. Based upon available information and recent trends, the demand for housing will be primarily in the middle and higher income brackets.

## **NATURAL RESOURCES**

Durham owes a great deal of its rural character to its many open fields, streams, wetlands and its extensive forest cover. The topography is rolling to flat, ranging from a high point at Lauraffe Ledge (320 feet above sea level) to a low point (80 feet) along the Androscoggin River. Numerous streams and brooks and Runaround Pond are found in Town, as well. Several large woodland areas are punctuated by streams that drain into the Androscoggin River and Royal River.

Higher topographic features include low, stony ridges, with areas of exposed ledge, such as Bowie Hill, and sand/gravel deposits, which include land forms throughout the town. Many presently are being exploited. Some areas have become depressions. Land forms generally orient northeast to southwest.

### **Soils**

Durham has 32 types of soils as classified by the Soil Conservation Service. Below, these soils are described by region, from the Androscoggin River southward to the Pownal town line.

Adams, Hincley and Ninigret soils are predominant along the Androscoggin River. These soils are characterized as deep, well-drained and fine-to-coarse textured. Buxton, Hartland and Belgrade soils are found in a smaller region and also are deep, well-drained and medium textured. To a lesser extent, soils in the Scantic-Leisceter-Scarboro association are found. These soils are characterized as deep, poorly to very poorly drained and of medium texture.

Soils along Durham's border with Pownal and New Gloucester are less aggregated and, therefore, do not fall within a single association. Soils in the region contain many of the soils mentioned above.

Soils of prime and statewide agricultural significance, though limited, are present in Durham. These soils comprise land that is best suited to producing food, feed and forage. Generally, they have the quality and moisture content needed to produce and sustain high yield crops. These soils generally lie on the higher terraces adjacent to Durham's streams and brooks. Most are accessed by the existing road network. Growing season is influenced by local factors. Generally, higher lands have good air drainage and longer growing season, as contrasted to cold low lands, common in the Town. Lands bordering the Androscoggin River have excellent soils and favorable growing season for corn and potatoes. Generally, agricultural lands are well distributed in Town. Approximately half of the surviving agricultural operations are occurring on land areas which contain these soils, with the focus on hay, pasture land for dairy and horse farms. Soils suitable for sub-surface waste water disposal are determined by taking to account the following "limiting" factors:

- \* Depth to Bedrock
- \* Seasonal High Water
- \* Restrictive Layering
- \* Susceptibility to Flooding

The Maine State Plumbing Code establishes fifteen inches (15") as the minimum depth to a limiting factor and provides the following categories for sub-surface waste water suitability:

<u>Suitable</u>	Limitations, if any, are easily overcome.
<u>Marginally Suitable</u>	On site investigation is required; overcoming limitations is generally feasible.
<u>Not suitable</u>	Limitations are difficult to overcome and the use of such soil types for sub-surface waste disposal is questionable.

These classifications have a direct relationship with Durham’s Land Use Ordinance, which states: “No activity shall be permitted in an area that is rated severe or very severe for the proposed activity ... unless evidence is presented ... within the application for a permit, that construction methods will overcome any pertinent soil deficiencies.”

These are general considerations only, and can vary depending on a variety of site specific conditions relating to parcel size, nearness to water bodies and wells and slopes greater than twenty percent. For this reason, on-site soil investigations are recommended for final suitability determination of any parcel.

In Durham, soils considered suitable (Charlton fine sandy loam) comprise less than two percent of the total land area. They generally are located in isolated regions on the high ground between streams and brooks. The largest contiguous parcel (8.8 acres) is located south of the Swamp Road, between Newell Brook and Meadow Brook.

Marginally suitable soils cover approximately 15 percent of the Town. The largest concentrations are located in the central and eastern sections of Town. Soils considered

not suitable comprise the balance of the land area (approximately 83 percent) and are found uniformly throughout the community.

**Land Cover**

Forest currently is the dominant land cover in Durham, with 70 percent of the Town’s total land area, or 27.16 square miles, forested. Wetlands are the next largest category, covering 10 percent, or 3.88 square miles, of Durham’s land area. The balance of the community is either in some form of developed condition, or is being actively farmed.

**Table 39**

**Land Cover**

<b>Category</b>	<b>Acres</b>	<b>Percent</b>
Forest	17,550	70.3
Wetlands	2,544	10.0
Developed	2,395	9.6
Open space	1,254	4.0
Agriculture	716	3.0
Surface water	331	1.5
Gravel Pits	<u>180</u>	---
	24,810	

As development increases, forest, agriculture and open space decrease, thus doubling the apparent shift in land use. Vacant land, instead of reverting to forest, is converted to house lots. Other prime land and agriculture represent the greatest potential for future land cover change. The current ratio of forest, agricultural and open space lands to development is about nine to one, a slight decline from a decade ago.

## **Forest Resources**

Durham's forests have flourished since the decline of agriculture in the 1930s. Many areas have been logged one or more times over the past eighty years. Second-growth forests consist of a mixture of softwoods and hardwoods. Species include Balsam Fir, Red Spruce, White Pine, Red Pine, hemlock, ash, oak, birch, basswood and Black Cherry. White Pine populates old fields along with Grey Birch, aspen and Pin Cherry. Old growth stands include White Pine and hemlock. An extensive study of forest lands and street trees in Durham was recently completed by the Conservation Commission. A copy of this study is available at the town office.

Approximately 4,100 acres of forest (about 16 percent) in Durham are under the State of Maine's Tree Growth tax program. Other areas that are in tree cover could benefit from professional management practices.

Most forest land is commercially viable. Other areas are pre-commercial or have been clear cut or high-graded and will not be commercially viable for many years to come. Actual area of annual harvest is not known. Losses to forest land due to residential growth and driveway construction since 1990 may amount to 600 acres.

Forest land is important for soil and water conservation, as well as for wildlife habitat and recreation. The rural character of the Town depends, in part, on the continued maintenance of this resource and the protection of large contiguous parcels of forest land.

Back lot development and subdivisions are depleting large wooded areas, contributing to fragmentation and loss of habitat. At this rate, continued growth will remove at least 25 percent of the forest resource over the next 50 years.



## **Water Resources**

Durham has excellent water resources, including numerous streams, brooks and more than 2,500 acres of wetlands. Precipitation is readily absorbed in the extensive silty-sandy soils, while the heavy tree cover helps to reduce evaporation. Snow cover in most years remains late in the season, which helps to maintain a high water table well into summer.

Most brooks dry up in late summer or, if fed by springs and local aquifers, maintain a low flow. Many dug wells are affected by falling water tables, common throughout Town. Water quantity and quality are highly dependent on the continued existence of large land areas, forest cover and precipitation.

### Surface Water

Durham is separated into two watersheds: The larger covers about two-thirds of the land area and contains six of the Town's seven major streams, all of which flow to the Androscoggin River. The smaller watershed includes Runaround Pond and a smaller nearby region, and flows to the Royal River in North Yarmouth. Runaround Pond is the largest inclusive body of water in Durham, covering approximately 133 acres. It is rated by the Maine Department of Environmental Protection as Class B indicating that the waters of Runaround Pond are suitable for recreation and providing natural habitat for fish and other aquatic life. Current ratings by the DEP, however, identify Runaround Pond as "a water body at risk" and subject to pollution from sources in the watershed. These sources of pollution may be classified as non-point in origin, and are derived from storm runoff from roads, driveways, failing septic systems, fertilizers leaching from lawns and fields and a variety of other sources.

The Androscoggin River, classified by the Maine DEP as a Class C river, is Durham's other major water feature. It is not suitable for drinking water. This designation covers the 23 miles stretch from Lewiston/Auburn to the Brunswick Dam. Class C rivers are described as:

--River segments possessing one to three resource values with regional or statewide significance, or greater than statewide significance in a single category.

Also contributing to the C rating is water quality. The Maine DEP has identified the following three areas of concern regarding water quality:

--Periodic discharge of untreated sewage from the combined storm overflows in Lewiston/Auburn.

--High levels of dioxin which have lead to fish consumption warnings (two meals per year).

--Low dissolved oxygen levels, necessary for aquatic habitat.

Clearly, the activities in Lewiston/Auburn affect water quality downstream. In recent years, Maine's DEP has documented a 90 percent reduction in mill discharge, which has improved water quality. However, Central Maine Power's (CMP) hydroelectric project and impoundment (located at Great Falls) threatens to reduce the amount of dissolved oxygen currently found in the Androscoggin River. Water that is impounded, or diverted from the falls for the power turbines, can reduce the amount of dissolved oxygen by 10 to 30 times. CMP will be required to maintain oxygen at current levels by rerouting water through the Lewiston canal system when levels fall below minimums.

In a recent report, “Androscoggin River Waste Load Allocation,” the Maine DEP concluded, “...the Androscoggin river has improved significantly as a result of waste abatement. It has changed from a river that was once a flowing open sewer, to one that will support marginal aquatic environment.”

Since 1990, water quality has improved even more. The river now supports osprey and eagle populations, which feed on the improving stocks of fish.

### Wetlands

Durham’s wetlands are scattered throughout the community and are associated primarily with the headwaters of numerous streams and brooks. The three largest regions can be found along Meadow Brook, north of Rabbit Road between Route 9 and Route 136, and adjacent to Runaround Pond. Although development historically has been concentrated along the major roads in Town, development impacts on wetlands have been avoided to a great extent. Back lot development and other long-existing residences and farms are critically located in the watershed of streams and wetlands, and may influence water quality periodically.

### Aquifers

Durham has more than 1,400 acres of mapped aquifers, as delineated by the Maine Geologic Survey. These areas, glacial in origin, contain deposits of coarse grained surface material that allows easy infiltration of water. Since aquifers represent potential water supplies, such activities as the use, storage or disposal of hazardous wastes or materials should be discouraged in these areas.

Land use activities within Durham's aquifer areas currently are regulated through the Town's Ground Water Protection Ordinance.

Aquifers in Durham generally are found in the central region of the community, from Southwest Bend to the Pownal town line. The largest contiguous aquifer area lies beneath Southwest Bend, where Route 9 and Route 136 intersect, southward towards Rabbit Road. Two areas, capable of producing more than 50 gallons per minute, are found along Rabbit Road near West Durham. Two other aquifers of significant size (1,600 acres) are found in the southern section of Town and are overlain by gravel pits. Another aquifer, capable of producing 10 to 50 gallons per minute, is located along Durham's common boundary with Pownal (a largely forested and undeveloped region).

## Threats to Water Quality

Potential threats to water resources in Durham come from a variety of activities and fall into six categories:

- Salt Run-off and Salt Storage
- On-site Sewage Disposal
- Tire Dump and Land Fill
- Fuel Storage Facilities
- Agricultural Operations
- Borrow Pits and Topsoil Removal

Virtually all paved roads in Durham are subject to winter salt applications. As a result, salt intrusion to ground water will occur with greatest concentration on the most frequently traveled roads (Routes 9, 125 and 136) and where roads are closer together, such as adjacent to Southwest Bend and Crossman Corner. The Town's salt storage shed is located on Route 9, near the West Durham area, and overlies a mapped aquifer area.

Additionally, sand from winter sanding operations (which also is heavily laden with road salt) is left to accumulate along roadsides year after year. Erosion and sedimentation of this material results in clogged culverts and ditches, silted streams and accumulation of eroded material and in fields.

Every home and business in Durham has its own sub-surface waste disposal system. The extent of leach bed failures is not known. However, many older systems are believed to be inadequate, thus representing potential threats to surface water and ground water quality.

While now closed, Durham's tire dump and land fill (both located in the Newell Brook watershed) pose potential threats to water quality. The State Attorney General's Office ordered the tire dump not to accept additional tires, and a small quantity of tires has been removed in recent years. The owner currently is looking for a market that will accept the tires. The landfill, located on four acres of land leased by the Town, closed in march 1989 due to a lack of available space. The site was inadequate for at least five years prior to closing.

Agricultural activities, although not a dominant land use in Durham (approximately 3 percent of the total land area), may contribute to the degradation of water quality from surface water run-off. Active farms operate within the Runaround Pond watershed, the Gerrish Brook watershed, the Newell Brook watershed and the Pinkham Brook watershed. Agricultural operations currently follow state guidelines for manure spreading, including sludge application, which requires a permit from the Town's Planning Board.

Sand and gravel excavation also can create the potential for contamination of water resources. For example, if materials were extracted to a level that is too close to the ground water table, contaminants could rapidly and easily enter the water table. These operations also could lead to increased erosion and, consequently, surface water contamination where such waters are in close proximity.

Fuel storage facilities also represent a potential threat to water quality. Maine's DEP has documented 17 locations of fuel storage tanks in the Town, all in the northern watershed, which potentially could affect the Androscoggin River in the event of a spill or leak:

**Table 40**

**Underground Storage Tanks**

<u>Facility Type/Name</u>	<u>Location</u>	<u>No. of Tanks</u>	<u>Watershed</u>
Retail Oil Distribution Durham Variety	Davis Road	1 (12,000 gal.)	Androscoggin

The Town may find it in its best interest to set aside one or more valuable aquifers for future municipal use. Future growth and further depletion of sand and gravel deposits may result in a serious shortfall of drinking water. Water table levels in adjacent lowlands also are dependent on aquifer flows.

**Hazard Areas**

Hazard areas are lands typically located on floodplains, Erodible soils and steep slopes. Lowlands adjacent to great ponds, rivers, streams or brooks that are periodically inundated with floodwaters should be protected with regard to the type and intensity of development.

Floodplain soils that are found in Durham are Limerick silt loam and Ondawa fine sandy loam. These occur in four isolated areas in Town and cover a total of approximately 62 acres. Two areas are on agricultural lands adjacent to the Androscoggin River, and two are located along Newell Brook and Meadow Brook. Only the soils along Newell Brook have been encroached upon with recent residential development.

**Highly Erodible Soils**

Generally, Durham can be classified as a rolling lowland area of minor topographic relief. Slope gradient influences the retention and movement of water. It also increases the potential for slippage and accelerated erosion and limits the ease with which equipment can be used. Development on slopes of greater than 15 percent requires more fill and grading, as well as more sophisticated sedimentation and erosion control measures. In Durham, scattered highlands and the edges of many drainage areas have slopes that fall within this category. In general, development has not occurred in these isolated areas, and does not pose a threat at this time.

### **Wildlife**

Wetlands, watercourses and woodlands provide important habitat for wildlife. In Durham, these areas are home to a variety of species, including beaver, coyote, deer, fisher cat, mink, moose, muskrat, otter, raccoon, red fox and skunk. Populations and overall densities vary widely and have not been documented.

Fourteen deer yards within Durham have been mapped by the Maine Department of Inland Fisheries and Wildlife. These wintering areas for deer, distributed throughout Town, comprise 4,013 acres, or slightly more than 16 percent of the land area, and generally are located away from development. The largest contiguous area (1,359 acres) is bounded by Swamp Road, Meadow Road, Old Brunswick Road and Route 136.

Interaction between wildlife and humans is increasing with growth. Connections between habitat areas are needed, especially along roads to allow the relatively safe passage of wildlife.

### **Unique Natural Areas**



There are several unique natural areas of local significance in the Town, including Lauraffe Ledge in southwestern Durham, Runaround Pond (a complex of streams, pond, wetlands and intervening woods of great ecological and open space value), Bowie Hill, Parker Hill, East Branch drainage, Meadow Road area and Chandler Brook. Other areas include the 10 miles of shoreline along the Androscoggin River, which affords wide views of the river.

Two rare and exemplary plant features have been identified in Durham by the Maine Natural Areas Program. Dry land sedge, considered threatened in Maine, has been seen along the river near the Auburn line. Michaux's blue-eyed grass has been spotted in the vicinity of Libby Hill between tributaries of Runaround Pond. Other rare features may exist in Durham but have not been identified. The Code Enforcement Officer should be made aware of these plant locations and should request anyone applying for a permit in the vicinity to mark them for protection.

## **Analysis**

Durham has a wealth of natural, scenic and open space resources, including wetlands, aquifers, forests, wildlife and unique natural areas. While Durham has adopted a number of local ordinances to protect these resources, implementing additional regulatory and non-regulatory measures in order to adequately protect these resources will need to be considered as the Town's population grows. These efforts may include an open space protection program, improved regulation of gravel mining operations and enforcement of regulations designed to protect surface and ground water quality. With the potential for Town population increasing by a factor of four within the next 50 years,

the protection of open space and natural resources remains a concern unless there are more stringent regulations.

## **CULTURAL RESOURCES**

### **Prehistoric Sites**

There are no known historic/archaeologic sites documented in Durham, according to the Maine Historic Preservation Commission (MHPC), the central state repository for all prehistoric archaeological information.

However, the MHPC has identified two areas in Durham as having “high probability for encountering prehistoric/archaeologic sites.”

The first is located along the Androscoggin River, in the vicinity of Southwest Bend. MHPC requests that any proposed ground-disturbing activity within 75 feet of the river bank should be checked by an archaeologist.

The second is located on a hill overlooking Runaround Pond, in the southwest section of Durham, near the Central Maine Power transmission line. MHPC’s files are exempt from “right-to-know” legislation, and therefore are accessible only with permission from MHPC staff.

### **Historic Structures**

The MHPC has listed two buildings in Durham on the National Register of Historic Places:

Shiloh Chapel, located on Shiloh Road, off Route 125: The first cornerstones were laid July 4, 1896, and by September 30 of that year, a 27-room structure with a tower rising seven stories was ready for winter. To this day, Shiloh continues to function as a community church.

Nathaniel Osgood Home, located on Route 136 near the Freeport town line: In 1789, Nathaniel Osgood, a farmer and businessman, moved to Royalsborough and settled at the present location.

The MHPC has recommended “a complete survey of Durham’s above ground historic resources ... be conducted in order to determine whether any other properties merit nomination to the National Register.”

The following additional historic structures and places are known to be of local significance:

Bagley House - Built in 1770, this was O. Israel Bagley’s home and is considered one of the Town’s oldest structures. It was Durham’s first public inn, first place of worship and first school. In 1797, the house was sold to the Bliss Family, and they owned it until 1982. Israel Bagley was Durham’s first storekeeper; his store, which operated from 1770 to 1789, was located on the County Road, just below the house. The Bagley House is located on Route 136, south of Quaker Meeting House Road.

Old Chandler Mill Site - In 1777, the first sawmill was built at Runaround Pond by Judah Chandler. A second sawmill was built in 1797. The present mill site was built by a “Richardson” of Brunswick.

Cattle Pound - The Cattle Pound, built in 1821, was used to keep stray animals; a fee was charged for holding them until claimed. It is located on Pound Road, off of Route 136.

Friends Meeting House - The Friends moved to Durham as early as 1770, and in 1794 a meeting house was built. The current meeting house, built in 1829, is the third on the site, at the intersection of Route 125 and Quaker Meeting House Road.

Methodist Church - The church was built in 1804 and improved in 1867. Currently, meetings are held during every July. It is located on Runaround Pond Road.

Dyers Ferry - Before bridges were built, Dyers Ferry was used (from the early 1800s to the early 1900s) to cross the Androscoggin River. It is at the foot of Ferry Road, at Southwest Bend.

Gerrish's Mill - This mill first was noted to have existed in February 16, 1775. It was located near what now is Plummers Mill Road and Route 9.

Samuel Robinson House - Samuel Robinson settled in Durham in 1794 on Lot 94. The house on Stackpole Road still stands and is owned by Mae Parker. With the exception of the chimneys, it is mostly original. One of the Robinson Family lived there until 1873.

Roger Hunnewell Home - Located on the Auburn-Pownal Road and built in 1690, it may be Durham's oldest structure.

Collins-Johnson House - This house, located on Route 125, was built in 1777 on Lot 4. It has been in the same family since 1784, and currently is owned by the Bruce Lord family. Mrs. Lord and her children are the seventh and eighth generation of that family to have lived in the house.

Old Town Hall - Built in 1835 as the Union Church, the building was deeded to the Town in 1922. It was used as Durham's Town Hall from 1924 until 1986, when the current Town Office was completed.

A. W. Gerrish House – Built sometime prior to 1839, this house, located on Ferry Road, is currently owned by Richard and Jeanne Pulk.

Gilman House – Built between 1884 and 1887, this house located on Route 9 at Southwest Bend is currently owned by Troy and Gerilyn Ancona.

S. Jordan House – Built prior to 1846, this house is located on Route 136 near the old Town Hall and is currently owned by Linda Sturm.

Eureka Grange - Built as a private residence sometime prior to 1850, the structure was purchased, enlarged and renamed Eureka Grange around 1910. The Town of Durham purchased the property in 1990, and townspeople have been conducting extensive renovation on what now is known as the Durham Eureka Community Center. It is expected to be open for public use sometime in 2000.

The Valley of the Androscoggin, which includes Durham, was the home of the powerful Anasagentecook, a branch of the Abneki Tribe. They were the first Native Americans to make war, and they were the last to conclude peace. The Anasagentecook controlled the Androscoggin River to Merrymeeting Bay.

## **Recreation**

Public recreational facilities in Durham include Runaround Pond and the Town ball field, located at the intersection of Route 9 and Route 136, behind the Eureka Community Center. The Runaround Pond area contains parking for a limited number of

vehicles and provides a place to launch small watercraft. It is owned by the State and leased to the Town. It is used for boating, swimming, fishing, ice skating and picnicking. The facility currently is meeting existing community needs. However, during peak use, in the summer boating season, the availability of parking spaces is limited. Plans have been made to explore expanding parking facilities from 12 spaces to 35 spaces, and adding picnic areas, trails and a playfield.

The Town's Conservation Commission is working to establish River Park in Durham -- a project to purchase, develop and maintain the 12-acre Andresen property along the Androscoggin River, on Route 136, between Auburn and Freeport.

The Durham Elementary School has a gym and baseball and soccer fields. Some of these facilities are used for local community events outside of school hours, and currently are meeting existing needs.

Durham's extensive open space provides informal recreational opportunities for a variety of activities, including but not limited to hiking, cycling, snowmobiling, cross-country skiing, horseback riding and hunting. Small streams and ponds are located throughout the Town, and are used by residents for fishing and ice skating.

The Snowmobile Club of Maine maintains extensive snowmobile trails in Town. These trails also are used by residents for cross-country skiing and horseback riding.

There is a public boat landing on the Androscoggin River on Route 136, just south of the Auburn town line. Central Maine Power built the facility and leases it to the Town.

Durham has 23 active clubs and organizations: Durham Boosters Club - Durham Parents Club - Durham Scholarship Fund - Durham Historical Society - Durham Farm

League - Durham Rod & Gun Club - Durham Summer Softball - Girl Scouts / Daisy Scouts - Boy Scouts / Cub Scouts - Chemical Awareness Resource Team - American Red Cross, Tri County Chapter - Durham Senior Citizens - Durham Volunteer Fire Department and Auxiliary - Durham First Responders - Durham Conservation Commission - Durham Extension Club - Lincoln E. Clement Jr. Amvet Post 13 and Auxiliary - Durham Congregational Church - Durham Friends Meeting - West Durham Methodist Church - Shiloh - Eastern Star - Acacia Masonic Lodge.

### **Scenic Resources**

Durham's landscape is rural. Its roads are lined with single-family homes and with farms and forests. Typical of many New England communities, there is a natural clustering of houses at major intersections. Two areas of Town in particular, Runaround Pond and the Androscoggin River, make a significant contribution to Durham's scenic resources and are valued by local residents.

## **SUMMARY OF FINDINGS**

Durham's quality of life and rural residential character are derived, in part, from its wealth of natural, scenic and historic resources, including the Androscoggin River, Runaround Pond, wetlands, unique natural areas, open fields and extensive tracts of undeveloped forests.

The community's proximity to major employment centers also makes Durham a desirable place to live. Between 1980 and 1998, Durham's population grew by 72.8 percent. An average of 37 new homes were built each year, ranging from a high of 67 in 1987 to a low of 21 homes in 1989. Most of these houses were built along existing road frontages, thus impacting the visual character of the Town. Affordable housing in Durham, however, is limited.

The large population growth that the Town has experienced over the past 10 years has placed a strain on existing services and facilities. The Durham Elementary and Middle School is overcrowded, and since 1988 has had to use portable classroom buildings. The Town Office, built in 1987, does not have enough available space to adequately serve the community. The Fire Department currently is studying its need for increased space and equipment. The Town has struggled with the most effective ways to provide rescue service. Increased traffic on Town roads has put a strain on road safety and maintenance.

In the coming decade, Durham's population is expected to grow by approximately 13 percent, to a projected total of 3,831 in the year 2010. Projections indicate that an average of 23 new homes per year will be built through 2010. As the Town grows, the demand for public services will increase, putting greater pressure on public facilities.



Durham has a number of ordinances in place to protect the Town's natural resources. However, as Durham continues to grow, the Town will need to implement additional regulatory and non-regulatory measures in order to preserve Durham's rural character and provide services and facilities that residents can afford.

## SECTION II

### GOALS, POLICIES AND STRATEGIES

#### GROWTH AND DEVELOPMENT

##### Goal

It is the goal of the Town to:

Protect rural character, promote efficient use of public services and prevent development sprawl.

##### **Policies**

It is the policy of the Town to:

1. Conserve open space and significant natural resources.
2. Encourage the owners of undeveloped contiguous large-lot parcels of land to maintain such land as undeveloped.
3. To assure that future development is limited so that it does not overburden the town's capacity to provide municipal services and facilities.
4. Strengthen the enforcement of existing land use ordinances.
5. Direct future development to environmentally suitable locations and promote land use concepts that preserve open space.
6. Protect the rural character of roads by preventing commercial strip development.
7. Require all back lot development to be done in accordance with Town ordinances.

## Implementation Strategies

A. **Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

- ~~1. Appoint an Ordinance Committee.~~ ***Amend the Land Use Ordinance by replacing all references to Resource Protection District with Resource Protection/Rural District. The primary uses of this district will be agriculture, forestry and limited recreation. This area is determined to be deserving of regulatory protection from unrestricted development for purposes of supporting agriculture, forestry, open space, wildlife habitat, fisheries habitat and scenic lands and away from which development is diverted. This area is determined to contain critical rural area as defined in 30-A M RSA § 4301, 4-A.***

Responsibility: ~~Selectmen~~ ***Ordinance Committee***

2. Amend the land use ordinance to create ***a Southwest Bend G*** growth districts to which the town will direct ***a substantial part of projected*** residential growth and which provides for ***municipal services and*** compatible commercial growth in the town.

Responsibility: Ordinance Committee

3. Amend the land use ordinance to create a rural ***residential/transitional*** district whose primary uses will be agricultural, forestry, recreation, ***medium density*** residential and home occupations. ***This area is***

*determined to be suitable for a share of the projected residential and commercial development anticipated over the next 10 years and which does not require expansion of municipal facilities and does not include significant rural resources and is not intended to provide the level of protection for what rural resources do exist in this area as are found in the Resource Protection/Rural District.*

Responsibility: Ordinance Committee

4. Amend the land use ordinance to establish an escrow account for application and processing fees for developments in the *Southwest Bend/Growth* districts. This system will allow applicants in these districts to obtain a refund of unused fees.

Responsibility: Ordinance Committee

5. Develop a growth limit ordinance that will restrict building permits for new residential construction. *This ordinance will ensure that needed municipal services, such as roads and schools, are available and are able to be expanded at a pace that meets the town's growth.* ~~During the first year of the plan, P~~ permits will be limited to 45, distributed throughout the town *on a first come basis*. ~~Thereafter, permits will be limited to 15 in the Rural District and 30 annually in the Growth District, on a first come basis. Only one~~ *three* permits in the rural *residential/transitional* district to any ~~person, corporation or immediate family~~ *applicant (applicant shall mean the person applying for the permit, his or her spouse, parent, sibling or child related by blood, marriage or adoption, and any business*

*entity in which any of the above owns or controls a 10% or greater interest) each year, unless by the end of the last business day of the calendar year, the allowed number of permits have not been issued, in which case additional permits may be awarded on the basis of position on the list of qualified applicants to be maintained by the Code Enforcement Officer. Should any applicant not be awarded a permit because the number of available permits has been exceeded, the list of qualified applicants, in order placed on the list, will be carried forward to the next permit year.*

Responsibility: Ordinance Committee

6. Amend the subdivision ordinance to allow *a reduction in land area for each lot in the Southwest Bend/growth district up to 50%, provided the remaining land in the subdivision is in contiguous open space parcels, preserved forever as open space.* ~~lots in subdivisions in the growth district to be as small as 45,000 sq. ft. provided the remaining 45,000 sq. ft. required for each lot by the land use plan is preserved forever as open space.~~

Responsibility: Ordinance Committee

7. Give priority to road improvements in *the Southwest Bend/G*growth districts.

Responsibility: Selectmen and Road Commissioner

**B. Mid-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one to three years of the adoption of the plan.

1. Whenever possible, locate future municipal facilities in *the Southwest Bend/ a-gGrowth* district; ~~develop a policy that ensures that officials look first for sites in growth districts.~~

Responsibility: Selectmen and School Committee

2. Encourage property owners in the rural *residential/transitional* district to take advantage of agriculture, tree growth and open space tax programs.

Responsibility: Conservation Commission

3. Educate town officials and residents regarding the Farmland Adjacency and Right to Farm laws.

Responsibility: Conservation Commission

**C. Long-Term Activities-** To accomplish these goals and activities, Durham should undertake the following within three to five years.

1. Work with the Maine Department of Transportation to construct sidewalks on state roads, paint and maintain crosswalks and reduce speed limits in

**Southwest Bend.** ~~the growth areas and reconstruct the intersection of Routes 9 & 136 to improve visibility and safety.~~

Responsibility: Selectmen and Road Commissioner

2. Locate parcels in ~~growth areas~~ **Southwest Bend**, as appropriate, for municipal uses and begin raising funds for acquisition and construction.

Responsibility: Selectmen

## **PUBLIC FACILITIES AND SERVICES**

### **Goals**

It is the goal of the Town to:

Ensure the availability of required municipal services and facilities in an efficient and cost effective manner for both current and future needs.

### **Policies**

1. Develop a Capital Improvement Program that will help the community anticipate its present and future needs and provide for the cost effective financing of capital improvements. ***Consider the educational needs of Durham children a priority in developing the CIP.***
2. Maintain facilities and services at current levels in relation to population. Improvements and/or expansion will be considered when judged to be prudent or necessary.

3. Ensure that no expansion, improvement or replacement of public facilities or services shall be undertaken:

Without determining the impact on the financial health of the Town and its citizens.

Which might have the effect of encouraging growth or impacting the environment in a manner that conflicts with the goals and policies of the Comprehensive Plan.

4. Encourage local efforts for recycling.
5. Maintain the existing town meeting form of local government.
6. Strengthen the quality of educational opportunities for Durham children through support of the Durham School System.
7. Ensure that an efficient road network is developed in growth districts.

### **Implementation Strategies**

- A. **Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.



1. Ensure that any future schools are located in a ~~growth area~~ *the Southwest Bend /Growth District*

Responsibility: Ordinance and School Committees

2. Develop an ongoing capital improvement plan review.

Responsibility: Selectmen, Road Commissioner, Budget Committee

3. *Apply to the Department of Education for an addition to Durham Elementary School.*

*Responsibility: School Board*

- 4.3- Develop an ordinance which limits acceptance of new town roads to roads developed in the *Southwest Bend/G*growth districts. Require developers in the ~~Rural District~~ *remainder of town* to establish escrow maintenance accounts and homeowner associations.

Responsibility: Ordinance Committee

- 5.4- Amend the subdivision ordinance to require applicants for projects in ~~the growth districts~~ *Southwest Bend/Growth District* to submit a road network layout for all his/her contiguous land for concept approval.

Responsibility: Ordinance Committee

~~6.5.~~ Amend the land use ordinance to require an applicant for a building permit to supply proof that he/she has obtained all required entrance permits from the Maine Department of Transportation.

Responsibility: Ordinance Committee

7. Develop a road surface condition and improvement plan that gives priority to roads in ~~growth districts~~ *Southwest Bend*.

Responsibility: Selectmen and Road Commissioner

**B. Mid-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one to three years of the adoption of the plan.

1. Develop a road condition inventory using the Local Road Center system; develop a maintenance plan and budget.

Responsibility: Selectmen and Road Commissioner

2. Investigate the feasibility of providing a public water supply for ~~one or more of the growth areas~~ *Southwest Bend*.

Responsibility: Selectmen

3. Develop an access management plan for all public roads in Durham.

Responsibility: Selectmen and Road Commissioner

## **ECONOMIC CLIMATE**

### **Goal**

It is the goal of the Town to:

Encourage economic development that is compatible with the Town's rural character and available municipal services.

### **Policies**

It is the policy of the Town to:

Allow for and encourage environmentally compatible economic activities such as:

Agriculture

Forestry

Recreation

Home-Based Businesses and Services

### **Implementation Strategies**

**A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Direct development to appropriate districts as per the Land Use Plan.

Responsibility: Ordinance Committee

2. Assist individuals attempting to start home businesses throughout the town.

Responsibility: Selectmen and Administrative Assistance

3. Develop procedures to facilitate development reviews in ~~growth districts~~  
***Southwest Bend.***

Responsibility: Planning Board

## **AFFORDABLE HOUSING**

### **Goal**

It is the goal of the Town to:

Preserve the single-family housing character of the community while allowing for adequate and affordable housing.

### **Policies**

It is the policy of the Town to:

1. Work with the private sector to provide appropriate affordable housing opportunities. ***The town will seek to achieve 10% of new housing that meets affordable housing guidelines as required in the Growth Management Act.***
2. Encourage the provision of affordable housing especially for elderly residents.
3. Permit a variety of elderly housing alternatives.
4. Require developers to provide handicapped access in multi-family developments and other similar housing projects.

## Implementation Strategies

**A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Direct multi-family housing, except for duplexes, to ~~the growth areas~~ ***Southwest Bend/Growth District. Allow smaller additional lot sizes (20,000 square feet) for each unit beyond the first unit for multi-family housing in this growth area..***

Responsibility: Ordinance Committee

2. Allow “in-law” ***accessory*** apartments throughout the town.; ***permits for accessory apartments will not be subject to the growth limit ordinance.***

Responsibility: Ordinance Committee

**B. Mid-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one to three years of the adoption of the plan.

1. Investigate the need for and encourage the development of elderly housing in ~~the growth areas~~ ***Southwest Bend/Growth District.***

Responsibility: Selectmen

## **WATER RESOURCES**

### **Goal**

It is the goal of the Town to:

Protect the quality of its surface and sub-surface waters.

### **Policies**

It is the policy of the Town to:

1. Identify and take action to protect aquifer recharge areas.
2. Support and participate in regional management efforts concerning the Androscoggin River watershed and the Royal River watershed.
3. Maintain the quality of surface waters through effective code enforcement of existing state and local ordinances, and the development of new land use standards pertaining to items such as land clearing as well as the use of fertilizers, pesticides and setbacks.
4. Minimize the negative impacts on groundwater resources resulting from commercial and industrial activities.
5. Establish a plan with a timetable for reclamation and rehabilitation of existing, expanding and future mineral extraction operations.

6. Encourage the use of ecologically sound alternative sub-surface waste treatment systems.
7. Ensure that state and local road maintenance activities do not adversely affect water quality.
8. Work to prevent soil erosion and the sedimentation of local water bodies in the development of individual residential and commercial units and other land clearing activities.
9. Work to prevent toxic and nutrient runoff from agricultural activities.
10. Protect the Runaround Pond watershed.

### **Implementation Strategies**

**A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Support the town's membership in the Androscoggin River Watershed Council.

Responsibility:                      Selectmen

2. Modify the land use ordinance to ensure that use of fertilizers and pesticides are reviewed by the Planning Board when a development site is within 250 feet of a river, stream, pond, wetland, aquifer etc.

Responsibility: Ordinance Committee

3. Ensure that appropriate natural buffers are maintained along water resources, ~~especially in growth areas.~~

Responsibility: Ordinance Committee and Planning Board

4. Modify the land use ordinance to require that buffers along water bodies are maintained whenever a development project requires a permit from the Planning Board or Code Enforcement Officer.

Responsibility: Ordinance Committee

5. Require use of erosion and storm water control Best Management Practices in the land use ordinance.

Responsibility: Ordinance Committee

6. Educate town officials and developers on requirements of state storm water law.

Responsibility: Planning Board



7. Provide educational opportunities for local road crews regarding appropriate construction and maintenance practices, including erosion and storm water control BMPs.

Responsibility: Selectmen and Road Commissioner

8. Establish a watershed protection commission to develop protection standards for Runaround Pond.

Responsibility: Selectmen and Conservation Commission.

## **CRITICAL NATURAL RESOURCES**

### **Goals**

It is the goal of the Town to:

Identify Durham's critical resources.

Preserve and protect the Town's natural resources, including wetlands and open space.

Preserve the Town's wildlife resources and habitats.

Preserve scenic resources within the Town.

### **Policies**

It is the policy of the Town to:

1. Require developers to identify and protect critical natural resources on development sites.

2. Encourage communication and coordination with state, regional and private organizations in the preservation and enhancement of fish and wildlife resources in Town.
  
3. Manage the Town's wildlife resources by:
  - Encouraging the preservation of deer, moose and other wildlife habitats;
  - Encouraging the preservation of waterfowl nesting areas.
  
4. Protect existing scenic areas, including those associated with the Androscoggin River and Runaround Pond, from development activity.
  
5. Prevent the deterioration of the Town's wetlands from filling and pollution.

### **Implementation Strategies**

**A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Amend the land use and subdivision ordinances to encourage cluster development and preserve open space.

Responsibility:                      Ordinance Committee

2. Amend the land use and subdivision ordinances to restrict the number of lots in a subdivision in the rural *residential/transitional* district to 5.

Responsibility: Ordinance Committee

3. Maintain current ordinance restrictions in resource protection/*rural* areas; require that ~~rural~~ lots *in the rural residential/transitional district* contain a 40,000 square foot building envelope that does not contain any area in resource protection, on wetlands or on slopes of over 20%.

Responsibility: Ordinance Committee

4. Develop local standards for development, operation and reclamation of sand, gravel and borrow pits.

Responsibility: Ordinance Committee

5. Develop review standards for protection of open space and scenic areas; require applicants for permits to mark, when appropriate, the location of rare and exemplary plant features for preservation.

Responsibility: Ordinance Committee

## **AGRICULTURAL AND FORESTRY RESOURCES**

### **Goals**

It is the goal of the Town to:

Preserve agricultural and forest land.

Promote the proper use of those lands currently in agricultural and forestry uses as well as those lands with soils deemed suitable for such uses.

### **Policies**

It is the policy of the Town to:

1. Develop incentives through local ordinances for the preservation of farmlands and woodlands.
2. Encourage the use of state sponsored programs for the preservation of farmlands and woodlands.
3. Verify that any farmland or woodland given preferential taxation status is being managed in accordance with sound soil, water and wildlife conservation practices.
4. Require buffers between agricultural and incompatible land uses.

### **Implementation Strategies**

- A. **Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Encourage property owners ~~in the rural district~~ to take advantage of agriculture, tree growth and open space tax programs. Annually verify that forest management plans are up to date.

Responsibility: Selectmen

2. Require buffers between agriculture and incompatible land uses.

Responsibility: Ordinance Committee

3. Make information from the forestry study available to the public.

Responsibility: Conservation Commission

**B. Mid-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one to three years of the adoption of the plan.

1. Educate town residents about the Farmland Adjacency and Right to Farm laws.

Responsibility: Conservation Commission

2. Encourage farm and forestry activities in the *resource protection*/rural *and rural residential/transitional* districts.

Responsibility: Selectmen and Code Enforcement Officer

## **HISTORIC AND ARCHAEOLOGICAL RESOURCES**

### **Goals**

It is the goal of the Town to:

Develop an inventory of all historic structures in town.

Preserve, protect and maintain its historic, architectural and archaeological heritage and prevent encroachment by future development incompatible with these resources.

### **Policies**

It is the policy of the Town to:

1. Promote the preservation and public awareness of Durham's historic sites and buildings.
2. Maintain the historic values of documented historic features, sites and structures, especially in the Southwest Bend Historic District.
3. Work with the state to ensure that the presence of archaeological resources can be made known to prospective property owners and other concerned citizens.
4. During the review of future development proposals, ensure that the protection of archaeological resources is achieved.

## Implementation Strategies

**A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.

1. Modify the land use and subdivision ordinances to add effects on historic and archaeological sites as a review criteria. Require developers to submit a basic site plan to the State Historic Preservation Commission for review.

Responsibility: Ordinance Committee and Planning Board

2. Modify the land use and subdivision ordinances to create a Design Review Committee to review exterior construction in the Southwest Bend Historic Overlay District for compatibility with design standards.

Responsibility: Ordinance Committee

3. Modify the land use and subdivision ordinances to establish design standards for the Historic District; design standards to include construction materials (wood and brick), sloping roofs, scale of building, percent of glazing, etc.

Responsibility: Ordinance Committee

**B. Mid-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one to three years of the adoption of the plan.

1. Assist Durham's Historical Society and the Maine Historic Preservation Commission in documenting important sites.

Responsibility: Selectmen and Historical Society

## **RECREATIONAL RESOURCES**

### **Goal**

It is the goal of the Town to:

Protect and promote the availability of recreational opportunities for all Durham residents.

### **Policies**

It is the policy of the Town to:

1. Encourage the establishment of nature trails on existing abandoned town roads.
2. Support efforts to establish a town forest and public recreational areas on appropriate tracts of land.
3. Create access to rivers and ponds for minimal-impact uses.

### **Implementation Strategies**

- A. Short-Term Activities-** To accomplish these goals and policies, Durham should undertake the following within one year of the adoption of the plan.



1. Support the town's membership in the Androscoggin River Watershed Council.

Responsibility: Selectmen

2. Ensure that Durham residents have access to the Androscoggin River by maintaining the existing public boat launch facility and river park.

Responsibility: Selectmen and Conservation Commission

3. Encourage improved access to rivers, ponds and trails.

Responsibility: Conservation Commission

4. Ensure that recreational activities that impact neighbors through noise, light, etc., obtain required permits.

Responsibility: Code Enforcement Officer

# **SECTION III**

## **PROPOSED LAND USE PLAN**

### **Introduction**

The purposes of the comprehensive plan are to be a snapshot of the town at the current point in time and a guide for future growth and development. The Goals and Policies and Proposed Land Use Plan establish the foundation for land use decisions by defining various development areas within the community and providing a basis for future land use ordinances.

The Proposed Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the statement of policies presented in the comprehensive plan into a graphical format. It must be realized that, as demands dictate, the Future Land Use Plan and Map will require revisions. Principles that guided the development of Durham's Future Land Use Plan and Map include the following:

1. Conserve open space and significant natural resources.
2. Direct future development to environmentally suitable locations that can absorb much of Durham's growth.
3. Ensure that future municipal facilities are appropriately sited.
4. Support the rural tradition of home based businesses.

5. Ensure that future growth does not overburden the town's ability to provide municipal services and facilities.
6. Ensure that the town's character is preserved through adoption of a historic overlay district.

Developing appropriate land use districts throughout the town will assist Durham in meeting these principles.

#### **Resource Protection/*Rural* District**

**The purposes of the Resource Protection/*Rural* District are to preserve wildlife habitat, support agriculture, forestry, open space, fisheries habitat and scenic land, protect water quality and reduce losses due to flooding.** ~~Resource Protection~~ *These* areas include:

- a. Floodplains: The major floodplains in Durham are found along the Androscoggin River, Runaround Pond, East Branch and Gerrish, Dyer, Newell, Meadow, Pinkham, Alder and Libby Brooks. These areas generally are not suitable for development. In areas within the 100-year floodplains that have already been developed, new construction and redevelopment should comply with the Durham's 1987 Floodplain Management Ordinance, *most recently adopted version*.

- b. Wetlands: Freshwater wetlands include those areas of ten acres or more in size that support a prevalence of wetland vegetation typically adapted for life in saturated soils. Durham contains several large wetland areas including those around Runaround Pond, Alder Brook, Dyer Brook (in the Rabbit Road/Route 9/Route 136 triangle), and Newell Brook/Meadow Brook area. Many of these wetlands are forested wetlands and are not subject to mandatory Shoreland Zoning.
  
- c. Shoreland Areas: Shoreland areas include the land area within 250 feet of the normal high water mark of the Androscoggin River and Runaround Pond and the land area within 100 feet of the normal high water mark of all other named rivers and streams. Development in these areas can have adverse affects on the water resource due to erosion, phosphorus export, failed subsurface disposal systems, etc. In addition, these areas contain significant wildlife habitats and travel corridors.

Appropriate activities in these areas include agriculture, piers and docks, recreational activities, and low intensity timber harvesting.

## **Groundwater ~~Aquifer Protection~~ Overlay District**

**The purpose of the ~~Groundwater Aquifer Protection~~ Overlay District is to protect the quality and quantity of groundwater resources for present and future use of the Town and its Residents.**

In 1988, Durham enacted a Groundwater Protection Ordinance. This ordinance and accompanying map detailed a number of sand and gravel aquifers, as identified by the Maine Geological Survey, Open File Report No. 85-82c. The overlay district would apply to ~~both growth and rural areas~~ *throughout the town.*

Land uses that are not appropriate in the ~~Groundwater Protection~~ *Aquifer* Overlay District include high density residential and those where petroleum products and other chemicals might be used, such as gasoline and service stations, manufacturing, research facilities and waste processing facilities.

Allowable land uses include single and two-family housing, agriculture, childcare facilities, recreational activities, public facilities, and timber harvesting. Best management practices should be used wherever soil is disturbed in the ~~Groundwater~~ *Aquifer Protection* District.

## ***Southwest Bend/Growth District***

**The purpose of the *Southwest Bend/Growth District* is to provide for a mixture of residential, commercial and municipal land uses to accommodate a substantial portion of Durham's growth *over the next 10 years* and encourage pedestrian access to businesses and services.**

~~Four Growth areas are proposed. These areas are~~ ***The Southwest Bend district*** is shown on the Future Land Use Map and will be described in detail in future ordinances. ~~The first is located at South West Bend, so-called.~~ ***Excluded from this district is any area that is part of the resource protection/rural district.*** This ***growth*** area already contains a church, the town office, Durham Elementary School, playing fields, the town bandstand, the historic Town Office building, the AmVets hall, a local convenience store, the fire station and community center. The two main existing roads are State Routes 136 & 9. ~~There is no resource protection area within the district's limits and there~~ is open space available for development. The biggest drawbacks to development include ~~an intersection with poor sight distance~~ ***fairly heavy traffic***, lack of sidewalks and presence of a sand and gravel aquifer under a portion of the area.

~~The second Growth area is located in the Crosman Corner area. The area is easily accessible to services in Lisbon Falls and has already been experiencing growth in recent years. The last two areas are located near the Freeport line on Routes 125 and 136. These areas have been experiencing considerable growth, primarily due to their ready access to Freeport and I-95.~~

Appropriate development and redevelopment types in Growth Districts **Southwest Bend** could include small commercial, personal services, day care, nursing facilities, public, single family residential, multi family residential, and recreational. Development regulations should be flexible to provide for non-residential activities while maintaining the economic and social values of residential uses. A pedestrian environment and scale should be promoted by land use standards.

***Soils unsuitable and marginally suitable for subsurface disposal comprise 98% of the land in Durham; see the inventory section for further details. Since it is highly unlikely that the Town will ever develop a public water or sewer system, it is desirable for development in Town to be at a density such that private water and sewer systems can be sustained for the future.***

~~Minimum lot size should be 90,000 square feet with a minimum of 250 feet of road frontage.~~

~~Multi-family housing should be encouraged in this district by~~ ***Unlike many of its neighboring communities, Durham has never had a densely developed downtown. Lots in Southwest Bend are generally 2 acres or larger, although a few are smaller. Therefore, a target density of 1 dwelling unit per 2 acres is established. Minimum lot size should be 90,000 square feet, with a minimum of 250 feet of road frontage, except where open space or conservation subdivisions are proposed. Since multi-family housing generally has a centralized water and sewer system and setbacks can be provided, it should be encouraged in this district by*** requiring the first unit to meet the above minimum standard with each additional unit needing 20,000 square feet and 25 feet of road frontage. Front and side lot setbacks should be minimized while buffering should be required when a new non-residential use is proposed on a lot abutting an existing residential use.

Backlots of 90,000 square feet (not including the right-of-way) with a minimum of 250 feet of frontage on a deeded right-of-way are compatible with the growth district.

~~Growth areas~~ **Southwest Bend/Growth District** will be served primarily by State Routes 9, ~~125~~ & 136. ~~All~~ **Both** of these roads are classified as collectors. However, as noted at several committee meetings, these roads are experiencing increasing traffic. To ensure that these roads are able to maintain their traffic carrying capacity, an access management plan should be developed, ~~not only for the growth areas but also for all property adjacent to state highways.~~

### **Rural Residential/Transitional District**

The purpose of the Rural **Residential/Transitional** District is to provide for medium *density* residential, home occupation, low impact industrial and, day care, forestry, agriculture and other land uses that are compatible with residential areas.

All areas not included in the **Southwest Bend/Growth District** *or the Resource Protection/Rural District* will be in the Rural **Residential/Transitional** District. The primary uses of this district are single family residential, agriculture, forestry and wildlife habitat. Other non-intensive uses such as bed/ breakfast establishments, light manufacturing with fewer than 10 employees, recreation, **small commercial** and home occupations are usually compatible with the primary uses of this district and should be allowed following site plan review.



The minimum lot size for any use in the Rural *Residential/Transitional* District should be 90,000 square feet and the minimum road frontage should be 300 feet. Backlots should require 300 feet of frontage on the right-of-way and 5 acres for the lot; when the right-of-way is owned in fee simple by the owner of the backlot, it can be counted toward the 5 acre requirement. All driveways and other access points on state highways and state aid roads will require an access permit from the Dept. of Transportation.

Each lot should have a minimum building envelope of 40,000 square feet, which will contain all buildings, driveways and the sewage disposal system. The building envelope should not include any area that is in the Resource Protection/*Rural* District, wetlands or any area with slopes of more than 20%.

### **Southwest Bend Historic Overlay District**

**The purpose of the Historic Overlay District is to preserve the town's history by managing change in the district.**

The Historic Overlay District will supplement the requirements of the underlying district. The Overlay District is defined as follows:

THAT tract of land located on the northwesterly side of State Route 9, the southwesterly side of the Androscoggin River, and on both sides of State Route 136 in the Town of Durham, County of Androscoggin, State of Maine, being more particularly described as follows:

BEGINNING at the southeast corner of lot 21 as shown on Town of Durham Tax Map 6 and on the westerly right-of-way line of said Route 9. Said point of beginning also being the northeasterly corner of lot 20 on said Map.

THENCE northerly and northeasterly along said right-of-way line to the most easterly corner of lot 47 on said Map.

THENCE northwesterly along the northeasterly property line of said lot 47 to the southeasterly line of lot 42 on said Map.

THENCE northwesterly across said lot 42 on an extension of said northeasterly property line of said lot 47 to the Androscoggin River.

THENCE southwesterly and westerly along said river and along lots 42, 41, 40, 34, and 31 all of the above referenced Tax Map to a line represented by the northeasterly extension of the northwesterly property line of lot 27 on said map.

THENCE southwesterly across said lot 31 and state Route 136 on said extension of the northwesterly property line of lot 27 to the most northerly corner of said lot 27.

THENCE southwesterly along the northwesterly property line of lot 27 to the most westerly corner of said lot 27.

THENCE southeasterly along the southwesterly property line of lot 27 to the northwesterly property line of lot 26 on said Map.

THENCE southeasterly across said lot 26 on an extension of the southwesterly property line of lot 27 to the northwesterly property line of lot 25 on said Map.

THENCE easterly across said lot 25 to the most westerly corner of lot 24 on said Map.

THENCE southeasterly along the southwesterly property line of lot 24 to the northwesterly property line of said lot 21.

THENCE southeasterly across said lot 21 on an extension of the southwesterly property line of lot 24 to the southeasterly property line of lot 21.

THENCE northeasterly, southeasterly, and northeasterly along lot 20 on said Map back to the point of beginning.

MEANING and intending to describe an area in the Town of Durham that includes lots 22, 23, 24, 27, 32, 33, 34, 35, 36, 38, 39, 40, 41, 43, 44, 45, 46, 47, and portions of lots 21, 25, 26, 31, and 42 on said Tax Map 6.

There is currently a mixture of land uses in the District including public (Old Town Hall, bandstand, church), commercial, and residential. This mixture is representative of past development in the area, when a general store, post office and hotel were located in the vicinity. Construction, exterior alterations and redevelopment within this District should be undertaken in a manner to maintain its important historic and architectural values.

## Site Plan Review Standards

In addition to the review standards in the current Land Use Ordinance, the town should consider adopting standards as follows:

- a. Critical Wildlife Habitats Including Travel Corridors: These areas should be maintained through development standards that minimize detrimental alteration to critical areas and minimize other negative impacts including destruction of deer wintering areas.
- b. Scenic Locations: Scenic locations and views identified in the comprehensive plan are important characteristics of Durham. Impacts upon their locations should be minimized through development standards.
- c. Historic & Archaeological Sites: *The Maine Historic Preservation Commission has identified several potentially significant sites in Durham. Impacts to these sites should be minimized through development standards.*

d.e-Design Review: Southwest Bend contains an area with a number of historic buildings that have been said to define Durham. New construction and renovations in this district should undergo a design review prior to obtaining a permit from the Planning Board or Code Enforcement Officer, as appropriate, to ensure that the character of this area is preserved.

# **SECTION IV**

## **CAPITAL INVESTMENT PLAN**

### **Introduction**

While the town has established a policy to “assure that future development is limited so that it does not overburden the town’s capacity to provide municipal services and facilities,” it seems clear that new development will continue to take place. New services and facilities will be required to meet future needs of the community.

When new facilities are required that have substantial expenditures that do not recur annually, have a useful life of greater than five years and result in fixed assets, they are considered capital investments. These types of investments can include new or expanded physical facilities, rehabilitation or replacement of existing facilities, major pieces of equipment and acquisition of land or property for community facilities.

Among the projects that may be on the horizon during the next 10 years in Durham are the following:

- Addition to the fire station
- Fire equipment/apparatus account
- Addition to the town office

- Renovations at Durham Elementary School to include new roof and compliance with ADA requirements and safety code standards
- Addition at Durham Elementary School to include new classrooms, site work and equipment
- Account for land purchase (possible uses: new school, water supply, recreational trails or fields, transfer station)
- Salt shed
- Reconstructing roads, including preparing existing gravel roads for paving, and drainage systems

Although the town did not own or operate a landfill, it did contract with a private facility for solid waste disposal. This facility has not been capped in accordance with Department of Environmental Protection standards. While responsibility for capping this landfill has not been assigned, it is believed that the town will eventually be required to participate in the cost of the closure.

There are a number of financing methods that can be used to fund the types of improvements noted above. These are outlined in the following paragraphs.

**Current Revenues:** This is also known as the pay-as-you-go method. This method has the advantage of avoiding bonding and its associated interest cost. The disadvantage is that financing a large project in this manner would create a high tax burden during the implementation period and result in extreme fluctuations in the tax rate.

**Bonding:** Borrowing against future taxes (general obligation bonds) or future fees (revenue bonds) is widely practiced for public improvements that have a long life. This method is also known as the pay-as-you-use method. Bonding evens out the tax burden as opposed to using current revenues, especially when a project is costly. The term of bonds issued by a municipality for a public improvement should not exceed the useful life of the equipment or facility.

**Reserve Fund:** Reserve funds are often established by communities to purchase equipment, build facilities or make repairs, etc. This method works well when a town knows several years in advance that an expenditure will be needed and the approximate value of the expenditure. Reserve funds earn interest in the intervening years and, like bonding, they even out the flow of revenue needed for a project.

**Impact Fees:** Impact fees are fees charged to new development for its proportional share of the cost of a specific capital improvement made necessary because of the development. These fees are deposited into a fund to be used for construction of the project they were collected for, such as new classrooms required due to development of a large subdivision, new water supply capacity etc. One disadvantage of impact fees is the complexity of managing the funds. The selectmen should evaluate the feasibility of implementing an impact fee to assist with construction of the elementary school addition.

**Time-phased Projects:** Large projects or those with individual elements can sometimes be broken down into several smaller projects. It may then be feasible to accomplish the smaller projects through current revenues or smaller bonding efforts.

Below is a list of capital improvements that have been identified by the town as likely to require funding during the next 10 years.

<u>ITEM</u>	<u>YEAR</u>	ESTIMATED COST	PROBABLE FUNDING METHOD
Fire Station Addition	2001	\$400,000	B
Fire Equipment/ Apparatus	2005 <sup>1</sup>	150,000	RF
Town Office Addition	2003	70,000	B
School Construction and Renovation	2001 <sup>2</sup>	4,500,000 <sup>3</sup>	B, TP, DEd, I
Land Purchase Account	2001 <sup>1</sup>	100,000	RF
Salt Shed	2002	175,000 <sup>3</sup>	B/RF
Road Improvements (Preparing and Paving Gravel Roads)	2001	155,000 per mile 12 miles ± 1 mile/year	CF, B
Landfill Closure	2002	300,000	RF, B, DEP

B – Bonding; RF – Reserve Fund; TP – Time-phased Project; DEd – Dept of Education; CF – Current Funds; I – Impact Fees; DEP – Department of Environmental Protection

<sup>1</sup> Denotes year to establish and begin funding reserve account.

<sup>2</sup> Denotes year when expenditures begin.

<sup>3</sup> See Appendix B for cost estimates.