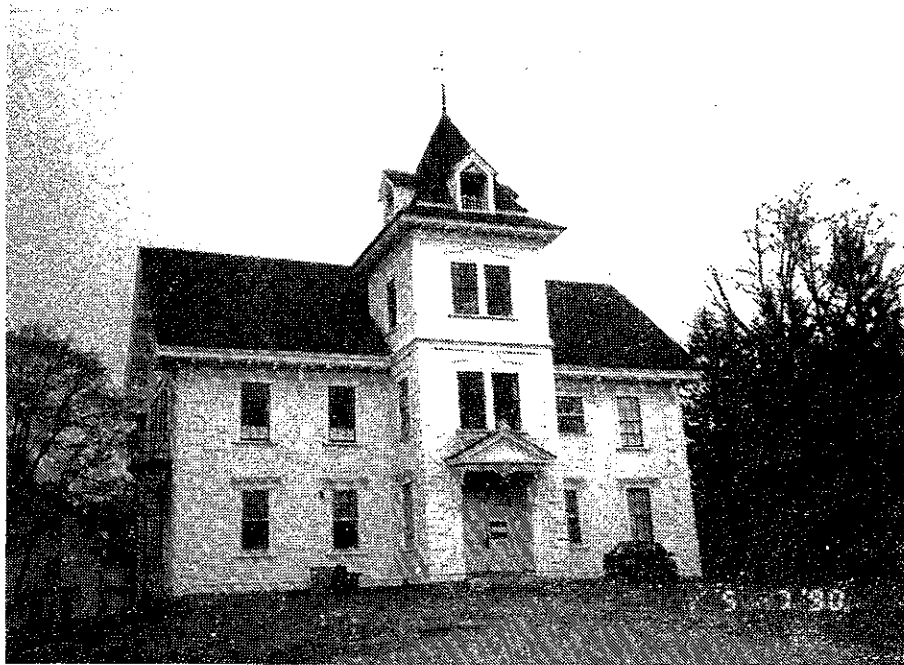


CHAPTER 7: EDUCATION IN PARSONSFIELD

Parsonsfeld has a strong history for supporting education which dates back to its first settlement when part of the requirement was to set aside land for education. One room school houses were part of the village development. Eight school districts were established by 1795. Between 1677 and 1820, the Town raised annually \$150 to \$630 for the schools. In 1821, after Maine was separated from Massachusetts, the State passed a law requiring \$.40 be raised on every inhabitant in the Town to support the schools. Schools were required to teach reading, spelling, writing, English grammar, arithmetic and geography.

The first high school in Middle Road Village was established c.1830. This led to North Parsonsfeld citizens establishing the Parsonsfeld Seminary in 1832. Horace Piper, the author of "The Schools of Parsonsfeld" in The History of Parsonsfeld, Maine 1771-1888, wrote "There is scarcely a State in the Union in which there is not some person who once attended the school, to say nothing of those in foreign lands." (48)



In 1881, the Parsonsfeld Free High School was opened in the Seminary building. It was endowed by Elisha Piper. While the common school taught the courses mentioned earlier as well as the history of the U.S. and a manual of morals and politeness, the high school had an "English course for three years, a mixed course of four years, and a classical course for three years, for preparing students for college." (49-50)

Piper suggested that Parsonsfield Free High School be modeled on the best in the State. In addition to courses taught in the high school today, the curriculum included rhetoric, surveying, mental philosophy and moral philosophy. (50)

Piper went on to describe the values of education, good teachers, and an endowment. He noted,

It is not expected, nor is it desirable, that parents should give their children much money. If they give them a good education, they will get their own money, and will keep it. (53)

Let, then, the people of this old and vulnerable town get their standard of education high, and lay it down as a fixed principle that they will not be surpassed, that no ignorant person shall go out of Parsonsfield, but that all, if possible, shall have the Trade-mark stamped on them. "Educated at Parsonsfield Free High School;" therefore, fitted for all business, for all positions, and worthy to be admitted into any society in this or any other country. (65-6)

Thus the education tradition and standard was set as a high one. That standard of excellence appears to be demanded today as is evidenced by the four years of English, three years of Math and Science, History, P.E. and Health requirements, as well as, the Advanced Placement and Enrichment courses offered at Sacopee High School and the other programs offered in the five town school district.

MSAD 55

Parsonsfield belongs to the Maine School Administrative District 55 (MSAD 55) along with the towns of Baldwin, Cornish, Hiram and Porter. Founded to create a comprehensive facility to meet the needs of secondary students in 1967, MSAD 55 built the Sacopee Valley Junior-Senior High School on a 45 acre site in Hiram. The main two story building contains 18 classrooms, three science labs, a library, and an office/guidance complex. The one story wing houses one classroom, a science lab, home economics, and the Superintendent's office. An attached building housing the cafeteria, two industrial arts labs, and three classrooms. In 1987, a two room portable classroom was leased to provide more space to accommodate the increased variety of courses offered.

The Sacopee Valley Junior-Senior High School originally housed grades 6 through 12, but in 1977, grade seven students were moved to the elementary schools to alleviate overcrowding and allow for the use of classrooms by special education, Chapter 1, migrant education, art, drama and music. There are plans to eventually have a middle school which would move the eighth grade out of the

junior-senior high school and allow it to be a high school. It would also allow additional room in the elementary schools.

In 1990, there is only one elementary school located in Parsonsfield, the Fred Morrill School. Children from Kezar Falls attend the South Hiram School. Both of these elementary schools were built in 1986. MSAD 55 has a total of five elementary schools and Sacopee High School (grades 8-12). The schools are shown on the map on the following page.

Enrollment

MSAD 55 was formed in 1968 with 994 students. In 1990, there were 1281, down from 1329 in 1987. The district school enrollment has been relatively stable since 1974. However, the Parsonsfield School enrollment increased from 197 in 1980 to 297 in 1990, with a peak of 310 in 1985. In 1980, Parsonsfield represented 16 percent of the total enrollment while in 1990 it represented 23 percent. Table 7.1 compares Parsonsfield to the District Total.

TABLE 7.1: School Enrollment, Parsonsfield and MSAD 55

	Parsonsfield	District 55	Parsonsfield % of Total	Parsonsfield % Change
1980	197	1238	15.9	
1981	221	1240	17.8	12.2
1982	239	1232	19.4	8.1
1983	260	1256	20.7	8.8
1984	292	1388	22.7	12.3
1985	310	1311	23.6	6.2
1986	289	1312	22.0	(6.8)
1987	300	1229	22.6	3.8
1988	287	1284	22.4	(4.3)
1989	289	1268	22.8	.7
1990	297	1281	23.2	2.8

Source: MSAD 55 Annual Reports, 1980-1990.

Parsonsfield's enrollment increased during this period, but for the past eight years it has remained at a higher stable level than in the early 1980s.

Table 7.2 shows the enrollment by grade for Parsonsfield and the District. When the four years are compared, Parsonsfield in 9 grades had the lowest enrollment in 1980 and in 9 grades in 1989 had the highest enrollment. That pattern was not as extreme for the School District which indicated that Parsonsfield experienced greater school age growth than did the other four towns in the 1980s. Parsonsfield's average grade size was 15 in 1980 and 21 in

1989, excluding special education.

In 1980, Parsonsfield had 16.3 percent of the primary students and 15.4 percent of the secondary students. In 1989, it had 22.8 percent of all students indicating that Parsonsfield's younger population grew at a faster rate than its neighbors.

TABLE 7.2: Enrollment by grade, Parsonsfield and MSAD 55

	1980		1983		1986		1989	
	P	% total	P	% total	P	% total	P	% total
Sp.Ed	2	16.7	3	23.1	11	23.9	11	36.7
PreK					2	66.7	5	25.0
K	13	18.6	19	20.9	22	21.0	24	23.8
1	15	16.5	23	26.7	24	23.3	18	20.7
2	18	21.7	20	23.3	17	19.1	22	20.6
3	19	17.1	15	19.2	15	17.6	23	24.5
4	13	14.6	22	23.4	20	22.0	22	22.9
5	9	10.6	25	28.7	15	17.9	13	17.1
6	13	14.0	26	21.3	19	21.1	20	22.7
7	17	16.7	18	18.2	19	20.1	24	24.2
8	13	13.3	19	19.7	31	31.6	20	22.2
9	21	16.3	15	14.2	33	21.7	24	21.2
10	19	17.8	23	22.1	23	24.5	13	16.9
11	9	11.7	14	14.9	23	24.0	26	28.9
12	16	17.6	18	18.0	15	17.9	24	24.0
	197	15.9	260	20.7	289	22.0	289	22.8
K-7	119	16.3	171	22.6	164	21.1	182	22.8
12	78	15.4	89	17.8	125	23.5	107	22.8

Source: MSAD 55 Annual Reports, 1980-1989

During this same period, adult education doubled in the school district, an indication of expanding the programs to meet the needs of the residents. Courses related to computers were particularly popular.

Budget

Since 1980, Parsonsfield has experienced an increase in state valuation as has the district. Table 3 compares Parsonsfield to the district.

Parsonsfield ranged between 26.4 and 28.8 percent of the District's valuation during the 1980s. York County's woodland valuation is set at a higher per acre rate by the State than Oxford County which may account for some of Parsonsfield's higher valuation along with its larger land area. Valuation is significant because under the State Subsidy Law, the school tax is based on the state valuation with additional expenditures at the discretion of the voters. It is important to note that MSAD 55 has never requested additional funds above the requested minimum state funding level from the five towns. As a result, the MSAD 55 per pupil expenditure level is one of the lowest in Maine.

TABLE 7.3: State Valuation in \$000s 1979/80 - 1990/91

	Parsonsfield	5 Town Total	<u>Parsonsfield</u> % of Total	% Change	District % Change
1979/80	21,450	79,650	26.9	10.9	10.6
1980/81	24,400	87,950	27.7	13.8	10.4
1981/82	27,750	96,400	28.8	13.7	9.6
1982/83*	27,750	96,400	28.8	----	----
1983/84	30,150	105,800	28.5	8.6	9.8
1984/85	32,200	112,200	28.7	6.8	6.0
1985/86	33,500	117,300	28.6	4.0	4.5
1986/87	36,250	128,900	28.1	8.2	9.9
1987/88	39,000	145,900	26.7	7.6	13.2
1988/89	43,300	163,850	26.4	11.0	12.3
1989/90	55,000	206,500	26.6	27.0	26.0
1990/91	70,550	257,450	27.4	28.3	24.7

*Change in accounting

Source: MSAD 55 Annual Reports, 1980-1990

Parsonsfield's school assessment compared to the total district assessment is shown in Table 7.4. The assessment percentage figures are quite similar to the valuation percentages. Parsonsfield started the 1980s paying a significantly higher assessment than its percentage of students. This is true statewide, since the educational funding is determined by property valuation and not the number of students. Even though the district valuations have increased, MSAD 55 is receiving 64 percent of its funding from State sources. To receive these State funds, the five towns must raise 37% of the cost of education. The State support is far above most districts in York, Cumberland and Oxford counties. That is, many towns pay a much higher local cost for education than 37%.

TABLE 7.4: School Assessment 1979/80 - 1990/91

	Parsonsfield	5 Town	Parsonsfield % of Total
1979/80	201,780	750,800	26.8
1980/81	224,640	834,290	26.9
1981/82	245,770	885,900	27.7
1982/83	268,370	932,260	28.8
1983/84	287,900	1,010,270	28.5
1984/85	305,510	1,064,530	28.7
1985/86	297,080	1,040,210	28.6
1986/87	334,730	1,190,360	28.1
1987/88	367,210	1,336,370	26.7
1988/89	402,600	1,523,470	26.4
1989/90	463,650	1,745,630	26.5
1990/91	435,384	1,588,993	27.4

Source: MSAD 55 Annual Reports, 1980-1990

On a per pupil basis, Parsonsfield's cost was \$1,127 in 1980, while the district as a whole averaged \$606. In 1990/91, Parsonsfield had more students in proportion to the other towns, so the per pupil differential was lower. The per pupil cost for Parsonsfield was \$1466 and for the district it was \$1240. Parsonsfield's assessment increased 116 percent from 1979/80 to 1990/91 while the five town total increased by 112 percent. During this same period, property valuation increased by 229 percent and local funding of education is tied directly to property valuation.

Along with an increase in local assessment came an increase in State aid and other revenue, for example, from adult education. Table 7.5 shows actual revenue.

TABLE 7.5: School Revenue - Actual Receipts

	<u>Town Asmt</u>	<u>State Aid</u>	<u>Other</u>	<u>Total</u>
1978/79	693,900	1,020,280	14,010	1,728,190
1979/80	750,800	1,156,030	25,670	1,932,500
1980/81	834,290	1,256,200	39,300	2,129,790
1981/82	882,740	1,330,360	55,030	2,268,130
1982/83	930,260	1,469,010	77,110	2,476,380
1983/84	1,008,270	1,573,390	147,020	2,728,680
1984/85	1,062,480	1,606,930	228,120	2,897,530
1985/86	1,038,210	2,228,380	294,060	3,560,640
1986/87	1,188,360	2,441,630	107,590	3,737,580
1987/88	1,333,370	2,780,310	136,760	4,240,980
1988/89	1,523,480	3,199,830	161,210	4,884,520
1989/90	1,745,630	3,437,790	204,980	5,388,400

Source: MSAD 55 Annual Reports, 1980-1990

State aid increased substantially in 1986 due to the receipt of school building aid for the two new schools. As is seen in Table 7.6, the bonded indebtedness increased on the expenditures side. The operating school expenditures increased at a slightly higher rate than the school assessment, but the State and other revenue increased at higher rates than the town assessment.

TABLE 7.6: ACTUAL SCHOOL EXPENDITURES

	<u>Operational</u>	<u>Bond debt</u>	<u>Total</u>	<u>Adult ed</u>
1978/79	1,573,020	146,980	1,720,000	5,260
1979/80	1,658,910	222,190	1,881,100	5,890
1980/81	1,873,080	212,700	2,085,780	5,590
1981/82	2,015,010	196,340	2,211,350	5,290
1982/83	2,165,640	189,800	2,355,430	5,540
1983/84	2,365,920	176,260	2,542,180	6,700
1984/85	2,539,480	94,620	2,634,100	8,640
1985/86	3,223,660	277,810	3,501,470	8,770
1986/87	3,236,590	402,130	3,638,720	11,030
1987/88	3,765,520	359,440	4,124,970	11,220
1988/89	4,393,960	349,070	4,743,030	10,160
1989/90	4,950,173	333,027	5,283,200	11,317

Source: MSAD 55 Annual Reports, 1980-1990

Sacopee School District changed its budget reporting method in 1982/83. Thus for ease of comparison, Table 7.7 on the following page only considers years 1983/84 - 1990/91. Only "big ticket" categories were included. The most significant increase was Special Education, a trend not unique to Parsonsfield. Many children today are educated in public schools who would not have been in school in 1980 or earlier. Elementary school salaries also increased more than the total average while secondary staff salaries were lower, indicating a greater increase in the elementary school staff.

Even though the cost for salaries has increased since 1980, MSAD 55, as well as some other districts in Oxford County, pays substantially lower salaries than their neighbors in York County and Cumberland County. In 1989/90, six districts in Oxford County, two in York County, and four in Cumberland County had lower starting salaries for teachers with bachelor's degrees than MSAD 55. On the other hand, one district in Oxford County, 11 in York County, and 13 in Cumberland County had higher starting salaries. Four other districts had the same starting salary. Similar patterns occurred related to teachers with master's degrees as well as longevity. Indeed, MSAD 55 in some cases compares even less favorably with the Oxford County school districts. MSAD 55 has to compete with these nearby districts and hence if its salaries are considered too low, they are at a disadvantage.

TABLE 7.7: School Budget Summary 1983/84 - 1990/91

	1983/4	1984/5	1985/6	1986/7
Superintendent	84,970	84,620	96,650	104,790
Transportation	336,650	319,370	396,610	383,200
Ele. Instruct.	532,840	532,640	720,360	833,940
Sec. Instruct.	577,580	624,550	686,580	741,080
Special Ed.	135,190	163,280	254,780	327,910
F. Morrill				
Plant			18,060	23,980
Debt				121,890
SVHS-Princ.	89,480	97,160	102,950	116,640
Plant	141,890	154,150	150,500	165,210
Total	2,619,650	2,743,630	2,946,920	3,709,470

	87/88	88/89	89/90	90/91	%Change 83/4-90/91
Super.	119,160	135,600	157,200	179,400	111.1
Trans.	410,780	600,140	506,630	517,050	53.6
Ele.Inst.	967,400	1,091,840	1,223,250	1,351,820	153.7
Sec.Inst.	822,970	925,660	1,066,440	1,099,850	90.4
Special	357,280	435,590	538,070	593,060	338.7
Ed.	24,950	29,710	33,500	37,730	-----
F.M. plant	117,800	113,340	103,700	98,940	-----
F.M. debt	122,400	135,880	154,280	163,530	82.8
SVHS prin.	228,390	265,050	288,150	350,470	147.0
SVHS plant					
Total	4,129,380	4,791,080	5,287,960	5,674,040	116.6

Source: MSAD 55 Annual Reports, 1983-1990



Fred Morrill School is included in Table 7.7 because it is located in Parsonsfield. Named after a Parsonsfield resident, the 11,000 sq. foot brick elementary school began operation in February 1986 with a design capacity of 125. It has six regular classrooms and one special education room. Its operating costs have increased annually while its debt has decreased, as should be expected.

In a eight year period, the school budget more than doubled. The Sacopee High School plant operating expenses increased slightly more than the total average. Surprisingly, transportation costs only increased by 54 percent. The District owns and operates its fleet of school buses.

There has been some frustration expressed with a state building aid formula which tends to favor school aid for schools over capacity and tends to fund building aid at capacity. Thus no sooner is a school built, than there may be a need for an addition. The school district has submitted additional requests to the State for building assistance at the middle school level and been turned down twice in the late 1980s. After the requested addition has been built, no future building additions are contemplated in the 1990s.

The annual reports by the principals indicate a school system with many accomplishments. Students and faculty have won numerous academic honors. Athletic teams have been successful. In the 1980s, a Gifted and Talented program was added to Special Education. While the school system does not offer all the courses Mr. Piper suggested in 1881, it still prepares the students of Parsonsfield well as they face the 21st Century.

1989 Parsonsfield Survey

The Comprehensive Planning Committee surveyed the residents and property owners in Parsonsfield as part of this planning process. Several questions were related to education and children.

1. Why have you chosen to live, or have a second home, in Parsonsfield?

School 3.3 percent of the responses

The schools were not a major reason given. However, the result was low because seasonal residents and property owners only gave that category a low response. Of the residents who responded, about 11 percent indicated schools. When the question is analyzed by age, it is interesting to note that those aged 35-44 listed education by the highest percent (12) followed by those aged 45-55 (8) and 25-34 (7). These are most likely the parents of children in the schools.

3. Rank the following issues (in order of importance to you.)

f. Provide quality education

Not Important	12.9%
Less Important	3.9
Important	12.6
More Important	37.0
Very Important	21.7
No Answer	11.9

Obviously, people value education highly even if it was not the main reason they moved to Parsonsfield.

8. How would you rate the following services available in the Town?

p. Schools

Excellent	9.0%
Good	26.1
Fair	12.7
Poor	2.3
No Opinion	24.8
No Answer	25.1

There was a high no opinion or no answer. About two-thirds of the seasonal residents or property owners were in those categories. The residents, who presumably would know more about the school system, responded favorably. Sixty-three percent rated it excellent or good, 19 percent rated it fair, 5 percent rated it poor, and 13 percent had no opinion. The fair or poor rating was particularly high in the age category 35-44 (32%) while the oldest residents tended to rate it the highest. It appears that there is dissatisfaction in the group which would most likely be parents of school age children.

Education Goals and Policies

State Goal: None stated in Act.

Regional Goal: None stated in Plan. See policies in Appendix A.

Parsonsfield's Goal: Provide a public education system in keeping with the Town's traditional commitment to a quality education for all its residents.

Policy One. It is the policy of the Town to provide through Maine School Administrative District 55 affordable quality public education with facilities which are conveniently located and well maintained in keeping with the community's needs.

1. The Planning Board of Parsonsfield and the other four towns provide to MSAD 55 on an annual basis an analysis of development which has occurred that year.

2. The Sacopee Valley School Board review, on an annual basis, development trends in the five towns, population projections provided by SMRPC and the State, and school enrollment and analyze whether a school addition or new school will be needed, and recommend appropriate locations.

3. The MSAD 55 identify major capital maintenance items, determine priorities, and address annually.

4. The MSAD 55 institute an annual inspection of school playground equipment.

5. The MSAD 55 continue to seek grants and outside assistance to address program and building needs, including using interested, qualified volunteers to assist the professional staff.

Policy Two. It is the policy of the Town to support an equitable form of sharing school costs among the five towns.

1. The Sacopee Valley School Board review the State funding formula and discuss whether the cost is equitably distributed among the towns.

2. The Board determine if other districts have similar concerns and if these should be addressed accordingly.

3. The Board present these findings in a public meeting so that the residents and taxpayers have an opportunity to discuss whether additional action is desired.

Policy Three. It is the policy of the Town to encourage MSAD 55 to establish a capital reserve fund and impact fees for school capital costs where feasible.

1. The Board identify major, non-recurring, capital needs for the next six to ten years.

2. The MSAD 55 establish a capital investment program and reserve fund so that these needs can be addressed on a phased basis.

3. The MSAD 55 meet with representatives of the five town's Planning Boards to discuss impact fees and how these could relate to MSAD 55.

4. If a Town adopts an impact fee system, the MSAD 55 establish a separate capital reserve account to receive the impact fees, establish a system which allows MSAD 55 to spend the fees in manners which address the needs of the new development (as opposed to addressing existing needs) and spend the fees in a timely manner.

Policy Four. It is the policy of the Town to encourage MSAD 55 and the regional vocational center to develop programs with the businesses and industries in Parsonsfield in order to provide training for students which is also needed by businesses and industry.

1. The MSAD 55 establish a business advisory committee to assist it in developing programs and providing internships or mentors.
2. The MSAD 55 develop business and vocational programs which meet the changing technology of tomorrow for both the SVHS students and the adults through adult education.
3. The MSAD 55 and business advisory committee sponsor an annual business fair for the students and residents to showcase employment opportunities and encourage businesses to locate in the area.

Policy Five. It is the policy of the Town to support educational programs which address human service needs including chemical dependency, family stress, domestic violence, and adolescent pregnancy.

1. The MSAD 55 consider developing a teen health center to address these concerns.
2. The MSAD 55 continue to sponsor and encourage public information programs on these concerns and encourage chapters of such organizations as SADD (Students against drunk driving), AA, and related groups to meet in school facilities.
3. The MSAD 55 provide a crisis counselor trained in these areas to address student needs.

Policy Six. It is the policy of the Town to support educational programs which encourage recycling and source (waste) reduction.

1. The Towns and MSAD 55 sponsor workshops on recycling and source reduction.
2. The MSAD 55 evaluate its use of consumable products and consider ways to reduce the volume and/or recycle the product.

3. The Towns and MSAD 55 sponsor a community clean-up day.
4. The Town work with community groups to develop a volunteer road-side monitoring and clean-up program.
5. The Planning Board review the land use regulations and determine if ways to encourage recycling and source reduction can be incorporated into them and make appropriate recommendations.

Policy Seven. It is the policy of the Town to encourage the Trustees and Friends of Parsonsfield Seminary to present educational and cultural activities that will benefit the citizens of Parsonsfield and surrounding communities.

1. The Town support the educational and cultural programs offered by the non-profit organization.
2. The Trustees and Friends seek grants to support these programs as well as the restoration and maintenance of this historic structure.

Summary

Parsonsfield has a proud tradition of quality public education. It belongs to the five town Sacopee MSAD 55. Because of its higher State valuation, Parsonsfield has paid a school assessment which on a per pupil basis is higher than the other towns. However, in the 1980s, Parsonsfield's school enrollment has increased at a higher rate and its valuation at a lower rate so that the per pupil costs are becoming more equalized among the five towns. Other than a small middle school addition, no major school capital expenditures are anticipated in the 1990s. If Parsonsfield and/or the other four towns experience a level of development greater than anticipated, a system of impact fees should be instituted which links the pupils costs generated by the development and school capital needs. Educational programs are desired which address community and personal needs for both the student and adult populations.

CHAPTER 8: COMMUNITY FACILITIES AND SERVICES

The Town of Parsonsfield has a selectmen and Town Meeting form of government. Three selectmen are elected to operate the government with one elected annually at Town Meeting. Members of the Planning Board and Budget Committee are also elected. The Town Offices were moved from North Parsonsfield to Kezar Falls in 1982 to the Lovejoy Building and then to the former Milliken School in 1987 when it became available for a Municipal Office Building.

For a small town, the sharing of municipal services and facilities is cost effective. It is not expected that community with a population of only 1500 would provide part-time or full time employees in every governmental area.

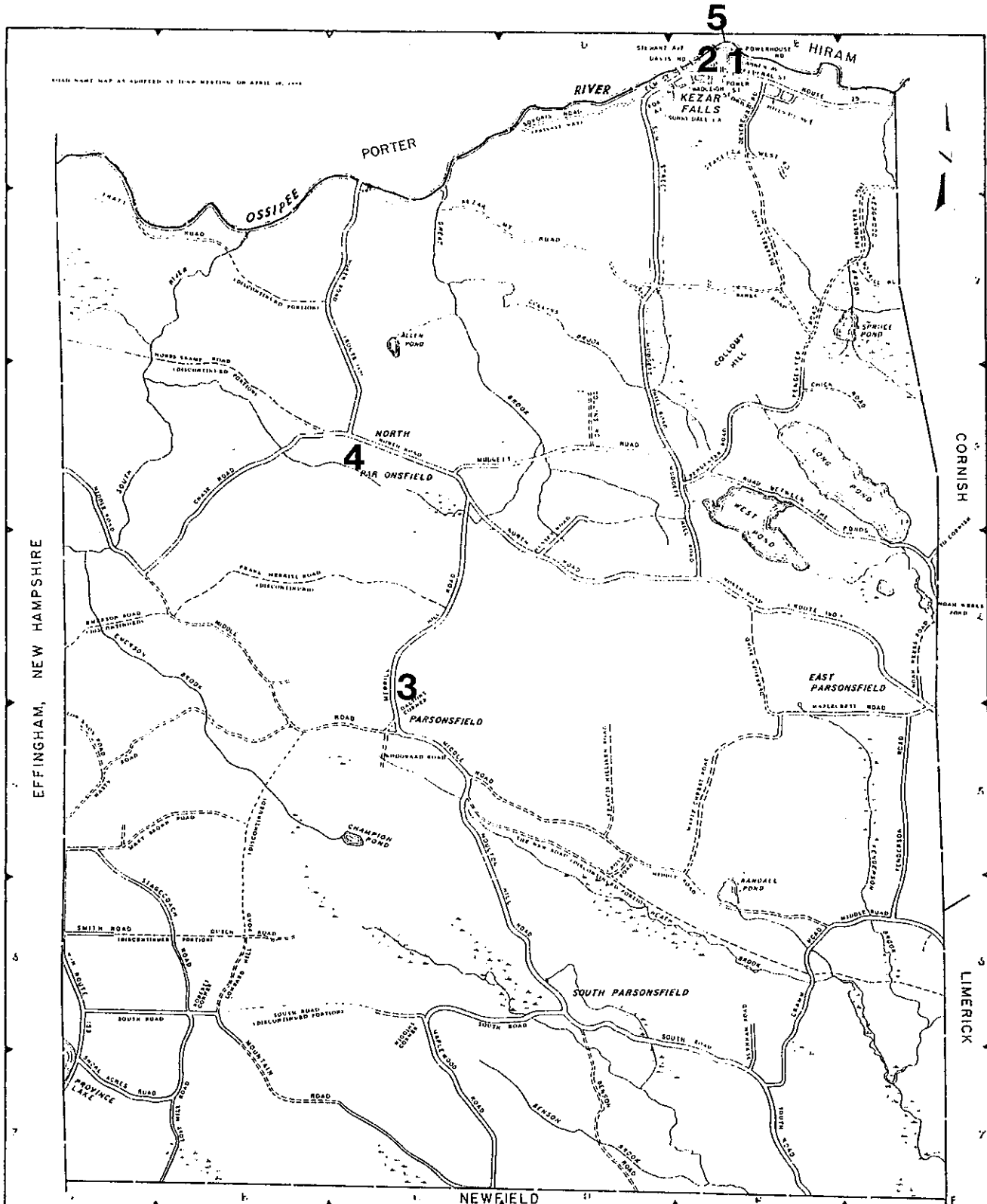
The Town has two full time employees in general government: the Town Clerk/ Treasurer, Tax Collector and Registrar of Voters and the Deputy Clerk. There is one part-time code enforcement officer.

The two major governmental expenditure areas are highways and schools. The Town covers 64 square miles and hence there are many roads to maintain. The Town has one Road Commissioner who is in charge of the maintenance and improvement of roads. The Town belongs to the five town School Administrative District 55. Information on the school district is in a separate chapter.

Many municipal services are provided on a largely volunteer basis or by and with another governmental unit. For example, the fire department is a joint municipal effort with the Town of Porter and neighboring towns provide mutual aid. The police department is not operated at a municipal level, but rather the County sheriff and State police serve that function in Parsonsfield.

There is no public water or sewer system. However, the Maine Water Company operates a private system in Kezar Falls. Many residences rely on well water. There are two public libraries which operate on a part-time basis with volunteers. Cemeteries are provided throughout Parsonsfield. There is no municipal recreation program and staff.

The Town of Parsonsfield has a small municipal government which administers a large land area. In general, residents do not expect urban services in such a rural area. In the following sections, each municipal service and/or facility is inventoried and shown on the map on the following page.



PARSONSFIELD

ROAD NAME MAP

SCALE IN FEET
 0 1000 2000 3000 4000
 APRIL 10, 1968

MUNICIPAL FACILITIES
 (Town of Parsonsfield owned)

- | | |
|-----------------------|---------------|
| 1. Municipal Building | 5. Fire Barn |
| 2. Lovejoy Building | (with Porter) |
| 3. Old Town House | |
| 4. Blazo School | |

General Government

There are a number of facilities which are owned by the Town, some of which were formerly Town offices or school buildings.

Municipal Office Building. The old Milliken School is now the Municipal Office Building. Located on Route 25 in Kezar Falls, it is open daily from 8:00 am to 4:00 pm. The Town Meeting is held in June. The building contains the Town Clerk/Treasurer's office, the Selectmen's office and meeting room, a large public meeting room, and the Planning Board's meeting room and other rooms in the basement.

The building is handicap accessible via a ramp to the raised first floor. The public handicap accessible restroom is on that floor. There also is a private restroom in the Clerk's office and three restrooms in the basement.

The Municipal Office Building was constructed in 1924. A wood frame building, it is considered to be in good condition. Needs identified in the next six years include painting and interior repair and improvements to the heating system.



Lovejoy Building. The one story Lovejoy Building on Federal Road in Kezar Falls is owned by the Town and is now leased to a jewelry store. It formerly housed the Town offices. Built in 1971, it is considered to be in good condition.

Old Town House. Located in Parsonsfield Village, this building housed the Town offices prior to the move to Kezar Falls. It is used for municipal voting by the southern Parsonsfield residents. Built in 1833, it is considered to be in good condition.

Blazo School. Located in North Parsonsfield on Route 160, this former school building is owned by the Town. It is kept unlocked in order to reduce vandalism. Built in 1792, it is considered to be in fair condition. The west side needs to be re-roofed.

Public Safety

Public safety includes fire, rescue, police, planning and conservation. The Planning Board meets at the Town Offices. The Conservation Commission has not been active in recent years. The remaining areas are discussed here.

Kezar Falls Fire Department. This volunteer fire department is operated with members from Parsonsfield and Porter. It is based in Porter with a fire house which is jointly owned by the two Towns and leased to the fire department. The new fire house was built in 1989 across from Kezar Falls.

The budget is divided in half by the two towns. In 1989, it was \$24,800, or \$12,400 for Parsonsfield. This budget does not reflect the cost of purchasing any large equipment. The Town also relies on mutual aid from nearby towns. The Town also appropriates \$1,000 for the following volunteer fire departments for fire protection in Parsonsfield: Newfield, Limerick and Effingham.

The fire equipment includes: two 1000 gallon pumper and tank trucks, two 1000 gallon tank trucks, a van utility truck and a 65 foot aerial ladder truck. The 1963 GMC tank truck is considered to be in fair condition and in need of replacement. The remaining are considered to be in good condition with one vehicle needing replacement about every five years. Kezar Falls has fire hydrants. The Ossipee River and the numerous ponds, streams and brooks are used to replenish the water supply.

In the 1980s, the fire department had the following calls and volunteers contributed these hours.

Year	Hours	Calls			Total
		Parsonsfield	Porter	Mutual Aid	
1980	851	20	23	10	53
1981	910	24	21	4	49
1982	925	26	22	6	54
1983	1027	16	28	12	56
1984	1055	22	26	8	56
1985	1120	25	29	10	64
1986	1320	34	31	20	85
1987	1180	28	25	12	65
1988	1290	25	30	15	70
1989	1796	35	40	20	95

Source: Annual Town Reports

In the late 1980s, particularly in 1986 and 1989, there was a substantial increase in fires and firefighter hours spent. In 1989, there were 35 calls made in Parsonsfield by the Kezar Falls Fire Department, 40 calls in Porter, and 20 mutual aid calls. The volunteer firefighters spent 1796 hours in 1989 working for the fire department. The chief and other officer drew a small salary.

This approximately fifty percent increase in activity has meant a greater use of the equipment and pointed out the need for having up-to-date equipment.

The Town annually appropriates about \$5,000 to the Fire Truck Fund for equipment purchase and in 1987, appropriated \$20,000 to the Kezar Falls Fire Barn account followed by a \$30,000 contribution in 1988. The Town then bonded \$60,000 for the Fire Barn to be matched by the Town of Porter and authorized the building of the Fire Barn using the capital reserve and bond funds.

Sacopee Rescue Unit. This five town rescue unit responds to emergency needs of the residents. It is based in South Hiram. In 1988, 73 of the 425 calls were in Parsonsfield. There were 446 calls in 1989. The types of calls were for illness, injury, respiratory, cardiac and motor vehicle accidents. All the remaining categories had less than 20 calls. Most calls either went to the Maine Medical Center or the Osteopathic Hospital.

The rescue unit budget is about \$67,000 annually which includes Town subsidies for the service and a rescue vehicle as well as donations. Parsonsfield contributes about \$7,000 annually. It also contributes about \$2,500 annually to the Sacopee Rescue Unit Fund started in 1987. The purpose of the capital reserve fund is to replace the 1983 Ford unit and the 1987 Ford ambulance on a scheduled basis.

York County Sheriff's Department. There is no municipal police department in Parsonsfield. Instead the Town relies on the County Sheriff to provide basic law enforcement. The Department is based in Alfred. This service is paid by the County tax.

State of Maine Police. The State also patrols Parsonsfield.

Constables. The Town has two constables on call who are paid on an hourly basis. Both are taking the Maine Criminal Justice Academy course. They assist in law enforcement.

Highways

There is no highway department, per se. Until recently, there were three road commissioners who each had the responsibility of maintaining about one third of the town's roads (East, West and North). In 1989, the Town voted to consolidate the position. The Road Commissioner is elected annually at Town Meeting. The highway accounts cover: snow removal, sanding and salting; highway and bridge repair and cutting brush; tarring and retarring roads; street lights; sidewalk repair in Kezar Falls; and other highway purposes.

There are more than 81 miles of road in Parsonsfield with more than 50 miles being paved. Although road maintenance is a major budget item, by far the greatest cost is for snow removal, sanding and

salting winter roads. This account may have an overrun if the winter is hard. State road aid is received for road improvements. These were the expenditures in 1988/9 and 1989/90:

	<u>1988</u>	<u>1989</u>
Tarring	\$36,435	\$34,806
Lord's Mill Bridge	1,601	0
General highways, bridges & cutting brush	20,280	21,754
Disbursements to commission and workers	19,830	25,810
Snowplowing, sanding, salting winter roads	86,054	94,580
Sidewalk repairs	1,651	0
Street lights	7,607	7,589

These items are subject to individual Town Meeting appropriations. In 1987/8, Parsonsfield received Maine Block Grants for road improvements totalling \$28,514 and the following year it received \$25,758. There appears to be a capital reserve account for Town Road Aid.

Libraries

There are two public libraries in Parsonsfield which operate on a part-time basis in small facilities which are not owned by the Town. They rely on small appropriations from the Town, a \$.20 per capita contribution from the State and the assistance of volunteers. There are also school libraries.

Kezar Falls Circulating Library. Located in Kezar Falls in a one story, hip roof building constructed in 1925, this library is open three days a week for a total of eight hours. The building is not handicap accessible. It dates from 1925, although there were building renovations in 1980 and 1981.

The library has 9,244 volumes, 1026 of which are for juveniles. It gets two periodical subscriptions. About 5300 books and periodicals were circulated in 1989 with about one-third going to juveniles. In a typical week, 54 people use the library. The library also borrowed books on interlibrary loan from the Portland Public Library and other libraries. Of the 434 residents who used the library, 184 were juveniles.

	% of Volumes	% Circulation	% Borrowers
Adults	88.9	66.3	57.6
Juveniles	11.1	33.7	42.4

Children under age 17 thus use the library to a relatively high degree, especially considering that only 11 percent of the collection is considered juvenile books.

The library has a paid librarian for four hours a week and relies on about 16 volunteers the rest of the time. The Town appropriates about \$1,000 annually to this library. Library needs which have been identified include: renovation of the cellar to expand the library for circulation and reading space and extend the hours the library is open by increasing the library's budget.

Parsonsfield Public Library. This library is located in North Parsonsfield in the Community Hall. The building is not owned by the Town. Built in 1915, it was renovated in 1982. Structural shoring is needed in the original building. There is no room to expand on the present lot. The building has handicap access.

The library contains about 4,044 volumes, 914 of which are for juveniles. Like the Kezar Falls Circulating Library, the library owns no hardware equipment. It has six video tapes to circulate, and receives three magazine subscriptions. About one third of the volumes circulated are juvenile books. A small amount of interlibrary loans occur annually. The library offers special programs such as a discussion series from the Maine State Library, funded by the Maine Humanities Council, a Halloween Party, Horticulture Show and a summer story hour. Of the 1321 borrowers, 320 were juveniles.

	% of Volumes	% Circulation	% Borrowers
Adults	77.4	65.5	75.8
Juveniles	22.6	35.5	24.3

It appears that juveniles take out a higher percent of the volumes than their population. However, the Parsonsfield Public Library in proportion has a higher percent of its volumes which are targeted for juveniles. This also may be related to offered story hours which in turn encourage increased juvenile circulation.

The Parsonsfield Public Library is open a total of ten hours a week on three days. It receives a municipal appropriation of about \$400 a year. Its annual budget is less than \$1000 and there are no paid employees. There are fourteen library trustees.

Needs identified for this library in the next five years are: more space, a telephone, a handicap access ramp, and restrooms. Longer term needs include a septic system and acquisition of an adjoining lot to allow for expansion. Both the facilities and collection need to be upgraded.

Town residents, especially students, can also use school libraries. Elementary students from Parsonsfield attend either the Fred Morrill School or the South Hiram Elementary School.

Fred Morrill School Library. Located in North Parsonsfield, this library serves elementary school children during the school year. The MSAD 55 elementary schools share a full time librarian.

Sacopee High School Library. This library has more than 5,000 volumes and serves the grade 8 through grade 12 population during the school years. It has a full time librarian and an assistant.

Cemeteries

As Parsonsfield developed, cemeteries were laid out in village areas. They were also located on farms and property throughout the community, often as a small family cemetery. There are approximately 200 cemeteries in Parsonsfield, most of which are small. Some cemeteries no longer may be active, but, like the buildings, they serve as a historical resource in the community.

The Town appropriates about \$1,000 annually for the maintenance of veteran's graves. There are eight cemetery accounts with principals ranging from \$100 to \$1,000. Several were established in the 1920s to maintain cemeteries or specific lots. Money was given to the Town in 1988, the income of which was to mow the lawn five times a year at the North Parsonsfield Cemetery. That cemetery has no spaces available. These cemeteries are active in the 1990s.

Eastman's Weeks. Located on Route 160 in East Parsonsfield, this is a larger cemetery.

Maplewood. Located on Maplewood Road in Maplewood next to the Grange Hall, this is one of the larger cemeteries in Parsonsfield. The older part of the cemetery is full, but the back part has a considerable amount of room. There are 41 twelve grave lots, seven six grave lots and five single grave lots presently available. There are 340 single grave lots in the blue print stage. The Town owns six plots.

Piper. The Piper Free High School Fund provides funding for cemetery work on the Piper Cemetery on South Road in South Parsonsfield. This is a Piper family cemetery.

Riverside. Located in Porter, the Town of Parsonsfield owns two lots.

Public Utilities

The water service in Kezar Falls is operated by a private company, the Maine Water Company. Its customers in this area are in Kezar Falls, Porter and Hiram. It does not provide water outside of Kezar Falls Village in Parsonsfield. The remainder of the residents rely on private wells.

There is no public sewage or sludge disposal site in Parsonsfield at this time. Because there has been no sewage treatment plant, most structures utilize a septic tank system. In the 1974 Comprehensive Plan, it was noted that "a treatment plant of some kind will have to be built to serve the Kezar Falls Village area

before any concentrated or substantial development can occur."(11)

Central Maine Power serves all residents, although there are two small hydro dams which provide power and are owned by the Windham Electric Company. The dam by the Woolen Company delivers 350 KW from a 14 foot head and the lower station delivers 500 KW from a 21 foot head.

New England Telephone serves the entire Town and United Cablevision serves Kezar Falls.

Waste Disposal

A related disposal problem is solid waste. For many years, communities used landfills and regulated them loosely, if at all. Household hazardous waste and industrial waste became potential pollution problems. Recycling was done only on a small scale. Burning was commonly allowed. In the 1980s, an increased environmental awareness throughout the nation drew attention to the potential problems with landfills and the need to address the problems of waste disposal.

Beginning in the 1970s, the private sector started waste recovery centers and contracted with communities for their trash. The MERC facility in Biddeford now serves much of York County and the seacoast. Also in Biddeford, Zaitlin and Sons, Inc. recycles corrugated cardboard, high grade papers, newspapers, mixed paper, and ferrous and non ferrous scrap metal processors. The Maine Beverage Company in Portland and Maine Recycling in Topsham recycle glass. In Portland, Goodman and Sons Inc. recycles corrugated cardboard, newspapers and mixed papers and, in Windham, Rich Insulation recycles newspapers. Saco Steel, Waldon's Scrap Iron in Scarborough and Consolidated Wastes Transport in South Portland are also ferrous and non ferrous scrap metal processors. Other companies in Maine are further from Parsonsfield, but are also recycling markets.

In 1989, Chapter 585, "An ACT to Promote Reduction, Recycling, and Integrated Management of Solid Waste and Sound Environmental Legislation" was passed by the 114th Maine Legislature. It recognizes that solid waste disposal is a State issue and establishes a Waste Management Agency which will develop a waste management and recycling plan, promote and assist recycling and waste reduction, develop criteria for siting, select and develop sites for disposal and review applications for disposal facilities. The law creates a hierarchy of waste management priorities as follows:

- 1) Reduction (amount and toxicity of waste).
- 2) Reuse (the use of more durable and fewer throwaway products).

- 3) Recycling (reprocessing of waste and creation of a new, usable material other than fuel).
- 4) Composting (biodegradable wastes).
- 5) Processing (reduce the volume of waste needing disposal including incineration and waste-to-energy technology).
- 6) Land disposal.

The State wants to reduce 25 percent of the municipal solid waste generated each year by January 1, 1992 and 50 percent by January 1, 1994. The State provides technical and financial assistance for recycling feasibility studies and up to 25 percent in a matching grant for recycling programs. Other criteria used for financial assistance include municipal ordinances, recycling programs established, regional programs, coordination and consistency with the state plan, when adopted. There are also penalties for not recycling.

In Parsonsfield, a Recycling Committee is actively studying recycling and solid waste disposal. It is a very expensive problem and important environmental issue. The Sacopee Waste Disposal Board was established by the five towns of Baldwin, Cornish, Hiram, Parsonsfield and Porter to address the regional need. In 1988, each town contributed between \$34,806 to \$40,716 for the operation of the board with a total budget of \$194,032. In 1988, the Towns of Parsonsfield and Cornish in a Special Town Meeting did not approve the purchase of the Delbert Gilpatrick lot in South Hiram to be used as a transfer station. As a result the Board was dissolved.

Beginning on July 1, 1989, the Town approved house to house pickup of trash. At the June 1990 Town Meeting, the Parsonsfield Recycling Committee submitted three articles: 1) enact a "Parsonsfield Mandatory Recycling Ordinance," 2) authorize the Selectmen to establish Rules and Regulations for the Recycling programs as set forth in the Committee's reports, and 3) Raise \$1,000 for educating the townspeople about recycling.

The Committee believes that having a recycling center and transfer station would be less expensive for the Town than house to house pickup. This is an expensive project and additional work is needed to address it in the 1990s.

Recreation

The Town has no recreation department or park. Outdoor recreation occurs throughout the year with activities like hiking, hunting, fishing, cross country skiing, snowmobiling, and swimming. Team sports at school playgrounds are the primary outdoor activity. However, the Town does provide a small amount of money for nine teams and one swim program. The total budget in 1988 was \$1600. In 1989, \$1100 was allocated for recreation and \$500 was allocated

In 1989, \$1100 was allocated for recreation and \$500 was allocated to the Sacopec Valley Recreation Council. For additional information on Recreation see Chapter 6.

Health and Welfare

The Town supports various regional health agencies which provide health services to residents, especially those who have low incomes, are elderly, or have special needs. In 1990, the Budget Committee recommended a significantly lower appropriation than the agencies requested, but the Town Meeting generally supported the original agency requests.

Sacopec Valley Health Center. The Town provides funding to the Sacopec Valley Health Center, a non-profit organization formed in 1976 to serve the needs of seven western Maine towns. In 1989, 42 percent of the residents of Parsonsfield visited the Health Center for medical care. There were 97 residents in the fee discount program in 1988, and 50 in it in 1989. The Center is supported by fees and local Town support in the amount of \$1,100 in 1990.

Visiting Nurse Service of Southern Maine. Services to the community included: home health care, maternal and child health, adult health and home private duty. In 1990, Parsonsfield appropriated \$1,800.

York County Community Action Program. The York County Community Action program provides social services for the aged, handicapped and low income. In 1988 in Parsonsfield, 49 households received fuel assistance, 40 households received surplus commodities, and six households had children in the Head Start program. About 2,300 passenger miles were provided, including weekly transportation to the Maine Mall. Weatherization and central heating improvements were made in 15 households. Twenty-six households participated in the WIC (Women, infants and children) program. Many of these programs are geared to the youngest and oldest residents in Parsonsfield. Emergency crisis assistance was also used by eight households. Appropriations by Parsonsfield have been about \$1500.

Southern Maine Agency on Aging. This agency offers a comprehensive service system for York County and Cumberland County residents aged 60 and older. They provide meal centers, home delivered meals, home care service plans, home visits, adult day care program and legal assistance for those unable to afford an attorney. The Adult Day Center is in Saco. The Town appropriated \$1,186 in 1990.

York County Counseling Services, Inc. In 1988, 41 residents of Parsonsfield received services from this agency for emotional and mental health problems, alcohol and drug abuse, and communication disorders such as speech and hearing. Fees are charged on a sliding scale. The Town appropriated \$1,350 in 1990.

needs with its budget. Additional information on municipal expenditures is in Chapter 9.

Capital Facilities and Equipment Inventory Excluding Cemeteries

The Town owns the following capital facilities and equipment:

- Blazo School
- Old Town House
- Lovejoy Building
- Municipal Office Building

The Towns of Parsonsfield and Porter and the Kezar Falls Fire Department owns the following capital facilities and equipment:

- Fire Barn - Porter (1989)
- American LaFrance Aerial Ladder (1958)
- GMC 4/4 Tanker (1963)
- International Pumper/Tanker (1963)
- Chevrolet Pumper/Tanker (1978)
- Chevrolet Tank (1980)
- Ford Van (1978)
- Army tank and pump

The five town Sacopee Valley Rescue Unit owns the following capital equipment:

- Ford Rescue Unit (1983)
- Ford Ambulance (1988)

This capital inventory includes equipment which should be on a replacement schedule as well as buildings which may need rehabilitation or maintenance work. If the Town does not wish to maintain these buildings, it could sell them, perhaps with protective covenants if the properties are considered historic.

Targeted Levels of Service

The Southern Maine Regional Planning Commission provided targeted levels of municipal services based on typical or average levels and standards. While these are guidelines only, they do serve to show what might be expected in Parsonsfield with a population of 1500 and 2000.

Category	Level of Service	Need for Population	
		1500	2000
Police	1-1.8 officers per 1,000 population	2-3	2-4
	3-4.5 officers per 1,000 dwelling units	3-4	3-5
	200-225 sq.ft. of station per officer	400-	400-
		1000	1125

Police	.5 - .7 vehicle per 1,000 dwelling continued units	0-1	1
Fire	1 station serves 6 mile radius target response time 3.5 minutes minimum station size 5,000 sq. ft. .09 - .28 full time fire fighters per 1,000 population	0	0-1
Library	1.4 volumes per capita .3 - 1.0 sq.ft. of building area per capita	2100 450- 1500	2800 600- 2000
Administration	.95 - 1.5 personnel per 1,000 population	1-2	2-3
Highways and Sanitation	1.3 - 2.4 personnel per 1,000 population	2-4	2-5
Public Water	100-150 gal. per day per capita	150,000- 225,000	200,000- 300,000
Public Sewer	100 gal. per day per capita	150,000	200,000
Parks and Recreation	3-5 acres of par per 1,000 a recreation committee	4.5A-7.5A	6A-10A
	.16 baseball diamond/1000	0	0
	.75 softball/Little league/1000	1	2
	.5 basketball court/1000	1	1
	.67 tennis court/1000	1	1
	.5 multi-purpose (soccer, field hockey, etc.)/1000	1	1
	.2 full time personnel/1000	0	0
	1 swimming instruction program	1	1
	1 picnic area-minimum	1	1
	2 picnic tables/1000	3	4
Roads	Resurface once every 10 years Width of pavement Arterial - 44' Collector - 24' Local - 20'		
Schools	Grades K-8 No more than 25 students in classroom 5 acres of land plus 1 acre/100 students		
	Grades 9-12 No more than 30 students in classroom 10 acres of land plus 1 acre/100 students		

It can be seen that Parsonsfield currently does not meet the targeted levels of service in these areas: police, fire, highways and sanitation, public water and public sewer, parks and recreation, and roads. The Town has constables but no police force or station per se. The Town does not have any fire station in Parsonsfield although it does have coverage from other towns. It is believed, therefore, that the targeted response time of 3.5 minutes is not feasible in much of the rural part of the Town.

The Town elects a Road Commission and contracts the service. There is no public water or sewer service. The Town does not have a park or playground. It does not have a basketball court, tennis court, or Town picnic area. The Town does not presently resurface all of its roads on a ten year schedule. The School District follows the State standards in order to be eligible for State aid.

Some of these standards may be easier to apply in the more built up area of Parsonsfield than throughout the community. They should be viewed as general guidelines to assist the Town in municipal planning.

1989 Parsonsfield Survey

Question 8 in the 1989 public opinion survey conducted by the Comprehensive Planning Committee focused on municipal services. The overall results are included here.

8. How would you rate the following services available in the Town?

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>No Opinion</u>	<u>No Answer</u>
a. Fire	17.3	27.9	11.4	4.7	18.1	20.7
b. Police	6.2	19.4	19.6	17.8	15.0	22.0
c. Road Main.	5.4	27.4	26.6	18.1	4.4	18.1
d. Snow Plow.	10.1	32.3	18.3	10.1	9.8	19.4
e. St. Light.	4.1	20.4	21.4	10.6	18.1	25.3
f. Health Ser.	9.3	29.2	15.0	8.3	16.3	22.0
g. Rescue	28.7	22.7	6.5	1.8	18.3	22.0
h. Reg. Lndfl.	.8	7.2	11.1	14.2	31.3	35.4
i. Town Gov.	6.7	28.9	16.0	6.2	18.3	23.8
j. Twn Off.Ser	24.3	34.6	7.5	2.1	11.1	20.4
k. Pub.Partic.	7.8	27.9	11.4	7.0	20.7	25.3
l. Sen Cit Ser	1.3	10.9	15.0	6.5	37.0	29.5
m. Welfare	3.1	8.0	9.0	2.3	45.5	32.0
n. Parks/PubLnd	1.3	6.7	9.6	16.3	33.9	32.3
o. Rec.Programs	1.0	7.2	13.2	14.7	35.4	28.4
p. Schools	9.0	26.1	12.7	2.3	24.8	25.1
q. Utilities	5.9	28.7	12.4	3.9	20.2	28.9
r. Library	4.9	20.2	17.1	7.8	24.0	25.8

About 22 to 77 percent of the respondents did not answer questions or had no opinion on various municipal services which probably indicated a lack of involvement in them. Questions where more than 50 percent had no opinion or did not answer were: regional landfill, senior citizen services, welfare, parks and public lands, and recreation programs. In addition, more than 40 percent had no opinion or answer in these areas: street lights, rescue, Town government, opportunity for public participation, utilities and library. By far the largest number of opinions were registered in road maintenance and snow plowing, visible services to all residents.

Over half of the respondents who were property owners only in Parsonsfield did not offer opinions on most governmental services, and many seasonal residents did not as well.. The general exception was that they tended to offer opinion on roads. Respondents aged 45-64 tended to have a high percentage of no opinion on governmental services questions, and those aged 65 and more tended to have the most opinions. At least 57 percent of the oldest residents had lived in Parsonsfield at least 20 years. Hence, they should be familiar with services.

The services which were rated the best were the rescue service and Town Offices service, the only areas where at least 50 percent of the respondents ranked excellent or good. Other areas where at least one third of the respondents rated excellent and good were: fire, snow plowing, Town government, opportunity for public participation, schools, and utilities. Road maintenance with rounding makes that cutoff too. Additional categories with at least a 25 percent positive response were: police and library.

On the other side, a number of services were ranked fair or poor. Services with at least one third of the respondents rated fair or poor were: police and road maintenance. Obviously road maintenance provoked definite opinions and hence had a lower no opinion response. Additional categories with at least a 25 percent negative response were: snow plowing, regional landfill, street lighting, recreation programs and library. Several of these categories received very low Town appropriations. For example, the Town spends less than \$2000 for recreation and libraries. There should be a relationship between the level of expenditure in the Town's budget and the level of service.

When the no answer responses are deleted from the statistical computations, the percentages increase in every category. However, it is important to include the response here as it may indicate that public education is needed on various issues before decisions are made which will affect the community. The response to the regional landfill question indicated a lack of knowledge about it.

The Committee also computed a priority rating. It is summarized here.

	<u>Very Imp.</u>	<u>Important</u>	<u>Moderate</u>	<u>Low Imp.</u>	<u>No Answer</u>
a) Fire	48.3	7.2	2.8	1.8	39.8
b) Police	37.0	14.5	3.6	5.5	40.6
c) Road Main	20.4	26.6	5.2	6.1	41.9
d) Snow Plow	24.0	21.7	4.1	6.8	42.9
e) St. Light	5.7	12.7	15.8	19.3	46.8
f. Health Ser	29.7	15.2	3.9	6.7	44.4
g) Rescue	40.1	11.1	2.1	3.6	42.4
h) Reg.Lndfl	8.8	17.3	9.6	7.9	56.6
i) Town Gov	19.9	23.5	4.4	5.0	47.3
j) Twn OffSer	15.2	23.3	8.0	6.1	47.5
k) Pub Partic	13.2	20.7	8.5	6.0	51.7
l) Sen CitSer	14.7	19.1	7.8	5.8	52.7
m) Welfare	6.2	12.7	14.0	10.4	56.8
n) Parks/PLnd	8.5	14.5	14.5	8.3	54.3
o) Rec prog	4.9	17.3	17.1	7.5	53.2
p) Schools	35.9	8.8	2.6	4.8	48.1
q) Utilities	14.8	20.4	5.2	8.5	51.2
r) Library	10.9	22.2	9.6	6.6	50.9

This value rating shows that the community considers certain services as more important than others. For example, the services valued by more than 35 percent of the respondents as very important were fire, rescue, police, and schools.

The Committee also asked Question 9. "What other services and facilities should be available." These responses were not tallied by computer, but the original surveys are available to review in the Municipal Office Building.

Community Facilities and Services Goals and Policies

State Goal: Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Regional Goal: Improve the efficiency and effectiveness of public service delivery through formal and informal means of interlocal cooperation and communication.

Parsonsfield's Goals: Provide community facilities and services which meet the needs of its residents and businesses in a planned cost conscious manner.

Encourage public services and utilities in a manner which is consistent with the conservation of natural resources and historic development patterns.

Policy One. It is the policy of the Town to provide affordable municipal facilities which are conveniently located to the public, are well maintained, and have a suitable working environment for the residents, boards, committees, and municipal employees.

1. The Selectmen survey the employees, boards and committees which use the Municipal Office Building to determine what improvements are needed, if any, and determine a priority.
2. The Selectmen survey the employees and boards which use other municipal facilities to determine what improvements are needed, if any, and determine a priority.
3. The Selectmen recommend major expenditures over \$10,000 be included in a capital investment plan.
4. The Town consider the regional location, maintenance and working environment for regional facilities.
5. The Selectmen seek grants and donations of materials, labor, land, buildings and/or money to improve municipal facilities.

Policy Two. It is the policy of the Town to provide in an efficient manner affordable municipal services which reflect the needs and desires of the community.

1. The Town annually distribute at Town Meeting an opinion survey to determine if changes in municipal services should be considered for the following budget year.
2. The Town seek grants and outside assistance to improve municipal services.

Policy Three. It is the policy of the Town to support the provision of regional community services which are not cost effective to provide at a Town level.

1. The Town continue to participate in regional community services.
2. Within five years , the Selectmen arrange a regional meeting to discuss the provision of police services and alternatives available to the Town and region to improve the services.

Policy Four. It is the policy of the Town to address in the Capital Investment Program major community facility needs which will not place undue financial burden on the Town and be consistent with this Comprehensive Plan.

1. The Town establish a Capital Investment Program to cover a six year time period including an annual capital budget to be voted on annually at Town Meeting.
2. The Town seek outside assistance in funding the capital budget.
3. The Town's Annual Report include the Budget Committee's Report and a report on the implementation of the Capital Investment Program and Capital Budget including how the expenditures address existing Town needs or expand Town services.

Policy Five. It is the policy of the Town to protect all quasi-public and private water supplies and sources within the Town or used by the Town.

1. The Selectmen ask private and quasi-public water companies in Parsonsfield to provide a map of their sources within the Town or used by the Town.
2. The Planning Board and Conservation Commission identify aquifers and develop regulations which protect them.
3. The Conservation Commission conduct a well inventory and map the wells on the tax maps.
4. The Conservation Commission identify and map potential threats to groundwater such as buried fuel and home heating oil tanks, salt/sand sites/landfills, junkyards, and hazardous waste sites or generators.
5. The Town work with other towns in the region to protect mutual water supplies or sources.

Policy Six. It is the policy of the Town to consider innovative water systems and wastewater treatment proposals for private developments in keeping with State standards.

1. The Planning Board seek technical assistance when evaluating innovative water systems or wastewater treatment proposals for developments.
2. The Planning Board encourage the regional planning commission to provide seminars or technical assistance on water system and wastewater treatment system improvements.

3. The Planning Board establish a policy for the developer to pay for the outside technical assistance necessary to consider the proposal.

Policy Seven. It is the policy of the Town to participate in regional recycling, source recovery and solid waste disposal systems.

1. The Town work with its neighbors to address recycling, source recovery and solid waste disposal systems.
2. The Town work with the Waste Management Agency to enact an appropriate "Solid Waste Management and Recycling Plan."
3. The Town continue a Recycling Committee to keep the Town abreast of the changes in State law, regional activities, and Parsonsfield's need and progress.

Policy Eight. It is the policy of the Town to prepare a Sewer District Master Plan to determine if limited public sewer districts are needed.

1. Before January 1, 1993, the Planning Board identify areas where development has occurred and preliminary soils analysis indicates that the soils may not have the capacity to hold existing or proposed development.
2. The Town seek professional assistance in determining if there is a problem which warrants future study.
3. The Town seek outside funding, if available, to prepare Sewer District Master Plan (s) as needed and incorporate into the Capital Investment Plan.
4. The Town implement the recommendations in keeping with Policies Two, Three and Four.

Policy Nine. It is the policy of the Town to encourage the region to establish regional household hazardous waste collection and large appliance disposal days.

1. The Town ask the Southern Maine Regional Planning Commission to sponsor regional household hazardous waste collection and large appliance disposal days.
2. The Town participate in the planning and implementation of this policy.

Summary

The Town of Parsonsfield provides a limited amount of local governmental services. Some are on a part-time basis which is typical for small towns. The Municipal Office Building in Kezar Falls serves as the primary meeting place. Fire protection is provided with the Town of Porter. Police protection is provided through the County and State. The Town has a large amount of roads to maintain, but some primary roads are maintained by the State. There is no public water or sewer system. The Town began household waste pick up services in 1989 and waste reduction measures such as recycling are now being considered. Library services are also limited. There are no parks and several public cemeteries. Some services are addressed in a regional manner such as health care services and recreation services.

CHAPTER 9: FISCAL ANALYSIS

It is important, in community comprehensive planning, to consider the fiscal health of the community. Local governments have a relatively high reliance on the property tax to fund local government and the annual Town Meeting provides the ultimate measure of local control. This democratic form of government depends on the participation of the registered voters to determine the future course of the Town.

Towns have a number of revenue sources upon which they draw to run their local governments. Some of these sources the Town cannot control such as federal and State assistance. The Town can apply for grants, but outside funding and needs determine the amount the Town receives. The Town receives some income from its investments including various special designated funds in the Town. The property tax is assessed to make up the balance between the revenue which the Town is projected to receive and the budget as approved at Town Meeting.

Valuation and the Tax Rate

The property tax in turn is based on the valuation of property. In general, developed property has more value than undeveloped property, at least in terms of generating property tax revenue. The Selectmen in the 1980s set the valuation on new parcels in keeping with the area development trends. In 1989, the Town hired the Patten Company from Portland to do a new property assessment for the entire town which would equalize the basis for all the properties. Each property was photographed and data was gathered on age, condition, building characteristics, number and kind of buildings including dwelling, garages, and outbuildings as well as the acreage. A value for the buildings and land was computed.

In general, the Patten Company increased the value of the waterfront property at a higher rate in keeping with the trends of the 1980s. The value placed on waterfront property fronting ponds and lakes was considered to be higher than that on rivers and streams. The value of the land and also many residences was also increased. The Patten Company had a public hearing after which some adjustments were made.

However, the Selectmen decided that the land value in particular which was placed by the Patten Company was too high for Parsonsfield and, after consultation with the State Department of Revenue Administration, they decided to review each parcel and, in general, lower the land assessment figure. Thus the total amount of the valuation for the Town will be less than the amount stated by the Patten Company. This information will eventually be put on a computer by the Selectmen to facilitate future use and updating.

The State also plays a role in determining the value of land. The Farm and Open Space Tax Law (RSA 36: 1101) requires that the 100 percent valuation be based on the current use value of farmland used for agricultural purposes and open space land used for open space purposes. The value does not reflect the potential for development. The Maine Commissioner of Agriculture determines the productivity level of the cropland based on soil types, cash value of typical crops, length of growing season and accessibility to markets. Owners of the land must apply to receive the current use assessment which would result in lower property taxes to the property owner.

The Maine Bureau of Taxation under the Maine Tree Growth Tax Law sets the figure for 100 percent valuation per acre by County by forest type for woodlands. Parsonsfield is in York County, which has a valuation higher rate than Oxford County. For the tax year 1990, softwood in York County is valued at \$189.60 per acre, while in Oxford County it is \$108.30, a difference of \$81.30 per acre. Mixed wood in York County is \$137.40 per acre, versus \$75.80 in Oxford County, a difference of \$61.60. Hardwood is valued at \$89.30 in York County, versus \$71.40 in Oxford County, a difference of only \$17.90.

Obviously, the value of undeveloped land on a per acre basis is substantially higher in Parsonsfield than Porter or Hiram just because Parsonsfield is in York County. This in turn affects the rate Parsonsfield pays for its school district share since that distribution formula is based on valuation. If Parsonsfield were in Oxford County, it would pay less for education just because of the lower tree valuation.

The overall valuation in Parsonsfield has increased dramatically. From 1970 to 1990, the valuation increased by 1,709 percent and the tax assessment increased by 347 percent. The full value tax rate declined by 55 percent. The population increased by about 61 percent during this time. Table 9.1 compares Parsonsfield to its York County neighbors.

TABLE 9.1: VALUATION CHANGE 1970-1990

Town	1970		1980		1990		% Change	
	\$000s	FuVal	\$000s	FuVal	\$000s	FuVal	\$000s	FuVal
PARSONSFD	3,900	22.19	21,450	11.37	70,550	9.89	1,709	(55)
Cornish	1,700	26.70	11,800	12.44	37,350	9.33	2,097	(65)
Limerick	3,750	29.39	26,950	15.02	82,400	10.34	2,097	(55)
Newfield	2,500	18.94	20,300	11.50	78,100	8.47	3,204	(55)

FuVal = Full Value Tax Rate

Source: Maine Townsman, February issue, 1970, 1980, and 1990

All three of Parsonsfield's immediate neighbors in York County grew in assessed value at a faster rate than Parsonsfield and two grew from a value lower to one higher than Parsonsfield. Furthermore, they all experienced at least a 55 percent reduction in full value tax rate. Obviously, Parsonsfield was not unique in its growth in valuation. Part of this growth is due to development and an in-migration of people and part is due to the increased value of undeveloped land.

In 1970, on a per person basis in Parsonsfield, the valuation was \$4,017 and the tax assessment was about \$161. In 1980, the valuation on a per person basis had risen to \$19,697 and the taxes were \$224. In 1990, the valuation had risen to \$45,224 on a per person basis and the taxes were \$447. Although the 1990 figures include an estimate, they do show that the valuation per person increased at a higher rate than the tax assessment and thus, in theory at least, Parsonsfield had a broader tax base now than it did in 1970 or 1980. Table 9.2 contains additional information on the tax rate.

TABLE 9.2: TAX RATE IN PARSONSFIELD

Year	State Valuation	Prev. Year Tax Assm't	Full Value
1970	\$ 3,900,000	\$ 156,000 est.	\$22.19
1979	19,350,200	228,159	11.79
1980	21,450,000	243,876	11.37
1981	24,400,000	287,958	11.80
1982	27,750,000	355,991	12.83
1983	30,150,000	555,336	18.29
1984	32,200,000	444,820	13.81
1985	33,500,000	442,044	13.20
1986	36,250,000	391,431	10.80
1987	39,000,000	442,024	11.33
1988	43,300,000		11.18
1989	55,000,000		10.39
1990	70,550,000	697,957	9.89
1991	90,877,000	871,745	10.06

Source: Maine Townsman, February issue and Tax Assessor

The problem, of course, is that Parsonsfield's residents and businesses, especially those that have large land holdings, may be property rich but cash poor. That is, they may have a relatively low income and have to pay relatively high property taxes. The landowners may indeed get the value of the property if they sell it, but in the meantime, they still have to pay taxes based on that value.

There are several forms of property tax relief. For landowners with natural resource or forest land, there are several options which can lower the value of the property and hence reduce property taxes. There are also tax liens, which offers temporary relief.

Current use taxation. The Maine Farm and Open Space Law and the Tree Growth Law permit a reduction in taxes based on "current use" rather than "market value." The property owner applies for this program and signs a legally binding agreement. There are penalties if the landowner opts at a future date to remove the property from current use and develop it. Much of the undeveloped land in parcels 10 acres or more in Parsonsfield is probably eligible for current use taxation if the owner so desired. In 1988, there were 81 parcels in Parsonsfield classified under the "tree growth" law (MRSA 36: 571-584A) with a total of 11,919 acres and a 1987 valuation of \$1,673,946. In 1989, no one in Parsonsfield filed for the Farm and Open Space Tax, and in the 1980s, it was only occasionally used. This taxation lowers the property taxes for the owners and lowers the Town's valuation. It can also result in the shifting of the property tax distribution to other landowners, and, in the case of the school district, to other towns.

Conservation Easement. Another option is establishing a conservation easement. If a landowner desires to preserve the character of the land as well as take advantage of tax relief, s/he could place an easement on the property and donate it to the Town or a non-profit land trust or conservation organization. This is a legal agreement which places restrictions on the future use of the property. The Town or the organization must monitor the future use. A federal income tax deduction by the donor can be made. The tax assessor determines the basis of the land for property tax purposes. While there appear to be no conservation easements in Parsonsfield at this time, easements have occurred in other parts of York County to protect important properties and allow public access.

Tax Lien. The tax lien may not normally be considered as a form of property tax relief, but it is used as such by some people. Each year the Town prints in its Annual Report the names and amount due in tax liens. In the 1980s, some taxpayers were found consistently on the list.

The Town Tax Collector sends out a bill for property taxes after the rate is set by the Assessor following the Annual Town Meeting. Payment is due by October 1. A tax lien is put on the property if the owners do not pay within eight months of the commit date. Actually, at the eight month date, the Tax Collector sends a 30 day notice and at the nine month date, the tax lien is placed. Property owners can pay their property taxes up to two years late without losing the property. However, if they have not paid at that point, including the penalties, the Town may foreclose and the property becomes Town Acquired property. Properties may then be reacquired by the former owner if s/he pays the property taxes, penalties, lien and about 25 percent of the fair market value.

The Tax Collector indicated that some people consistently pay their liens the week before foreclosure. Table 9.3 shows the first year tax liens over the past ten years. The average cost of the tax was less than \$360 every year.

TABLE 9.3: FIRST YEAR TAX LIENS IN PARSONSFIELD

Year	Number	Total Tax	Average Tax
1980	26	\$ 3,900	\$ 150
1981	23	6,586	181
1982*	47	10,623	282
1982/3	66	23,392	354
1983/4	56	16,474	294
1984/5	50	15,758	315
1985/6	39	11,600	297
1986/7	47	14,493	308
1987/8	30	10,398	347
1988/9	57	17,730	311

* 1/2 year

Source: Annual Town Reports, 1980-1989

It should be expected that the number of tax liens would go up in times of economic hardship. If the Town had a large quantity of uncollected taxes, then it could adversely affect its bond rating. This has happened recently in some communities which experienced a large amount of new development in the 1980s, particularly with regard to residential and office condominiums which are now financially distressed and unable to pay their taxes. Although Parsonsfield experienced considerable development in the 1980s, most of it was residential single family housing.

Some communities are considering a tax lien policy which addresses affordable housing for the elderly low income homeowners. For example, tax liens could be used to provide property tax relief for qualified homeowners with a low income. The Town would pay the tax but the homeowner would continue to live at home. Upon sale of the house or death of the owner, the heirs would pay the Town the accumulated tax lien or the Town would keep the property.

Municipal Budget in the 1980s

The Town receives revenue not just from taxation but from other taxes, fees, grants, revenue sharing from the State and/or federal government and from investments. In the 1980s, the Town of Parsonsfield's revenue grew from \$686,940 in 1980 to \$1,402,760 in 1989. Table 9.4 shows the major revenue sources.

TABLE 9.4: MUNICIPAL REVENUE SOURCES

	<u>1980</u>	<u>1983/4</u>	<u>1986/7</u>	<u>1988/9</u>	<u>%Change</u>
Balance On Hand	19,700	118,240	16,230	20,000	1.5
Town					
Property Tax	279,280	491,580	397,360	553,750	98.3
Excise Tax	32,540	51,680*	70,760	102,710	215.6
Fees Rec'd**	200	110	150	4,190	1995.0
Transfers	286,060	189,850	73,360	451,690	57.9
Other	8,080	7,080	29,660	36,240	348.5
State					
Rev. Sharing	9,510	27,260	32,860	49,570	431.2
Fees Rec'd***				120,810	-----
DOT grant	4,920	31,380	29,660	25,760	423.6
Other	22,270	5,220	2,620	15,450	(30.6)
Federal	25,380	14,680	49,600		
Total	686,940	937,080	702,260	1,402,760	104.2
Balance On Hand	35,160	178,200	16,110	22,580	(35.8)

* Found in another section of the report

** Before the Town Clerk/Tax Collector became an employee, the fees received were considered part of her salary and were not shown in the revenue except for part of the dog fees. The Building Inspector keeps the fees he collects as his salary.

*** A new accounting method shows the fees received for the State which are considered transfers to the State.

BOH = balance on hand

Source: Annual Town Reports, Treasurer's Report.

There was no federal revenue sharing in 1988/9. Property taxes and excise taxes have increased in the 1980s. State revenue sharing has increased, but transportation grants have decreased since 1983/4. Transfers from municipal accounts include revenue surplus from another year. On the other hand, the fees received for the State are shown as fees received when they actually are transferred to the State. This inflates the overall revenue and makes it difficult to analyze.

In Table 9.5, the major expenditures are shown. Again, four years of the budget were selected to show the trend. Of course, there are variations from year to year. In general, in the 1980s, MSAD expenditures, general government, health and welfare, and solid waste grew at faster rates than the total budget. In 1988/9, the County expenditures, debt and unclassified were all lower than in 1980. Of the departments, the increases were low in recreation, public safety, and highways and bridges.

During this period, the Town went from having no employees to two employees, which is why the general government category increased at the higher rate. The MSAD 55 expenditures are discussed in detail in a separate chapter. Those listed here represent Parsonsfield's share.

TABLE 9.5: MUNICIPAL EXPENDITURES, 1980-1988/9

	<u>1980</u>	<u>1983/4</u>	<u>1985/6</u>	<u>1988/9</u>	<u>%Change</u>
General Government	26,620	35,090	59,230	108,330	306.9
Public Safety	34,020	49,670	47,940	64,230	88.8
Highways/Bridges	92,860	158,120	135,200	179,540	93.3
Solid Waste	16,120	18,960		46,540	188.7
Health/Welfare	2,060	4,960	5,250	7,520	265.0
Libraries	600	900	1,250	1,500	150.0
Recreation	760	800	1,660	1,100	44.7
MSAD 55	213,210	287,900	297,080	403,390	229.9
County	16,200	18,890	18,500	16,050	(.9)
Debt	2,900			1,810	(37.6)
Unclassified	4,180	20,470	22,570	980	(326.5)
TOTAL	409,520	595,760	613,640	831,200	103.0

Source: Annual Town Reports, 1980-1989, Statement of Departmental Operation

These four years were chosen to determine the overall trends in the 1980s. The Town's expenditures increased by 103 percent, which is not adjusted for inflation. The School expenditures increased more than double that, so the Town really increased its expenditures by about 50 percent excluding the schools. The Town in 1988/9 still is largely a volunteer government. Expenditures for employees are low and services such as highway and bridge repair are contracted out. The fire department still is a volunteer department and the Town relies on the County and State for police service.

During the 1980s, the Town incurred little debt. Over the years, various funds have been established to take care of municipal special needs. One of the oldest is the Bartlett Doe Fund which originally was funded to assist the Parsonsfield Seminary's building maintenance. The fund is now used for school relief. The Elijah Fox Fund is used for town tax relief.

The Town does not have a Capital Investment Program and Budget per se. However, five special funds are similar to capital reserve

accounts: the municipal building fund, TRI (town road improvement), fire truck reserve, Rescue Unit Fund and the new Salt Shed reserve. A fund can be established at the Town Meeting for a special capital purpose. When the money is needed, it is taken out of the capital reserve account and transferred to the operating account. As of June 30, 1990, the capital reserve accounts apparently had the following balance:

Municipal Building Fund	\$20,106
TRI	\$42,973
Fire Truck Reserve	\$21,526
Rescue Unit Fund	\$ 5,000
Salt Shed Reserve	\$ 5,000

The Town's long term bonded debt is low. In 1989, the Town bonded \$60,000 for the fire station with \$20,000 payments plus interest to follow for three years. In 1990, the Town bonded the \$45,000 revaluation for five years with \$9,000 payments plus interest to follow. These are the only long term bonds the Town now has.

TABLE 9.6: LONG TERM BONDED DEBT

	Fire Station	Revaluation	Total
1989/90	\$60,000		\$60,000
1990/91	40,000	\$45,000	85,000
1991/92	20,000	36,000	56,000
1992/93		27,000	27,000
1993/94		18,000	18,000
1994/95		9,000	9,000

The municipal debt limit according to MRSA 30-A Sec. 5702 is 7.5 percent of the last full State valuation excluding schools, storm or sanitary sewers, energy facilities or municipal airports. The total municipal debt allowed is 15 percent of its last full State valuation. Parsonsfield has a low level of indebtedness.

Fiscal Impact Analysis of Development

There are two types of fiscal impact analyses which can be used to assess the impact of a proposed development on the community. One looks at the fiscal impact of a development on municipal revenue and expenditure patterns. The second examines the impact of the service itself. In other words, what would be the effect the development would have on the school system?

The methodology in The New Practitioner's Guide to Fiscal Impact Analysis, written by Robert W. Burchell, David Listokin and William Dolphin and published by the Center for Urban Policy Research at Rutgers University, is often used to determine fiscal impact.

The methodology uses past trends, current service levels, current population, and current distribution of revenues and expenditures as the indicators of the future. Thus the analysis is tailored to the specific patterns in the Town. The service impact analysis usually addresses the major municipal services: schools, water service, sewer service, and roads/traffic impact. Sometimes recreation is also included as well as the public safety services. There are formulas which can be used to determine the difference in children generated, for example, from a two bedroom or three bedroom or four bedroom single family house or apartment or townhouse or mobile home.

The service impact can be tied into the Capital Investment Program. The Town may already have programs to address existing major capital community deficiencies. However, if a proposed development causes municipal services to become deficient or require expansion, it is important for the Town to know. The Town may elect to have the developer pay for the capital costs by paying a fee or address the deficiency directly, such as widening the road.

Municipalities which are facing expensive public improvements due to residential and/or commercial and industrial development in the 1980s began to collect "impact fees" to help defray the costs of the expansion. An "impact fee" is a monetary charge imposed on a new development which is designed to compensate the local government for the public capital costs that the new development generates.

There are very specific criteria which must be met for an impact fee system to be developed. A key word is "reasonable." There must be a reasonable connection between the fee imposed and the benefits received. The money collected must be linked to the development and be spent in a timely manner. It cannot be used to correct existing deficiencies. The development must receive a substantial benefit from the improved or new facility.

Communities which have been faced with large scale development proposals have in the 1980s asked for a fiscal impact analysis report paid for by the developer so that the Town is prepared for the effects of the development.

If the Town desires to collect impact fees in the future, then it must develop an ordinance and method of collecting and accounting.

1989 Parsonsfield Survey

There were no specific questions regarding the Town's financial health in the survey although there were questions related to the economic base which have been discussed elsewhere.

Fiscal Analysis Goal and Policies

State Goal: None stated in Act.

Regional Goal: None stated in Plan.

Parsonsfield's Goal: Address the needs of the community in a fiscally sound and responsive manner.

Policy One. It is the policy of the Town to follow standard accounting procedures in preparing the Town's financial reports.

1. The Treasurer work with the Town's auditor to use the gross method of budgeting and accounting with dedicated or earmarked funds recorded under special revenue accounts and not the general fund.
2. The Town keep its deposits in banks or accounts which are insured by the Federal Deposit Insurance Corporation and are below the maximum amount insured by the FDIC.
3. The Town include all assets including Trust funds in its report.
4. The Town include a list of municipally owned buildings and/or land and its value in the Annual Town Report.
5. The Town include footnotes to clarify account items such as transfers.
6. The Town include fees collected for services and the payment of those fees collected to the service provider in the Annual Town Report.
7. The Town improve the capital accounting reporting including the reserve accounts and bonds in keeping with Policy Three which follows.

Policy Two. It is the policy of the Town to set general budget guidelines annually for departments in keeping with the fiscal indicators like the cost of living, comparable pay for the region, and unusual cost increases or decreases such as fuel.

1. The Budget Committee gather cost of living data and comparable pay data from the Maine Municipal Association annually.
2. The Budget Committee set a general guideline for the departments annually.
3. The Departments indicate any unique circumstances that affect their budgets.

4. The Budget Committee include in the Annual Report their guidelines and rationale for funding recommendations, and an explanation of why they were or were not implemented in various areas.

Policy Three. It is the policy of the Town to develop a Capital Investment Program and budget which covers a six year time period and addresses the major capital needs of the community.

1. The Budget Committee develop a Capital Investment Program and Budget for 1991 and the years following based on the draft prepared by the Comprehensive Planning Committee, notify the departments of their recommendations, and adopt it after a public hearing.
2. The Budget Committee include a report on the CIP and Budget in the Annual Town Report including the results of the previous Town Meeting regarding the Capital Budget.
3. The Budget Committee include a reference to the CIP in the warrant articles related to the capital budget and note whether the proposals submitted as warrant articles are consistent with the Comprehensive Plan.
4. The Capital Budget items in the Annual Town Report be referenced as capital reserve accounts or long term bonds, be presented together, and include the total amount in the accounts or remaining in the bonds.

Policy Four. It is the policy of the Town to develop an equitable impact fee system which requires all developments to pay their proportionate share of needed improvements occasioned by the development.

1. The Planning Board research impact fee systems in the next five years.
2. The Planning Board require all subdivision proposals and commercial and industrial development proposals to provide a fiscal analysis of the development being proposed.
3. The Planning Board develop an equitable impact fee system by 1994 in time for action at the Town Meeting.

Summary

The Town of Parsonsfield has experienced considerable growth in its valuation over the past twenty years as has its neighbors. Along with this valuation growth has come an increase in local government expenditures. The Town has begun to have full time Town employees, although it still has a largely volunteer local government.

Expenditures in education have increased substantially. Expenditures in public health and roads are expected to continue to rise at a higher level. Much of the Town could have a lower valuation if some kind of current use assessment was used for open space, agriculture or forestry.

The Town has used a net accounting form which makes it difficult to assess the financial costs of local government. Improvements in accounting, the establishment of budgetary guidelines, the establishment of a formal capital investment and budgeting process, and research into establishing an impact fee system to spread the local government municipal infrastructure costs to private developers are all recommended.

CHAPTER 10 : FUTURE LAND USE AND GROWTH

The Comprehensive Plan has discussed the current land use in a number of ways in previous chapters. The Natural Resource chapter pointed out the numerous natural resources as well as the farm and forested uses which occur in Parsonsfield. The housing chapter focused on the village cluster development pattern which has occurred as well as waterfront seasonal development along the ponds. The economic base chapter discussed the commercial and industrial development which occurred primarily in Kezar Falls and East Parsonsfield, but also the region. The community facilities chapter reviewed the limited amount of community facilities, and the fact that there presently is no public sewerage service although Kezar Falls is served by a private water company.

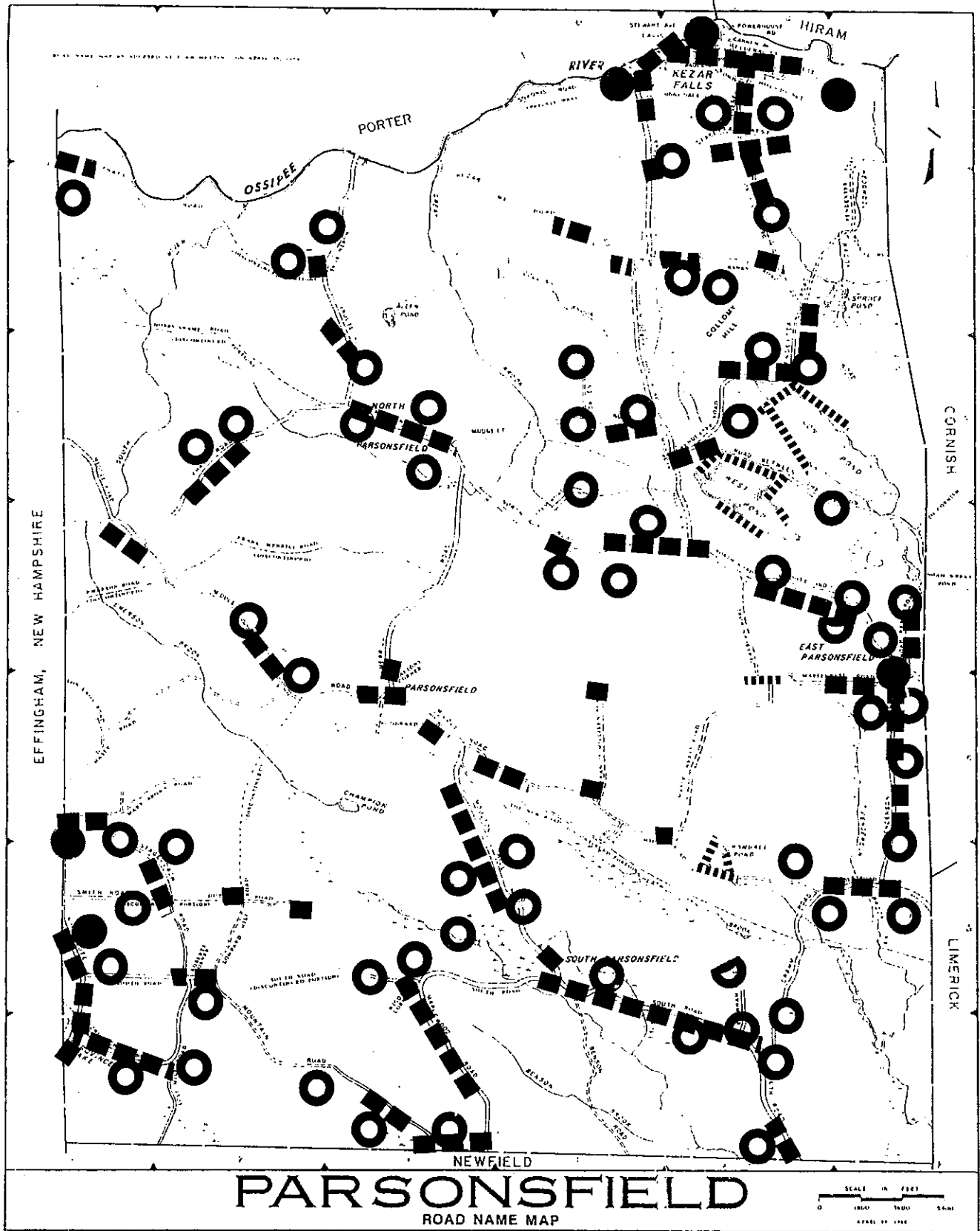
Historically, communities developed with no land use regulations and development could occur anywhere. Generally, the villages developed on land with good drainage, access to a water supply, access to a road, and if an industry, access to water power. There was little concern over pollution or conflicting land uses. Indeed the attitude that the landowner is entitled to make a living off of his or her land may conflict with the land uses allowed.

As Parsonsfield prepares for the 21st Century, it needs to balance the costs and benefits of development. Where a community wants to be is the end result of good planning. The Town needs to consider improving its economic base, providing a variety of housing opportunities, and protecting its natural and built environment.

Existing Land Use

Generally, Parsonsfield remains a largely rural community with strong ties to the 19th Century in terms of its development. The map on the following page shows the existing land use pattern in a generalized fashion. A number of the residences also have home businesses. It is striking how little developed use has occurred.





EXISTING LAND USE

- Seasonal Housing
- Year Round Housing
- Business
- Farming

As can be seen, most of the land is undeveloped and is forested, farmed or considered as open space. In the early 19th Century, the population was greater than it is now, and there were more active farms. Some of this farmland has reverted to forested land. The farms and forests and related industries have provided the economic base of Parsonsfield.

The residential and agricultural development pattern generally determined the road network. Housing tends to be clustered in the historic villages or along the roads, often linked with agricultural use. Seasonal housing is generally along the banks of three ponds: West Pond, Long Pond and Randall Pond. There are a few scattered seasonal houses in other locations.

A number of the farms are orchards where apples and other fruits are grown. Other farms raise livestock like poultry and beef. Other may have a maple syrup operation. While many are sited on prime farmland soils, most are not. The prime farmland soils in western Parsonsfield, for example, are largely forested.

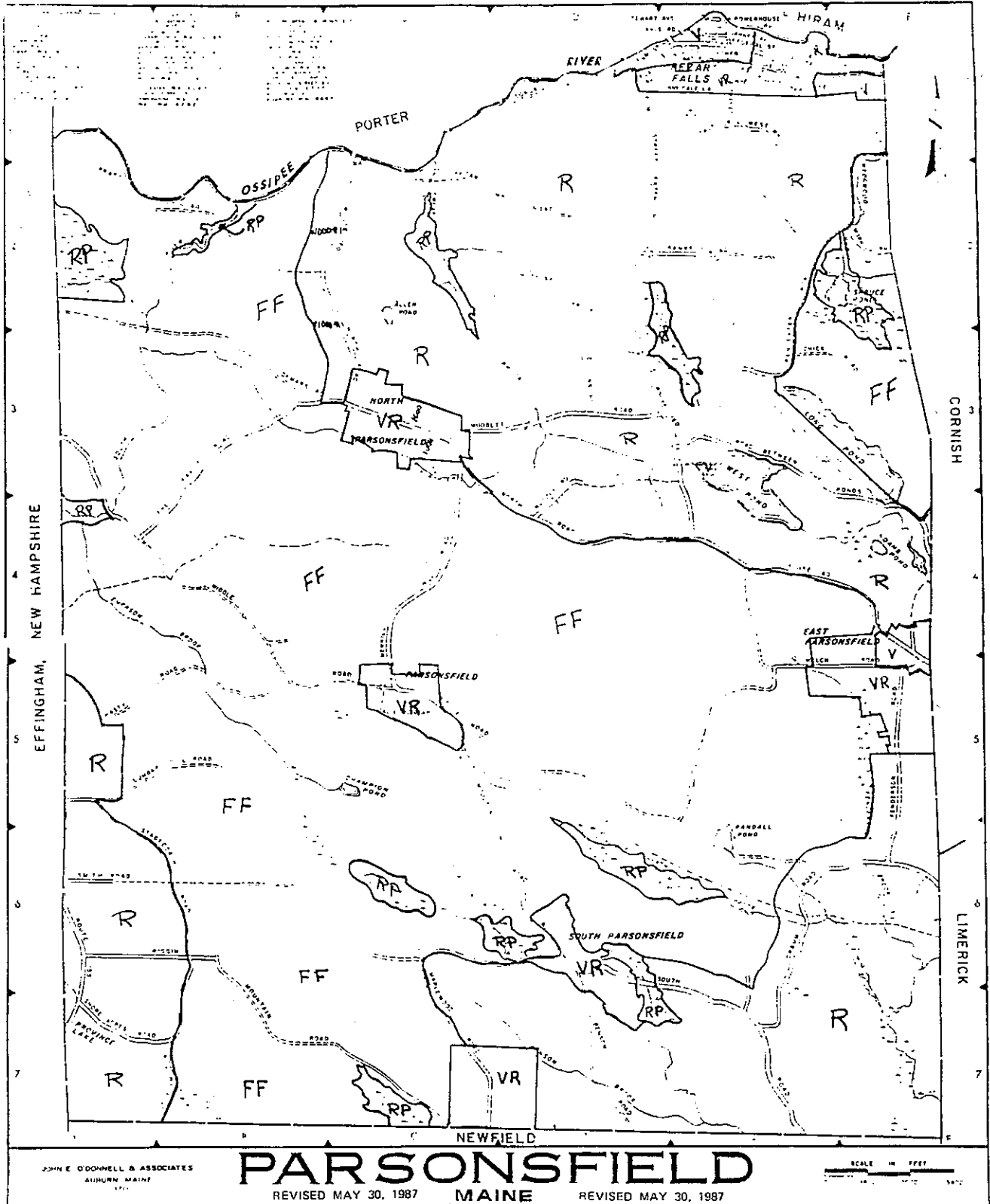
While Kezar Falls serves as the primary commercial center, East Parsonsfield also has some commercial uses. There is almost no industrial use except in Kezar Falls where wood products and clothing manufacturing have occurred. There is some highway commercial use on Route 25 and to a lesser extent on Route 153 by Province Lake in the form of the golf course. The historic villages may have a few commercial uses, often as home occupations, but they are primarily residential with perhaps a public or institutional use like a cemetery, grange or church.

Some of those residential and institutional buildings appear to be in disrepair or at least in need of a coat of paint. This is particularly evident in East Parsonsfield, part of North Parsonsfield, a segment of Pendexter Road and the grange in Maplewood. The 1990 tax assessment data indicated the condition of buildings. In East Parsonsfield, 27 structures were listed as fair to very poor.

A copy of the Town's current Land Use and Zoning Map is on the following page. Currently there are the following zones: village, village residential, rural, farm and forest, and resource protection. The land use and zoning ordinance is discussed in greater detail in Chapter 11 including recommendations.

In general, the ordinance allows small lots sizes throughout the community, except that no development is allowed in the resource protection zone. The present ordinance does allow cluster development in some districts, but that is not allowed in the farm and forest district. The ordinance as it presently stands reflects the overall development which has occurred, but the Comprehensive Planning Committee believes it could be further strengthened to protect natural and historic resources, encourage development in specific areas, and continue the historic development pattern.

CURRENT LAND USE & ZONING MAP



Land Use Types

There are many different types of land use which can occur in a community. Some may be feasible but not be desired. Others may be desired but not be feasible. If a community has public water and sewer service, then more dense development can be allowed. Also, if a community is located on a major transportation link or has rail or airplane service, then different development may be allowed. In order to consider future land use types, different types are hereby explained.

Resource Protection. Areas designated as resource protection should not be developed. The underlying soils usually are wet or are at least seasonally wet. Floodplains and wetlands are examples of this type of area. The present Zoning Ordinance has identified a number of relatively small areas which meet these criteria. This Comprehensive Plan has not changed those areas.

Natural Resource Conservancy. The new proposed natural resource conservancy areas include land which has a very low potential for development, although some soils may have a higher potential. This land use is intended for land which has been identified as having important or unique natural resources such as an aquifer and floodplain, or has fragile ecological systems including wildlife habitat, aquatic habitat and biotic systems, or has been purchased or is protected by easements or the purchase of development rights in order to protect a water supply, control flooding, or serve as a public park or forest. Some of the land may have hydric soils or steep slopes which are not suitable for development.

Most of the land in this category currently is in the farm and forest zone which allows three acre house lots. If the Town developed according to its present zoning in these areas, important natural resources would probably be adversely affected and potential aquifers might not be protected.

Conservancy land may be managed and be used for forestry or agricultural purposes. In general, development on or near this land is not allowed, especially due to the protection of a potential water supply. However, there may be parcels which can support structures in keeping with the allowed use. The minimum lot size could be set at a high rate, such as 11 to 50 acres and be based on natural resource conditions. Farm or forest support structures or residences may be conditionally allowed.

Forest/Farm. This land use is intended for working forests or farms which have demonstrated a long term commitment to forestry or agriculture. Forest and agriculture areas include land which has a low potential or very low potential for development but which has a high potential for woodland productivity or farming. Much of Parsonsfield fits this category. Land characterized by steep slopes which is not suitable for development may be in this category as may be potential aquifers and hydric soils.

Some of the land in this category may be in current use assessment or be certified tree farms. There may be land in ongoing agricultural use such as orchards, pastures, tree farms, crops, and woodlots. Soil suitable for agriculture and forested uses was mapped and discussed in Chapter 5. The minimum lot size for this area could be large, such as five to eleven acres. An 11 acre lot would encourage agriculture, forestry, open space and current use under Maine's tree growth law.

The Town currently has a farm and forest district which covers much of the town. The Plan recommends renaming the district Forest and Farm which reflects the primary activity. Currently cluster development is not allowed, and the minimum lot size is only three acres. The Plan recommends encouraging forestry and farm use by encouraging cluster development and larger minimum lot sizes in this area. As long as the Town provides areas with smaller minimum lot sizes as well as cluster development to encourage residential development, it can also provide areas with larger minimum lot size and cluster development to encourage the preservation of forestry and agricultural use. This Comprehensive Plan has decreased the amount of land in this category in order to encourage resource protection and provide land for low density residential development.

Rural. This land use is intended for working farms and forests as well as limited rural residential development. This land use is intended for areas which lack municipal water or sewerage and are not expected to have this service. Rural areas are considered to have soils with a medium potential for low density development, although there may be soils with both a higher or lower potential. In general, larger lot sizes are needed. These areas may lack good transportation access and may be farmed or forested. Minimum lot size may be based on soil conditions, with wetlands, steep slopes or soils with severe development constraints not being included in the minimum calculations. Another approach is setting a larger minimum lot sizes such as two acres. Cluster development is recommended to be permitted based on soil suitability.

Presently the Town has a minimum lot size of 80,000 square feet in its rural district. This currently is the second largest zone in area after farm and forest. The new rural area could have a larger minimum lot size as low as 1.5 to 3 acres.

Low Density Residential. This proposed new land use is intended for rural areas which have soil conditions which allow a higher level of development. They are not expected to have public water or sewerage systems. It is designed to encourage growth. Much of the proposed area currently is considered rural and in some cases is considered farm and forest areas. The proposed areas for residential development are often adjacent to existing historic villages or have suitable soils for this type of development.

Low density residential development may include a variety of housing types as well as institutional uses such as churches and

schools. Cluster development is recommended to be allowed in this area to encourage the provision of open space. The minimum lot size would be lower, such as one to 1.5 acres, and be based on suitable soils.

Village Residential. This land use is intended for areas which may have public water or sewerage service in the next twenty years or have soils with a very high or high potential for low density development as well as adequate transportation access. A variety of housing types are allowed in the current Zoning Ordinance, as well as cluster development. Multi-family housing and housing for the elderly including continuing care may be appropriate depending on the site. Home occupations are allowed. The minimum lot size is one acre and is based on suitable soils. If public water is available, the minimum lot size is 3/4 acre, and if public sewer is available, the minimum lot size could be lower, such as 1/2 or 1/3 acre. The provision of public water and sewer allows greater density.

Historic Village. This new land use designation is intended for areas which developed as village clusters in the 18th and 19th centuries with residential uses and limited institutional and commercial use in keeping with the character of the village. Buildings may have residential uses on the second floor with commercial uses on the first floor, as well as institutional uses. There may be a variety of building types.

The Town may desire to designate these areas as historic districts and promulgate design review regulations. In-fill buildings should have their lot size be based on soil suitability. Some historic villages are on soils more suitable for development than others.

It is not expected that most of these historic villages will have public water and sewerage unless there is a significant problem which has to be addressed. Kezar Falls now has public water from a private company. Further studies of Kezar Falls and East Parsonsfield as well as any other identified area will be needed to determine if new or expanded public water and sewerage districts will be needed.

Business. This new land use is intended for commercial business and industry including manufacturing and office complexes outside the Historic Village area. Such uses may need public water and sewer services or have adequate soil conditions to allow for such uses. The location may also be dependent on good transportation access or water power.

Greater setbacks are needed in a business zone as well as buffers from other uses. The minimum lot size is higher due to the characteristics of a business area and again depend on soil conditions and the availability of public water and sewer. In general, soils with a high potential for low density development may also be appropriate for business. An acre is suggested as a minimum. Currently the Town has zoned an area called Village which

is east of Kezar Falls which is considered to be primarily a business area.

There are few appropriate areas for large scale business in Parsonsfield. Transportation access is often inappropriate for business and industry. There are few major arteries and land by Route 25 is largely developed. Route 160 really is a rural scenic highway which is isolated from regional development upon which business and industry depend. The Town may decide to include additional business areas based on appropriate soils and future needs.

Future Land Use and Growth

The map on the following page is a conceptual map which expresses the future direction of the community. It is not a zoning map which should be drawn to specific lot lines, roads and topographic features. It is a land use planning map. It is based on the existing development patterns; the soil suitability for low density development; the need to protect aquifers, soils subject to flooding, and other natural resource conditions; and the existing road pattern.

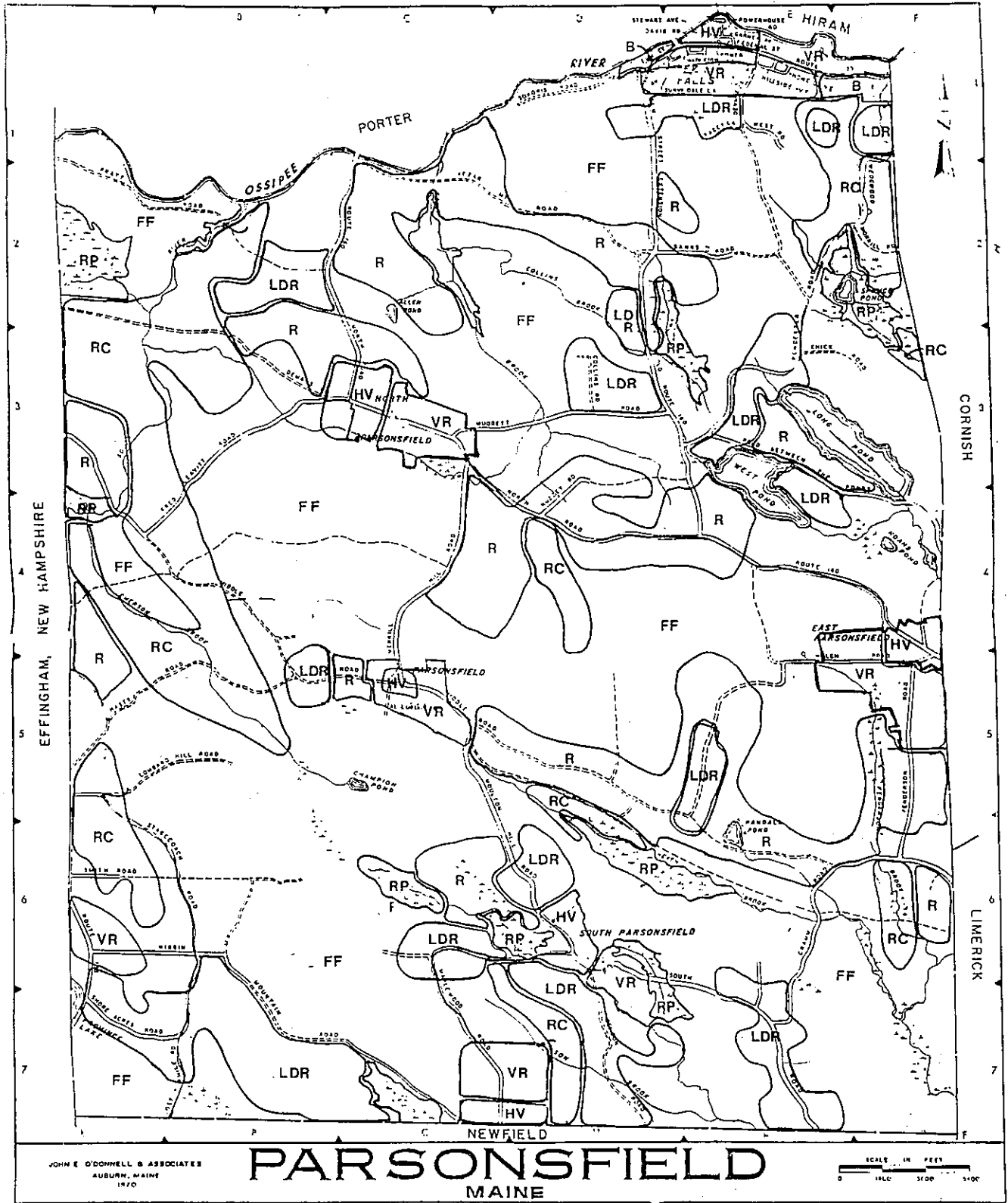
Because roads are so expensive and the Town has so many to maintain, it was assumed that major new roads would be built by the private sector, if needed. None were therefore indicated. It was also assumed that two Historic Village areas, based on the present development, may need to have public water and sewer districts within the next twenty years. Roads and public services are the major infrastructure costs of the Town in addition to schools.

There are six historic village areas, two of which have more business uses. This plan recommends that they be called Historic Villages in keeping with their traditional development. In the future, the Town may decide to designate them as official Historic Districts with appropriate regulations if additional protection is needed. The Town may designate additional historic areas or sites such as the Route 160 area west of East Parsonsfield, the North Road area east of North Parsonsfield and the South Road area east of South Parsonsfield.

Each general area is generally described in terms of future land use.

Kezar Falls. Located on the Ossipee River and bordering the Towns of Hiram and Porter, Kezar Falls is the most developed village in Parsonsfield. Like other 19th Century communities built with a manufacturing plant to take advantage of the water power, there is a nearby commercial area as well as a residential area which includes some mill housing for employees. Kezar Falls has more urban characteristics like sidewalks and a public water supply. However, it is spread out along Route 25 and contains only a few blocks of development off both sides of the road.

FUTURE LAND USE CONCEPT



- | | |
|---------------------------------|-----------------------------|
| RP Resource Protection | LDR Low Density Residential |
| RC Natural Resource Conservancy | VR Village Residential |
| FF Forest/Farm | HV Historic Village |
| R Rural | B Business |

The Historic Village area, which could become an Historic District, combines retail and service business, manufacturing, institutional, and residential uses. It has an identity as a center of commerce with a Main Street. The Municipal Offices are located here. Kezar Falls is not centrally located in terms of the Town, but it is well located in terms of the Sacopee Valley area and transportation access. However, Parsonsfield has only limited areas where commercial and industrial development is likely to occur. The primary area remains Kezar Falls.

East of the Historic Village area is a commercial strip which developed in the 20th Century along Route 25 and is dependent on the automobile. Unfortunately, there is a limited amount of suitable soil for development on Route 25 and there is a potential aquifer south of the area. This area should be considered a Business area with some different requirements than the Historic Village area.

The second business area is the site where industrial use has already occurred. There is another possible site with suitable soils for low density residential development or possibly business off Elm Street. This area is south of the manufacturing plant and has soils with a high potential for low density residential development but it has the disadvantage of a hillier environment. The soils at the present manufacturing location are considered to have a medium potential for low density development. A business use would benefit by having public water and sewerage at this site. However, access remains through a residential neighborhood.

Kezar Falls, built primarily in the later 19th Century to take advantage of its Ossipee River water power, also has Village Residential use. It is envisioned that this use will expand south of Kezar Falls, although the topography limits some of the development potential. Low density residential development could also occur here. This area could have a variety of housing, especially in the areas served by public water and, in the future, possibly by public sewerage as well. The area could also have a public park where senior citizens as well as youngsters could gather.

Northwest Parsonsfield. This area borders the Ossipee River and Effingham. There is one area with soil suitable for low density development, or possibly an industrial or office use off North Road south of Porter and Route 25. In general, northwest Parsonsfield has hydric soils and the South River and is primarily suitable for natural resource protection, open space, farming, and forestry. The area along the rivers is subject to flooding, so shoreland regulations are used to offer further protection from development.

North Parsonsfield. The historic village includes Parsonsfield Seminary (ParSem) a residential high school which is now operated by a non-profit organization to offer educational and cultural programs to the community as well as serve as a conference center. Uses in keeping with the historic character of each village are

appropriate and hence uses which reflect the multiple use character of the school may still be appropriate if it is to survive as a living school or museum. A number of communities have historic house museums which need to generate some revenue if they are to function and be maintained. The Blazo School, another historic former school, is also located here.

East of ParSem there is housing and institutional development along Route 160 including the elementary school, as well as agricultural use. There also are wetlands south of North Road. This land, in general, is more suitable for agricultural and forest use than residential use. However, land along Route 160 has been developed residentially with farms. Hence, care is needed in future development due to the soil conditions.

Lakes Region. Between Kezar Falls and East Parsonsfield is the lakes region where Long Pond and West Pond dominate the landscape. These two large ponds have seasonal residences abutting them but also have undeveloped land. In general, the northern land abutting Long Pond is not suitable for development and several other parts are not very suitable. A potential aquifer borders the east side of the lakes region and Cornish. On the other hand, there is a sizeable amount of land with high suitability for low density residential development off Pendexter Road, some of which is farmed or already developed.

East Parsonsfield. This historic village area is on the Cornish line and contains residences, businesses and institutional uses such as a post office, church, and grange. The village business area is small and has more of a rural character than the business area in Kezar Falls. A number of the buildings appear to need repair. Some of the businesses are located in former residences, some of which have been modified. Some of the soils in this area have a high suitability for development, while others should have little or no development.

There also is a village residential area abutting the business area. Home occupations are allowed. West of East Parsonsfield along Route 160, there are a number of historic houses lining the scenic road as well as some new houses. There is a considerable diversity of housing in this area ranging from early 19th century houses to mobile homes. Much of this area is forested or farmed.

Parsonsfield Village. This small historic village at the corner of Middle Road and Merrill Hill Road has a church, cemetery, houses, a grange or meeting hall, and originally had a school. The Town Offices were also located here and they are now used as a polling place for the southern part of Parsonsfield. The soils in this area are considered to have a medium suitability for development.

West of this area to the Effingham border is land suitable for forestry, farming, and natural resource conservancy and protection. There are a few parcels suitable for low density residential development off Middle Road.

South Parsonsfield. Located at the intersection of South Road and Moulton Mile Road, this historic village also had a church and several cemeteries, especially along South Road east of the Village. This is the only historic village area which is located on land with very high potential for low density development and hence more dense residential development could be allowed here due to its favorable natural conditions. Land along the main roads leading to the village tends to have a high suitability for low density development, particularly along Benson Road. Yet, there are also hydric soils in this area which are not suitable for development. The access to some of the most suitable soils is limited and hence most of the area is expected to remain in farm, forest, and natural resource open space.

Maplewood. This historic village is on the Newfield border and Maplewood Road. There are about a dozen houses on the Parsonsfield side and a grange and cemetery. The grange appears to need work. There are additional houses on the Newfield side. Land to the west has hydric soils and to the northwest is Wiggin Mountain. Most of this land is suitable for forestry and some farming. There is a sizeable area of land west of Maplewood along the Newfield border which may be suitable for low density residential development.

West Parsonsfield. This area by Province Lake has soil which is either suitable for forestry and farming or village residential development. Some soil on South Road is suitable for very high low density residential development which would mean that an increased density or cluster development could be used in that area. There also is quite a bit of area north of Roberts Corner which should not be developed but be used for farming, forestry and natural resource protection, including a potential aquifer area. South of this area is land suitable for low density residential development. Access, however, is limited.

Thus it can be seen that the future land use of Parsonsfield is most likely to continue to be based on the forest and farm use with natural resource protection since that land is most suitable for those uses. There is little soil in the Town which is considered to have a very high suitability for residential development. Soils with high suitability are in west and southern Parsonsfield and northern Parsonsfield in the lakes region, near Kezar Falls and north of North Parsonsfield.

The combination of soils generally not conducive to higher types of development, a lack of public water and sewerage districts in most of the Town and an out of the way location in terms of transportation patterns means that industries are less likely to consider Parsonsfield for development than other areas which meet their needs. These same factors have contributed to Parsonsfield having more affordable development since land costs are lower, municipal services are limited, and Parsonsfield is somewhat isolated from the major job centers and thus has not experienced as rapid growth in housing costs as southern York County.

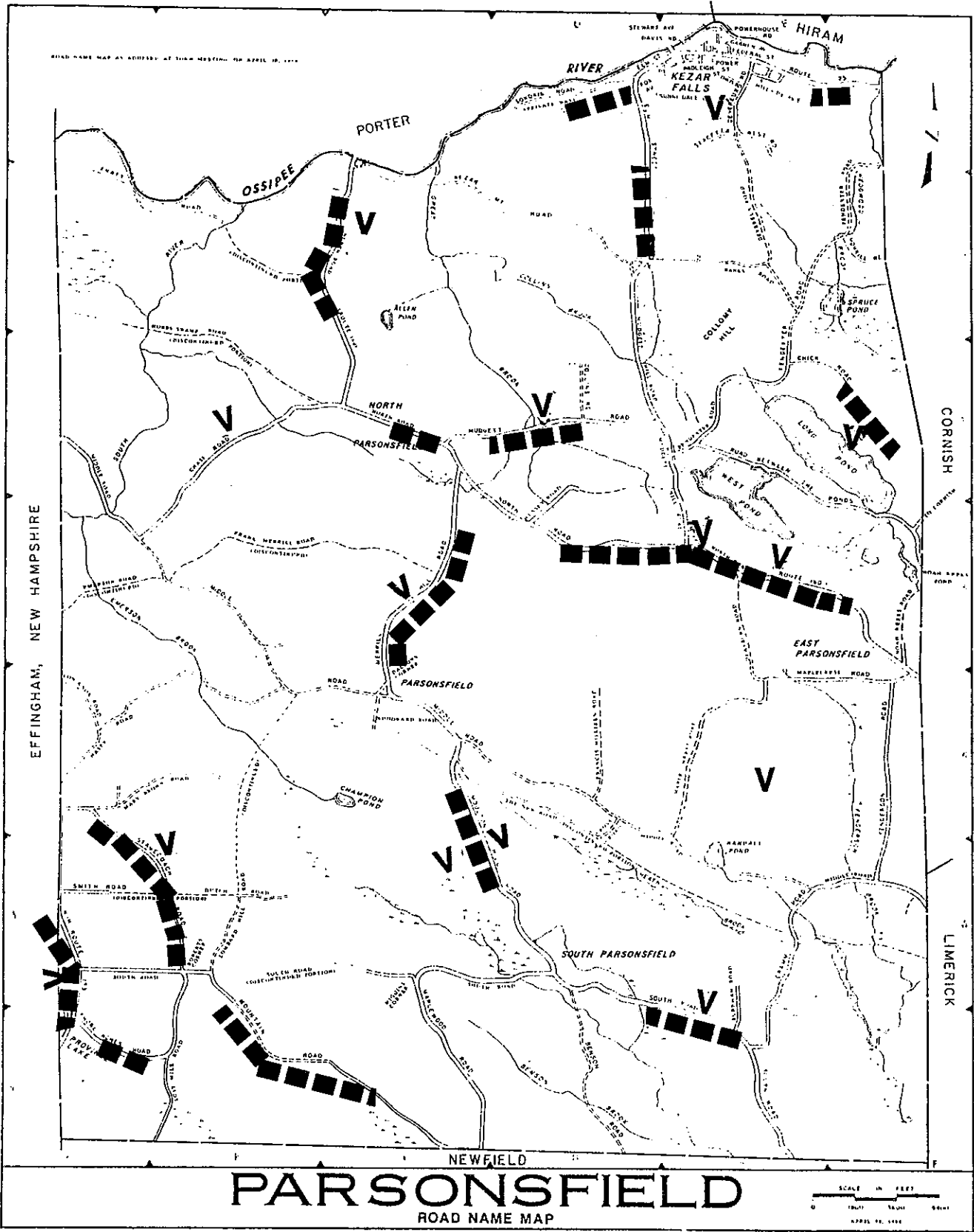
Parsonsfield does have the natural resources including wood that makes it attractive for forest products industries. Furniture, toys, and other forest products industries are feasible. Livestock dependent industries are feasible. Certainly home occupations can be operated which do not adversely affect the neighborhood. However, concern has been expressed in public meetings sponsored by the Comprehensive Planning Committee that Maine laws affecting the forestry and farming industries have made them less viable economically as they meet State standards. Whether it be spraying alar or logging near hydric soils, it has become more difficult for people to make a living off of the land. It is important to the residents and businesses that natural resources be protected, but also that the livelihood of the people who cultivate renewable natural resources be protected and encouraged.

Probably the biggest industry which could be captured in Parsonsfield is the tourism industry. Parsonsfield has the scenic views and roads, as can be seen on the map on the next page. It has few bed and breakfast inns or motels or campgrounds, all of which could contribute to the economy. It also has few retail businesses which attract tourists. Certainly, Parsonsfield cannot compete with North Conway or Kittery as an outlet center, but it could market a "Day in Heaven," which is how one member of the Comprehensive Planning Committee described the reason they moved to Parsonsfield.

Land use regulations can be designed to protect the historic fabric of the community and allow uses which both foster the heritage and allow people to earn a living. For example, the historic villages had residences, a meeting hall, a cemetery, a school, and often some kind of general store to meet the immediate needs of the neighborhood. Sometimes, they had inns for the traveller or a room to let. The Parsonsfield Seminary had a school, housing for the students and faculty, a dining room, a library, playing fields, and an auditorium where public and private events were held.

The historic villages are in some ways like a living museum and basic needs of the visitor - a place to eat, a restroom, an opportunity to buy a souvenir, and indeed a place to stay- should be met to expand Parsonsfield's economic base. If the Seminary is to be preserved and protected, then uses that were appropriate historically need to be considered today.

If the Town protects the historic villages and scenic views through its land use regulations, then it can also "market" them. For example, it can establish a historic district committee to research each area and recommend appropriate regulations. Small informational brochures can be prepared. The Conservation Commission can document the scenic views and prepare brochures or markers for unique features and views. There are opportunities to be taken in keeping with the vision of the future and historical development of Parsonsfield.



Scenic Roads ■■■■■

Scenic Views V

The Town can also work with the larger landowners to allow seasonal use of various trails. Abandoned roads can be used. These roads and trails are already used by residents who have horses, cross country skis or snowmobiles, or who hike, but they are not known by others in the State or region. If the west can market "dude ranches," as a place to vacation, Parsonsfield can market trail rides, maple sugaring, a vacation on a farm, a historic seminar at ParSem, float trips on the Ossipee River, hikes up the mountains, walking or biking trips linked with bed and breakfast inns, etc. etc. Parsonsfield can capture that tourism industry without compromising its ideal or its historic villages.

There is always a conflict between wanting to keep the status quo and not change the community and those who want development. The future land use shows that only limited large scale development is likely to occur. Parsonsfield has experienced considerable growth in the past ten to fifteen years, yet the economic base has worsened because industry has decreased. Parsonsfield could become a bedroom community of commuters if jobs cannot be created for its residents. Therefore, the Town needs to encourage through its regulations appropriate development and home occupations which will foster that economic growth.

The future land use concept envisions areas where growth is encouraged and more dense development, but it also envisions areas where growth is discouraged and forestry, farm, and natural resource uses are encouraged. One of the challenges of the 1990s is to improve the economy of the region. Affordable housing is available in Parsonsfield, but the employment opportunities are lacking.

1989 Parsonsfield Survey

The Comprehensive Planning Committee undertook a survey in 1989 which contained a number of questions which affect land use. Many have already been cited in other chapters of this Comprehensive Plan. However, those related to growth are included here.

2. During the period 1980-1988, the Town of Parsonsfield's year-round population grew by approximately 31 percent (341 additional persons). Over the next five years, at what rate should the Town grow?

Slower Rate	51.7%
Same Rate	25.6%
Faster Rate	3.6%
No Opinion	13.4%
No Answer	5.7%

The majority believe that Parsonsfield has grown too quickly in the 1980s. In general, when communities have experienced a higher rate of growth than had been recently experienced, they tend to want to slow down since there is a concern that the community is changing and the character might change.

3. Rank the following issues (in order of importance to you).

	<u>Not</u> <u>Import.</u>	<u>Slightly</u> <u>Import.</u>	<u>More</u> <u>Import.</u>	<u>Most</u> <u>Import.</u>	<u>No</u> <u>Answer</u>	
a. current tax/ + non-res.use	12.4	6.0	17.2	30.7	15.2	18.3
b. rural char.	1.8	.8	4.9	47.1	39.0	6.5
c. water resource	.8		3.9	46.3	44.4	4.7
d. recycling sys.	9.8	4.4	18.3	44.3	8.5	14.7
e. tourism indus.	30.0	14.4	14.2	9.6	3.4	28.4
f. quality educ.	12.9	1.0	10.6	41.9	21.7	11.9
g. new resid dev.	29.2	13.4	16.2	12.9	2.6	25.6
h. commer. dev.	25.8	13.8	22.5	13.1	4.7	20.2
i. indus. dev.	24.5	12.9	17.8	19.1	4.9	20.7
j. agri. dev.	14.5	3.3	29.8	30.7	5.9	15.8
k. revitalize vil. centers	15.8	11.7	25.6	25.6	3.9	17.6
l. maintain his. bldgs/sites	9.0	8.1	23.7	29.6	8.5	11.1

There were 387 responses to these questions. Obviously, protecting the water resources and maintaining rural character were considered the most important which was followed by a quality education and keep the taxes at the current level by encouraging non-residential development. There also was strong support for providing a system for recycling, which would be consistent with resource protection.

Interestingly, almost every category with the word industry or development was viewed as not important, except for the first question which linked the current taxes with encouraging non-residential use. People appear to be concerned that development will change the rural character, but they also are concerned enough about the taxes that they are willing to encourage non-residential development.

People have different images when they think of development. The question about the tourism industry generated a sizeable "not important" response, yet it could be one of the best ways to preserve the rural character as well as increase the tax base. Perhaps the image of the tourism industry is negative and that affected the response. Tourism just like manufacturing can have a variety of types and some may be more appropriate in Parsonsfield than others. There was also a high "no answer" to the tourism question, as well as others, which may mean that public education is needed to explain the intent of the proposal.

People tended to think that revitalizing the Village centers and maintaining historic properties and sites was important.

This Comprehensive Plan takes into account the views of the residents and property owners in Parsonsfield, but it also recognizes that the research, maps and data developed by the Committee and The Thoresen Group should also be reflected in

Parsonsfield's future land use plan. Where there appeared to be some difference of opinion, the Committee used its judgement to make recommendations in the Town's and residents's best interests.

Land Use and Growth Goals and Policies

State Goal: Encourage orderly growth and development in appropriate areas of the community while...making efficient use of public services.

Regional Goal: None stated in Plan.

Parsonsfield's Goal: Develop and enforce regulatory measures in keeping with the Maine statutes which protect the natural resources, provide adequate development standards, and guide development in keeping with this Comprehensive Plan.

Policy One. It is the policy of the Town to revise the Zoning Ordinance, as needed, to be consistent with the adopted Comprehensive Plan.

1. The Planning Board review the Land Use and Zoning Ordinance in 1991 and 1992 and consider changes in the number and types of districts as well as the uses allowed, and other changes in keeping with this Comprehensive Plan.
2. The Planning Board hold a public hearing to secure public input on proposed changes.
3. The Planning Board submit the top priority changes for action at the 1992 Town Meeting.

Policy Two. It is the policy of the Town to review Subdivision Regulations and Site Plan Review Regulations and revise if necessary to be consistent with the adopted Comprehensive Plan.

1. The Planning Board review the Subdivision Regulations and Site Plan Review Regulations in 1991 and/or 1992.
2. The Planning Board expand the Site Plan Review Regulations to any multi-family structure in excess of two dwelling units.
3. The Planning Board submit the top priority changes for revision at the Town Meeting in 1992.

Policy Three. It is the policy of the Town to have the Planning Board review and update the municipal data in the Comprehensive Plan annually following the Town and School District annual meetings and review the entire document every five years and update segments as needed.

1. The Planning Board appoint one person to update the municipal data in the Comprehensive Plan in the summer.
2. The Planning Board set aside one meeting a year, such as the September following the annual meetings, to review the new data and discuss its relationship to the Comprehensive Plan.
3. The Planning Board update the population and housing data when the 1990 Census becomes available in 1991.
4. If the annual report data shows a marked increase in development or the Census data shows a significantly higher population, the Planning Board schedule a document review earlier than five years.
5. The Planning Board utilize new technological information provided by the State and region on water resource management and other areas covered in the Comprehensive Plan which are now being research by the State and update sections accordingly.

Policy Four. It is the policy of the Town to analyze its municipal needs, regulations and development trends on an annual basis.

1. The Planning Board meet with the Code Enforcement Officer in December to discuss development trends.
2. The Planning Board schedule an annual review of its regulations in November in order to decide if changes should be considered based on an analysis of the development trends.
3. The Planning Board report its findings to the Selectmen for inclusion in the Annual Report and possible action at Town Meeting.

Policy Five. It is the policy of the Town to recommend the adoption of growth management regulations if warranted.

1. The Planning Board research growth management regulations in 1991 and 1992.
2. The Planning Board develop a model growth management ordinance for implementation if needed.

3. The Planning Board determine when growth would be considered too high, such as if it exceeded the 1980-1988 rate or if the demand on the infrastructure would exceed the Town's ability to pay.
4. The Planning Board sponsor workshops and public hearings on growth management to determine and/or develop support for and/or refine the concept.
5. The Budget Committee implement a Capital Investment Program in keeping with growth management with the intent to address existing problems first and then address the needs of growth.

Policy Six. It is the policy of the Town to participate in regional pacts which address regional growth related needs.

1. The Selectmen encourage the development of a regional committee to improve the economic base of the region in 1990 and 1991.
2. The Town continue to participate in the recreation, health and school regional pacts.
3. The Selectmen, Planning Board and Conservation Commission participate in regional meetings which address water resource management, recycling, waste management, and sewerage.
4. The Budget Committee recommend the allocation of resources at Town Meeting in support of the regional needs.

Summary

The future land use map represents visually where the Town wants to be in the 21st Century. It represents building on the heritage of the past to create a future for Parsonsfield's residents and businesses. The plan does not foresee substantial growth, but it encourages residential development in certain areas as well as designates others to protect and preserve Parsonsfield's heritage and improve the economic base of the Town. It calls for the Town to be pro-active in trying to make these events occur. It does not necessarily call for the Town to plan major expenditures, but it indicates that water and sewerage systems may be needed, mostly due to the past development which occurred. It suggests a greater utilization of soils analysis in planning to help determine the appropriate development pattern based on natural conditions as well as the existing development. It has innovation and it has tradition. It shows that the Town can help manage its future and thus control it.

CHAPTER 11: IMPLEMENTATION STRATEGIES

There are three main implementation strategies with regard to this Comprehensive Plan: regulatory recommendations, a capital investment plan, and citizen participation on boards and committees. Each is important.

Regulatory recommendations are a formal expression of how the Town wants to develop and what resources it thinks are important to protect and preserve. Land use and zoning regulations as well as site plan review and subdivision regulations are examples of regulations which affect development. Although these regulations are relatively new in Parsonsfield, there is support for continuing them as was shown in the resident survey and in the public meetings.

A capital investment program is designed to allow the Town to manage its growth and plan and budget on a scheduled, priority basis. It covers a six year time period and includes annual projects like road work and replacement funding for vehicles. It makes good, common sense to set aside money annually for these projects so that the Town is not faced with a major expenditure or indeed several at the same time.

Citizen participation is crucial. Residents need to serve on the volunteer boards and run for public offices so that regulations are developed, budgets are proposed, natural and historic research occurs, recreation activities are offered, fires are fought, and the Comprehensive Plan is implemented. The Town of Parsonsfield cannot afford to provide urban services for a small rural population. It has to rely on volunteers as it has in the past. It simply does not have the economic base necessary to address every need. On the other hand, the residents in the Town have been identified as one of the major resources in the Town and their collective talent can make the difference in planning ahead as Parsonsfield reaches the 21st Century.

Each of these areas is explained in more detail.

A. Regulatory Recommendations

The primary regulations related to land use are the Town's Zoning Ordinance, Subdivision Regulations, Site Plan Review Regulations and Code Enforcement Regulations.

Throughout this Comprehensive Plan in each chapter there are policies and specific recommendations. A number of them involve reviewing the regulations with the intent that they become consistent with this Comprehensive Plan. It is not envisioned that every recommendation will be implemented in the next two years.

However, it is envisioned that the Town will take steps to implement this plan over a number of years with specific tasks undertaken each year. The primary facilitator in charge of this part of the implementation is the Planning Board.

Land Use and Zoning Ordinance. The Town of Parsonsfield adopted a Land Use and Zoning Ordinance on May 31, 1986 and revised it at the May 30, 1987 Town Meeting and its April 14, 1989 Town Meeting. State Statutes which supersede the Town's Ordinance are automatically incorporated into the Ordinance in keeping with State law. The Ordinance may not be up-to-date, since it has not been reprinted in whole.

The cover of the Ordinance shows the 1771 plan of the Town, an indication of early land use regulations. However, until the Town adopted the regulations in the 1980s, no land use and zoning ordinance was in effect.

The Town spent a considerable amount of time in establishing a land use and zoning ordinance which reflected both the existing conditions and needs of the Town. Public meetings and hearings were held and the views of the residents and property owners were incorporated into the ordinance.

This Comprehensive Plan is designed to take Parsonsfield well into the 21st Century. Its goals and policies recognize both the importance of resource protection and having an economic base which addresses the needs of the residents and property owners. The land use and zoning ordinance is one method to implement the Comprehensive Plan. Although some may not like having land use regulations, the purpose is to benefit the community as a whole so that the Town is not saddled with having to pay for expensive solutions to environmental problems caused by poor planning and the children of the residents will still be able to enjoy the qualities of Parsonsfield which make it unique.

The present ordinance lays a good foundation for planning. It includes five land use districts: natural resource protection, farm and forest, rural, village and village residential. It generally allows no development in the natural resource protection districts which primarily are wetlands and shorelands along streams. The farm and forest district has a minimum lot area of three acres. The majority of the area of the Town is in this category. The rural district has a minimum lot size of 80,000 square feet. It is the second largest area. The village area, which is only in Kezar Falls and East Parsonsfield, has a minimum lot size of 20,000 square feet with public water and 40,000 square feet without public water. Finally, the village residential area, which includes all of the villages, has a minimum lot size of 20,000 square feet with public water and 40,000 square feet without public water. The primary difference in these two areas is in the uses allowed.

If the Town of Parsonsfield developed according to its current Land Use and Zoning Ordinance, it is believed that the Town would no

longer resemble the Town of 1990. The ordinance now allows three acre and 1.2 acre developments which could cover almost the entire town resulting in a potential loss of the large contiguous forest and farm and rural areas which characterize the Town. The Town's Zoning Ordinance, which allows cluster development conditionally in the rural and village residential districts, might encourage open space preservation there, on a limited scale. But this option is not even offered in the Farm and Forest District.

Another possible problem with the regulations is that the size of the lot in the village residential and village districts is extremely small, especially since no sewerage service exists. Public water provided by a private company only exists in Kezar Falls. Thus the remaining village areas have a minimum size of 40,000 square feet. If the underlying soils are suitable, this lot size may be adequate, but if the soils are not suitable, permits would not be given.

The Comprehensive Plan has taken an overview on the needs in Parsonsfield. Each chapter has recommendations, a number of which have to do with land use and zoning regulations.

In general, the present ordinance could be improved by encouraging open space preservation through cluster regulations and larger forest lot sizes, reviewing and revising the types and appropriateness of uses, and splitting several zones so that they relate not only to existing development but also to soil types and thus the minimum lot size can be made larger or smaller in keeping with natural resource conditions. In this way, the Town can plan for and accommodate growth.

The following are additional specific recommendations which should be considered with regard to the Land Use and zoning Ordinance.

1. Article I. Customarily, the purposes section has additional provisions and some more standard language the Board may want to consider adding.
2. Article III. The Board should consider revising the districts in keeping with the Comprehensive Plan's discussion in Chapter 10.
3. Article IV. Site plans, according to Article IV, should be drawn to "approximate scale." This is understandable to avoid the expense of a surveyor or engineer having to draw plans. However, the Board should be empowered to require scaled drawings drawn by a professional if the size of the project warrants it.
4. Article VI. The uses allowed by District have very few limitations. It is possible that some of the uses like retail businesses could be limited (for example to 2000 square feet if the Board wanted to permit limited development outside

of certain districts. Other uses could be similarly limited.

5. Article VI. The Ordinance might be clearer if there was a specific section on dimensional requirements which would lay out the lot size dimensional requirements, lot coverage, and similar features. This could be done with one comprehensive table.
6. Parking. The zoning ordinance does not have any requirements for off street parking, although there are some in the Site Plan Review Regulations. Perhaps the Board may want to consider adding such requirements if there is a demonstrated need. This is especially useful in a commercial or industrial zone, especially if it is near a residential neighborhood.
7. Article IX. The Section 5 on Signs might benefit from greater information on size, location and other characteristics which are distinguished by District.
8. Article IX. The Section 3 on Cluster Residential Development Standards is important for the Town to maintain. Currently the cluster provision is a conditional use which is allowed in the rural and village residential areas. In order to preserve open space and forest and farm use, it also should be allowed in the Farm and Forest District and any other districts where residential use is allowed in the future.
9. Article XI. There may be some additional definitions which would be useful to include as well as some revisions.
10. Future Updating. It is recommended that the Town print future Land Use and Zoning Ordinances and sell them in loose leaf form. When the Town makes revisions in the Ordinance, it would then reprint the affected pages and note at the bottom the revision date. The Ordinance would be sold and the buyers would be notified annually of the opportunity to purchase the revised pages.

This process is also useful because the State may change its laws which also affect the Town's ordinances. These could be incorporated in the same way. Thus the Ordinance would be kept current.

It is not necessary that the Town undertake all of these revisions in the near future. Some of these changes are housekeeping measures designed to make the ordinance easier to understand. Others are more significant. The Board may choose to phase in the recommendations or recommend a whole package at the same time.

Site Plan Review Regulations. These regulations are found in the current Land Use and Zoning Ordinance as Article XII. The article in general appears to be well constructed. Section 1 Applicability needs to be clarified regarding multi-family and single family

attached dwellings. Single-family attached dwellings can be multiple unit buildings and whether they are owned as condominiums or rented as apartments, most communities consider them as multi-family dwellings. Therefore, it is logical that they be included in the ordinance.

It is important for the Town to keep these regulations. The following are some recommendations which may improve their intent.

1. Add a purposes section to set the framework for the regulations. Such purposes are widely available and help the applicant understand why the regulations are important.
2. Consider increasing the fee for major projects to allow hiring a planner, engineer, or other special consultant to review the plan. An alternative is that the regulation could require the applicant to pay for special investigative impact studies for major projects.
3. Consider adding in the Supplemental Information section, other supplemental studies for major projects such as:
 - a) Traffic impact studies and remedial recommendation both on-site and off-site, if needed;
 - b) Fiscal impact studies of the development on local government revenues and costs;
 - c) Off-site improvements necessitated by the development and to be constructed by the developer.
4. Consider adding a section under Approval Criteria which stipulates that the project will not have an adverse effect either on-site or off-site on community services and that mitigation measures will be provided if necessary.
5. Consider adding a new Section 5 which would set up Design and Construction Requirements which cover such things as access design, landscaping and screening, storm drainage, flood control, snow storage, sidewalks, illumination, parking, and access drives, water service, sewer service, erosion and sedimentation controls, street construction etc.
6. Consider adding a section on agreements and financial guarantees. This would allow the Board to require the applicant to enter into a legal agreement and to establish a financial mechanism, such as a letter of credit, so that the agreed upon improvements are actually carried out.

These recommendations would broaden the provision of Site Plan Review and would insure that large scale projects are adequately reviewed with respect to their impacts on the community.

Subdivision Regulations.

These need to be reviewed and updated in keeping with this Comprehensive Plan.

Code Enforcement Regulations.

These need to be reviewed and updated in keeping with this Comprehensive Plan.

B. Capital Investment Program (CIP) and Budget

A Capital Investment Program (CIP) document has been prepared in draft form for the Comprehensive Planning Committee and Budget Committee. In future years, it will be the responsibility of the Budget Committee to update it annually and incorporate the capital needs into the Town's annual budget process. The School Committee and any other independent governments toward which the Town contributes capital funds can also be incorporated into the process.

The intent of this document is to establish a process to incorporate addressing the major capital needs of the Town on a coordinated phased basis so that the needs are spread out over a period of years. The planning time is for six years with the capital budget being the first year.

The draft document has estimates for capital needs for municipal building renovation, fire and rescue vehicle replacement on a scheduled basis, road resurfacing on a scheduled basis, and planning related studies on recycling and solid waste disposal as well as possible sewerage districts.

The Comprehensive Planning Committee has recommended earlier that the Town's budget keeping be improved. It has been difficult to determine the exact budget as well as the capital items and the amounts in accounts. After the Town has addressed the budget keeping needs (See Policy One in Chapter 8), it will be easier to do a fiscal analysis of the Town. At that point, guidelines in the Draft Capital Investment Program should be reviewed and possibly be revised. The guidelines included were deemed simpler to calculate, especially since the Town's budget in its present form does not include all operating and maintenance items or all revenue.

The Capital Investment Program was designed to allow the Town to incorporate its capital needs into its budget. It will take some effort to implement as it does require filling out a project request form. However, it has been designed in a relatively simple manner so that it will be easy to use.

C. Citizen Participation on Boards and Committees and Other Means

Parsonsfield must rely on its residents to participate in government in order to help it address its needs. Volunteers are very important from serving on boards to task forces to volunteering to contribute labor or materials on building and maintenance projects. The Town simply cannot afford to provide the kind of services that a large municipality provides.

This plan calls for the addition of volunteers in areas such as the Conservation Commission and Recreation Committee. Other possible areas of interest include an Historic Committee or a special committee to oversee a project like recycling or land acquisition. It suggests regional committees also such as one to improve the regional economy. Furthermore, ongoing boards welcome an influx of ideas and participation.

The implementation of this plan is up to all of the residents and taxpayers in Parsonsfield. It is a living plan. The plan recognizes that changes may occur which will cause revisions in this plan.

This plan is designed to bring Parsonsfield into the 21st Century by keeping its strengths and addressing its needs. Without planning and the implementation of planning, the Town may receive the kind of development it does not want. Therefore, this plan encourages all residents and taxpayers to become involved in its implementation.

Specific Implementation Measures

In each chapter of this Comprehensive Plan, there are goals and policies with specific implementation measures. The chart at the end of this chapter takes the implementation actions which are recommended for various Town bodies such as the Selectmen, Planning Board, and other agencies and puts them into this combined chart. While more detailed information is found in the chapters, this chart illustrates the thorough nature of this detailed plan and the need for elected, and appointed officials and volunteers to work together to implement the plan.

Parsonsfield's Comprehensive Plan Meets the State Goals

This Comprehensive Plan was developed in keeping with State goals. The Summary at the beginning of the report lists the State, regional and Parsonsfield goals. In the relevant chapter, this information was repeated, and detailed implementation measures were developed.

To recapitulate, the State established ten goals and the Town's task was to develop a Comprehensive Plan which included a local growth management program consistent with the goals. Here, briefly, are some of the ways Parsonsfield's Comprehensive Plan meets the State goals.

1. Residential Development State Goal. Encourage and promote affordable, decent housing opportunities for all Maine citizens.

The housing data indicated that Parsonsfield has affordable housing now. It does not have the same cost problem that southern York County or the Portland area has. The problem in Parsonsfield which is related to housing is that some people are paying too much of their income for housing. The affordability issue is related to the economy and the lack of employment opportunities and higher wages. The Town allows a variety of housing types and has relatively small lot sizes, especially considering it does not have public water or sewer systems. The Plan recommends continuing that variety, increasing the areas where cluster development is allowed, and changing the minimum lot size in some areas. The Plan also recommends that the Town become more pro-active in informing residents about various types of housing assistance ranging from funding to address code violations to housing assistance programs for those in need. While the Town is unable to fund housing development programs, the Selectmen are charged with the responsibility of locating and encouraging private non-profit housing development activities, for example, to provide congregate elderly care facilities.

2 and 3. Local Economy State Goals. 2. Promote an economic climate which increases job opportunities and economic well being.

(3. The other State economic goal to "protect the State's marine resources industry, ports and harbors from incompatible development" is not relevant in Parsonsfield and is not addressed.)

One of the major needs in Parsonsfield and its region is to accomplish the State's goal. The economic downturn has adversely affected the area with fewer job opportunities and greater needs resulting. The Committee spent a considerable amount of time discussing how this goal could be accomplished. The Plan recommends that the forest and agricultural products industries be supported, and that State laws, such as timber harvest laws and taxation, be reviewed and perhaps be revised so that they help towns accomplish this State goal.

The Plan recognizes that Parsonsfield's location and access may limit its job climate. There is very little land which is suitable for business. Route 25 is the only major artery where business is likely to locate. However, the plan recognizes that there are local assets including the people, their talent, and renewable natural resources. Diversified economic development is encouraged in Parsonsfield through a variety of measures including home occupations, but the economic issue should be addressed on a regional level with a regional economic development body.

Parsonsfield, and the other nearby towns, somewhat falls through the cracks as it is on the perimeter of a number of economic areas including Sanford, Sebago, Fryeburg, and the Ossipee, NH region. It is in York County and is assessed the higher York County

woodlands rate, yet it has different land costs and problems than the coastal and southern communities. The result appears to be that Parsonsfield and its area is often overlooked. A concerted effort is needed to improve the regional economic climate in keeping with the Town's desire to maintain its rural character and foster the forest products' industries.

4. Transportation, Education, Community Facilities and Services Fiscal Analysis and Land Use and Growth Goal. Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

This goal was addressed in chapters 4, 7, 8, 9, and 10 where detailed analysis and recommendations are found. The Capital Investment Program is one of the major recommendations which will help the Town implement the State's goal. The Town has been putting some money in capital reserve accounts to address some needs, but there has not been a systematic basis of doing this. Another major recommendation is to improve the accounting method of the Town so that financial analysis is improved. The school system is regional and only one building need is envisioned in the 1990s.

There is a problem which is difficult to solve - namely that the Town has a very low population in comparison to its large land area. It simply cannot afford to provide full-time, paid, professional staff in areas like police and fire protection or libraries or recreation facilities and programs or public utilities and services that urban areas can do. Given that limitation, volunteer participation is important and is emphasized throughout this plan. The Town's regulations are designed to accommodate growth and economic development, as well as resource protection, but the major infrastructure costs will need to be borne by the developer or the State.

5, 6, 7, and 8. Natural and Historic Resource State Goals.

5. Preserve the State's historic and archeological resources.
6. protect the quality and manage the quantity of the State's water resource, including lakes, aquifers, great ponds, estuaries, rivers and coastal waters. 7. Protect the State's other critical natural resources including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. 8. Safeguard the State's agricultural and forest resources from development.

At the second public meeting, there was a public discussion of how to implement these goals as well as the economic goals and the inherent conflicts. Unfortunately no one was videotaping or taping the meeting as the highly articulate quality of the comments and concerns expressed captured for all those present the difficulties in balancing the need to make a living, the concept of home rule, and the need to protect the environment for future generations.

Many historic and some archeological resources have been identified. (The Town has numerous stone walls, foundations and cemeteries that relate to archeology.) One innovative recommendation is to call the villages, Historic Villages, with regulations which reflect and are in keeping with their historic development. These village clusters had mixed uses with possibly a school, church, inn, general store or grange. This change would help protect historic resources by allowing more uses and thus making them more viable financially.

The Town already implements the State's shoreland zoning. It held a workshop on watershed and water body protection and intends to continue sponsoring such educational forums. The Plan recommends strengthening the existing ordinances in furtherance of the State's goals. For example, it recommends new natural resource conservation areas which further protects land with soils which have been identified as being unsuitable for development. Other measures are also recommended in the report. Private and State financial assistance is needed to purchase conservation easements and development rights to protect critical areas. The Plan recommends that a strong Conservation Commission be established to assist in the implementation.

In Parsonsfield, there are few farms remaining, although the forestry resources are numerous. The concern that the Plan addresses is protecting these resources from development through resource conservation and larger lot and cluster zoning while encouraging the forest and agricultural industry to continue. Many of these areas are unsuitable for residential or business development.

9. Recreation State Goal. Promote and protect the availability of outdoor recreation opportunities for all Maine's citizens including access to surface waters.

This goal also generated discussion at the public and committee meetings. There is little public ownership of land in Parsonsfield and hence access to public waters or to land has been because private landowners have allowed it. The Plan does recommend increasing and preserving public access to public water bodies through easements, donations, and purchase, if funds are available.

There is a concern about protecting the landowners from private accidents on their property, such as hunting accidents, and the concern that hunters expressed that their access is being limited. The plan recommends the public use of former publicly used roads. Easements are needed to protect trails. The Plan recommends that the Town work with a regional recreation body to address local and regional recreation needs.

10. Land Use and Growth State Goal. Encourage orderly growth and development in appropriate areas of the community...while making efficient use of public services.

This goal is primarily addressed through the land use regulations and the Capital Investment Program. The future land use plan incorporates areas where growth is encouraged such as Village Residential and Low Density Residential and areas where it is discouraged, such as the resource protection areas and the Forest and Farm areas.

The Historic Villages allow the most dense development. The other areas have recommendations which are based not only on past development, but the suitability of the soils for low density development since it is not envisioned that the Town will ever have public water and sewer service, although there might be limited small districts in a few areas in the 21st Century.

The **Parsonsfield Comprehensive Plan** represents a balance between natural resource protection and economic development. If more land was suitable for economic development based on soils, location, and transportation access, where a bona fide industrial or business area with appropriate, desired industries could be located, the Committee would have designated one.

Parsonsfield has beautiful, rural scenery. It has very small villages which are isolated from each other. Financial assistance is needed to maintain some of the historic buildings. This Comprehensive Plan recognizes that there is much which is unique in Parsonsfield, which should be protected and preserved, but that the Town on its own does not have the financial resources to solve every problem.

Given the State's goals and the Town's willingness to address them in this Comprehensive Plan, the Town recommends that the State provide financial assistance for implementation to all towns based on a formula which incorporates the land area as well as the population and financial resources of the Town.



CHART SUMMARY

Appendix B

COMPREHENSIVE PLAN IMPLEMENTATION SUMMARY OF INFORMATION FROM EACH CHAPTER*

	Planning Board	Other
HOUSING	<p><u>Selectmen</u> Encourage devel. of non-profit housing devel. corp. Require inspection of all new housing before granting cert. of occupancy Seek funding for assistance in rectifying code violations Assist residents in applying for property tax relief Advertise availability of property tax relief programs once a year</p>	<p>Town work with neighbors on "fair share" Town authorize Section 8 Housing Vouchers Code Enforcement Officer inspect environmentally sensitive areas promptly when notified of possible code violations Volunteer Fire Dept. advertise at least once yearly its inspection system Volunteer Fire Dept. inspect homes for fire safety upon request</p>
LOCAL ECONOMY	<p>Meet with representatives of forest & agricultural producers re needs Request State to value trees in Parsonsfield the same as in Porter & Hiram (Oxford County) Meet with business, commercial and industrial property owners/mngrs to determine needs Work with Porter & Hiram to address regional business needs Seek outside funding and/or assistance to address local economic needs</p>	<p>Review Zoning Ordinance by end of 1991 to identify suitable sites for industrial devel. & additional commercial dev. Provide impact fee analysis for Town Develop impact fee ordinance by 1995 When desirable, require technical assist. paid for by developer Utilize qualified soil scientist Review & liberalize home business regs. by end of 1991</p>
TRANSPORTATION	<p>Work with DOT to address anticipated traffic increase on Rt 25 Request State Highway Dept. to study impact of single axle large vehicles as well as multiple axle vehicles on rural roads and make recommendations for regulations Encourage dev. of regional commuter van service to Portland via Rt 25 Request DOT to provide annual print-out of accident data</p>	<p>Road Commissioner Review annual accident report and work with DOT & Town re improvement Work with State to establish walkway or bikelane near Fred Morrill school Annual report to Town re safety, maintenance & develop. concerns Budget Committee Establish Capital Investment Program with 10 yr road replacement and investment program</p>

* REFER TO EACH CHAPTER FOR MORE COMPLETE INFORMATION

	Other
NATURAL RESOURCES	<p>Conservation Commission Identify and map critical plant, wildlife and fish habitat & submit to DEP by 1992</p> <p>Investigate and make recommendations to PB re construction in or near aquifers, hydric soils and other natural resources</p> <p>Recommend to Town the acceptance of devel. rights and/or conserv. easements and identify other recipients</p> <p>Work with landowners re conservancy requirements</p> <p>Sponsor workshops on use of tree growth and special farm taxation; open space and water resource protection</p>
HISTORIC RESOURCES	<p>Conservation Commission act as advocate for historic preservation</p> <p>advise Selectmen on management of Town-owned historic buildings</p> <p>Generally, the Conservation Commission should consider the advisability of establishing a legal fund and an environmental fund to protect resources and other Town interests</p>
SCENIC VIEWS	<p>Conservation Commission sponsor work shops for owners of land affecting scenic views re open space taxation donation of cons. easements & dev. rights</p> <p>Town support State or private funding of purchase of dev. rights or conservancy easements to protect scenic views</p>
NATURAL RESOURCES	<p>Planning Board Keep copies of all maps identified in this Comprehensive Plan</p> <p>Update maps, remove all unlabelled or improperly labelled maps</p> <p>Review low density devel. potential, slope, hydric soils, floodplains, woodland productivity, prime farmland and potential sand & gravel aquifer maps as part of its process for reviewing potential development</p> <p>Review Zoning Ordinance and recommend to Town by end of 1991 measures such as increase lot size and cluster dev. to preserve farm, forest, natural conservancy areas</p> <p>Provide for technical review of devel. in environmentally sensitive areas</p> <p>Help arrange and/or attend reg. prgms</p>
HISTORIC RESOURCES	<p>Review historic character of villages and identified sites and present prop. changes for protection by end of 1991</p> <p>Ask Historical Society to identify buildings & sites Eligible for placement on National Register & provide info to PB & property owners</p> <p>Consider if possible to have local historic district and if so, recommend to Town by end of 1993</p> <p>Sponsor forum with other regional PBs re architectural styles, compatible rehab., etc., within next 5 years</p>
SCENIC VIEWS	<p>Consider ordinances which would protect/Conservation Commission sponsor work shops for owners of land affecting scenic views, such as height regs; placement of buildings or towers, and present recommendations to Town during 1993</p>
NATURAL RESOURCES	<p>Selectmen Reactive & expand Conservation Commission</p> <p>Monitor activities of private water companies and future water districts in Parsonsfield</p> <p>Ask real estate agents to provide info to buyers (waterfront) re shoreland and water resource protection</p> <p>Ask State of Maine to work with State of N.H. to address shoreland protect. of water bodies wh/ cross boundaries</p> <p>Survey all town owned land and ask Conserv. Commission to develop management plan</p> <p>Help and/or attend regional programs</p> <p>Seek to include neighboring N.H. towns in regional programs</p>
HISTORIC RESOURCES	<p>Make available info on Housing Assist. Programs identified in Chapter 2</p> <p>Evaluate condition & use of older public buildings by 1991 and by end of 1992, dev. plan for management or sale with protective covenants</p> <p>Prior to acq. of historic property, dev. plan for management and/or sale with covenants</p>
SCENIC VIEWS	<p>Together with Road Commissioner work with DOT on speed limitations on scenic views and turnouts for viewing</p>

Selectmen

Establish a Recreation Committee by end of 1991
Include in annual report brief report of any rec. agency to which contrib. given
Evaluate issuing Town permits for parking for public access areas

Planning Board

Together with Rec. Comm. identify general areas & specific sites
Together with Rec. Comm. encourage landowners, particularly in identified areas, to donate land to Town or non-profit

Other

Recreation Committee
Establish management plan for Town-owned facilities
Evaluate regional & P's needs & make priority recommendations
Identify all long term rights of way to public water bodies & post with Highway Commissioner map former publicly owner or discount'd roads
Make recommend. to Town to continue or abandon public int. on each rd for recreation purposes

Code Enforcement Officer - provide guidance on suitability of bldgs for recreation

Town

Provide assistance to public and non-profit rec. organizations
Vote to continue or abandon recreat. use on each discount. public rd
Eval. costs & benefits of open space land gifts or purchases & vote acc to needs of Town

RECREATION

EDUCATION

Because Parsonsfield is only one of five towns that make up S.A.D. 55, it can only recommend and have impact on school policies through its representative on the School Board and by presentation of problems and recommendations to the School Board and to the State

Present in written form to the Saco-Parsonsfield School Board the recommendations set forth in this Comprehensive Plan for MSAD 55 and the School Board

Encourage the School Board & the State to determine whether educational cost is being equitably supported by the towns within the district
Town, with guidance of Selectmen, support educational and cultural activities offered by Friends & Trustees of Par Sem

On an annual basis provide info. to School Board, MSAD 55, on dev. occur.

Requests to MSAD Board - cont. from Requesting Column.
Sponsor annual business fair
Consider est. teen health center
Encourage public info. programs on chem. depend., family stress, domestic violence, teen pregnancy
Provide crisis counselor
Help sponsor workshops on recycling & waste reduction

MSAD 55 - Requests to Board
Review on annual basis dev. trends to determine school needs
Review State funding formula for equity to area towns & present findings in public meeting
Identify major, non-recurring cap. needs for next 6 to 10 yrs
Meet with Town PB's to discuss impact fees and if est. have separat. capital acct
Est. business advisory comm., devel. relevant business & vocational prgrms for tomorrow's technology

	<u>Selectmen</u>	<u>Planning Board</u>	<u>Other</u>
COMMUNITY FACILITIES & SERVICES	<p>Survey employees, boards & comm. which use Municipal Office Bldg by end of 1994 to determine any improvements needed (Bldg recently renovated so not top priority)</p> <p>Survey employees & boards which use other municipal facilities by end of 1993</p> <p>Recommend major expenditures over \$10,000 be included in capital investment plan, beginning 1991</p> <p>Selectmen arrange regional meetings within 5 yrs re police services</p> <p>Selectmen include in Annual Report, a report of the Budget Committee on implementation of Capital Investment Program and Capital Budget</p> <p>Ask private and quasi-public water companies to provide map of their sources within or used by Town</p> <p>Seek outside funding assistance for capital budget</p> <p>Distribute an opinion survey at annual meeting to determine if changes in municipal services should be considered for following year</p>	<p>Develop regulations for protecting aquifers in conjunction with Kezar Falls Water Co.</p> <p>Seek technical assistance when reviewing innovative water systems or wastewater treatment systems</p> <p>Est. policy developers pay for nec. technical assistance</p> <p>Encourage & attend seminars by Reg. Planning Commission on water, wastewater</p> <p>Work with Planning Boards of other towns in region to protect water supply</p> <p>By Jan. 1, 1993, identify areas where dev. has occurred and prelim. analysis indicates limited public sewer districts may be necessary</p> <p>By Jan. 1, 1994, determine if limited water supply system feasible in East Parsonsfield</p>	<p><u>Recycling Committee</u></p> <p>Monitor enforcement of recycling ordinance</p> <p>Keep Town advised of changes in State law, regional activities and Parsonsfield's needs & progress in recycling, source recovery, solid waste disposal</p> <p>Town</p> <p>Establish a capital Investment program</p> <p>Continue to participate in regional services</p> <p>Ask SMRPC to sponsor regional household hazardous waste collection and large appliance disposal days</p>
FISCAL ANALYSIS	<p>Include all assets, including Trust funds in annual report</p> <p>Keep all deposits in banks or accounts insured by FDIC, and be sure below maximum insurable amt</p> <p>Include list of municipally-owned bldgs and/or land in annual report together with values</p> <p>Improve capital accounting reporting</p>	<p>Research impact fee systems during next five years</p> <p>Require all subdivision proposals and commercial & industrial proposals to provide fiscal analysis of devel. prop.</p> <p>Develop equitable impact fee system by 1994 Town meeting</p>	<p>Treasurer - work with Town auditor to use gross method of budgeting and accounting with dedicated or earmarked funds separately recorded.</p> <p><u>Budget Committee</u></p> <p>Annually gather cost of living & comparable pay data from Maine Municipal</p> <p>Set general guideline for depts. annually</p>

FISCAL ANALYSIS (cont.)

Selectmen

Reference Capital Budget items in Annual Town Report as capital reserve accounts or long term bonds, present together with amounts
Include in Report, fees collected for services and payments to service provider
Include footnotes to clarify account items such as transfers, in Report

Planning Board

Other

Budget Committee (cont.)

Include guidelines & rationals for funding in annual report & explain. of why were or were not implem. in various areas
Develop Capital Investment Program & Budget for 1991 and following years, based on draft prepared by CPC
Annual report on CIP and Budget, & results of previous town mtg re capital budget
Reference CIP in warrant articles related to CIP

LAND USE & GROWTH

IT IS STRONGLY RECOMMENDED THAT THIS CHAPTER BE READ IN ITS ENTIRETY, AS IT IS DIFFICULT TO SUMMARIZE IT ACCURATELY IN SHORT CHART FORM

Encourage development of regional economic committee, in 1990-91
Participate in regional meetings which address water resource management, recycling, waste management, and sewerage

Review Land Use and Zoning Ordinance in 1991 & 92, determine areas and priority for changes
Hold public hearing for public input on proposed changes
Submit Top priority changes for action by 1991 and/or 1992 Town Meeting (depending on time of completion of State Review & Acceptance of Town of Comprehensive Plan, with or without amendments)
Review subdivision regulations 1991/92
Consider expanding Site Plan Review regs to any multi-family structure in excess of two dwelling units
Annually appoint one person to update municipal data in Comprehensive Plan
Hold one meeting a year to review new data & discuss relationship to Comp. Plan
Update population & housing data when 1990 census information available
At least once yearly, meet with Code Enforcement Officer to discuss Dev. trends

Budget Committee

Implement CIP in keeping with growth management by addressing existing problems first, then growth needs
Participate in regional meetings re water resources, recycling, waste management
Act as advocate for resources in public hearings

Selectmen

Planning Board

Revise Zoning Map to allow new areas for low density residential development
Revise Zoning Map to allow additional area for commercial development
Revise home occupation guidelines to provide more liberal approach while still protecting neighbors
Schedule annual review of regulations
Provide findings to Selectmen re regs for inclusion in annual report and possible action
Research growth management regs in 1991 & 1992
If needed, develop growth management ordinance 1993
Determine when growth would be considered too high
Sponsor workshops and public hearings re growth management
See also Planning Board role under Housing, Local Economy, Transportation
Natural Resources, Historic Resources, Recreation, Community Facilities & Services

Other

Budget Committee
Recommend the allocation of resources at Town Meeting in support of regional needs.

Town

Continue to participate in recreation, health and school regional pacts and supports

CHAPTER 11, IMPLEMENTATION STRATEGIES, which also summarizes information from the entire Comprehensive Plan is not included in this chart form summary.

BRIEF SUMMARY OF PARSONSFIELD'S COMPREHENSIVE PLAN

A Summary of Goals and Policies is contained in pages ii through ix. A summary of implementation strategies and compliance with State goals is contained in pages 161 through 171. The proposed Town bodies to accomplish goals and their particular tasks are listed in chart form in Appendix B. This summary, therefore, will concentrate on underlining the most important findings of the Committee.

In Residential Development, the Committee found that there was no significant problem of affordable housing as measured by sale prices of houses. The most pressing problem in the housing field is in the elderly category, for elderly people who primarily are still able to remain independent but need some auxiliary services. A Congregate Housing Facility or Independent Living Facility for the elderly would be highly desirable, and most probably should be developed in conjunction with at least one other neighboring town. Housing assistance for very low income people to help them afford rental housing is also a need. Financial assistance in the form of low income loans or grants to aid families in eliminating serious code violations would be desirable but the Town doesn't have sufficient money to provide this, and it appears at the moment that neither does the State. In considering all housing programs and prospective Town expenditures, the Committee was aware that high property taxes are a problem that impacts on housing affordability and that is difficult for many Townspeople, particularly the elderly.

The state of the local economy is perhaps the most immediately pressing problem that Parsonsfield faces. The closing of the Industrial Box Company, the relocation of several other companies and the current business decline has seriously impacted on Parsonsfield. Even before these situations occurred, residents of Parsonsfield have had to travel significant distances for employment. Under these circumstances, it is especially important for Parsonsfield to encourage, maintain and if possible, expand its forest and agricultural products industries. Another possible source of economic development is the tourist industry. The outdoor recreation resources of the area, such as fishing and hunting, would be the primary attraction. The economic problems, however, need to be addressed on a regional basis and the Committee already has informed Southern Maine Regional Planning Commission of its desire to be part of a regional economic development committee.

Transportation is an expensive item for Parsonsfield because of the many miles of roads, which are supported by a small population. Therefore, it is especially important that maintenance and improvement be scheduled as part of the capital investment program. A commuter bus to Portland along Route 25 would be desirable.

Natural resources are very important to residents and property owners, as shown in the Public Opinion Survey of the Comprehensive Planning Committee. For the most part, natural

resources have been relatively well-maintained. But it is of primary importance to the Town that these resources continue to be guarded from adverse effects of development. Additionally, most residents in Parsonsfield rely on private wells for their water and protection of the purity of this water necessitates constant vigilance. The recent problems relating to chemicals found stored at the abandoned box factory have made townspeople and the local water company more aware of the possible dangers to the water supply.

Historic resources are cherished by many local residents, but need to be identified more carefully, with specific plans being made for upkeep.

The Town has a historic commitment to quality education. However, there appears to be dissatisfaction in the group which would most likely be parents of school age children. The Town is part of a school administrative district of five towns and therefore only has impact through its three School Board representatives. The Committee suggests that MSAD #55 develop business and vocational programs for the changing technology, and a teen center; and that together with the Towns sponsor educational programs on waste and recycling. The allocation of school costs to Parsonsfield appears somewhat inequitable. One reason for the higher state property valuation of Parsonsfield, as compared to several other towns in the district, may be the higher value given trees in Parsonsfield (York County) as compared, for example, to Porter and Hiram (Oxford County).

The Town has recently renovated a former school for Town offices, and the new facility has allowed for more efficient administration and for more comfortable meeting space. The Town has no public water or sewer facilities, and a private water company supplies only the Kezar Falls area of Town. Services are limited and many are provided in conjunction with other towns. The Town has established a recycling committee and has passed a recycling ordinance.

The Town has experienced considerable growth in its valuation and in its expenditures. The Committee has suggested some fiscal procedures which are detailed in the Plan and which would be appropriate for these changes in growth and expenditures.

Parsonsfield remains a largely rural community with strong ties to the 19th Century in terms of its development. Various town clusters developed in the past and the Committee has suggested encouraging this type of development, where soils permit. The Committee has suggested several new zones. Natural Resource Conservancy, which is somewhat less restrictive than the Resource Protection Zone, permits land to be managed and used for forestry and agricultural purposes and may conditionally allow residences or forest, farm support buildings. The two other new zoning districts suggested are Historic Village and Low Density Residential. A Future Land Use Concept map delineates the proposed new zones as well as the prior zoning districts.