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REPORT
of the
PLANNING ADVISORY COUNCIL

JANUARY 1989

Mathew H. Eddy
Mark A. Kearns
John M. Lord
Jon A. Lund
Rebecca Warren Seel
Susan S. Thomas
Brenda York

December 30, 1988

The Honorable John R. McKernan, Jr.
Governor, State of Maine

The Honorable Charles P. Pray
President, Maine State Senate

The Honorable John L. Martin
Speaker, Maine House of Representative

State House
Augusta, Maine 04333

Dear Governor McKernan, President Pray, Speaker Martin and
Members of the 114th Legislature:

The Planning Advisory Council is pleased to submit its report as required by Maine's new growth management law (Title 30, section 4960-D, subsection 3, paragraph G). We are also pleased to report the election of Jon Lund as chair of the Council.

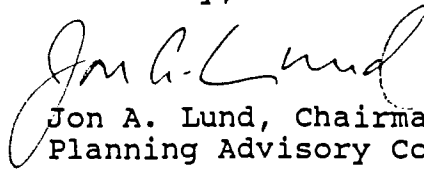
The Planning Advisory Council is required to report on any changes that may be required to accomplish the purposes of the growth management law. We ask you to recognize that implementation of the law did not begin until August 4, 1988 when it took effect. Although the Planning Advisory Council has only had the opportunity to meet twice, we are able to submit some preliminary findings and recommendations.

The Office of Comprehensive Planning in the Department of Economic and Community Development has moved quickly to implement the growth management program. Attached as appendices to this report are important program details that provide an update as to the status of the program.

The members of the Planning Advisory Council are delighted to be able to serve the State of Maine as part of a

program that is so critical to the state's future. We look forward to working with you in ensuring the program's success.

Sincerely,

A handwritten signature in cursive script, appearing to read "Jon A. Lund".

Jon A. Lund, Chairman
Planning Advisory Council

On Behalf Of:
Mathew H. Eddy
Mark A. Kearns
John M. Lord
Rebecca Warren Seel
Susan S. Thomas
Brenda V. York
Members, Planning Advisory Council

PLANNING ADVISORY COUNCIL

The following members were nominated by the Governor on October 13, 1988:

John M. Lord, City Planner, Bangor
1361 State Street
Veazie, Maine 04401

Mathew H. Eddy, Town Planner, Brunswick
28 Federal Street
Brunswick, Maine 04011

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NECESSARY CHANGES -- RECOMMENDATIONS OF THE PLANNING ADVISORY COUNCIL

I. STATE AGENCY RESOURCES

In the short time since the growth management program began in August, it has become quickly apparent that attention needs to be paid to the resources that may be needed for state agencies to carry out their responsibilities under the Act.

State agencies that are directly or indirectly involved or have responsibilities in the areas of land use planning or regulation are called on by the Act to perform a number of critical functions. If those functions can not be fulfilled, the program will not achieve all its purposes.

State agency responsibilities generally fall into four categories: Data collection; Coordinated State/Local Planning; Review of Comprehensive Plans and Zoning Ordinances; and Grant Administration.

Each of the state agencies that have responsibilities under the Act, with their areas of responsibility as they are now known, are depicted in Table I.

A. Data collection. The Act requires the office to develop and supply to all municipalities available natural resource and other planning information for use in the preparation of local growth management programs. The office is mandated to make maximum use of existing information available from state agencies. By July 1, 1990, the office is required to complete an inventory of the State's natural resources sufficient to ensure adequate identification and protection of critical natural resources of statewide significance. The office is authorized to contract with other state agencies as necessary.

Collecting existing state agency data, the first step, requires the cooperation and time of state agency personnel. The office used part of its All Other support to contract out much of the data identification, collection and cataloguing to reduce the burden that would otherwise have been shouldered by state agencies. The office anticipates that it will also have to pay for any contracted data collection services required as part of the second phase, which is required to be completed by July 1, 1990.

Collecting the data for the first time is only a small part of the picture, however. If local growth management programs are going to successfully represent our future, they must be a dynamic process that requires almost constant updated data support. Maintenance of the data will require

concentrated attention on the part of the state agency that houses the initial data. State agencies, in the past, have not been required to update their data sources. Data collection and planning has been a short-lived priority, soon replaced with another priority. State agencies typically do not have resources to devote to a full-time data collection and maintenance effort.

The data collection effort should not be viewed as unimportant. Comprehensive planning can only be as good as the data and inventories that it stems from. Serious attention must be paid to ensuring that data collection and maintenance does not take the back seat it has taken in the past once the issue that prompted its initial collection is over.

B. Coordinated State/Local Planning. The Act requires each state agency with regulatory or other authority affecting the goals of the Act to submit a report prior to January 1, 1990, which addresses how each agency has incorporated the goals of the Act into its planned activities. After January 1, 1990, these agencies shall conduct their respective activities in a manner consistent with the goals of the Act.

This requirement goes to the heart of successful growth management in Maine. State and local governments must plan their futures in a coordinated and responsive manner. Other state growth management laws have made this coordination a pivotal part of their programs and have imposed stronger requirements than are found in Maine's law. We are not recommending the stronger language, we are recommending that coordinated state/local planning be undertaken in a serious and committed way.

Coordinated planning may require actions that may not be easily incorporated into traditional state and local planning methods. They require formal mechanisms for accommodation of priorities, for reconciling different state and local priorities and they require a greater degree of respect and accountability on the part of both state and local governments, each toward the other. Pulling it off successfully may require additional resources and an integrated planning system that does not currently exist.

C. Review of Comprehensive Plans and Zoning Ordinances. Review of local comprehensive plans and zoning ordinances is the centerpiece of Maine's growth management program. State review will be done by various state agencies. Each state agency is required by the Act to designate a person or persons responsible for coordinating the agency's review of local comprehensive plans. No resources were provided for state agencies to perform this function.

The office will assume primary responsibility for coordinating the review among the state agencies and for developing the review process and format. The office is also responsible for preparing all state agency comments in a form that will be useful and constructive to the municipality and will be the liaison with the municipality and the regional councils. The office intends to be familiar with the planning process in each of the municipalities over the two-year planning period and with the issues and policy resolutions that each municipality encountered. This familiarity will enable the office to weigh the state comments and present them in a way that augments rather than reinvents the planning process that is all but completed in the municipality.

State agency reviews should be technical, rather than a judgment of the local priorities. A state agency should be prepared, for instance, to inform a municipality that it's plan incorrectly identifies the boundaries of an aquifer or that the aquifer protection strategy contained in the plan will not achieve its intended purposes. State agencies will not be expected to judge whether the aquifer protection zone would be better suited for the siting of affordable housing.

Those technical reviews by state agencies are critical. The success of the program will depend in large part on the ability of state agencies to conduct these reviews in the 45 days allowed by the Act. 58 municipalities will be required to submit their comprehensive plan prior to January 1, 1991. 80+ more will be required to submit their comprehensive plan approximately six months later. All other municipalities face a deadline prior to January 1, 1996. All plans have to be revised and updated every five years so the plans adopted in 1991 will have to be submitted for review again in 1996. All zoning ordinances have to be submitted for review one year after the plan has been submitted. Review will obviously become a full-time preoccupation for state agencies at some point just prior to January 1, 1991, and will continue to be during the life of the program.

D. Grant review. Under the Act, state agencies that administer grant and direct or indirect financial assistance programs to municipalities shall allocate funds only to a municipality with an adopted comprehensive plan and implementation program which includes statements of policy or program guidelines directly related to the purposes for which the grant or financial assistance is provided. The content of the plan, policies and guidelines shall be considered by state agencies in awarding financial assistance to a municipality.

The office hopes to absorb most of the administrative work required by this responsibility. It will require the full cooperation of a trained state agency contact.

Recommendation: The Planning Advisory Council recommends that the Governor direct the Office of Comprehensive Planning to work closely with state agencies to determine their resource needs to fulfill all their responsibilities under the Act. Pursuant to the Governor's direction, the Council will present a report with necessary legislation to the Governor prior to the preparation of next year's state budget, no later than September 1, 1989.

II. STATUTORY CHANGES.

A number of problems with the statute have been uncovered since its enactment last April. Many of the changes can be characterized as clarifications. Others are more appropriately viewed as more significant, that may require a broader policy discussion. Both categories of change are important as they both pose an impediment to the successful implementation of the law.

We view the following changes as necessary:

A. **Municipal Legal Defense Fund.** No money can be expended from the Fund until a municipality's growth management program is certified. No municipality has a certified growth management program. Money currently in the Fund (\$100,000) and future appropriations should be carried forward, and not be allowed to lapse. The Fund is a major incentive for municipalities to seek certification and it should be allowed to build up. We anticipate that local land use regulations will be the focus of increased litigation as the growth management program matures. The Municipal Legal Defense Fund is important to the overall goals of the program.

B. **Timing of Submissions for Review.** The law requires that municipalities submit their plans for review 60 days prior to the local public hearing held prior to adoption. The law give state agencies 60 days to comment but then requires that the state agency comments be on file and available for public inspection for at least 30 days prior to the local public hearing. The time frames cannot be accommodated, and would require that municipalities submit their plans 90 days prior to the local public hearing. We believe that 90 days is too long for the local planning process to be put on hold. We recommend that plans be submitted 75 days prior to the local public hearing, state agencies be given the same 60 days for review and comment, and that the comments be made available for public inspection 15 days prior to the local public hearing.

C. Transition provisions. The law is in conflict with regard to when existing local ordinances need to be made consistent with a revised comprehensive plan in accordance with the Act. We recommend that the law be clarified to require that zoning ordinances must be made consistent within one year of the plan's submission deadline; subdivision, site review and impact fee ordinances must be made consistent within two years of the plan's submission deadline; and that all other land use ordinances must be made consistent within the time frames outlined in the time table in the comprehensive plan. We believe that it is too much to ask a municipality to revise all its land use ordinances within one year, especially if the zoning ordinance needs to be substantially revised in order to bring it into compliance with the Act. Towns should be given the time they need to do the job thoroughly and correctly.

D. Savings clause. The old comprehensive planning law was repealed as part of the enactment of the new law. As a consequence, comprehensive plans that have been adopted since the new law's effective date of August 4 are arguably void since they did not follow the review process now required prior to adoption. A savings clause should be enacted that would validate plans adopted prior to the "applicable deadline" for each municipality if they were adopted in accordance with the provisions of the law as they existed on August 3, 1988. Municipalities adopting plans after the effective date of this amendment should, however, be required to follow the public notice and hearing requirements outlined in section 4960-C, subsection 2, paragraph F. We further recommend that this legislation be enacted as an emergency, separately from the other statutory changes discussed in this report.

E. Applicable deadline. The law refers to "applicable deadline" in a number of settings. The "applicable deadline" triggers a number of requirements and penalties. Confusion exists as to what the "applicable deadline" is since the section in which it is raised actually contains four different deadlines. These references need to be clarified.

F. Grant reviews. A section of the law requires state agencies to allocate state grants only to municipalities with a comprehensive plan and implementation program that focuses on the activity for which the assistance is being sought. This section needs to be amended so that it is triggered after the municipality's applicable deadline. Current law requires state agencies to withhold funds, potentially, before the municipality is required to adopt or revise its plan or to adopt or revise its implementation program.

G. Implementation program. The law requires that a municipality's growth management program be certified before

it is eligible to receive implementation assistance. This does not make sense since the implementation assistance is intended to help develop the implementation component of the growth management program. Implementation assistance should not be linked to certification of the complete program. It should, however, be linked to a comprehensive plan that is consistent with the Act.

H. Slow growth ordinances. The definition of moratorium in the law seems to include what have been referred to as slow growth ordinances. These ordinances typically limit the number of permits for a particular type of activity that can be granted in a defined period of time. They should not be included in the definition of moratorium. If they are, they are limited to six months unless extended by vote of the municipality. Slow growth ordinances are not passed because an emergency exists that may result in serious public harm, but as the result of a rationally thought out growth management program. We recommend that the definition of moratorium be amended to clarify that it is not intended to include slow growth ordinances.

I. Decertification. There is no process in the law for revocation of certification or decertification. We envision the need for such a process in the event a municipality repeals its growth management program or amends it in a way that jeopardizes its consistency with the Act.

J. Annual report. The Planning Advisory Council should be given the express authority to report to the Governor and the Legislature annually rather than biennially.

III. INCREASED FUNDING

Maine's growth management program is an ambitious one that is going to require a strong commitment and substantial financial backing from both the state and local governments. All the signs are there that both levels of government are ready and willing to make those commitments. Certainly, the appropriations targeted to the growth management initiative have already been substantial. One of our challenges is to maintain the level of funding required to make this program achieve the important results that it is intended to achieve and must achieve for the future of Maine.

The Planning Advisory Council makes the following recommendations for increased funding. We believe that they are minimal but necessary.

A. Planning Grants. Under the law, every municipality faces a deadline sometime before January 1, 1996 for submission of a comprehensive plan consistent with the provisions of the Act. These deadlines must be waived if the state has not been able to "offer" financial assistance at

least two years in advance. We refer to the "offer of state assistance" as a municipal planning grant.

\$1 million was appropriated for this purpose in Fiscal Year 1988-89. We now know, based on refined estimates of comprehensive planning costs, that up to \$1.5 million annually may be necessary to allow the state to "offer" state assistance to every municipality in time to meet the January 1, 1996 deadline in the Act.

We feel that the 1996 deadline should be honored. We recommend that additional dollars be provided over the next six years to supplement the established \$1 million annual appropriation.

B. Implementation Program. The Act requires the office to "develop and administer a matching grants program to provide direct financial and technical assistance to municipalities for the implementation and administration of local growth management programs..."

We recommend that this program be established as quickly as possible, and that \$100,000 be appropriated initially for this purpose. Most municipalities will not be ready to begin implementation until after their plan is complete and submitted for state review. Therefore the first year request is less than the cost of a fully implemented program should be limited to those municipalities that are able to revise an existing comprehensive plan within one year or less so that it complies with the Act. Future funding of the implementation program will have to be greater. Implementation assistance should not be given to municipalities that do not have comprehensive plans consistent with the Act.

C. Model Development. The Act requires the office to develop various models, including comprehensive planning guidelines and regulations, a consistent methodology for data inventories, model land use ordinances, model citizen participation procedures and others as the law is fully implemented. Many of the models are instrumental components of a very important technical assistance program. Little in the way of resources is available for this function. We recommend that sufficient additional dollars be appropriated each year to support the office's technical assistance program.

D. Code Enforcement Officer Training and Certification. The office is required to establish a continuing education program for local code enforcement officers, in cooperation with the Vocational-Technical Institute System and the Department of Human Services. No resources were provided to the office to carry out this mandate. \$100,000 was appropriated in Fiscal Year 1988-89 to

reimburse municipalities for training and salary expenses. Since no code enforcement officers will incur such reimbursable expenses during Fiscal Year 1988-89, we recommend that this \$100,000 be carried forward to support the office's development of the program during Fiscal Year 1989-90. We anticipate the need to suggest additional funding for Fiscal Year 1990-91 as well, but request the time to study this need in greater detail before we submit an actual dollar recommendation.

E. Base Maps. The Act requires every municipality to inventory and analyze local land use and natural resource data and to consider resources of regional significance. This inventory and analysis requires accurate, reproducible base maps at a suitable scale for local planning. Most municipalities do not have these maps. If each municipality purchases these maps individually the cost will be substantially more than if the state arranged to purchase them all at the same time. Preliminary investigating leads us to believe that base maps for each municipality could be developed at a one-time cost of \$100,000 or less. We recommend this appropriation as a wise investment that ought to be considered as it will save money for both municipalities and the state.

TABLE I

STATE AGENCY RESPONSIBILITIES

Agency	Data Collection	Coordinated Planning	Plan Review	Grant Review
Conservation	X	X	X	X
Inland Fisheries and Wildlife	X	X	X	
Marine Resources	X	X	X	X
Environmental Protection	X	X	X	X
State Planning Office	X	X	X	
Economic and Community Dev.	X	X	X	X
Agriculture	X	X	X	
Transportation	X	X	X	
FAME		X	X	X
Housing Authority	X	X	X	X
Human Services	X	X	X	
Education	X	X	X	
Labor	X			
Taxation	X			
Public Utilities Commisison	X			
Municipal Bond Bank	X			X
Emergency Management	X			

APPENDICES

Appendix A.....	Municipalities by Tier
Appendix B.....	1988 Planning Grants
Appendix C.....	Program Guidelines
Appendix D.....	Planning Grant Procedures

OFFICIAL FIRST TIER COMMUNITIES

COMPREHENSIVE PLANS DUE BY 1991

(Growth greater than or equal to 10% and population over 500)

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
ACTON	YORK	1228	1595	367	29.89
ALBION	KENNEBEC	1551	1860	309	19.92
ALFRED	YORK	1890	2398	508	26.88
ALNA	LINCOLN	425	504	79	18.59
ALTON	PENOBSCOT	468	520	52	11.11
ANDOVER	OXFORD	850	959	109	12.82
APPLETON	KNOX	818	932	114	13.94
ARUNDEL	YORK	2150	2494	344	16.
ATHENS	SOMERSET	802	885	83	10.35
BALDWIN	CUMBERLAND	1140	1368	228	20.
BENTON	KENNEBEC	2188	2554	366	16.73
BERWICK	YORK	4149	5667	1518	36.59
BLUE HILL	HANCOCK	1644	1908	264	16.06
BOOTHBAY	LINCOLN	2308	2560	252	10.92
BOWDOIN	SAGadahoc	1629	2002	373	22.9
BRADFORD	PENOBSCOT	888	1037	149	16.78
BRIDGTON	CUMBERLAND	3528	4100	572	16.21
BROWNFIELD	OXFORD	767	890	123	16.04
BUXTON	YORK	5775	7070	1295	22.42
CAMBRIDGE	SOMERSET	445	503	58	13.03
CARMEL	PENOBSCOT	1695	1978	283	16.7
CASCO	CUMBERLAND	2243	2944	701	31.25
CHARLESTON	PENOBSCOT	1037	1210	173	16.68
CHINA	KENNEBEC	2918	3533	615	21.08
CLINTON	KENNEBEC	2696	3240	544	20.18
CORINTH	PENOBSCOT	1711	1988	277	16.19
CORNISH	YORK	1047	1366	319	30.47
DAMARISCOTTA	LINCOLN	1493	1734	241	16.14
DAYTON	YORK	882	1033	151	17.12
DEDHAM	HANCOCK	841	1037	196	23.31
DENMARK	OXFORD	672	747	75	11.16
DIXMONT	PENOBSCOT	812	938	126	15.52
DRESDEN	LINCOLN	998	1213	215	21.54
DURHAM	ANDROSCOGGIN	2074	2396	322	15.53
EDGECOMB	LINCOLN	841	1008	167	19.86
ELIOT	YORK	4948	6066	1118	22.59
ELLSWORTH	HANCOCK	5179	5997	818	15.79
ETNA	PENOBSCOT	758	870	112	14.78
EUSTIS	FRANKLIN	582	641	59	10.14
EXETER	PENOBSCOT	823	918	95	11.54
FAYETTE	KENNEBEC	812	936	124	15.27
FRANKFORT	WALDO	783	875	92	11.75
FREEDOM	WALDO	458	527	69	15.07
FREEPORT	CUMBERLAND	5863	6486	623	10.63
GARLAND	PENOBSCOT	718	806	88	12.26

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
GLENBURN	PENOBSCOT	2319	2701	382	16.47
GORHAM	CUMBERLAND	10101	12067	1966	19.46
GRAY	CUMBERLAND	4344	5701	1357	31.24
GREENBUSH	PENOBSCOT	1064	1181	117	11.
GREENE	ANDROSCOGGIN	3037	3346	309	10.17
HARRISON	CUMBERLAND	1667	2052	385	23.1
HARTLAND	SOMERSET	1669	1841	172	10.31
HEBRON	OXFORD	665	748	83	12.48
HIRAM	OXFORD	1067	1218	151	14.15
HOLLIS	YORK	2892	3690	798	27.59
HOPE	KNOX	730	828	98	13.42
HUDSON	PENOBSCOT	797	954	157	19.7
KENDUSKEAG	PENOBSCOT	1210	1419	209	17.27
KENNEBUNK	YORK	6621	7381	760	11.48
KNOX	WALDO	558	614	56	10.04
LEBANON	YORK	3234	4355	1121	34.66
LEEDS	ANDROSCOGGIN	1463	1654	191	13.06
LEVANT	PENOBSCOT	1117	1313	196	17.55
LIMERICK	YORK	1356	1734	378	27.88
LIMESTONE	AROOSTOOK	8719	10432	1713	19.65
LIMINGTON	YORK	2203	2858	655	29.73
LISBON	ANDROSCOGGIN	8769	10239	1470	16.76
LITCHFIELD	KENNEBEC	1954	2332	378	19.34
LOVELL	OXFORD	767	846	79	10.3
LYMAN	YORK	2509	3279	770	30.69
MANCHESTER	KENNEBEC	1949	2203	254	13.03
MONMOUTH	KENNEBEC	2888	3378	490	16.97
MONTVILLE	WALDO	631	696	65	10.3
MORRILL	WALDO	506	566	60	11.86
MOUNT VERNON	KENNEBEC	1021	1155	134	13.12
NAPLES	CUMBERLAND	1833	2171	338	18.44
NEW GLOUCESTER	CUMBERLAND	3190	4131	941	29.5
NEW SHARON	FRANKLIN	969	1068	99	10.22
NEW VINEYARD	FRANKLIN	607	680	73	12.03
NEWBURGH	PENOBSCOT	1228	1366	138	11.24
NEWCASTLE	LINCOLN	1227	1429	202	16.46
NEWFIELD	YORK	644	864	220	34.16
NORTH BERWICK	YORK	2878	3844	966	33.56
NORTH YARMOUTH	CUMBERLAND	1919	2254	335	17.46
NORTHPORT	WALDO	958	1060	102	10.65
NORWAY	OXFORD	4042	4507	465	11.5
OAKLAND	KENNEBEC	5162	5686	524	10.15
OGUNQUIT	YORK	1492	1702	210	14.08
OTISFIELD	OXFORD	897	1054	157	17.5
OXFORD	OXFORD	3143	3671	528	16.8
PALERMO	WALDO	760	839	79	10.39
PALMYRA	SOMERSET	1485	1661	176	11.85
PARSONSFIELD	YORK	1162	1497	335	28.83
PHIPPSBURG	SAGadahoc	1527	1689	162	10.61
PLYMOUTH	PENOBSCOT	811	929	118	14.55
POLAND	ANDROSCOGGIN	3752	4136	384	10.23
PORTER	OXFORD	1222	1351	129	10.56
POWNAL	CUMBERLAND	1189	1427	238	20.02
RAYMOND	CUMBERLAND	2251	2928	677	30.08
RICHMOND	SAGadahoc	2627	2908	281	10.7

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
SABATTUS	ANDROSCOGGIN	3081	3611	530	17.2
SANFORD	YORK	18020	21107	3087	17.13
SEBAGO	CUMBERLAND	974	1152	178	18.28
SHAPLEIGH	YORK	1370	1813	443	32.34
SIDNEY	KENNEBEC	2052	2356	304	14.81
SOUTH BERWICK	YORK	4046	4968	922	22.79
SOUTH BRISTOL	LINCOLN	800	880	80	10.
STANDISH	CUMBERLAND	5946	7132	1186	19.95
STETSON	PENOBSCOT	618	724	106	17.15
STONINGTON	HANCOCK	1273	1416	143	11.23
SURRY	HANCOCK	894	1032	138	15.44
SWANVILLE	WALDO	873	982	109	12.49
THOMASTON	KNOX	2900	3215	315	10.86
THORNDIKE	WALDO	603	698	95	15.75
TOPSHAM	SAGadahoc	6431	8177	1746	27.15
TRENTON	HANCOCK	718	816	98	13.65
TROY	WALDO	701	777	76	10.84
TURNER	ANDROSCOGGIN	3539	4069	530	14.98
UNION	KNOX	1569	1823	254	16.19
VASSALBOROUGH	KENNEBEC	3410	3837	427	12.52
WALES	ANDROSCOGGIN	862	982	120	13.92
WARREN	KNOX	2566	2975	409	15.94
WASHINGTON	KNOX	954	1119	165	17.3
WATERBORO	YORK	2943	3827	884	30.04
WATERFORD	OXFORD	1026	1191	165	16.08
WAYNE	KENNEBEC	680	791	111	16.32
WELLS	YORK	6719	8182	1463	21.77
WEST BATH	SAGadahoc	1309	1465	156	11.92
WEST GARDINER	KENNEBEC	2113	2406	293	13.87
WESTPORT	LINCOLN	420	514	94	22.38
WHITEFIELD	LINCOLN	1606	1777	171	10.65
WINDHAM	CUMBERLAND	11282	13097	1815	16.09
WINDSOR	KENNEBEC	1702	1910	208	12.22
WINTER HARBOR	HANCOCK	1120	1352	232	20.71
WISCASSET	LINCOLN	2832	3468	636	22.46
WOOLWICH	SAGadahoc	2156	2388	232	10.76
YARMOUTH	CUMBERLAND	6585	7717	1132	17.19
YORK	YORK	8465	10270	1805	21.32

SECOND TIER COMMUNITIES

COMPREHENSIVE PLANS DUE BY 1993

(Growth greater than or equal to 5%)

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
AURORA	HANCOCK	110	118	8	7.273
BEAVER COVE	PISCATAQUIS	56	61	5	8.929
BELGRADE	KENNEBEC	2043	2220	177	8.664
BELMONT	WALDO	520	566	46	8.846
BOWDOINHAM	SAGadahoc	1828	2007	179	9.792
BREMEN	LINCOLN	598	638	40	6.689
BRIGHTON PLT	SOMERSET	74	78	4	5.405
BRISTOL	LINCOLN	2095	2250	155	7.399
BROOKLIN	HANCOCK	619	657	38	6.139
BROOKS	WALDO	804	877	73	9.08
BRUNSWICK	CUMBERLAND	17366	18971	1605	9.242
BUCKFIELD	OXFORD	1333	1437	104	7.802
BUCKSPORT	HANCOCK	4345	4642	297	6.835
BURNHAM	WALDO	951	1025	74	7.781
CAPE ELIZABETH	CUMBERLAND	7838	8377	539	6.877
CARATUNK	SOMERSET	87	93	6	6.897
COPLIN	FRANKLIN	111	121	10	9.009
CORINNA	PENOBSCOT	1887	1994	107	5.67
CORNVILLE	SOMERSET	838	889	51	6.086
CUSHING	KNOX	795	846	51	6.415
DEER ISLE	HANCOCK	1492	1608	116	7.775
DEXTER	PENOBSCOT	4286	4558	272	6.346
DOVER-FOXCROFT	PISCATAQUIS	4323	4586	263	6.084
EASTBROOK	HANCOCK	262	286	24	9.16
EDDINGTON	PENOBSCOT	1769	1866	97	5.483
EDINBURG	PENOBSCOT	126	135	9	7.143
ENFIELD	PENOBSCOT	1397	1497	100	7.158
FARMINGTON	FRANKLIN	6730	7109	379	5.632
FRANKLIN	HANCOCK	979	1057	78	7.967
FRENCHBORO	HANCOCK	43	47	4	9.302
FRIENDSHIP	KNOX	1000	1063	63	6.3
FRYEBURG	OXFORD	2715	2903	188	6.924
GARDINER	KENNEBEC	6485	6968	483	7.448
GEORGETOWN	SAGadahoc	735	799	64	8.707
GOULDSBORO	HANCOCK	1574	1681	107	6.798
GREENFIELD	PENOBSCOT	194	206	12	6.186
GREENWOOD	OXFORD	653	694	41	6.279
GUILFORD	PISCATAQUIS	1793	1925	132	7.362
HAMPDEN	PENOBSCOT	5250	5678	428	8.152
HANCOCK	HANCOCK	1409	1514	105	7.452
HARMONY	SOMERSET	755	825	70	9.272
HARPSWELL	CUMBERLAND	3796	4163	367	9.668
HARTFORD	OXFORD	480	512	32	6.667
HERMON	PENOBSCOT	3170	3363	193	6.088
HOLDEN	PENOBSCOT	2554	2692	138	5.403

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
INDUSTRY	FRANKLIN	563	600	37	6.572
ISLE AU HAUT	KNOX	57	62	5	8.772
JACKSON	WALDO	346	375	29	8.382
JAY	FRANKLIN	5080	5386	306	6.024
JEFFERSON	LINCOLN	1616	1751	135	8.354
KENNEBUNKPORT	YORK	2952	3166	214	7.249
KINGFIELD	FRANKLIN	1058	1147	89	8.412
LAMOINE	HANCOCK	953	1030	77	8.08
LIBERTY	WALDO	694	741	47	6.772
LINCOLNVILLE	WALDO	1414	1554	140	9.901
MAGALLOWAY	OXFORD	79	85	6	7.595
MARIAVILLE	HANCOCK	168	178	10	5.952
MAXFIELD	PENOBSCOT	64	70	6	9.375
MECHANIC FALLS	ANDROSCOGGIN	2616	2840	224	8.563
MILFORD	PENOBSCOT	2160	2342	182	8.426
MINOT	ANDROSCOGGIN	1309	1428	119	9.091
MONROE	WALDO	657	717	60	9.132
NEW PORTLAND	SOMERSET	651	703	52	7.988
NOBLEBORO	LINCOLN	1154	1233	79	6.846
OLD ORCHARD BEACH	YORK	6291	6840	549	8.727
PARIS	OXFORD	4168	4390	222	5.326
PARKMAN	PISCATAQUIS	621	662	41	6.602
PASSADUMKEAG	PENOBSCOT	430	454	24	5.581
PERRY	WASHINGTON	737	801	64	8.684
PHILLIPS	FRANKLIN	1092	1191	99	9.066
PROSPECT	WALDO	511	548	37	7.241
READFIELD	KENNEBEC	1943	2117	174	8.955
REED	ARDOOSTOOK	274	289	15	5.474
RIPLEY	SOMERSET	439	469	30	6.834
ROCKPORT	KNOX	2749	2990	241	8.767
ROME	KENNEBEC	627	670	43	6.858
ROXBURY	OXFORD	373	403	30	8.043
SACO	YORK	12921	13845	924	7.151
SANGERVILLE	PISCATAQUIS	1219	1286	67	5.486
SCARBOROUGH	CUMBERLAND	11347	11966	619	5.455
SEARSMONT	WALDO	782	860	78	9.974
SEARSPORT	WALDO	2309	2477	168	7.276
SEBOEIS	PENOBSCOT	53	56	3	5.66
SEDGWICK	HANCOCK	795	862	67	8.428
OLON	SOMERSET	827	877	50	6.046
SORRENTO	HANCOCK	276	291	15	5.435
SOUTH THOMASTON	KNOX	1064	1149	85	7.989
SOUTHPORT	LINCOLN	598	637	39	6.522
ST. ALBANS	SOMERSET	1400	1534	134	9.571
ST. GEORGE	KNOX	1948	2067	119	6.109
STOCKTON SPRINGS	WALDO	1230	1328	98	7.967
STRONG	FRANKLIN	1506	1607	101	6.707
SULLIVAN	HANCOCK	967	1049	82	8.48
SUMNER	OXFORD	613	647	34	5.546
SWANS ISLAND	HANCOCK	337	367	30	8.902
UNITY	WALDO	1431	1555	124	8.665
UPTON	OXFORD	65	69	4	6.154
VIENNA	KENNEBEC	454	498	44	9.692
WALDO	WALDO	495	521	26	5.253
WALDOBORO	LINCOLN	3985	4341	356	8.934

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
WELLINGTON	PISCATAQUIS	287	304	17	5.923
WILLIMANTIC	PISCATAQUIS	164	175	11	6.707
WINTERPORT	WALDO	2675	2921	246	9.196
WINTHROP	KENNEBEC	5889	6218	329	5.587

SECOND TIER COMMUNITIES

COMPREHENSIVE PLANS DUE BY 1993 PART 2

(Population less than 500 but growth greater than or equal to 10%)

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
ARROWSIC	SAGadahoc	305	357	52	17.05
BURLINGTON	PENOBscot	322	355	33	10.25
BYRON	OXFORD	114	128	14	12.28
CARRABASSETT VALLEY	FRANKLIN	132	152	20	15.15
GILEAD	OXFORD	191	213	22	11.52
LINCOLN PLT	OXFORD	50	55	5	10.
MONHEGAN	LINCOLN	109	122	13	11.93
NEWRY	OXFORD	235	263	28	11.91
OTIS	HANCOCK	307	354	47	15.31
PASSAMAQUODDY	WASHINGTON	423	466	43	10.17
SOMERVILLE	LINCOLN	377	439	62	16.45
STOW	OXFORD	186	210	24	12.9
SWEDEN	OXFORD	163	181	18	11.04
WALTHAM	HANCOCK	186	214	28	15.05

THIRD TIER COMMUNITIES
COMPREHENSIVE PLANS DUE BY 1996

(Growth less than 5%)

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
ABBOT	PISCATAQUIS	576	592	16	2.778
ADDISON	WASHINGTON	1061	1092	31	2.922
ALEXANDER	WASHINGTON	385	390	5	1.299
ALLAGASH	AROOSTOOK	448	411	-37	-8.26
AMHERST	HANCOCK	203	213	10	4.926
AMITY	AROOSTOOK	168	168	0	0.
ANSON	SOMERSET	2226	2289	63	2.83
ASHLAND	AROOSTOOK	1878	1704	-174	-9.27
ATKINSON	PISCATAQUIS	306	310	4	1.307
AUBURN	ANDROSCOGGIN	23128	22996	-132	-0.57
AUGUSTA	KENNEBEC	21819	21373	-446	-2.04
AVON	FRANKLIN	475	443	-32	-6.74
BAILEYVILLE	WASHINGTON	2188	2132	-56	-2.56
BANCROFT	AROOSTOOK	61	56	-5	-8.2
BANGOR	PENOBSCOT	31643	32095	452	1.428
BAR HARBOR	HANCOCK	4124	3990	-134	-3.25
BARING	WASHINGTON	308	307	-1	-0.32
BATH	SAGADAHOC	10246	10100	-146	-1.42
BEALS	WASHINGTON	695	707	12	1.727
BEDDINGTON	WASHINGTON	36	29	-7	-19.4
BELFAST	WALDO	6243	6443	200	3.204
BETHEL	OXFORD	2340	2442	102	4.359
BIDDEFORD	YORK	19638	20451	813	4.14
BINGHAM	SOMERSET	1184	1189	5	0.422
BLAINE	AROOSTOOK	922	844	-78	-8.46
BOOTHBAY HARBOR	LINCOLN	2207	2294	87	3.942
BOWERBANK	PISCATAQUIS	27	26	-1	-3.7
BRADLEY	PENOBSCOT	1149	1169	20	1.741
BREWER	PENOBSCOT	9017	8579	-438	-4.86
BRIDGEWATER	AROOSTOOK	742	687	-55	-7.41
BROOKSVILLE	HANCOCK	753	775	22	2.922
BROWNVILLE	PISCATAQUIS	1545	1533	-12	-0.78
CALAIS	WASHINGTON	4262	3949	-313	-7.34
CAMDEN	KNOX	4584	4705	121	2.64
CANAAN	SOMERSET	1189	1230	41	3.448
CANTON	OXFORD	831	823	-8	-0.96
CARIBOU	AROOSTOOK	9916	9336	-580	-5.85
CARROLL	PENOBSCOT	175	174	-1	-0.57
CARTHAGE	FRANKLIN	438	424	-14	-3.2
CARY	AROOSTOOK	229	231	2	0.873
CASTINE	HANCOCK	1304	1314	10	0.767
CASTLE HILL	AROOSTOOK	509	466	-43	-8.45
CASWELL	AROOSTOOK	586	461	-125	-21.3
CENTERVILLE	WASHINGTON	28	24	-4	-14.3
CHAPMAN	AROOSTOOK	406	390	-16	-3.94

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
CHARLOTTE	WASHINGTON	300	289	-11	-3.67
CHELSEA	KENNEBEC	2522	2584	62	2.458
CHERRYFIELD	WASHINGTON	983	977	-6	-0.61
CHESTER	PENOBSCOT	434	424	-10	-2.3
CHESTERVILLE	FRANKLIN	869	894	25	2.877
CLIFTON	PENOBSCOT	462	477	15	3.247
CODYVILLE	WASHINGTON	43	45	2	4.651
COLUMBIA	WASHINGTON	275	279	4	1.455
COLUMBIA FALLS	WASHINGTON	517	506	-11	-2.13
COOPER	WASHINGTON	105	108	3	2.857
CRANBERRY ISLES	HANCOCK	198	206	8	4.04
CRAWFORD	WASHINGTON	86	84	-2	-2.33
CRYSTAL	AROOSTOOK	349	336	-13	-3.72
CUMBERLAND	CUMBERLAND	5284	5473	189	3.577
CUTLER	WASHINGTON	726	758	32	4.408
CYR	AROOSTOOK	147	120	-27	-18.4
DALLAS	FRANKLIN	146	148	2	1.37
DANFORTH	WASHINGTON	826	788	-38	-4.6
DEBLOIS	WASHINGTON	44	39	-5	-11.4
DENNISTOWN	SOMERSET	30	30	0	0.
DENNYSVILLE	WASHINGTON	296	290	-6	-2.03
DETROIT	SOMERSET	744	737	-7	-0.94
DIXFIELD	OXFORD	2389	2243	-146	-6.11
DREW	PENOBSCOT	57	53	-4	-7.02
DYER BROOK	AROOSTOOK	275	272	-3	-1.09
E	AROOSTOOK	55	49	-6	-10.9
EAGLE LAKE	AROOSTOOK	1019	851	-168	-16.5
EAST MACHIAS	WASHINGTON	1233	1233	0	0.
EAST MILLINOCKET	PENOBSCOT	2372	2240	-132	-5.56
EASTON	AROOSTOOK	1305	1165	-140	-10.7
EASTPORT	WASHINGTON	1982	1820	-162	-8.17
EMBDEN	SOMERSET	536	530	-6	-1.12
FAIRFIELD	SOMERSET	6113	6401	288	4.711
FALMOUTH	CUMBERLAND	6853	6876	23	0.336
FARMINGDALE	KENNEBEC	2535	2411	-124	-4.89
FORT FAIRFIELD	AROOSTOOK	4376	3849	-527	-12.
FORT KENT	AROOSTOOK	4826	4442	-384	-7.96
FRENCHVILLE	AROOSTOOK	1450	1313	-137	-9.45
GARFIELD	AROOSTOOK	107	96	-11	-10.3
GLENWOOD	AROOSTOOK	7	7	0	0.
GRAND ISLE	AROOSTOOK	719	604	-115	-16.
GRAND LAKE STREAM	WASHINGTON	198	182	-16	-8.08
GREAT POND	HANCOCK	45	44	-1	-2.22
GREENVILLE	PISCATAQUIS	1839	1926	87	4.731
HALLOWELL	KENNEBEC	2502	2342	-160	-6.39
HAMLIN	AROOSTOOK	340	258	-82	-24.1
HAMMOND	AROOSTOOK	73	69	-4	-5.48
HANOVER	OXFORD	256	257	1	0.391
HARRINGTON	WASHINGTON	859	878	19	2.212
HAYNESVILLE	AROOSTOOK	169	171	2	1.183
HERSEY	AROOSTOOK	67	65	-2	-2.99
HIGHLAND PLT	SOMERSET	60	57	-3	-5.
HODGDON	AROOSTOOK	1084	1104	20	1.845
HOULTON	AROOSTOOK	6766	6352	-414	-6.12
HOWLAND	PENOBSCOT	1602	1653	51	3.184

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
ISLAND FALLS	AROOSTOOK	981	997	16	1.631
ISLESBORO	WALDO	521	546	25	4.798
JACKMAN	SOMERSET	1003	998	-5	-0.5
JONESBORO	WASHINGTON	553	564	11	1.989
JONESPORT	WASHINGTON	1512	1517	5	0.331
KINGSBURY	PISCATAQUIS	4	4	0	0.
KITTERY	YORK	9314	9758	444	4.767
LAGRANGE	PENOBSCOT	509	530	21	4.126
LAKE VIEW	PISCATAQUIS	20	19	-1	-5.
LAKEVILLE	PENOBSCOT	32	28	-4	-12.5
LEE	PENOBSCOT	688	711	23	3.343
LEWISTON	ANDROSCOGGIN	40481	38286	-2195	-5.42
LINCOLN	PENOBSCOT	5066	5021	-45	-0.89
LINNEUS	AROOSTOOK	752	753	1	0.133
LITTLETON	AROOSTOOK	1009	952	-57	-5.65
LIVERMORE	ANDROSCOGGIN	1826	1724	-102	-5.59
LIVERMORE FALLS	ANDROSCOGGIN	3572	3356	-216	-6.05
LOWELL	PENOBSCOT	194	200	6	3.093
LUBEC	WASHINGTON	2045	1933	-112	-5.48
LUDLOW	AROOSTOOK	403	375	-28	-6.95
MACHIAS	WASHINGTON	2458	2435	-23	-0.94
MACHIASPORT	WASHINGTON	1108	1117	9	0.812
MACWAHOC	AROOSTOOK	126	120	-6	-4.76
MADAWASKA	AROOSTOOK	5282	4541	-741	-14.
MADISON	SOMERSET	4367	4459	92	2.107
MADRID	FRANKLIN	178	183	5	2.809
MAPLETON	AROOSTOOK	1895	1758	-137	-7.23
MARS HILL	AROOSTOOK	1892	1789	-103	-5.44
MARSHFIELD	WASHINGTON	416	416	0	0.
MASARDIS	AROOSTOOK	328	310	-18	-5.49
MATINICUS ISLE	KNOX	66	69	3	4.545
MATTAWAMKEAG	PENOBSCOT	1000	963	-37	-3.7
MEDDYBEMPS	WASHINGTON	110	102	-8	-7.27
MEDFORD	PISCATAQUIS	163	166	3	1.84
MEDWAY	PENOBSCOT	1871	1872	1	0.053
MERCER	SOMERSET	448	457	9	2.009
MERRILL	AROOSTOOK	285	263	-22	-7.72
MEXICO	OXFORD	3698	3402	-296	-8.
MILBRIDGE	WASHINGTON	1306	1295	-11	-0.84
MILLINOCKET	PENOBSCOT	7567	7099	-468	-6.18
MILO	PISCATAQUIS	2624	2585	-39	-1.49
MONSON	PISCATAQUIS	804	835	31	3.856
MONTICELLO	AROOSTOOK	950	873	-77	-8.11
MOOSE RIVER	SOMERSET	252	254	2	0.794
MORO	AROOSTOOK	30	28	-2	-6.67
MOSCOW	SOMERSET	570	569	-1	-0.18
MOUNT CHASE	PENOBSCOT	233	215	-18	-7.73
MOUNT DESERT	HANCOCK	2063	2046	-17	-0.82
NASHVILLE	AROOSTOOK	48	40	-8	-16.7
NEW CANADA	AROOSTOOK	269	242	-27	-10.
NEW LIMERICK	AROOSTOOK	513	492	-21	-4.09
NEW SWEDEN	AROOSTOOK	737	656	-81	-11.
NEWPORT	PENOBSCOT	2755	2882	127	4.61
NORRIDGEWOCK	SOMERSET	2552	2677	125	4.898
NORTH HAVEN	KNOX	373	382	9	2.413

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
NORTHFIELD	WASHINGTON	88	83	-5	-5.68
OAKFIELD	AROOSTOOK	847	845	-2	-0.24
OLD TOWN	PENOBSCOT	8422	8360	-62	-0.74
ORIENT	AROOSTOOK	97	91	-6	-6.19
ORLAND	HANCOCK	1645	1708	63	3.83
ORONO	PENOBSCOT	10578	9200	-1378	-13.
ORRINGTON	PENOBSCOT	3244	3337	93	2.867
OSBORN	HANCOCK	47	48	1	2.128
OWLS HEAD	KNOX	1633	1695	62	3.797
OXBOW	AROOSTOOK	84	67	-17	-20.2
PASSAMAQUODDY PLEASANT	WASHINGTON	549	544	-5	-0.91
PATTEN	PENOBSCOT	1368	1291	-77	-5.63
PEMBROKE	WASHINGTON	920	888	-32	-3.48
PENOBSCOT	HANCOCK	1104	1109	5	0.453
PENOBSCOT INDIAN ISLAND	PENOBSCOT	458	416	-42	-9.17
PERHAM	AROOSTOOK	437	402	-35	-8.01
PERU	OXFORD	1564	1605	41	2.621
PITTSFIELD	SOMERSET	4125	4172	47	1.139
PITTSTON	KENNEBEC	2267	2321	54	2.382
PLEASANT RIDGE	SOMERSET	99	94	-5	-5.05
PORTAGE LAKE	AROOSTOOK	562	491	-71	-12.6
PORTLAND	CUMBERLAND	61572	62353	781	1.268
PRENTISS	PENOBSCOT	205	200	-5	-2.44
PRESQUE ISLE	AROOSTOOK	11172	10701	-471	-4.22
PRINCETON	WASHINGTON	994	1009	15	1.509
RANDOLPH	KENNEBEC	1834	1925	91	4.962
RANGELEY	FRANKLIN	1023	1057	34	3.324
RANGELEY PLT	FRANKLIN	69	67	-2	-2.9
ROBBINSON	WASHINGTON	492	465	-27	-5.49
ROCKLAND	KNOX	7919	8011	92	1.162
ROCQUE BLUFFS	WASHINGTON	244	247	3	1.23
RUMFORD	OXFORD	8240	7146	-1094	-13.3
SANDY RIVER	FRANKLIN	50	50	0	0.
SEBEC	PISCATAQUIS	469	464	-5	-1.07
SHERMAN	AROOSTOOK	1021	1042	21	2.057
SHIRLEY	PISCATAQUIS	242	244	2	0.826
SKOWHEGAN	SOMERSET	8098	8314	216	2.667
SMITHFIELD	SOMERSET	748	784	36	4.813
SMYRNA	AROOSTOOK	354	348	-6	-1.69
SOUTH PORTLAND	CUMBERLAND	22712	22735	23	0.101
SOUTHWEST HARBOR	HANCOCK	1855	1867	12	0.647
SPRINGFIELD	PENOBSCOT	443	434	-9	-2.03
ST. AGATHA	AROOSTOOK	1035	893	-142	-13.7
ST. FRANCIS	AROOSTOOK	839	774	-65	-7.75
ST. JOHN	AROOSTOOK	322	293	-29	-9.01
STACYVILLE	PENOBSCOT	554	534	-20	-3.61
STARKS	SOMERSET	440	459	19	4.318
STEUBEN	WASHINGTON	970	999	29	2.99
STOCKHOLM	AROOSTOOK	319	299	-20	-6.27
STONEHAM	OXFORD	204	205	1	0.49
TALMADGE	WASHINGTON	40	39	-1	-2.5
TEMPLE	FRANKLIN	518	531	13	2.51
THE FORKS	SOMERSET	90	89	-1	-1.11
TOPSFIELD	WASHINGTON	240	236	-4	-1.67
TREMONT	HANCOCK	1222	1197	-25	-2.05

MUNICIPALITY	COUNTY	POPULATION 1980	POPULATION 1987	CHANGE IN POP.	PERCENT CHANGE
VAN BUREN	AROOSTOOK	3557	2839	-718	-20.2
VANCEBORO	WASHINGTON	256	233	-23	-8.98
VEAZIE	PENOBSCOT	1610	1666	56	3.478
VERONA	HANCOCK	559	573	14	2.504
VINALHAVEN	KNOX	1211	1222	11	0.908
WADE	AROOSTOOK	285	254	-31	-10.9
WAITE	WASHINGTON	130	123	-7	-5.38
WALLAGRASS	AROOSTOOK	653	585	-68	-10.4
WASHBURN	AROOSTOOK	2028	1873	-155	-7.64
WATERVILLE	KENNEBEC	17779	16085	-1694	-9.53
WEBSTER	PENOBSCOT	82	79	-3	-3.66
WELD	FRANKLIN	435	418	-17	-3.91
WESLEY	WASHINGTON	140	143	3	2.143
WEST FORKS	SOMERSET	72	75	3	4.167
WEST PARIS	OXFORD	1390	1420	30	2.158
WESTBROOK	CUMBERLAND	14976	15543	567	3.786
WESTFIELD	AROOSTOOK	647	596	-51	-7.88
WESTMANLAND	AROOSTOOK	53	49	-4	-7.55
WESTON	AROOSTOOK	155	151	-4	-2.58
WHITING	WASHINGTON	335	336	1	0.299
WHITNEYVILLE	WASHINGTON	264	267	3	1.136
WILTON	FRANKLIN	4382	4261	-121	-2.76
WINN	PENOBSCOT	503	508	5	0.994
WINSLOW	KENNEBEC	8057	7771	-286	-3.55
WINTERVILLE	AROOSTOOK	235	219	-16	-6.81
WOODLAND	AROOSTOOK	1369	1250	-119	-8.69
WOODSTOCK	OXFORD	1087	1134	47	4.324
WOODVILLE	PENOBSCOT	226	211	-15	-6.64

GROWTH MANAGEMENT PROGRAM
JANUARY 1989 PLANNING GRANTS

(TIER 1/ROUND 1)

DECEMBER 23, 1988

ANDROSCOGGIN VALLEY COUNCIL OF GOVERNMENTS (2)
OXFORD, OTISFIELD

EASTERN MID-COAST REGIONAL PLANNING COMMISSION (2)
WARREN, WASHINGTON

GREATER PORTLAND COUNCIL OF GOVERNMENTS (9)
BRIDGTON, CASCO, GRAY, HARRISON, NAPLES, NEW GLOUCESTER,
NORTH YARMOUTH, RAYMOND, STANDISH

HANCOCK COUNTY REGIONAL PLANNING COMMISSION (2)
DEDHAM, SURRY

LINCOLN COUNTY (5)
BOOTHBAY, EDGECOMB, NEWCASTLE, WHITEFIELD, WISCASSET

NORTH KENNEBEC REGIONAL PLANNING COMMISSION (4)
ALBION, BENTON, CLINTON, OAKLAND

NORTHERN MAINE REGIONAL PLANNING COMMISSION (2)
LIMESTONE, SHERMAN

PENOBSCOT VALLEY COUNCIL OF GOVERNMENTS (5)
BRADFORD, CARMEL, CHARLESTON, LEVANT, STETSON

SOUTHERN KENNEBEC PLANNING AND DEVELOPMENT COUNCIL (4)
DRESDEN, LITCHFIELD, RICHMOND, WOOLWICH

SOUTHERN MAINE REGIONAL PLANNING COMMISSION (21)
ACTON, BALDWIN, BERWICK, BROWNFIELD, BUXTON, CORNISH,
ELIOT, HOLLIS, LEBANON, LIMERICK, LIMINGTON, LYMAN,
NEWFIELD, NORTH BERWICK, PARSONFIELD, SANFORD,
SHAPLEIGH, SOUTH BERWICK, WATERBORO, WELLS, YORK

WASHINGTON COUNTY REGIONAL PLANNING COMMISSION (2)
CUTLER, PERRY

SUMMARY OF GUIDELINES FOR MAINE'S GROWTH MANAGEMENT PROGRAM

December 1988

The State of Maine offers its residents a unique and valued quality of life, a quality of life defined by the State's vast natural resources and its traditional patterns of development. It is this same quality of life, however, that is increasingly attracting more and more permanent and seasonal residents to Maine. The amount and rate of land development that is occurring to accommodate these new residents has exceeded, or threatens to exceed, the capacities of Maine municipalities to effectively manage this growth in a manner that maintains Maine's quality of life.

The reactive, case-by-case approach to land use control currently used by most Maine municipalities has been ineffective, or even detrimental, in dealing with Maine's increasing growth. To effectively deal with this growth, Maine municipalities need to develop and apply programs that plan and manage future growth in a comprehensive manner. In response to this need, the State Legislature enacted the Comprehensive Planning and Land Use Regulation Act of 1988. This Act ensures the establishment of local growth management programs based on comprehensive planning throughout the state, establishes State programs to provide municipalities with the financial and technical assistance necessary to effectively prepare and implement their growth management programs, and establishes a process for the review of growth management programs to ensure their consistency with the Act's requirements. The Act creates a strong partnership among municipalities, regional councils, and State government - a partnership in which municipalities take responsibility for their own growth management, and State government and regional councils provide them guidance and financial, technical, and advisory review assistance.

These guidelines provide those municipalities currently being offered planning assistance grants instructive guidance in developing an effective local growth management program that is consistent with the Act. They suggest a comprehensive planning process that can be undertaken by any municipality, large or small, and should result in a comprehensive plan that, when implemented, will effectively address local needs, regional issues, and State goals. The following outline notes the contents of the guidelines.

I. OVERVIEW OF THE COMPREHENSIVE PLANNING AND LAND USE REGULATION ACT

A. Purpose of the Act

The Comprehensive Planning and Land Use Regulation Act of 1988 establishes a cooperative program of growth management among municipalities, regional councils, and the State. The Act establishes state goals to provide overall direction and consistency to municipal and State agency actions that affect the management of natural resources and land use. It also establishes technical and financial assistance programs through the State's Office of Comprehensive Planning and regional councils to encourage and help municipalities develop local growth management programs. The Act also establishes a process by which the State and regional councils review local growth management programs to ensure their consistency with the Act.

B. Requirements of the Act

Each Maine municipality, except those within the jurisdiction of the Maine Land Use Regulation Commission, must develop a local growth management program that is consistent with the Act. Local growth management programs are to include a comprehensive plan and an implementation program.

A municipality's existing land use regulations will become without force if the municipality fails to adopt a comprehensive plan consistent with the Act within a certain time after the Act's deadline for submittal of a comprehensive plan for State review.

After developing a local growth management program pursuant to the Act, a municipality may request the State's Office of Comprehensive Planning to certify its local growth management programs as consistent with the Act's provisions. Such certification is a prerequisite for certain State grants and assistance.

C. Local Growth Management Program Defined

1. Local Growth Management Program

A local growth management is a continuing process whereby a municipality establishes goals for its future, defines policies designed to attain the goals, designs and executes strategies to implement the policies, and monitors the effectiveness of the policies and strategies in attaining the goals.

2. Comprehensive Plan

The comprehensive plan is the backbone of the local growth management program. It serves as vision of community's future, as a source of basic information about community conditions, and as a guide to rational land use decisions.

The comprehensive plan describes and analyzes community conditions, identifies important issues, establishes goals for the community's future growth and development, and defines policies and implementation strategies to achieve its goals.

3. Implementation Program

The implementation program consists of the specific programs, policies, ordinances, regulations, and other municipal actions through which a municipality implements its comprehensive plan.

4. Consistency with the Act

To be consistent with the Act, a local growth management program must consist of a comprehensive plan that rationally addresses State goals, State coastal policies, regional policies, and other requirements in the Act, and an implementation program that effectively carries out the implementation strategies in the comprehensive plan in a manner consistent with the Act.

D. Local Discretion

Although the Act's state goals provide overall direction and consistency to the development of local growth management programs, the specific purpose and direction of a municipality's local growth management program is principally determined by the municipality, and must fit the particular situation of that community.

II. PURPOSE AND ORGANIZATION OF GUIDELINES

A. Purpose of Guidelines

The guidelines are intended to assist the first priority municipalities prepare work programs for developing

their local growth management programs in a manner consistent with the Act's requirements. They are advisory and do not serve as state agency rules.

The guidelines offer instructive, directional, and positive guidance to aid a municipality in developing an effective local growth management program that is consistent with the Act. They cover the whole range of subjects addressed by the Act's established state goals, yet encourage responses that are appropriate and unique to a community. They outline a planning and management process that can be undertaken in every municipality, even those with limited planning resources.

The words "shall" and "should" appear throughout the guidelines. "Shall" refers to actions the Act requires municipalities to undertake. "Should" refers to actions recommended to develop a local growth management program that is consistent with the Act.

B. Organization of Guidelines

The guidelines are organized to assist municipalities develop their local growth management programs, generally corresponding with the procedural stages involved in the development, review, and adoption of a comprehensive plan and an implementation program.

C. Data Requirements

Although the guidelines outline all data that a municipality should consider collecting to meet the Act's inventory requirements, they recognize that not all data items listed may be relevant, or readily available, to all municipalities. Municipalities should use their discretion in determining what data items are relevant to their situation. The guidelines call for comprehensive plans based on existing data and do not require municipalities to conduct extensive data collection. The Office of Comprehensive Planning is currently identifying existing data available from state and regional sources.

III. ORGANIZING FOR COMPREHENSIVE PLANNING

A. Designate a Local Planning Committee

Each municipality must designate a local planning committee, which will be responsible for developing the comprehensive

plan, initiating development of the implementation program, and monitoring and updating the local growth management program. Committee membership should be broadly representative of the community.

B. Assess Available Planning Resources

The local planning committee should begin its planning process by assessing the availability of resources important to the development of its comprehensive plan, such as experience, organization, personnel, expertise, and funding.

C. Outline the Planning Process

A comprehensive planning process should include at least the following stages: preliminary assessment, inventory and analysis, establishment of goals and objectives, development of policies and plans, development of an implementation strategy.

D. Prepare a Citizen Participation Program

1. Citizen Participation Program

- encourage participation by persons with a wide range of interests
- provide opportunities for participation at all stages of the planning process
- use a variety of efforts and techniques
- provide feedback mechanisms

2. Specific Notice Requirements

- may be modified in accord with locally established procedures
- meetings to be open, with notice
- notice of public hearing required
- comprehensive plan to be available for public inspection

E. Coordinate with Contiguous Municipalities and Regional Councils

- exchange information re: resources and facilities shared with contiguous municipalities
- coordinate planning with regional councils

F. Consider Joint Planning

- encouraged between contiguous municipalities with common geographical features or shared public facilities and services
- formal agreement required

G. Determine the Planning Period

- direct goals, objectives, and policies to at least 10-year periods
- design implementation strategies for a 5-year period

H. Formulate a Work Program

- specify tasks, outputs, and responsibilities for each stage of the planning process

IV. THE COMPREHENSIVE PLANNING PROCESS

A. Conduct a Preliminary Assessment

- to give direction and focus to subsequent planning efforts
- identify community values and goals, identify community assets and liabilities, and identify and prioritize planning issues to be addressed by the comprehensive plan

B. Inventory and Analyze Data

1. Identify Required Information

- specify types, scope, and detail of needed information
- information needs variable among municipalities

2. Describe Community Character
 - gives perspective to community conditions and values
3. Inventory and Analyze Population
 - inventory by permanent/seasonal, age, sex, education, occupation, household size and income
 - identify trends
 - project population
4. Inventory and Analyze Existing Land Uses
 - inventory by type, amount, and location
 - identify trends
5. Inventory and Analyze Transportation Systems
 - inventory by mode, location, and capacity
 - assess condition and future demand
6. Inventory and Analyze Public Facilities and Services
 - inventory by system, condition, service area, usage and capacity
 - project future demands and needs
7. Inventory and Analyze Municipality's Fiscal Capacity
 - assess revenue sources, expenditures, and tax burden
 - assess capacity to finance facilities and services needed to serve future development
8. Inventory and Analyze the Local Economy
 - inventory major employers and labor force
 - identify strengths and weaknesses of local economy
 - identify opportunities for economic development

9. Inventory and Analyze Housing
 - inventory by type, tenure, occupancy, size, cost, condition, etc.
 - identify trends
 - assess needs, especially for affordable housing
10. Inventory and Analyze Natural Resources (water resources and critical land resources)
 - inventory significant water resources and critical land resources and assess their vulnerability to degradation
 - assess need for public water supplies and protection
11. Inventory and Analyze Marine Resources
 - inventory natural areas and community facilities related to the marine resources industry
 - identify trends and use conflicts
 - assess adequacy of facilities and improvement needs
12. Inventory and Analyze Cultural Resources (historic and archeological resources, recreational resources, scenic resources)
 - inventory historic and archeological sites, recreational facilities, open space areas, hunting and fishing areas, access to surface waters, and scenic areas
 - assess condition and importance of historic and archeological resources, condition of and needs for recreational facilities, and importance of scenic areas
13. Summarize Inventories and Analyses
 - prepare land use map(s)
 - develop findings re: existing conditions and future needs
 - identify relationships among findings

C. Develop Policies

1. Establish Policies

- include State goals, State coastal policies, regional policies, local goals and policies

2. Develop a Land Use Plan (with growth and rural areas)

- to show how alternative policies will affect future land use and development patterns, and to serve as a basis for designing implementation strategies
- designate at least growth and rural areas
- growth areas and rural areas defined

D. Develop an Implementation Strategy

1. Develop Implementation Strategies

- specify programs, activities and regulations to be used to implement the plan, including timetables and responsibilities
- evaluate alternative strategies

2. Address Legislative Guidelines

- strategies must be consistent with guidelines in the Act

E. Develop a Regional Coordination Program

- for the coordinated management of resources and facilities shared among adjacent municipalities or within a region

V. STATE AND REGIONAL COUNCIL REVIEW OF COMPREHENSIVE PLAN

A. Submittal of Plan

B. State Agency and Regional Council Review

C. Office of Comprehensive Planning Comments

VII. IMPLEMENTATION PROGRAMS

- A. Implementation Program Required
- B. State and Regional Council Review of Zoning Ordinance
 - 1. Submittal of Ordinance
 - 2. State Agency and Regional Council Review
 - 3. Office of Comprehensive Planning Comments
- C. Zoning Ordinance Adoption

VIII. LOCAL GROWTH MANAGEMENT PROGRAM MONITORING AND AMENDMENT

- A. Need for Monitoring
- B. Periodic Review and Revisions
- C. Other Revisions
 - 1. Comprehensive Plan
 - 2. Implementation Program Components

IX. STATE ASSISTANCE PROGRAMS

- planning matching grant program, implementation matching grant program, technical assistance, assistance to regional councils, municipal code enforcement officer training, and legal defense fund

X. DEFINITIONS

- affordable housing, capital investment plan, commercial fishing activities, commercial forest land, maritime activities, prime farmland, public shoreland access, scenic areas, significant wildlife and fisheries habitat, unique natural areas, etc.

Planning Grant Guidelines

Introduction

The planning grant program is a state offering of participative grant funding (75% State/25% local share) for the development of a comprehensive plan under the Comprehensive Planning and Land Use Regulation Act ("Act"). The formal offer of this grant to a municipality initiates the submittal requirements for comprehensive planning as stated by the Act. These funds are also intended to initiate a relationship between the municipalities and the Office of Comprehensive Planning ("Office") for guidance, technical assistance and other support activities.

Eligible Planning Costs

The guiding principle for eligible costs is that they must be costs directly attributable to the comprehensive plan development and approval. The eligibility of costs will apply to both State funds and the local share. Eligible costs will include expenses incurred by the municipality in comprehensive planning activities for research, data collection, public participation, policy development, developing implementation strategies and other related activities.

Costs which are directed to actual implementation program activities (i.e., zoning ordinance development), beyond the required comprehensive plan guidance in policy and description of implementation requirements, will not be eligible under this grant program. A separate implementation grant program is envisioned for development and implementation of the rest of the local growth management program beyond the comprehensive plan.

All costs should be related to approved work tasks in the contract work program (Rider A) and prioritized according to the overall needs and requirements of that program. The guiding principle shall be the development and approval of the comprehensive plan during the two year period. The oversight of cost accounting should be directed so that no specialized expense or spending in any one area should jeopardize the overall plan development by the contract submission date.

Labor Expense

The municipality may hire planners, technical staff and other support staff under the condition that only the salaries or portions of those salaries that are directly attributable to comprehensive plan development and approval will be eligible. Record of the staff qualifications, pay rate and of actual time spent in these activities must be maintained.

Travel Expense

These might include travel expenses for local government employees or volunteers in conducting surveys, inventories and other data gathering activities. Travel allowance for automobile use shall not exceed the state rate of \$.22/mile. All other related travel expenses will generally not be eligible, but may be approved by the contract manager on a case-by-case basis.

Materials and Copying Expenses

The acquisition of office supplies, reference materials and other materials necessary to the development of plan will be eligible. Copying of maps, records and other materials will also be eligible.

Capital Equipment

For the purpose of this program this equipment will include those items that have an expected life of more than one year, which would include furniture and computers. These expenses will be severely limited due to their high cost and must be directly attributable to development of the comprehensive plan. Minor furniture, such as file cabinets and work tables will be eligible. Computer equipment will be allowed only to municipalities that have no existing computer/word processing capability. The municipality will be limited to a maximum of \$1,000 eligibility for qualifying equipment purchases.

All of the approved capital acquisitions will become the property of the municipality. Municipalities are eligible and encouraged to participate in state purchasing contracts and regional council joint purchasing (where available) that allow for reduced prices on certain items.

Consulting Subcontracts

The hiring of consultants for the development of the municipality's comprehensive plan, or portions thereof, for costs in excess of \$1200, will be by contract to the municipality, under a competitive bid process. The municipality also has the option of contracting with a specific consultant or the regional council for these services, as a sole source (see requirements for sole source qualification). The Office must be forwarded a copy of all subcontracts within 10 days of their execution.

Competitive Bid Process

The competitive process allows the municipality to review a range of consulting services available to them prior to their selection of a consultant. The process under a request for proposal or other presentation process allows their municipality to view their planning program from a range of approaches and possible solutions to problems. The comparison of various proposals and consulting firms allows the municipality to select the consultant that will provide the best services for the funding available and one that the municipality can work with.

Request For Proposal (RFP)

The RFP process is a practice of soliciting bids based on a request or statement of project needs. The municipality will announce the plan requirements or portions of the plan that it will require. The announcement will either be as an advertisement in a newspaper of wide circulation or a direct solicitation by mail to several consultants, in order to get a minimum of three bids to consider. Consulting firms will then provide the municipality with its work plan, schedule, staffing and a bid for the total cost. The municipality will then decide which consultant has the best approach and staff, for the municipality's planning needs.

The municipality will specify the products and services it will require of a consultant. This should be developed from the work program or portions of the program. The request should be as detailed as possible. The municipality should also specify the information it will require in the RFP. This information should include any information a reviewing committee would require prior to an interview process. This information should include, but not be limited to:

1. the firm's history and experience (with references);
2. proof of professional competence
 - a. Resumes of staff directly involved in the contract,
 - b. Resources (professional and supporting staff, equipment, etc.), and
 - c. Examples of their work;
3. the firm's approach to the work program, including their methods and techniques; and
4. a schedule of the planning activities and components, and when they will be delivered to the municipality.

Sole Source Justification

A sole source arrangement is where a municipality selects a single contractor without applying a competitive bid process. Sole source arrangements must be approved by the Office when the municipality can justify the reasons for not putting the project out to bid. This justification will be presented to the Office by letter, prior to contract approval. Situations that would represent a good cause would include:

1. a specialized consultant that has expertise unique to the region or the municipality;
2. a consultant that has an existing contract with the municipality that is involved to the point that a change in consultant firms would jeopardize the time and cost invested in the comprehensive plan revision; or
3. the municipality either has the same relationship with a regional council or would prefer contracting with the regional council.

Initial Payments (30%)

A local government will receive an initial payment of 30% of the state share after the contract has been executed by all

parties. All municipalities offered grant funding after October 1, 1989 must have their local share appropriated prior to the initial payment.

Mid-point Payments (two at 30% each)

The mid-point payments will be designed on the basis of the work program approved by the Office and attached to the contract. An example of a preferred contract situation is presented below:

A. Second Payment Point (30%)

Made after Office review of invoices of monies spent to date; schedule of local share payment; proof of public participation (notification of public meetings and workshops); minutes of meetings and workshops; and presentation of products developed to date, to include (depending on individual work plan):

1. draft data and analysis presentation (with data summary);
2. work program for the development of policy and implementation strategies (in detail - either in more detail than the contract work program or a modification of that work program);
3. draft appraisal of local plan's relationship to regional policies and issues; and
4. draft appraisal of the local plans relationship to the State goals.

B. Third Payment Point (30%)

Made after Office review of invoices of monies spent to date; proof of spending or appropriation of local share; proof of public participation (notification of public meetings and workshops); minutes of meetings and workshops; and presentation of products developed to date, to include (depending on individual work plan):

1. final data and analysis presentation (with data summaries);
2. draft Policy development section;
3. draft implementation strategies;

4. final appraisal of how the local plan addressed both the regional policies and the State goals; and
5. assessment of intergovernmental impacts of the draft plan.

Final Payment (10%)

The final payment will be sent upon receipt of proof that the state reviewed comprehensive plan has been officially prepared for approval by the municipal legislative body.

Contract Records

All records, documents, reports, invoices, letters or other material which is involved in this planning grant program shall be maintained by the municipality. The municipality shall assure that these records are available at reasonable times for review, inspection or audit by state personnel and other personnel duly authorized by the Office

Contract Work Program

Each municipality will, with assistance from their regional council and the Office, prepare a work program to either revise an existing comprehensive plan or develop a new comprehensive plan that will conform to the requirements of the Act. The work program will be staged either as the example in the payment schedule (above) or as specifically required for that municipality's need.

Conditions or requirements for an executed contract

The contracts will require the signature of the chief elected official, proof of municipal legislative action to accept the planning grant contract and an approved work program attached to the contract as Rider A.