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Town of Randolph 1996 Comprehensive Plan

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TOWN OF RANDOLPH

1996 COMPREHENSIVE PLAN

Revising and Updating 1974 Randolph Comprehensive Plan

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1996

TOWN OF RANDOLPH COMPREHENSIVE PLAN

Table of Contents

<u>Chapter</u>	<u>Name</u>	<u>Page</u>
1	Randolph's Heritage	1
2	Randolph's "People Profile"	4
3	The Local Economy	11
4	Housing in Randolph	19
5	Land Use and Development in Randolph	27
6	Randolph's Natural Resources	33
7	Local Services and Facilities	38
8	Summary and Issues	51
9	General Goals and Policies	56
10	Goals and Policies for Public Services	61
11	Land Use Plan	65

Maps

- Future Land Use Plan
- Transportation and Public Facilities
- Development Constraints
- Existing Land Use

Chapter 1

Randolph's Heritage

The purpose of this report is to explore the town's history as it relates to past and future development decisions. We are interested in the historical basis for such things as our settlement patterns and economic development opportunities. We are also interested in historical artifacts and buildings that should be preserved.

Randolph's Development History:

The following brief review of the town's history is taken primarily from the Fireman's Association 75th Anniversary Celebration, published in 1962. It focuses not so much on personalities as on the political and economic development of the town.

Though Randolph is a relatively young town (inc. 1887), its development history goes back a long way. The record begins with the initial settlement by colonists of the Kennebec River Valley. English ships had charted the Kennebec for settlement as early as 1607, and by 1636 there were about 100 colonists on its shores. Harsh winters and hostile Indians impeded early settlement progress (Alexander Brown, the first settler in this region, was killed by Indians in 1676.) But following establishment of Fort Western in Augusta, (1754) the area developed more rapidly. Several mills were established in the area, and in 1761, the first white child was born in town.

Randolph, Gardiner, and Pittston were all originally one town, incorporated under the name of Pittston in 1799, while Maine was still part of Massachusetts. Gardiner split off just four years later. During the early 1800's, several mills sprang up as a result of available water power. Notable were a carding and fulling mill and a lumber mill on Togus Stream, and another mill on Togus Brook. Because of nearby stands of high-quality timber, Pittston became a shipbuilding center as well. The most notable yard was built by Frank and William Stevens about 1840, but there were several smaller yards.

The other major industry in Pittston was ice. By 1860, the business of cutting and warehousing Kennebec River ice was well-established. During the late 1800's, there were at least four major ice houses lining the river in Pittston. Some of the abutments for these structures are still visible in the river.

As with all towns, much of Randolph's history is the history of response to disaster. In 1886, a major fire destroyed two ice houses and three private homes in the village of West Pittston. This motivated the inhabitants of the village to call for better fire protection, including piping water from Gardiner for the purpose. The rejection of these proposed infrastructure improvements by the majority rural population of Pittston led immediately to the secession and incorporation of the Town of West Pittston. That name was short-lived, however, as the first town meeting voted to change the name to Randolph. (Randolph was the initially-proposed name for Pittston in 1799.) The town's population at that time was 1,125, and it was (and still is) the smallest geographic area of any municipality in Maine.

Being a river community, Randolph has also been afflicted with floods. The largest flood of the 19th Century was in the Spring of 1836, with water covering docks and wharves at least 8 feet deep, and carrying away entire buildings. In 1896, floodwaters carried off the covered bridge between Randolph and Gardiner, and another flood in 1936 caused considerable property damage. The recent flood of 1987 put Water Street under several feet of water, and resulted in disaster aid and proposals to basically move the downtown up and out of the floodplain.

Many of the original structures in Randolph have been destroyed either by flood or fire. The first Methodist Church was built in 1847 and burned in 1961. In 1934, fire destroyed the West Pittston Fire Station. Another station was built and torn down before the present one was erected in 1960. One building that has not suffered the same fate is the elementary school, which was originally built in the 1860's, and added to in 1916, 1953, 1958, and again in 1993. Recent additions have completely replaced the 1860 and 1916 structures.

The transportation infrastructure of town has been evolving as well. We are on our third bridge to Gardiner. The first one, a covered toll bridge, was constructed in 1853. It became a free bridge in 1886, and was destroyed by the flood of 1896. The following year, a swinging metal bridge was constructed. It carried traffic until 1984, when the current span was completed.

The town's railroad heritage stems from the Kennebec Central Railway. This narrow-gauge railroad line was opened in 1890 and ran from Randolph to Togus. It was discontinued in 1926, but the railbed bisecting the village still provides a more recreational form of transportation.

Modern-day Randolph is a mix of old and new, with many of the large, old structures now serving as multi-family units, and many of the new ones springing up on half-acre and larger lots on the outskirts. A major local factory, Pineland Boot Company, has moved across the river, and the Water Street district now contains a few retail stores and several automotive and service establishments. Because of Randolph's compact size and development pattern, it never really had undeveloped frontage for businesses to "sprawl" along, and we have always had a blend of small business in with our residential areas.

Historical Artifacts:

It is important to recognize and preserve evidence of Randolph's history. In order to do this, we must first inventory what we have – not only the obvious, the historic buildings in town, but the less obvious, nearly-gone evidence of earlier times.

Randolph has some good potential for prehistoric archeological sites. It is known that many Indians frequented the shores of the Kennebec, and several archeological sites up and down the river have been located. While none have been located in Randolph to date, it has been suggested that Randolph's shore might have been encampment sites, particularly at the mouths of Togus Stream and Togus Brook. There would be a better chance of uncovering artifacts were the shoreline not disturbed by development, which is now pretty much limited to the area from Kinderhook Street south to Togus Stream.

"Historical archeology" looks to preserve some of the relics of development since the settlement era. Most of the early settlement in Randolph was right along the river, and in the interval, several floods and a few fires have scoured the area pretty well. But there are still a few signs to be found, among them the pier abutments from an ice house, north of the new bridge, and an impoundment from water power days on the Togus Stream. The narrow-gauge trail also has historical significance, the railbed and a portion of bridge abutment still remaining.

Randolph has no public buildings of historical value. No churches or municipal buildings survived the various disasters. Historic portions of the elementary school have been replaced by newer additions. There is, however, an existing 19th Century one-room schoolhouse located on Kinderhook Street, which has been extensively remodeled and is currently a private home.

In contrast, many private residences in Randolph are 100 years old or more. Century homes are most likely to be found along Kinderhook, Windsor, and Maple Streets, Second and Third Streets, Pleasant Street, and Middle Street. However, there are no structures currently identified as outstanding, there has been no comprehensive survey done, and there is no historic society or similar organization existing in the Town of Randolph.

Chapter 2

Randolph's People Profile

This section of the comprehensive plan will profile the people of Randolph, including the history of population growth and what we can expect in the future. Most of the information is taken from the decennial U.S. Census.

Population Changes:

The most common measure of a town's level of development and prosperity is its population. Randolph's population is comparatively small, although this is primarily because of our small geographic size (see below). In terms of growth, it is certainly on a par with Gardiner and Pittston, which is a little surprising, considering that those towns have a quite a bit more undeveloped land to work with. Table 2-1 illustrates Randolph's population and growth in relation to neighboring towns.

<u>Table 2-1</u>				
<u>Randolph's Population and Neighboring Towns</u>				
<u>Town</u>	<u>1990 Population</u>	<u>1980 Population</u>	<u>% change</u>	<u>Number Change</u>
Randolph	1,949	1,834	+ 6 %	115
Gardiner	6,746	6,485	+ 4 %	261
Chelsea	2,497	2,522	- 1 %	- 25
Farmingdale	2,918	2,535	+ 15 %	383
Pittston	2,444	2,267	+8 %	177

Source: U.S. Census, 1980, 1990

How and why the population changes is just as important as the trend itself. For those who want to plan for the future of Randolph, it's even more important, because what happens in the future is founded on what happened in the past. This chapter is all about what has happened to our population in the past and how that will influence our future.

As Table 2-1 showed, Randolph is growing at a fairly healthy rate, both in percentage and total numbers. It's not enough to make everyone sit up and take notice, but it is enough to affect our planning for the future. For example, there will be additional requirements under state law, once the town's population reaches 2,000. And for planning

purposes, the town could be classified as a "growing suburb" of Augusta and Gardiner.

Many Maine towns that are now growing, have in the past followed the same pattern of development: one of agricultural decline followed by residential growth. While Randolph has never had a strong agricultural base, as a village dependent on agriculture, it showed the same sort of decline. Prior to its split, Pittston was losing residents. Between 1890 and 1900, Randolph lost over 200 residents. By 1910, the population had dropped again, to 1,017. Since then, however, our population has been gradually rebuilding as the figure below shows.

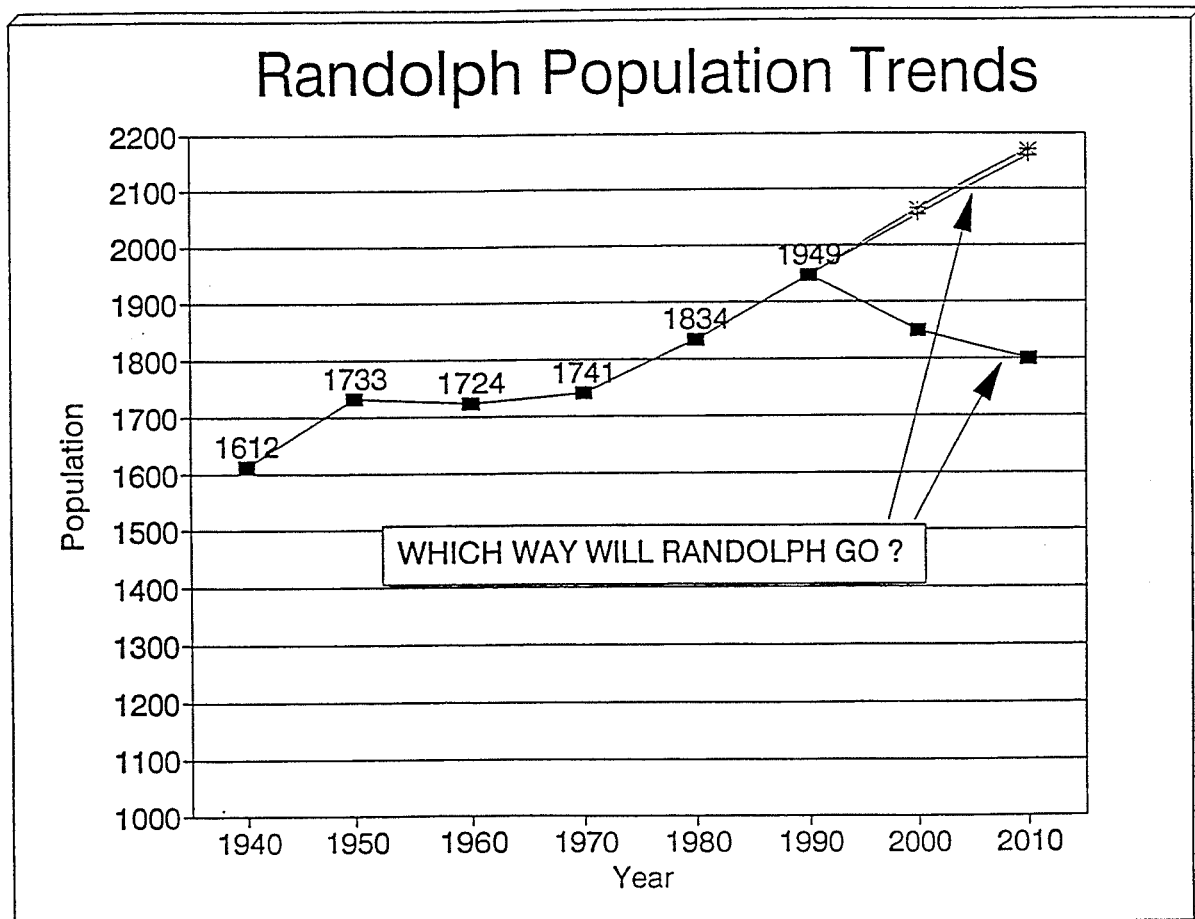


Figure 1

The Present and Future:

Randolph's population grew by 5 percent in the 70's and 6 percent between 1980 and 1990. What about since then? Are we still growing? The town's annual reports to the state Bureau of Taxation indicate a steady trend of new housing units being added. In the past five years, 27 new homes or apartments have been added (see Chapter 4) . Based on these numbers, Kennebec Valley Council of Governments estimated the 1995 population at 1,957. That is a gain of 8 persons (less than 1 percent) in five years. (How can we gain fewer

people than new houses? See the discussion of "household size," page 7.) The years between 1990 and 1995 have been recession years, remember.

The reason for examining population trends of the past is to predict the future. The means of putting growth trends into visual images are called population projections. But projections are not simply guessing at future population levels. Projections force you to *manage the future*, or at least to understand what the impact will be of managing the present. If you encourage more economic development, for example, or limit home-building, you would be managing the growth trends that make up the projections.

For this reason, we need to calculate more than one population projection. While they are all based on past trends, they represent different *assumptions*, that is, different ideas about how those trends might change. We can choose our own future, so to speak, and see what needs to be done to achieve it.

Projection 1 (Lowest) is a very conservative interpretation. What would the population be if there were no new construction, i.e. a freeze on new housing units? Because households are constantly changing, and the trends are towards smaller ones, our overall population would drop. In practical terms, if any teenagers grew up and left home, or if any couples got divorced, they would have to look outside of town for vacant housing. Population estimates for the next 15 years would look like this:

Low Projection:	2000: 1,850	2010: 1,800
------------------------	-------------	-------------

Projection 2 (moderate) defines "growth" in town as exclusively "natural change," which is the difference between births and deaths of town residents. No migration; That is, no one moves into town unless someone else moves out. Between 1980 and 1990, Randolph recorded 251 births and 146 deaths, for a net increase of 105. That is, by the way, almost exactly the total population growth during that period. If we add 105 people per decade, here is what the projection would like:

Moderate Projection:	2000: 2,054	2010: 2,159
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A third possibility is that we would grow at a constantly increasing, or "percentage" rate, which is more typical of suburbanization. **Projection 3 (high)** assumes continuing growth based on a growth rate of about 6 percent per decade, the average for the past twenty years. This could be the case if we continue to develop in the suburban mode for the foreseeable future.

High Projection:	2000: 2,065	2010: 2,170
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Which of these projections is most likely? The two growth scenarios (high and moderate projections) are very close together, with not more than 11 persons difference in 15 years. This indicates that if there is enough new housing construction to meet the demand, that would be a comfortable figure.

The purpose of the projections is not to try to hit the nail on the head, but to demonstrate how different factors influence population. They illustrate, in Randolph's case, how population growth is more dependent on housing trends than the local economy. The fact that the population estimate for 1995 reflects an increase of only seven persons shows that there is a net outmigration of families going on now.

How Growth Happens:

As mentioned above, growth of a town's population can be attributed to two factors: migration and natural change. *Natural Change*, as the difference between births and deaths, tends to remain roughly in proportion to the population.

The number of births will rise or lower, depending on the number of women of child-bearing age (births in the 70's and 80's increased, because of the women of the baby boom generation).

The number of deaths has generally been creeping down as we make gains in health care, although the death rate is actually going up in rural towns. This is because there are more elderly people able to remain in their homes in small towns, compared to years ago when they had to move in with their children or into nursing homes in the city. Randolph is seeing a very slight increase in the death rate, which might indicate more elderly households in town. But births are still outnumbering deaths by more than 2 to 1, for a total natural increase of 105 in the 80's. And according to the Town Clerk's Reports, we had a net increase of 40 between January, 1991 and June 30, 1994.

Net Migration is the number of people entering or leaving the town. When more people move out than move in, the net is a negative number. When more move in than out, it is positive. Migration is erratic, because it depends more on economic trends and housing availability. When the economy is good, people move into the area, and vice versa.

In Randolph, there was almost no net migration in the 80's. The 90's, so far, seem to be showing a net out-migration, since we have netted 40 in the natural change category but only seven overall. Providing housing and jobs for the population is the critical factor in migration and overall population growth.

Migrations, births, and deaths make up the population numbers. And we can use them to adjust projections depending on how we think the town is going. But they do not help to understand the mechanics of local growth like household size does.

Household size is the average number of people in a house (or trailer, or apartment). It seems a small and harmless number, but really reflects some of the major changes that we are seeing in society today. When an elderly person can live independently instead of moving in with the kids, it creates an extra household. The same happens when a couple get divorced. Unfortunately, nearly all the social trends in America today are towards smaller households.

Are Randolph's social trends the same as the rest of the country? Table 2-2 shows that they are even more pronounced:

<u>Area</u>	<u>1970</u>	<u>1980</u>	<u>% change</u>	<u>1990</u>	<u>% change</u>
Randolph	3.18	2.79	- 12.7 %	2.52	- 9.7 %
Kennebec County	3.16	2.74	- 13.3 %	2.55	- 7.0 %
Maine	3.16	2.75	- 13.0 %	2.56	- 7.0 %
United States	3.20	2.82	- 11.9 %	2.63	- 6.7 %

Source: U.S. Census, 1970, 1980, 1990

What is the conclusion? Randolph's household sizes have been decreasing and to the best of our knowledge, will continue that trend. The best information being put forward today is that household size will shrink by another five percent in the next ten years.

Why put so much effort into worrying about such a small number? What effect can it have? Well, you can't have a household without a house, and the fewer persons per household, the more households in the population. To illustrate:

Randolph population in 1970: 1,741;
 1970 household size: 3.18;
 = occupied housing units: 547

What if Randolph's population in 1990 was still 1,741?
 But the household size in 1990 was: 2.52
 = 1990 occupied housing units: 691

Translation: Even if Randolph had absolutely no population growth in twenty years, we would still have needed 144 more homes over that period. That works out to about seven housing units per year. To carry that forward: of the 27 new homes added in Randolph, between 1990 and 1995, 24 went to compensating for the decreasing household size and only three actually added to the population. The implications for housing needs are discussed in Chapter 4.

Population Profile:

In order to understand ourselves as a community better, it is necessary to know something more about who we are -- items like the nativity, age and educational level of our citizens.

Nativity: As of the 1990 census, 78.6 percent of Randolph residents were "natives" born

in Maine. Nearly half of the population (962 persons) has lived in the same house for more than five years.

If Randolph is becoming "suburbanized", the trend would show up in these figures over time. If more people were moving in from out-of-town and out-of-state, their percentage of natives and long-time residents is likely to decrease.

Gender: In 1990, the population of 1,949 included 992, or 50.9 percent, females. This is an evening-out from 1980, when the proportion was 53.1 percent female, though this does not indicate any trend of note.

Age Groups: Understanding how many older or younger people live here can help us to understand what our needs are (or will be). For example, if we know there are many children, we can identify recreation and education as important needs, if there are many young adults, we know we need more jobs -- and that we can expect even more children in a few years; If there are more older people, we should be planning for better senior services.

Also, over time, the percentage of the population in each age group changes. In 1970, 34.6 percent of the population was under 18 years old. These would be the tail end of the baby boom. In 1990, the percentage of "under 18" was only 24.8. On the other hand, persons over 65 made up only 12.7 percent of the population in 1970; In 1990, they were 13.2 percent. That's not much of an increase now, but you can bet on it jumping up in 15 to 20 years, when the baby boom starts retiring.

At this point, the baby boom is 30-45 years old. This means two things: first, since many of the women in the baby boom put off having children, only now can we begin to see an "echo" of the boom, as a sudden jump in the pre-school set. Second, as the leading edge of the boom hits retirement, fifteen to twenty years from now, there will be a sudden upsurge in demand for things like elderly housing, medical services, and public transportation.

As the box on the right will show, the movement of the baby boom affects the average age of the population as well. The average age of the entire area (and the country) has increased by somewhere between two and four years. In Randolph, the age shift is a little greater than surrounding towns. *This does not mean that people in Randolph are aging faster.* It could mean several things: there are more elderly in town (endorsed by the slightly raised death rate seen in the 1980's), older families ("empty nesters") are moving into town, or the number of children in proportion to the total population is decreasing. Any of these trends could have implications on future demands for housing and public services.

	Median Age 1980	Median Age 1990
Randolph	31.3	34.4
Gardiner	30.9	33.5
Chelsea	32.6	35.3
Pittston	31.5	35.0

Educational Attainment: In 1990, an estimated 165, or 12.7 percent of Randolph's over-25 population, had attained a college degree. This is somewhat lower than the average for other towns in the region. However, 77 percent of the group had a high school diploma, which is above the average for the region. So the conclusion could be that Randolph is a fairly well-educated but not particularly professional town. Figures from the next census could tell us whether that aspect of the town is changing.

In 1990, there were 93 town residents enrolled in college.

Chapter 3

The Local Economy

This chapter addresses some of the characteristics and trends in Randolph's economic opportunities and workforce, developed from statistical sources, as well as profiling the local business community and prospects for economic development.

Trends in Economic Status:

As we look back over the past few years, for most of us our incomes have gone up. So has inflation, along with housing prices, taxes, and the cost of nearly everything. Individually, then, the bottom line is whether we are better off than we used to be. A similar question can be posed for the community at large? Have economic conditions improved, on balance, and will they continue to?

Economic statistics can be used to analyze and find the answer to some questions that spin off from these basic ones. For example, can we afford to pay for any more town services? Another question might be, are higher income numbers only because more of us are working? Or, do changes in income and other measures mean that the types of jobs (or types of people) in the town are changing?

Table 3-1, on page 12, shows the growth in per capita and household income over the past ten years, in Randolph and nearby towns. "Per capita income" is the total income of the town divided by the total number of people; "Household income" is the total divided by the number of households. They use the same numbers, but they grow at a different rate, because households have fewer people now than in the past.

During this period (1980-1990), the total inflation, as measured by the Consumer Price Index, was 59.8 percent (Base Year: 1980), so a difference (% change) above 60 percent is a gain in real income. For example, Randolph's median household income grew by 43 percent *after inflation* which means in real purchasing power.

Table 3-1
Growth in Household and Per Capita Incomes, 1979 to 1989

Community:	1979		1989		Change (%)	
	HHI	Per Cap.	HHI	Per Cap.	HHI	Per Cap.
Randolph	\$13,987	\$5,556	\$28,389	\$11,804	103	112
Gardiner	\$13,949	\$5,695	\$27,330	\$11,411	96	100
Chelsea	\$13,824	\$4,934	\$26,271	\$ 9,771	90	98
Pittston	\$14,272	\$5,140	\$36,250	\$12,823	154	149
Kennebec Co.	\$14,690	\$5,966	\$28,616	\$12,885	95	116

Source: U.S. Census

This table demonstrates that Randolph is more or less ahead of the pack in terms of income growth. Both Randolph and Pittston have seen household incomes *more than double*, which is better than the average for Kennebec County. While our income levels still lag slightly behind the county as a whole, in essence Randolph is in good shape, since urban neighborhoods (which Randolph is almost entirely) tend to have lower incomes than suburban ones.

These figures do not, however, measure the average income per worker, nor do they even purport to be measuring the same households from one year to the next. As this report will show later, the number and occupation of the workers and the percent of the population working have an influence on the average income of the community,

Incomes seem to be keeping ahead of inflation in Randolph. But what about local expenses, such as housing costs and taxes? The table at right shows relevant comparisons. It shows that income growth, on average, is running just short of housing prices -- not seriously, but noticeably. It also shows that the average property tax in Randolph is well below the increase in home values, and just a little ahead of inflation.

	1980	1990	change
Household Income	\$13,987	\$28,389	+ 103 %
CPI (inflation)	82.4	131.7	+ 60 %
Home Value	\$33,600	\$69,800	+ 108 %
Property Tax on average home	\$429	\$716	+ 67 %

This calculation is based on the local mill rates in 1980 and 1990, which could have had one-time fluctuations. But it does provide preliminary evidence that the town has done a good job keeping the tax rate down, despite the many additional tasks and mandates heaped on towns in the 80's. Chapter 7 will explore this further.

Labor Force Characteristics:

The term "labor force" refers to the portion of the town's population who are either working or actively looking for work. According to the 1990 census, the labor force consisted of 982 workers, 57 unemployed for a rate of 5.8 percent. Ten years earlier, there were 845 workers, 66 unemployed, for a rate of 7.8 percent.

Randolph's Employment Trends				
1990	1991	1992	1993	1994
5.31%	6.11%	6.8 %	7.5%	5.9 %

These figures correlate fairly well with those of the Maine Department of Labor. DOL generally has better figures, because they take an annual average rather than one-time count. DOL's annual figures show a slow rise in unemployment until 1993, consistent with the state economy. However, Randolph has a slightly lower rate than the statewide average, or even the Kennebec County average, over the past four years.

The cities of Gardiner and Augusta, by the way, have significantly higher unemployment rates than Randolph, while Chelsea and Pittston are much lower.

Randolph gained workers between 1980 and 1990. That is not surprising. We would expect to see the number of workers increase when the population does. But in what proportion? Are there more workers per family? Casual observation tells us that there are more and more families where both husband and wife have to work to make ends meet. But the trend in Randolph is shown in the table below.

Year	Population	Working Age Population			In Labor Force		
		Total (%)	Male	Female	Total (%)	Male (%)	Female (%)
1980	1,834	1,352 (74%)			845 (62.5)		
1990	1,949	1,514 (78%)	727	787	982 (64.9)	545 (75.0)	437 (55.5)

Source: U.S. Census

Not only has the percentage of Randolph's working age population (16 and Over) increased, but the percentage of those that are in the labor force has, also. 3/4 of all men over 16 are in the workforce. But perhaps the surprise is that over half of all women over 16 are working. That includes over 2/3 of mothers of children under 17. (The majority of children in Randolph have both parents in the workforce.) If we had male/female

breakdown for 1980, we would probably see that all of the increase in labor force population was due to more women working.

Nevertheless, the work force is constant in one respect. As Chapter 2 explained, the biggest factor in housing demand is because households are decreasing in size and increasing in number. The same is true with jobs. Though the number of workers has risen significantly, *the ratio of workers to households has not changed*. There were 1.29 workers per household in 1980, and 1.27 workers per household in 1990. Therefore, we can not blame the increase in median household incomes on more two-worker families.

The bottom line is that in 1990, there were 925 people from Randolph at work, compared to 1980 when there were only 779. That is a 19 percent increase, but at a time when the number of families increased by 18 percent.

Employment Projections:

The labor force grows or shrinks, and takes the population with it. In order to stay just at the same employment level, Randolph will have to add jobs at the same rate as it adds workforce, which could be three times the rate it adds population (because the number of households are multiplying, even without population growth)! Table 3-3 illustrates how many jobs would be added, using households as a guide. Note that at the low projection, no jobs are added. That is because the assumption of our low projection was no construction of housing units, therefore no new households. What the low projection actually shows is that even with a population loss, we have to keep our job base.

	Number of Jobs to be added:	
	<u>2000</u>	<u>2010</u>
Low Projection (population loss)	0	0
Moderate Projection	115	219
High Projection	125	226

Of course, we don't have to depend on the local economy to create all of these jobs. Only 1 out of every nine Randolph workers work within the town. Most of the jobs will be within Augusta or Gardiner. That means that growth in Randolph is dependent on growth on other towns' economies as well as our own.

Labor Force and Aging Population:

An important aspect of the labor force is its age. Age and income are generally related. An older population is supposed to show higher incomes (but not in Randolph; see paragraph below). Also, as young people enter the workforce, older people leave it. This is where aging of the baby boom has another impact.

Randolph's population is aging, and if it's true that people earn more as they get older, that could account for the increase in household incomes. But not according to the income-by-age breakdown for Randolph, in Table 3-4. This table illustrates that in the majority of households in the over-\$35,000 income bracket, the head of the household is under age 45. This might support a conclusion that much of the turnover of households in Randolph are towards young, relatively high-wage workers.

Table 3-4
Household Income by Age Group, 1990

<u>Income Level</u>	<u>under 25</u>	<u>25-34</u>	<u>35-44</u>	<u>45-54</u>	<u>55-64</u>	<u>over 65</u>
under \$10,000	0	4	5	5	7	25
\$10 - 25,000	2	23	31	15	22	31
\$25 - 35,000	4	16	18	10	14	6
\$35 - 50,000	0	7	29	10	5	6
over \$50,000	3	8	17	16	8	0

Source: U.S. Census

Aging population is already having an impact on the number of workers in Randolph. According to the 1990 census, we have about 30 people each year reaching working-age (16), and only 16 people each year reaching retirement age. That means that every year, we need another 14 jobs to support people coming into the work force, with no population increase at all. This fact of life will slowly turn around in the other direction. In twenty years, the baby boom will start retiring, and there will be far fewer young people just entering the work world.

Commuter Patterns:

The census records what it terms "travel to work" data. We would call it commuter patterns. In 1980, 81 workers, or 10.4 percent, of Randolph workers actually worked in town. In 1990, the figure stood at 100, or only 11 percent of workers in Randolph. Of those, 43 percent worked at home.

As can be seen from the inset, the lion's share (42 percent) of Randolph's workers work in Augusta, with a smaller chunk going to Gardiner and 6 percent going to Bath. This is physically evident in the travel patterns, where we see the heaviest traffic headed north out of town in the

WHERE Randolph WORKS	
Town	Number (1990)
Augusta	387
Chelsea	37
Farmingdale	14
Gardiner	153
Hallowell	23
Pittston	18
Randolph	100
Bath	58
All other	124

morning and coming from the north in the evening.

The average travel time to work was 19.5 minutes (in 1990). Thirty-two people have a less-than-5-minute commute (probably those Randolph residents who work in town but not at home). 33 have more than an hour's drive to work.

Economic Sector:

Another aspect of Randolph's workers are the type of jobs they are employed in. The census reports data in general categories, but nevertheless we can see some pretty drastic changes in job types between 1980 and 1990. Table 3-5, below, indicates that the sector we have always looked to to carry the economy -- Manufacturing -- is shrinking. The slack has been taken up, mostly, by construction and service jobs.

Since the total number of workers increased by 19 percent in ten years, anything less than a 19 percent increase is also a "losing" sector. This puts government jobs in that category. What is a little surprising is that trade and service jobs have not been growing all that much, as they have on the national level. The "service" category, though, is a catch-all with a lot of movement in the subcategories. For example, the big growth industry, health services, added 30 jobs in the ten years.

<u>Industry</u>	<u>1980</u>		<u>1990</u>		<u>Ten year change</u>
	<u>Employed</u>	<u>%</u>	<u>Employed</u>	<u>%</u>	
Agriculture, Forestry	15	2 %	12	1 %	- 20 %
Construction	44	6	81	9	+ 97 %
Manufacturing	134	18	121	13	- 10 %
Transportation/Communication	41	5	67	7	+63 %
Wholesale/Retail Trade	160	21	201	22	+ 26 %
Services	223	28	274	30	+ 23 %
Public Sector/Education	162	20	169	18	+ 4 %

Source: U.S. Census, 1980, 1990

The big gainers in Randolph are construction jobs and transportation. This is not a great combination for growth. Construction is notoriously sensitive to the economy, and these numbers could be a lot lower today than in 1990. Transportation and communications are healthy industries, but their percentage of the total economy is fairly small.

On the assumption that things tend to even out over the years, we should predict that future job growth in Randolph will be greatest in the service sector and least in construction. This is without any action on the part of the town. The town could, if it wanted, encourage

growth in certain job areas (and income levels) either directly, through preferential zoning and permitting of certain types of businesses, or indirectly, through influencing the price of housing (Job types dictate salary levels, which in turn drive housing prices.)

Whatever business Randolph tries to attract, it is going to have to show the business a competitive advantage for locating here, either through access to raw materials or markets, skills of the local workforce, or superior public facilities (roads, public water, etc.) These factors should be considered when planning a local economic development strategy.

Local Business Status and Trends:

The business community in Randolph is small but well-diversified. According to the 1990 Census, there are a total of 200 workers in town, about half of them local residents. About 1/4 of the total local job base are individuals self-employed, generally in construction, transportation, or miscellaneous services.

The only significant manufacturer is the Margaret Smith Co. (women's wear and handbags), employing about 10, according the Maine Manufacturing Directory. The Pineland Boot Co., formerly the town's largest Manufacturing employer, abandoned its location in Randolph a year ago in favor of one in Gardiner. This points up a major economic development challenge for the town: competing for economic development with towns with a larger worker and customer base.

There are many small retail and service establishments in town, ranging from ice cream and tire sales to antiques and real estate. Perhaps the oldest and most significant of these with 18 employees is Goggins IGA on Water Street. The store has recently announced plans to acquire the site of the Boot Factory to build a new and larger store. This move points up another major consideration for economic development in town: the vast majority of commercial sites are along Water Street, which is subject to regular bouts of flooding from the Kennebec River.

Perhaps the two largest sites in terms of employee numbers are the two schools: the Hamlin Elementary School on School Street, and the private Spurwink School on Hillcrest. The Spurwink School, located in a residential neighborhood, is very active, and a short time ago was exploring the potential for expanding onto additional sites in the neighborhood. Those plans are now on hold.

Opinion Surveys:

The Comprehensive Planning Committee conducted an opinion survey of the business community in 1995. Those responding ranged in size from two to 19 employees. All of them expect to expand their business in the next few years. The businessmen cited proximity to market area, good infrastructure, and already living in town as three important reasons for locating in Randolph, and identified Fire Protection and Water and Sewer as

the two town services most important to their business.

Asked to identify means of improving the business climate in Randolph, the respondents suggested "cleaning up" some residential areas and the area on Water Street just south of the bridge, taking more advantage of the river as an asset, installing a traffic light at Windsor Street, and pursuing outside money for economic development grants.

Townwide, residents were also asked for advice on economic development issues. In response to a series of suggestions, residents most strongly *favor* establishing rules for commercial development, encouraging more retail, and locating new development downtown. About two-thirds of the people agreed with the statement "we should establish a permitting process and rules for new commercial development," while 5 out of every 6 *disagreed* that "we should allow commercial development with no rules or restrictions." They were also *opposed* to allowing commercial development to locate just anywhere in town. (Asked a similar question, the majority of business respondents favored zoning to regulate the location of commercial development.)

Chapter 4

Housing in Randolph

Introduction:

Housing is the most visible statement of a community. The character of our housing -- type, location, quantity, even price -- make our town what it is. In our public opinion survey, one of the questions was "why do you live in Randolph?" The two most-cited reasons were "small town living" and "affordable home." We can choose to manage the number and style of houses to promote our idea of what Randolph should be, or allow the random workings of the housing market to function.

As with all issues, it is not good to waste time working on things that are either not problems, or that we do not have the power to solve. There are some housing issues in Randolph that are no business of the town's. On the other hand, the planning board and code enforcement officer -- intentionally or not -- are making decisions all the time that will affect housing. The comprehensive plan is supposed to recognize the impacts of these decisions and coordinate them with our idea of the future for Randolph.

Quantity and Occupancy:

The number and type of houses in Randolph is the most visible measure of our community. Houses are directly related to population -- if one increases, so does the other. There is no population growth without housing growth, though some new housing is necessary even if we have no population growth.

The basic figures on housing numbers appear in Table 4-1, on the following page. The number of houses has increased from 549 in 1960 to 819 in 1990, an average over 30 years of nine per year. This table shows a breakdown by "Tenancy" -- owner, renter or vacant -- since 1960 in Randolph. It shows that the general proportion of owner, rental, and vacancies has stayed fairly stable over thirty years, with the exception of the decade 1970-1980. During that decade, about half of the new housing units were rentals. By comparison, Gardiner has about the same vacancy rate, and just a little higher rental rate.

Table 4-1
Housing Changes, 1960-1990

<u>Tenancy</u>	1960		1970		1980		1990	
	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>	<u>number</u>	<u>%</u>
Total housing units	549	100	577	100	691	100	819	100
Year-round Occupied	523	95	545	94	657	95	773	94
Owner-	385	70	408	71	463	67	549	67
Renter-	138	25	137	23	194	28	224	28
Year-round Vacant	14	3	32	6	34	5	44	6
Seasonal	12	2	0	0	0	0	2	0

Source: U.S. Census

The box below updates the 1990 census with numbers from the town assessor's Municipal Valuation Return. Note that while the building rate dropped a bit during the early 1990's, it has picked up the last couple of years, thanks to a jump in mobile homes. (Housing figures are reported as of April 1 of the year stated.)

New Houses Built in Randolph, 1990-1995

<u>Year</u>	<u>Total</u>	<u>Single-family</u>	<u>Mobile Home</u>	<u>Multi-unit</u>
1990	14	9	1	4
1991	2	2	0	0
1992	4	2	2	0
1993	4	4	0	0
1994	8	2	6	0
1995	9	2	7	0

Source: Municipal Valuation Returns

Table 4-2 shows a comparison of Randolph to surrounding towns. This table clearly illustrates how urban housing patterns differ from rural and suburban ones. Rural towns tend to have very few multiple unit buildings, fewer rentals, and more mobile homes. Chelsea and Pittston are both typical. Urban areas, by contrast, tend to have more multi-unit buildings and fewer mobile homes. Randolph is somewhere in between, somewhat surprising because the town has so little "rural" area.

Table 4-2
1990 Tenancy and Structural Characteristics: Randolph and neighboring towns

<u>Tenancy</u>	<u>Randolph</u>	<u>Gardiner</u>	<u>Chelsea</u>	<u>Pittston</u>
Owner-occupied	67 %	58 %	87 %	88 %
Renter-occupied	28	34	9	6
Year-round vacant	6	5	3	5
**				
Single-family homes	57	52	78	72
Multiple Units	29	39	3	2
Mobile Homes	14	9	19	26

Source: U.S. Census

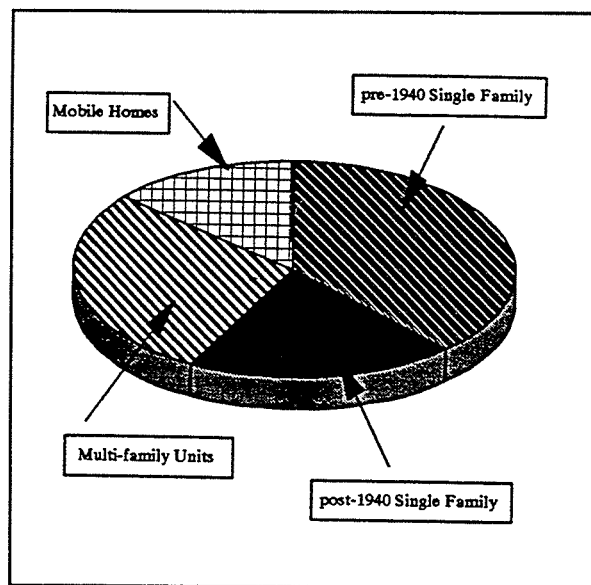
Housing growth either too slow or too fast could be a problem for the town. Town services and the schools are keyed to the number of people served. If the population increases or decreases, those services might become inadequate or inefficient. Also, housing growth without growth in jobs could be an economic problem. On the private side, too-fast housing growth could result in overbuilding and a corresponding drop in housing values. Too slow, and housing values could rise enough to create an affordability problem.

There is not actually much that town government can do to control the rate of home-building. A quota or moratorium on building permits or multi-family conversions can only be used when it's a crisis situation, which it is not in Randolph. Subdivision and building regulations, by being either lenient or strict, might affect a builder's motivation for building in Randolph. Ironically, it's not so much what Randolph does, as what the neighbors do. Development activity in Randolph could be affected by changes in land use regulation in Gardiner or Augusta.

The Condition and Quality of Houses:

The character and quality of Randolph's housing could be an issue, depending on what we want to work towards. For the most part, quality is not a municipal concern. Only with very low or very high quality homes is there a change in demand for municipal services.

No one will dispute that a town with a collection of historic mansions has a different character than a town full of mobile homes. Nevertheless, which is more desirable is a local decision. In 1990, Randolph had 471 single-family, 234 multi-family and 114 mobile homes. While multi-family and mobile homes are often



1990 Housing Ratios

thought of as lower-quality than single-family homes, this is not always the case. Contemporary mobile homes are on a par with economical stick-built ones. And many of the multi-family units in Randolph are newer and nicer than some of the older houses in town.

Some people think that mobile homes or apartments tend to produce more children and demand on schools, but on average, in Maine, there are fewer children per apartment or mobile home than per stick-built house. It is generally the density of housing that makes the difference: housing at four or eight units per acre will almost always have a greater impact than one unit per acre.

We can get a better idea of the quality of housing by looking at census data on housing conditions themselves. For example, we can learn that the average home in Randolph has 5.36 rooms (25 houses have only one or two rooms, 51 have more than nine), and 2.6 bedrooms (Virtually all the four- and five-bedroom houses are owner-occupied.)

More important are health and safety considerations. Even though sewer and water supply almost the whole town, there are at least seven homes in Randolph that get their drinking water from a well, and 34 that dispose of sanitary wastes in other than the public sewer. Some houses lack the "modern amenities." Four houses in town do not have complete plumbing facilities (sink and toilet). 26 homes do not have a telephone. Altogether, though, Randolph's housing stock is in very good condition, with only isolated problems.

Age of Housing:

The box at right shows a breakdown of the age of houses in Randolph as of the 1990 census (another 27 have been added since). It shows that one-third of the houses in town have been built since 1970. This is below the average for Kennebec County overall of 42 percent, indicating that Randolph is not seeing new construction at the same rate as the county.

It also shows that over 40 percent of the houses in town are over 50 years old. This is above the average for Kennebec County, of 32 percent. Together with the fewer "new" houses, this indicates that Randolph has for a long time had an older housing stock than the county. This is typical of towns with old urban centers, and indicates a potential for historic homes.

1990: Age of Houses in Randolph		
Age (years)	Number	Percent of total
0 - 5	132	16 %
6 - 10	35	4
11 - 20	109	13
21 - 30	75	9
31 - 40	78	9
41 - 50	52	6
over 50	338	41

Housing Costs:

Housing costs are an indicator of quality and affordability. If the housing that is built in town is of high value, it follows that it will also be of high quality. On the other hand, if the town experiences too much pricey housing, it could limit the opportunities for lower income citizens (grown children and the elderly) to remain in town. Actions by the Town influence the price and quality of housing in many ways; for example, limiting mobile homes and apartments, or requiring larger lot sizes, would tend to raise the price of housing in town.

How much a house costs, either to buy or rent, is certainly an issue for individuals, but how much an issue for the town is it? Table 4-3, below, shows how Randolph compares to our neighbors in home value and changes over the past ten years. This table is from the U.S. Census, which means that the numbers are only the homeowners estimate of value, not an actual sales price. Also, to make the numbers comparable, the census counts only stick-built, single-family houses on ten acres or less.

Table 4-3
Regional Median* Housing Prices, 1980-1990

<u>Town</u>	<u>1980</u>	<u>1990</u>	<u>% increase (after inflation)</u>
Randolph	\$33,600	\$69,800	48 %
Gardiner	\$33,200	\$73,600	62 %
Chelsea	\$35,000	\$72,900	48 %
Pittston	\$35,600	\$75,800	53 %
Farmingdale	\$41,100	\$82,800	41 %
Kennebec Co.	\$38,500	\$79,300	46 %

* "Median" means exactly half of homes are above and half below stated value

Source: U.S. Census

This table shows that Randolph has the lowest home values in the area. This is probably not cause for concern. Larger lot sizes tend to lead to higher value homes, and Randolph has a limited number of larger lots. It also shows the relative increase in home values over the past ten years is right about the average for neighboring towns and the county.

The real question would be whether the price rises are running ahead of income. If so, that would mean that our own citizens are becoming less able to afford local homes. That is a real issue for young people who grew up in Randolph and want to stay here, for older people who want to get out of the big house but stay in town, and for all the others who have to pay taxes based on the value of their homes.

At first glance, it seems to be neck-and-neck (see inset, page 12). While housing

prices rose by 48 percent, Randolph incomes rose by 43 percent (both after inflation). But we have a more precise measure. According to the census, owner-occupied housing costs rose from \$316 per month to \$525. That is a 66 percent rise. Rental costs rose from \$207 per month in 1980 to \$351. That is a 69 percent rise. Both owner and rental costs have just barely exceeded the 60 percent inflation rate for the decade, and lagged considerably behind increases in home values. The difference can probably be attributed to lower interest rates in 1990.

We cannot, however, automatically assume that there is no affordability problem in Randolph. In 1990, thirty one homeowners (8 percent) used more than 30 percent of their income on housing (30% for mortgage, taxes, and insurance is a good measure of affordability). Much more dramatic numbers can be seen among Randolph's rental market. In 1990, 95 renters (42 percent) paid more than 30 percent of their income towards housing. Forty-two percent is an unusually high number. Totalled, that means that 126 households in Randolph are paying more than is considered affordable for housing.

The State of Maine has given towns the responsibility to provide an "opportunity" for housing for citizens of all income levels. That generally means that the town cannot legislate against "economy" housing, like mobile homes or apartments. For towns that have a more visible need, or stronger interest, there are positive measures such as recruiting or initiating an elderly housing project.

Some resistance to affordable housing is always expected where people don't stop to think who it is that needs it. In small towns, it is very seldom the hard-core welfare types who need affordable housing; it is the young families just starting out, or the elderly that can no longer afford to keep up the family home. Starter homes and senior citizen housing are two of the fastest-growing housing types in Maine. Randolph should establish an affordable housing strategy based not on what low-income types it may attract from out-of-town, but on what our own citizens might be needing in a few years. From the numbers, it appears that the rental housing market is the most strained.

The Need for More Homes:

We have drawn a statistical picture of our housing inventory. But what about the future? We will need more houses if our population grows. And the trend towards smaller households means that we will need more houses even if it doesn't.

Actually, it is houses and jobs that govern the growth of a town, not population. "If you build it, they will come." A town that encourages new housing development will inevitably see a population boom. A town that controls the level of housing also controls the rate of population growth.

To illustrate this better, we can project the need for housing units using the three scenarios for population projections from Chapter 2. Table 4-4 converts the population

projections to housing projections, assuming that, because of decreasing household sizes, a certain number of new units will be needed before any growth at all.

Table 4
Housing Projections for Randolph: 2000 and 2010

<u>Assumption:</u>	1990	2000		2010	
	<u>Pop.</u>	<u>Pop.</u>	<u>New Houses</u>	<u>Pop.</u>	<u>New Houses</u>
Low Projection	1949	1850	0	1800	0
Moderate Projection	1949	2054	85	2159	166
High Projection	1949	2065	90	2170	171

Source: Kennebec Valley Council of Governments

According to the table, if no new homes are built, Randolph's population will shrink by about seven people per year. (Remember, "no new homes" was the assumption of the low projection.) Whereas, to sustain the growth of the past twenty years (high projection assumption) the town would experience about 8.5 new houses per year. That is about the actual growth rate of the past couple of years.

Trends in Development of Housing Stock:

Unlike most towns of similar size, Randolph is fortunate to have had most of its recent residential development occur in subdivisions rather than as scattered, one-at-a-time building (see Chapter 5 for more information on recent subdivision activity).

Since 1980, there have been two major developments of traditional frame homes: Brookview, consisting of 28 lots, and Lewis Road, 21 lots. Those two account for the lion's share of new single-family homes. However, Brookview is now entirely built out, and Lewis Road has only a few more available lots, so any significant future construction will have to happen elsewhere.

Multi-family units have developed from two sources. Many of the added units are the result of redeveloping some of the existing in-town homes. These tend to be the larger, older homes, so the resulting development varies widely in quality. Randolph's current ordinance controls housing density, limiting the amount of redevelopment that can occur. Two other developments account for the rest of the multi-family supply: Windsor Heights, consisting of 52 garden apartments in seven buildings, and the subsidized senior development across the street, with 24 units in three buildings.

There are very few mobile homes on individual lots in Randolph, comprising a total of less than 20 percent of the mobile home inventory. There are two large mobile home development, both also relatively recent: Fairview, consisting of 60 lots, and Rockwood Village, 40 lots. Fairview qualifies as a Park, and generally has fewer than five vacancies.

Rockwood is a mobile home subdivision, currently under single ownership. It is still under development, with area available for further expansion, but it, too, generally has less than five vacant lots.

Overall, Randolph has over the past twenty years experienced a very balanced and structured housing growth. But all of the existing developments are at or near capacity. If Randolph is to continue developing, even to maintain its existing population, we will either have to entertain proposals for more subdivision developments or see development scattershot throughout town.

Public Opinion:

Our survey asked a number of questions about residential development. One of the more important ones (from the point of view of a balanced response) was where the respondent lived. Residents of single-family and mobile homes were proportionately well represented, but multi-family unit residents were way below actual numbers.

Asked their opinions on potential town strategies, respondents *agreed* most strongly with proposals to limit the location of new mobile home parks and subdivisions. Conversely, they *disagreed* most strongly with promoting more expensive housing as well as promoting the creation of new apartment units. Multi-family housing and mobile home parks (closely followed by smaller house lots) were at the bottom of the list of preferred development for the remaining undeveloped land in town.

Chapter 5

Land Use and Development in Randolph

Located along the southern Kennebec River coast, Randolph was settled and developed fairly early in the region. The town went through a period of great commercial activity when the river was the primary commercial corridor, but with the decline of river traffic, the town has settled into a more suburban, bedroom community sort of place.

Randolph is almost unique within the state of Maine in that it was heavily developed before ever becoming a town in our own right. At the time of incorporation, we already had 536 people per square mile. The reason for this is the town's unique genesis: it was the built-up, "village" portion of Pittston, which split from the parent community in a dispute over fire protection. There has never, therefore, been a significant amount of undeveloped land within Randolph's borders. Nevertheless, there has been and continues to be, sufficient land for further development if the owners so wish.

Farm, Forest, and Undeveloped Land:

Despite being perceived as completely urbanized (Randolph has the seventh highest population density of any municipality in Maine), in fact, only about half of the land in town is developed. Of the other half, a good portion is undevelopable. Though there are relatively few wetlands, much of the area is criss-crossed with streams. Along the Togus Stream corridor, about 500 to 800 feet up from the stream is steep and rugged terrain, covering roughly 200 acres. A smaller area of broken country lies along Togus Brook.

The undeveloped parcels are generally "back land," meaning they have limited (though by no means prohibitive) access and frontage on the road system. Not more than 1,000 feet of frontage along the 1.8 mile stretch of Water Street is available for development (the remainder is either already developed or floodplain/wetland). Perhaps slightly more is available along the 1.75 mile Windsor St./Togus Road. The two most "vacant" streets are Birmingham Road and Barber Road.

Apparently, the undeveloped land is not being used for resource production, either. There is no land in town enrolled in Tree Growth, and anecdotal evidence is that the quality of timber is only fair on the undeveloped tracts. There is one commercial farm, located on Barber Road. Thirty-five acres of it are enrolled as Farmland, though the farm itself is larger. It is a dairy

farm. Elsewhere in town, horses and sheep are raised, more or less as hobbies.

Commercial Overview:

Commercial development in Randolph is characteristic of many small towns. One small manufacturing plant remains in town (women's accessories), and another has recently moved out. The remaining businesses consist of small retail, service, and professional establishments. Most of them are located along Water Street. There is a small concentration near the intersection of Water and Windsor Streets, hardly enough to call a downtown. Another half dozen businesses are evenly scattered along Windsor Street between Water and Birmingham Road, and a few others are located here and there in town. Except along Water Street, commercial development tends to blend in with the neighborhood and not dominate or define it.

Windsor Street has quite a few sites suitable for commercial development, and will probably become more built up in the future. In fact, the corner of Windsor Street and Birmingham Road is the locus of several recent developments, and almost has residential density enough to support a walk-up retail store. (There is currently a video rental business nearby.) Probably the reason Windsor Street has not been more built up in the past is that it has only about half the traffic that Water Street does.

The residential neighborhood that makes up the older section of Randolph has a few commercial intrusions. The largest is the Spurwink School, which has actually outgrown its existing site on HillCrest Road. There are a few one-person and home occupation businesses scattered about.

The Commercial Downtown:

Water Street south of the Gardiner Bridge is universally considered to be Randolph's downtown. The corridor is bounded on one side by residential neighborhoods and on the other by the Kennebec River.

Development along Water Street is mostly automobile-oriented. There are a couple service stations, retail stores, snack bars, and other drive-up businesses. Nowhere is there enough concentration to warrant pedestrian- or transit-oriented planning, even though a considerable customer base lives within easy walking distance.

Although the Kennebec River is seen as an asset, it presents a whole set of physical limitations. The primary constraint to development along Water Street (besides shortage of vacant sites) is that large segments of the road fall within the floodplain. Floodplain and related Shoreland Zoning restrictions severely limit the type and location of development in the area.

This series of constraints has led Randolph several times in the past to study means of redeveloping and revitalizing the downtown. A 1980 study made a series of recommendations, paraphrased below:

- 1) Development of a landscaped promenade (pedestrian walk) along the western side of Water Street, linking the sidewalk at the Gardiner Bridge with development to the south.
- 2) Utilizing of steep and undeveloped river banks together with signage and landscaping to frame a series of scenic river views along Water Street.
- 3) Development of short meanders off of the promenade to access the river.
- 4) Improvements in the downtown to sidewalks, curbing, signage, and landscaping.
- 5) Creation of a restaurant/marina/park complex on low-lying property south of the mouth of Togus Brook.

Another Downtown Revitalization Plan was created in 1986. The recommendations of this plan were more numerous and scattered, but some of the major themes were:

- 1) Reorient the commercial portion of downtown to the east side of Water Street, relocating the Town Office and some residential use to make room for more valuable retail use.
- 2) Provide more pedestrian and recreational amenities.
- 3) Sponsor events and other attractions to draw people to Randolph.
- 4) Establish a restaurant, bank, and/or garden center to draw people into the downtown.
- 5) Utilize a portion of the west side of the road for pushcarts or farm market to avoid having to deal with floodplain restrictions.

Following the flood of 1987, yet another study was conducted. This one actually suggested moving the better part of downtown a block up the hill, from Water Street to Maple Street.

Each of these studies put forward several good ideas about downtown improvements. Two continuing themes which have yet to be implemented include building a sidewalk to link the bridge with the downtown, and establishing a restaurant. While the town cannot be much more than a cheerleader for the latter, we can certainly take action on the former.

Residential Development:

The vast majority of developed land in Randolph is devoted to housing. The original village has been expanded over the years. While 42 percent of the housing in town dates prior to WW II, there have been an average of 9 new units per year added for the past 25 years.

Both single-family and multi-family development basically fall into two categories in Randolph -- 19th Century structures and new (post-1970) structures. In the case of multi-family, the old structures consist largely of some of the large old homes in the village area that have been converted over the years to multi-family residences. Very few, if any, were built originally for multiple occupancy. The older streets in town, such as Water Street and Windsor Street, were where these large edifices were built, now house the multi-unit dwellings. A few more are scattered in the original sections of town.

Recently, a couple of planned, multi-unit complexes have been built along Windsor Street.

Windsor Heights is a 52-unit garden apartment complex of seven buildings. Across the Birmingham Road intersection from this is a senior residential complex of 24 units in three buildings.

There are many homes, both imposing and more modest, in Randolph as single-family residences. In addition to 19th Century construction, there have been several sizeable subdivisions in town:

- Lewis Street, 21 lots, about half built on, off of Kinderhook Street at the southern edge of the village.
- Rockwood Village, 40 lot mobile home subdivision, on Route 226 east of Birmingham Road.
- Fairview Estates, 60 unit mobile home park, on Windsor Street at the eastern edge of the village.
- Brookview, 28 lots, nearly built-out, on Birmingham Road.

A couple of these subdivisions are good examples of gradual expansion of the village core, though with the size of Randolph, there isn't really much alternative. Windsor Street, which bisects the "non-village" portion of Randolph, provides access for almost all the new development. In fact, the 200+ new units in subdivision and multi-family housing probably accounts for much of the traffic increase on Windsor Street, from 3,830 vehicles per day in 1980, to 6,630 per day in 1993 (a 73 percent increase).

It should be mentioned that the size and location of Randolph have a definite influence on the land use patterns evolving. The town is located just across the river from Gardiner, and major commercial center. In the past, businesses have been known to relocate from Randolph to Gardiner. This is not to say that Randolph will never again see commercial development; But the type of development will be influence by Gardiner's proximity.

The boundaries of Randolph's village are also close to the town lines of both Chelsea and Pittston. Pittston village is just a little south of the town line, and development is pretty active adjacent to Randolph. However, the town is insulated from Pittston by Togus Stream and some undevelopable land. Not so to the North and Chelsea; however, that part of Chelsea is largely rural and undeveloped (except right along the major roads). And the largest undeveloped tract in Randolph -- over 200 acres -- fronts Water Street and the Chelsea town line.

Existing Land Use Regulation:

Randolph has several ordinances in place that take a townwide approach to land use regulation. It has up-to-date and well-enforced Shoreland Zoning and Floodplain Management

Ordinances. We also have an ordinance which establishes a minimum lot size (20,000 s.f. on septic, 15,000 s.f. on sewer), frontage (100 feet), setbacks (30 feet front, 40 feet rear, 8 feet side), and building height (35 feet). The town also has a separate ordinance applicable to multi-family dwelling units, which basically adds 10,000 s.f. in lot size and 30 feet in frontage for every additional dwelling unit on the parcel.

Public Opinion Survey:

Support is building in town for more appropriate land use controls. The planning process was triggered by controversy over land use conflicts in the village area. Continuing conflicts point to the need for more regulation of commercial development in particular. In the public opinion survey, residents polled favored establishing zoning districts and standards by better than 3 to 1. While this is not a *carte blanche* mandate, it is an indication that we need to look at current and future land use conflicts and find a means of solving them, hopefully before they become controversies.

The survey provided direction on many aspects of land use and development. For example, residents feel that the current rate of residential development in Randolph is "about right," (64%), but that commercial development is too slow or non-existent. Residents feel that the best use of undeveloped land over the next twenty years would be as larger house lots (first choice), office/business park, or town-owned open space (tied for second). Residents feel comfortable with increased housing densities outside of downtown, and with increased commercial activity everywhere but particularly downtown.

Residents generally expect and want to see more commercial development on Water Street and less residential development. They are ambivalent about commercial on Windsor Street, but think we should encourage residential.

They do not favor lowering minimum lot size standards to benefit elderly housing. With regard to "cluster" aka open space development, only five percent of the people think we should make it mandatory, but another 65 percent think it's a good idea that we should provide for.

As mentioned above, residents strongly support the idea of a zoning ordinance and regulating commercial development. The elements of most concern in a regulation are, in order, noise, chemical storage, outside material storage, stormwater runoff, and signs.

The Future:

Present land use trends lead directly to the future, except to the extent that local regulation redirects or influences development. Therefore, the patterns described above, together with broader economic and social trends, will define future land use in Randolph.

Unregulated, development will probably follow along the "moderate" population projection presented in Chapter 2. That represents about 85 new dwelling units per decade. Of that

number, probably about ten will be multi-family, though the numbers are so small that any good-sized development will throw them off. At the current minimum lot size, that would require a minimum of 32 additional acres devoted to housing per decade. In reality, single family lots tend to be larger than the minimum because there isn't really a market for more new homes on 1/3 acre lots. If new single-family lots averaged 30,000 s.f., ten years of new construction would require 59 acres.

There is not enough commercial development to be able to project whether there will be growth, decline, or a change in character over the coming years. Just by looking, it seems likely that Water Street will not be further developed, though some sites may see improvements resulting in greater commercial activity; And that in the remainder of town, there may be more home occupations springing up, or a few conversions of existing residences to small business enterprises.

Where will the new housing be located? In a town the size of Randolph, that is hard to say, since almost every tract of land is accounted for. There is certainly enough developable land in the north and east of town, though none of it is currently planned for subdivision. There is some road frontage that could still be split off to create new single lots, but not very much. There is not a very large inventory of vacant lots for building either. The Lewis Road Subdivision is the only area with good, vacant building lots.

Judging from the trends, it seems the time is right for another substantial subdivision or two in Randolph, probably very close to the next time the economy turns upward. Birmingham Road and Barber Road seem to be good candidates for development, although, again, the limited number of ownerships makes it hard to predict.

The Land Use Plan component of this plan will have to deal with questions of how much new development we want, where in town it will be best served, and what kind of construction and development standards we think are necessary.

Chapter 6

Randolph's Natural Resources

This chapter examines the land and water resources that act as constraints and opportunities for development in Randolph. This includes soils, topography, wildlife, scenic areas, and streams, as well as the Kennebec River and marine resources associated with it.

Surface Waters:

Randolph is quite literally defined by its surface waters. The Kennebec River forms our western boundary while Togus Stream defines the southern and eastern boundaries. Togus Brook runs down the center of town and feeds into the Kennebec. There are other smaller streams and a few wetlands. The Town has no lakes or naturally occurring ponds, but there is one small, half acre impoundment near the mouth of Togus Brook and the narrow gauge railroad bed.

The Kennebec River is one of the top scenic and recreational highlights in the state of Maine. From Randolph's banks it offers scenic views, boating access to the ocean, and fishing opportunities for brown trout, Atlantic salmon, striped bass, smallmouth bass, smelt, and other sportfish. Ice fishing for smelt is a particularly popular activity on this part of the Kennebec. Fishing access is enhanced by the Town dock and a number of moorings for boat use. Unfortunately at the present time, there is a fish consumption advisory on the river due to dioxin -- a phenomenon beyond the control of this plan. There are other pollution problems in this section of the river created mostly by combined sewer overflows during heavy rains and snow melt. Future access options are limited by the fact that much of the developable portions on the river in Randolph are already built on.

Togus Stream is another valued natural resource for residents. Due primarily to lack of access and steep terrain, it has little development along its course in Randolph. It is the northern-most tributary on the Kennebec River that supports spawning Atlantic salmon and some individuals have set up eel weirs at its mouth. It has good water quality according to both the Department of Environmental Protection and Inland Fisheries and Wildlife. One recent study by the DEP revealed large numbers and varieties of aquatic life in the portion of the stream below the water treatment outflow from Togus VA Hospital.

Togus Brook is a minor tributary of the Kennebec, its mouth a couple hundred yards

up from Togus Stream. It meanders up through the middle of town, though due to floodplain and wet conditions, there has been little development in the immediate vicinity of the stream. A portion of the corridor serves as the right-of-way and bed of the old Narrow Gauge Railway to Togus.

It is in the best interest of all communities to ensure that the quality of their surface waters are maintained for future generations. Best management practices for residential, commercial, and industrial activities will prevent any future degradation of Randolph's streams as will addressing overflow sewage problems. Aesthetics can be addressed at the time of development review by the planning board. Public access also should be at the forefront of any future plans.

Groundwater:

Protecting groundwater as a source of drinking water is not a concern for most residents of Randolph since much of the Town is serviced by the Gardiner Water District. It is a concern for wells located beyond Randolph's borders and for the quality of Randolph's surface waters. Sources of groundwater contamination can be hydrologically linked across political boundaries and to nearby surface waters.

Groundwater can be endangered by a variety of activities. Activities that may be a factor today in Randolph would be waste disposal, agriculture, underground storage tanks, and failing sewage lines. The old landfill in the eastern portion of Town is a potential source of contamination, although there is nothing to indicate that it is a problem at this time. Animal wastes, commercial fertilizers, and herbicides from farming operations can drain off-site and into surface and groundwater if they are not handled properly. Older, underground storage tanks associated with businesses like gas stations can develop leaks. And sections of Randolph's sewer system are nearly 100 years old and some joints are believed to be leaking.

Existing maps do not indicate the presence of any significant aquifers within the town's boundaries.

Wetlands:

Randolph has few wetlands and even those are relatively small. This does not mean however that wetlands are of little value to Randolph landowners. These wetlands serve a number of functions that may not be apparent to the casual observer.

Wetlands are high value habitat for all forms of wildlife. They provide areas for breeding, forage, and protective cover. Wetlands also serve as sponges during wet times of the year by absorbing excess ground and surface waters that can cause damage to homes, businesses, or roads. Wetlands also absorb and hold polluting runoff from such things as construction sites, agricultural fields, or parking lots.

The wetlands in the southwest portion of Town that are adjacent to the Kennebec River and Togus Stream are regulated through the Town's Shoreland Zoning Ordinance and Maine's Natural Resources Protection Act. Any activity on or adjacent to these wetlands requires a permit through the Town and may require one from the Department of Environmental Protection. The other wetlands in Randolph may be regulated through the Natural Resources Protection Act depending on the type and size of activity. The wetlands left unregulated can be altered in the future even though they may be serving an important function for local flooding or wildlife habitat.

Wetland locations are depicted on the Development Constraints Map attached to this report.

Wildlife Resources:

Simply due to the fact that most of Randolph is developed, there is very little valuable wildlife habitat. The Department of Inland Fisheries and Wildlife (DIFW) has assessed and categorized wildlife habitat throughout the state. They have classified non-coastal, valuable habitats into three general classifications: land supporting endangered species; land supporting waterfowl and wading birds; and land acting as deer wintering areas. Randolph has no endangered species habitat nor any waterfowl and wading bird habitat. It does contain one potential deer wintering area bordering Chelsea in the very northeastern corner of Town.

A deer wintering area or deer "yard" basically is a dense stand of evergreen trees that protect deer from wind, heat loss, and deep snow during the coldest winter months. This type of habitat is very important in Central Maine. Whitetail deer are near the northern limit of their range in Maine and anything to protect them from the winter weather increases their chance of survival. A bad winter can kill as much as 35% of Maine's deer population. Development that reduces the effectiveness of deer yards, therefore, negatively affects local deer populations.

Other wildlife benefit from many types of undeveloped land. Possibly the most beneficial is wetland habitat. Wetlands are integral to many mammal, bird, and fish species by providing breeding areas, nesting, forage, and travel corridors. Concerned residents may want to assess any remaining wetlands in the undeveloped portions of Town for their value to wildlife. The Kennebec River, Togus Stream, and the impoundment near the mouth of Togus Brook also are areas where wildlife thrive in Randolph.

Unique and Rare Plants:

The State of Maine maintains information on rare and unique plant species throughout the state through its Natural Areas Program. The program has no record of rare or threatened plants or plant habitats in the Town of Randolph. This does not mean that none exists, it only means the Natural Areas Program has no record of such occurrences.

Their records are dependent on the information provided by volunteer observers and concerned citizens as well as their own field surveys.

Individuals concerned with rare plants in Maine can take advantage of the Register of Critical Areas which is also maintained by the Natural Areas Program. This is a register of landowners who have volunteered to set aside some or all of their land in an attempt to conserve or protect rare or special habitats. The Register does not impose legal restrictions on the land -- it is completely voluntary. There are currently no Registered Critical Areas in Randolph.

Soils and Topography:

Randolph residents should be concerned with at least a couple of aspects of our land base. While for the most part, we do not need to be concerned with the ability of soils to support septic systems (virtually the entire town has access to public sewer), slope and the ability of the soils to support roads and foundations are two characteristics that will affect land use decisions in Randolph.

Steep slopes will affect the cost and practicality of construction and maintenance of roads and buildings. Builders must go to great lengths to prevent erosion or slippage of soil throughout the life of the road or structure. There is a greater potential for runoff pollution from development on steep slopes and the cost of construction and preventative maintenance is elevated. The Development Constraints Map illustrates areas in town where slopes exceed 25%.

The Development Constraints Map also indicates the location of soils that would present severe problems for roads and foundations. These soils possess characteristics such as shallow bedrock and/or a high water table. The physical difficulties for developing buildings and roads on these lands are obvious and the costs are prohibitive.

The pattern of poor soils shown could be an impediment to future development of the land between Lewis Street and Maureen Avenue, and East of Route 9 (Water Street north of the bridge).

Soils which are prime for agriculture may be a consideration in the undeveloped portions of Randolph. These soils have qualities which are relatively rare in Maine -- well drained, good organic content, and somewhat level. And once they are developed, they are permanently prevented from conversion to farmland. Randolph does have a fair amount of one prime agricultural soil, Buxton silt loam (BuB), in the undeveloped parts of Town.

Marine Resources

By virtue of the fact that Randolph lies below the Edwards Dam on the Kennebec River, the Town experiences tidal influence and is therefore considered a coastal community

by the state of Maine.

The Randolph waterfront does not support any industrial or commercial marine activities. It does, however, provide recreational opportunities for individuals seeking access to marine waters and for those fishing for anadromous or sea-run species.

The Town has a public, handicapped accessible dock that gives residents and visitors access to the marine waters up and down the river, although the open ocean is actually a two hour boat ride away. Randolph also has a couple of courtesy moorings, 45 registered moorings and a mooring plan that the Town adapted from Boothbay Harbor. The moorings and other waterfront concerns are managed by the harbormaster. There are no marinas or boat clubs. A marina used to be located where the motorcycle shop is today, and still owns a couple of private moorings.

A couple of marine fish species are available to anglers on Randolph's banks and waters. Togus Stream is the northernmost tributary on the Kennebec that hosts a run of Atlantic salmon. The Kennebec also has experienced a steady rise in the number and size of striped bass. Fishing access is gained either by the Town's boat launch or from the one across the river in Gardiner. Smelt fishing, a popular winter activity, is regulated by the town to the extent of requiring permits and deposits for locating fishing shacks on the ice.

Although coastal access is itself an asset which could be utilized in developing Randolph's downtown, there is not much motivation to develop more access. Most local residents utilize the superior facilities across the river in Gardiner if they want to launch a boat or gain other access. In the public opinion survey, residents favored improving local access by more than two to one, but were ambivalent about the value of the town dock or river moorings.

Scenic Areas:

This section would be incomplete without some mention of Randolph's scenic attractions and a consideration of them in future planning. The Town's main scenic qualities are related to its proximity to the Kennebec River. There are ample views of the river from Water Street showing its wide expanse as well as developed and undeveloped sections of river bank. The elevated portions of Town also provide scenic views. From the granite quarry, one can see most of Town as well as down the river. The highest points on Birmingham Road afford similar sights. And the narrow gauge trail gives one the sense of wooded isolation -- a rare find in Randolph.

Chapter 7

Local Services and Facilities

The comprehensive plan provides us with the opportunity to evaluate the services and facilities provided by the government and paid for and used by the citizens. Are we getting the type and quantity of services we need, at the best price possible? Are there big changes lurking in the future, for which we may need to prepare and budget? These questions will be addressed in this chapter.

The following public services are offered to some or all residents of Randolph by the town (unless otherwise noted): Public water (Gardiner Water District), public sewer, schools (SAD 11), police protection, fire protection, ambulance, transportation, solid waste, recreation, library (Gardiner), harbormaster, and town office services. These services are evaluated below.

Public Water:

Public water supply is provided by the Gardiner Water District and paid for through user fees. Water distribution lines cover virtually all of town, with the exception of the northern half of Birmingham Road, and there is a district storage tank on Togus Road. The general condition of the distribution system is good, with the exceptions noted below.

In addition, GWD serves portions of Gardiner, Farmingdale, and Pittston. Districtwide, usage is about 850,000 gallons per day (GPD), less than half of the 2,000,000 GPD capacity. The source of water is a wellfield in Gardiner. The city is working on a Wellhead Protection Program, part of a federal mandate.

The primary observed problems are lack of water in some areas. Although volume is adequate for normal residential use, it is dangerously low for fire protection in some areas. Identified by the fire chief are hydrants along Birmingham and Barber Roads, and generally at the outer limits of the system.

Public Sewer:

Sewer service is supplied to Randolph residents through a cooperative effort of the town and the Gardiner Sanitary Treatment District. GSTD maintains a sewage treatment

plant, constructed in 1982 with a capacity of 1.65 MGD and a design life of 20 years, and is responsible as far as the Kennebec River. The town, specifically the Public Works Department, owns and maintains local lines and the pump station.

The Gardiner treatment plant is currently at 61 percent of capacity, with plenty of room for growth. The town uses only a small portion of the treatment plant capacity, however, its effective capacity is that of the Randolph Pump Station. There is excess capacity in that system, except for peak periods as noted below.

There are times when our flow exceeds capacity, and raw sewage overflows into the river. The overflow is referred to as "combined sewer overflow" (CSO). The federal government has recently ordered a shutdown of CSOs in an effort to improve water quality. Randolph will have to comply with this mandate in the near future.

Peak flow times correspond with storm events, which tells us that the problems are caused by stormwater infiltration. Even though no known storm drains are connected to the system, our total flow to the treatment plant is 1.7 times our consumption from the water district, which means we are paying to treat outside water. According to the Public Works Director, the major problems are cellar drains hooked into sewer lines, and water that leaks into the system through manhole covers and pipe joints. Eliminating cellar drains and infiltration could be the answer to our CSO problem.

The collection system in Randolph dates back in some places over 100 years. The system has been expanded piecemeal since then as the town developed. Many times, expansions were done with no standards and no records kept, which has come back to haunt us today, as there are no records of the installation on Kinderhook Road, or on portions of the village. A major replacement of collector lines was undertaken in 1982, in conjunction with the new treatment plant, and in 1993 (Barber Road) and 1994 (Belmont Ave.).

The pumping station, located adjacent to the Town Office, is maintained on a regular basis by the town. The pump station is well-maintained, but has only two pump units. A third pump unit is needed to provide redundancy in the event that one of the others fails.

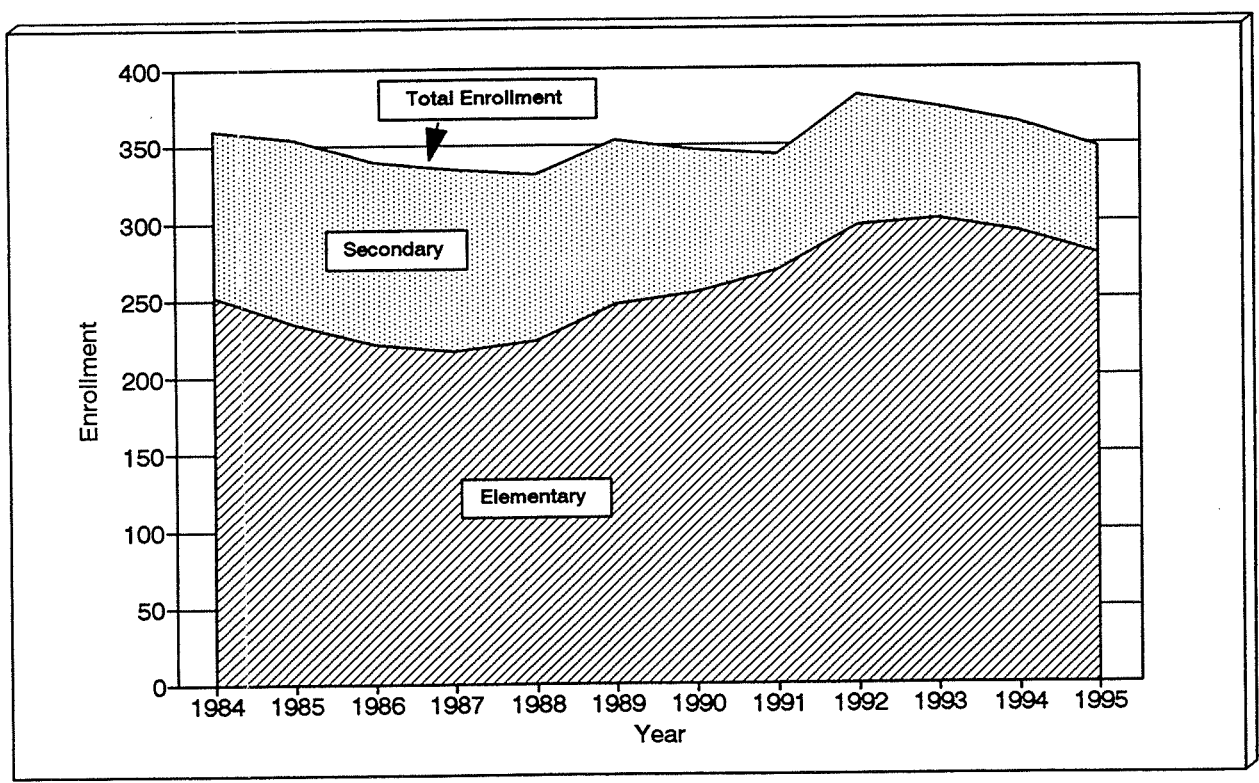
Education:

Public school education in Randolph is provided by School Administrative District 11. Teresa Hamlin School (Elementary) is located at the intersection of School Street and Water Street downtown. Junior High and High School are located in Gardiner. Operating and capital investment decisions are made by the SAD, with little input from the town. The town is on good terms with the district, particularly when it comes to sharing recreational facilities.

It is not expected that there will be capacity problems at the school, based on projected growth rates in town. The graph below shows enrollment trends of Randolph

students. In overall terms, secondary enrollment in Randolph has dropped 35 percent, while Primary (K-8) has gone up 16 percent between 1984 and 1994. These are similar but much more dramatic than across the district. For the SAD, Secondary enrollment decreased 15 percent, while Primary enrollment increased 4 percent over the same period.

The proportion of students per family has been decreasing for many years. However, there are signs (e.g. the upswing in Primary enrollment) that this trend is reversing. Also, changing conditions and educational standards could dictate changes or additions to both the elementary school and other district schools.



Randolph Enrollment Trends

In addition to the elementary school, there is another educational institution in Randolph. It is the Spurwink School, a private school located on Hillcrest Avenue in the residential part of downtown. Enrollment consists of 29 students (1995-96) with learning disabilities. This school is at capacity, and has in the past considered expansion of its school facility. The school currently occupies one property (formerly a single family home) across the street from the main building, which it uses for administrative offices.

Police Protection:

Primary protection is provided by a police chief and deputy, with additional coverage supplied by the Kennebec County Sheriff and State Police. Coverage is considered to be adequate.

The town owns the equipment used by the town police, but does not own the vehicle. The Town also benefits from a portion of the fire station being used as a sheriff's substation.

Randolph's Police Chief also serves as the Harbormaster and Animal Control Officer. As Harbormaster, he is responsible for maintaining the dock and buoys, and locating the moorings. He uses his own boat for the purpose. His duties as Animal Control Officer take up at least as much time as the rest of his job. In 1994, he responded to 241 dog and other animal complaints, compared to 274 other calls (including 61 parking tickets).

The public opinion survey indicated a significant fraction of the town willing to see police protection improved. Vandalism has been recognized as an increasing problem, and the potential for new development also warrants a re-examination of our current coverage.

Fire Protection:

The Randolph Fire Department provides protection to all portions of Randolph. The department has mutual aid agreements with Gardiner, Pittston, Farmingdale, Chelsea, and Togus V.A..

The department is headquartered out of a block building on Water Street. The station doubles as Town Office and Police Station. The fire portion includes two bays and a meeting/training area. The building was built in 1962. It could use about \$15,000 worth of repairs or improvements, and is way too small for its many uses. It is also located in the floodplain.

Personnel in the department include approximately 17 volunteers, including the Chief. The Chief is also Civil Preparedness Director in town. Recruitment and training is recognized as a problem. The lack of able-bodied personnel, particularly during the day, is a problem shared with many Maine towns.

Equipment in the department includes Engine 15, a ten year old pumper purchased for \$70,000, and Engine 16, and 23 year-old pumper. E16 is in fair condition and according to the equipment plan, should be replaced in 1997.

The town's ISO rating is currently a 7, with most of the town covered by hydrants. The Kennebec River is available for emergency purposes. There are no dry hydrants in town. As mentioned earlier, there are problems with water supply, particularly volume, in some parts of town. The department recognizes the need to have all hydrants tested, and

ones with a yield below a certain GPM taken off the system or upgraded. The other problem recognized by the Department is new development set too far back from the town roads to be accessible by the equipment.

Fire and Ambulance (Gardiner) respond through 911. The Town is organizing to review and reassign streets for E911.

Transportation:

The primary transportation system in Randolph is its road network, of which there is a total of 10.9 miles in Randolph. The town's Public Works Department is responsible for all the local roads. The state is responsible for Water Street and Windsor Street -- about 3.6 miles.

Of the local roads, virtually all are paved. The town has established a road surface management system for the purpose of prioritizing and budgeting for road repairs. The table below gives a summary of the system report (one entry per road). In the opinion of the former Public Works Director, 80 to 90 percent of local roads need reconstruction. He has identified School, Closson and Central Streets as the worst of the bunch. The Road Management System identifies School, Kinderhook, Central, and Hillcrest as highest priorities, based partly on traffic usage. (School Street is being worked on, 1995-6).

Table 7-1: Randolph Road Inventory

Road Name	Mileage	Surface	Status	Remarks
Rt. 9 (Water No. of Bridge)	1.04	Paved	Very good	ADT=5,000
Rt. 27 (So. of Bridge)	0.78	Paved	Very good exc. downtown	ADT=12,000+
Rt. 226 (Windsor St.)	1.75	Paved	Good	ADT=6,000
Barber Rd.	0.82	Paved	New, '94	ADT=500
Birmingham Rd.	0.74	Paved	Rebuild 1/2	
Asbury St.	0.08		Overlay	
Belmont St.	0.51	Paved	New, '95	Poor drainage
Central St.	0.34	Paved	Rebuild	Poor drainage
Cheney Ave.	0.09	Paved	Overlay	Narrow, no cul-de-sac

Road Name	Mileage	Surface	Status	Remarks
Clark St.	0.16	Paved	Patch	Poor drainage
Closson St.	0.31	Paved	Rebuild	Poor drainage
Elm St.	0.14	Paved	Surface coat	Poor drainage
Maple St.	0.17	Paved	Good	
Fairview Ave.	0.31	Paved	Rebuild	
Hillcrest Ave.	0.31	Paved	Overlay	Poor drainage
Jones St.	0.05	Paved	Patch	Poor drainage
Kinderhook St.	0.66	Paved	Patch	
Maureen Ave.	0.30	Paved	Surface coat	Poor drainage
Middle St.	0.12	Paved	Overlay	Poor drainage
Pine St.	0.04	Paved	Surface coat	Poor drainage
Pleasant St.	0.13	Paved	Overlay	
School St.	0.33	Paved	Repairs ongoing	
Second St.	0.06	Paved	Surface coat	Poor drainage
Stevens Ave.	0.17	Paved	Overlay	
Third St.	0.06	Paved	Good	Poor drainage
Lincoln St.	0.15	Paved	Rebuild	
Meadowview Drive	0.06	Paved	Overlay	Poor drainage
McLaughlin Terr.	0.20	Paved	Surface coat	Loop cul-de-sac
Brookview Dr.	0.20	Paved	Good	Loop cul-de-sac
Lewis St.	0.26	Paved	Good	Loop cul-de-sac
McKenna Dr.	0.20	Paved	Good	Loop cul-de-sac
Mill Rd.	0.18	Dirt		
Brookview Ct.	0.17	Paved	Good	Loop cul-de-sac

A discussion of roads in town must include an examination of the use of those roads, in terms of traffic. Roads are classed into three categories, known as "functional classifications," based on the type and volume of traffic they are designed to hold. "Arterial" roads are those designed to move large volumes of traffic and commerce from town to town; In Randolph, no roads are classified as Arterials, although Route 27 carries enough traffic to warrant the classification. "Collectors" are roads which funnel traffic from arterials onto residential access and also perform a minor arterial function; Water Street and Windsor Street are definitely in that classification; A few other roads in the network could also be classed as "collectors." Other roads are considered "minor", or residential access.

The classification of a road dictates how well it must be built for a certain traffic capacity and load. We can then measure the traffic load and determine how well the street is functioning. Highway engineers have established a grading system based on the proportion of actual volume to design capacity, known as "Level of Service"(LOS). The levels of service indicate whether congestion is likely, whether traffic signals are needed, and whether access on and off the road may be hazardous.

- LOS A: Volume up to 8 percent of capacity; traffic is always light.
- LOS B: Volume up to 17 percent of capacity; traffic may be moderate at rush hour.
- LOS C: Volume up to 32 percent; traffic is moderate; may be delays in entering and turning at rush hour; about as heavy as a rural road should get.
- LOS D: Volume up to 55 percent; traffic is generally heavy enough to reduce ported speed; delays in turning and entering may warrant signalization; hazardous conditions at rush hour.
- LOS E: Volume up to 100 percent; road is operating at maximum loading; dangerous conditions at rush hour; signalization needed to avoid dangerous conditions. DEP Site Review criteria prohibit development where LOS would fall to E.
- LOS F: Volume beyond 100 percent; Traffic jams common, even outside of rush hour.

The number of vehicles per day is called "Average Daily Traffic."(ADT) The state DOT is the entity that measures traffic volummes in Randolph, and it is done on a hit-and-miss basis. The Road Conditions Table also listed ADT on the roads where it has been measured, in the "remarks" column. The Transportation Map shows the areas where traffic counts have been done, and the LOS assigned to them.

Growth rates are also calculated where we have historical data. It is important to know where traffic volumes are growing so that we know which roads may be dropping in service, or which may be in greater need of improvement. The figures show that the fastest growth rate of traffic is on Water Street, where traffic has just about doubled since 1980. The segment between Windsor Street and the bridge was measured at more than 18,000 vehicles per day in 1993. That compares with the Maine Turnpike at Augusta, which carries about 21,000 per day (both directions). This is likely to be the major trouble spot of the next ten years. Something needs to be done with it, before the congestion problem moves out of the downtown.

DOT and local police also track accident rates as a means of determining which intersections or road segments may be hazardous. Statistically, the most hazardous intersection in Randolph is at Water Street and Windsor Street, with 18 accidents in three years and a Critical Rate Factor of 2.39 (with 1.00 being the highest "acceptable" rate). Local experience has it that high speed through town, combined with short sight distance to the South from Windsor Street, create the danger. The Town has requested assistance from the DOT in redesigning or signalizing the intersection to make it safer, but has been turned down. Signalizing may not be the answer, though, as the other high-accident intersection is the signalized one where Water Street intersects with the Bridge, with 22 accidents in three years.

There are two significant bridges in town, both owned and maintained by the state. They include the Route 27 bridge over Togus Stream, and the Kennebec River Bridge to Gardiner. The latter bridge is only a little over ten years old.

Opportunities for alternative modes of transportation in Randolph are very limited. Kennebec Valley Community Action Program (KVCAP) runs a scheduled service into Randolph as far as the IGA on Tuesdays and Thursdays only. And there are some taxi services that serve Randolph.

There is a sidewalk network through most of the downtown area. The network is, however, a hit-and-miss proposition, with a lot of missing links. For example, the Kennebec River Bridge has a sidewalk on the south side, but the sidewalk ends where the bridge does, and is not connected to downtown sidewalks.

Several downtown revitalization studies have suggested a network of sidewalks, or promenades, unifying the downtown and river access. Perhaps because these plans were overly visionary, nothing ever came of them. Major areas now identified for sidewalk improvements now include: Water Street between bridge and downtown, East side of Water Street from Kinderhook to Beech Street, and the north side of Windsor Street from Fairview to Birmingham Roads.

Few of the minor roads in town have sidewalks, primarily because stormwater runoff is accomplished through roadside ditching. The town will eventually progress to a more

urban plan of curbs and gutters in reconstruction projects, and at that time should include sidewalks.

Public Works:

The functioning of the Public Works Department is discussed separately from transportation because of the wider nature of their responsibilities.

Public works manpower consists of two part-time employees, including the Public Works Director and the Road Foreman, and two seasonal employees. The department is responsible for maintaining town roads, the sewer lines and pumping station, and town buildings.

Equipment for public works includes a 1977 backhoe in good condition, a 1974 one-ton truck in poor condition, a 1970 6 CY truck in fair condition, and a 1972 sewer rodder in fair condition. The Public Works Garage is located right next to the town office-fire station. It was built in 1964. It is a wood frame, 2 bay structure in fair condition. It is undersized, and used mainly for storage of equipment. It needs to be expanded, but it, like the fire station, is in the floodplain.

Winter road maintenance is contracted out, so there are no municipal salt or sand storage sites. There is, however, a state maintenance garage located on the Birmingham Road, with salt storage.

The principal problem identified by the Public Works Department is the cost of catching up with deferred maintenance on the road and sewer system. Many facilities that should have been maintained in years past now need to be replaced. The public works department vehicles have also exceeded their service life.

Solid Waste:

Solid waste disposal in Randolph is the responsibility of the individual. Local waste is either picked up by contract or taken by the homeowner to Hatch Hill Landfill in Augusta. There is a recycling center in Gardiner utilized by local residents.

The town has sponsored an annual town cleanup each Spring for the past four years, where residents can get rid of their bulky wastes and other items. The event is well-received by citizens and was allocated \$5,200 in this year's budget.

Recreation:

Despite its small geographic size, Randolph has a couple of outstanding recreational assets: the Kennebec River, and the Narrow Gauge Trail.

The Kennebec River is Randolph's access to coastal waters, and is, in fact, tidal itself. The town maintains a town dock and a number of mooring spaces on its side of the river. River access is available Summer and Winter, with smelt fishing active in the Winter. Improvements to river access are not expected, since an excellent access in Gardiner is convenient.

Periodic downtown plans for Randolph have integrated the river as an asset in revitalizing the downtown. River access, a riverside park, and scenic viewpoints have been recommended in the past.

The Narrow Gauge Trail is the right-of-way of an abandoned narrow gauge railroad line. It bisects the town, providing a walking, jogging and nature trail in the Summer, and cross-country ski access in the Winter. The trail is the town's responsibility to maintain. It is kept up from time to time, but might be better utilized if improved.

The town also uses recreational facilities at the elementary school. The schoolyard contains a multi-purpose field/skating rink, a basketball court and playground. The town cooperates with the City of Gardiner on a summer recreation program for children, raising annually about \$2,650 plus user fees for its share.

Library:

Randolph has no local library, but utilizes the Gardiner Public Library located on Gardiner's Water Street. The library and grounds are owned and operated by the Gardiner Library Association, with representation from Randolph. The library itself contains a collection of over 35,000 books, plus other materials. Randolph pays a "per book" fee on behalf of residents.

Town Office:

Randolph's town office, located on Water Street, consists of a portion of the Fire Station. The structure was built in 1962 and houses the general office functions.

The town office is not adequate for future needs. Repairs are needed to the existing structure, and it is expected that space demands will soon exceed the room available, creating a need for expansion. It is also located in the floodplain.

Fiscal Capacity:

Beyond the physical provision and planning for public facilities, we need to examine municipal budgetary procedures and fiscal capacity to determine whether we are financially prepared for the needs of our public services. Needs are generated by growth -- both of the population and of new or expanded programs instituted by the voters or state/federal levels of government. But our budget is generated by our tax base. "Fiscal capacity" is the ability

of our tax base to keep up with the demands on the local budget.

The best way to do that is to look at our past and current situations and extrapolate into the future. Fortunately, we have a lot of good numbers on the town's tax base. Table 7-2 illustrates how our "bottom line" compares to the other towns in our region.

Randolph has shown a significant annual growth rate in its tax base considering that it has an older housing stock and not much developable land. Chelsea and Pittston, which can both be classified as "developing suburbs," both have higher growth rates in their tax base. In fact, Chelsea, with the fastest-growing tax base in the area, has a tax rate second only to Gardiner's.

Table 7-2
Regional Valuation, Mill Rate and Assessment Figures

Town	Valuation (in millions \$)		Annual growth (%)	1993 Full Value Mill	Assessment	
	1985	1995			1993	per capita
Randolph	19.35	49.5	9.8 %	12.49	618,507	\$ 318
Gardiner	86.45	201.0	8.8	20.11	4,043,797	602
Farmingdale	41.55	94.9	8.6	14.08	1,336,689	451
Chelsea	21.85	68.85	12.2	15.01	1,033,941	404
Pittston	28.25	79.9	10.6	11.11	888,456	335

Source: Municipal Valuation Return, Statistical Summary; Bureau of Taxation

Randolph's Full Value Mill Rate is on the low side, meaning that we have a lower budget in proportion to our tax base than other towns, except Pittston. Our per capita assessment (property tax revenue divided by population) is the lowest in the region, meaning that we also have a relatively low budget in proportion to our population. That means *Randolph has a relatively low tax base in relation to its population.*

In comparison to the region, then, we are doing a fairly good job of managing our budget, considering the number of citizens in town. But how about our performance over time? Are we keeping up with demands, or falling behind? Table 7-3 shows municipal expenditures over the past five years. The table shows both local and state valuation. Local valuation is what our mill rate is based on. The Full Value Mill Rate is a better measure of actual local tax burden, because it is indexed to property values. Ideally, the Full Value Rate should stay steady until and unless the town is ready to take a major public service step (e.g. establishing municipal trash collection).

The table shows local assessment amounts have risen 28 percent since 1990, while the full value mill rate has risen closer to 22 percent -- the difference being the \$2 million increase in tax base. Overall, expenditures have increased about the same amount -- actually decreasing in 1993-4 after accounting for inflation -- with the result that the local property tax is paying about the same proportion (75 percent) of the local budget in 1993-4 as it was

in 1990. Because state valuation figures have not yet been computed, 1994-5 was not included in this table, but Randolph residents know that the local mill rate jumped to 16 mills for the year following this table.

**Table 7-3
Municipal Expenditure Trends, 1988-1994**

Category	1993-4	1992-3	1991	1990	1989
Local Valuation	\$49,087,870	48,381,370	47,682,800	46,983,876	23,991,153
Local Mill Rate	12.6	12.1	11.4	10.3	19.5
State Valuation	\$49,500,000	50,100,000	48,000,000	47,150,000	45,450,000
Full Value Mill	12.5	11.68	11.32	10.26	11.44
Total Expenditures	\$814,101	\$800,820	\$719,482	\$647,470	
Constant \$ (1991)	\$769,325	\$777,596	\$719,482	\$666,894	
Total Assessment	\$618,507	\$585,415	\$543,585	\$483,934	\$467,827

Source: Town Audits, State Valuation Records

One question that might be asked is, how much of an increase in the budget can we afford before having to raise taxes? Increases in revenue come from two primary sources: We cannot count on increases in intergovernmental transfers (federal or state payments), so that leaves the local tax base. Randolph's valuation has risen by \$2.35 million since 1990, or an average of \$580,000 per year. At an average tax rate of 12 mills, that would yield about \$7,000 per year of additional revenue, or about a 1 percent budget increase. However, inflation is running at 3 percent per year. Only to keep up with inflation, the town would have to add closer to \$1.7 million per year. In 1994-5, we added only \$260,000 to our tax rolls, and the mill rate jumped by 3.4 mills.

The conclusion is that Randolph does not have the fiscal capacity to accommodate new growth without raising taxes.

It should also be noted that a statewide property tax cap is being discussed. The proposal would cap Randolph's tax revenues at 10 percent of valuation. Using 1994-5 numbers, it would mean a cap on revenues of \$493,000. Since the educational assessment alone in 1994-5 was \$553,000, such a cap would put the town out of business.

Individual line items in the budget often show fluctuations over the years. Ideally, the items for such services as general government, protection, and public works, should stay stable or increase slightly annually (decreases generally mean an existing service being eliminated). Project-oriented items like public works may vary if more or fewer projects are undertaken during the year, but that, too, ideally, should be anticipated, and a predictable, set amount allocated each year. In fact, this area is the one in which planning can most easily affect the stability of our local budget.

The largest single line item is the educational assessment. This amount rose from \$341,000 in 1990 to \$459,000 in 1993-4, and from 52.8 percent of the town's total expenditures to 56.5 percent. The assessment jumped another \$94,000 in 1994-5.

Financing Capital Improvements:

Randolph has used many tools to finance its big-ticket expenditures. For larger projects, such as sewer improvements, the town has in the past borrowed through general obligation bonds. The Town also has dedicated accounts for sewer projects (used in 1994-5) and fire truck. And we have, as in the case of Central Street in 1995, occasionally raised large sums in a single fiscal year.

The town also has a history of active solicitation of state and federal grants to assist with major projects. The town has in the past received CDBG grants to help with projects such as housing rehabilitation, grants for sewer improvements, and grants for alleviating future flooding problems.

There are arguments both for and against either borrowing for large projects or saving. By saving (dedicated funds), you are earning interest instead of paying it. But you can't use what you are taxing people for until you have saved enough. This is sometimes a problem. If you identify the need for a new fire truck at \$150,000, but are only willing to save \$10,000 a year, it will be 15 years before you can use the truck, by which time the need will be long past acute, not to mention that the price may be going up by \$10,000 a year! It could be argued that this approach is unfair, in that you are taxing residents today for a fire truck which they cannot use for 15 years.

On the other hand, by borrowing you get to have the use of the facility as soon as you identify the need for it, and you can adjust the term of the loan to the life of the facility, so that only the people who benefit from it will pay for it. However, you would pay interest, which in some cases could double the final cost of the project.

There is an alternative. The town could establish a capital projects fund to finance major projects. The fund could be such that all new projects would be financed from the fund, instead of borrowing. Drawdowns could be planned out and staggered so that every year or two, there would be sufficient funds for our needs. Citizens could see their tax dollars go into improvements on a regular basis, instead of waiting years and years. And priorities among the town's needs would be judged against each other and scheduled out, instead of the current method. Essentially, it would be reserve accounts for all projects, but combined and scheduled into one plan, so a constant stream of projects is the visible result.

It would be too much of an impact on the town to capitalize such a fund all at once. The fund could be phased in using such sources as savings from retired bond payments, year-end balances, or existing capital accounts. The fund should be added to annually.

Chapter 8: Summary and Issues

This section of the plan summarizes and brings together all of the facts brought out in the Inventory chapters. These facts, together with the concerns and opinions raised by the Comprehensive Planning Committee and results of the Public Opinion Survey, identify the local issues that this plan is meant to address. The recommendations for addressing these issues are contained in the subsequent chapters "General Goals and Policies," "Land Use Plan," and "Capital Investment Plan."

The findings are arranged below in order of the preceding chapters:

Local History:

- Randolph, though incorporated only a little over 100 years, has a settlement history dating as far back as the 17th Century. Randolph was, for a while, a center of commercial activity, with water powered mills and ice houses leading the way.
- The result of many brushes with fire and Kennebec River floods, very few commercial or public buildings dating to the 19th Century remain today.
- Randolph residents do have a strong sense of history, with many historical homes and neighborhoods throughout the village, but no effort has been made by the town to catalog or preserve these artifacts.

Current Population, Profile and Changes:

- Our population has been growing at the rate of about 100 persons per decade, consistent, percentage-wise, with other towns in the region. However, estimates since 1990 indicate a levelling-off of population growth.
- Projections for the future range from continued healthy growth to an actual decline, depending on assumptions about economic growth and housing availability.
- We continue to add an average of just over ten persons per year in natural increase, but

seem to be developing a net out-migration over the past few years. This could be due either to the region's overall economy or a local lack of housing.

- Because of local and national trends toward dramatic decrease in the average number of persons per household, much of the new housing construction goes only to satisfy existing demand rather than promoting population growth.
- The proportion of children "under 18" in Randolph is diminishing steadily, while the average age of the population is increasing, and the baby boomers are aging.
- According to the Public Opinion Survey, an overwhelming percentage of residents think that our current rate of development is just about right. Nevertheless, some would prefer to see a little slower growth rate than we anticipate.

The Local Economy:

- Household and per capita incomes in Randolph more than doubled between 1980 and 1990 (40 percent increase after inflation).
- Even though there is a higher percentage of residents in the workforce, including more women than ever before, the increased employment is only just enough to balance the increased number of households, meaning that rather than more two-worker families in Randolph, there are more single-working-parent families. In future, we will need to increase employment opportunities in proportion to increased households rather than population.
- There are twice as many people each year turning 16 as turning 65. That means demand for jobs is still on the rise. But as the baby boom begins to reach retirement, those figures will reverse.
- Only 11 percent of Randolph's work force works in town. Forty-two percent work in Augusta, and about 20 percent in Gardiner.
- Manufacturing and public sector jobs have been on the wane for Randolph residents. The best potential for future job growth in Randolph is in the service sector.
- In the townwide opinion survey, about two-thirds of the people agreed with the statement "we should establish a permitting process and rules for new commercial development," while 5 out of every 6 *disagreed* that "we should allow commercial development with no rules or restrictions." Similarly, a majority of business owners responding support zoning to regulate the location of new commercial development.

Housing:

- Over the past 30 years, Randolph has averaged a fairly steady nine new housing units per year. Our total housing stock has grown from 549 in 1960, to 846 in 1995. We would need to continue at almost that rate to maintain a constant population over the next twenty years.
- Two-thirds of the housing in Randolph is owner-occupied, the remainder being either rental or vacant. Of the total, 57 percent are traditional single-family, frame houses. The other 43 percent are two to one multi-family units over mobile homes.
- Randolph has a slightly older housing stock and lower rate of new construction than the region as a whole.
- The price of a single-family, frame house more than doubled between 1980 and 1990 (before inflation), though the cost of mortgage and rents ran just a little ahead of inflation during that time. A significant proportion (42 percent) of renters are still paying more than 30 percent of their income in housing costs.
- Randolph has been fortunate in the past twenty years that the great majority of its new development has occurred in planned, large-scale developments. But those developments are at or near capacity. In the near future, Randolph has several options: to encourage more subdivision-style development, to allow scattered, one-at-a-time development, or to experience a population decline.
- Public opinion is leaning heavily in favor of limiting the location of new subdivisions and mobile home parks, and against mobile homes in general and smaller lot sizes.

Land Use and Development:

- Randolph covers only 1.8 square miles, the smallest geographical unit in Maine. But in terms of population density, it is the seventh most urbanized municipality in the state. Because it was incorporated when already a village, Randolph has very little vacant land within its borders. A good deal of what is currently undeveloped is constrained by hydrology, floodplain or steepness.
- Agriculture or forestry in Randolph is negligible. There is one commercial farm in town, and no land registered Tree Growth.
- Commercial activity in Randolph is small, but diversified, and concentrated mostly along Water Street. The downtown area is stable, but little has been done to improve it despite plans and studies going back 15 years. The chief constraint to development along Water Street is that nearly all of the west side of the street and a good portion of the east side

are subject to floodplain and shoreland zoning restrictions.

- Residential development consists of an older downtown area, with about 60 percent of the housing at densities ranging from 5,000 square feet per unit to 22,000, and several fairly new subdivisions averaging 15,000 to 25,000 square foot lots. The downtown area is overwhelmingly single-family frame homes, though quite a few of the larger ones have been converted over the years to multiple units. The outlying subdivisions are mixed, with two large mobile home developments and two apartment complexes among them. Public water and sewer serve these developments, and is accessible to virtually the entire town.
- There are a few land use conflicts between commercial and residential uses, but the more important question for the town is the direction of future growth. Lots and vacancies in existing developments are just about used up, and there is demand building for major new development. *To sustain current rates of development, we need to see an additional 30 to 60 acres subdivided every ten years.* Despite limited undeveloped land, there are some options which the Town can put into place to manage anticipated growth.
- Current town ordinances require a minimum lot size of 15,000 s.f. on sewer, 20,000 s.f. on septic, with 10,000 s.f. per unit added per additional dwelling. There are subdivision, floodplain, and shoreland zoning ordinances, but no townwide zoning or regulation of commercial development.
- The public opinion survey supports townwide zoning and commercial development rules, and is generally down on additional mobile home parks or apartments.

Natural Resources:

- The major natural resource asset in Randolph is the Kennebec River, forming the town's western boundary. The river provides scenic views, recreation, access to tidal waters, and potential for economic development.
- The river also creates a major constraint to development, in that the majority of Randolph's downtown area is either in the floodplain or subject to shoreland zoning.
- Other constraints to development in Randolph include areas of steep slope, primarily along Togus Stream, and soils with severe limitations for development. There are no significant aquifers, only widely scattered wetlands, and no lakes or ponds in town.

Local Facilities and Services:

- Virtually the entire town is served by public water and sewer. The respective systems are well within capacity overall, but of such an age that a constant program of maintenance

and upgrading is warranted.

- The Fire Department is well-outfitted and trained, but faces several challenges. Among them are lack of volunteers (particularly during the daytime), a pumper that should be replaced in 1997, a fire station in the floodplain, and several areas of town where hydrants yield inadequate volume for fire-fighting.
- The town's 7.3 miles of municipal roads are heavily used. Though nearly all paved, something between 80 and 90 percent of them need reconstruction. The cost of such an undertaking could be over \$1,000,000.
- State Highways (Water Street and Windsor Street) carry the lion's share of traffic in town. Traffic volumes are such that the section of road south of the bridge is one of the busiest in the area. The intersection of the two roads has long been identified as a trouble spot, though opinions differ as to what fix is needed.
- There are also several stretches of existing or non-existing sidewalk which need to be replaced in order to form a functional pedestrian network.
- Despite its small geographic size, Randolph has a couple of outstanding recreational assets: the Kennebec River, and the Narrow Gauge Trail. Neither is used as much as they could be. The Kennebec River would benefit from better access, and the trail needs to be improved in spots.
- The town office shares space in the fire station. The office is outgrowing its space. Also, being located in the floodplain presents a constant threat to town records and equipment. Moving the town office should be a serious consideration.
- Better administration of the town is also a consideration. The town has been considering for several years whether to turn to a town manager or administrator to relieve the burden of paperwork and mandates on the selectmen and town office staff.

Chapter 9

General Goals and Policies

This chapter contains recommendations of the plan for municipal action addressing all areas of growth management except the two major areas of public facilities (Chapter 10) and land use(Chapter 11). Included are strategies designed to promote economic development, decent housing, and recreation opportunities, and preserve our historic and environmental heritage. More than just a set of policies, these recommendations specify a timetable and a responsible party in town government to make them happen.

Economic Development

Though a small town, Randolph has many opportunities for economic growth. There are many development factors and these need to be addressed to provide more encouragement for small business to locate or stay in town. Larger new development has to be managed in such a way that it is an asset and not an eyesore to the town. Town government has the responsibility to encourage positive forms of economic development, and regulate those with the potential for significant impact on neighbors and the public.

GOAL: Promote local growth in job and income opportunities.

POLICY: Identify and publicize small business opportunities in Randolph.

1. Create a municipal economic development committee.
Action: Selectmen appoint committee -- Fall, 1996
2. Develop a town business promotion plan, including an inventory of potential sites, infrastructure support, available financing, small business counselling, and so on.
Action: ED Committee -- 1997
3. Utilize local and regional revolving loan funds, and state/federal grants to build business infrastructure.
Action: Ongoing -- ED Committee take over in 1997.

4. ▣ Investigate possibilities for using Randolph as a test area for innovative technology, phone systems, etc.
 Action: ED Committee activity -- Ongoing beginning in 1997.

POLICY: Promote local business.

5. ▣ Develop and distribute a local business directory.
 Action: ED Committee initial version in 1997, updates.
6. ▣ Establish a program of downtown improvements in cooperation with the business community: sidewalk improvements, benches, landscaping, etc.
 Action: Coordination by the ED Committee and Planning Board -- 1998.

POLICY: Provide suitable regulation of new business development in town.

7. ▣ Establish a commercial development permitting procedure, with progressive performance standards that will reward businesses for developing in the downtown area.
 Action: Refer to Chapter 11.

Housing

Housing is a basic necessity; However, providing housing is not a required function of local government. In the interests of our citizens, though, we do wish to ensure that housing provided by the private sector is affordable, safe, and sanitary, and that it is not located in such a way as to be a burden on public services.

GOAL: Encourage a range of quality housing opportunities in Randolph.

POLICY: Preserve the opportunity for developers to construct housing suitable for low and moderate income levels.

8. ▣ Direct the establishment of high density housing -- i.e. apartments and mobile home parks -- into areas served by public water and sewer and in close proximity to existing built-up areas of town.
 Action: Refer to Chapter 11
9. ▣ Encourage access to Maine State Housing Authority programs through increased information availability.
 Action: Publicize through town office and newsletter -- ongoing.

POLICY: Maintain the current high quality of housing and housing development.

10. ▣ Adopt a basic building code for new construction, including building and occupancy permits.
 Action: Planning Board -- develop for town meeting, 1997.
11. ▣ Improve the subdivision ordinance, making it less burdensome and more attractive for developers, while providing for high-quality developments.
 Action: Planning Board -- develop for town meeting, 1997.
12. ▣ Continue to promote the local revolving loan fund for improvements to existing housing.
 Action: Ongoing -- RLF Committee through town report, newsletter.

Natural Resources

Protecting our environment is critical to maintaining Randolph's quality. Particularly in a town which is so built up, we recognize the importance of preserving natural resources: our landscape, water quality, shorelines, and our access to the coast. Nevertheless, because Randolph is so small, highly urbanized, and lacking in significant resources such as wetlands, aquifers, lakes, and wildlife habitat, any action we take will be limited in scope and effectiveness. (Note: "CM" below and elsewhere refers to the number of the State's Coastal Management Policy.)

GOAL: Protect and improve the quality of Randolph's natural resources, including the Kennebec River, Togus Stream, and Togus Brook.

POLICY: Protect the quality of Randolph's water resources.

13. ▣ Adopt standards limiting erosion and stormwater flows from new development.
 Action: Implement in new ordinances, 1997. See Chapter 11.
14. ▣ Work to eliminate the combined sewer overflow in Randolph.(CM8)
 Action: Selectmen, public works following updated inventory.
15. ▣ Adopt strict standards for the commercial storage or use of toxic or hazardous chemicals in the portion of Randolph within the floodplain.(CM4,8)
 Action: CEO enforce current laws. New standards as part of Land Use ordinance, Chapter 11.

POLICY: Protect land-based resources in Randolph, including those resources contributing to profitable use of the land (small-scale agriculture, forest and open space use, and wildlife habitat).

16. ▣ Adopt land use standards encouraging the preservation of open space in new development.

Action: Refer to Chapter 11.

17. ☐ Enlarge the Shoreland Zone along undeveloped portions of Togus Stream to encompass areas of wetlands, steep slopes and poor development soils.(CM4)

Action: Refer to Chapter 11.

POLICY: Preserve the Kennebec River shoreline and access to coastal waters.

18. ☐ Identify and preserve scenic viewpoints along Water Street.(CM6)
Action: Confirm that this area is in Resource Protection District.
19. ☐ Seek to provide more access points to the river, including maintaining the town dock, and give preference to water-dependent forms of development along the river frontage.(CM1,3,7)
Action: Planning Board and ED Committee in downtown revitalization -- 1998. Land Use Ordinance permitted activities -- 1997
20. ☐ Cooperate on river management strategies with Gardiner, Pittston, and other river towns.(CM5)
Action: Selectmen, Harbormaster, and ED Committee -- ongoing
21. ☐ Continue to permit and regulate smelt shacks on the river.(CM2)
Action: Harbormaster -- ongoing.
22. ☐ Maintain the existing high air quality of Randolph.(CM9)
Action: Standards in Land Use Ordinance. Refer to Chapter 11.

Historic Preservation

As we progress and develop, we need to preserve a sense of history. Relics from the past help us in educating our children about the future. Particularly in Randolph, where much of our history has been shaped by flood and fire, we need to remember the lessons of the past, and honor what we have to show for it.

GOAL: Conserve Randolph's historic and archeological heritage.

POLICY: Support the identification and maintenance of Randolph's historic sites, structures, and artifacts.

23. ☐ Encourage the creation of a local historical society and provide initial funding for its activities.

Action: Newsletter -- 1996. Budget Committee consideration in 1997.

24. ▣ Seek financial assistance from Historic Preservation Commission to survey local historic home and other sites for potential inclusion in National Register.
 Action: Historic Society -- 1997-8
25. ▣ Require professional historic or archeological evaluations for new developments along the lower reaches of the Kennebec River (below the bridge) and Togus Stream, or when affecting any structure or site listed in the above survey.
 Action: Incorporate in Shoreland Zoning, Land Use Ordinance -- 1997.

Outdoor Recreation

Despite our high proportion of developed land, Randolph residents have the opportunity to engage in outdoor recreation of both the active and passive variety. According to the survey, about half of us do so. Our primary recreational assets -- the river and the narrow gauge trail -- should be maintained and better utilized, and opportunities for active (organized) recreation should be expanded for both children and adults.

GOAL: Enhance recreational opportunities for Randolph residents.

POLICY: Improve recreational use of the Kennebec River.

26. ▣ Work with the state and private landowners to improve casual access to the river.(CM3,7)
 Action: Planning Board and ED Committee through downtown planning and development review -- ongoing.

27. ▣ Make more moorings available to town residents.(CM1,7)
 Action: Harbormaster, present plan -- 1998

POLICY: Maintain the narrow gauge trail.

28. ▣ Establish a regular program of clearing, filling washouts, and general maintenance.
 Action: Selectmen coordinate activities of Public Works and volunteers -- immediate and ongoing.
29. ▣ Improve the travel surface of the trail.
 Action: Selectmen, seek grants 1997-8. Ongoing work by Public Works.

POLICY: Participate in regional recreational programs and facilities.

30. ▣ Continue to participate in the Gardiner Recreation Program. Look for ways to expand participation to serve adults.
 Action: Selectmen, Budget Committee -- ongoing.

Chapter 10

Goals and Policies for Public Services

This chapter contains recommendations for the future efficient provision of local facilities and services. These recommendations are critical because we must get the cost of government under control if we are to make Randolph a place where our children and others will want to live. This does *not*, however, mean the cheapest possible government. It means making wise investment decisions now, so that we do not pass on problem-ridden public facilities and higher tax bills to future generations.

This chapter is in two parts. Part one is a set of overall recommendations, essentially a continuation of the previous chapter. Numbering of the strategies picks up where Chapter 9 left off. Part two is an outline of the major expenditures we can expect over the next five years -- their anticipated cost and means of paying for them.

Public Facilities and Services

Public facilities and services consist of functions carried out by the Town of Randolph of one of several regional providers (e.g. SAD 11, Gardiner Water District). Since these functions are nearly all financed by local tax dollars, it is in our interest to find the most cost-effective and efficient way of providing for the needs of both the existing residents and future growth.

GOAL: Provide public facilities and services to Randolph citizens that allow for growth and development while at the same time not straining our financial resources.

POLICY: Provide a safe and efficient transportation system.

31. Use the Road Surface Management System as a priority guide for town road improvements.
Action: Ongoing effort by Public Works Department. Refer to part 2.
32. Work towards an urban road template (Road/curb/sidewalk) when reconstructing roads in the downtown area.
Action: Planning Board, Selectmen, Public Works -- Ongoing

33. ☐ Consider blocking off a portion of Maple or Elm Streets to restrict through traffic if the new IGA is built on the proposed site.

Action: Selectmen delegate a neighborhood advisory group to recommend a solution following IGA construction.

34. ☐ Request a traffic engineer or DOT study of the intersection of Water Street and Windsor Street with an eye to signalizing or realigning the intersection.

Action: Immediate request for 1997 study -- Request should come from selectmen.

35. ☐ Add or improve sidewalks on Water Street south of the bridge (highest priority), on the west side of Water Street, on the east side of Water Street from Beech to Kinderhook, and on the north side of Windsor from Fairview to Windsor Heights.

Action: Refer to part 2

36. ☐ Extend KV Transit scheduled service to Windsor Heights.

Action: Selectmen request KVCAP to evaluate feasibility, 1997

POLICY: Ensure adequate sewer and water service for the foreseeable future.

37. ☐ Acquire a backup pump for the Randolph Pump Station.

Action: Refer to part 2.

38. ☐ Inventory sewer system: esp. obsolete sections, infiltration/inflow.

Action: Perform over a three year period, beginning 1996 -- Public Works

39. ☐ Perform a complete and documented survey of fire hydrant flows and pressures, and do something about inadequate hydrants.

Action: Fire Department -- Survey in Summer, 1996, Recommendation for selectmen action Fall, 1996

40. ☐ Extend water and sewer service on Birmingham Road as the area is developed, through bonding, exactions, or impact fees.

Action: Planning Board will evaluate costs and ordinance language to be completed in 1997.

POLICY: Provide a continuing high quality of fire protection for Randolph.

41. ☐ Purchase a replacement pumper.

Action: Refer to part 2.

42. ☐ Identify inadequate fire hydrants and do something about them. Identify alternate sources of water supply, potentially including dry hydrants.

Action: Fire Department -- Survey in Summer, 1996, Recommendation for selectmen action Fall, 1996

43. Investigate relocating the fire station.
Action: Selectmen form ad hoc building committee in 1997. Building committee to report, town meeting 1998.
- POLICY: Strive to continually improve town administration.
44. Support the recommendations of the ad hoc committee on town management.
Action: Committee report due late 1996 or early 1997.
45. Relocate the town office by the year 2001.
Action: Selectmen form ad hoc building committee in 1997. Building committee to report, town meeting 1998.
46. Establish a revolving program of capital improvements for roads and sewers.
Action: Refer to part 2.
47. Coordinate with Gardiner and neighboring municipalities on opportunities to realize cost savings through efficient public service delivery.
Action: Immediate and ongoing action by selectmen and planning board.

Capital Investment Plan

State guidelines for comprehensive plans require the plan to contain an assessment and ranking of future capital improvement needs. Capital improvements are one-time items like fire trucks, new buildings or sewer extensions. They should be scheduled so that the cost for these items are incurred over the years instead of all falling at once. They should also reflect a consistent program of maintenance and improvements which reduces costs in the long run rather than simply deferring them.

The CIP is generally in the form of a table with four columns: the item, the target year, the expected cost, and the funding source. The items to be included in Randolph's CIP are listed below, with explanations. Several of them come from the recommendations made in part one of this chapter. Table 10-1 provides a cost estimate and recommended funding source.

The CIP, more than any other element in this plan, is intended to be a flexible and changing document. Table 10-1 should be adopted as a starting point by selectmen, but should be reviewed and updated annually. Other items should be added as soon as they become recognized needs, even if funding isn't anticipated for another five years.

Two elements of the plan do not appear as specified capital improvements, because they

are plans of their own. The Road Improvement Program (which is specified in Strategy 31) is a substitute for putting individual roads in the CIP. Road improvements (not maintenance) should be prioritized off the list of road conditions that the town already maintains. A specified amount should be set aside in a sinking fund for improvements. During some years of low expense, the fund would grow to cover other years of major expense.

The Sewer Improvement Program should work the same way, with a solid information base (strategy 38) providing a set of priorities for reconstruction and upgrades. (The selectmen already do this on an informal basis. The amounts proposed are an average of the amounts raised for those purposes over the past five years.)

Table 10-1: Preliminary Capital Improvement Plan to be updated periodically by selectmen and subject to Town Meeting approval			
Capital Item:	Target Year	Expected Cost	Source of Funds
Pumper Truck (S.41)	1997	\$150,000	Bond
Water Street sidewalks (S.35)	2000	\$5,000	Taxes or DOT
1 Ton truck for public works	1998	\$5,000	Taxes
Hydrant survey (S.42)	1996	unknown	Water Dist. or in-kind
Intersection study (S.34)	1997	\$25,000	DOT
Sewer System:			
3rd Pump (S.37)	1996	\$2,500	Taxes
Eliminate CSO (fed.reqt.)	1997	\$25,000	1/4 DEP, 3/4 taxes
Sewer Improvement Program	annual	\$10,000	Taxes
Road Improvement Program	annual	\$15,000	Taxes
New town office/fire station	2001	\$250,000	Bond

Chapter 11

Land Use Plan

Development and Randolph's Future:

One of the historic roles that citizens have assigned to their local governments is that of protection of landowners from nuisance and other impacts of unwise development. What was once only a matter of protecting landowners from overt nuisances perpetrated by their neighbors has evolved into a protection of every residents' quality of life and property values. We have also learned that development has a strong, direct impact on the cost of public services and our property taxes; that managing private development means looking out for the best interests of taxpayers as well as neighbors. These are the reasons why land use and development regulations are the heart of Randolph's Comprehensive Plan.

Randolph is unique in that, because of our small size, nearly all of our land base is either well-suited for development or already developed. With the exception of a relatively small strip of floodplain and steep slope along Togus Stream and Kennebec River, virtually all property in Randolph has good access to roads, water, and sewer, and is moderately flat and well-drained. In addition, there is no significant natural resource constraint, such as wildlife habitat or high-quality farmland, that would justify limiting development in these areas. Therefore, we can look at the issue of land use development not as how much the land can sustain, but as how much we, as a town, want.

Development Scenarios:

Randolph continues to be subdivided and developed at a steady pace. As we have seen, the town's boundaries are the only real constraints to growth. We have to ask the question: where will it end? How far will Randolph grow, and what will we look like when we get there?

In an attempt to answer that question, we did a theoretical experiment. We "developed" every buildable piece of property in town. This is known as a "build-out" analysis, because it demonstrates what that town will look like when every property is built on.

Our purpose was to find out what our current set of ordinances dictates in terms of growth and development, and what the alternatives might be. The most important of our existing regulations is the Minimum Lot Size, 15,000 square feet for single-family homes. Also important

are Shoreland Zoning, Floodplain and other ordinances that restrict development on certain sites. Our experiment, therefore, began with the assumption that everyone who owned land more than twice the minimum lot size could eventually develop all his property except what is wetland, floodplain, or too steep.

The flaw in this analysis is that the town's ordinance allow higher densities for mobile home parks and apartments. We know that as land becomes in shorter supply, more developers will opt for higher density housing, but there is no way of calculating how much. So just remember that the estimates below are *not as high as they could be*, because they assume none of the new development will be mobile homes or apartments.

Table 11-1 illustrates our results. It shows: A. where we stand currently; B. where we will "build out" to, under current ordinances; and, C. what the figures would be if we doubled, or tripled, the minimum lot size, thereby reducing the potential for new lots.

Table 11-1: Build Out Results for Randolph	
<u>Scenario</u>	<u>Results</u>
Current	Population: 1,949 Housing Units: 773 School Enrollment: 370 Road miles: 7.3
Lot Size: 15,000 square feet	Total population: 5,100 New houses built: 1,243 (about 1.5 times the total existing) Total school enrollment: 1,080 Total road miles: 22.7 (over triple current amount) 373,000 gallons per day of water demand \$890,000 revenue from added tax base (at 1990 mill rate) \$2.5 <u>million</u> increase in expenses in the town budget
Lot Size: 30,000 square feet	Total population: 3,770 (about double) New houses: 695 (about equal the total existing) Total school enrollment: 770 (about double existing) Total road miles: 19.8 208,000 gallons per day water demand \$500,000 revenue from added tax base
Lot Size: 45,000 square feet	Total population: 3,238 New houses: 474 Total school enrollment: 640 Total road miles: 18.3 142,000 gallons per day water demand \$340,000 revenue from added tax base \$1.2 <u>million</u> increase in expenses in the town budget.

While the population and school enrollment figures may be an eye-opener, more important to townspeople should be the gap between projected *income* and projected *expenses*. The increase in tax base will bring the town between \$340,000 and \$900,000 in new revenue at 1990 tax rates. But the other side of the coin is expenses. Based not on speculation of what Randolph might spend for more schools, roads, sewer, etc, but on the actual budgets of a sampling of similar-sized towns in Kennebec County, Randolph's budget would increase by between \$1.2 and 2.5 million, or about *triple the amount of new revenue*. Now, obviously, this doesn't add up. In, fact the only way to make it add up is to *increase taxes to pay for the added development*.

One final result of our experiment was an increase in traffic, on top of everything else. Now, most of Randolph's traffic comes from out of town, rather than locally. But according to our calculations, once the town is fully developed, we will DOUBLE the traffic now on Water Street, *assuming no new development or traffic generated outside Randolph's borders*.

How New Land Use Regulation Can Help:

Randolph is located in a convenient part of the state, an easy commute to Augusta, Gardiner, and the coast, with good, developable land on water and sewer. We will grow. Nothing we can do, short of banning new construction, will change that. What we can change, if we so choose, is the potentially negative effects of that growth on our neighborhoods and our tax rate. We can, for example, reduce the impact of the new traffic by preventing new development from creating more dangerous intersections, or require that new add-ons to the sewer system pay some of the capital cost of our system, now paid entirely by existing users.

Land use regulations such as these can be controversial, because they often increase the cost of development (although what they actually do is shift some of the costs of development from the public to the property owner). Therefore, we should not take such a step without public support. During the creation of this plan, a townwide questionnaire was circulated, with questions about land use regulation. A few of the answers we got were as follows:

- Residents, by a proportion of better than 3 to 1, favor zoning to control development densities and land uses.
- Residents strongly favor larger lot sizes, increased commercial development, and retaining some open space in town. Residents feel we should provide for, and perhaps encourage, open space forms of development.
- A majority of residents feel that we should regulate aspects of commercial development. Some of the areas where we should regulate (with percent of support in parentheses): noise(79%), chemical storage(76), outside material storage(71), Stormwater runoff(64), signs(63), off-street parking(55), and street access(52).

A new set of land use regulations will allow us more control over the town's future. The recommendations we make in the following sections allow us to do two things. The first will

be to allow us the right and responsibility to have a say in what gets built in town. There have been several instances in Randolph over the past couple of years where a development is proposed that raises local questions and concerns, yet the town has no power to do anything. We need to establish a process of local review of projects with a significant potential for controversy.

Second, we will be able to control the way a development is put together, through development standards. One of the town's duties is to protect the "public health, safety, and general welfare." Through a set of rules for development, we can do this. We can, for example, require new development to control erosion, to limit noise, to provide adequate off-street parking and safe driveways, or to avoid overloading our sewer system.

Recommendations for a Review Process:

The Randolph Planning Board currently has authority to review subdivision plans. We recommend that authority be expanded, under Maine Home Rule Authority, to include review of "significant" commercial developments. Significant developments are those that, based on their size or the type of business, could have an adverse effect on the neighborhood or on public services. Obviously, what constitutes "significant" will vary by location. A new grocery store on Windsor Street is not as significant as one on Hillcrest.

Expanding the review process would have the following features:

- Review of commercial development could be structured the same as subdivision review. In fact, it would be good if the processes were mirror images of each other. One problem Randolph will face will be the lack of staff to administer a process like this. Therefore, the simpler the better. If similar forms and procedures are used for all types of review, it will be easier to understand for both developers and town staff.
- Applications for commercial would have to be different, because what is important for subdivisions, i.e. roads and lot lines, are not what is important for commercial developments (more likely parking and pollution control). But enough of the requirements would be the same -- definitions, procedures, enforcement, appeals -- that we should consider combining subdivision and commercial review into a single ordinance. which would save time, effort, and confusion.
- The threshold for the review requirement would be such that low-impact small businesses, such as a day care or accountant office, would not be subject. Even those subject to reviews could be divided into major and minor, so that proposed projects smaller than 20,000 square feet, for example, could go through the whole process with one meeting of the planning board and minimal expense.

It should be mentioned that Maine DEP is proposing to cut way back on its review authority over the next few years. It has always been assumed that, if a project was a major one, that DEP's Site Review would protect us. That will no longer be the case. We will have to have our own protection.

Recommendations for Development Standards:

We recommend the adoption of a set of development standards for commercial development. We also need to add development standards to the subdivision regulations. Standards are the "rules of the game." If our local review is going to determine, for example, that a subdivision or commercial development will not have a detrimental effect on traffic flow, we have to have a measurable standard for how much is detrimental. If we are to determine that a development will not cause erosion, we need to know what kind of engineering to look for. Standards can be classified as either "performance" -- a level of impact that is acceptable -- or "design" -- a particular engineering requirement (e.g. inches of asphalt on a road).

Adopting standards must be a balancing act. We adopt development rules to prevent neighbors and the town as a whole from suffering the effects of poor development. But in the process, we shift the costs to the developer. Though in most cases, the rules are what any common-sense developer would do anyway, sometimes the rules can add to the cost of housing or the cost of doing business. We need to adopt only those rules which are necessary to protect the public, and not those which would add to the cost of development without any great benefit.

Table 11-2, located on page 70, lists a set of development standards that we propose to adopt. Because we don't want to blanket the town with rules, and some are clearly not suitable for some types of development, we need to apply the rules only to certain forms of development. The table shows which types of new development will be subject to which rules.

Development Districts:

Randolph is not one identical and unvarying pattern of development. The town consists of many neighborhoods with different characteristics. The urban neighborhoods differ from the suburban areas, and the highway development differs from development in the subdivisions and minor roads.

In our effort to preserve the small-town character of Randolph, even in the face of all this prospective development, we must try to keep these neighborhoods intact. The means of doing this is by taking the development rules and dimensional standards (below) and using them to promote development which in appearance and character resembles what is already there. This will reduce the physical and visual impacts of added development.

We cannot, however, identify and define a different district for each neighborhood in Randolph. We have to keep things simple as much as possible. So we have limited ourselves to five distinct districts. The recommendations for development districts are listed below, with a brief description. A Land Use Map, showing a rough idea of where the districts should be located, is located at the end of this chapter.

TABLE 11-2: PROPOSED RANDOLPH DEVELOPMENT STANDARDS

CATEGORY:	Industrial	Large Commercial	Small Commercial	Home business	Sub-division
AIR POLLUTION (SMOKE, DUST, ETC.)	yes	yes	yes	no	no
NOISE	yes	yes	yes	yes	no
WATER -- EROSION	yes	yes	yes	no	yes
" -- STORM RUNOFF	yes	yes	yes	no	roads
" -- HAZARDOUS CHEMICALS	yes	yes	yes	yes	no
FENCING, LANDSCAPING OR BUFFER STRIPS	yes	yes	some	no	mobile home park
SIGN SIZE AND LOCATION	yes	yes	yes	yes	no
STREET CONSTRUCTION	yes	no	no	no	yes
OFF-STREET PARKING	yes	yes	yes	yes	encourage
ACCESS TO PUBLIC ROADS	yes	yes	yes	no	yes
OUTSIDE STORAGE	yes	yes	yes	yes	no
OUTSIDE LIGHTING	yes	yes	yes	yes	yes
WASTE DISPOSAL	yes	yes	yes	no	no

Urban Residential:

The urban residential neighborhood is that which is already densely developed as the village area. There is very little room for new subdivision in this area, though room for expansion could be left at the edges. There are, however, quite a few places that are or could be multi-family units. The average density in this neighborhood is 14,500 square feet for dwelling unit, and it is the only neighborhood where we propose to keep the density at the 15,000 in the existing ordinance. Because this area is almost exclusively residential now, only home occupation business and certain very low impact businesses will be allowed to develop in the future.

Residential:

The majority of the land area in town is just plain residential. It contains pockets of subdivisions, apartments and mobile home parks, and much of the land is easily accessible to roads, town water and town sewer. While there is some undeveloped land that gives the region a sense of ruralness, the land itself has little rural resource value. Developed areas, such as Maureen Ave. and Lewis Street average 25,000 square foot lots. A minimum of 30,000 sf. will be required of future development.

In order to preserve some of the sense of scattered development, an open space development design will be encouraged, with perhaps a density bonus. This option will be exercised by the Planning Board, through subdivision review. Because the lots are larger, a little larger form of commercial development will be permitted. But commercial development will not be allowed to detract from the essentially residential nature of the area. No commercial structures larger than 5,000 square feet will be permitted, and no industrial structures of any size.

Downtown Commercial:

There are two commercial districts proposed. As we all know, the "old" downtown is victimized by frequent flooding and subject to both Shoreland Zoning and Floodplain Management restrictions. While we need to respect the investment in the downtown made by both private business and public facilities, we need to prepare to phase out the continuing threat to public health and safety from flooding.

Within the Downtown Commercial District, no new structures will be permitted, except water-dependent structures such as those listed under "Resource Protection" in our Shoreland Zoning. No additions to existing structures will be permitted, except as allowed in the Floodplain Management Ordinance. While existing structures are "grandfathered," they will not be permitted to be rebuilt if destroyed by future flooding.

Highway Commercial:

The highway commercial district is proposed as the location for major commercial development and a new downtown for Randolph. Water Street and Togus Road have the road, water, and sewer capacity to service major users, and a 30,000 square foot lot size standard will provide enough area on lots for off-street parking and buffer areas. Large or land-intensive commercial activities will be encouraged, as will clean industry or warehousing. And, as a special incentive for businesses in Randolph to expand and for downtown business to relocate, we will establish a waiver system so that any Randolph business relocating to the Highway Commercial District will have the same dimensional standards (Table 11-3) as in the Downtown Commercial, except that side setbacks may be reduced to zero.

Commercial apartments could also be suitable for this area, but only with suitable protection from potential neighboring commercial use. Mobile home parks, because of their state-mandated density requirements, would not be suitable in this district.

Resource Protection:

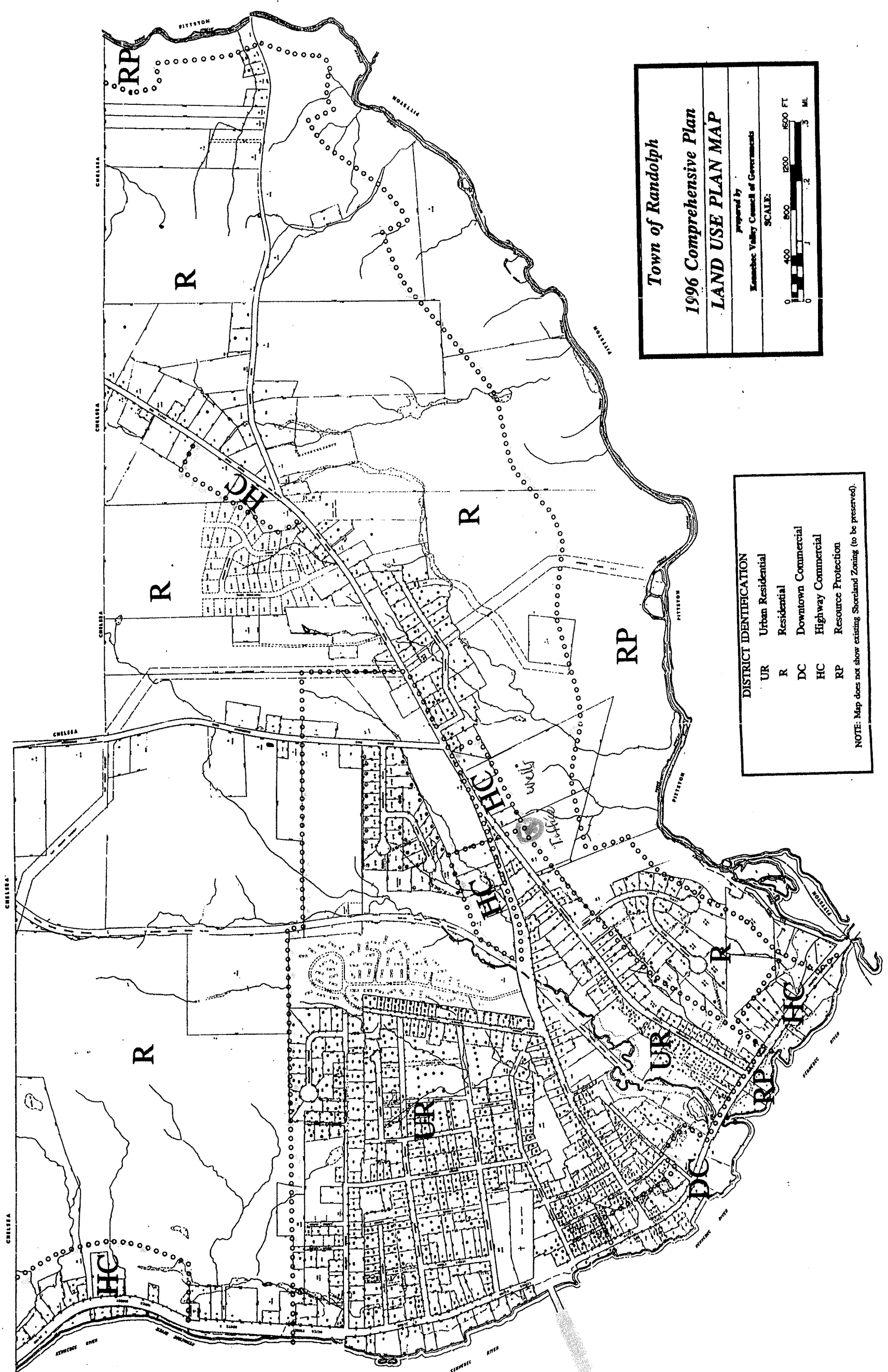
A very small portion of Randolph, primarily along Togus Stream and Kennebec River, is physically unsuitable for development. Most of this land is already in Shoreland Zoning; It is recommended that an additional area of steep slopes and wetlands along Togus Stream be included in this designation. This area is also not currently accessible to water, sewer, or road. Because of the physical constraints and potential cost of services, new construction will not be permitted in this area.

Dimensional Standards:

The final piece of the puzzle is a set of standards for lot layout and building location. Randolph already has an ordinance setting out minimum lot size, frontage, and setbacks for new development. We recommend that the ordinance be rolled into the land use regulation, with new standards reflecting the actual nature of development in the respective districts. New height limitation and lot coverage standards will be added, to provide for better fire protection and more buffering from neighboring uses. Table 11-3 contains the proposed changes, categorized by development district as proposed above.

Table 11-3: Proposed Dimensional Standards				
Standard	Urban	Residential	Downtown	Highway
Lot size - single family	15,000 s.f.	30,000 s.f.	15,000 s.f.	30,000 s.f.
Lot size - add'l unit	10,000 s.f.	10,000 s.f.	10,000 s.f.	20,000 s.f.
Lot Size - MH park	6,500 s.f.	6,500 s.f.	n.a.	n.a.
Building Coverage	20 %	10 %	25 %	10 %
Street frontage	150' +30' for each addl. unit	300' on coll., 150 on local + 30/add.unit	100'	300' +30' for each unit over 4
Front setback	30'	30'	20'	30'
Side setback	15'	15' single (40' apts.)	15'	15' (40' apts.)
Rear setback	40'	40'	40'	40'
Height Limit	35'	35'	35'	35'

As with development standards, it is important to remember that these standards apply only to new development. Existing lots and structures which would not conform to the new rules will be legally "grandfathered," meaning they could continue as is. For example, a 20,000 square foot lot in the Residential District is still legal to build on (provided it meets the setbacks.)



Town of Randolph
1996 Comprehensive Plan
LAND USE PLAN MAP

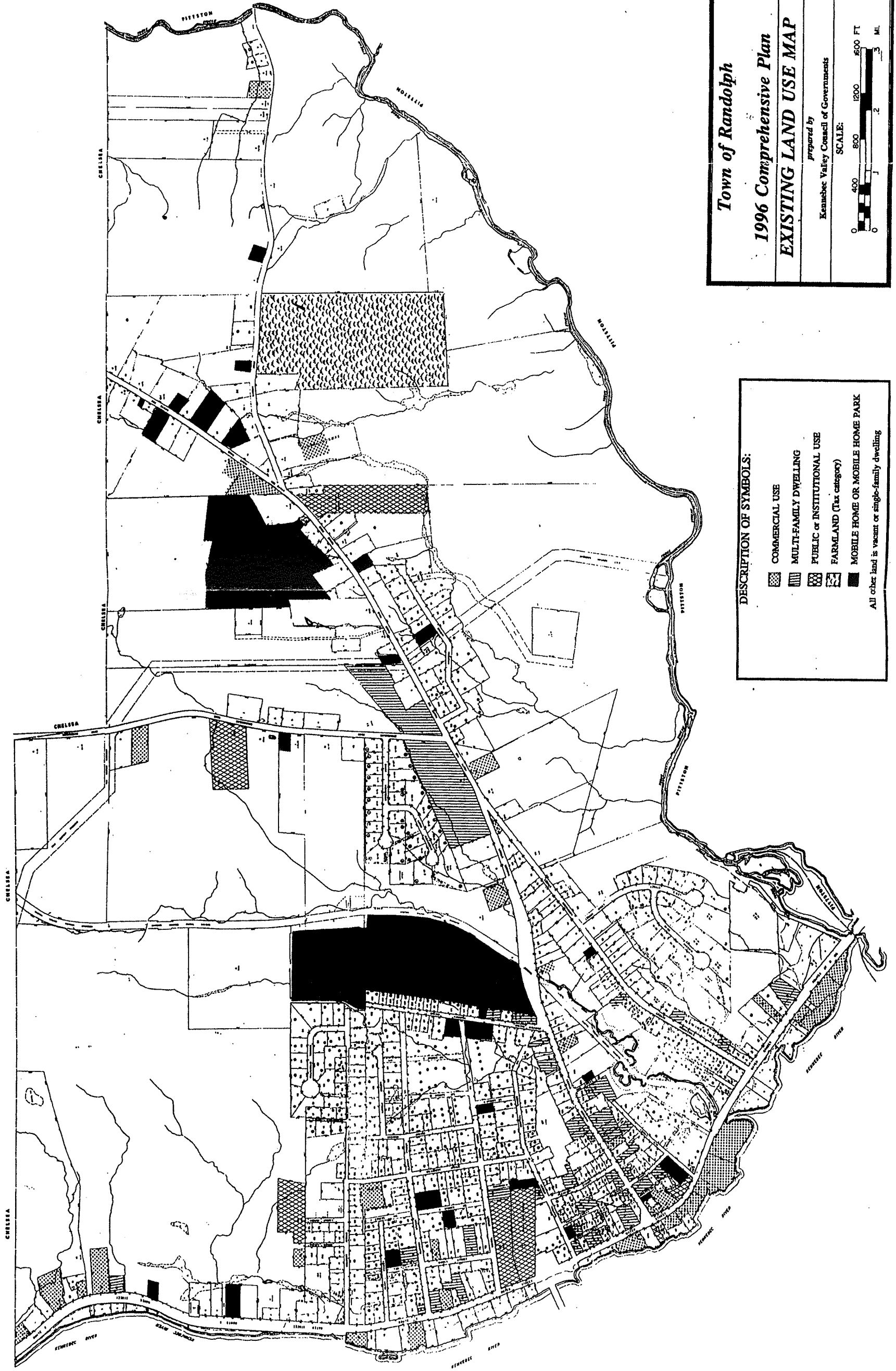
Prepared by
 Kennebec Valley Council of Governments

SCALE:
 0 400 800 1200 1600 FT
 0 .2 .3 ML

DISTRICT IDENTIFICATION

UR	Urban Residential
R	Residential
DC	Downtown Commercial
HC	Highway Commercial
RP	Resource Protection

NOTE: Map does not show existing Shoreland Zoning (to be preserved).



Town of Randolph
1996 Comprehensive Plan
EXISTING LAND USE MAP

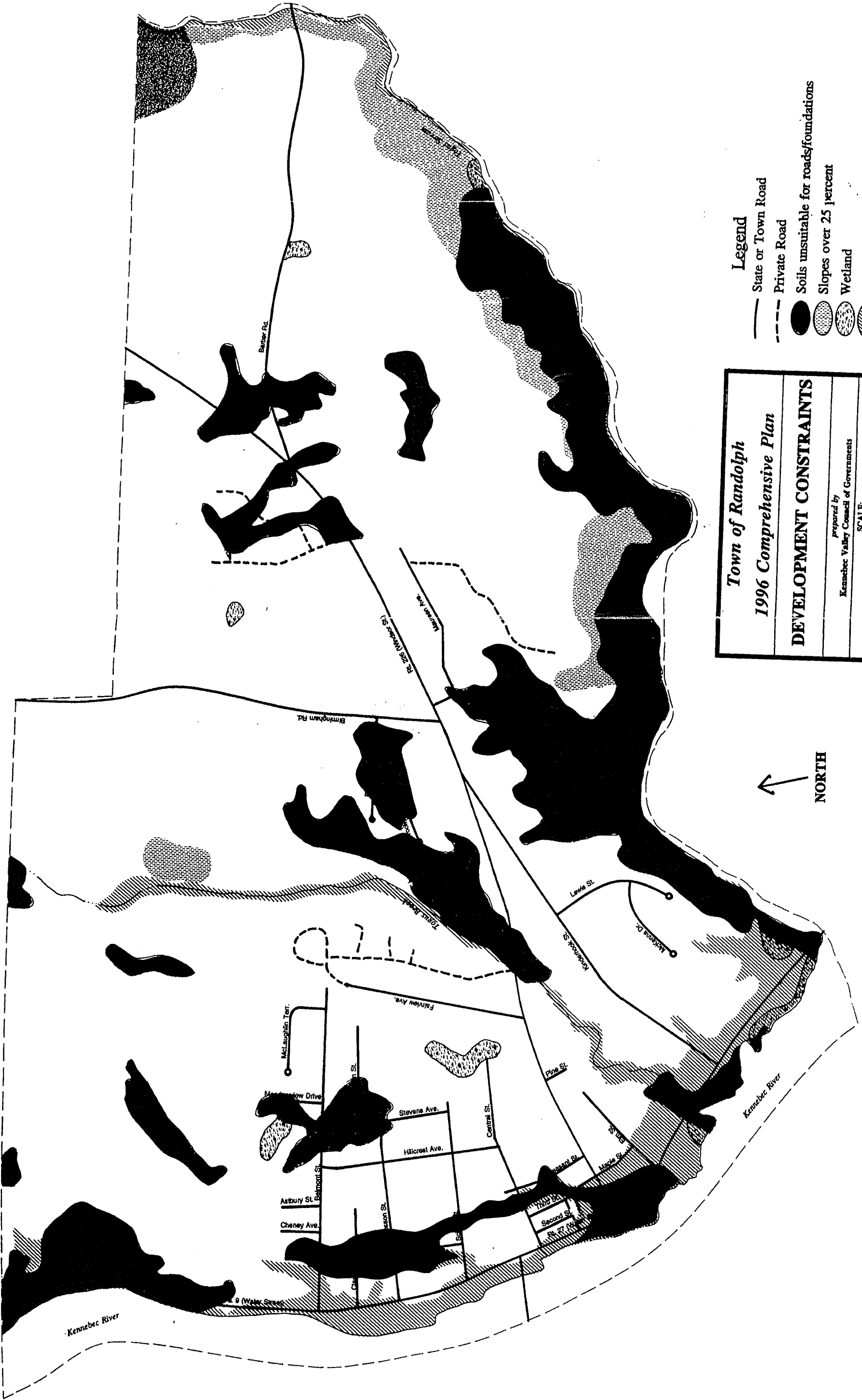
prepared by
 Kennebec Valley Council of Governments

SCALE:
 0 400 800 1200 1600 2000 FT
 0 .2 .4 .6 .8 1 2 3 MI.

DESCRIPTION OF SYMBOLS:

- COMMERCIAL USE
- MULTI-FAMILY DWELLING
- PUBLIC or INSTITUTIONAL USE
- FARMLAND (Tax category)
- MOBILE HOME OR MOBILE HOME PARK

All other land is vacant or single-family dwelling



- Legend**
- State or Town Road
 - - - Private Road
 - Soils unsuitable for roads/foundations
 - ▨ Slopes over 25 percent
 - ▩ Wetland
 - ▧ 100-year floodplain
 - ▦ Potential deeryard

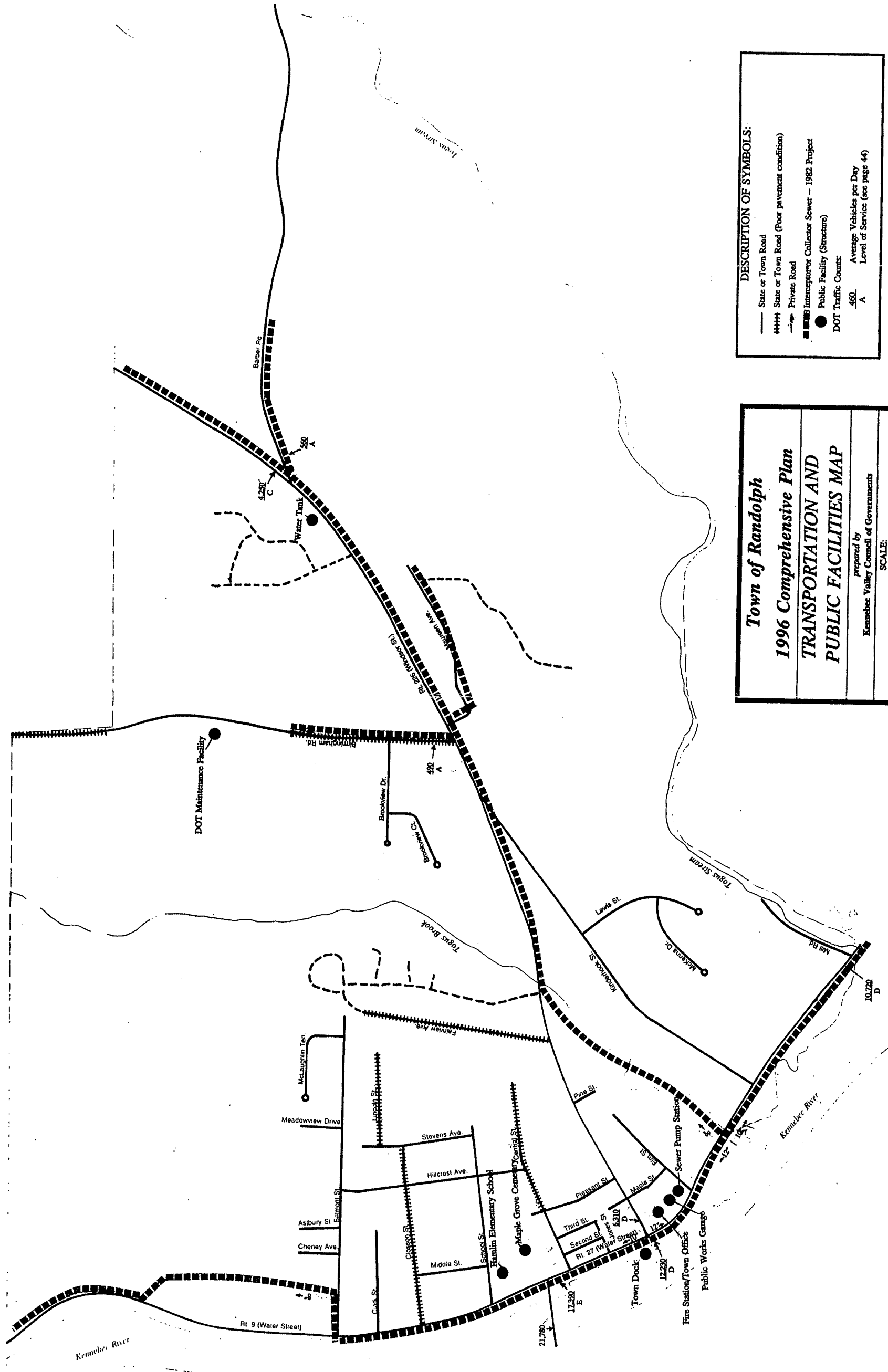
Town of Randolph
1996 Comprehensive Plan

DEVELOPMENT CONSTRAINTS

Prepared by
 Kennebec Valley Council of Governments

SCALE:
 0 400 800 1200 1600 FT
 0 1 2 3 MI.

← NORTH



DESCRIPTION OF SYMBOLS:

- State or Town Road
- ++++ State or Town Road (Poor pavement condition)
- - - Private Road
- Interceptor Collector Sewer - 1982 Project
- Public Facility (Structure)
- DOT Traffic Counts

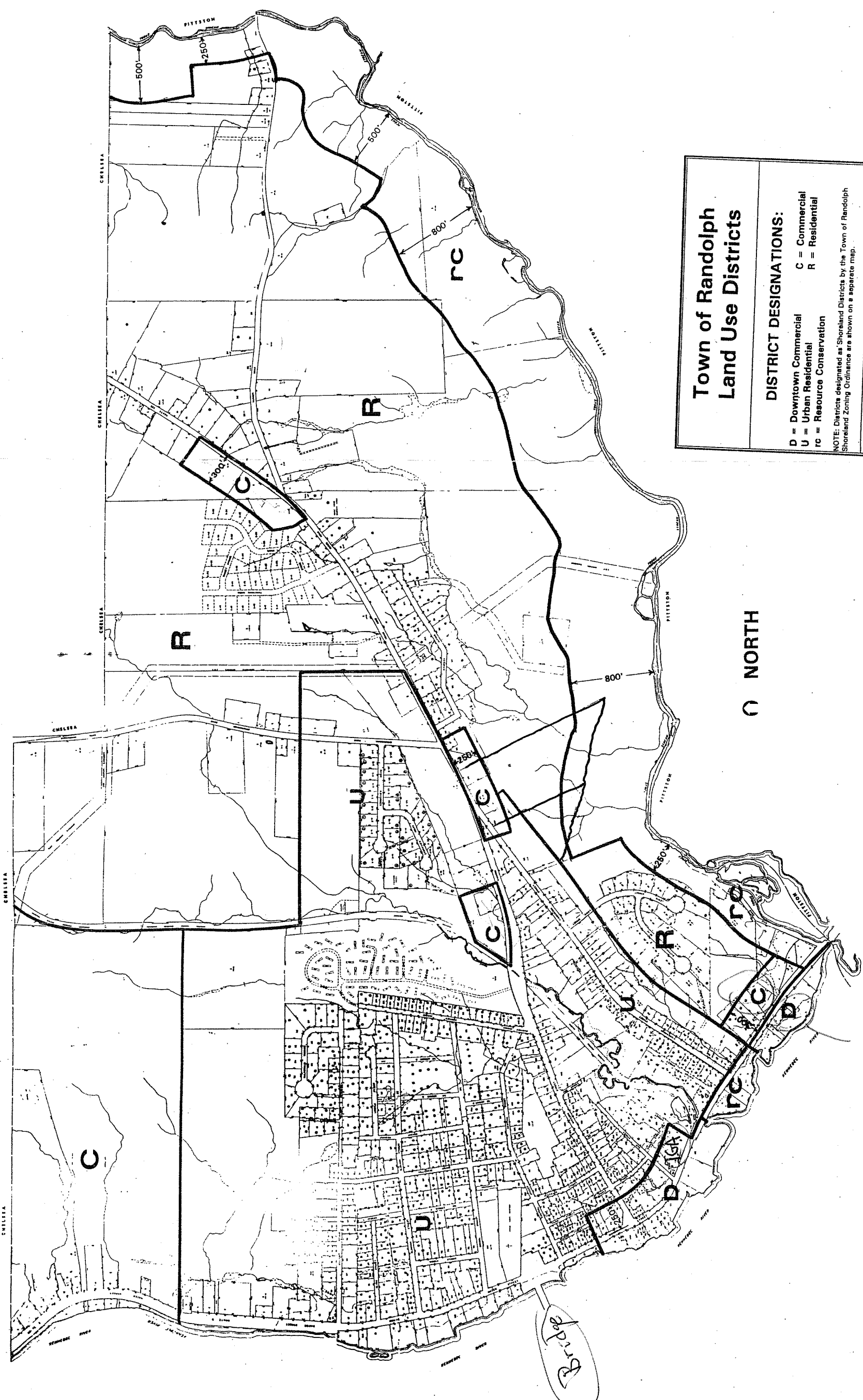
Average Vehicles per Day
 Level of Service (see page 44)

-460-
 A

Town of Randolph
1996 Comprehensive Plan
TRANSPORTATION AND
PUBLIC FACILITIES MAP

Prepared by
 Kennebec Valley Council of Governments

SCALE:
 0 400 800 1200 1600 FT
 0 1 2 3 MI.



**Town of Randolph
Land Use Districts**

DISTRICT DESIGNATIONS:

D = Downtown Commercial	C = Commercial
U = Urban Residential	R = Residential
rc = Resource Conservation	

NOTE: Districts designated as Shoreland Districts by the Town of Randolph Shoreland Zoning Ordinance are shown on a separate map.

Scale: 1" = 400'

District boundaries as of October, 1998
map prepared by Kennebec Valley Council of Governments

NORTH

Bridge