

A. INTRODUCTION

Overview of Comprehensive Planning

The goal of municipal comprehensive planning is to protect home rule, promote the types of development that residents want, preserve the resources that resident's value, support the local economy, and suggest cost savings for municipal facilities and services. This comprehensive plan was developed through the efforts of Lubec residents. It brings together information from federal, state and local sources and presents suggestions for the town to consider based on the existing inventory of resources and trends in local and regional development.

A comprehensive plan is not an ordinance; its suggestions are advisory and non-binding. Any ordinances the town would like residents to consider must be voted on separately.

This plan is a vision and goal for the town to help plan for the future. The Comprehensive Plan Committee feels that the policies and goals outlined in the Comprehensive Plan will encourage development in Lubec that is consistent with the nature of a rural community. However, the town is not obligated to implement any of the policies listed in the plan. Any ordinances that are developed will not take effect until voted on by the townspeople at a Town Meeting. The Comprehensive Plan includes goals and objectives. It is not a law. The only constraint with respect to a future zoning ordinance is that it must be consistent with the plan (not including shoreland zoning). That does not mean that the town must enact zoning. It only means that if the town enacts zoning in the future it must be consistent with the plan.

This Comprehensive Plan is the product of many hours with a diverse group of individuals. The Comprehensive Plan Committee is composed of a cross section of Lubec's population. It includes small business owners, town officials and interested citizens. In developing the plan, the committee and consultant received assistance and input from various town committees, the Fire Department, school officials and the public-at-large. The Committee wishes to express their appreciation for this assistance.

Organization of the Comprehensive Plan

The Town of Lubec's Comprehensive Plan is divided into 11 chapters each addressing a specific subject. A summary of each chapter is included below. For each chapter, the Comprehensive Plan recommends goals that are consistent with Lubec's Community Vision Statement, existing town and state policies, and responses from the community survey. These recommended policies and strategies are included at the end of each chapter. A complete list of goals, policies and strategies recommended by the Comprehensive Plan Committee is included as *Appendix F. Plan Implementation*.

RECREATION & HISTORIC RESOURCES

Lubec's history is closely tied to its natural resources – in particular its rich maritime resources. During the nineteenth century, Lubec was a center of trade and shipbuilding. Although the historical and archaeological resources of Lubec have not been fully surveyed, they include several Native American sites and numerous historical structures, most notably concentrated in downtown Lubec.

Through both publicly and privately owned facilities, Lubec provides a variety of opportunities for outdoor recreation. These include a baseball diamond, snowmobile and ATV trails, walking trails, and recreational boating access.

The Town anticipates that demand for recreational facilities will grow. In particular, demand for access to surface waters for recreational use is expected to increase. The Town of Lubec was recently (2010) awarded a CDBG Public Facilities grant to make improvements to drainage at the community ball field.

Goal: *Lubec will preserve its cultural, historic and archeological resources for future generations.*

Goal: *Lubec will maintain existing facilities and expand recreational access for its citizens.*

POPULATION

The year-round population in Lubec was 1,652 in 2000, a decrease of 10.85% since 1990. Lubec's population has declined since 1980 and a continued population decrease is expected over the next 15 years. The total projected year-round population for Lubec is 1,109 by 2020. Lubec also saw a decline in the number of households during the 1990's, consistent with the declining population. Lubec's population is also getting older, with a greater number of single person households. The population of seasonal residents has grown rapidly in recent years. Lubec's seasonal summer population is estimated at between 20% and 40% of the year-round population. If seasonal home development continues at current rates, the estimated seasonal population may exceed 60% of the year-round population by 2020. Although Lubec saw rapid growth in median household income during the 1990's, median household income in Lubec is lower than state and Washington County averages and most surrounding communities.

Implications of these various demographic trends include an anticipated decline in school populations, higher demand for municipal services during summer months, and increased demand for the types of services that will allow elderly residents to remain in their homes (e.g. home-based health care, lawn, and home maintenance).

Goal: *Lubec will use complete and current information about its population when making administrative and policy decisions for the town.*

PUBLIC FACILITIES AND SERVICES

The Town of Lubec maintains a variety of public facilities and services including town municipal fire stations, a town office, and several small town parks. Parts of Lubec are served by public water and public sewer.

Like many service center communities, Lubec struggles to maintain its existing infrastructure in the face of rapidly rising costs and a declining year-round population. Overall, the Town of Lubec has managed to meet this challenge. Municipal facilities and services in Lubec are sufficient for the current and anticipated needs of the population.

Budgetary information is presented in *Chapter J. Fiscal Capacity*. The locations of key public facilities are shown on *Map 2: Public Facilities*.

Goal: *Lubec will plan for, finance and maintain an efficient system of public facilities and services to accommodate current and projected needs through the development, adaptation and implementation of a capital improvement program.*

NATURAL RESOURCES

Lubec's relatively protected location and rich estuarine habitats yield an abundance of intertidal, marine and avian life. Lubec's pristine bays and extensive mud flats support shellfish, marine mammals, wading waterfowl and shorebirds. Lubec has many critical natural resources, most significantly wildlife habitat. Bald eagle, shore bird, and migrant bird species are found throughout the town.

Surface waters in Lubec include a number of streams. There are no rivers or great ponds (lakes) in Lubec. Overall, the water quality in Lubec's surface waters and aquifers is relatively high. The greatest threat to water quality in Lubec is from non-point source pollution. In order to maintain the high level of water quality presently observed in Lubec, the town should adopt stormwater run-off performance standards and water quality protection practices for the construction and maintenance of public roads.

Information on natural resources is necessary to protect environmentally sensitive areas, and to identify opportunities and constraints for development. The natural resources of the town contribute greatly to the quality of life. Natural resources in Lubec are protected through a variety of federal, state and municipal regulations and through public and private land conservation efforts.

Goal: *Lubec will protect and preserve the natural resources on which its economy and quality of life depend.*

EMPLOYMENT AND ECONOMY

Economic development and availability of employment opportunities is the single most important over-riding issue facing the Town of Lubec. Since the 1992 Comprehensive Plan was

written, Lubec has seen continued decline in traditional natural resources-based industries that have formed the basis of the local economy for more than a century. Fishing and seafood processing continue as a major source of employment.

Overarching issues affecting employment and economic development in Lubec include a declining workforce, limited employment opportunities for younger workers, and the community's geographic isolation. The Town is working with regional economic development partners to address these and other issues. Lubec also makes use of the Town's revolving loan fund and promotion of small business.

Goal: *Promote an economic climate that increases job opportunities and the overall well being of Lubec.*

MARINE RESOURCES

The importance of commercial fisheries to Lubec cannot be overestimated. Protecting public shore and water access and maintaining a healthy balance of the industry and natural beauty is crucial. The town will seek to ensure that traditional use of lands and access to water are protected as development pressures increase over the planning period. Lubec currently offers protection to its maritime resources with locally adopted shoreland zoning regulations, land use and subdivision regulations, in addition to state and federal regulations. Ordinances will be updated to be consistent with the minimum requirements of state and federal regulations as is mandated.

Fisheries currently landed in Lubec include urchins, scallops, lobster, clams, sea cucumber, crab, quahog, mussel, seaweed, and elver. Indeed, with a year round population of 1,652, there are a total of 157 commercial harvesters representing 17% of Lubec's workforce. Associated businesses include seafood dealers, a seafood processor and fuel dealers. All species are also harvested by resident and non-resident fishermen.

Goal: *Lubec will preserve for future generations the marine resources that are vital to Town ecology, support local fisheries, and contribute significantly to the Town's heritage and quality of life.*

HOUSING

The total number of housing units grew by 5% in the 1990's. A similar rate of growth is anticipated over the planning period. Housing available in Lubec is dominated by single family houses, but it includes a mix of owner-occupied and rental units, as well as apartments, mobile homes and senior housing.

Overall, there appears to be an adequate supply of affordable housing. Affordable housing is defined as costing no more than 30% of household income. However, housing affordability is an issue for a significant portion of Lubec residents. In particular, the limited availability of

affordable rental properties is an issue for young families. There are also significant substandard housing issues. Both of these trends are related to the age of Lubec's housing stock (45% of units were built prior to 1939). The Town has had some success in addressing substandard housing and should continue these efforts.

Goal: *Lubec will encourage and promote affordable, decent housing opportunities for its residents.*

TRANSPORTATION

There are more than 60 miles of roadway in Lubec, including 33.1 miles of local roads, 13.3 miles of state highway and state aid roads and over 14 miles of private roadways (not counting woods roads and agricultural access roads). Lubec's road network is extensive when compared to its population, tax base and in comparison with other nearby communities. As a result, of its large road network and a backlog of deferred maintenance, the Town anticipates that maintaining the existing network of public roads in Lubec will require careful planning and prudent fiscal management over the planning period.

The major traffic flows in Lubec are found along Route 189 with the highest traffic counts in the downtown area where local traffic overlaps with through traffic to Campobello Island. However, traffic volumes as a whole are relatively low, with no roadways exceeding 4,000 vehicles per day as measured by AADT data taken in 2004.

Goal: *Lubec will encourage, promote and develop efficient and safe transportation facilities that will accommodate our town's anticipated growth and economic development.*

FISCAL CAPACITY

Between 2004 and 2008, municipal general fund revenues increased from \$2,538,265 to \$2,743,946 and expenditures increased from \$2,336,234 to \$2,841,493. During that time, Public Works, General Government and Education showed the greatest dollar expenditure increases, totaling over \$420,000. In 2009, the school budget increased by 18% and is projected to increase by another 50% in 2010/2011. Property tax revenue increased 12% percent between 2004 and 2008; and the valuation of the town rose nearly 43% percent over the same period.

At the same time, intergovernmental revenue declined by 32%. Between 2004 and 2008 the portion of the Town budget collected through property taxes rose from 75% to 81% at the same time as the total budget itself increased. The Town of Lubec faces real fiscal constraints on its ability to finance the current level of government services over the planning period given the level of real and growing frustration with property taxes and the prospect for limited growth in the municipal tax base over the next five to ten years.

The Capital Improvement Plan at the end of this Chapter reflects these fiscal constraints and

summarizes anticipated capital expenses over the planning period. Capital investments in Lubec are financed through general taxation, the use of capital reserve accounts, borrowing and by pursuing state and federal grants.

Goal: *Lubec will plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

LAND USE

The Town has undergone limited residential growth over the past twenty years. Growth that did occur was largely residential development along the shore. Limited commercial growth has, for the most part, occurred in and near the Village.

The Town of Lubec is primarily concerned with encouraging development that will result in improved job opportunities for local residents, expand the municipal tax base and support existing infrastructure. In line with a strong tradition of respecting property owners' rights, the Town of Lubec has limited land use controls, most notably including Shoreland Zoning. Some changes in local land use regulations will be necessary to address concerns raised in this comprehensive plan and any new state requirements. This chapter outlines a future land plan for Lubec that will encourage development consistent with Lubec's rural character.

Goal: *To encourage growth and development in appropriate areas of Lubec while protecting the Town's character, and making efficient use of public services.*

APPENDICES**Appendix A. SELF ASSESSMENT CHECKLIST**

The Self-Assessment Checklist is submitted to the State Planning Office as an Appendix to the Comprehensive Plan for the Town of Lubec in accordance with Chapter 208: Comprehensive Plan Review Criteria Rule. Explanations are provided in the space provide for elements that have been determined by the community to be not applicable.

Appendix B. EXEC. SUMMARY OF THE 1992 LUBEC COMPREHENSIVE PLAN

This appendix reproduces the Executive Summary from the 1992 Lubec Comprehensive Plan. A full copy of the plan is on file in the Town Office.

Appendix C. COMMUNITY VISION STATEMENT

The Community Vision Statement summarizes Lubec's desired future community character in terms of economic development, natural and cultural resource conservation, transportation systems, land use patterns and its role in the region. The Community Vision Statement was developed at a public meeting held in January 2010 and attended by Lubec residents. The Community Vision of Lubec in 2025 describes a community where neighbors continue to know each other and family friendships often go back generations; where fisheries and seafood processing continue to be a valued part of the Town's heritage and the economy; and where growth occurs in a manner consistent with Lubec's rural character.

Appendix D. SIDEWALK INVENTORY

The sidewalk inventory includes a photographic inventory and assessment of sidewalks in Lubec's traditional downtown along with recommendations for improvements.

Appendix E. PUBLIC PARTICIPATION SUMMARY

This appendix summarizes the public participation process used by the Lubec Comprehensive Plan Update Committee to solicit public participation in developing the Comprehensive Plan pursuant to 30-A MRSA §4324. The public participation process included regularly scheduled public meetings, a public Visioning Session and a public opinion survey.

Appendix F. COMMUNITY SURVEY RESPONSES

This appendix compiles the results of the public opinion survey distributed to Lubec residents in January 2010. Surveys were mailed to Lubec residents from a list compiled by the Town Office; additional copies of the survey were made available at the Town Office. The survey was also made available online through the Washington County Council of Governments' website. The Comprehensive Plan Committee received 194 responses. Responses are reproduced in this Appendix F.

Appendix G. PLAN IMPLEMENTATION

This appendix brings together all of the recommended goals, policies and strategies included in the Comprehensive Plan. It prioritizes how each implementation strategy will be carried out and identifies the responsible party.

Appendix H. EVALUATION MEASURES

This appendix established evaluation measures that describe how the Town of Lubec will periodically (at least every five years) evaluate the following:

- A. The degree to which future land use plan strategies have been implemented;
- B. Percent of municipal growth-related capital investments in growth areas;
- C. Location and amount of new development in relation to the community's designated growth areas, rural areas, and critical resource areas; and the
- D. Number of critical resource areas protected through acquisition, easements, or other measures.

Appendix I. REGIONAL COORDINATION PROGRAM

As a rural community, community life in Lubec both affects and is affected by what happens in neighboring communities where local residents shop, play and find employment. Lubec shares responsibility for management of natural resources, including estuaries and bays, with neighboring communities.

The Town of Lubec actively coordinates with neighboring communities on a broad range of issues. This appendix summarized regional coordination efforts undertaken by the Town of Lubec for shared resources and facilities, including but not limited to rivers, aquifers, and transportation facilities; and reproduces recommended policies and strategies for continued regional coordination from relevant sections of the Comprehensive Plan.

Appendix J. COLLISIONS, 1996 – 2006

This appendix includes a series of maps that graphically represent the locations of automotive collisions by category that occurred in Lubec between as 1996 and 2006, as reported to the Maine Department of Transportation.

Appendix K. ROAD DESIGN STANDARDS

This appendix reproduces road design standards for low-volume rural roads published by the Maine Department of Transportation.

LIST OF MAPS

Map 1: <i>Location</i>	After <i>Chapter A. Introduction</i>
Map 2: <i>Public Facilities and Services</i>	After <i>Chapter D. Public Facilities</i>
Map 3: <i>Topography & Floodplains</i>	After <i>Chapter E. Natural Resources</i>
Map 4: <i>Soils Classification</i>	After <i>Chapter E. Natural Resources</i>
Map 5: <i>Water Resources</i>	After <i>Chapter E. Natural Resources</i>
Map 6: <i>Critical Habitat</i>	After <i>Chapter E. Natural Resources</i>
Map 7: <i>Land Cover</i>	After <i>Chapter E. Natural Resources</i>
Map 8: <i>Marine Resources</i>	After <i>Chapter G. Marine Resources</i>
Map 9: <i>Transportation</i>	After <i>Chapter I. Transportation</i>
Map 10: <i>Current Land Use</i>	After <i>Chapter K. Land Use</i>
Map 11: <i>Proposed Land Use</i>	After <i>Chapter K. Land Use</i>

Map Disclaimer:

The information used to create the maps in this Comprehensive Plan has been derived from multiple sources. The map products as provided are for reference and planning purposes only and are not to be construed as legal documents or survey instruments. WCCOG provides this information with the understanding that it is not guaranteed to be accurate, correct or complete; that it is subject to revision; and conclusions drawn from such information are the responsibility of the user. Any user of the maps accept same AS IS, WITH ALL FAULTS, and assumes all responsibility for the use thereof, and further agrees to hold WCCOG harmless from and against any damage, loss, or liability arising from any use of the maps.