

2010

**HALLOWELL COMPREHENSIVE
PLAN UPDATE:
VOLUME 1, INVENTORY**

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Population & Demographics

The population and demographics of communities change. Understanding the trends, such as migration and aging of the population, that underlie these changes is vital to planning facilities and services for the future. This chapter looks at how Hallowell's population and demographics have changed over the last two decades, in order to understand both where the community stands today and where it may be headed.

Population over Time

One hundred years ago, Hallowell had a population of 2,714 people, about what it has today. From 1900 to 1920, the City's population fluctuated, rising to 2,864 people in 1910 and declining to 2,764 in 1920. It declined further to 2,675

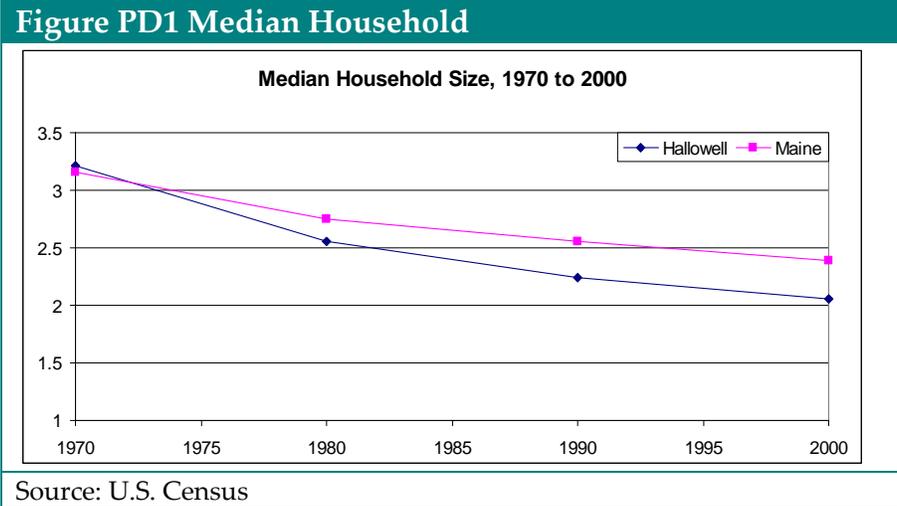
people in 1930. A steady increase followed until 1950 when the City's population hit its all time high of 3,404 people. Between 1950 and 1980 the population declined to 2,502. Over the next decade, there was a slight increase (1.3%) of just 32 people. Between 1990 and 2000, the population declined by 2.6% to 2,467 people. This most recent decrease was due in part to a decrease in the rate of natural population change and to smaller household size.

The median age of Hallowell's residents in 1990 was 36 years. By 2000, that had increased to 42.4 years. Maine Bureau of Vital Records data indicate that during this time, annual births decreased (from 30 births in 1990 to 16 births in 2000) and annual deaths remained about the same (28 deaths in 1990 compared to 25 in 2000).

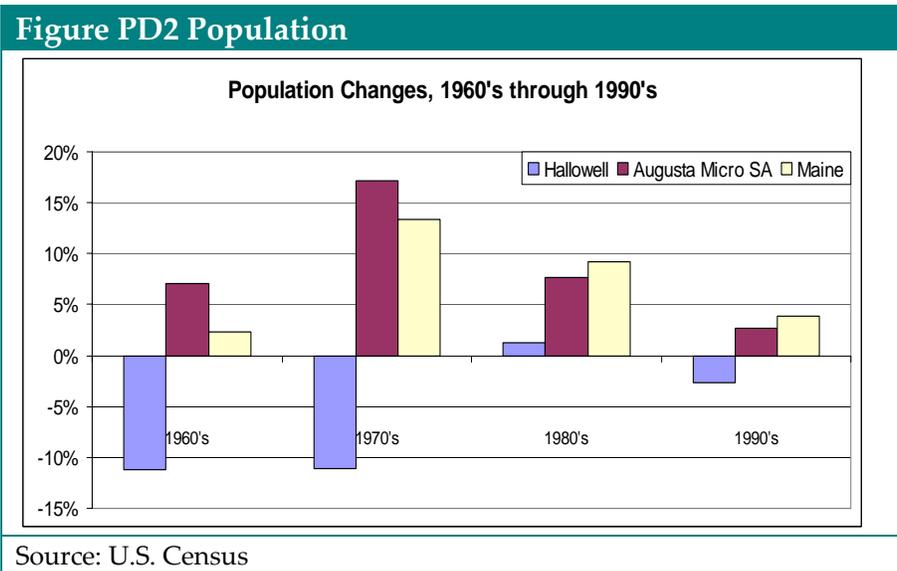
Table PD1 Hallowell's Population Over Time

	1960	1970	1980	1990	2000
Hallowell	3,169	2,814	2,502	2,534	2,467
Augusta LMA*	56,690	60,697	71,097	76,508	78,583
Kennebec County	89,150	95,247	109,889	115,904	117,114
Maine	969,265	992,048	1,124,660	1,227,928	1,274,923
Source: U.S. Census					
* See definition of LMA page 2					

At the same time, the median household size decreased 20% from 1980 to 2000, from 2.56 people per household to 2.06 people (Figure PD1). This phenomenon is not unique to Hallowell; the state as a whole also saw a decline in household size, although the decrease was somewhat smaller (- 13%, from 2.75 to 2.39 people).



Overall, between 1960 and 2000 Hallowell's population declined by about 22% (Figure PD2). Hallowell borders the Labor Market center, the City of Augusta, which saw its population decrease by 14% (3,120 residents) during the same period. While these two traditional centers experienced



population decreases, population in the Labor Market Area¹ as a whole (see Augusta Labor Market Area Map, following page) increased by about 39% from 1960 to 2000.

1 A labor market consists of a number of geographically contiguous cities and towns which share common employment centers. It is defined by the US Census and the Maine Department of Labor. The Labor Market Hallowell is part of is the Census-designated Augusta Micropolitan Statistical Area.

People are moving out of Hallowell and Augusta and relocating in outlying areas. This reflects a national trend related to increased reliance on the automobile, less expensive home prices and lower taxes in outlying areas, and a preference for a rural lifestyle.



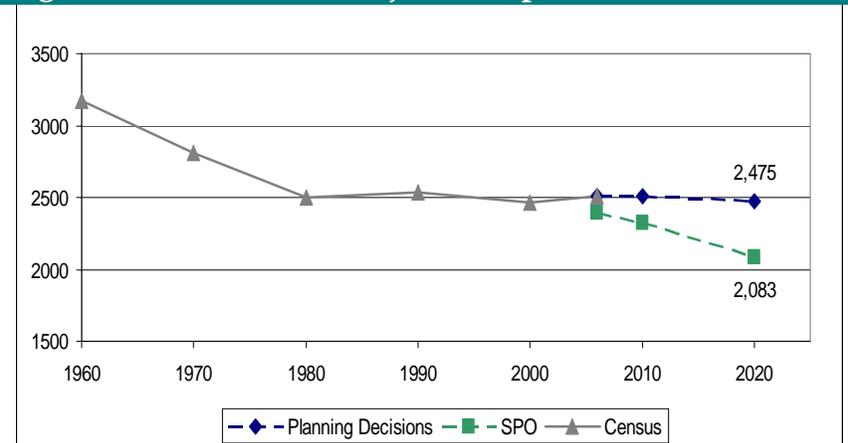
Population Projections

The Maine State Planning Office (SPO) projects that Hallowell’s population will decrease to 2,083 residents by 2020, a loss of almost 400 residents from 2000 (as shown in Figure PD-3). However, Planning Decisions estimates that the population will remain at about its current level of a little under 2,500 people. This stability will be driven by a combination of additional housing construction in the future offset by a continued decrease in median household size.

The SPO model assumes the historic decline of the 1980s and 1990s will continue. This model was created before the U.S. Census found that Hallowell’s population would increase during the current decade. Planning Decisions projects that the 2000 U.S. Census population of 2,467 in 2000 will increase to 2,475 by 2020 (Figure PD3).

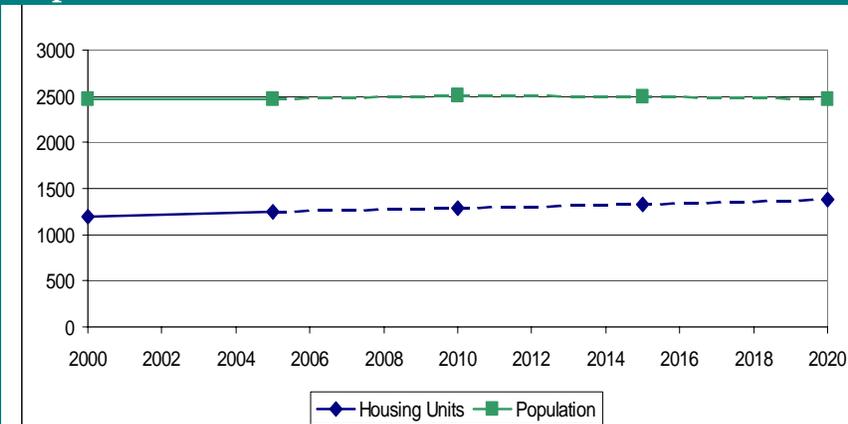
Using state projections for housing unit growth and the current number of persons per household unit to calculate population projections, Planning Decisions finds the potential for an increase. As shown in Figure PD4, the number

Figure PD3 Historic & Projected Population



Source: U.S. Census, Maine State Planning Office

Figure PD4 Projected Growth in Housing Units & Population



Source: U.S. Census, Maine State Planning Office

of housing units is projected to grow steadily over the next 15 years (on average, 9 additional units per year); if household size continues to decline at it's historical rate of .015 a person per year (from 1990 to 2006), Hallowell will maintain a relatively similar population size.

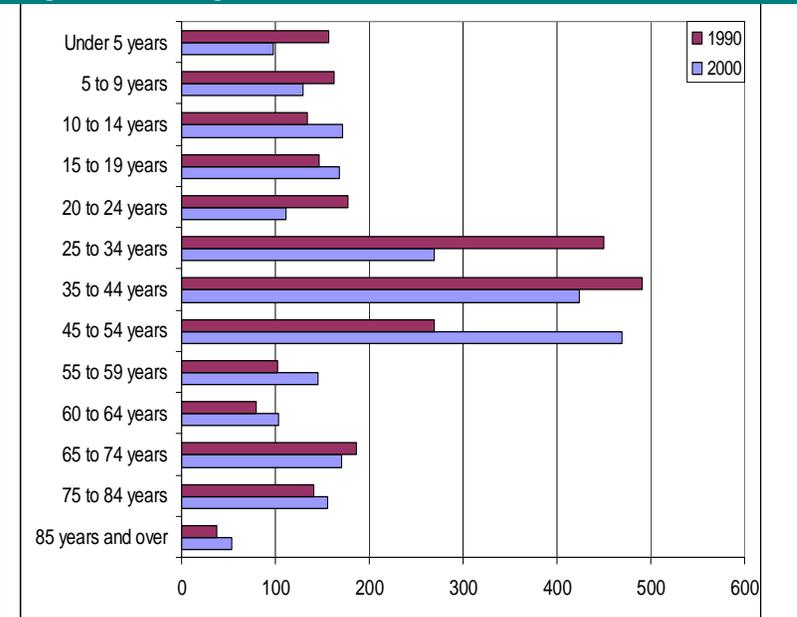
Demographics

Age

Between 1990 and 2000, the percentage of Hallowell's residents under age 25 decreased from 31% to 27% of the population (a reduction of 100 residents in absolute terms). Conversely, the City's working-age population (25 to 64 years) increased from 55% to 57% of the population. This includes the large Baby Boom generation. The population of seniors (ages 65 and over) increased from 14% to 15% (about 200 residents) of the City's population (see Figure PD5).

Of particular interest as displayed in Figure PD5 are two large age cohorts working their way through Hallowell's population. People ages 25 to 34 went from making up 18% of the population in 1990 to 11% in 2000, while people ages 45 to 54 made up 11% of the population in 1990 and then 19% in 2000. This suggests that by 2010, there will be a substantial increase in the number, and proportion, of retirement-aged people in Hallowell.

Figure PD5 Age Cohorts over Time, 1990 and 2000

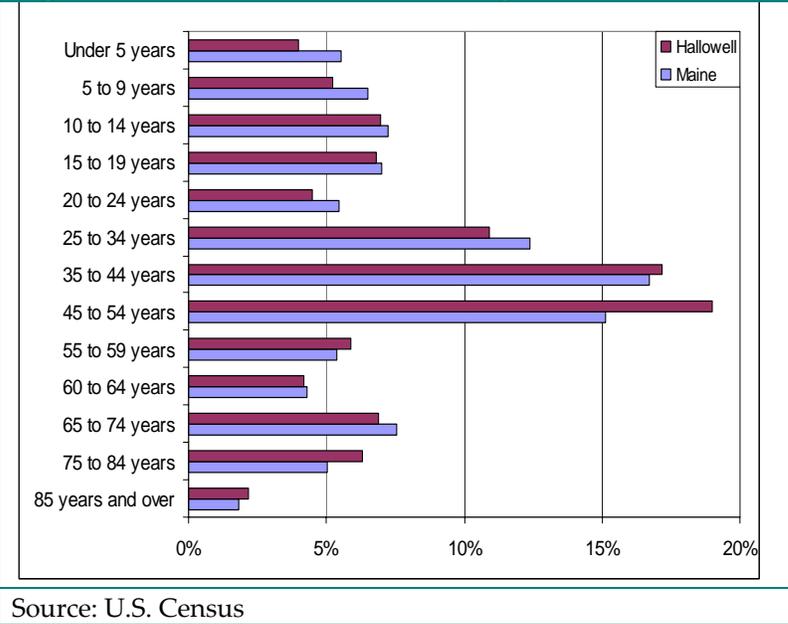


Source: U.S. Census

The median age in Hallowell was 42.4 in 2000, higher than both the county (40.7) and state (38.6) medians.

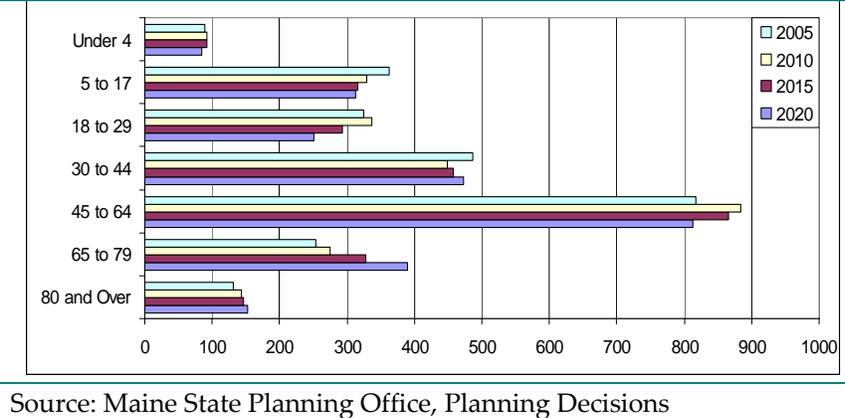
Hallowell has fewer young residents, more working age residents, and about the same proportion of seniors as compared to the state (Figure PD6). Around 30% of the state’s residents are under age 25, compared with 27% in Hallowell. More than 50% of Hallowell’s residents in 2000 were between the ages of 25 to 64, as compared to 54% for the state. Approximately 14% of the state and 15% of Hallowell residents are over 64 years.

Figure PD6 Hallowell & Maine Age Cohorts 2000



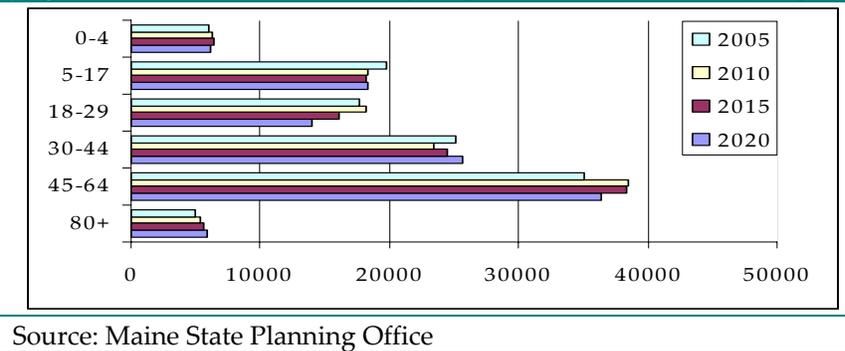
Hallowell’s population is predicted to get older in the future, as shown in Figure PD7. In fact, the population within each age cohort under age 65 is expected to decrease by 2020. In 2005, people under the age of 65 made up 84% of the population (2,036). By 2020, that percentage is expected to decrease to 78% of the total population (1,627).

Figure PD7 Hallowell Population Projection by Age



In contrast, people ages 65 and above made up about 16% of the population in 2005. However, by 2020 this demographic is expected to increase to 22% of the

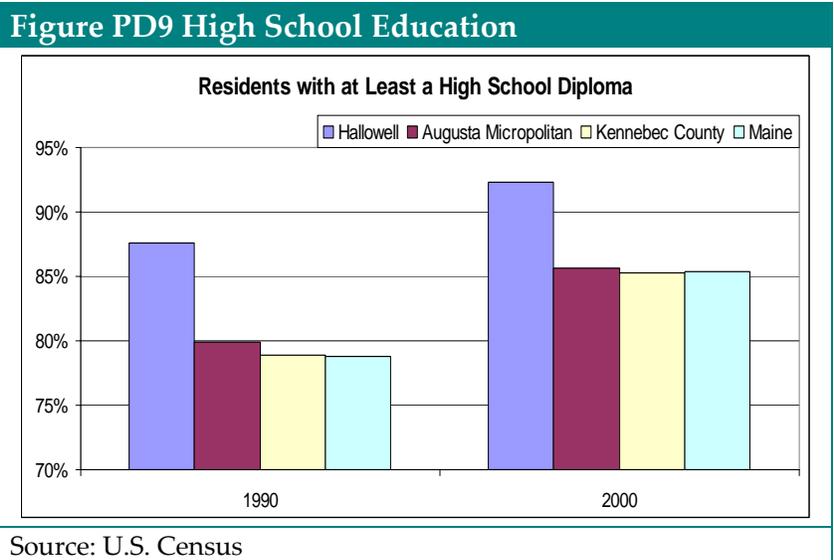
Figure PD8 Kennebec County Population Projection by Age



population. Overall, Hallowell’s population is expected to get older. The trend is similar to that of the county as a whole (Figure PD8, previous page).

This shift in population follows national trends and many small cities are facing questions about how best to serve an aging population (smaller homes, more assisted living facilities and medical services) while also working to attract and retain families and younger residents. The decline in families and school age children also has implications regarding schools and youth programs (see education section of the Public Facilities chapter).

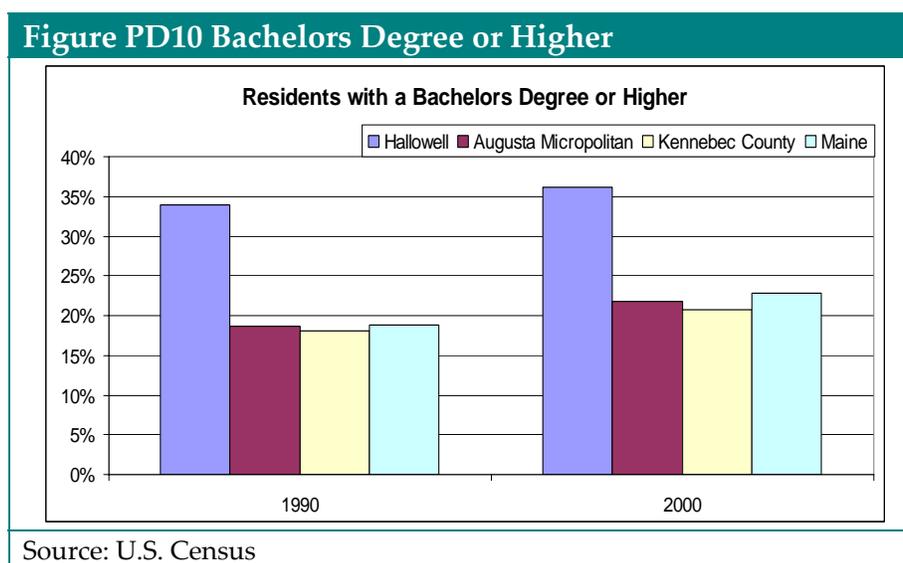
Educational Attainment



Hallowell residents are increasingly better educated, as seen in Figure PD9. In 2000, 92% of residents had at least a high school diploma (or equivalent), up from 82% in 1990. This is higher than the averages for Maine and Kennebec County (both 85%), and the labor market area (86%).

Hallowell also has a higher percentage of residents (over age 25) with at least a bachelors degree than the state, county and labor market area (Figure PD10).

There was little change in the percentage of adults in Hallowell with bachelors degrees



between 1990 and 2000 (34% to 36%). Parents with higher education degrees provide a boost to student achievement in public schools, and the level of parental education is an important factor in student’s continued education.

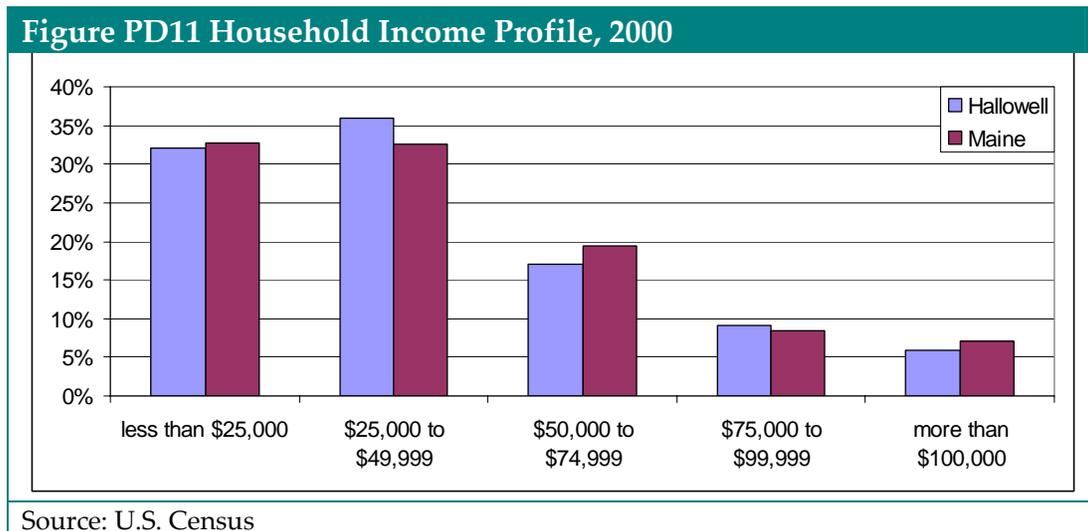
Household Income

In 1999 (the most recent year in which the U.S. Census collected income data) Hallowell’s median household income was \$36,058, a 16% increase from ten years prior (Table

Table PD2 Median Household Income, 1989 and 1999			
	City of Hallowell	Kennebec County	State of Maine
1989 Median HH Income	\$31,161	\$28,616	\$27,854
1999 Median HH Income	\$36,058	\$36,498	\$37,240
Source: U.S. Census			

PD2). However, this increase was lower than the increases seen both in Kennebec County (28%) and the State of Maine (34%). While in 1989 Hallowell’s median household income was greater than both the county and state, by 1999 it was less than both. From 1989 to 1999, Hallowell’s median income went from 112% to 97% of the State’s median. Hallowell’s lower median income may be due in part to the fact that the majority of the City’s residents work in education, health care, and public administrative fields, which typically pay less. Also, a significant portion of the population is reaching or is in retirement: retirees’ incomes tend to become smaller and they often live on a fixed budget.

In 1999, 32% of Hallowell households earned less than \$25,000; about 36% earned between \$25,000 and \$50,000; and 32% of the households earned more than \$50,000 (Figure PD11).



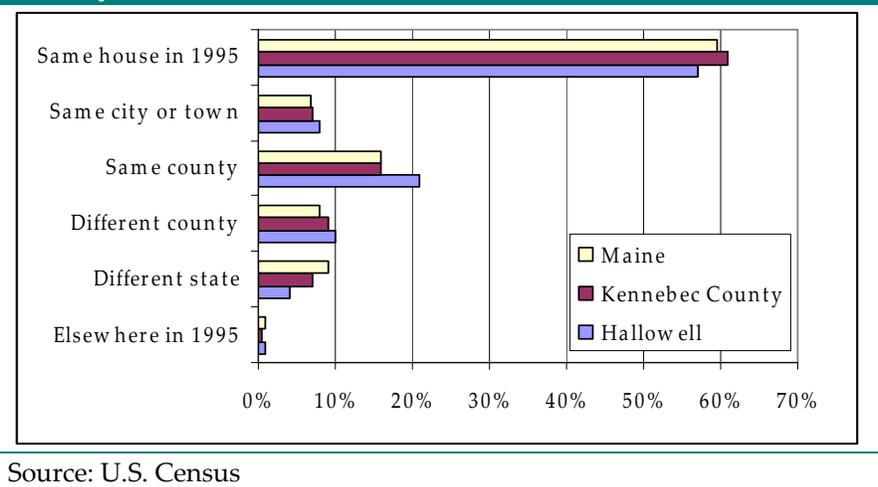
Compared with the state as a whole, Hallowell’s residents were less likely to be below the poverty level in 2000. Statewide, 11% of the population was below the poverty level, compared with 8% for Hallowell during the same time period. In 2006, 477 households in Hallowell earned 80% or less of the median household income for the City. This represents about 39% of the total households in the City.²

Migration

Hallowell’s population is relatively stable. In 2000, more than half of the population (age 5 and older) lived in the same home they had in 1995 (Table PD12). Of those who moved during this period, nearly a third migrated in from another place in Maine, and 8% simply changed homes within Hallowell. Only 4% moved from another state in the US; 1% had lived overseas in 1995. Within Kennebec County and the state, roughly 60% of the population (age 5 and older) lived in the same home between 1995 and 2000 (Table PD12). Nearly a quarter moved around from places within Maine, and 7% moved within the same place. Nine percent of Maine residents and 7% of county residents lived in another part of the U.S. or outside of the country in 1995.

Hallowell’s population moved a little more frequently than people elsewhere in the county and the state. This is due in part to the urban nature of the City, and its higher proportion of renters, who tend to not stay in areas as long as homeowners.

Figure PD12 Migration Patterns in Hallowell, Kennebec County, and Maine, 1995-2000



Hallowell’s relative stability is due in part to the perceived quality of life. Many families have lived in the community for generations; others moved here years ago and have built their lives in the City. Hallowell is seen by many as a desirable place to live

² Source: Claritas, 2006, www.claritas.com

due to its proximity to the state capital, its quaint and vibrant downtown, and its access to open space, arts, and culture.

Population Considerations

1. An increase in the number of retirement-aged people in Hallowell will have a significant impact on the demand for emergency and medical services and need for senior-oriented amenities (community centers, assisted living facilities) in the City. Hallowell needs to consider how it will meet the needs of these residents while continuing to provide for its younger residents. If the community would like to see growth in the future, more needs to be done to attract new families and younger residents to the area. This requires providing necessary educational and recreational facilities to support families as well as a variety of housing options.
2. Household income levels in Hallowell are not keeping pace with county and state income levels. Lower than average income levels and higher than average housing costs make it difficult to attract and retain residents. Increasing affordable housing options for owners and renters could help to provide opportunities for residents to stay and/or move into the community.

Housing

This chapter examines Hallowell current housing stock and its affordability. The availability of housing affects a community's ability to retain and attract businesses as well as the ability of those who work in the community to live there. Housing has a strong impact on the degree of diversity within a community's population and on the resident's overall quality of life. Providing for housing choice ensures that individuals and families of all backgrounds can choose to live within the community regardless of income or socio-economic status.

Housing Inventory

This section contains an analysis of data from the 2000 U.S. Census, highlights of housing characteristics in 2000, and documents changes between 1990 and 2000 in Hallowell, Kennebec County, and the State of Maine. Recent data on new housing units added in Augusta since 2000 is included. Additional information on recent development can also be found in the Land Use Chapter.

Current Housing Location by Census Block

Because of its small size, history, and location along the Kennebec River, Hallowell is more "urban" than other communities in the region or in Maine as a whole. Factors that reflect the urban character of Hallowell include a greater population density, more people living in Census-defined "urbanized" areas, greater numbers of renters, and smaller households (See Table H1).

Table H1 "Urban" Character of Hallowell Housing

	People Per Square Mile	Live in "urbanized area"	% of Households That Rent	Average Household Size
Hallowell	432	83%	43%	2.06
Augusta Labor Market Area (LMA)	120	30%	27%	2.39
Maine	43	40%	28%	2.39

Source: U.S. Census

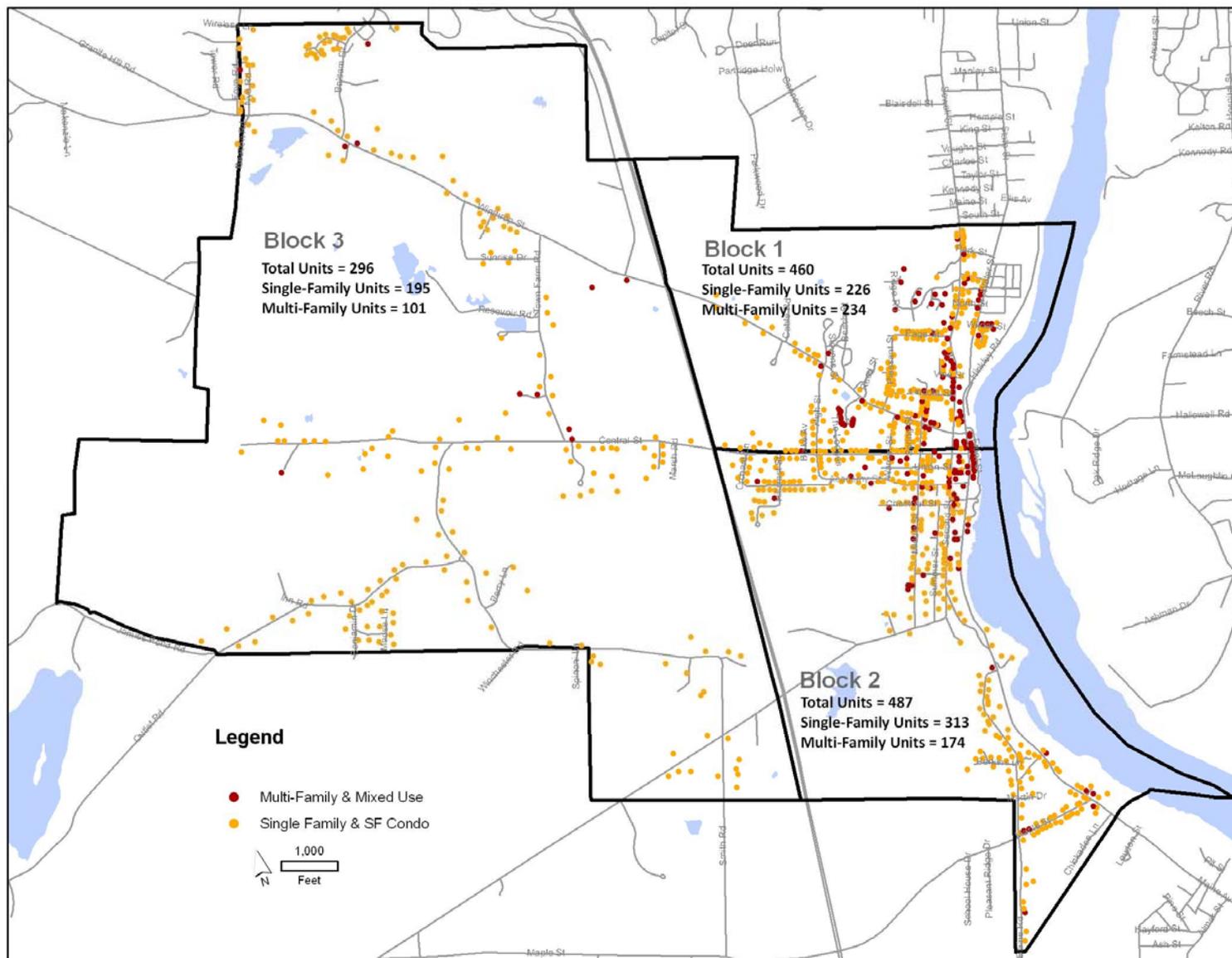
Most of Hallowell's housing has historically been found within its dense urban core. Map H1 on the following page shows the housing pattern roughly as it stands today based on US Census Block Data.

Block 1, east of I-95 and north of Central Street to the Augusta line, is the most densely populated portion of Hallowell (roughly 1,000 people per square mile) and has an almost even number of multi-family units (234) and single-family units (226) and includes the mixed-use housing in the downtown area.

Block 2, south of Central Street and east of I-95, is slightly less dense (780 people per square mile), which is reflected in the housing stock by the large number of single-family units (313). The block does include one significant multi-housing development - the HUD-subsidized Cotton Mills apartments for the elderly and disabled.

Block 3, Hallowell's rural areas west of I-95, is the least dense (120 people per square mile) and housing is primarily single-family in nature (195 units). Two multi-unit assisted living/elderly housing developments in the area account for its high number of multi-unit housing units (101).

Map H1: Hallowell Census Block Groups



Housing Occupancy

The proportion of occupied housing units gradually increased in Hallowell between 1980 and 2000 (Table H2). Hallowell has a higher overall occupancy than the surrounding county and the state in part because it has fewer seasonal units.

Vacancy rates in Hallowell are on the decline. It is important to note that not all vacant units are necessarily available for potential owners or renters to occupy. Some are in seasonal use (20 of the 98 vacant units listed in 2000) or are off the market for repairs, while others are held in family trusts. Of the vacant available units in

Hallowell in 2000, 12% were owner housing and 43% were rental housing. In 1990, 8.9% of vacant units were owner-housing; this indicates a slight decrease in demand, with more units on the market in 2000 (12) than in 1990 (10). However, there was a decrease in the number of rental properties between 1990 (62 units) and 2000 (42 units). This suggests that demand for rental housing in Hallowell has increased over the past decade while owner-occupied demand has remained relatively stable.

Housing Tenure

Tenure identifies whether a housing unit is owner or renter occupied. The rate of housing in Hallowell occupied by owners decreased between 1980 and 1990, then increased between 1990 and 2000; conversely, the rate of housing occupied by renters increased between 1980 and 1990, then decreased between 1990 and 2000 (Table H3, following page).

Table H2 Housing Occupancy in Hallowell, Kennebec County, & Maine, 1980 - 2000

Occupancy Status	1980		1990		2000		% Change
	Units	%	Units	%	Units	%	1990 to 2000
Hallowell							
Total	1123		1192		1243		4.3%
Occupied	973	87%	1080	91%	1145	92%	6%
Vacant*	150	13%	112	9%	98	8%	-12.5%
Kennebec County							
Total	41,114		51,648		56,364		9.1%
Occupied	38,579	94%	43,889	85%	47,683	85%	8.6%
Vacant*	2,535	6%	7,759	15%	8,681	15%	11.9%
Maine							
Total	428,245		587,045		651,901		11.0%
Occupied	395,184	92%	465,312	79%	518,200	79%	11.4%
Vacant*	33,061	8%	121,733	21%	133,701	21%	9.8%
Source: U.S. Census							
*Includes seasonal housing							

In 2000, the number of units occupied by owners in Hallowell was 657, 9% higher than in 1990, when there were 603. During the same period, the number of renter-occupied housing units in Hallowell increased by 10 units from 477 in 1990 to 488 in 2000, but the overall percentage of rental-occupied housing decreased from 44.2% in 1990 to 42.6% in 2000. The decline in rental housing continues today. In 2007, there were 495 rental-housing units in the City; 44 have since been lost to fire or commercial conversion, leaving 451 rental units in the community.³

Table H3 Housing Tenure Hallowell, Kennebec County & Maine, 1980 - 2000							
	1980		1990		2000		% Change
	Units	%	Units	%	Units	%	1990 - 2000
Hallowell:							
Total (occupied units)	973		1080		1145		
Owner-occupied	592	61%	603	56%	657	57%	9.0%
Renter-occupied	381	39%	477	44%	488	43%	2.3%
Kennebec County:							
Total (occupied units)	38,579		43,889		47,683		8.6%
Owner-occupied	28,265	73%	31,098	71%	33,933	71%	9.1%
Renter-occupied	10,314	27%	12,791	29%	13,750	29%	7.5%
Maine:							
Total (occupied units)	395,184		465,312		518,200		11.4%
Owner-occupied	291,475	74%	327,888	70%	370,905	72%	13.1%
Renter-occupied	100,000	25%	137,424	30%	147,295	28%	7.2%
Source: U.S. Census							

The housing tenure rates for Hallowell, Kennebec County, and the State of Maine look somewhat similar. The numbers of owner- and renter-occupied units have increased during the past decade for the City, the County, and the State, though percentage growth has been minimal.

However, the proportion of owners is much higher in the county and the state – about 71% and 72% in 2000, respectively– compared to only 57% in Hallowell. This reflects Hallowell’s urban character, as urban communities often have more rental housing available than rural communities.

³ Report of the Hallowell Affordable Housing Committee January 7, 2008

Age and Condition of the Housing Stock

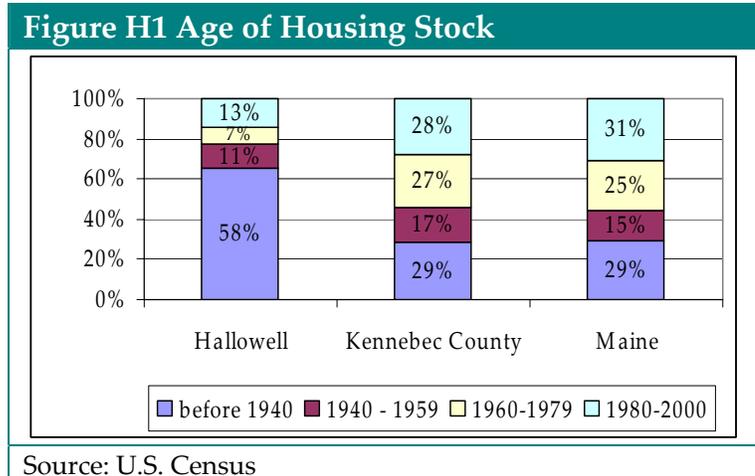
As is true of most historic communities in Maine, Hallowell has an aging housing stock. Of the roughly 1,400 housing units in Hallowell, nearly 60% (812) were built prior to 1939. For the last five decades (1940s-1990s), new development has been slow but steady, with 431 new units built.

As the majority of Hallowell’s housing stock is over 70 years old, a number of homes are in

need of ongoing repair and maintenance. Many of these homes are within the City’s two historic districts and there are guidelines that regulate how a home can be remodeled. The cost of historic renovations can be cost prohibitive. In reviewing plans for the rehabilitation of historic homes, Hallowell’s planning board often takes into account the cost of renovations when assessing the type of appropriate materials for remodeling in an effort to promote affordability.

In 2000, more than half (53%) of Hallowell’s housing stock was made up of single family homes, 47% were multi-family housing units, and the remainder were manufactured homes (1%). The percentages of housing types has remained relatively even over the past two decades (Table H3, following page). Hallowell’s housing stock increased slowly between 1990 and 2000 (4.3%), at about half the rate of growth in Kennebec County (9.1%) and the state (11%) over the same period. Outside of Hallowell, increases were largely attributable to growth in single-family homes, which jumped by 15.7% in the county and 16.3% statewide. By comparison, Hallowell’s growth has been primarily in multi-family housing development.

From 2000 to 2007, there was a boom in development in Hallowell, with 168 new housing units added (Table H4, on the following page). The majority of these were condominium and assisted living/elderly housing units (see the Land Use Chapter for more details on current growth patterns).



Only a small percentage of Hallowell's housing units are mobile homes (Table H4). There are currently no mobile home parks within the City, however, parks are allowed in the limited growth portion of the rural area, west of the turnpike along the northern portion of Winthrop Street. Mobile home parks have historically not been allowed within the historically urban portion of the community, east of the turnpike, as the area is densely populated and the majority is connected to sewer and water leaving little to no space for the appropriate park development. This area does allow for individual mobile home units as per State mandates.

Table H4 Housing Unit by Type in Hallowell, Kennebec County, & Maine, 1980 - 2000										
	1980		1990		2000		% Change	2007		% Change
	Units	%	Units	%	Units	%	1990- 2000	Units	%	2000-2007
Hallowell:										
Total	1,123		1,192		1,243		4.3%	1,409		13.3%
Single family	622	55%	618	52%	654	53%	5.8%	703	50%	7.5%
Multi-family*	498	44%	553	46%	580	47%	4.9%	697	49%	20.1%
Mobile homes/Other	3	1%	21	2%	9	1%	-5.7%	9	1%	0%
Kennebec County										
Total	41,114		51,648		56,364		9.1%	N/A		
Single family	25,409	62%	32,003	62%	37,036	66%	15.7%			
Multi-family*	12,380	30%	13,123	25%	13,007	23%	-0.9%			
Mobile homes/Other	3,325	8%	6,522	13%	6,321	11%	-3.1%			
Maine:										
Total	428,220		587,045		651,901		11.0%	N/A		
Single family	282,539	66%	390,166	66%	453,846	70%	16.3%			
Multi-family*	110,576	26%	128,860	22%	132,342	20%	2.7%			
Mobile homes/Other	35,105	8%	68,019	12%	65,713	10%	-3.4%			
Source: US Census										
Multi-Family*: Includes Duplexes and Assisted Living/Elderly Housing Units										

Housing Affordability⁴

The incomes of Hallowell residents are rising more slowly than those of residents in surrounding towns (Table H5). For this reason, problems of affordability are more readily apparent in the City.

Maine's Growth Management Law defines "affordable housing" as a decent, safe and sanitary dwelling, apartment or other living accommodation of a household whose income does not exceed 80% of the median income for the area. For Hallowell, the "area" is defined as Kennebec County. In 2007, the median household income in Kennebec County was \$42,503 (MSHA).

The City should ensure a supply of housing that is affordable to the following three income groups:

- **"Very low income"** households, with incomes that do not exceed 50% of the median income in the county (less than \$21,252 in 2007);

- **"Lower income"** households who have incomes of between 51% and 80% of the county median income (between \$21,252 - \$34,002 in 2007); and

Table H5 Income changes in Hallowell and the Augusta Market Area

		1989	1999	2007
Hallowell	Median Household Income	\$31,161	\$36,058	\$39,080
	% Increase		16%	8.4%
Augusta	Median Household Income	\$25,790	\$29,921	\$34,488
	% Increase		16%	15.3%
Chelsea	Median Household Income	\$26,271	\$40,905	\$51,882
	% Increase		56%	26.8%
Manchester	Median Household Income	\$37,750	\$52,500	\$69,291
	% Increase		39%	32.0%
Sidney	Median Household Income	\$35,123	\$42,500	\$50,391
	% Increase		21%	18.6%
Vassloro	Median Household Income	\$28,820	\$37,923	\$46,169
	% Increase		32%	21.7%
Whitefield	Median Household Income	\$28,272	\$38,477	\$45,893
	% Increase		36%	19.3%
Windsor	Median Household Income	\$29,327	\$40,039	\$49,287
	% Increase		37%	23.1%
Source: U.S. Census, MSHA				

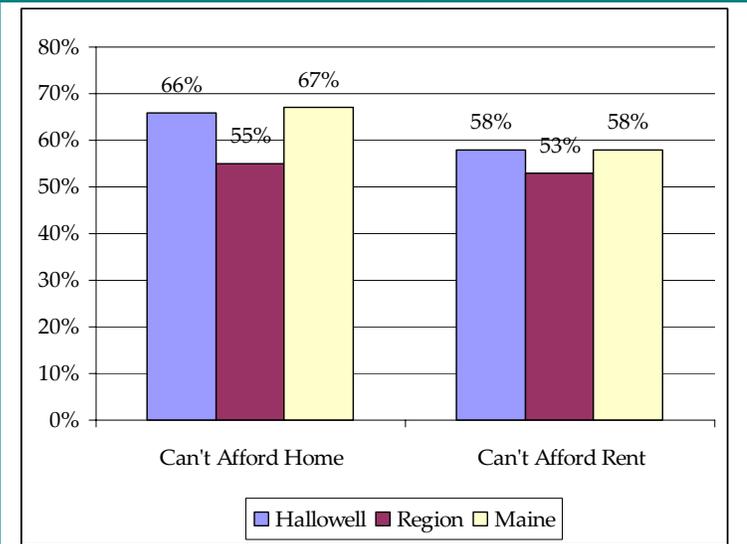
⁴ Much of the discussion and wording in this section comes from the *Report of the Hallowell Affordable Housing Committee* January 7, 2008.

- **“Moderate income”** households who have incomes of between 81% and 150% of the county median income (between \$34,002 - \$63,754 in 2007).

Affordability is a question of household income versus the cost of housing. The typical test is that, to be affordable, housing costs should not exceed 30% of a household’s income. Based on this model, 66% of residents cannot afford to buy a home and over 58% cannot afford to rent in the City of Hallowell (Figure H2).

To help determine the overall affordability within the communities in Maine, the Maine State Housing Authority (MSHA) has established an affordability index, which compares median incomes to median housing costs.

Figure H2 Percent of Households Who Can't Afford Median Cost Housing, 2006



Source: MSHA

An index value of 1.00 indicates that a household earning the median income can afford a median priced home in the community. An index value of less than one means that a median priced home is too expensive for a median income household. The 2007 index for homes in Hallowell is 0.66. Housing in Hallowell is less affordable than surrounding communities and the state as a whole (Table H6). Roughly 70% of households cannot afford median priced homes in the City.

Table H6 2007 Housing Affordability Index for Hallowell, the Augusta Labor Market Area, and Maine

	Affordability Index	Median Home Price	Median Income	% of Households unable to afford Median Home Price
Hallowell	0.66	\$169,900	\$39,080	70%
Augusta Market Area	0.92	\$145,500	\$44,684	54%
Maine	0.74	\$185,900	\$45,438	66%

Sources: MSHA

Housing has become increasingly unaffordable in Hallowell. The increase in median home prices (85%) between 1999 (\$92,000) and 2007 (\$169,900) considerably outpaced the increase in median incomes (only 8.4%).

According to MSHA estimates, similar cost to income disparities exist in Hallowell's rental market. In 2007 the average monthly rent (including utilities) for a two-bedroom unit in Hallowell was \$820; this is significantly higher than the \$741 average for the Augusta Market Area, but lower than the \$842 cost statewide. As was true with homeowners, renter incomes did not keep pace with rental housing costs.

With higher costs and lower incomes, it is not surprising that affordability is a greater problem in Hallowell than in the rest of the region. Households earning the median income in Hallowell cannot afford 2 out of 3 homes in the city, and nearly 60% of apartments.

Between 2002 and 2006, the scope of the problem became apparent. During that time, the median income of Hallowell households went up 7%; average rents went up 35%; and median home values went up 39%.⁵ In 2002, the median home price in Hallowell was \$112,500 and the median annual income was \$36,448. By 2006, these numbers had increased to \$156,450 and \$38,908, respectively. In other words, the price of a home rose by approximately \$44,000, and annual income rose by only about \$2,500. Under Housing and Urban Development Department (HUD) guidelines, a family would now have to earn \$54,500 annually to afford a house at the median price.

Hallowell renters fared even worse, because their median income actually fell between 2002 and 2007, from \$31,666 to \$27,134, while the median rent for a 2-bedroom apartment rose from \$625 a month to \$820. An annual income of \$32,801 would be required for current median costs to be affordable (i.e., for rent and utilities to consume no more than 30% of gross income).

Most Hallowell residents with low incomes are living in rental housing (Table H7, on the following page). They are most likely to experience both problems of affordability and poor housing conditions. The majority of the current rental housing stock was built before 1939. Many buildings have old electrical systems and poor access, and many are in deteriorated condition. In 2007, 44 affordable rental units in Hallowell were lost to fire or commercial use. Laurie Bourgeois, who manages the 57-unit HUD-subsidized Cotton Mill apartments for the elderly and disabled, reports: "Seven years ago there

⁵ Source: MaineHousing

were five or six on the waiting list. In the last year and a half it has just exploded.” Now, he said, the waiting list is about 55 people. The rents, which include utilities, range from \$330 for those whose annual incomes are \$18,000 or under to \$530 for those with incomes of \$31,000, the upper limit.

Income level	<30% extremely low	30% - 49 % very low	50% - 79% low	80% - 150% moderate
Income below	\$11,700	\$19,500	\$31,100	\$58,000
All households	122	256	477	844
Owners	36 (30%)	85 (33%)	191 (40%)	421 (49%)
Renters	86 (70%)	171 (67%)	286 (60%)	423 (51%)

Source: Maine State Housing Authority

Although rents are high relative to incomes in Hallowell, they are not high enough to cover the landlord’s costs for utilities and maintenance. Therefore, many apartments along Water Street and throughout the community do not currently meet minimum health and safety standards.

Housing Advocacy

The City of Hallowell is committed to providing affordable housing options within the community. However, little has been done in the past to mandate affordable housing. To help draw attention to affordable housing needs, the City’s Affordable Housing Committee released a report in 2007 on the status of affordable housing within the City as well as recommendations to promote the increased development of affordable housing. Some of the key considerations of this report are outlined below.

Affordable housing is also of concern to many other communities in the region and Hallowell is working with neighboring communities to provide regional housing solutions. Hallowell’s renewed membership in the Kennebec Valley Council of Governance provides it an opportunity to work with the council staff and regional partners to integrate appropriate affordable housing measures into the City’s ordinances.

Housing Considerations

The Hallowell Affordable Housing Committee recommended in December of 2007 that the City of Hallowell consider the following types of actions:

1. Establish a permanent standing committee on affordable housing comprised of experts in the field and several city officials, and make funds available to this committee to allow it to hire consultants and/or conduct feasibility studies. The group would keep abreast of all state, national and local subsidies available and would solicit public input.
2. Stay attentive to the Stevens Complex and urge that its officers, the standing committee on affordable housing, and the state, including area legislators, meet to explore options regarding affordable housing opportunities on the Stevens Complex.
3. Float a bond to set up a revolving fund that would allow a homebuyer to purchase a property at a reduced rate of interest. The property owner would pay back into the fund and replenish it.
4. Create a policy on affordable housing and spell it out in the City's ordinances. Include in the ordinances specific remedies to alleviate Hallowell's affordable-housing crisis so that residents will be assured no legal obstacles will bar these remedies.
5. Offer tax abatements to developers and homeowners who create low-cost dwelling units. Make appropriate use of the TIF process in creating affordable housing.
6. Ease requirements on parking adjacent to buildings housing two or more units.
7. Permit the addition of all additional dwelling units (ADUs) made to a home as long as these ADUs conform to the characteristics of the home and neighborhood.
8. If used to provide affordable housing, permit the addition of apartments above garages, either in existing space or to be built by a homeowner or landlord.
9. Allow higher density in appropriate locations on the west side of Water Street and extending uphill from Water Street.
10. Consider allowing parking garages that adhere to the style of adjacent buildings and the neighborhood.
11. Encourage the creation of new rooming houses or apartment suites suitable especially for young people or the elderly who might enjoy more social contact.

12. Establish density bonuses for subdivision developers who provide affordable housing.
13. Consider the employment of a grant-writer to explore what funds are currently available for enhancing the quality of life in Hallowell, including the addition of affordable places to live.

Economy

A vibrant economy is critical to making possible many other important aspects of a healthy community. This chapter examines the current economic climate in Hallowell and considers opportunities for future growth that are consistent with the community's character.

Hallowell's Labor Force

In 2006, there were an estimated 1,370 Hallowell residents in the labor force. Of these, 1,318 were employed (the City's unemployment rate was 3.7%). Hallowell's total employment was higher in 2006 than 2000 (1,280) but lower than in 1990 (1,325).

The education and health care sector employed nearly 26% of Hallowell's residents in 2000 (Table E1), a higher percentage than the State of Maine as a whole and about even with Kennebec county. The next highest sector was public administration (16%), which was much higher than either the county (10%) or state (5%). Public administration includes primarily government jobs; the higher proportion is due in part to the fact that many people who work for the state government in Augusta live in Hallowell.

Table E1 Industry Profile of Hallowell Residents, 2000

	Hallowell	Kennebec County	Maine
Education & Health Care	25.70%	25.30%	23.20%
Public administration	16.00%	9.60%	4.70%
Retail trade	13.30%	13.10%	13.50%
Arts & Entertainment	8.70%	5.80%	7.10%
Professional & Managerial	7.30%	5.50%	6.90%
Other	5.50%	4.50%	4.50%
Finance, Insurance, Real Estate	5.10%	4.50%	6.20%
Transportation	4.30%	5.00%	4.30%
Construction	4.00%	6.90%	6.90%
Manufacturing	3.90%	11.30%	14.20%
Information	3.60%	2.70%	2.50%
Wholesale trade	1.80%	4.20%	3.40%
Natural Resource	0.60%	1.50%	2.60%
Source: U.S. Census			

The proportion of residents who work in Retail Trade (13%) is about the same as in both the county and the state. While about 15% of the state’s workforce works in manufacturing, only 4% of the City’s workforce works in this industry sector. Natural resource businesses – farming, forestry, fishing – accounted for less than 1% of the City’s workforce in 2000 (Table E1).

Within these industries, over 50% of Hallowell residents worked in management or professional positions in 2000 (Table E2). This makes sense given the number of residents who work in the government sector. This proportion is much

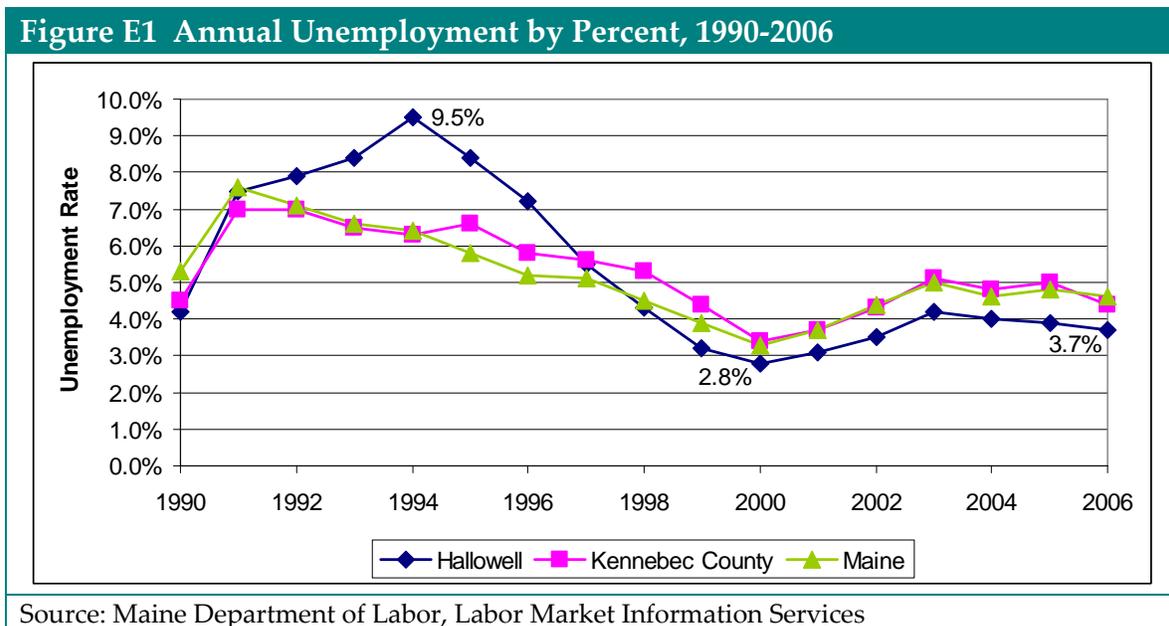
	Hallowell	Kennebec County	Maine
Management & Professional	51.0%	33.2%	31.5%
Service	11.7%	14.8%	15.3%
Sales	23.9%	26.7%	25.9%
Natural Resource	0.2%	0.8%	1.7%
Construction	9.3%	10.8%	10.3%
Production & Transportation	3.9%	13.7%	15.3%
Source: U.S. Census			

larger than either the county or state and is consistent with the high education levels of a large number of Hallowell residents (in 2000, more than 35% of City residents had at least a bachelor’s degree versus about 20% for the state, see the Population Chapter for more information). Approximately 24% of Hallowell’s population worked in sales-related positions in 2000, a little less than the county or state. The proportion of City residents who worked in the production or transportation of goods was much lower than either the county or state (which makes sense given the small proportion of residents who work in the manufacturing industry sector).

According to the 2000 U.S. Census, about 17% of Hallowell workers were self-employed or in a family business – 208 out of the total workforce in 2000.⁶ This is higher than the estimated 9.3% of Maine’s workers who were self-employed. Unfortunately, it is impossible to delineate what industries these self-employed people work in, given the current data available. Were this information available it would be possible to identify the issues these businesses face and explore ideas for what the City can do to help them grow. As the Maine economy moves away from manufacturing towards a service based economy, small entrepreneurial businesses become more important to the state and regional economies.

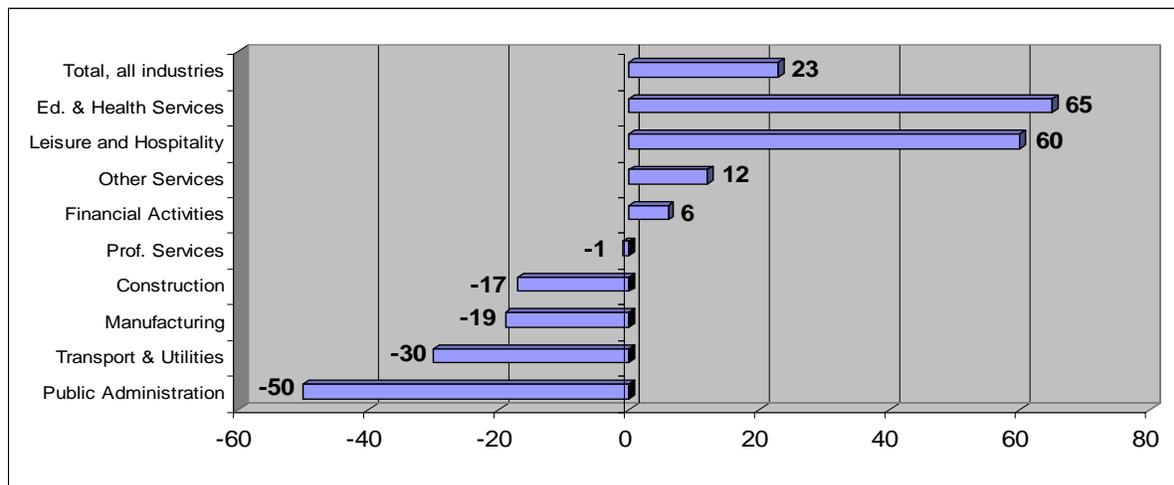
⁶ Self-employed people do not show up in much of the Maine Department of Labor data, which only covers jobs that receive unemployment insurance.

Hallowell’s unemployment rate declined during the late 1990’s and early 2000’s from a high of 9.5% in 1994 (Figure E1, following page). The pattern reflects that seen in the county and state (as shown in Figure E-1 below); however, the increases and decreases are more pronounced in Hallowell than in either the county or state. When there is a recession, the City is impacted more strongly, and the same is true when the economy is doing well.



Jobs in Hallowell

Figure E2 on the following page displays changes in employment in Hallowell between 2001 and 2006. Based on quarterly employment averages, there were 932 jobs in Hallowell in 2006, up from 909 in 2001. The largest increases in the number of jobs have been in the education and health services and leisure and hospitality sectors. These increases were tempered a bit by the loss of 50 jobs in the public administration sector during the same period.

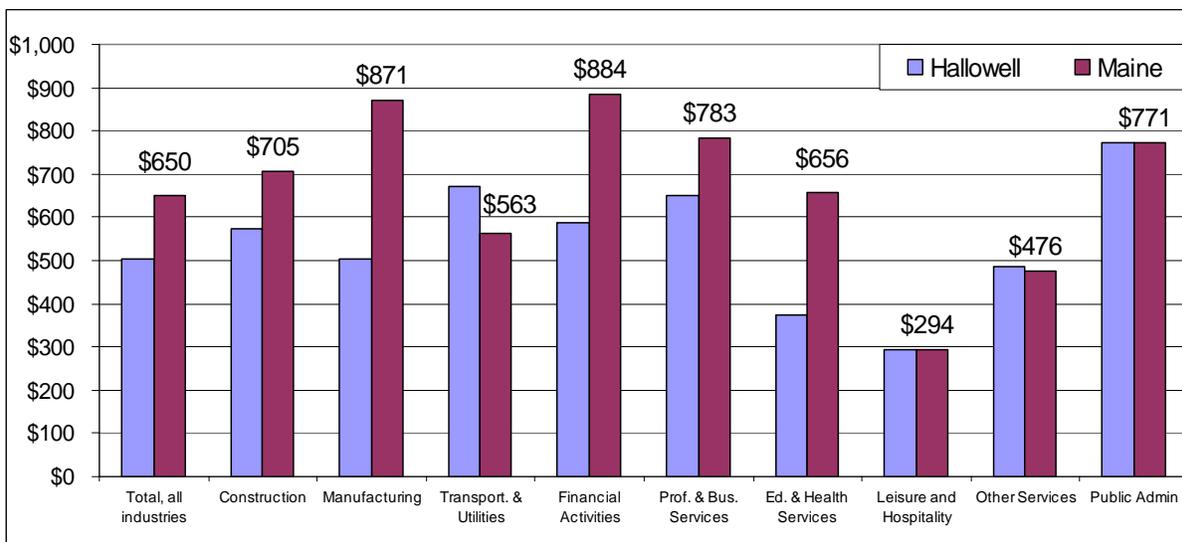
Figure E2 – Changes in Hallowell Employment, 2001-2006

Source: Maine Department of Labor, Labor Market Information Services

Overall, the average job in Hallowell pays a weekly wage almost 25% less than the state average (\$500 vs. \$650) as shown below in Figure E3. The largest industry sector in Hallowell (in terms of total employment) is education and health services. The average pay (\$375 per week) in this sector is much lower than the state average (\$656 per week). Much of this has to do with the large number of people who work at nursing and residential care facilities and in social assistance in Hallowell, and the relatively low pay they receive (\$302 and \$301 per week, respectively).

It should be noted that the incomes displayed in Figure E4, on the following page, are not the incomes earned by all Hallowell residents. Rather, they are the wages paid for jobs within Hallowell and filled, in many cases, by non-Hallowell residents.

Figure E4 Average Weekly Wage in Hallowell & Maine, 2006

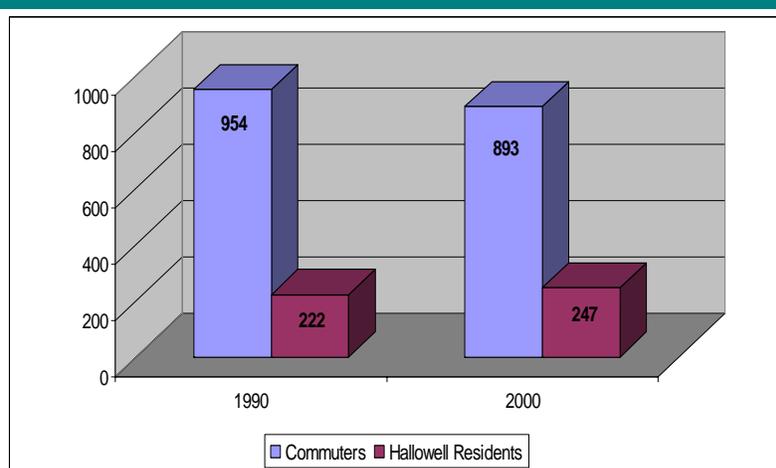


Source: Maine Department of Labor, Labor Market Information Services

Commuting

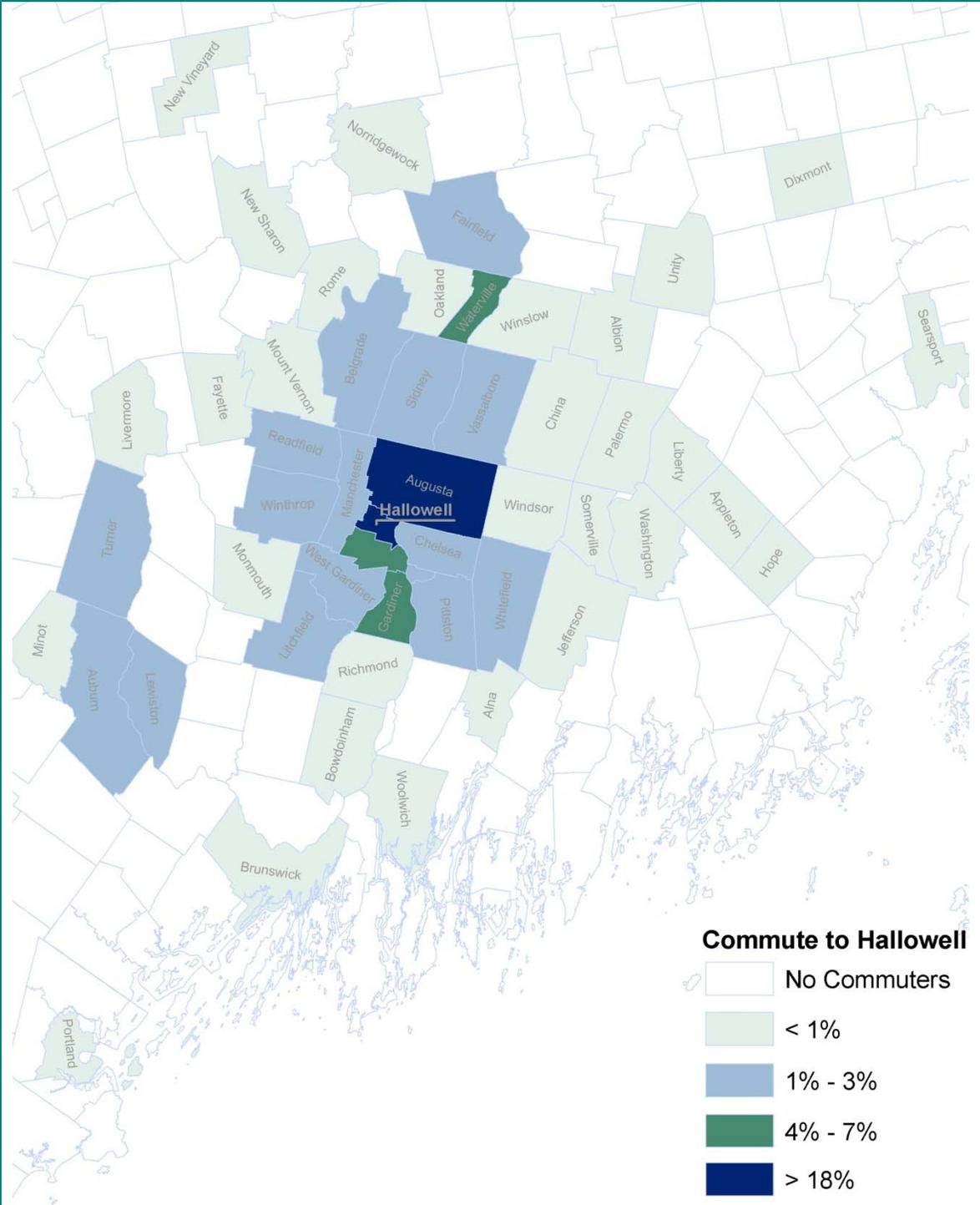
Hallowell residents comprise the minority of people working in the City. In 2000, there were almost 900 commuters coming into the City to work, joining about 250 Hallowell residents who also worked in the City. As shown in Figure E5 between 1990 and 2000, the number of commuters to Hallowell declined and the number of City residents who stayed in the City to work increased marginally. Figure E6, on the following page, shows where these commuters are from: the majority from Augusta, Farmingdale, Gardiner, and other surrounding communities.

Figure E5 Commuters and Hallowell Residents Working in Hallowell



Source: U.S. Census

Figure E6 Where Hallowell Workers Come From as % of Total Hallowell Workforce, 2000



Source: U.S. Census

In 2000 about 1,000 Hallowell residents left the City to go to work (a listing of Hallowell residents' work destinations can be seen in Table E3). Hallowell is a net exporter in terms of jobs, meaning more people leave the City to work than commute into Hallowell to work.

Augusta is the economic center of the region, and more than half of Hallowell's labor force works there. Many Hallowell residents go to Augusta not only for their jobs, but for their retail and service needs. While Hallowell does have a thriving downtown, the City still functions primarily as a bedroom community for Augusta.

Table E3 Hallowell Commuting Patterns, 2000		
Live in Hallowell, Work in...	Number of Employees	Percent of Labor Force
Augusta	653	53.0%
Hallowell	247	20.0%
Gardiner	53	4.3%
Waterville	29	2.4%
Farmingdale	28	2.3%
Portland	23	1.9%
Brunswick	19	1.5%
Winthrop	17	1.4%
Randolph	16	1.3%
Windsor	13	1.1%
China	11	0.9%
Bath	11	0.9%
Other	113	9.2%
Source: U.S. Census		

Hallowell's Economic Base

Hallowell Retail Sales by Category, 2002 to 2007

The Maine State Planning Office tracks the retail sales of all items subject to Maine's sales tax. Retail sales in Hallowell totaled almost \$26 million in 2007 as shown in Figure E7 on the following page. Retail sales increased in Hallowell during the recent economic expansion -- about 65% from 2002 to 2007 (\$10 million in five years). Much of this growth was due to an increase in sales in the auto sector⁷, presumably having to do with Quirk Ford and MotorCity motors, both located within Hallowell.

⁷ This group includes auto dealers, auto parts stores, motorcycle shops, aircraft dealers, boat dealers and auto rental.

Augusta is the retail center for the region, capturing approximately 80% of the retail sales in the Augusta Economic Summary Area.⁸ The Marketplace at Augusta development has become the second largest retail concentration in Maine, after the Maine Mall in South Portland.

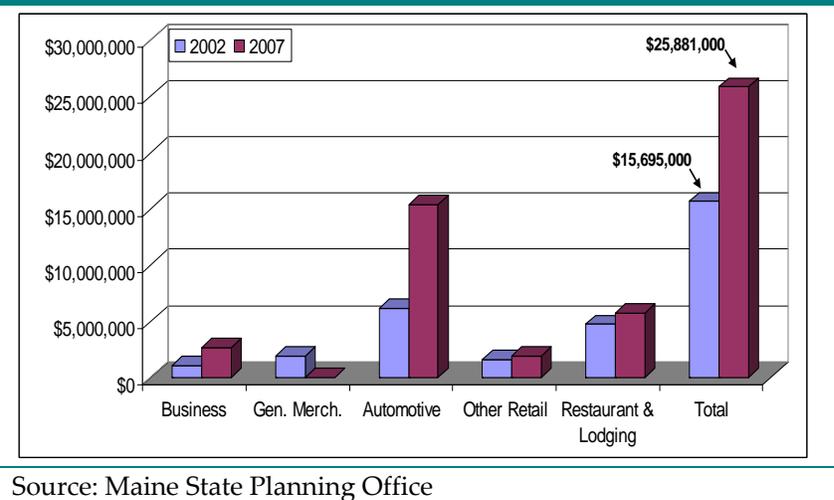
By comparison, in 2007 the City of Hallowell captured approximately

2.7% of the retail sales in the Augusta Economic Summary Area. Most of Hallowell’s retail development is located in the downtown area along Water Street. Although Hallowell is physically close to much of the commercial and chain store growth in the area, very little has moved into the City.

The lack of large-scale retail development is a deliberate economic strategy on the part of Hallowell. The community has set itself apart from Augusta, the region’s economic center, by establishing itself as a community focused on Maine-based small business ventures. Currently, there is an interesting mix of businesses in Hallowell, with a large number of them being non-chain, single location businesses. Of the 74 businesses in Hallowell with at least 5 employees, all but 9 are single location businesses. This suggests a large degree of entrepreneurship in Hallowell.

Table E4 (on the following page) presents Hallowell businesses with at least 5 full-time employees, as well as whether they are single location or multi- location businesses.

Figure E7 Hallowell Retail Sales by Category, 2002 to 2007



⁸ The Augusta Economic Summary Area includes the communities of Augusta, Chelsea, Farmingdale, Gardiner, Hallowell, Litchfield, Manchester, Monmouth, Mount Vernon, Pittston, Randolph, Readfield, Richmond, Somerville, Vienna, Wayne, West Gardiner, Whitefield, Windsor, and Winthrop.

Table E4: Hallowell Businesses With At Least Five Employees, 2008

<u>Company Name</u>	<u>Partial Address</u>	<u>Company Name</u>	<u>Partial Address</u>
Single Location Firm		Single Location Firm (Cont'd)	
Affinity	Water St	Maria Libra's Italian Rstrnt	Water St
Berry & Berry Floral	Water St	Martha Ballard Assisted Living	Balsam Dr
Blake Municipal Management Svc	Central St	Mc Allister Real Estate Inc	Water St
Bolley's Famous Franks	Water St	Meals on Wheels	Town Farm Rd
Boynton's Market	Water St	Mesca Freight Svc Llc	Water St # 201
Brahms/Mount Textiles Inc	Central St	Mesca Transport Svc	Water St
Butler & Mac Master Automotive	Water St	National Worksite Benefits Grp	Water St # 102
Cafe DE Bangkok	Water St	Newman Concrete Svc Inc	Central St
Cohen on the Meadow	Town Farm Rd	Northern Geomantics	2nd St
Cook's Pantry	2nd St	Paper Kicks Inc	Water St
Cuddly Bear Child Care Ctr	Town Farm Rd	Protea Behavioral Health Svc	Water St
David-Brooks Goldsmiths	Water St	Public Advocate	Water St # 3
Eldercare Inc	Warren St	Quality Copy & Digital Print	North St
Gagnon Home Improvements Inc	Foye Rd	Quirk Ford of Augusta	Water St
Granite Hill Est Retirement	Balsam Dr	Rollins Furniture Store	Litchfield Rd
Haircut 100	Water St	Sacred Heart Catholic Church	Summer St
Hall Dale Elementary School	Garden Ln	School Administrative Dist 16	Reed St
Hallowell City Fire Dept	2nd St	Senior Spectrum	Town Farm Rd
Hallowell City Hall	Winthrop St	Shop&Ship gifts/ Colleyhill Candy	Water St
Hallowell Family Practice	Union St	Slates Bakery	Water St
Hallowell Highway Dept	Water St	Suzanne B Cohen & Assoc Inc	High St
Hallowell Police Dept	Winthrop St	Vallee Real Estate	Water St
Hallowell Printing CO	Water St	Wadleigh's	Water St
Higher Grounds Coffee House	Water St	Wharf	Water St # C
Hillside Terrace	Warren St	Wingate Landscape CO	Outlet Rd
Hridaya School of Yoga	Water St	Wise Uniforms & Equipment	Whitten Rd
Hubbard Free Library	2nd St	Woodlands Assisted Living	Winthrop St
Kennebec Bike & Ski	Whitten Rd	Multi-Location Firms*	
Kennebec Coffee CO	Water St	Alcohol Beverage/Lottery Comm	Water St
Kennebec Oil Corp	Water St	Maine Audit Dept	Beech St
Lee's Tire & Svc	Water St	Century 21	Water St
Liberal Cup	Water St # 1	Corrections Dept Pre-Release	Stevens St
Lucky Garden Restaurant	Water St	Dairy Queen	Water St
Maine Bar Foundation	Water St	Downeast Energy	Whitten Rd
Maine Rivers	Union St # 2	Gardiner Savings Institution	Winthrop St
Maine Tomorrow	Water St	Maine Indian Tribe-State Comm	Mayflower Rd
Maine Tourism Assn	Water St	Urs Corp	Water St
Maple Hill Farm & Conference	Inn Rd	* Multi-Location firms have additional locations in other communities.	

Source: Maine Department of Labor, Labor Market Information

Capacity and Tools

Hallowell has no economic development staff, but the community has recently rejoined the Kennebec Valley Council of Governments (KVCOG), which has small business counselors and low cost financing available. KVCOG undertakes regional economic development planning and affiliation with the organization ensures that Hallowell will have the opportunity to participate in future regional economic projects and programs such as Comprehensive Economic Development Strategy (CEDS).

The City of Hallowell has an active Board of Trade, which works to promote economic growth and development in the community. The Board focuses on supporting community events and downtown development, promoting the needs of area businesses, and maintaining the unique character of Hallowell. This includes maintaining and marketing Hallowell as a regional arts and cultural destination.

Current City tools to promote economic development include a downtown Tax Increment Financing (TIF) District. Downtown tax increment financing provides a local tool to finance the cost of private development. It allows municipalities to redirect some or all new property taxes from an investment project within a designated district to assist in programs in the downtown.

In 2006 the City had about \$15.4 million in assessed value captured within TIF Districts, generating \$178,000 in tax revenue. These numbers are greater than those from 2005, when \$14.5 million was captured within the districts generating \$168,000 in taxes.

Considerations

1. While the retail sector within Hallowell is very small, there is the possibility for expansion in the downtown, especially in such areas as arts and culture, restaurants and entertainment, and specialty stores. In addition, there is the potential for additional office development in Hallowell, particularly related to state government offices, business and nonprofit associations, and other related consulting and service businesses.
2. There is room for the Hallowell downtown business district to expand to the south and to the north (on the other side of the railroad bridge). It will be important that

such development be consistent in character with the downtown, in order to strengthen Hallowell's historic "brand."

3. A similar consideration applies to the Whitten Road corridor. There is potential for several kinds of new businesses on and near that road: spin-off retail development extending down from the shopping centers at the Augusta end of the street, convenience stores for commuters, or small offices similar to those there already. This is a gateway to the City, and development should be of a quality that reinforces the Hallowell brand.
4. The availability of affordable housing for workers in the downtown, particularly artists, musicians, and others who support the local "creative economy," is important to future downtown economic growth.

Transportation

Hallowell's transportation network includes roads, sidewalks, and trails, along with limited public transit. Responsibility for building and maintaining these components is shared by municipal, state, and private entities. This chapter reviews Hallowell's transportation network and highlights considerations for the future.

Roads

Hallowell's roads comprise the majority of its transportation network.

Functional Classification

There are three distinct types of road classifications – arterial, collector and local. Each type provides various levels of access and traffic movement. Arterials, the principal purpose of which is to carry through traffic, are at one end of the continuum, while at the opposite end of the continuum are local streets, the principal purpose of which is to provide access to abutting land uses.

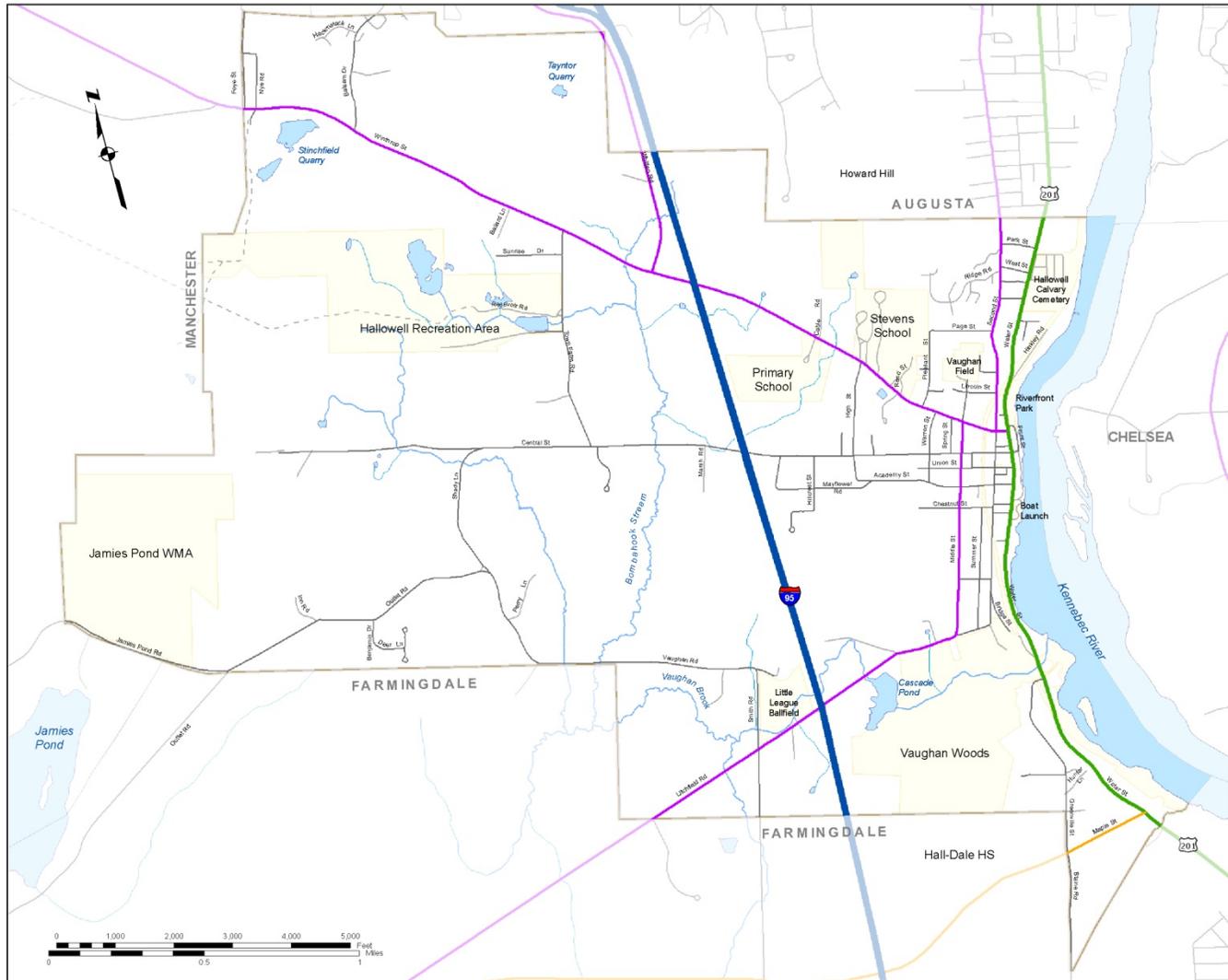
Arterial roads are designed to process high volumes of traffic while offering limited access to adjacent land use and include principal and minor classifications. Principal arterials, such as Interstate-95, are long distance connectors between large population centers. Minor arterials, such as Water Street, provide for relatively high overall travel speeds with minimum interference to through movement.

A collector road funnels traffic from local streets and distributes it to arterials. Local roads accommodate low traffic volumes and low travel speeds with a primary function of providing access to and from neighborhoods.

Hallowell has approximately 29 miles of classified roads (see Road Classification Map, on the following page).

City of Hallowell
2008 Comprehensive Plan

Road Classification



LEGEND

Federal Functional Classification

- Principal arterial - Interstate
- Minor arterial
- Major urban collector
- Minor collector
- Local roads
- Private Roads
- - - Discontinued Roads
- Existing public and private open space

Federal Functional Classifications from Maine Dept of Transportation

Principal Arterial - Interstate: A series of continuous routes that have trip lengths and volumes indicative of substantial statewide or interstate travel.

Minor Arterial: A series of continuous routes that should be expected to provide for relatively high overall travel speeds with minimum interference to through movement.

Major Urban Collector: Provide both land access and traffic circulation within urban residential neighborhoods and commercial and industrial areas in federally designated Urban Areas.

Minor Collector: Spaced consistent with population density to accommodate local roads within reasonable distance of collector roads.

Local Roads: Provide access to adjacent land and provide service to travel over relatively short distances as compared to the higher systems.

Bill Duffy

02/02/2008

Arterial roads in Hallowell are limited to Water Street and Interstate 95 (I-95). The interstate is a high-speed controlled-access highway. Water Street (Route 201) is a minor arterial. It serves as the major transportation route for the City and is the central spine of the downtown.

As there is no direct access from I-95 into Hallowell, its direct impact is minimal. However, the indirect impacts of I-95, particularly the tollbooth located between the Gardiner and Augusta exits, do influence local traffic patterns. There is a local perception that commuters living to the south choose to travel through the City to avoid the toll on the interstate. This may be evident in the high traffic volume along Water Street. Daily traffic along this arterial was in excess of 10,000 cars in 2004.

Collector roads in Hallowell funnel both local and rural commuter traffic through the City to Water Street and points north. Collector roads in Hallowell include Litchfield Road, Middle Street, Winthrop Street, and Second Street (north of Winthrop). These state aid roads⁹ are critical connectors to points outside the City, and support relatively high volumes of traffic.

Local roads make up the majority of Hallowell's road network. They include all neighborhood, rural, and private roads. In Hallowell, some local roads are subject to additional use because they offer an alternative to congested collector and arterial roads.

Bridges provide key linkages along Hallowell's roads. There are 11 bridges in Hallowell. All are in fair to good condition: the structures are sound but they may have minor on-going repair needs. The City owns and maintains only one of the bridges; the rest fall under the jurisdiction of the state either through the Turnpike Authority or the Maine Department of Transportation (MEDOT) (Table T1, following page).

⁹ State-aid Roads connect local roads to the State Highway System and generally serve intracounty rather than intrastate traffic movement.

Table T1 Bridges in Hallowell			
Name	Feature under the Bridge	Year Built	Owner of Bridge
Central Street (NB & SB)	Turnpike	1955	Maine Turnpike
Litchfield Road	Turnpike	1955	Maine Turnpike
Millikens Crossing	Rt. 27 & 201	1935	Maine DOT
Outlet Connection	Vaughan Stream	1955	Maine DOT
Outlet Road	Vaughan Stream	1935	City of Hallowell
Second Street	Maine Central RR	1935 [^]	Maine DOT
Vaughan (Water Street)	Vaughan Stream	1935	Maine DOT
Vaughan Memorial (Litchfield Rd)	Vaughan Stream	1905*	Maine DOT
Vaughan Stream (Maine Turnpike)	Vaughan Stream	1955	Maine Turnpike
Water Street (Rail Bridge)	Water Street	1914*	Maine DOT
Winthrop Road	Turnpike	1955	Maine Turnpike
[^] On the National Register of Historic Places			
* Eligible to be on the National Register of Historic Places			
Source: MEDOT			

Roads Maintenance

Hallowell’s roads are owned by the City, the State, and, in the case of private roads, by private entities. Hallowell’s Public Works Department is responsible for all work on the fifteen miles of city-owned roads. Developers and/or homeowners are responsible for the development and maintenance of the nearly three miles of privately-owned roads. The City also contains roughly nine miles of state-owned roads as well as two-miles of Interstate-95 (see Table T2). Maintenance of these roads falls to both state and local agencies. The state is solely responsible for Water Street because it is a state highway, but shares responsibility with the City for other state-owned roads.

Table T2 State-Owned Roads in Hallowell	
Abbot Lane	Maple Street
Baker Lane	Middle Street*
Beech Street	Reed Street
Boat Landing	Second Street**
Cedar Lane	Stevens Street
Coos Lane	Water Street
Eskine Court	Whitten Road
Garden Lane	Winthrop Street
Litchfield Road	
* The State owns and maintains Middle Street from Winthrop Street to Litchfield Road. The City owns the remainder of Middle Street.	
** The State owns and maintains Second Street from Winthrop Street to the Augusta Line. The City owns the remainder of Second Street.	
Source: City of Hallowell	

Development of new public roads must meet City standards as outlined in Chapter 6 of the Hallowell Ordinance. Private roads can be built to lesser standards. However, they must meet minimum City standards before they can be accepted as a public road at any time in the future. Currently, none of the private roads meet the minimum standards for conversion.

Allen Lane	Loudon Lane
Ballard Lane	Marsh road
Cable Road	Martin Drive
Chickadee Lane	Oakwood Drive
Choate Lane	Packet Road
Clark Street	Perry Lane
Dudley Lane	Quarry Lane
Fish and Game Road	Rice Lane
Front Street	Richardson Lane
Foundry Lane	Ridge Road
Hinkley Road	Row House Lane
Hunter Lane	Sunrise Drive
Inn Road	Winter Street
Janabye Lane	Katherine Drive
Source: City of Hallowell	

Traffic Mobility

Traffic mobility considers how safely and efficiently cars and trucks move through intersections and along roads. This includes identifying high volume stretches and high crash locations, and understanding the service function of intersections. Traffic management techniques can help to alleviate mobility stressors.

Traffic Volumes

Hallowell is a transportation gateway to Augusta. The communities surrounding Augusta have grown, and many of their residents commute through the City to jobs with state government. As a result, Hallowell roads support high volumes of traffic. This trend may or may not continue into the future. Historically, transit plans have estimated steady growth in automobile traffic over the next 10 years. These projections were based on a perception of increased car-ownership, low gasoline prices, and a declining reliance on public transit. However, current trends are changing. In particular higher gas prices and growing concerns over global warming are beginning to impact drivers' habits.

Class	AADT
Arterial	10,000-30,000
Collector	2,000-8,000
Local	Less than 500
Source: MEDOT	

Roads are federally classified in part based on average daily traffic (Table T4). Average Daily Traffic Counts help define roads and are also a factor in how they are maintained. The state maintains the Annual Average Daily Traffic Counts (AADTC), which provide snapshots of yearly traffic flow through identified intersections.

AADTC data shows an increase in traffic in Hallowell between 1980 and 1990, particularly on Winthrop Street and Whitten Road. Growth stabilized in the 1990s and dipped slightly between 2003 and 2006 in most locations (Table T5). This dip was part of a state-wide trend and may be a natural fluctuation of traffic numbers.

Table T5 Average Daily Traffic In Hallowell				
LOCATION	1980	1993	2003	2006
Water St N/O North St	10690	13810	13480	11590
Water St N/O Winthrop St		13430	13510	11770
Water St S/O Winthrop St		17510		15390
Water St NW/O Maple St	12050		16550	13610
Winthrop St W/O Water St		6510		7400
Winthrop St W/O 2nd St			8050	7460
Winthrop St E/O Whitten Rd	3900	6970	6450	5970
Winthrop St NW/O Whitten Rd	2640	4150	4720	4650
Whitten Rd N/O Winthrop St	2740	4880		4740
Middle St S/O Grove St		1360	1460	1520
2nd St S/O Lincoln St			4350	3930
2nd St N/O Central St			2250	1580
2nd St S/O Central St			2110	1780
Source: MEDOT				

Some local streets, such as Town Farm Road, see higher traffic volumes than one would expect for their classification. Average daily traffic on Town Farm Road was around 1,400 in 2006, which is closer to collector counts than local road counts (Table 3, previous page). Such high volume may be due in part to the location of the new school. Safety concerns along Winthrop Street dictate that full school buses cannot head east over the hill. As such they, and possibly others, are using Town Farm Road as a connection to the rest of the community.

Through traffic volumes, primarily between points south and the State Capital, significantly impact the community. Increased congestion on Water Street, Winthrop Street, and Second Street (north of Winthrop) creates hazardous conditions for drivers and pedestrians and is a burden on the wear and tear of the road network (see Traffic and Accidents Map, page 8). The City is particularly concerned about the encroachment of mall development on the east side of the turnpike in Augusta. There are fears that a connector road from the mall to Winthrop Street would be detrimental to the character of the community and lead to a hazardous increase in traffic on Hallowell roads.

High Accident Locations

MEDOT tracks accidents and measures potential safety problems by looking at the total number of accidents in a location and comparing this to the number that may be expected given the type of road involved and its traffic volumes. From this

information, MEDOT calculates a “Critical Risk Factor” (CRF). Any location that has a CRF greater than 1.00 and that has eight or more accidents over a three-year period is considered a High Accident Location (HAL).

High Accident Locations in Hallowell are found along the most traveled routes (see Traffic and Accidents Map, page 8). The highest rated locations are on Water Street, particularly at the southern bend near Vaughan Woods where visibility is poor.



Parking Facilities

Parking facilities are an integral part of a car-based transportation network. Private and public parking lots as well as on-street parking sites serve the City’s residents, commuters, and visitors (see Downtown Hallowell Parking Spaces map). The majority of Hallowell’s parking is on-street with additional public lots located on Second Street and Front Street.

Currently the community has an estimated 716 public and private parking spaces within its downtown core. Future expansion of parking opportunities is limited within the historic downtown, as it was not designed for automobile use.

Increasing pressures from new amenities such as the Rail Trail, new retail/ restaurant development, and the potential re-development of the upper-floors along Water Street may require the development of new off-street parking areas and/or creative reuse of existing lots (for example the use of church lots for employee parking during business hours).



Parking in Downtown Hallowell - 716 spaces total**

- Private (93)
- Business (290)
- Reserved (4)
- Public (88)
- Street (231)

* Number of parking spaces is based on aerial count.

**Spaces east of Middle Street, north of Elm Street and south of the Railroad Bridge on Water Street.



Bill Duffy

Other Modes of Transportation

In recent years, there has been a push to get people out of their cars and into other modes of transportation. Hallowell's compact character offers local residents the ability to walk and bike throughout the City. Its dense urban core also creates an opportunity to increase public transit usage.

Pedestrian and Bicycle Facilities

More than half of Hallowell's residents live within a two-mile radius of downtown - a reasonable distance for walking and bicycling. Currently sidewalk development is prevalent throughout the downtown area. There is adequate access for urban residents to area schools, although additional sidewalk development along both sides of Winthrop Street could improve the connection to the elementary school. Sidewalk service does not extend much further than the downtown and connectivity between the City's trails is limited. Outside of the downtown, most pedestrians and bicyclists travel on road shoulders.

Pedestrian and bicycle safety is a major concern. High speeds and congestion along Water Street and Winthrop Street make it difficult to cross. In addition, the Kennebec Rail Trail requires users to cross Water Street to connect to the southern portion. With increased usage of this urban trail, a safe and efficient pedestrian and bicycle crossing is needed. Measures to improve/expand sidewalks, develop designated trail/path connections, and improve pedestrian crossings throughout the community need to be taken.

Public Transportation

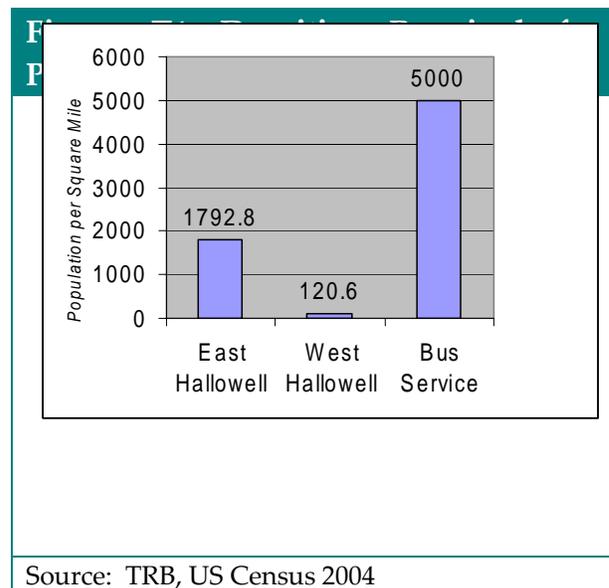
Kennebec Valley Action Program (KVCAP) is a private, non-profit agency that provides public fixed-route bus service in Kennebec and Somerset Counties. KVCAP operates public fixed-route bus service, KV Transit Service, in the greater Waterville and Augusta areas. This includes fixed route transit (KV Transit) and demand response (KV Van) service in Hallowell.

A fixed-route bus line from Augusta to Gardiner serves Hallowell. It runs six times a day, leaving Cotton Mill Apartment in the morning, at noon, and in the early evening.

This bus is primarily a commuter link between Hallowell, Gardiner, and downtown Augusta.

Demand response door-to-door van and volunteer transportation services are available to eligible passengers, primarily disabled, elderly, and low income clients in the community. Taxi service is also available in Hallowell through providers in Augusta, Chelsea, and Gardiner.

Increasing public transit in a community is a matter of density. For service to be successful, there must be a critical mass of riders at key locations heading toward key destinations. According to the Transportation Research Board (TRB), it takes a density of 5,000 people per square mile to support regular bus system. Hallowell has about 403 people per square mile. In and around the downtown the density is close to 1,800 people per square mile (see Figure T1). Increasing density in urban areas would be one way to support public transit. Defining and developing transit nodes (locations with strong connections to residential and commercial amenities) could also help anchor new areas of growth.



Intra-city transportation hubs are located in Augusta. A fixed-route Greyhound Line terminal at the Augusta airport provides service to outlying communities and to Boston; Concord Trailways has plans to develop a terminal at the J&D Business park that will offer service to Portland (the Amtrak Station), Bangor, and Boston (both downtown and the Logan Airport).

Rail

The state currently owns and maintains the remaining active rail line in Hallowell. The line is part of the 33.6 mile Brunswick/Augusta Branch. The Maine Coast Railroad (MCR) operates occasional excursion service on this branch, and a station platform was built in 2000 to serve these tours. Currently the line provides limited one-day excursion service between Richmond and Hallowell.

As transportation priorities change, the rail line could again serve as an import regional link for passenger travel, particularly between Augusta and Hallowell. State-wide rail service development efforts are focused on developing passenger connections between Portland-Brunswick and Portland-Lewiston. Funding for the development of additional lines will not be made available until one or more of these connections are completed and have been proven financially viable.

Airport

The Augusta State Airport is owned by the State of Maine and is located in, managed, and operated by the City of Augusta. It provides regular scheduled passenger service to and from Boston and 15 other cities in the mid-Atlantic and Northeast United States. The airport has two runways and averages 91 flights per day.

The airport manager hopes to expand the marketing of the airport facilities with incentives including low-cost parking, more connecting flights to major carriers, and an increased number of enplanements (individuals who depart from the airport to other destinations). In addition, the airport is encouraging the current scheduled service provider (Colgan Air) to upsize their plane and provide a flight attendant and bathroom facilities for passengers.

An airport master planning process is underway to plan for the future needs of the airport. Currently there are no issues concerning the airport and the City of Hallowell. However, any discussion about expansion or increase in service should be discussed with the City if it includes additional flights over the community.

Considerations

As Hallowell looks to develop and possibly grow in the future it will need to take into account current traffic patterns and problem areas:

- 1. Water Street**—As the City’s only arterial, and its most significant gateway, land use changes along this road will have an impact on traffic patterns. The recent development of the Kennebec Rail Trail and the proposed riverside park will bring more pedestrians and cyclists but also more cars to the community. Parking is already an issue along the road and any necessary increases will need to be accommodated. Future development - particularly outside the historic downtown - has the potential to create additional traffic and parking needs.
- 2. Winthrop Street**—Traffic volume and speed along with pedestrian access and safety are seen as major concerns along Winthrop Street. Pedestrian access to the new elementary school is limited and parents and children must cross the road multiple times if they wish to use sidewalks. Potential new development west of the turnpike near Whitten Road would create issues of increased traffic and linkages to the downtown. Any new growth needs to consider the burden on the existing roads as well as possible alternative transit connections such as bus stops and sidewalks.
- 3. Pedestrian/Bike Connectivity**—Hallowell is a relatively small community and has the potential to be fully connected in terms of sidewalk, trail, and bicycle lanes. The Kennebec Rail Trail has brought this connectivity to the downtown. Efforts are needed to link this network with the areas west of the turnpike. In addition, there is a need to promote greater safety and traffic calming along the major travel corridors to promote safe travel for all users.
- 4. Public Transit**— Hallowell should attempt to incorporate public transit into its land use policies. Current lines are minimal and serve only a select clientele. Increasing the number of bus stops in the community and encouraging new developments to include public transit connections could help to expand the network. Hallowell will need to work with surrounding communities in these endeavors as most major destinations would be outside the City.

Land Use

Hallowell's development pattern is rooted in its location and in the physical lay of the land. The first settlers arrived via the Kennebec River, the major travel corridor of the 18th century, and built homesteads along the river's banks where Water Street now stands. Hallowell and surrounding communities with access to the river and the ample fertile farmlands grew quickly.

As trade grew so too did the commercial and residential sectors of the City. Businesses, industries, and services began to line Water Street and town merchants and tradesmen built stately homes surrounding the commercial core. Farm and agricultural activities moved over the hills into what is still considered rural Hallowell.

This development pattern continued through the beginning of the 20th century. As with most American cities, Hallowell's growth came to virtual stop during the depression and early years of World War II. It boomed again in the 1950s as growth throughout the region and the development of Interstate 95 (I-95) brought more people and industry to the area. I-95 also created a split between Hallowell's "rural" west and "urban" east, limiting travel and creating a physical barrier. Another development downturn came during the 1970s and 1980s when many area industries closed and much of Water Street was abandoned. In the last two decades, Hallowell has experienced a renaissance, including a revival of the downtown and the rehabilitation of much of the City's historic area. Marked growth in residential development during this period came primarily in the form of single-family suburban style homes to the west and condominium development to the east.

Commercial development in Hallowell has always been oriented around the City's transportation corridors. The first major corridor was the Kennebec River, a transportation hub for goods and services. Later the river served as a significant power source, fueling industrial growth. With the advent first of rail (which ran parallel to the river through the downtown) and then the automobile, new modes of distribution and travel developed. Today, commercial development remains primarily in and around the downtown, with some recent growth just west of I-95.

The chapter takes a visual and analytical tour through development in Hallowell over the last two decades, in order to understand where the community stands today with regard to land use and where it is headed in the future.

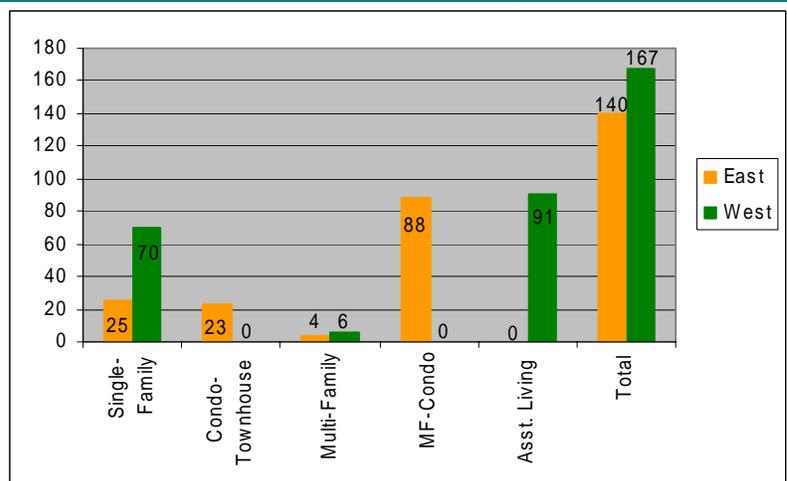
Development over Time

Like many towns in Maine, the majority of Hallowell’s buildings predate the 1940s. Of the current 1,351 units, 812 were built prior to 1940. Over the last two decades (1986-2007), 307 new housing units have been built, including substantial numbers of condominium and assisted-living units.

Land ownership within Hallowell is primarily in the hands of local and Maine residents. The largest land holding belongs to the Vaughan Family; they own roughly 300 acres, including more than 30 parcels in and around Vaughan Woods and Vaughan Farm. There are 25 out-of-state landholders in Hallowell; they own 40 lots covering 142 acres.

As is true in many communities, single-family development has increased in Hallowell’s rural areas as land “in town” is scarce and there has been a strong regional market for suburban-style, large-lot homes. In addition to single-family development, Hallowell’s substantial growth in housing units from 1986-2007 was due in part to the large-scale condominium

Table LU1 Residential Unit Development 1986-2007



Source: Hallowell Assessing

development on Ridge Road just north of the downtown and two assisted living communities built in the western portion of Hallowell. The Granite Hill assisted living development also includes the single-family development along Walnut Drive across from their main lodge. This subdivision currently has 48 units total with a few units located in Augusta.

New commercial development in Hallowell has been minimal, with only 13 new developments between 1986 and 2007. The City has a strong historic mixed-use downtown that includes retail shops, offices, restaurants, and neighborhood services. There has been some conversion of residential units into commercial uses, most notably

the Worster House conversion to office use. Some additional commercial and light industrial development has taken place west of I-95, and the expansion of commercial zoning along both sides of the interstate creates the potential for new growth.

Residential and commercial construction between 1997 and 2007 (see Map 1, page LU-5) included the approval of nine new subdivisions, totaling 49 lots. Only one, the Winthrop Street Subdivision just east of I-95, is designated for commercial use. Six of the subdivisions are single-family developments located west of the I-95. Granite Hill Estates and The Ridges are the only condominium-style developments. Of the 49 total approved sub-division lots, only 26 have been developed.

A total of 172 new residential units and 6 new commercial buildings were built in Hallowell between 1997 and 2008. Of the residential units, 138 were built west of I-95; 80% of them were assisted living/senior housing units. Development east of I-95 included twenty new condominium units in The Ridges and construction of 10 new single-family homes and 3 new commercial buildings along with the new Hall-Dale Elementary School.

Future Development

Taking into account the current pace of development, the available land, and the expected changes in the number of households and overall population, Hallowell has ample land for growth under existing regulatory requirements (see Map 2, page LU-6). It is projected that Hallowell will grow by an average of nine residential units a year (see Population Chapter) and that the overall population numbers will remain stable. Commercial and industrial growth is concentrated along Water Street and the Winthrop/Whitten Road area both of which provide opportunity to meet expected growth patterns.

In areas east of the turnpike, growth possibilities are tied to the availability for infill and redevelopment. There is land available to meet the pace of urban residential development needs in the newer neighborhoods along Second Street, near the Ridges; along Center Street, near Magnolia Street; and along Winthrop Street, near Stevens School. These areas provide opportunities for single-family, townhouse, and multi-family developments. The Stevens School provides the potential for infill development, in particular multi-family apartment and condominium redevelopment as well as new single-family and/or townhouse development. Hallowell could expand infill potential

by allowing for accessory dwelling units within urban neighborhoods and revising downtown building codes to make reuse of upper floors for residential use more feasible.

There is ample area for residential development in the rural area. With current regulations that allow for one unit per acre single-family development, there is the potential for over 1,080 houses¹⁰ to be built on developable rural land. Current patterns indicate that development in this area will not be that dramatic as most homes being built have at least 2-3 acres of land per unit and many rural landowners have no plans to subdivide their land. However, this does indicate that future growth needs can easily be met.

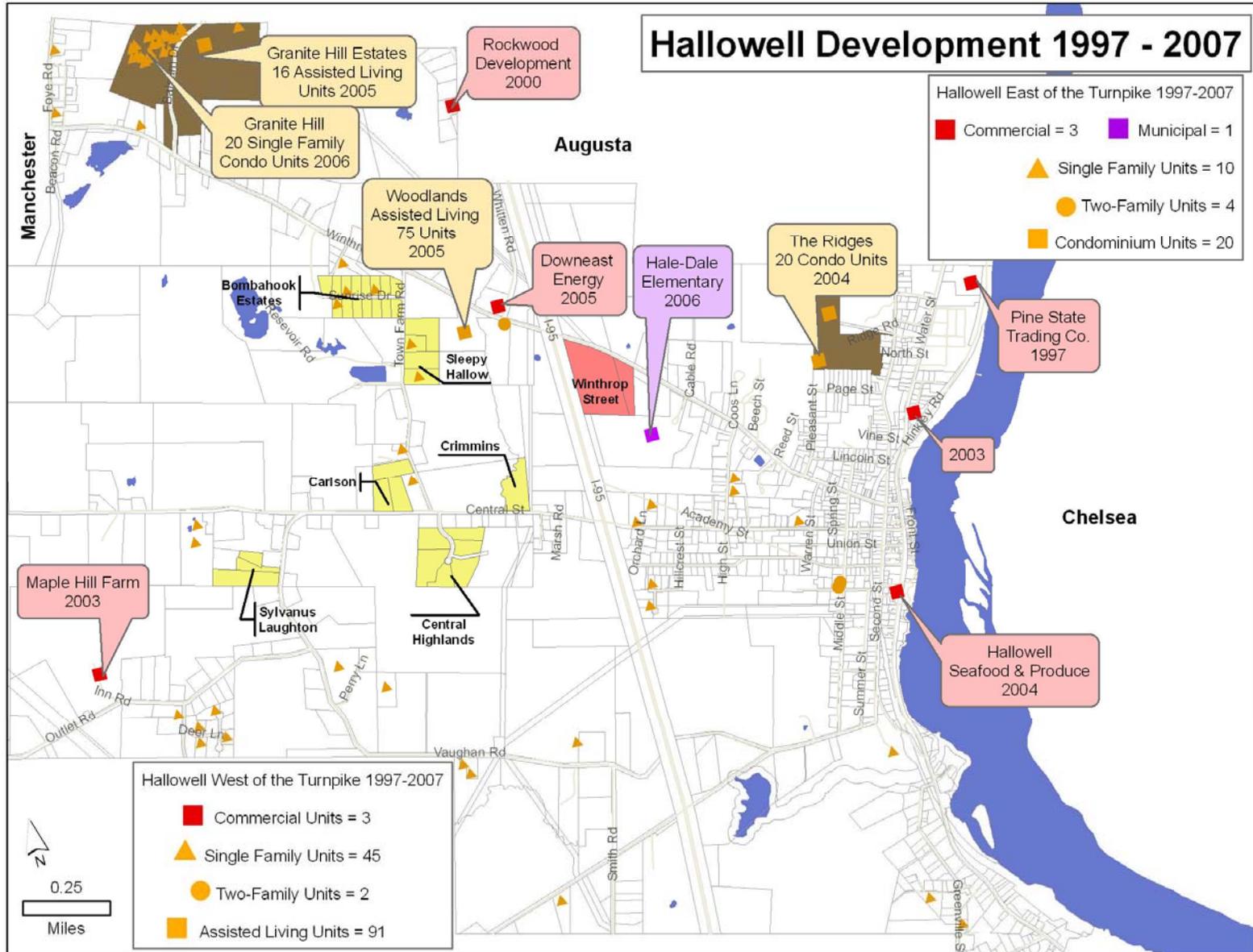
Commercial development in Hallowell is primarily located along Water Street. While the roadway is relatively developed, there is room for infill particularly along the outer portions north and south of the historic downtown. These areas afford the possibility for continued conversion of residential properties to non-residential use as well as some sites for new development. Keeping in character with the size and scale of development in this area, the majority of new commercial growth would be small-scale (less than 10,000SF) and a majority could include mixed use allowing for upper floor residential development.

Moderate scale industrial and office development is primarily limited to portions of Winthrop Street near the turnpike and Whitten Road. The current area is zoned for small to medium density industrial and office development and there is roughly 200 acres of available land¹¹. Given the limited nature of such development in Hallowell (see Economic Chapter), this is ample land for growth. The significant amount of land with frontage onto I-95 does provide the potential for expansion of these zones in the future, if it is deemed necessary and access can be provided.

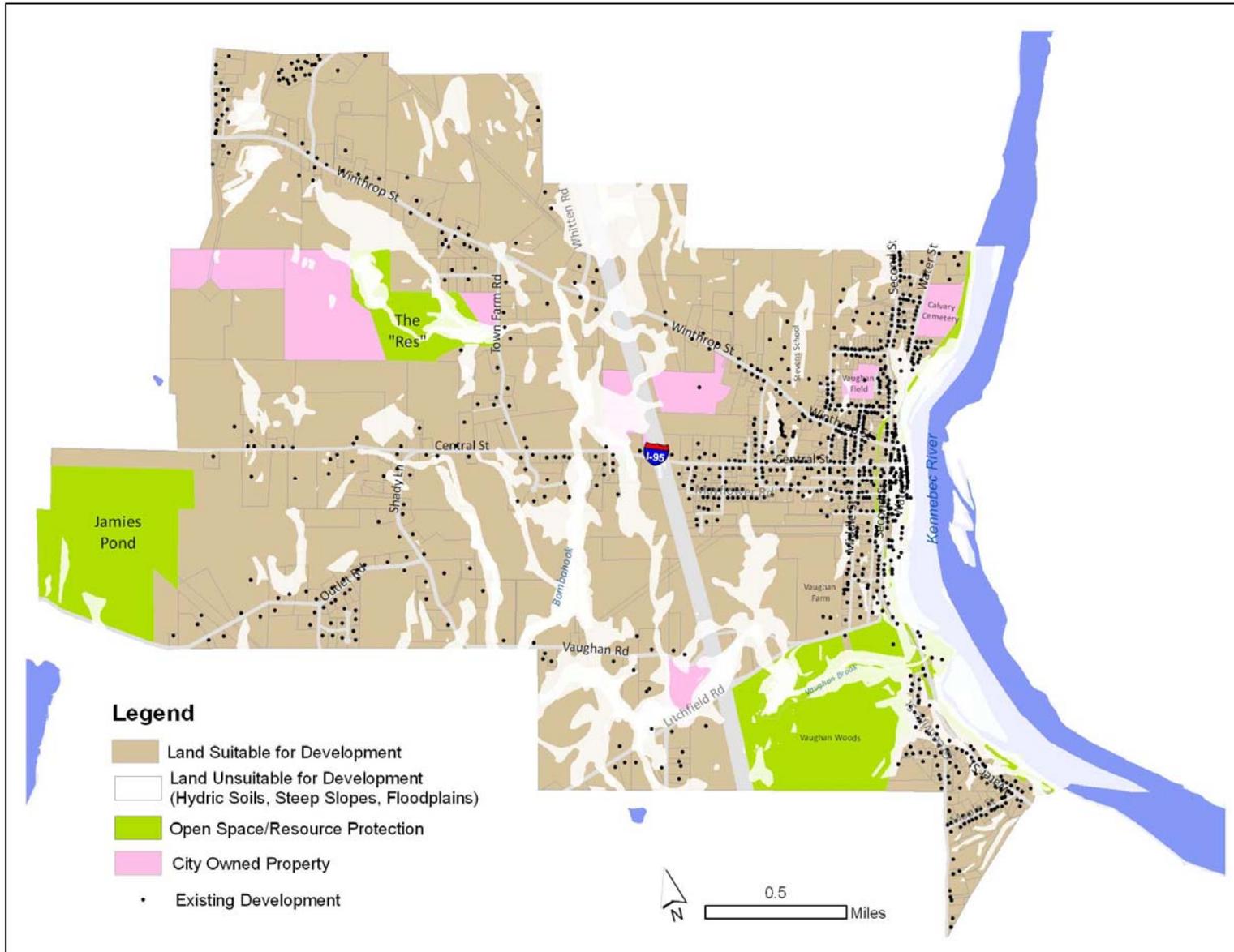
10 This number is based on calculations done by Planning Decisions. The calculation looked at the total available developable land on developed and undeveloped lots of over 4 acres not owned by the City within the current Rural Zone.

11 This number is based on calculations done by Planning Decisions. The calculation looked at the total available developable land on lots not owned by the City within the current BB and BC Zones

Map 1: Recent Development Pattern



Map 2: Land Suitable for Development



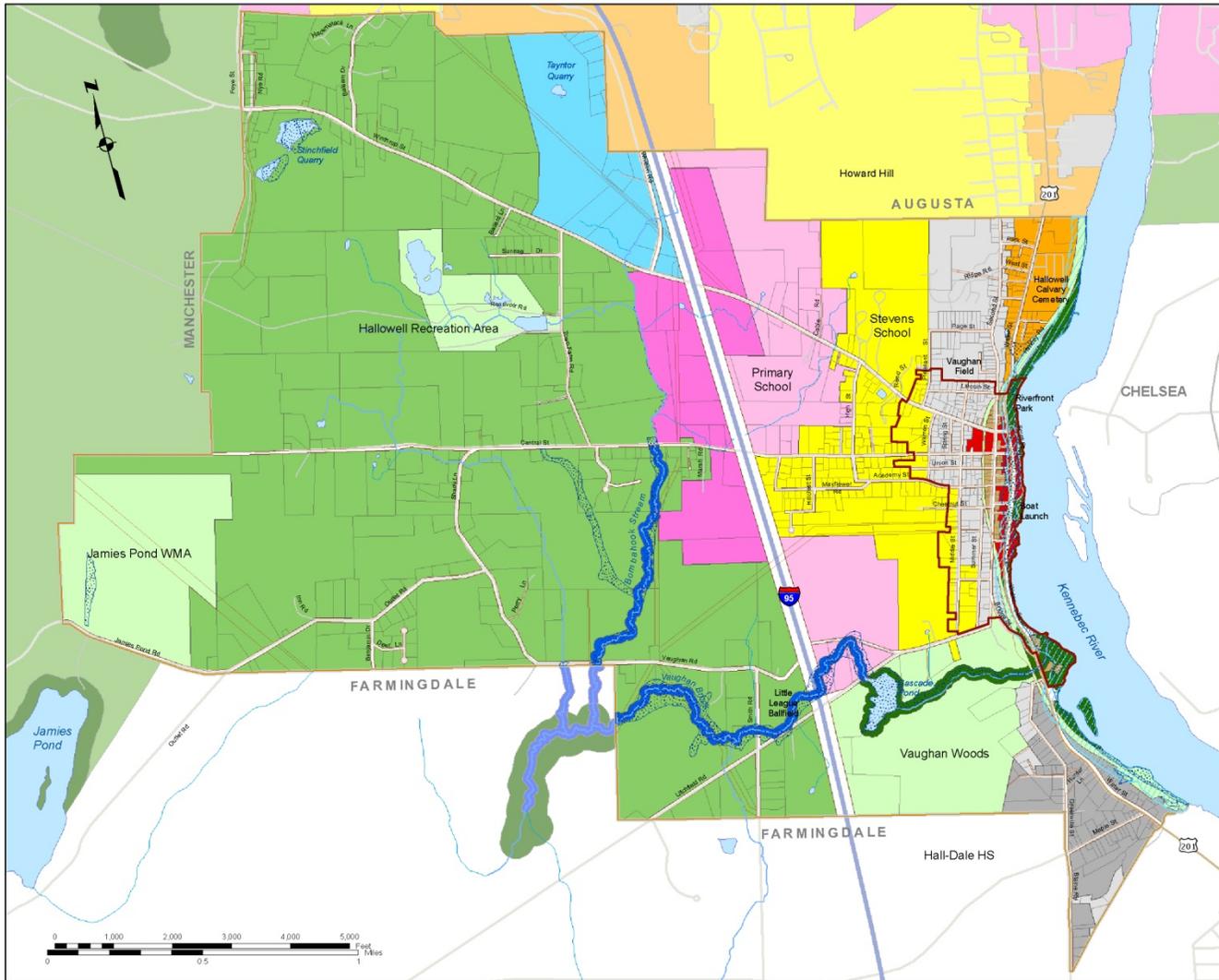
Land Use Regulations

The Planning Board¹² and the Code Enforcement Officer (CEO) enforce the regulations regarding new development in the City, reviewing projects and plans for compliance with Hallowell's Land Use Ordinance. Building permits are required for any structural alteration including the construction, demolition, or alteration of new or existing buildings and are issued by the CEO. Planning Board review is required for conditional use and historic district permits, as well as for subdivision approval. Subdivision development is defined as the division of a parcel of land into three or more parcels; it requires both preliminary and final plan approval from the Planning Board. Considerations for subdivision approval include lot size, standards for street development, open space designation (if appropriate), setback requirements, and ensuring adequate sewer and water facilities. The City is currently drafting site plan review standards that will take affect in 2009. All decisions made by the Planning Board and CEO are guided by the zoning ordinance, which defines allowable uses for the various zoning districts throughout the City.

City zoning districts and regulations regarding lots sizes and densities reflect the historic pattern of development, with the highest densities in the downtown, moderate densities in the areas adjacent to the downtown, and low densities in the rural areas (see Zoning Districts Map 3, following page). In general, these districts separate commercial from residential uses and define distinct urban and rural standards for development. Overlay districts protect the community's natural resources and its architectural history.

¹² The Planning Board is made up of seven members, serving four-year terms appointed by the Mayor and approved by the City Council.

Map 3: Zoning Districts



City of Hallowell
2008 Comprehensive Plan
Zoning Districts
for Hallowell and
Surrounding Communities

LEGEND

Hallowell Zoning Districts

- RA - High Density Residential
- RB1 - Moderate Density Residential 1
- RB2 - Moderate Density Residential 2
- RC - Low Density Residential
- RD - Low Density / Multifamily
- RF - Rural Farm
- DT - Downtown
- BA - Business A
- BB - Business B
- BC - Business C
- RP - Resource Protection
- OP - Open Space

Overlay Zones

- Shoreland Protection
- Floodplain Management
- Stream protection zone
- Historic District

Augusta Zoning

- BP - Business Professional
- CC - Regional Business
- RA - Low Density Residential
- RB1 - Moderate Density Residential
- RR - Rural Residential

Manchester and Farmingdale Zoning

- GD - General Development
- RR - Rural Residential
- UZ - Unzoned
- RP - Resource Protection
- SP - Stream Protection

Bill Duffy

04/14/2008

Urban Areas

More than 80% of Hallowell's population resides east of I-95, in and around the historic urban core. Served by public sewer and water, this area, defined by the Kennebec River, downtown Water Street, and Powder House Hill Ridge, is highly developed and includes a mixed-use core surrounded by high- to moderate-density residential housing.

Hallowell's urban core is defined in many ways by its historic character and much of it is protected under a Historic District Overlay (HD). This overlay extends from west of the Kennebec to just above Warren Street. In addition to meeting the regulations for the underlying zoning districts, development in these areas is required to meet guidelines and standards intended to preserve the historic and archeological value of the area (see the Historic Resources Chapter for more information).

Residentially developed and developable land makes up the majority (69%) of the urban area east of I-95. The remaining land is either open space/natural resource protection (22%) or commercially designated (9%).

Median lot sizes in the urban area range from less than a tenth of an acres (2,600 SF) in the downtown district to one and a quarter acres (54,450 SF) in the low-density/multi-family district near I-95. These sizes reflect the overall development pattern of Hallowell, with denser lots in-town gradually giving way to larger lots in the more rural areas. Current standards for minimum lot sizes reflect this pattern of development. Street frontage requirements are designed to promote the integration of new development into the historic patterns and are smaller within the urban core (50 ft) and larger as you reach the rural fringes (100 ft). To promote development that reflects the character of the historic buildings, which are set directly along the street on lots typically less than a quarter acre in size, there are no minimum requirements for lot size, frontage, and setbacks within the downtown district.

Table LU2 Summary of Hallowell's Current Urban Lot Sizes and Dimensional Standards 2008

	Urban Areas						
	RA	RB1	RB2	RC	RD	DT	BA
Median Lot Size (in acres)	0.14	0.29	0.4	0.5	1.25	0.06	0.27
Single Family Lot Dimension							
Minimum Lot Area	4,000sf	6,500sf	6,500sf	20,000sf	20,000sf	0sf	5,000sf
Minimum Street Frontage	50ft	50ft	50ft	75ft	100ft	0ft	100ft
Minimum Setback (existing uses)		10ft		20ft	25ft	0ft	25ft
Minimum Setback (cluster developments)		50ft		50ft	50ft		
Minimum side yard (existing uses)		5ft		15ft	25ft	0ft	20ft
Minimum Side yard (cluster developments)		50ft		50ft	50ft		
Minimum rear yard (existing uses)		15ft		25ft	25ft	0ft	20ft
Minimum rear yard (cluster developments)		50ft		50ft	50ft		
Multi-Unit Lot Dimension							
Minimum Lot Area	4,750sf	7,250sf	7,250sf	40,000sf	40,000sf	0sf	5,500sf
Minimum Street Frontage	50ft	50ft	50ft	75ft	100ft	0sf	100ft
Non-Residential Lot Dimension							
Minimum Lot Area	4,000sf	6,500sf	6,500sf	20,000sf	20,000sf	0sf	5,000sf
Minimum Street Frontage	50ft	50ft	50ft	75ft	100ft	0ft	100ft
Source: Hallowell Zoning Ordinance							

Urban Residential

Hallowell's residential districts are intended to provide a variety of housing to meet the needs of households of all sizes and income levels. The desired outcome is an equitable housing stock that serves current and future residents and maintains diversity within the community.

High Density Residential District (RA)

The RA District includes a mixture of high density single-family and multi-family dwellings nestled within the downtown bounded to the east by the Water Street and to the west by the Maine Central Railroad right-of-way. In addition to residential development, conditional uses include neighborhood services such as schools, religious institutions, playgrounds, libraries, home occupations and limited lodging, retail, and office establishments.

Moderate Density Residential District 1 (RB1)

Located directly west of the RA District, the RB1 District extends north up to Augusta and south past Vaughan Woods to the boundary with Farmingdale. It includes moderate density single- and multi-family housing units throughout the historic core and newer developments to the north and south. Conditional uses include neighborhood facilities such as schools, religious institutions, playgrounds, community centers, libraries, and home occupations.

Moderate Density Residential District 2 (RB2)

Amended to the ordinance in 2003, the RB2 District was designed to address the mixture of residential and commercial uses along Water Street from the Maine Central Rail Line to the Farmingdale boundary. It allows for the same uses as RB1 while permitting additional conditional commercial uses such as retail, office, and light industrial development along Water Street, with signs subject to Historic District standards.

Low Density Residential District (RC)

The RC District runs along the western boundary of the RB1 district from the Augusta line to Vaughan Wood and west along Central Street to the I-95 line. It includes single-family and duplex housing defined by low-density (two units per acre) and allows for some home occupation and low-traffic office uses. Included in this district is the Stevens School property, currently owned by the state, which is looking to relinquish control of the 60-acre historic site; initial discussions are underway regarding its possible redevelopment.

Low Density /Multifamily Residential District (RD)

Comprised of single-family and duplex housing as well as limited multi-family development, the RD District was developed in 2003 in response to current comprehensive plan recommendations to allow for increased residential densities along the northwestern border of I-95. Public sewer and water do not serve development in this area, and special attention is given to ensuring adequate soil, water, and traffic conditions for new development.

Urban CommercialDowntown District (DT)

Hallowell's downtown district is the historic commercial core of the City. It is defined by the brick buildings lining Water Street and by the mixed-use: commercial uses on the first floor and residential uses on the upper floors. Floodplain restrictions and modern

building code requirements have made redevelopment and new development a challenge in this area. As per the current comprehensive plan, the downtown boundaries have recently been more accurately defined and mapped and the southern boundary has been extended to include Elm Street. The current plan also discusses the option of creating two new sub-districts: 1) for areas south of Elm on Water Street, limiting the effects of business development along Water Street on Second Street and 2) a Waterfront sub-district to address functionally water-dependent uses. These districts have not yet been created.

Business A District (BA)

The BA District - one of the City's gateways - travels along Route 201 (Water Street) from the Augusta line to the Maine Railroad Bridge and includes the Hallowell Calvary Cemetery. Business and residential uses are encouraged in this area with a focus on *"avoiding large expanses of asphalt for parking or exterior storage or display of materials."*¹³ There is discussion in the current comprehensive plan to extend the boundaries of this district to Second Street from the railroad pass to the August line, however no changes have yet been made.

Rural

Historically a highly agrarian area with a multitude of dairy farms, West Hallowell's character is still largely dominated by a rural landscape. Little remains in Hallowell in the way of economically active farms and forestland. As of 2006, 5 parcels covering 125 acres were involved in the State of Maine's Tree Growth Tax Program and zero were participating in the Farm and Open Space Tax Program. With the continued growth of surrounding communities, there is both residential and commercial development pressure on this area. Current zoning regulations allow for low-density and cluster residential development with some commercial and light industrial activities along portions of the rural arterials.

Median lot sizes in the rural area range from one and a half acres (65,340 SF) in the rural farm district to four acres (174,240 SF) in Business District C. Minimum lot size requirements in these areas are slightly smaller than the median size, ranging between one-acre lots for residential uses and up to two acres lots for commercial uses. Frontage

¹³ "SECTION 9-411: Purpose (BA)." Revised Code of Ordinances of the City of Hallowell. City of Hallowell, 1997. p 330

requirements reflect the size of the lots and the rural character, and range from 150 feet to 300 feet depending on the district.

Table LU3 Summary of Hallowell's Current Lot Sizes and Dimensional Standards 2008			
	Rural Areas		
	RF	BB	BC
Median Lot Size (in acres)	1.5	1.75	4
Single Family Lot Dimension			
Minimum Lot Area	43,560sf	NA	NA
Minimum Street Frontage	150ft	NA	NA
Minimum Setback (existing uses)	35ft	50ft	50ft
Minimum Setback (cluster developments)			
Minimum side yard (existing uses)	25ft	25ft	25ft
Minimum Side yard (cluster developments)			
Minimum rear yard (existing uses)	25ft	25ft	25ft
Minimum rear yard (cluster developments)			
Multi-Unit Lot Dimension			
Minimum Lot Area	87,120sf	NA	NA
Minimum Street Frontage	NA	NA	NA
Non-Residential Lot Dimension			
Minimum Lot Area	43,560sf	40,000sf *	90,000sf
Minimum Street Frontage	150ft	200ft	300ft
Source: Hallowell Zoning Ordinance			

Rural Residential

Rural Farm District (RF)

The Rural Farm District includes most of the west side of Hallowell and over half of the City's total area. Very low-density residential development (one unit per acre) and wide-open space define its character. Cluster development is encouraged though not required in this area. This district is the only district in Hallowell where mobile homes are allowed.¹⁴ The southern portion between Whitten Road and Central Street was removed and designated Business C District as per the recommendations of the current comprehensive plan.

¹⁴ Mobile homes less than 20 feet wide are permitted uses in the RF district. Mobile home parks are allowed as a conditional use.

Rural Commercial

Business B District (BB)

The BB District provides for commercial and industrial uses west of I-95 along Winthrop Street and includes the Tayntor Quarry. All uses except essential services require conditional use permits, and lots sizes vary depending on the property's access to city sewer and water services.

Business C District (BC)

Developed out of recommendations made by the current comprehensive plan, the BC District includes land formerly in the BB, RC, and RF districts. Running along portions of the west and east sides of I-95, it provides for a wide variety of moderate commercial and business uses compatible to the area's rural character. Currently, all uses in this area are conditional and entry to property is limited to a single road extending south/north from Winthrop or Central Street.

Conservation

Two districts in Hallowell are designed specifically to deal with land conservation: the Resource Protection and Open Space Districts. The major purpose of these designations is to protect water quality, wildlife and aquatic habitats, and to preserve the City's natural beauty. In addition to these districts, Hallowell has a series of overlay districts that regulate development in environmentally sensitive areas around streams and shorelands and in floodplains.

Resource Protection District (RP)

The RP District includes the City's riverfront shoreline and all land within 100 feet of Cascade Pond and the downstream portion of Vaughan Stream. The district's purpose is *"to further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect spawning grounds, fish, aquatic life, birds and wildlife habitat; and conserve shore cover, visual as well as actual points of access to coastal waters and natural beauty; and to protect historic and archeological sites."*¹⁵ Permitted uses in these areas include conservation and recreation activities, with conditional uses for agriculture/aquaculture, non-structural educational, scientific or religious uses, and piers, wharfs, docks, and fish ponds.

15 "SECTION 9-411: Purpose (RP)." Revised Code of Ordinances of the City of Hallowell. City of Hallowell, 1997. p 330

Open Space District (OP)

Covering 428 acres including James Pond WMA, Hallowell Recreation Area, Vaughan Woods, and the Kennebec Rail Trail, the OP District focuses on providing conservation and outdoor recreation opportunities for all Hallowell's residents. The rail trail serves as a recreational connector not only to the Vaughan Woods area but also to the communities of Gardiner and Augusta. The district's current purpose as defined by the Hallowell Zoning Ordinance is *"to further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect bird and other wildlife habitat; and conserve vegetative cover, and natural beauty."*¹⁶

Shoreland District (SD)

The Shoreland District includes a 250 foot buffer around the Kennebec River and Vaughan Brook. It is an "overlay zone" and as such places additional regulations on top of existing zoning guidelines within these areas. Regulations are intended to protect water quality, prevent erosion, and preserve vegetation and wildlife while allowing continued water-dependent, recreation, agricultural, and forestry uses as appropriate. State standards for Shoreland Zoning have been recently updated and Hallowell will need to review its standards to ensure compliance with new state minimums.

Floodplain Management District (FM)

Development within Hallowell's Floodplains is regulated in accordance with state and national guidelines. The Federal Emergency Management Agency (FEMA) and the 1994 "Flood Insurance Rate Map" define the areas and development is regulated through a Flood Hazard Development Permit. Standards include ensuring the use of flood resistant construction materials, attention to water and sewer placement (so as not to be affected by flooding), and designing development so that the lowest floor is at least one foot above flood level. These regulations ensure that development can continue, in particular along Water Street, while also protecting the health and safety of residential and commercial tenants.

16 "SECTION 9-431: Purpose (OP)." Revised Code of Ordinances of the City of Hallowell. City of Hallowell, 1997. p 332

Considerations

1. Much of the downtown core of Hallowell is considered historic. There is a need to better understand and define the historic pattern of development and to find new and creative ways of incorporating the desired historic look and feel into current zoning guidelines.
2. How can the community continue to balance conservation in Hallowell's rural areas with maintaining landowners' property values?
3. Hallowell's zoning districts should be reviewed to confirm where development can and should continue. Are there areas where districts should be expanded or contracted?
4. What infrastructure is necessary to facilitate growth where it is desired?
5. Development within the downtown is hindered by building code and floodplain restrictions. What creative measures could the City look into to promote redevelopment within along Water Street that meets current standards while promoting the re-use of existing buildings?

Public Facilities

Demands on public facilities change based on the services residents require. As Hallowell's population shifts, so will the needs for police, fire, school, and other municipal services. This chapter addresses current needs and changes in public facilities within Hallowell, and considers the implications for these services in the future.

Public Safety

Police

The Hallowell Police Department provides emergency and non-emergency public safety services to the community 24 hours a day, 7 days a week.

The Police Department is located in the basement of Hallowell's historic City Hall. The space is small and does not meet the department's current needs. There is, for example, no space other than the Police Chief's office for private conversations and interviews, not enough storage for supplies and training materials, and no room for personal lockers. In addition, the electrical system is insufficient for radios and other devices and there is no garage for the department's two cruisers.

The Hallowell Police Department employs five full-time police officers. Ten reserve police officers fill in when an officer is unavailable and for special demands that require additional officers. There is usually one officer on duty per shift.

Hallowell contracts with the call center in Augusta to answer all emergency 911 calls. Hallowell police responded to 4,492 calls for service in Fiscal Year 2005-2006, a decrease of 437 calls from the previous year. Many of the calls were for accidents on Route 201. Hallowell does not have a holding cell, and utilizes the Kennebec County Jail for arrests.

The Federal Bureau of Investigation, through the Uniform Crime Reporting Program, tracks violent and property crimes in 16,000 communities across the United States. A community's crime rate involves the number of Index Crimes per unit of population, typically per 100,000 people; because Maine has such a low population total, a rate per 1,000 people is used to reflect a more realistic volume. Hallowell's crime rate in 2006

was 28.01 crimes per 1,000 people. As Table PF1 below illustrates, Hallowell's crime rate increased between 2001 and 2006, due to an increase in the number of larceny-thefts.

In 2006, Hallowell's crime rate was lower than that of Kennebec County's total urban areas, but slightly higher than that of the county as a whole. The total crime rate in Hallowell is higher than that for the county's total rural areas.

Table PF1 Hallowell Uniform Crime Reporting Index

Crime	2001	2002	2003	2004	2005	2006
Homicide	0	0	0	0	0	0
Rape	0	0	0	0	0	0
Robbery	1	1	0	0	0	0
Aggravated Assault	2	0	1	3	1	1
Burglary	14	7	6	12	4	9
Larceny-Theft	35	33	45	50	61	56
Vehicle Theft	2	6	4	2	5	5
Arson	0	0	0	0	0	0
Total	54	47	56	67	71	71
Annual Crime Rate Per 1000	21.69	18.77	22.57	26.92	28.04	28.01

Source: State of Maine

Table PF2 Kennebec County Uniform Crime Reporting Index 2006

Contributing Agency	Estimated Population	Crime rate
Augusta	18,627	67.05
Gardiner	6,237	15.23
Hallowell	2,535	28.01
Waterville	15,622	37.64
Oakland	6,190	18.74
Monmouth	3,788	11.62
Winslow	7,968	17.95
Winthrop	6,480	10.96
Clinton	3,422	23.67
Kennebec County Totals	120,992	26.38
Total Urban Areas	70,869	34.68
Total Rural Areas*	50,123	14.64

Source: State of Maine

* "Rural areas" are communities currently served exclusively by the Kennebec County Sheriff Department and Maine State Police.

The City is currently developing a hazard mitigation plan. The plan is based on state standards and guidelines and outlines regulations regarding the handling of potential hazards and community response. The document has been prepared and is currently being reviewed by town attorneys; it will be adopted by City Council into Hallowell's ordinances.

Fire

The Hallowell Fire Department is a 24-hour volunteer fire department with fifteen firefighters. The department is located in the fire station at Second Street. Department equipment includes two fire engines, a tanker, and a squad utility vehicle.

Hallowell volunteer firefighters are issued pagers that are activated when a fire emergency is reported to the 911 call center in Augusta. Average response time is 10-15 minutes from time of activation, with evening responses shorter because the firefighters are more likely to be home and available. In general, lengthier fire call response times can translate into higher homeowner insurance rates, and this is a concern in Hallowell. Hallowell firefighters are paid hourly for training and alarms, and fire officers, including the fire chief, receive a stipend in addition to the hourly wage.

The Fire Department has mutual aid agreements with surrounding towns, and the City contracts with Augusta to provide rescue services. In 2006 and 2007, Hallowell reviewed its ambulance service options, including whether to contract with a private provider for medical transportation. The Fire Chief noted that if Hallowell chose to contract with the private service, the City's fire department would have to develop rescue and vehicle extraction capability, provide licensed EMS first responders,¹⁷ and respond to all personal injury calls, as well as provide support to the private service as necessary, all of which would come at an increased cost. At the Fire Chief's recommendation, the City decided to continue to contract with Augusta for rescue services. Currently the City pays \$22,000 to the City of Augusta in per capita fees for ambulatory services.

In the Fiscal Year 2005/2006, the Hallowell Fire Department responded to two structure fires; both buildings were saved. The volume of calls to the Hallowell Fire Department has been increasing steadily. In 1997, the department averaged about 50 calls per year; in 2007, it averaged around 100 calls per year. The Fire Chief estimates that about 30% of the calls are day alarms: calls to businesses, state office buildings, and Granite Hill Estates.

At the same time the number of calls is increasing, it is becoming more difficult to recruit and retain volunteer firefighters. Hallowell firefighters have to leave work to respond to calls, often using personal time to do so. State standards and regulations have increased, and firefighters now have to dedicate more time to training than they

¹⁷ A person (firefighter) trained as an emergency medical technician who arrives at the scene of a disaster, accident, or life-threatening medical situation. The first responder's duties include providing medical assistance and calling other emergency caregivers to the scene.

used to. The lack of affordable housing in Hallowell is also an issue—today, only three of Hallowell’s 15 volunteer firefighters live in town.

Finally, according to several sources, the Second Street fire station is old and generally inadequate; it is not up to code, and has electrical and heating problems. The Fire Chief recommends Hallowell consider building a new facility in collaboration with another community, taking a regional perspective to determine the best location. Other Maine communities that have recently used this approach include South Portland in partnership with Cape Elizabeth and Gorham in partnership with Windham.

Health Care

Maine General Medical Center in Augusta serves as the primary hospital for Hallowell residents. A local family medical practice in Hallowell provides primary care services. In addition, there are a few private practice doctors and specialists in the area, as well as holistic healthcare providers.

The City of Hallowell works with the Department of Health and Human Services and area non-profit healthcare agencies to provide residents with access to public health and social services.

Municipal Services

Public Works

Hallowell Public Works maintains the City’s infrastructure. The department is responsible for the maintenance and repair of roads: plowing/sanding/salting municipal and state-aid roads during the winter months, and street sweeping. It manages solid waste and recycling disposal and maintains the storm water system catch basins. Public Works provides mowing and brush cutting services on public properties and along roadsides and the maintenance of public buildings and facilities.

The Public Works Garage is located on Route 201 south of downtown. The location is not ideal. The building is in a flood zone, traffic is an issue, and there is not enough space. The City’s public works vehicles include 4 dump trucks, a loader, a street sweeper, a ¾ ton pick-up, a pick-up, a sidewalk plow, and a Ford sedan.

Hallowell currently maintains 31 lane miles of municipal streets and 6 miles of sidewalks. The director of Hallowell Public Works cautions that as the City continues

to develop, and Hallowell becomes an Urban Compact community, the State of Maine could turn over to the City the responsibility of maintaining state roads such as Route 201 and Winthrop Street.

Solid Waste and Recycling

According to the Hallowell Solid Waste Committee, solid waste disposal in Hallowell is both inefficient (resulting in very little recycling) and relatively expensive (see Table PF2).

Table PF2 Solid Waste Per Person Cost Comparison			
Town	Facility	Annual cost	Description
Hallowell	Hatch Hill	\$141 per resident	On average, residents pay \$126 for contracted pick-up and per ton fees, and the City pays a \$15 per person fee
Manchester, Farmingdale, Gardiner	Hatch Hill	\$145 per resident	On average, residents pay \$130 for contracted pick-up and per ton fees, and the City pays a \$15 per person fee
West Gardiner	Transfer station	\$62 per resident	Residents transport waste and recyclables
Readfield and Wayne	Joint transfer station	\$56 per resident	Most residents take trash and recycling to the transfer station; private haulers are also available
Winthrop	Transfer station	\$67 per resident	Residents transport waste and recyclables
Source: 2005 Solid Waste and Recycling Options for Hallowell, submitted to Hallowell Solid Waste Committee; Solid Waste Facts for Manchester			

The City pays a per capita fee (currently \$15/year) to Augusta for use of the regional Hatch Hill Solid Waste and Recycling Facility. Residents may bring household waste to the facility themselves—disposal fees are levied at the facility for each pound of waste, recyclable materials, electronics, yard waste, etc.—or they may contract with one of four City-approved private haulers for curbside pick-up at their own expense.

Since municipal waste is either hand delivered or pick-up by private regional haulers there is no data available on the type or amount of waste collected in the community in a given year.

Hallowell does not participate in Hatch Hill recycling programs. City recycling services are provided by Public Works, which operates the North Bay Recycling Center out of the Public Works Garage. Recyclable materials (tin cans, clear glass, #2 plastic, paper

and cardboard) are collected and taken to E-Waste Alternatives at the Skills Inc Recycling Center in Waterville. Bulky items are accepted twice a year. Leaves and wood waste may be dropped off at the City's compost and wood waste area located near the Reservoir off of Town Farm Road.

The North Bay Recycling Center has only been in operation for two fiscal years and, as such, there is limited data on recycling rates. Overall, recycling rates in Hallowell are low. Hallowell recycles approximately 100 tons of material per year. The Hallowell Recycling Committee would like to see that amount increase to 180 tons, which would be more consistent with state averages. In 2007 the committee released a Recycling Handbook to make recycling easier for Hallowell residents. The handbook includes tips and information, and promotes recycling as a cost saving measure for individuals and the City.

The Hallowell Solid Waste Committee is currently exploring several options to reduce costs and improve the efficiency of the City's solid waste disposal. These include a municipal contract for town-wide trash and recycling pick-up, the creation of a local transfer station, and developing a regional approach through collaborative arrangements with surrounding towns.

Power and Communications

Mid-Maine Communications and Touchtone Communications provide phone services in Hallowell. Mid-Maine Communications also provides high-speed and broadband internet. Central Maine Power is the primary electricity provider for Hallowell. Three Phase Power is available along all or most of the following roads:

- Academy
- Lamar
- Central
- Front
- Granite Hill
- Honey Suckle
- Maple
- Middle
- Second
- Temple
- Town Farm (very small portion)
- Union
- Water
- Whitten
- Winthrop

Schools

Hallowell is part of MSAD #16, which serves the communities of Hallowell and Farmingdale as well five nearby communities that have no high school of their own (Chelsea, North Whitefield, Windsor, Dresden, and Jefferson).

Funding for education comes from each community's education mill rate¹⁸. According to the Maine Department of Education, "The education mill rate is a measure of the effort, by local property taxpayers, in paying property taxes in support of K-12 education." Hallowell's 2005 – 2006 education mill rate was 13.48, which was slightly higher than the 13.10 rate paid by Farmingdale. (See the Fiscal Capacity Chapter for more information.) Recent school system consolidation efforts will affect the rates going forward.

Currently, there are three schools in MSAD #16: an elementary school, a middle school, and a high school.

Hall-Dale Elementary School (K-5) is located 26 Garden Lane in Hallowell. The school is new (2006), and served 326 students in 2006. The \$12.5 million building is energy efficient and was financed primarily through funding from the U.S. Department of Energy. The library, cafeteria, and gymnasium were financed locally by Team Hall-Dale, which has already raised \$250,000 of its committed \$500,000.

Hall-Dale Middle School and High School are located on a shared complex in Farmingdale, at 111 and 97 Maple Street. They served 241 middle school students and 415 high school students in 2006.

The high school was recently extensively renovated. The U.S. Department of Energy (\$1 million plus a \$900,000 loan at 0% interest), \$250,000 from reserves, and a \$600,000 loan funded the \$3.1 million in renovations. Tuition from high school students from outside of Hallowell and Farmingdale provides enough revenue to make the loan payments.

Neither the new elementary school nor the high school renovations will cost Hallowell tax-payers, and the energy efficiencies of each will save money down the road.

¹⁸ "The education mill rate is calculated as (a) the total property tax levy that supports K-12 education (expressed in dollars) divided by (b) the state's assessment of all taxable property". - Maine Department of Education

Hall-Dale Middle School, located in Farmingdale, was built in 1989 and is in good condition. In the next few years, it will need to have its mechanical heating and cooling system upgraded to an electrically controlled system. The school will also need new boilers, as the current boilers from 1962 are very inefficient.

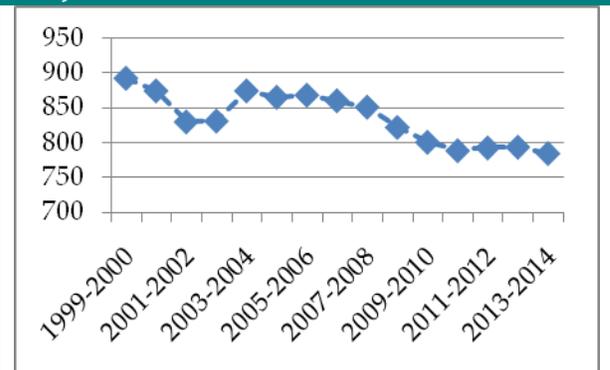
MSAD #16 offices are located at 7 Reed Street in Hallowell. The building is old, with no insulation, single pane glass windows, and a steam boiler. It is owned by the state (the school department rents it for \$1/year). The building is part of the Stevens Complex, which the state may lease or sell to the City of Hallowell within the next few years. If that should happen, the School Department would like some improvements made to the building to improve its energy efficiency.

With 950 students in 2008, MSAD #16's school enrollment has declined just slightly overall since 2000 when there were 1,019 students enrolled in the system¹⁹. Enrollment projections, completed in 2003, indicate that the declining trend will continue (Figure PF1).

The integration of technology in the student experience is very important at Hall-Dale schools, and the district is a leader in this respect. In grades 5-12, there is a computer for every student. There are smart boards (interactive whiteboards) in one out of every three classrooms. Teachers use them to project images directly from a computer, and they also help connect students at different schools. Several 5th grade students, for example, use them to participate in middle school classes via video web connections. Apple Inc. recently invited Hall-Dale to present on its experience at a technology leadership summit.

In keeping with new state requirements, MSAD #16 has been developing a consolidation plan. The new Kennebec Intra-District Schools Regional School Unit (KIDS RSU) will include MSAD #16 (Hallowell and Farmingdale), as well as Richmond, Monmouth, and Dresden, with over 2,300 students; the district was approved overwhelmingly in all five towns at the June 10, 2008 election. The new district will continue to receive high school students from neighboring communities. A Transition

Figure PF1 MSAD #16 2003 Enrollment Projections*



Source: Planning Decisions

* Projection do not include tuition students

¹⁹ October 1 Public Attending Counts by SAU & Grade for 1999-2000 and 2007-2008 school years provided by Maine Department of Education. Data includes tuition students.

Team has been set up and they plan to implement the new regional school unit the summer of 2009.

Continued, adult, and higher education services are provided in conjunction with surrounding communities. Hallowell partners with the Maranacook/Hall-Dale Adult Education in Readfield to provide residents with continued education (including high school completion/GED programs) and adult education services. Some classes are taught at the Reed Center in Hallowell. In addition, the University of Maine Campus in Augusta is only six miles from the City and provides a myriad of higher education and continuing education programs as well as lecture and arts events.

City Hall

The Hallowell City Manager's office, the City Clerk and Deputy Clerk, Treasurer, Code Enforcement Officer, and the Police Department are housed in the historic Hallowell City Hall, located downtown Hallowell at the intersection of Winthrop and Second Streets.

City Hall was originally built in 1898. Through a series of projects beginning in the spring of 1996 and ending in the summer of 2004, the government of the City of Hallowell together with citizens and members of Row House, Inc.²⁰ commenced restoration of City Hall. The renovations were completed in three phases and included making the building fully ADA accessible (with ramp entrances and a new elevator) as well as the complete restoration of the buildings interior and exterior. The projects were designed to reflect the building's historic character while bringing it up to modern standards.

Stevens School Complex

Originally constructed as a school for girls, since 1976 the Stevens School Complex has been used as office space for a wide range of state governmental agencies. Located on the north side of Winthrop Street, approximately .5 miles west of the city center, the site is 63.5 acres in size. It consists of two primary blocks: the southern block fronts on Winthrop Street and contains the campus and buildings, and the northern block is an undeveloped mixture of field and woods.

²⁰ Hallowell's historic preservation organization.

In its review of the state's Augusta-area real-estate holdings, the Augusta State Facilities Master Planning Committee determined that all Augusta-area state agencies and employees could be consolidated on the two main state government campuses in Augusta. This meant that the Stevens School Complex in Hallowell should be removed from the inventory of state-owned properties. The State Facilities Master Plan adopted by the Maine State Legislature in 2001 recommended that the Stevens School Complex "in whole or in part, be turned over to the City of Hallowell and/or the private sector for conversion to new uses." Currently, the State has yet to decide whether to sell the Stevens School Complex to a private developer or to the City of Hallowell.

In the spring of 2002, the Stevens School Re-Use Advisory Committee was established. Its goal was "to develop a plan for the re-use of the Stevens School that would dispose of the property in a way that would be beneficial to the State and to the City of Hallowell, and that would preserve the historic character of the core campus." The Committee was comprised of State and Hallowell area officials and Hallowell citizens. It worked with architects, planners, and engineers from SMRT, and sought public input through a number of public meetings. The committee considered several land-use and redevelopment scenarios for the re-use of the Stevens School Complex.

With input from developers, the Stevens School Re-Use Advisory Committee determined that the more flexibility available to potential developers, the more likely it was that the entire parcel could be sold and redeveloped in a manner consistent with the goals and needs of the City of Hallowell. The Re-Use Guidelines Plan adopted by the Committee suggested that the parcel be sold as single property, but that its development should recognize three basic zones: undeveloped open space, historic core, and general development zone.

The Stevens School Re-Use Advisory Committee also recommended that the property be sold with the re-use guidelines as outlined in the plan made clear but with no restrictions. Whether the City or a private developer purchases the property, a collaborative working relationship is likely. A Stevens Pre-Release Advisory Committee has been formed to represent Hallowell's interest in the sale of the property.

Cemeteries

Hallowell Calvary Cemetery is cared for by cemetery staff (a superintendent and a grounds maintenance technician) and overseen by the cemetery trustees. Lots are only

available to residents of the City of Hallowell, and the number of lots is expected to be sufficient over the next 10 years. Future capacity can be met as the current little league field is designated for eventual cemetery use. Further discussion can be found in the Recreation Chapter.

Regional Partnerships

The City has been actively seeking out ways to partner with surrounding communities for increased efficiency and cost-savings. For example, the City has looked into collaborating with surrounding communities on property value assessing and seasonal road maintenance. Though there was agreement on the concepts, there were difficulties in the details: with the assessing, the software programs used by the different towns are incompatible; with the road maintenance, there are issues with insurance coverage that may not extend beyond municipal boundaries. The City is committed to continuing to look for opportunities to partner in the future.

Considerations

1. Hallowell police, fire and public works departments are all in need of new facilities. How will these be financed?
2. The fire department is having difficulty recruiting and retaining volunteer firefighters. It may be time to consider either contracting for fire protection or going to a full-time department.
3. Hallowell is committed to continuing to seek out opportunities to partner with surrounding communities in the delivery of public services. What such opportunities could be considered?
4. The consolidation of the area school system over the coming year will have an effect on the community's share of funding for education going forward.

Water & Wastewater

A community's development pattern is shaped by its water and wastewater systems. Higher density urban settings typically depend upon public systems. New development must either tap into existing public lines or ensure that adequate private systems are available. This chapter looks at the existing public and private water and wastewater systems in Hallowell and considers issues of future demand and access.

Water

The Hallowell Water District is a quasi-municipal organization established in 1921 by the State of Maine. It provides water to 801 customers, including 11 in Chelsea and 14 in Farmingdale. A "customer" may be a single home, an apartment building, a school, a store, or an office.

The District employs a superintendent and one office person. It is managed by a five-member Board of Trustees; trustees are appointed by the Mayor of Hallowell for three-year terms. The Hallowell Water District is governed by the Maine Public Utilities Commission (organization and rates) and by the Maine Department of Human Services (water quality).

Hallowell's public water supply comes from aquifers located in Chelsea, Maine. Chelsea protects the water supply with a town-wide aquifer protection ordinance. Enforcement of the ordinance is up to the Chelsea Planning Board and Code Enforcement Officer. The Hallowell Water District is concerned about how seriously the ordinance is being taken. While no new areas can be added to the list of protected aquifers without approval at town meeting, the Planning Board can amend the ordinance following a public hearing. A recent amendment lessened the protection restrictions, allowing single-family homes to be built in the interior (and most critical) of the three protection zones surrounding each aquifer.

Hallowell Water District has cooperative arrangements with Gardiner and Augusta for back-up water supply in case of an emergency. Jamies Pond, Hallowell's former water source, is also available as back-up supply (though it would need to be treated).

The Hallowell Water District has had no water quality violations and its water quality meets, or is better than, state and federal standards. The water is tested for hundreds of contaminants each year. Daily tests insure that the chemical additives used for disinfection are correctly administered. Three monthly samples analyze the water for bacteria. In addition, more than a hundred organic, inorganic and radioactive contaminants are tested for annually, including herbicides, pesticides, fertilizers, petroleum, petroleum byproducts, MBTE, disinfection byproducts, radon, arsenic, and lead.

Ground water naturally contains dissolved natural minerals and one of these minerals is calcium. The term “hardness” is a measurement of the amount of dissolved natural minerals; hardness in water is measured in milligrams per liter (mg/L), with 500 mg/L being the maximum limit for a public water supply. Hallowell’s water supply has a total hardness of 156 mg/L, with calcium contributing 50 mg/L to the total hardness. Calcium does not have a negative effect to the average customer; the major problem with calcium is that it will not stay in solution at extremely high temperatures. The district adds a polyphosphate to the water that holds the calcium in solution near the boiling point of 212° F.

The Hallowell Water District has the capacity to meet demand from future development. The system is old, and pipes dating back to the late 1800’s are not uncommon, but the district is on schedule with maintenance and pipe replacement. Each year, the district spends \$100,000 to replace approximately 500 feet of pipe, reinvesting an amount equal to depreciation.

The growth of Hallowell’s water system has been limited. Developers are required to connect to the system only when the development is within 200 feet of an existing water line. The majority of current development projects are outside of this realm. Private wells are used for developments not connected to the public system. There are no local ordinance regarding private well water quality or quantity; the state does regulate the placement of wells (requiring a minimal distance from septic systems) and some quality concerns on a complaint-driven basis.

Water District staff recommends expanding the local ordinance requiring subdivisions within 1000 feet of existing infrastructure to connect. This would allow for planned, grid-like expansion of Hallowell’s water infrastructure, which would increase the capacity of Hallowell’s water system and reduce the cost. Such an ordinance would complement the City’s efforts to direct development to the most appropriate areas.

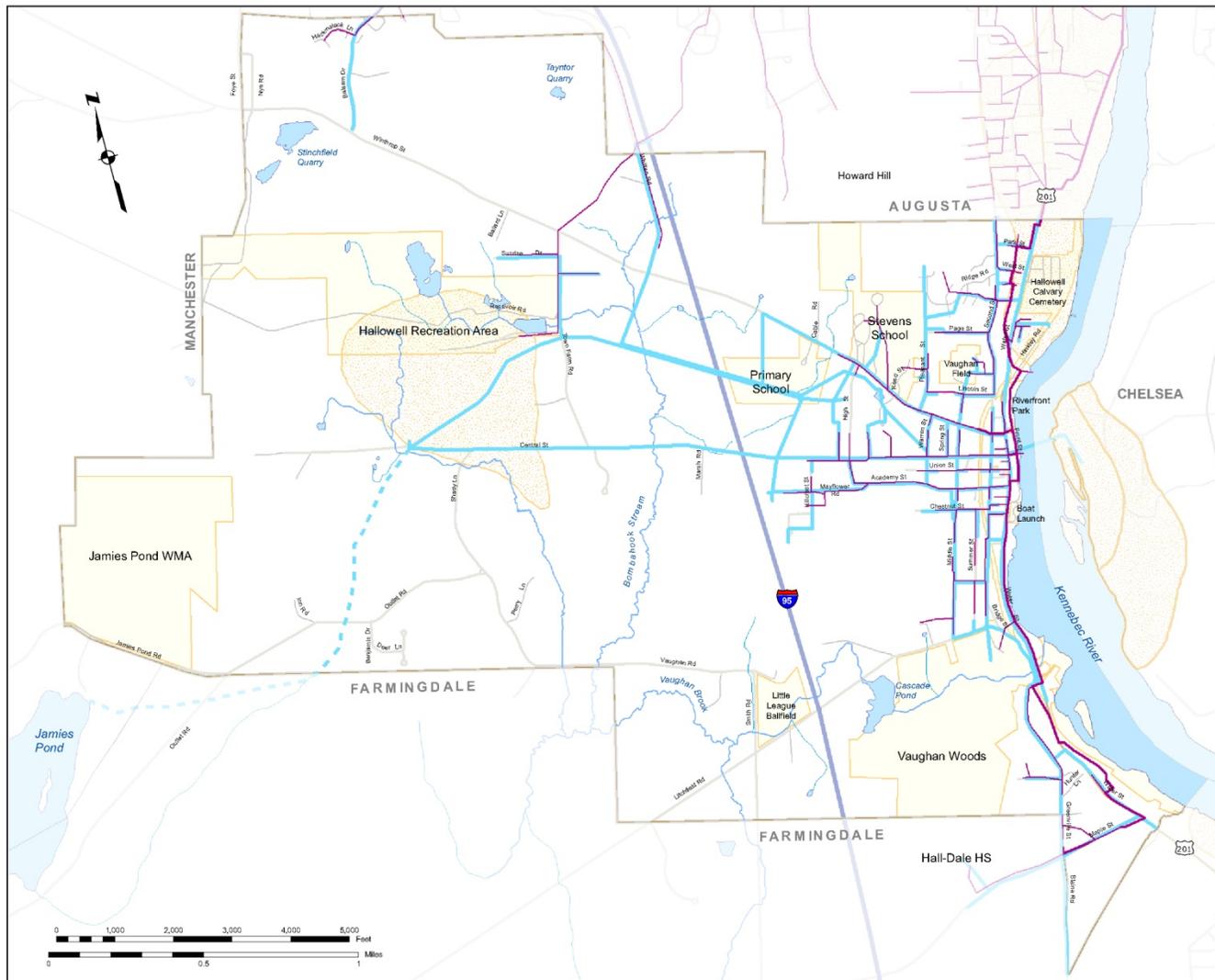
The three advantages to requiring more developments to connect to Hallowell's water system are:

1. Taxpayers and water users throughout the community benefit when more users share the underlying costs.
2. There is more assurance of water quality, as private wells are often more susceptible to contamination than public services.
3. It allows for the extension of water hydrants, which in turn provide better fire protection and can reduce home insurance costs.

With regard to expansion, the water lines on Central and Winthrop Streets already extend beyond the Maine Turnpike (see Sewer and Water Service Map, Page 4), and both have the capacity to absorb additional customers. Extending the infrastructure on Litchfield Road will likely be expensive because it has yet to cross the turnpike. Another consideration for Hallowell water system expansion is topography. As water lines depend on gravity, extension of service up the hill and westward may require tanks, which typically cost around \$ 500,000. Water district staff recommends that the City keep an eye out for grant opportunities that could subsidize such expansions.

Water Considerations

1. An ordinance requiring developers within 1000 feet to connect to Hallowell's water system could have important benefits for the community as well as individual homeowners.
2. Hallowell should continue to work with Chelsea to ensure the protection of the City's ground water supply.
3. The City should look for grant opportunities to fund water system expansion.



City of Hallowell
2008 Comprehensive Plan

**Sewer and Water
Service**

LEGEND

- Other Aquifers
- Hallowell Water District Aquifer
- Sewer Collectors
- Sewer Interceptor
- Water Lines
- Discontinued Water Lines

Sewer and water lines from Hallowell Water District maps.

Watershed and Sand and Gravel Aquifer boundaries from Maine Geological Survey

Bill Duffy

05/12/2008

Wastewater

Hallowell's wastewater treatment is regulated under the Clean Water Act, which is enforced by the Maine Department of Environmental Protection.

In 2007, Hallowell voters transferred management of Hallowell's wastewater from the Hallowell Water District to the newly created Greater Augusta Utility District. Prior to the transfer, the Augusta Sanitary District already treated Hallowell's wastewater, but did not operate the system or set rates for customers in Hallowell. Hallowell's metered sewer customers have seen their rates decrease as a result of the transfer and the distribution of costs over a larger customer base is expected to stabilize rates in the long-term.

Having assumed responsibility for the system in January 2008, the Greater Augusta Utility District plans to collect data (including GPS locations) on Hallowell's wastewater system. The District does not expect to find any major issues with the system, as most of the pipes are relatively new (post-1985).

The Greater Augusta Utility District expects to be able to meet any increased demand for wastewater capacity in Hallowell. Public sewer serves roughly 80% of the community. This includes most of the urban neighborhoods and business, which are served by gravity fed sewer lines that connect to the Kennebec River interceptor that funnels wastewater to the Augusta treatment plant. There are limited sewer connections west of the turnpike primarily along Whitten Road and portions of Balsam Drive serving the area businesses and residential developments. A trunkline, that funnels wastewater from Monmouth, Winthrop, Manchester, and Hallowell to Augusta crosses Whitten Road and ends on Town Farm Road. In an effort to promote connectivity to public sewer service, the City of Hallowell requires all new developments within 300 feet of a sewer line to connect to the existing system.

Hallowell residences and businesses currently not served by the sewer use private septic systems to treat wastewater. There are no local ordinance provisions regarding development or maintenance of these systems; developers are required to meet general state standards for location and type of allowable systems. System issues and concerns are dealt with on a complaint-driven basis.

Combined Sewer Overflows

Combined Sewer Overflows (CSOs) are discharges of untreated wastewater from municipal sewerage systems that carry a mix of sanitary sewage and stormwater. They occur mostly during and after periods of heavy rain or snowfall, when large volumes of water entering the system overwhelm its capacity. Excess flow is discharged into streams, rivers, lakes and the ocean from hydraulic relief points, or CSO discharge points, without being treated, and water quality is impaired by bacteria. Maine communities must license CSOs with the Department of Environmental Protection, which requires them to evaluate the problem and determine cost-effective solutions.

There is one CSO discharge location in Hallowell, at the pump station now owned by the Greater Augusta Utility District. Removal of this CSO is part of the District's long-term plan. All sewer and storm-water lines in Hallowell are thought to have already been separated, but the District believes there might be a problem with one of the existing systems. By repairing it, the District hopes to reduce the number of overflows at the pump station.

Hallowell's stormwater system is owned by the City, which will need to work with the District to ensure that overflow occurrences at the pump station CSO are minimized. The City is also responsible for an expected \$2 million in on-going stormwater infrastructure maintenance.

Wastewater Considerations

1. Hallowell should continue to work with the Greater Augusta Utility District to ensure the abatement of the CSO at the pump station.
2. Should the City look into developing a plan to expand sewer service west of the turnpike as a means of creating more opportunities for development in the area around Whitten and Winthrop Streets?

Natural Resources

Hallowell's natural resources play a critical role in its health and development. In addition to providing habitat for plants and animals, they perform essential services, including water storage and pollution filtration. Areas with significant natural resources also have an aesthetic value: they are often areas of scenic beauty. The location and function of these resources are important in shaping a community's pattern of development, necessarily limiting growth in some areas while promoting it in others. This chapter provides an inventory of Hallowell's natural resources.

The Groundwork: Soils & Topography

Geologic History

Hallowell's geologic history began when glacial retreats shaped the landforms and surficial deposits seen today. Melting glaciers left behind bedrock formations whose characteristics help to define Hallowell's unique landscape. These include a large number of granite outcrops in the northern section of the City, many of which have been quarried. The remainder of the bedrock is primarily calcareous rock with bands of slate schist and gneiss, and defines the topographic character of the City. Surficial deposits found on top of the bedrock include marine till (clay, sand, and silt) along the Kennebec River and glacial till (clay, silt, gravel, and stone) west of I-95. These surficial deposits are the parent materials for the City's soils.

Topography

The bedrock left behind when the glaciers melted formed much of Hallowell's topography, which defines the general lay of the land. Hallowell's elevation ranges from 10 feet to 520 feet above sea level, dominated by a relatively uniform rise from the Kennebec River to I-95. The highest peaks are found in the far western portion of the City and include Granite Hill.

Some areas of Hallowell have significantly steep slopes²¹ and are therefore highly susceptible to erosion and often difficult or impossible to develop (see Hydric Soils, Erodible Soils, and Steep Slopes Map, page 3). Additional costs for initial construction include site preparation, building roads, and erosion control. Long-term costs include

²¹ Slopes are considered steep if they have a grade of 15% or higher.

storm water and runoff management, road maintenance, and snow and ice removal.

Soils

Soils can influence a parcel of land's development potential. Each soil group has a series of characteristics that are more or less suitable for different land uses. These characteristics include texture; mix of clay, silt and sand; depth to bedrock; height of the water table; the percolation rate of water through the soil (drainage); and its load bearing capacity. In general, moderately-well drained soils are often well suited to development while poorly drained soils are highly susceptible to erosion and flooding.

The three major soils associations in Hallowell have different characteristics and implications for future land use development:

Hollis-Paxton-Charlton-Woodbridge Association are excessively to moderately-well drained soils found primarily in western Hallowell and near I-95 typically in gently sloping to moderately steep areas.

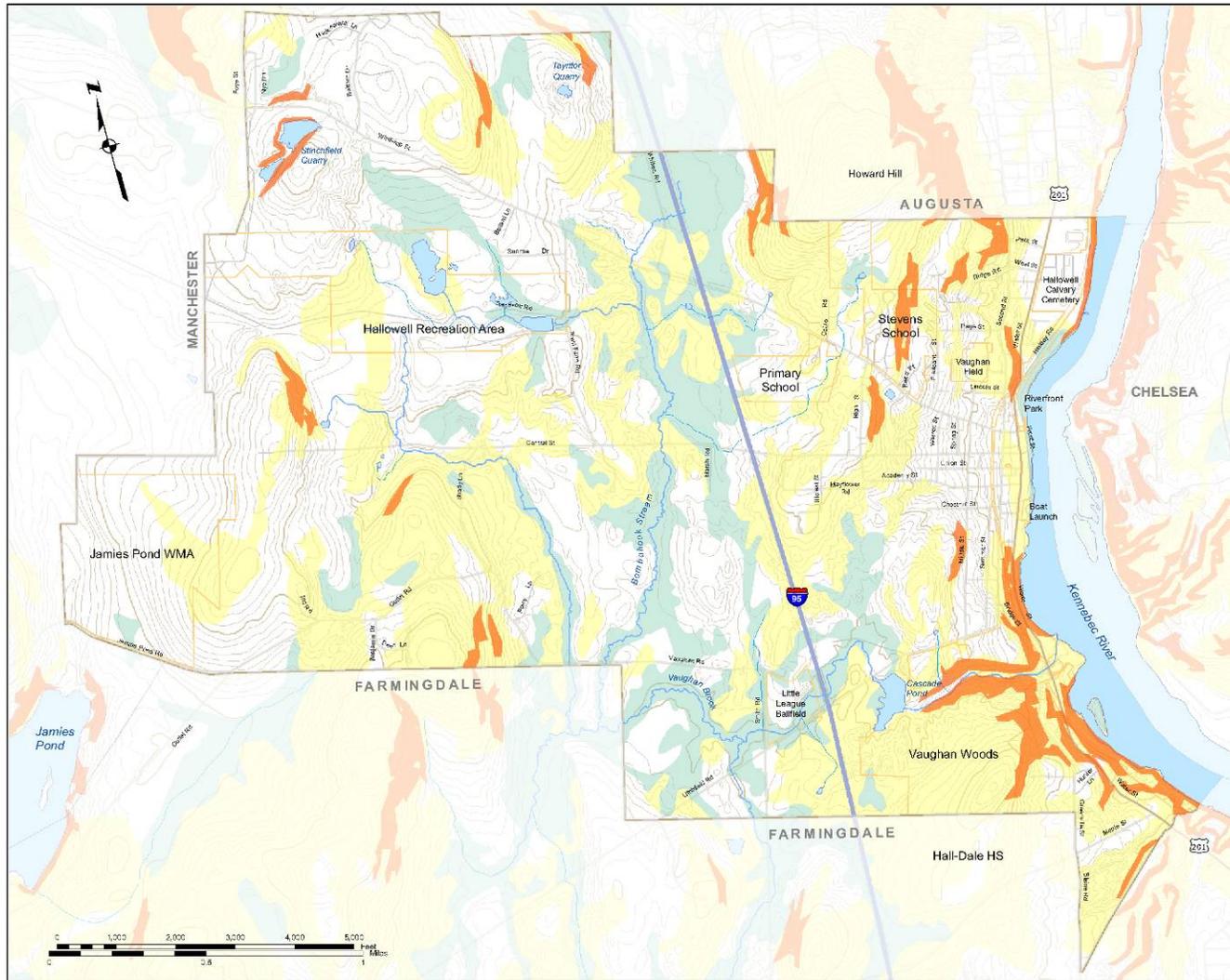
Buxton-Scio-Scantic Association are poorly to moderately- well drained hydric soils found in predominantly flat areas near waterways in the south central portion of Hallowell and often associated with wetlands.

Scantic-Ridgebury-Buxton Association are poorly to moderately-well drained soils found in level and sloping areas in valleys and ridges around I-95.

Soils are also categorized by their suitability for specific activities. Approximately 14% of Hallowell's land is considered prime agricultural soil. These soils could be highly productive for agricultural activities; they are also considered well-suited for development. In addition, Hallowell has soils that are hydric and/or highly erodible and not suitable for most development. These soils make up 20% of the City's land and can be found near I-95 and around major waterbodies and streams (see Hydric Soils, Erodible Soils, and Steep Slopes Map, page 3.)

City of Hallowell
2008 Comprehensive Plan

**Hydric Soils,
Erodible Soils
and Steep Slopes**



LEGEND

- Slopes > 20%
- Hydric soils
- Highly erodible soils
- 10 foot contours
- 100 foot contours

Steep slopes shown are for areas of two or more contiguous acres with sustained slopes of 20% or greater

Slope values generated from USGS National Elevation Data.

Hydric and Erodible soils from USDA Natural Resource Conservation Service data.

Contours from USGS 1:24,000 scale topographic maps.

Bill Duffy

04/14/2008

Waterways

Watersheds

All water collected in Hallowell eventually flows into the Kennebec River through a watershed. A watershed is a natural drainage basin that collects precipitation and sends it through a particular watercourse to a body of water such as a major lake, pond, or river via an interconnected system of surface waterways including brooks, streams, and wetlands. Action taken in any part of a watershed can affect water quality throughout the system. Hallowell is served primarily by three watersheds: Vaughan Brook, Jamie's Pond, and the Kennebec River (see Watersheds, Wetlands, and Floodplains Map, page 5)²². In addition, a small portion of the water collected in Hallowell drains into Augusta's Bond Brook Watershed.²³

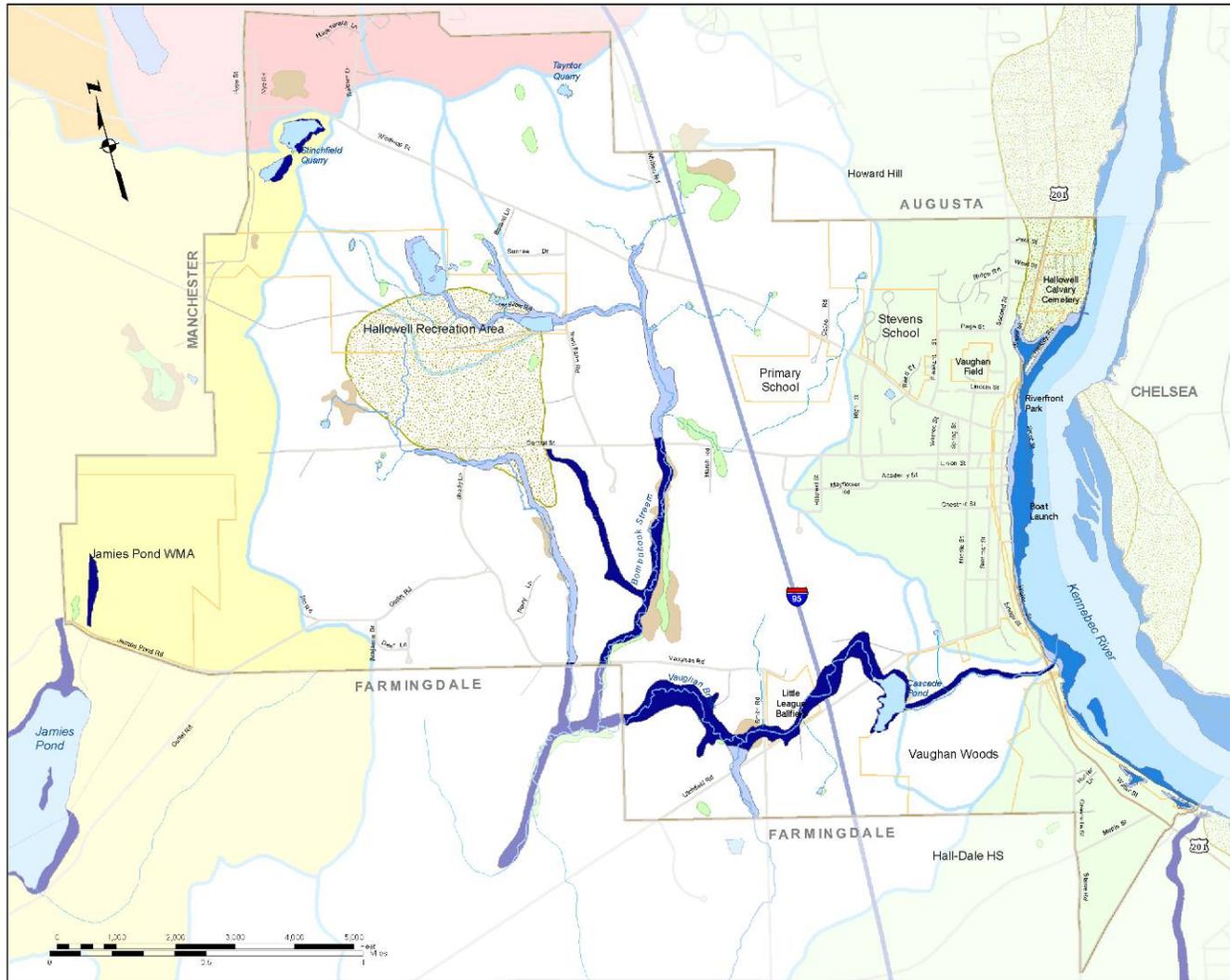
Vaughan Brook Watershed serves approximately two-thirds of the City's land and includes a significant amount of Hallowell's wetlands, streams, and brooks. It is characterized by grasslands, wetlands, and woods and is home to a myriad of animals, birds, and fish species. Hallowell's largest aquifer underlies this area.

Jamies Pond Watershed stretches along the western boundary of Hallowell and includes all of the Jamies Pond Wildlife Management Area. This area, characterized by woodlands and wetlands, is one of the largest undeveloped blocks in the City and home to a large range of wildlife. It is an important recreational destination for regional residents.

Kennebec River Watershed includes most land east of I-95 and drains directly into the Kennebec River. Steep slopes lead down to the waters-edge in this highly built-up part of the City and much of the level land is within the floodplain. The riverbank is home to numerous bird and wildlife species and the river is a thriving aquatic ecosystem.

²² More information on watersheds can be found in the 2007 Hallowell Open Space Plan (www.hallowellconservation.org)

²³ The Bond Brook Watershed includes an Urban Impaired Stream Watershed. A watershed management plan was created in 2005 and a project to reduce sediment loading through NPS pollution reduction activities and establishing buffers was completed in 2007.



City of Hallowell
2008 Comprehensive Plan

**Watershed, Wetlands
and Floodplains**

LEGEND

Flood Hazard Areas

- Zone A
- Zone AE
- Zone X-500

Watersheds

- Vaughan Brook
- Jamies Pond
- Kennebec River
- Bond Brook
- Cobbossee

Wetlands and Aquifers

- Non-forested wetlands
- Forested wetlands
- Sand and Gravel Aquifers
- 10 foot contours
- 100 foot contours

Flood Hazard Zones from FEMA Flood Insurance Rate Maps

Zone A: Areas inundated by 100-year flood - no base flood elevations determined.

Zone AE: Areas inundated by 100-year flood - base flood elevations determined.

Zone X-500: Areas inundated by 500-year flood.

Watershed and Sand and Gravel Aquifer boundaries from Maine Geological Survey

Wetlands from US Fish and Wildlife Service National Wetlands Inventory maps

Bill Duffy

04/14/2008

Surface Water

Brooks, streams, ponds, and the Kennebec River make up Hallowell's surface water network and play a key role in the City's natural resource inventory. They serve as recreational locations, as drinking water resources, and as habitat for a myriad of aquatic and terrestrial plants and animals. Preserving and protecting water quality and quantity and the health and welfare of habitat are of particular concern with surface waters as they play a critical role in the health of a community's entire ecosystem.

The Kennebec River spans 140 miles from Moosehead Lake to Merrymeeting Bay where it joins the Androscoggin River and moves out to the Atlantic Ocean. The Kennebec is a significant location for fish such as Atlantic salmon, alewives, shad, sturgeon, and striped bass.²⁴ North of Augusta, the river passes through a series of dams and industrial areas which restrict the flow of water. With the removal of the Edwards Dam in Augusta, the Kennebec head of tide now occurs between Augusta and Sidney. Though affected by the tide, the Kennebec is a fresh water river.

Hallowell also has several significant ponds, streams, and brooks. Major ponds include Cascade Pond (adjacent to Vaughan Woods) and the Hallowell Reservation Pond, as well as the two dominant quarries, Stinchfield and Tayntor. Bombahook Stream and Vaughan Brook are the two major waterways that flow through the City. Vaughan Brook is home to a Maine Department of Inland Fisheries and Wildlife (MDIF&W) documented native trout population, known locally as "brookies," which are "an important environmental indicator of the health of the stream and requires cold, well-oxygenated water."²⁵

Wetlands

Wetlands provide crucial ecological functions for a community's ecosystem. They benefit the biological diversity of an area by providing for aquatic and wildlife habitats and serving as important travel corridors. In regard to water quality, wetlands help to recharge and discharge ground water, prevent floods, maintain stream flow and water quality, and protect shorelands from erosion. In addition to these ecological functions, wetlands offer aesthetic and open space value and provide for numerous recreational uses such as hunting, birding, fishing, boating, and hiking.

²⁴ Excerpt from the 2007 *Hallowell Open Space Plan: Chapter 2 What We Already Have*, page 9.

²⁵ Ibid.

The Maine Natural Areas Program (MNAP) defines wetlands by their environmental benefit and the functions they serve for communities. Their functional value is based on sediment retention, flood flow alteration, finfish habitat, plant/animal habitat, and educational/cultural value. For each function a wetlands provides, it is assigned one point by MNAP, for example, if a wetland provides all five functions, it receives five points. The greater the benefit a wetland provides to the community, the more points it is given. In addition to MNAP ranking, non-forested wetlands greater than ten acres in size are protected under state wetland ordinances and conditions apply to alteration, mitigation, and development within these areas.

Vernal pools act much like wetlands, but are typically smaller and do not have permanent inlets; they do not fall under the general protection of MNAP. These pools are created as winter runoff and spring rains collect in depressions in the landscape and often the water has dried up by summer or fall. Vernal pools are seasonal habitats for many amphibians such as frogs and salamanders; because of their lack of consistent water levels, they do not provide for viable populations of predatory fish.

As of September 1, 2007, *significant vernal pool habitats* as defined by the Maine Department of Environmental Protection (MDEP) are protected under the Natural Resources Protection Act (NRPA). A vernal pool habitat is “significant” if it has a high habitat value, either because (1) a state-listed threatened or endangered species uses it to complete a critical part of its life history, or (2) there is a notable abundance of specific wildlife. The new regulation protects areas within a 250 foot of the spring or fall high water mark of a significant vernal pool, considered critical terrestrial habitat. Any activity in, on, or over these areas must be approved by the MDEP, through either a Permit by Rule or individual NRPA approval.

Though undoubtedly vernal pools exist throughout Hallowell (particularly in and around the Stevens School, Vaughan Field, The Res, and Jamies Pond), they have to date not been formally cataloged or mapped.

Floodplains

Floodplains are low lying land areas adjacent to rivers, streams, lakes, and ponds that are periodically flooded. Along major rivers, such as the Kennebec, the floodplain is separated into three areas: the stream channel, the floodway, and the floodway fringe. Stream channels carry the average high water flow; the floodway includes the area necessary to carry the floodwaters; and the fringe stores rather than distributes the floodwaters.

A 100-year floodplain is a designated area that has a 1% chance of being flooded in any given year. The Federal Emergency Management Agency (FEMA) maintains detailed maps of all 100-year flood plains throughout the country.

Floodplains within Hallowell are well-defined and exist along the shore of the Kennebec River, the length of Vaughan Brook, and along Bombahook Stream and its major tributaries. Development is typically restricted in floodplains due to cost and dangers associated with flooding and flood-proofing. In general, floodplains contain sensitive vegetation and soils that are susceptible to pollution and erosion. Improper or high volume land uses in these areas increase the potential for property damage, contamination, and flooding downstream.

Water Quality

Water quality is ranked by the Maine Department of Environmental Protection (MDEP) into four classes – AA, A, B, and C. The section of the Kennebec River that runs through Hallowell is Class C. The City's other major streams are listed predominantly as Class B.

Class B waters are general purpose waters that have good water quality and allow for well-treated discharges of amply diluted pollutants. Class C waters are managed at a minimum allowable rate to attain the fishing/swimming goals of the Clean Water Act and maintain the structure and function of the biological community allowing for well-treated discharged pollutants.

There are two major types of pollutants that affect water quality: point and non-point.

Point Source Pollution can be traced to one location, or point, such as a factory or treatment plant. Since these pollutants come from a direct source, they are easy to identify and manage. Some point source pollutants in the Kennebec River come from areas upstream of Hallowell including six paper mills; one tannery; two now closed textile mills; and eighteen municipal waste treatment facilities.

Nonpoint Source Pollution cannot be traced to one source. It includes stormwater runoff. Stormwater can come from anywhere within a watershed and includes any water that does not soak into the ground during a storm but rather "runs off" to a given water body such as a river, lake or stream. Often this water runs over and collects local pollutants such as fertilizers, pesticides, manure, and petroleum products, which originate from places such as farm fields, driveways, roads, golf courses, and lawns.

To limit nonpoint source pollution, the City regulates stormwater within its land use performance standards. The standards require the management of stormwater through surface or subsurface drainage systems to minimize impacts on neighboring and downstream properties. In addition, new development must ensure that no disturbance of undeveloped land causes a greater runoff than existed prior to development.

The Hallowell Water District oversees and maintains the quality of all public water supplies in the City. It provides detailed yearly reports on the quality of aquifers and surface reservoirs used to meet the City's needs. In addition to this quasi-municipal corporation, there are a number of non-profit and state agencies working in Hallowell to protect local and regional water quality. Local shoreland protection ordinances also help to preserve area water quality by providing restrictions and guidelines for development in and around critically sensitive waterbodies. (more information on the public water supply can be found in the Water and Wastewater Chapter).

Habitat & Resources

Wildlife Habitat

Hallowell's many waterways, wetlands, and unfragmented land blocks (see discussion below) include significant wildlife habitats that provide sanctuary for woodland animals, birds, and aquatic animals including critical habitats for select rare and endangered species.

Deer wintering areas support deer herds during Maine's often-harsh winters. Deep snow and frigid temperatures can put stress on the animal population. The wintering areas, or "yards", are located in forested areas and covered by a softwood canopy. The canopy helps to reduce wind velocity, maintains warmer than average temperatures, and improves mobility in snow by retaining snowfall above the forest floor, allowing ground accumulation to become more firmly packed.

Hallowell's largest deer wintering area can be found on the Hallowell-Farmingdale line just west of Shady Lane (see Habitat Map, page 12). This yard has not been evaluated and is unprotected under Hallowell's current land use ordinance.

Waterfowl and wading bird habitats provide breeding, migration, and wintering grounds for a number of bird species. As of 2006, State of Maine Shoreland Zoning Regulations require that waterfowl and wading bird habitats designated by the Maine Department of Inland Fisheries and Wildlife (MDIF&W) must be protected by a 250-foot buffer.

MDIF&W designated waterfowl and wading bird habitats can be found along the eastern edge of the Kennebec River on either side of the Vaughan Brook outlet and in around the Res Pond in the Hallowell Recreation Area (see Habitat Map, page 12).

Rare and endangered species such as the bald eagle, tidewater mucket, musk turtle, and water stargrass make their home in and around Hallowell. The Maine Natural Areas Program (MNAP) maintains information of the status and location of these rare plant and animal species as well as exemplary natural communities in Maine (see Habitat Map, page 12).



Bald eagles are found along inland lake and rivers in areas that include large trees. The birds often mate for life and will return to the same nesting area every year. Two significant nesting areas exist in Hallowell along the southern edge of the Kennebec River.²⁶



The tidewater mucket is a freshwater mussel that resembles a marine clam. This species breeds in coastal lakes, ponds, and slow-moving portions of rivers. The mucket is found along the banks of the Kennebec River, south of the boat launch.²⁷



The common musk turtle is named after the musky smell it excretes and lives in flat aquatic environs around lakes, ponds, and streams. This turtle can be found just outside Hallowell's boundaries around Jamies Pond.²⁸



Water Stargrass can be found just south of the Vaughan Brook outlet in the Kennebec River. This aquatic plant grows in shallow water with its stem submerged, has grass like leaves that can be up to 15 cm long, and produces pale yellow flowers and black fruit.²⁹

26 Cornell Lab of Ornithology: All About Birds, www.birds.cornell.edu/AllAboutBirds, Photo: © Tim Knight

27 Maine Department of Inland Fisheries and Wildlife: Species Information, www.maine.gov/ifw/wildlife/species/index.htm, Photo: © Mark McCollough

28 Center for Reptile and Amphibian Conservation and Management, <http://herpcenter.ipfw.edu>, Photo: © J. White

29 Maine Department of Conservation Natural Areas Program: Water Stargrass Fact Sheet, www.mainenaturalareas.org, Photo: © Elaine Haug, plants.usda.gov

Table NR2 Unique and Critical Natural Resources			
Species	Rarity	Status	Location
Water Stargrass	S2	Threatened	Kennebec River
Bald Eagle	S4	Threatened	Kennebec River
Tidewater Mucket	S2	Threatened	Kennebec River
Common Musk Turtle	S3	Special Concern	Jamies Pond
Rarity: S2, imperiled in Maine because of rarity or other factors that make it vulnerable to decline; S3, rare in Maine; S4, apparently secure in Maine Status: <i>Threatened</i> – rare and, with future decline, could become endangered or federally listed <i>Special Concern</i> – rare in Maine but not sufficiently rare to be considered endangered or threatened			
Source: Beginning with Habitat			

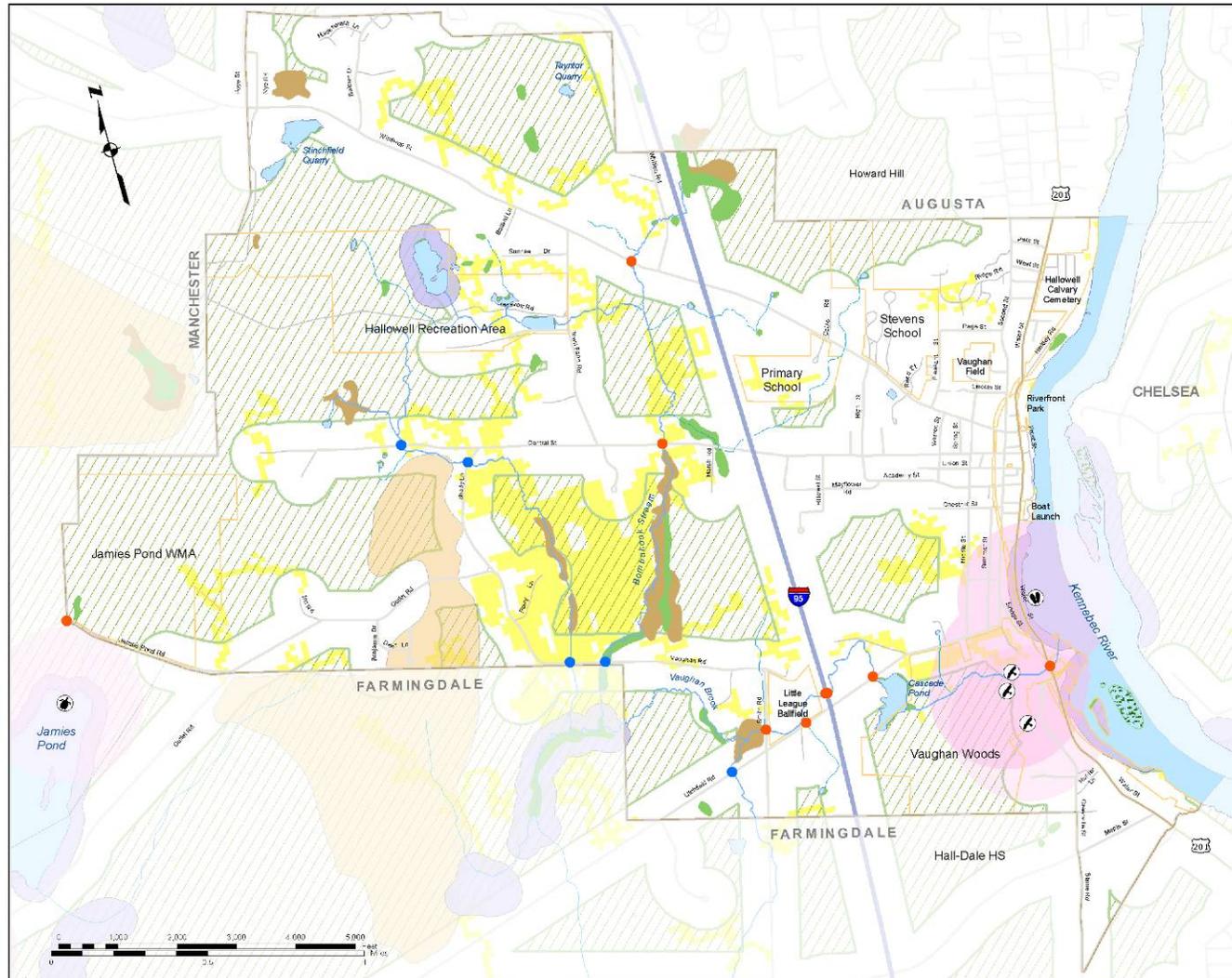
The State of Maine has identified significant wildlife habitats under National Resource Protection Act (NRPA). Significant habitats, as defined by the MDIF&W, include species appearing on the official state or federal list of endangered or threatened animal species, high and moderate value deer wintering areas, and high and moderate value waterfowl and wading bird habitat.

A NRPA permit is required for activities that are located in, on, or over significant wildlife habitats. Activities include dredging, bulldozing, removing or displacing soil, sand, or vegetation; draining or filling; or the construction, repair, or alteration of any permanent structure. The standard for protecting significant habitats emphasizes mitigation and compensation. Actions must be taken to (1) avoid negative impacts on habitats, (2) minimize the impacts if unavoidable, (3) restore or rehabilitate impacted habitats, (4) reduce an impact over time, or (5) replace the affected habitat.

Large Unfragmented Blocks of Land

Significant local habitats such as large unfragmented habitat blocks³⁰ are important wildlife habitats, areas for outdoor recreational activities, and reflect the rural character of the community.

³⁰ Unfragmented blocks are large, contiguous areas of natural woodland with little or no human disturbance. These areas are essential for maintaining a diverse and healthy population of wildlife.



**City of Hallowell
2008 Comprehensive Plan**

Habitats

LEGEND

- Wading Water Bird Habitat
 - Deer Wintering Areas
 - Grassland Habitat
 - Undeveloped Habitat Blocks
 - Non-forested wetlands
 - Forested wetlands
 - Water Stargrass Habitat
 - Bald Eagle Nesting Sites
 - Musk Turtle
 - Tidewater Mucket
 - Essential Habitat Buffers
- MDIFW Fishery Survey**
- Coldwater Species
 - Warmwater Species

Inland Wadingbird and Waterfowl Habitat, Deer Wintering Areas, Bald Eagle Nesting Sites, Musk Turtle and Tidewater Mucket data from ME Dept. of Inland Fisheries and Wildlife.

Bald eagle nests shown have been occupied at least once in the last three years. Quarter mile buffers around each eagle, mucket and turtle sites are considered essential habitat.

Grasslands shown ranked in top 25% for species diversity in Maine by US Fish and Wildlife Service.

Undeveloped Habitat Blocks defined as areas greater than 500 feet from improved roads and developed areas.

Water Stargrass habitat from ME Natural Areas Program.

MDIFW Fishery Survey conducted by ME Dept. of Inland Fisheries and Wildlife in 2006.

Wetlands from US Fish and Wildlife Service National Wetlands Inventory maps.

Bill Duffy

04/14/2008

The value of an unfragmented habitat block typically increases with its size. As a general principle, the larger the block of unfragmented habitat, the greater the diversity of the animal and plant population that can be supported. Development in rural areas fragments these “blocks” and reduces their value as wildlife habitat. A block of 150 acres or more has the potential to be used by most species in Hallowell. Deer wintering areas can often be found within these blocks.

In isolation, the value of unfragmented habitat blocks is limited. A habitat functions in the context of the surrounding landscape. Wildlife travel corridors linking the individual habitat blocks into a network are critical. A wildlife corridor is a generally linear area of habitat that connects two or more areas or blocks of wildlife habitat. It serves as an avenue of connectivity for animal movement between larger habitats.

Ensuring a well-connected wildlife habitat network helps to preserve the region’s biodiversity and maintain its rural community character. In addition, limiting development to the edges of a large unfragmented habitat maintains its environmental integrity and helps to ensure that animals in the interior are protected from development activities.

MNAP has identified the large unfragmented blocks in Hallowell; their relative locations can be used to help define significant tracks and wildlife corridors that traverse the city (see Habitat Map, previous page).

Agricultural, Forest & Conservation Land

Farm, forestry, and conservation lands provide large expanses of open space and are often critical wildlife habitats in urban communities like Hallowell. Agricultural land provides some jobs, but mainly these areas offer rural recreational, scenic, and open space opportunities for the City’s residents. They are important parts of Hallowell’s history, culture, scenery, character, and quality of life.

Forest and Agricultural Land

The majority of Hallowell’s forested land is located within the conservations areas of Vaughan Woods, Hallowell’s Recreation Area, and Jamies Pond WMA (described below). Some private landowners also maintain forest and open space lands through

their participation in the Maine Tree Growth Tax³¹ and Farm and Open Space Tax³² Programs.

These programs are designed to provide landowners with tax incentives to maintain land for actively managed timber production or as designated open space areas. Tree Growth Tax Program participants with 10 acres or more of forested land prepare a Woodland Management Plan and commit to long-term well-planned harvesting practices. In its 1993 Municipal Valuation Return, Hallowell reported 250 acres under the Tree Growth Tax Program; in 2006, that number was down to 125 acres, spread over 5 parcels. Timber harvesting between 1991 and 2006 totaled 337 acres in a series of 16 harvests. Ninety-eight acres were shelter-wood harvest³³; the remainder were selected harvest³⁴.

The City has a significant amount of land designated as open space under the Farm and Open Space Tax Program. In 1993, 13 acres were classified as open space; in 2006 that number had risen to 144 acres.

Just under a quarter of Hallowell is considered prime farmland. However, as was true in 1993, no parcels in Hallowell are classified as farmland, and as a result no local landowners participate in the Land for Maine's Future Farm Program.

Conservation Land in Hallowell

Vaughan Woods is a private conservation area owned by the Vaughan Homestead Foundation and protected by a conservation easement held by the Kennebec Land Trust (KLT). The foundation, in partnership with the Hallowell Conservation Commission and the KLT, maintains a series of trails and a limited parking area.

31 Title 36, M.R.S.A., Section 571 - 584-A. PL 2003, c. 30 (amd). "The Maine Tree Growth Tax Law provides for the valuation of land that has been classified as forestland on the basis of productivity value, rather than on fair market value."

32 Title 36, M.R.S.A., Sections 1101 - 1121 as amended by PL 2004, c. 619. "The Farm and Open Space Tax Law provides for the valuation of land which has been classified as farmland or open space land based on its current use as farmland or open space, rather than its potential fair market value for more intensive uses other than agricultural or open space.

33 "A method of regenerating new, even aged stands by harvesting all mature trees in an area in a series of two or more cuts occurring within 10-20 years. One or more cuts leaves merchantable trees to provide shade and protection for the establishment of forest seedlings. The second or third cut, or final removal, removes the remaining mature trees to give the regenerated trees full sunlight." Maine Be Woods Wise Program.

34 "A "catch all" for all types of partial cuttings; selective harvest is an exploitive cutting and often used to describe high-grading, liquidation harvests, and diameter limit cutting." Maine Be Woods Wise Program.

Jamies Pond WMA is a state-owned wildlife management area managed by the Maine Department of Inland Fisheries and Wildlife (MDIFW) and includes land in Hallowell, Manchester, and Farmingdale.³⁵ The area is a wildlife sanctuary, though hunting, fishing, and trapping are allowed. The state stocks the pond and maintains a hand-carry boat launch. The area has a series of trails used for hiking and cross-country skiing. Swimming is not allowed on any land managed by MDIFW.

The “Res,” also known as the Hallowell Recreation Area and the Town Forest, is the largest City-owned property open to the public. This roughly 180 acre park offers a mix of outdoor recreational activities including hiking, swimming, picnicking, bird watching, cross-country skiing, and snowmobiling. This land is not protected by deed restriction or conservation easement but it is the City’s intent to maintain the area as open space.

Resource Protection Measures

Hallowell protects its natural and water resources with a number of ordinances. Following State of Maine and federal guidelines, these provisions help to mitigate the adverse affects of development and land use on the community’s critical natural habitats. Two districts in Hallowell designed specifically to deal with land preservation are the Resource Protection and Open Space Districts. The major purpose of these designations is to protect water quality, wildlife and aquatic habitats, and to preserve the City’s natural and scenic beauty. Hallowell also has a series of overlay districts that regulate development in environmentally sensitive areas, such as around streams and shorelands and in floodplains.

In addition to the regulatory districts and overlays, the Hallowell’s Rural Residential Zone (which covers most of the privately held open space land in the City) is designed to promote low-density development with an emphasis on retaining the rural character.

The Resource Protection District (RP) includes the City’s riverfront shoreline, Hallowell Island, and all land within 100 feet of Cascade Pond and the downstream portion of Vaughan Brook. The district’s purpose is *“to further the maintenance of safe and*

³⁵ Jamie’s Pond WMA was purchased from the Hallowell Water District through the Land for Maine’s Future Program (who contributed half the project cost), the City of Hallowell, and numerous local citizens.

*healthful conditions; prevent and control potential water pollution sources; protect spawning grounds, fish, aquatic life, birds and wildlife habitat; and conserve shore cover, visual as well as actual points of access to coastal waters and natural beauty; and to protect historic and archeological sites.”*³⁶ Permitted uses in these areas include conservation and recreation activities with conditional uses for agriculture/aquaculture, non-structural educational, scientific or religious uses, and piers, wharfs, docks, and fish ponds.

Open Space District (OP) covers 428 acres, including Jamies Pond WMA, Hallowell Recreation Area (the “Res”), Vaughan Woods, and the Kennebec Rail Trail, which serves as a recreational connector to the communities of Gardiner and Augusta. The open space district focuses on providing conservation and outdoor recreation opportunities for all Hallowell’s residents. Its purpose is *“to further the maintenance of safe and healthful conditions; prevent and control potential water pollution sources; protect bird and other wildlife habitat; and conserve vegetative cover, and natural beauty.”*³⁷

The Shoreland District (SD) includes a 250 foot buffer around the Kennebec River and Vaughan Brook. It is an “overlay zone” and as such places additional regulations on top of existing zoning guidelines within these areas. The Shoreland District regulations are intended to protect water quality, prevent erosion, and preserve vegetation and wildlife while allowing continued water-dependent, recreation, agricultural, and forestry uses as appropriate.

The Floodplain Management District (FM) includes all of Hallowell’s floodplains. Development within these areas is regulated in accordance with state and national guidelines. The Federal Emergency Management Agency (FEMA) and the 1994 “Flood Insurance Rate Map” define the areas affected and development is regulated through a Flood Hazard Development Permit. Standards include ensuring the use of flood resistant construction materials, attention to water and sewer placement (so as not to be affected by flooding), and designing development so that the lowest floor is at least one foot above flood level. These regulations ensure that development can continue, in particular long Water Street, while also protecting the health and safety of residential and commercial tenants.

36 "SECTION 9-411: Purpose (RP)." Revised Code of Ordinances of the City of Hallowell. City of Hallowell, 1997. p 330

37 "SECTION 9-431: Purpose (OP)." Revised Code of Ordinances of the City of Hallowell. City of Hallowell, 1997. p 332

Conservation Groups

Local Agencies

Hallowell Conservation Commission (HCC) is a nine-member citizens board appointed by the Mayor. The HCC works in partnership with other local and regional groups and organizations to protect Hallowell's natural resources. The commission conducts educational efforts and trail clean-up days, provides environmental information to the Planning Board and City Council, and serves as an advocate for natural resources. Most recently, the commission completed an Open Space Plan for Hallowell; it was adopted by the City Council in 2008. The plan outlines a series of policies and objectives for the future conservation of Hallowell's natural resources and open space areas.³⁸

Hallowell Tree Board is a seven member board that works to preserve and plant trees within the City. The board has received numerous grants to fund tree planting projects including a 2005 Project Canopy grant to plant trees on several vacant planting locations throughout the city.

Regional Partners

Natural resource protection is broader than municipal boundaries. Hallowell partners with many regional organizations to promote and protect the environment throughout the Kennebec Valley.

Kennebec River Initiative "is the result of several decades of continuous effort by diverse parties (including area non-profits, state agencies, and municipalities) to identify common goals and form a collaborative effort to conserve [and] protect" the Kennebec River. It works to "identifying priority sites for conservation, protection, development, and educating the public on the value of the river and its varied resources."³⁹

Its aim is to "spearhead a well organized, cooperative effort to secure the future of the river as one of the state's most important scenic, ecological, fisheries, wildlife,

³⁸ www.hallowellconservation.org

³⁹ KENNEBEC RIVER CORRIDOR: Action Plan Summary. The Kennebec Valley Council of Governments, KRI Project Staff, page 4

recreational, cultural and economic assets and to foster revitalization efforts of the river communities.”⁴⁰

The Kennebec Coalition is made up of Trout Unlimited, American Rivers, the Atlantic Salmon Federation, and the Natural Resources Council of Maine. The coalition was formed in 1989 to secure the removal of the Edwards Dam and restore the Kennebec River. With the dam's removal, Atlantic sturgeon, salmon, and eight other species of migratory fish are able to reach historic spawning areas that have been unavailable since the dam was built in 1837. In addition to a restored aquatic community, communities along the Kennebec anticipate increased opportunities for sport fishing, boating and other forms of recreation.

The Kennebec Land Trust (KLT), a non-profit organization formed in 1988, works with landowners and communities to protect the Kennebec Valley's natural features, working landscapes, and fragile ecosystems. Many of the properties protected by the KLT are open to the public, such as Vaughan Woods. The KLT preserves natural resources through land protection, stewardship, education, advocacy, and cooperation.

Considerations

1. The City is required to update its Shoreland Zoning provisions to meet new state standards. Are the state measures sufficient to protect natural resources and wildlife habitats in Hallowell? If not, what additional measures should be considered?
2. The recently adopted Open Space Plan includes a series of recommendations for the future open space conservation in Hallowell. Should the Comprehensive Plan include all or part of these recommendations?
3. What, if any, measures should be taken to promote and expand farm and agricultural activities within the City's rural areas?

⁴⁰ KENNEBEC RIVER CORRIDOR: Action Plan Summary. The Kennebec Valley Council of Governments, KRI Project Staff, page 4

Recreation and Culture

Recreational and cultural opportunities abound in Hallowell. Though small in physical area, Hallowell has a large, thriving cultural community and offers a wide variety of recreational opportunities. This chapter includes a look at Hallowell's existing recreation and culture facilities as well as considerations for the future.

Recreation

Recreation activities in Hallowell are for the most part community-driven, supported by a combination of a strong volunteer spirit and active recreation-focused committees. A Recreation Committee oversees on-going city-wide project development and the City's Public Works Department maintains publicly owned-grounds. In addition, the Waterfront and Rail Trail Advisory Committees were created to help with the development and maintenance of the Waterfront Park and the Rail Trail, respectively; both are still active today. Regionally, the City funds a joint recreation program in conjunction with the Town of Farmingdale.

Few standard guidelines exist documenting the amount of recreational opportunities a community should provide. The National Recreation and Parks Administration (NRPA) developed quantitative standards for park development in the 1980s (revised in 1996). They suggested that a "healthy" community should provide 10 acres of parks for every 1,000 residents. In Hallowell that would mean 25 acres of parks for the current population of 2500. The City currently well exceeds that standard, with roughly 527 acres of park land providing 210 acres per 1,000 people. (Table RC1 at the end of this document shows how Hallowell's current recreation facilities match up to the standards outlined by the NRPA.)

These kinds of statistical calculations do not take into account differences in a community's particular recreational needs. Current standards look at a community's recreational amenities based on residents' needs while also considering surrounding community assets. The discussion of park and recreation locations and numbers is refined to include population and demographic characteristics (i.e. what are the specific needs of the community's aging population with regard to open space).

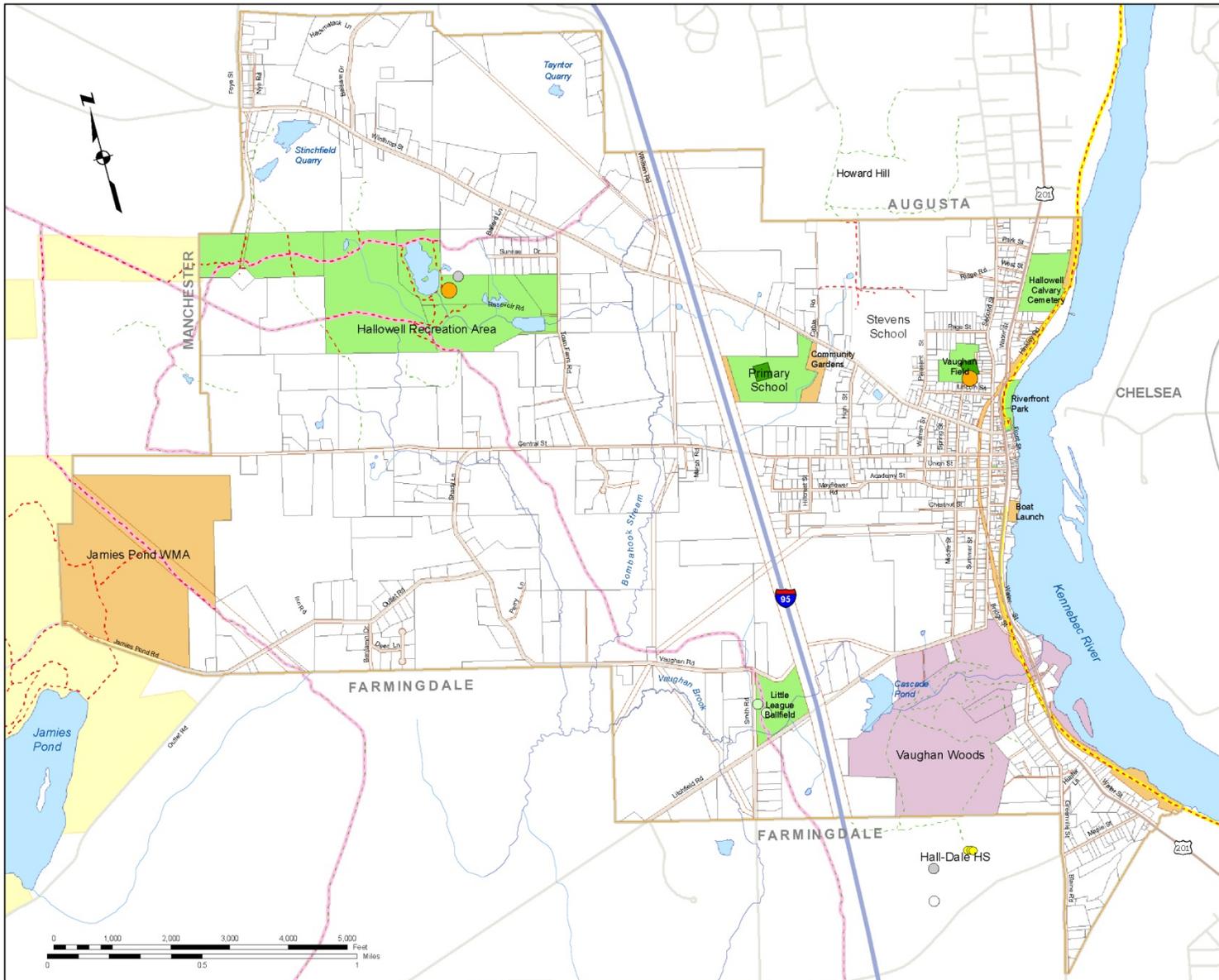
This newer approach is reflected in the Vaughan Field Report and in Hallowell's Open Space Plan. Both involved significant public input and consider the current and future needs of the community. Their findings emphasize the continuing need to support and expand recreational opportunities in Hallowell.

The Vaughan Field Report cites a need to increase recreational opportunities for parents, children, and the elderly, such as formal playground areas, sports fields, and open space areas that are safe and convenient.

The Open Space Plan identifies specific goals for each of Hallowell's major recreation areas and considers the need to more clearly define the roles of the City and volunteers in their maintenance and safety. Hallowell residents support the private efforts of the Kennebec Land Trust and other regional organization to preserve and purchase open space land in and around Hallowell but the City has, to date, no formal funding mechanism to purchase important open space sites.

City of Hallowell
2008 Comprehensive Plan

Recreation Map



LEGEND

Open Space

- City
- Private
- State
- Public lands in adjacent towns

- Trails on publicly owned land
- Trails on privately owned land
- Snowmobile trails
- Kennebec River Rail Trail

Recreation Facilities

- Tennis
- Baseball
- Little League Baseball
- Softball
- Basketball
- Playground

Trails shown on private lands should not be construed as public access

The following outlines the major city, state, and private recreation facilities as depicted in the Recreation Map on the previous page.

City-Owned Recreation Resources

The Waterfront Park (2.29 acres), at the north-end of Hallowell’s historic downtown, is jointly owned by the City and the State of Maine. The site includes a bandstand, picnic tables, and granite blocks for seating. It is also the primary parking area for the Rail Trail and the downtown. The park is the site of a seasonal farmers market (May through October) and the “Rock on the River” summer concert series.

The Waterfront Advisory Committee is working on the project to revitalize the City of Hallowell’s Waterfront and restore the historic bulkhead and wharf once owned by the Eastern Steamship Company. Project plans include a 372-foot steel bulkhead and wharf to stabilize the riverbank and offer mooring space tie-ups for large watercraft, and a landscaping plan with an amphitheater, parking, public restrooms, a water supply, two overlook areas, and a carry-in boat launch.

The bulkhead has already been built, at a cost of \$465,000. The landscaping, parking lot, boardwalk and railing, walkways, water, lighting and electrical, granite work, boat launch and overlook areas are expected to cost \$635,000. The Committee and the City are working to identify funding sources.

As part of the waterfront project, the City has been considering possible future uses of the Exxon Mobil site for a possible park expansion.

Vaughan Field (9 acres), formerly the location of Hallowell’s elementary school, has long played an import part in Hallowell’s recreation network. The site includes a playground (though some equipment has been moved to the new school), a ball field, and a basketball court, along with generous “flat” green space and wooded areas. Bertha H. Vaughan donated the land to the City as a park and playground in 1923. In 2006, the Friends of Vaughan Field commissioned the *Report on the Potential Re-Use of the Vaughan Field Property*, which proposes restoring the site to reflect the original gift. The City Council has voted to proceed in this direction. To determine the scope and scale of the park, the Vaughan Field Committee has held a series of public meetings to identify what recreational facilities should be made available at the location.

The City Recreation Area – The Res (188 acres) is the largest City-owned open space/recreation area; portions are owned by the City and by the Hallowell Water District. The Res includes a large network of trails, a beach, a picnic area, seasonal

restrooms, and parking facilities. In addition, formal recreation facilities include a softball diamond and basketball court. Previously the Res included youth summer programs and softball leagues. Walking, swimming, picnicking, bird watching, cross country skiing, and snowmobiling are currently enjoyed throughout the park.

No formal dedication of the Res as an open space/recreation site has been made. Over the years, many committees, including the previous Comprehensive Plan Committee, have evaluated the site and proposed protection and improvements. Although some changes have taken place, the Res is plagued by misuse, neglect, and vandalism.

Little League Ball Field (17 acres), located at the corner of Litchfield and Smith Roads, is currently housed on land held by the City for use as a future cemetery. The City Cemetery Office does not foresee needing it for at least 10 years, and the league has been considering purchasing part of the land for dedicated recreational use. The league would like to invest in parking, lighting, and concession facilities.

Other City-owned/funded Recreational Amenities

Gateway Parks: The City of Hallowell Public Works Department, in conjunction with local volunteers, maintains two gateway parks at the north and south ends of Water Street.

Pocket Parks: The City owns and maintains one pocket park on Union Street. According to the Tree Board, this park is in rough shape due to poor design and vandalism and its condition has been allowed to deteriorate.

Ice Skating Pond: A small (150' X 200') manmade pond located behind the Hallowell Water District Office is cleared by the City for informal skating use. There is also a warming hut.

Summer Recreation Program: The City of Hallowell jointly funds a summer recreation program with the Town of Farmingdale. The program is held at the Hale-Dale Elementary School and runs throughout the summer from 8:30 AM to 4:30 PM.

After School Program: Hall-Dale Elementary School provides an afterschool program from the end of the school day until 6 PM throughout the academic year.

State-Owned Recreation Resources

Hall-Dale Elementary School/Community Gardens (30 acres) is owned and operated by MSAD #16. The school grounds include formal recreational spaces (playgrounds and fields) and 25 acres of undeveloped land including the “community gardens.” A Trails Committee is currently overseeing the development of a trail network to connect walkways within school grounds, improve access to the campus, and provide cross-country and communal trails in the land surrounding the school.

Hall-Dale Middle and High Schools (30 acres) located in Farmingdale are owned and operated by MSAD #16. The school grounds include formal recreational spaces (tennis courts and sports fields) that are open for Hallowell resident use.

Kennebec River Rail Trail (KRRT) is a 6.5 mile path linking Gardiner, Hallowell, Farmingdale and Augusta. This trail is part of the National East Coast Greenway, a proposed 2300 mile trail that will extend from Calais, Maine to Key West, Florida. Funding for the KRRT included federal and local matching grants as well as volunteer contributions, a state bond, and locally raised donations. There are two KRRT trailheads in Hallowell: one at the Waterfront Park, leading to Augusta, and another at the south end of Water Street, leading toward Farmingdale. The KRRT has been very successful with local residents and regional recreation users.

The building and operation of the trail is under the supervision of the KRRT Board of Supervisors. The City also has a Rail Trail Advisory Committee, formed to help develop and build the trail and now partially active in its maintenance and upkeep. In addition, the non-profit Friends of The Kennebec River Trail assists in the trail’s construction and maintenance and in volunteer recruitment, public outreach, and acquiring land/cash donations.

Kennebec River Boat Launch (1 acre), located at the south end of Water Street, has a cement boat launch and seasonal float. The Maine Department of Conservation maintains the site. The boat launch has parking for vehicles with trailers and picnic sites and is also used for tai chi classes. The boat ramp is only useful at high water and as such the site is not as heavily used as those in Gardiner or Augusta. Winter use is primarily for smelt shack access.

The Jamies Pond Wildlife Management Area includes 160 acres within Hallowell. The Maine Department of Inland Fisheries and Wildlife (MDIF&W) maintains the entire 840-acre Wildlife Management Area. The majority of the area and the pond itself are

located in Manchester. The Hallowell Conservation Commission works closely with MDIF&W and the Manchester Conservation Commission on the maintenance and upkeep of the trails. Popular activities include hunting, fishing, trapping, hiking, and boating. Swimming is not allowed on land managed by the MDIF&W. By vehicle, Jamies Pond can only be accessed from the Hallowell side (Outlet Road) and MDIF&W plans to maintain the road to the pond parking area as a seasonal/summer road. The City has worked with MDIF&W to create a winter parking lot just inside the area.

Privately-Owned Recreation Resources

Vaughan Woods (119 acres) is a private conservation area owned by the Vaughan Homestead Foundation and protected by a conservation easement held by the Kennebec Land Trust (KLT). The foundation, in partnership with the Hallowell Conservation Commission and the KLT, maintains a series of trails and a limited parking area.

The Kennebec Ice Arena is a privately owned year-round indoor ice skating rink. The arena is located on Whitten Road and is open from 6 AM to 12 AM. It offers skate rentals and has designated open skate times. There are youth and adult hockey leagues and figure skating/ice dance lessons are available.

Snowmobile Trails run through Hallowell and connect with trails in Readfield, Mt. Vernon, Fayette, Wayne, Leeds, Wales, Greene, Monmouth, Winthrop, Belgrade, Manchester, North Augusta, Sidney, Farmingdale, West Gardiner, and Litchfield. Two snowmobile clubs (Kokadjo Roach Riders and Barnstormers SC) based in Hallowell help to maintain the trail system. The majority of Hallowell trails run over private property and use is based on agreements between the clubs and landowners.

Recreation Considerations

1. There is a need for the continued development of urban park spaces, including the rehabilitation of the Union Street Park and the creation of additional sites.
2. As the population ages, Hallowell should take into consideration the development of parks and recreational facilities that meet the needs of this demographic.
3. The City should work to resolve the issue of the Little League Field lease and determine how best to support the needs of the league and the cemetery association.
4. A plan for the maintenance and upkeep of the trails and fields at the Res needs to be developed and implemented. The site needs to be formally delineated and preserved.
5. Increased use of the Kennebec Rail Trail requires additional parking and upkeep. A well-marked trail connection is needed through Hallowell, perhaps in conjunction with the Waterfront Park effort.

Culture

A community's cultural resources reflect its heritage and its residents. Hallowell has long been a cultural center for the region. The Kennebec Corridor Arts & Culture Directory developed by the Kennebec Valley Art Association, and supported by a grant from the Maine Arts Commission, lists more than fifty artists and musicians living and/or working in Hallowell. Downtown Hallowell holds annual festivals and cultural events and is a popular place for arts and music with a variety of shops, restaurants, and galleries promoting cultural exchange.

The following outlines major culture venues in the community and identifies area for consideration for future development and or expansion of programs.

Library and Civic Centers

Hubbard Free Library, built in 1887, is the oldest library building in the state still serving its original function. The library has a collection of roughly 25,000 books and periodicals. A non-profit, the library serves the communities of Hallowell,

Farmingdale, and Chelsea and is funded jointly by all. The library's collection includes extensive local and regional history materials, an archive of newspapers and pamphlets published in Hallowell, and a number of books by Maine authors. The library holds children's story and craft hours and is available for performances, readings, talks, art displays, and demonstrations. A 15-member Board of Trustees governs Hubbard Free Library. Staffing consists of one employee and a fully accredited librarian, plus volunteers.

The library building is in need of major structural improvements. Structural needs include significant repairs to the leaking slate roof and stabilization of the foundation. The building needs updating to meet modern egress, electrical, and handicapped accessibility code standards. The board is also looking to replace the heating system and add new ventilation and air conditioning units.

The Hubbard Free Library Capital Campaign has set a fundraising goal of \$650,000 to support the building improvements and increase the library's operating hours.

The American Legion is a national veterans' organization with offices throughout Maine. A non-profit community service organization, it was chartered by Congress in 1919 as a patriotic, war-time veteran's organization devoted to mutual helpfulness. The Goodrich-Caldwell American Legion Post #6 in Hallowell holds monthly meetings and is open for community and city events.

Cohen Community Center located on Town Farm Road is one of Spectrum Generations' seven locations in central Maine. Previously known as Senior Spectrum, Spectrum Generations provides housing, health, and financial resources to senior citizens. The for-profit community center offers a large variety of activities including dining hall meals, entertainment, social activities, exercise classes, and support groups. Use of the facility is open to the public for a fee.

City Festival and Events

Hallowell hosts a number of community events throughout the year. Volunteer committees, in conjunction with the public and private institutions such as the Board of Trade, drive these events. The City has no official role, though it does provide permits and some monetary donations.

Old Hallowell Day is a mid-summer celebration that includes road races, a craft market, a food fair, a mile-long parade, continuous music, and fireworks. The Old Hallowell Day Committee coordinates the event. Old Hallowell Day began in 1966 as

part of the Hallowell Improvement Association's waterfront redevelopment effort. The event is fully organized by local volunteers with donations from the City to cover insurance costs.

Hallowell Harvest Festival has been going on for about 15 years and is sponsored by Celebrate Hallowell. Held in October, the weekend event includes a bonfire, scarecrow contest, historic walking tour of the riverfront, scavenger hunt, pumpkin decorating, and a Harvest Ball.

Christmas in Old Hallowell was first started in 1983 under the guidance of the Christmas Planning Committee. Events include a window decoration contest (sponsored by Row House Inc.), a parade, art shows, a mouse hunt, a gingerbread contest, a production of "A Magical Christmas", and other seasonal events.

Mardi Gras in Hallowell includes a community mask contest, a trivia contest, face painting, a Mardi Gras Parade, and a Mardi Gras Ball.

Rock on the River is a free summer concert series held on Tuesday evenings at the city stage on the river. The City provides an annual donation to pay for band fees.

Non-Profit Cultural Resources

There are a number of non-profit organizations working to promote and produce cultural amenities in Hallowell.

Gaslight Theater, formerly Augusta Players, has been in existence since 1938 and based at Hallowell City Hall since 1980. The theater is a non-profit organization and produces four productions per year (www.gaslighttheater.org).

The Gaslight Theatre is in need of more space. The current venue has served its needs well and the city-supported rehabilitation of City Hall has enhanced the space (the addition of an elevator now allows more residents to enjoy theatre productions). The theatre is now looking to expand and recently received a grant from the Maine Community Foundation to hire a strategic planner. It hopes to reorganize its structure, expand its membership base, and increase its educational offerings.

The Harlow Gallery is the home of the Kennebec Valley Art Association (KVAA), a non-profit membership-based arts organization. The KVAA has supported and promoted the arts in Hallowell since the founding of the Harlow Gallery in 1963. The Gallery offers monthly art exhibitions, regular public arts events, such as "Art Talks",

weekly figure drawing sessions, workshops and demonstrations, film screenings, and poetry readings. Membership is open to artists of all types and arts supporters for an annual fee (www.harlowgallery.org).

Granite City Communications is a non-profit group promoting local art and music with a local newspaper, the *Hallowell Record* (a community-based newspaper begun in 2007); a radio station, WKCD (currently under development); and a web site (www.granitecitycommunications.com).

Culture Considerations

1. There is a possible need for the City to get more involved in the ever growing cultural activities of the community.
 - Create a Culture Committee that could help to manage and oversee Hallowell festivals and events.
 - Include funding for non-profit cultural organizations within its community service budget.

Table RC1 Recreational Facilities Inventory 2008			
	Recreation Needs for Population of 2000-2500	In Hallowell	Location
Administration			
Recreation Board/Committee	1	1	City Hall
Leadership			
Swimming Instructor	1		
Summer Recreation Director	1		
Skating Rink Supervisor (1 per rink)	1		
Part-time specialists	1		
Programs			
Supervised Playground program	1		
Senior Citizen Club	1	1	Cohen Community Center
Teen Program	1		
Ice Skating	1	1	Private Facility
Community-wide Special Events	1	1	Festivals
Community Music Group			
Arts and Crafts	1	1	Library
Evening Adult Education	1	1	Maranacook/Hall-Dale Adult Education (Readfield)

Table RC1 Recreational Facilities Inventory 2008			
	Recreation Needs for Population of 2000-2500	In Hallowell	Location
Dance Group	1		
Day Camp		1	Hall-Dale Elementary Summer Program
Facilities (based on NRPA standards)			
Neighborhood Park: 2-10 acres located within 1/2 mile of 50 or more housing units	1	2	Waterfront Park & Vaughan Field
Community Recreation: 12-25 acres with ball fields, tennis courts, swimming, ice skating, etc	1	1	The Res - ball field/ basketball court
Community Park: 100+ acres, largely undeveloped		2	The Res & Jamies Pond WMA
Baseball Diamond (0.16 per 1000 people)		1	Hall-Dale High School
Softball/Little League (0.75 per 1000 people)	1	2	Little League Field & The Res
Basketball Court (0.5 per 1000 people)	1	2	Vaughan Field & The Res
Tennis Court (0.67 per 1000 people)	1	3	Hall-Dale High School
Multi-purpose Field (0.5 per 1000 people)	1	2	Vaughan Field, Hall-Dale High School
Swimming Beach (50 sf/water & 50 sf/beach per user)	1		
Ice Skating Rink (5000 sf per 1000 people)	1	2	Kennebec Ice Rink (Private, Fee) Water District Ice Skating Pond
Playground (.5 per 1000 people)	1	2	Vaughan Field & Hale-Dale Elementary
Horseshoe Court	1		
Shuffleboard Court	1		
Picnic Area w/tables & grills (2 table per 1000 people)	1	2	The Res & Waterfront Park
Outdoor Education/Nature Center	1		
School Facilities for Public Use	1	1	Hale-Dale Elementary
Gymnasium/ Multi-purpose Room	1	1	Hale-Dale Elementary
Auditorium/Assembly Hall	1	2	Hale-Dale Elementary, City Hall
Arts & Crafts Shops	1		Downtown Hallowell
Teen Center	1		
Senior Center	1	1	Cohen Community Center
Game Rooms	1		
Library	1	1	Hubbard Free Library

Table RC1 Recreational Facilities Inventory 2008			
	Recreation Needs for Population of 2000-2500	In Hallowell	Location
Finance (Funds spent for operation & maintenance -does not include capital expenditures)			
Minimum \$6 per capita for part-time program	1		Hallowell Does not provide per capita spending for recreation. Currently the City provides a \$10K donation to a Joint Rec. Program with the Town of Farmingdale
Source: State of Maine Recreation and Open Space Planning Workbook; Planning Decisions			

Historic & Archeological

Prior to colonization, Native Americans of the Wabanaki tribe lived along the Kennebec River. They named the Hallowell area *Bombahook* (or *Medumcook* or *Keedumcook*) because of the shoal (sandbar) in the river here. The first Colonial settlement was established in Hallowell in 1762, and the City grew and prospered as a place of shipbuilding, trade, publishing, and logging. As described in a local historical account, the City's current population, "is only slightly smaller than it was in 1820, the year Maine seceded from Massachusetts and became a state in its own right. Yet 180 years ago, Hallowell's inhabitants enjoyed services of 71 stores along Water Street (by contrast, Augusta had a population of 1,000 and just 20 merchants)."⁴¹ Today, Hallowell's many historic buildings tell the story of the City's history and contribute considerably to its unique character. This chapter identifies Hallowell's important archeological and historic resources and examines how they are protected.

Archeological Assets

An archeological site is any place where human activity occurred and where artifacts (objects made, used or changed by people) are found. There are two types of archeological sites: prehistoric and historic.

Pre-Historic Archeological Assets

Pre-historic archeological assets relate to Native American settlement and tend to date prior to about 1700. According to the Maine Historic Preservation Commission (MHPC), there are two known pre-historic archeological sites in Hallowell. Both are located in developed areas (their exact locations are undisclosed) and may no longer survive. Limited archeological surveying has been accomplished along the Kennebec River, with no sites found. The MHPC recommends future archeological surveys in two archeologically sensitive areas: along Vaughan Brook and around the small ponds in the western portion of the City.

41 "Old Hallowell on the Kennebec," produced by Row House, Inc. Sumner Webber, Hallowell Historian; written and edited by Rebecca Sawyer-Fay.

Historic Archeological Assets

Historic archeological assets were created after European settlement. The MHPC identifies four historic archeological sites in Hallowell. They are:

- **Norcross Pottery**, an American industrial pottery site, 1792- c.1800
- **Keedumcook Trading Post**, an English trading post, c. 1676
- **"Ticonic"**, an American side-wheeler, wreck, October 1836
- **"John W. Richmond"**, an American side-wheeler wreck, Sept. 3, 1843

The exact locations of these sites are undisclosed.

Historic Assets

Historic assets date after widespread European settlement and include villages, historic districts, buildings, cemeteries, bridges, and other similar resources.

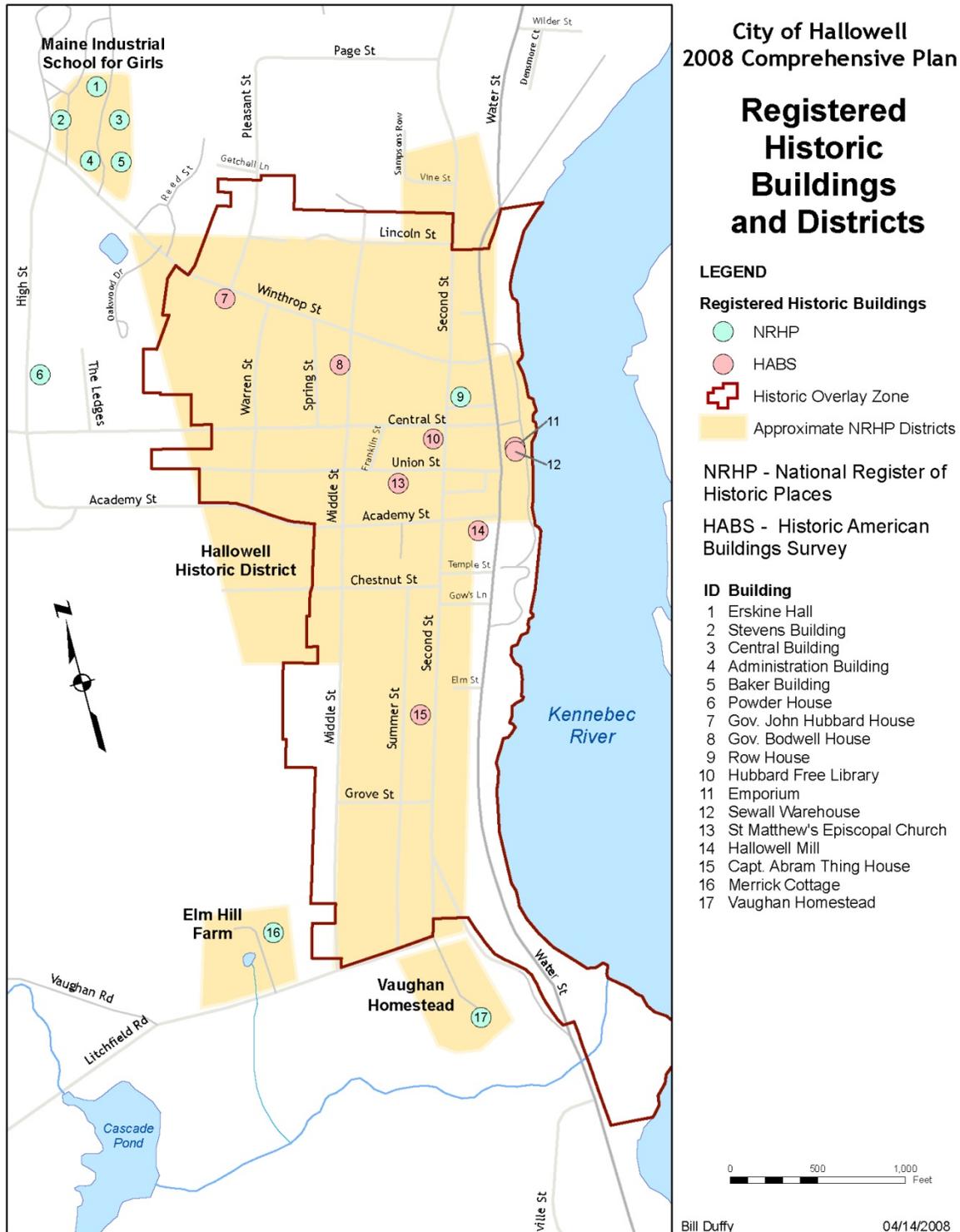
The National Register of Historic Places (NRHP) is the nation's official list of preserved historic resources. The National Register helps communities identify, evaluate, and protect historic and archeological resources. It also provides guidelines for renovation and development within the designated buildings and districts. Districts, sites, buildings, structures, and objects can all be listed. Listings are federally recognized and protected from adverse impacts by projects funded, licensed, or executed by the federal government; they are also eligible for federal rehabilitation tax credits.

The following properties located in Hallowell are listed on the National Register of Historic Places:

- **Hallowell Historic District**, defined as the Hallowell hillside (see Hallowell City Historic Districts Map, next page), encompasses 260 acres and 446 properties.
- **Maine Industrial School for Girls Historic District**, Winthrop St.
- **Powder House Lot**, High St.
- **Row House**, 106-114 2nd St.
- **Vaughan Homestead**, Second St.
- **Elm Hill Farm**, Litchfield Rd.

Along with the Row House and the Vaughan Homestead, both of which are listed on the National Register, 54 additional historic sites in Hallowell are identified as locally historically significant in the brochure, "Historic Hallowell Maine: A Guide to Historic

Homes and Places of Interest,” produced by the Row House, Inc, a non-profit organization dedicated to historic preservation in Hallowell.



Two of the Hallowell residences listed in the “Historic Hallowell Maine” brochure, the former Jacob Abbott House (61 Winthrop Street) and the Governor Bodwell House⁴² have been on Maine Preservation’s *Most Endangered Historic Properties* list since 2000. The Hallowell Freight Shed, a historic railroad building, was added to the list in 2008. “Most Endangered” status does not ensure the protection of a site or provide funding, but is designed to raise local awareness and helps focus rescue efforts. Criteria for inclusion on the endangered list include demonstration of the property’s historic significance, identification of threats to the site, and a strong commitment to invest time, energy and money to rescue the historic property.

Also listed in the brochure is the Hubbard Library, Maine’s oldest standing free public library, which is in need of major roof, electrical, and other building improvements.

Historic Organizations and Resources

Local non-profit organizations play an important role in the identification and preservation of historic resources. Hallowell has several historic non-profits:

Row House, Inc. is a non-profit, membership organization dedicated to preserving Historic Hallowell. The organization has been in existence for more than thirty-five years, and was recently a key partner in the renovation and restoration of the City Hall building. It produces the brochure, “Historic Hallowell Maine: A Guide to Historic Homes and Places of Interest” (see Historic Assets, above).

Row House, Inc and the Hallowell Area Board of Trade have come together to develop Hallowell’s *Museum in the Streets*, a walking tour that will include photographs, illustrations and information about important people, events, and historical sites throughout the City. The project will feature two large maps showing the location of twenty informational signs throughout the City.

Built around 1835, the **Dr. John Hubbard Museum** includes period furnishings, books, and instruments, some of which were owned by the doctor. The Dr. Hubbard Building Association staffs and maintains the museum. Funding comes from private sources and an annual donation from the City.

⁴² Current restoration work is underway

Additional resources regarding Hallowell's historic assets include an inventory of the historic buildings on Second St. located at the Maine Preservation Commission; a number of 1964 historic photos located at the Hubbard Free Library in Hallowell; and a 1992 historic survey of Hallowell (including property type, architectural data, age, location, and historical data) located at the Maine State Library.

Protection for Historic and Archeological Resources

Neglect and inappropriate development are the greatest threats to historic and archeological resources. Protection from these can be provided at the local, state, and federal levels.

Federal and State Level Protection

Numerous federal and state laws and regulations govern the treatment of historic and archeological resources in Maine. They are focused on protecting cultural resources that may be threatened by projects funded or permitted by the federal or state governments.

Section 106 of the National Historic Preservation Act requires federal agencies to review all federally funded, permitted, or licensed projects which may affect a property listed on the National Register of Historic Places or eligible for such listing. Section 106 review is a routine part of the planning process for all federally-assisted projects. The review does not guarantee that the property will not be affected or even demolished, but it does ensure that there will be an opportunity to consider the effects of the project before it occurs. The Maine Historic Preservation Commission currently reviews 3000-3500 projects under this law every year.

Maine's Site Location of Development Law requires consultation from the Maine Historic Preservation Commission on impacts resulting from large-scale developments that may not come under Section 106 jurisdiction, including projects occupying more than 20 acres, metallic mineral and advanced exploration projects, large structures and subdivisions, and oil terminal facilities. The Maine Historic Preservation Commission reviews roughly 300-500 projects per year under this law.

The protection of historic properties at federal and state levels is limited to projects of significant size, or those funded, licensed, or permitted by federal and state agencies.

For all other projects, the only comprehensive protection for historic properties is legislation at the local level.

Local Protection

Hallowell's current zoning ordinance includes a Historic District Overlay Zone (HD). Overlay zones impose additional requirements to the zoning requirements already established for the area as designated. For example, a parcel along the Kennebec River might be subject to the requirements of the Shoreland District, the Floodplain Management District, and the Historic District.

Building, remodeling and demolition permits for properties within Hallowell's Historic District, as well as any properties designated by the City Council as a Historic Landmark (such as the Powder House at High Street), may not be issued without Planning Board approval. Property owners must submit a "Historic District Certificate of Appropriateness Form" to gain project and material approval.

The City's zoning ordinance outlines the criteria for Planning Board approval based on the U.S. Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. These guidelines are very specific and can be costly for homeowners. The Planning Board has enforced general guidelines regarding building development, additions, and integrity with existing forms and dimensions. However, specific guidelines have sometimes not been fully enforced, such as the types of materials used for replacement or updating of windows and siding. There is concern that by not fully meeting the national requirements, Hallowell's Historic District National Registry Listing may be at risk.

Lack of enforcement mechanisms is also a significant issue at the local level. If a property owner in the Historic District has not obtained approval for building renovations regulated by the ordinance, the Code Enforcement Officer currently has no enforcement mechanism other than sending a letter informing a property owner that their actions are not consistent with the City's requirements. This is not always enough to encourage compliance.

Considerations

1. There is inconsistency between what the historic ordinance says and how it is applied. What changes need to be made so that the ordinance accomplishes Hallowell’s historic preservation goals?
2. Are additional enforcement measures necessary?
3. Should Hallowell offer a financial incentive to assist property owners with meeting historic district requirements?
4. Currently, the boundaries of the Hallowell’s local historic district and the historic district listed on the National Register do not match. This means that property owners may have different historic requirements and benefits depending on which, if either district their building is located within (see Table H1 below).

Table H1 Hallowell’s Historic Preservation Districts

If the historic building is located:	Requirements	Benefits
Within Hallowell’s local historic district	Any changes to exterior of house must meet Hallowell’s historic district requirements	None (Unless the building applies for and receives its own individual listing on National Register)
Within National Register Historic District	Any changes to exterior of house must meet Hallowell’s historic district requirements	Eligible for federal historic grant funding if building is certified as “contributing” (less onerous than individual application)
Outside of both	Any changes to exterior of house must meet local zoning requirements	None

5. The last town-wide architectural survey was completed in 1992 and things have undoubtedly changed. An up-to-date survey that identifies which buildings contribute to the community's historic character is important in establishing a historic preservation strategy for Hallowell.
6. Currently, Hallowell's Planning Board is responsible for enforcing the historic ordinance. Local historic preservation experts have recommended that Hallowell create a historic preservation committee to review and administer the ordinance. This would free up the planning board to focus specifically on planning issues and would create a resource of community members knowledgeable about Hallowell's history and historic preservation. The Certified Local Government (CLF) Program, administered by the MHPC, provides annual training for local historic district commissions in how to interpret and apply their historic ordinances.
7. The CLF program also provides competitive grant funding to certified communities for historic preservation projects such as architectural and archeological surveys, public education programs, and preservation, rehabilitation and restoration projects. To become a CLF certified community, Hallowell would need to create a local historic preservation commission and implement a formal review process.
8. The Maine legislature recently enacted LD 262, Act to Amend the Credit for Rehabilitation of Historic Properties. Intended to help Maine communities with their downtowns revitalization efforts, the law made several significant changes to the state's previously underutilized historic tax credit: it removed the cap on project size, expanded the tax credit to include smaller projects, and made the credit fully refundable. LD 262 is one reason the timing is right for Hallowell to consider whether its current approach to historic preservation is or is not appropriate, and what changes might be necessary for the town to achieve its historic preservation goals.

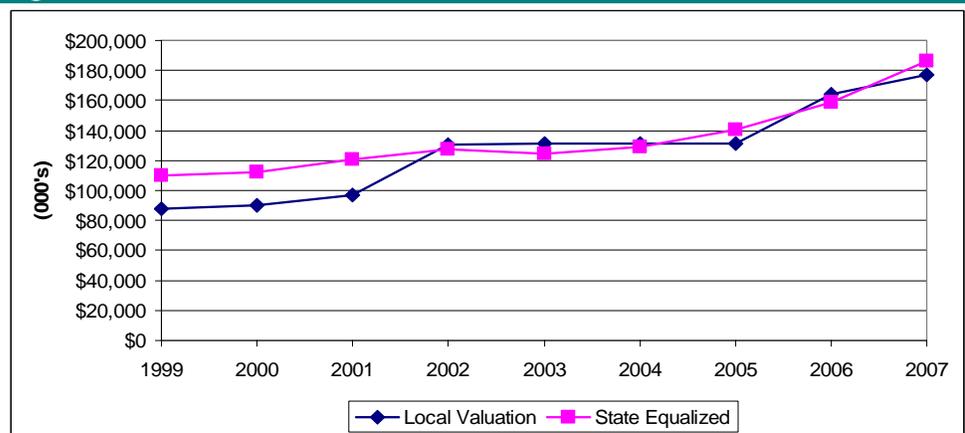
Fiscal Capacity

Historical Valuation

Both the City of Hallowell and the State of Maine compute property valuations for the City. The State's valuations reflect market values as the figures are compiled and adjusted to reflect actual property transactions. The figures for any given year are two years old, so do not reflect recent changes in property values. Hallowell's valuations, in contrast, reflect market values only when a revaluation is undertaken. For all other years values are adjusted to reflect market conditions.

The assessed valuation of Hallowell has increased over the past ten years, in terms of both local and state valuation (Figure F1). Not taking inflation into consideration,

Figure F1 Local and State Assessed Valuations



Source: City of Hallowell Financial Reports & Maine Revenue Services

the local valuation has doubled over the past eight years, from \$88 million in 1999 to \$177 million in 2007. Between 2002 and 2005 Hallowell's valuation changed little. Since 2005, however, it has seen double digit percentage growth each year.

According to state records, in 2006 about 6% of Hallowell's property tax valuation was exempt from tax payments⁴³. This was much less than the state proportion of 12%. Although Hallowell does not serve as a County Seat or any other state or federal government function, because of its proximity to the State Capital (Augusta) it does have some state government buildings. Approximately 64% of the City's tax exempt properties are state government buildings. Very little land within Hallowell is

⁴³ 2006 Municipal Valuation Return Statistical Summary, Tables 5-10.

cropland, woodland and open space with the total cumulative amount being \$22,385 (see Natural Resource Chapter for more information on agricultural/open space lands).

Valuation Comparisons

State valuation and per capita valuations are two measure of a community’s relative wealth compared to other communities. Table F1 displays a summary of State valuations and per capita valuations for Hallowell and nine other communities within Kennebec County. Not surprisingly, Hallowell’s total State valuation was less than many of the larger neighboring communities. However, Hallowell’s per capita valuation (\$73,590) was higher than most of the communities except for Augusta, Manchester, Monmouth, and Winthrop.

	2005 Population	2007 State Valuation	Value Per Capita
Hallowell	2,535	\$186,550,000	\$73,590
Augusta	18,626	\$1,380,800,000	\$74,133
Chelsea	2,672	\$121,400,000	\$45,434
Farmingdale	2,886	\$163,350,000	\$56,601
Gardiner	6,237	\$304,350,000	\$48,797
Manchester	2,554	\$286,150,000	\$112,040
Monmouth	3,788	\$308,200,000	\$81,362
Randolph	1,902	\$78,650,000	\$41,351
West Gardiner	2,901	\$199,050,000	\$68,614
Winthrop	6,480	\$526,600,000	\$81,265

Source: Maine Revenue Service

Town	Tax Rate
Hallowell	19.50
Augusta	16.50
Chelsea	15.70
Farmingdale	17.75
Gardiner	21.80
Manchester	11.50
Monmouth	24.35
Randolph	20.65
West Gardiner	7.60
Winthrop	22.26

Source: Maine Revenue Service

Tax Commitment

Hallowell’s property tax commitment from 1999 to 2007, though not at the rate of the City’s valuation during the same time period (Table F3, following page). Between these eight years Hallowell’s local valuation increased by 102%. During this same time period the property tax commitment increased by about 62%, to over \$3.3 million in 2007. The tax rate in 2007 (\$19.50 per \$1,000 of valuation) was less than 1999’s rate (\$23.30).

Although the City’s tax rate has decreased in recent years, in 2006 Hallowell had one of the higher rates, in comparison to local communities in Kennebec County as shown in Table F2.

Table F3 Hallowell's Assessed Valuation, Tax Rate and Commitment

Fiscal Yr End June 30	Local Valuation (000's)	Equalized State Valuation (000's)	Annual Change in Value (State)	Municipal Tax Rate	Property Tax Commitment	Annual Change
2007	\$176,892	\$186,550	17.36%	19.50	\$3,449,412	3.43%
2006	\$164,296	\$158,950	13.09%	19.50	\$3,203,773	-4.75%
2005	\$130,917	\$140,550	9.21%	25.00	\$3,272,950	0.26%
2004	\$130,917	\$128,700	3.29%	24.60	\$3,220,583	9.19%
2003	\$130,917	\$124,600	-2.04%	23.50	\$3,076,573	13.76%
2002	\$130,645	\$127,200	5.43%	20.70	\$2,704,352	9.51%
2001	\$97,220	\$120,650	7.53%	25.40	\$2,469,390	14.96%
2000	\$90,252	\$112,200	1.86%	23.80	\$2,147,998	5.10%
1999	\$87,714	\$110,150	-	23.30	\$2,043,757	-

Source: City of Hallowell Financial Reports & Maine Revenue Service

City Budget

City expenditures (Table F4) have been slowly increasing over the past few years, although there was a slight decrease between 2006 and 2007. The City's recent budget, 2007, was approximately \$4.3 million.

Table F4 City Expenditures Fiscal Year 2002 - 2007

Fiscal Year End June 30	2002	2003	2004	2005	2006	2007
General Government	\$308,330	\$255,998	\$251,873	\$270,211	\$277,797	\$339,427
Public Safety	\$405,698	\$402,251	\$439,038	\$396,653	\$596,283	\$594,926
Public Works	\$417,887	\$416,935	\$423,834	\$524,932	\$922,623	\$736,704
Human Services	\$21,831	\$28,628	\$71,369	\$16,081	\$16,209	\$47,212
Special Assessments	\$1,997,214	\$2,098,484	\$2,370,200	\$2,494,307	\$2,256,300	\$2,095,249
Debt Service	\$170,690	\$507,327	\$118,741	\$106,336	\$194,788	\$255,176
Leisure Services	\$25,853	\$37,634	\$27,638	\$27,575	\$28,100	\$30,300
Employee Benefits	\$99,408	\$112,136	\$169,659	\$172,452	-	-
Unclassified	\$123,789	\$218,915	\$18,284	\$18,271	\$18,739	\$20,099
Capital Outlay	-	-	\$361,025	\$81,486	\$146,760	\$142,081
Total	\$3,570,700	\$4,078,308	\$4,251,661	\$4,108,304	\$4,457,599	\$4,261,174

Source: City of Hallowell Financial Reports

Education Funding

Hallowell is part of MSAD #16, which is made up of the communities of Hallowell and Farmingdale.

According to the Maine Department of Education, for 2008-09 the total allocation for school funding in the district was \$7,384,833.18. Of this about 31% was from local payments by Hallowell and Farmingdale, or \$2,291,845. Because of its higher 2007 state valuation, Hallowell paid more of a town contribution than Farmingdale (\$1,221,902.50 vs. \$1,069,942.50). In other words, Hallowell paid about 53% of the local contribution for education funding in MSAD #16.

At the same time the Department of Education calculated that the average number of pupils for 2008-09 in the district was 786. Of this, 497.5 were expected to come from Farmingdale and 288.5 from Hallowell (63.3% from Farmingdale and 36.7% from Hallowell). This means that while Hallowell is contributing more money for education, as compared to Farmingdale, it has fewer children in the school system. (See Public Facilities chapter for more information.)

Tax Increment Financing

Tax increment financing (TIF) is a tool that enables the City to reduce the tax burden to new developments that promote City goals of job development or affordable housing, while at the same time sheltering the City from potential losses in state education funding and revenue sharing as a result of the development.

In 2006 the City had about \$15.4 million in assessed value captured within TIF Districts, generating \$178,000 in tax revenue. These numbers are greater than those from 2005, when \$14.5 million was captured within the districts generating \$168,000 in taxes.

Debt

Hallowell currently has \$1.14 million in General Long-term Debt. This includes bonds and notes dating back to 1999 the City has taken out. The interest rates on these bonds range from 3.3% to 5.3%.

Payments on the debt extend through to 2016. Table F5, following page, outlines the expected payments that are due over the next few years.

As of the preparation of this document, April 2008, Hallowell has a \$1.5 million bond anticipation note, with another \$1.5 million note potentially added by June 2008 – meaning there is \$3 million in potential bonded additional indebtedness in the future.

Table F5 Debt Repayment Schedule for General Fund Debt		
Year	Principal	Interest
2007	\$217,000	\$47,417
2007	\$217,000	\$38,231
2008	\$141,000	\$30,411
2009	\$122,800	\$24,038
2010	\$122,800	\$18,393
2011-2014	\$316,200	\$30,888
Total	\$1,136,800	\$189,378
Source: City of Hallowell 2007 Financial Report		

Fiscal Tests

By the fiscal tests suggested in the handbook *Comprehensive Planning: A Manual for Maine’s Communities* (1992), Hallowell has capacity for additional borrowing (see Table F6). Its debt to valuation ratio is favorable, it has a healthy fund balance, it has relatively low per capita debt (about \$970 per person) and it has double-digit growth in assessed value.

While the City of Hallowell exceeds many of the fiscal tests suggested in the manual, the City must remain cautious in adding additional debt. The reason is that the relative property tax burden in Hallowell is high compared to other communities in Kennebec County. The reason is that Hallowell has relatively high housing values, and relatively low incomes (see Table F7, following page).

Table F6 Fiscal Tests for City Budget		
	Hallowell actual	Suggested level
Municipal debt to valuation (2009)	1.0%	less than 5%
Fund balance to operating budget (2009)	17.6%	more than 8.3%
Per capita debt to per capital income (2007)	3.8%	less than 5%
Assessed value (2000-2009)	9.3% growth	should be growing
Source: Planning Decisions		

Table F7 Property Tax Burdens in Kennebec County

	MUNICIPALITY	2008 state equalized property tax rate	2008 home median price	2008 median property tax	2008 median household income	Property tax burden
1	WATERVILLE	18.14	\$118,900	\$2,156.85	\$31,305	6.9%
2	<i>HALLOWELL</i>	<i>14.28</i>	<i>\$169,525</i>	<i>\$2,420.82</i>	<i>\$40,519</i>	<i>6.0%</i>
3	AUGUSTA	15.79	\$109,150	\$1,723.48	\$35,260	4.9%
4	GARDINER	15.32	\$124,000	\$1,899.68	\$44,331	4.3%
5	RANDOLPH	11.88	\$126,750	\$1,505.79	\$37,347	4.0%
6	WINSLOW	14.88	\$125,000	\$1,860.00	\$49,226	3.8%
7	WINTHROP	12.42	\$150,250	\$1,866.11	\$49,531	3.8%
8	OAKLAND	11.81	\$135,000	\$1,594.35	\$43,667	3.7%
10	BELGRADE	8.96	\$190,000	\$1,702.40	\$47,644	3.6%
11	FARMINGDALE	10.52	\$141,450	\$1,488.05	\$44,394	3.4%
12	MONMOUTH	11.42	\$155,000	\$1,770.10	\$55,436	3.2%
13	LITCHFIELD	11.07	\$152,500	\$1,688.18	\$53,554	3.2%
15	WINDSOR	9.80	\$156,000	\$1,528.80	\$51,085	3.0%
16	READFIELD	12.41	\$135,000	\$1,675.35	\$58,894	2.8%
17	CHELSEA	13.51	\$106,250	\$1,435.44	\$52,418	2.7%
18	BENTON	9.40	\$132,900	\$1,249.26	\$45,862	2.7%
19	CLINTON	11.36	\$84,900	\$964.46	\$35,563	2.7%
20	ALBION	10.05	\$121,000	\$1,216.05	\$45,547	2.7%
21	SIDNEY	7.88	\$170,000	\$1,339.60	\$51,691	2.6%
23	VASSALBORO	8.56	\$129,900	\$1,111.94	\$43,276	2.6%
25	CHINA	8.52	\$142,500	\$1,214.10	\$48,485	2.5%
26	MANCHESTER	11.02	\$159,750	\$1,760.45	\$70,468	2.5%
27	WEST GARDINER	7.35	\$183,000	\$1,345.05	\$54,454	2.5%
28	PITTSTON	9.50	\$118,000	\$1,121.00	\$48,209	2.3%
	Kennebec County	12.25	\$134,900	\$1,652.53	\$44,261	3.7%

Because many needs have been identified in this planning process for capital improvements (see Table F8), it is important that the City is creative in finding sources besides bonding to meet its needs.

The strategic elements that arise from this analysis include:

- 1) Hallowell should create a rolling 5-year capital improvements planning process that is part of the annual budget process. This is already successful in dealing with repaving issues. Now the scope of the annual review should be enlarged to consider all capital items that are likely to arise in the coming years.

- 2) Hallowell should investigate other creative ways to fund its capital needs. These might include tax increment financing arrangements downtown, at the Stevens School, in the business district, or at the old Mobil terminal if it changes hands – which would provide a way to stretch the impact of local dollars in financing infrastructure needs elsewhere in the City. Another idea would be impact fees for developments that could be used for water-sewer, affordable housing, or open space needs elsewhere in the community. Finally, as has been mentioned earlier, a more aggressive grants effort should be part of the mix.

Table F8 Capital Needs in Hallowell

Item	Cost	Timing	Major funding sources				
			General fund	Bond	User/impact fees	Grants	Asset sale
Road, sidewalk paving	\$100,000	Annual	X				
Street lights	?	Next 5 years	X	X			
Water, sewer lines	?	Ongoing		X	X	X	
Stormwater repairs	?	Ongoing	X	X		X	
Fire station	?	Next 5 years		X		X	X
Public works garage	?	Next 10 years		X		X	X
Waterfront park	\$500,000+?	Next 5 years	X	X		X	
Vaughan Field	\$200,000+?	Next 5 years	X			X	
Open Space fund	?	Next 10 years			X	X	
Crown on Water Street	?	Next 10 years				X	