

# 2003 Carrabassett Valley Comprehensive Plan Update



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With Assistance From:  
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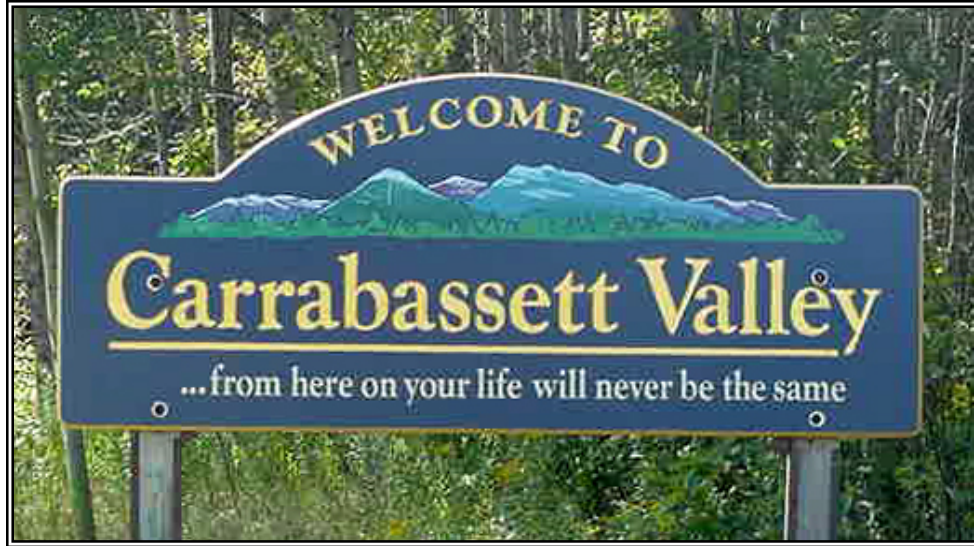
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# INTRODUCTION



## Introduction

Carrabassett Valley's natural resources have always been a draw. Penobscot Indians hunted game in the valley for centuries. By the early 1800s, European settlers were harvesting timber and milling it on the river banks. After World War II, the valley began attracting skiers and hikers with its scenic beauty and challenging terrain. Carrabassett Valley has since become one of the east's major, year-round, mountain resort communities.

Juxtaposed on this long history of settlement is the relatively short history of the municipality. Until 1975, the Town of Carrabassett Valley did not exist as we now know it. In 1971, residents of Jerusalem Township (the lower valley) voted to incorporate as the Town of Carrabassett Valley by a vote of 21 to 13. Four years later, Sugarloaf Township, formerly Crockertown Township, (the upper valley) was annexed to create the current town.

The town's recent history has been one of rapid change. Past planning efforts culminated in the 1984 Comprehensive Plan. This was the first time residents formally evaluated their community and determined the direction in which it should be headed.

Many changes have occurred since 1984. This Comprehensive Plan Update catalogues recent changes and, in light of these changes, provides the community an opportunity to refine its future.

This update was headed by the volunteer Comprehensive Plan Update Committee, which consisted of the following members:

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# **SECTION A**

## **BACKGROUND**



## Chapter 1. Past Planning Efforts

A Comprehensive Plan Update has one purpose: to improve the manner in which services and facilities are provided to the Town's residents. This was the goal of Carrabassett Valley's 1984 Comprehensive Plan, and it remains the goal of this 2002 Comprehensive Plan Update. This update improves on the original plan by cataloguing the changes that have occurred since 1984 and refining the direction in which the community should be headed.

The 1984 Comprehensive Plan was organized into three sections. The inventory section was a catalogue and analysis of the community's resources. The goals and policy section was a discussion of the direction in which the community wanted to go. The implementation strategy addressed the cost implications of these policies.

The 1984 Plan was comprehensive, but certain aspects of the community received more attention than did others:

- X The ***economic inventory and analysis*** focused on six economic development issues, including diversification of the recreation industry, other economic development opportunities, the location of economic development, and regional issues.
- X The ***natural environment inventory and analysis*** paid particular attention to water resource and scenic resource issues.
- X The ***population and housing inventory and analysis*** focused on the impact the anticipated development of Sugarloaf/USA would have on population growth and demographic change within the community.
- X The ***town government inventory and analysis*** addressed each area of the Town's operations, including finance and administration, fire protection, police protection, schools, and solid waste disposal.

Other recent studies completed by the Town addressed expanding the recreational opportunities available to residents and visitors. These include a 1986 five-year facilities plan and the 1994 Recreation Center Long Range Plan.

In addition to these studies, Carrabassett Valley has occasionally updated its zoning ordinance to reflect changes in town policy. Even with these changes, the ordinance still closely resembles the original plan that was established in the 1984 plan.

## Chapter 2. Recent Changes in Carrabassett Valley

A lot of change has occurred since the last Comprehensive Plan. This chapter paints these changes in broad brush strokes. More detailed analyses are located in Chapter 3 as well as in Appendix A.

The most obvious change in Carrabassett Valley has been the continued expansion of the Sugarloaf/USA resort. The ski area has grown, lifts have been improved, and buildings have been constructed or updated. The Sugarloaf Golf Course, built in partnership with the Town of Carrabassett Valley, attracts golfers from around the world. Programs have been expanded as well, including many that further the resort's emphasis on its role as a year-round, family-oriented vacation destination.

While the resort has expanded, it has also consolidated ownership of several entities into one. The golf course, outdoor center programs (cross country skiing, skating, etc.), mountain operations, ski shops, and many other operations have been consolidated under a single operation. Consolidation allows the resort to 'package' more of their programs to visitors and improve the efficiency of its operations.

Underlying the expansion and consolidation has been a rather turbulent period of changes in ownership. Sugarloaf Mountain Corporation's parent company, American Skiing Company, is currently reorganizing its assets in order to create a business model that is profitable. In the reorganization, some of its other ski resorts have been sold or are for sale, leading to speculation about the future ownership of Sugarloaf/USA. Uncertainty will exist until revenues at the Sugarloaf Mountain Corporation as well as at its parent company improve.

Regardless of who owns the ski resort, it will remain a destination to thousands of skiers each year. In the past two decades, the resort has developed into a major, year-round resort. This includes many of the expansions mentioned above. In addition, the resort is now marketed to an audience far beyond its market two decades ago.

The town has changed as well. The year-round population continues to expand, and the number of housing units has grown. Households are more likely to have children, education levels are higher than ever, and household incomes are significantly higher than those in surrounding communities.

Carrabassett Valley Academy is growing and is crucial to the community. It was once located in the basement of the Chapel; now it owns two buildings (the main building as well as a dorm) and is a partner with the Town in the Anti-Gravity Center or AGC as it is commonly known. Current efforts include a fund-raising campaign that will move the academy from its current campus to a completely new campus adjacent to the Anti-Gravity Center off the Access Road.



Finally, public and private groups are using creative partnerships to fund and operate new facilities. This arrangement was first used for the golf course, which was a partnership between the Town and the Sugarloaf Mountain Corporation. Recent partnerships include the lease of the Outdoor Center, staff-sharing arrangements (e.g. public safety and security, see Appendix A-8), and the Anti-Gravity Center (between the Town and Carrabassett Valley Academy).





## **SECTION B**

# **INVENTORY SUMMARY AND IMPLICATIONS**



### Chapter 3. Summary of Updated Inventories

This chapter summarizes the principal findings of the inventory and analysis section of the Comprehensive Plan Update. For more detail, see Appendix A.

- X ***Carrabassett Valley's year-round population continues to grow.*** Between 1990 and 2000, the Town's population increased by nearly 25%—a rate that is among the fastest growing communities in Franklin County. Planning Decisions projects that the community will reach between 450 and 550 residents by 2010 (13% and 35% growth, respectively).
- X ***The community's population fluctuates widely.*** During winter weekends, as many as 9,000 people play, eat, work, and sleep in Carrabassett Valley. Only 420 people live in town year-round. The dramatic ebb and flow of the town's population is the source of many issues and opportunities.
- X ***Carrabassett Valley is becoming more like the neighboring year-round communities.*** The percent of households with school-aged children increased 15 percentage points (from 10% to 25% of year-round households) between 1990 and 2000. During the 1990s, the percent of households with one person dropped from almost a third in 1990 to about 27% in 2000 while the percent of households with three or more members grew from about 25% to almost 30% during the decade. Also, the average household size increased between 1990 and 2000. These three statistics suggest more family households live in Carrabassett Valley in 2000 than did in 1990.
- X ***Carrabassett Valley is also unlike the neighboring year-round communities.*** Residents of Carrabassett Valley have more household income than residents in Franklin County and the State of Maine as a whole. More than half of the adult residents of Carrabassett Valley had an Associate, Bachelors, or Graduate Degree in 2000, nearly twice the rate of Maine as a whole.
- X ***Carrabassett Valley's economy is almost completely dependent on the recreation industry.*** Nearly two-thirds of the community's year-round residents work in a recreation-related job. Residents are 3.6 times more likely to work in a recreation-related job than those in Franklin County, and 5.0 times more likely than those in Maine as a whole.
- X ***Employment fluctuates widely.*** Employment increases by nearly three-fold during the winter months. The number of jobs in Carrabassett Valley during ski season peaks at approximately 1,200. In the off-season, it drops to 450. Employment at Sugarloaf/USA fluctuates with the seasons. In season, roughly two-thirds (or 750) of the available jobs in the community are with the ski

area. In the off-season, this drops to 250 jobs (roughly half of the off-season employment).

X ***Sugarloaf/USA has grown rapidly.***

The first trails were cut following World War II. Skiers would hike up the mountain in the morning, ski for the day, and then return down the trails in the afternoon. Today, 15 ski lifts can carry 22,000 skiers up the mountain every hour and skiers can access 1,400 acres of terrain.



X ***Sugarloaf/USA has become more than just skiing.***

It is now a year-round resort that offers lodging, restaurants, groceries, retail shopping, golf, mountain biking, and health clubs within walking distance of the base area.

X ***The expansion of services has come from a variety of creative partnerships.*** While the Town has created facilities on its own, most major initiatives have been through partnerships. These include partnerships on the Sugarloaf Golf Course, Anti-Gravity Center, and staffing arrangement for public safety (see Appendix A.8).

X ***Housing has expanded, but not as rapidly as population growth.*** The number of housing units in Carrabassett Valley increased by 215 (or 12%) between 1990 and 2001. Since 1980, nearly two-thirds of the new housing units have been built on the flanks of Sugarloaf Mountain and the remaining one-third have been built in the upper and lower valleys. Nearly all of the housing units built on the mountain were duplex and multi-unit condominiums. Nearly all of the units built off the mountain were single family detached units. Of the estimated 454 vacant residential housing lots in Carrabassett Valley, 314 are probably developable. The Redington development contains most of these vacant, potentially developable lots, while some lots are available on-mountain in Village On The Green.

X ***Housing became relatively less expensive.*** Despite a 27% increase in housing prices, median household income for Carrabassett Valley residents increased by 67%. This suggests that housing became relatively less expensive between 1990 and 2000 when compared with income levels although this trend may now be changing. However, for seasonal employees, housing prices remain extraordinarily high. High housing costs cause employees to commute to work from up to one hour away.

## Chapter 4. Implications for the Future

The important findings identified in Chapter 3 may have implications for the future of Carrabassett Valley. This chapter summarizes these implications. For more detail, refer to Appendix A.

- X ***Carrabassett Valley is an attractive community in which to live.*** It has a high level of private and municipal services. This, in combination with a low tax rate, makes the town attractive for people choosing to live, work, and play here. These factors will likely increase the number of people choosing to live in Carrabassett Valley both as seasonal residents as well as year-round residents.
- X ***A growing population will increase demand on municipal facilities and services.*** However, because of the large number of existing housing units, the level of current Town services, and the municipal and private infrastructure already in place, population increases will not impact Carrabassett Valley as much as they would many other communities.
- X ***The growing population is also changing the demographic composition of the community.*** The trend towards more family households will impact the amount of resources the community spends on education. The trend towards a well-educated population will likely increase the expectations for the community's school system (a well-educated population tends to have higher academic standards). The trend towards a more elderly population could change the nature of the demand for municipal facilities and services.
- X For many potential year-round residents, ***the least expensive means of finding affordable housing may be to buy and convert seasonal camps to year-round use.*** Such seasonal conversions should continue to be monitored carefully by the Town, with strict adherence to the State Plumbing Code. The combination of undersized lots, the introduction of new on-site waste disposal systems, and greatly increased year-round wastewater flows could contaminate ground and surface waters. This is a possibility given the Town's rapidly permeable soils, the proximity of many camps to the Carrabassett River, and the concentration of homes over the two major aquifers. The Town should continue to explore alternative sewage disposal options for these areas.
- X ***The community has two centers, and a third one is emerging.*** The existing center on Sugarloaf Mountain is targeted at visitors and condominium owners, with restaurants, limited shopping, and other services related to tourism. The other existing center in and around Valley Crossing primarily serves the local population, with recreation facilities, convenience shopping, and local government and municipal services. The emerging center is located at the

intersection of Route 27 and the Access Road. The existing convenience shopping and the Anti-Gravity Center combined with the potential development of the new Carrabassett Valley Academy campus and other town services could make this an attractive community center serving residents and visitors alike.

- X ***Large seasonal fluctuations in employment and population create large fluctuations in the demand for services and facilities.*** Demand fluctuations make sizing community facilities and services difficult in the best circumstances. The wide fluctuations in population tend to result in facilities and services being oversized eight months of the year and undersized for four months of the ski season.
- X ***Carrabassett Valley is unusually exposed to variations in regional and national economies*** because of its dependence on tourists and seasonal homeowners for its livelihood. A disastrous year for tourism translates into a disastrous year for everyone in town. The electronics age is helping the community overcome many of the traditional requirements for economic development (labor supply, proximity to markets), but diversification of the community's economic base is still elusive.
- X ***Housing in Carrabassett Valley is not affordable for seasonal employees.*** The development of housing for seasonal employees is often not practical because a market for the housing only exists for four months of the year. Until the economy expands to the point where there is more of a year-round housing demand or unless there is a significant subsidy for the construction, affordability for seasonal workers will remain an issue.
- X ***Regional partnerships could help the community further develop its year-round recreational economy.*** The presence of water bodies in the region creates an opportunity to offer this resource to residents and visitors if access can be improved.
- X ***The Town's water resources are vulnerable to future sources of pollution.*** Water quality in Carrabassett Valley meets the state's highest classifications due in large part to the proper handling of wastes in the development of Sugarloaf Mountain. However, "non-point" sources of pollution threaten the community's surface and groundwater resources:
  - development on steep slopes and erodible soils could lead to sedimentation of the Carrabassett River if the present high level of erosion control isn't maintained over the long run;
  - the Carrabassett River, its tributaries, and the small ponds in Carrabassett Valley may be susceptible, especially during the low flow summer months and during droughts, to nutrient and fertilizer loads



washing off the golf course, lawns, parking lots, and other developed areas. These loads have the potential of triggering algae blooms in slow-moving parts of the river, depriving fish life of oxygen; and

- intensive use of subsurface waste disposal systems in highly permeable soils overlying the Town's aquifers—the water supply for a majority of off-mountain residents—could affect ground water quality. This increased use will result from the conversion of seasonal camps to year-round use, the installation of on-site waste disposal systems on substandard lots dwellings that now lack plumbing, and the increase in the number of water-using appliances (e.g. garbage disposals, dishwashers, washing machines) as greater numbers of families move into town.

- X ***Road salt is an important material for snow and ice removal.*** The Maine Department of Transportation has changed its road application from a sand-salt mixture to straight salt application. The benefits to public safety should be weighed against the potential for increased salt levels in the town's waterways and groundwater resources.
- X ***The prospect of a wind generating power plant is both a potential opportunity and liability for the town.*** As a renewable energy source, wind power provides an environmentally benign source of electricity for the region. At the same time, the project could significantly alter the scenic quality of many of the region's mountaintops (the turbines are proposed for the Redington Pond Range and the Black Nubble).





## SECTION C

# GOALS AND POLICIES



## Chapter 5. A Vision for Carrabassett Valley

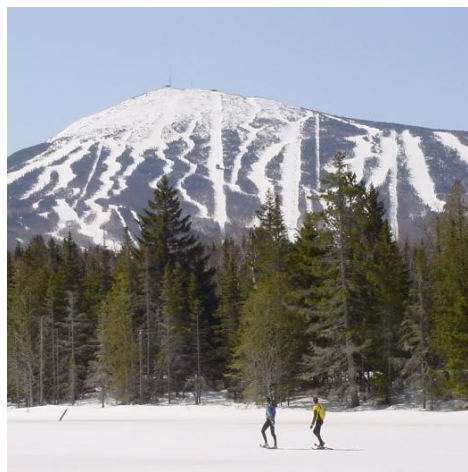
The following vision statement was created from two public meetings held in November, 2001. This vision is intended to be a policy document that is expanded on in Chapter 6. Goals and Policies. For more details on the vision statement as well as the public meetings, see Appendix B.

The vision has four over-arching goals: moderately expand the year-round community; expand the off-season economic activity with new attractions for visitors; concentrate new development near the existing infrastructure near the mountain; and complete these three goals without affecting the current character or the community and the natural and scenic resources in the region.

This vision has two parts. The first (sections A and B) describe the current character of the community and the places in town that make Carrabassett Valley special. The second part (section C) describes what the town should look like and how it should function in 2020.

### A. Introduction

Carrabassett Valley is known far and wide as an active recreational area. Carrabassett Valley means skiing, climbing, and hiking. It is also biking, skating, cross-country skiing, and fishing, as well as golfing, hunting, snowboarding, sledding, camping, swimming, and snowshoeing. But when residents and visitors alike slow down to catch their breath, they discover how attractive Carrabassett Valley is as a year-round community.



Carrabassett Valley is a community in which friendliness is sacred and most people know one another. It has schooling that attracts students from across Maine and around the world. Its scenic views and quality of life compare with anything in New England.

The combination of recreation activity and an attractive year-round community is Carrabassett Valley's allure. This allure is what makes Carrabassett Valley special. Retaining this alluring combination of characteristics in 2020 is the Town's vision of success.

### B. Special Places

Carrabassett Valley is full of special places, the character of which should not be

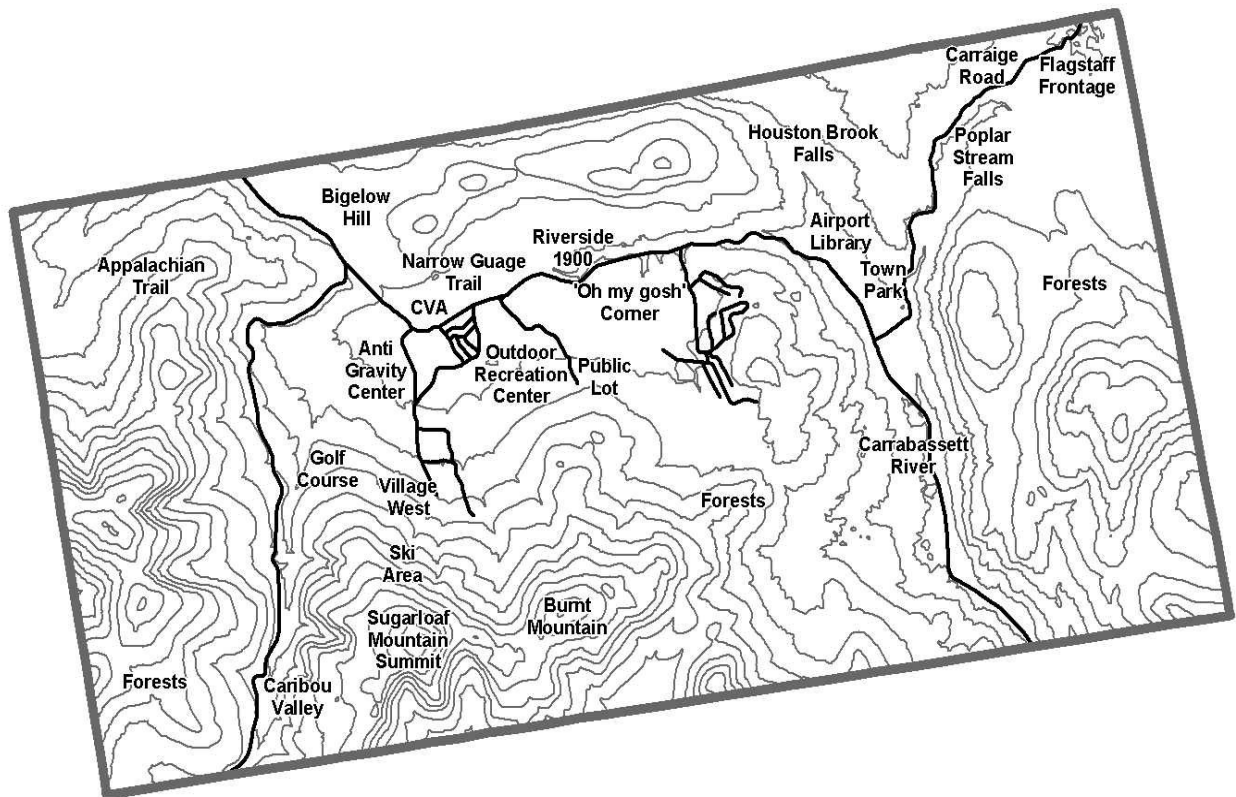
changed in 2020. More than a half mile above the valley floor, the summit of Sugarloaf Mountain is the highest point of land within 100 miles (Figure 5.1). Whether preparing for a plunge down the slopes or just enjoying the view, the summit is exhilarating.



From the summit, it is a quick trip down to the ski area and its amenities. Whether it is golfing in the summer, skiing, snowboarding, or snowshoeing in the winter, sightseeing from the summit, or dining at the base area, these facilities are crucial to the community.

Further down the mountain at the foot of the Access Road are Carrabassett Valley Academy and the Anti-Gravity Center. The Academy attracts aspiring skiers from around the world; the Anti-Gravity Center has become a tremendous resource for residents, visitors, and students alike. The Outdoor Recreation Center and the adjacent 2,000 acres of protected lands are additional town resources available to all.

Figure 5.1 Carrabassett Valley Special Places, 2001





The Carrabassett River is the community's backbone. It connects the upper and lower valleys and creates a web of important places across the town. Its headwaters begin in Caribou Valley and are fed by Huston Brook, Poplar Stream, Redington Pond Outlet, and other sources. The river tumbles through the valley. The Narrow Gauge Trail follows the river and provides a wonderful riverside trail for non-motorized access from the upper valley down to the Town Park.



Scenic views abound. "Oh My Gosh Corner," with its sweeping views of Burnt, Sugarloaf, and Crocker Mountains, is a scenic resource as is the view from Bigelow Hill. Other scenic resources include the views of and the views from both Burnt Hill and Bigelow Mountain.

Trails are an important recreational resource for Carrabassett Valley. The Carriage Road from Valley Crossing to the frontage on Flagstaff Lake is an important asset. The Appalachian Trail makes its way through Carrabassett Valley. In addition, all of the forests in the town are important recreation and commercial resources.

### C. Carrabassett Valley in 2020

The Carrabassett Valley of 2020 should resemble the Carrabassett Valley of 2001. The demographics will be similar—the same proportion of active residents, students, and employees as there are today. There will be moderately more year-round residents. There will be slightly more seasonal residents.

There should be more summer tourists visiting the area than there are today, playing golf, fishing, biking, and playing on the water. There will also be modest growth in the number of winter tourists that use the mountain, Outdoor Recreation Center, and other winter resources. These tourists will be more in number and more consistent throughout the seasons.

In 2020, there should be a village or community center in Carrabassett Valley. This will have many of the town's resources and services in one location. The center could include some retail shopping, municipal and community services, restaurants, cultural activities (including a theater, library, cultural center, etc.), or residential housing.

In 2020, residents and guests will have a more diverse range of recreation opportunities available to them, especially summer activities that attract visitors in what is now a quiet season. These could include expanded golf opportunities with a clubhouse, athletic fields for tournaments, indoor skating and/or rollerblading, expanded opportunities at the Anti-Gravity Center, boating on Flagstaff Lake, or more

accessible hiking and biking trails in the woods or along the Route 27 corridor.

Other opportunities that should be available in 2020 include expanded cultural activities. These could include an expanded summer series, a pavilion and cultural center, a ski museum, and a multi-generational center (for dance, chorus, theater, book groups, and poetry readings). These activities could be located in the village or community center. An outdoor leadership program could be available to residents and tourists alike.

In 2020, there should be more partnerships somewhat like those that have been so successful in the past. Building on the success of the Sugarloaf Golf Course and the Anti-Gravity Center, the Sugarloaf Mountain Corporation, Carrabassett Valley Academy, and the Town of Carrabassett Valley will have created more year-round opportunities. These could take the form of affordable housing, employee housing, seasonal housing, economic promotional opportunities, recreational opportunities, or other cultural resources. The Penobscot Indian Nation, which currently owns one-half of the land in town, will be included as a partner in these activities whenever it is appropriate.

Sugarloaf Mountain ski area will continue to provide stable year-round employment and will be a profitable year-round business. Infrastructure that protects the quality of the environment will have been added, and aesthetically pleasing architecture and quality development that offers affordable housing to residents and ski area employees will have been developed.



## **Chapter 6. Updated Policies**

### **A. Population Growth**

1. The Town desires moderate growth in its year-round population to provide a base upon which to maintain a true year-round community with a healthy year-round economy.
2. The Town recognizes that as it grows, the new population will include persons of diverse backgrounds and means. It is the policy of the Town to encourage the accommodation of all who wish to work and live in Carrabassett Valley and to strive to have a diverse population that includes people of various economic means and with a balance of skills and interests.
3. The Town welcomes and encourages its growth as a community based principally on a recreational economy. The policy under which this growth should occur is, on the one hand, permissive in the sense of wishing to accommodate (through housing, services, and non-exclusionary zoning) the population needed to support this economy. On the other hand, it is not a policy of "growth at any cost." The Town should encourage growth according to standards that recognize environmental and other limitations, and that will protect those very attributes of the Town that give it value.

### **B. Natural Resources**

1. The Town should actively work to enhance its existing water resources:
  - (a) The Town encourages the renovation of the Caribou Pond dam at such time as the project becomes feasible in order to enhance the water supply available to Sugarloaf Mountain, to serve as a small recreation pond, and to help regulate the flows of the Carrabassett River for increased recreational use.
  - (b) The Town supports the concept of a public recreation facility adjacent to Redington Pond in conjunction with the Penobscot Indian Nation, the owners of the land, and with Redington North Associates and Redington East Associates, the owners of potential access to such a facility. This effort could include expansion of the pond system to help regulate the flows of the Carrabassett River.
  - (c) The Town recognizes the vulnerability of Redington Pond with respect to water quality. The Town supports maintaining and enhancing the water quality of the Pond. To assure that this objective is achieved, the Town should maintain the current resource protection zoning around


Redington Pond and require that any development proposals in the Pond's watershed manage the export of phosphorus and other nutrients to the pond.

- (d) The Town supports maintaining the water quality of the surface water in the Town. To this end, the Town should assure that the streamside riparian habitat is maintained. In the next update of the community's shoreland zoning, the Town should explore extending the Resource Protection District to cover the first order streams.

2. The Town should actively work to protect its existing water resources:

- (a) The Town should continue to protect the aquifers that have been identified in Carrabassett Valley by:
  - (i) strictly adhering to the State Plumbing Code governing the conversion of seasonal dwellings to year-round use, the installation of new underground systems on substandard lots, and the expansion of existing buildings.
  - (ii) updating the sewer needs and feasibility study in the Carrabassett Village, Poplar Stream, Sugarloaf Village, and Spring Farm areas and determining which, if any, of these areas should be sewered in the future (see Chapter on Utilities and Communications).
  - (iii) undertaking an on-going program to monitor the operation of older subsurface sewage disposal systems to insure their adequate functioning and to work with property owners to replace malfunctioning systems.
  - (iv) incorporating standards into the Zoning Ordinance for the handling and storage of potential groundwater contaminants including chemicals and petroleum products.
- (b) The Town should review and revise its standards governing and controlling both the quantity and quality of stormwater runoff from new development to incorporate current Best Management Practices (BMP's) as recommended by the Maine Department of Environmental Protection.
- (c) The Town should work with the major property owners and homeowners/condominium associations to develop a master stormwater management plan and program for the developed areas of the Planned Development District, to identify funding for the implementation of the plan, and to carry out its recommendations on a phased basis. The objectives of this plan should be to improve the management of

stormwater, to improve the quality of stormwater discharges to the river and other components of the natural drainage system, and to reduce the amount of sediment and other contaminants that are transported to the river.

- (d) The Town should continue to regulate the harvesting of woodlands and continue to require that buffers be maintained between water bodies and cut areas through the locally adopted ordinance. The Town should work with the Penobscot Indian Nation and Plum Creek (and other woodland owners) to monitor wood harvesting operations and make future recommendations concerning additional local regulation of harvesting activities should it identify practices that result in stream pollution or other problems.
- 3. The density of development in Carrabassett Valley should be matched, to the extent possible, to the capacity of the soils to accept on-site waste disposal. This should be one of the major factors considered in establishing zoning district boundaries.
  - 4. The scenic resources of the Town, especially as viewed from Route 27, should continue to be conserved through the maintenance of a protective visual corridor. The Town, therefore, endorses the goals of the Route 27 Scenic Byway Corridor Management Plan. Development within this corridor will continue to be allowed, but will continue to be required to meet standards related to visual quality. The Town should review the standards for the Route 27 Scenic Corridor and revise them as necessary to protect the visual quality of this area. In this review, the Town should consider the goals of the Route 27 Scenic Byway Corridor Management Plan and the need for standards for cutting and timber harvesting within the corridor.
- 
- 5. Consideration should also be given to the visual impact of large-scale developments (sewage lagoons, timber harvesting, ski trails, golf course clearing, and wind power facilities) on the visual character of the community and on identified scenic resources. The Town should consider adopting regulations for these types of activities that require them to address and mitigate the visual impacts when seen from the upper elevations in Town (i.e. ski and hiking trails), from residential areas, from public roads and other public

facilities, and from identified scenic resource areas.

6. The Town staff should regularly obtain state data on the special natural features of the Town that warrant protection from development including, but not limited to, waterfalls, rapids, significant or unusual geologic features, critical habitat areas, rare or endangered species, and unusual plant communities. This information should be used by the Planning Board in its review of development proposals.

### **C. Housing**

1. The Town recognizes the need for a mix of housing to meet the different demands arising from a growing recreational economy: the demand for condominiums, for affordable single family homes or apartments, and for safe, convenient, and decent accommodations for seasonal employees.
2. Recognizing that housing for seasonal employees is a continuing issue for the community and local employers, the Town's policy is to work with private employers or developers to facilitate the development of employee housing that provides safe, sanitary, and affordable housing. To this end, the Town will consider becoming an active partner in private initiatives to create affordable employee housing. While the involvement of the Town must be evaluated on a case by case basis, the Town will consider activities such as contract zoning, utility extensions, seeking outside funding, and participating in the financing of the project, if necessary, for the development of the housing.
3. To achieve a housing mix that meets the needs of the anticipated growth in the year-round population of the Town including moderate-to-middle income households, the following policies are supported:
  - (a) The Town should continue to allow multifamily housing as a permitted or conditional use in a variety of zoning districts including the Medium Density Residential District (R-2), Planned Development District, and Valley Center District and allow it to be developed at a somewhat higher density than single-family housing.
  - (b) The Town's policy is to work with private developers to facilitate the development of affordable rental housing. The Town should encourage private developers to use state and federal housing finance programs to meet the anticipated demand for moderate income rental housing. To this end, the Town will consider becoming an active partner in private initiatives to create affordable rental housing. This may involve removing obstacles to development such as the lack of Town ownership of roadways, and considering activities such as contract zoning, utility

extensions, seeking outside funding, and participating in the financing of the project, if necessary for the development of the housing.

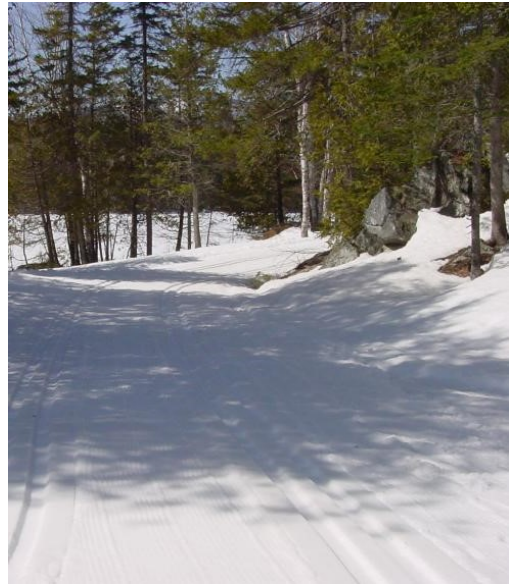
- (c) In the realm of single family housing, the Town should encourage new housing to be located in those areas with adequate water supply and sewage disposal potential. The Town's Zoning Ordinance should continue to allow the development of single-family housing lots as small as 20,000 square feet with public sewerage and water, and 40,000 square feet with on-site utilities in the Medium Density Residential District (R-2), Planned Development District, Light Industrial, and Valley Center District.
- (d) The Town should continue to accommodate manufactured housing in compliance with State law. To this end—and to balance the need for lower cost housing alternatives, with the need to preserve the Town's appearance and property values—the Town supports the following policies on manufactured housing:
  - (i) Conventional modular homes, consisting of two or more units and complying with state standards, should continue to be permitted on any residential lot in the Town.
  - (ii) Single-wide manufactured units should be permitted to locate on individual lots in areas designated for low or medium density residential use, with the conditions that they be placed on permanent foundations, meet siting standards, have an exterior appearance similar to conventional housing (siding and pitched roof), and conform to all other state and local requirements for residential dwellings.
  - (iii) Single-wide units should be permitted in higher density residential areas only as part of an approved park or subdivision.
  - (iv) Mobile home parks in which the individual housing units are owned by the residents but are placed on lots which are rented from the owner of the park should be added as a conditional use in the Planned Development District reflecting the potential availability of public sewer and water in this area and the permitted density for residential development. Mobile home parks should be allowed to be developed in accordance with state standards for density and other development provisions.

4. The conversion of seasonal homes to year-round use should be strictly controlled according to the State Plumbing Code. According to this Code, seasonal conversion permits are required for conversions of dwellings located within shoreland zones. For dwellings not located within shoreland zones but that cannot meet state standards for subsurface disposal (for example, because of substandard lot size, inadequate setbacks, poor soils, etc.), a new system variance is required. These rules should be sufficient to protect the health and safety of the Town, but only if they are properly enforced.
5. In general, the Town favors a system of land use controls that emphasizes standards of performance over one that emphasizes the exclusion of uses from the community. It is recognized that the Subdivision Ordinance is one of the primary, performance-oriented tools available to a Town to implement this concept. The standards of a subdivision ordinance serve to protect both the house lot buyer and the Town from poor design that ultimately can be costly to both. Therefore, it is recommended that the Town review and update its subdivision ordinance to assure sound design.

#### **D. Economic Development**

1. Carrabassett Valley's primary economic base will continue to be a four-season recreational community providing a wide range of outdoor recreational experiences to year-round residents, seasonal homeowners, and visitors. Therefore, the focus of the community's economic development activities should continue to be the development and promotion of four-season outdoor recreation. In achieving this goal, the Town should use the same tools and methods used by other communities in their industrial development programs.
2. The Town should designate the rear portion of the Jerusalem Public Lot as part of the Recreation Park zoning district.
3. The Crockertown Public Lot should serve as the principal location for new recreation development that cannot be supported on Sugarloaf Mountain. The Recreation Park should be physically tied to Sugarloaf Mountain by a direct connection or road between the park and the Mountain Access Road and by continued development of multipurpose trails and paths.
4. The Town should actively work, in conjunction with the owners of Sugarloaf/USA and the business community, to expand the number of winter visitors to the community. To accomplish this objective, the Town should:
  - (a) support efforts by the owners of Sugarloaf to upgrade the infrastructure including lifts, trails, snowmaking, and support facilities.

- (b) support efforts to expand the base of beds available on the mountain to accommodate visitors;
- (c) improve access to the region;
- (d) upgrade the Town's Outdoor Center including improvements to the building and septic system and upgrading of the related outdoor recreational facilities (skating area, cross-country trails, etc.) as recommended in the Facilities Plan as well as establishing a non-motorized link to Sugarloaf; and



- (e) upgrade and expand, as needed, the snowmobile trail system and related facilities in relationship with the J. V. Wing Snowmobile Club in accordance with the Facilities Plan.

5. The Town should actively work with local businesses and organizations to increase the number of visitors to Carrabassett Valley during the spring, summer, and fall. While the primary focus of this effort should be on expanding the range of four-season recreational activities available in the community, it should also work to expand the range of "leisure activities" available to broaden the attraction of the community to visitors. To accomplish this objective, the Town should:

- (a) support efforts to develop an interconnected system of hiking trails and huts;
- (b) develop a regional approach, in conjunction with the property owners, for creating public access to the southern end of Flagstaff Lake and the Bigelow Preserve using the Carriage Road to provide expanded water recreational opportunities for both residents and visitors;
- (c) explore increased utilization of the Anti-Gravity Center and monitor opportunities for future





expansion;

- (d) undertake a feasibility study of the construction of a town owned and operated indoor pool;
- (e) explore the development of a four season recreational center on the Crockertown Public Lot (as a possible expansion of the Outdoor Center) to expand the types of activities available as proposed in the Facilities Plan. As the initial step in this process, the Town should develop a Master Plan for the center and public lots. This center might include, but not be limited to, the following types of facilities:
  - (1) indoor ice arena
  - (2) tennis court complex
  - (3) equestrian center
  - (4) cultural center;
- (f) expand the network of non-motorized or people powered recreational trails as proposed in the Facilities Plan;
- (g) explore the feasibility of attracting educational, recreational, arts, or cultural organizations to establish operations in the community that will utilize existing facilities and housing. The Town should support the creation of associated facilities, if necessary, to accommodate these types of uses. The objective of this effort should be to broaden the types of visitors while increasing the utilization of existing facilities and generating potential customers for local businesses;
- (h) explore the possibility of developing a new club house at the golf course as a partnership between the Town and Sugarloaf Mountain Corporation.
- (i) explore, in conjunction with the Sugarloaf Mountain Corporation, the future development of an additional nine-hole or eighteen-hole golf course.
- (j) promote the development of an ATV club to work with private landowners to create an ATV trail system and foster responsible ATV use.



6. The Town, as part of its long range facilities planning, should explore creating



a multi-purpose “community center” along Route 27 somewhere between the public lots and the base of Bigelow Hill. This community center could be the service center for the Town as well as accommodating retail uses, businesses, and professional and personal services. In the long term, this center might also include some municipal facilities. The Town should encourage this location through a specific zoning designation. Apartments should be encouraged in the plan for the community center to ensure a minimum level of night-time activity.

7. A neighborhood commercial and recreational center should continue in the area of Valley Crossing but the size of the Valley Center zoning district should be reduced by excluding developed residential areas from this designation.
8. The Town of Carrabassett Valley, jointly with the Town's business interests, should explore the possibilities of stronger regional links with the surrounding communities, especially those along the Route 27 corridor, to work to improve the attractiveness of the area and to promote the region as a recreational center.

#### **E. Transportation**

1. The Town should continue to work with the Maine Department of Transportation (MeDOT) and area communities to promote the importance of the Western Mountains recreational region to the state economy, and to recognize the Route 4, 16, and 27 corridors as vital links to the region. In accord with this point of view, the Town supports all necessary upgrading and maintenance of these corridors to afford safe and enjoyable travel throughout the Western Mountains region. To this end, the Town supports the creation of a regional transportation committee that includes representatives of the region's municipalities and the business community to work on improving access to the region.
2. Specifically, the Town should continue to work with the MeDOT to undertake the necessary steps to correct any physical problems along Route 27.
3. The Town should review its road construction standards in the Subdivision Ordinance and the Road Ordinance. This review should assure that these standards take into account:
  - (a) the severe environmental conditions of the Town (steep grades, heavy snowfall, rapid spring runoff, highly erodible soils, etc);
  - (b) the rural character of the Town and the desirability for the roadway standards to be in scale with this character; and

- (c) a hierarchy of roadway standards that matches the standards to the intensity of roadway use.
- 4. The Town's Subdivision Ordinance should continue to include a provision that requires developers to take into account future land use, and the roadway and utility needs of abutting lands when designing road networks for new subdivisions.
- 5. The Town will continue to consider public acceptance of local private roads, but only upon the following conditions:
  - (a) in the case of new roads serving new or expanded subdivisions, the roads must meet the Town's minimum design and construction standards.
  - (b) in the case of existing roads serving existing development, the roads must be brought up to the Town's minimum construction standards at the cost of the roadway's current owner or owners.
- 6. Because of their potential value to the economic development of the Town, the Town supports the concept of the following future extensions and improvements to the roadway network:
  - (a) an off-Route 27 link between Sugarloaf Mountain and the public lots (proposed Recreation Park);
  - (b) Caribou Pond Road;
  - (c) Redington Pond Road;
  - (d) the Carriage Road, so-called, linking Carrabassett Village with Flagstaff Lake
- 7. The Town should maintain the current ordinance provisions that actively discourage individual driveways onto Route 27 and minimize new access points to Route 27 from proposed development.
- 8. The trail system in Carrabassett Valley and the ability to move about without motorized transportation, both for recreation and other purposes, is crucial to the success of the Sugarloaf-Carrabassett Valley style of resort development. To this end, the Town supports maintenance of the current non-motorized trail network as well as continued development of off-road, non-motorized trail systems linking the major nodes of activity in Town and the major settlements in Town in accordance with the Town's Facility Plan. In maintaining the current trail system and in developing expanded and improved trails, the Town

should work cooperatively with property owners including the Penobscot Indian Nation.

9. The Town should upgrade and expand, as needed, the snowmobile trail system and related facilities in relationship with the J. V. Wing Snowmobile Club in accordance with the Facilities Plan.
10. The Town should promote the development of an ATV club to work with private landowners to create an ATV trail system and foster responsible ATV use.
11. To further minimize use of automobile travel between Sugarloaf Mountain and off-mountain activities, the Town should continue to support the operation, and possible future expansion, of the shuttle bus system.
12. The Town supports development of alternative methods of possible travel to the region including the concept of a new regional airport of sufficient size to accommodate scheduled air service.

#### **F. Utilities and Communications**

1. Off-mountain, there is a plentiful supply of groundwater that should be capable of meeting the Town's foreseeable needs. It is the policy of the Town to protect this groundwater supply—both the aquifers and the adjacent recharge areas (See Natural Resources policies)—and to avoid having to construct expensive centralized water supply systems.
2. The Town should develop wellhead protection measures to protect the groundwater quality in the immediate vicinity of all wells serving public and “community” water systems as defined by state law and incorporate these provisions into the Zoning Ordinance and Subdivision Ordinance. These wells include those serving municipal facilities such as the Outdoor Recreation Center and Town Office, wells providing water supply for the Sugarloaf system, and wells for private uses such as the academy.
3. The Town supports the concept of renovating the former dam at Caribou Pond sometime in the future both as a plentiful source of water for domestic, fire protection and commercial needs, and as a way to regulate flows on the Carrabassett River.
4. The Town, in conjunction with the Carrabassett Valley Sanitary District, should update the sewerage needs and feasibility study for the Carrabassett Village, Sugarloaf Village, Poplar Stream, and Spring Farm areas. The purposes of the study should be to:

- (a) re-evaluate the need for alternative sewage disposal systems including the extension of public sewerage to serve these areas given current costs, the current and anticipated future pattern and intensity of use, and emerging technology;
  - (b) if there is a need for a sewage disposal alternative in any of the areas determine the most cost-effective solution to meet the need;
  - (c) establish an equitable system of financing construction of such a facility if needed; and
  - (d) if the study confirms that the aquifer is both a critical water supply source and susceptible to growth pressures, but that there is no economically acceptable alternative to individual on-site waste disposal, re-evaluate the need for the Town's zoning to further limit future development and conversions in the area to a level recommended by the engineering study.
- 5. High density development should be limited to areas with centralized sewerage, as indicated on the Future Land Use Map.
  - 6. The Town should continue to work with the Carrabassett Valley Sanitary District to develop an alternative method for accepting septic tank sludge into the sewage treatment system.
  - 7. The Town should work with the telephone companies and cable and satellite TV providers to assure that Town residents and businesses have affordable access to state-of-the-art communication services including high speed Internet access.

#### **G. Health Care**

- 1. The Town continues to support the presence of a seasonal health care clinic/free-standing emergency room on the mountain to serve both visitors and residents of Carrabassett Valley, as a supplement to the private physicians' practices in surrounding communities and the hospital services in Farmington and Skowhegan.
- 2. In the development of a Town Center and, in particular, of a multipurpose facility in the Town Center, space for a health care clinic/free-standing emergency room should be considered.
- 3. The Town should support, where feasible, the provision of additional local health care services such as dental, optical, and related health services.

## **H. Finance and Administration**

1. The Town should continue its current practice of capital improvements programming, using five year periods, in which a capital improvements budget is adopted annually. The recommendations of the updated Facilities Plan should be incorporated into the Capital Improvements Plan.

## **I. Public Facilities**

1. The Municipal Building and related storage building should remain at their present location and be upgraded and expanded, as needed, in accordance with the Facilities Plan.
2. The Town should continue to monitor the need for a public safety building and conduct a feasibility study for the construction of such a facility. If a public safety building is constructed, it should be located in the general area from the Touring Center to the base of Bigelow Hill.
3. The Town should continue to invest in the maintenance and upgrading of the Transfer Station and investigate alternatives for the disposal of brush, wood, and inert materials.
4. The Town should develop strategies and incentives to increase the level of recycling done by residents and businesses.
5. The Town should develop an updated Master Plan for the airport.
6. The Town should develop a plan for future use of the “information center” building including its possible use as the library, as a modest arrivals building for the airport, as a public rest room facility, as well as a continuation of its use as the Ski Museum of Maine as proposed in the Facilities Study.
7. The Town, in conjunction with the Library Board, should explore the long term development of a new library facility, possibly in conjunction with the Ski Museum of Maine, to meet the needs of the community.

## **J. Fire Protection**

1. The Town should evaluate the facilities of the Fire Department as recommended in the updated Facilities Plan.

## **K. Schools**

1. The Town should continue to monitor the SAD #58 contract, and based upon

the results of the current School Study, continue to explore the feasibility of building a school in Carrabassett Valley.

## **L. Recreation (Also see Economic Development)**

Since recreation is the economic base of Carrabassett Valley, many of the Town's policies with respect to recreation are addressed in the Economic Development section. The following policies address the need for facilities to serve the local, year-round population:

1. The Town, in conjunction with the existing arts organizations and local businesses, should explore the idea of a Regional Cultural Center. A feasibility study should be performed to assess the demand, establish a program for such a facility (assuming the demand can be demonstrated), develop schematic designs, and present a realistic cost estimate.
2. The Town should continue to maintain and upgrade Town Park as recommended in the Facilities Plan.
3. The policy of the Town is to provide recreation facilities to meet the needs of year-round residents of Carrabassett Valley and residents of the region. Given the shared demands among the local population, the regional year-round population, as well as destination travelers, the priorities for local recreational improvements are:
  - (a) a non-motorized trail along the Narrow Gauge railway bed
  - (b) an indoor swimming pool
  - (c) horseback riding trails/equestrian center
  - (d) nature interpretation trails using the cross-country ski trail system through the Town Lot
  - (e) a small recreational lake and town park at Redington Pond.



## **M. Historic and Archeological Resources**

1. The policy of the Town is to protect its historic and archeological resources. Due to the nature of Carrabassett Valley, there are no identified historic resources or historic archeological sites. There are, however, areas along the Carrabassett River and Poplar Stream with the potential for containing

prehistoric archeological sites. To this end, the Town's site plan review and subdivision requirements should be revised to require that all development proposals in these areas with archeological potential provide information on the potential for sites being located on the parcel and the measures that will be taken to protect any sites that are identified. In addition, the Town should support efforts by the Maine Historic Preservation Commission or other qualified organizations to conduct surveys to identify and document any historic buildings, structures or objects and any historic archeological resources in the community.

**N. Hazard Mitigation**

1. The Town should continue to limit development in mapped flood plains that are currently undeveloped to minimize potential damage and reduce the risk from flooding.
2. The Town should maintain a coordinated emergency response plan to address emergency situations including natural disasters, hazardous spills, and major fires on the mountain. This plan should be coordinated with County emergency preparedness officials, the county sheriff, and Sugarloaf Mountain Corporation.

## Chapter 7. Future Land Use Plan

### A. General Pattern of Development

The 1984 Comprehensive Plan established a policy framework for managing the growth and development of the community. The land use policies of the 1984 plan were essentially implemented when the Town's land use regulations were revised in the 1980s. Those policies have served the Town well and remain essentially unchanged even though the growth of the Town has been slower than anticipated in the 1984 Plan.

The principles that guided those land use policies in the 1984 plan included:

1. The type and density of development should be matched with the natural ability of the land to support development;
2. The Town's economy will continue to be recreation-based but the town should work to diversify its economic base;
3. Carrabassett Valley and Sugarloaf/USA should continue to offer a unique recreational experience that allows visitors a virtually "car free" experience after arriving in the community. Therefore transportation will be an integral part of the community;
4. Route 27 is the gateway to the community, establishes the image of Carrabassett Valley, and should be protected by careful development;
5. Affordable housing and community services will be necessary to attract a reliable labor force; and
6. The natural environment and scenic character of the community needs to be preserved as economic growth occurs.

This updated Future Land Use Plan builds upon the concepts of land use contained in the current plan and envisions that the general pattern of future growth and development in Carrabassett Valley will continue to reflect the following key policy directions:

1. Environmentally sensitive areas of the community, including most areas above 2,700 feet in elevation and the Appalachian Trail corridor, will remain essentially undeveloped and any development or natural resource activity that does occur in these areas will protect both the scenic and environmental quality of the community;



2. The community's other important natural resources such as wetlands and floodplains will be protected from development or activities that diminish their natural resource value;
3. The Route 27 corridor will continue to be the spine of the community with a wide mix of uses allowed in different areas and with different characters but will be done in a way that maintains the scenic character and visual integrity of the corridor and prevents the creation of an unattractive strip;
4. Intensive residential, recreational, and non-residential development will be concentrated in nodes where public services are available or can be provided;
5. Future residential development will be accommodated primarily in designated areas on the mountain and off Route 27 where the natural conditions can support moderate density development; and
6. The other outlying areas of the community that are still working rural in character will be maintained as rural areas and new residential development in these areas will be limited to small scale, low density uses while efforts are made to preserve the existing natural resource based uses and significant open space.

## **B. Future Land Use Plan**

The Future Land Use Plan sets out a general vision for how the Town of Carrabassett Valley should grow and develop in a manner that is consistent with the policies outlined above. The Future Land Use Plan identifies two broad categories of areas in accordance with the State Growth Management Law; "Growth Areas" in which anticipated residential and nonresidential development will be accommodated and "Rural Areas" in which significant development will be discouraged and the rural, natural character retained.

### **1. *Proposed Growth Areas***

The following land use designations establish the areas of the community that are designated to accommodate a significant share of the Town's anticipated residential and nonresidential development.

#### **a. Planned Development**

The ***Planned Development*** designation applies to the Sugarloaf/USA resort and adjacent areas on both sides of Route 27 (see map) in the vicinity of the Access Road where water and sewer service is available or can be provided. This area is intended to accommodate a significant share of the Town's anticipated residential and non-

residential development as part of a planned, mixed-use, recreational destination resort and community center. This concept is reflected in the current plan and the community vision.

### Uses

The area designated as ***Planned Development*** is intended to create the potential for the continued development of a high density, mixed use resort and community center that provides a pedestrian oriented environment. Within the Planned Development district, a wide range of residential and non-residential uses should be allowed. The allowed residential uses should include single-family and multifamily housing, cluster and planned developments, employee housing as well as residential uses as part of a mixed-use development. Mobile home parks should be allowed as conditional uses. Nonresidential uses should include community and government uses, hotels and motels, restaurants, recreational facilities, medical facilities, retail and service businesses, professional and business offices, and similar uses that contribute to the area's role as a destination resort and community center. Gas stations and warehousing should be permitted with special review provided that they are compatible with nearby uses.

### Development Standards

The development standards for the ***Planned Development*** area should require that new construction be well planned and be designed to be harmonious with the character of the district. The basic residential density should be 2 units per acre if served by public or community sewage disposal and 1 unit per acre if on-site disposal is utilized. The density for multifamily housing should be somewhat higher. The density for mobile home parks should be consistent with state law. For Planned Developments that are served by public or community sewers and meet additional standards, the density may be increased to up to 10 units per net acre or more. Non-residential uses should be subject to appropriate design standards. Multifamily housing, planned developments, non-residential uses, and similar uses should be subject to site plan review.

#### b. Medium Density Residential

This designation applies to the area on the south side of Route 27 between the public lots and Redington including the existing Redington neighborhood and an area on both sides of Route 27 south of the Valley Crossing area. The areas designated as ***Medium Density Residential*** are intended to accommodate good quality, moderate density residential development and neighborhoods.

### Uses

The areas designated as **Medium Density Residential** should allow a wide range of residential uses including single and two-family homes, cluster developments, manufactured housing, and multifamily housing with special review. Limited nonresidential uses should be allowed including community and government uses, non-intensive recreational facilities, medical facilities, and home businesses, but should exclude uses that generate significant traffic, noise, or similar external impacts.

### Development Standards

The development standards for residential uses should provide for a basic density of one dwelling unit per acre with on-site sewage disposal. The land use regulations should allow a slightly higher density for multifamily residential development. Multifamily housing, non-residential uses, and similar uses should be subject to site plan review.

#### c. Valley Center

This designation applies to Valley Crossing and adjacent areas of the Route 27 corridor. The intention is to allow this area to continue to develop as a mixed-use neighborhood/community center that primarily serves the community's residents while preserving the scenic quality of the Route 27 corridor. The area designated **Valley Center** is reduced from the prior Comprehensive Plan and the area currently zoned Valley Center to exclude developed residential neighborhoods.

### Uses

The **Valley Center** designation should allow a wide range of residential and nonresidential uses. Allowed residential uses should include single and two-family homes, cluster developments, and multifamily housing with special review. Allowed non-residential uses should include municipal and community uses, small-scale retail, office, and service uses, motels and hotels, restaurants, and similar uses. More intrusive uses such as gas stations, motor vehicle service establishments, and vehicle repair facilities should be allowed with special review if they are compatible with the character of the district.

### Development Standards

The basic residential density should be 2 units per acre if served by public or community sewage disposal and 1 unit per acre if on-site disposal is utilized. The density for multifamily housing should be somewhat higher. Multifamily

housing, non-residential uses, and similar uses should be subject to site plan review.

d. Light Industrial

The ***Light Industrial*** designation applies to an area on the west side of the southern end of the Route 27 corridor and the airport area. These areas are intended to provide locations for non-polluting manufacturing, warehousing, and service uses while excluding tourist types of facilities such as retail establishments, motels, and restaurants.

Uses

The ***Light Industrial*** designation should allow business and professional offices, contractors, repair garages, warehousing and storage, light manufacturing, wood processing, and similar non-residential uses. In addition, provisions should be included in the land use regulations for single-family homes and residential uses that are part of a mixed-use project.

Development Standards

The development standards for single-family residential uses should be one unit per acre with on-site sewage disposal. Multifamily housing, non-residential uses, and similar uses should be subject to site plan review.

2. ***Proposed Rural Areas***

The following land use designations establish the areas of the community that are designated as “Rural Areas” or areas in which residential or nonresidential development should be discouraged and natural resource and recreational uses encouraged.

a. Resource Protection

This designation is intended for areas with significant natural resource value such as wetlands and floodplains where little or no development should occur and where activities that can potentially impact the resource are regulated.

Uses

Uses in the ***Resource Protection*** designation should generally be limited to low impact and non-structural uses similar to the current Resource Protection zoning. Along the river, existing non-conforming single-family residential uses should be allowed to expand as long as they maintain adequate buffering and do not encroach further on the river.

### Development Standards

The development standards should be similar to the current Resource Protection standards. Provisions should be included for the expansion of existing homes provided that they protect the river corridor.

#### b. Conservation

The **Conservation** designation is intended to protect important natural features that are vulnerable to degradation as a result of intensive use or development. This designation includes most areas that are above elevation 2700 feet, are significant wildlife habitats, have outstanding scenic value, or are important recreational areas such as the Appalachian Trail corridor. The objective is to retain the wild, rural character of these areas by significantly limiting development while accommodating traditional working rural and primitive recreational activities and preserving open space.

### Uses

Allowed uses in the **Conservation** designation should be limited to natural resource uses, non-intensive recreational uses, mineral extraction, and other traditional, non-structural uses found in a “working rural” landscape.

### Development Standards

The development standards for **Conservation** areas should be similar to the current Conservation District requirements.

#### c. Rural Residential

This designation is intended to preserve the rural character of outlying areas of the community while allowing low-density residential development that is compatible with the character of these areas. The **Rural Residential** designation (see map) includes significant areas of the Town that are below 2700 feet but do not have either significant natural resource value, or significant development potential.

### Uses

Allowed uses in the **Rural Residential** designation should include single-family homes, manufactured housing, home businesses, natural resource uses, campgrounds, wood processing, and similar low intensity nonresidential uses.

### Development Standards

The maximum density of residential development in these ***Rural Residential*** areas should be one unit per five acres.

d. Recreation

The ***Recreation*** designation covers the portion of the Sugarloaf/USA ski area above the 2700-foot elevation and the Crockertown Public Lot and rear portion of the Jerusalem Public Lot. The purpose of this designation is to provide areas for community and commercial recreational facilities in a carefully planned setting that can enhance the community's role as a destination recreational area.

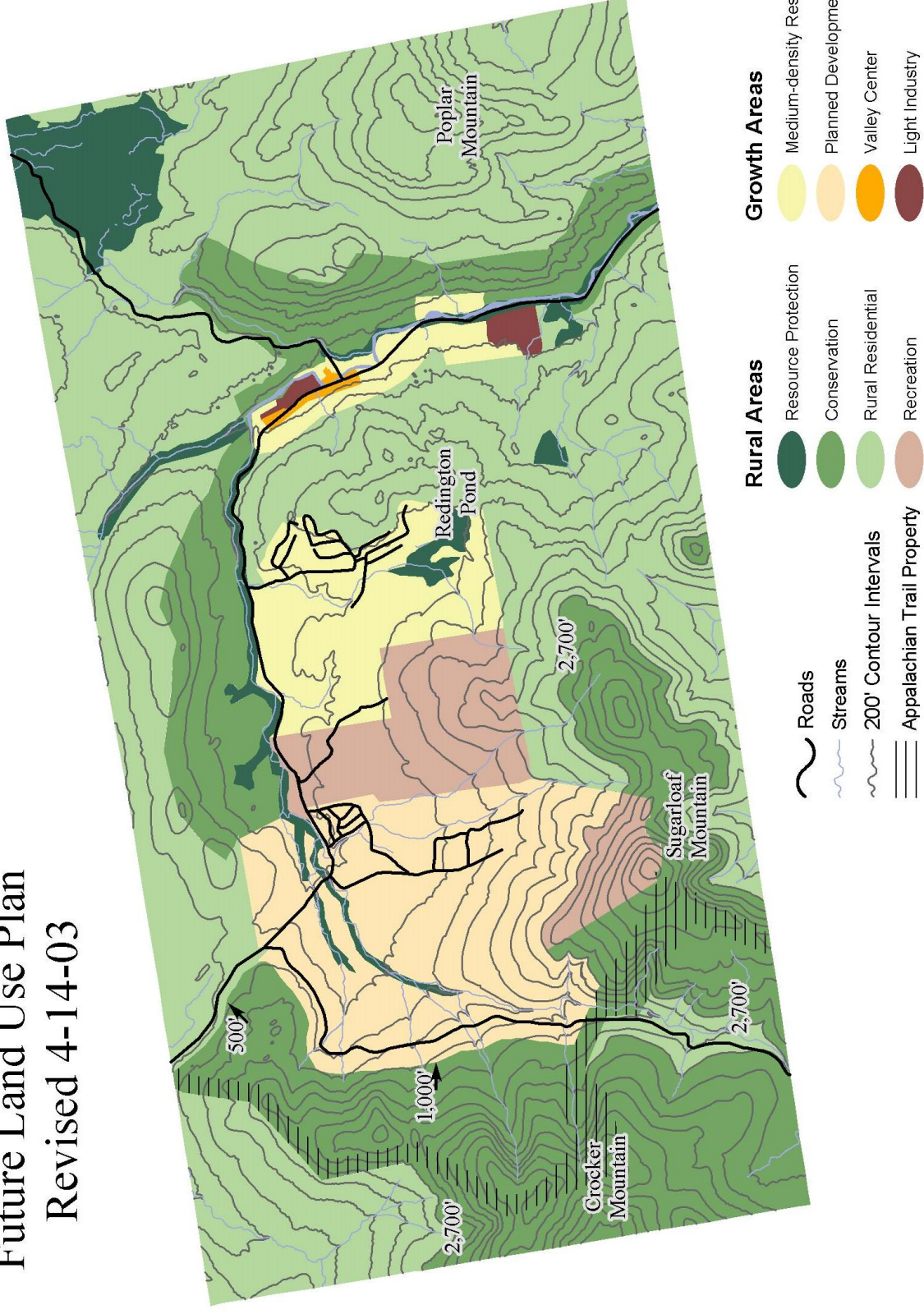
### Uses

The allowed uses in the ***Recreation*** designation should be limited to community and commercial recreational facilities (and related uses), campgrounds, natural resource uses, and other municipal and community uses.

### Development Standards

The land use regulations for the ***Recreation*** area should require that new facilities be consistent with master development plans for the respective area. Non-residential and similar uses should be subject to site plan review.

# Carrabasset Valley Future Land Use Plan Revised 4-14-03









## **SECTION D**

# **IMPLEMENTATION STRATEGY**



## Chapter 8. Implementation Strategy

This chapter assigns responsibility for the implementation of each proposed activity included in the plan's policies and Future Land Use Plan to a responsible party. It also establishes a general timetable for implementation. The schedule is divided into Short-Term Implementation Strategies (activities already underway and/or to be undertaken within two years of adoption of the Update); Mid-Term Implementation Strategies (activities to be undertaken within three to five years); and Long-Term Implementation Strategies (activities likely to require more than five years to accomplish).

**\*Note:** The descriptions of activities are abbreviations of the policies upon which they are based. Refer to the indicated policy for the complete statement or to the Future Land Use Plan.

### A. Short-Term Implementation Strategies

The Town should undertake the following activities on an ongoing basis or within two years of the adoption of the updated Comprehensive Plan.

Policy Reference	Activity*	Responsibility
	<b>Land Use Regulation</b>	
	Review and revise the Zoning Ordinance and Map to address the following:	Planning Board
B.1.(c)	1. Establish standards for the export of phosphorous from new developments that are located in the watershed of Redington Pond.	
B.1.(d)	2. Require that development proposals provide information on the impact of proposed activities on surface water and actions that will be taken to mitigate these impacts.	
B.2.(a)(iv)	3. Incorporate standards for the handling and storage of potential groundwater contaminants	
B.2.(b)	4. Revise the standards for controlling both the quality and quantity of stormwater runoff from new development	

B.4.	5. Update the Route 27 Scenic Corridor provisions to protect the visual quality of the area including recommendations of the Route 27 Scenic Corridor Committee and standards for cutting and timber harvesting	
C.3.(d)(iv)	6. Allow mobile home parks in the Planned Development District in accordance with state standards	
D.2.	7. Include the rear portion of the Jerusalem Public Lot in the Recreation Park District	
F.2.	8. Establish wellhead protection provisions in the immediate vicinity of all wells serving public and “community” water systems	
M.1.	9. Require that development proposals in areas with archeological potential provide information on potential sites and protection measures	
Future Land Use Plan	10. Revise the boundaries of the Village Center District in the Valley Crossing area	
Future Land Use Plan	11. Revise the boundary between the Conservation District, Planned Development District and the Rural Residential District in the area of the Appalachian Trail	
	Review and revise the Subdivision Regulations and Road Ordinance to address the following:	Planning Board
B.1.(c)	1. Establish standards for the export of phosphorous from new developments that are located in the watershed of Redington Pond.	
B.1.(d)	2. Require that development proposals provide information on the impact of proposed activities on surface water and actions that will be taken to mitigate these impacts.	
B.2.(b)	3. Update the standards for controlling both the quality and quantity of stormwater runoff from new development	
C.4.	4. Update the design standards for new subdivisions	
E.4.	5. Update the road construction standards for new subdivisions	

F.2.	6. Establish wellhead protection provisions in the immediate vicinity of all wells serving public and “community” water systems	
M.1.	7. Require that subdivision proposals in areas with archeological potential provide information on potential sites and protection measures	
	<b>Natural Resources</b>	
B.2.(a)(i)	1. Continue to strictly apply the provisions of the State Plumbing Code to seasonal conversions, new septic systems on substandard lots, and expansions of existing buildings	Code Enforcement Officer (CEO)
B.2.(a)(iii)	2. Develop a program to monitor older subsurface sewage disposal systems	Code Enforcement Officer
B.2.(d)	3. Continue to monitor local timber harvesting and evaluate the effectiveness of the Town’s current regulations	Code Enforcement Officer
B.6.	4. Regularly obtain and distribute state data on special natural features	Code Enforcement Officer
	<b>Economic Development</b>	
D.5.(e) D.4.(d)	1. Develop a Master Plan for the Outdoor Center and public lots and begin the upgrading the Outdoor Center	Board of Selectmen, Town Manager, and Ad Hoc Committee
D.4.(e) E.9.	2. Upgrade the community’s snowmobiling facilities if needed	Town Manager and J. V. Wing Snowmobile Club
D.5.(f) E.8.	3. Expand the network of non-motorized or people powered recreational trails	Town Manager, Recreation Director, and Recreation Committee
D.5.(j) E.10.	4. Work with ATV enthusiasts to develop an ATV club.	Recreation Director
D.8.	5. Create a regional group to improve the attractiveness of the area and market the region as a recreational center	Board of Selectmen and Town Manager

	<b>Transportation</b>	
E.1.	1. Create a regional transportation committee to work on improving access to the region	Regional Municipal Officials
E.11.	2. Support the operation and possible future expansion of the shuttle bus system	Board of Selectmen and Town Manager
	<b>Utilities and Communications</b>	
F.6.	1. Develop an alternative method for accepting septic tank sludge into the sewage treatment system	Town Manager and Sanitary District
	<b>Finance and Administration</b>	
H.1.	1. Update the Capital Improvements Program annually	Town Manager
	<b>Public Facilities</b>	
I.3.	1. Investigate alternatives for the disposal of brush, wood, and inert materials	Town Manager
I.4.	2. Undertake a program to increase recycling	Town Manager and Recycling Coordinator
I.5.	3. Complete the update of the Airport Master Plan	Town Manager and Airport Committee
I.6.	4. Develop a plan for the future use of the “information center” building	Town Manager and Board of Selectmen
	<b>Recreation</b>	
L.2.	1. Maintain and Upgrade Town Park	Recreation Director

## B. Mid-Term Implementation Strategies

The Town should undertake the following activities within five years of the adoption of the updated Comprehensive Plan.

<b>Policy Reference</b>	<b>Activity*</b>	<b>Responsibility</b>
	<b>Land Use Regulation</b>	
B.1.(d)	1. Review the Town's shoreland zoning to extend the Resource Protection Zone to cover first order streams where reasonable.	Planning Board
B.5.	2. Establish regulations to mitigate the visual impact of large scale activities	Planning Board
	<b>Natural Resources</b>	
B.2.(a)(ii) F.4.	1. Update the sewer needs and feasibility study	Town Manager and Sanitary District
B.2.(c)	2. Develop a master stormwater management plan and program for the developed areas of the Planned Development District	Town Manager, CEO, Planning Board, and major property owners and condo associations
	<b>Economic Development</b>	
D.5.(b)	1. Develop a regional approach for providing public access to Flagstaff Lake	Town Manager
D.5.(c)	2. Monitor utilization of the AGC and evaluate the need for expansion	Recreation Director and AGC Committee
D.5.(d)	3. Undertake a feasibility study for a Town owned and operated indoor pool	Recreation Director
D.5.(e)	4. Expand the range of activities available at the Outdoor Center in accordance with the Master Plan (see Short-Term)	Town Manager, Recreation Director, and Special Committee
D.5.(g)	5. Undertake a program to attract educational, recreational, arts, or cultural organizations to establish operations in the community	Recreation Director and Ad Hoc Committee
D.5.(h)	6. Undertake an analysis of the feasibility of developing a new clubhouse at the golf course	Greens Committee
D.6.	7. Conduct a feasibility and design study for a multi-purpose "community center"	Town Manager and Ad Hoc Committee

	<b>Public Facilities</b>	
I.1.	1. Upgrade and expand the municipal building if needed	Town Manager and Board of Selectmen
I.2	2. Undertake a feasibility study for a public safety building	Town Manager, Board of Selectmen, and Public Safety Departments
I.7	3. Undertake a feasibility and design study for the development of a new library facility	Town Manager, Board of Selectmen, and Library Board
	<b>Fire Protection</b>	
J.1.	1. Evaluate the need for expanded/revised facilities for the Fire Department	Town Manager, Board of Selectmen, and Fire Chief
	<b>Schools</b>	
K.1.	1. Undertake a study of the feasibility of building a school	School Committee

### C. Long-Term Implementation Strategies

The Town should undertake the following activities to implement the updated Comprehensive Plan, recognizing that they may take more than five years to accomplish.

<b>Policy Reference</b>	<b>Activity*</b>	<b>Responsibility</b>
	<b>Natural Resources</b>	
B.2.(a)(iii) F.4.	1. Expand the sewer service area if recommended by the updated sewer study (see Mid-Term)	Town Manager and Sanitary District
B.2.(c)	2. Begin to implement the recommendations of the Stormwater Master Plan (see Mid-Term)	Town Manager, CEO, Planning Board, and major property owners and condo associations



	<b>Housing</b>	
C.2. C.3.(b)	1. Work with private developers and employers to develop affordable employee housing and affordable rental housing	Town Manager and Ad Hoc Housing Committee
	<b>Economic Development</b>	
D.5.(b)	1. Develop public access to Flagstaff Lake (see Mid-Term)	Town Manager, Recreation Director, and Board of Selectmen
D.5.(c)	2. Expand the AGC if needed (see Mid-Term)	Recreation Director and AGC Committee
D.5.(d)	3. Develop a Town owned and operated indoor pool if feasible and needed (see Mid-Term)	Recreation Director and Recreation Committee
D.5.(h)	4. Develop a new clubhouse at the golf course if feasible (see Mid-Term)	Town Manager, Board of Selectmen, SMC, and Greens Committee
D.5.(i)	5. Undertake a feasibility study of the development of an additional 9 or 18-hole golf course	Greens Committee and SMC
D.6.	6. Develop a multi-purpose “community center” if feasible and warranted (see Mid-Term)	Town Manager, Board of Selectmen, and Ad Hoc Committee
	<b>Public Facilities</b>	
I.2.	1. Develop a public safety building if warranted and feasible (see Mid-Term)	Town Manager and Board of Selectmen
I.3.	2. Develop a new library facility (see Mid-Term)	Board of Selectmen and Library Board
	<b>Recreation</b>	
L.1.	1. If deemed feasible, the Town should finance and build a Regional Cultural Center (see Mid-Term)	Town Manager, Board of Selectmen, and Ad Hoc Committee

## **Chapter 9. Capital Investment Strategy**

This capital investment strategy is designed to assist the Town in planning for the capital facilities needed to service the future growth and development in the community as well as a continued growth in tourism. The strategy is designed to:

1. Assess the ability of the Town's facilities to accommodate the anticipated growth;
2. identify the needs for capital expenditures to service that growth; and
3. evaluate the relative priority of the various needs.

In addition to the projects identified in the capital investment strategy, the plan also proposes that the Town support other capital investments that are aimed at improving the quality of life of residents and/or the quality of the vacation/recreational experience of visitors. These activities will also need to be addressed in the Town's ongoing capital improvements planning program.

### **A. Projected Growth**

During the decade of the 1990s, the Town's year-round population grew by approximately 25% from 325 residents in 1990 to 399 residents in 2000. This growth has continued and the estimated 2002 year-round population is 420 residents. The year-round population is projected to grow to 450 to 550 residents by 2010.

In addition to the growth in its year-round population, Carrabassett Valley has experienced continuing growth in the number of visitors coming to the community. Peak winter seasonal population, including seasonal residents, overnight visitors, and day skiers, is estimated to be about 9,000. This peak is projected to continue to grow somewhat.

### **B. Ability to Accommodate the Projected Growth**

Despite its small year-round population, the Town of Carrabassett Valley operates as a full-service municipality with full-time administrative staff, its own police department (in cooperation with Sugarloaf Mountain Corporation), a recreation department, and other programs and staff typically not found in communities of its size. Because of the large influx of seasonal visitors, the facilities of the Town are typically sized to accommodate expanded use during the winter and summer seasons. This means that facilities may be under utilized in the off-season and stretched during the peak of the winter sports season. Balancing these competing interests is essential to maintaining an efficient municipal government.

Based upon the analysis of municipal facilities prepared by the Town's Facilities Planning Sub-Committee (see Appendix A.7.), the Town's facilities appear to be generally adequate to provide needed services for the growth in both the year-round population and seasonal visitors except for the Police Department. In addition, the facilities analysis identified a number of other improvements that should be made to both accommodate growth and improve the quality of life for residents and visitors.

### **C. Projects Necessary to Accommodate the Projected Growth and Enhance the Quality of Life**

To accommodate the anticipated growth in the year-round population of Carrabassett Valley as well as the likely continued growth in the number of visitors while maintaining or enhancing the quality of life, the Town will need to undertake a variety of capital projects. The following descriptions identify each needed project, provide a brief description of the project, estimate the cost of the project (where possible), and identify possible sources of funding for the project.

#### **1. Police Department Facilities**

The inventory of municipal facilities prepared by the subcommittee suggests that the current facilities of the Police Department are inadequate and need to be upgraded. The department is currently housed on the mountain and this is the preferred location for an expanded facility to accommodate the department and Sugarloaf Mountain Corporation security. At this time, there is no proposal for addressing this need. No cost estimate for upgrading will be available until a proposal is developed. Funding for this project will likely come from the general fund and be paid for with local taxes.

#### **2. Outdoor Center Improvements**

The Town plans to upgrade and expand the existing Outdoor Center to broaden the attractiveness of the facility and to make it more appropriate for year-round use. The Town anticipates developing a master plan for the center and the public lots to guide these improvements. Phase One of the improvement program envisions modernizing and upgrading the existing facility while later phases may include expansion of the facility. The costs for the improvements have not been determined. Funding for this project will likely come from a variety of sources including lease payments, timber harvesting revenues, grants and the general fund.

#### **3. Trail Expansion**

Expansion of the people-powered trail system is a key element in the Town's strategy to expand its attractiveness as a four-season recreational destination. The community's network of cross-country ski trails has shrunk in recent years and this loss needs to be made up through the expansion of the trail network. In addition,

trails suitable for walking and bicycling are needed to expand the warm weather draw of Carrabassett Valley. The plan proposes that the Town undertake a regular program to expand the network of people powered trails. Funding for trail expansion will come from a variety of sources including state grants for trail development, cooperation with groups such as the Western Mountains Foundation, and Town funding. To accomplish this objective, the Town should establish a program of annual funding from local taxes to develop and maintain the expanded trail system.

#### **4.     *Septage Handling Improvements***

Disposal of septage from septic tanks is handled through treatment at the Sanitary District's sewage treatment plant. The District is investigating a new method for introducing the septage into the system to avoid overloading the treatment capacity of the plant especially during the winter months. This will involve developing holding capacity so that the septage can be added to the sewage flow on a controlled basis. The final details of this system are currently being developed. It is anticipated that a portion of the cost of the improvements will be recovered through user fees.

#### **5.     *Golf Course Club House***

The construction of a new club house for the golf course is identified as a desired improvement to enhance utilization of the course and to accommodate auxiliary uses such as meetings and special events. The clubhouse would be built by the Town and leased as part of the golf course operation. The design for this facility has not yet been completed. It is anticipated that the Town will need to provide the funding for the construction of the facility and that the lease payments will offset some of this cost.

#### **6.     *Water Access***

A key element of the Town's strategy to enhance year-round livability of the community, as well as increase the attractiveness of Carrabassett Valley as a warm weather destination for visitors, is to provide increased access to a sizable lake. Access to Flagstaff Lake via the Carriage Road appears to be the best opportunity to accomplish this objective. If appropriate arrangements can be made with the property owners involved, the Town will need to upgrade the Carriage Road and possibly provide some improvements at the south end of the lake. The costs for the improvements have not been determined. Funding for this project will likely come from the general fund or fund reserves although the Town should pursue state outdoor recreation funding for this project as it proceeds. Depending on the nature of the access provided, this project may fit the criteria of the Land for Maine's Future program.

## **7. *Library Facility/Ski Museum***

The community's library is a non-profit organization that receives substantial funding from the Town. Expanded facilities for the library have been identified as a desired improvement. The Library Board and Town are exploring alternative approaches for addressing this need. Ideally, the library would be a component in a project that would also provide facilities for the Ski Museum of Maine as well as for other Town and community uses. The costs for new library facilities have not been determined. Funding for this project will likely come from a variety of sources including grants, fund-raising, and possibly support by the Town.

## **8. *Public Restrooms***

The plan suggests that the former information building may be suitable for use to meet the need for public restrooms to serve visitors. If this is determined to be the best use for this building, the Town will need to upgrade the building, install suitable facilities, and provide for year-round waste disposal. The costs for the improvements have not been determined. Funding for this project will likely come from the general fund and be paid for with local taxes.

## **9. *Stormwater Management Improvements***

Improving stormwater management and the quality of the runoff within the Planned Development District is an important long range project for the community. The plan proposes conducting a comprehensive stormwater management study for this area in conjunction with Sugarloaf Mountain Corporation (SMC) and the various condominium associations to identify possible improvements. This study will be a complex project. No estimate of the cost for the project has been developed. The Town will probably need to participate in the funding for this study. Once the study is completed, the Town will need to work with SMC and other property owners to make the recommended improvements over an extended period of time. The costs for the improvements have not been determined. Funding for this project will likely come from the property owners in the District and from the general fund but the Town should seek outside sources of funding such as grants. The Town should establish a reserve fund and fund it on an annual basis for the purpose of raising the Town's share of the funding for this project. One possible approach for funding the improvements would be the creation of a special district or "stormwater utility" that would fund and undertake the improvements and assess property owners who benefit for a portion of the cost.

## **10. School Construction**

Elementary students from the Town are currently educated by SAD #58 under a contractual arrangement. The Town is currently studying alternatives for providing elementary education. If the Town does not continue the arrangement with SAD #58, the Town may be faced with the cost of building a school to serve students in grades K through 8. Funding for this project will likely come from the general fund and be paid for with local taxes since it is unlikely that the Town would be eligible for state funding for this project due to the Town's high property valuation per pupil and the State's emphasis on regional approaches to service delivery.

## **11. Public Safety Building**

The Plan proposes that the Town continue to monitor the need for a Public Safety Building to house police, fire, and possibly ambulance services. While preliminary design work for such a facility has been completed, it still remains uncertain as to whether such a facility is needed. If future growth and/or facility considerations require the construction of a public safety building, this expense will need to be included in the Town's capital planning process. It is likely that the Town will need to pay for this facility with local funding.

## **12. Golf Course Expansion**

The Town and Sugarloaf Mountain Corporation (SMC) have discussed the possibility of building an additional nine-hole or eighteen-hole golf course to expand the capacity of the current facility and broaden its appeal. If a decision is made to build a second course, this will be a substantial investment. At this point, the funding of such an improvement has not been discussed, but it is likely that the new course would be owned and funded by the Town and leased to SMC similar to the existing course. The costs for the improvements have not been determined. Lease payments would potentially be available to offset some of the Town's costs for construction of the course.

## **D. Capital Investment Strategy**

Implementation of the updated Comprehensive Plan will require that the Town invest in special studies and a range of capital facilities. Table A lays out the expenditures that will be required, provides an estimated cost for each activity, looks at possible funding sources, and establishes the timing for these investments. Table B provides a schedule for replacing the Fire Department's equipment.

**TABLE A**  
**CAPITAL INVESTMENT PLAN**

Comp Plan Ref.	Activity:	Project/Comments:	Approx. Total Cost	Possible Town Funding	Other Funding	Implementation Schedule
D.5	Short-Term Economic Development Strategy	Development of Outdoor Center Master Plan under way and funded	\$8,500 (currently funded)	\$8,500 (funded)		2003
I.5	Short-Term Economic Development Strategy	Complete Airport Master Plan--This is currently being completed	\$74,700 (currently funded)	\$3,735 (funded)	\$70,965 (funded)	2003
D.5.(h)	Mid-Term Economic Development Strategy	Undertake analysis of feasibility of developing a new clubhouse at the golf course--Project completed.	\$5,000	\$1,000 (funded)	\$4,000 (funded)	2003
K.1.	Mid-Term Schools Strategy	Undertake a study of the feasibility of building a school--study completed	\$15,000 (funded)	\$15,000 (funded)		2003
F.6.	Short-Term Utilities Strategy	Sanitary District and Town Officials currently discussing joint project to build alternative (winter) septic waste method	\$8,000	\$8,000		2004
I.4.	Short-Term Public Facilities Strategy	Undertake Program to increase Recycling--Town has received (2) State grants to aid in Recycling, Composting and Hazardous Waste (electronics) collections	\$21,500	\$6,500 from existing funds	\$15,000	2004
D.5.(l)	Long-Range Economic Development	Construct a new clubhouse at the golf course	\$800,000	\$500,000	\$300,000	2004

Comp Plan Ref.	Activity:	Project/Comments:	Approx. Total Cost	Possible Town Funding	Other Funding	Implementation Schedule
I.2	Long Range Public Facilities	Develop a public safety building if warranted and feasible---The voters will be asked to purchase the building space which currently houses the on-mountain communication center and to make necessary improvements	\$105,000			2004
I.2	Mid-Term Public Facilities Strategy	Undertake a feasibility study for a new public safety building				2005
		Eventually, another location and building may be needed to house the mountain fire station	\$200,000		\$44,000	2010
D.5.(b)	Mid-Term Economic Development Strategy	Develop regional approach for providing public access to Flagstaff Lake--This will involve acquiring a right of way over the Carriage Road and other costs	\$50,000?	\$50,000 (\$40,000 in existing Carriage Road fund)		2004-2005
I.7	Mid-Term Public Facilities Strategy	Undertake a feasibility and design study for the development of a new library facility				2004-2005
B.5	Mid-Term Strategy to Revise Land Use Regulations	Establish regulations to mitigate the visual impact of large scale activities	\$3,000	\$1,500	\$1,500	2005
B.2--M.1	Short-Term Strategy to Revise Land Use Regulations	Planning Board to work with Consultant; attempt to obtain State Planning Implementation Funding	\$7,500	\$3,750	\$3,750	2005



Comp Plan Ref.	Activity:	Project/Comments:	Approx. Total Cost	Possible Town Funding	Other Funding	Implementation Schedule
D.5	Short-Term Public Facilities	Implement Capital Improvements recommended in the Outdoor Center Master Plan--If agreed, use a combination of tax dollars, timber harvesting revenues and lease fees to complete updates (buildings, skating rink, etc.)	\$400,000	\$200,000	\$200,000	2005
I.3	Short-Term Public Facilities Strategy	Hire Consultant to design disposal of wood ash, wood, and inert materials	\$5,000	\$5,000		2006
B.2 (a)(ii), F.4.	Mid-Term Natural Resources Strategy	Update the sewer needs and feasibility study---determine the need to do this - in interim, complete appropriate water testing on an on-going basis	\$20,000	\$20,000		2006
B.2. (c)	Mid-Term Natural Resources Strategy	Develop a master stormwater management plan and program for the developed areas of the Planned Development District	\$50,000	\$50,000		2006
I.3	Long Range Public Facilities	Develop a new Library facility--A committee is currently researching the feasibility to developing a multi-purpose building to house the library, the Ski Museum of Maine, the Information Center and possibly an "arrivals" area for the airport--If determined	\$300,000	\$150,000	\$150,000	2006

Comp Plan Ref.	Activity:	Project/Comments: feasible, funding may come from several sources	Approx. Total Cost	Possible Town Funding	Other Funding	Implementation Schedule
B.2. (c)	Long-Range Natural Resources Strategy	Begin to implement the recommendations of the Stormwater Master Plan--Costs would likely be shared between Town, Landowner Associations and SMC	?			2007-2008
D.6	Mid-Term Economic Development Strategy	Conduct a feasibility and design study for a multi-purpose "community center".	\$20,000			2010
D.5. (I)	Long-Range Economic Development	Undertake a feasibility study of the development of an additional 9 or 18 hole golf course				2010
D.5.(c)	Long-Range Economic Development	Expand AGC if needed-- If warranted the project costs may be shared with CVA				2013
D.5.(d)	Long-Range Economic Development	Develop a Town owned and operated indoor pool if feasible and needed	\$1,000,000			
B.2 (a) (iii), F.4.	Long-Range Natural Resources Strategy	Expand the sewer service are if recommended by updated sewer study			User Fees	
D.6.	Long-Range Economic Development	Develop a multi-purpose "community center" if feasible--This may be combined with the Library concept				

**TABLE B**  
**CARRABASSETT VALLEY FIRE DEPARTMENT**  
**EQUIPMENT REPLACEMENT SCHEDULE (NOV. 2003)**

Equipment	Year Purchased	Purchase Price	Scheduled Replacement	Current Replacement Cost	Trade-In Value at Replacement	Funds Available at Equipment Replacement (based on \$25,000 annual appropriation)
Ladder Truck*	1983	\$225,000	Currently Evaluating Options	\$700,000 new \$300,000 rebuilt		Currently Evaluating Options
Tanker Truck	1987	\$68,000	Decision? Combine Tanker and Pumper into one Truck in 2008	\$260,000	\$80,000	\$262,000
Pumper (top mount pump; \$10,000 foam system)	1994	\$155,000	(combine with tanker truck)			
Multi-1 Fire/Rescue Truck	1998	\$134,000	2018 (20 yrs.) technology will replace this truck)	\$170,000		\$250,000

Note: Equipment Replacement Schedule does not consider inflation costs, trade-in values or interest earnings in the Reserve Account

\*Note: The town does not currently budget for the Ladder Truck Replacement

Note: As of November 5th, 2003 there is \$137,000 in the Fire Dept Equipment Reserve Account  
The Town currently budgets \$25,000 per year into this Reserve Account.

## **Chapter 10. Regional Coordination**

Some of the issues facing Carrabassett Valley extend beyond the boundaries of the Town and therefore require cooperation and coordination among municipalities and regional interests to be successfully addressed. This chapter briefly discusses the key regional issues facing the Town. The issues are discussed in the order that the topics are discussed in the policy section and therefore are not in any priority order. The chapter also reviews how the plan conforms to the adopted policies for the region.

### **A. Issues of Regional Concern**

During the comprehensive planning process, policies have been developed which deal with a number of issues that transcend municipal boundaries. These are:

#### **1. *The Scenic Character of the Region***

One of Carrabassett Valley's major attributes, and a key factor in its future as a destination recreational center, is the high quality of its natural and scenic environment. This environment does not stop at the municipal boundaries and is a regional resource especially with respect to scenic and visual quality. While the Town has a responsibility for the stewardship of the environment within its boundaries, it also has an important role as a leader in regional efforts to maintain the character and scenic quality of the region and the Route 27 corridor. Therefore, it is important that the community continue to be involved in and support regional efforts to maintain and improve the scenic quality of the region such as the Route 27 Scenic Corridor Committee. Given the importance of this environment to the Carrabassett Valley community, it is vital that the Town encourage and support future regional efforts of this sort.

#### **2. *Employee Housing***

Employees of Sugarloaf/USA as well as other local businesses are drawn from a regional labor market. Due to the seasonal nature of some of the employment and the high cost of housing in the Town of Carrabassett Valley, it is highly likely that many employees of local businesses will continue to choose to live outside of town and commute to their jobs. While the Town's housing policies recognize the need for the Town to support efforts to develop affordable employee and rental housing within the community, there is also a need for the community to support efforts to maintain and expand the supply of affordable housing in the surrounding communities. Therefore, the Town should support regional efforts to address the need for affordable housing.

### **3.     *Access to Flagstaff Lake***

Improved access to water for recreational purposes is a key ingredient in making Carrabassett Valley more of a year-round recreation destination. It is also an important factor in the quality of life of year-round residents. Developing access to the southern end of Flagstaff Lake appears to offer the best opportunity for improving water access for both visitors and residents. However, this project will involve activities outside of the Town's municipal boundaries and will potentially benefit residents of the larger region. Therefore, the Town should work to develop a true regional approach for providing improved access to Flagstaff Lake via the Carriage Road.

### **4.     *Promotion of the Region as a Recreational Center***

While Sugarloaf/USA promotes itself as a destination, recreational resort, the larger region lacks a well established identity as a four season recreational center. While it is the policy of the Town to promote Carrabassett Valley as a year-round recreational destination and to work to expand the range of recreational and cultural activities available for both residents and visitors, it is important that the image of the region also reflect this role. Therefore, it is important that the Town actively participate in and support efforts to promote and market the region as a recreational center.

### **5.     *Improved Regional Access***

Most visitors to Carrabassett Valley come by motor vehicle and residents of the Town are dependent on the region's highway connections for their livelihood, shopping, education, and virtually all aspects of daily life. Therefore, improving the regional highway network is of vital importance to the community. The Town's policy is to support regional efforts to improve regional access and to support the creation of a regional transportation committee to work toward this objective.

### **6.     *Development of a Regional Airport***

The Town's airport provides limited access by aircraft and is not suitable for larger planes and has significant operational and safety constraints. Improved access by aircraft is a component in expanding the year-round recreational market. The best approach for improved air access is probably through the development of a regional airport serving the Western Mountains Region. The Town supports the concept of a regional airport and further investigation of the feasibility of such a facility.

## **7. *Health Care and Emergency Medical Services***

While there is a seasonal emergency care facility on the mountain to treat minor injuries, residents of the Town are dependent on regional health care facilities for both routine and emergency medical treatment. Emergency medical services and transportation are currently provided by Sugarloaf Ambulance and Rescue, a regional system operated by the hospital in Farmington. Given the size of the community and its geographic remoteness, maintenance of these regional facilities and service delivery systems is important to both residents and visitors. Therefore, it is the policy of the community to support the regional health care system and to work to maintain the current regional approach to providing emergency medical services.

## **8. *The Community's Role as the Regional Recreational Center***

The community's recreational facilities and programs contribute to a very desirable quality of life for residents of Carrabassett Valley. These facilities also provide for some of the recreational needs of people who live in the larger region. In a sense, the Town functions as the "recreational service center" for the region. This role as the regional recreational center is a potentially valuable asset for neighboring communities. Therefore, it is the policy of the Town to recognize its role as the regional recreational center and to make its facilities and programs available to residents of the region on a reasonable basis.

## **9. *Education***

Elementary students who live in Carrabassett Valley attend schools operated by SAD #58 on a contractual basis. High school students have the option of attending a variety of secondary schools. As the Town continues to evaluate options for providing educational services for the residents of this community, it is important that the Town also consider the financial impact of its educational decisions on the region's educational system.

## **10. *Regional Economic and Community Development***

The economy of Carrabassett Valley is based primarily on outdoor recreation and, therefore, is somewhat isolated from the economy of the region. But the Town and its residents depend on the larger region for many of the aspects of every day life and the economic health of the region strongly influences Carrabassett Valley. The regional economy continues to experience setbacks as the traditional natural resource based industries continue to contract. Therefore, it is important that the Town play an active role in regional efforts to promote economic and community development so that the region remains viable both economically and socially.

## **B. Conformance with Regional Goals and Policies**

The Androscoggin Valley Council of Governments (AVCOG) adopted regional policies in 1990. These policies are intended to provide a framework for local comprehensive plans. The regional policies address the ten state goals set out in the state Growth Management Law. This section looks at how the Town's policies compare to the adopted regional policies and identifies the area where there are inconsistencies.

In general, the Town's policies are very consistent with the adopted AVCOG regional policies. There are a few minor areas where there is some divergence between the Town's policies and the regional policies:

1. The regional plan proposes that tourism activities that have a low impact on natural resources should be encouraged. The Town's policies support the expansion of a wide range of outdoor recreational facilities and opportunities, some of which might not be classified as low impact.
2. The regional plan encourages communities to adopt housing codes to assure the maintenance of safe and healthful housing conditions. The Town does not propose to adopt a housing code governing maintenance of residential property and does not feel that such a code is needed in Carrabassett Valley given the type and age of its housing stock.
3. The regional plan encourages the use of organic wastes as soil conditioners and fertilizers. This topic is not addressed specifically in the local policies but this policy is reflected in the current practices of the Sanitary District and the golf course.
4. The regional plan suggests that development occur with care in areas with slopes in excess of 20%. While the local policies are not inconsistent with this regional policy, the nature of the community means that there will continue to be development in areas with steeper slopes and that this needs to be addressed in the Town's development standards.
5. The regional plan proposes that access points to surface water bodies should be protected and preserved through regulation and purchase. This issue is not a significant issue in the Town given the large amount of existing access to the river and therefore is not specifically addressed in the local policies but policies are in place to create public access to Flagstaff Lake.







# APPENDIX A

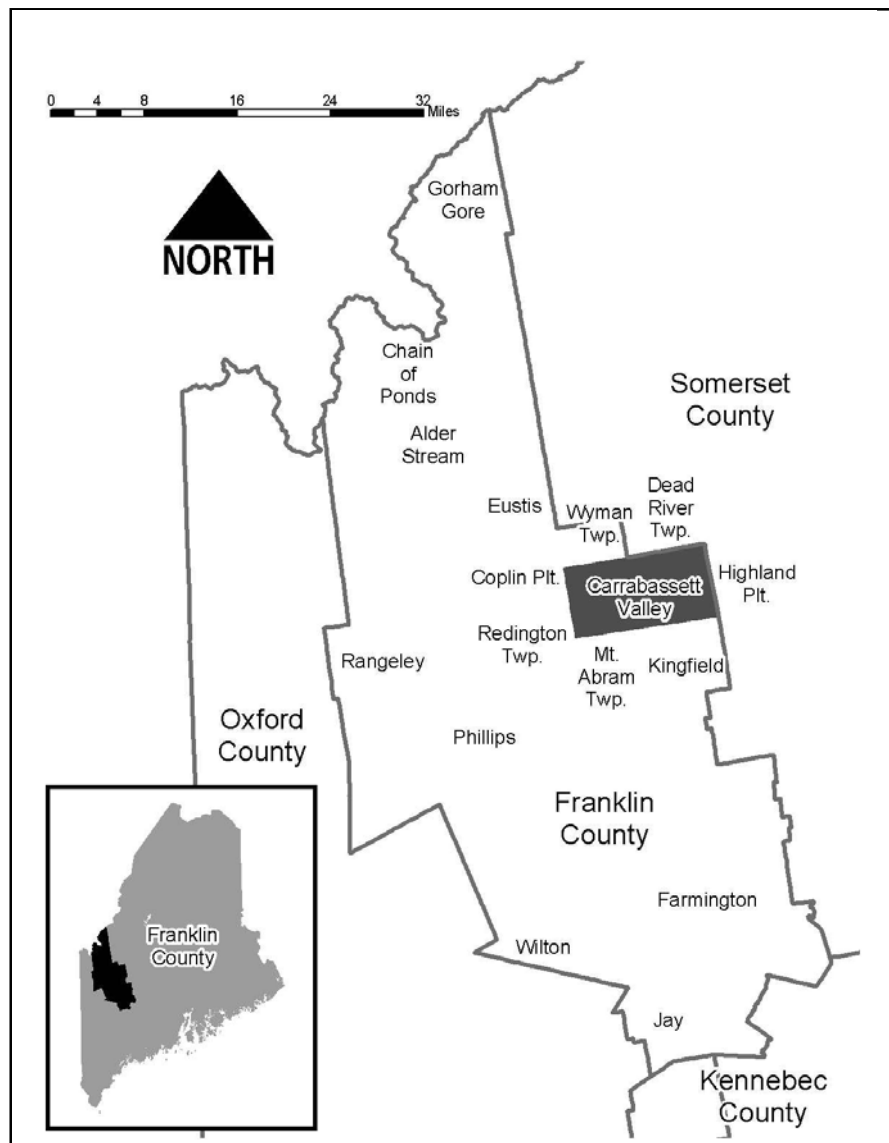


## Appendix A.1. Population and Demographics

In 1970, approximately 40 people lived in Carrabassett Valley year-round. Three decades later, driven by the success of Sugarloaf/USA, this number had increased by a factor of ten to 420. On the busiest weekend of the year, the number again multiplies to as high as 9,000 people.

This volatile ebb and flow of population makes projecting the town's future population and demographics unusually difficult. At the same time, the task is crucial if services and facilities in this town, which feels the pressure for them, are to be properly scheduled and sized.

Figure A.1.1 Regional Location

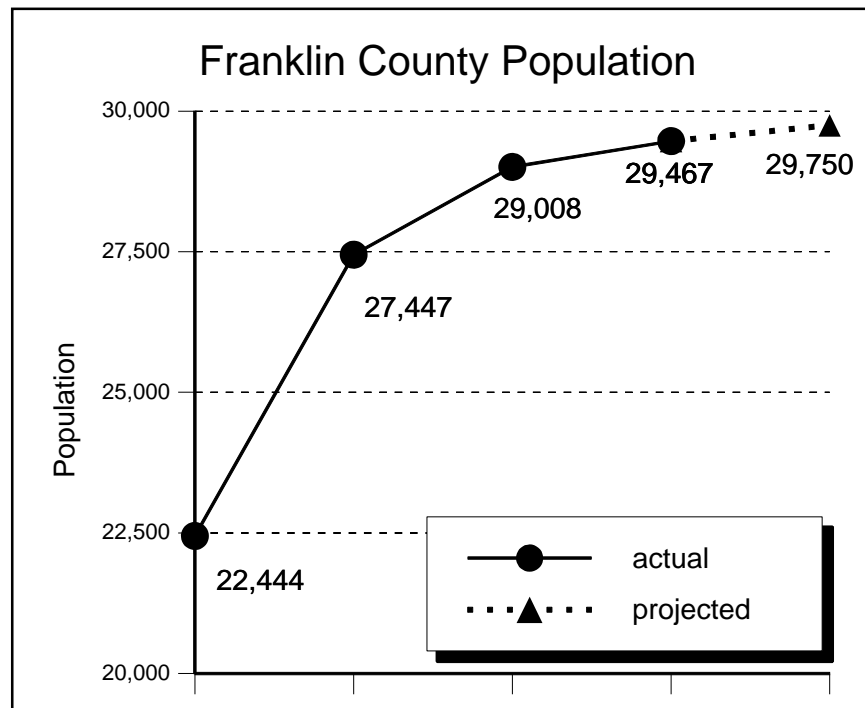


## I. Population Trends: 1970 - 2000

Carrabassett Valley is in the sparsely populated northern half of Franklin County. Franklin County, as can be seen in Table A1, has a small but steadily growing population, nearing 30,000 in the year 2000.

In the 1970s, the County's population increased by 21%, which was more robust than the State's 7% growth rate. Towns both large and small shared in this growth, although the towns of Farmington, Jay, and Wilton and immediately surrounding communities in the southern half of Franklin County accounted for 91% of the growth. Three driving forces explain this strong growth; significant investments by major industries, decentralizing jobs from urban areas, and a national migration from urban areas to rural areas. These trends continued in the 1980s, albeit at a slower rate. In comparison Franklin County grew by 9% while Maine grew by 5%.

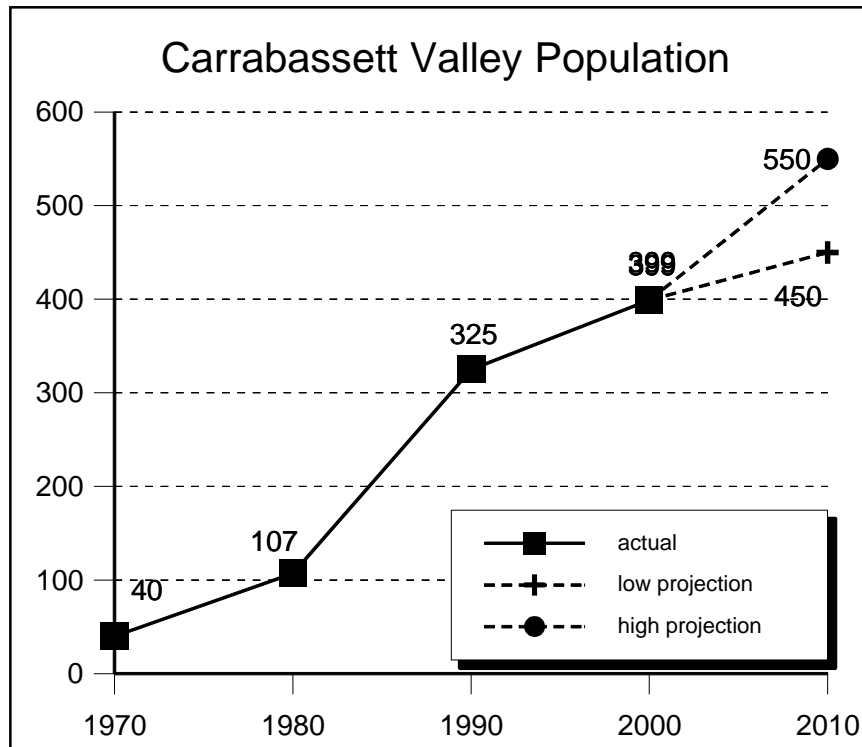
Figure A.1.2. County Population



In the 1990s, Franklin County's growth continued to slow and the pattern of growth changed. The County grew by 2% whereas the State grew by 4%. The larger communities in southern Franklin County, which had received the majority of the population growth in the 1970s and 1980s, began to decline (Table A.1.1.). Rural areas were boosted in part by growing elderly and retiree populations moving to rural recreation areas such as Rangeley Plantation, Carrabassett Valley, Sandy River Plantation, and other similar towns.

Projections of Franklin County's population suggest that growth will peak near 29,750 residents in 2010. An aging population that is not being replaced by younger generations, an employment base that is projected to remain stagnant, and fewer young families choosing to work and live in the county will depress its growth rate.

Figure A.1.3. Town Population



In contrast to the forces that have fueled the growth of Franklin County, the driving force behind Carrabassett Valley's growth appears to be the expansion of Sugarloaf/USA. Other population trends- renewal of rural populations, migration of jobs to rural areas, sprawl- have undoubtedly touched Carrabassett Valley, but not with enough strength to support significant growth in Carrabassett Valley and northern Franklin County.

Carrabassett Valley, starting from its diminutive population base of approximately 40 people in 1970, has grown faster than any community in the County. By 2000, the U.S. Census reported 399 year-round residents. The expansion of the ski resort, especially the movement toward a year-round recreation area and the increase in nonresident taxpayers in the 1980s, fueled growth. Today, the attractiveness of a low tax rate, expanding public facilities/services, public and private school system, and recreation opportunities continue to attract residents.

## II. Current Population Estimates: 2002

In 2002, Planning Decisions estimates that 420 year-round residents are living in Carrabassett Valley. Expanding residential development, the tendency of the U.S. Census to undercount populations in seasonal communities, and the trend towards larger household sizes support this estimate.

In addition to the year-round population, the town has other notable components to its community:

- Carrabassett Valley Academy students that live in dormitory housing were not included in the year-round population compiled by the U.S. Census. While most of these students are not year-round residents, they are a steady and important part of the community and must be considered when sizing municipal facilities and programs. In the early fall and late spring, an average of between 40 and 50 students live in the dormitories. In the winter months, this number increases to 70 students.
- Carrabassett Valley has an important seasonal population. Seasonal residents are those that live in town for five, seven, or nine months of the year. These residents function as year-round residents while they are in town - working, shopping, using town facilities and services, and generally participating in the community as year-round residents. While no accurate count of this population is available, their importance as members of the community cannot be underestimated.
- Carrabassett Valley has a large 'weekender' population. 'Weekenders' are dedicated visitors that enjoy the amenities of Carrabassett Valley nearly every weekend and vacation, and are committed to the community. This population is not involved in the community as deeply as the seasonal population, but it is a reliable, sizeable, and dedicated component of the town's population.
- Carrabassett Valley has a significant tourist population. This population is made up by vacationers and day-trippers that visit the Valley primarily for winter activities, but also the growing number of summer activities that are available (golf, biking, summer program, etc). The tourist population typically rents accommodations and visits once or twice each year. On peak weekends in the winter the tourist population can add as many as 8,000 people to the town, and public services and facilities must be gauged to accommodate this demand.

### III. Population Projections

The population projection in a very small town so dependent on an expanding recreation industry is hazardous at best. Subtle changes in national trends can have disproportionate impacts on any community heavily dependent on tourism. Furthermore, the town is relatively independent of changes in the patterns and process of the County as a whole.

Planning Decisions projects that the combination of low taxes, recreation resources, and quality municipal services and facilities will increase the town's population to a range of between 450 and 550 residents by 2010.

### IV. Characteristics of the Population

The 2000 Census count provides a useful look at the demographic characteristics of the population. In spite of the town's short existence, its demographic profile is quickly adjusting to that of a more established community. These changes could impact the manner in which resources are allocated.

The most dramatic change has been the movement towards more family-centered households. Average household sizes are declining nationwide as the population ages, single-parent households become more common, and families have fewer children. But in Carrabassett Valley, the average household size increased from 2.11 persons per household in 1990 to 2.22 persons per household in 2000 (Table A.1.2.). In addition, the percent of households with children under 18 years jumped to 26% (compared with 30% for the county). This suggests that Carrabassett Valley more closely resembles Franklin County.

Another sign that Carrabassett Valley is becoming more like the rest of Franklin County is the age profile. Both ends of its population profile grew, while those in the middle shrank. The percent of residents under 18 rose to 20%, while that for the County was 24% (Table A.1.2.). The number of residents older than 54 increased from 14% to 19%. In this time period, the median age increased by five years.

**Table A.1.1. Population Growth by Relative Change, Franklin County 1990 - 2000**

	1960	1970	1980	1990	2000	Change '90 - '00
Dallas Plantation	77	105	146	161	250	55.3%
Sandy River Plantation	54	73	50	64	93	45.3%
Carrabassett Valley*	No Data	40	107	325	399	22.8%
Rangeley Plantation	39	52	69	103	123	19.4%
New Sharon	712	725	969	1,175	1,397	18.9%
Chesterville	505	643	869	1,012	1,170	15.6%
Industry	262	347	563	685	790	15.3%
Carthage	370	354	430	458	520	13.5%
Coplin Plantation	40	50	111	120	135	12.5%
Eustis	666	595	582	616	685	11.2%
New Vineyard	357	444	607	661	725	9.7%
Strong	976	1,132	1,506	1,217	1,259	3.5%
Temple	314	367	518	560	572	2.1%
<b>Franklin County**</b>	<b>20,069</b>	<b>22,444</b>	<b>27,447</b>	<b>29,008</b>	<b>29,467</b>	<b>1.6%</b>
Farmington	5,001	5,657	6,730	7,436	7,410	-0.4%
Rangeley	1,087	941	1,023	1,063	1,052	-1.0%
Kingfield	864	877	1,083	1,114	1,103	-1.0%
Jay	3,247	3,954	5,080	5,080	4,985	-1.9%
Wilton	3,274	3,802	4,382	4,242	4,123	-2.8%
Madrid	108	107	178	178	173	-2.8%
Weld	348	360	435	430	402	-6.5%
Avon	436	495	475	559	504	-9.8%
Phillips	1,021	979	1,092	1,148	990	-13.8%

\* Carrabassett Valley was not incorporated until 1972. Population estimates for 1970 were conducted by Portland Research and Communications

\*\* Includes following U.S. Census areas not listed in table; East Central Franklin, North Franklin, South Franklin, and Wyman.

Source: U.S. Census



Table A.1.2. Age and Housing Characteristics, 1990 and 2000

	Carrabass. Valley 1990	Carrabass. Valley 2000	Franklin County 2000
Population by Age (%)			
Less than 18	16.3%	20.1%	23.5%
18 to 29	19.4%	13.3%	16.0%
30 to 44	39.4%	26.1%	21.5%
45 to 54	11.1%	21.6%	14.6%
55 to 64	6.5%	10.3%	10.2%
65 or Older	7.4%	8.8%	14.2%
<i>Median Age (years)</i>	<i>34.6</i>	<i>39.8</i>	<i>38.2</i>
Household Status (%)			
1 Person	32.7%	27.4%	25.8%
2 Person	42.0%	43.0%	38.9%
3 Person	12.7%	13.4%	15.3%
4 or more Person	12.7%	16.2%	20.1%
Households with Children under 18 Years	9.5%	25.7%	29.5%
Households with Individuals 65 Years and Older	N/A	13.4%	24.7%
Average Households Size (persons)	2.11	2.22	2.40

Source: U.S. Census

While household size and composition are becoming more like Franklin County, income and education attainment in Carrabassett Valley are very unlike Franklin County. Median household income in 1999 was \$45,357, which is considerably higher than both Franklin County and the State (Table A.1.3.). In 2000, more than one-half of residents older than 24 had received at least an Associates or Bachelors Degree—twice the rate of Franklin County.

Table A.1.3. Income and Education Characteristics, 2000

	Carrabassett Valley	Franklin County	State of Maine
Median Household Income	\$45,357	\$31,459	\$37,240
Education Attainment for Population 25+			
No High School Diploma	5.9%	14.7%	14.6%
High School Graduate	23.4%	41.0%	36.2%
Some College, no Degree	16.5%	17.6%	19.0%
Associate, Bachelor, or Graduate Degree	54.2%	26.6%	30.1%

Source: U.S. Census, Claritas, Inc.

## V. Issues and Implications

1. Continued population growth could increase demands on the Town's facilities and services.
2. Increasing household sizes could have an impact on the amount of resources spent for education. In addition, a well-educated population tends to have higher academic standards, which also could increase the amount of resources spent for education.
3. Increasing elderly populations could change the nature of the demand for municipal facilities and services.

## Appendix A.2. Housing

Since Carrabassett Valley's incorporation in 1972, its housing inventory has more than quadrupled. During this building boom, about seven out of every ten new units have been built on Sugarloaf Mountain.

The result is a pattern of housing development that parallels the development of the town as a recreational resort. It is possible to trace the town's history from the location and architecture of its housing. It has proceeded from a nascent wilderness ski area supported by visitors in no-frill A-frames in the lower valley, to the modified Acorn homes in Redington at a time when the Dead River Company was a moving force behind the area's development, and finally to a year-round resort whose lifeline is very much connected to the condominiums and custom homes which are within walking distance of Sugarloaf Mountain's ski lifts and golf course.

This chapter inventories the amount and type of housing, assesses the pattern of development, and analyzes the affordability of housing in Carrabassett Valley.

### I. Total Housing Units, 2001

In December 2001, Carrabassett Valley had an estimated 1,811 housing units (Table A.2.1.). Nearly 80% of these units have been constructed since the town was incorporated in 1971. Of the total units, an estimated 1,134 units are located on Sugarloaf Mountain.<sup>1</sup> The majority of the on-mountain housing is in multi-unit condominiums, while the majority of the off-mountain homes are single-family units.

### II. Pattern of Development

The growing importance of Sugarloaf Mountain and the town's development is evident in the development pattern of residential housing. During the 1970s, slightly more than half of the new units that were built were located on the mountain (Table A.2.1.).<sup>2</sup> In the 1980s, which was a period of rapid condominium development, more than 95% of the new housing units were located on the mountain. By the 1990s, the pace of residential development subsided. During this time only one-third of the new housing units were built on the mountain.

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<sup>1</sup> For the purposes of this study, on-mountain housing is considered to be all housing that has been built around Sugarloaf Mountain's recreational amenities, including the Village-on-the-Green, Snowbrook, Mountainside Road, the Village, and Riverside developments (Figure A.2.1.).

<sup>2</sup> The 1980 U.S. Census greatly undercounted the number of housing units in Carrabassett Valley. It reported 501 units total (425 seasonal and 76 year-round).

Table A.2.1. Housing Units, 2001

Year	Number of New Housing Units	New Units On- Mountain	% New Units On- Mountain	% Total Units On- Mountain
Pre-1972	392	25	6.4%	6.4%
1972 to 1979	332	183	55.1%	28.7%
1980 to 1989	872	842	96.6%	65.8%
1990 to 1999	177	59	33.3%	62.5%
2000 to 2001	38	25	65.8%	62.6%
Total Housing Units, 2001	1,811	1,134	62.6%	62.6%

Source: Planning Decisions, Inc., Town Assessing Records, Comprehensive Plan

NOTE: These totals include only housing units. Group quarters, such as motels and dormitories, are not included in these totals.

Virtually all of the housing units off-mountain are single-family detached.<sup>3</sup> The exception is the Left Bank Condominiums, which consists of 28 townhouses. Conversely, virtually all the housing units on-mountain are condominium units, mostly in townhouses or single-family attached structures.<sup>4</sup> The exceptions are a handful of single-family housing developments interspersed among the condominium developments.

While it is not possible to establish the exact number of seasonal units compared with year-round housing units, most are seasonal. Seasonal units, for the purposes of this study, are those used during the winter ski season. The 2000 Census reports that approximately 89% of the housing stock was seasonal. Assuming this ratio didn't change through 2001, Planning Decisions estimates that 1,617 of the 1,812 housing units are used seasonally.

The pattern of housing development has divided the town into a series of identifiable communities. These typically branch a short distance from Route 27, and are scattered along the length of Route 27 to Sugarloaf Mountain. Most are rather densely developed on small lots and privately-owned gravel roads.

- ▣ Spring Farm, Carrabassett Village, Valley Crossing, Settler's Lots, and Poplar Stream combined are the largest of these off-mountain developments. They are located adjacent to each other in the **Lower Valley** and together form a cluster of more than 200 homes (including the Left Bank Condominiums) (Table

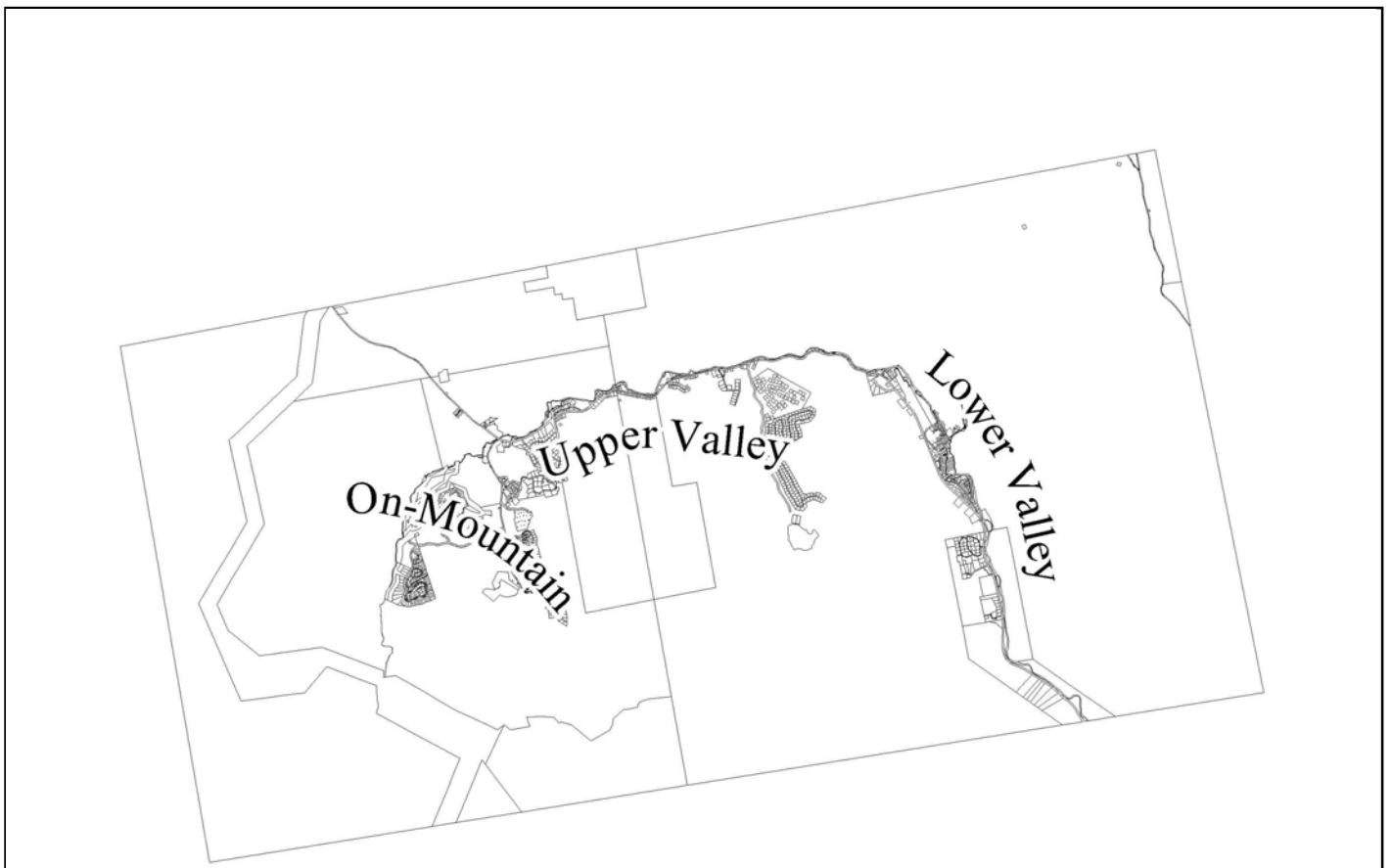
<sup>3</sup> This is a one-unit structure that is detached from any other house; that is with open space on all four sides.

<sup>4</sup> Single-family attached refer to single-family housing units that share a wall with another housing unit.

A.2.2., Figure A.2.1.). These neighborhoods, along with the rest of the lower valley totaled approximately 320 housing units in 2001.

- Redington and Sugarloaf Village are two developments that dominate the housing profile in the **Upper Valley**. The Upper Valley has a total of 353 units. Redington has 107 predominantly one-acre lots south of Route 27. Sugarloaf Village has 108 units. The rest of the Upper Valley has 138 units.
- **On-Mountain** housing, of course, has the largest number of dwelling units, totaling 1,134 units.

Figure A.2.1. Sections of Carrabassett Valley



**Table A.2.2. Location of Residential Units, 2001**

Location	Estimated Housing Units	Percent of Total
Lower Valley	320	17.7%
Upper Valley	353	19.5%
Sugarloaf Mountain	1,134	62.6%
Other (Poplar Stream Watershed)	5	0.3%
Total	1,812	100.0%

Source: Planning Decisions, Town Assessing Records

**III. Undeveloped Residential Lots**

Many more house lots have been created over the years than have been built on to date. An estimated 454 undeveloped residential lots exist, but not all are developable. Natural resource constraints and ownership constraints (several lots are owned by abutting landowners as “buffer” lots) decrease the number of developable lots. For example, in older subdivisions (Spring Farm, Carrabassett Village, and Poplar Stream) the lots are virtually all less than the minimum lot size required by the zoning ordinance or less than the 20,000 square feet lot size required by state law for lots with on-site waste disposal.

Planning Decisions estimates that, of the 454 undeveloped lots, 314 are developable. More than 40% of these (129 lots) are located in the Redington development in the Upper Valley. Another 29 developable lots are in Sugarloaf Village. There are nearly 100 on-mountain lots available for development, most of which are in Village on the Green.

**Table A.2.3. Developable Residential Lots, 2001**

Location	Developable Residential Lots <sup>5</sup>	Percent of Total
Lower Valley	23	7.3%
Redington	193	61.5%
On-Mountain	98	31.2%
Total	314	100.0%

Source: Planning Decisions, Town Assessing Records

<sup>5</sup> This total excludes lots that are constrained by natural resource constraints (poor soils, steep slopes, too small for on-site septic) and ownership (several lots are used as privacy buffers by abutting landowners).

#### **IV. Housing Quality**

The quality of housing ranges from excellent to very poor. However, any evaluation of housing quality must take into account the seasonal nature of much of the housing and the purpose for which it was built. Homes, which at first glance, appear substandard- in particular many of the tiny A-frame camps which seem to have sprouted from seeds scattered throughout valley- in fact serve the purpose of their owners, namely as inexpensive, convenient, and peaceful getaways. From this perspective they are not substandard. They will become so only if and when pressure arises to convert their use to something other than the occasional getaway for skiers and golfers, or if they are improperly upgraded to year-round use.

Beyond the seasonal camps and cottages which comprise a large share of the housing stock- and the quality of which is tied to use- the housing in Carrabassett Valley is sound. Much of this housing, both on- and off-mountain, is either occupied year-round, investor-owned, or regularly used by their owners as second homes. Because so much of the housing is quite new, electrical wiring, appliances, and plumbing are reasonably adequate.

#### **V. Future Housing Demands**

Future housing demand, like future population growth, is intimately tied to any expansion of Sugarloaf Mountain and other four-season recreation activities. Expansion affects both year-round and seasonal housing needs, and therefore influences any projections on future housing development.

Based on current trends, Planning Decisions projects an additional 150 new housing units will be added to the housing stock by 2010, unless there is a resurgence of on-mountain condominium development. Between 10 and 15% of these new units will be built for year-round use (or between 15 and 23 units).

As has been the case in the past, the majority of the new housing units will be for seasonal use. Planning Decisions estimates that 85 to 90% of the new housing units will be for seasonal use. Most of this new development will occur close to Sugarloaf Mountain (On-mountain or Upper Valley) or in an entirely new residential subdivision.

#### **VI. Affordability Analysis**

In Carrabassett Valley, median incomes are increasing at a faster rate than property values. Between 1990 and 2000, median home values increased by 27% while median household incomes increased by 67%. Table A.2.4., suggests that housing is relatively more affordable now than it was in 1990. The maturing community (Population and Demographics Section) has created more and better paying jobs for its residents while the economy, tax law changes in 1989, and repercussions from the building boom of

the later 1980s helped to hold down home values.

Conversely, renters income to rent ratio is the same as it was in 1990. This is problematic because it assumes that renters' incomes increased at the same rate as property-owners' incomes.

**Table A.2.4. Change in Median Home Value and Household Income, 1990 - 2000**

	1990	2000	Percent Change
Median Home Value	\$93,800	\$119,100	27.0%
Median Household Income*	\$27,193	\$45,357	66.8%
Median Gross Rent	\$380 per month	\$625 per month	64.5%

Source: U.S. Census

\* Income figures are from 1989 and 1999.

While the cost of housing is becoming more affordable for those already living in the Valley (household incomes are increasing faster than median home value), the cost of housing is becoming less affordable for those commuting to work in town. Typically, the cost for shelter does not exceed 30% of a household's annual income.

Because most seasonal employees commute to Carrabassett Valley for employment and because the median household incomes for these employees is not available, the median income for Franklin County will be used as a proxy to calculate affordability. Claritas, Inc. estimates Franklin County's median household income was \$32,109 in 2001. Therefore;

- ▣ Very low income households have incomes less than 50% of the median household income, or \$16,055,
- ▣ Lower income households have incomes of between 51% and 80% of the county median, or between \$16,056 to \$25,687, and
- ▣ Moderate income households have incomes of between 81% and 150% of the county median, or between \$25,688 and \$48,164.

Table A.2.5., depicts the affordable rent and affordable home ownership levels for residents of Franklin County. Affordable gross rents range from less than \$400 to \$1,200, depending on the household's income. Affordable home ownership ranges from less than \$47,000 to \$177,500, depending on the household's income. These figures could be a starting point for a discussion of employee housing.



Assessing whether the supply of affordable housing meets the demand for affordable housing in Carrabassett Valley is elusive. Many of the seasonal employees commute from anywhere from one hour away or less. If affordable housing were available, some seasonal workers would choose to live in Carrabassett Valley but quantifying this demand is very difficult.

**Table A.2.5. Affordability Levels, 2001**

	Very Low Income	Lower Income	Moderate Income
% of County Median Income	50%	51% to 80%	81% to 150%
in dollars, 2001	less than \$16,055	\$16,056 to \$25,687	\$25,688 to \$48,164
Affordable Gross Rent* (@ 30% of income)	less than \$400	\$400 to \$642	\$643 to \$1,204
Home Purchase:			
Affordable Mortgage (@ 30% of income)	less than \$400	\$400 to \$642	\$643 to \$1,204
Less prop. taxes, insur., utilities**	\$150	\$175	\$250
Equals Affordable Mortgage Payment	\$250	\$467	\$954
Affordable Housing Price Assuming 20% down payment and 7% interest rate for 30 years	\$47,000	\$47,001 to \$87,500	\$87,501 to \$177,500

Source: Claritas, Inc., Planning Decisions

\* includes \$100 in utilities

\*\* includes \$100 in utilities, a 7.0 mil rate, and reasonable insurance costs

## **VII. Issues and Implications**

1. **Seasonal Affordable.** The recreational economy of the Town depends on an available workforce to service it, both seasonally and year-round. Many year-round employees and their families will seek affordable homes to purchase, while seasonal employees will require affordable rentals. While Sugarloaf Mountain Corporation has five units for employee housing in the Leftbank Condominiums, many of the employees travel up to one hour from their homes to their workplaces in Carrabassett Valley. Some of these commuters would undoubtedly choose to live in Carrabassett Valley if affordable housing were available.
2. **Conversion of Seasonal Units.** For many, the least expensive means of finding affordable housing may be to buy and convert seasonal camps to year-round

use. Such conversions should be monitored carefully by the Town, with strict adherence to the Seasonal Conversion Code. The combination of undersized lots, the introduction of new on-site waste disposal systems, and greatly increased year-round wastewater flows could easily contaminate ground and surface waters. This is a strong possibility given the Town's rapidly permeable soils, the proximity of many camps to the Carrabassett River, and the concentration of homes over the two major aquifers.

3. Location of New Development: As demand for off-mountain housing grows, so will the tendency to locate housing in the least expensive manner possible. Some of this demand may be met on existing, vacant, and buildable house lots in developments such as Redington, Sugarloaf Village, and Village on the Green (especially if infrastructure improvements were made). Additional demand for development may seek locations on established roadways, especially north of the Mountain Access Road, where Sugarloaf Mountain's sewer line runs along Route 27 before crossing over to its treatment lagoons.

## Appendix A.3. Local Economy

The recreation industry in Franklin County is not unique to Carrabassett Valley. What is unique is the town's virtually complete reliance on it. The distance from any sizeable markets, lack of an available labor supply, and lack of a well-developed transportation system make the town's prospects for broad-based industrial development remote. But the area's assets, namely dramatic topography, scenery, forest resources, and cool climate, have been exploited by the Town and private investors exceedingly well.

This chapter inventories the local economy as well as those investments that have been made in it.

### I. Economic History

Carrabassett Valley wasn't always a vacation destination. Abundant timber and the swift moving Carrabassett River spawned a fledgling forestry industry. This timber fed several sawmills in the valley. In 1984, the Narrow Gauge Railroad services sawmills in Jerusalem, and by 1900, the Kingfield and Dead River Railroad had been built to serve sawmills at Bigelow Station, in Crockertown (the two communities that now comprise Carrabassett Valley). Nearly 100 people were employed in a saw mill at Bigelow Station, and a community flourished with a boarding house, homes, general store, train station, and a school house.

This activity peaked before the depression. Forestry is still a crucial component of the region's economy - there is a state-of-the-art sawmill in neighboring Stratton. While active wood harvesting still occurs, forestry has long been supplanted as the town's largest industry.

The first recreational visitors were at Record's Camps in Jerusalem. In 1937, the last section of the Appalachian Trail was completed from the Bigelow Range to Bigelow Station, continuing over Sugarloaf Mountain onto Oberton Stream. In 1949, the Sugarloaf Mountain Ski Club was starting the development of a ski area on Sugarloaf Mountain. A decade later, five surface lifts were carrying skiers up Sugarloaf, lodging was available, and the area's recreation economy was underway. By 2000, Sugarloaf Mountain had become a year-round resort.

### II. Local Economy

Despite the forest's legacy in Carrabassett Valley, by 2000 none of the town's year-round residents were employed in the forest industry. Outdoor recreation dominated the town. More than one-third of these residents worked in fields directly related to recreation (Table A.3.1.). Another third worked in fields indirectly related to recreation, including retail, finance/insurance/real estate, and construction.

Education/health/social services accounted for 12% of the jobs.

**Table A.3.1. Industry Profile, 2000**

Employed residents, ages 16 and above:	Location Quotient*		
	Carrabassett Valley	Franklin Cty	Maine
Agriculture, forestry, fishing, hunting, mining	0.0%	0.00 l.q.	0.00 l.q.
Construction	11.7%	1.80 l.q.	1.70 l.q.
Manufacturing	1.0%	0.06 l.q.	0.07 l.q.
Wholesale trade	2.0%	1.05 l.q.	0.59 l.q.
Retail trade	12.7%	0.98 l.q.	0.94 l.q.
Transportation, warehousing, and utilities	2.9%	0.88 l.q.	0.67 l.q.
Information	1.5%	1.50 l.q.	0.60 l.q.
Finance, insurance, and real estate	12.2%	2.30 l.q.	1.97 l.q.
Professional, management	2.4%	0.62 l.q.	0.35 l.q.
Educational, health, and social services	12.2%	0.48 l.q.	0.53 l.q.
Arts, recreation, and food services	35.6%	3.56 l.q.	5.01 l.q.
Other services	2.9%	0.60 l.q.	0.62 l.q.
Public administration	2.9%	0.88 l.q.	0.64 l.q.

\* Location Quotient: ratio of the percent of industry employment in Carrabassett Valley to the percent of industry employment in Franklin County and the State of Maine.

Source: U.S. Census Bureau

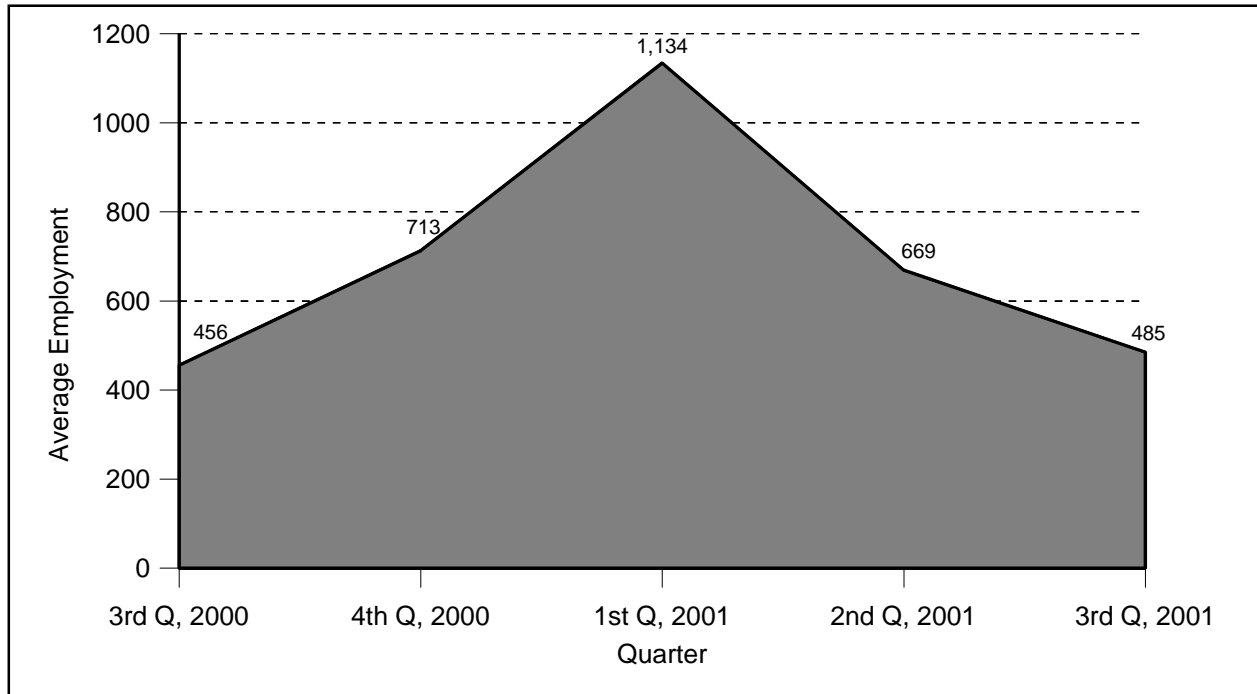
Carrabassett Valley's economy is dramatically different from both Franklin County and the State of Maine. A resident of Carrabassett Valley is 3.5 times more likely to be employed in the recreation industry than is a resident of Franklin County, and 5 times more likely than a resident of Maine. Similarly, those employed in finance/insurance/real estate are twice as common in the valley than the county or the state.

Conversely, Carrabassett Valley residents are not employed in agriculture/forestry/fishing or manufacturing. Despite education/health/social services accounting for 12% of the town's employment, this is still half the usual employment in these positions in the county and the state.

These statistics only describe the employment profile of year-round residents. The seasonal nature of the town's recreation industry demands an enormous seasonal fluctuation in seasonal employment. The Maine Department of Labor estimates that employment in Carrabassett Valley can more than double in the winter months versus

the summer months (Figure A.3.1.). Most of these positions are created in the recreation and other industries that are indirectly related to recreation.

**Figure A.3.1. Seasonal Employment, Carrabassett Valley**



While many of these seasonal residents live in Carrabassett Valley during the winter season, the local economy is increasingly relying on commuters to fill positions. Data on commuters that occupy seasonal jobs is hard to locate, but anecdotal evidence suggests that they come from communities across the region, including those along the Route 27 corridor (including Eustis, Kingfield, and Farmington). Most of these employees work for the Sugarloaf Mountain Corporation or Carrabassett Valley Academy.

### III. Sugarloaf/USA

Since its first trails were cut following World War II, Sugarloaf/USA has grown to become one of the nation's premier winter resorts. From the 4,250 foot summit, skiers can descend 2,820 continuous vertical feet- the largest continuous vertical drop in the eastern United States. The 15 ski lifts can carry nearly 22,000 skiers every hour to the 1,400 acres of terrain on 129 trails. More than 40% of these trails are for expert skiers, 30% for intermediate skiers, and 30% for beginner skiers. Annual snowfall averages twenty feet.

Sugarloaf has become more than just a place for skiing. It offers a complete year-round resort experience with lodging, restaurants, groceries, retail shopping, an art gallery, and health clubs all within walking distance of the ski slopes. It has convention/conference space available at the Sugarloaf Hotel and the Sugarloaf Inn, and these activities draw visitors throughout the year.

Completed in the fall of 1985 as a joint project between the Town of Carrabassett Valley and Sugarloaf Mountain, the Sugarloaf Golf Course has become known as a must-play in New England's golfing circles. For 16 years, it has been designated the Best Course in Maine by Golf Digest magazine. A golf school offers packages that range from hourly lessons to week-long sessions. The Course hosts several tournaments throughout the summer and fall seasons. Golf programs are offered to area school systems and summer visitors.

Employment at Sugarloaf/USA fluctuates seasonally. It takes 750 people to keep the ski area functioning during the winter months. Sugarloaf's employment drops during the summer to 235 people. The fluctuation used to be even more dramatic before the golf course and other summer activities were developed. The community would like to attract enough business to increase summer employment and decrease the seasonal employment fluctuation.

#### **IV. Carrabassett Valley Academy**

Carrabassett Valley Academy was founded in 1982 and makes use of the recreation activities available in Carrabassett Valley for its academic programs. This private 8<sup>th</sup> grade through post graduate school offers rigorous athletic training in conjunction with a co-curricular academic program. The athletics revolve around winter sports - alpine ski racing, freestyle, snowboarding, and a mountaineering program. Athletics are supplemented in the fall and spring with a range of more traditional sports, including soccer, biking, tennis, baseball, golfing, and other outdoor activities. More than 100 students attend CVA during the academic year. Plans for expansion include the construction of a new campus.

#### **V. Forestry**

While destination recreation is the main source of the town's economy, wood harvesting is an historic and still active part of the regional economy. Plum Creek now owns much of the land in the western part of town. The Penobscot Indian Nation owns more than 20,000 acres of land in the eastern part of town. Both of these landowners are actively engaged in timber harvesting. Between 1991 and 1999, more than 13,000 acres of land were actively cut although not all clearcut.

## **VI. Outdoor Center**

The Outdoor Center is owned by the Town of Carrabassett Valley and leased to the Sugarloaf Mountain Corporation for operation. It is the largest cross-country ski center in the State with 105km of groomed trails that wind throughout the Valley. A lighted rink is available for ice-skating. Snowshoeing is rapidly gaining in popularity.

## **VII. Other Active Recreation**

Other activities are available to residents and visitors alike and draw people to Carrabassett Valley. Some of these are run by Sugarloaf/USA, such as guided adventures (canoeing, hiking, fishing, biking, educational programs), outdoor camp, and rafting. Others include water sports, camping, fishing, hiking, playgrounds, and parks.

## **VIII. Issues and Implications**

1. While efforts to expand the community's off-season attractions have been largely successful, especially golf in the summer, the area remains predominantly a one-season resort.
2. Large seasonal fluctuations in employment and population create large fluctuations in the demand for services and facilities. Demand fluctuations make sizing facilities and services difficult in the best circumstances. Ultimately, facilities and services tend to be over-sized for eight months of the year and undersized for four months of the year.
3. The community has developed two centers. The center on Sugarloaf Mountain is targeted at the tourist industry, with restaurants, comparison shopping, and other services related to the tourism industry. The center at Valley Crossing is targeted at the local population, with recreation activities and convenience shopping, along with municipal and community services.
4. A center is emerging near the intersection of Route 27 and the Sugarloaf Access Road. This area in the past has been the focus of creating a new center for the town. Activity around the proposed new center includes the proposed campus for Carrabassett Valley Academy, convenience shopping, and the new Anti-Gravity Center.
5. Carrabassett Valley has made use of its natural resources. However, because it does not have the resources necessary to develop its off-season recreation industry, it should consider regional opportunities with surrounding

communities and the Penobscot Indian Nation.

6. Any community that relies on a single industry is economically vulnerable. However, to diversify into a variety of industries requires the presence of several factors: an available labor supply, a well-developed transportation system, reasonable proximity to the markets requiring the goods or services being produced. The electronics age, with telecommunications and data communications, is helping to overcome the issue of distance, but has by no means eliminated it. In general, Carrabassett Valley lacks some of these fundamental elements for industrial development.



## Appendix A.4. Natural Resources

Carrabassett Valley lies in the western mountains of Maine, in the northern half of Franklin County. The Town falls largely within the watershed of the Carrabassett River, and indeed owes its creation, its name, and its existence to the river valley that drains this watershed and to the spectacular mountains that bound it.

### I. Watershed Boundaries

The Carrabassett River Watershed is crescent-shaped, running in an east-west orientation (Figure A.4.1.). The “top” of the crescent is bounded by Crocker Mountain in the extreme western part of the town, Bigelow Mountain to the north, and Poplar Mountain in the extreme eastern part of the Town. The “bottom” of the crescent is bounded by Sugarloaf Mountain, Burnt Hill, and Owls Head.

The Watershed’s topography is very dramatic. The peaks of these mountains rise to as high as 4,250 feet at Sugarloaf, 4,168 feet at Crocker, and 4,150 feet at Bigelow. The Carrabassett River itself, from its rise in Caribou Pond near Crocker Mountain to its departure from the Town in the southeastern corner, falls nearly 2,100 feet. Not surprisingly, the topography in the environment runs very steep-to more than 50% on the faces of a few of the peaks. In fact, nearly one-third of the Town’s total land area has a slope of 20% or steeper, the cut-off for most types of residential and commercial development, and the level above which the Maine State Plumbing Code prohibits use of on-site wastewater disposal.

The steep slopes have their most limiting effect on the eastern and northern sides of Route 27, where they fall to within a few thousand feet of the roadway and the river. In these areas, “deep” development that penetrates beyond the immediate valley is very limited.

Carrabassett Valley is not all steep slopes. The majority of the land can be considered moderate terrain. More than 11% of the Town is virtually flat (0%-3% slopes), while 29% is between 3% and 10%. For the most part these flat lands are wider in the flood plain, are on a major aquifer, or are beaver flows or bogs.

These gradual slopes are predominantly located to the west and south of Route 27. In these areas, slopes of 10% or less predominate for up to a mile or more from the river. Deep subdivision development here not only is possible but has occurred-in Redington and Sugarloaf Village, for example, and at the base of Sugarloaf Mountain itself.

While most of the Town of Carrabassett Valley drains ultimately to the Carrabassett River, in most cases it is via tributaries to the Carrabassett, which in turn have smaller watersheds of their own associated with them. It is important to understand

these tributaries, since their health and quality dictate the health and quality of the Carrabassett.

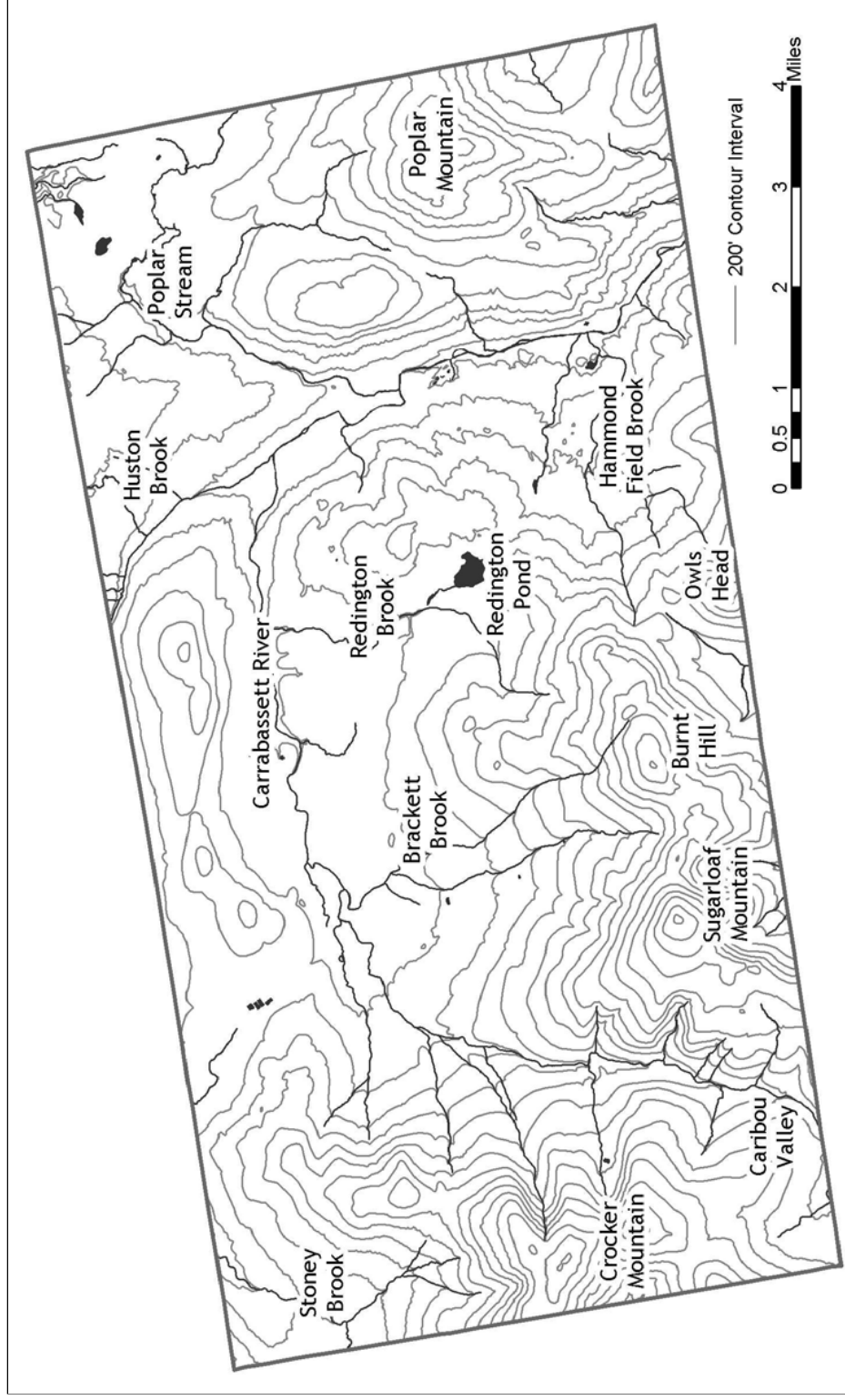
The tributary watersheds of most importance for land use planning are:

- The **Brackett Brook Watershed** feeds the Carrabassett River from the south next to Carrabassett Valley Academy. This watershed encompasses the whole north face of Sugarloaf Mountain and most of Burnt Hill. It is within this watershed that almost all of the intensive condominium and other development associated with Sugarloaf has occurred.
- The **Redington Brook Watershed** joins the Carrabassett River from the south at the entrance to the Redington Development. The development is on the east side of this small stream valley. The watershed also contains a large amount of easily accessible land of the Penobscot Indian Nation that may be suitable for medium-intensity development. At the upper end of the Brook are a series of small ponds, the largest of which is Redington Pond, which have great potential for expansion and more intensive recreational use.

In 1988, the Department of Environmental Protection tested Redington Pond for clarity. The Pond's clarity was limited (5 feet of visibility). Low clarity can cause concerns about nutrient loading resulting from human activity in the watershed. DEP lacks data on color, phosphorous, and chlorophyll, which would allow a more complete analysis of the pond's water quality. However, a likely cause for the low clarity levels are the large wetlands that are surrounding the pond.

- The **Poplar Stream Watershed** drains the northeastern corner of Carrabassett Valley and joins the Carrabassett River near Valley Crossing. This watershed is mostly undeveloped until it flattens out near the Carrabassett, where the dense settlements of Valley Crossing, Carrabassett Village, Poplar Stream, and, just to the south, Spring Farm are located.
- The **Huston Brook Watershed** flows out of the Bigelow Range and joins the Carrabassett River north of Carrabassett Village. This watershed has steep slopes and is virtually undeveloped.
- The **Hammond Field Brook Watershed** flows off of the eastern slopes of Owls Head and Burnt Hill into the Carrabassett. This watershed has modest slopes, and experiences modest amounts of logging.

Figure A.4.1. Landscape Features of Carrabassett Valley



There are no other significant surface water bodies in Carrabassett Valley. The lack, in particular, of a sizeable lake, and the void this leaves in a community striving to increase its three- to four- season recreation status, has led in the past to several proposals for remedies. One suggestion is to improve the Carriage Road that runs from Carrabassett Village to the southeast corner of Flagstaff Lake in Dead River Township to provide access to Flagstaff Lake.

At several points along the Carrabassett River, Poplar Stream, and Huston Brook are rapids and/or small waterfalls. While they may not be significant by statewide standards, they do add an aesthetic dimension to the recreational potential of the Town and warrant preservation for Townwide enjoyment.

## **II. Surface Water**

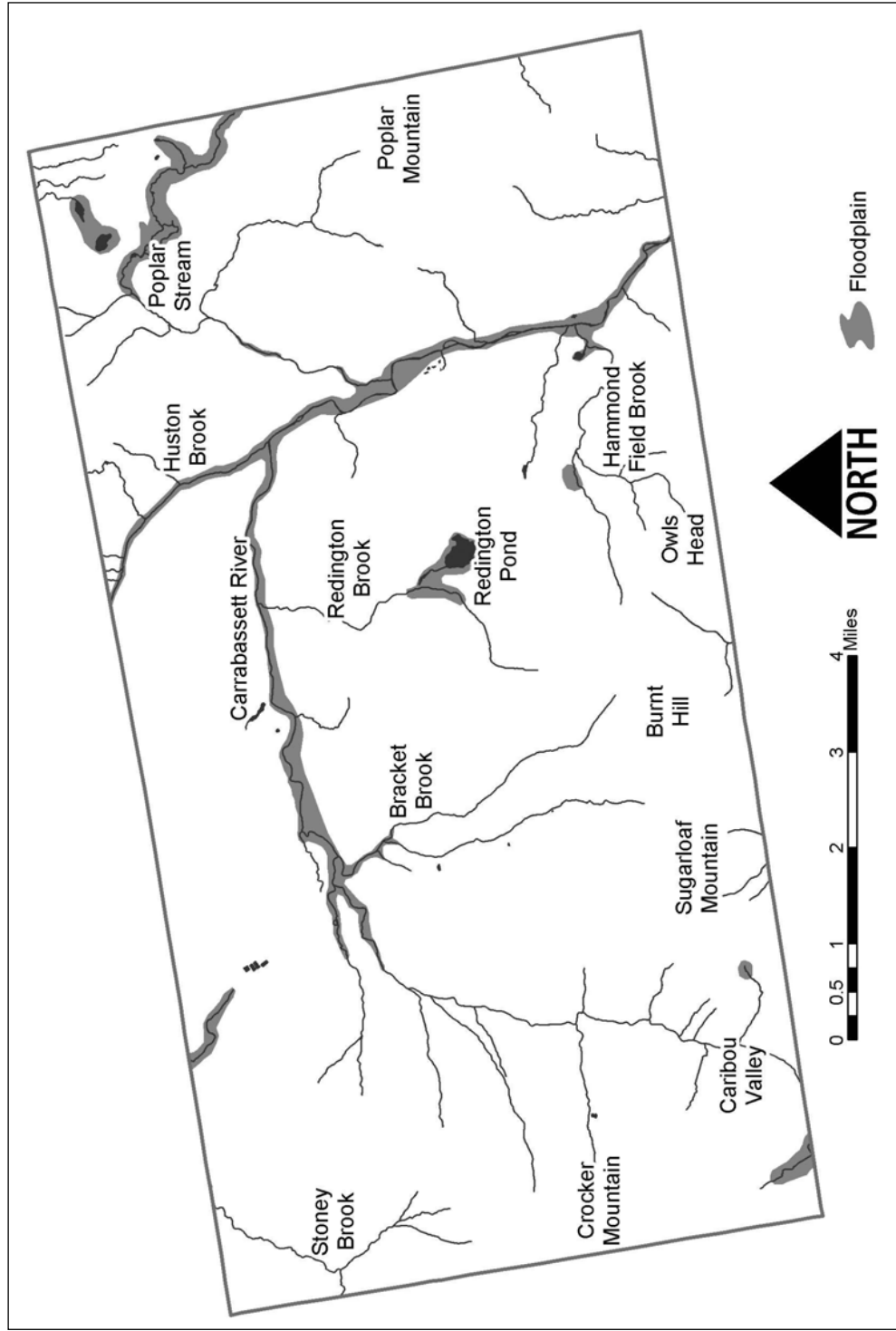
The Carrabassett River in Carrabassett Valley is a Class AA water body in terms of water quality (the State's highest ranking), despite being one of the most heavily developed watersheds in the state. Class AA waters are those that are suitable for drinking water (after disinfection), fishing, swimming, and other activities. The tributaries of the Carrabassett River are Class A water bodies.

**Flooding** is a concern in Carrabassett Valley, especially during the spring when the deep snowpack is melted by warm weather in combination with heavy rains and during other heavy rain events. This was the recipe for the flood of April 1, 1987. At the Carrabassett Valley/Kingfield town line, the Carrabassett River's watershed drains 85 square miles. At this point in 1987, more than 12,000 cubic feet of water was moving by every second! Extensive damage was reported throughout the Town from the flood.

Following these floods, the Federal Emergency Management Agency prepared a Flood Hazard Boundary Map for Carrabassett Valley (Figure A.4.2.). Outside of the wetlands found at the headwaters of many of the tributary streams, the largest flood plain identified is between the airport and Spring Farm. Any intensive development proposed for this area should be preceded by a more thorough investigation of the limits of the floodplain and the probable effects of floodwaters on development.

With the increased development on the mountain, some downstream effects may be noticeable if proper stormwater management measures are not followed. High density land use should be balanced by adequate reserve areas for detention basins and other devices to minimize increased discharge rates.

Figure A.4.2. Floodplains



The ecological importance and value of **wetlands** have only become widely understood and appreciated over the last twenty years. Historically, these low, damp areas were considered wastelands- unsuitable for development and therefore only worth draining and filling. With increased understanding of their ecological role, that perception has changed. Wetlands control erosion, store flood waters, recycle nutrients, filter pollutants, and recharge groundwaters. They provide open space and habitat. They are some of Maine's most productive and important natural resource areas.

Carrabassett Valley's wetlands are spread across town, but are mostly near the headwaters of Poplar Stream and Redington Brook (Figure A.4.3.). A series of wetlands are associated with the length of the Carrabassett River and its tributaries. Many of the larger wetland complexes are considered important waterfowl and wading bird habitat by the Maine Department of Inland Fisheries and Wildlife.

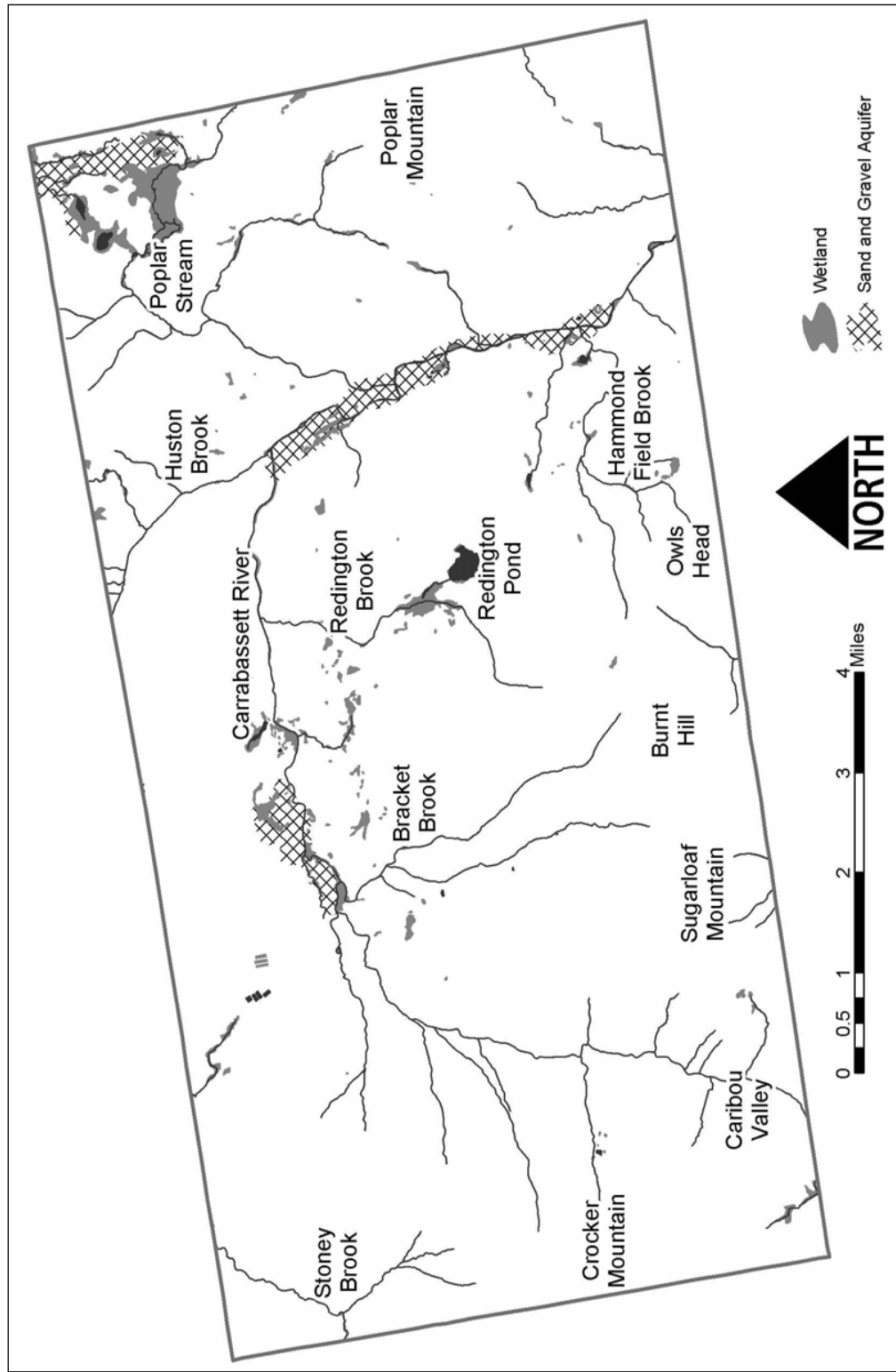
### III. Groundwater

Groundwater is the sole source of water supply for off-mountain residents of Carrabassett Valley and an increasingly important water source for Sugarloaf Mountain's operations.

Off-mountain, three sizeable sand and gravel aquifers have been located by the Maine Geologic Survey. All three are classified as "low yield," which means that shallow wells can be expected to produce 10-50 gallons per minute. However, some areas have been located that produce a much higher yield. Two of the aquifers are in crucial areas along Route 27, where they are able to serve much of the Town's population but at the same time are vulnerable to contamination. The first is about 2.75 miles in length and up to 1,000 feet in breadth. It runs along the Carrabassett River on the north side of Route 27, from Sugarloaf Village nearly to the Redington entrance. The second aquifer is about 3.75 miles in length and 1,300 feet in breadth. It runs along the Carrabassett River on the east side of Route 27 from Huston Brook to Hammond Field Brook. The third known aquifer is in the extreme northeast corner of the town, associated with a tributary to Flagstaff Lake. It is located along the Long Dam Road, which is virtually uninhabited.

While the three aquifers have been identified, not much more specific information is known about this resource, which covers 2% of the surface area of the town. Additional study should be carried out to determine the quality and potential quantities of available water, and its role in meeting the water needs of Carrabassett's future. Currently, 14 public wells tap the groundwater resources of the Town. Five of these are located in the Brackett Brook Watershed and the remaining wells are in the Carrabassett River Watershed.

Figure A.4.3. Wetlands and Sand and Gravel Aquifers



It should be noted that the recharge areas for these aquifers-the areas which absorb rainfall, transport the water to the aquifers, and help purify it along the way-undoubtedly are considerably wider than the aquifers themselves. While the recharge areas haven't been formally identified, they probably are bounded by the rising slopes on either side of the aquifers.

#### IV. SOILS

The mountains that predominate the Carrabassett Valley landscape were covered by the Wisconsin Ice Sheet approximately 12,000 years ago. As this relatively recent glacier retreated, it left behind glacial till and other water-basin deposits that serve as the parent material for the majority of the current soil. The top soils are generally thin, gravelly, and highly erodible.

More than twenty soils are represented in Carrabassett Valley. Each offers, in varying degrees, limitations to and opportunities for the Town's growth.

The most prevalent soils are those in the Berkshire and Lyman series.

The **Berkshire** series consists of deep, well-drained soils in upland areas. Formed in glacial till, these soils typically have a very stony, sandy loam surface overlying fine sandy loam. In areas of gentle-to-medium slope (3% to 15%), limitations to building site development, including use of leach fields for waste disposal, are slight-to-moderate. Berkshire soils on such slopes are found in small patches along Route 27 from its southerly entry into Town to about the airport, and again in small patches in the Huston Brook watershed. A substantial band of the soil then stretches from Redington to the Sugarloaf Village subdivision at varying distances from Route 27. Berkshire on these gradual slopes represents the best soil in town for site development that relies on on-site waste disposal. The State Plumbing Code requires leach fields in this soil to be of medium size, and recommends a minimum lot size of 25,000 square feet. The Berkshire soils also are prevalent on many of the steep slopes (20% or more) in town, where limitations to development are severe and on-site waste disposal is prohibited.

The **Lyman** series are shallow soils, somewhat excessively drained and, like the Berkshire series, located in upland areas. Lyman soils also formed in glacial till and have a very stony, fine sandy loam. Bedrock typically is at a depth of just 17 inches. Outcrops are common. This shallow depth to rock imposes severe limitations on development. Provided slopes are not steep, on-site waste disposal is feasible with medium-large absorption fields. Recommended minimum lot size is 30,000 to 35,000 square feet. In Carrabassett Valley, however, most of the Lyman soils are in fact on the steep slopes of mountainsides.

In addition to the Berkshire and Lyman series, important soil groups in Carrabassett



Valley are:

- The **Peru** series are very deep, moderately well drained soils in upland areas. They are stony and very stony, loamy soils overlying mottled, sandy loam subsoils. The mottling is a sign of a seasonally high (1.5 to 2.5 feet) water table. The resulting wetness and slow percolation of the soil limit development opportunity somewhat. For housing development with on-site waste disposal, 30,000 to 35,000 square foot lots with large absorption fields are recommended. The Peru soils appear to be especially prevalent in the central and western portions of Carrabassett Valley, including the area on which much of the condominium development on Sugarloaf Mountain is built. This housing, however, uses a centralized sewerage system rather than on-site waste disposal.
- The **Madawaska** series are deep, moderately well-drained soils on terraces and outwash plains. These soils are fine sandy loams with mottled subsoil, indicating seasonally high groundwater at 1.5 to 3.0 feet. They are found in patches along Route 27, frequently near the Colton soils in aquifer recharge areas. The combination of relatively high groundwater and poor filtering capabilities impose severe limitations for development using on-site waste disposal. A minimum lot size of 80,000 square feet is recommended.
- The **Ridgebury** series (also referred to as Brayton) are deep, poorly drained soils. They are fine sandy loams with high groundwater at 0.0 to 1.5 feet. These soils extend like fingers along many of the streams in Carrabassett Valley. Because of the soils' wetness, development using on-site waste disposal is prohibitive.

## V. Wildlife

The Maine Natural Areas Program (MNAP), within the Department of Conservation, identifies and maps rare plants and exemplary natural communities. A natural community is defined as an assemblage of interacting plants and animals and their common environment, recurring across the landscape, in which the effects of human intervention are minimal. MNAP has documented six rare natural communities and ten rare plants in Carrabassett Valley. Most of these are located in the alpine and subalpine areas of the town on Sugarloaf and Crocker Mountains and Burnt Hill. These features are listed in Table A.4.1.

Table A.4.1 . Rare or Exemplary Botanical Features, Carrabassett Valley

Species	Status	Location	Description
Alpine Tundra	S2	Burnt Hill	Exposed, windswept mountain summits, ridges, and tablelands dominated by bedrock: in some areas the rock has become fragmented into scree due to
Hairy Arnica	S2, T		Ledgy or gravelly shores or wet cliffs, often subalpine.
Boreal Circumneutral Outcrop	S1		Nearly vertical or summit outcrops of limestone, dolomite, schist, or other circumneutral to calcareous rocks with flora of northern affinities.
Black Sedge	S2, SC	Sugarloaf Summit	Brooksides, ravines, and damp slopes.
Bigelow's Sedge	S2, SC	Burnt Hill	Alpine areas.
Bulrush Sedge	S2, T	Sugarloaf Summit	Tufty, peaty, or rocky situations and alpine areas.
Dwarf Shrub Bog	S4	Crocker Mountain	Peatland community characteristic of ombrotrophic parts of sphagnum bogs throughout Maine. usually in raised beatlands where it may cover large
Northern Comandra	S2, SC	Crocker Mountain	In moss or damp humus, often in alpine or subalpine areas.
Appalachian Fir-Clubmoss	S2, SC		Damp or mossy rocks, barrens, cold woods, or bare mountains.
Alpine Clubmoss	S1, T		Damp or mossy rocks, barrens, cold woods, or bare mountains.
Krummholz	S3	Burnt Hill	Dense mass of mostly coniferous shrub-like trees at high elevations above treeline.
Auricled Twayblade	S1,T		Alluvial banks, calcareous silts or crevices, alder-thickets, and swamps.
Northern White Cedar Seepage Forest	S3	Huston Brook	Forests dominated by Thuja occidentalis on gently slopes with seepage of cold, minerotrophic groundwater.
Broad Beech Fern	S2, SC		Rich, often rocky, hardwood forests.
Common Butterwort	S1, T	Sugarloaf Summit	Wet, circumneutral rocks and ledges in subalpine areas.
Subalpine Fir Forest	S3	Sugarloaf & Crocker peaks	Low-diversity coniferous forest of high elevations, generally above 2,800 feet.

S1- critically imperiled in Maine because of extreme rarity or vulnerability to extirpation.

S2- imperiled in Maine because of rarity of vulnerability to further decline.

S3- rare in Maine.

S4- apparently secure in Maine.

T- 'threatened' status, indicating rare and, with further decline, could become endangered.

SC- 'special concern' status, indicating rare in Maine but not sufficiently rare to be listed.

Source: Maine Natural Areas Program

Of considerable local interest is the rare mammal **Microtus chrotorrhinus**, or yellow-nosed vole. This extremely rare rodent, with its characteristic yellow-orange wash across its cheeks and nose, is found in damp, moss covered crevices of large rocks at elevations of 2,700 feet or higher. Most management measures for the yellow-nosed vole suggest that the species thrives on benign neglect, and that the only threat to its habitat would come from large road building projects, which is unlikely at this elevation.

In addition, the Maine Department of Inland Fisheries and Wildlife has documented another rare species, the Spring Salamander, on the South Branch of the Carrabassett River.

## VI. Special Features

Into the general category of special features can be placed areas of significant natural interest:

- ▣ The **cirques of Crocker Mountain**, which are steep sided natural amphitheaters formed by glaciation. Crocker Mountain Cirque and the Devil's Kitchen are predominantly visible from Sugarloaf Mountain. Because of their rugged terrain and inaccessibility, they are thought to have never been logged. The red spruce growing within them is estimated to be in excess of 120 years old. In addition to very large examples of flora, the cirques are also home to *Schistostega pennata*, Luminous Moss. This unusual species is found in several of the small ice caves that dot the bouldery areas along the face of the cirque. The extremely shallow soils and steep terrain make this an extremely sensitive and fragile area.
- ▣ **Old growth forest stands** are located in several areas throughout the town. The two cirques described above and the saddle between Sugarloaf Mountain and Burnt Hill. This latter area escaped the 1908 forest fire which devastated 8,000 acres on Sugarloaf Mountain and Burnt Hill. This pocket of subalpine forest shows no sign of disturbance or cutting above 3,100 feet elevation. In addition to these two areas, there may be two other smaller tracts which may qualify as old-growth stands: several smaller areas on Poplar Mountain, including the summit, and the saddle between Sugarloaf Mountain and Spaulding Mountain to the south in Mount Abram township.
- ▣ **Waterfalls**, as stated earlier, are not sufficient to develop four-season attractions around. By local standards, however, there are a number of waterfalls and rapids which can be considered special places, especially during Spring runoffs. Some are easily accessible to the average visitor: the falls and rapids on the Carrabassett River, especially along Route 27 as it starts its westward climb out of the valley. Other falls are reachable via gravel roads:

e.g. the series of falls on Huston Brook near the Somerset County line. Still others, such as the falls in Poplar Stream are best found by persons experienced with the area.

- ▣ Forests blanket the town. Forest stands are predominantly spruce-fir and aspen-birch stands. The town's steep topography precludes much of the forest from being harvested for timber, but a significant amount of land is harvested. Primary big game animals in the forest include white-tailed deer, moose, and black bear.

## VII. Issues and Implications

1. Carrabassett Valley is a town of "water plenty." While it has no large lake to draw upon for water supply, it has abundant groundwater in the form of bedrock wells and sand and gravel aquifers, as well as the Carrabassett River system. There has been extensive planning to tap into these resources to meet the needs of the growing Sugarloaf Mountain Resort.
2. Water quality in Carrabassett Valley meets the state's highest classifications, due in large part to the proper handling of wastes in the development of Sugarloaf Mountain. A variety of factors, however, both natural and manmade, make the water resource vulnerable to future sources of pollution as development in the Town accelerates. These are "non-point" sources of pollution; pollutants that are not discharged from a pipe, but that rather wash off the land or are absorbed into the soils and enter the groundwater. Specifically:
  - a. development on steep slopes and erodible soils could lead to sedimentation of the Carrabassett River if the present high level of erosion control isn't maintained over the long run;
  - b. the Carrabassett, its tributaries, and the small ponds in the valley may be susceptible, especially during the low flow summer months and during droughts, to nutrient and fertilizer loads washing off the golf course, lawns, parking lots, and other developed areas. These loads have the potential of triggering algae blooms in slow-moving parts of the river, depriving fish life of oxygen; and
  - c. intensive use of subsurface waste disposal systems in highly permeable soils overlying the Town's aquifers- the water supply for a majority of off-mountain residents- could affect ground water quality. Intensive use will be the result of pressure to convert seasonal camps to year-round use, installation of on-site waste disposal systems in substandard lots by dwellings that now lack plumbing, and the increase in number of water using appliances (e.g. garbage disposals, dishwashers, washing machines)

as greater numbers of families move into Town.

3. Given the Town's slopes and the volume of water running off them at high velocities, localized flooding and washouts of culverts and roadways will be a constant problem without proper stormwater handling.
4. The hydrology of the Town- including the lack of natural lakes and the seasonal low flows of the Carrabassett River- is a continual reminder that control of the river's flow may at some point and to some degree be desirable, if it can be achieved in an environmentally and economically sound way.
5. While the dominant fine sandy loams are acceptable for development, they are not ideal, and precautions are in order. These soils are well-drained, in some cases excessively so, with a limited ability to filter contaminants out of waste water before reaching groundwater.
6. This concern is especially important on the Colton and Madawaska soils which run along Route 27 near the Carrabassett River and are associated with the Town's principal aquifers. The Colton soils are excessively drained, which is the necessary condition for creation of the aquifers. But it is precisely on these soils that most of the off-mountain settlements are located. Virtually all dwellings are on substandard lots- well under the recommended 40,000 square feet for Colton soils- and many have plumbing with older grand fathered on-site waste disposal systems. If water quality concerns have not been found to date, it probably is because most dwellings are used only for vacations and ski trips. The problems will arise if and when there is pressure to convert the dwellings to more intensive 2-, 3-, and 4-season use.
7. The prospect of a wind generating power plant on Redington Pond Ridge and Black Nubble is an opportunity and a liability for the town. As a renewable energy, wind power provides a relatively benign source of electricity for export. At the same time, the project could significantly alter the scenic quality from many of the region's mountaintops.
8. Road salt is an important material for snow and ice removal. The Maine Department of Transportation has changed its road application from a sand-salt mixture to straight salt application. The benefits to public safety should be weighed against the potential for increased salt levels in the town's waterways and groundwater resources.

## Appendix A.5. Fiscal Capacity

Understanding Carrabassett Valley's ability to fund new projects and programs is a crucial step when evaluating the effects of providing services and facilities to its citizens. This section examines Carrabassett Valley's fiscal capacity and its ability to fund these services and facilities.

### I. Assessed Value, Tax Rate, and Commitment

Examining assessed values are one way to track the fiscal health of the community. Assessed values are the basis upon which local property taxes are levied. As assessed valuations increase, smaller tax rates are needed to raise a given sum of money. Local property taxes are the largest single source of revenue for Carrabassett Valley. In 2001, roughly 75 percent (or \$1,750,000) of the Town's revenues were raised from local property taxes.<sup>6</sup>

Assessed valuations are tracked by both the Town and the State. The local valuation reflects actual market values only in the years in which it conducts a revaluation and/or upgrades to 100% of market value. Theoretically, the State's valuation figures are adjusted each year to equal true market value and are considered more accurate for comparison purposes.

From 1991 to 2001, Carrabassett Valley's state valuation increased by 15% (or \$30m) (Table A.5.1.). For most of the 1990s, the valuation remained below the 1991 level of \$195m- primarily the result of the national recession in the early 1990s. From its bottom in 1995, the state valuation rose steadily for the remainder of the decade and increased rapidly in the early 2000s (Figure A.5.1.).

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<sup>6</sup> excludes bond proceeds and major fund transfers

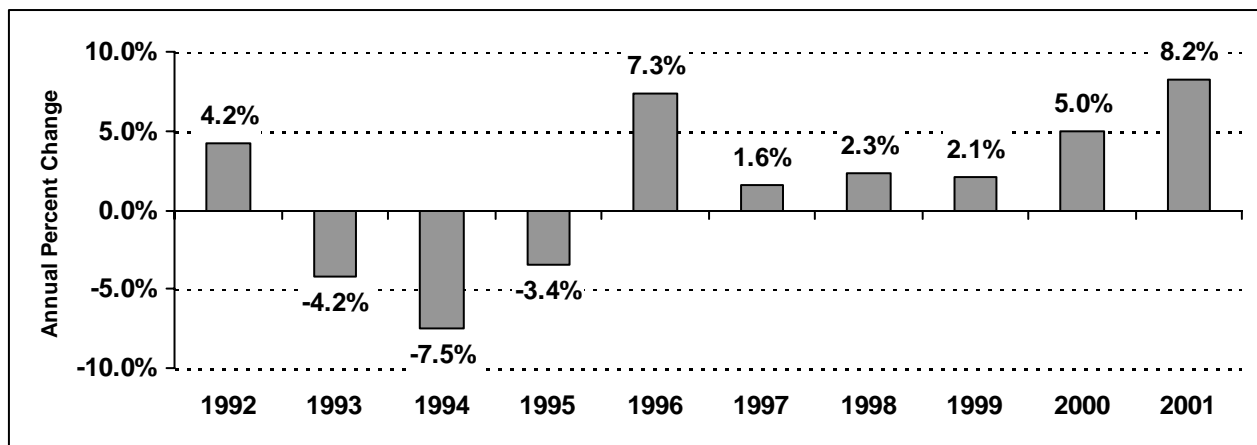
Table A.5.1. Local and State Valuation, 1991 - 2001

Year	Local Valuation	State Valuation
1991	\$188,217,700	\$195,100,000
1992	\$185,209,800	\$203,200,000
1993	\$184,300,800	\$194,750,000
1994	\$185,285,700	\$179,600,000
1995	\$190,301,800	\$173,550,000
1996	\$189,636,600	\$186,200,000
1997	\$194,217,900	\$189,250,000
1998	\$201,232,400	\$193,650,000
1999	\$208,344,200	\$197,700,000
2000	\$229,840,000	\$207,650,000
2001	\$234,934,000	\$224,700,000

Source: Town of Carrabassett Valley, Maine Revenue Services

The local valuation reflects a similar trend- weaker valuations in the early 1990s that strengthened considerably through the early 2000s (Table A.5.1, Figure A.5.2). Between 1991 and 2001, local valuation increased by 25% (or nearly \$50m).

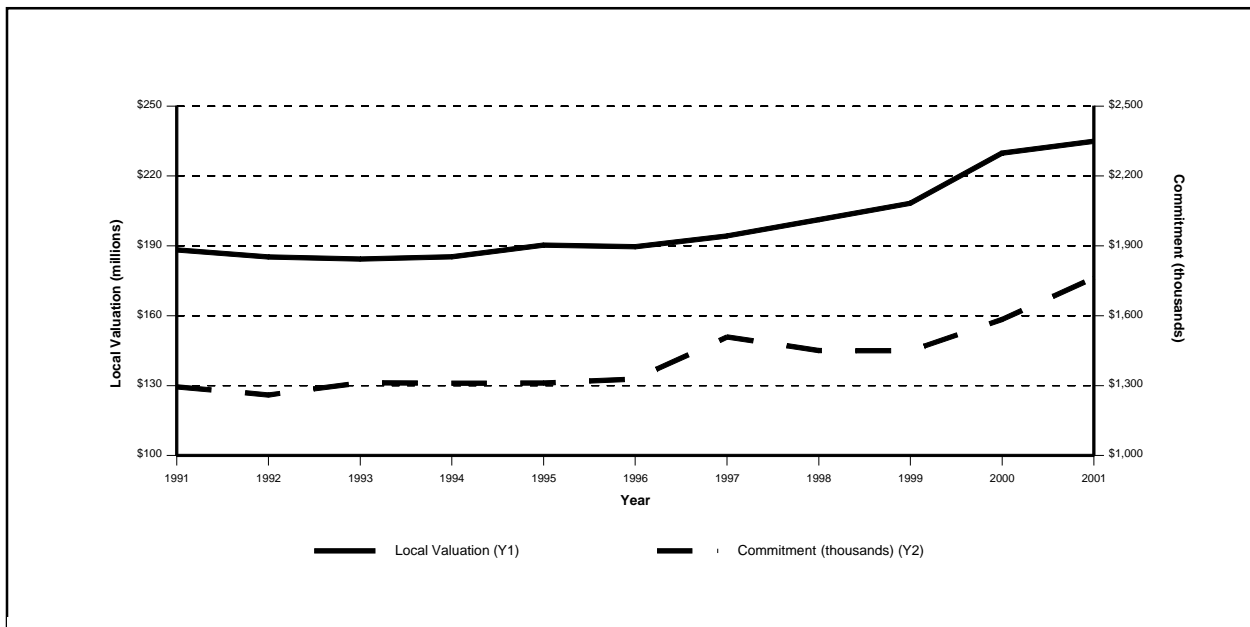
Figure A.5.1. Percent Change in State Valuation (from previous year)



Source: Maine Revenue Services

While the assessed value represents the total taxable value of a community, it is the tax rate that determines how much the Town will raise from property taxes. Between 1991 and 2001, the property tax rate has increased steadily from \$5.40/\$1,000 to \$7.50/\$1,000.<sup>7</sup> Table A.5.2., displays the compounding effect of growing local valuations and an increasing tax rate (local valuation *multiplied by* tax rate *equals* commitment). The commitment- or the amount of money raised from property taxes to fund local government- increased by 73% (or \$750,000). After adjusting for inflation, the level of commitment increased by a more modest 33%.<sup>8</sup>

Figure A.5.2. Local Valuation and Commitment, Carrabassett Valley 1991 - 2001



Source: Maine Revenue Services

<sup>7</sup> A \$7.50 tax rate means that a property will be taxed \$7.50 for every \$1,000 in assessed value. At this tax rate, a \$100,000 property would be taxed \$750 annually.

<sup>8</sup> CPI-average, 1980 - 1982 = 100. The inflation-adjusted 1991 commitment equals \$1,321,000 in 2001 dollars.



Table A.5.2. Local Valuation, Tax Rate, and Commitment, 1991 - 2001

Year	Local Valuation	Tax Rate*	Commitment	% Change
1991	\$188,217,700	\$5.40	\$1,016,376	N/A
1992	\$185,209,800	\$5.50	\$1,018,654	0.2%
1993	\$184,300,800	\$5.90	\$1,087,375	6.7%
1994	\$185,285,700	\$6.00	\$1,111,714	2.2%
1995	\$190,301,800	\$6.00	\$1,141,811	2.7%
1996	\$189,636,600	\$6.30	\$1,194,711	4.6%
1997	\$194,217,900	\$7.10	\$1,378,947	15.4%
1998	\$201,232,400	\$6.70	\$1,348,257	-2.2%
1999	\$208,344,200	\$7.30	\$1,520,913	12.8%
2000	\$229,840,000	\$7.00	\$1,608,880	5.8%
2001	\$234,934,000	\$7.50	\$1,762,005**	9.5%

\* expressed in mills; 1 mil equals \$1 tax for every \$1000 of valuation, 7.5 mills equals \$7.50 of tax per \$1000, etc.

\*\* assessed commitment in 2001 was \$1,762,005, commitment collected in 2001 was \$1,717,060.

Source: Maine Revenue Services

While the tax rate has grown between 1991 and 2001, comparisons with other communities suggest tax payers still pay significantly less than they would in other communities. The full value tax rate is used by the State to adjust for local valuation and service discrepancies between communities. Carrabassett Valley's tax rate is less than half those of Eustis, Kingfield, Farmington, and Rangeley (Table A.5.3.). In addition, Carrabassett Valley's tax rate is considerably lower than Newry, which is the hometown of Sunday River Ski Area.

**Table A.5.3. Tax Rate Comparison by Full Value Rate, 2000**

<b>Municipality</b>	<b>Tax Rate</b>	<b>Full Value Tax Rate</b>
Eustis	16.9/1000	17.56
Kingfield	17.8/1000	16.91
Farmington	16.7/1000	16.13
<b>Franklin County</b>	<b>N/A</b>	<b>15.00</b>
Rangeley	15.3/1000	13.30
Newry (Sunday River)	11.3/1000	10.37
<b>Carrabassett Valley</b>	<b>7.0/1000</b>	<b>6.60</b>

Source: Maine Revenue Services

## II. Expenditures and Revenues

In 2001, total general revenues were \$2.2m (Table A.5.4.). Property taxes accounted for over 75% of revenue. The balance was comprised of miscellaneous revenues (charges for services and other revenues), excise taxes, and intergovernmental revenues (state revenue sharing, education subsidy, and other state revenues).

**Table A.5.4. Source of Revenues, 2001**

<b>Category</b>	<b>Amount</b>	<b>Percent of General Revenue</b>
Property Taxes	\$1,717,060	76.6%
Excise Taxes	\$111,196	5.0%
Intergovernmental Revenues	\$68,600	3.1%
Miscellaneous Revenues	\$344,594	15.4%
Total General Revenue	\$2,241,450	100.0%
Other Funding Sources*	\$548,566	N/A
Total All Revenues	\$2,790,016	N/A

\*proceeds from a bond issue totaled \$400,000 and are including in this category

Source: 2001 Statement of Revenues, Expenditures, and Changes in Fund Balance

Other funding sources include monies raised for the Anti-Gravity Center's construction and other capital outlays. These funding sources were comprised of proceeds from bonds (\$400,000) and other sources.

For the fiscal year 2001, it cost just under \$2.8m to operate the Town government. Of this amount, approximately 21% went to education (Table A.5.5.). Capital outlays, primarily for the construction of the Anti-Gravity Center, accounted for 16% of expenditures, while general government, public safety, and county taxes each accounted for approximately 10% of expenditures.

TABLE A.5.5. Operating Expenditures, 2001

Category	Amount	Percent of General Operating Expenditures
General Government	\$272,001	9.9%
Public Safety	\$272,046	9.9%
Health and Sanitation	\$154,169	5.6%
Recreation	\$395,157	14.4%
Education	\$574,399	21.0%
Public Works	\$35,132	1.3%
Transportation	\$65,000	2.4%
County Tax	\$253,405	9.2%
Capital Outlay	\$441,303	16.1%
Unclassified	\$99,348	3.6%
Debt Service	\$179,184	6.5%
Total	\$2,741,144	100.0%

Source: 2001 Statement of Revenues, Expenditures, and Changes in Fund Balance

Carrabassett Valley, like many other communities, uses long-term borrowing to finance major capital expenditures. As of December 2001, the Town had more than \$1.3m in outstanding debt (Table A.5.6.). Under an arrangement with the Sugarloaf Mountain Corporation (SMC), \$800,000 of this long-term debt was secured by the Town for Sugarloaf Mountain and will be repaid by SMC. The principal and interest on the debt cost nearly \$180,000 in 2001. Assuming there will be no issuances of new debt, this debt service will decline to approximately \$100,000 by 2003.

Carrabassett Valley's general fund balances totaled \$1,567,256 at the end of 2001. Approximately \$725,000 of this is designated for particular uses, including \$550,000 for education. The remaining \$840,000 is undesignated.

Table A.5.6. Debt Service

Capital Investment	Interest Rate	Maturity Date	Outstanding Balance
Golf Course Construction	8.4% to 8.8%	2003	\$140,000
Touring Center (paid by Sugarloaf Mountain Corp)	5.0%	2007	\$16,869
Purchase "State" Public Lot	5.0% to 5.9%	2020	\$408,500
Golf Course Improvement Project	4.7% to 5.8%	2020	\$387,887
Golf Course Improvement Project	4.0% to 5.5%	2021	\$400,000
<b>Total</b>			<b>\$1,353,256</b>

Source: 2001 Notes to Financial Statement

### III. Issues and Implications

1. Carrabassett Valley, being a seasonal community that is highly dependent on tourists for its livelihood, is unusually exposed to variations in the regional and national economies. Valuations, and hence the Town's ability to raise money to undertake new initiatives, can fluctuate wildly.
2. The high level of facilities and services in combination with a low tax rate make Carrabassett Valley an attractive town relative to its surrounding communities. This will likely increase the number of people choosing to live in Carrabassett Valley.
3. Changing demographics and community expectations could increase the demand on municipal services and facilities, especially education and recreation.

## Appendix A.6. Transportation Network

### I. Regional Transportation Network

The Town of Carrabassett Valley is almost entirely dependent on the regional highway network to bring people in and out of the area, and on the automobile as their mode of transportation. To reach Carrabassett Valley travelers must use Route 27, a secondary state highway along the Carrabassett River Valley. From the south, Route 27 can be accessed in Augusta 70 miles away, or via Route 4 out of Lewiston-Auburn through Farmington. From the west, Route 27 is reached via Route 16 through Rangeley.

The Maine Turnpike and this network of two-lane highways brings Portland to within 3 hours of Carrabassett Valley and Boston to within 5 hours. Nevertheless, Route 4, 16, and 27 are not intended for high speed travel. They service town centers, are unlit in the long rural stretches, and have numerous curves. They also carry lumber, logging and other large commercial trucks in relatively high numbers. They thus are not ideal highways to link a high volume recreation resort to the population centers of the state and New England. This makes their maintenance - paving, plowing, clear striping and signs, improvements of geometrics, etc. - critical both to the safety of travelers and to the economic health of a recreational region dependent on high volumes of traffic, including winter traffic. The winding, rural highways have the benefits of scenery, and in fact Route 27 from Kingfield to the Canadian border is a state-designated scenic highway. Nevertheless, this needs to be balanced against the need for safety and reasonable speed of travel.

**Table A.6.1. Average Annual Daily Traffic, 1982 - 1999**

	1982	1999	Percent Change
Route 27, Kingfield Town line	1,463	3,100	111.9%
Access Road	Not Available	1,760	Not Available
Route 27, Wyman Tsp. line	1,247	2,450	96.5%

AADT

Source: Maine Department of Transportation

### II. Traffic Volumes

The traffic volumes and patterns on Route 27 are evident from state traffic counts (Table A.6.1.). The source of these counts are the average annual daily traffic (AADT) volumes derived from counts along Route 27 in 1982 and 1999. Traffic has doubled in the 18 years for which data is available. All of these traffic counts are influenced by

the large change in the seasonal traffic that passes through the valley. Based on past data, peak seasonal traffic is approximately 33% higher than the AADT.

### **III. Issues and Implications**

1. The Town of Carrabassett Valley depends on Route 27 to link it with the rest of the region. Damage to this road, especially from flood events in the Carrabassett Valley, can have a disproportionate impact on the community and the economy.
2. The community is located far enough from most population centers to eliminate the hope of significant industrial development. Most of the large trucks that use the transportation network carry both unprocessed and processed timber through the town.
3. Route 27 is growing in importance as a corridor for international commerce and commercial trucking. It is also the backbone of the local road system and a scenic highway for tourist travel. The various demands placed on the corridor create conflicts between uses, particularly regarding the safety of local residents and tourists.
4. The winter months are the most dangerous on the winding and steep roads through the valley. These are also the months when the roads are used the most. Safety on these roads for residents and visitors should be of paramount concern to local and state officials.
5. Road salt is an important material for snow and ice removal. The Maine Department of Transportation has recently changed its application process so that straight road salt is applied as the snow storm begins. The first layer of straight salt decreases the likelihood that snow and ice stick to the road after the snow storm is over. Subsequent applications are of the traditional sand-salt mixture. The amount of sand-salt mixture applied is significantly lower and the amount of straight road salt applied has increased moderately. The benefits to public safety should be weighed against the potential for increased salt levels in the town's waterways and groundwater resources.

## Appendix A.7. Town Facilities

The following is a brief summary describing existing Town of Carrabassett Valley facilities and related short-to-long-range recommendations made by the Facilities Planning Sub-Committee. This report is being given to the full Comprehensive Plan Committee for further discussion regarding the formation of ideas and recommendations for the future.

### I. Municipal Office

***Municipal Building/Services:*** Built in phases from 1978 to 1985, the 5,860 square feet Municipal Building houses the Municipal Offices, a meeting room, the Village Fire Station, and rental space for the Ambulance Service. The Committee felt that the town should continue to keep a presence in this location as it works well for use of the town park. All homeowners can conveniently access the present town office location. As a village fire station, the space is adequate except for the lack of storage for the Fire Department. The town offices including clerk and treasurer, code enforcement officer, assessor, and town manager are adequate for current use. The town has been completing capital projects including roof work, bathroom renovations, etc. on an ongoing basis, through annual appropriations.



Municipal Building

***Municipal Storage Building:*** This is a 22' x 56' building adjacent to the municipal building and in close proximity to the Carrabassett River. There are five storage bays and a dog kennel in the building. Three of the bays are used for summer camp equipment, with some pool storage, one of the bays is used by the ambulance service and one is used for park/recreation equipment.

#### Municipal Office Recommendations:

- a. More lobby area and larger capacity vault will be necessary in the future.
- b. The parking lot should be resurfaced in 2004 or 2005. This work should include excavation of the foundation of the old mill, which is under the pavement.
- c. The Committee also felt that the meeting room should be enlarged in

the future and that there is a need for additional working space for the summer camp.

- d. If warranted in the future, explore the potential for a third floor expansion of the municipal building.
- e. The Committee recommended that, if available in the future, the Town should purchase the Webber Oil property adjacent to the municipal building lot.
- f. The Committee recommends that the Town continue to pursue obtaining a Post Office for Carrabassett Valley.

## II. Public Safety

***Village Fire Station:*** This is a three-bay, 40'x 40', 1,600 square feet garage. The building appears to be adequate with the exception of badly needed storage (an outside storage area, accessible in the winter could be added). In the past, there has been discussion about combining both the Village and the Mountain Fire Stations and Police Department/Security into one Public Safety building, to be located somewhere off the Mountain Access Road. More investigation is needed regarding possible increased insurance costs to homeowners associated with moving this facility.



Village Fire Station

***Mountain Fire Station:*** This is a two-bay 1,760 square feet garage, built in 1985 by the Town, is attached to the Sugarloaf Mountain Maintenance Garage. There is an agreement between the Town and Sugarloaf Mountain Corporation (SMC) that, if at any time, SMC should desire to purchase that part of the building; they have the right to purchase it for \$43,000. This station has a modest bathroom and sleeping facilities for fire personnel.



Mountain Fire Station



***Police Station/Security Office:*** The partnership between the Town Police Department and Sugarloaf Mountain Corporation (SMC) Security is a very unique. The Police Chief is a Town employee; all other employees are employees of SMC. The entire operation provides police protection for the town and security for SMC as well as many mountainside and other private properties. The current operation is very cramped in approximately 550 square feet of rented space. The Police Chief feels that approximately 1,200 to 1,500 square feet is needed for this operation. "In the best of worlds" the Police Department should be housed on the mountain, however, that may no longer be possible in the near future as the property which houses the Police Department may change ownership.

***Fire Department Training Building:*** Located on Sanitary District Land this cement block building has not been completed. When complete, it will be three-stories high, with two large metal (container) wings. Its purpose is to allow training for large structure fires (hotel, condominium, etc.).

***Public Safety Building:*** There has been continued discussion regarding the possibility of building a Public Safety Building that would house the Police, Fire, and Ambulance Services. A proposal was discussed in 1995. Plans were later completed for a public safety building to be located near the intersection of Route 27 and the Mountain Access Road, on SMC land.

Public Safety Recommendations:

- a. The Committee felt that if a public safety building is to be built to house police, fire, and possibly ambulance services, it would free up the present village fire station and possibly the ambulance service space for other municipal functions such as increased space for the meeting room, provide space for the library, and provide additional space for summer camp.
- b. The Committee recommends that the Town continue to monitor the need for a public safety building and the town complete a feasibility study (estimated capital and operating costs). The Committee believes that if a new Community Building and/or Public Safety Building is built, it should be built in the general area from the Touring Center to the base of Bigelow Hill.

### III. Recreation Facilities

***Town Park Facilities:*** The Town Park is a wonderful facility that includes a heated outdoor swimming pool, tennis court, basketball court, playground, softball field, outdoor pavilion, picnic areas, and access to swimming holes in the Carrabassett River. The tennis court was built in 1992 and has held up well. At some point in the future, the tennis court will also need to be resurfaced, although the court appears to be in good condition in 2002. The basketball court was built in 1984 and needs to be

resurfaced. The outdoor swimming pool was built in 1987, with a heating system added in 2001. The pool receives a lot of use during the summer months. Currently, a pool company is completing an assessment of the pool filtration system and the pool structure to determine what improvements may be necessary.

There was discussion concerning town's needs to develop either a Little League baseball field and/or a regulation-size baseball field. The "Black Fly" field was discussed as a possible location along with an area near the cemetery.

#### Town Park Recommendations

- a. The basketball court needs to be repaved. The Playground needs to be rebuilt. The Town currently has \$13,500 in the Playground Reserve Account. Preliminary cost estimates indicate that it will cost approximately \$50,000 to complete both projects. The Committee is recommending that the town apply for 50% matching grant from the State's Land and Water Conservation Fund next year, if funding is available, to complete these projects. The Committee indicated that this is a high priority project.
- b. The Town should undertake improvements that may be recommended in the pool assessment.
- c. The Committee supports repairing the Black Fly field for Little League, if a regional program warrants it in the future. Carrabassett Valley Academy has a need for a baseball field and there is some question as to whether or not the town has similar interest. Committee members suggested further research to determine if CVA can use their new soccer field and/or adjacent land for a baseball field.
- d. There was also some discussion about building a footpath/exercise training station area along the Narrow Gauge Pathway. The Committee suggests monitoring the need for this service in the future.

***Anti-Gravity Complex:*** This 20,000 square feet building is owned jointly by the Town and Carrabassett Valley Academy. There is a shared, on-going capital replacement budget in place to replace equipment and complete some capital projects. There is a need to complete a landscaping project (currently in progress) with some paving. This project may be able to be completed with continued capital funding. In only 1 ½ years of existence, people have already expressed interest in expanding the facility to possibly



Anti-Gravity Complex

include other activities (some kind of indoor golf instruction area, indoor pool, etc.).

#### Anti-Gravity Complex Recommendation

- a. The Committee is very satisfied with the current success of operations and programs but felt that the Town should closely monitor opportunities for future expansion.

***New Indoor Pool:*** There was considerable discussion within the Committee regarding the need for, and the feasibility of, building a new indoor pool. There was general consensus that the Sugartree Health Club pool is over utilized. SMC Vice President of Operations, Rich Wilkinson, indicated that this pool is “maxed out” during the winter months. SMC would welcome the addition of another pool that was available to the public and resort guests. Potential use by CVA summer camps was also mentioned.

#### New Indoor Pool Recommendation

- a. The Committee suggested that a study should be completed to determine capital and operating costs, potential revenues from all sources (including Sugarloaf’s marketing potential) and the feasibility of building a town-owned and operated indoor pool.

***Sugarloaf Mountain Golf Course:*** This prestigious course is owned by the Town and leased to Sugarloaf Mountain Corporation (leased until 2023, with a 10-year option to renew). The Town and Sugarloaf Mountain Corporation are in the final stages of completing an \$800,000 capital improvement project. Improvements include paving cart paths and the parking lot area, reconstruction of the sand traps, driving range improvements, and drainage improvements. The final improvement project under this program will include improvements to the irrigation system. Under the terms of the new lease, SMC will pay for the annual debt-service of this capital project.



Sugarloaf Golf Course

The clubhouse is owned by SMC. In the event of default of the golf course lease by SMC, the Town retains the right to lease this building. This building is a converted ski lift station, which still operates as a ski lift facility. Currently a Sub-Committee of the Green’s Committee is investigating the possibility of building a new clubhouse that would better serve the needs of the golf course.

The town, as part of the 2000 lease renewal, recently purchased the golf course maintenance building from SMC. It is also leased to SMC as part of the new lease arrangement.

The Green's Committee consisting of Town, club membership, and SMC representatives currently advises the Town Selectmen and SMC with regard to operations and further development of the golf course.

### Golf Course Recommendations

- a. Short Term
  - 1. The Irrigation System is 20 years old. It was state-of-the-art at that time—a study is needed to determine how best to cost effectively improve this system.
  - 2. A Bank (Erosion Control) Stabilization Project is needed for the 11th Tee.
  - 3. Explore the possibility of putting together a plan for building a new clubhouse through a partnership between the Town and SMC.
  - 4. Look at completing minor improvements needed for the Maintenance Garage ("wash pads" and dry storage).
  - 5. Continue to more aggressively market the Junior Golf Program.
- b. Long Term
  - 1. Continue to look at making major improvements and expansions to the driving range.
  - 2. Consider the need for the development of an additional 9 or 18 hole course.

**Outdoor Center:** The Outdoor Center building was built in 1977. The town has continued to maintain the building over the years, but no extensive remodeling or renovations have been completed since it was built other than the installation of a new roof in 2001. Currently, there is a three-party agreement between the town, SMC, and the Western Mountains Corp. SMC will continue to operate the facility until June 2004. A public hearing was held in February 2002 to discuss concerns and ideas for the future operation and development of the Center. Although there were no public comments received regarding future improvements to the Center, several people expressed the need to maintain public access to the facility and trails, and to maintain the "character" of the Touring Center Building and the immediate surroundings.



Outdoor Center

## Outdoor Center Recommendations

- a. The Committee unanimously agreed that a master plan be developed to consider the completion of the following improvements:
  1. Short-Term Projects-develop a budget to complete these improvements in the next few years:
    - a. Improve septic system to support expanded restrooms and kitchen facilities
    - b. Expand entryway for snowshoe use
    - c. Enclose stairwell to office
    - d. Improve and renovate the office area
    - e. Expand restrooms; add changing area including a locker room with lockers and showers
    - f. Expand and improve kitchen
    - g. Facelift, and add windows and lights for retail shop with rental exit direct to the outdoor
    - h. Use back workshop for ski work only and move maintenance shop to dedicated facility
    - i. Replace all doors and moving windows
    - j. Replace carpeting, "facelift" interior walls
    - k. Replace outside lights for parking lot and walkway
  2. Mid-Range Projects-develop a budget to complete these projects within five years or sooner if possible:
    - a. Build event room addition
    - b. Expand parking lot by a minimum of an additional 50-car capacity
    - c. Improve skating rink to higher standard: new board system, bleachers, etc.
  3. Long-Term Projects-develop budgets to complete these projects when it is determined feasible:
    - a. Define layout and consider constructing adequate stadium
    - b. Develop master plan to expand trail network (an additional 40 kilometers of new trails)
    - c. Consider covering the skating rink
    - d. Consider construction of a separate building to service rink where current garage is now located to service rentals, snacks, M & F restrooms (keep skates out of lodge to allow for evening use of the lodge)
    - e. Determine storage needs and erect a workshop, barn storage facility across the parking lot

***Other Considerations:*** The Committee recommended continued attempts to develop and promote summer activities and uses. Remote camping and mountain bike center were ideas that were mentioned.

The Committee also recommended looking into the feasibility of installing public sewer lines to the Touring Center (CVA is the closest access point). The Committee has suggested that the Town should study the feasibility of running this line with the potential of other future users of this sewer line.

*Town Lot(s):* The Town now owns two public lots with the purchase in 2000 of the so-called Crockertown Lot (former "State Lot"). The Jerusalem Lot (the original "Town Lot") contains 930 acres and the Crockertown Lot contains 1,203 acres. Combined, the two lots represent 2,133 contiguous acres. The Crockertown Lot contains deed restrictions, most notably, the restriction that limits the amount of development to 25 contiguous acres (including the existing developed area). The lots are currently being used for cross-country skiing, snowshoeing, mountain biking, hiking, and to some extent, hunting.

A public lot management plan will be the subject of much discussion in the immediate future. Michael Kankainen, a licensed forester, has been hired by the Board of Selectmen to complete a forest inventory. This inventory is very close to completion. The next step in the process is to complete a management plan. The Committee agrees that this plan needs to be based on long and short-term goals and objectives of the community, with regard to use of the public lots. There are many options to consider such as sustainable forestry, a demonstration forest, fire risk management, wildlife management, watershed protection, recreational opportunities, and generating revenue. There are also many possible outcomes (financial and otherwise) with regard to managing timber on these lots, depending on the determination of goals and objectives.

#### Town Lot Recommendations

- a. The Committee recommends that a public lot management plan be developed in coordination with the development of a master plan for the Touring Center. This plan should be based on the goals and objectives of the community. The committee also recommends although it has not been a major problem in the past, the Town should look at developing a policy regarding where hunting will and will not be allowed on the public lots, to avoid possible conflicting uses and liability issues.



### III. Trail Development

***Snowmobile/ATV Trails:*** Through annual Town appropriations (\$15,000 in 2002), the Town assists J.V. Wing Snowmobile Club in the maintenance of approximately 45 miles of snowmobile trails. In the past, private landowners have generously granted access to these trails on their lands. This access is currently granted on a year-to-year basis.



Bridge at Campbell Field

#### Snowmobile Trail Recommendations

##### Recommendation

- a. The Committee recommends that the Town continue its long-standing working relationship with the J.V. Wing Snowmobile Club.
- b. The Committee recommends that the town and/or the Snowmobile Club continue to explore opportunities with SMC to provide and manage snowmobile access to the base lodge area.
- c. The Committee believes that ATV trail management is needed. The Town should promote the development of an ATV Club that will work with private landowners to develop a trail system and responsible ATV use.

***Interconnecting (People Powered) Trails:*** The development of interconnecting trails for biking, hiking, cross-country skiing, etc. has been a long-standing goal of the community. The Narrow Gauge Pathway Project will be completed by mid-July 2003. It will reconstruct this trail from the Huston Brook Road to a new trailhead at Campbell Field. The town has an easement from SMC for public “people powered access” to extend this trail west, to Bigelow Station, and an easement to build a trail around Bigelow Station. The trailhead at Campbell Field interconnects to the extensive trail system located on the Town’s public lots and SMC lands. The Town has also approved funding to develop additional trails that would link these existing trails with the so-called “Hut System” trails proposed by Western Mountains Corporation. Due to the recent loss of trails, there is a need to build longer connecting loop trails at the Outdoor Center for cross-country skiing. The development of a network of mountain bike trails in Carrabassett Valley is currently limited.

## Interconnecting Trail Recommendations

### Recommendation

- a. The Committee believes that the Town should continue to pursue the development and maintenance of interconnecting trails, consistent with the town's longstanding commitment to trail development and year-round outdoor recreation. The Committee also felt the following improvements were needed:
  1. Improved signage and mapping is imperative
  2. Summer and other maintenance needed (especially for some of the Touring Center trails in the summer)
  3. Explore trail development through the golf course area
  4. Mountain Bike Club needed to work locally and regionally to develop trails
  5. Nature interpretation
  6. Monitor related environmental issues
  7. Improved enforcement of restricted usage

## IV. Access to Flagstaff Lake

It has long been the goal of the Board of Selectmen to create a direct access road to Flagstaff Lake across the Carriage Road. While negotiations are on going with the Penobscot Indian Nation regarding access across the Carriage Road, there have been recent discussions with representatives of Central Maine Power Company and Florida Power and Light Company, concerning the possibility of developing a small recreational access area on Flagstaff Lake, off from the Long Falls Dam Road.

### Flagstaff Access Recommendation

- a. The Committee feels that a regional approach is needed to acquire public access to the southern end of Flagstaff Lake using the Carriage Road and the Bigelow Preserve. This access remains a very important goal of the Community and should be vigorously pursued.



## V. Solid Waste, Recycling, and Composting Facilities

**Transfer Station:** The Transfer Station located on top of Bigelow Hill was built in 1985. It has served the Town well for seventeen years but is now “starting to show its age”. The Town is starting to spend some money completing major maintenance projects. Two of the three compactors were renovated in 2002 and one is scheduled for 2003, all of the large metal containers need to be painted. The wood superstructure may need to be replaced in 10 years.



Transfer Station

### Transfer Station Recommendations

- a. Continue to invest in maintenance and upgrades to this facility. Also, investigate the following:
  1. Short-to Mid-range Goals: Discuss the need to develop “stump dump” and/or area for disposal of inert materials (such as concrete products, brick, etc.).
  2. Continue to monitor the need for disposal of brush and wood by means other than burning such as use of a chipping machine.

**Recycling:** The Town’s recycling operation is very “facilities free”. The Town does not process recycling materials. Collection is achieved through the use of containers provided by Sandy River Recycling. The Town built a small recycling building in 2001. This building is used for collection of office paper and glass and has developed into a very popular “take it or leave it shop”. The State of Maine has mandated separate disposal of discarded electronic equipment (TV’s, computers, etc.) and fixtures containing mercury for businesses and municipalities.

### Recycling Recommendations

- a. Continue the relationship between the Town and SMC with regard to the Mountain’s environmental steward and increase education and enhancements to the Town’s recycling programs.
- b. Develop a program to increase recycling.
- c. Another small building will need to be built in the next couple of years to house discarded TV’s, computers, and other electronic equipment as well as light fixtures and other sources containing mercury awaiting disposal transfer.

**Composting:** The Town through its own funding and grants built a small building in 2001 to house the Town's two "Earth Tubs". This facility is located on SMC land, near the Golf Course Maintenance Building. There has been recent discussion concerning the possibility of purchasing another earth tub (\$7,500) in the next year or two. The collection of restaurant waste for the composting program has been successful and the program continues to grow.



Composting Building

## VI. Other Town Facilities

**Airport:** The town-owned Airport was formerly owned by Franklin County. The Town has just received State and Federal funding to complete an Airport Master Plan. The Plan will review all of the existing facilities for current and future usage, provide new base maps, and plan modest facility development. Apparent needs appear to be additional private hangar space and the availability of aviation fuel. The master plan should be completed by the end of 2003. An extensive runway-repaving grant program is also being offered to the town in the summer 2003.

**Information Center:** This is a 480 square feet building built in 1988 to serve the former Chamber of Commerce. This building now houses a town-owned electronic kiosk. The building is used by a new non-profit organization, the Ski Museum of Maine. There has been discussion about the possibility of adding to this building to house the library, the Ski Museum of Maine, and possibly some kind of modest arrivals building for the Airport, which would include public rest rooms. A "port-a-potty" was placed on the lot in 2001 to accommodate snowmobilers and the traveling public. One apparent need is to provide a public rest room in this location. A septic system will have to be installed at this location, if more extensive use is proposed (the facility has a holding tank). Hopefully, with the recent arrival of high speed interactive Internet access that the electronic kiosk will be more useful in the near future.



Information Center

**Library:** The library currently leases space off from Route 27. The Library Board of Directors is actively seeking other alternatives to house the library including the construction of a new library. The Library Trustees would like to eventually obtain 1,700 to 2,000 square feet of area to include a Children's area, book storage, office and browsing/seating areas.

#### Library Recommendations

- a. The Committee felt that any consideration of building a library should also include allowing space for the pre-school program.
- b. Long-range recommendation: Continue to monitor the development of other town and private facilities (CVA) to determine the most feasible long-range plan for developing a library (the results of the School Study, possible development of a public safety building, etc.).
- c. Look at combining the Library and the Ski Museum of Maine, as well as, grant opportunities for these two non-profit entities.

**Ski Museum of Maine:** This is a non-profit organization with a mission statement reading: "The mission of the Ski Museum of Maine is to preserve and publicize the business of skiing in Maine, while celebrating Maine's ski history and ski heritage". While in no way connected to the Town, they have asked if the Town is interested in assisting their organization in locating the Museum in Carrabassett Valley. The organization is currently leasing space at the Information Center.

#### Ski Museum of Maine Recommendation

- a. The Committee recommends that the Town work closely with representatives of this organization to encourage and assist them in the development of the facility in Carrabassett Valley.

**School:** After much debate and a formal vote in 1999 the Town, elected to sign a seven-year agreement with SAD #58, which expires in June 2006 to continue to tuition Carrabassett Valley students to SAD #58. However, the Town also appropriated funds to complete a planning study to look at the feasibility of building a K-8 elementary school in Carrabassett Valley. The study will look at potential sites, conceptual building plans, capital, and operating budgets and comparative analysis.

#### School Recommendation

- a. The Committee recommends that the Town continue to monitor the SAD #58 contract and, based on the results of the School Study, continue to explore the feasibility of building a school in Carrabassett Valley.

***Cemetery:*** The Carrabassett Valley Cemetery is approximately three acres, located in a very picturesque and quiet location between the airport and the Carrabassett River. Only four people have been buried there so, needless to say, the land is sufficient in size to accommodate the town for many years.

The Committee recommends the installation of appropriate fencing (cedar), signage, and benches to help define the area to keep all sport vehicles and other traffic out of the area.



Cemetery

## Appendix A.8. Town Services

The growth of Carrabassett Valley's town government has reflected the growth of the town's population, tax base, and demand for services. This chapter inventories the Town's services; see Appendix G for an inventory of the Town's facilities.

### I. General Administration

Carrabassett Valley has a Town Meeting form of government, which is administered by a 5-member Board of Selectmen and a Town Manager responsible to the Board. The Town Manager is also the road commissioner. Paid staff consists of a town clerk/tax collector, treasurer/secretary, a code enforcement officer, a fire chief/emergency management agency director, and an assessor.

Permanent committees appointed by the Selectmen include:

- ☐ School Committee
- ☐ Planning Board & Conservation Commission
- ☐ Zoning Board of Appeals
- ☐ Recreation Committee
- ☐ Airport Advisory Committee
- ☐ Budget Committee

### II. Schools

Carrabassett Valley's public education system is governed by an elected five-member school committee. All elementary school children are bused to the SAD 58 school in Kingfield or to the elementary school in Stratton. High school students have the option of attending SAD 58's Mount Abram High School, Mount Blue High School, or Carrabassett Valley Academy. The Town tuitions students to Mount Abram and Mount Blue. For Carrabassett Valley Academy, it pays the State Mandated Tuition Rate plus an additional amount for insurance.

In 2002, the Town tuitioned 76 students to schools in the area. Of the 48 elementary school children, 35 attended Kingfield Elementary School and 13 attended Stratton Elementary School. Of the 28 high school students, 9 attended Mount Abram High School, 1 attended Mount Blue High School, and 18 attended Carrabassett Valley Academy.

Carrabassett Valley Academy is accredited by the state for grades 7 through 12. The academy specializes in training students for winter athletics, primarily alpine skiing and snowboarding. Between 40 and 50 students attend the academy in the fall and spring. Approximately 75 students attend the academy during the winter months. The academy attracts students from the United States, Canada, and beyond.

### III. Recreation and Culture

The Town's Recreation Committee has a dual role:

- ▣ to advise the Town on use of the Recreation Reserve Fund, and
- ▣ to develop local (as opposed to destination traveler-oriented) recreation programs

The Committee oversaw the development of the Town Park and has been instrumental in the improvements to the Narrow Gauge pathway trail. The Committee also oversees all of the recreation programs sponsored by the Town.

As might be expected in a community that derives its livelihood from recreation, residents have recreation resources available to them that go far beyond what most communities can offer. These facilities are a mix of "destination" facilities - the golf course, touring center, ski area, etc. - and the local facilities - the Town Park.

Trying to sort out local versus visitors' needs and desires makes recreation planning more complicated. There are actually three levels of potential need or demand:

- ▣ the local residents,
- ▣ the regional residents; and
- ▣ the visitors (destination traffic).

Besides deciding which group is to be targeted for which recreational facilities, it must also be decided whether the facilities should try to be self-supporting or whether they should be provided by the Town as a service. In general, the more a facility is meant to specifically meet the need of local residents (e.g. the Town Park), the more likely it should be provided as a service. The more it is meant to be a destination facility for visitors (e.g. golf course), the more likely it should charge for participation. In some cases, charges can vary for residents and nonresidents.

### IV. Solid Waste Disposal and Recycling

Between 1,400 and 1,800 tons of waste are created in Carrabassett Valley each year from dwellings and businesses.

In 1999, the community created 1,365 tons of solid waste. Nearly 1,200 tons of this total was non-bulky waste (newspapers, glass, tin cans, plastics, etc). The remaining 175 tons was bulky waste (scrap metal, yard waste, demolition debris, etc).

The amount of solid waste generated in the community has steadily increased. In 1984, between 350 and 550 tons of solid waste were generated each year. In 2002, this had increased to between 1,400 and 1,800. The total amount of solid waste has

its peak in 1997, community efforts have improved the efficiency of its recycling program.

Mitigating the increase in tonnage is the increasing efficiency of the town's recycling program. The community recycles approximately one-fifth of the solid waste it generates. By tonnage, the largest categories are scrap metal, glass, cardboard, and old newspaper. The State gives the town recycling credits (for reporting purposes) for returned bottles and cans, and for the Town's composting program. Including these credits, more than 30% of the community's solid waste is recycled.

Recycling efforts have steadily improved. The earliest records suggest a 1993 recycling rate of around 18%.

## **V. Fire Protection**

Carrabassett Valley is protected by a skilled volunteer-citizen fire department with sophisticated equipments. A part-time Fire Chief heads the department. Approximately 20 year-round citizen firefighters fill out the department, and in the winter season another half-dozen seasonal residents/Sugarloaf Mountain employees join the force. Additional protection is provided through mutual aid agreements with both Eustis and Kingfield.

The fire department provides a full range of services, including fire suppression, extraction, back-country rescue, and public education. Additional education programs are available to Sugarloaf Mountain Corporation employees.

The Department operates a 100 foot aerial truck, two pumper trucks, a 3,000 gallon tanker truck, and an 8-wheel drive back country rescue vehicle. Automatic external defibrillators travel on two trucks. The Department has an equipment replacement plan to upgrade its equipment as the equipment's useable life diminishes.

The fire department has two stations. The Mountain Fire Station is located in the Sugarloaf Mountain Corporation's maintenance garage. The living quarters in this station are occupied from 6:00 PM to 6:00 AM on weekends, holidays, and vacations during the winter season. The Village Fire Station is located at Valley Crossing adjacent to the Town Hall and Park. This station houses the Emergency-911 Call Center.

The Fire Department responds to an average of 120 calls per year. The Police Department, which works closely with the Fire Department, responds to 150 smoke alarm calls per year.

Ambulance service is provided by the Franklin Memorial Hospital. A paid paramedic staff is on call twenty-four hours each day.



## VI. Police Services

The Police Department provides town-wide police protection to all residents and visitors in the valley. In addition, through a unique partnership with the Sugarloaf Mountain Corporation, the Police Department also provides security services for SMC.

The Town's Police Department typifies the sort of partnership possible between the SMC and the community. The Police Chief is an employee of the town. All of the security personnel working for the Chief are employees of SMC.

## VII. Issues and Implications

1. The steady expansion in services and facilities will place greater strains on the town's staff. Future changes in services and facilities should not be made without considering their impact on the staff.
2. While year-round population is still small, Carrabassett Valley is a much larger town for a number of months each year. The scale and value of property ownership and investment, and the demands for town services that are the result, would in other communities demand a much larger staff than is currently employed.
3. The increasing school-aged population suggests that the demand for education dollars in the town's budget will rise.
4. Considering the expanding school-aged population and the unique circumstances of the community (small population, large travel times to other facilities), the community should be prepared to revisit the education discussion on a regular bases to find the best and most efficient way of providing education to its residents.
5. The education subsidy provided to high school students to attend Carrabassett Valley Academy creates a financial incentive for families (perhaps with other elementary-aged children) to move into the community. As a result, the Town will likely continue to see the high enrollment levels at CVA when compared with the other high school alternatives.
6. The town has been attempting to consolidate its two stations into one central facility for several years. Congestion in the yard at the adjacent maintenance facility can hamper the response time of the station on the mountain. The popularity of the Town Park with children creates a hazardous situation when emergency vehicles respond to calls. The logistics of a small staff operating two stations limits the efficiency of the Fire Department. The presence of compressor equipment (which is known to fail in catastrophic explosions) adjacent to the fire department puts its equipment and personnel at risk should the compressor equipment fail.



7. Sugarloaf Mountain, being a destination resort, could conceivably be a target for terrorism. Public safety officials must keep this in mind when training personnel and purchasing equipment.

## **Appendix A.9. Health Care**

For a relatively remote community, Carrabassett Valley has a surprisingly sophisticated network of traditional health care services. Most of the network is centered in the town of Farmington, 30 miles to the south, but it is accessible to Carrabassett Valley residents and is supplemented by locally developed health care resources.

### **I. Regional Health Care Services**

The cornerstone of the region's health care network is Franklin Memorial Hospital (FMH), which is located in Farmington. FMH is a nonprofit community hospital that provides general and specialized services to residents across the region. The hospital is organized into two complementary services- traditional inpatient medical services and a growing outpatient network of services and clinics. The core of the inpatient service is a 70-bed care facility.

Ambulance service from Carrabassett Valley is provided to FMH. The ambulance is located on the mountain and responds to calls throughout the valley. The future of the ambulance's base location is in doubt because better shelter for the ambulance is located in the Fire Station in the lower valley.

Complementing this acute care service are two services located in Kingfield. The Mount Abram Regional Health Center is a family practice that offers emergency care and light surgery as well as more traditional patient-care. Kingfield Family Practice is a group of medical professionals offering general practice care to the region's residents.

### **II. Local Health Care Services**

A clinic that operates for six months of the year is located in the basement of the Bell Chapel at the base area of Sugarloaf Mountain. This clinic is a cooperative venture with Franklin Memorial Hospital and provides acute care to the residents and visitors in the valley.

### **III. Issues and Implications**

1. Given the projected growth of the valley and the demographic trends towards more elderly and family households, there appears to be a growing need for a more comprehensive year-round health care facility.
2. In order to make health services as efficient as possible, consideration should be given to consolidating nearby related services. For example, the first-aid station and clinic could be placed in a building that also houses child care facilities, central dispatching, an ambulance bay, dental hygiene space, etc., in a town center.

## **Appendix A.10. Historic and Archaeologic Resources**

Due to Carrabassett Valley's relatively short history, there are no identified historic resources or archaeologic sites in the community, according to the Maine Historic Preservation Commission. There are, however, areas along the Carrabassett River and Poplar Stream with the potential for containing prehistoric archaeologic sites. The Town's site plan review and subdivision requirements do not require that development proposals in these areas protect any sites that are identified.





## **APPENDIX B**



## **Appendix B. Summary of the Community Vision Sessions**

The following notes were taken during two community meetings in November 2001. They represent, as closely as possible, what was said by participants. These comments were the raw material that became the Vision in Chapter 5.

### **Where do you live?**

Participants were asked to place a sticker on a map of the town. The location of the sticker represents the location of their house. This list summarizes the map:

- Outside of Carrabassett Valley (2)
- East Valley (9)
- Redington (6)
- Base of access road (6)
- Mountainside (2)
- West Mountain/Village on the Green (7)

### **What do you like the most about Carrabassett Valley?**

Participants were asked to mention the one thing they liked most about living in Carrabassett Valley. This list summarizes their responses:

- Active lifestyle: skiing, golf, hiking, biking, etc.
- People
- Ruralness
- Scenery
- Sugarloaf Mountain
- Job
- Schools, both Carrabassett Valley Academy and the primary schools

### **Exercise 1- Favorite Places (in descending order)**

Participants were asked to identify and locate their favorite places on a map. Then, each participant was asked to identify the location of their three most important places. This list presents the results of this exercise (in descending order):

- |  |   |
|--|---|
| □ Outdoor Center and Public Lot, including the pond and trails | □ Narrow Gauge Railroad Trail                       |
| □ Summit of Sugarloaf  | □ Summit of Burnt Mountain                          |
| □ Village West   | □ Poplar Stream Falls                               |
| □ Anti-Gravity Center  | □ View from the knoll of Sanitary District property |
| □ Sugarloaf Ski Area   | □ Carriage Road                                     |
| □ Sugarloaf Golf Course  | □ Appalachian Trail                                 |
| □ Houston Brook Falls  | □ Caribou Valley                                    |
| □ Carrabassett River   | □ Frontage on Flagstaff Lake                        |
| □ Town Park  | □ Forest lands across town                          |
| □ Carrabassett Valley Academy                                  | □ Airport   |
| □ Riverside 1900   | □ Library   |
| □ ‘Oh My Gosh’ Corner  | □ Bigelow Peak                                      |

## **Exercise 2- Future Forces Presentation**

Three speakers were asked to talk about internal and external forces acting on Carrabassett Valley that could influence what happens in town within the next 20 years. The following are brief notes of their presentations:

### *John Ritzo, Carrabassett Valley Academy*

- We are entering our 20<sup>th</sup> year of operations
- Enrollment has increased from 50 students 15 years ago to 103 students in 2001
- Maximum enrollment is 125 students over the next few years
- Limitations to this growth include campus issues, competition from other schools, economy
- We are an economic engine in Franklin County, with 40 jobs above \$25,000
- We will be looking for more opportunities to partner with the Town and the Mountain on projects such as the Anti-Gravity Center

### *Bill Gillmore, Town of Carrabassett Valley*

- We are adding approximately 20 to 30 new housing units each year



- In the 1980s we added multi-family housing (condos) when we needed beds
- In the 1990s we added predominantly single-family housing
- Private housing lots are becoming filled, like Village on the Green
- Town valuation has increased from \$85 million in 1984 to \$230 million in 2001
- Employee housing is becoming a major issue

*Janet Perufo, CSM*

- We are not seeing much available housing on the market right now
- There aren't many new housing lots that people are interested in buying
- Most of the new buyers right now are coming from Massachusetts and southern Maine
- While condos turnover more quickly, turnover is very low throughout the Valley
- Prices are increasing because of the lack of supply of new housing
- Employee/affordable housing is increasingly hard to find
- We speculated that a lot of houses and condos would come on the market due to the current economy and terrorist activity, but that has not been the case. In fact, due in part to low interest rates, we have seen just the opposite-people are buying vacation houses.

**Exercise 3- Issue Discussions: Recreation Opportunities**

As an introduction to a discussion about town-sponsored recreation opportunities, a discussion of the future of the Sugarloaf Mountain Corporation and American Ski Company in Carrabassett Valley was held. This was started by:

*John Diller, Sugarloaf Mountain Corporation*

- most ski areas have become corporately owned-it is hard to find an investor with enough money to go alone
- to attract investment from the American Ski Company, we have to prove that it will be money well-spent, that there is a return on the investment coming, that we are profitable
- working for us:
- we are a leader in the ski industry in customer service, training, community, and culture
- working against us:

- “too many cold beds”, which means that in the recent economic boom there were a lot of condominiums bought that became private-use units, these private-use units are not used nearly as often as rental units, we need more condominium units for rent so they become ‘warm beds’ again
- ski areas always make money in the winter and lose money in the summer, and the best way to become profitable is to attract summer visitors, we need town-provided amenities to help SMC make it through the summer

Participants were asked to brainstorm ways to expand the recreation opportunities that could be developed by the town to supplement the recreation activities offered by the Sugarloaf Mountain Corporation. This list summarizes those ideas:

- establish access to Flagstaff Lake for swimming, fishing, and boating
- establish a small public area on Flagstaff Lake
- formalize and promote the hiking and biking opportunities in the area
- create an information center for visitors that promote the region’s recreation opportunities
- opportunities vary depending on resolution of the Penobscot Indian Land situation
- fishing and hunting
- snowmobiling and cross-country skiing
- cultural center
- multi-generational center (dance, chorus, theater, book groups, poetry readings)
- boating
- build a pavilion
- create a village center for shopping, dining, etc
- establish the “Route 27 Biking Corridor”
- expand the summer series
- develop an “Outward Bound”-style leadership training
- increase Anti-Gravity Center opportunities
- continue developing the summer program
- create bike trails for novices

- hiking trails
- develop a new golf course
- build a clubhouse
- create athletic fields to attract summer tournaments
- add waterslides, indoor games, miniature golf
- pave a skate park at the Outdoor Center for rollerbladers and skateboarders
- build an indoor ice-skating center and create a skating school around it

Following this session, there was a discussion about SMC vis-a-vis the Town of Carrabassett Valley. Several participants suggested that the town should buy SMC from American Ski Company and several participants suggested that this wasn't a good idea-that the town should not be involved with private enterprise. Participants suggested that it would be easier to get the community involved in SMC, but that people are not willing to invest time and money in something that will only benefit the American Ski Company. The town should work with the mountain on new projects, as it has done in the past (golf course, Anti-gravity Center). Some participants felt that the real threat to the community is bankruptcy liquidation of the mountain's assets and that the community should at least have a contingency plan. The idea of re-establishing the chamber of commerce so that it could advertise its summer attractions (golf course) could be a great next step for the SMC-Town partnership.

#### **Exercise 4- Issue Discussions: Amount of Growth**

Participants were asked three questions:

- *How much population growth do you want to see by 2020?*
- most of the participants wanted to see moderate population growth by 2020, but not too much for fear that the community would lose its 'small town' feel
- a few participants preferred to have no growth in the population at all
- participants wanted the year-round population to grow slowly, but the number of seasonal visitors could increase more quickly
- *Do you want to see the demographics change?*
- there was no interest in having the demographics change

- there might be some change to an older population, but hopefully this won't change much
- participants liked the mix of people, ages, and incomes that exist in 2001

**Exercise 5- Issue Discussions: Affordable Housing**

Participants were asked how they felt about the town promoting affordable housing and where it should be located. This discussion was mixed. Some felt that affordable housing was needed, others felt that it wasn't. The following notes incorporate all of the comments recorded about affordable housing:

- SMC could purchase housing in neighboring towns for employees
- there should be more rental units (single family and multiple-unit buildings)- the real issue is the bed-base on the mountain
- affordable housing could be in mobile homes, maybe with a park covenant
- existing housing could be purchased and turned into affordable housing
- SMC could own employee housing
- the town could purchase land and build affordable housing
- SMC could increase the employee pay scale
- affordable housing is already available in bordering communities- not much demand for affordable housing
- some dorm-style housing could be created
- any new affordable housing would need to be subsidized
- affordable housing is a regional issue, we should work with other communities
- there should be more available quality rental units

There was consensus that Carrabassett Valley has more than enough land available for affordable housing and new housing units. Approximate figures suggest that there are:

- 500 acres on Bigelow Hill
- 500 acres north of the River
- 1,000 acres of Plum Creek land
- 500 acres of the sanitary district
- 1,000 acres on the Penobscot fee land

**Exercise 6- Issue Discussions: Village Center**

Participants were very much in favor of a village center, although there was no consensus on where it would be located. A village center could incorporate municipal services, bank, post office, library, ski museum, conference space, retail shopping (center for commerce), bus transportation center, and a performing arts/cultural center. Three locations were mentioned for the location of the village center; at Valley Crossing, at the base of the Access Road, or at the bottom of Bigelow Hill.

**Exercise 7- Issue Discussion: Other Issues**

Participants listed a number of other issues that should be addressed by the Comprehensive Planning Committee:

- Penobscot Nation land resolution
- retirement/affordable housing
- cultural arts and other amenities
- schools-students and budget
- transportation and health care
- pedestrian safety (at Town Hall, park)
- infrastructure upgrades at the mountain
- aquifer protection
- demand on town services
- fewer volunteers for town services
- need for recreation facilities
- maintain quality development
- think regional





## APPENDIX C





## Appendix C. Chapter 6 Annotated

### Chapter 6. Updated Policies

*The following shows proposed changes from the current plan in annotated format. Proposed additions are underlined; proposed deletions are ~~struck out~~.*

#### A. Population Growth

1. The Town desires moderate growth in its year-round population to provide a base upon which to maintain a true year-round community with a healthy year-round economy. ~~For the purpose of this comprehensive plan, the projected year-round population (1990) to be used will be the high-level figure of 810.~~
2. The Town recognizes that as it grows, the new population will include persons of diverse backgrounds and means. It is the policy of the Town to encourage the accommodation of all who wish to work and live in Carrabassett Valley and to strive to have a diverse population that includes people of various economic means and with a balance of skills and interests.
3. The Town welcomes and encourages its growth as a community based principally on a recreational economy. The policy under which this growth should occur is, on the one hand, permissive in the sense of wishing to accommodate (through housing, services, and non-exclusionary zoning) the population needed to support this economy. On the other hand, it is not a policy of “growth at any cost.” The Town should encourage growth according to standards that recognize environmental and other limitations, and that will protect those very attributes of the Town that give it value.

#### B. Natural Resources

1. The Town should actively work ~~has the potential~~ to enhance its existing water resources:
  - (a) The Town encourages the renovation of the Caribou Pond dam at such time as ~~such a~~ the project becomes feasible in order to enhance the water supply available to Sugarloaf Mountain, to serve as a small recreation pond, and to help regulate the flows of the Carrabassett River for increased recreational use.
  - (b) The Town supports the concept of a public recreation facility ~~should consider acquiring the land around~~ adjacent to Redington Pond in conjunction with the Penobscot Indian Nation, the owners of the land, and with Redington North Associates and Redington East Associates, the owners of potential access to such a facility. ~~This effort could include as~~

~~a potential public recreation facility, and expansion of the pond system to create a small recreational lake to enhance the setting for new home sites, and to help regulate the flows of the Carrabassett River.~~

(c) The Town recognizes the vulnerability of Redington Pond with respect to water quality. The Town supports maintaining and enhancing the water quality of the Pond. To assure that this objective is achieved, the Town should maintain the current resource protection zoning around Redington Pond and require that any development proposals in the Pond's watershed manage the export of phosphorus and other nutrients to the pond.

(d) The Town supports maintaining the water quality of the surface water in the Town. To this end, the Town should assure that the streamside riparian habitat is maintained. In the next update of the community's shoreland zoning, the Town should explore extending the Resource Protection District to cover the first order streams.

2. The Town should actively work ~~has the opportunity~~ to protect its existing water resources:

(a) The Town should continue ~~take the necessary steps~~ to protect the aquifers that have been identified in Carrabassett Valley by:

(i) strictly adhering to the State Plumbing Code governing the conversions of seasonal dwellings to year-round use, governing the installation of new underground systems on substandard lots, and governing the expansion of existing buildings.

(ii) updating the sponsoring a sewer needs and feasibility study in the Carrabassett Village, Poplar Stream, Sugarloaf Village, and Spring Farm areas and determining which, if any, of these areas should be sewerred in the future (see Chapter on Utilities and Communications).

(iii) undertaking an on-going program to monitor the operation of older subsurface sewage disposal systems to insure their adequate functioning and to work with property owners to replace malfunctioning systems.

(iv) incorporating standards into the Zoning Ordinance for the handling and storage of potential groundwater contaminants including chemicals and petroleum products.

(b) The Town should review and revise its ~~, principally through subdivision review, should establish~~ standards governing and controlling both the

quantity and quality of stormwater runoff from new development to incorporate current Best Management Practices (BMP's) as recommended by the Maine Department of Environmental Protection. The standards should govern increases in runoff resulting from new development, the direct discharge of runoff into water bodies, and provisions for roadside drainage.

- (c) The Town should work with the major property owners and homeowners/condominium associations to develop a master stormwater management plan and program for the developed areas of the Planned Development District, to identify funding for the implementation of the plan, and to carry out its recommendations on a phased basis. The objectives of this plan should be to improve the management of stormwater, to improve the quality of stormwater discharges to the river and other components of the natural drainage system, and to reduce the amount of sediment and other contaminants that are transported to the river.
  - (d) The Town should continue to regulate the harvesting clear-cutting of woodlands adjacent to streams and other water bodies should be avoided, and continue to require that buffers be maintained between water bodies and cut areas through the locally adopted ordinance. There appears at present to be no need for regulation of wood harvesting outside of the state mandated shoreland zone, but The Town should work with the Penobscot Indian Nation and Plum Creek (and other woodland owners) to Town's Conservation Commission should monitor large wood harvesting cutting operations and make future recommendations concerning additional local regulation of harvesting activities should it identify find careless practices that result in stream pollution or other problems.
- 3. The density of development in Carrabassett Valley should be matched, to the extent possible, to the capacity of the soils to accept on-site waste disposal. This should be one of the major factors considered in establishing zoning district boundaries. ~~The Maine State Plumbing Code should be used as a general guide in establishing allowable densities of development.~~
  - 4. The scenic resources of the Town, especially as viewed from Route 27, should continue to be conserved through the establishment maintenance of a protective visual corridor. The Town, therefore, endorses the goals of the Route 27 Scenic Byway Corridor Management Plan. Development within this corridor will continue to be allowed, but should will continue to be required to meet standards related to visual quality. The Town should review the standards for the Route 27 Scenic Corridor and revise them as necessary to protect the visual quality of this area. In this review, the Town should consider the goals of the Route 27 Scenic Byway Corridor Management Plan and the need

~~for standards for cutting and timber harvesting within the corridor. Standards should include such items as signs, architectural design, lighting, landscaping, buffering and preservation of the natural landscape.~~

5. Consideration should also be given to the visual impact of large-scale developments (sewage lagoons, timber harvesting, ski trails, golf course clearing, and wind power facilities) on the visual character of the community and on identified scenic resources. The Town should consider adopting regulations for these types of activities that require them to address and mitigate the visual impacts when seen from the upper elevations in Town (i.e. ski and hiking trails), from residential areas, from public roads and other public facilities, and from identified scenic resource areas.
6. ~~The Conservation Commission~~ Town staff should regularly obtain state data on the ~~should compile and map~~ special natural features of the Town that warrant protection from development including, but not limited to, waterfalls, rapids, significant or unusual geologic features, critical habitat areas, rare or endangered species, and unusual plant communities. ~~Once compiled, the~~ This information should be ~~reported to used by~~ the Planning Board ~~and referred to~~ in its review of development proposals.

### C. Housing

1. The Town recognizes the need for a mix of housing to meet the different demands arising from a growing recreational economy: the demand for condominiums ~~by investors~~, for affordable single family homes or apartments ~~by new year-round residents~~, and for safe, convenient, and decent accommodations for seasonal employees.
2. Recognizing that housing for seasonal employees is a continuing issue for the community and local employers, the Town's policy is to work with private employers or developers to facilitate the development of employee housing that provides safe, sanitary, and affordable housing. To this end, the Town will consider becoming an active partner in private initiatives to create affordable employee housing. While the involvement of the Town must be evaluated on a case by case basis, the Town will consider activities such as contract zoning, utility extensions, seeking outside funding, and participating in the financing of the project, if necessary, for the development of the housing.
32. To achieve a housing mix that meets the needs of the anticipated growth in the year-round population of the Town including moderate-to-middle income households as well as others in the community, the following policies are supported:
  - (a) The Town should continue to allow multifamily housing as a permitted or

~~conditional use in a variety of zoning districts including the Medium Density Residential District (R-2), Planned Development District, and Valley Center District and allow it to be developed at a somewhat higher density than single-family housing. identify off-mountain areas suitable for multifamily construction. At present multifamily dwellings are permitted only as conditional uses in the Residential & Recreational District, provided they are part of a Planned Unit Development, and as part of the all-encompassing conditional use language of the General Development District. The designation of suitable areas should be accompanied by designation of appropriate densities of development (units per acre), based on soils, access, and other conditions, and space and bulk standards.~~

- (b) ~~The Town's policy is to work with private developers to facilitate the development of affordable rental housing. The Town should encourage private developers to use state and federal housing finance programs the Section 515 program of the Farmers Home Administration as one way to meet the anticipated demand for moderate income rental housing. To this end, the Town will consider becoming an active partner in private initiatives to create affordable rental housing. This may involve removing clearing away such obstacles to development such as the lack of Town ownership of roadways, and considering activities such as contract zoning, utility extensions, seeking outside funding, and participating in the financing of the project, if necessary for the development of the housing. As a last resort, the Town also should explore the feasibility of using the Town Lot for moderate income, year-round rental housing.~~
- (c) ~~In the realm of single family housing, the Town should encourage new housing to be located in those areas with adequate water supply and sewage disposal potential. The Town's Zoning Ordinance should continue to allow the development of single-family housing lots as small as 20,000 square feet with public sewerage and water, and 40,000 square feet with on-site utilities in the Medium Density Residential District (R-2), Planned Development District, Light Industrial, and Valley Center District. ties minimum lot sizes for single family dwellings to soils conditions. This is a reasonable approach to achieving affordable single family house lots with adequate room for waste disposal and should continue to be used as a guide to single family housing development. However, recognizing that the character of the Town's various residential areas is based on other factors besides soils, the present approach should be supplemented by distinguishing between high, medium and low density development areas. The distinctions should be based on such considerations as overall soil conditions of an area, natural setting, visibility, presence of utilities, surrounding densities of development, and accessibility, and visual sensitivity.~~

- (d) ~~The Town should continue to accommodate~~ recognizes the obligation to amend its zoning policies with regard to manufactured housing and to come into in compliance with State law by January 1, 1985. To this end - and to balance the need for lower cost housing alternatives, with the need to preserve the Town's appearance and property values - the Town supports the following policies on manufactured housing:
- (i) Conventional modular homes, consisting of two or more units and complying with state standards, should continue to be permitted on any residential lot in the Town.
  - (ii) ~~Provided that the Town delineates high, medium, and low density residential areas,~~ Single-wide manufactured units should be permitted to locate on individual lots in areas designated for low or medium density residential use, with the conditions that they be placed on permanent foundations, meet siting standards, have an exterior appearance similar to conventional housing (siding and pitched roof), and conform to all other state and local requirements for residential dwellings.
  - (iii) Single-wide units should be permitted in higher density residential areas only as part of an approved park or subdivision.
  - (iv) Mobile home parks in which the individual housing units are owned by the residents but are placed on lots which are rented from the owner of the park should be added as a conditional use in the Planned Development District reflecting the potential availability of public sewer and water in this area and the permitted density for residential development. Mobile home parks should be allowed to be developed in accordance with state standards for density and other development provisions.
43. The conversion of seasonal homes to year-round use should be strictly controlled according to the State Plumbing Code. According to this Code, seasonal conversion permits are required for conversions of dwellings located within shoreland zones. For dwellings not located within shoreland zones but that cannot meet state standards for subsurface disposal (for example, because of substandard lot size, inadequate setbacks, poor soils, etc.), a new system variance is required. These rules should be sufficient to protect the health and safety of the Town, but only if they are properly enforced.
54. In general, the Town favors a system of land use controls that emphasizes standards of performance over one that emphasizes the exclusion of uses from the community. It is recognized that the Subdivision Ordinance is one of the primary, performance-oriented tools available to a Town to implement this

concept. The standards of a subdivision ordinance serve to protect both the house lot buyer and the Town from poor design that ultimately can be costly to both. Therefore, it is recommended that the Town adopt its own review and update its subdivision ordinance with standards governing road design and construction, drainage, utilities, and other elements necessary to assure sound design.

5. ~~The Town, with adoption of the BOCA Basic Building Code and Wood Burning Appliance Ordinance, has sound standards for housing construction. As the pace of building increases, however, enforcement will be at once more important and more difficult (especially off mountain, which lacks the types or extensive design controls now in place on Sugarloaf). The Town therefore should consider increasing its code enforcement capacity either by contract or by part or full-time employee -- with administrative responsibility to the Town Manager.~~

#### **D. Economic Development**

1. Carrabassett Valley's primary economic base will continue to be a four-season recreational community providing a wide range of outdoor recreational experiences to year-round residents, seasonal homeowners, and visitors. Therefore, the focus of the community's economic development activities forces should continue to be the development and promotion of four-season outdoor recreation. In achieving this goal, the Town should ~~look to~~ use the same tools and methods used by other communities in their industrial development programs.
2. The Town should designate the rear portion of the Jerusalem Public State Lot as part of the a Recreation Park zoning district. ~~which would~~
3. The Crockertown Public Lot should serve as the principal location for new ~~destination-oriented~~ recreation development that cannot be supported on Sugarloaf Mountain. The Recreation Park should be physically tied to Sugarloaf Mountain by a direct connection or road between the park and the Mountain Access Road and by continued development of multipurpose trails and paths.
4. The Town should actively work, in conjunction with the owners of Sugarloaf/USA and the business community, to expand the number of winter visitors to the community. To accomplish this objective, the Town should:
  - (a) support efforts by the owners of Sugarloaf to upgrade the infrastructure including lifts, trails, snowmaking, and support facilities.
  - (b) support efforts to expand the base of beds available on the mountain to accommodate visitors;
  - (c) improve access to the region;

- (d) upgrade the Town's Outdoor Center including improvements to the building and septic system and upgrading of the related outdoor recreational facilities (skating area, cross-country trails, etc.) as recommended in the Facilities Plan as well as establishing a non-motorized link to Sugarloaf; and
  - (e) upgrade and expand, as needed, the snowmobile trail system and related facilities in relationship with the J. V. Wing Snowmobile Club in accordance with the Facilities Plan.
5. The Town should actively work with local businesses and organizations to increase the number of visitors to Carrabassett Valley during the spring, summer, and fall. While the primary focus of this effort should be on expanding the range of four-season recreational activities available in the community, it should also work to expand the range of "leisure activities" available to broaden the attraction of the community to visitors. To accomplish this objective, the Town should:
- (a) support efforts to develop an interconnected system of hiking trails and huts;
  - (b) develop a regional approach, in conjunction with the property owners, for creating public access to the southern end of Flagstaff Lake and the Bigelow Preserve using the Carriage Road to provide expanded water recreational opportunities for both residents and visitors;
  - (c) explore increased utilization of the Anti-Gravity Center and monitor opportunities for future expansion;
  - (d) undertake a feasibility study of the construction of a town owned and operated indoor pool;
  - (e) explore the development of a four season recreational center on the Crockertown Public Lot (as a possible expansion of the Outdoor Center) to expand the types of activities available as proposed in the Facilities Plan. As the initial step in this process, the Town should develop a Master Plan for the center and public lots. This center might include, but not be limited to, the following types of facilities:
    - (1) indoor ice arena
    - (2) tennis court complex
    - (3) equestrian center
    - (4) cultural performing arts center;
  - (f) expand the network of non-motorized or people powered recreational



trails as proposed in the Facilities Plan;

- (g) explore the feasibility of attracting educational, recreational, arts, or cultural organizations to establish operations in the community that will utilize existing facilities and housing. The Town should support the creation of associated facilities, if necessary, to accommodate these types of uses. The objective of this effort should be to broaden the types of visitors while increasing the utilization of existing facilities and generating potential customers for local businesses;
  - (h) explore the possibility of developing a new club house at the golf course as a partnership between the Town and Sugarloaf Mountain Corporation.
  - (i) explore, in conjunction with the Sugarloaf Mountain Corporation, the future development of an additional nine-hole or eighteen-hole golf course.
  - (j) promote the development of an ATV club to work with private landowners to create an ATV trail system and foster responsible ATV use.
3. ~~The Western Mountains Corporation should be designated the lead entity for the design, financial packaging, and development of the Recreation Park. This may require some restructuring of the WMC by laws to guarantee the same strong local representation in the corporation that has existed in practice.~~
4. ~~The Town's recently created Recreation Committee should be the principal advisor on use of the Town's recreation facilities reserve endowment fund, including responding to requests from the Western Mountains Corp. for investment of these funds in the Recreation Park.~~
5. ~~The Western Mountains Corporation should be responsible for determining the desirability and market feasibility of new endeavors in the Recreation Park. But several that bear close examination in the near future are:~~
- ~~(a) — indoor ice arena~~
  - ~~(b) — tennis court complex~~
  - ~~(c) — equestrian center~~
  - ~~(d) — swimming pool complex~~
  - ~~(e) — performing arts center~~
6. ~~Outside the Recreation Park, two immediate outdoor recreation projects that bear examination are:~~
- ~~(a) — creation of a bike path following the Narrow Gauge Railway from the town park at Town Hall to the Carrabassett Valley Golf Course, with a cross-river connection to the Recreation Park.~~

- (b) ~~establishment of a Hiking Center off Route 27 to serve as focus for hikers using the Appalachian Trail, The Bigelow Preserve, and other trails in the area.~~
6. The Town, as part of its long range facilities planning, should explore creating a multi-purpose "community center" the intersection of along Route 27 somewhere between the public lots and the base of Bigelow Hill and the Mountain Access Road. This community center could be the service center for the Town as well as accommodating The principal business center, with retail uses, businesses, Town offices, and professional and personal services. should be located at. In the long term, this center might also include some municipal facilities. The Town should encourage this location through a specific zoning designation. and discussions with Mountain Greenery Corp., which owns most of the land. Apartments should be encouraged in the plan for the community center town Center to ensure a minimum level of night-time activity.
  7. A secondary neighborhood commercial and recreational center should continue in the area of Valley Crossing but the size of the Valley Center zoning district should be reduced by excluding developed residential areas from this designation.
  8. The Town of Carrabassett Valley, jointly with the Town's business interests, should explore the possibilities of stronger regional links with the surrounding communities, especially those along the Route 27 corridor, to work to improve the attractiveness of the area and to promote the region as a recreational center. with the Rangeley Lake area. Achieving a linkage to and identity with Rangeley Lake for summer recreation that complements the Town's offerings is more feasible than creating a large man-made lake in Carrabassett Valley. This might be accomplished in much the same way as business interests on Sugarloaf Mountain have established a strong connection to the Kennebec River rafting industry.

#### E. Transportation

1. The Town should continue to work with the Maine Department of Transportation (MeDOT) and area communities to promote maintain constant communications with the Maine Dept. of Transportation to assure that D.O.T. recognizes the importance of the Western Maine Mountains recreational region to the state economy, and further views to recognize the Route 4, 16, and 27 corridors as vital links to the region in much the same way that Route 1 is viewed as the vital link to the recreational areas of Coastal Maine. In accord with this point of view, the Town supports all necessary upgrading and maintenance of these corridors to afford safe and enjoyable travel throughout the Western Mountains region. To this end, the Town supports the creation of a regional transportation committee that includes representatives of the

- region's municipalities and the business community to work on improving access to the region.
2. Specifically, the Town should ~~assure that~~ continue to work with the MeDOT to undertake takes the necessary steps to correct any physical problems along Route 27 that ~~may have caused segments of the roadway to have higher than normal accident rates.~~
  - ~~3. The Town and its recreation developers, in cooperation with the appropriate regional agencies, should promote the use of alternative, scenic roadways to drive and bike to Carrabassett Valley and the Western Mountain region.~~
  34. The Town should review its New road construction standards in the Subdivision Ordinance and the Road Ordinance should be adopted by the Town. This review should assure that these standards ~~should~~ take into account:
    - (a) the severe environmental conditions of the Town (steep grades, heavy snowfall, rapid spring runoff, highly erodible soils, etc);
    - (b) the rural character of the Town and the desirability ~~to~~ for the roadway standards to be in scale with this character; and
    - (c) a hierarchy of roadway standards that matches the standards to the intensity of roadway use.
  47. The Town's Subdivision Ordinance should continue to include a provision that requires developers to take into account future land use, and the roadway and utility needs of abutting lands when designing road networks for new subdivisions.
  - ~~5. The road construction standards should be incorporated either in their entirety or by reference into a new subdivision ordinance, and should also apply to new road construction outside of subdivisions.~~
  56. The Town will continue to consider public acceptance of local private roads, but only upon the following conditions:
    - (a) in the case of new roads serving new or expanded subdivisions, the roads must meet the Town's minimum design and construction standards.
    - (b) in the case of existing roads serving existing development, the roads must be brought up to the Town's minimum construction standards at the cost of the roadway's current owner or owners.
  68. Because of their potential value to the economic development of the Town, the Town supports the concept of the following future extensions and

improvements to the roadway network ~~indicated on the Land Use Plan that is part of this comprehensive plan, including:~~

- (a) an off-Route 27 link between Sugarloaf Mountain and the State public lots (proposed Recreation Park);
- (b) Caribou Pond Road;
- (c) Redington Pond Road;
- (d) the Carriage Road, so-called, linking Carrabassett Village with Flagstaff Lake

79. The Town should maintain the current ordinance provisions that actively discourage individual driveways onto Route 27 and minimize new access points to Route 27 from proposed development.

840. The trail system in Carrabassett Valley and the ability to move about without motorized transportation, both for recreation and other purposes, is crucial to the success of the Sugarloaf-Carrabassett Valley style of resort development. To this end, the Town supports ~~(a);~~ maintenance of the current non-motorized trail network as well as continued development of off-road, non-motorized trail systems linking the major nodes of activity in Town and the major settlements in Town in accordance with the Town's Facility Plan.:- In maintaining the current trail system and in developing expanded and improved trails, the Town should work cooperatively with property owners including the Penobscot Indian Nation.

~~(b) — development of a bikeway along the Narrow Gauge Railway, initially connecting Carrabassett Village and the town park with the golf course and with the touring center, and eventually extending to Kingfield and beyond;~~

~~(c) — examination of existing and proposed trail systems for their potential for multi-purpose, year-round use (skiing in winter, horseback riding and hiking in spring, summer, and fall, etc.)~~

9. The Town should upgrade and expand, as needed, the snowmobile trail system and related facilities in relationship with the J. V. Wing Snowmobile Club in accordance with the Facilities Plan.

10. The Town should promote the development of an ATV club to work with private landowners to create an ATV trail system and foster responsible ATV use.

11. To further minimize use of automobile travel between Sugarloaf Mountain and off-mountain activities, the Town should continue to support the operation,

~~and possible future expansion, of the shuttle bus system. consider, in cooperation with Sugarloaf Mountain and off mountain business interests, development of a shuttle bus system complementing that which currently exists on mountain.~~

12. The Town supports development of alternative methods of possible travel to the region including the concept of a regional airport ~~creation of a new regional airport in Farmington~~ of sufficient size to accommodate scheduled air service.

#### **F. Utilities and Communications**

1. Off-mountain, there is a plentiful supply of groundwater that should be capable of meeting the Town's foreseeable needs. It is the policy of the Town to protect this groundwater supply - both the aquifers and the adjacent recharge areas (See Natural Resources policies) - and to avoid having to construct expensive centralized water supply systems.
2. The Town should develop wellhead protection measures to protect the groundwater quality in the immediate vicinity of all wells serving public and "community" water systems as defined by state law and incorporate these provisions into the Zoning Ordinance and Subdivision Ordinance. These wells include those serving municipal facilities such as the Outdoor Recreation Center and Town Office, wells providing water supply for the Sugarloaf system, and wells for private uses such as the academy.
32. The Town supports the concept of renovating the former dam at Caribou Pond sometime in the future both as a plentiful source of water for domestic, fire protection and commercial needs, and as a way to regulate flows on the Carrabassett River.
43. The Town, in conjunction with the Carrabassett Valley Sanitary District, should sponsor and finance a update the sewerage needs and feasibility study for the Carrabassett Village, Sugarloaf Village, Poplar Stream, and Spring Farm areas. The purposes of the study should be to:
  - ~~(a) establish the values of the aquifers underlying the areas as a long-term water supply source;~~
  - ~~(b) determine their susceptibility to pollution under current land use conditions;~~
  - (ae) establish whether re-evaluate the need for alternative sewage disposal systems will exist in the face of intensified year-round settlement including the extension of public sewerage to serve these areas given current costs, the current and anticipated future pattern and intensity

of use, and emerging technology;

- (~~bd~~) if there is a need for a sewage disposal alternative in any of the areas  
~~so, to determine whether there is a~~ the most ~~cost-effective solution to~~  
~~meet the need; and~~
  - (~~ce~~) ~~to establish an equitable system of financing construction of such a~~  
~~facility if needed; and~~
  - (~~d~~) if the study confirms that the aquifer is both a critical water supply  
source and susceptible to growth pressures, but that there is no  
economically acceptable alternative to individual on-site waste disposal,  
re-evaluate the need for the Town's zoning to further ~~should~~ limit future  
development and conversions in the area to a level recommended by the  
engineering study.
54. High density development should be limited to areas with centralized sewerage, as indicated on the Future Land Use Map.
65. The Town should continue to work with the Carrabassett Valley Sanitary District to develop an alternative method for accepting ~~formalize an arrangement with Sugarloaf Mountain Corporation to have septic tank sludge accepted into the~~ sewage treatment lagoon ~~system.~~
76. The Town should work with the telephone companies and cable and satellite TV providers to assure that Town residents and businesses have affordable access to state-of-the-art communication services including high speed Internet access. ~~monitor the proposed capital improvement program of the Somerset Telephone Co. and actively work to assure that it is implemented. This responsibility should be assigned to the entity responsible for economic development initiatives.~~

## **G. Health Care**

1. The Town ~~endorses~~ continues to support the presence of a seasonal health care clinic/free-standing emergency room on the mountain to serve both visitors and residents of Carrabassett Valley, as a supplement to the private physicians' practices in surrounding communities and the hospital services in Farmington and Skowhegan.
2. In the development of a Town Center and, in particular, of a multipurpose facility in the Town Center, space for a health care clinic/free-standing emergency room should be considered. ~~, to be privately leased or owned and operated, should be provided.~~
3. ~~The Town should consider some form of financial support of the health care~~

~~operation, preferably through a subsidized lease of the facility, at such time as a private operator proposes to locate in the Town Center.~~

3. The Town should support, where feasible, the provision of additional local health care services such as dental, optical, and related health services.

#### **H. Finance and Administration**

1. The Town should continue its current practice of adopt the principle of capital improvements programming, using 5-or-6-year periods, in which a capital improvements budget is adopted annually. The recommendations of the updated Facilities Plan should be incorporated into the Capital Improvements Plan.
2. ~~The issue of additional key staff for the Town -- in particular, in code enforcement and fire protection -- is addressed in other sections of this plan.~~

#### **I. Public Facilities**

1. The Municipal Building and related storage building should remain at their present location and be upgraded and expanded, as needed, in accordance with the Facilities Plan.
2. The Town should continue to monitor the need for a public safety building and conduct a feasibility study for the construction of such a facility. If a public safety building is constructed, it should be located in the general area from the Touring Center to the base of Bigelow Hill.
3. The Town should continue to invest in the maintenance and upgrading of the Transfer Station and investigate alternatives for the disposal of brush, wood, and inert materials.
4. The Town should develop strategies and incentives to increase the level of recycling done by residents and businesses.
5. The Town should develop an updated Master Plan for the airport.
6. The Town should develop a plan for future use of the "information center" building including its possible use as the library, as a modest arrivals building for the airport, as a public rest room facility, as well as a continuation of its use as the Ski Museum of Maine as proposed in the Facilities Study.
7. The Town, in conjunction with the Library Board, should explore the long term development of a new library facility, possibly in conjunction with the Ski Museum of Maine, to meet the needs of the community.

**J. Fire Protection**

1. The Town should evaluate the facilities of the Fire Department as recommended in the updated Facilities Plan.
- ~~1. With capital equipment valued at a half million dollars, and real property in Town valued at \$55 million, full-time paid fire chief is warranted. At a minimum such a person, serving in a role as public safety director, might also have code enforcement duties. Preferably, the fire chief and code enforcement officer would be two separate full-time positions.~~
- ~~2. A permanent 4-bay fire station should be financed and built by the Town within the area proposed as the future Town Center. It should also be able to house a school bus and be designed with the future possibility of a multi-purpose community facility in mind.~~

**K. Schools**

1. The Town should continue to monitor the SAD #58 contract, and based upon the results of the current School Study, continue to explore the feasibility of building a school in Carrabassett Valley.

~~With the potential effects of explosive population growth on SAD 58's school facilities, and on support operations (buses, bus drivers, extracurricular program, etc.) as well, the Town's under-19 population must be closely monitored. Since any new construction program, whether in Kingfield or Carrabassett Valley itself, would require a minimum of 3 years' lead time, it is recommended that the School Committee conduct a formal, systematic census of preschool and school aged children each September, so that growth trends can be clearly identified, and action in facilities taken as needed.~~

**L. Recreation (Also see Economic Development)**

Since recreation is the economic base of Carrabassett Valley, many of the Town's policies with respect to recreation are addressed in the Economic Development section. The following policies address the need for facilities to serve the local, year-round population:

1. The Town Carrabassett Valley, in conjunction with the existing arts organizations in Town and local businesses, should explore the idea of a Regional Cultural Center permanent facility for the performing and visual arts. A feasibility study should be performed to assess the demand, establish a program for such a facility (assuming the demand can be demonstrated), develop schematic designs, and present a realistic cost estimate.
- ~~12. The Town should assist in sponsoring a feasibility study for a, to determine~~



~~scope of demand, the size and scale of the Center to be supported, and the desired facilities to be included.~~

2. The Town should continue to maintain and upgrade Town Park as recommended in the Facilities Plan.
3. The policy of the Town is to provide recreation facilities to meet the needs of year-round residents of Carrabassett Valley and residents of the region. Given the shared demands among the local population, the regional year-round population, as well as destination travelers, the priorities for local recreational improvements to which the Parks and Recreation Committee should give attention are:
  - (a) a bicycle non-motorized trail along the Narrow Gauge railway bed
  - (b) an indoor swimming pool
  - (c) horseback riding trails/equestrian center
  - (d) nature interpretation trails using the cross-country ski trail system through the Town Lot
  - (e) ~~impoundment of to create~~ a small recreational lake and town park at Redington Pond.

#### **M. Historic and Archeological Resources**

1. The policy of the Town is to protect its historic and archeological resources. Due to the nature of Carrabassett Valley, there are no identified historic resources or historic archeological sites. There are, however, areas along the Carrabassett River and Poplar Stream with the potential for containing prehistoric archeological sites. To this end, the Town's site plan review and subdivision requirements should be revised to require that all development proposals in these areas with archeological potential provide information on the potential for sites being located on the parcel and the measures that will be taken to protect any sites that are identified. In addition, the Town should support efforts by the Maine Historic Preservation Commission or other qualified organizations to conduct surveys to identify and document any historic buildings, structures or objects and any historic archeological resources in the community.

#### **N. Hazard Mitigation**

1. The Town should continue to limit development in mapped flood plains that are currently undeveloped to minimize potential damage and reduce the risk from flooding.

2. The Town should maintain a coordinated emergency response plan to address emergency situations including natural disasters, hazardous spills, and major fires on the mountain. This plan should be coordinated with County emergency preparedness officials, the county sheriff, and Sugarloaf Mountain Corporation.