

RUMFORD COMPREHENSIVE PLAN

Section II

Planning Issues Goals, Policies, Strategies Future Land Use Plan Regional Coordination Program Capital Investment Plan

Prepared by

The Rumford Comprehensive Plan Committee

and

Androscoggin Valley Council of Governments

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The Comprehensive Plan, presented in two sections--the Inventory & Analysis and Goals, Policies, & Strategies--should serve as a guide for the community and town officials as they make decisions about the future of Rumford. The Plan suggests general directions; recognizing the specific details will require further efforts. The Plan should be considered a living document meaning that it will require review and revisions as Rumford changes over time.

The Plan is not a zoning ordinance, and the future land use map is not a zoning map. The Plan is, however, intended to guide future changes in the Town's land use regulations so that they will reflect the goals and policies of this plan. Similarly, the discussions of capital needs and spending priorities are intended as general guides, not specific proposals.

This Plan is the result of the efforts of the Comprehensive Plan Committee and the citizens of Rumford that provided ideas during the planning process.

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**Rumford Comprehensive Planning Program
Community Vision/Planning Topics
Goals/Policies/Strategies**

Friendly people. Low crime rate. Good recreation facilities and opportunities. High quality municipal, educational and health services. Beauty of scenic views, river and wildlife. Mead Paper. Proximity to cities.

Today Rumford is seen by its citizens as many different things. The Rumford of tomorrow will be the result of many factors. This Comprehensive Plan is intended to establish a vision for Rumford's future taking into consideration many divergent views.

In the broadest sense, the Comprehensive Plan envisions the future Rumford that:

- ❖ **Is a community that has grown as the result of a clear vision of its future with a diversified economic base and a year-round population approaching 10,000.**
- ❖ **Is a community with strong family ties where its youth can and want to remain and be gainfully employed.**
- ❖ **Is a community that visitors and tourists seek because of its recreation and retail opportunities.**

The Comprehensive Plan attempts to present recommendations for how the town can work toward these visions as the town continues to change.

The Comprehensive Plan includes an inventory and analysis presented in Section I which considers past, current and future community characteristics.

In developing the goals, policies and strategies for the Rumford Comprehensive Plan, the Comprehensive Plan Committee began by developing a number of planning issues. Those planning issues are identified in this section of the plan. Based on the planning issues, the Comprehensive Plan Committee developed recommendations which are also presented in this section of the plan.

The goals, policies and strategies of the Comprehensive Plan are presented in a series of planning topics. These planning topics relate to the state goals contained in the Comprehensive Planning and Land Use Regulation Act. In addition, the planning topics have been discussed by the Comprehensive Plan Committee at their numerous meetings.

PLANNING TOPIC: Historic and Archaeological Resources

State Goal:

- ❖ **To preserve the State's historic and archaeological resources.**

Local Goals:

- ❖ **To maintain those structures and areas that have historical significance to the community.**
- ❖ **To identify and protect the values of those areas of special cultural or archaeological significance.**

Overview

There is a growing recognition between citizens and government across the country of the value of a community's historic resources. Historic buildings provide insight into a community's past and help answer broader questions about history. Serving as functional elements of a community, maintained historic buildings can conserve resources, time, energy and money while they sustain a sense of community character and attract tourists interested in historic architecture.

The National Register of Historic Places is an official list of those historic resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register includes those districts, sites, buildings, structures and objects that are significant to American history, architecture, archaeology, engineering and culture. Besides the recognition that listing provides, registered properties are afforded a measure of protection from development projects funded, licensed or executed by the federal government. Registered properties are provided no protection by such registration from activities undertaken by their owners with private financing.

Rumford contains seven structures and a historic district listed in the National Register of Historic Places. The structures listed in the national register include the Deacon Hutchins House, Mechanics Institute, Municipal Building, Rumford Falls Power Company Building, Rumford Public Library, Rumford Point Congregational Church and the Strathglass Building. In addition, Strathglass Park has been designated a historic district. Besides the structures listed in the National Register of Historic Places, Randall H. Bennett in his book *Oxford County, Maine, A Guide to its Historical Architecture*, identified several other structures representing important local historic architecture.

Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written records began in the United States. These sites are the only source of information about prehistory. More recent archaeological sites are those sites that occurred after written records began.

The Maine Historic Preservation Commission reports Rumford's industrial features as historic archaeological sites. Besides the inventory of early industrial sites, the Commission has identified a need for a field survey and inventory of the first wave of Anglo-American settlers and the sites of their homesteads, first churches and schools. Surveys to date have identified a total of 35 prehistoric historic archaeological sites in Rumford. Thirty-three sites have been documented along the banks of the Androscoggin River between the Rumford Falls dam to Rumford Point. Three sites are known in the Ellis River valley. Other potential sites may exist along the remainder of the banks of the Androscoggin River, Ellis River and Swift River.

Planning Issues

- ❖ Rumford contains several structures and one district listed on the National Register of Historic Places. Registered properties are provided no protection by such registration from activities undertaken by their owners with private financing. These structures enhance community qualities. Loss of the historic values of these historic structures and the district will detract from overall community character.
- ❖ Rumford has no local standards that consider the impacts of development or redevelopment upon historic structures or sites.
- ❖ Strathglass Park contains important historic architecture unique to Oxford County. Some structures in the District are showing signs of deterioration.
- ❖ Surveys to date have identified a total of 35 prehistoric historic archaeological sites in Rumford. Thirty-three sites have been documented along the banks of the Androscoggin River between the Rumford Falls dam to Rumford Point. Three sites are known in the Ellis River valley. Other potential sites may exist along the remainder of the banks of the Androscoggin River, Ellis River and Swift River. Except for locations regulated by shoreland zoning no local standards exist to maintain the values of these sites or potential sites.
- ❖ Potential archaeological sites may exist by the Androscoggin, Swift, and Webb Rivers.

Historic and Archaeological Resource Policy

Pursuant to these goals, the historic and archaeological policies of the Comprehensive Plan are:

1. To identify and maintain the values of those structures and sites that possess architectural characteristics of historical importance and/or possess historical significance.
2. To conserve known archaeological sites.

Implementation Strategies

A. Short-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within one to two years of the adoption of the plan:

1. The town should apply to the Maine Historic Preservation Commission for a grant to perform a survey of structures, sites, and locations to determine additional sites of either local significance or eligible for the National Register.

Responsibility: Board of Selectmen/Historical Society

2. Local ordinance provisions should be developed that contain standards to assess impacts upon historic structures, sites, and locations by allowing the Planning Board to require either a survey of the site or consultation with a qualified professional and require measures to be implemented to minimize negative impacts caused by development or redevelopment of the site or adjacent to the site.

Responsibility: Planning Board/Historical Society

3. Local land use ordinance provisions should be developed that require the assessment of impacts upon archaeological sites listed on or eligible to be listed on the National Register of Historic Places.

Responsibility: Planning Board

B. Mid-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within three to five years of the adoption of the plan.

1. Request the Maine Historic Preservation Commission to assess and document archaeological sites.

Responsibility: Selectmen

2. Develop and maintain a listing of historic structures and sites and develop an educational program for owners of such properties in techniques to maintain historic values and encourage owners of property that qualify for the National Register of Historic Places to seek designation.

Responsibility: Historical Society

C. Long-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within six to ten years of the adoption of the plan.

1. The town should seek grants and other funds to assist owners of property in Strathglass Park to undertake exterior restoration of structures.

Responsibility: Town Manager/Selectmen/Historical Society

PLANNING TOPIC: Housing

State Goal:

- ❖ **To encourage and promote affordable, decent housing opportunities for all Maine citizens.**
- ❖ **To encourage orderly growth and development in appropriate areas of each community while protecting the State's rural character, making efficient use of public services and preventing development sprawl.**

Local Goals:

- ❖ **To encourage safe and affordable housing.**
- ❖ **To encourage housing development to meet the needs of new housing consumers.**

Overview

Rumford's housing characteristics, largely, reflect the industrial development period of the early 1900s. Sixty-six percent of the dwelling units were constructed before 1940 and nearly half are found in multi-family structures. High density residential areas and well-designed neighborhoods are found around the central business and industrial areas.

According to the 1990 U.S. Census, the number of total housing units in Rumford increased by 128 or 4.0% between 1980 and 1990. This rate of growth was well below that of surrounding communities except Mexico and Peru. In 1990, the majority of occupied dwelling units (60%) were owner occupied. This percentage of owner occupied dwellings remained unchanged between 1980 and 1990. The remainder of occupied dwelling units (40%) were renter occupied. The percentage of renter occupied dwelling units was the greatest of any community in Oxford County.

While vacancy rates fluctuate, based on housing demand and economic conditions, vacant housing units are needed to provide housing opportunities within a community. Based on the 1990 Census on April 1, 1990, Rumford had a rental vacancy rate of 11 percent and a homeowner vacancy rate of 2 percent or 430 dwelling units. Since the time of the 1990 Census, vacancy rates for multi-family dwellings are reported to have increased. Interviews with real estate professionals and rental property owners said that for the lower priced rental units vacancy rates may approach 30 percent. This high rental vacancy rate has led to a deterioration of units particularly in some structures in absentee ownership. The availability of single family homes for sale is reported to be adequate to meet current demands. Based on population forecasts for the ten-year planning period and market demands, it is expected that rental vacancy rates will remain high.

Nearly 77% of Rumford's housing stock was built before 1950 and 66% was constructed in 1939 or earlier. If it can be assumed that the age of housing stock reflects physical condition, then a significant portion of Rumford's housing stock may be in need of upgrading. A visual exterior review of residential structure conditions conducted in 1997 found isolated dilapidated conditions and areas deteriorated. These conditions are primarily found in multi-family structures. Other areas exhibit fine examples of older well maintained residential structures. In 1997, the town appropriated funds to acquire and remove dilapidated structures.

Based upon income information and generally accepted affordable housing rents and sale prices of houses, affordable housing opportunities exist in Rumford. However, because of the town's housing stock size, it should be expected that the lower priced dwellings may have need of electrical and/or insulation upgrading.

Rumford's population is expected to reach approximately 7,000 by the year 2008. Based upon an average household size of 2.11 persons in the year 2008, a demand will not exist for additional year-round dwelling units. While the normal housing demand forecasting methods do not show a housing demand based on the current number of available units, increases in new dwellings will occur. This will be the result of a loss of dilapidated multi-family structures, new single-family development and market demand for modern upper scale town house type dwellings.

Planning Issues

- ❖ Vacancy rates for lower priced rental units may approach 30%.
- ❖ Areas of deteriorated and dilapidated housing can be found in Rumford.
- ❖ A significant percentage (66%) of the town's residential structures were constructed before 1940; that is an indication of potential electrical or insulation deficiencies and the presence of lead-based paint.
- ❖ Over the planning period, a demand will exist for new residential development in the rural locations of the community.
- ❖ Current subdivision and street construction standards within subdivisions discourage innovative residential development.

Housing Policy

Pursuant to these goals, the policies of the Comprehensive Plan are:

1. To allow a variety of housing types to provide for the changing housing needs of current and future housing consumers.
2. That housing in Rumford is safe and sanitary.
3. That housing in Rumford is a community asset rather than a liability.
4. To allow for innovative residential subdivision development.

Implementation Strategies

A. Short-Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within one to two years of the adoption of the plan.

1. A Rental Occupancy Ordinance should be developed and adopted which establishes the minimum health and safety standards for rental dwelling units.

Responsibility: Planning Board/Building Inspector/Fire Department

2. The selectmen should use their authority established in Title 17 M.R.S.A. Section 2851 (Dangerous Buildings) as needed to remove unsafe and unsanitary structures.

Responsibility: Selectmen

3. The Subdivision Ordinance should be reviewed and amended to include provisions that encourage innovative residential development techniques including attractive residential streets.

Responsibility: Planning Board/Public Works Director

4. A long-term acquisition and demolition plan should be developed for those residential properties unsuited for rehabilitation or in locations designated for future business development.

Responsibility: Building Inspector/Fire Department/Planning Board

B. Mid-Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within three to five years of the adoption of the plan.

1. Help in the formation of neighborhood associations which goals would include improving living conditions in the older neighborhoods of Rumford.

Responsibility: Town Manager/Police Department

2. A lead-based paint abatement program should be developed which would provide educational materials and training on abatement methods.

Responsibility: Building Inspector/Health Officer

PLANNING TOPIC: Economic Development

State Goal:

- ❖ **To promote an economic climate that increases job opportunities and overall economic well being.**

Local Goals:

- ❖ **To maintain, expand and diversify Rumford's economic base.**
- ❖ **To make Rumford attractive to industry and business.**
- ❖ **To capitalize on all of Rumford's attractions to business.**

Overview

Rumford's economy has been driven by the pulp and paper industry. Today, Mead Paper produces more than 600,000 tons of paper per year, employs approximately 1,400 and has an annual payroll of \$85 million. Rumford also serves as the service center of the Dixfield, Mexico and Peru area providing retail opportunities, health services and banking. Taxable consumer retail sales increased by approximately \$1.2 million in adjusted dollars or 4 percent between 1991 and 1996. In 1996, taxable retail sales associated with food stores accounted for the largest percentage of taxable retail sales followed closely by restaurant sales. The average annual labor force decreased by 6 percent between 1992 and 1996. The annual average unemployment rate has exceeded that of Oxford County and the State for the past five years. Over the past 25 years, the number of Rumford residents employed in the manufacture of non-durable goods including paper has decreased significantly. For the first time in recent history, the number of residents employed in the service sectors exceeded those employed in manufacturing. Retail trade employed 17 percent of the town's labor force and 12 percent were employed in health services.

In the greater Rumford area, there are some 18,000 year round residents and a seasonal population that bring an additional 15,000 people into the area. In 1990, more than 3,000 workers from Rumford and other communities were employed in Rumford.

Rumford is positioned to expand its economic base in some ways and others need to be addressed. Rumford has a stable tax rate, a good fire protection system, stable utility fees sufficient water, sewer and electricity capacity and available transportation systems. These are important to many businesses considering locating in a community. Other important factors include suitable areas to locate where new business will not conflict with residential areas or other less intense land use, good roads, trained labor pool and good living conditions for its workers including residential areas, recreational opportunities, good schools, health services, shopping and cultural facilities and a community that has undertaken planning.

Planning Issues

- ❖ The town has had a long history of reliance on the paper industry for employment and economic well being. While the paper industry is still extremely important to the local and regional economy, its dominance has decreased.
- ❖ Rumford has many assets that could serve as business attractions. These have not been actively marketed.
- ❖ Seasonal population in the greater Rumford area is significant. The economic values of this market needs to be exploited to the fullest extent.
- ❖ Shopper's Island has been the traditional commercial center of Rumford. To maintain this role and be a draw for additional customers, its appearance, services, atmosphere and goods have to be receptive to the changing market.
- ❖ Further commercial and business development that takes place away from the traditional commercial areas may reduce that viability of these traditional commercial areas including Shopper's Island.
- ❖ Good transportation systems and rail access are important to economic development. Rail siding options and improvements to Route 108 can aid in business attraction.
- ❖ New industry has specific location requirements. The town should consider additional business/industrial park sites before building out of the existing park.
- ❖ Attractive gateways to a community aid in economic growth and development. Gateway improvements should be undertaken and development managed to maintain gateway values.
- ❖ A labor pool with necessary skills for prospective businesses is required for economic diversification.

Economic Policy

Pursuant to these goals, the economic policies of the Comprehensive Plan are:

1. To promote actively and market Rumford as a community that has sufficient infrastructure, labor force, and markets to business and industry.
2. To help existing industry and businesses improve their performance and grow and help in start-up of new industry and businesses.
3. To support the full use of Black Mt. and other recreation resources to encourage economic growth.
4. To make Rumford aesthetically pleasing to residents, businesses, business patrons and tourists.
5. To maintain and enhance the unique character of Shopper's Island.
6. To provide a transportation system including rail sidings conducive to business/industrial development and expansion.
7. To provide suitable areas for industrial/manufacturing type development.
8. To encourage the development of new areas for commercial/business development while maintaining the viability of existing business locations.
9. To work with and coordinate with the River Valley Growth Council, River Valley Chamber of Commerce, River Valley Merchants' Association and other economic development interests.
10. To assure that the educational system including adult education is responsive to the changing skills required for business retention and attraction.

Implementation Strategy

- A. Short-Term Activities-**To accomplish the goals and policies, the Rumford Community should undertake the following within one to two years of the adoption of the plan:

1. The town should hire a full-time staff to serve as the economic development director who would be responsible for business assistance, the marketing of Rumford and business attraction.

Responsibility: Board of Selectmen

2. A phase I truck to rail loading/unloading facility should be developed at the Mead rail yard. The phase I facility would include truck maneuvering space and ramps for forklift operation.

Responsibility: Board of Selectmen/Public Works Department

3. The area next to Route 2 between Zinck's and Sunnyside Terrace should be assessed in relation to wetland impacts to determine suitability for commercial type development.

Responsibility: Selectmen/Economic Developer

4. A gateway enhancement program intended to beautify and enhance the appearance of the entrances to Rumford should be established including a signage system that directs patrons to Shopper's Island.

Responsibility: Selectmen/Public Works Department/ Chamber of Commerce/Merchants Association

5. The Town should work with regional groups and MDOT to upgrade Route 108.

Responsibility: Town Manager

6. The town should develop a policy on the use of Tax Increment Financing.

Responsibility: Town Manager/Selectmen

7. The town in conjunction with the Shopper's Island Merchants' should develop public restroom facilities on Shopper's Island.

Responsibility: Selectmen/Merchant's Association

B. Mid-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within three to five years of the adoption of the plan:

1. A Black Mountain Development Plan should be prepared that considers all possible and feasible options, costs and funding options for further development including a chair lift. The Ski Industries Program at the University of Maine at Farmington should be consulted to determine assistance they may provide in the development of the Plan.

Responsibility: Greater Rumford Community Center/Chisholm Ski Club/Town

2. An assessment to determine a suitable location for the development of a business park with engineering completed to provide location options for new business.

Responsibility: Economic Development Office

3. A voluntary program to maintain/upgrade building facades and appropriate signage should be implemented on Shopper's Island

Responsibility: Merchants Association

4. An annual summit between economic development interest, the business community and the education system should be held to address educational needs of a skilled labor pool.

Responsibility: Economic Development Office/S.A.D. # 43

C. Long-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within six to ten years of the adoption of the plan:

1. An intermodal transfer facility should be developed to serve the Rumford region.

Responsibility: Economic Development Office
Estimated Cost: \$ (Grants)

2. A business/industrial park should be developed.

Responsibility: Economic Development Office

PLANNING TOPIC: Municipal Services and Facilities

State Goals:

- * **To encourage orderly growth and development in appropriate areas of each community while protecting the State's rural character, making efficient use of public services and preventing development sprawl.**
- * **To plan, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.**

Local Goal:

- * **To provide necessary municipal services and facilities which are responsive to local needs in a way that will not overburden the community's fiscal resources.**

Overview

The Town of Rumford provides a full range of high quality municipal services. Public water is provided by the Rumford Water District and sewer is managed by the town with treatment provided by the Rumford-Mexico Sewage District. Full-time police and fire personnel provide 24 hours per day coverage. The Public Works Department maintains a very good local highway system and can carry out many construction projects. The availability of adequate public facilities is critical to the town's desire to encourage economic growth and development. Overall, existing municipal services are adequate to meet current and forecasted demands.

Planning Issues

- * Future water and sewer upgrades and extensions are important to economic and residential growth.
- * Continuation of the town's quality municipal services are an encouragement to growth and development.
- * Regional and/or multi-community approaches to the delivery of municipal services may be cost effective.

Municipal Services and Facilities Policy

Pursuant to these goals, the public service and facilities policies of the Comprehensive Plan are:

1. To continue to upgrade the sewage collection system and extend the system to serve priority areas.
2. To coordinate water and sewer extensions with the comprehensive plan.
3. To maintain the high quality water system and extend the system to priority areas.
4. To ensure that police, fire and emergency medical services keep pace with community demands.
5. To maintain the high quality of the town's roads and sidewalks.
6. To assure new roads proposed for public acceptance to meet construction standards that will minimize needed municipal expenditure for their maintenance.
7. To encourage the education system to be responsive to changing educational needs of all age groups and the business community.
8. That development does not overburden municipal services and/or facilities.
9. To continue to plan for major capital expenditures through a capital improvement program.
10. To participate in discussions of the feasibility and cost benefits associated with municipal service delivery with other communities.

Implementation Strategies

A. Short-term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within one to two years of the adoption of the plan:

1. An annual summit between the educational system, community leaders and the business community should be held to address changing educational needs.

Responsibility: Selectmen/Economic Development Office/
S.A.D. 43/University of Maine

2. The town should consolidate all departmental capital fund requests into a single capital improvement program.

Responsibility: Town Manager/Department Heads/Finance Committee

3. Before extensions to the water and sewer systems are undertaken, the Planning Board should assess whether such extensions are consistent with the Comprehensive Plan.

Responsibility: Planning Board

4. The Long-Range Plan for roads and facilities should be updated annually.

Responsibility: Public Works Department

5. The town should participate in discussions and analysis of joint municipal service delivery with other communities.

Responsibility: Town Manager/Board of Selectmen/Department Heads

6. The Site Plan Review Ordinance should contain provisions that allow the Planning Board to assess the impact of proposed development on municipal services.

Responsibility: Planning Board

B. Mid-Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within three to five years of the adoption of the plan.

1. The Planning Board, with assistance from the Highway Superintendent and town engineer, should review and revise the road construction standards.

Responsibility: Planning Board/Highway Superintendent/Town Engineer

PLANNING TOPIC: Transportation

State Goal:

- ❖ **To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.**

Local Goals:

- ❖ **To maintain and improve where necessary the safety, efficiency and capacity of the state and local highways and road systems that serve Rumford.**
- ❖ **To use the rail system to the greatest extent possible.**
- ❖ **To maintain and improve where necessary the network of pedestrian facilities.**

Overview

The major transportation systems for people and goods in Rumford and into and out of Rumford are State and local roads and highways, rail and sidewalks. The nearest general aviation airport is in Bethel. The major highways into Rumford are Routes 2 and 108. Secondary Routes are 5, 120 and 232. Route 2 is a major east/west travel corridor through Maine. Route 2, outside the compact area of Rumford, has an annual average daily traffic volume of approximately 9,000 vehicles. Inside the compact area, the annual average daily traffic volume is approximately 11,000. Route 2 carries a significant amount of industrial traffic associated with the Mead Paper Mill, commuter traffic and tourist traffic.

Route 108 is the second most important highway in Rumford with an annual daily traffic volume of approximately 3,600 vehicles. Traffic is associated with the Mead Mill and commuter traffic. Because of its location, next to the Androscoggin River, steep banks on its opposite side and curves, traffic functions are reduced.

Routes 5, 120 and 232 are secondary travel corridors. Route 5 accesses Andover and the Richardson Lakes Region and has an annual daily traffic volume of approximately 900. Route 120 also provides access to the Andover region via Roxbury Notch and has a traffic volume of some 1,500 vehicles per day. Route 232 connects with Route 26 in Bryant Pond and has an annual average traffic volume of approximately 1,100 vehicles.

They are approximately 60 miles of local roads and 11 miles of sidewalks. The Town maintains a five-year road and sidewalk improvement program.

There are several high accident locations (HALs) within Rumford. High accident locations are defined by the Maine Department of Transportation as those locations of eight or more accidents in a three-year period with a critical rate factor far greater than 1.00. These locations include Prospect and Bridge, Bridge and Franklin, Waldo and Lincoln, Route 5, and Hall Hill Road.

Rail freight service to Mead Paper Company is provided by Maine Central Railroad. The rail line ends at the mill. Although Mead is the primary user of the railroad, other businesses receive or ship goods occasionally. However, the yard lacks facilities for regular transfer of goods for users other than the Mead Mill.

Planning Issues

- ❖ Rumford is dependent on the highway system to bring goods and people into the area. An adequate highway system is important to the growth of Rumford.
- ❖ Improvements to Route 108 including widening and curve elimination would increase the use and safety of this transportation corridor.
- ❖ Rail service to Rumford is primarily associated with the Mead Paper Mill. Development of an intermodal transfer facility could service Rumford and the Region.
- ❖ There are several high accident locations in Rumford.
- ❖ The town lacks standards that allow the Planning Board to assess the impact of new residential and non-residential development or redevelopment on high accident locations and the overall transportation system.
- ❖ There is no designated location for a taxi or bus pick up. A designated area would improve the use of this means of transportation.
- ❖ Access routes to Shopper's Island for those not familiar with the local road system can be confusing. A designated and marked route could improve access to the Island.
- ❖ Rumford Falls was originally designed to be pedestrian-friendly by the development of a system of sidewalks. This system should be maintained and improved and conflicts between pedestrians and motor vehicles minimized.
- ❖ Route 108 could serve as an alternate route to reduce traffic on Route 2 through the built-up portion of Rumford. While Route 2 traffic would be reduced through the built up portions of Rumford, such an alternate could have a chilling effect on businesses.

Transportation Policy

Pursuant to these goals the policies of the Comprehensive Plan are:

1. To support regional efforts for the improvement of the major transportation corridors.
2. To maintain and improve where necessary the local road system.
3. To encourage expanded use of the rail infrastructure.
4. To manage development or redevelopment so as to maintain the safety and efficiency of the highway and road system.
5. To seek improvements in those locations that have a high accident rate.
6. To provide appropriate signage to Shopper's Island.
7. To designate a central location to serve as a taxi and bus stop.
8. To maintain, improve and add sidewalks in areas with high pedestrian traffic.
9. To assure that any future rerouting of traffic does not negatively effect local business.
10. To provide for sufficient parking.

Implementation Strategies

A. Short Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within one to two years of the adoption of the plan.

1. The town should work with regional groups and MDOT to plan and implement improvements to the region's highways.

Responsibility: Town Manager

2. Site plan review standards should be adopted that include provisions that address access management standards for new or redeveloped commercial type uses that are accessed by the major travel corridors.

Responsibility: Planning Board

3. The town, with local taxi services and Western Maine Transportation Services, should designate a central location to serve as taxi/bus stop.

Responsibility: Public Works Department

4. The town should continue to plan and program funds for roadway and sidewalk improvements through its Road Improvement Program.

Responsibility: Superintendent of Public Works

5. A signage system should be developed that directs patrons to Shopper's Island.

Responsibility: Selectmen/Public Works/Chamber of
Commerce/Merchants Association

6. A phase I truck to rail loading/unloading facility should be developed at the Mead rail yard. The phase I facility would include truck maneuvering space and ramps for forklift operation.

Responsibility: Board of Selectmen/Public Works Department

7. Site plan review standards should be adopted that include provisions dealing with off-street parking standards and provisions for shared use of parking areas.

Responsibility: Planning Board

B. Mid Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within three to five years of the adoption of the plan.

1. The town should request the Maine Department of Transportation to implement traffic accident and congestion improvements recommended in the Rumford Area Route 2 corridor study.

Responsibility: Town Manager/Selectmen

C. Long Term Activities-To accomplish the goals and policies, the Rumford community should undertake the following within six to ten years of the adoption of the plan.

1. An intermodal transfer facility should be developed to serve the Rumford region.

Responsibility: Economic Development Office
Estimated Cost: \$ (Grants)

PLANNING TOPIC: Outdoor Recreation

State Goals Relating to Planning Topic:

To provide and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

Local Goal:

To provide high quality outdoor recreation facilities to meet the needs of all ages.

Overview:

Recreation opportunities both organized and unstructured are important elements of Rumford's quality of life. Rumford has a long tradition of providing quality outdoor recreation opportunities. Municipal organized recreational activities are directed by the Parks Commission appointed by the Board of Selectmen. The Parks Department maintains town recreation facilities and is staffed by two full-time and one part-time employees. The Commission is responsible for overseeing municipal provided recreation facilities. The Greater Rumford Community Center, a non-profit organization owns and operates Black Mountain, operates the Community Center on Congress Street and runs many sport programs. The Chisholm Ski Club has a long history of sponsoring local, regional and nationally recognized nordic ski events at Black Mountain.

Planning Issues

- ❖ The replacement of the T-Bar lift with a chair lift would increase the attractiveness of Black Mountain.
- ❖ Black Mountain is considered to have significant outdoor recreation potential. Presently, there is no formal long-term development plan for the mountain.
- ❖ Redevelopment of the river trail and recreation area near the library would provide for a passive recreation area and improve the aesthetics of the river bank.
- ❖ A well maintained snowmobile trail system and trail head parking will encourage greater snowmobile use in Rumford and the region.
- ❖ Several hiking trails are found in Rumford including Mount Zircon and Whitecap. Trail use easements would provide continued use.
- ❖ Rumford Falls contains several historic structures. A mapped walking tour guide would provide a recreation opportunity.
- ❖ Additional parking is needed at Hosmer field.
- ❖ Private land owners have allowed public access to their lands for traditional outdoor activities such as hunting and fishing. Loss of this public access would reduce the availability of land for such traditional activities.
- ❖ New non-traditional recreation facilities/areas including in-line skating and skate boarding could provide additional recreation opportunities.

Outdoor Recreation Policy

Pursuant to these goals, the outdoor recreation policies of the comprehensive plan are:

1. To maintain the town's high quality outdoor recreation facilities and areas.
2. To support expansion and full use of Black Mountain.
3. To maintain and redevelop the urban trail and passive recreation walking/trail system.
4. To support the efforts of the snowmobile club to maintain and improve the trail system and its maintenance.
5. To encourage the continued use availability of local hiking trails.
6. To encourage the development of a walking tour of Rumford's historic structures and areas.
7. To encourage the practice of private land owners of allowing public access to their property for traditional outdoor recreation activities.
8. To assess the needs and opportunities for non-traditional recreation programs/ facilities including in-line skating and skate boarding.

Implementation Strategy

- A. Short-Term Activities-**To accomplish the goals and policies, the Rumford Community should undertake the following within one to two years of the adoption of the plan:
1. The capital improvement program for recreation facilities should be maintained and updated annually.
Responsibility: Parks Department/Parks Commission
 2. A new parking area should be developed to serve Hosmer Field.
Responsibility: Parks Department
 3. The town should support programs such as Project Land Share and Land Owner Recognition Programs that encourage continued public access to private property for traditional outdoor recreation activities.
Responsibility: Selectmen

4. An assessment should be undertaken to determine if public parking is necessary to serve snowmobilers.

Responsibility: Snowmobile Club/Parks Commission

5. A Historic Structure Tour Guide should be developed.

Responsibility: Historic Society

B. Mid-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within three to five years of the adoption of the plan:

1. A Black Mountain Development Plan should be prepared that considers all possible and feasible options, costs and funding options for further development including a chair lift. The Ski Industries Program at the University of Maine at Farmington should be consulted to determine assistance they may provide in the development of the Plan.

Responsibility: Greater Rumford Community Center/Chisholm Ski Club/Town

2. Owners of land over which popular hiking trails pass should be encouraged to continue public use.

Responsibility: Peak a Week Hiking Club

3. A needs assessment and facility analysis should be conducted for an in-line skating and skate board area.

Responsibility: Parks Commission

C. Long-Term Activities-To accomplish the goals and policies, the Rumford Community should undertake the following within six to ten years of the adoption of the plan:

1. A long-term recreation area development/redevelopment plan should be developed to restore the passive recreation area along the Androscoggin River near the library, land in back of the hospital and Falls Hill.

Responsibility: Parks Commission/Parks Department

PLANNING TOPIC: Natural Resources

State Goals:

- ❖ **To protect the quality and manage the quantity of the State's water resources including lakes, aquifers, great ponds and rivers.**
- ❖ **To protect the State's other critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas and unique natural areas.**

Local Goal:

- ❖ **To maintain and conserve the town's natural resources and features for current and future generations.**

Overview

The natural resources of Rumford are an integral part of the town's economic, social and cultural heritage. The natural resources considered in the Plan include soils, agricultural land, surface and ground water, floodplains, wetlands, wildlife and fisheries, forest resources, rare and endangered species and scenic areas. These resources can be enhanced or degraded as Rumford changes in the future.

Planning Issues

- ❖ Approximately 65 percent of the land area in Rumford has slopes greater than 20 percent. Construction and other land use activities on these steeper slopes are more difficult, more costly and involve a greater potential for environmental degradation than similar activities on more level terrain.
- ❖ Rumford contains areas with soils, identified by the Department of Agriculture, as having highly productive qualities termed farmland soils of national importance. Permanent loss of these areas for agriculture would reduce agriculture locally and regionally.
- ❖ The rivers, stream, and brooks are important natural resources and are an element of Rumford's character. The greatest threat to maintaining the quality of these waters is from non-point pollution sources or run off.
- ❖ Rumford contains three great ponds (ponds greater than 10 acres in size). Phosphorus that acts as a fertilizer to algae is a major threat to water quality within great ponds. Phosphorus reaching great ponds can increase as the result of development activity within its watershed.

- ❖ Rumford contains significant sand and gravel aquifers that can produce high quantities and quality of water. The primary and secondary wells of the Rumford Water District are in sand and gravel aquifers. Contamination of these aquifers would result in costly solutions.
- ❖ Large areas next to the major rivers and streams are considered floodplain. Areas adjacent to Route 2 that may be attractive for development are also located within the 100-year floodplain. Inappropriate development in these areas could lead to human safety concerns and structural damage.
- ❖ Both game and non-game wildlife is an important character of Rumford. Critical to wildlife are suitable habitats.
- ❖ The forest resources of Rumford have been and continue to be important to the local and regional economy and are an important component of Rumford's character. Healthy forest will benefit the local and regional economies and maintain the character of Rumford.
- ❖ In a scenic resource inventory, 18 significant scenic view locations were identified. These scenic views are an important element of the town's character. Permanent degradation of scenic resources would alter town character.

Natural Resource Policy

Pursuant to these goals, the natural resource policies of the comprehensive plan are:

1. That development and road construction that takes place on steep slopes is undertaken in a manner to minimize environmental degradation and municipal costs.
2. That development and subsurface sewage disposal takes place on or in soils suited for the proposed use.
3. To encourage the owners of land best suited for agricultural use to maintain such land for ongoing and/or future agricultural use.
4. That development, redevelopment and other land use activities do not degrade surface water quality.
5. To maintain the quality and quantity of significant groundwater resources.
6. To protect the Water District's wells and recharge areas.
7. To manage development in flood prone areas so as to minimize flood damage and protect human life.
8. To conserve wildlife habitat including deer wintering areas, travel corridors by rivers and streams and wetlands.
9. To encourage management that will maintain the economic, recreational and wildlife values of forest land.
10. To conserve state or federal documented unique natural sites and areas.
11. To conserve scenic view locations from permanent degradation that would alter town character.

Implementation Strategies

A. Short-Term Activities- To accomplish these goals and policies, the Rumford Community should undertake the following within one to two years of the adoption of the plan.

1. The Subdivision and Site Review Ordinances should include performance standards relating to drainage and erosion, infrastructure and access for subdivisions and other large scale development proposed on slopes of 20% or greater.

Responsibility: Planning Board

2. The Subdivision Ordinance should be amended to allow the Planning Board to require the identification of well exclusion areas and a nitrate-nitrogen analysis when soil conditions and densities dictate such an analysis.

Responsibility: Planning Board

3. The Subdivision and Site Plan Review Ordinances should contain provisions that assure that development and other land use activities are managed to protect surface water quality.

Responsibility: Planning Board

4. The Subdivision and/or Land Development Ordinance should contain provisions that encourage open space development (development that permits a reduction in lot area with the remaining land devoted to open space uses) in forested and other locations.

Responsibility: Planning Board

5. The Town should continue to administer strictly and enforce the Floodplain Management Ordinance.

Responsibility: Planning Board/Code Enforcement Officer

6. The Wellhead Protection Ordinance for the Ellis River Aquifer should be reviewed and amended as necessary to eliminate ordinance inconsistencies and provide the maximum protection to wells and recharge areas.

Responsibility: Planning Board/Water District

7. The Site Plan Review Ordinance should contain specific standards to assure that those commercial and industrial uses that carry a significant threat to ground water and are proposed to be on sand and gravel aquifers are designed to protect ground water.

Responsibility: Planning Board

8. The need for well protection at the Scotty Brook Wells should be assessed and, if determined to be needed, appropriate ordinances should be developed.

Responsibility: Water District/Planning Board

9. The Shoreland Zoning Ordinance should place wetlands regulated by the Shoreland Zoning law and the land area within 250 feet horizontal distance from the upland edge in a resource protection district if the wetland has been assigned a significant wildlife value and has been in a limited development district for other wetlands.

Responsibility: Planning Board

10. The Subdivision and Site Plan Review Ordinances should contain provisions that require the applicant to request information available from the Maine Department of Inland Fisheries and Wildlife on the location of significant wildlife habitats including fisheries and measures to conserve the identified habitats.

Responsibility: Planning Board

11. The Subdivision and Site Plan Review Ordinances should be amended/enacted that require buffer areas along rivers, brooks, and streams that maintain a suitable riparian habitat.

Responsibility: Planning Board

12. The Subdivision and Site Plan Review Ordinances should contain provisions to allow the Planning Board to require information concerning the impact of proposed development on identified and documented rare and endangered species and require measures to conserve them.

Responsibility: Planning Board

13. The Subdivision and Site Plan Review Ordinances should contain performance standards for erosion and sediment controls and storm water management that maintains the quality of the town's surface waters.

Responsibility: Planning Board

14. The Subdivision and Site Plan Review Ordinance should be amended to contain standards that minimize phosphorus export to Davis and Joes Ponds and the Mt. Zircon Reservoir.

Responsibility: Planning Board

15. The Site Plan Review Ordinance should contain provisions that request an assessment of the impact upon identified scenic sites and views by proposed development and grant the Board authority to require proposed development that is found to impact identified scenic sites and views to minimize negative impacts caused by such development.

Responsibility: Planning Board

16. The town should support statewide initiatives directed toward current use taxation of agricultural and forest land.

Responsibility: Selectmen

17. The Subdivision and Site Plan Review Ordinances should contain provisions to allow the Planning Board to consider the long-term effects of development on adjacent commercial forest and agricultural land.

Responsibility: Planning Board

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

1. With the communities of Andover, Byron, Hanover, Newry, and Roxbury and the Land Use Regulation Commission, a protection strategy for the Ellis River Aquifer recharge area should be developed. Such strategy should include the examination of incentives for participation.

Responsibility: Water District/Planning Board

PLANNING TOPIC: Land Use and Development Patterns

State Goals Relating to Planning Topic:

To encourage orderly growth and development in appropriate areas of each community while protecting the State's rural character, making efficient use of public services and preventing development sprawl.

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

To safeguard the State's agricultural and forest resources from development which threatens those resources.

Local Goals:

To manage land use and development to maintain and improve town character.

To provide opportunities for economic growth.

That municipal infrastructure is used to the greatest extent.

Overview

The Town of Rumford contains approximately 50,000 acres of total area with only a small portion, 900 acres, being surface water. Rumford's land use and development patterns reflect its two economic periods and the natural landscape that place limitations on suitable developable areas. The first economic period centered around agriculture and the development of small villages including Rumford Corner, Rumford Center and Rumford Point. These agricultural-based villages still provide a picture of early day Rumford. The second economic period that began in the late 1890s transformed an agricultural community of 900 people to an industrial center of 7,000 people in just twenty years. The pulp and paper industry begun by Hugh J. Chisholm changed the character of Rumford Falls that is still prevalent today. The great influx of mill workers, Chisholm's apparent eye for worker housing, planning and architecture and lack of influence of the automobile resulted in the community of Rumford Falls. In an area of a little more than one square mile, the "Falls" developed into one of Maine's most important industrial centers containing the mill, commercial center and residential areas to house more than 7,000 people. A second area known as Virginia at the head of the falls developed as a second compact residential neighborhood. This early development pattern is still prevalent today although newer commercial and residential development has dispersed from the traditional Rumford Falls because of lack of suitable developable land and the desire of newer residents to live in more suburban and rural locations.

As with most Maine communities, forested land occupies the greatest amount of the land area in Rumford. It is estimated that approximately 42,000 acres or 85 percent of the town's total area is forested. Of this amount, 27,000 acres in 327 different parcels are registered in the tree growth program. In a 1977 analysis of land use patterns in Rumford prepared by the Androscoggin Valley Council of Governments, 2,900 acres of land was classified as in agricultural use. Since the time of that analysis, the number of acres devoted to active agricultural land use has decreased. This decrease is primarily due to reverting of open fields to woody vegetation. It is estimated that in 1997 there were approximately 2,000 acres of land in active agriculture.

In Rumford the Mead Paper Mill dominates the town's industrial land use. The mill's site of approximately 120 acres found beside the Androscoggin River dominates the urban landscape. Future expansion of the Mead site in relation to land area is restricted by the river, topography and commercial areas. In the late 1980's, the town developed the Rumford Industrial Park at Smith Crossing reached by Route 108. This site containing approximately 40 buildable acres is served with all needed infrastructure. The park currently contains three firms. In addition, Rumford Power Associates Limited (Energy Management Company) has proposed the construction of a gas fired energy plant within the park. Rumford's topography and flood plains limit suitable areas for future manufacturing and industrial use. While scattered sites are identifiable, suitable locations with developable land areas of more than 50 acres are limited. Over the planning period, new suitable manufacturing and industrial sites will require identification and development.

Commercial and service land use in Rumford can be placed into one of four categories: Shopper's Island; downtown commercial; highway commercial; and scattered commercial. The traditional commercial and service area of Rumford is found on Shopper's Island. Bordered on one side by the Androscoggin River and on the other by the Upper Canal, the 25-acre Shopper's Island serves as an important commercial and service center. Downtown commercial land use is commercial/service type land use that is found in the compact area of Rumford but not on Shopper's Island. Several concentrated areas of this land use type exist. These are Waldo Street, the corner of Hancock Street and Lincoln Avenue, Bridge Street and Prospect Avenue and Prospect Avenue in Virginia.

Rumford contains two major travel corridors, Route 2 and Route 108. Route 2 is the greater traveled route with an annual average daily traffic volume of more than 9,000 and has the greatest amount of highway commercial land use. While there is approximately 9 miles of Route 2 from Virginia to the Rumford/Hanover line, highway commercial development is found primarily in a one-mile stretch west of Virginia. Uses include fast foods and other restaurants, lodging and the Abbott Farm Plaza.

Rumford's residential development patterns reflect the influence of the town's industrial development period. Most residential dwelling units are found in an area of compact high density served by public water and sewer. Of the approximately 3,300 total dwelling units in Rumford, it is estimated that two-thirds are found in two areas, Rumford Falls and Virginia. This compact residential development pattern allows for the efficient delivery of municipal services. Other areas of concentrated residential land use are in South Rumford and Smith Crossing. Much of the residential growth over the past 25 years has been away from the traditional compact area.

Several factors have influenced this pattern of residential development. Most important is the homeowner's choice to live in the rural area. Newer residential land uses have occurred next to town roads in the more rural areas of the town including Hall Hill Road, Isthmus Road and Whippoorwill Road.

Two areas of recreational land use are significant in Rumford. Black Mountain provides nationally recognized competitive cross country ski trails and the largest ski jump in Maine. Alpine skiing on lighted trails is also provided at the Mountain. A swimming pool, biking and hiking trails are also found at the Black Mountain complex. In the compact area of Rumford, Hosmer Field provides fields for baseball, football, soccer, track and other field events.

Over the 10-year planning period, it is expected that scattered residential development will continue next to the rural roads, and there will be a net loss in land used for large multi-tenant structures. Highway commercial land uses next to Route 2 will also increase. The greatest demand will exist from Virginia west to the Abbott Farm Plaza area.

The town has adopted a Shoreland Zoning Ordinance, a Flood Plain Management Ordinance, Subdivision Ordinance, Wellhead Protection Ordinance and Building Code. Presently, the town has no local review authority through its planning for non-residential development such as commercial unless it should require a shoreland zoning or flood plain hazard permit.

Planning Issues

- ❖ Rumford's topography places significant limitations on land suitable for development.
- ❖ The town does not have standards by which it may assess the impacts and manage new development and expansions to commercial type development.
- ❖ Public water and sewer are available in many locations.
- ❖ Larger parcels of land suitable for manufacturing type development are limited due to slopes and floodplains.
- ❖ Rumford Falls contains little vacant land for development.
- ❖ The town lacks standards to guide new development/redevelopment in a way that is compatible or not in conflict with adjacent property and uses.
- ❖ Attractive development next to Routes 2 and 108 will create a positive gateway image.
- ❖ Deteriorated, dilapidated and unsafe structures are detrimental to Rumford's character and reduce values of adjacent properties.
- ❖ The town's standards for the review of residential subdivisions are in need of updating.

- ❖ It is expected that the demand for highway commercial development next to Route 2 will continue. Poorly designed development will affect traffic movement and reduce gateway values.
- ❖ The development of new commercial areas may detract from Shopper's Island.
- ❖ Setback standards to provide separation between structures for safety are lacking.

Land Use and Development Policy

Pursuant to these goals, the policies of the Comprehensive Plan are:

1. To encourage forest management that will maintain the economic, recreational, wildlife and aesthetic values of the town's forest resources.
2. To encourage the continued use of productive agricultural land for agriculture and compatible uses.
3. To manage non-residential development to be an asset to the community and not in conflict with adjacent property and uses.
4. To direct new commercial/business type development to those areas of the community where it will not conflict with residential land uses or create environmental hazards.
5. To encourage new development to locate in areas served by public water and sewer.
6. To maintain the economic and social values of residential areas.
7. That cluster commercial development is favored over strip development next to Route 2 as a means to minimize traffic hazards and maintain the Route 2 corridor character.
8. To encourage innovative residential development techniques that conserve open land and reduce construction costs.
9. To encourage that the architectural design of new commercial development is compatible with the community.
10. To encourage infill development on vacant or under utilized parcels in Rumford Falls.
11. To assure development and redevelopment maintain setbacks from adjacent structures and uses to minimize threats from fire and provide for privacy.
12. To coordinate sewer and water extensions with the future land use plan and priority development locations.

Implementation Strategies

- A. Short-Term Activities-**To accomplish the goals and policies, the Rumford community should undertake the following within one to two years of the adoption of the plan.
1. Site plan review standards that provide for a planning board review of non-residential development/redevelopment should be enacted. Criteria should include, but not be limited to, traffic and access, parking, lighting, landscaping, signage, noise, pedestrian circulation, structure design and scale.

Responsibility: Planning Board/Ordinance Committee

2. The site plan review standards should provide for an expedited review process for new development or redevelopment proposed to be located on vacant or under utilized parcels in the Rumford Falls commercial area.

Responsibility: Planning Board/Ordinance Committee

3. Architectural design review standards for commercial structures should be developed for inclusion into site plan review standards.

Responsibility: Planning Board/Ordinance Committee

4. The Subdivision Ordinance and site plan review standards should contain provisions that require shares or common access for subdivisions and development accessed by Route 2.

Responsibility: Planning Board/Ordinance Committee

5. Site plan review standards should be developed to include provisions relating to noise, odor and electrical interference that protect residential areas and neighborhoods from the impacts of non-residential development.

Responsibility: Planning Board/Ordinance Committee

6. The Subdivision Ordinance should be amended to contain standards that encourage open space type development that conserves agricultural and forest land.

Responsibility: Planning Board/Ordinance Committee

7. A Land Development Ordinance should be developed to implement the Future Land Use Plan.

Responsibility: Planning Board/Ordinance Committee

8. The Land Development Ordinance should designate suitable locations for future commercial/industrial development.

Responsibility: Planning Board/Ordinance Committee

FUTURE LAND USE PLAN

Introduction

One of the most important purposes of the comprehensive plan is to establish a guide for future growth and development. The plan establishes the foundation for land use decisions, defines various development areas within the community, and identifies future capital improvement needs. It is important, therefore, that the comprehensive plan set forth a realistic development guide so that the community can prosper and maintain valued characteristics.

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

1. To encourage growth and development to create employment opportunities and an increase in year-round population.
2. To provide suitable locations for new and expanded service/commercial/industrial development.
3. To maintain and enhance the economic value of Shopper's Island.
4. To maintain and improve the values of residential areas.
5. That the type and location of development take advantage of Rumford's infrastructure including the transportation system, and sewer and water systems.
6. To manage commercial development along the Routes 2 and 108 corridors to minimize traffic congestion and present attractive gateways to Rumford and the Western Maine region.
7. To maintain Rumford's historic heritage.
8. To manage development so that Rumford's valued characteristics including woodland, scenic views, natural resources and open space are maintained.

Conservation Areas

Certain areas within Rumford warrant special consideration due to their natural values and the potential for degradation as the result of various land use activities. Some land use activities and construction within these areas require stricter regulation or, in some circumstances, perhaps prohibition. These areas include:

- a. **Floodplains:** The major floodplains in Rumford are found along the Androscoggin, Concord, Ellis and Swift Rivers and Split Brook. The land area within the 100-year floodplain that is not developed or suitable for development adjacent to the Androscoggin and Swift Rivers should be placed in a protection district that prohibits new structural development. In areas that are within the 100-year floodplains of these two rivers that are developed, new construction and redevelopment should comply with the standards of Rumford's Floodplain Management Ordinance. The entire width of the 100-year flood plain of the Ellis River should be placed in a protection district. In other floodplain areas, new residential development should be prohibited in floodways, and in the remainder of the floodplain, new construction and redevelopment should comply with the standards of Rumford's Floodplain Management Ordinance.
- b. **Wetlands:** Non-forested freshwater wetlands of ten acres or more in size and that have been rated as having moderate or high wildlife values regulated under the Mandatory Shoreland Zoning Act and the land area within 250 feet of their upland edge should be designated as protection districts that restricts structural development and protects their resource values. Freshwater wetlands of ten acres or more in size and that have not been rated as having moderate or high wildlife values regulated under the Mandatory Shoreland Zoning Act and the land area within 250 feet of their upland edge should be designated as protection districts that allow structural development under defined conditions and protect their resource values. Local ordinance standards should allow owners of record to construct residential structures of limited size adjacent to these wetlands if there are no locations on such property that is not in the resource protection district on which they can be built. Other wetlands should, through development review standards, be maintained for their resource values.
- c. **Watersheds:** Rumford contains three great ponds or ponds with a surface area of 10 acres or more. The land area that drains to these great ponds or watershed area directly affects the quality of water. Development with the potential to disturb soil in these watersheds should be managed to maintain and improve water quality.
- d. **Shoreland Areas:** The land area within 250 feet from great ponds, rivers and 75 feet of streams is critical to the well-being of the resource. In addition, these areas contain significant wildlife habitats and travel corridors. These areas should be limited to residential and nonstructural uses except those areas in built up portions of Rumford adjacent to the Androscoggin River and other areas that already have concentrations of commercial or manufacturing development or are suitable for such development.

- e. Significant Ground Water Supply Areas/Sand and Gravel Aquifers: These areas, because of potential for degradation and/or contamination, require that new development or redevelopment activities practice safeguards to minimize potential degradation. The Rumford Water District's primary source of water is from wells in a sand and gravel aquifer adjacent to the Ellis River. The District's secondary source of water is from wells located in a sand and gravel aquifer associated with Scotty's Brook and the Swift River. Land uses in these aquifers should be managed through ordinance standards that employ best management practices to protect these important resources. Future analysis of required wellhead protection areas associated with the Mexico Water District wells may require protection measures in Rumford.
- f. Critical Wildlife Habitats Including Travel Corridors: These areas should be maintained through development standards that prohibit detrimental alteration to critical areas and minimize other negative impacts including destruction of deer wintering areas.
- g. Steep Slopes: Areas of two or more contiguous acres, with sustained slopes of 20 percent or greater, should be placed in resource protection that prohibits structural development when they are in areas regulated under the Mandatory Shoreland Zoning Law. When development will take place in other areas of steep slopes, local development standards should assure safeguards are undertaken to prevent erosion and sedimentation and municipal costs are minimized.
- h. Scenic Locations: Scenic locations and views identified in the comprehensive plan are important characteristics of Rumford. Impacts upon their locations should be minimized through development standards.

Shopper's Island Commercial Area

The traditional retail and service area for Rumford is found on Shopper's Island. Located on the Island are government offices and services and retail, services, and professional services. In addition, an 88-unit elderly housing complex is found on the Island, and the offices of Mead Paper are adjacent to the Island. The Island contains several structures listed on the National Register of Historic Places including the Municipal Building, Strathglass Building, Rumford Falls Power Company Building, and Mechanics Institute. Structures on the Island are multi-storied and most share common walls. Parking is provided on-street and by public and private parking lots. There is no vacant land on the island for development, however, several underutilized structures exist which sites could be redeveloped or converted to additional off-street parking. The purpose of this area is to maintain Shopper's Island as a unique commercial and service area. Appropriate uses include retail, services, professional and residential. Development standards should assure that architectural values of the Island are maintained, signage complements building design, a pedestrian environment is maintained and use of floor space above the street level is encouraged. River banks along the Androscoggin should be beautified and maintained including the former riverfront park behind the library to enhance the appearance of the Island.

Rumford Falls North Commercial/Service Area

Rumford Falls North Commercial/Service Area is intended to be a major long-term redevelopment site. Presently, this 10-block area including Falmouth Street, Rangeley Place, Byron Street, Cumberland Street, Waldo Street, Essex Avenue, and Oxford Avenue contains older multi-unit residential structures with a mixture of commercial and services. This 20-acre redevelopment area would serve as the Route 2 west gateway into Rumford. Appropriate uses for this area include retail, recreation sales and services, automobile services and food services. Site design should consider access management standards for entrances to Lincoln Avenue and vehicular and pedestrian movement from this area to Shopper's Island. An overall architectural and landscaping design concept for the redevelopment area should be selected which acts to draw people to the area.

Rumford Falls Medical Area

The Rumford Falls Medical Area is centered around the Rumford Community Hospital on Franklin Street and Lincoln Avenue. In addition to the hospital, other medical related uses and one and two-family homes are found in the area. Additional medical related services and offices should be encouraged in this area. This can be accomplished through the conversion of homes or redevelopment. Site review standards should include off-street parking, noise level limits and landscaping.

Commercial Areas

Besides Shopper's Island Commercial Area and the Rumford Falls North Commercial/Service Area, several other commercial locations exist or are developing. The purpose of these areas is to provide locations for commercial and service type business that are not suited for the Island or Rumford Falls North. Development and major redevelopment in these areas should receive review by the Planning Board under site plan review. Considerations should include access management, parking, landscaping and impacts on adjacent property.

Bridge/Prospect/Spruce Commercial Area

This area of commercial development contains auto related services, hardware and home supplies. Expansion potential of this commercial area is limited except north on Spruce Street, by slopes, Bean Brook and existing residential development. Due to the volume of traffic on Route 2, redevelopment of this area must consider traffic safety.

Virginia/Prospect Street Commercial Area

This area contains a mix of automobile services and retail uses. There is some additional development potential in this area including the west side of Prospect Avenue. The primary access to the area should be from Prospect Avenue rather than Route 2 to minimize traffic conflicts. Common access should be provided onto Route 2.

Route 2 Commercial

Route 2 west of Virginia has experienced highway commercial type development including a shopping plaza. It is expected that due to the volume of traffic and limited locations in Rumford for commercial type uses that require larger land parcels, Route 2 will continue to attract commercial business. Over the past twenty years, new commercial type development has moved to this important travel corridor. Future commercial-type development is appropriate for this area. The purpose of this area is to provide locations for commercial and service-type land uses that will not conflict with the traffic-carrying function of this important travel corridor. It is intended that development is managed to avoid a "commercial strip" through requiring planned development and limiting curbcuts. Appropriate uses for this area include commercial, service, wholesale, public, and light manufacturing.

Lot size standards should require a minimum of 20,000 square feet for areas served by public water and sewer and a minimum of 40,000 square feet for areas not served by public sewer. In addition, lot sizes should be designed so that not more than 70 percent of the lot is covered by impervious surfaces such as structures and parking areas. Setbacks for structures and parking areas should be of such depth as to allow for safe entrance "throat" lengths to remove traffic from Route 2 and allow buffering between the highway and parking areas. Acceptable access management standards should be imposed in this area including shared access for commercial subdivisions.

Route 108 Commercial

Route 108 from Smith Crossing to the South Rumford Road contains several low impact commercial uses. These uses are small scale service related businesses and low traffic generators. Similar commercial uses are appropriate for this area. Lot size standards should require a minimum of 20,000 square feet for areas served by public water and sewer and a minimum of 40,000 square feet for areas not served by public sewer. In addition, lot sizes should be designed so that not more than 70 percent of the lot is covered by impervious surfaces such as structures and parking areas. Setbacks for structures and parking areas should be of such depth as to allow for safe entrance "throat" lengths to remove traffic from Route 108 and allow buffering between the highway and parking areas.

Industrial/Manufacturing

Rumford's industrial land use activity is centered at the Mead Paper Mill complex. The Future Land Use Map identifies several locations for future development in addition to existing sites. These areas are intended to serve as locations for manufacturing, processing, warehousing, and distribution and other comparable uses. Because of the nature of such uses, these areas should be buffered from less intensive uses, serviceable by sewer and water, and accessed by transportation systems with the capacity to carry anticipated traffic.

Lot standards should be flexible to provide necessary off-street parking and outdoor storage areas as required. Setbacks, screening and landscaping requirements contained in site plan review standards should be flexible to allow tailoring to the specific potential impacts and appearance of each type of development. Other considerations should include noise, vibration and smoke.

Village Areas

Three village areas have been identified in the Future Land Use Plan: Rumford Center, Rumford Corner and Rumford Point. These traditional villages are small centers of residential, public and commercial uses. Uses compatible with the character of these villages should be encouraged. Lot size and densities should reflect the existing patterns of development.

Residential Areas

Rumford's residential development patterns reflect the influence of the town's industrial development period. Most residential dwelling units are found in an area of compact high density served by public water and sewer. Of the approximately 3,300 total dwelling units in Rumford, it is estimated that two-thirds are found in two areas, Rumford Falls and Virginia. This compact residential development pattern allows for the efficient delivery of municipal services. Other areas of concentrated residential land use are in South Rumford and Smith Crossing. Much of the residential growth over the past 25 years has been away from the traditional compact area next to town roads in the more rural areas including Hall Hill Road, Isthmus Road, and Whippoorwill Road. The future land use plan identifies three types of residential development areas. These are intended to provide suitable locations for residential growth and to maintain and improve where necessary existing residential areas and neighborhoods.

High Density One and Two Family Residential

This area is intended for high density one and two-family dwellings excluding mobile homes. Besides residential uses, public uses including schools are appropriate. Small retail uses such as neighborhood stores should be allowed. Densities should not exceed four single-family structures per acre and six two-family units per acre. Fifty percent of the lot should be in lawn or patio space. Multi-family structure should not exceed ten units per acre with 30 percent of the lot in lawn or patio space.

Multi-Family Residential

This area is intended for multi-family development at high densities. In addition to residential uses, public uses including schools are appropriate. Small retail uses such as neighborhood stores should be allowed. Densities should not exceed 14 units per acre with 50 percent of the lot in lawn or patio space. Off-street parking space should be required to meet parking demand.

Suburban Residential

The purpose of this area is to provide for primarily residential areas of medium density adjacent to town-maintained or developer constructed roads while minimizing local service costs. Residential development, including single, multi-family and mobile home parks, should be the primary land use. Other non-intensive land uses, including public and semi-public, should be allowed after site plan review.

Lots not served by public water and sewer should be a minimum of 40,000 square feet with a minimum of 150 feet of street frontage. Multi-family and mobile home park development should not exceed one unit per 20,000 square feet.













Lots served by public water and sewer should have a minimum of 20,000 square feet with 150 feet of street frontage. Densities for multi-family and mobile home park development should not exceed one unit per 10,000 square feet. When subdivisions are to be accessed by off-site streets, the subdivision should be limited to two access points.




Rural Area

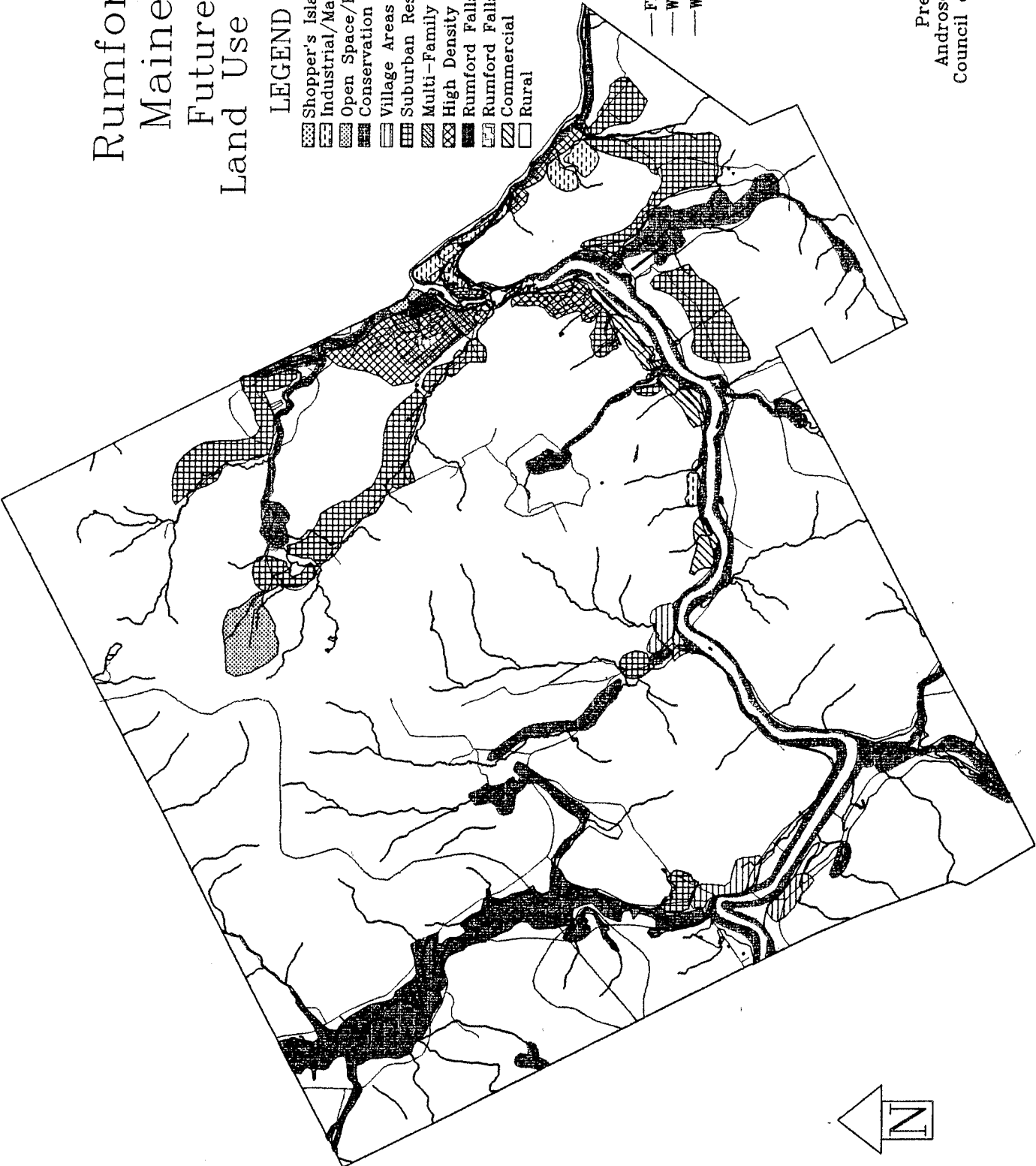
This area comprises a significant portion of the land area in Rumford. Much of this land is managed as commercial forest, has slopes greater than 20 percent and is accessible only by forest management roads. The purpose of this area is to maintain its rural character and to encourage the continued production of renewable resources. Forestry and agriculture and associated activities are the preferred uses in this area. Other uses which require rural locations are suited for this area. These include mining, home occupations, recreation, and natural resource-based manufacturing. Residential development that takes place in the rural area should be of a density that maintains rural values. Open-space-type development that maintains land suitable for forestry should be encouraged through a density bonus and relaxation of road frontages and road travelway widths. Density requirements should be a minimum of 80,000 square feet for each dwelling with 200 feet of road frontage.

Rumford, Maine Future Land Use Map

LEGEND

-  Shopper's Island Commercial Area
-  Industrial/Manufacturing
-  Open Space/Recreation
-  Conservation Area
-  Village Areas
-  Suburban Residential
-  Multi-Family Residential
-  High Density Residential
-  Rumford Falls North Service Area
-  Rumford Falls Medical Area
-  Commercial
-  Rural

-  Floodplain
-  Watershed
-  Well Protection Area

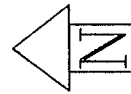
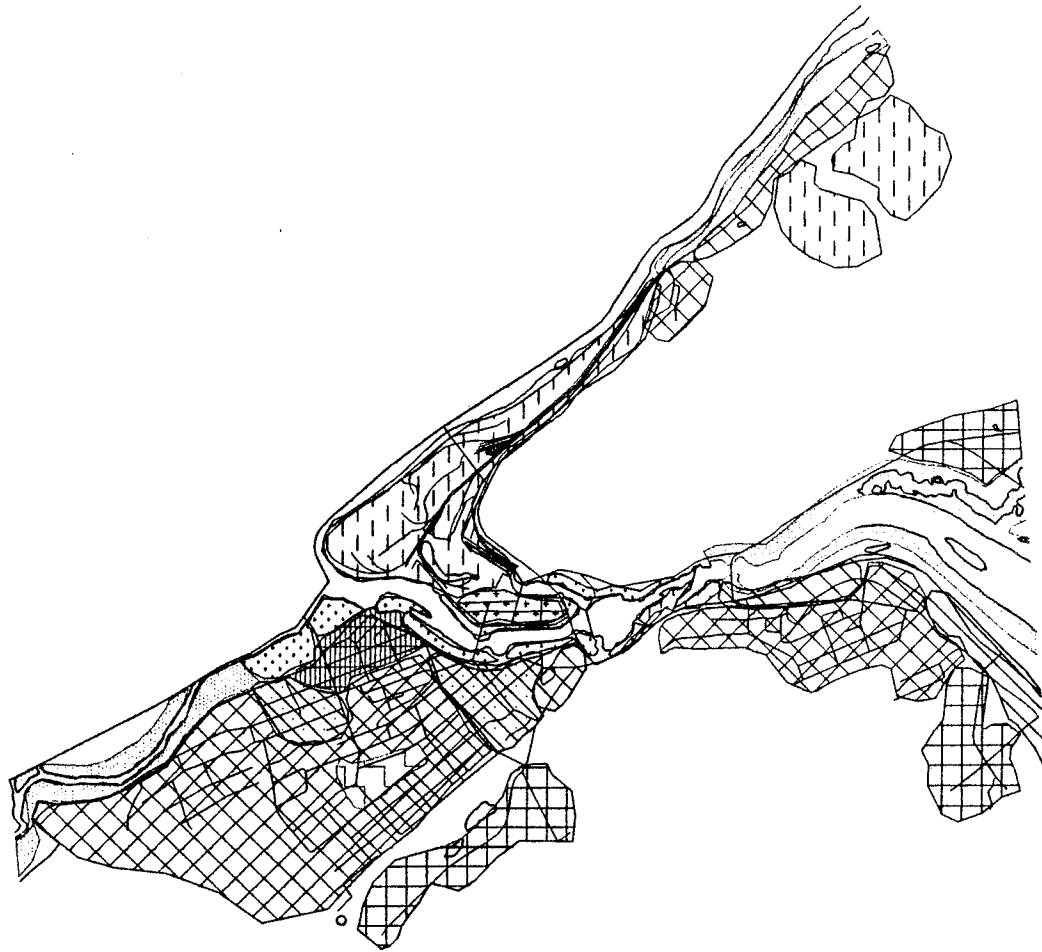


Prepared By
Androscoggin Valley
Council of Governments

Rumford, Maine Future Land Use Map

LEGEND

- Shopper's Island Commercial Area
- Industrial/Manufacturing
- Open Space/Recreation
- Conservation Area
- Village Areas
- Suburban Residential
- Multi-Family Residential
- High Density Residential
- Rumford Falls North Service Area
- Rumford Falls Medical Area
- Commercial
- Rural



Prepared By
Androscoggin Valley
Council of Governments

REGIONAL COORDINATION PROGRAM

Local Goal:

- ❖ It is a goal of Rumford to participate and develop regional programs to achieve common desires.

Overview:

The Town of Rumford realizes that coordination and/or joint action is necessary to address a number of interlocal planning issues. Based upon the results of the inventory and analysis element of the Comprehensive Plan and the various policies contained in the plan, the following interlocal issues have been included in the Regional Coordination Program.

Planning Issues

- ❖ Economic Growth and Development
- ❖ Transportation and Highway Improvements
- ❖ Ground water and public water supply protection
- ❖ Surface water resources
- ❖ Joint municipal service delivery

Regional Coordination Policy

Pursuant to this goal, the regional coordination policies of the Comprehensive Plan are:

1. To work with and coordinate with the River Valley Growth Council, River Valley Chamber of Commerce and River Valley Merchants' Association and other economic interests to improve and expand the local and regional economy.
2. To encourage the communities of Andover, Byron, Hanover, Newry and Roxbury and the Land Use Regulation Commission to recognize the watershed of Ellis River Aquifer as an important natural resource.
3. To participate in discussions of the feasibility and cost benefits associated with municipal service delivery with adjacent communities.
4. To seek improvements to Route 108 and other regional transportation systems.
5. To maintain the economic, recreation, and water quality of the rivers it shares.
6. To recognize the need for joint efforts to maintain the quality and quantity of Mexico's public water supply source.

Implementation Strategies

A. Short-term Activities-To accomplish the goal and policies, the Rumford community should undertake the following within one to two years of the adoption of the plan:

1. The town should support and actively participate with the River Valley Growth Council, the River Valley Chamber of Commerce, and local business people to encourage economic growth.

Responsibility: Selectmen, Town Manager, Representatives to Growth Council

2. The town should actively participate in the Regional Transportation Advisory Committee process established by the Sensible Transportation Act to address highway improvements including Route 108 and options for improved air transportation within the region.

Responsibility: Selectmen

3. The town should actively participate in the Androscoggin River Pollution Prevention Project with other regional communities with a goal of establishing a regional group to promote the total resource values of the Androscoggin River and develop programs to maintain and enhance such values.

Responsibility: Selectmen

4. Rumford, with the Towns of Byron, Mexico and Roxbury, should participate in efforts to maintain and enhance the values of the Swift River.

Responsibility: Selectmen/Planning Board

5. The town should participate in discussions and analysis of joint municipal service delivery with other communities.

Responsibility: Selectmen/Town Manager/Department Heads

B. Mid-term Activities-To accomplish the goal and policies, the Rumford community should undertake the following within three to five years of the adoption of the plan.

1. With the communities of Andover, Byron, Hanover, Newry, and Roxbury and the Land Use Regulation Commission, a protection strategy for the Ellis River Aquifer recharge area should be developed. Such strategy should include the examination of incentives for participation.

Responsibility: Water District/Planning Board

2. Upon the documentation of the recharge area for the Mexico Water District wells, the Planning Board should discuss with the Town of Mexico joint measures to assure the protection of the well field.

Responsibility: Planning Board

CAPITAL INVESTMENT PLAN

Introduction

Over the planning period, roads, highway equipment, fire equipment, sewer and water facilities, recreation areas and other public facilities will require upgrading. In addition, new public facilities and infrastructure to meet ongoing needs and to encourage and support growth in Rumford will be required. Town development depends on renewing, expanding and improving systems that support and/or stimulate development. To promote appropriate development and accommodate desired growth, to correct existing and emerging problems and fulfill the policies and strategies of the comprehensive plan, public improvements will be required.

Capital investments as contained in the Capital Investment Plan are expenditures greater than \$25,000 that do not recur annually, have a useful life of greater than three years, and results in fixed assets. They include new or expanded physical facilities, rehabilitation or replacement of existing facilities, major pieces of equipment that are expensive and have a relatively long period of usefulness, the cost of engineering or architectural studies and services, and the acquisition of land for community facilities. Capital investments or improvements usually require the expenditure of public funds; town, state, federal or some combination thereof. Funding limitations will make it impossible to pay for or implement all needed major public improvements at any one time or even over a multi-year period. Rumford maintains a 5-year departmental Capital Improvement Program updated annually.

Listed below are the significant capital investments expected over the next ten years identified during the comprehensive planning process. Individual items represent necessary equipment replacement/upgrading, facility improvements and investments required by projected growth. Where sufficient information is available, the percentage of the project cost by funding source is identified.

**CAPITAL INVESTMENT NEEDS
1998-2007**

ITEM	YEAR	ESTIMATED COST	PROBABLE FUNDING SOURCE
Capital Expenditures Identified in Town of Rumford Capital Improvement Plans			
Road Improvements	1998 1999 2000 2001 2002	\$740,000.00 \$270,000.00 \$315,000.00 \$660,000.00 \$300,000.00	RF/CR
Sidewalks	1998 1999 2000 2001	\$40,000.00 \$55,000.00 \$55,000.00 \$25,000.00	RF/CR
Sewer Extensions (recommended)		Hall Hill Road \$387,000.00 Isthmus Road \$1,042,000.00 Rt 2 Rumford Point to Hanover \$371,600.00 Beliveau Road \$397,000.00	RF G/RF RF RF
Highway Trucks	1998/99 1999/00 2000/01 2001/02	\$153,000.00 \$300,000.00 \$175,000.00 \$75,000.00	CR/RF
Highway Heavy Equipment	1999/00 2002/03	\$100,000.00 \$140,000.00	CR/RF
Salt/sand shed	2001	\$218,000.00	G/RF
Fire Trucks			CR/RF
Ladder	2001	\$700,000.00	
Utility/rescue	2004	\$55,000.00	
Engine 1	2007	\$450,000.00	
Recreation			RF/CR
Softball field renovations	1998/99 2000/01	\$25,000.00 \$28,000.00	
Replace 1990 GMC Football renovations	2001/02	\$40,000.00	

ITEM	YEAR	ESTIMATED COST	PROBABLE FUNDING SOURCE
Capital Expenditures Identified in Comprehensive Plan			
Intermodal rail transfer/phase I	1999	\$20,000.00	CR
Intermodal rail transfer/phase II	2004	\$200,000.00	RF/G
Business/industrial park engineering	2001	\$200,000.00	G/CR
Business/industrial park development	2003	\$800,000.00	G/RF
Building acquisition fund	1999-07	\$50,000.00 per year	CR

NOTES:

CR: Current Revenues
 B: Bonding
 RF: Reserve Funds
 TP: Time Phased
 D: Donations

UF: User Fees
 G: Grants
 DF: Developer Financing
 LL: Low Interest Loans

Capital Improvements Financing

Capital improvements, as they are scheduled for implementation through Rumford's multi-year Departmental Capital Improvement Program, require a funding source or means of financing. A variety of techniques for financing capital improvements exist and are outlined below. Rumford plans for these capital expenditures by annually appropriating money to reserve funds. State laws usually govern which techniques are authorized and how they are to be carried out.

CURRENT REVENUES (Pay-As-You-Go)

The most fundamental and simplest means of paying for capital improvements is on a pay-as-you-go basis: funding capital improvements from current revenues. This has the advantage of avoiding bonding and its interest costs. Its disadvantage is that large scale capital improvements may require a similarly large amount of money to finance them. That would create an inordinate tax burden for the implementation period and extreme fluctuations in the tax rate. Spreading these costs over a longer period reduces such sudden impacts and rate swings.

BONDING

Borrowing against future taxes (general obligation bonds) or future service charges or fees (revenue bonds) to finance long-term public improvements is widely practiced and makes good sense from the standpoint of "paying-as-you-use." Bonding evens out the tax impact over time and allows the municipality to obtain vital improvements earlier in time than current revenue or reserve fund arrangements would permit. As a rule, no improvement or equipment should be bonded beyond its service life and thus violate the pay-as-you-use rule. The chief disadvantage of bonding is the payment of interest on the borrowed money. The fact that purchasers of municipal bonds are usually exempt from payment of taxes on interest received causes the interest rate on such bonds to fall below market rates.

RESERVE FUND

A reserve fund is analogous to a family savings account for a future big ticket purchase (car, appliances, etc.). Reserve funds are often used to replace equipment with a known service life whose cost and date of replacement are accurately known and can be planned for. The full replacement cost thus becomes available at the time when replacement is necessary without the necessity of bonding or suffering a sudden impact on the tax rate. Other advantages are that reserve funds may be invested to collect interest on their principal. Reserve funds, like bonding, even out the flow of revenues required for capital improvements.

TIME-PHASED PROJECTS

Some very large scale projects can be broken into time-phased increments and, thus, paid for over a period of several years through annual bonding or pay-as-you-go arrangements. This, again, avoids sudden tax increases.

MUNICIPAL ASSESSMENT AND USER FEES

Development fees, assessment and user charges, if appropriate and feasible, may also be applied by the municipality to recapture costs from direct beneficiaries or users of specific capital improvements. Assessments, for example, are commonly used to recapture street improvements for which fees, assessments and service charges are appropriate and may lend themselves to the use of revolving funds. Under this arrangement, the income so generated, after paying off the original improvements, is placed in a fund dedicated to financing future improvements of the same sort.

DEVELOPER FINANCING OF INFRASTRUCTURE

Shifting public sector costs to the private sector is becoming a more frequently used option. The infrastructure required for large scale developments becomes part of the developer's investment costs. If built to municipal specifications, the improvements may later be accepted by the municipality for maintenance.

GRANTS AND COST SHARING

A number of state and federal grant-in-aid programs exist to share the cost of certain categorical public improvements. Full advantage should be taken of these cost-sharing programs to maximize the benefits to the community, recapture an equitable share of locally generated taxes and secure vitally needed public improvements. Cost sharing grant programs exist in a variety of areas such as highways and streets, water quality, sewers, energy co-generation, parks, community development, conservation, school construction and bike paths.

LOW-INTEREST LOANS

In some cases, the federal and state governments have developed special low-interest loan programs to support certain categories of public improvements. These should be investigated as possible funding mechanisms for capital improvements falling within those categories.

