

ORLAND COMPREHENSIVE PLAN

SUMMARY

A DRAFT FOR CITIZEN REVIEW

DECEMBER 1998

INVENTORY AND ANALYSIS SUMMARY

This section summarizes the major issues raised in each chapter of the *Inventory and Analysis* part of the plan, which represents the background work for the plan rather than recommendations. The actual recommendations are found in the *Goals and Objectives* section (see page 3).

1. Population

Orland's year-round population increased by about 26 percent in the 1970s and at a 10 percent rate during the 1980s. Preliminary estimates for the 1990s indicate a 15 percent rate of growth. The estimated 1994 population is 1,909 and the town is projected to have a population of 2,224 by the year 2005.

While the town as a whole has been growing, the school-aged portion of population actually decreased between 1970 and 1990. The fastest growing age group was those 65 years and over. The next fastest were those between the ages of 45 and 64. The town thus appears to be attracting more persons of retirement and pre-retirement ages.

2. Economy

More than 27 percent of Orland's labor force is employed in the manufacturing sector and approximately 19 percent in the retail sector. The majority of the manufacturing jobs are provided by the Champion mill in Bucksport, while the majority of retail jobs are located in Ellsworth. While Orland's unemployment rate rises significantly during the winter months, it shows greater seasonal stability than the economy of Hancock County as a whole. Other major sources of employment for Orland residents include the Maine Maritime Academy, the Orland School District, Craig Brook Fish Hatchery, Robert Wardwell and Sons, Robert Wardwell Construction and Trucking, and seasonally, G.M. Allen and Sons.

3. Housing

The number of homes in Orland increased by about 50 percent between 1970 and 1990. While there was about a 33 percent increase in year-round homes, the number of second homes nearly doubled. As of 1990, there a total of 1,068 dwellings in Orland (732 year-round and 336 seasonal). Another 155 year-round homes are expected by the year 2005. Most homes in 1990 (88 percent) were owner-occupied rather than rented. Rents in Orland are below the county average, 33 percent of renters were paying less than \$250 in 1990.

4. Transportation

While Orland still has a relatively low volume of traffic when compared to much of coastal Maine, traffic has been increasing over the past 20 years as the town and region have grown. The most hazardous intersections are along Route 1. These include Upper Falls Road, Leach's Point Road, Route 15, Back Ridge Rd. and Fish Hatchery Road. One potential traffic-related problem is continued commercial

development along major highways. This is already a problem on certain portions of Route 1 and it could spread to Route 46.

5. Public Facilities and Services

Orland is a rural town with relatively few public facilities and services. The fire station needs some minor repairs and more substantial improvements are needed to the school building. The town office has several major deficiencies.

6. Recreation

Orland has limited recreational facilities in town and relatively few organized youth and adult recreational programs. Parking is a problem at the various boat launching facilities. Orland's wealth of natural resources provides many additional recreational opportunities to residents. The town also participates in Bucksport's recreation program.

The town's protected open space is also limited. The only known preserved open space is owned by the Nature Conservancy along Toddy Pond. It will be difficult for the town to address these deficiencies given the many other demands on the tax base.

7. Marine Resources

Orland has relatively limited marine resources when compared to many coastal Hancock County towns. While there are a limited number of commercial fishermen and marine worm diggers in town, there are no official records of shellfish harvesting for at least 20 years. Poor marine water quality is one factor that would limit any shellfish harvests. There are no public boat launching ramps on salt water. Since the Orland River channel is relatively shallow, navigation is limited to small craft.

8. Water Resources

One of the key fresh water resources within Orland is its many great ponds. Craig Pond has been rated by the DEP as having an outstanding water quality, which is the highest possible rating in the state. While there are no serious water quality problems in the town's other lakes, some have the potential for contamination from phosphorus build-up. There is, however, still time to prevent such problems from occurring.

9. Natural Resources

Orland has one bald eagle nest site, according to state records, and one of the few known locations in Maine for the ram's-head lady slipper plant, a member of the orchid family. There are also several high-value waterfowl and wading bird habitats in town. Game species such as deer, black bear, and moose can be found in upland areas. Orland's varied landscape of lakes, river valleys, and ridges means that there are many scenic views. While there are no immediate threats to Orland's natural resources, there are also few measures in place to protect these resources over the long run.

10. Agricultural and Forest Issues

While blueberries are an important source of income for some residents, there is relatively little farmland in Orland. Forest is the primary land use cover in town, but the amount of land held in tree growth taxation is decreasing. This is probably due to more restrictive state requirements for participation in this program than to land being developed for other uses. Orland's farm and forest resources, however, are presently largely unprotected from development.

11. Historical Resources

State records list 34 pre-historic sites in Orland. These include Indian burial grounds and shellfish middens. While permanent European settlement of the Orland area started in the 1760s, there are no official state records of any historic sites or buildings.

12. Existing Land Use

Orland has nearly 28,332 acres of vacant land, about 96 percent of its total land area. About half of the total land area has soils that either have a low potential or very low potential for low density development. There is still, however, ample vacant land with soils well suited for development. Orland thus has an opportunity to grow while still retaining its rural character. Since a relatively slow growth rate is presently projected for the town over the next ten years, just under 400 additional acres is likely to be converted to developed uses by the year 2008. The challenge facing the town is thus not so much the volume of new development as how and where this development will occur.

13. Fiscal Capacity

Property tax assessments have increased rapidly in Orland. Between 1990 and 1995, tax spending increased at an after-inflation rate of 25 percent. The largest increases has been school spending (an after-inflation rate of 77 percent in ten years). State education subsidies have increased at about half the rate of town school spending.

GOALS and OBJECTIVES

1. Purpose

Goals are general statements for the town's future and are followed by more specific objectives. As will be seen, these goals and objectives are highly interrelated. While this plan contains some highly specific recommendations, residents are reminded that planning is an on-going process. To assure flexibility in the event of unforeseen circumstances, periodic updating of these goals is advisable.

2. Overall Goal

Orland desires to grow in a manner that is in harmony with its rural way of life while also offering residents job opportunities and personal choice. It desires to avoid costly impacts on municipal services and the rapid property tax increases that could result from unplanned development.

3. Goals and Objectives

A. POPULATION GOAL

Orland desires to promote orderly population growth. Specifically, the town:

1. should periodically review year-round and seasonal population growth rates in Orland to assure that the population projections in the Comprehensive Plan reflect current realities.

B. ECONOMY GOAL

Orland desires a diverse local economy that builds on existing natural and human resources. It desires to attract a reasonable amount of industrial and commercial development that is compatible with the town's rural character and limited infrastructure. Specific economic development policies should include:

1. assure that land use regulations in Orland make adequate provisions for home-based businesses. Standards for such uses should include requiring adequate off-street parking and assuring that any large equipment or material storage areas are screened from surrounding properties;
2. if the town enacts town-wide zoning, establish adequate commercial and light industrial districts in areas suitable for these uses;
3. assuring that land use ordinance standards for commercial and industrial operations are adequate. These standards should help minimize the adverse impacts of such operations on adjoining properties through setback requirements and vegetative buffering. They would also cover nuisances such as noise, glare, dust, vibrations, fumes and odor;
4. participating in regional efforts to plan for the "information superhighway" and other technological developments that may allow for increased "telecommuting" job opportunities for Orland residents; and
5. protecting natural resource-based jobs in forestry, agriculture and marine resources (*see discussion under these respective sections*).

C. HOUSING GOAL

Orland desires to assure its residents reasonable opportunities for a safe, decent, and affordable housing stock. It wishes to promote a mixture of housing types while remaining a town consisting primarily of single-family homes. Specific housing policies should include:

1. seeking grant or low interest loan funds through programs such as Community Development Block Grants or Rural Economic and Community Development to improve existing substandard housing occupied by low-income families;
2. assuring that any town land use regulations:
 - a. allow for accessory (sometimes called in-law) apartments. These units are distinct from duplex units in that the accessory unit has a limited square footage and occupies a small portion of the overall building;
 - b. set reasonable standards for multi-family apartments that require adequate on-site parking and recreational space, buffering from surrounding properties, and reflect the equipment limitations of the Orland Fire Department in terms of height and building layout; and
 - c. set specific mobile home park standards for landscaping, buffering, and other measures to assure an attractive living environment and protect the values of adjoining properties while being consistent with state law.
3. enacting a building code for multi-family structures to assure adequate fire prevention and other safety measures are in place.

D. TRANSPORTATION GOAL

Orland desires to encourage a transportation system that will promote the mobility of local residents and visitors and will provide for the safe, efficient, and cost-effective movement of goods, services, and people within and through town. Specific transportation policies should include:

1. exploring options with the MDOT to improve critical intersections along Routes 1 and 3 and other state highways;
2. working with the state police and Hancock County Sheriff to increase enforcement of traffic laws;
3. continuing to monitor the improvements planned by the MDOT to the Route 15 Corridor to assure that local concerns are reflected in the final plan. This should be done in cooperation with adjoining towns;

4. participating in local and regional efforts to develop alternative modes of transportation including public transit, vanpooling and ridesharing, bicycle paths, and pedestrian trails; and
5. assuring that the subdivision ordinance and other town regulations adequately address off-site traffic impacts. Specific measures should include:
 - a. encouraging new lots to front on new, rather than existing roads so that the number of curb cuts onto current roads is minimized and a rural appearance is maintained;
 - b. requiring that developers pay their proportion of costs of making off-site road improvements that are necessary as a result of the traffic their development is likely to generate. To determine specific impacts, the planning board may require that a traffic impact statement be prepared and that this statement be subject to review by another professional at the applicant's expense;
 - c. assuring that dead-end road-length and turn-around area standards are consistent with the safety needs of the Fire Department and the limitations of their equipment and those of other emergency vehicles; and
 - d. requiring that industrial, commercial, multifamily and other forms of development apart from single-family homes make adequate provision for on-site parking. Whenever possible, parking should be at the side or the rear of the building so that a rural appearance is maintained.

E. PUBLIC FACILITIES AND SERVICES GOAL

Orland desires to maintain and expand its public facilities in an orderly manner that assures that all residents and businesses are provided with adequate town services while avoiding any undue increases in property taxes. As much as possible, it desires to avoid undertaking new programs and expenditures unless funding is available from growth in the tax base, reallocation of the current budget, or from revenue sources other than the property tax.

Specific policies should include:

1. Town Government: Given the currently projected population growth in Orland, the Selectmen form of government should be maintained. There is presently no need for a part- or full-time town manager or additional positions at the town office.
2. Solid Waste Disposal: Orland desires to manage its solid waste in a cost-effective, environmentally sound manner that minimizes the amount of

material that must be buried in a landfill or incinerated. Specific solid waste policies should include:

- a. continuing current cooperative arrangements with Bucksport for solid waste and recycling;
 - b. promoting citizen interest in developing a home-based composting program for domestic wastes; and
 - c. encouraging local farmers to continue farm-based composting of food wastes.
3. Fire Protection: Orland desires to assure all residents an adequate level of fire protection at a reasonable cost. Specific policies are divided into three categories: facility and equipment measures; staffing measures; and general safety and prevention measures.

The facility and equipment measures should include:

- a. continuing the current program of repairs to the fire station including addressing drainage problems and repairing the floor to the apparatus room; and
- b. continuing the regular replacement of trucks and other major pieces of capital equipment.

Specific staffing measures should include:

- a. continuing training opportunities for volunteers so that more can be certified as Fire Fighter 1.

General safety and prevention measures should include:

- a. assuring that the subdivision ordinance and other town regulations make adequate provision for water for fire fighting purposes and reflect other fire and safety concerns. Specifically, the ordinances:
 1. should require that developers provide an adequate source of water as deemed necessary by the Fire Department. Specific measures required of developers could include cisterns, fire ponds, and dry hydrants. If it is not possible to locate such facilities on-site, they could be provided off-site within reasonable distance of the development. Developers should be asked to pay their fair share of the cost through measures such as impact fees for any facilities that may be used by more than one development; and
- b. working with the Fire Control Division of the Maine Forest Service to determine what forest management practices could reduce the risk of forest fires and sharing this information with local property owners;

- c. undertaking measures to assure adequate disaster planning for events such as petroleum spills, major accidents, severe storms, and multi-structure fires;
 - d. enacting and enforcing adequate building and life safety codes for multi-family buildings and all other non-residential uses; and
 - e. Explore options to improve water supply for fire-fighting purposes throughout town with a particular emphasis on the Gilpin and Castine roads.
4. Police Protection: Given Orland's small size, there are no plans to expand police protection. Therefore, the town will continue to rely on the Hancock County Sheriff's Department and State Police for protection. Town officials should explore options with these two groups and the town of Bucksport to deal with citizen complaints about excessive speeding and other law enforcement problems.
 5. Ambulance Service: Orland should work with adjoining towns to assure that ambulance service remains adequate.
 6. Education: Orland desires to offer its children a quality education in a manner that respects the limitations of the town budget. Specifically, the town:
 - a. should undertake necessary capital improvements to the school including replacing the roof, adding computer laboratory space and addressing safety problems in the parking and bus loading areas;
 - b. support efforts to add staff in grant writing, project facilitation, curriculum coordination and in-service training.
 7. Town Office Building: Given the many inadequacies of the current building, a new town office is needed. The new facility should be planned to allow for future expansion and should be in a central location. A capital reserve account should be started for this purpose.
 8. Health Care. The town should continue its support for health care facilities that serve Orland residents.

F. RECREATION and OPEN SPACE GOAL

Orland desires to provide an adequate range of recreational programs and activities for all age groups within the limits set by competing municipal budget priorities. Specific policies should include:

1. Recreational Program and Facility Planning: The Board of Recreation should develop a long-range recreation program and facility plan that allows the gradual upgrading of facilities and considers various funding sources other than local property taxes;
2. Boat Launching Facilities: The town should take measures to upgrade the facilities at Toddy Pond, the Craig Brook Fish Hatchery and the Narramistic River. Any improvements should include provision of adequate parking and sanitary facilities;
3. General Purpose Recreational Building: Options should be explored to fund and build a general purpose recreation building that could be used by all age groups;
4. Ball Fields: Given the scheduling problems with the school fields, it is recommended that the town build its own fields; and
5. Open Space: The town should identify key parcels that should be preserved as open space.

G. MARINE RESOURCES GOAL

Orland desires to protect and enhance its marine resources. Specific policies should include:

1. Marine Water Quality: Orland desires to minimize any threats to marine water quality. Specific steps should include:
 - a. working with the DEP to eliminate any remaining overboard discharges;
 - b. assuring that town regulations sufficiently protect water quality in marine watersheds through development review standards that consider storm water runoff and other non-point sources of pollution;
 - c. assuring that the village sewer collection system remains in prime operating condition;
 - d. working with the DEP and the DMR (Department of Marine Resources) to reduce the high levels of fecal coliform in the Orland River; and

- e. assuring adequate enforcement of existing and proposed town ordinances and regulations affecting water quality.
2. Public Access: Orland desires to maintain and expand public access opportunities to salt water. Specific public access policies should include:
 - a. finding and, if financially feasible, acquiring new public access sites that offer adequate parking and relatively easy boat-launching opportunities; and
 - b. determining if there are any currently unused public rights of way to salt water that could be improved.

H. WATER RESOURCES GOAL

Orland desires to maintain, and where needed, restore the quality of its marine and fresh water resources. Specific policies should include:

1. Non-Point Source Management: Assuring that all town regulations make adequate provisions to manage non-point pollution. Such provisions could include, but are not limited to, minimizing storm water runoff and setting standards for the handling of deleterious matter and hazardous materials at commercial and industrial operations;
2. L.U.S.T. Prevention: Orland should assure that leaking underground storage tanks (L.U.S.T.) continue to be replaced and that new tanks meet current DEP standards. It is also important to locate any abandoned tanks that are not included in DEP records;
3. Lake Watershed Protection. Orland desires to protect its lakes from poorly planned development that would increase phosphorus loading to its ponds and degrade water quality. It should undertake the following specific measures:
 - a. phosphorus management provisions should be added to the subdivision ordinance and other town regulations;
 - b. the town should review town road maintenance policies in watershed areas to assure that erosion that may lead to phosphorus loading is minimized;
 - c. help lake watershed residents develop programs to educate landowners and lake users on effective ways to reduce the risk of lake pollution; and
 - d. undertake corrective measures to remove non-point sources of pollution such as erosion and culverts draining too close to the shore.
4. Ground Water Protection. Since there are no public water systems in Orland, it is important to protect ground water resources. Therefore,

minimum lot sizes in areas where there is no public sewer should be sufficiently large to allow adequate distances between septic systems and wells.

I. NATURAL RESOURCES GOAL

In recognition of their importance to the economy and overall quality of life, Orland desires to protect its natural resources from harmful development. Specific natural resource protection policies should include:

1. with the support of the Maine Department of Conservation's Natural Areas Program, continue the inventory of Orland's plant and wildlife features;
2. assuring that the subdivision and site plan review ordinances:
 - a. specifically state the planning board's authority to require developers of major subdivisions to prepare a natural resources assessment as part of their application; and
 - b. encourage creative lot-layout schemes that allow the preservation of rare natural resources.
3. encouraging owners of properties where valuable natural resources are located to consider donating or selling conservation easements to local land conservation groups;
4. designating areas with concentrations of wetlands, valuable wildlife habitats and other rare natural features as low-density rural areas in Orland's Land Use Plan;
5. undertaking measures to protect Orland's scenic resources. Specific measures should include:
 - a. incorporating standards into the town's subdivision and site plan review ordinances that encourage lot layout schemes that preserve identified views; and
 - b. encouraging the voluntary sale or donation of scenic easements to conservation groups.

J. AGRICULTURAL and FOREST RESOURCES GOAL

Orland desires to preserve its agricultural and forest resources. Specific policies should include:

1. designating major concentrations of forest land as rural areas in Orland's future land use plan;

2. assuring adequate enforcement of current state timber harvesting standards;
3. working with farmers that own highly productive agricultural land to take measures to preserve these properties for agricultural use. Specific measures would include the following:
 - a. designating these areas as rural in Orland's future land use plan; and
 - b. referring interested farmers to various land conservation groups to whom they could voluntarily sell or donate conservation easements to restrict their land to agricultural uses.

K. HISTORIC and ARCHAEOLOGICAL RESOURCES GOAL

Orland desires to protect its key historical and archaeological resources from incompatible development and undertake measures to assure the long-term enhancement of its historical sites and structures. Specific measures would include the following:

- a. revising the subdivision ordinance to state specifically that the planning board has the right to require a professional archaeological survey of sites with suspected archaeological resources;
- b. encouraging the Historical Society to work with the Maine Historic Preservation Commission to:
 1. explore options to conduct a survey of historic archaeological sites with a focus on the earliest European settlement in town as well as survey of properties that may be eligible for listing on the on the National Register of Historic Places. All such listing would be done on a voluntary basis; and
 2. supporting current efforts of Orland village residents' to assess interest in creating a National Register Historic District. If there is sufficient interest, undertake the necessary steps to create such a district.

L. LAND USE GOAL

Orland desires to remain a predominantly rural town while accommodating new residential and commercial development in an orderly manner so that rapid property tax increases are minimized. It also aims to have new development be compatible with its rural attributes such as open ridgelines, scenic views, relatively undeveloped lake fronts and areas of prime farm and forest land. Specific land use policies include:

1. reviewing this comprehensive plan at least every five years and working continually to implement its recommendations;
2. assuring adequate and fair enforcement and administration of all town ordinances and regulations;

3. drafting a town-wide zoning ordinance that reflects the goals of the future land use plan:
 - a. designates certain portions of Routes 1 and 3 for retail commercial uses while limiting such uses in other segments of that highway in order to limit commercial sprawl;
 - b. allows small-scale commercial uses in the Orland village area and in other areas where there is already a concentration of such uses;
 - c. minimizing residential roadside sprawl by discouraging overdevelopment of road frontage along existing roads while interior portions of lots immediately adjacent to these roads remain largely undeveloped;
 - c. discouraging excessive development of those portions of town that are remote from existing roads or otherwise lack easy road access or where the expansion of new public services would be unduly burdensome on all tax payers; and
 - d. discouraging excessive development in areas with very poorly drained soils and similar limitations to development. Such land should not be counted as buildable land in calculating minimum lot size requirements in subdivisions and cluster developments.

M. FISCAL CAPACITY GOAL

Given Orland's limited tax base and the heavy burden already faced by property owners, the town desires to promote long-range fiscal planning and avoid unnecessary increases in property taxes. Specific fiscal policies are divided into three categories: development review, alternative funding sources and fiscal planning.

M.1 Development Review

Since the volume and location of development has a direct affect on the costs of providing municipal services, the plan recommends:

1. discouraging major residential subdivisions that would create excessive demands for town services while generating relatively little tax revenue;
2. encouraging the phased approval of major subdivisions that may place a substantial burden on town services. This may involve approving a portion of the lots in a given year so that the town has time to expand its services, such as schools, in an orderly manner; and
3. requiring that fiscal impact statements be prepared for those subdivisions that may create a major strain on town finances.

M.2 Alternative Funding Sources

Since Orland remains very dependent on the property tax to pay for most municipal service costs, the plan recommends the following measures to develop other funding sources:

1. encouraging the use of impact fees to pay for appropriate costs specifically attributable to new development;
2. charging user fees for certain town services if proven equitable for all parties involved; and
3. actively seeking state and federal grants to pay for at least a portion of the cost of new capital facilities. Such projects should be listed in the capital investment plan.

M.3 Fiscal Planning

Long range planning and coordination of expenditures are one way to minimize increases in municipal government costs. The plan recommends the following measures:

1. exploring options for shared municipal services with Penobscot, Blue Hill, Ellsworth and Bucksport. In some cases this may mean reviewing existing shared service arrangements;
2. developing a Capital Investment Program (CInP) that would be revised annually. The CInP would be an advisory document, which would summarize planned major capital expenditures in Orland over a six-year period. The final say on all expenditures would remain with the voters at town meeting; and
3. continuing to use capital reserve accounts so that funds can be accumulated for anticipated capital expenditures and for the local funding match for various state and federal grants.

FUTURE LAND USE PLAN

1. Introduction

A future land use plan presents a vision of how Orland residents want their town to grow. It will serve as the basis for any zoning ordinance enacted by Orland and other land use regulations. The plan should represent a balance among the wishes of residents to preserve rural character and historic and natural resources, while also allowing reasonable opportunities for future growth and economic development. Through careful planning, Orland can accommodate all anticipated growth while also avoiding the excessive increases in property taxes that can result from poorly planned development.

2. Land Needed for Future Development

The Existing Land Use chapter assumed that Orland would need just under 400 acres of land for new development between 1998 and 2008. The town has ample land to accommodate this growth. The issue is not the likely rate of development, since this amount is moderate, but where and how the development that does occur will take place.

3. A Future Development Scheme for Orland

The future development scheme aims to retain Orland's rural character while providing adequate room for residential, commercial and light manufacturing development. The scheme tries to assure all landowners a reasonable return from using or selling their land and to provide adequate opportunities for first-time home buyers to live in the town. The plan thus represents many compromises among the various interests in town.

It is important to review and, if necessary revise this scheme every few years. As the town changes, it may need more land for a given use. For example, if more commercial development were to occur than is presently expected, the Highway Commercial areas may have to be expanded. The plan could be amended at that time.

The future land use plan is **not** a zoning ordinance and has no binding affect on landowners. If the town does decide to enact town-wide zoning, however, it must be based on the recommendations of the comprehensive plan. Any land use ordinance changes would require a town meeting vote separate from a vote to adopt the comprehensive plan.

A. Orland Village

Since this area contains the only part of town served by public sewer, it is recommended for higher density development. House lots on public sewer would need a minimum of one-half acre under this proposed future land use plan. Areas not served

by sewer would require one acre. The overall purpose of this area is to allow village-type development in a town that is otherwise largely rural.

Small-scale commercial uses (with a maximum of 2,500 square- feet of floor space) would be allowed in the village area if they were able to provide adequate parking. If the town does enact a National Register Historic District, new commercial uses would not be permitted within that district. The purpose of this restriction is to avoid uses incompatible with the historic buildings.

Given the availability of public sewer, the village area is suitable for limited multi-family development. These developments would have to meet the per unit lot requirements and provide adequate off-street parking. Thus, a 5-unit apartment building would require 2.5 acres (5 units x 0.5 acres).

The plan recommends a 35 to 40 foot height limitation for all buildings. This helps avoid buildings that might be incompatible with the town's generally rural appearance. It is also consistent with the limitations of fire department equipment. It can be difficult to provide adequate protection to buildings taller than 40 feet.

B. The Shoreline and Lake Watersheds

There are no plans to change the shoreland zoning in Orland. While this future land use plan contains no specific lake watershed districts, there are several provisions in the *Goals and Objectives* section to avoid excessive phosphorus loading.

C. Highway Commercial

There continues to be demand for highway-type commercial land in Orland. The plan recommends that these uses be permitted along portions of Routes 1 and 3 and on parts of Route 46. As mentioned in the *Goals and Objectives* section, there would be standards for highway access management and site plan layout for these uses. The purpose of limiting these uses to certain areas is to prevent a continuous strip of commercial development. To assure that owners of small businesses aren't penalized, the plan recommends that home occupations be permitted in all parts of town except for the Resource Protection District in shoreland zoning. Also, all existing businesses, regardless of their location, would be grandfathered.

D. Light-Manufacturing

Light manufacturing refers to uses where items are produced. This would be defined to include boat building, small assembly plants, and similar uses. These uses are more likely to cause complaints from neighbors due to the type of operations involved. Unlike commercial uses, they generally don't need to be in a visible location to attract customers. They do, however, need good road access since they generate traffic from employees and the shipping of materials.

The plan recommends a light manufacturing area for a portion of Route 46 near the Bucksport town line. This area may have to be expanded in the future if there is high

demand for industrial space in town. As discussed in the *Goals and Objectives* section, there would be performance standards for industrial uses to regulate possible nuisances such as noise, dust, and glare.

The home occupation standards would be revised to allow up to 2,000 square feet of retail or manufacturing activity. This would allow operations such as machine shops or carpentry operations to take place in a shed behind a residence outside of the Light-Manufacturing district. All existing manufacturing operations would be grandfathered.

E. General Residential

These are areas of higher density residential development where a one-acre minimum lot size would be required in most cases, unless the plumbing permit process required a larger lot. The plan recommends that areas that presently have higher density residential uses be General Residential. These would include portions of Leaches Point and several intersections that presently have small lot sizes. Permitted uses would be residential including multi-family uses and home occupations.

Multi-family uses would be permitted provided the per unit lot requirements are met. For example, a 4-unit building would require four acres. Here again, any construction would have to meet state plumbing permit requirements for waste water disposal. Mobile home parks would also be allowed in General Residential areas.

F. Rural Residential

The balance of town would be Rural Residential. This area would have a two-acre minimum lot size. The plan recommends this lot size since these areas are already low-density residential and have few built-up areas. The primary permitted uses in these areas would be residential, home occupations and mobile home parks. The town's agricultural and forested areas would be included in this district.

Family lot transfers, under this plan, would be exempt from the two acre minimum lot size requirement. This would allow a family to transfer lots to other family members and have a smaller lot size. Such transfers would only have to meet state minimum lot size requirements (20,000 square feet if soils are adequate for waste water disposal). These transfers would be allowed if they met the state subdivision law requirements (30-A MRSA 4401-D).

4. Growth and Rural Areas

The determination of growth and rural areas is an important part of the comprehensive planning process. Growth areas are those parts of town where most new growth is likely to occur. It is important not to have overly large growth areas in order to maintain the town's rural character. Conversely, there must be sufficient land to allow for some unanticipated growth.

The primary growth areas in Orland are the Light Manufacturing, Highway Commercial, General Residential and Village areas. These areas are in parts of town that already

have similar types of development or that are well suited for the proposed uses. Given the projected need of about 400 acres of land for new development between 1998 and 2008, there is ample room in these growth areas to accommodate projected growth.

The rural areas would include Rural Residential and Farm and Forest areas. The designation "rural" does not mean that all development is restricted from these areas. Rather, the natural features of these areas and various incentives created by the town would mean that the development that does occur would be of a lower density than in the growth areas. Given the preference of many homeowners for a rural lifestyle, continued growth in rural areas is likely.

5. Measures to Distinguish Growth and Rural Areas

The major distinction is the minimum lot size requirements, which are larger in the rural areas. Another incentive is the use of cluster zoning. The cluster option would be available (but not mandatory) for subdivisions of ten units or more in the rural areas. The cluster standards would require that the open space preserved be visible from the main public road serving the development. This would help maintain a rural appearance. There also would be provisions to waive this requirement, since it may not always be practical.

If the town enacts town-wide zoning, there would be provisions to require that very poorly drained soils and slopes greater than twenty percent would not be counted toward the minimum lot size in rural areas. This would assure that developers would not use the cluster option to build at a higher density than they normally would. In many towns, developers have used clusters to locate all building lots on one corner of a parcel while leaving the area with poor soils or steep slopes as open space. They are thus creating more lots than they would have under a conventional subdivision. The plan aims to assure that if any clusters are built, they meet certain minimum quality standards.

6. Summary

The future land use plan contains sufficient measures to discourage sprawl and strip development, promote efficiency in public services, and protect the character of rural areas. These are basic requirements of Maine's Growth Management Act for a future land use plan. Since the Highway Commercial areas are relatively small, there is no threat of commercial strip development. The increased use of clusters reduces the risk of residential strip development in rural areas.

These same measures also promote efficiency in public services. They reduce the likelihood of major development occurring in areas where it would be difficult to provide municipal services such as snow plowing and school buses. Overall, the town will remain rural while assuring that there would be ample land available for development.