

Chapter Seven: Regional Coordination

The Town of Boothbay is part of the Boothbay peninsula that includes the Towns of Boothbay, Boothbay Harbor, Edgecomb, and Southport. There is a strong interrelationship between the peninsula communities that is reflected throughout the plan. At the same time, Boothbay is also part of the larger MidCoast area including the Route One corridor. While the focus of this Comprehensive Plan is on the Town of Boothbay, this chapter looks at the peninsula-wide and regional issues facing Boothbay and how those are proposed to be addressed.

The Town is currently involved in a wide variety of shared services and facilities. The following is an overview of some of those activities:

- The Town's public sewer system is part of the Boothbay Harbor Sewer District.
- The Town's public water system is operated by the Boothbay Region Water District.
- The Town's students are educated in regional school districts that include Boothbay Harbor as well as Edgecomb, Southport, and Georgetown.
- The Town's solid waste and recycling is handled through a regional system.
- The Town's police services are provided by the Lincoln County Sheriff's Department.
- Rescue services are provided by a regional ambulance service.
- The Town has mutual aid agreements with nearby communities for fire services.

The Town is actively involved in a number of regional organizations and initiatives including regional planning and economic development organizations and has recently formed a regional economic development committee with the Town of Boothbay Harbor.

A. Shared Services and Facilities

The Town participates in a number of efforts to share services and facilities with surrounding communities as outlined above. The Town is committed to continuing to explore additional ways in which area communities can cooperate to increase the quality or efficiency of municipal operations and reduce costs. Action D.1-2 in

Chapter 5 promotes the concept of continuing to explore shared approaches for service delivery and shared facilities and equipment.

B. Proposed Multi-Community or Regional Initiatives

Chapter 5 Community Goals and Policies outlines a number of areas in which activities are proposed that involved multiple communities or regional efforts. The following is an overview of those activities referenced to the specific actions in Chapter 5. For example, Action E.1-1 proposes that the Town develop a comprehensive open space plan and that it do it in coordination with the regional land trust, the regional water district, and the other peninsula towns as well as with other parties.

- Action A.2-3 provides support for the regional school system
- Action A.2-4 addresses providing quality jobs in both the community and region
- Action B.1-4 calls for active participation with Boothbay Harbor and regional economic development organizations to attract jobs
- Actions B.3-2 addresses protecting existing and providing new marine facilities in conjunction with the regional land trust
- Action B.3-4 calls for working with Boothbay Harbor to explore the creation of an off-shore Marine Enterprise Zone
- Action B.4-1 looks at improved IT services throughout the peninsula
- Action B.4-2 address improving the attractiveness of the peninsula as a 21st Century tourist destination
- Actions B.4-3 and G.1-1 provide support for improving traffic through Wiscasset
- Action B.4-4 addresses improving traffic flow on the peninsula
- Action C.2-1 promotes a regional affordable housing strategy
- Actions E.1-1 proposes development of an open space plan in conjunction with regional interests and the other peninsula communities
- Actions E.2-1 and G.3-1 call for development of a peninsula-wide trail and pedestrian facility plan
- Action G.1-2 looks at expanded bus and train service to Wiscasset and throughout the Route One corridor
- Action G.1-3 explores a possible study of regional ferry service
- Action G.5-5 addresses extending a sidewalk to the YMCA in Boothbay Harbor
- Action G.6-1 looks at exploring trolley or shuttle service in conjunction with

Boothbay Harbor

- The actions in section K of Chapter 5 all address ways to improve and coordinate the educational services provided by the regional school district.

Chapter Eight: Implementation Strategy

Part 2 of this Comprehensive Plan lays out a wide range of actions that the Town of Boothbay and other community groups will need to undertake to carry out the identified policies. For this Plan to be successful, the Town needs to systematically and comprehensively implement these recommendations. This chapter sets out a recommended implementation strategy to guide that process.

A. Management of the Implementation Process

Successful implementation of the recommendations of the Comprehensive Plan will require that there be ongoing oversight of, and responsibility for, the implementation of the Plan. In simple terms, some body or group must “own” the plan and be accountable for the progress of implementing the Plan. While the ultimate responsibility for implementing the Plan’s recommendations lies with the Board of Selectmen and Town Manager, it is unreasonable to expect that the Selectmen and Manager will manage the day-to-day implementation of all of the various proposals. The Town staff will play a major role in implementing the Plan but it is recommended that the Board of Selectmen designate a committee or board to have overall responsibility for the implementation process.

Therefore, a key implementation strategy is for the Board of Selectmen to designate the board or committee that will have this responsibility. This could be an ad hoc Comprehensive Plan Implementation Committee appointed by the Board consisting of Select Board and Planning Board representatives together with interested citizens. An alternative would be to assign this responsibility to the Planning Board or another group. This “implementation group” should have the following responsibilities:

- Coordinating the submission of the Plan to the State for review including consideration of any feedback from the state on the plan. If the State finds that changes in the Plan will be necessary for the state to find the Plan consistent with the State Growth Management Program, the Town should consider whether changes should be made, and if so, the group should recommend revisions to the Town Meeting to bring the plan into conformance with the state standards.
- Coordinating the efforts of the Town staff and other boards and commissions in conjunction with the Town Manager to implement the recommendations.

- Providing the Board of Selectmen with periodic reports on the progress of implementing the Plan together with proposals for revising the implementation strategy and/or amending the Plan if necessary.
- Providing the voters with an annual report on the progress of implementing the Plan as part of the annual Town Report.
- Conducting periodic evaluations in conjunction with the Town Manager and the Board of Selectmen to review the progress in implementing the Plan and to identify implementation priorities for the coming year.

B. Policy References

The Implementation Strategy that follows in Section C lays out a strategy for implementing the proposals set out in Chapter 5, Community Goals and Policies, and Chapter 6, Land Use Objectives and Policies. Section C is indexed to the action numbers for each plan element in Chapter 5 so the full language and context of the proposal can be easily referenced. References to the appropriate plan element and policy are indicated in the first column by a listing such as Action 1.3-1. All actions from Chapter 6, Land Use Objectives and Policies, are identified in the first column by FLUP. This means that the proposed action relates to the Future Land Use Plan and other land use policies in Chapter 6.

As a note, not all policies are referenced in the Implementation Strategy. Some policies in the Plan simply direct and encourage the Town to maintain current regulations, programs, and partnerships. These ongoing activities are only included in the Implementation Strategy if they require active participation by the Town in the future, and not simply leaving current programs, ordinances or guidelines in place.

C. Implementation Strategy

The Implementation Strategy lays out a program for carrying out the various actions that are set forth in this Plan. The various strategies are assigned to a time frame for implementation as follows:

Ongoing Activities – These are actions that the Town routinely does on an on-going or annual basis or that are already in progress.

Short-Term Activities – These are actions that should be completed within two years of the adoption of the Plan. This includes the zoning amendments necessary to bring the ordinance into conformance with the Future Land Use Plan.

Longer-Term Activities – These are actions that will take more than two years to complete. The expectation is that these activities will be completed within ten years of the adoption of the Plan. In some cases, these are initiatives that cannot be undertaken under present circumstances, and will need to be put aside for a number of years before they can be implemented.

For each action, the Implementation Strategy identifies the person, group, or organization that should have primary responsibility for carrying out that activity. The strategy recognizes that other people, committees, or organizations in addition to the designated primary implementer will be involved in many of the actions. The intent is to set out the person, group or organization that will be the “mover” for that activity and will be responsible for seeing that it is carried out.

The Implementation Strategy is presented as a multi-page matrix:

Ongoing Activities		
Regulatory Issues		
Policy Reference	Activity	Primary Responsibility
Action I.6-1	Periodically review and update the floodplain management provisions	Planning Board
Ch 6 8	Update the Shoreland Zoning Map to show the Resource Protection Districts	Planning Board and CEO
Capital Projects and Funding		
Policy Reference	Activity	Primary Responsibility
Action B.1-3	Continue to use innovative financing to create good-quality, year-round jobs	Board of Selectmen
Actions B.3-1 and I.5-1	Maintain, improve and increase public access points and facilities	Port Committee and Land Trust
Actions B.3-2, E.3-1, and I.5-2	Work to protect existing marine facilities and points of access and provide new facilities and access	Land Trust and Port Committee
Action D.1-1	Plan for the regular maintenance and upgrading of Town buildings and facilities	Town Manager
Action G.5-1	Extend a sidewalk from Clifford Park to the YMCA	Town Manager

Action J.2-1	Improve the process for planning for and funding major capital investments	Board of Selectmen and Town Manager
Action J.2-2	Continue to seek outside funding for planned improvements	Town Manager
Action J.2-3	Consider the use of alternative funding approaches for planned improvements	Board of Selectmen and Town Manager
Partnerships and Other Initiatives		
Policy Reference	Activity	Primary Responsibility
Actions A.1-2 and A.2-4	Increase the number of good quality, year-round jobs	Town Manager, Economic Development Committee
Action A.2-2	Support recreational facilities and programs	Board of Selectmen
Action A.2-3	Support efforts by the Boothbay-Boothbay Harbor school system	Board of Selectmen
Action B.1-2	Cooperate in providing year-round water and public sewer to create good-quality, year-round jobs	Board of Selectmen
Action B.4-1	Work to assure availability of IT services	Town Manager
Actions B.4-3 and G.1-1	Support efforts to improve the Wiscasset bottleneck	Board of Selectmen and Town Manager
Action E.1-2	Provide information on current use tax programs to property owners	Assessor
Action E.3-2	Work with the Water District to maintain the public access to Knickerbocker Lake	Town Manager
Action F.1-7	Ensure that roadwork in the Watershed Overlay District is done in accordance with BMPs	Town Manager
Action F.1-9	Ensure that public property in the Watershed Overlay District is properly maintained to minimize runoff and erosion	Town Manager
Action I.1-2	Encourage applicants for development approvals to undertake a pre-application site inventory and analysis	CEO
Action J.1-1	Create an environment that encourages private investments that expand the tax base	Board of Selectmen and Town Manager
Action K.1-1	Establish a process for periodically reviewing the CSD charter	School Board and Board of Selectmen
Action K.1-2	Establish a process for sharing information about the school system	Town Manager

Action K.2-1	Support efforts by the school system to provide a vibrant, innovative environment	Board of Selectmen
Action K.3-1	Promote successes and achievements of the school district and its students	School Board and Board of Selectmen
Action K.3-2	Promote awareness of the Boothbay Region Student Aid Fund	School Board and Board of Selectmen

Short-Term Activities (Within 2 Years)

Regulatory Issues

Policy Reference	Activity	Primary Responsibility
Actions A.1-1, C.1-1, and FLUP	Revise the land use regulations to allow construction of multifamily housing in designated areas	Planning Board
Actions A.2-1, C.1-2, and FLUP	Revise the land use regulations to allow smaller lot sizes in areas with public sewer and year-round public water	Planning Board
Action B.1-1	Revise the land use regulations to provide a supply of land for commercial and industrial development	Planning Board
Actions B.2-1, B.2-2, and B.2-3	Revise standards for home occupations	Planning Board
Action B.3-3	Review zoning requirements related to traditional marine uses	Planning Board
Action F.1-2	Adopt new performance based standards for the Watershed Overlay Zone	Planning Board and Boothbay Region Water District
Action F.2-2	Consider density relative to groundwater protection in the land use provisions	Planning Board
Action F.2-3	Implement a short-term groundwater protection program	Planning Board and CEO
Action H.1-1	Review and revise historic and archaeological submission requirements for development approvals	Planning Board
Action H.1-2	Require consideration of historic and archaeological resources in development proposals	Planning Board
Action I.1-1	Review and revise natural resource submission	Planning Board

	requirements for development approvals	
Action I.2-4 and FLUP	Require landscaped buffers for developments along Routes 27 and 96	Planning Board
Action I.4-1	Require projects with more than 5,000 SF of impervious surface to use LID BMPs for stormwater management	Planning Board
FLUP	Revise the Zoning Ordinance to incorporate the proposals in the Future Land Use Plan	Planning Board
Ch 6 3	Update the site plan review provisions for reviewing development proposal	Planning Board
Studies and Plans		
Policy Reference	Activity	Primary Responsibility
Action D.2-1	Undertake energy audits of Town buildings and facilities	Town Manager
Action E.1-1	Develop a comprehensive open space plan	Board of Selectmen and Town Manager
Actions E.2-1 and G.3-1	Develop a peninsula-wide trail and pedestrian facility plan	Board of Selectmen and Town Manager
Actions E.2-2 and G.3-2	Develop a local trail and pedestrian facility plan	Board of Selectmen and Town Manager
Action F.1-1	Undertake a detailed study of the watersheds of Adams Pond and Knickerbocker Lake	Boothbay Region Water District
Action F.2-1	Develop a detailed work program for the comprehensive groundwater study	Board of Selectmen and Town Manager
Action I.6-1	Develop a mitigation plan to deal with sea level rise	Board of Selectmen and Town Manager
Capital Projects and Funding		
Policy Reference	Activity	Primary Responsibility
Action B.4-2	Upgrade pedestrian and bicycling facilities	Board of Selectmen and Town Manager
Action D.1-2	Establish a Town policy on shared facilities, equipment and services	Board of Selectmen and Town Manager
Action D.2-2	Undertake identified energy improvement (see Action D.2-1)	Board of Selectmen and Town Manager
Action F.1-4	Support the extension of the public sewer system northerly along Route 27	Board of Selectmen and Town Manager
Action F.1-8	Ensure that stormwater facilities are properly	Town Manager

	designed, constructed and maintained in the Adams Pond and Knickerbocker Lake watersheds	
Action G.4-2	Create and fund a pedestrian improvements account as part of the Town budget	Board of Selectmen and Town Manager
Partnerships and Other Initiatives		
Policy Reference	Activity	Primary Responsibility
Action C.2-1	Provide leadership in developing a regional affordable housing strategy	Board of Selectmen and Town Manager
Action F.1-3	Undertake a program to improve stormwater management in the Adams Pond and Knickerbocker Lake watersheds	Town Manager and Boothbay Region Water District
Action F.1-5	Develop innovative solutions to address point sources of pollution in the Adams Pond and Knickerbocker Lake watersheds	Boothbay Region Water District and CEO
Action F.1-6	Encourage the use of innovative approaches for wastewater disposal in the Adams Pond and Knickerbocker Lake watersheds	Boothbay Region Water District and CEO
Action F.1-10	Require training of public works supervisors in erosion and sedimentation control	Town Manager
Longer-Term Activities (Beyond 2 Years)		
Regulatory Issues		
Policy Reference	Activity	Primary Responsibility
Action B.3-4	Explore with Boothbay Harbor the creation of an off-shore Marine Enterprise Zone	Town Manager and Planning Board
Action I.2-2	Require locally significant scenic features to be identified in applications for development approval	Planning Board
Action I.1-3	Establish criteria for considering scenic resources in development review	Planning Board
Studies and Plans		
Policy Reference	Activity	Primary Responsibility
Action F.2-1	Undertake a comprehensive groundwater study	Board of Selectmen

Action G.1-3	Encourage MeDOT to undertake a study of ferry service	Town Manager and MeDOT
Action G.2-1	Develop a comprehensive traffic improvement program in the vicinity of the Common	Town Manager and MeDOT
Action G.4-1	Develop a plan for maintaining and extending pedestrian facilities in the Common area and East Boothbay village	Town Manager and MeDOT
Action G.5-3	Explore improvements to enhance pedestrian safety along Route 96 from East Boothbay Village to Ocean Point	Town Manager and MeDOT
Action G.6-1	Explore the creation of a local trolley or shuttle service	Town Manager and MeDOT
Action I.2-1	Undertake a scenic inventory and assessment	Board of Selectmen and Town Manager

Capital Projects and Funding

Policy Reference	Activity	Primary Responsibility
Action B.4-4	Improve traffic flow on the Boothbay peninsula	Town Manager and MeDOT
Action G.2-1	Implement a comprehensive traffic improvement program in the vicinity of the Common	Town Manager, Board of Selectmen, and MeDOT
Action G.2-2	Complete traffic improvements in the Route 27 corridor	Town Manager and MeDOT
Action G.5-2	Construct paved shoulders on the portion of Route 96 between Route 27 and East Boothbay village	Town Manager and MeDOT
Action G.5-4	Expand paved shoulders along Route 27 between Boothbay Center and the Edgecomb line	Town Manager and MeDOT

Partnerships and Other Initiatives

Policy Reference	Activity	Primary Responsibility
Actions B.1-5 and B.2-4	Explore creating a small business assistance program	Economic Development Committee
Action G.1-2	Encourage expanded bus and train service to Wiscasset and throughout the Route One corridor	Town Manager and Board of Selectmen
Action H.1-3	Identify and document additional historic buildings, structures, and sites	Boothbay Region Historical Society and the Board of Selectmen

Chapter Nine: Investment Strategy

This investment strategy is intended to assist the Town of Boothbay in planning for the major investments needed to service the anticipated growth and development in the community and to implement the policies of the Comprehensive Plan in a manner that manages the fiscal impacts of those projects. The Town has begun to develop a capital planning and budgeting system that addresses the community's on-going needs for capital equipment and facilities. The Town's current capital planning process serves as the basis for this investment strategy.

A. Capital Improvement Plan

Over the past few years, the Town Manger has worked with the Board of Selectmen to develop a more formal process for planning for the Town's capital needs. The Town has developed an equipment replacement schedule that looks at the anticipated needs for replacing the Town's operating equipment on a timely basis. The Manager has begun to develop a program to look at the community's other capital needs including the maintenance and expansion of buildings and facilities. Support for this approach is included in Chapter 5.

B. Projects Necessary for Implementation

This Comprehensive Plan calls for major investments in a number of activities that involve improving the delivery of community services and enhancing the quality of life in the community. While some of these activities fit a "formal" definition of a "capital improvement", they all are assets that have a somewhat defined life-span and that depreciate over time. Funding for many of these projects is not currently addressed in the ongoing capital budgeting process and will need to be considered to implement the objectives set forth in Chapters 5 and 6. The following is an overview of the major projects needed to implement the recommendations of this Plan that are not currently addressed – these are not listed in priority order recognizing that the ability to undertake these projects will be dependent on the availability of funding often from outside sources:

1. **Revision of the Zoning Ordinance** – The plan proposes significant changes to the Town's Zoning Ordinance and other land use regulations. Development and adoption of the necessary amendments to the Town's ordinances in a timely manner will likely require that the Town obtain outside assistance for this project.

2. **Groundwater Study** – The plan recognizes that there are significant issues involving the protection of the quality and quantity of the groundwater in areas of the community but that the Town lacks good information about this resource. Therefore the plan advocates for interim measures until the Town has conducted a comprehensive groundwater study. The Town will probably have to fund a comprehensive study of the Town’s groundwater to serve as the basis for long-range decision-making about this resource.
3. **Marine Facilities** – Objective B.3 in Chapter 5 outlines actions to promote traditional and emerging marine-related uses. While some of these activities will be able to be accomplished by the Port Committee and the land trust, if projects require significant investment, some Town funding may be required.
4. **Pedestrian and Bicycle Improvements** – The plan includes a number of proposals to improve pedestrian and bicycle facilities within the Town in coordination with peninsula-wide efforts. The recommended actions include developing regional and local pedestrian and bicycle plans. While this effort may be able to be funded through the Maine Department of Transportation (MeDOT) or grants, or undertaken by county or regional planning organizations, the Town may need to fund at least part of the cost of developing these plans. In addition, there are a number of specific proposals for pedestrian improvements in the Common area, along Route 27, and in East Boothbay. While much of the cost of these projects may be borne by MeDOT, the Town will probably be responsible for at least the “local share” of the cost of these improvements.
5. **Energy Efficiency Improvements** – Objective D.2 in Chapter 5 envisions that the Town will work to improve the energy efficiency of Town buildings and facilities. While these actions may result in long-term savings for the Town, the initial costs for the energy audits and completion of the improvements may need to be paid for by the Town.
6. **Open Space Plan** – Action E.1-1 calls for the Town to develop a comprehensive open space plan that will lead to Town policies with respect to the protection of open space. The Town will probably have to fund the preparation of this plan.
7. **Scenic Assessment** – Action I.2-1 proposes that the Town undertake a scenic inventory and assessment as a first step in deciding how to protect these resources. The cost of this assessment will probably fall to the Town although

some outside funding might be available. This activity may be able to be included as part of the preparation of an open space plan.

8. **Traffic Improvements** – The Plan recommends the completion of traffic improvements along the Route 27 corridor including in the Common area. While funding through MeDOT may be available for part of the cost of these improvements, the Town will have to bear part of the cost. Action G.2-1 suggests that the Town consider using TIF or other financing mechanisms to fund some of these local costs.
9. **Trolley or Shuttle Service** – Action G.6-1 in Chapter 5 proposes that the Town explore the creation of local trolley or shuttle service in cooperation with Boothbay Harbor and local businesses. There may be some costs involved with investigating the feasibility of such a service and with the start-up and ongoing operations of a service.
10. **Sea Level Rise Mitigation** – Action I.6-2 recommends that the Town develop a mitigation plan for dealing with the effects of sea level rise. While funding and assistance for this activity may be available through regional and state programs, the Town will more than likely be responsible for any actions needed to mitigate the impacts on Town facilities.