Town of Union

Comprehensive Plan

2005 - 2015

A True Copy Attest

Marcy Corwin
Union Town Clerk

Revision 4
June 19, 2006

Preface to Revision 4

This document constitutes Revision 4 of the Town of Union Comprehensive Plan, and is a limited update of Revision 3, which was approved by the Town Meeting in June 2005. The modifications in this Revision 4 are primarily responses to comments on Revision 3 provided by the Maine State Planning Office, as a result of its review of the Plan against the requirements of the State of Maine Growth Management Act. The State has accepted these modifications as fully responsive to its comments.

Revision 3, approved by the Town Meeting in June 2005, was a major update to the previously-adopted version of the plan (Revision 1), which had been in existence since 1987. Revision 3 contains updated inventories of population, housing, land use patterns, transportation, and the local economy, and provides updated recommendations for modified zoning districts, preservation of open space, extensions to recreational facilities, and related improvements of the Town's infrastructure.

The Comprehensive Plan attempts to present a roadmap for the future of Union that all citizens can embrace as a basis for balanced planning. It addresses conflicting issues facing the Town as it seeks to find a middle ground among the competing forces of development and environmental protection, private property rights and community interests, tax control and public investment, and regional planning and local control. It provides a planning basis for development directions, ordinance updates, infrastructure extensions, and capital expenditures, over the next ten years.

A major objective of the Comprehensive Plan is to assist the state in conducting statewide planning. Adoption of this Plan by the Union voters and approval by the State makes the Town eligible for a range of state grants and related financial support. The State has already approved this revision.

The Comprehensive Plan is not an ordinance. Approval of this plan by the citizens of Union constitutes a general endorsement of the directions outlined in the plan, and authorization of the Union Boards (Board of Selectmen, Planning Board, Parks and Recreation Committee, and others) to formulate specific implementation initiatives for presentation to the Union citizens. None of the recommendations in this plan can be adopted without specific follow-on action by the citizens of Union, either directly through the Town Meeting legislative process, or by the elected representatives of the citizens through the Board of Selectmen.

Table of Contents

Page

Preface

Acknowledgements……. i

Revision History …….. ii

Part I. Summary of the Plan

1. Introduction to Part I
2. Principal Findings
3. Recommendations

Part II. Detailed Elements of the Plan

1. Introduction to Part II
2. Population
3. Local Economy
4. Housing
5. Parks and Recreation
6. Transportation
7. Natural Resources and Surface Water Resources
8. Commercial Forestry and Agriculture
9. Historic and Archeological Resources
10. Public Facilities and Services
11. Current Land Use
12. Future Land Use
13. Fiscal Capacity and Capital Improvements Plan
14. Thematic Maps of the Town of Union

Appendices

A. 2002 Survey of Union Residents

B. Town Government

Acknowledgements

The Union Comprehensive Plan Committee was commissioned by the Board of Selectmen in January 2001. The following citizens of Union served on the committee:

Jeff Nims, Chairman
Abraham Knight, Vice Chairman
Travis Brown
John Gibbons
Erica Harriman
James Ianello
Jeff McCormick
James Murphy
Pamela Packard
Marcia Soule

In developing this plan, the Committee drew heavily on the work of an earlier committee that prepared a draft revision (Rev 2) to the original plan. This earlier draft was not enacted by the citizens of Union, but it contained data and analyses that were used extensively in formulating this current plan. The following citizens of Union served on this earlier committee:

Mark Hedrich, Chairman
Lynn Allen
George Boger
Howard Butler
Fred Davis
Raymond Holmes
James Ianello
Austin Jones
Maurice Miller
Mary Sabins
Allan Smith

Many additional citizens of Union contributed to the work of both committees through consultations and public hearings, and the present committee gratefully acknowledges the contributions of these citizens.

The committee was assisted in the work of preparing the plan by Eric Galant of the Midcoast Regional Planning Commission. Additional valuable assistance was provided by Mary Ann Hayes of the Maine State Planning Office.

Revision History

Revision No.	Date	Description
--	6/85	Original. First release of the Town of Union Comprehensive Plan.
1	11/87	Limited updates to the 1985 plan, driven by concerns about recent increases in the pace of development. Incorporation of 1987 citizen-survey results, particularly regarding development directions. Revisions to the land use section to address issues arising from the impact of development on the rural nature of the Town. Recommendations for control of development in farmland and blueberry areas, and on hillsides. Revisions to the local economy section, with recommendations for encouragement of farming and cottage industry as the foundations of the local economy.
2	3/92	Extensive reformulation of the plan, to respond to the formal reporting and planning requirements imposed on all municipalities under the State of Maine Growth Management Act. Detailed surveys of the Town's natural resources, including soil types, wetlands, underground aquifers, forested areas, farmlands, blueberry fields, and developable land. Preparation of detailed maps containing the results of these surveys, which are currently on display at the Town Office. Additional inventories of Town services, cultural resources, demographic trends, and the local economy. Incorporation of the results of a citizen survey conducted in 1990. Formulation of nearly a hundred specific recommendations for Town action on a range of topics from land use management to local government structure. *Revision 2 was defeated at Town Meeting, and was not adopted.*
3	6/05	Updating of the detailed inventories of Town resources and services developed for Revision 2. Incorporation of citizen views on a wide range of planning topics, obtained through a survey of residents conducted in 2002 together with feedback obtained at public hearings. Formulation of specific recommendations for consideration by the Town regarding revision of zoning districts, open space planning, recreational resource development, encouragement of affordable housing, and other areas. Reorganization of the plan to facilitate review and evaluation by the voters, and detailed analysis by involved State agencies.
4	6/06	Limited modifications to respond to State comments on Revision 3.

Part I.

Summary of the Comprehensive Plan

Chapter 1. Introduction to Part I

This Town of Union Comprehensive Plan attempts to present roadmap for the future of Union that all citizens can embrace as a basis for balanced planning. It addresses conflicting issues facing the Town as it seeks to find a middle ground among the competing forces of development and environmental protection, private property rights and community interests, tax control and public investment, and regional planning and local control. It provides a planning basis for development directions, ordinance updates, infrastructure extensions, and capital expenditures, over the next ten years.

The Comprehensive Plan is not an ordinance. Approval of this plan by the citizens of Union constitutes a general endorsement of the directions outlined in the plan, and an authorization of the Union Boards (Board of Selectmen, Planning Board, Parks and Recreation Committee, and others) to formulate specific implementation initiatives for presentation to the Union citizens. None of the recommendations in this plan can be adopted without specific follow-on action by the citizens of Union, either directly through the Town Meeting legislative process, or by the elected representatives of the citizens through the Board of Selectmen.

A major objective of the Comprehensive Plan is to assist the State in conducting statewide planning. Adoption of this Plan by the Union voters and acceptance by the State will make the Town eligible for a range of state grants and related financial support.

The plan includes a projection of the population of the Town over the next ten years based on recent growth trends, an assessment of evolving land use patterns in the Town, and an evaluation of the local economy, housing stock, and road networks. It also includes an identification of natural resources in the Town that require active measures to protect in the presence of projected growth, and an assessment of public and semi-public services and facilities in order to determine their adequacy to support a growing population. A summary of the studies carried out in developing this plan is provided in Table 1-1.

Table 1-1 Studies Supporting Plan Development

1. Population - *Recent population trends, and growth projections over the next ten years, based on 2000 census and historical data.* Results indicate moderate growth, from the current 2200 toward 2500 by 2013. Demographics are changing, with a slow trend toward older residents and fewer children. **2. Local Economy -** *Characterization of the local economy and the Union citizen employment base, using the 2000 census data supplemented by survey of local businesses conducted in 2003.* Results show that Union is a small-business community, with a substantial local economy employing about 350 citizens. The total Union work force is about 1200, with most of the workforce employed in the much-larger economies of the

surrounding towns (Camden, Rockland, . . . as far as Augusta.) But the Union economy supplies more than 20 percent of the local jobs, and the 2002 survey indicates that the citizens highly value this local economy and want to see it grow.

3. Housing - *Inventory of current housing stock, including size, age, and condition. Changes in the housing stock over time, based on the 2000 census and historical data.*
Results indicate housing stock is in generally good condition and is generally adequate to meet current needs. But there is an emerging shortage of affordable housing, based on an analysis of income levels and housing costs. The shortage of affordable housing includes a shortage of rental units.

4. Parks and Recreation - *Assessment of the adequacy of local parks and recreational facilities.*
Results indicate that these facilities are generally adequate for most purposes. The 2002 citizen survey indicated a desire for improvement of existing facilities (e.g., Ayer Park), and better public access to the lakes and ponds. The results further indicate that although facilities in general may be adequate, the Town could do more in providing programs and facilities for its young people, especially teenagers, during the after-school period. There is also a golden opportunity to add a quantum leap in value to the Town's existing facilities at low cost, by developing a system of walking and biking pathways linking the parks and key public and quasi-public facilities in the Town. The 2002 survey indicated solid citizen support for this concept.

5. Transportation - *Assessment of existing transportation networks and services.*
Results indicate that the principal mode of travel in Union is by private automobile, and that the road network is generally adequate to support this mode of travel at the current time. Projected growth in the Town could impact this assessment, but the best response is management of growth rather than expansion of the road network. There is no conventional public transportation in the Town, and the 2002 survey indicated strong citizen desire for bus and taxi service. Services like Coastal Transportation provide a safety net for elderly, ill, and handicapped persons for whom personal transportation by private automobile is not a viable option.

6. Natural Resources - *Assessment of protective measures currently in place for lakes, ponds, rivers, wetlands, natural areas, critical habitat, scenic views, wooded areas, and open spaces.*
Results indicate that certain classes of resources, including lakes, ponds, and the larger rivers, are heavily protected by State laws, and the Union ordinances incorporate this protection. But there are other classes of natural resources that are less heavily protected, and attempts to protect these resources solely by restrictive regulation can lead to conflicts between public interests and private property rights. Other methods need to be considered if such resources as scenic views and open spaces are to be preserved.

7. Water Resources - *Inventory and assessment of groundwater resources (underground aquifers, private and public wells) and their characteristics (size, sustainable flow rates) based on a geological study commissioned and carried out in 1990.*
The assessment indicates that existing groundwater supplies are adequate for all current and foreseeable future needs through 2013 provided that vigorous watchdog and regulatory measures are taken to identify pollution threats and prevent pollution from occurring.

8. Historical and Archeological Resources - *Inventory of historical and known archeological sites in Union.*
Results indicate that historical sites are well known and cataloged in the Town, with the Union Historical Society as an active keeper of the Town's history. Few significant archeological sites have been identified, but State and university experts in local archeology project that such sites, to the extent that they exist but have not been discovered, are along rivers and lakefronts where at least some protective measures are already in place.

9. Public Facilities and Services - *Assessment of public facilities and services against current and projected needs.*
Results indicate that facilities and services are generally adequate. The 2002 citizen survey expressed a high level of satisfaction with most services.

10. Current Land Use - *Inventory of current land uses by region within the Town, organized into residential, light commercial, heavy commercial, active agricultural, and similar use categories, plus undeveloped land.*
Comparison of the actual land use patterns with the current zoning districts indicates that the current zoning map is inadequate for regulating land uses in the Town, and needs to be revised to recognize actual land use patterns. This is a critically important finding.

11. Future Land Use - *Assessment of the potential impact of continued population growth on land use patterns in the Town, and the adequacy of the current zoning map and land use regulations to manage growth effectively.*
Results indicate that the current zoning map does not provide an adequate basis for managing growth over the ten-year span of this plan. Specific needs include expansion of the Village Residential District to allow for growth of residential and light commercial development in the village area near the Union Common, establishment of small commercial districts in suitable areas on Route 17, and allowance for an industrial district that could accommodate a well-screened industrial park near the western end of Route 17. Regulatory changes are needed also in order to reduce minimum lot sizes in certain areas to encourage affordable homes and rental properties.

12. Commercial Forestry and Agriculture - *Inventorying of current working farms and undeveloped woodland.*
Results indicate that citizens highly value farms and woodlands as open space and as important contributors to the Town's rural character. But preservation requires more than regulation. Conflict between public interests and private property rights requires innovative approaches to preservation.

Although the scope of the Comprehensive Plan is quite broad, the central theme and the main topic addressed is future land-use planning in the presence of anticipated growth. Other elements of the Plan (conservation, affordable housing, . .) are important, and were given careful consideration by the committee during the development of the Plan. But future land use planning is the single most important issue in the entire plan.

A major element of the process of developing the Plan was a survey of Union residents conducted in 2002 for the purpose of surfacing the views of the citizens on such issues as growth management, land use regulation, specific land uses that should be restricted, shoreland development regulation, protection of open space, characteristics of the Town that the citizens value, and level of satisfaction with public services. The survey was mailed to all residents who could be identified through the Town's tax records, and the response was surprisingly high at over 30 percent. The survey results are provided in Appendix A of this Plan.

The survey process was supplemented by public hearings on specific issues such as land use regulation, and by focus meetings with specific constituent groups like the local farming community. Feedback from the citizens received at these meetings was a major factor in shaping the recommendations contained in this Plan.

Finally, a key motivating force behind the development of this Plan is a reflection on what Union might look like in the not-too-distant future in the absence of such a plan. An analysis of potential future land-use patterns under current zoning regulations indicates that eventually more than 80 percent of the land area of the Town could become residential house lots; current land-use regulations permit this. Furthermore, Union is a crossroads for east-west traffic between the coastal towns and Augusta and Route 295, and for north-south traffic between the Bangor area and the coastal towns to the south. Route 17 and the north-south corridors do not now look like Route 1 in the summer, but there is little in the Union land-use regulations at the current time to prevent development from proceeding in this direction.

The survey results presented in Appendix A provide a very different view of the future of Union. It is an image of a thriving town that has managed to maintain its rural character despite its growing population, with a vital town center anchored by the Union Common, with a healthy mix of commercial and residential land uses separated where necessary by well-thought-out zoning districts, with adequate roads and public services, and with a manageable tax burden.

The purpose of this plan is to present options that can lead to the realization of this vision.

Chapter 2. Principal Findings

Overview

The principal findings resulting from the studies carried out in support of this plan are summarized in Table 2-1, and are described more-completely below. Detailed findings in each of the study areas are provided in Part II of this plan. The principal findings shown in Table 2-1 are the sources of the major recommendations presented in Section 3

Table 2-1. Summary of Principal Findings

A. Land Use and Growth Management

1. The current zoning map is outdated, and does not reflect actual land use patterns in the Town. For example, most of the Town outside the vicinity of the Union Common is in a single large Rural District. But within this district, there are actual commercial areas on Route 17 near the agricultural equipment companies and around Mic Mac Market, and there is a small village area in East Union near the old Grange building. These unique areas are subject to the same regulations as the portions of the town that are actually rural.

2. This disparity between the current Zoning map and the actual land use patterns is important, because it limits the ability of the Town to separate incompatible land uses while respecting private property rights.

3. In addition, the current zoning map does not provide an adequate basis for regulating future growth while simultaneously protecting the character of the Town that the residents value highly.

B. Shoreland and Unique Natural Areas

1. The State mandates extensive regulatory measures to protect shoreland areas around lakes, ponds, and rivers, and these regulatory mandates are captured in the Union Shoreland Zoning Ordinance. With supportive local action by Town agencies, these measures appear to constitute an adequate middle ground between private property rights and protection of sensitive natural resources.

2. The citizens of Union highly prize other types of natural resources, including hill tops and scenic views, which are not protected by the State and for which preservation requires local action.

C. Parks and Recreational Facilities

1. Parks and recreational facilities of the type that should be provided by public initiative for use by individuals and families are judged to be generally adequate.

2. But recreational facilities specifically for school-age citizens, especially facilities suitable for organized activities by the Town's young people, are judged to be inadequate, and require augmentation and expansion.

3. The value of the Towns parks and other public facilities could be greatly extended by establishing a walking and bicycle pathway linking all of these facilities: the Fairgrounds, Ayer Park, the Thompson Community Center, the Village Center, the Town Office, and the ball fields and tennis courts.

D. Housing

There is a serious shortage of affordable housing emerging . . . both homes for purchase and rental units. . . which threatens the ability of the Town to retain its young families and to accommodate other citizens of modest means.

Land Use

The most important findings resulting from the studies carried out in the preparation of this plan concern land use. The land use patterns in Union have a critical impact on the character of the Town (rural, uncongested) and the general level of satisfaction of the citizens with their town. Attempts to control land use patterns in the presence of growth involve complex tradeoffs between public interests and private property rights. The Town's principal tool for managing land use is the Land Use Ordinance (containing the zoning map), which allows the separation of incompatible land uses and the regulation of land uses, development density, and setbacks, by district.

The studies found that the current zoning map is completely inadequate as a basis for managing growth, separating incompatible land uses, and preserving the character of the town. The zoning map needs to be revised so that it recognizes existing land use patterns, allows for controlled future growth, and protects regions and features that the citizens want to preserve.

The current Land Use Ordinance (the zoning ordinance) organizes the Town into four primary zoning districts:

a. A Village Residential District, centered on the Union Common and extending north and south along Depot Street and the Townhouse Road, and east and west along the Common Road. This district is intended primarily for residential use, although it also allows certain nonresidential uses (shops, professional offices, churches, . . .) that complement its primarily residential character. It is also a local community-within-a-community, just short of a walking neighborhood, and allows smaller-than-elsewhere lot sizes for residential uses.
b. A Commercial/Residential District, bordering directly on the Common and allowing light commercial uses (the Common Market, the Butler, Maxcy, and Heath offices, the Post Office, . . .) in addition to residences. There is a

second partition of the Commercial/Residential District around the Union Fairgrounds.

c. A small Industrial District, consisting of only two lots, on Route 17 around the Clark Equipment Company; this district allows heavy manufacturing and similar commercial uses. Residences are not allowed.
d. A Rural District, encompassing all the rest of Union, in which land uses are relatively lightly regulated.

The ordinances also establish two additional districts as overlays on the Rural District. (In an overlay district, certain regulations apply in addition to the regulations for the rural district.) There is a high-elevation district, which includes all land areas above 400 ft in elevation, in which there is a relatively-large minimum lot size in order to restrict development to low densities. And there is a shoreland district around the lakes, ponds and rivers, with regulations intended to protect the water bodies from the stresses of development.

The study found major deficiencies in the current zoning map, the most important of which are the following:

a. The current Village District is too small to accommodate reasonable projections of growth in the not-too-distant future, and needs to be enlarged. It is nearly at capacity now.
b. There is a de facto village residential area in East Union, near the old Grange building. This area also needs to be regulated differently from the way the actual rural areas are regulated, in order to protect the residential properties in this village area from incompatible abutting land uses.
c. There are de facto commercial land-use areas along Route 17 in what is now the Rural District, around the Mic Mac Market and around the agricultural equipment companies. These areas need to be regulated differently from the way the actual rural areas of Union are regulated, and the best way to do this is to establish commercial districts around these areas.
d. The Rural District in Union is very lightly regulated, reflecting the historic view that development will continue to be so sparse and well separated that most uses can be allowed without regard for friction between abutting uses. But this view no longer applies in parts of the Union Rural District.
e. The Industrial District is not adequate for future needs in Union. The purpose of an Industrial District is to allow a place for heavy industry (large-scale manufacturing, heavy warehousing, heavy trucking . . .) in an area where it is convenient to major transportation networks (in Union, this means Route 17) but is otherwise out of sight and remote from residential and light commercial activities.

The conclusion emerging from these findings is that a limited rezoning of the Town is necessary if growth is to take place without damaging the character of the Town that the residents value so highly.

Shoreland and Unique Natural Areas

The State sets strict guidelines on land use regulations in the shoreland areas (the areas within 250 ft of the normal high-water line around the Town's lakes, ponds, and rivers.) The Union regulations protecting the shoreland areas comply with the State's guidelines, and the studies found that although stricter regulations on development in the shoreland area could do more to protect fragile water resources, the regulations that are in place constitute a middle ground between what could be done and a reasonable regard for private property rights.

But the studies also found that there are other natural resources that the citizens value highly, and that are not protected under the current ordinances. These include scenic views of the hills and the lakes, the high-elevation blueberry fields that contribute to open space in the Town, fields and woods that keep the Town from looking like a suburb, and working farms (admittedly a stretch of the concept of "natural resources") that similarly contribute to open space. The citizens of Union have indicated strongly, through the 2002 survey and by other means, that they value these resources highly. But protecting these resources and ensuring their continued existence for future generations is not easy to do by regulation. Private property rights (in the case of scenic views) and global economics (in the case of blueberry fields and working farms) can be insurmountable obstacles to regulatory measures. Other methods are required if these resources are to be preserved.

Parks and Recreation Facilities

The Town of Union's public recreational facilities . . . Ayer Park and its public landing, the courts and ball fields around the Thompson Community Center, . . . and the quasi-public facilities that serve similar purposes . . . the MicMac Campground, the Union Fairgrounds . . . are judged to be generally adequate to meet the needs of the citizens. But there is one possible exception that needs further consideration, and there is at least one additional opportunity to add great value to the existing recreational infrastructure at low cost.

First, although the Town's existing parks and recreational facilities are considered generally adequate for most purposes, the facilities specifically for school-age children, especially teenagers, need to be further considered. There need to be safe places in the community where kids can gather and occupy themselves in groups after school gets out. It is not clear that sufficient facilities of this type exist in Union today.

And second, there is a major opportunity for increasing the value of the Town's recreational facilities, by creating a walking and biking pathway linking the Fairgrounds, Ayer Park, the Union Common, the Vose Library, the St Georges River, the Thompson Community Center, the Union School, and perhaps other special areas of the Town. There are critical private-property issues to be worked out in assembling such a pathway, but if these issues were successfully resolved, the pathway could become one of the great treasures of the Town.

Affordable Housing

For a combination of reasons, the cost of housing in Union is rising at a substantial rate, and has already reached a level that threatens the ability of many citizens and potential citizens to afford adequate housing in the Town. Particularly at risk are retired citizens and others living on fixed incomes, and the emerging generation of young people with modest incomes who are just now starting their families. The scope of the affordable housing problem includes both home ownership and rental facilities.

The problem of affordable housing is not unique to Union. It is a regional issue, extending through much of the Midcoast area, and regional dialog on how best to approach the problem has already begun. It is not entirely within the power of the Town to resolve the issue locally. Nonetheless, there are certain actions that the Town can take that could ease the scarcity of affordable housing within the Town.

Chapter 3. Recommendations

Overview

The principal recommendations of this plan are listed in Table 3-1 and are described below. Full details may be found in Part II of this document. These recommendations are proposed responses to the principal findings presented in Section 2 above.

Table 3-1. Summary of Principal Recommendations

1. Enlarge the Village Residential District, and modify regulations to encourage lower-cost housing.

a. Extend the boundaries of the Village Residential District (currently centered around the Union Common, and extending north and south along Depot Street and the Townhouse Road, and east and west along the Common Road) to allow adequate opportunities for additional residential and compatible light-commercial development around the Town Common. This would encourage population growth in an already-residential area, reducing pressures for residential sprawl into the Rural District.

b. Establish a second Village Residential District in the East Union area north of Route 17, along Payson Road (the Old Common Road) near its intersection with Route 235 north. This would allow this area to be regulated as a residential and light-commercial district, protecting it from types of development that would conflict with its village character.

c. Reduce the minimum lot size in the Village Residential District, from the current 40,000 sq ft to 20,000 sq ft. This would reduce the cost of housing and increase the potential for affordable housing, while increasing housing density only in an area where the residents have already chosen a village, rather than rural, environment.

d. Reduce the lot-size requirement for small-scale apartment buildings in the Village Residential District to a size no greater than is necessary to accommodate an on-site waste disposal system plus parking for residents and visitors. (The current lot-size requirement for a six-unit building in this district is 140,000 sq ft.) This would encourage the development of affordable rental housing in an area where it would blend in with existing residential and light-commercial uses.

2. Establish a Commercial District on Route 17 for appropriate business uses.

Establish a Commercial District along Route 17, in at least two locations: around the agricultural equipment companies near the Appleton Road, and around the MicMac Market. This would allow regulation of these areas against commercial-district criteria, without compromising regulations in the rest of what is now the Rural District.

3. Create a new Industrial District near the western end of Route 17.
Create a new Industrial District as a floating district whose exact location would be determined as part of the permitting process. Suitable areas might be found along Route 17 at the western end, near the Tri-County Waste Management Organization. Very large setback requirements and stringent screening regulations would allow the exact location to be determined at a later point, without unduly impacting adjacent property owners in the area.

4. Create an Agricultural District as a special overlay within the Rural District.
Create an Agricultural Overlay District around the existing working farms in the current Rural District. In this overlay district, additional regulations beyond those that apply to the underlying Rural District would protect the farms from developmental encroachment and provide a measure of open space protection without compromising private property rights.

5. Encourage constructive measures to preserve scenic and unique areas without invasive regulations.
Actively encourage non-governmental, non-regulatory approaches to preserving scenic areas, hilltops, natural habitats, blueberry fields, and other areas, as a supplement to the regulatory measures currently embodied in the ordinances. These supplemental measures might include the acquisition of development rights by such organizations as the Georges River Land Trust and the Medomak Valley Land Trust.

6. Consider expanding recreational facilities for school-age children and teens.
Establish a standing committee to report to the Selectmen and to the Town Meeting on measures that the Town could take to extend group recreational facilities specifically for school-age citizens, especially teenagers. The committee should be charged to work with school district officials and neighboring towns to identify needs and potential measures.

7. Explore development of a system of walking and biking paths linking key features in Union.
Establish a committee to work with property owners for the purpose of laying out a practical system of walking and biking paths linking key recreational and cultural features of the Town, and to acquire the necessary rights for such a system.

The most important recommendations in this plan concern land use patterns and the regulation of land uses. Land use regulation involves complex trade-offs between public interests and private property rights. Excessive regulation can stifle the types of development that the citizens have indicated a desire to encourage (ref Appendix A, Survey Results), and inadequate regulation can lead to conflicts between neighbors (e.g., a commercial gravel pit, with noise and heavy truck traffic, in a residential area), loss of open areas, and residential sprawl. The recommendations listed in Table 1-3 are aimed at

modifying the current zoning map in order to provide an adequate basis for managing growth within the Town over the next ten years.

The first (four-part) set of recommendations in the table concerns the Village Residential District, which is currently in the area around the Union Common. This district needs to be enlarged, so that it can accommodate additional residential and light commercial (small-scale retail and restaurant) development, free of conflict with other types of development that could negatively impact a primarily-residential community. A second segment of this district in the East Union area could provide similar encouragement of residential and light commercial development, with similar protections. And reduction of the minimum lot size in this district to 20,000 sq ft per residential unit would encourage affordable housing in this area by reducing land costs, for both conventional private homes and for small apartment and townhouse complexes. Other recommendations for the Village Residential District, described in Part II of this plan, include building sidewalks along the Common Road and along Depot Street, to contribute to the already-established character of this district as a walking neighborhood.

The second recommendation is to create a commercial district on Route 17, This commercial district could consist of several segments in different locations, to allow some flexibility for development siting while discouraging turning Route 17 into a continuous commercial strip. Currently, almost all of Route 17 is in the Rural District, which makes it very difficult to allow the flexibility that commercial development requires while simultaneously discouraging commercial sprawl into the truly-rural areas of the Town. Route 17 is a natural part of the Town in which to encourage the types of commercial development that the citizens indicated through the 2002 survey that they favor. The relatively high drive-by traffic volumes and main-thoroughfare character of Route 17 make it an attractive location for commercial activities, and there are already several such developments in place (Union Agway, Hammond Tractor, Union Farm Equipment, Mic Mac Market, and others.) Regulations for a commercial district need to limit curb cuts so as to discourage traffic congestion.

The third recommendation is to create a new Industrial District in the Town, where heavier commercial activities like warehousing and manufacturing might be located. The current Industrial District consists of the Clark Equipment Company property and the property next to it. Both of them back up to the Georges River, and are too close to the center of town to be ideal for expanded uses of this type. The Clark Equipment Company property needs to be grandfathered as a permitted use in its current location (this is already the case under current ordinances), but a more-suitable location for an Industrial District is at the western end of Route 17, near the site of the transfer station (Tri-County Waste Management Organization.) This could be established as a floating district, meaning that its exact location is not determined by either this Plan or by the Land Use Ordinance (the ordinance which specifies the zoning districts.) The Land Use Ordinance, as modified in response to this Plan, would establish the regulations for land use in the Industrial District: large setbacks from Route 17 and from adjacent property lines, heavy screening at all property lines, higher-than-elsewhere lot coverage limits. By making it a floating district, its exact location (i.e., which particular tax parcels make it up) could be

left open until a suitable development proposal comes before the Planning Board, supported by both a developer and the owners of the particular properties involved. After public hearings conducted by the Planning Board, at which abutters could express either support or opposition, the floating district would become a fixed district by action of the Town Meeting (possibly a special Town Meeting called for this purpose.)

The fourth recommendation, and the final one involving land use regulation, is to create an Agricultural District as an overlay on the Rural District. The purpose of the Agricultural District is to permit regulations which protect commercial farming from encroachment by other uses (i.e., abutters in this district would be required to tolerate the impact of adjacent farm activities), and in return to ensure that if farm properties were at some point developed for residential or other applications, additional regulations would provide a measure of protection for the open space that the farms currently provide, without undue impingement on the private property rights of the owners. For example, if a farmland property in the district were proposed for subdivision development, the regulations might require that the subdivision be built under a plan that clusters the residential units relatively close together, with much of the remaining land held in common ownership as open land. Recommendation 8, discussed in the following paragraph, also applies to this proposed agricultural district.

Beyond the above recommendations affecting land use, there are three additional areas where this Plan recommends action by the citizens. The first (No. 5 in the table) concerns how best to protect scenic areas such as wooded hilltops, and unique areas such as blueberry fields. Such protection involves complex trade-offs between the public interest and private property rights. The analysis by the committee concluded that the level of regulation currently in place (e.g., 3-acre minimum lot size for development in areas where the elevation exceeds 400 ft) is close to the limit that Union citizens will accept, and that additional protection needs to be based on mechanisms other than direct regulation by the municipal government. The Plan recommends that the citizens of Union strongly support the efforts of private agencies like the Medomak Valley Land Trust and the Georges River Land Trust in their efforts to preserve sensitive areas by mechanisms such as private acquisition of land to be held in trust for succeeding generations, and acquisition of development rights to additional parcels. Both of these mechanisms involve compensating individual property owners in order to achieve a public purpose. In submitting this recommendation, the Plan recognizes that there are limits to what can be achieved by direct regulatory action, and that in some circumstances, alternative methods must be found for serving the public interest.

Recommendation 6 in the table concerns recreational facilities for the Town's young people, particularly teenagers. While the Plan found that the recreational opportunities that the Town provides are generally adequate for individuals and families, young people and teenagers require special consideration. The responsibility for educating the Town's young people is shared among the school system, the parents, and the community as a whole. One of the roles for the community is to ensure that there are attractive and safe places where children and teens can congregate, particularly during the hours between the end of the school day and the dinner hour, and in the evening hours. The Town already

does a lot in this regard. But if there is general concern among the citizens about young people getting into trouble during hours when they are not closely supervised, then a focused effort to reexamine the need for additional facilities, in cooperation with the Union school staff, the Union Parent Teacher Club, and the Union Municipal Officers, is strongly suggested.

Finally, the Plan recommends that the Town charter a special committee to examine the feasibility of developing a network of walking and biking paths that links as many as possible of the Town's public and quasi-public recreational areas and key facilities, from the Fairgrounds to Ayer Park to the Town Center, to the Thompson Community Center and others. This concept is not new; it has been suggested before. But the value of such a system could be so great that a concerted effort is warranted. The primary task of the committee is to determine whether such a system of paths can be successfully negotiated with the property owners.

Part II.

Detailed Elements of the Comprehensive Plan

Chapter 1. Introduction and Overview

This Town of Union Comprehensive Plan, together with the Union land use and related ordinances in their soon-to-be-revised form, plus committee actions and capital investments proposed herein, constitute the Union growth management program within the meaning of the State of Maine Growth Management Act as specified in M.R.S.A. 30-A, §4326.

Part I of this Plan (blue pages at the front of this document) provides a summary of the studies conducted in the preparation of the Plan, the principal findings that resulted from the studies, and the major recommendations that follow from these findings. Part I is offered as a comprehensive and easily-readable summary of the plan for the voters of Union who are asked to pass judgment on the plan. Citizens interested in the details behind this summary view will find them in this Part II.

Part II contains the detailed inventories, analyses, and findings, and the derived policies, strategies, and implementation actions, that are mandated by the Growth Management Act for municipal comprehensive plans as specified in M.R.S.A. 30-A §4326 Paragraph 1. Table 1-1 below provides a list of the eleven specific inventories required by §4326 Paragraph 1, with a cross-mapping to the individual chapters in Part II where they are presented. Each chapter contains a specific inventory and analysis, and a set of findings emerging from the analysis that relate the analysis results to the ten State goals established for statewide growth management in M.R.S.A. 30-A §4312 Paragraph 3.

Table 1-1 Cross-Mapping of Required Inventories to Part II Chapters

No.	Required Inventory	Chapters
A	Economic and demographic data describing the municipality and the region in which it is located	2. Population 3. Local Economy
B	Significant water resources such as lakes, aquifers, estuaries, rivers, and coastal areas, and where applicable their vulnerability to degradation	7. Natural Resources and Surface Water Resources
C	Significant or critical natural resources, such as wetlands, wildlife and fisheries habitats, significant plant habitats, coastal islands, sand dunes, scenic areas, shorelands, heritage coastal areas as defined under Title 5, Section 3316, and unique natural areas	7. Natural Resources and Surface Water Resources

D	Marine-related resources and facilities such as ports, harbors, commercial moorings, commercial docking facilities and related parking, and shell fishing and worming areas	(Not applicable to Town of Union)
E	Commercial forestry and agricultural land	8. Commercial Forestry and Agriculture
F	Existing recreation, park and open space areas and significant points of public access to shorelands within a municipality	5. Parks and Recreation
G	Existing transportation systems, including the capacity of existing and proposed major thoroughfares, secondary routes, pedestrian routes, and parking facilities	6. Transportation
H	Residential housing stock, including affordable housing	4. Housing
I	Historical and archeological resources including, at the discretion of the municipality, stone walls, stone impoundments and timber bridges of historical significance	8. Historic and Archeological Resources
J	Land use information describing current and projected development patterns	11. Current Land Use 12. Future Land Use
K	Assessment of capital facilities and public services necessary to support growth and development and to protect the environment and health, safety, and welfare of the public and the costs of these facilities and services	10. Public Facilities and Services 13. Fiscal Capacity and Capital Improvements Plan

The Growth Management Act requires the municipalities to address the ten State goals, and to propose policies, strategies, and implementation actions to support these goals. The State goals are listed in Table 1-2 below, together with a cross-mapping to the individual chapters in Part II where the proposed policies, strategies, and implementation actions that support each goal may be found.

Table 1-2 Cross-Mapping of State Goals to Part II Chapters

No.	State Goals	Chapters
1	To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services, and preventing development sprawl	2. Population 6. Transportation 12. Future Land Use
2	To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development	6. Transportation 10. Public Facilities . . . 13. Capital Improvements
3	To promote an economic climate which increases job opportunities and overall economic well-being	3. Local Economy
4	To encourage and promote affordable, decent housing opportunities for all Maine citizens	4. Housing
5	To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas	7. Natural Resources and Surface Water Resources
6	To protect the State's other critical natural resources, including without limitation wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas	7. Natural Resources and Surface Water Resources
7	To protect the State's marine resources industry, ports, and harbors from incompatible development which threatens these resources	(Not applicable to Town of Union)
8	To safeguard the State's agricultural and forest resources from development which threatens those resources	8. Commercial Forestry and Agriculture
9	To preserve the State's historic and archeological resources	9. Historic and Archeological Resources
10	To promote and protect the availability of outdoor recreational opportunities for all Maine citizens, including access to surface waters	5. Parks and Recreation

The Growth Management Act requires the municipalities to address the nine State coastal policies listed in M.R.S.A. 38 §1801, and to propose policies, strategies, and implementation actions to support these coastal policies. The Town of Union has no coastal shoreline or tidal estuaries. A careful reading of these State coastal policies leads to the conclusion that Union is not in a position to contribute directly to the support of these policies, and they are not addressed further in this plan.

The Union growth management program in its entirety consists of the following elements:

1. This Comprehensive Plan, after acceptance by the citizens of Union
2. The following land-use-related ordinances, after they have been updated for consisting with this Plan and accepted by the citizens of Union:
    a. Land Use Ordinance
    b. Shoreland Zoning Ordinance
    c. Subdivision Ordinance
    d. Floodplain Management Ordinance
    e. Manufactured and Mobile Home Ordinance
    f. Mining Ordinance
    g. Sludge Ordinance
    h. Site Plan Review Ordinance
3. The recommendations of the following proposed committees, together with follow-up action by the citizens of Union
    a. Pathways Committee (ref Chapter 5, re proposed network of walking and biking trails)
    b. Youth Recreation Committee (possible subcommittee of the Parks and Recreation Committee; ref Chapter 5. re possible augmentation of recreational facilities for children and teens).
4. Additional implementation measures by means other than municipal government action, as proposed in this plan. (E.g., active support by the citizens for acquisition of development rights to unique properties by agencies such as the Medomak Valley Land Trust and the Georges River Land Trust; ref Chapter 8, Commercial Forestry and Agriculture.)

The Town of Union has already joined with other municipalities in adopting the following measures to promote selected State goals by regional cooperation rather than by entirely-local measures:

1. Public school funding and operation through the MSAD 40 School District (with the towns of Friendship, Waldoboro, Warren, and Washington)
2. Solid waste disposal through the Tri-County Solid Waste Management Organization (through Knox County, in cooperation with Lincoln and Waldo Counties)
3. Ambulance service (Appleton, Hope, Union, Washington)
4. Animal Control (Appleton, Hope, Union.)

The Town of Union believes that this plan is fully responsive to the letter and intent of the Growth Management Act.

Chapter 2. Population

Historical Population Profile

Union's population (Fig 2-1) grew rapidly from the Town's founding in 1790 until about 1850, as land was cleared and farming expanded. Thereafter, the population began to decline as the mechanization of agriculture reduced the number of people needed to work the land, the Civil War took its toll, and the opening of the American West created better opportunities for productive agriculture. Increasing industrialization from the late-1800s through the early-1900s led to other employment opportunities to supplement the contraction of the agricultural base, but the population continued to decline until about 1920. The population then stabilized at about 1100 for the next 50 years.

Table 2-1: Year-Round Population Profile

Year	Population	Change #	Change %
2000	2,209	220	11.1
1990	1,989	420	26.8
1980	1,569	380	32.0
1970	1,189	-7	-0.6
1960	1,196	111	10.2
1950	1,085	-65	-5.7
1940	1,150	90	8.5
1930	1,060	-73	-6.4
1920	1,133	-100	-8.1
1910	1,233	-15	-1.2
1900	1,248	-188	-13.1
1890	1,436	-112	-7.2
1880	1,548	-153	-9.0
1870	1,701	-257	-13.1
1860	1,958	-12	-0.6
1850	1,970	186	10.4
1840	1,784	172	10.7
1830	1,612	221	15.9
1820	1,391	125	9.9
1810	1,266	693	120.9
1800	573	374	187.9
1790	199	-	-

Source: US Census

More-Recent Population Trends

Beginning in 1970, the out-migration from the cities that was occurring over much of the country led to more-rapid growth in the population of Maine than had occurred in the

first part of the twentieth century, with the greatest impact being felt in the southern and central parts of the State.

Table 2-2 shows the population of Union from 1970 to 2000, with comparative data for all of Knox County and for the entire State of Maine. In contrast with the stable population figures for the previous decades, the population of Union increased by 32 percent in the 1970s, by 27 percent in the 1980s, and by 11 percent in the 1990s. Although all of the Midcoast area grew rapidly during this period, the growth rate in Union was faster than in the rest of the county, and much faster than in Maine as a whole. The population of Union in 2000, based on the U.S. census data for that year, stands at 2209, almost double the population in 1970.

Table 2-2: Year-Round Population by Decade

	Knox County		Maine	
Year	Number	% Change	Number	% Change
2000	39,618	9.11%	1,274,923	3.83 %
1990	36,310	10.23%	1,227,928	9.18 %
1980	32,941	13.54%	1,124,660	13.37 %
1970	29,013	1.53%	992,048	2.35 %
1960	28,575	1.61%	969,265	6.07 %
1950	28,121	3.42%	913,774	7.85 %
1940	27,191	-1.81%	847,226	6.25 %
1930	27,693	--	797,423	--

Source: U.S. Census

It is clear from additional census data (total births and total deaths over the same period) that most of the growth in the Town is due to in-migration, and not to the internal birth rate.

All of the above figures are based on U.S. census data, and include only the resident population of the Town. Union also has a significant seasonal population, drawn to the Town primarily by shoreland properties around the lakes.

The 2000 census counted 1052 housing units in Union, of which 147, or 14 percent, are seasonal units. Some of these are owned by Union residents as secondary dwellings, and therefore do not contribute additionally to the population of the Town. Others are owned by citizens of surrounding towns and by citizens of other states, who occupy the units for relatively short periods . . . weekends, a few weeks, or a few months . . . primarily during the period from May through September. Seasonal visitors swell the summer population of the Town by perhaps 10 percent at most, but are otherwise not a major contributor to

the Town's population, and do not load the Town's resources (schools, traffic*, rural land development) to the same extent that the resident population does.

In addition, the shorelines of the lakes in Union are already developed nearly to capacity, which implies that the growth of the seasonal population is not likely to be a major contributor to the growth rate of the Town as a whole. And while it is true that each year a few seasonal dwellings are converted to year-round use, the overall numbers point to a declining relative contribution of the seasonal population.

Population Growth Projections

The rapid growth rate that began in the 1970s slowed substantially by the 1990s, but is still well above historical norms. In the absence of major economic events that could drive the population in one direction or the other, the population of the Town in ten years, based on extrapolation of the growth rate in the 1990s, might reasonably be projected at 2500, representing a 15 percent increase over the population counted in the 2000 census.

Demographics

Population Age Distributions - Union's population is aging, with a modest increase in the 25-54 age group and a decrease in the 0-5 age group. In 2000, the median age of Union residents was 40.2.

Table 2-3: Age-Group Composition in 2000

Age Group	Union		Knox County		Maine
	Number	Percent	Number	Percent	Percent
Under 5 years	124	5.6	2,082	5.3	5.5
5 to 9 years	126	5.7	2,383	6.0	6.5
10 to 14 years	188	8.5	2,762	7.0	7.2
15 to 19 years	150	6.8	2,437	6.2	7.0
20 to 24 years	87	3.9	1,691	4.3	5.5
25 to 34 years	247	11.2	4,655	11.7	12.4
35 to 44 years	375	17.0	6,210	15.7	16.7
45 to 54 years	399	18.1	6,404	16.2	15.1
55 to 59 years	114	5.2	2,232	5.6	5.4
60 to 64 years	102	4.6	1,930	4.9	4.3
65 to 74 years	166	7.5	3,377	8.5	7.5
75 to 84 years	95	4.3	2,497	6.3	5.0
85 years and over	36	1.6	958	2.4	1.8
Median age (years)	40.2	--	41.4	--	NA

Source: U.S. Census

Table 2-4: Union Population by Age: Year Comparisons

The seasonal population of the Town contributes to local traffic during the summer season to some extent. But the additional traffic is much lower than the seasonal traffic increase seen by the coastal towns in the Midcoast area along Route 1.

Age Group	1990		2000	
	Number	Percent	Number	Percent
Under 5	150	7.5	124	5.6
5-17	402	20.2	419	19.0
18-24	128	6.4	132	6.0
25-54	863	43.4	1021	46.2
55-64	180	9.0	216	9.8
65 and older	266	13.4	247	13.4
Median Age	35.8	--	40.2	--

Source: U.S. Census

Table 2-5: Union Population by Age: Forecast

Age Group	2015 Forecast %
Under 5	3.0
5-17	17.4
18-24	5.6
25-54	49.7
55-64	10.8
65 and older	13.5

Source: Midcoast Regional Planning Commission (MCRPC)

Population Breakdown by Gender - There are no substantial differences in population by gender within the Town.

Table 2-6: Union Population by Gender

Year	Female	%	Male	%	Total
2000	1,078	51.2	1,131	48.8	2,209
1990	1,017	51.1	972	48.9	1,989

Source: U.S. Census

Household Size and Number - Average household size is declining in Union and across the State.

Table 2-7: Household Size

Average Household Size and Growth Rate		1990	2000
Union	Persons per household	2.74	2.51
	% growth	--	-8.4%
Knox County	Persons per household	2.45	2.31
	% growth	--	-5.7%
State	Persons per household	2.56	2.39
	% growth	--	-6.6 %

Source: U.S. Census

The number of households increased at a faster rate in Union than in the county and state, and at a faster rate than the increase in population.

Table 2-8: Number of Households

		1990	2000
Union	number	701	863
	% growth	--	23.10%
Knox County	number	14,344	16,608
	% growth	--	15.78%
State	number	465,312	518,200
	% growth	--	11.37 %

Source: U.S. Census

School-Age Population - Although the student population levels increased slightly during this decade, the student population in the local school district peaked in 1998, and has declined 14 percent since that time. Population projections for the next five years indicate a continued decline. This mirrors statewide declines in student populations.

Income Distributions - Median household income and the percent change over the recent period are shown in Tables 2-9. During the 1990s, Union's median household income increased more than 35 percent, while Knox Country had an almost 45 percent increase, and the state saw an almost 34 percent increase.

Table 2-9: Median Household Income

	1989	1999	Change
Union	$27,765	$37,679	35.7%
Knox County	$25,405	$36,774	44.8%
Maine	$27,854	$37,240	33.7%

Source: U.S. Census

Table 2-10 shows the income distribution for residents of Union and Knox County from the 2000 Census. The per capita income in Union was lower than found in Knox County.

Table 2-10: Income Distribution

Income in 1999: 2000 Census	Union		Knox County	
	Number	Percent	Number	Percent
Households	861	100	16,608	100.0
Less than $10,000	67	7.8	1,567	9.4
$10,000 to $14,999	42	4.9	1,308	7.9
$15,000 to $24,999	118	13.7	2,462	14.8
$25,000 to $34,999	163	18.9	2,444	14.7
$35,000 to $49,999	187	21.7	3,226	19.4
$50,000 to $74,999	207	24.0	3,141	18.9
$75,000 to $99,999	56	6.5	1,230	7.4
$100,000 to $149,999	20	2.3	778	4.7
$150,000 to $199,999	1	0.1	232	1.4
$200,000 or more	-	-	220	1.3
Median household income	$37,679	-	$36,774	-
Per capita income	$16,240	-	$19,981	-

Source: U.S. Census

Income Sources

Table 2-11 shows the sources of income for residents of Union and Knox County for 1999, the most recent year for which this data is available. Of those households surveyed, almost 82 percent derived their primary source of income from wages, salaries, interest income and rental income, or some combination of these sources.

Wage and salary employment is a broad measure of economic well-being but does not indicate whether the jobs are of good quality. Wage and salary income includes total money earnings received for work performed. It includes wages, salary, commissions, tips, piece-rate payments, and cash bonuses earned before tax deductions were made.

Proportionately, fewer residents in Union collect social security income (more than 27 percent) than do residents of the county. Social Security income includes Social Security pensions, survivor's benefits and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. More than 3 percent of Union's residents received public assistance. Public assistance income includes payments made by Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; receive aid to families with dependent children; or general assistance.

Table 2-11: Income Type

Income1999	Union		Knox County	
(Households often have more than one source of income, as seen here.)	Number	Percent	Number	Percent
Households	861	100.0	16,608	100.0
With earnings (wage, salary, interest, rental) income	703	81.6	13,010	78.3
With Social Security income	237	27.5	5,027	30.3
With public assistance income	28	3.3	562	3.4
With retirement income	149	17.3	2,908	17.5

Source: U.S. Census

Poverty Levels

Table 2-12 shows poverty status in Union and Knox County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, the average poverty threshold for a family of four persons was $17,050 in the contiguous 48 states (U.S. DHHS). More than 6 percent of Union's families were listed as having incomes below the poverty level, which included 210 individuals. Percentage wise this figure was lower than for Knox County.

Table 2-12: Poverty Status

Below poverty level in 1999	Union		Knox County	
	Number	Percent	Number	Percent
Individuals	210	9.5	3,865	10.1
Persons 18 years and over	164	7.4	2,782	7.3
Persons 65 years and over	16	0.7	525	1.4
Families	39	6.1	695	6.4
With related children under 18 years	25	3.9	503	4.7
With related children under 5 years	15	2.3	250	2.3

Source: U.S. Census

Findings, Policies, and Strategies

Findings

The population of Union is increasing, as is the population of most of the Midcoast area, The Town's population is likely to grow by at least another 15 percent by 2013, from the current 2,200 to about 2,500.

- Union is a local growth area, attracting spillover growth from coastal communities
- Growth-driven development is threatening the traditionally rural character of the town, which the current residents value highly.
- Growth is also stressing the existing infrastructure, including roads along major
    - transportation corridors
    - parking in the village area
    - access to local waterways
    - public safety

In addition to the growth, there are small but noticeable demographic changes emerging in the Town's population mix, with fewer children. This is part of a statewide trend. Anecdotal data more recent than the 2000 census also indicate an increase in retirees from other areas, which will further shift the population toward an older mean.

These trends have implications for the local school district (smaller student population, more residents who do not have children in the school system) and for housing and public services demands (retiree housing, health care.) Also, the more recent in-migration of retirees and citizens from surrounding coastal towns is driving an increase in local property values which is putting pressure on housing affordability.

Policies

Union's residents must plan for and adopt measures that will accommodate future population growth with minimal declines in the quality of life that they have enjoyed to date. The Town's policy in this regard is not to limit growth, but to manage and direct it, primarily though land use regulations.

Strategies

The impacts of projected growth are felt primarily in the following areas:

- Housing demands
- Land use
- Services demands

Accordingly, the Town's strategies for managing growth may be found in Section 4, Housing; in Section 12, Future Land Use; and in Section 10, Public Services and Facilities.

Chapter 3. Local Economy

Introduction

Union has approximately forty businesses that employ from two to thirty persons each and at least an equal number of self-employed people who employ no staff.

The occupations of the self-employed are diverse, including such activities as farming, construction trades, trucking and excavation, logging, sign making, health care, trash removal, barbers, beauticians, day care providers, accounting, bed and breakfast operations, realty, small equipment repair, food take-out, and ceramic and pottery making. This is not an all-inclusive list but provides an image of the diversity of Union's self-employed residents.

Those businesses that employ workers have two prominent characteristics. First, like the self-employed persons, they are in diverse fields and secondly, they are small. One-half of businesses in Union employ fewer than ten people.

The larger employers, those employing ten or more people, include three convenience stores, two restaurants, two blueberry processors, two farm machinery dealers providing sales and service, a general store, a vending machine company, a residential care facility, a private ambulance service, an auction house, a farm and garden store, and governmental and educational facilities.

Given the nature of businesses in town, it follows that the jobs created by these businesses are varied with a sample of many occupations but not many jobs in each field. Total employment in the town is about 400 jobs and a few additional seasonal jobs related to tourism. Also available are numerous short-term agricultural jobs in summer.

Business Inventory

Table 3-1: Union's Employers, 2003

Name	**Business**	**Employees**			
		Full-Time	**Part-Time**	**Seasonal**	**Total**
Union Schools	Educational	33	20		53
Union Farm Equipment	Farm Equipment	19	7		26
Seven Tree Manor	Residential Care	17	7		24
Come Spring Café	Restaurant	8	11	4	23
Town of Union	Municipal	8	13		21
Sterling Ambulance	Medical	6	13		19
Athearn's Vending Co.	Wholesale	10	4		14
Allen's Union Farms	Agriculture	2		12	14
Brooder House Auction	Auctions		14		14

Name	Business	Employees			
		Full-Time	Part-Time	Seasonal	Total
Four Corner Variety	Convenience	7	7		14
Hannibal's Cafe	Restaurant	1	7	4	12
Mic Mac Market	Convenience	6	4	2	12
Union Agway	Farm/Garden	7	4	1	12
Maritime Farms	Convenience	2	9		11
U.S. Post Office	Government	4	5		9
B.M. Clark Co	Vehicles	6	1		7
Ben Watts Agency	Insurance	6			6
Camden National Bank	Bank	5	1		6
Winter Wind Florist	Florist	1	5		6
Agricola Farms	Agriculture	2		3	5
Butler Maxcy & Heath	Fuel Service	5			5
Damariscotta Bank	Bank	5			5
Studio 4	Salon	2	2	1	5
Union Pottery	Crafts	2	3		5
Union Shape Up	Fitness		2	3	5
Coastal Blueberries	Agriculture	4			4
Oakside Video	Video Rental	1	3		4
Rock Maple Realty	Real Estate	3	1		4
Sterlingtown Realty	Real Estate	2	2		4
Union True Value	Hardware	1	3		4
Common Market	Grocery	**			
Hammond Tractor	Farm Equipment	**			
Mic Mac Campground	Recreational	**			
Totals		175	148	30	353

Source: Town of Union Comprehensive Plan Committee Business Survey 2003

** Did not respond to survey

Commuting Patterns

Many Union residents commute to jobs located in surrounding communities. In 2000, less than a quarter of Union residents who worked, did so in Union. Seasonal

fluctuations of employment are significant for tourism related businesses. A number of people hold multiple part-time jobs related to seasonal work.

Union's workforce overwhelmingly commutes by private vehicle. The second largest segment of residents commute by carpools, while the third largest work at home.

Table 3-2: Commuting to Work - 2000

Union Residents	Union		Knox County	
	Number	Percent	Number	Percent
Workers 16 years and over	1,098	100.0	18,829	100.0
Drove alone	855	77.9	14,043	74.6
In carpools	119	10.8	2,096	11.1
Using public transportation	4	0.4	84	0.4
Using other means	14	1.3	236	1.3
Walked	20	1.8	1,034	5.5
Worked at home	86	7.8	1,336	7.1

The major Knox County regional employers in the Manufacturing, Retail, Service, and Government sectors are listed in the table below.

Table 3-3: Major Employers in Knox County – 2002

Business Name	Location	Employees	Sector
Educational Facilities	Area	1000 +	Education
MBNA Marketing	Area	1000+	Finance
Governmental Services	Area	500-999	Government
Acqua Maine, Inc	Area	500-999	Utility
Penobscot Bay Medical Center	Rockport	500-999	Hospital
Samoset Resort	Rockport	250-499	Hotel
State Prison	Warren	250-499	Correctional Facility
Camden National Bank Corp.	Camden	250-499	Bank
Camden Health Care Center	Camden	100-249	Nursing Home
Fisher Engineering	Rockland	100-249	Construction
FMC Corp	Rockland	100-249	Food Processing
State Human Services Dept.	Rockland	100-249	State Government
Kno-Wal-Lin Home Health Care	Rockland	100-249	Medical
Mail Services	Rockland	100-249	Advertising
Maritime Energy	Rockland	100-249	Fuel
Mid Coast Mental Health Center	Rockland	100-249	Counseling
Maine Photographic Workshops	Rockland	100-249	Educational, Film
Tibbetts Industrial	Camden	100-249	Electronics Mfg.
Dragon Products Company	Thomaston	100-249	Cement
Home Depot	Rockland	100- 249	Retail
Wal-Mart	Rockland	100-249	Retail
Wayfarer Marine Corp.	Camden	100-249	Boat Sales, Service

Source: Maine Dept. of Labor

Nautica Inc., which served as one of Knox County's major employers for many years, recently closed their Rockland operation. In the past ten years, major employers locating in Knox County have included MBNA, with branches in Camden and Rockland, the Samoset Resort in Rockport, and Wal-Mart and Home Depot in Rockland.

Labor Force Statistics

The labor force is defined as all persons who are employed or receive unemployment compensation. The table below shows the distribution of persons aged 16 and above who are in or out of the workforce. Union has a higher percentage of residents who are in the workforce than does the county. In 2000, 3 percent of the town's residents were unemployed, while countywide slightly more than 2 percent were unemployed. Proportionately, Union has a significantly larger percentage of people in the workforce than does the county, which, when taken with the age distribution presented in the Population chapter of this plan, indicates a lower percentage of retired persons in town than in the county.

Table 3-4: Labor Force Status in Union - 2000

	Union		**Knox County**	
	Number	**Percent**	**Number**	**Percent**
Persons 16 years and over	1,732	100.0	31,782	100.0
In labor force	1,172	67.7	20,024	63.0
Civilian labor force	1,170	67.6	19,939	62.7
Employed	1,117	64.5	19,263	60.6
Unemployed	53	3.1	676	2.1
Armed Forces	2	0.1	85	0.3
Not in labor force	560	32.3	11,758	37.0

Source: U.S. Census

Tables 3-5 and 3-6 show the employed population by industry for Union and Knox County in 2000 and 1990. The size of the labor force, its distribution by industry, and how people are employed are important to consider when planning for future economic development. The plans for a new business or the expansion of an existing one must be based on the assessment of available labor, in addition to the potential consumer market. It is important for the town to ensure that its labor force be appropriately trained to meet the job market needs, by keeping abreast of ever-changing technology and emerging industries.

In 2000, the top four sectors of employment for Union residents (who work in Union or elsewhere in Maine) in order were:

1. Education, health and social services
2. Retail Trade
3. Manufacturing
4. Finance, insurance, real estate, rental and leasing

Knox County residents share the same top three employment sectors as Union residents, while the fourth is 'Arts, entertainment, recreation, accommodation and food services'. Union has a similar segment of its population working in the 'agriculture, forestry, fisheries and mining' category, as does the county. The town has a higher proportion of generally well paying jobs in the finance, insurance and realty markets than does the county, and a higher percentage of people working in manufacturing.

Manufacturing jobs have provided a base historically for Knox County residents, but as seen throughout the nation and the region, the manufacturing sector has declined steadily over the past three decades. Oftentimes, lower paying service sector jobs have replaced lost manufacturing jobs, and the creation of such jobs in Knox County has outpaced the demise of the manufacturing base.

Taxable Sales

Taxable sales are among the few available indicators of the actual size, growth, and character of a region. The Maine Revenue Services does not provide information on taxable sales disaggregated by retail sector at the municipal level for Union because of the town's small size. Table 7 shows total taxable sales for Union. Table 8 shows taxable sales of consumer goods by sector for Knox County. All figures are in real dollars, not

Table 3-5: Employment Characteristics of Union Residents - 2000

	Union Residents		**Knox County Residents**	
	Number	**Percent**	**Number**	**Percent**
Employed civilians 16 years and over	1,117	100.0	19,263	100.0
Agriculture, forestry, fisheries, mining	66	5.9	1,157	6.0
Construction	103	9.2	1,529	7.9
Manufacturing	131	11.7	2,013	10.5
Wholesale trade	32	2.9	692	3.6
Retail trade	148	13.2	2,611	13.6
Transportation, warehousing, utilities info	40	3.6	623	3.2
Information	21	1.9	587	3.0
Finance, insurance, and real estate	107	9.6	1,376	7.1
Professional, scientific, management, administrative, and waste management services	68	6.1	1,223	6.3
Education, health and social services	219	19.6	3,926	20.4
Arts, entertainment, recreation, accommodation and food services	76	6.8	1,638	8.5
Other services (except public admin)	52	4.7	1,014	5.3
Public administration	54	4.8	874	4.5
CLASS OF WORKER				
Private wage and salary workers	800	71.6	13,424	69.7
Government workers	147	13.2	2,507	13.0
Self-employed workers	161	14.4	3,266	17.0
Unpaid family workers	9	0.8	66	0.3

Source: U.S. Census

Table 3-6: Employment Characteristics of Union Residents - 1990

	Union Residents		Knox County Residents	
	Number	**Percent**	**Number**	**Percent**
Employed persons 16 years and over	927	100.0	16,200	100
Agriculture, forestry, and fisheries	44	4.7	944	5.8
Mining	0	0.0	1	0.0
Construction	90	9.7	1,295	8.0
Manufacturing, nondurable goods	58	6.3	1,053	6.5
Manufacturing, durable goods	156	16.8	1,528	9.4
Transportation	32	3.5	534	3.3
Communications and other public utilities	22	2.4	251	1.5
Wholesale trade	33	3.6	605	3.7
Retail trade	114	12.3	2,914	18
Finance, insurance, and real estate	32	3.5	637	3.9
Business and repair services	49	5.3	648	4.0
Personal services	53	5.7	777	4.8
Entertainment and recreation services	13	1.4	199	1.2
Health services	70	7.6	1,566	9.7
Educational services	68	7.3	1,289	8
Other professional and related services	41	4.4	1,181	7.3
Public administration	52	5.6	778	4.8

Source: U.S. Census

adjusted for inflation, and represent only taxable sales. Descriptions of these sectors follow the tables on Union and Knox County taxable sales.

From 1998 to 2002, total taxable sales in Union increased at more than twice the rate (34.4%) seen in Knox County.

Table 3-7: Taxable Sales (in thousands of dollars) for the Town of Union

Selected Retail Sectors	1998	1999	2000	2001	2002	1998-2002 % Chg
Total Consumer Sales	5499.8	6180.2	6754.0	6443.9	6943.7	26.3
Total Taxable Sales	11221.0	12509.4	12972.7	14371.7	15085.7	34.4

Source: Maine Revenue Service

Knox County had an increase in total taxable sales for the period of 1998 to 2002 of almost 17 percent. General Merchandise, Auto Transport, and Restaurant and Lodging represented the top three largest sectors from 1998 to 2002. First quarter sales were generally weak in every sector. Second quarter sales were rarely strongest, but occasionally so in Business Operating and recently in Building Supply. Third quarter sales were frequently strong in Building Supply, Food Stores, Auto Transport, and Restaurant and Lodging. Fourth quarter sales were sometimes strongest in General Merchandise. Descriptions of these sectors are below.

Table 3-8: Total Taxable Sales by Sector in Thousands of Dollars for Knox County

Year/ Qtr	Business Operating	Building Supply	Food Store	General Merchdse	Other Retail	Auto Transport	Restnt & Lodging	Total
1998	31766.9	42920.2	42668.3	63879.5	71870.1	63875.0	62377.0	379357.0
Q1	7140.5	6936.6	8801.4	11146.0	14096.3	12581.7	8055.2	68757.7
Q2	8066.4	11252.6	10195.5	15003.4	17673.3	17431.4	13371.2	92993.8
Q3	8196.0	12234.8	13323.1	18001.0	22121.1	17249.4	28411.0	119536.4
Q4	8364.0	12496.2	10348.3	19729.1	17979.4	16612.5	12539.6	98069.1
1999	33905.7	47582.1	45387.2	69928.9	44842.9	71598.3	65791.1	379036.2
Q1	6565.5	8131.1	9111.1	12175.1	6188.7	13707.5	7912.1	63771.1
Q2	9165.7	12949.8	11197.7	16314.2	11428.3	18991.2	14533.4	94580.0
Q3	9087.1	12914.0	13980.4	20045.9	15932.0	19300.2	30045.1	121304.7
Q4	9087.4	13587.2	11098.0	21393.7	11313.9	19599.4	13300.5	99380.1
2000	39234.5	48875.8	4727.4	73188.5	48252.7	77217.2	68787.2	402827.3
Q1	8032.1	9083.6	9583.6	12814.2	5855.4	16619.8	8551.7	70543.6
Q2	9784.1	13180.6	11973.8	18540.1	13024.7	20537.4	16613.3	103654.0
Q3	11438.6	13697.9	14319.2	20249.0	17581.6	22429.8	30376.3	130092.4
Q4	9979.7	12913.7	11391.6	21585.2	11791.0	17630.2	13245.9	98537.3
2001	41054.0	52959.7	41896.6	75487.9	48548.7	81287.1	70213.2	411447.2
Q1	9915.0	9498.3	8627.3	13472.5	6462.5	17091.3	9075.6	74142.5
Q2	10994.5	14127.0	10201.6	18388.7	13352.1	22291.7	16136.5	105492.1
Q3	10174.5	14519.9	12857.7	21193.5	17218.3	21822.3	31267.5	129053.7
Q4	9970.0	14814.5	10210.0	22433.2	11515.8	20081.8	13733.6	102758.9
2002	42633.4	64206.9	44635.5	81072.0	46403.4	88229.2	76107.6	443288.0
Q1	10278.5	13384.5	11519.0	17559.3	7697.4	21837.4	12816.0	95092.1
Q2	11032.0	17296.5	10036.1	19415.9	11741.3	21960.5	16692.7	108175.0
Q3	10767.9	17094.8	12922.6	22468.4	16377.9	24809.2	33366.4	137807.2
Q4	10555.0	16431.1	10157.8	21628.4	10586.8	19622.1	13232.5	102213.7
Percent Change 98-02	**34.2%**	**49.6%**	**4.6%**	**26.9%**	**-35.4%**	**38.1%**	**22.0%**	**16.9%**

Source: Maine Revenue Service

Total Retail Sales:	Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial oil purchase).
Business Operating:	Purchases for which businesses pay Use Tax, i.e., for items that are used by the business in its operation (like shelving and machinery) and not re-sold to consumers
Building Supply:	Durable equipment sales, contractors' sales, hardware stores and lumberyards.
Food Stores:	All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.
General Merchandise:	In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
Other Retail:	This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
Auto Transportation:	This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
Restaurant/Lodging:	All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

Summary

The top four sectors of employment for Union residents (who work in Union or elsewhere in Maine) in order were: ‘Education, health and social services’; ‘Retail Trade’; ‘Manufacturing’; and ‘Finance, insurance, real estate, rental and leasing’. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. In 2000, less than a quarter of Union residents who worked did so in Union. Union has a slightly higher town unemployment rate than seen in Knox County. Most residents, who responded to the public opinion survey taken in 2002, support the growth of commercial and business development, especially traditional and crafts enterprises.

Analysis - Planning Implications

The diversity of the local economy is its main strength. A decline in one industry will directly affect only a small portion of the labor pool. A second strength is Union's location, between the Mid-Coast Region and the Augusta-Central Maine Region. There is a more than adequate labor supply to support future economic growth in Union. All these factors favor economic growth in town. The limiting factors will be availability of suitable sites for various types of businesses, ability to handle the trash or waste produced, demand for other public services, and rising tax rates.

While many Union residents commute to out of town jobs, much of the employment available in town is heavily dependent upon agriculture - an industry that is in decline in New England. As noted In the Land Use chapter of the Plan, Union has about 19% of its land area in agricultural use, including blueberries. This land and agricultural land in nearby towns constitute the primary production "facilities" on which the agricultural support facilities such as the processing plants and agricultural machinery dealers of Union depend. Therefore, the long-term economic health of this sector of Union's economy is dependent upon retention of land in agricultural production, in both town and elsewhere.

State Goals

Each Maine municipality is required by the *Guidelines for Maine's Growth Management Program*, pursuant to the Comprehensive Planning and Land Use Regulation Act (Title 30-A, MRSA, Section 4311) to adopt policies that will promote the State's goals. These include the following, related to economic development:

> i. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl;
>
> iii. To promote an economic climate that increases job opportunities and overall economic well-being; and
>
> viii. To safeguard the State's agricultural and forest resources from development which threatens those resources.

Local Goals

> It is recommended that the Town of Union adopt the following policies in regard to economic development:
>
> 1. To encourage additional small businesses, particularly in the village adjacent to the Common, and in suitable areas in East Union and South Union.

2. To encourage highway-oriented businesses only at select locations, primarily at intersections of major roads, to avoid continuous commercial development, especially along Route 17 and other numbered routes.

3. To allow light commercial uses in the rural district, providing the use can mitigate impacts on nearby residential properties through a variety of performance standards.

Findings

1. Union has a substantial local economy consisting mostly of small businesses and the local public schools. This local base employs about 20 percent of the labor force in Union. Most of the remaining 80 percent of the Union labor force is employed by small to mid-sized businesses in surrounding towns and in other locations farther removed from the town.

2. The diversity of the local economy is its main strength. Given the nature of businesses in Union, the jobs created by these businesses are diverse with few jobs in each field.

3. In the survey of town residents conducted in 2002, the citizens expressed strong support for expansion of the local economy through encouragement of small businesses, particularly in the professions, services, retail, construction, and light manufacturing.

Recommendations

1. Reexamine and revise the local zoning map to ensure that there are adequate locations for the types of businesses that the residents wish to encourage, including midsize businesses (100+ employees) that are not now found in Union but exist in surrounding towns. (Planning Board) Long-Term

2. Review the local ordinances to ensure a balance between the need for small businesses to be free of excessive regulation and constraints, and the desire of the residents to preserve the small-town, rural character that makes Union an attractive living environment. (Planning Board) Long-Term

3. Ensure efficient transportation between Union and other locales through the east/west and north/south transportation corridors. (Town Manager, through State Department of Transportation) Ongoing

Chapter 4. Housing

Introduction

This chapter describes the current inventory of housing in the Town of Union, assesses this inventory against current and future needs, and provides recommendations for steps that the Town should adopt to ensure an adequate future housing supply. Special emphasis is placed on the adequacy of housing that meets affordability criteria.

The 2002 survey of Union residents provided useful feedback about the preferences of the citizens regarding directions for future housing development, and these survey results have been taken into account in formulating the recommendations.

Development of additional housing to meet current and future needs will unavoidably impact certain characteristics of the Town . . . including open space, traffic, and land use patterns . . . that are of interest to Union residents. Mitigation of this impact is addressed in the Future Land Use section of the plan (Chapter 11.)

Current Housing Inventory

Overall Housing Stock

In 2000, Union had 1,052 housing units. During the 1990s, the town recorded an increase of more than 19 percent in its housing stock, compared to about 14 percent for Knox County and 11 percent for the state. During the same period, Union had a population increase of a little more than 11 percent, to 2,209 persons.

Table 4-1: Total Housing Units

	1970	1980	1990	2000
Union	523	759	878	1,052
Knox County	13,270	16,331	19,009	21,612
Maine	397,169	501,333	587,045	651,901

Source: U.S. Census

Based on census data since 1980, the average growth rate in the Town's housing stock has been about 2 percent per year. The total year-round residential housing stock in 2000 was 863 units. Extrapolating this growth rate to 2015 leads to a projection of approximately 1,300 housing units by this date. This would represent an increase of 290 units since 2000.

Housing Types

The proportions of housing unit types are important indicators of housing affordability and density, and community character. The numbers of housing units of different types are presented in the table below. In 2000, single-unit structures (attached and detached) represented about 82 percent of the town's housing stock, while multi-unit structures accounted for almost 8 percent, and manufactured housing (which includes mobile homes and trailers) accounted for about 10 percent. Compared to the corresponding figures for

Knox County, Union has a higher percentage of single-unit housing and a lower percentage of multi-unit housing and mobile homes.

Union has only a modest share of mobile homes and trailers, relative to its entire housing stock. The number of mobile homes and trailers increased in absolute terms but decreased as a percentage of the total housing stock during the 1990s. Mobile homes and trailers are located on individual lots, and many of them are owned by elderly people. Overall, mobile homes are in good condition and the pre-1976 mobile homes locating in town must meet the requirements of the Building Code and the State Electric Code.

Table 4-3: Housing Units by Type

	Union				Knox County			
	1990		2000		1990		2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total housing units	878	100.0	1,052	100.0	19,009	100.0	21,612	100.0
1-unit, detached	708	80.6	863	82.0	14,120	74.3	16,310	75.5
1-unit, attached	6	0.7	6	0.6	265	1.4	489	2.3
2 to 4 units	38	4.3	35	3.3	2,013	10.6	2,003	9.3
5 to 9 units	30	3.4	39	3.7	491	2.6	474	2.2
10 or more units	0	0.0	0	0.0	486	2.6	581	2.7
Mobile home, trailer, boat, RV, other	96	10.9	109	10.4	1,634	8.6	1,755	8.1

Source: U.S. Census

Table 4-4: Residential Building Permits issued in Union

	Stick-built and Modular Houses	Mobile	Total
1998	14	2	16
1999	7	1	8
2000	20	2	22
2001	17	8	25
2002	24	1	25
Total	82	14	96

Source: Union Town Office

Age of Current Housing Stock

More than 32 percent of Union's housing stock dates prior to 1940. Some of these units (but not a lot) are in substandard condition and in need of repair. Almost 37 percent of the housing stock was constructed since 1980, reflecting the recent period of growth in the Town. Overall, the Town's housing stock is newer than the housing stock in the surrounding county and in the State.

Table 4-5: Age of Union Housing Stock

	Union		Knox County		Maine
Year Built	Number	Percent	Number	Percent	Percent
1990 to March 2000	182	17.3	3,207	14.8	14.6
1980 to 1989	205	19.5	3,327	15.4	16.0
1970 to 1979	175	16.6	2,931	13.6	15.9
1940 to 1969	153	14.6	3,524	16.3	24.4
1939 or earlier	337	32.0	8,623	39.9	29.1
Total housing stock	1,052	100.0	$21,612	100.0	100.0

Source: U.S. Census

Housing Sizes, Systems, and Services

The table below shows the proportional make-up of housing units by size (number of rooms), facilities, and basic services. More than half of the houses have at least six rooms, and more than 75 percent are heated by fuel oil.

Table 4-6: Types of Housing by Size, Facilities, and Basic Services

	Number	Percent
Total housing units	1,052	100.0
Number of Rooms		
1 room	5	0.5
2 rooms	30	2.9
3 rooms	97	9.2
4 rooms	148	14.1
5 rooms	219	20.8
6 rooms	178	16.9
7 rooms	150	14.3
8 rooms	120	11.4
9 or more rooms	105	10.0
Kitchen and Plumbing		
Lacking complete plumbing facilities	3	0.3
Lacking complete kitchen facilities	5	0.6
Telephone Service		
No telephone service	11	1.3
Heating		
Utility gas	-	-
Bottled, tank, or LP gas	55	6.4
Electricity	22	2.5
Fuel oil, kerosene, etc.	651	75.4
Coal or coke	-	-

	Number	Percent
Wood	133	15.4
Solar energy	2	0.2
Other fuel	-	-
No fuel used	-	-

Source: U.S. Census

Owner-Occupied and Renter-Occupied Housing

Housing units in Union are almost 85 percent owner-occupied, with only about 15 percent rental units. This compares with 26 percent rental units in the surrounding county.

Table 4-7: Owner-Occupied vs. Rental Housing Stock

TENURE	Union				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Occupied housing units	701	100.0	863	100.0	14,344	100.0	16,608	100.0
Owner-occupied housing units	601	85.7	732	84.8	10,564	73.6	12,287	74.0
Renter-occupied housing units	100	14.3	131	15.2	3,780	26.4	4,321	26.0

Source: U.S. Census

Vacancy Rates

Table 4-8: Housing Occupancy Rates

OCCUPANCY	Union				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
All housing units	878	100.0	1,052	100.0	19,009	100.0	21,612	100.0
Occupied housing units	701	79.8	863	82.0	14,344	75.5	16,608	76.8
Vacant housing units, including seasonal units	177	20.2	189	18.0	4,665	24.5	5,004	23.2

Source: U.S. Census

In 2000, approximately 3 percent of the town's non-seasonal housing units were vacant. The rental vacancy rate for Union was 9.0 percent, compared to 5.9 percent for Knox County. The homeowner vacancy rate for Union was 0.9 percent, and for Knox County

was 1.3 percent. The data suggest a limited supply of housing, both for rent and for purchase.

Affordable Housing

Criteria

The affordability of housing is critical for every municipality. High costs are burdensome to individuals, to governments, and the economy. Excessively high housing costs force low and moderate-income residents to leave the community, which reduces the local labor force.

Those Mainers most often affected by a lack of affordable housing include older citizens facing increasing maintenance and property taxes, young couples unable to afford their own home, single parents trying to provide a decent home, low income workers seeking an affordable place to live within commuting distance, and young adults seeking housing independent of their parents.

Affordable housing means decent, safe, and sanitary living accommodations that are affordable to very low, low, and moderate-income people. The State of Maine defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30 percent of monthly income, and an affordable rental unit as one that has a rent not exceeding 30 percent of the monthly income (including utilities).

Affordable housing often includes manufactured housing, multi-family housing, government-assisted housing, and group and foster care facilities. Smaller housing unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can add to a community's affordable housing stock.

Table 4-9: Household Income Distributions, and Implications for Affordable Housing

Income Level (percent of median)	Number of Households		Affordable Purchase Price	Affordable monthly mortgage/rent payment (including utilities)
	Union	Knox County		
Very Low (<50% of Median Income)	20.0% (174)	21.2%	up to $59,139	to $519
Low (<80% of Median Income)	19.0% (167)	18.4%	up to $94,623	$520 - $830
Moderate (<150% of Median Income)	34.2% (297)	32.6%	up to $177,418	$831 – $1,556

Source: Maine State Housing Authority, Claritas, MCRPC

The percent and number of very low, low and moderate-income households in Union, and what housing they can afford are shown in Table 4-9.

Affordable Housing Availability

Owner-Occupied

Until recently, owner occupied housing in Union was considered affordable by the Maine State Housing Authority. In 2002, however, housing prices increased dramatically in comparison to median household income. It is likely that increases in housing prices will continue to outpace increases in income. The 2002 median home price in Union is affordable to some in the moderate-income group, but not to those in the very low and low-income groups (See Table 12).

Table 4-10: Housing Affordability

Area	Year	Index	Median Income	Median Home Price	Households that can't afford Median Price Home
Union	2000	1.19	$37,679	$87,250	38.7%
	2001	1.10	$39,150	$97,900	41.8%
	2002	0.89	$37,635	$119,950	53.5%
Knox County	2002	0.79	$40,835	$147,500	67.0%
Maine	2002	0.89	$42,029	$133,500	61.0%
Note: An Index of less than 1 is unaffordable, an Index of more than 1 is affordable.					

Source: Maine State Housing Authority

The value of housing units in the table below includes half of the owner-occupied housing stock in Union for 2000.

Table 4-11: Value of Specified Owner-occupied Housing Units

Union: 2000	Number	Percent
Less than $50,000	24	5.5
$50,000 to $99,999	223	51.4
$100,000 to $149,999	118	27.2
$150,000 to $199,999	44	10.1
$200,000 to $299,999	23	5.3
$300,000 or more	2	0.5
Median Value	$94,000	--

Source: U.S. Census

The table below shows selected monthly owner costs as a percentage of household income for half of the owner-occupied housing units in Union in 1999. For about 21 percent of housing units there were monthly owner costs of 30 percent or more of household income. Therefore, the affordability gap for owner-occupied housing affects about 21 percent of these households. In 1999, this equaled about 92 households. This data suggests that housing affordability is an issue for a sizable fraction of Union residents.

Table 4-12: Monthly Home-Ownership Costs in Union in 1999

Percentage of Household Income for Housing	Owner-Occupied Housing Units	
	Number	Percent
Less than 15 percent	136	31.3
15 to 19 percent	74	17.1
20 to 24 percent	78	18.0
25 to 29 percent	52	12.0
30 to 34 percent	*35*	*8.1*
35 percent or more	*57*	*13.1*
Not computed	2	0.5
Total	434	100

Source: U.S. Census

Rental

Median rents in Union remained lower during the 1990s than rents countywide. However, rents in Union increased at a faster rate than incomes (median household incomes grew by only 35.7 percent over the same period in Union). The table below shows rental housing costs in 1989 and 1999. (Only year-round rentals, not seasonal rentals, are shown.) The number of rental units increased 31 percent in Union, and the rents charged increased almost 43 percent. The median rent remains affordable to households in the very low, low and moderate-income groups (Table 2-13).

Table 4-13: Rental Units in Union and Knox County

	All Renter Occupied Units		Median Rent (for Specified Units)		
	1990	2000	1989	1999	Rent change %
Union	100	131	$340	$486	42.9
Knox	3,780	4,321	$419	$517	23.4

Source: U.S. Census

Table 4-14: Distribution of Rents in Union

Gross Rent in 1999	Number	Percent
Less than $200	8	6.5
$200 to $299	4	3.2
$300 to $499	45	36.3
$500 to $749	37	29.8
$750 to $999	12	9.7
$1,000 to $1,499	-	-
$1,500 or more	-	-
No cash rent	18	14.5
Median (dollars)	$486	-

Source: U.S. Census

Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water) and fuels (oil, coal, kerosene, wood, etc.) if these are not included in the contract rent. Renter units occupied without payment of cash rent are shown separately as "No cash rent" in the tabulations.

In 1999, 20 percent of renters in Union paid over 30 percent of their income on housing. Therefore, the affordability gap for renter-occupied housing affects about 20 percent of renter households. In 1999, this equaled about 25 households in Union. Accordingly, rental costs for these residents are considered unaffordable by state standards.

Table 4-15: Gross Rent as a Percentage of Household Income in 1999 for Union

Household Income	Number	Percent
Less than 15 percent	22	17.7
15 to 19 percent	31	25.1
20 to 24 percent	15	12.1
25 to 29 percent	13	10.5
30 to 34 percent	*5*	*4.0*
35 percent or more	*20*	*16.1*
Not computed	18	14.5
Total	124	100.0

Notes: Percentages rounded to equal 100%
Source: U.S. Census

Subsidized Housing
In 2002, HUD/MSHA and USDA RD sponsored 16 subsidized housing units in Union.

Table 4-16: Subsidized Housing in Union (2002)

Sponsor	Project Based	Section 8 Vouchers	Total
Maine State Housing Authority	8	4	12
Rural Development	8	--	8
Total	16		20

Source: Maine State Housing Authority

Elderly Housing
Elderly housing is a concern for us, especially for long time residents who wish to remain in the area. Town wide, 23 percent of owner occupied housing and 15 percent of rental housing is occupied by those over 65 years old. Rockland has the closest assisted-living facilities. While our needs for elderly housing are being met currently, we would welcome a reexamination of this issue as our population ages.

Continuation of the Townhouse Apartments as affordable housing for the elderly and creation of some affordable family rental housing will probably be needed to meet State goals.

Table 4-17: 2000 Age of Union Householders

Tenure	Number	Percent
Owner-occupied housing units	732	100.0
15 to 24 years	9	1.2
25 to 34 years	84	11.5
35 to 44 years	151	20.6
45 to 54 years	208	28.4
55 to 64 years	112	15.3
65 years and over	168	23.0
65 to 74 years	100	13.7
75 to 84 years	52	7.1
85 years and over	16	2.2
Renter-occupied housing units	131	100.0
15 to 24 years	15	11.5
25 to 34 years	38	29.0
35 to 44 years	33	25.2
45 to 54 years	25	19.1
55 to 64 years	5	3.8
65 years and over	15	11.5
65 to 74 years	2	1.5
75 to 84 years	8	6.1
85 years and over	5	3.8

Source: U.S. Census

Findings, Policies, and Strategies

Findings

The overall stock of housing in Union is generally adequate to meet current needs. There are shortages of specific categories of housing, including affordable (low-cost) and rental housing, but the overall stock is generally adequate

Regulations and other factors within the control of the Town are not a major impediment to further housing development within the Town to meet future needs. Developers and property owners do not argue that Town regulations unduly discourage housing construction, and prospective homeowners do not argue that factors other than property tax levels and the rising cost of land discourage home ownership. The availability of undeveloped land in the Town provides encouragement that the overall stock of housing can keep pace with future needs.

Despite the generally positive assessment of both the current and future supplies of traditional housing, the adequacy of affordable (low-cost) housing is of special concern. **About 21 percent of Union's home owning households and about 20 percent of renter households pay more for their housing than is considered affordable.**

The State of Maine Growth Management Act requires that every municipality "…shall seek to achieve a level of at least 10% of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." Based on the growth rate of housing stock presented at the beginning of this section, new residential development is projected to occur at the rate of 29 units per year. Thus, Union would meet the requirement of the Act if the Town sought to provide 3 low-income units per year during the period 2005-2015.

There is a desire by residents to maintain and provide for affordable housing beyond the state minimums. Against this criterion, affordable housing stocks are not adequate, and special steps will be required in order to ensure an adequate supply of affordable housing in the future.

Of particular concern is the observation by potential developers that the Town's lot-size requirements for multi-unit apartment, condominium, and townhouse structures are excessive, particularly outside the Village Residential zoning district (in the vicinity of the Union Common.) Their concern is that the lot-size requirements exceed those necessary to make adequate provision for a multi-unit subsurface waste disposal system, and that the resulting cost of land on a per-unit basis discourages the development of low-cost multi-unit apartment and similar structures.

Of Union residents who responded to the town wide public opinion survey in 2002, nearly all support the development of single-family homes, and more than half of those surveyed support two-family home development as well. Most residents oppose multi-family (more than two-family) and mobile home park developments. By a 2 to 1 margin, most residents support the encouragement of additional affordable housing.

At first glance, the support for affordable housing seems to conflict with the opposition to multi-family housing and mobile home parks . . . two of the principal pathways to affordable housing. (A third path is smaller lot-size minimums, such as are currently allowed in the Village Residential District.) But it is more likely that the citizens are expressing a concern about migration of high-density apartment buildings, condominiums, and townhouses outside the village area and into the countryside, and a further opposition to tasteless mobile-home parks that do not blend into a rural area. Accommodations to land-use regulations that facilitate apartment complexes in the village area and a tastefully designed and well-screened mobile home park in an appropriate location might be perfectly consistent with the survey results.

The above findings may be summarized as follows:

1. The overall stock of housing in Union is adequate to meet current needs, with two exceptions:
    - Affordable (low-cost) housing (Roughly 20 percent of Union households lack affordable housing.)
    - Rental units

2. Current land-use and other regulations do not unduly constrain the supply of housing.

3. The availability of undeveloped land in the Town is adequate to supply future needs.

4. The availability of affordable housing within the Town currently meets State guidelines, but is nonetheless not adequate to meet the underlying need.

5. Survey results indicate that the citizens of Union do not support the development of high-density housing. This is interpreted to mean that the citizens are concerned about high-density housing in the rural area, but would not oppose multi-unit apartment construction in the Village Residential District.

Policies

The recommended housing policy is to continue to allow and encourage a mix of housing types and sizes to meet the needs of diverse families and income levels, including affordable housing. Union will seek to encourage that at least 20 percent of new units built in the planning period will be affordable to the town's very low and low income population. It is recognized that housing policies are inextricably linked to broader land-use policies, with implications for the future character of the Town. To this end, the Town should encourage a continuing dialog among its citizens on land use and regulatory issues as they apply to future housing, in order to accommodate growth within the fiscal and environmental capacity of the Town to absorb it.

Strategies

The findings discussed above indicate that the principal housing concern in the Town is an adequate future supply of affordable housing. This Comprehensive Plan proposes the following strategies for assuring the supply:

1. Reduce the lot size in the village residential district to the minimum necessary to allow for an adequate subsurface waste disposal system. (Planning Board; immediate)

2. Charter an Affordable Housing Committee to consider the feasibility of further reducing the minimum lot size requirement in selected areas of the Village Residential District by installing a public sewer system and extending the range of the public water supply. (Note: design of a public sewer system would be constrained by proximity to the St Georges River; ref "Wastewater Disposal" in Ch 10.) (Selectmen; long term)

3. Extend the bounds of the Village Residential District to allow regulations that encourage affordable housing to be applied over an area adequate to meet future needs. (Planning Board; immediate)

4. Modify the lot size requirements for multi-unit residential complexes (apartments, condominiums) in the Village Residential District to encourage development of such complexes. (Planning Board; immediate)

5. Modify the subdivision regulations to encourage affordable housing as an embedded element of future subdivisions. (Planning Board; immediate)

6. Work with surrounding towns, MCRPC, and regional affordable housing entities like the Midcoast Housing Coalition and Coastal Community Action Program to more effectively respond to the regional issue of affordable housing provision, e.g., including co-application for multi-municipal CDBG housing funds (Selectmen; long term)

Chapter 5. Parks and Recreation

Introduction

Union has limited municipal recreational facilities. The natural resources of our Town and region provide numerous recreational opportunities for residents and visitors alike. Our open space includes athletic fields, farms, barrens, forestlands, wetlands, lakeshores, and river corridors, as described in the natural resources chapter of this plan. Of course, much open space is not accessible to the public; and as the regional population rises, development pressures on all open space will increase. Accessible open space is noted in this chapter. The goal of this chapter is to promote and protect the availability of recreational opportunities including access to surface waters.

Survey of Union Residents - 2002

Of Union residents who responded to the town wide public opinion survey in 2002, more than half indicated that recreational facilities and programs in Union need improvement.

Survey Question: *Please indicate your opinion of the following public and private services.*

3. Recreation	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
3.1 Facilities	56	39.7%	72	51.1%	13	9.2%	141
3.2 Programs	54	39.1%	75	54.3%	9	6.5%	138
3.3 Parks	61	47.3%	57	44.2%	11	8.5%	129
3.4 Water Access	74	52.9%	59	42.1%	7	5.0%	140

Survey Question: *Would you like to see more publicly owned shoreline?*

More publicly owned shoreline	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	70	48.3%	56	38.6%	19	13.1%	145

Inventory

Union has two small parks and one recreation area, aside from the Common, school grounds (SAD 40), and the Union Fairgrounds (Knox Agricultural Society). A Little League baseball field is located on land behind the municipal building.

The Union Common is a scenic park and recreational asset of the town, though not under the purview of the Parks and Recreation Committee. Consisting of three Town owned parcels with a combined area of about 0.83 acre at the very center of the village commercial and social activity, it offers a few park benches, lots of trees, two war

memorials and a gazebo/bandstand. The Common accommodates summer festival activities, craft and bake sales, and band concerts on special occasions. In December, it is traditionally decorated with about thirty-four Christmas trees, which are illuminated nightly.

The Thompson Community Center, a non-profit corporation, offers facilities made up of the "old yellow school" and the Thompson Memorial Building. The Center has significant space and specialized facilities (gymnasium, stage and cafeteria with kitchen) which have considerable potential for contributing to town and community recreation programs as well as accommodations suitable to revenue producing ventures. However, the facilities are in need of considerable investment for maintenance and restoration.

The land on which the Thompson Community Center is located totals approximately 20 acres, owned by the Town. The recreation area directly south of the Center contains a small park for young children, Prior Park. This playground offers a few swings, a "go-round" and two picnic tables. Immediately adjacent are an outdoor basketball court and two tennis courts, paved, well fenced, illuminated and well maintained.

Union's combined Elementary and D. R. Gaul Middle School occupies a site of just under 49 acres, owned by SAD 40, off Route 17 just east of the Common village. Its athletic facilities are in excellent condition and include a combined soccer and baseball field, a playground and a softball field, the latter two close to Route 17. At present, no use is made by the school of the Thompson Community Center's facilities, either indoor or outdoor. Non-school use of the SAD 40 facilities is extensive, and includes Babe Ruth, farm team and Little League activities in summer and during parts of the school year. Union residents also use the equipment at the playground and skateboard on the parking lot and driveways.

Ayer Park, located at the St. George River inlet to Seven Tree Pond, occupies a site of 0.8 acre owned by the Town since 1973. It was developed using State and local funds in 1973-74. It offers a public boat-launching ramp, limited parking area, swimming beach, a picnic area (ten tables, ten fireplaces), and two Porta-Potties, one of which is handicapped-accessible. Generally well maintained, the facilities were refurbished in 1990 as a public service project organized by Aaron Lincoln, an Eagle Scout. Another major renovation was carried out in 2003, including replacement of the tables and fireplaces. The park is open from April 1st to November 1st each year, with the boat ramp open year-round.

The park is heavily used and overcrowded in hot weather, unsupervised, and subject to a degree of vandalism - to the extent that many town families do not choose to use this park. A significant flaw in planning this park was the co-location of boat ramp and bathing beach. The boat access at times draws excessive traffic and poses hazards to the unsupervised swimmers. A few vehicles with boat trailers can overwhelm the limited parking space, discouraging prospective bathers and picnickers.

The Parks and Recreation Committee's programs are focused primarily on youth activities. Programs offered in 1990 were: 1) a coed, three week team sports program for children in grades 3 through 6, 2) canoeing instruction and hiking experiences, 3) coed youth tennis instruction, 4) adult tennis lessons, 5) youth baseball, 6) Pee Wee basketball, and 7) swimming instruction at PenBay YMCA in Rockport. The programs are supported in part by the Joseph Pullen Fund, an endowment invested specifically to fund recreation activities and facilities for town citizens, and the William Pullen Fund, available for general governmental purposes, and by appropriation of taxes at Town Meeting.

Open space in our rural environment contributes heavily to the town's recreational opportunities. The river and ponds offer swimming, skating, winter and summer fishing, boating and other water sports. The surrounding hills, lanes and back roads provide access to hiking, biking and nature appreciation walks. Winter landscapes provide sledding and tobogganing opportunities as well as cross country skiing, snow shoeing and snowmobiling. Snowmobile registration receipts have been refunded by vote at Town Meeting to snowmobile clubs in adjacent towns. These clubs mark and maintain trails In the Interconnected Trail System (ITC) with the cooperation and permission of landowners. Hunting is, of course, a popular fall and winter activity; although fewer lands remain open to hunters as more properties are posted every year. Future hunting pressure must ultimately exceed the capacity of the remaining un-posted lands for reasonable activity levels, but this is not expected to happen during the remaining decade of this century.

A small private golf course is located on Barrett Hill Road. Owned and managed as the Union Country Club, it is a nine hole "Par 3" course open to members and their guests from approximately April to mid-October. Presently limited to 135 members, some of whom are residents of towns other than Union, there is a waiting list for new memberships.

Guidelines for Recreation and Park Services for Municipalities with Populations between 2,000 and 2,500	Located In Union?	Condition	Description/Location/Capacity
I. Administration			
Recreation and Park Committee or Board	Yes		
II. Leadership			
A. Summer Program:			
Swimming Instructors	No	NA	PenBay YMCA
Summer Recreation Director	Yes		
B. Winter Program	No	NA	NA
Skating Rink Supervisor(s)	No	NA	NA
C. Year Round Program	No	NA	NA
Full-time Recreation Director	No	NA	NA
One full-time staff	No	NA	NA
Part-time or contractual program specialist	Yes		
III. Program			
Swimming Instruction	No	NA	PenBay YMCA
Supervised Playground Program	No	NA	NA
Senior Citizen Club	Yes		
Teen Program	No	NA	NA
Skiing Instruction Program	No	NA	NA
Ice Skating (Rink Supervisor)	No	NA	NA
Community-wide Special Events	Yes		
IV. Facilities (to include School Areas)			
Outdoor Facilities			
Neighborhood Playground, 2-10 acres; w/in 1/2 mile of each housing concentration of 50+ homes; playground, basketball court, playfield, etc.	No	NA	NA
Community Recreation Area, 12-25 acres w/ball fields, tennis courts, swimming, ice skating, etc.	No	NA	NA
Softball/Little League Diamond (0.75 per 1,000 pop.)	Yes	good	1 field Town Office Complex
Basketball Court (0.50 per 1,000 pop.)	Yes	good	2 courts Town Office Complex
Tennis Court (0.67 per 1,000 pop.)	Yes	good	2 courts Town Office Complex
Multi-purpose field: football, soccer, field hockey (0.50 per 1,000 pop.)	Yes	good	D.R. Gaul School
Swim area to serve 3% of town pop. (15 sq.ft./user)	Yes	fair	Town beach at Ayer Park
Pool –27 sq. ft/water per user or			

Guidelines for Recreation and Park Services for Municipalities with Populations between 2,000 and 2,500	Located In Union?	Condition	Description/Location/Capacity
Beach 50 sq. ft water, 50 sq.ft. beach per user			
Ice Skating (5,000 s.f. per 1,000 pop.)	No	NA	NA
Playgrounds (0.50 per 1,000 pop.)	No	NA	NA
Horseshoe Courts	No	NA	NA
Shuffleboard Courts	No	NA	NA
Picnic Areas w/tables & grills (2 tables per 1,000 pop.)	Yes	fair	Ayer Park
Outdoor Education Area or Nature Center	No	NA	NA
Indoor Facilities			
School Facilities Available for Public Use	Yes		
Gym or Large Multi-Purpose Room (0.20 per 1,000 pop.)	Yes	good	D. R. Gaul School
Auditorium or Assembly Hall	No	NA	Community Center, Townhouse, school
Arts and Crafts shops	No	NA	NA
Teen Center	No	NA	NA
Senior Citizen Center	No	NA	NA
Game Rooms	No	NA	NA
Public Library	Yes	good	Robbins House
V. Finance (funds for operation and maintenance - not capital) Minimum $6 per capita minimum for part-time	No	NA	NA

Analysis

The Parks and Recreation Committee's programs, with its focus on youth, are appropriate and necessary within our limited resources. Some further development of organized programs for all citizens is advisable. Perhaps this could best be accomplished through a well coordinated effort to integrate plans and programs with the Thompson Community Center.

The Center, while recently self-supporting in terms of normal operations and some extensive repairs, will probably need additional assistance to install an elevator to enable handicapped access to second floor rooms. The Town may be called on for financial assistance. Full use of this building by various groups, and use of the building and outdoor recreational facilities by the elementary and middle school students would not only allow broadening the programs available to serve more groups simultaneously but may enable the Center to receive more revenue from those activities. The Union Senior

Citizens Club is an active group that receives some financial support from Town appropriations.

The public has boating access, for a fee, to Crawford Pond via a ramp at the Mic Mac Cove Campground and Cabins. Canoes can be launched from a site on the Union Fairgrounds on the St. George River above Round Pond. Seven Tree Pond should be studied, perhaps in cooperation with the Town of Warren, to determine if any other sites are suitable and potentially available for launching sites, either "full service" or limited to car-topped craft. The east shore of the pond, reachable from Route 131 south, may present opportunities, especially near South Union. A privately owned site on the St. George River, immediately downstream of the Middle Road Bridge in Warren, has been used for occasional canoe launching and retrieval with the owner's permission. Other sites on the pond or the adjacent river may be found.

Existing recreational facilities are well-maintained overall and the ongoing efforts to develop a Little League ball field at the Thompson Community Center should result in an added popular facility in another year or two.

The Union Fair grounds also offer certain recreational activities including annual antique festivals, horse and sheep shows, Scout jamborees, and special events.

Additional parks are recommended for the future enjoyment of the public and the preservation of premium open space and river access. One possibility would be Clarry Hill; a few acres at the crest, which would offer a picnic area in a sensational view setting before it is lost to high priced housing development. Public views from high points have been a part of Union's heritage for many generations, but these could be restricted by residential developments that generally discourage public access. If land is not available through donation, either to the Town or a land trust or other environmental organization, the Town should consider putting aside money from the Pullen Funds for purchase and development of such recreational lands and/or beginning a "land acquisition" fund for this or other specific land purchases. Purchase of land to retain the tradition of informal public access to other high points may be worth consideration. The Town may be able to get assistance from one of the land trusts in the Mid-Coast area or from State programs such as the Land for Maine's Future or various programs administered by the Maine Department of Conservation, Bureau of Parks and Recreation. This type of park would be for low intensity, non-sport type activities.

Although addressed to some degree in the Transportation chapter of the Plan under "sidewalks", there is a need for walking paths off the roads, both in the immediate village areas and out in the countryside. The cooperation of landowners and some volunteer efforts could result in a highly appreciated trail or two to be enjoyed by all who love nature and the outdoors. However, there appears to be little interest in creating trails open to ATV use.

Goals

The *Guidelines for Maine's Growth Management Program* indicate that municipalities should adopt policies that will promote the State's goals. The goal most directly related to recreation is as follows:

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

The goal of the Parks and Recreation Committee is to promote the physical well being of all town citizens and to promote the enjoyment and appreciation of our natural resources while preserving the rural character of our town.

The Town of Union has already followed policies that have resulted in both indoor and outdoor recreation for its citizens. Conversion of the old yellow school as the Thompson Community Center, while still not fully utilized, has been successful as far as it has gone. Union's outdoor recreational facilities were adequate for many years while the town's population was relatively stable. However, the population growth of the 1970's and 1980's along with a decline in largely outdoor occupations such as farming, have brought with them a need for more outdoor facilities. The water quality and physical characteristics of the St. George River within and near Union, including the ponds through which the river flows, offer recreational opportunities not found on the Kennebec, even though that river's water quality is improving, or on the Sheepscot and Medomak Rivers, much of which are limited to canoeists with some "white water" ability.

Policy

To work with existing community and regional organizations, public and private, and adjacent towns, to expand the indoor and outdoor recreational opportunities for residents of Union.

Findings

1. Parks and recreational facilities of the type that should be provided by public initiative for use by individuals and families are judged to be generally adequate, requiring only limited improvements.

2. On the other hand, recreational facilities specifically for school age citizens, especially facilities suitable for organized activities by the Town's young people, are judged to be inadequate, and require augmentation and expansion.

3. There is an opportunity for coordinated development of mixed-use public facilities on Town owned land on the South Union Road just below the Thompson Community Center, which could add considerable value to the Town's inventory of such facilities at very reasonable cost.

4. There is a major opportunity for a milestone advance in the value to the citizens of the Town's parks and other public facilities (Thompson Center, ball fields, …) by establishing a walking and bicycle pathway linking all of these facilities: the fairground, Ayer Park, the TCC, the Common, the town office, the ball fields and tennis courts.

Recommendations/Implementation Strategies

1. The Town should begin planning for a pedestrian/bicycle pathway along portions of the St. George River between the village and Union Fair. This pathway could also extend easterly from the village toward the D.R. Gaul School. (Parks and Recreation or special committee, Selectmen) Long Term

2. Acquire, through donation to the Town or through purchase by a semi-private organization similar to the land trusts, improved public access to the lakes and other waterways in the Town. (Private initiative) Long Term

3. Acquire through donation to the Town or purchase, land at the summit of Clarry Hill for a small park and picnic area. The Town may be able to get assistance from one of the land trusts in the Mid-coast area or from State programs such as the Land for Maine's Future or various programs administered by the Maine Department of Conservation, Bureau of Parks and Recreation. (Conservation Commission, Parks and Recreation Committee, Selectmen, Budget Committee, Town Meeting) Long Term

4. The Town should consider working with local snowmobile clubs, landowners, and perhaps the Union Conservation Commission to create additional trails which, depending on how they are laid out, might be used for walking in warm weather and snowmobiling and cross-country skiing in the winter. There would be little public cost involved if volunteer labor can create much of the trails and needed improvements such as footbridges over streams. (Parks and Recreation Committee, Selectmen, Budget Committee, Town Meeting) Ongoing

5. Establish a special committee to develop a plan for a multi-use complex of recreational and other municipal and quasi-municipal facilities along the South Union Road below TCC. (Selectmen) Long Term

Chapter 6. Transportation

Introduction

Communities depend on well-maintained transportation systems. Accessibility to transportation is an important factor in the location of businesses and residents within Union. Safe streets, efficient street design and transportation linkages affect the economic viability of our businesses, the overall safety and convenience of our residents, as well as property values. The goal of this chapter is to plan for the efficient maintenance and improvement of our transportation facilities and services in order to accommodate anticipated development.

Of Union residents who responded to the town wide public opinion survey in 2002, more than half believe roadway maintenance is adequate. More than two-thirds believe snow plowing and sanding are adequate. Most believe that bus and cab services are inadequate and need improvement.

Highway Inventory

Union has about 64 miles of public roads in current use. Of these, about 19 miles are State roads and about 45 miles are Town ways, the latter consisting of approximately 30 paved miles and 15 unpaved miles.

Functional Classification

The Maine Department of Transportation (Maine DOT) classifies roads by the role they serve in the highway network. The three principal functional classifications are:

> Arterials - The most important travel routes in the State. They carry high speed, long distance, high volume traffic. They usually carry interstate or U. S. route number classification.
>
> Collectors - These routes collect and distribute traffic to and from the arterial routes, serving places of lower population density which are somewhat removed from main travel routes.
>
> Local - These roads primarily provide local access and serve traffic to and from adjacent land areas and usually carry low volumes of traffic.

Table 6-1: Roadway Inventory

Roadway	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition
Route 17 (Heald Highway)	Arterial	6.95	State	State	Paved	Good
Route 131 (Appleton Rd) (South Union Rd)	Collector	2.88 2.29	State	State	Paved	Good
Route 235 (Buzzell Hill Rd) (Depot Street) (Town House Rd)	Collector	0.55 2.55 0.36	State	State	Paved	Good
Abijah Ln	Private	0.14	Private	Private	Gravel	*
Al-Berta Ln	Private	0.56	Private	Private	Gravel	*
Autumn Ln	Private	0.14	Private	Private	Gravel	*
Ayer Hill	Local	0.34	Town	Town	Paved	Good
Barker Ln	Private	0.08	Private	Private	Gravel	*
Barrett Hill Rd	Local	2.40	Town	Town	Pave/Grav.	Fair
Beech Ln	Private	0.12	Private	Private	Gravel	*
Beote Rd	Local	0.35	Town	Town	Gravel	Fair
Bird Farm Ln	Private	0.77	Private	Private	Gravel	*
Bonnie Ln	Private	0.09	Private	Private	Gravel	*
Bowen Ln	Private	0.19	Private	Private	Gravel	*
Brooks Rd	Local	0.18	Town	Town	Paved	Good
Browns Ln	Local	0.10	Town	Town	Paved	Good
Buckeye Ln	Private	0.56	Private	Private	Gravel	*
Bump Hill Rd	Local	1.83	Town	Town	Pave/Grav.	Good
Burkett Rd	Local	0.02	Town	Town	Paved	Fair
Butler Rd	Local	2.78	Town	Town	Pave/Grav.	Fair
Carroll Rd	Local	1.06	Town	Town	Paved	Good
Chadam Ln	Private	0.18	Private	Private	Gravel	*
Chestnut Ln	Private	0.06	Private	Private	Gravel	*
Clark Ln	Private	0.08	Private	Private	Gravel	*
Clarry Hill Ln	Local	1.67	Town	Town	Pave/Grav.	Fair
Clarry Hill Rd	Local	2.82	Town	Town	Paved	Good
Coggins Hill Rd	Local	1.10	Town	Town	Gravel	Fair
Colby Lane	Private	0.09	Private	Private	Gravel	*
Cole Rd	Local	0.59	Town	Town	Gravel	Fair
Collinstown Rd	Local	0.90	Town	Town	Paved	Fair
Come Spring Ln	Local	0.60	Town	Town	Gravel	Fair
Common Rd	Collector	1.16	State	State	Paved	Fair
Cove Ln	Private	0.08	Private	Private	Gravel	*
Crawfordsburn Ln	Private	0.60	Private	Private	Gravel	*
Cross Ln	Private	0.06	Private	Private	Gravel	*

Roadway	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition
Cummings Ln	Private	0.28	Private	Private	Gravel	*
Daniels Rd	Local	0.91	Town	Town	Paved	Good
Davis Rd	Local	1.36	Town	Town	Paved	Fair
Dewmar Ln	Private	0.23	Private	Private	Gravel	*
Elston Ln	Private	0.05	Private	Private	Gravel	*
Fairgrounds Ln	Local	0.14	Town	Town	Paved	Fair
Feyler Rd	Public Ease.	0.44	Private	Private	Gravel	*
Graybrook Ln	Private	0.11	Private	Private	Gravel	*
Greene Ln	Private	0.13	Private	Private	Gravel	*
Guinea Ridge Rd	Local	0.33	Town	Town	Paved	Good
Hannan Rd	Private	0.54	Private	Private	Gravel	*
Happy Hollow Rd	Local	0.75	Town	Town	Gravel	Fair
Hawes Ln	Private	0.35	Private	Private	Gravel	*
Hemlock Ln	Private	0.13	Private	Private	Gravel	*
Hidden Acres	Private	0.74	Private	Private	Gravel	*
Hills Point	Private	0.31	Private	Private	Gravel	*
Hilt Ln	Private	0.62	Private	Private	Gravel	*
Indian Knoll Ln	Private	0.13	Private	Private	Gravel	*
Jasmine Ln	Private	0.07	Private	Private	Gravel	*
Lermond Ln	Private	0.02	Private	Private	Gravel	*
Limestone Pl	Private	0.04	Private	Private	Paved	*
Lynwood Ln	Private	0.23	Private	Private	Gravel	*
Maple Ln	Private	0.06	Private	Private	Gravel	*
Marrs Hill Rd	Local	0.27	Town	Town	Paved	Good
McDonald Ln	Private	0.06	Private	Private	Gravel	*
Meadowood Ln	Private	0.62	Private	Private	Gravel	*
Medomak Ln	Private	0.07	Private	Private	Gravel	*
Mic Mac Ln	Private	0.58	Private	Private	Gravel	*
Middle Rd	Local	1.35	Town	Town	Paved	Good
Mid-State Ln	Private	0.06	Private	Private	Gravel	*
Military Ln	Private	0.62	Private	Private	Gravel	*
Millay Ln	Public Ease.	0.66	Private	Private	Gravel	*
Miller Rd	Local	1.49	Town	Town	Pave/Grav.	Fair
Mt Pleasant Rd	Local	1.72	Town	Town	Paved	Good
North Union Rd	Local	6.26	Town	Town	Paved	Good
Noyes Ln	Local	0.02	Town	Town	Paved	Good
Oak Point Ln	Private	0.23	Private	Private	Gravel	*
Olson Farm Ln	Private	0.27	Private	Private	Gravel	*
Orchard Ln	Private	0.07	Private	Private	Gravel	*
Overlock Hill Rd	Local	1.94	Town	Town	Pave/Grav.	Fair

Roadway	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition
Payson Rd	Local	1.77	Town	Town	Paved	Good
Pound Hill Rd	Local	0.68	Town	Town	Paved	Good
Quiggle Rd	Local	0.24	Town	Town	Paved	Good
Rabbit Farm Rd	Local	0.51	Town	Town	Gravel	Fair
Rhodes Ln	Private	0.42	Private	Private	Gravel	*
Robbins Rd	Local	0.24	Town	Town	Gravel	Good
Saima Ln	Private	0.15	Private	Private	Gravel	*
Seiders Hill Ln	Public Ease.	0.27	Private	Private	Gravel	*
Sennebec Rd	Collector	2.33	Town	Town	Paved	Good
Seven Tree Ln	Private	0.03	Private	Private	Gravel	*
Shepard Hill Rd	Local	2.31	Town	Town	Paved	Good
Short St	Local	0.10	Town	Town	Paved	Good
Sidelinger Rd	Local	0.97	Town	Town	Gravel	Fair
Skidmore Rd	Local	1.54	Town	Town	Paved	Good
Springer Ln	Private	0.55	Private	Private	Gravel	*
Spruce Ln	Private	0.12	Private	Private	Gravel	*
Sterlingtown Ln	Local	0.18	Town	Town	Paved	Good
Stickney Ln	Private	0.34	Private	Private	Gravel	*
Stone Rd	Public Ease.	1.44	Private	Private	Gravel	*
Summer Ln	Private	0.20	Private	Private	Gravel	*
Sunk Haze	Local	0.13	Town	Town	Paved	Good
Taylor Ln	Private	0.25	Private	Private	Gravel	*
The Woods Rd	Private	0.25	Private	Private	Paved	*
Thurston Ln	Local	0.11	Town	Town	Paved	Good
Townsend Ln	Local	0.18	Town	Town	Gravel	Fair
Tri-State Blvd	Private	0.11	Private	Private	Gravel	*
Upham Rd	Local	0.26	Town	Town	Gravel	Fair
Winterberry Ln	Private	0.04	Private	Private	Gravel	*
Witch Mountain Ln	Private	0.11	Private	Private	Gravel	*
Wood Lily Ln	Private	0.20	Private	Private	Gravel	*
Wottons Mill Rd	Collector	1.86	State	State	Paved	Good

*The condition of private roads is undetermined.

State Highways

Route 17 is the only highway in Union classified by the Maine DOT as an arterial. It connects Rockland with Augusta, where connection can be made with the Maine Turnpike and I-95, passing through Union in an east-west direction for 6.95 miles. Route 17 is heavily traveled, particularly during commuting hours.

North-south collector roads feeding traffic to and from Route 17 and connecting with Route 1 to the south and Route 3 to the north are Routes 131 and 235. Both are classed as collectors by the Maine DOT. The Common Road and Wottons Mill Road are also collectors. Collector roads in Union total 11.65 miles.

The general condition of the State Routes in Union varies from fair to good. A left turn lane was added at the intersection of Routes 17 and 131(South Union Rd.) in 1991, and Route 131 was repaved in 2003.

Bridges

Union has some 13 bridges carrying vehicular traffic. While most of our bridges are in good repair, a timely maintenance schedule is needed to prevent further loss of traditional access at water crossing points.

Traffic Volumes

Traffic volumes have increased about 13-15% on state roads in Union from 1997 to 2002. The table below shows Annual Average Daily Traffic (AADT) counts for state roads in Union. The volumes represent both through traffic and local activity. Seasonal variation, with peak volumes in the summer, is significant and is averaged in these figures. See the map titled Transportation Road Network for AADT information of major roads in Union.

Table 6-2: Traffic Volumes

Roadway	Location Description	AADT in 2002
Route 17	Route 17 at Shepard Hill Rd	5,916
Route 17	Route 17 east of Sennebec Rd	8,175
Route 17	Route 17 at Hope Town Line	7,699
Route 131	Route 131 (Appleton Rd) at Butler Rd	2,533
Route 131	Route 131(South Union Rd)south of Middle Rd	1,732
Route 235	Route 235 north of Hawes Rd	1,763

Source: Maine DOT

Traffic Congestion

Traffic congestion lowers a roadway's level of service (LOS). Level of service is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. Maine DOT has noted degradation in the LOS for state roads within Union. Not surprisingly, portions of Route 17 have the lowest LOS (D) observed, indicating moderate congestion. As an annual average, however, this figure does not reveal the increased congestion that affects Union during the tourist season. And so, for planning purposes, a seasonally adjusted LOS should be used when analyzing the need for local traffic management improvements. See the map titled Transportation Road Network for LOS information of major roads in Union.

Table 6-3: Level of Service (A=Best)

Roadway	Level of Service
Route 17 (Washington Town Line to North Union Rd)	C
Route 17 (North Union Rd to Hope Town Line)	D
Route 131	B
Route 235	B

Source: Maine DOT

Access Management

Access Management is the planned location and design of driveways and entrances to public roads. Such planning reduces accidents and prolongs the useful life of arterial roadways. While arterial highways represent only 12% of the state-maintained highway system, they carry 62% of the statewide traffic volume. Maintaining posted speeds on this system helps people and products move faster, which enhances productivity, reduces congestion-related delays and environmental degradation. By preserving the capacity of the roads we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses.

Maine DOT has established standards, including greater sight distance requirements, for the permitting of driveways and entrances for three categories of roadways: retrograde arterials, mobility arterial corridors, and all other state and state-aid roads. Due to the high volume of traffic on our roadways, Route 17 through Union is classified as a retrograde arterial through much of the Town, and so comes under stricter access management standards.

To maintain and improve traffic flows, future land use ordinances should include access management performance standards that are in accordance with state law. Locating

shared access points for businesses and residences can enhance safety while allowing development to occur along state roads.

Safety

According to Maine DOT, there were 158 reported crashes in Union from 2000 through 2002. There were three fatalities and three crashes with serious personal injuries. There were 28 crashes that involved minor injuries (in which a person had visible injuries, bruises, abrasions, swelling, etc.), and 21 crashes with injuries that were not visible (including momentary unconsciousness or complaint of pain). Most crashes, 103 of them, involved property damage only.

See the map titled Transportation Road Network for High Crash Locations (HCLs) documented by Maine DOT for major roads in Union. HCLs are defined as areas where eight of more accidents have occurred within a three-year period. Two HCLs are listed for Union: the intersection of Route 17 and East Sennebec Rd (also known as East Appleton Rd) and along Route 17 between the Marrs Hill Rd intersection and the Daniels Rd intersection.

Many accidents in Union occurred when vehicles entered or exited Route 17. Accordingly, it would be prudent to reduce driving distractions, improve sight distances, and enforce posted speed limits along the highly traveled and congested areas of Route 17. Recent development along Route 17 almost guarantees continued increase in the accident rate as traffic increases. Development controls and better planning are urgently needed to prevent continued strip development along this arterial highway with uncontrolled entrances and exits attracting high traffic volumes.

Parking

Parking in the village Common area is limited and demand is growing. If the business activities surrounding this village center are to remain successful and attract a growing clientele, better solutions to accommodate increasing traffic will have to be found. It is desirable to retain the balanced mix of residential and commercial facilities in this area and preserve the beauty of the Common.

Sidewalks

Though prevalent in the last century, sidewalks are effectively limited to one narrow 20 to 24 inch wide paved path leading for almost one-half mile along the curb of Common Road from the triangular segment of the Common between the library and the bank to a point opposite the western front entrance of the Thompson Community Center. Still used by young and older citizens alike, this remaining walk should be maintained and, if possible, widened and extended. As usage of the Thompson Community Center grows, it should be tied to the village center with a comfortable and safe pedestrian way, preferably allowing two to walk abreast.

Remains of sidewalks may be seen on the east side of Depot Street fronting two houses across from the Methodist Church and parsonage, on the east side of Town House Road for a few paces up from the Common, and a longer stretch of possibly 200 feet along the western edge of Sunk Haze Road across from the telephone exchange building.

Union's pedestrian ways have been long neglected. Youngsters and young mothers with toddlers in strollers have been seen making their way to and from Ayer Park for a spring or summer outing along the side of busy Route 235. The village area needs a renewal of walking opportunities safer for young and old to use rather than competing with traffic on the roadways. Opportunities for off road hiking and bicycle paths would be a benefit to many citizens. Specific recommendations are provided in Chapter 5, Parks and Recreation.

Regional Public Transportation

The primary means of transportation for most Union citizens is privately owned vehicles. There is no public transportation in Union, but there is Coastal Transportation, a publicly supported non-profit organization. Union is served by one round trip weekly, on Mondays, departing about 7:45 A. M. and serving Hope on its route to Rockland. Return trip from Rockland arrives about 1:30 P.M. Passengers are picked up, delivered to their destination, and returned to their residence. Vans are equipped with wheelchair lifts. The service, which operates weekdays only, must be arranged 24 hours in advance. Daily service to Portland for medical purposes is operated by volunteers. This is not a commuter service but constitutes a safety net for the elderly.

Union is served by various motor freight common carriers and mail service carriers.

There is no taxi service based in Union, which is served from locations such as Camden and Rockland.

Airports

There are no airports in Union. Primary regional airports include:

1. Bangor International Airport provides national and international commercial passenger and freight services, as well as civil defense operations. The largest runway is 11,441-foot long. Car rental services are available.
2. Knox County Regional Airport serves Rockland and Knox County with scheduled commercial service, air taxi and general aviation, and is owned by Knox County. The longest runway extends 5000 feet. Voluntary noise abatement is in place, limiting hours of operation. The facility is about 3 miles from Rockland in Owls Head.
3. Augusta State Airport serves Augusta and Kennebec County with scheduled commercial service, air taxi and general aviation, and is owned by the State of Maine. The longest runway extends 5,000 feet.

Rail lines

There are no rail lines in Union or active rail service in neighboring towns.

Nearby rail service connecting with the Maine Central Railroad at Warren Station, ceased in the early 1930's. The former Rockland Branch of the Maine Central, abandoned in 1985 and later purchased by the State, reopened for freight service between Brunswick and Rockland in October 1990. The operator, Maine Coast Railroad, has used State funds, which are to be repaid by the railroad, to rehabilitate most of the line to Federal Railroad Administration (FRA) Class 2 (25 mph freight service) standards. Some track remains at FRA Class 1 (10 mph freight service) standards. Dragon Cement has received municipal approval to install a barge loading/unloading facility at Central Maine Power's Mason Station in Wiscasset, but construction has been postponed pending an improved regional economy. There has been rail haul of cement and aggregate and haulage of coal and other bulk materials is anticipated. Maine Coast Railroad has also expressed interest in establishing rail Passenger service on the line, both commuter service to serve primarily Bath Iron Works and tourist oriented seasonal service. Amtrak service between Boston and Portland has started recently. Seasonal tourist related passenger service is likely to Brunswick in the coming years. Trains to Brunswick could connect with a future service on the Rockland Branch. While it is too early to tell if any major effects will be felt in the Mid-Coast area from these anticipated developments, highway traffic could be reduced by diversion of some freight and passengers to the rails. It is anticipated that passenger rail service would require public subsidy.

Maine DOT Six-Year Plan

The Maine DOT Six-Year Transportation Improvement Plan (2004-2009) lists the major transportation policy initiatives and capital improvement projects Maine DOT expects to include in the next six year budgeting period. For Union, two projects are listed in the Six-Year Plan:
(1) The rehabilitation of the Fairgrounds Bridge, crossing the St. George River, on the Fairgrounds Rd.
(2) The rehabilitation of the Messer Bridge on Route 131 (Appleton Rd).

Regional Transportation Advisory Committee

The Regional Transportation Advisory Committee (RTAC) process created by Maine DOT facilitated public participation during the formulation of transportation policy. RTACs collaborated with Maine DOT and the Regional Councils to develop regional advisory reports for each RTAC Region. The 2002 Regional Advisory Report for our region, set shoulder paving along Route 17 in Union as a priority recommendation.

Comprehensive Economic Development Strategy Committee

In 2004, Maine DOT transferred the advisory role of the RTACs to the Comprehensive Economic Development Strategy (CEDS) Committees in each of Maine's Economic Development Districts (EDD). It is hoped that this will facilitate public participation and reduce costs. These committees have met on an ongoing basis to promote sensible development in accordance with the guidelines and support of the U.S. Economic Development Administration. It is likely that the CEDS will establish a subcommittee devoted to transportation issues, including a needs assessment of transportation infrastructure. Union is part of the Eastern Maine EDD, which covers Hancock, Knox, Penobscot, Piscataquis, Waldo and Washington Counties.

Summary

Transportation linkages in Union consist primarily of State Routes 17, 131 and 235. Our town is reliant on its road network as the primary means of transportation movement. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Union's roadways are in good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Addressing safety concerns of residents is crucial; especially important is access to and from State Route 17 near Union Village, where significant local traffic is generated.

Traffic in Union has not yet reached levels detrimental to the town's quality of life, but the village would be less pleasant if Route 17 had not by-passed it to the north. Some of the traffic increases in East Union are probably related to the Hope Elementary School, located a short distance off Route 235 just north of East Union. The location of the Union Elementary/Middle School away from the village eliminates the possibility of many students walking or riding bicycles to school.

In terms of highway access, the general village area centered on the Common is extremely well sited. Business expansion along the Common Road, both east and west of the Common, could be easily reached from Routes 17, 131 and 235. Clustering of businesses would reinforce the existing village businesses and make pedestrian access possible for those shopping or carrying out other business in the village. The central location of the Post Office and Town Office also favor such a location for businesses. East Union, and to a lesser extent, South Union, could benefit from their location just off Route 17 and on Routes 235 and 131, respectively, if future economic and population growth create additional commercial expansion.

Privately owned vehicles will continue to play a major part in providing mobility to Union's residents in the near future. There is no public transportation in Union, except the service offered by Coastal Transportation, which provides a safety net for the elderly. However, the town's location on Route 17, the most direct route between the Knox

County seat of Rockland and the State Capital at Augusta, makes future bus or van service for commuters a distinct possibility

Beyond this, transportation planning is a regional issue currently being addressed by the Mid-Coast Regional Planning Commission (MCRPC) and the Eastern Maine EDD . Union is a member of the MCRPC and works with MCRPC on regional transportation issues.

Findings

1. The road network in Union is generally adequate to support traffic at both current and projected levels, provided that the impact of population growth is properly managed.

2. The principal mode of transportation in Union is by private automobile.

3. There is no bus or taxi transportation in the Town, and the 2002 citizen survey indicated a strong desire to have these services available.

4. Coastal Transportation provides a safety net for the elderly, the handicapped, and others for whom personal transportation by private automobile is not an option.

Policy

It is recommended that the Town of Union adopt the following policies concerning transportation:

1. Transportation facilities and services are vital to maintaining and improving the quality of life in Union. The Town will work with the State and other municipalities and agencies to create and maintain a network of roads and a system of public transportation services that meet the needs of Union's residents and businesses.
2. The town will continue to search for adequate parking facilities in critical regions including the village common area and the vicinity of the Thompson Community Center.

Recommendations

1. Monitor the state of transportation in the Town to provide early identification of needs not being met by currently available modes. (Town Manager, Selectmen, Public Works Director) Ongoing

2. Amend the Subdivision and Land Use Ordinances to encourage shared access to town roads using standards similar to those adopted by Maine DOT for state and state aid roads, which are based on traffic volumes and posted speeds. (Planning Board, Town Meeting) Immediate

3. Seek funding for the improvement and expansion of the sidewalks, so that adequate widths (needed for winter plowing of sidewalks, if desired) are established. Sidewalks connecting the indoor and outdoor recreation facilities at the Thompson Community Center with Ayer Park via the Common would appear very beneficial. Once a plan is adopted, an annual allocation could gradually carry out the chosen improvements.(Town Manager, Selectmen, Public Works Director, Budget Committee, Town Meeting) Long Term

4. Continue financial support to regional transportation agencies, where such support would adequately benefit Union residents. (Town Manager, Selectmen, Budget Committee, Town Meeting) Ongoing

5. Work with adjacent towns, especially towns with medical services and shopping facilities that are frequent target destinations for Union seniors and other residents, to identify opportunities for encouraging public and quasi-public transportation links to Union. (Town Manager, Selectmen, Public Works Director) Ongoing

6. Continue to utilize the Parking Committee, begun in 2005, to identify opportunities for additional parking spaces and/or lots in the village area (in cooperation with willing landowners), where the need is greatest, including around the Thompson Community Center, and report such findings along with funding recommendations to the Town Manager and Selectmen on an annual basis. (Parking Committee, Town Manager, Selectmen) Ongoing

Chapter 7. Natural Resources

Introduction

Information on natural resources is necessary to protect environmentally sensitive areas, and to identify opportunities and constraints for development. The natural resources of our Town contribute greatly to our quality of life. These resources support local businesses, provide desired open spaces and are valued for habitat preservation and recreational opportunities such as fishing, boating, snowmobiling, hunting, canoeing, hiking, and cross-country skiing.

The goal of this chapter is to protect and manage Union's natural resources, and in so doing, safeguard the agricultural, forest and marine resources that support our economy.

By land area, more than 66% of Union is forested, over 18% is grasslands, over 12% is water, and less than three percent is developed, as classified by the state. See the map titled Land Cover for the locations and acreages of forests, grasslands, cultivated areas, and developed areas.

Survey of Union Residents - 2002

Of Union residents who responded to the town wide public opinion survey in 2002, a majority support the types of businesses listed, all of which depend on our natural resources.

Survey Question: *Would you like to see any of the following businesses or industries move into town, or expand if they already exist?*

Table 7-1

Resource Extraction and Production	**Favor**		**Oppose**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Aquaculture	69	54.8%	33	26.2%	24	19.0%	126
Forestry operations	90	59.2%	41	27.0%	21	13.8%	152
Wood processing	86	58.1%	36	24.3%	26	17.6%	148
Farming	146	92.4%	5	3.2%	7	4.4%	158
Processing farm products	110	71.0%	26	16.8%	19	12.3%	155

Source: Union Comprehensive Plan Committee Resident Survey

Most residents who responded to the survey would like some areas preserved from development.

Survey Question: *Would you like to see any of the following protected from development?*

Table 7-2

Protected from development	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Undeveloped shoreland	100	68.5%	23	15.8%	23	15.8%	146
Forested land	92	67.2%	28	20.4%	17	12.4%	137
Blueberry land	103	72.5%	27	19.0%	12	8.5%	142
Wetlands (marshes, bogs, etc)	114	79.2%	15	10.4%	15	10.4%	144
Scenic vistas and natural areas	116	84.7%	12	8.8%	9	6.6%	137
Wildlife habitat	116	85.3%	10	7.4%	10	7.4%	136

Source: Union Comprehensive Plan Committee Resident Survey

Survey Question: *What methods should the Town consider to protect any of the areas which you checked in the previous questions?*

Table 7-3

Method	**Area Listed**
Town acquisition	Shoreland; give back to family first, Scenic vistas
Ordinance	Wildlife habitat; All; No
Easements	1 Wetland, scenic vista 2 No
Tax adjustments	1 Forested land 2 Farmland; Undeveloped Shoreland; Yes
Deed restrictions	No

Source: Union Comprehensive Plan Committee Resident Survey

Survey Question: If there are any particular scenic and natural areas in the Town which you believe should be protected, please identify them:

1. Scenic-Clarry Hill, Coggins Hill
2. I would love to see the west side of Seven Tree Pond protected, but we can't force anyone & I don't want to pay
3. Clarry Hill
4. The Common, Seven Tree Pond public area has a seedy reputation. The improvements to boat access area on Sennebec Lake, Rte. 131.

Topography

Union's topography ranges in elevation from 34 feet above Sea Level at Seven Tree Pond to 817 feet at the summit of Coggins Hill. A number of hills, with ridges running in a generally north-south direction, exceed 600 feet in elevation.

Steep slope is a major component of the landscape and is a significant factor affecting soil properties, which in turn governs land use. Most land use and development takes place on the less sloping areas, areas with slopes of less than 15 percent (representing an average drop of 15 feet or less in 100 feet horizontal distance). On steep slopes, areas with slopes of 15 percent or more, soils present problems for buildings, roads, and septic systems. The costs of engineering foundations and installing septic or sewer and other utility systems increase in these areas.

See the map titled Topography, which shows elevations using a 40-foot contour interval, as well as areas with 15% or greater slopes.

Watersheds

A watershed is the land area in which runoff from precipitation drains into a body of water. The boundaries of watersheds, also know as drainage divides, are shown on the map titled Water Resources. The portion of the watershed that has the greatest potential to affect a body of water is its direct watershed, or that part which does not first drain through upstream areas. Anything that can be transported by water will eventually reach and impact the quality of a water body. Development activities, such as house and road construction and timber harvesting, may disturb the land that drains to a lake by streams and groundwater. Disturbed and developed lands contribute pollutants and other substances to water bodies, degrading water quality. Activity anywhere in the watershed, even several miles away, has the potential to impact the water quality of our streams, rivers, ponds and lakes.

Most of Union is within the watershed of the St. George River, which reaches tidewater in Warren. Union is also a major contributor to the watershed of the Medomak River.

Wetlands

Wetlands are defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of vegetation typically adapted for life in saturated soils." Wetlands include freshwater swamps, bogs, marshes, heaths, swales, and meadows. There is no longer a ten-acre threshold associated with regulated freshwater wetlands.

Wetlands are important to the public health, safety and welfare because they act as a filter, absorb excess water, serve as aquifer discharge areas, and provide critical habitats for a wide range of fish and wildlife. They are fragile natural resources. Even building on the edge of a wetland can have significant environmental consequences. Some wetlands

have important recreational and educational value, providing opportunities for fishing, boating, hunting, and environmental education. Planning efforts should take into account the constraints of these areas.

The Maine Department of Environmental Protection (MDEP) has identified wetlands located within Union, as shown on the map titled Water Resources. These wetlands were identified by aerial photo interpretation, and were confirmed by soil mapping and other wetland inventories. Field verification of the location and boundaries of wetlands should be undertaken prior to development. The MDEP has jurisdiction over freshwater wetlands and floodplain wetlands under the Natural Resources Protection Act (NRPA)/Wetland Protection Rules and Site Location of Development Act. The Mandatory Shoreland Zoning Law provides protection to mapped non-forested wetlands that are over ten acres in size.

Wetland alterations can contribute to wetland loss. The most common sources of alterations include commercial, residential and urban development; transportation and roads; floodplain development; pollution; peat mining; timber harvesting; and agriculture.

Rivers, Streams, and Brooks

As defined by Maine's NRPA, a river, stream, or brook is a channel that has defined banks (including a floodway and associated flood plain wetlands) created by the action of the surface water.

Water quality of the rivers and streams within Union is generally high. The St. George River was upgraded to Class “AA” below the outlet of Sennebec Pond. All tributary streams to the St. George River entering the river above tidewater, except Quiggle Brook, which flows to Crawford Pond from South Hope, are Class “A”. The Medomak River and its tributaries are Class “A” from its source in Liberty to the Wagner Bridge Road in Waldoboro. All great ponds in Union are Class “GPA”.

Discharges to Class “A” waters, “…licensed after January 1, 1986, shall be permitted only if, in addition to satisfying all the requirements of this article, the discharged effluent will be equal to or better than the existing water quality of the receiving waters.” Discharges are permitted only when, “. . . there are no reasonable alternatives available.” (Title 38 MRSA Section 465 2, C) Standards for discharge into Class “B” waters are slightly less stringent, but seasonal dissolved oxygen criteria are even higher than Class “A” waters during spawning and egg incubation periods (October 1 to May 14). There are no known overboard discharges in Union.

Several notable flowing water and natural cold-water fisheries exist in Union. They are the Medomak River, Pettengill Stream, Quiggle Brook, associated tributaries of these watercourses, and several unnamed tributaries of the Saint George River. These fisheries are cyclical depending on summer water levels and temperatures. There are also periodic hatchery stockings of both brook and brown trout in Union’s two rivers. Generally, other fish species that support fishing activities are warm-water species and bait fish.

All waterways rely on adjacent habitats for energy resources for in-stream food webs. Streamside or riparian habitats are also valuable for wildlife, for water quality, and for flood control. Another important consideration is that of present and future human development and alteration of these habitats. Development review and permitting should address these concerns.

Lakes and Ponds

All or parts of three great ponds on the river are located in Union: Sennebec Pond, shared with Appleton; Round Pond; and Seven Tree Pond, shared with Warren. Lermond Pond, mostly within Hope, and Crawford Pond, shared with Warren, are drained by tributaries of the St. George River. The western and northern parts of Union lie within the watershed of the Medomak River, which flows to tidewater in Waldoboro. This includes the Pettengill Stream, which is an important tributary to the Medomak River.

See the map titled Water Resources for the location of surface waters.

Ponds in Union are managed for warm-water fisheries. In some, water is highly colored but of good quality. There are active water quality monitoring programs in place on all but Round Pond, some conducted by private individuals, some by lake associations. Two water bodies in Union are managed with annual stockings of hatchery-reared brook and brown trout as well as the naturally produced warm-water fishes. Sennebec and Seven Tree Pond have adequate water quality warranting annual stockings. All the ponds within Union have a natural warm-water game fishery and bait fishery that should be cared for, maintained with stable water levels at spawning times during spring.

Maine IF&W notes that if public access to Crawford Pond were assured then cold-water fishery management by the state agency could commence as adequate habitat is available.

Often purchases or easements on land adjacent to waterways provides multiple benefits in that they protect the habitat from large-scale development, allow undisrupted function of riparian and aquatic habitats, and provide recreational opportunities for residents and visitors. Likewise, bridges across waterways and culverts should be placed in such a way as to not disconnect habitats or impede waterflow. Maine IF&W can provide technical assistance to the town on these issues.

Surface Water Protection

Union's surface water is protected through local regulations including Shoreland Zoning, Subdivision Regulations, Site Plan Review, Plumbing Code, Floodplain Management Ordinance and the Land Use Ordinance. Surface water protection at the State level encompasses the Site Law, Public Water Supply Regulation, the Natural Resource Protection Act, Hazardous Law, and Underground Storage Tank Regulation. Protection at the federal level consists of Wetlands Protection, the Clean Water Act, the Resources

Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

Floodplains

Floodplains are areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is their ability to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains serve as wildlife habitats, open space and outdoor recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive development on floodplains and flood prone areas can increase the severity of floods and cause flooding of previously unaffected areas, and so should be avoided. The major consequence of intensive development in floodplains and flood prone areas is widespread property damage and loss of life that results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, and water contamination from toxic and hazardous materials.

The Town of Union participates in the Flood Insurance Program, and its flood protection includes a Floodplain Management Ordinance. See the FIRM (Floodplain Insurance Rate Map) located at the Town Office. Special flood hazard areas are inundated by 100-year floods, i.e., less than a one percent chance of being equaled or exceeded in a given year.

The Town of Union has adopted shoreland standards, as required by the State Mandatory Shoreland Zoning Act. This ordinance serves to protect lakeshores by restricting building to reduce flood damage.

Groundwater

The report is entitled: *An Inventory and Analysis of the Groundwater Resources of Union, Maine.* This study has been submitted to the Office of Comprehensive Planning. A summary of its contents is presented here.

Significant groundwater resources were studied and mapped in the *Natural Resources Inventory of Union* in 1990 by the consultants Caswell, Eichler and Hill, Inc.

See the map titled Water Resources for the location of significant aquifers, those that can yield 10 gallons or more per minute, based on Maine Geographic Information Systems (MEGIS) data from 2003.

The consultants used photogrammetric analysis of bedrock linear features as well as published and unpublished hydro geologic, water well and contaminant source information. Two maps, copies of which are available at the Town Office, were prepared

as part of the study. Map A is entitled: *Location of Bedrock Linear Features, High-Yield Bedrock Wells, and Rates of Groundwater Recharge.* This map is concerned with bedrock wells and the fracture zones, which are the water bearing portions of bedrock. Map B is entitled: *Location of Significant Groundwater Resources, Recharge Areas, and Potential Contaminant Sources.* This map defines bedrock and sand and gravel groundwater sources, their recharge areas, and potential pollution sources, which could affect these resources.

After describing the location, topography and drainage patterns of Union, the bedrock geology is discussed in more detail. Union has three bedrock formations, the Appleton Ridge Formation, the Penobscot Formation and the Megunticook Formation. The Penobscot Formation includes the marble beds that are exposed along the St. George River west of the Common and west of East Union. These formations are separated by fault lines where each formation was thrust against another. The fault separating the Appleton Ridge Formation and the Penobscot Formation lies east of Round Pond, trending from Sennebec Pond to Seven Tree Pond. A second thrust fault runs from the area between Crawford Pond and East Union, trending northeast into Hope. This fault contains igneous rock bodies containing nickel, copper and cobalt bearing ores.

Union's surficial geology, which unconsolidated material lying above the bedrock, consists of glacial till, end-moraine deposits, glacial-stream deposits and glacial-marine deposits. The till, unsorted material "bulldozed" by the glaciers that passed over Maine ending about 12,000 years ago, is the most common form of surficial material in Union. It is exposed chiefly at higher elevations. End moraine deposits, formed at the end of the glacier as it retreated, are visible as low east-west ridges south of South Union between Route 131 and Crawford Pond. The only glacial-stream deposit in Union is a long narrow ridge of sorted sand and gravel, known as an esker, which formed in a melt water stream within the ice of the glacier. This ridge, which has been extensively mined for its sand and gravel, is roughly parallel to the course of the present-day Medomak River. Glacial-marine deposits, known in coastal Maine as the Presumpscot Formation, accumulated on the ocean floor after the glacial ice had melted but before the land, which had sunk beneath the weight of the glaciers, had rebounded above sea level. These deposits are primarily fine-grained silt and clay with some sand. These fill the lower parts of Union's valleys, covering the till. Minor surficial deposits include modern-day stream deposits and organic materials in swamps.

The most favorable location in Union for high-yield wells appears to be the gravel esker just east of the Medomak River, whose saturated thickness exceeds 50 feet where it extends into Washington. Further testing would be necessary to determine its extent and its water yield.

High yield bedrock wells, which depend upon fractures in the rock, are most often found where there are many intersecting fractures. A comparison of high-yield well data and fractures visible on aerial photos was made to determine the locations of probable future high-yield wells. The fractures are most visible on higher elevations, where the

overburden is thinner, and where they are more exposed to precipitation, which recharges them.

Where the bedrock is overlain by thick layers of fine sediments, little water penetrates through to the bedrock, perhaps only 5% to 10% of annual precipitation. In contrast, an aquifer of coarser sediments and areas of fractured bedrock can absorb additional water. The aquifer or fractured zone can be thought of as a groundwater recharge basin, similar to a watershed for a surface water body.

The safe yield, the amount that can be pumped from wells within an aquifer or fractured zone in bedrock without lowering the level of the groundwater, has been calculated for seventeen groundwater basins in Union. The highest yield, 420 gallons per minute, is found in the sand and gravel aquifer near the Medomak River.

Most Union residents depend on groundwater from bedrock for their domestic use. Public groundwater users includes Aqua Maine Inc, whose bedrock wells on Barrett Hill are the usual source for the system which serves the Common area of Union. Water is also drawn seasonally from a well near the Allen Cannery off Depot Street, supplied by water from bedrock or gravel under clay.

Potential pollution sources were derived from Department of Environmental Protection inventories, interviews with town officials, and some on-site inspection by the consultants. These include spills of various chemicals and industrial solvents. The sand and gravel pits, which expose the sand and gravel aquifer directly to potential pollutants, may be sources of pollution. Road salt can also leach into groundwater and moves rapidly in its dissolved form. Household septic systems, disposal fields, and agricultural activities can also pollute groundwater.

The study concluded that Union is highly dependent on groundwater, primarily from bedrock sources, for public and private water sources. High yield wells are found in Union village (the Common) and in East Union. The yield in East Union may be a problem as the calculated safe yield of 17 gallons per minute now supplies wells which serve 12 homes.

Threats to groundwater were seen as relatively small, though the well at the Blueberry Cannery is close to the industry that it serves and to an oil storage depot. Home septic systems may pose a threat to residential water supplies. Wellhead and recharge area protection regulations, particularly for public water supplies, could be critical in protecting these water supplies from potential future pollution.

Water Pollution

Pollution from non-point sources include agricultural run-off, both animal wastes and fertilizers, landfills, sand and salt storage, waste lagoons, roadside and soil erosion, leaking underground storage tanks, and hazardous substances. Identification and regulation of these sites are important in safeguarding both surface and ground waters.

Threats to water bodies include pollution through erosion and sedimentation resulting in an increase in phosphorus levels. Erosion occurs because of soil disturbances. Water-generated erosion causes the most severe damage when a site is undergoing development. A serious consequence of erosion is sedimentation; sedimentation of water bodies can cause "algae bloom," which occurs when a water body has high concentrations of phosphorus attached to soil particles. All water bodies have the ability to absorb some phosphorus before there is an adverse impact on the quality of the water. However, when the phosphorus load to a lake becomes too great, the phosphorus acts as a fertilizer and causes algae to flourish.

The table below provides information for all of the water bodies that have at least a part of their direct watershed (all the land that drains to the water body without first passing through an upstream pond) located in Union. The last column of the spreadsheet indicates an estimated per acre phosphorus allocation, in pounds of phosphorus per acre per year (lb/acre/yr), for each water body watershed in town. This allocation serves as a standard for evaluating new development proposals. It is applied to the area of the parcel of land being developed to determine how much the development should be allowed to increase phosphorus loading to the water body. For instance, a development proposed on a 100 acre parcel in a lake watershed with a per acre allocation of 0.05 lb/acre/yr would be allowed to increase the annual phosphorus loading to the water body by 5 lb (0.05 X 100). If the projected increase in phosphorus loading to the water body from the development does not exceed this value, then it can safely be concluded that the development will not add an excessive amount of phosphorus to the water body.

Table 7-4

Waterbody	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Crawford Pond	3659	350	3309	0.25	827	47.84	mod-sensitive	h	0.75	0.043
Lermond Pond	148	30	118	0.35	41	2.93	good	h	1.00	0.071
Little Medomak Pond	135	10	125	0.2	25	1.43	mod-sensitive	h	0.75	0.043
Medomak Pond	4835	450	4385	0.25	1096	32.63	mod-sensitive	m	1.00	0.03
Round Pond	5517	400	5117	0.25	1279	55.23	mod-sensitive	m	1.00	0.043
Sennebec Pond	1702	170	1532	0.25	383	15.21	mod-sensitive	h	0.75	0.03
Seven Tree Pond	2748	300	2448	0.3	734	35.52	mod-sensitive	h	0.75	0.036

DDA	Direct land drainage area in Town in acres
ANAD	Area not available for development in acres
AAD	Area available for development in acres (DDA - ANAD)
GF	Growth Factor
D	Area likely to be developed in acres (GF x AAD)
F	lbs. phosphorus allocated to towns share of watershed per ppb in lake
WQC	Water quality category
LOP	Level of Protection (h=high(coldwater fishery);m=medium)
C	Acceptable increase in lake's phosphorus concentration in ppb
P	lbs. per acre phosphorus allocation (FC/D)

Soils

Union's soils, having been redistributed by glacial action and further developed and deposited as a result of erosion and sedimentation since the last glacial period, 10 - 12,000 years ago, tend to be thinner at higher elevations and thicker in the valleys. Therefore, agriculture, except for blueberries, tends to be on the lower slopes of the ridges and in the valleys.

Farmland Soils

Recognizing that land uses change and that our State is becoming more developed, it seems reasonable that conversion of agricultural land should be based on the quality of our soils. Soils can be rated in terms of their ability to grow agricultural crops. Some soils in Maine are much more valuable for agriculture than are others. See the map titled Prime Farmland Soils.

The U.S. Department of Agriculture defines 'Prime Farmland' as the land that is best suited to produce food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. Prime farmland is a limited strategic resource. No more of it is being created.

'Additional Farmland of Statewide Importance' is land, in addition to prime and unique farmlands, that is of statewide importance for the production of food, feed, fiber, forage, and oilseed crops. Criteria for defining this land are set by the State. Generally, additional farmlands of statewide importance include those areas that are nearly prime farmland and that economically produce high yields of crops when treated and managed according to acceptable farming methods. Some may produce as high a yield as prime farmlands if conditions are favorable.

Soils for Residential Development

Very few towns in Maine have large tracts of soils that are ideal for residential development. Often the soil is wet, bedrock is near the ground surface or the land has steep slopes. Some areas may be subject to periodic flooding from nearby streams and rivers. It is often necessary to modify these areas by filling, excavating, blasting or drainage. These additional costs for site development are passed on to the future landowners. Maintenance costs such as erosion control and road and culvert repair will often be borne by the new landowner or the municipality. The installation of subsurface waste disposal systems, roads, and buildings when not done properly can have a negative impact on the town's soil and water resources.

To minimize these impacts, soil limitations need to be identified so that corrective measures are used for development in these areas, and/or for the town to set aside land

that is unsuitable for development. A rating system called Soil Potential for Low Density Development (LDD) has been created by the Natural Resources Conservation Service (NRCS) to enable the rating of soils for this purpose. LDD is defined as 3-bedroom single-family-unit residences with basement and comparable buildings covering 2,000 sq. ft. and subsurface wastewater disposal system, with or without on-site source of water. Paved roads in development are also included. Residences may be a single-unit or a cluster of units in a development. The subsurface wastewater disposal system would have the capacity of processing 270 gallons per day of effluent and would be installed according to the Subsurface Wastewater Disposal Rules, Chapter 241, of the Maine Department of Human Resources (MDHR), Division of Health Engineering.

Union has no sewer systems, but public water facilities are available in the village. Most development depends on the private provision and maintenance of safe and adequate septic systems and wells.

See the map titled Soil Suitability for Low Density Development, for the locations of soils favorable for septic systems and those areas that are not. High Density Development depends on sewers and water systems, and so soils are not a limiting factor.

Mineral Resources

Mineral resources include lime rock, nickel ore which once was considered for mining adjacent to the Union-Warren town line, and gravel, which is still being actively mined in the western part of Union.

Botanical Features

Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. The Maine Natural Areas Program of the Maine Department of Conservation has documented the rare and unique botanical features shown in the table below for Union. Explanations for the abbreviations used follow this table.

Table 7-5

Rare or Exemplary Botanical Features Documented in the Town of Union					
Scientific Name (Common Name)	Last Seen	State Rarity	Global Rarity	Legal Status	Habitat Description
ALLIUM CANADENSE (WILD GARLIC)	2002	S2	G5	SC	Alluvial woods, thickets, and meadows
POTAMOGETON PULCHER (SPOTTED PONDWEED)	1990	S1	G5	T	Peaty or muddy acid waters or shores
QUERCUS BICOLOR (SWAMP WHITE OAK)	2002	S1	G5	T	Bottomlands, stream margins, and swamps

Rare or Exemplary Botanical Features Documented in the Town of Union					
Scientific Name (Common Name)	Last Seen	State Rarity	Global Rarity	Legal Status	Habitat Description
PHEGOPTERIS HEXAGONOPTERA (BROAD BEECH FERN)	-	S2	G5	SC	Rich, often rocky, hardwood forests
ASPLENIUM PLATYNEURON EBONY (SPLEENWORT)	1917	S2	G5	SC	Rich partly forested slopes, rocky ledges, and dry, circumneutral outcrops

Source: State of Maine Department of Conservation

State Rarity Ranks

S1 Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.

S2 Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.

S3 Rare in Maine (on the order of 20-100 occurrences).

S4 Apparently, secure in Maine.

S5 Demonstrably secure in Maine.

SH Occurred historically in Maine, and could be rediscovered; not known to have been extirpated.

SU Possibly in peril in Maine, but status uncertain; need more information.

SX Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine)

Global Rarity Ranks

G1 Critically imperiled globally because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.

G2 Globally imperiled due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.

G3 Globally rare (on the order of 20 - 100 occurrences).

G4 Apparently secure globally.

G5 Demonstrably secure globally.

Note: The Nature Conservancy determines global ranks.

State Legal Status

Note: State legal status is according to 5 M.R.S.A./13076-13079, which mandates the Department of Conservation to produce and biennially update the official list of Maine's endangered and threatened plants. The list is derived by a technical advisory committee of botanists who use data in the Natural Areas Program's database to recommend status changes to the Department of Conservation.

E **ENDANGERED:** Rare and in danger of being lost from the state in the foreseeable future; or federally listed as Endangered.

T **THREATENED:** Rare and, with further decline, could become endangered; or federally listed as Endangered.

SC **SPECIAL CONCERN:** Rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.

PE **POSSIBLY EXTIRPATED:** Not known to currently exist in Maine; not field verified (or documented) in Maine over the past 20 years.

Federal Status

LE Listed as Endangered at the national level.

LT Listed as Threatened at the national level.

Wildlife Habitats

Conserving an array of habitats and their associated wildlife species will help maintain biological diversity and ensure that wildlife remains healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water, and space. Development often has negative impacts on these, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridors.

According to the Maine Department of Inland Fisheries and Wildlife, Union has the following four identified rare animal species' critical habitats: Tidewater Mucket, Upland Sandpiper Yellow Lampmussel and the New England Bluet. See the map titled Critical Resources for the locations of these habitats. Note: Tidewater Mucket and Yellow Lampmussel are found in the same areas.

Significant Wildlife Habitats (Deer Wintering Areas and Waterfowl/Wading in Union) are areas with species appearing on the official state or federal lists of endangered or threatened animal species; high and moderate value deer wintering areas and travel corridors; high and moderate value waterfowl and wading bird habitats. These include nesting and feeding areas; critical spawning and nursery areas for Atlantic salmon; shorebird nesting, feeding and staging areas and seabird nesting islands; and significant vernal pools. See the map titled Critical Resources for the locations of these habitats.

Rare plants are labeled on the Critical Resources Map and include wild garlic (along the Saint George River), the swamp white oak and spotted pondweed (located between Round Pond and Seven Tree Pond).

Maintaining large habitat blocks is essential to preserving the quantity and quality of wildlife and natural resources in general. Maine IF&W has compiled maps showing blocks of habitat, as illustrated in the map titled Large Habitat Blocks. Note that this map is generalized, without field verification.

Findings

The state provides extensive protection measures for certain classes of natural resources that are highly valued by the citizens. These state protected resources include lakes and rivers, wetlands, and forested areas.

The citizens of Union highly prize other types of natural resources, including hill tops and scenic views that are not protected by state regulation, and for which preservation requires local actions.

The citizens also value farmland as a natural resource contributing to open spaces and scenic views, but farmers express concerns about protective measures that could impact their private property rights.

The Farm and Open Space Program could be more effective if local tax revenues lost to the municipalities could be recaptured through state reimbursement.

Policy

It is recommended that the Town of Union adopt the following natural resource policy:

1. The Town of Union will protect and preserve natural resources, especially critical natural resources, including without limitation, wetlands, plant and animal wildlife and fisheries habitat, scenic vistas, and unique natural areas, by continuing to update local land use regulations to protect the environment, health and safety of residents, maintain consistency with state and federal requirements, and adequately protect resources that support the local economy.

2. To take whatever measures are reasonable to protect the quality of Union's ground and surface water supplies, including the limitation of land uses and direction of development away from areas where such development may pose a significant threat to ground and surface waters.

Recommendations/Implementation Strategies

1. As necessary, amend the Site Plan, Shoreland Zoning, Land Use and Subdivision Ordinances for development within the watersheds of Union's great ponds, to include the published methods for Phosphorus Control in lakes *(Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development, Comprehensive Planning for Lake Watersheds* and *Implementation Strategies for Lake Water Quality Protection). Such amendments should better control phosphorous loading of Union's great ponds. At least the minimum level of protection for each water body as identified by Maine DEP in Table 7-4 above will be used.* (Planning Board, Conservation Commission, Town Meeting) Immediate

2. Additional development should be concentrated close to existing "village" centers, where soil, drainage and other conditions allow and in order to protect and preserve natural resources. Amend the Land Use Ordinance to encourage development to occur primarily in these areas. (Planning Board, Town Meeting) Immediate

3. Retention of areas suitable for farming or forestry, particularly those with superior soils for agriculture, is a goal of this Plan. The combination of methods to achieve this has not yet been agreed upon, but may include landowners granting conservation easements, placing land under the Farm and Open Space Law (to qualify for real estate tax reductions), or purchase of development rights by non-profit groups or the town. Some land use restrictions on land now in farms, woodlots, and blueberry fields, such as requiring larger lot sizes or, conversely, allowing smaller lot sizes when the balance of land is kept in open space as part of a subdivision, might also be considered by the Town. (Landowners, Assessors, Planning Board, Town Meeting) Ongoing

4. The USDA Soil Potential Ratings should be referenced, in review of subdivisions. (Planning Board, Town Meeting) Ongoing

5. Erosion control methods, as outlined in the Maine Soil and Water Conservation Commission's *Best Management Practices* should be required for development of subdivisions. This should be incorporated in the Subdivision Ordinance. (Planning Board, Town Meeting) Immediate

6. Inform residents concerning household and agricultural chemicals that can pollute groundwater. Inform commercial operators of the methods to avoid polluting groundwater with industrial chemicals and solvents. (Selectmen, Conservation Commission, CATV) Ongoing

7. Inform residents concerning proper maintenance of septic systems. (Code Enforcement Officer, Health Officer, Local Plumbing Inspector) Long Term

8. Conduct hydro-geologic studies around existing public wells to delineate well contribution areas and Wellhead Protection Areas as required by the Department of Human Services. Presumably, Aqua Maine will be responsible for such work relative to their wells. Amend the Land Use Ordinance, if necessary, to provide additional protection to the Aqua Maine well field. (Selectmen, Aqua Maine, Inc) Immediate

9. Amend land use ordinances to provide greater protection to groundwater sources, including expanding of buffer areas around public water supply wellheads and recharge areas, and regulating land uses in the vicinity of the quarries (Planning Board, Conservation Commission, Town Meeting) Immediate

10. Consult and cooperate with neighboring communities by (a) drafting land use ordinance amendments that harmonize environmental performance standards to protect shared critical habitats and water bodies, and by (b) notifying neighboring planning boards of proposals for large developments near their borders and/or on shared water bodies (with Appleton and Warren) and shared aquifers (with Washington). (Planning Board, Conservation Commission, Town Meeting) Ongoing

The remaining recommendations in the *Inventory*, concerning historic preservation, archaeology and solid waste management, have been included in other chapters of this Plan.

Chapter 8. Commercial Forestry and Agriculture

Introduction

The 2002 survey shows that the citizens of Union value farmland as a major contributor to the character of the town, and as a means of preserving open space in the rural district. With the slow but steady decline in the numbers of dairy farms, and despite the recent increase in "niche" farming, such as vineyards and garlic farming, the preservation of that open space presents itself as a major challenge.

In commercial forestry, as woodland becomes subdivided and lot sizes become smaller, it becomes less and less profitable to "log" a given area in town.

Add to that the huge increases in property values in the past few years, which make it even more tempting to sell farm and wood land rather than to work the land.

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.), if that farm consists of at least five contiguous acres, is utilized for the production of farming, agriculture or horticulture activities and has shown gross earnings from agricultural production of at least $2,000 (which may include the value of commodities produced for consumption by the farm household) during one of the last two years or three of the last five years. In 2002, Union had over 2,435 acres (37 parcels) of farmland enrolled in this program.

The Open Space portion of this program has no minimum lot size requirements and the tract must be preserved or restricted in use to provide a public benefit by conserving scenic resources; enhancing public recreation opportunities; promoting game management or preserving wildlife habitat. In 2002, Union had over 99 acres (6 parcels) of open space enrolled in this program.

The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current use, rather than potential fair market value. The benefits of this program are that it enables farmers to continue their way of life without being forced out of business by excessive property taxes, which can be brought about by rising land valuations. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

State legislation provides environmental guidelines and mandates shoreland zoning and subdivision that consider agricultural issues. There currently are no local measures for open land protection.

Forestland Protection

In addition to the Farm and Open Space Tax Program, the State also has a similar program for forestland. The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides for the valuation of land that has been classified as forestland on the basis of productivity value, rather than on fair market value. According to municipal records for fiscal year 2002, Union had 26 parcels totaling over 1,623 acres in tree growth tax status. The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.

Recommendations

1. Work with local farmers to form an agricultural protection task force or committee. Review model programs in other areas, consider options and design a package of conservation techniques to protect farmland and sustain agriculture. Conduct a survey in the community to identify and assess socio-economic impact of farms. Link farmers to the Department of Agriculture's FarmLink program intended to connect people looking to farm with farmers who are searching for options for their farms.

2. Pass an ordinance to supplement the Maine state Right-to-Farm law (designed to strengthen legal protection to farmers when neighbors sue them for private nuisance and to protect farmers from anti-nuisance ordinances and unreasonable control on farming operations).

3. Explore options available to states, though currently not used in Maine such as agricultural districts being tested in Auburn (which are authorized by state legislature and enacted locally, provide incentives for farmer participation and are voluntary), agricultural protection zoning, and transfer of development rights (used to shift development from agricultural areas to designated growth zones).

4. Encourage the use of the agricultural tax program available to farmers in Maine; Farm and Open Space Program which taxes land in agriculture differently than other real property. Local officials assess farmland at its agricultural use value rather than its fair market value. Ensure all protected lands qualify. Encourage assessor to properly assess agricultural structures (which depreciate significantly over time – silos, barns). Share results of cost of community service studies that show the net fiscal contribution of conserved land to residentially developed land to local budgets.

5. Create incentives for landowners to keep land in agriculture. Set up a purchase of development rights/agricultural easements program. Encourage the donation of development rights. Support the work of local land trusts.

6. Discourage land uses that put pressure on nearby agricultural operations. Require buffer strips as part of any non-agricultural development in or near existing farms. Confine development to uses that will not infringe upon agriculture.

7. Allow for creative development plans that economize on the amount of land used for buildings while leaving land open for future agricultural use.

8. Review planning and zoning ordinances. Use the "Is your town farm-friendly?" checklist as a guide. Make adjustments and pass reforms that address the needs of agriculture. Establish farmland protection zones with sufficiently low residential density to support viable farmland operations.

9. Support farming and encourage its economic viability. Offer technical assistance in marketing and promotion. Permit roadside stands, greenhouses and pick-your-own operations. Allow seasonal operations to use off-site signs to attract customers. Use local produce for community events/meals. Encourage sale of local produce in grocery store. Consider using local food supplies for school lunches.

10. Include agriculture in local economic development plans. Grant low interest loans or economic development grants for farm improvements and expansions. Refer farmers to economic development programs of the Department of Agriculture (Farms for the Future, Debt for Nature Program). Extend economic incentives to improve agricultural support industries and encourage new ones.

Chapter 9. Historic and Archeological Resources

Pre-historic Period

Prehistoric archeological evidence has been found in several areas in Union. Late Archaic Age "Red Paint" Native American graves and artifacts of possible Susquehanna Tradition were found in 1961 on R. Bliss Fuller's farm at the east side of the St. George river where it leaves Sennebec Pond. Early of Middle Archaic Age plummets and slate spears found by Wendell Butler's ancestors, probably on their farm on the west side of Sennebec Pond near the Appleton Town line suggests that there may have been a "Red Paint" cemetery or campsite on that property.

Judson Josselyn Alden, a dentist in Union, worked with Warren K. Moorehead when he dug many "Red Paint" Native American cemeteries researching his 1922 book, "Archeology of Maine". Judson Alden's son, Edward Avery Alden, worked with his father and Moorehead one summer. Judson Alden sold many items of his own collection of Native American artifacts, but several are in the Matthews Museum on the Union Fairgrounds. On the former Oscar Upham farm on the east side of Pettengill Stream in North Union, in the early 1900's, plowing exposed a native American campsite, and some family members who moved away may have some of the tools recovered by their father.

In South Union, along the east side of Seven Tree Pond and along the Crawford River, Native Americans camped and several local residents have small collections of artifacts. On the west side of Seven Tree Pond, along the St. George River and around Round Pond there are several more places where local people have found Native American tools. Moorehead's map of Knox County shows a Native American village on the shore of Crawford Pond. The rusty iron-rich soil over the nickel mineral prospect on the east side of Crawford Pond may possibly have been the source of the red paint used in area Native American burials. Only limited archeological surveys have been carried out, but the Historic Preservation Commission considers most of the shoreline of Union's several ponds to be likely sites for archeological remains of Native American activities.

The Maine Historic Preservation Commission surveyed most of Union in 1981 as part of the Knox County Architectural Survey. Only limited archaeological surveys have been carried out. Two historic archeological sites are noted by the Maine Historic Preservation Commission in Union:

1. *Jason Ware Homestead*, Clarry Hill Road (near northwest shore of Round Pond) (inferred site, not verified) ID: ME440-001
2. *American Canal* (east bank of St. George River, below Sennebec Pond (field identified, not surveyed) ID: ME440-002 Note: Known locally as the Georges Canal.

Historic Period

The book, "History of the Town of Union, in the County of Lincoln, Maine, to the middle of the 19th Century: with a Family Register of the Settlers before the Year 1800, and of Their Descendants", was written in 1851 by John Langdon Sibley, son of Dr. Jonathan Sibley, who moved to Union in 1799. He initially lived on the north bank of the St. George River between Round Pond and Seven Tree Pond. He later built a larger home on Sennebec Road.

The Matthews Museum of Maine Heritage was begun with a collection purchased from Edwards A. Matthews, author of "Horse and Buggy Days," a book about Union, published in 1950. The museum on the Union Fairgrounds is open from July 1 through Labor Day. It houses a large number of tools and pieces of equipment used in the 1800's and early 1900's on many of the farms in this area. A carriage made at the Wingate and Simmons company factory in Union village, a Brown Brothers organ made in a factory in South Union, and a collection of Moxie (an early tonic or soft drink invented by Union native Augustin Thompson) memorabilia are some highlights of the museum collections.

The museum is divided into several rooms to effectively display the articles. One room is set up as a cooper shop, another like a kitchen and a third like a stable. Many wagons, plows, harrows, and other pieces of horse-drawn farm equipment are displayed. Some articles of clothing from times long ago are there also.

The Hodge School, a circa 1864 one-room school, removed from Washington, Maine to the Union Fairgrounds, is a separate building outside the museum, which shows how children were housed and taught years ago.

An historical novel about the early settlers in Union, "Come Spring", was first published in 1940 by Ben Ames Williams. The first work party started clearing land for settlement in this area in 1772. Trees were felled, but only a crude camp was built. Dr. Taylor purchased the entire township In 1774 and immediately put a party to work felling trees on the same site for a mill and a house. Rye was sown on the first cleared ground In 1775 and the first log house was built across Seven Tree Pond from this site. Ben Packard and the work party first stayed the winter here in 1775-76, continuing the work of clearing Dr. Taylor's land. In 1776, the first family of settlers moved into the Packard log cabin.

From these early beginnings the settlement, known variously as Sterlington and Taylortown, grew and was incorporated in 1786 as Union.

In 1793, Charles Barrett was authorized to build a canal along the St. George River from tidewater in Warren to Barrettstown, now Appleton and Hope. General Henry Knox became the sole owner in 1795, before it was completed to Round Pond in Union. A dam and locks at Warren, bypassing the falls, made the river navigable for boats or rafts of lumber. The canal was unprofitable and was neglected after Knox's death in 1806.

In 1846, another canal was incorporated and laid out from Warren to Quantabacook Lake

in Searsmont. Improvements in Union included three locks, a dam below Hill's Falls, and two bridges. The canal and improved river navigation was completed to Sennebec Pond in the late fall of 1847, and to Quantabacook Pond in Searsmont in 1848. A canal boat, the *General Knox,* came down from Appleton to Warren on Christmas Day, 1847, arriving in Thomaston the next day. On July 4th 1848, the 23-ton steamboat *Gold Hunter* steamed to Sennebec Pond, but never made another trip. Gundalows were poled in the locks and rivers and sailed across the ponds. However, this canal also failed to pay its expenses and was largely abandoned by 1855. Remains of the canal can be seen east of the river in the lowlands west of Union Common and west of the river south of Sennebec Pond near Hill's Mills.

Mills using waterpower were built early in Union. The first was at Mill Stream from Crawford Pond to Seven Tree Pond, which had four dams in the early 1900's. There were two dams in East Union at Lermond's Mills, now the only mill operating in the town, where Richard Morgan grinds flour the old-fashioned way. There were two other sawmills on Lermond's Mill Stream below East Union. There were one or more dams at Union Village at Bachelder's Mills on the St. George River and another dam at Hill's Mill below Sennebec Pond, which generated electricity at one time, as did the Thurston Brothers' dam at South Union until recently. There was a dam on Pettengill Stream in North Union at Fossett's Mills and another dam on Mud Pond west of Round Pond. The Medomak River west of North Union had a dam; there was another dam near the Skidmore Road, and a third dam at Hager's Mill below present-day Route 17.

The Georges Valley Railroad was built in 1893 from Warren Station on the Maine Central Railroad, near South Pond, across the St. George River, and up the east side of Seven Tree Pond to a terminal below Union Common. In 1919, the line was extended one-half mile west to the Bachelder farm where a lime rock quarry was opened by the new owner, Great Northern Paper Company. Great Northern had re-incorporated the line as the Knox Railroad when it purchased it in 1918. A station and sidings at South Union also served the village of East Union, and another spur reached limekilns south of the river in Warren. Following declines in service in the 1920's, the last train ran on November 30, 1932. Rails were pulled up a few years later.[2] Ownership of the right of way passed to the Lime Products Corporation after 1962 and owner, Harold Kaler, donated remaining portions of the right of way to the Union Historical Society.

Through the nineteenth century the town prospered, attracting a wide variety of industries, developing roads and bridges, becoming an apple-growing center, and was the site of lime rock quarrying until the late 1980's.

After 1850, Union entered a period of population decline, which accelerated after the Civil War, reaching a low point in 1930. Some of the losses were due to the increasing mechanization of New England agriculture. Many of the farms were abandoned and industries, which had flourished here, closed. Population varied only slightly from 1920 through 1970. It took until 1990 to surpass the population recorded in the 1850 Census (1,970 persons). The 2000 Census indicates 2,200 persons living in Union. Much of the cleared land reverted to forest as farmlands less suited for agricultural use were

abandoned. Today far fewer full-time farms exist, industry is limited but the area still retains a good deal of its rural character.

Union's history has left the town with a number of likely Indian settlement sites and much historic architecture. While some historically or architecturally significant buildings have been preserved or authentically restored by private individuals, others have fallen into decay or have been changed through installation of windows and doors not appropriate to the original architecture. However, there doesn't seem to be general sentiment for governmental controls in the form of an historic district ordinance.

Sources:

1. *Canals and Inland Waterways of Maine* Hayden L. V. Anderson, Maine Historical Society, Portland, Maine, 1982.
2. "The Doodlebug Railroad", Linwood W. Moody**,** *Down East*, January 1969, Camden, Maine.

Historic Places

The Maine Historic Preservation Commission maintains an inventory of important sites including buildings or sites on the National Registry of Historic Places (NRHP). They record four such listings in Union, which include:

1) Morgan's Mills, a late 18th century mill operating even today in East Union, powered by flowage from Lermond Pond;
2) the Ebenezer Alden House and property, a well preserved and restored set of buildings from the late 18th Century, including Union's first store;
3) the former Union Town House, constructed in 1840 and enlarged in 1887-1888;
4) the Georges River Canal (upper falls, Georges River in Warren to Union Town line, extending through Union to Quantabacook Pond); and
5) The Maxcy House in South Union stands as a reminder of that neighborhood's earlier days, when South Union was an economic center.

Properties which, according to the Union Historical Society, should be considered for the National Register of Historic Places are listed below. They are not listed in order of importance.

The Grusik House in North Union is unique in that neighborhood for its early date (c. 1805) and for its splendid front door. The door, probably Union's finest, is large and well-proportioned door with sidelights and a fan window of clear glass set in a curvilinear lead.

Seven Tree Island, once boasting seven pine trees, provided the name for Union's largest pond (approximately 700 acres) and sat just offshore from the earliest settlements. It continues to be a focus for residents and visitors, as it is near the town recreation park

(Ayer Park), and is widely visible from the pond's surface and from the many high-ground locations around the pond.

There were as many as eight factories along today's quiet Crawford Brook, flowing from Crawford Pond to Seven Tree Pond. The Maxcy house, completed before 1805, reflects styles and tastes very similar to the Alden House, and was undoubtedly partly built by Alden. It is in very good condition and is presently undergoing structural and appearance restorations overseen by a practiced owner.

People's United Methodist Church (1902) stands near the common and is Union's third Methodist Church. The exterior form is virtually unchanged; though now vinyl-sided, the educational wing has been added to the back without detracting from the original architecture. The interior is a tour de force of the tin/steel type of decoration. It too, is in a superb state of preservation.

Rock Maple Realty is located in a small building on the Common, which has been a blacksmith shop, a firehouse, and an antiques business. The recent restoration reflects aspects of its earliest functions. It dates from the mid-nineteenth century.

The Thurston Brothers Factory produced caskets and furniture since the 1870's. It exemplifies the large wooden multi-storied structures built throughout New England along waterways. Currently home to several small businesses, it is the only remaining large mill building in Union.

Brae Maple Farms includes historic acreage as well as one of its oldest houses. Recently recognized by Land for Maine's Future and site of Master Gardener work, this property operates as a farm even today. The large, federal style house is one of Union's oldest, built before 1800.

The Hawes Farm remains in the family today. A Hawes was one of the original settlers of Union. The circa 1800 house, sited above Seven Tree Pond, and its many acres, still operate as a farm. The picturesque farm is a popular subject for photographers.

The birdhouse road signs have been a Union trademark since their invention by Robert Heald in the 1970's. Celebrated locally and far away, and the subject of an ABC news special, they are a "sign" of our unique town and actual homes for birds, too.

Union Common is likely the first public common in the State of Maine, deeded to the town in 1809. Along the length of Common Road and along its cross-streets is a collection of old houses, mostly well maintained. The neighborhood is one of "old homes" and a scattering of more recent ones, rather than the opposite. Hugging the green common are new and old homes and businesses, reflecting long history and today's commerce. On the green are an 1895 bandstand, a Civil War Memorial that is a monument to Union's soldiers, an old trough and stately trees which were thoughtfully planted to replace the elms of years ago. South Union and East Union also reflect the vitality of those communities and might be considered for listing as well.

Union's Yellow School served as the town's educational center from the 1930's until the 1980's. It now serves as a community center along with the adjacent Thompson Memorial Building (former town offices) and it serves as an example of what good things small towns might do with such structures. It continues as a place of learning and local involvement.

The Fuller House in South Union sits on the site where the Taylor Party first felled trees and camped, while surveying what would become Taylortown, Sterlingtown and now, Union. Founders Day commemorates that 1774 tree felling annually on July 19th. The house is a remarkable "presence" dating from the 1790's.

Historical Society

The Union Historical Society, located in the Robbins House on the Common, meets monthly and preserves a wide variety of materials, provides the community with programs and assists visitors with research. Its members work diligently to ensure that future generations will have the opportunity to study and learn from the local past. The Society owns the circa 1840 Robbins House, the 1840 Former Town House on Town House Road, Cobb's Ledge across from the Former Town House and several very small pieces of the former right-of-way for the Georges Valley/Knox Railroad.

The Robbins House was nicely restored in the 1970's and houses most of the Society's collections as well as the Vose Library. The Former Town House (called the Old Town House locally) was painted, reroofed, and extensively restored inside in the 1990's and has been placed on the National Register of Historic Places. It is currently used for some society meetings and is for rent for special occasions. Cobb's Ledge was donated by the Brooks/Upham families. This property was the site of the original mustering ground, a powder storehouse, and a WW II aircraft lookout tower. The small parcels of right-of-way have in several cases been given to the owners of the parcels through which they pass.

Presently, the Society numbers over 160 members. Many of them meet ten times a year for formal meetings and programs. Programs usually involve topics of area history or general topics that might apply to mid-coast Maine. The society has an active role in the annual Founders Day, celebrating the July 19th date when Union was founded.

The Society has reprinted Sibley's "History of the Town of Union" mentioned earlier. More recently it has reprinted "200 Years in Union" and the historical novel set in Union, "Come Spring". All have been well received. In 2003, the Society published a new book, "Bridges to the Past", primarily a photographic history utilizing previously unpublished old photographs and recent ones, often in a then-and-now format. "Bridges to the Past" was initiated due to the Society's growing files of photographs of Union's pre-1880 buildings.

Scientific investigation of the Ben Packard site, where Union's first settlers spent their first months, is also occurring. A climate controlled "archival" room is to be constructed within the Society's Robbins House during 2004. Collections of local and area town histories and genealogies provide important resources for visitors. Grants from the State of Maine and MBNA Corporation have assisted the Society in its work.

Local cooperative organizations are the Matthews Museum of Maine Heritage and the Yellow Schoolhouse Museum. Visitors may drive through Union, following a recently developed road map that directs people to sites of the earliest settlement, mentioned in the well-researched historical novel, "Come Spring". The Historical Society also provides a social setting for increasing the number of people interested in Union's history.

Rehabilitation Grants

The Federal Historic Preservation Tax Incentives program rewards private investment to rehabilitate certified historic structures (building listed individually in the National Register of Historic Places or a building located in a registered historic district and certified by the Secretary of the Interior as contributing to the historic significance of the district). The building must currently be used or will be used for commercial, industrial, agricultural, or rental residential purposes, but not used exclusively as the owner's private residence. Under PL 99-514 Internal Revenue Code Section 47, tax incentives include:

1. A 20% tax credit for the certified rehabilitation of certified historic structures.
2. A 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.

For both credits, the rehabilitation must be a substantial one. That is, during a 24-month period selected by the taxpayer, rehabilitation expenditures must exceed the greater of $5,000 or the adjusted basis of the building and its structural components. And, the rehabilitation must involve a depreciable building. The National Park Service must approve, or "certify," all rehabilitation projects seeking the 20% rehabilitation tax credit. Owners seeking certification of rehabilitation work must complete the Historic Preservation Certification Application.

A Maine State taxpayer is allowed a credit equal to the amount of the Federal credit claimed by the taxpayer under section 47 of the Internal Revenue Code for rehabilitation of certified historic structures located in Maine. The credit is nonrefundable and is limited to $100,000 annually per taxpayer.

Cemeteries

Cemeteries are also a cultural resource providing insight into the history of the community. An inventory of Union's larger cemeteries is listed below and shown on the Public Facilities Map.

- Common Cemetery (Ayer Hill) 1 acre
- Lakeview Cemetery 1 acre
- Sidelinger Cemetery 0.5 acre
- East Union Cemetery (Miller Rd) 1 acre
- Skidmore Cemetery (Skidmore Rd) 0.77 acre

Summary

The history of Union is substantially based upon the natural resources that drove the local and regional economy, including forestry and agriculture. Early residents engaged successfully in a variety of businesses. Many current residents can trace their families back to the town's early days. Union still enjoys many of the benefits from our past, as a small town with a strong sense of community, where people look out for one another. While encouraging new development, the town should seek to maintain a link to our heritage through the protection of historically significant buildings and support of the Union Historic Society. Union will never stand still in time, but it is important to strive to maintain the unique heritage of Union through thoughtful preservation, conservation and reuse. The town's current land use ordinances offer limited protection of identified historic and archeological resources, especially in shoreland areas, where most archeological resources are found. However, professional surveys can help determine specific areas in need of additional protection. For these areas, ordinance amendments should be considered in order to protect such resources more fully.

Goal

Preserve important historic and archaeological resources from development that could threaten these resources

Recommendations/Implementation Strategies

1. Historic awareness of historic structures and artifacts should be promoted, including the consideration of listing of additional sites on the National Register of Historic Places for Union (Historical Society) Ongoing

2. Potential areas and artifacts of historical and archaeological significance should be professionally surveyed and documented, and historical and archaeological sites and artifacts should be monitored to ensure their protection and preservation. (Planning Board), Long Term

3. The planning board should require the applicant to provide evidence that the proposed development will not negatively impact known or possible archeological sites. If any portion of the development site has been identified by the applicant, town, state, or through local archaeological survey as containing historic or archaeological resources, the development must include appropriate measures for protecting these resources, including but not limited to, modification of the proposed design of the site, timing of construction, and

limiting the extent of excavation. (Planning Board) Ongoing

4. The Town should, with the assistance of the Historical Society, Maine Historic Preservation Commission, and current landowners, attempt to survey and preserve the remnants of the Georges Canal (also known as American Canal), one of relatively few navigation canals in Maine; and should explore funding for such preservation. (Selectmen, Union Historical Society, Conservation Commission, Budget Committee, Town Meeting) Long Term

5. Amend the Subdivision Ordinance and Site Plan Review Ordinance to include preservation of historic and archaeological (prehistoric and historic) resources as part of the application process. (Planning Board, Town Meeting) Immediate

6. The Planning Board should consider an Historic Overlay District within the Village District, specifically in the vicinity of the Common. Permitted uses within the overlay should be more restrictive than in the Village District. Specific performance standards within the overlay district should also be considered to protect the historic common area. (Planning Board, Selectmen, Historical Society) Immediate

7. The Town should consider the creation of a reserve account to support the activities of the Historical Society on issues of town-wide importance. (Selectmen, Union Historical Society, Conservation Commission, Budget Committee, Town Meeting) Long Term

Chapter 10. Public Facilities and Services

Introduction

Public facilities and services are critical contributors to the safety and well being of the town. In general, public facilities and services that are provided in the Town include the following:

- Municipal government (ref Appendix B)
- Public safety
  - Fire department
  - Ambulance
  - Police
  - Public water supply
  - Storm water disposal
  - Solid waste disposal
- Public works
  - Road maintenance
- Public schools (ref Appendix B)
- Public cemeteries
- Social services
- Recreational facilities

Not all of these services are currently provided town-wide at municipal expense. For example, a public water supply is available only near the center of town, there is no public sewer system, and police services are provided by the State Police and the County Sheriff's Office.

The survey of Union residents conducted in 2002 (see Appendix A) indicated that the citizens are generally satisfied with the level and quality of public services in the town, at least at this time. Most of the services were rated very highly by the citizens. Only road maintenance drew indications of concern, with only 55 percent of the citizens rating it as adequate. This is perhaps not surprising in a town of 31 square miles with 45 miles of town roads serviced by a crew of four town employees. Supplemental information obtained outside the survey indicates that the principal concern centers on plowing and sanding in winter storm conditions, when the crew is already stretched to its limits.

The survey also addressed the question of citizen demand for additional services, with specific questions about interest in additional police protection, a public sewer system, and a system of recreational pathways. The survey results indicated little interest in a local police force or a public sewer system, but strong demand for a system of recreational pathways, perhaps linking the major recreational facilities (e.g., Ayer Park), cultural facilities (Union Common, Thompson Community Center, Wm. Pullen Office Building, Union Public School), and quasi-public facilities (e.g., Union Fairgrounds.) The establishment of a system of recreational pathways is addressed further in Section 5, Parks and Recreation.

The Town of Union owns the following properties:

Description	Location	Size (Acres)	Tax Map Reference
Municipal Facilities			
Public Works Garage	Heald Highway	2.58	006-008
Town Office, Public Safety, Thompson Community Center	Common Rd	20.0	006-016
Parks			
Prior Park	South Union Rd	0.28	020-016
Ayer Park	Depot St	1.0	021-003
Union Common	Common Rd	3.0	024-073
Cemeteries			
East Union Cemetery	Miller Rd	1.0	003-065
Sidelinger Cemetery	Sidelinger Rd	0.5	010-020
Lakeview Cemetery	Overlock Hill Rd	1.0	011-066
Skidmore Cemetery	Skidmore Rd	0.77	016-028
Common Cemetery	Ayer Hill	1.0	021-018
Other			
Undeveloped	Stone Rd	25.0	010-012
Old landfill	Bump Hill Rd	16.0	013-008
Undeveloped	Bump Hill Rd	85.0	013-015
Undeveloped	North Union Rd	2.6	015-020-007
Undeveloped	Ayer Hill	2.24	021-015

Policies

It is recommended that the Town of Union adopt the following policies regarding Public Facilities and Services:

1. To provide such municipal and public services as are needed and desired by the citizens of Union, at levels consistent with reasonable taxes, fees and other funding sources.

2. To work with the various public utilities and other non-municipal service providers to provide services whose costs are consistent with their benefits to Union residents.

3. To cooperate with other municipalities in the area to perform services for which regional efforts are more cost-effective than actions of individual towns.

Recommended strategies for implementing these policies are presented in the following sections.

Ambulance Service

The Union Ambulance Service is a municipal department, recently converted from a volunteer service, and is housed in the Fire Station in the Wm. Pullen Municipal

Building. It serves Union as well as the Towns of Washington, Appleton and a portion of Hope on a contract basis. The Ambulance Service and the Fire Department are members of the Knox County Mutual Aid Association and the Knox County Firemen's Association.

The Ambulance Service is served by six paramedics, nine emergency medical technicians (EMTs), eleven intermediate EMTs and seven drivers. It is dispatched from the Knox County Regional Communications Center. The Service responds to about 400 emergency calls per year. Core staffing is per diem Monday through Friday, 5:00 A.M. – 5:00 P.M.

The Service is well equipped, and has earned a reputation for being one of the best for its size in the State. The service operates a 2003 Ford van-type modular ambulance, with drop-down automatic snow chains. The ambulance is fully equipped for advanced life support and advanced cardiac life support, with a monitor/defibrillator/pacer unit, an automatic transport ventilator, and an automatic external defibrillator. Five additional defibrillators are carried in the personal vehicles of members of the Service.

The 2002 citizen survey found a very high level of satisfaction with the Service (Ref Appendix A.)

Strategies
It is recommended that the Selectmen and Budget Committee continue to work with the Ambulance Service Director to be sure the ambulance, support equipment, and staffing remain at their present high standard. (Selectmen, Ambulance Service Director, Budget Committee, Town Meeting) Ongoing

Fire Department
The Union Fire Department has been a municipal department since the 1920s. In October 1987, the Union Fire Department moved into the new fire station located on Common Road. This building includes four doors (bays) for fire department vehicles, with space for three additional vehicles. One additional bay houses the Union Ambulance Service. Recently the second floor of the station that was an attic area has been completed for meeting areas and office areas. Currently the department is a paid, on-call service, with members alerted through the Knox County Regional Communications Center. Mutual aid agreements are in place with the surrounding communities.

The department continues to develop dry-hydrant agreements with landowners, should the use of water supplies be necessary for fire suppression. The department applies for grants, and has received such grants for various needs. Recent grants awarded to Union Fire Department include radios and equipment. A grant application for an exhaust system for the fire station has been submitted.

The department is in the process of training and certifying some members in hazardous materials recognition and handling. Motor vehicle accident extraction service is also a specialized function of the service.

Training for members is extensive, and requires many hours of commitment. Members are offered continuing education, and participate in many pre-planning incident scenarios and fire scene practices. Meetings are held monthly for training and organizational needs.

Strategies
Continue to support the development of dry-hydrant locations strategically located throughout Union, in surrounding towns near to the Union town line, and in mutual aid towns.

Budget appropriately for apparatus and equipment reserves, and for replacement as new technologies and operating procedures become available.

Continue to provide ongoing training for members, as classes become available.

(Fire Department, Town Meeting) Ongoing

Police
Union has had no police department since 1977. The town is served by the State Police from Troop D, based in Thomaston, and by the Knox County Sheriff's Department. Several troopers and deputies live in or near Union, which provides an additional measure of security. In the 2002 citizen survey, only 54 percent of respondents rated police services as adequate, showing that there are some concerns among Union residents. A supplemental survey conducted in 2003 and focused specifically on law enforcement issues indicated that speeding in the area of the Union Common and in residential areas is the predominant concern, with additional concerns expressed regarding theft and burglary, drug abuse, driving under the influence, and vandalism. However, a clear majority of respondents to both surveys indicated a perception that crime is lower in Union than in the State overall.

There have been informal studies sponsored by the Selectmen, in response to citizen concerns about speeding and other disturbances, to determine whether the Town should consider creating a local police unit of some type, but citizen opinion appears to be strongly against this action.

Water Supply
Most properties in Union are served by private water sources, either drilled wells, dug wells, or lake/pond-drawn systems. The Common area of Union is served by Aqua-Maine, a subsidiary of Aqua America. This system services about 100 properties extending along parts of the Common Road, Depot Street, Burkett Road, Townhouse Road, and Sunk Haze.

The water source for the Common area consists of three drilled wells feeding into a 128,000-gallon concrete storage tank. This tank is located underground, and was built in the mid-1970s. Water treatment includes chlorine for disinfectant and phosphate for corrosion control.

Aqua Maine has two other wells in Union. One is located on the property of Allen's Blueberry Freezer at 72 Depot Street, and is currently used seasonally as needed. The second well is located on property owned by Aqua Maine on the corner of Common Road and Fairgrounds Road. This well is not currently in use.

Aqua Maine currently has no plans for expansion of the water system.

Strategies
It is recommended that the Town of Union continue to maintain good communication with Aqua Maine concerning construction and replacement of water lines during any road construction. In addition, should grants become available, the Town of Union and Aqua Maine should work together to the benefit of all parties. (Town Manager) Ongoing

Wastewater Disposal
Union has no public sewer system and relies entirely on private on-site disposal systems, most commonly septic tanks and leach fields. The Town contracts with Interstate Septic Facility of Rockland to accept septic tank pumpage.

There has been some consideration of developing a public sewer system, at least in the vicinity of the Union Common where a number of inadequate disposal systems have been replaced or upgraded under the Maine DEP's Small Communities Program. However, due to the excellent water quality in the St. George River, (Class A below the outlet of Sennebec Pond) and in the great ponds in the St. George River basin (all of which are Class GPA), there is no realistic possibility of any discharge of treated effluent into the St. George River system near Union.

Strategies
It is recommended that the Town encourage proper maintenance by homeowners and businesses, and closely monitor the water quality of its ponds and water courses to detect malfunctioning systems. Subdivisions and individual home sites should be inspected prior to issuing plumbing permits and close attention paid to installations. (Local Plumbing Inspector, Health Officer, Selectmen) Ongoing

Storm water Management
Maine receives an average of more than 40 inches of precipitation annually. Like most other developed areas of the State, Union has a network of storm water drainage systems to contain and manage the runoff of this precipitation. Most drainage channels discharge directly into the nearest natural watercourse or pond. While this removes the water rapidly from roads, driveways and other areas where it could cause flooding, the initial water that runs off of surface areas into the channels carries with it pollutants arising from motor vehicle traffic on roadways, and from fertilizers and other chemicals applied

to farmlands and residential vegetation. Taken together, storm water drainage systems are significant contributors to water pollution, which can lead to degradation of water quality due to carrying too much nutrient and/or pollutants that affect the life cycle of aquatic organisms.

Strategies
Institute and maintain "Best Management Practices" for storm water management along Town roads, which will reduce the amount of pollutants reaching watercourses. This may include constructing storm water detention basins, reseeding after ditches are cleaned, and other methods. (Selectmen, Road Commissioner, Public Works Director) Ongoing

Reexamine the Subdivision Ordinance against current State recommendations (model ordinances) to require that the rate of storm water runoff after development not increase phosphorous and other pollutant concentrations. This can be achieved through a variety of standard practices, and is in addition to storm water erosion control measures normally used during construction of roads, houses and other improvements. (Planning Board, Town Meeting) Immediate

Solid Waste Management
Union has a charter waste disposal agreement with Tri-County Solid Waste in Union (which serves Appleton, Liberty, Palermo, Somerville, Union, and Washington). This facility had an adjusted recycling rate of 51% in 2001, with waste disposed at PERC in Orrington.

The system is working well, and no changes are required.

Public Works
Public Works is under the direction of the Road Commissioner, who is appointed by the Selectmen and who at this time is also the Town Manager. There are four full-time employees, including a Highway Supervisor and three Driver / Operators. Part-time operators and laborers are hired on an as-needed basis, depending on the time of year and the nature of the work to be completed. In addition, contracted services are used, depending on the nature of the work including major excavations and road building.

The municipal sand and salt building, constructed in 1994-1995, and the equipment garage, constructed in 2000, are located on Town-owned land at 1142 Heald Highway, just east of the Union School. The municipal garage has radiant floor heat, office space, and a kitchen area. In addition, a full bath and storage area complete the amenities of the building. A small storage building is also located on the property.

As of June 2004, the inventory of equipment includes a 1989 7-yard-capacity plow truck, a 1996 7-yard-capacity plow truck, a 2002 -yard-capacity plow truck, a 1999 3-yard-capacity plow truck, a 1987 loader/backhoe (scheduled for replacement), and a 1979 loader/grader. In addition, a full complement of various hand tools and small equipment complete the department.

Strategies
It is recommended that the current paving and road maintenance schedule be continued. In addition, the upgrading of Town roads and equipment should be completed as needed. It is further recommended that all public works personnel receive continuing education as new technologies and techniques become better known, as better-trained employees will reduce work-time injuries, increase effectiveness, and contribute to overall cost containment. (Road Commissioner, Highway Supervisor) Ongoing

Other Public Service Organizations

Union has supported organizations that, collectively, provide a variety of services to Town residents. Those currently supported include: Senior Citizens, The Coastal Workshop, New Hope for Women, Mid-Coast Human Resources Council, Mid-Coast Children's Services, Coastal Transportation Inc., Kno-Wal-Lin, Senior Spectrum, Come Spring Food Pantry, and American Red Cross.

Strategies
It is recommended that the Town continue to support those organizations that render significant services to Union residents, since the services are of high value to the citizens and the Town could not provide comparable services at lower cost. (Selectmen, Budget Committee, Town Meeting) Ongoing

Cemeteries
The Town of Union owns five cemeteries: Common Cemetery located on Ayer Hill Road, Lakeview Cemetery located on Overlock Hill Road, Sidelinger Cemetery located on Sidelinger Road, Skidmore Cemetery located on Skidmore Road, and East Union Cemetery located on Miller Road. Lakeview Cemetery, Skidmore Cemetery, and East Union Cemetery currently have burial plots available.

All of the cemeteries have been surveyed during the last ten years. Ongoing maintenance includes fencing, road construction, and clearing of plant growth as needed.

Maintenance of the cemeteries has been supported at least partly by interest earned from the perpetual care account. As interest rates have fallen dramatically over the last few years, maintenance funds have increasingly been drawn form general taxation.

Stone cleaning and repair of all town cemeteries are scheduled in the town budget on an annual basis.

Strategies
It is recommended that the records of the cemeteries be updated and cataloged for future generations. It is suggested that, in addition to the fees for burials, owners of the burial plots be encouraged to donate to the perpetual care account. (Cemetery Committee) Ongoing

Chapter 11. Current Land Use

Introduction

By land area, more than 66% of Union is forested, over 18% is grasslands, over 12% is water, and less than three percent is developed, as classified by the state. See Figure 11-1, Land Cover for the locations and acreages of forests, grasslands, cultivated areas, and developed areas.

Rural Lands

The forested areas cover most of the hills and border much of the rivers and ponds. A small amount of land has been clear-cut. Most farmland is concentrated in areas of North Union, west and north of Round Pond, and along Route 235 south of the Common to the west of Seven Tree Pond. Other farms are dispersed throughout the town, with 15 active, income-producing farms in Union.

Blueberry land is found predominantly on Clarry Hill, Barretts Hill and Coggins Hill, but can also be found in South Union along Route 235, on Clarry Hill Lane near the Waldoboro Town Line and on Sidelinger Road.

Union's rural lands are described in Chapter 7, *Natural Resources*. As noted in that chapter, the following State programs are employed to encourage rural land uses in Union.

State Programs	*Acres Enrolled in Union*	*Parcels*
Tree growth program	over 1,623	26
Farmland program	over 2,435	37
Open space	over 99	6
Registered critical areas	0	0

Land use in Maine has undergone dramatic changes over the past one hundred years. In 1901, about 90% of land was cleared. In 1950, that figure dropped to about 30% cleared. In the 1990s, about 10% of land was cleared. Of that cleared land, most was urban or built up areas, with less than 5% agricultural land. About 90% of Maine is now forested.

Developed Land

Union has three distinct "villages" and one smaller settlement at North Union on both sides of Pettengill Stream. The villages, which are not incorporated areas but simply more densely settled areas, are the Common, East Union and South Union. The Common is slightly south of Route 17, the major route linking Rockland with the Augusta area,

while East Union is just north of Route 17, on Route 235 leading to Hope and Lincolnville Center. South Union is on Route 131, leading south to Warren. An unused hydropower plant is located on the outlet stream from Crawford Pond.

East Union's major industry is Morgan's Mill; an historic water-powered gristmill where a variety of grain products and other specialty items are made and/or sold. A church is located in the village.

The Common is the heart of the village where most of Union's commercial activity is located. Most stores, the Post Office, a small restaurant and a bank are grouped around the Common. An insurance agency, a bank and a convenience store/filling station are located north of the Common on opposite sides of Route 17. Churches are just downhill and uphill from the Common and the library faces the Common. The Town Office and the Thompson Community Center are located a short distance east of the Common. Two blueberry-processing plants are located near the Common, one on Depot Street and one on Common Road. A truck body manufacturer and two farm equipment dealers (sales and service) are located west of the Common on opposite sides of Route 17. A convenience store/filling station is located at the intersection of Routes 17 and 131. The Union Fairground is south of Route 17 surrounded by bends of the St. George River.

A convenience store/filling station and bottled water plant are located on Route 17 between the Common and East Union near the Union Elementary School. A hardware store is located on Route 17, east of the school. Other businesses are located along both major and secondary roads, including a pottery manufacturer.

Most residential development outside the villages is along the secondary roads and State routes. However, there is significant, largely seasonal (cottage) development close to the westerly shore of Crawford Pond and the shores of Seven Tree Pond, mostly near South Union. Cottages now occupy some formerly agricultural land on the west shore of Seven Tree Pond. Crawford Pond also has a large seasonal family campground on its northerly shore. The west shore of Sennebec Pond is closely developed, with much less dense development along the east shore in Union.

The largest active gravel pits are located south of Route 17 on Happy Hollow Road near the Medomak River and another pit north of Route 17 between the St. George River and Route 131. Old pits are near Pettengill Stream in North Union. The water-filled pit and large piles of rock just west of the St. George River remain from the inactive lime rock quarry west of the Common, formerly owned by the Lime Products Corporation. Nickel ore has been located in South Union on the western shore of Crawford Pond, partly in Warren.

Land Use Trends

Development in Union has historically been concentrated in the Common and the other small villages to the south, east and north. Family farms were, and are, located on the roads between these villages.

In the past ten years, building has occurred along the main routes on this previously agricultural land. Recently, a lucrative market has been established for house lots along the scenic high points in town, such as Clarry Hill and Overlock Hill. Conversion of seasonal dwellings along the ponds to year-round homes has increased in the past few years. With development of this land and the tree buffers being replaced by lawns, the danger of elevated phosphorus levels in the ponds is now increased.

Commercial growth has increased substantially in Union during the past few years. Unlike commercial activities in the past, which tended to cluster in or near the established village centers, much of this has located along Route 17, a major commuter route. The elementary/middle school is located away from the Common on Route 17. Recent development, residential and commercial, private and public, has begun to establish a suburban land use pattern that is more heavily dependent upon automobile travel for its existence.

Land Use Ordinances

Union has had town-wide zoning since adopting a Land Use Ordinance in 1985. The Ordinance has been amended, most recently in June 2000, to reflect changes and continue the process of "fine tuning" the ordinance for better understanding and enforcement.

Union's Current Land Use Ordinance Districts

District Name	Location	Minimum Lot Size
Commercial/Residential District - #1	Around the Common	40,000
Village Residential District - #2	Adjacent to District #1 but further from the Common	40,000
Industrial District - #3	West of the Common along Route 17	120,000
Rural District - #4	All other areas of the town	60,000
High Elevation District	Areas 400 feet above sea level.	3 acres

In addition to a Land Use Ordinance, the Town of Union has the following ordinances:

1. Floodplain Management Ordinance (adopted 1998.)

2. Manufactured Housing and Mobile Home Ordinance (adopted 1974)

3. Mining Ordinance (adopted 1994.)

4. Shoreland Zoning Ordinance (adopted 1991.)

5. Site Plan Review Ordinance (adopted 1998.)

6. Sludge Ordinance (adopted June 1998.)

Shoreland Zoning

Shoreland Zoning Ordinance - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. See the map titled Existing Land Use for the location of shoreland zones. The purpose of this ordinance is to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect archaeological and historic resources; to protect commercial fishing and maritime industries; to protect freshwater and coastal wetlands; to control building sites, placement of structures and land uses; to conserve shore covers, and visual as well as actual points of access to inland and coastal waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas. The Union Shoreland Zoning Ordinance contains the following districts:

1. Resource Protection
2. Limited Residential
3. Limited Commercial
4. Stream Protection

Currently, the Union Shoreland Zoning Ordinance is believed by town officials to adequately protect water resources, limited residential, limited commercial and other uses in the applicable shoreland districts. As well, the ordinance affirmatively protects archaeological sites.

Regional Coordination

The compatibility of the comprehensive plans and zoning districts between Union and surrounding towns is an important consideration. The issue is whether zoning districts and other planning factors introduce potential conflicts near the town boundaries.

Towns bordering Union are listed in the table below, together with the status of their comprehensive plans and zoning ordinances.

Comprehensive Plans and Ordinances for Towns surrounding Union

Town	Locally Adopted Comprehensive Plan consistent with state law	Zoning Ordinance (multiple districts/zones in addition to shoreland zones)	Minimum Residential Lot Size in areas that boarder Union
Appleton	No	No	43,560 sq. ft.
Hope	No	Yes	40,000 sq. ft.
Rockport	Yes	Yes	40,000 sq. ft.
Waldoboro	Yes	Yes	80,000 sq ft.
Warren	No	Yes	40,000 sq. ft.
Washington	No	No	30,000 sq. ft.

Among the six towns bordering Union, four do not yet have a State-approved comprehensive plan, and two do not have a zoning ordinance. All of them have shoreland zoning ordinances.

There appear to be no conflicts with land use or zoning in Appleton and the protection afforded to the streams and Sennebec Pond, all of which flow toward Union. Likewise, there appear to be no significant land use and zoning conflicts between adjacent areas of Union and Warren or Waldoboro.

Land in Hope immediately adjacent to Route 17, on the northerly side of the road, is in Business Transition District 3, while land just south of the road is in Business Transition District 4. In addition to the usual residential uses, these districts allow retail uses up to 15,000 square feet in building area, restaurants, motels, etc. All must be granted as Special Exceptions. Minimum lot size is 40,000 square feet for residential uses and 80,000 square feet for non-residential uses. Maximum lot coverage by buildings is 20%.

In summary, there appear to be no significant conflicts between Union and any of the neighboring towns. However, use of the shore frontage of the great ponds that Union shares with neighboring towns has the potential, if all municipalities do not exercise due care of water quality, of deteriorating the resource for all concerned. Control of use and access to water bodies will require cooperation to be successful over the long term.

Findings

1. Union’s land us pattern is largely rural, with commercial development principally in the village common area and along the major transportation corridors.

2. The rural district, currently about 90% of Union’s land area, consists of agricultural and forested parcels, with low-density residential development.

3. Recent trends in land use patterns include increased commercial development along Route 17, residential development along the north/south transportation corridors and in high-elevation areas, and increased development in the shoreland areas around the lakes.

Recommendations/Implementation strategies

Specific land use recommendations and implementation strategies are provided in Chapter 12, Future Land Use Plan.

Chapter 12. Future Land Use Plan

Introduction

Much of Union's present charm and attractiveness results from the fact that, from many locations in town, open space - whether cropland, blueberry fields, pasture or hay land, the St. George River, the ponds, views of hills or wooded lands - is visible from most home sites. Compact development, such as would be achieved if the present village areas were to be expanded, could accommodate more people while still preserving most open space and retaining existing views of open, undeveloped land. The conservation of significant amounts of open space will be needed if Union is to preserve its extensive rural areas in the future. Undeveloped land is integral to the State's quality of life and to Union's future.

Overall, Union is feeling the development pressures that most of our neighbors have been experiencing. Accordingly, we have taken it upon ourselves to plan for our future. This Future Land Use Chapter is intended to guide and encourage residential and commercial development in appropriate areas, preserve natural resources, and maintain a constant and diverse tax base to protect the town's economy.

This Comprehensive Plan lays out a framework by which Union, over the next decade, can address the issues of concern to residents. Some well thought out land ordinance revisions may (and probably should) ultimately result, but they will each be based on a process subject to a vote at a future town meeting. Because this document is a plan, it will require revision to recognize new data, to respond to new trends, and to react to new realities. It is, therefore, only a starting point.

Of Union residents who responded to the town-wide public opinion survey in 2002 (ref Appendix A), a majority indicated that existing ordinances are generally adequate. Concerns were expressed about the adequacy of the Subdivision Ordinance, but there were no major concerns about the other land use ordinances.

The most basic principle behind the Future Land Use Plan is, "respect for the land". This means that the natural characteristics of the land will, to the greatest extent possible, determine what the future uses of that land should be. For example, land with slopes in excess of 20% (a rise of 20 feet vertically in 100 feet, horizontal distance) should not be developed since any such development is often extremely expensive, can adversely affect vegetation and cause erosion. It is also unsuitable for septic system leach fields, under State law, which also prohibits septic systems on slopes of 25 percent or greater. Similarly, land that is nearly level and consists of soils which are saturated with water much of the year or are continually below the local water table should not be developed. The value of wetlands in their natural state usually far exceeds the value of such areas once they are filled or otherwise disturbed. In any event, many wetlands are prohibited from filling or other disturbance by State law. Left undeveloped, they can continue to perform their functions to control water, to provide wildlife habitat, and in some cases to grow wood which can be managed for periodic harvesting. Because Union is entirely

dependent upon ground water supplies for all public and private uses, additional protection of recharge areas is proposed.

Similarly, in areas more distant from the village, clustered development, in which slightly smaller lots (not less than 20,000 square feet in area, with 30,000 square feet being more desirable in many areas due to soil and drainage conditions) are used as part of a subdivision, the land that would otherwise be used for larger house lots would remain open, to be used in common by all owners under terms of a homeowners association for all owners in the subdivision. In most cases, the same number of houses could be sited on a parcel of land using clustering as with a "conventional" subdivision. In all cases, land designated during subdivision review by the Planning Board to be part of the open space would, except for minor development of recreational facilities or other such uses desired by the homeowners of the subdivision, remain as permanent open space. It would not, later, be developed with additional homes, etc.

A so-called "Smart Growth" policy would encourage additional development to be placed near existing development, instead of being scattered in distant locations, which would result in longer runs for utility lines, and, perhaps, longer school bus runs. Provision of emergency services, delivery of mail, and many other public services are made easier and less expensive when activities are grouped together. For example, land near a road would tend to be designated for development instead of land far removed from any road. This reflects the fact that money has already been spent to construct and maintain the road, that changes in the natural characteristics of the area have already been made, and that, to develop land far from a road, longer roads (and additional investment) would have to be made to serve the same type of development. It is anticipated that this policy will, in the long run, save the Town money it would otherwise spend maintaining roads built by developers to accommodate future land development which can be along, or close to, existing roads. At some point, additional roads may have to be constructed to serve new development, but this can be minimized by careful planning for new development, through the use of clustering or open space subdivisions. Another approach is the extension of the closely spaced village type development, which usually requires less road frontage per dwelling.

Due to the sensitive nature of land near wetlands, streams and water bodies, and the requirement to conform to the Shoreland Zoning Ordinance, additional restrictions on development apply within the areas included in Shoreland Zoning. In many cases, shoreland can be developed for some uses, but their placement on the land and the treatment of the land and vegetation must reflect the fact that changes near shorelines may have greater adverse effects than similar changes on land far removed from wetlands and watercourses. Future shoreland development will have to meet Shoreland Zoning standards established by the Town to protect water quality arid aesthetic qualities unique to shorelands. As described in the Land Use Chapter, the current Shoreland Zoning Ordinance is believed to adequately protect water resources, limited residential, limited commercial and other uses in the applicable shoreland districts. Accordingly, no changes are proposed for this ordinance. No conflicts between the current Shoreland Zoning Ordinance and the proposed land use plan are evident.

Other recommendations come from the fact that, even where an investment in man-made improvements has been made, unlimited development can be detrimental to those improvements. For example, a road may become overloaded by traffic if too much frontage is developed in commercial or other uses generating a high number of vehicle trips per day. Route 17 is most vulnerable due to its present traffic volumes, but Routes 131 and 235 should also be limited in their development.

Excessive development along roadsides can decrease the carrying capacity of a road while increasing the traffic on it. The ability of a road to carry through-traffic is reduced by vehicles slowing to leave the roadway to enter driveways or intersecting roads and by vehicles entering the roadway from intersecting roads and driveways, thereby causing vehicles on the road to slow down. Placement of curb cuts, provision of parking, reduced sight distances due to horizontal or vertical curvature of the roadway, and other factors may lead to recommendations to limit development along portions of a road for safety reasons. Access management regulations apply to state and state-aid roads. Individuals must apply to Maine DOT for a driveway or entrance permit for a new driveway or entrance, or for a change of use in their driveway or entrance.

Recommendations/Implementation Strategies

The *Guidelines for Maine's Growth Management Program* require that each municipality, ". . . designate at least two geographic areas - growth and rural areas - and develop specific implementation strategies for guiding growth in these areas." It should be understood that some development could occur in both Development and Rural areas, but that development in rural areas will be at lower densities.

The land areas affected by these recommended changes are indicated on the Future Land Use Map, Figure 12-2.

Growth Areas

1. It is recommended that the Village Residential and Commercial Residential Districts under the current land use ordinance, be combined into one "Village District", which should be extended in both directions along the Common Road as well as south along Depot Street (Fig 12-2.) This would be the Town's designated growth area for residential and light commercial uses (for example, professional offices, small-scale retail stores, and other similar environmentally low-impact commercial uses). Based on the growth projections provided in Chapter 2, this expanded district would provide sufficient land area for anticipated growth over the next ten years. The minimum lot size should be 20,000 square feet, reflecting the current density of the area, and the required road frontage should be approximately 100 feet.

   Residential uses should include both single and multifamily dwellings. Nonresidential uses should include small retail shops, possibly limited by a maximum floor area, professional offices, personal services, restaurants, tradesman

shops, quasi-public buildings and municipal facilities, and uses similar to these. This new district should require Planning Board review of nonresidential uses with a stipulation that the structure must maintain the character of the neighborhood. Some older homes could be converted to these nonresidential uses and all new structures would have to be designed in keeping with the character of the neighborhood. Performance standards requiring landscaping and other types of screening between nonresidential uses and adjacent residential uses are recommended.

An historic overlay district in the immediate area of the Common could provide important protection for the heart of the village. The district could further restrict some of the permitted uses within the Village District. Drive-up windows could be prohibited for banks and restaurants. Planning Board review could require projects in the overlay district to maintain the historic character of the district. (Planning Board, Town Meeting) Immediate

In East Union, land north of Route 17, west of Lermond Pond and north of the millpond, on both sides of Route 235, should also be placed in the Village District. This district could be extended westerly along both sides of Old Route 17. Additional commercial activities with direct access on Route 17 would be discouraged. (Planning Board, Town Meeting) Immediate

2. A provision should be made for mobile home parks in either or both of the village districts described above. (Planning Board, Town Meeting) Immediate

3. A new Commercial District should be established along Route 17 in areas of existing commercial uses. There are two specific areas: 1) between Sennebec Road and North Union Road, and 2) between the Union School and Union True Value. This district should allow some retail sales, professional offices and restaurants, provided there are no drive-up windows. The minimum lot size should be at least one acre with minimum frontage of no less than 200 feet. (Planning Board, Town Meeting) Immediate

4. A Light Industrial District should be located on the western side of town off Route 17, and should include the TCSWO transfer station. Development in such a district might take the form of an industrial park. The exact location of this district can be difficult to specify in advance, because it requires a developer who sees an opportunity, a willing property owner, potential lot owners within the district, and a development plan that does not unduly antagonize abutters.

   Such a district could be specified as a “floating district.” A floating district (in this case, a floating Light Industrial District) is a district whose permitted land uses, together with regulations for those uses, are fully specified in the Land Use Ordinance, but whose precise boundaries are determined at some future time when a suitable development proposal is presented to the Town through the Planning Board. If the proposed development meets all the requirements of the ordinances, the floating district could them become a Light Industrial District in the conventional

sense, by action of the Town Meeting (which would, in effect, modify the Land Use Ordinance to change the status of the floating district.) The floating district could be located on an appropriate segment of Route 17 in the Rural District, provided it could meet strict performance standards. Permitted uses could include manufacturing, research and development, and warehousing. Performance standards should require significant setbacks from Route 17 and from abutting residential properties. Screening and landscaping buffers approximately 200 ft wide should be required between uses in this district and uses in abutting districts, with a minimum size of 160,000 sq ft for this district and a minimum frontage of 400 ft on Route 17. (Planning Board, Town Meeting) Immediate

For promoting development within growth areas, the following non-ordinance strategies, in addition to ordinance strategies described above, are recommended:

1. Shared community wells and wastewater treatment systems to facilitate more-efficient developments in areas that are not served by public systems should be examined. Such facilities may prove an economical adjunct to providing public water to areas where groundwater is un-potable due to arsenic levels, or to facilitate restrictive lot sizes in the designated growth district. (Planning Board) Immediate

2. Municipal infrastructure commitments to the proposed growth areas to make them attractive, such as street trees, sidewalks, park land and bike trails, should be examined. (Special committee, Selectmen) Immediate and Ongoing

3. Consider the town acceptance of private subdivision roads in designated growth areas only. (Planning Board with MDOT) Immediate and Ongoing

Rural Areas

1. The remainder of the town is proposed as a "Rural District" that would allow single and two family dwellings plus a variety of light commercial uses.

2. The key to this district is adequate performance standards to buffer commercial uses from nearby residential properties. For example, a restaurant could be permitted in this district, provided it could meet larger setbacks, screening requirements and standards on noise and lighting.

3. "High Elevation Districts" above 400 feet mean sea level, currently have a minimum lot size of three acres and a dwelling unit density of one dwelling per three acres. A second High Elevation District, above 600-foot elevation, is proposed with a minimum lot size of five acres and a dwelling unit density of one dwelling per five acres. (Land Use Ordinance Committee, Town Meeting) Immediate

4. An agricultural overlay district is proposed in the areas north and south of Route 17 where most of the Town's farms are located. Within this area, it is proposed to require clustering of dwelling units and preservation of at least 50% of the developed

parcel, including 50% of the agricultural land. Density bonuses could be offered for affordable housing, allowing the developer to create an additional lot or two. Single lot development within the overlay district would be at the required density for the rural district. Agricultural processing plants should be permitted within the overlay district.

5. To keep rural lands productive, informational materials on the following programs will be available for review at the town office by residents: (a) the Tree Growth Tax Program, and (b) the Farm and Open Space Tax Program. (Assessor and Town Clerk) Immediate

6. To reduce municipal costs, the Town will not seek to expand municipal services or construct municipal buildings in the rural areas, with the exception of storage sheds or similar structures. (Selectmen) Ongoing

7. The Planning Board and CEO will annually report to the Selectmen on the number, type and location of new development permits issued in the preceding year. A reexamination and revision of appropriate sections of this comprehensive plan and amendments to land use ordinances will be suggested if, after five years, more than 35% of total growth observed occurred in the rural areas. (Planning Board, CEO, Selectmen) Ongoing

All Areas

Summary of Recommendations for Land Uses in both Rural and Growth Areas

Policy or Method to be Recommended	*Areas*		
	Rural	*Growth*	*Agricultural*
Clustered subdivisions	Encourage	Encourage	Require
Environmental assessment for subdivisions	Yes	Yes	Yes
Exclude from "developable land":			
Steep slopes (greater than)	Yes	Yes	Yes
Wetlands	Yes	Yes	Yes
Significant Wildlife Habitats	Yes	Yes	Yes
Floodplains	Yes	Yes	Yes
Retain 50% open space in subdivisions ("developable land")	Yes	Yes	Yes
Access Management, Curb cut limits (spacing along roads), except on numbered routes	Yes	No	Yes
Require internal roads in subdivisions, for major subdivisions only	Yes	Yes	Yes

In clustered subdivisions (other than for Mobile Home Parks), it would be recommended that lot sizes be allowed to be reduced to not less than 20,000 square feet in the Development Areas, and some larger size, perhaps 30,000 square feet, in the Rural Areas. Densities would depend upon soil types found in the subdivision by a detailed soil

survey. Reduced lot frontages would allow design flexibility and shorter roads. (Planning Board, Town Meeting) Immediate

In all subdivisions in the agricultural overlay district, it is recommended that at least 50% of the land be required to be retained as permanent open space, held in common. Uses of this land could include recreational facilities for residents of the subdivision. Clustering, which would permit the developer to create more lots, could be encouraged by the requirement of open space in all subdivisions. (Planning Board, Town Meeting) Immediate

Required green space should be not less than one acre in area, regardless of the size of the subdivision. It is recommended that all house lots have direct pedestrian access to the open land. Deer Wintering Areas mapped by the Department of Inland Fish and Wildlife and areas of Prime Farmland soils would be encouraged to be included in the open land, while Resource Protection Districts would be required to be left as open space. For subdivisions affecting areas of known or probable archaeological resources, the Subdivision Ordinance should be amended to allow the Planning Board to require that the development not adversely affect such resources. (Planning Board, Town Meeting) Immediate

It is recommended that the Subdivision Ordinance be amended to require drainage calculations, retention basins and/or other means of controlling runoff so that the rate of storm water runoff from any subdivision following development would be no higher than its undeveloped rate. This could avoid many "off-site" drainage problems and provide more protection to the waters of the St. George River and its great ponds. Because of the number of ponds in Union, the use of various standards for phosphorus loading should be incorporated by reference into the Subdivision Ordinance and, if adopted, a Site Plan Review Ordinance. (Planning Board, Town Meeting) Immediate

Ordinance Performance Standards

The Land Use Ordinance of the Town of Union should be amended as needed to be consistent with the identified needs of the town. In order to protect and preserve natural resources, land ownership, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic areas will be developed and included within the town's land use ordinance:

Access Requirements - Standards should be developed which will prevent blind driveways, protect the town road drainage system and minimize the creation of strip development within the community.

Agriculture - Standards should be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Union's water bodies. Such standards will be discussed with the Maine Department of Agriculture while being developed, as required by state law.

Archeological and Historical Resources - Standards should be developed that will require developers of major construction in an archaeologically sensitive areas to provide the planning board, or appointed Historical Committee Review Board, evidence certified by a qualified archaeologist that the proposed development will not negatively impact known or possible archeological sites. The planning board will require that the development plans include a plan showing the preservation of known or suspected historic or naturally significant areas.

Buffer Provisions - Standards should be developed to minimize the negative impacts of inconsistent development, and to protect Union's water resources.

Conversion - Standards should be developed which will regulate the conversion of existing structures into multi-family dwellings ensuring the safety, health and welfare of Union citizens while providing increased affordable housing options.

Home Occupation - Standards should be developed by which home occupations may be established in a way that minimizes their impact on existing neighborhoods.

Industrial Performance Standards - Standards should be developed which will ensure appropriate industrial development within designated areas of the community. The following provisions shall apply to all permitted industrial uses:

a. Danger

No material which is dangerous due to explosion, extreme fire hazard, chemical hazard or radioactivity should be used, stored, manufactured, processed or assembled except in conformance with applicable State and Federal Codes and regulations;

b. Vibration

With the exception of vibration necessarily involved in the construction or demolition of buildings, no vibration should be transmitted outside the lot where it originates;

c. Wastes

No offensive wastes should be discharged or dumped into any river, stream, watercourse, storm drain, pond, lake or swamp. Industrial wastewater may be discharged to municipal sewers only and in such quantities and quality as to be compatible with commonly accepted municipal sewage treatment operations subject to the approval of the town. The disposal of industrial wastewaters by means other than a municipal sewage system must comply with the laws of the State of Maine.

Off Street Loading - Standards should be developed to minimize traffic congestion associated with commercial development.

Oil and Chemical Storage - Standards should be developed regarding the storage of combustible materials that are compatible with state and federal regulations.

Parking Requirements - Parking space provisions should be created within the performance standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed, as well as the placement and design of parking lots.

Sedimentation and Erosion - Standards should be developed (town-wide) to minimize the volume of surface water runoff during and after development.

Signs - Standards should be developed regarding the placement of signs, sign size, and sign type.

Storage Materials - Standards should be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

Topsoil and Vegetation Removal - Standards should be developed to prevent soil erosion and destruction of topsoil during construction.

Ordinance Enforcement

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, three issues are of importance: (1) the education of residents as to the requirements of local and state regulations, (2) providing for adequate hours for the code enforcement officer to ensure that compliance is taking place, and 3) providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and on the support of the code enforcement department by management and elected officials.

Findings

1. The village is a unique asset that is highly valued by residents. The minimum lot size in the village is too large for “smart growth”. More parking is needed around the Common to enhance its economic viability.

2. Portions of Route 17 have become a de facto commercial strip within the existing Rural District.

3. The vast majority of the town is located in the existing rural district, which has inadequate protection for residential properties.

4. There is an ever-increasing threat to agricultural lands due to economic realities of farming and increasing development pressure.

5. The existing industrial district is located too close to the St. George River, an area with scenic value and great recreational potential.

Recommendations/Implementation Strategies

1. A village district should be created that allows a mix of residential and light commercial uses, with smaller lot sizes, in two areas: the Common and East Union. A parking committee should be reestablished to explore possible solutions in the Common area. (Planning Board, Selectmen) Immediate

2. A commercial district should be established along Route 17, in two or more segments, in order to accommodate commercial land uses while protecting other parts of the Rural District from incompatible development. (Planning Board) Immediate

3. The rural district should continue to allow a wide range of uses, but performance standards are needed to protect neighboring properties. (Planning Board) Immediate

4. An agricultural overlay district is needed to provide special protection for agricultural lands and to preserve open space. (Planning Board) Immediate

5. A new industrial district should be located along Route 17 in the area of the Tri-County Solid Waste Disposal Facility or in another suitable location, as a floating zone. (Planning Board) Immediate

6. Modify the Land Use Ordinance to include access management provisions for Town roads that are in harmony with State regulations. (Note: State access management regulations currently govern access to State and State-aid roads. Individuals must apply to the State DOT for a driveway or entrance permit for access or change of access to State or State-aid roads.) (Planning Board) Immediate

7. Track development in growth and rural areas on an annual basis, as noted in the Rural Areas section above, to assess the continuing effectiveness of town land use ordinances and to suggest ordinance amendments, if needed, in order to meet the land use plan goals of this comprehensive plan. (Planning Board, CEO, Town Meeting) Ongoing

Chapter 13. Fiscal Capacity and Capital Improvements Plan

FISCAL CAPACITY

Introduction

The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mill rate year to year, town government must operate in a fiscally responsible manner. Large fluctuations in the tax rate can cause public outcry and can discourage economic development. Although the priorities of the town may change from one election year to another, stable municipal finances are always a fundamental responsibility of town government. It is important for Union to handle diligently all yearly expenditures while at the same time planning for the town's long-term objectives. As is the case with any business, the physical assets of Union must be properly maintained through capital reserve accounts to protect the town's continued economic health.

The goal of this chapter, as with the Public Facilities chapter, is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this chapter was taken from town reports.

Valuations

As mentioned, the town's primary revenue source is through the taxation of real and personal property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor.

According to town reports, Union's total real and personal property valuation was $99,871,600 in 1998 and had risen to $118,002,600 in 2002. This is more than an 18% increase.

In 2002, the town's top five taxpayers in order were:

Name	Tax Amount
Central Maine Power	$30,924.88
Athearn, L.	$14,844.20
Clark, R.	$ 8,219.05
Hammond, M.	$ 7,906.71
Orff, M.	$ 6,919.78

State law provides tax exemptions for certain types of property, such as charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows that have not re-married; individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. However, in many communities the number of exempt properties is increasing which decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The state also places a total valuation on the town. This value is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) These sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

The assessor's records indicate that the town last had a total town-wide revaluation in 2004. The town's current state certified assessment ratio is 100 percent of market value. The state indicates that a town should be revalued at least once in every 10-year period. A revaluation must be performed when the assessment ratio falls below 70 per cent of market value.

Mill Rate

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mill rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mill rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in

the total valuation or the tax commitment. The mill rate in 1998 was 13.20 and in 2002 was 16.10.

Maine Municipal Association (MMA) has ranked local property tax burden for all Maine municipalities. Their calculation considered municipal full value mill rate, commitment, median household income, median home value and property tax. The most recent data available is from 1999. The table below shows selected municipalities in Knox County, as well as the countywide average. A rank of 1 was the highest burden and 486 was the lowest. Union was listed as number 168.

Tax Burden Rankings

Municipality	Tax Paid as % of Median Income	1999 Burden Rank
Thomaston	7.57	5
Rockland	7.04	9
Camden	5.92	30
Rockport	5.29	49
Warren	5.25	51
Hope	4.70	83
South Thomaston	4.59	93
Cushing	4.15	138
Saint George	3.98	157
Knox County Average	**4.38**	**158**
Union	**3.90**	**168**
Owls Head	3.80	180
North Haven	3.74	192
Vinalhaven	3.58	217
Appleton	3.41	239
Friendship	3.39	250
Washington	3.26	275
Isle Au Haut	3.07	304
Matinicus Isle Plt	2.21	410

Municipal Revenues

The table below shows the major sources of municipal revenue for calendar years 1999 through 2003. Intergovernmental revenues consist of road maintenance funds and state park, tree-growth, veteran and homestead reimbursements. Departmental revenues are those dollars that are received through departmental user fees, photocopy charges, planning board application fees, etc. Local revenues consist of general assistance funds, insurance dividends, sale of town property, cemetery funds, harbor master fees, shellfish fees, cable agreement fee and interest on investment. Other financing sources include transfers from other funds, interest and municipal revenue sharing.

Town of Union Revenues 1999-2003

Revenue	**1999**	**2000**	**2001**	**2002**	**2003**
Property Taxes	$1,553,194	$1,650,078	$1,783,594	$1,843,938	$2,263,148
Licenses	15,233	12,191	10,475	11,988	11,055
Intergovernmental Revenues	306,220	342,958	322,401	362,630	311,422
Charges for Services		21,594	58,575	70,188	94,678
Interest	32,357	32,956	37,802	36,421	18,807
Misc	66,890	75,924	14,963	26,294	54,266
Total	$1,973,894	$2,135,701	$2,227,810	$2,351,459	$2,753,376

Source: Union Town Reports

Municipal Expenditures

1. The table below illustrates the amount of money expended for each of the major departments within the town of Union for calendar years 1999 through 2003.

   In 2001, approximately 79.5 percent of total expenditures went to education and county tax as compared to 83.4 percent in 1999. The expenditures for town administration within this same period have remained around 19.5 percent of total expenditures over the past five years. These percentages are affected yearly, not only by the local budget but also by the amount of state revenue sharing.

2. It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

Town of Union Expenditures 1999-2003

Expenditures	1999	2000	2001	2002	2003
General Government	218,886	323,593	249,922	521,782	326,722
Education	965,647	1,031,651	1,165,904	1,196,020	1,437,150
Special Assessment	108,870	117,294	118,693	126,895	145,365
Protection	101,074	276,710	112,261	122,072	276,445
Health and Sanitation	62,778	67,808	46,743	69,535	56,800
General Assistance	3,339	8,901	5,451	7,238	37,118
Highways/Bridges	395,128	421,497	423,503	379,330	544,637
Recreation	22,845	45,344	20,676	16,822	19,975
Cemeteries	16,570	13,754	11,645	15,141	21,800
Unclassified	11,044	14,272	3,666	4,742	8,200
Debt Service	29,015	27,988	23,181	5,915	10,334
Total	1,935,196	2,348,812	2,181,645	2,465,492	2,884,546

Source: Union Town Reports

Long-Term Debt

The ability of a municipality to incur long-term debt is limited by the provisions of Title 30, MRSA, Section 5061, Chapter 241, Subsection 2, Article 1-A, "Municipal Debt". All limits are related to the most recent State Valuation, adjusted to 100%, as certified by the State Tax Assessor. For all debts, regardless of purpose, no town may incur more than 15% of its adjusted State Valuation. For school purposes, debt is limited to 10% of State Valuation. Other purposes have lesser limits.

Reserve funds

In general, Union has chosen to use reserve funds to purchase major items of equipment or to maintain capital items. In 2003, additions to the reserve funds totaled $82,569, for a year-end balance of $261,929.

Trust Funds

Union is particularly fortunate in having major trust funds left to the Town for many purposes. As of June 30, 2003, balances of $360,783 were held in trust by the Town. These include the William Pullen Trust Fund, income from which was voted in 1990 to pay for scholarships, bond debt (Town Office) and town revaluation. The Joseph Pullen Fund covers recreational programs, while the Joseph Pullen Recreation Reserve Fund is to be used for capital improvements for recreational facilities. Cemetery Trust Funds total $200,484. The I. C. Thurston Worthy Poor Fund had a balance and the Clara Thurston Memorial Fund had a balance of $15,933. A number of scholarship funds are used for post-secondary school education of Union students. (Funds are to be repaid by recipients when convenient.) Income from these funds is voted for various purposes by Town Meeting.

Fixed Assets

As noted in the Auditor's Report in the 2002 Town Report, Union does not maintain a record of its general fixed assets. While not all of these assets are likely to be of sufficient value or to last long enough to be considered in a capital improvement plan, major items should be recorded and their life cycles calculated so that timely replacement can be planned for, either through reserve accounts, short or long-term borrowing, appropriating from current revenues, or some combination of these methods.

Recommendations and Implementation Strategies

Please see the Capital Improvement Plan for a list of recommended publicly financed projects.

Capital Improvement Plan

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the Fiscal Capacity Chapter is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements.

A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of $5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The annual provision for eventual replacement of capital improvements depends on the useful life of the capital improvements. It is important that capital improvements be financially accounted for each fiscal year, minimizing later expenses.

For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. The town is currently in the process of developing a complete capital improvement plan that will provide for a yearly allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for town meeting review.

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, "1" improvements would be implemented prior to "2" and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

1 - *Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.*

2 - *Necessary, to be accomplished within two to five years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.*

3 - *Future improvement or replacement, to be accomplished within five to ten years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.*

4 - *Desirable, but not necessarily feasible within the ten year period of the current plan.*

Goals

The goals of the Capital Improvement Plan are:

To plan for financing major capital improvements or equipment purchases consistent with Union's long range goals and needs. To anticipate the need for replacing capital equipment.

To assess the Town's ability to pay for capital expenditures.

To avoid major increases in local taxes and reduce the amounts of borrowing in the years when capital expenditures are made.

To support Union's anticipated growth and development.

Projects noted in this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been noted into the table below. As well, state and federal mandates necessitating some of these projects have been noted.

CAPITAL IMPROVEMENT PLAN TABLE

PRIORITY	COMPREHENSIVE PLAN CHAPTER	ITEM (NEED)	COST	RESPONSIBLE PARTY	FUNDING SOURCES
(1)	5. Parks and Recreation	Pathways (to connect the Common,Union Fairgrounds, TCC, Union School, and other key points)	$100,000	Recreation Committee, Selectmen	Grants, Taxes
(2)	6. Transportation	Sidewalk improvements (support Village Common businesses)	$200,000	Selectmen Maine DOT	Grants, Taxes
(3)	3. Local Economy	Commercial/Business Park (a place for growing home occupations and new businesses, resulting in more local jobs)	$200,000	Selectmen	Grants, Taxes
(4)	10. Public Facilities and Services	Fire Safety apparatus and equipment	$100,000	Selectmen	Bond, Grants
(5)	10. Public Facilities and Services	Centralized Wastewater System for the Common Area (to protect nearby Seven Tree Pond and to allow greater density of development)	$1,000,000	Selectmen	Bond, Grants
(6)	6. Transportation	Parking Space/Lot provision	$50,000	Selectmen	Grants, Taxes
(7)	9. Historic and Archeological Resources	Professional archeological surveys of potentially significant areas	$25,000	Selectmen Historical Society	Grants, Donations

Notes: Road maintenance costs are covered in annual budgeting, not in the Capital Improvement Program. No new public road construction anticipated for the planning period.

Summary

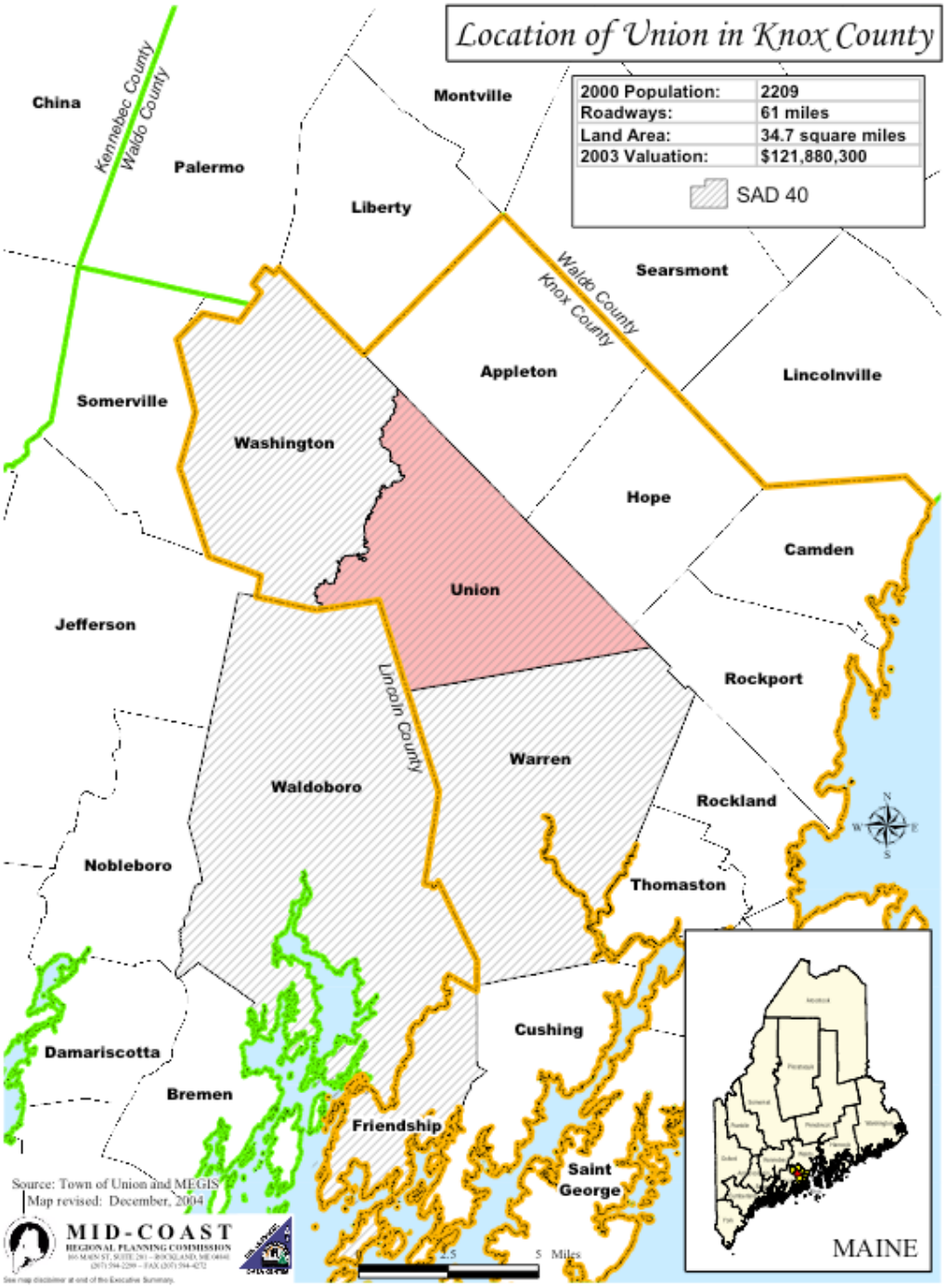
A capital improvement process or plan, once established, provides a means of anticipating future funding requirements to meet public needs. By involving the Selectmen, Department Heads and the Budget Committee in the process, the capital portion of any annual budget can be considered along with the operating expenditures. Similarly, because estimates are updated annually, including known obligations for any capital projects paid for either partly or wholly with bonds or short-term loans, the system is “self-correcting”. By including tables, as shown above, each voter can see what Town capital obligations are anticipated for the next ten years and be better informed when voting at Town Meeting.

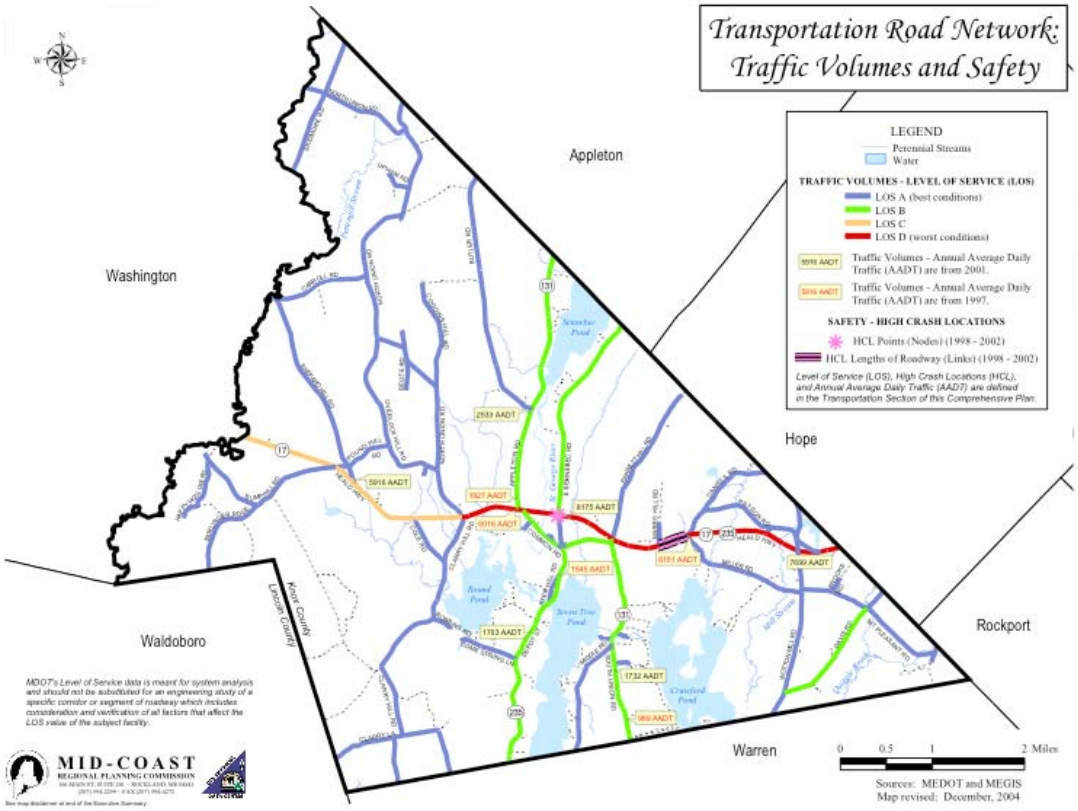
Chapter 14. Thematic Maps of the Town of Union

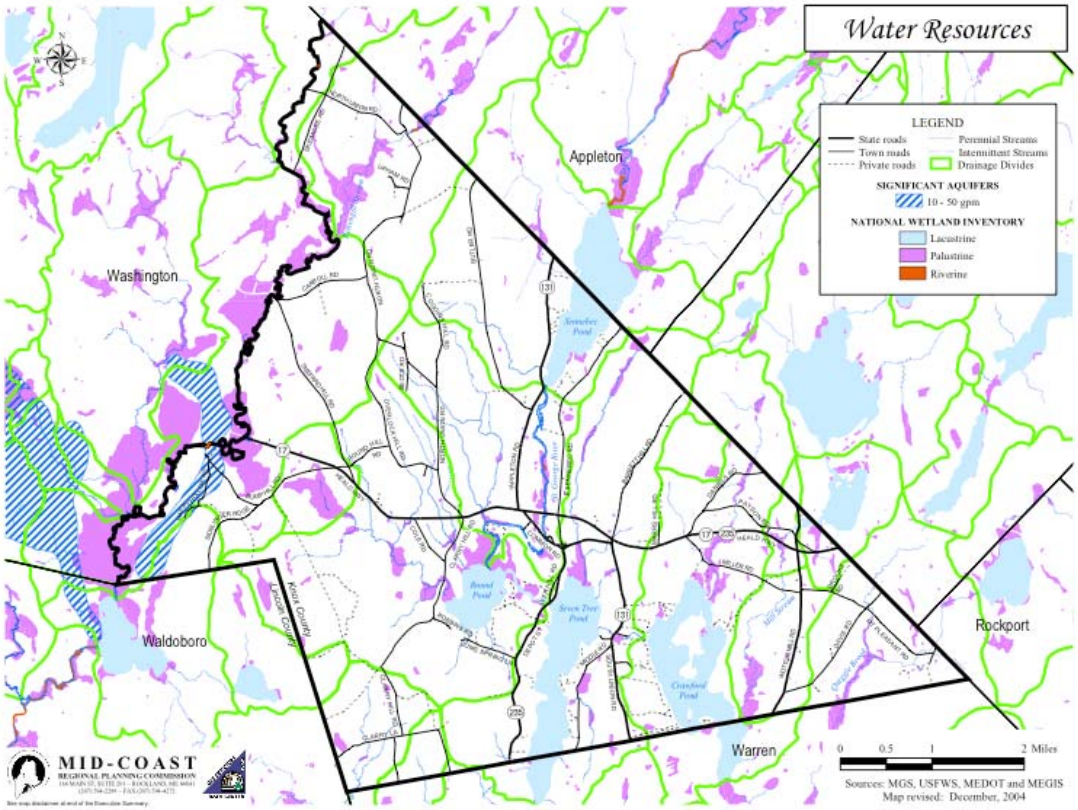
This chapter contains thematic maps that support the discussion in preceding chapters of this comprehensive plan. The maps are referenced from the various chapters.

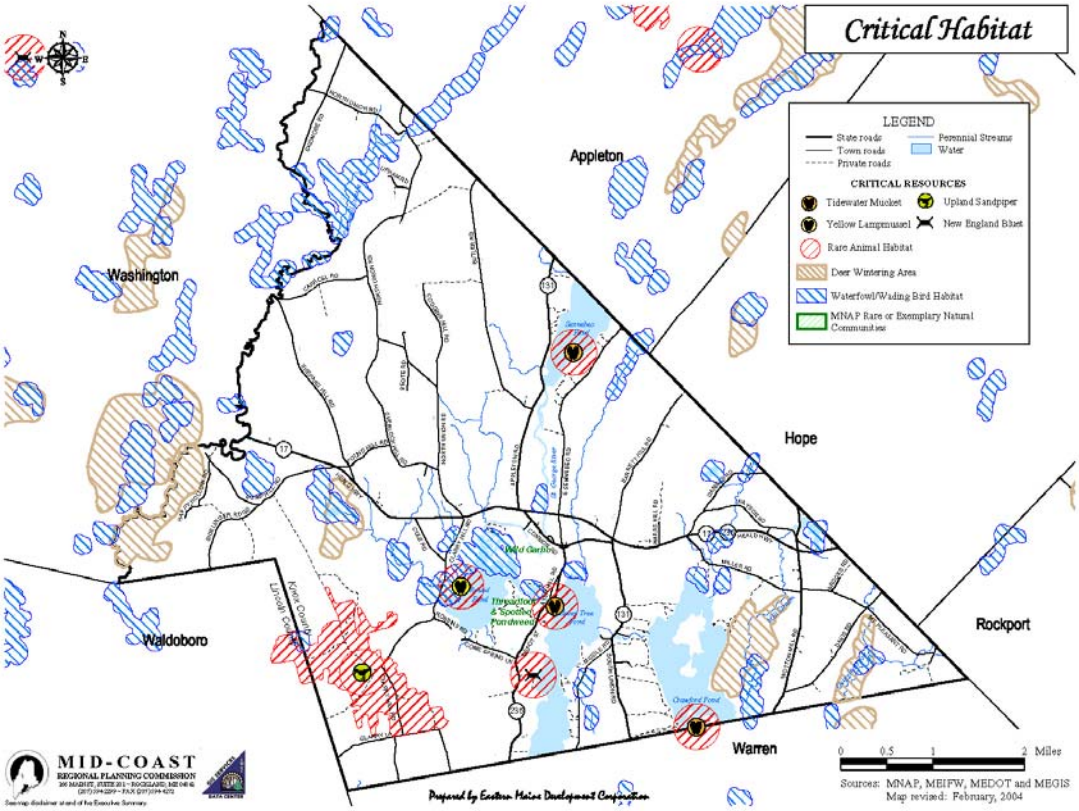
The following is a list of the maps, and the chapters from which they are referenced.

No.	Map Title	Relevant Chapter
1	Location of Union in Knox County	1, 11, 12
2	Transportation Road Network	6
3	Water Resources	7
4	Critical Habitat	7
5	Large Habitat Blocks	7
6	Prime Farmland Soils	8
7	Union Public Facilities	10
8	Topography	11, 12
9	Soil Potential for Low Density Development	11, 12
10	Land Cover	11, 12
11	High Elevations	11, 12
12	Existing Land Use	11
13	Proposed Land Use	12


Location of Union in Knox County
2000 Population: 2209
Roadways: 61 miles
Land Area: 34.7 square miles
2003 Valuation: $121,880,300
SAD 40
China
Kennebec County
Waldo County
Montville
Palermo
Liberty
Searsmont
Waldo County
Knox County
Appleton
Lincolnville
Somerville
Washington
Hope
Camden
Union
Jefferson
Rockport
Lincoln County
Warren
Waldoboro
Rockland
Nobleboro
Thomaston
Cushing
Damariscotta
Bremen
Friendship
Saint George
Source: Town of Union and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION
2.5
5 Miles
MAINE

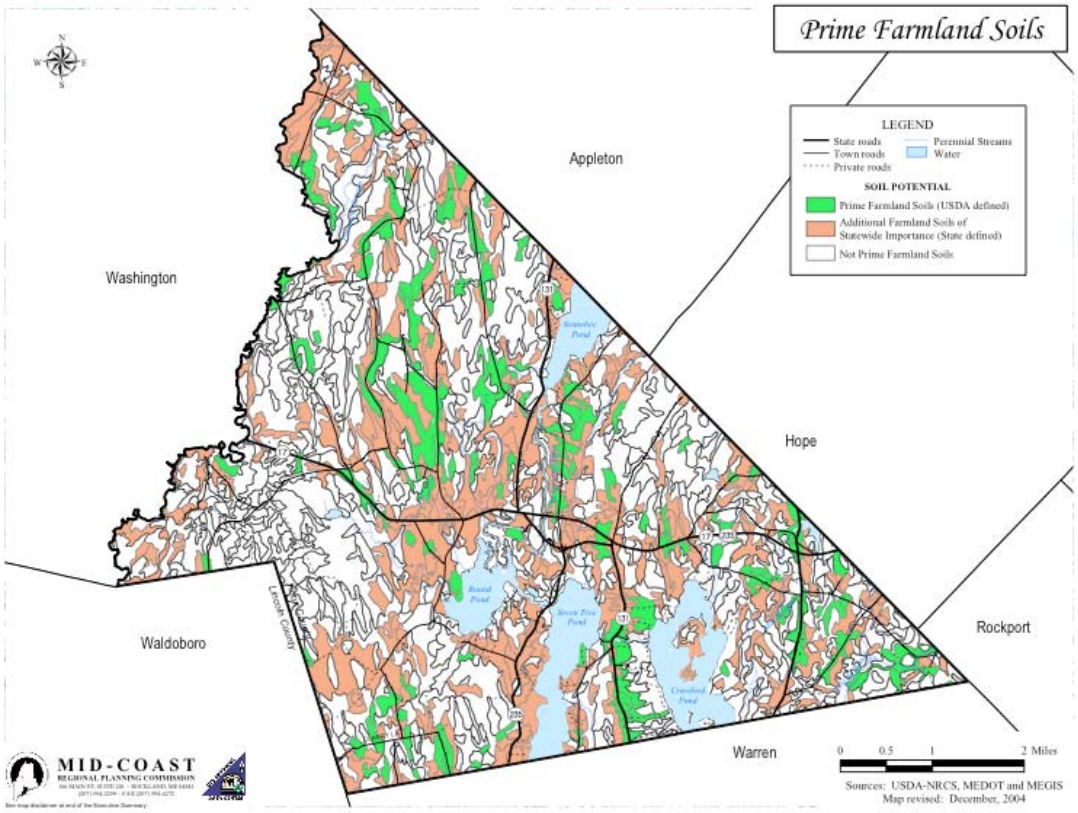

Transportation Road Network: Traffic Volumes and Safety
LEGEND
Perennial Streams
Water
TRAFFIC VOLUMES - LEVEL OF SERVICE (LOS)
LOS A (best conditions)
LOS B
LOS C
LOS D (worst conditions)
5910 AADT
Traffic Volumes - Annual Average Daily Traffic (AADT) are from 2001.
5916 AADT
Traffic Volumes - Annual Average Daily Traffic (AADT) are from 1997.
SAFETY - HIGH CRASH LOCATIONS
HCL Points (Nodes) (1998 - 2002)
HCL Lengths of Roadway (Links) (1998 - 2002)
Level of Service (LOS), High Crash Locations (HCL), and Annual Average Daily Traffic (AADT) are defined in the Transportation Section of this Comprehensive Plan.
Appleton
Washington
Hope
Waldoboro
Lincoln County
Knox County
Rockport
Warren
2583 AADT
5916 AADT
1327 AADT
5910 AADT
8175 AADT
1545 AADT
6151 AADT
7030 AADT
1753 AADT
1732 AADT
988 AADT
MDOT's Level of Service data is meant for system analysis and should not be substituted for an engineering study of a specific corridor or segment of roadway which includes consideration and verification of all factors that affect the LOS value of the subject facility.
MID-COAST
REGIONAL PLANNING COMMISSION
0 0.5 1 2 Miles
Sources: MEDOT and MEGIS
Map revised: December, 2004

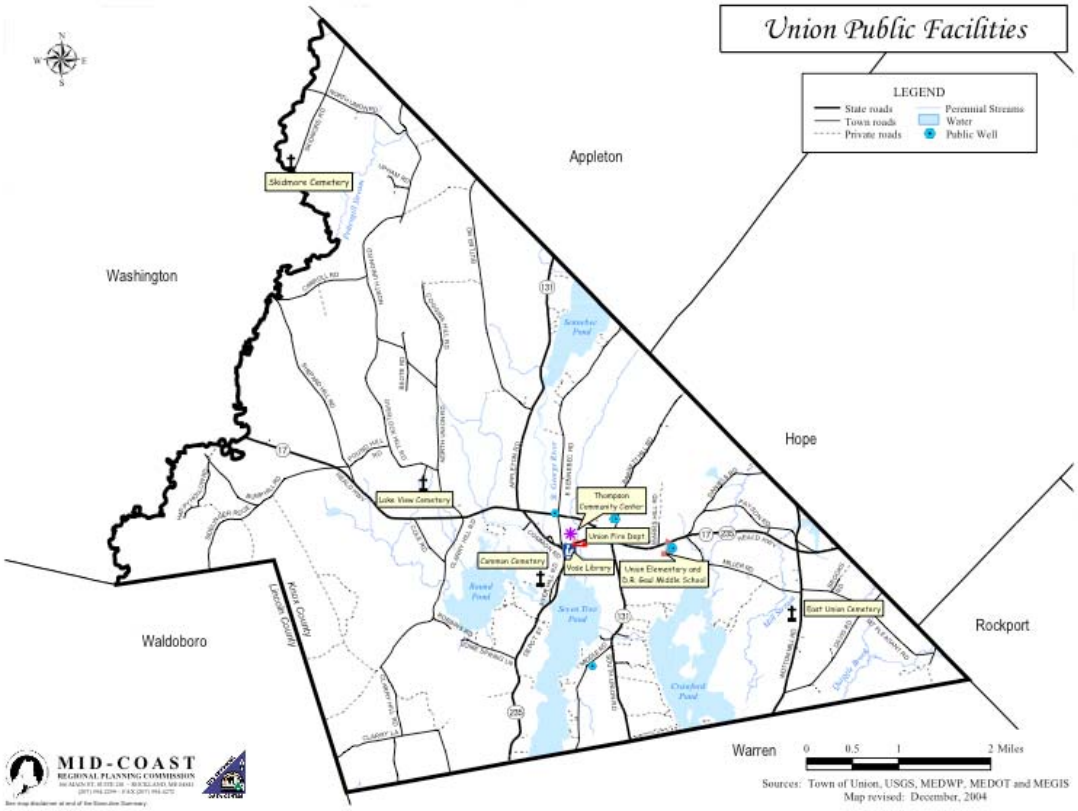

Water Resources
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Intermittent Streams
Drainage Divides
SIGNIFICANT AQUIFERS
10 - 50 gpm
NATIONAL WETLAND INVENTORY
Lacustrine
Palustrine
Riverine
Appleton
Washington
Waldoboro
Rockport
Warren
Knox County
Lincoln County
0 0.5 1 2 Miles
MID-COAST
REGIONAL PLANNING COMMISSION
Sources: MGS, USFWS, MEDOT and MEGIS
Map revised: December, 2004

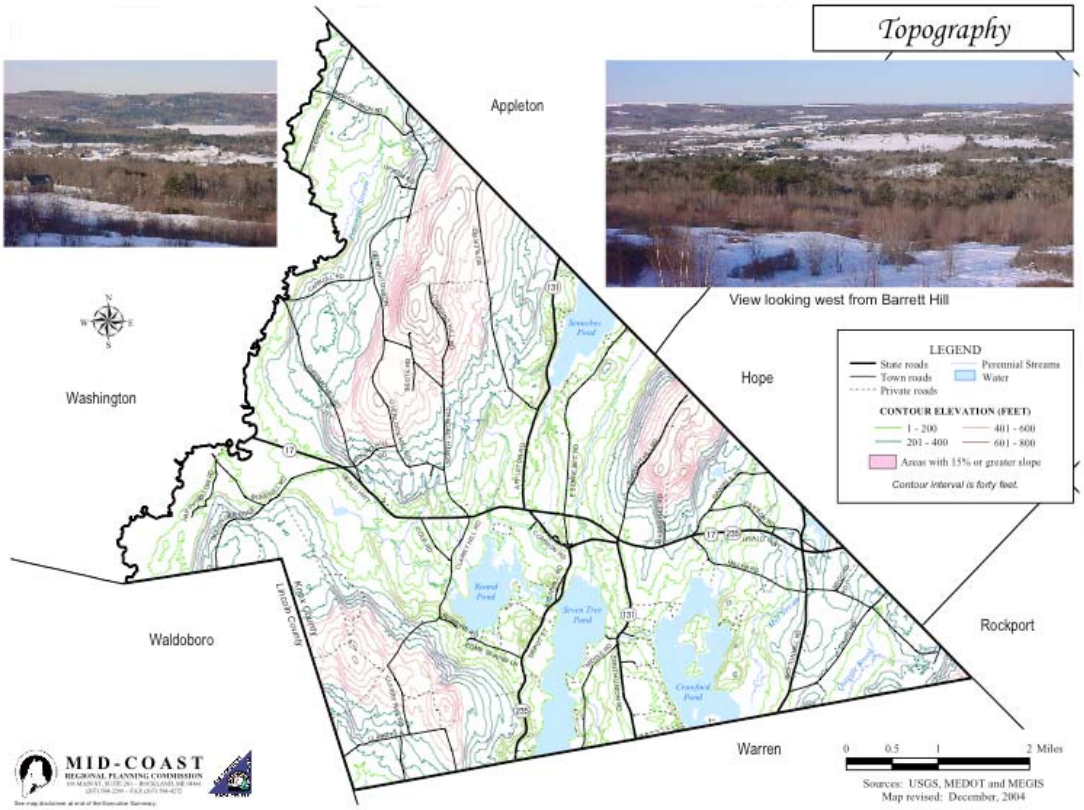

Critical Habitat
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
CRITICAL RESOURCES
Tidewater Mucket
Upland Sandpiper
Yellow Lampmussel
New England Bluet
Rare Animal Habitat
Deer Wintering Area
Waterfowl/Wading Bird Habitat
MNAP Rare or Exemplary Natural Communities
Appleton
Washington
Hope
Waldoboro
Rockport
Warren
Lincoln County
Knox County
Seavey Pond
Weld Gardens
Hypsiglena & Spotted Turtle
Crawford Pond
0 0.5 1 2 Miles
Sources: MNAP, MEIFW, MEDOT and MEGIS
Map revised: February, 2004
MID-COAST
REGIONAL PLANNING COMMISSION
Prepared by Eastern Maine Development Corporation

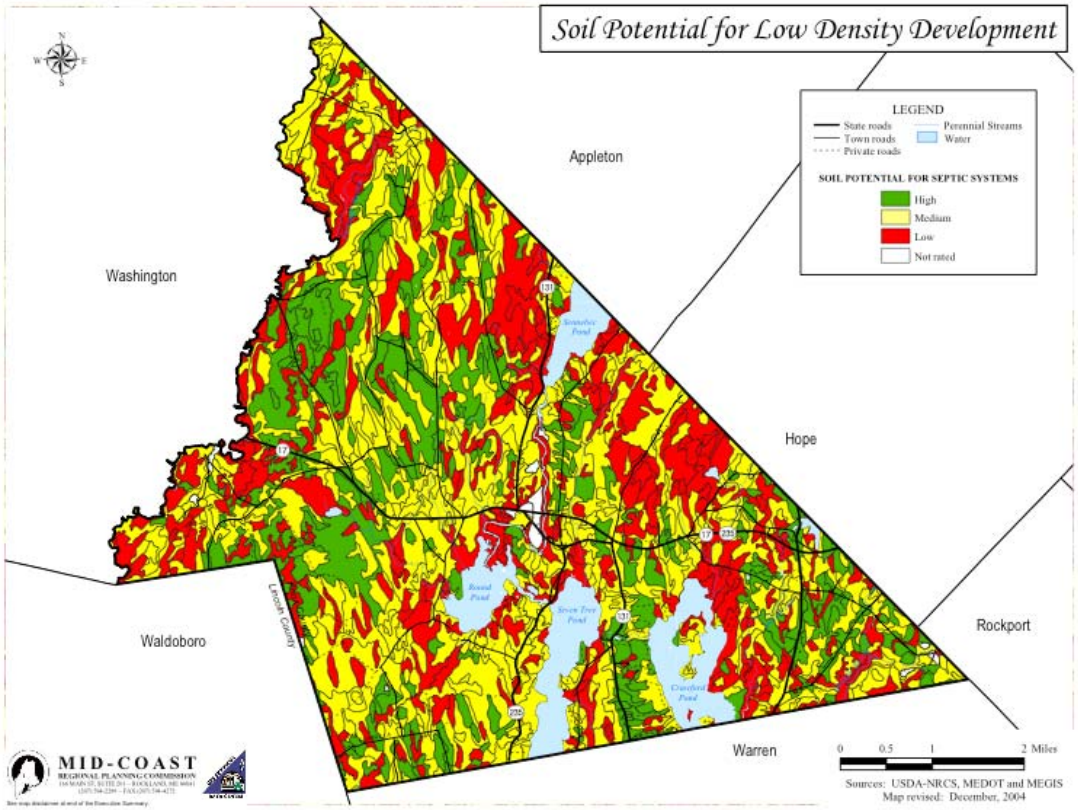
Large Habitat Blocks

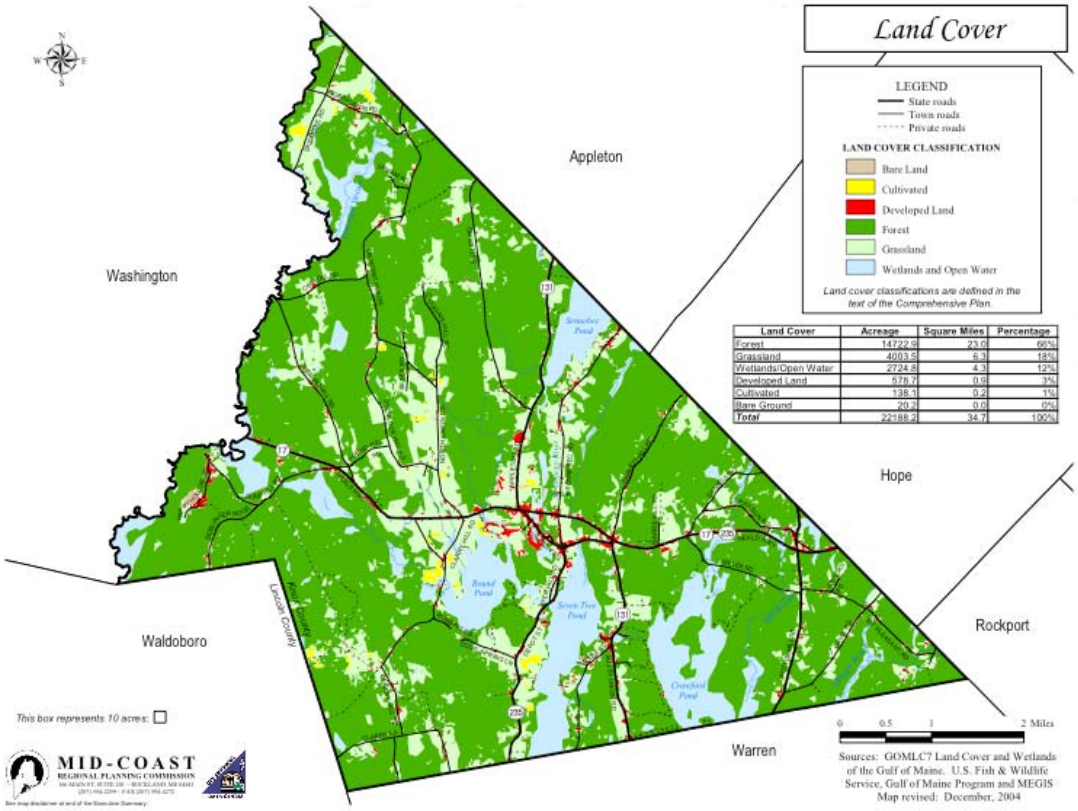
Source: Maine IF&W


Prime Farmland Soils
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
SOIL POTENTIAL
Prime Farmland Soils (USDA defined)
Additional Farmland Soils of Statewide Importance (State defined)
Not Prime Farmland Soils
Appleton
Washington
Hope
Waldoboro
Rockport
Warren
Lincoln County
0 0.5 1 2 Miles
MID-COAST
REGIONAL PLANNING COMMISSION
Sources: USDA-NRCS, MEDOT and MEGIS
Map revised: December, 2004

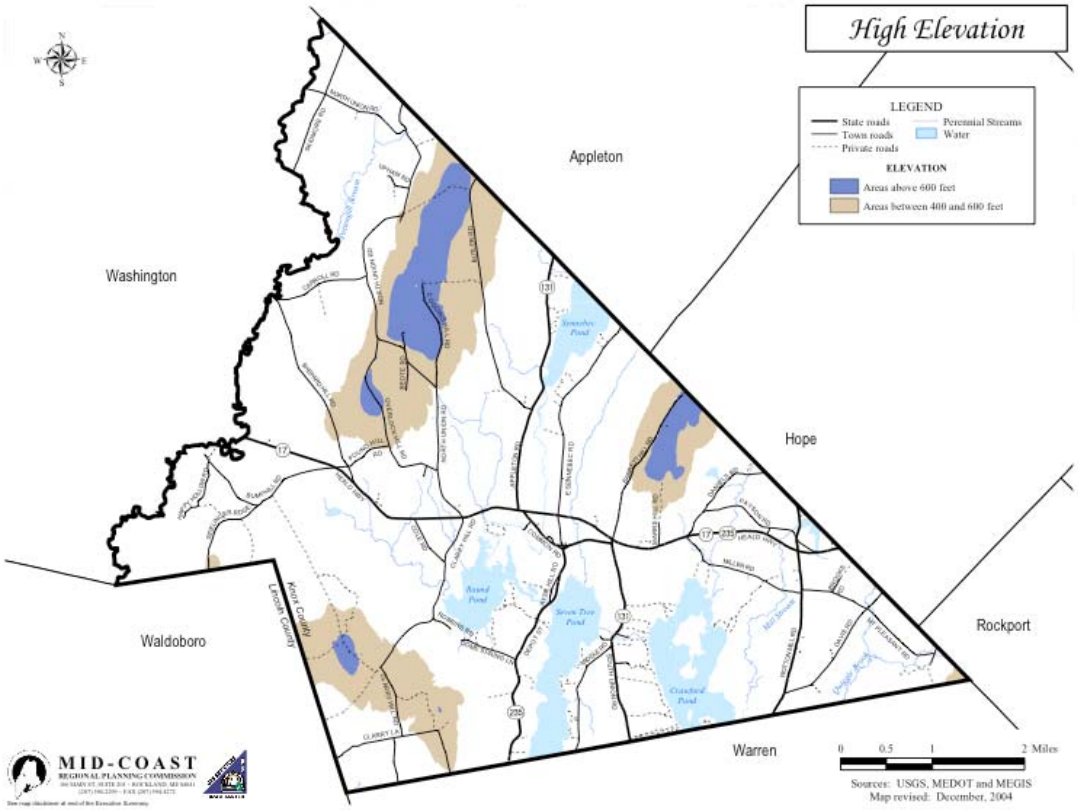

Union Public Facilities
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
Public Well
Appleton
Washington
Hope
Waldoboro
Rockport
Warren
Knox County
Lincoln County
Skidmore Cemetery
Lake View Cemetery
Thompson Community Center
Union Fire Dept.
Carman Cemetery
Vose Library
Union Elementary and D.R. Graf Middle School
East Union Cemetery
0 0.5 1 2 Miles
Sources: Town of Union, USGS, MEDWP, MEDOT and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION

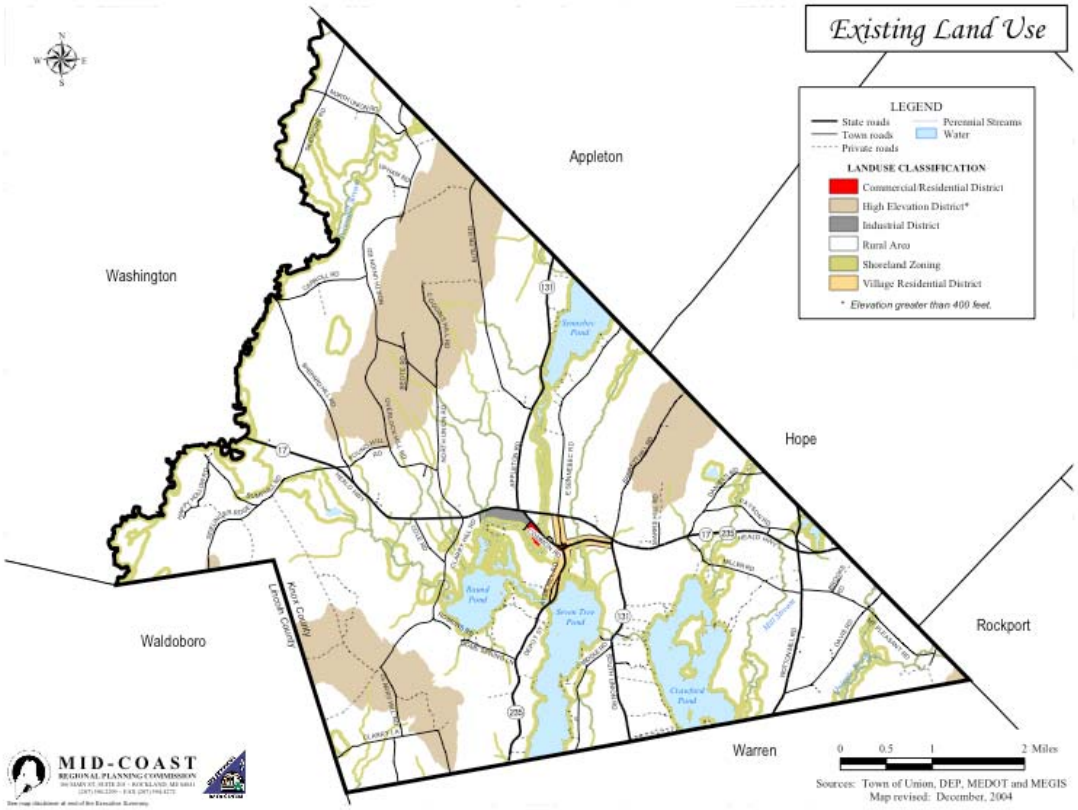

Topography
View looking west from Barrett Hill
Appleton
Hope
Washington
Waldoboro
Rockport
Warren
Lincoln County
Knox County
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
CONTOUR ELEVATION (FEET)
1 - 200
201 - 400
401 - 600
601 - 800
Areas with 15% or greater slope
Contour interval is forty feet.
0 0.5 1 2 Miles
Sources: USGS, MEDOT and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION

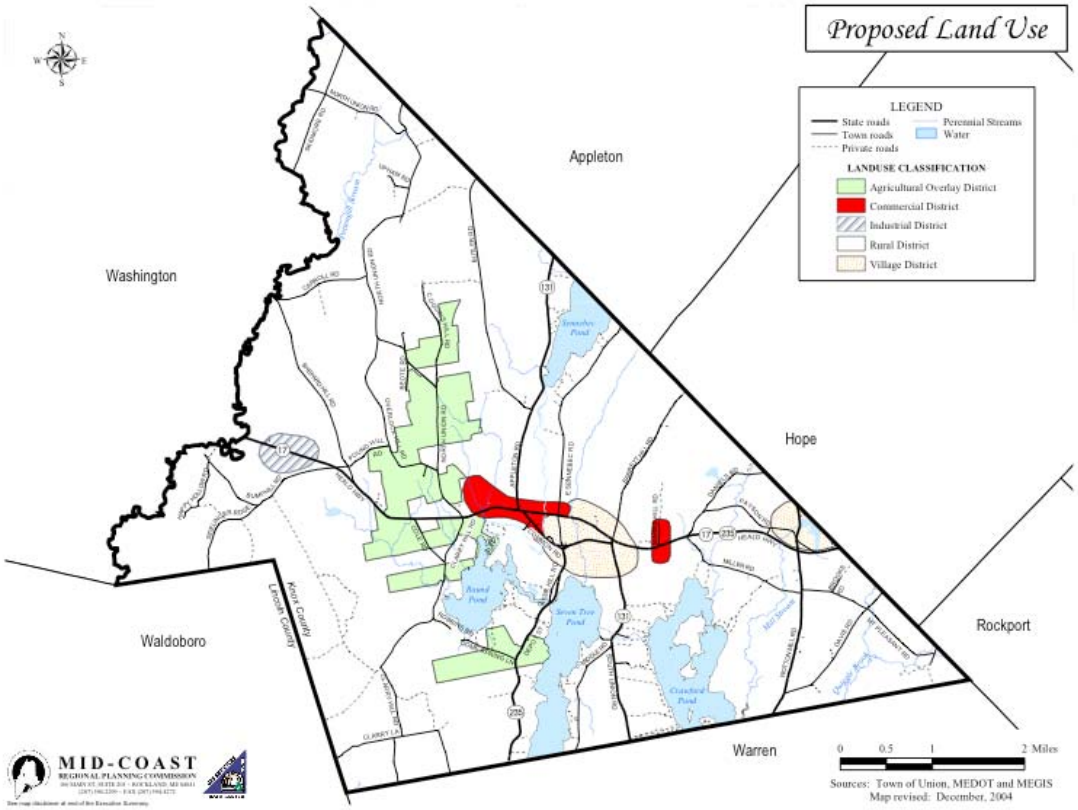

Soil Potential for Low Density Development
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
SOIL POTENTIAL FOR SEPTIC SYSTEMS
High
Medium
Low
Not rated
Appleton
Washington
Hope
Waldoboro
Lincoln County
Rockport
Warren
0 0.5 1 2 Miles
MID-COAST
REGIONAL PLANNING COMMISSION
Sources: USDA-NRCS, MEDOT and MEGIS
Map revised: December, 2004



Land Cover	Acreage	Square Miles	Percentage
Forest	14722.9	23.0	66%
Grassland	4003.5	6.3	18%
Wetlands/Open Water	2724.8	4.3	12%
Developed Land	578.7	0.9	3%
Cultivated	138.1	0.2	1%
Bare Ground	20.2	0.0	0%
Total	22188.2	34.7	100%


High Elevation
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
ELEVATION
Areas above 600 feet
Areas between 400 and 600 feet
Appleton
Washington
Hope
Rockport
Waldoboro
Warren
Knox County
Lincoln County
0 0.5 1 2 Miles
Sources: USGS, MEDOT and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION


Existing Land Use
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
LANDUSE CLASSIFICATION
Commercial/Residential District
High Elevation District*
Industrial District
Rural Area
Shoreland Zoning
Village Residential District
* Elevation greater than 400 feet.
Appleton
Washington
Hope
Waldoboro
Rockport
Warren
Knox County
Lincoln County
0 0.5 1 2 Miles
Sources: Town of Union, DEP, MEDOT and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION


Proposed Land Use
LEGEND
State roads
Town roads
Private roads
Perennial Streams
Water
LANDUSE CLASSIFICATION
Agricultural Overlay District
Commercial District
Industrial District
Rural District
Village District
Appleton
Washington
Hope
Waldoboro
Rockport
Warren
Knox County
Lincoln County
0 0.5 1 2 Miles
Sources: Town of Union, MEDOT and MEGIS
Map revised: December, 2004
MID-COAST
REGIONAL PLANNING COMMISSION

Appendix A. Survey of Union Residents

In 2002, the Town of Union Comprehensive Plan Committee conducted a survey of Union residents to solicit their views on a range of topics that are addressed in this plan. The policies and recommendations suggested in this Comprehensive Plan are based in part on the results of this survey, together with public hearings and other forums for exchanging views and soliciting feedback. Survey results are compiled in this appendix, and are referenced throughout the plan.

Part A. Future Growth and Development

1. Assuming that the population of the Town continues to grow, what kind of housing development would you like to see in Union?

Housing	**Favor**		**Oppose**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Single-family homes	147	95.5%	1	0.6%	6	3.9%	154
Two-family homes	99	67.3%	22	15.0%	26	17.7%	147
Multi-family homes	45	30.6%	65	44.2%	37	25.2%	147
Mobile Home Park	21	13.3%	115	72.8%	22	13.9%	158

2. Would you like to see any of the following businesses or industries move into town, or expand if they already exist?

Industry	**Favor**		**Oppose**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Research firms	99	66.0%	28	18.7%	23	15.3%	150
Boat building	97	66.0%	26	17.7%	24	16.3%	147
Craft industries	126	80.3%	17	10.8%	14	8.9%	157
Manufacturing	79	51.6%	42	27.5%	32	20.9%	153
Warehousing	58	42.0%	52	37.7%	28	20.3%	138

Other (specify): Pharmacy (1)

Trade and Services	Favor		Oppose		Undecided		Total
	Num.	%	Num.	%	Num.	%	Num.
Retail stores	115	53.5%	22	10.2%	78	36.3%	215
Repair services	127	82.5%	12	7.8%	15	9.7%	154
Motor vehicle sales	49	34.5%	69	48.6%	24	16.9%	142
Construction	80	56.3%	35	24.6%	27	19.0%	142
Professional services	136	91.3%	5	3.4%	8	5.4%	149
Banking	79	59.0%	50	37.3%	5	3.7%	134
Fast-food restaurants	36	22.6%	94	59.1%	29	18.2%	159
Sit-down restaurants	118	76.6%	22	14.3%	14	9.1%	154
Medical	136	88.3%	8	5.2%	10	6.5%	154

Other (specify): None

Tourism and Recreation	Favor		Oppose		Undecided		Total
	Num.	%	Num.	%	Num.	%	Num.
Marinas	33	23.6%	80	57.1%	27	19.3%	140
Hotels, inns, motels	59	40.4%	63	43.2%	24	16.4%	146
Bed and breakfasts	126	86.9%	12	8.3%	7	4.8%	145
Time-share units	22	16.2%	90	66.2%	24	17.6%	136
Amusements	48	31.6%	82	53.9%	22	14.5%	152
Dance Hall	46	31.7%	78	53.8%	21	14.5%	145

Other (specify):

1. Favor recreation for youth.
2. No chain Motels.
3. (dance hall) non smoking and non-alcoholic.

Resource Extraction and Production	Favor		Oppose		Undecided		Total
	Num.	%	Num.	%	Num.	%	Num.
Aquaculture	69	54.8%	33	26.2%	24	19.0%	126
Forestry operations	90	59.2%	41	27.0%	21	13.8%	152
Wood processing	86	58.1%	36	24.3%	26	17.6%	148
Farming	146	92.4%	5	3.2%	7	4.4%	158
Processing farm products	110	71.0%	26	16.8%	19	12.3%	155

Other (specify):

1. Oppose further mining operations.
2. Favor Organic farming
3. Lumber business

3. Should the Town encourage the development of affordable housing?

Encourage Affordable Housing	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	91	53.8%	41	24.3%	37	21.9%	169

Comments:

1. No-Not if it means tax incentives paid by us. But Encourage homes, not trailers, Zone for type of home

4. Do you feel that commercial / business development should be encouraged, in order to create more jobs in town and to share the tax burden with homeowners?

Encourage Commercial/ Business Development	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	109	66.1%	36	21.8%	20	12.1%	165

5. The State requires the towns to adopt measures to protect farmland. How do you think we should do that?

1. Tax incentives, crop start up incentives. Tax breaks given to business but not the foundation elements of the community
2. Encourage businesses to buy local produce
3. Follow state guidelines
4. All ready done
5. Tax breaks/initiatives for farmers. Farm acreage must be kept intact
6. Legislature changing tree growth too fast.
7. People in town should make a commitment to buy local products, esp. organic.
8. Assess profitability of current farms in Union. Address problems; see that they are producing what they need to produce to stay in business.
9. As well as you possibly can.
10. Let the farmers do what is necessary to make a living.
11. Do not regulate them out of caring for their fields and their animals.

6. Would you like to see more publicly owned shoreline?

More publicly owned shoreline	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	70	48.3%	56	38.6%	19	13.1%	145

7. Should the Town provide and maintain rights-of-way for public access to the shore?

Rights-of-way for shore access	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	121	72.9%	21	12.7%	24	14.5%	166

8. Should the Town encourage the preservation of its historic sites and buildings?

Preserve Historic Sites and Buildings	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	151	90.4%	9	5.4%	7	4.2%	167

9. Would you like to see more subdivisions developed within the Town boundaries?

More subdivisions	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
	26	16.7%	93	59.6%	37	23.7%	156

Comment: Only if accessible open land is maintained

10. Would you like to see any of the following protected from development?

Protected from development	**Yes**		**No**		**Undecided**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Undeveloped shoreland	100	68.5%	23	15.8%	23	15.8%	146
Forested land	92	67.2%	28	20.4%	17	12.4%	137
Blueberry land	103	72.5%	27	19.0%	12	8.5%	142
Wetlands (marshes, bogs, etc)	114	79.2%	15	10.4%	15	10.4%	144
Scenic vistas and natural areas	116	84.7%	12	8.8%	9	6.6%	137
Wildlife habitat	116	85.3%	10	7.4%	10	7.4%	136

Other (specify):

1. Farmland-Yes Shoreland
2. People pay taxes should be able to do whatever they want to & how as long as within state guidelines
3. Properly controlled at mill in E. Union the brook is & sides being flooded, washing trees, bank into brook
4. Along with commitment to local organic food, this is my highest priority

5. Anything you can save.
6. Only if it stays in private ownership. No state or federal government involvement.

11. What methods should the Town consider to protect any of the areas which you checked in the previous questions?

Method	Area Listed
Town acquisition	Shoreland; give back to family first, Scenic vistas
Ordinance	Wildlife habitat; All; No
Easements	1 Wetland, scenic vista 2 No
Tax adjustments	1 Forested land 2 Farmland; Undeveloped Shoreland; Yes
Deed restrictions	No

Other (specify):

1. Follow state guidelines
2. Walk the brook
3. All of the above
4. Blueberry

12. If there are any particular scenic and natural areas in the Town which you believe should be protected, please identify them:

5. Scenic-Clarry Hill, Coggins Hill
6. I would love to see the Dolhams protect that view up 7 tree but we can't force the, nor anyone & I don't want to pay
7. Clarry Hill
8. The Common, Seven Tree Pond public area has a seedy reputation. The improvements to boat access area on Sennebec Lake, Rt 131.
9. I feel communities should be protected from eyesores such as the Doucette residence on the Davis Road

13. Please indicate your opinion of the following Town ordinances:

Ordinances	**Need Additional Regulations**		**Too restrictive**		**Generally adequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
Land Use	34	31.2%	20	18.3%	55	50.5%	109
Shoreland Zoning	28	26.2%	22	20.6%	57	53.3%	107
Site Plan Review	26	25.7%	17	16.8%	58	57.4%	101
Subdivision	43	44.3%	19	19.6%	35	36.1%	97

14. What other ordinances do you feel the Town should have?

1. Regarding particular types of sprawl, setbacks, industrial, residential w/ commercial
2. Abide by the state
3. None
4. Protect communities from eyesores. I would restrict trailers in favor of more attractive low cost housing.

15. Other issues which you would like the Comprehensive Plan to address:

1. Wording the way the planning (board?) should interpret the ordinances + not rely on DEP;
2. Public walkways/paths around the town. I would like to see a path/walkway from the Common down to Seven Tree Pond.
3. Go by state laws, less is better then more tax.
4. Ordinance against barking dogs, day or night.

Part B. Evaluation of Existing Services

Please indicate your opinion of the following public and private services.
Please explain your views under "additional comments."

1. Human Services	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
1.1 Health Services	61	45.9%	62	46.6%	10	7.5%	133
1.2 Services for Youth	39	26.4%	85	57.4%	24	16.2%	148
1.3 Services for Elderly	47	33.3%	87	61.7%	7	5.0%	141
1.4 Library Services	73	52.1%	62	44.3%	5	3.6%	140

1.5 Other (specify):

1. Public safety-Inadequate;
2. Youth, elderly and library services have to be determined by those involved. Health, I don’t think Union can do much, It’s a national problem;

2. Municipal Services	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
2.1 Fire Department	136	88.9%	10	6.5%	7	4.6%	153
2.2 Ambulance Service	129	84.9%	14	9.2%	9	5.9%	152
2.3 Road Maintenance	87	55.1%	60	38.0%	11	7.0%	158
2.4 Public Schools	100	67.1%	39	26.2%	10	6.7%	149
2.5 Public Water Supply	91	71.7%	28	22.0%	8	6.3%	127
2.6 Solid Waste	106	80.9%	21	16.0%	4	3.1%	131
2.7 Snow Plowing/Sanding	112	71.3%	35	22.3%	10	6.4%	157
2.8 Animal Control	112	84.2%	9	6.8%	12	9.0%	133

2.9 Other (specify):

1. Police protection by sheriff dept + state police-Totally inadequate. In most towns the selectmen run the town and steer its course but in this town the town manager runs it and lives out of town.
2. (2.6-Solid waste)-needs to find better or less dollars.
3. (2.8-Animal Control)-Should be for domestic animals only.
4. Hutch does a good job but would like roads redone as scheduled, my road supposed be done 3 years ago still not done. Loose dogs in woods (daytime) East union Feb.-Mar.-April- No guides + nighttime let loose.
5. Snow plowing too good, be nice to be snowed in for a day.
6. Schools can always use more services.

3. Recreation	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
3.1 Facilities	56	39.7%	72	51.1%	13	9.2%	141
3.2 Programs	54	39.1%	75	54.3%	9	6.5%	138
3.3 Parks	61	47.3%	57	44.2%	11	8.5%	129
3.4 Water Access	74	52.9%	59	42.1%	7	5.0%	140

3.5 Other (specify):

1. If Ayer Park was recognized as much in the town budget as the tennis court it would become a jewel to the town
2. I strongly believe that the skateboard park that is being talked about is a good idea, we should build it.
3. We need a proper skateboarding park, run exactly like the one in Camden.
4. Need more parks and water access.

4. Transportation	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
4.1 Bus	37	34.9%	23	21.7%	46	43.4%	106
4.2 Cab	36	34.3%	25	23.8%	44	41.9%	105

4.3 Other (specify):

1. Are their any?
2. Don't know.
3. There is basically no transportation

5. Possible New Town Services	**Adequate**		**Needs Improvement**		**Inadequate**		**Total**
	Num.	%	Num.	%	Num.	%	Num.
5.1 Police Protection	82	62.6%	33	25.2%	16	12.2%	131
5.2 Sewage Disposal	88	73.3%	23	19.2%	9	7.5%	120
5.3 Recreational Pathways	47	34.1%	65	47.1%	26	18.8%	138

5.4 Other (specify):

1. Try a weekend shuttle service to Rockland + Camden

2. Farmland & affordable housing
3. (Police)-State, county, Rockport, Rockland, there are enough Police
4. (Sewage)-I pay for my septic it's not the towns place,
5. (Rec.Pathways)-This is for private groups to initiate.

Which of the above services would you support improving through the use of tax dollars?

1. Police protection + recreational facilities
2. Farmland by which is less or follow state rules & laws
3. None
4. None.
5. None.
6. None-WE should be as helpful as possible, permits, planning input, etc.
7. Reuse/Recycling, rec, pathways, alternative to using cars.
8. Saving open space for parks, pathways, schools.
9. Police protection.

Additional comments:

1. Please read this and listen to the future. The Comprehensive Plan + the way it is interpreted may be the most important issue facing this town

Part C. Community Priorities

1. What do you like best about living in Union?

1. I like the community spirit + the way the people come together for one another during tragedies + death
2. Christmas is also a special treat, it is the definition of a fine small town
3. Not Much
4. Rural
5. It is rural
6. Our farm, good neighbors, healthy air, good library, restaurants, our Post office
7. Beauty, family, friendly but not intrusive
8. Union Common, Beautiful
9. The closeness of the community-the people are there to help those that need it.
10. Lakes, rolling hills
11. Beautiful, Quiet
12. Always lived here, why move

2. What do you like least about living in Union?

1. The total disregard for the residents when people speed through the town + the inability of the selectmen to call the sheriff dept to task + address the situation. Also a bit scared of the planning + the way they interpret the comprehensive plan

2. Depends how U spell your name & who you are. Not very fair.
3. Too many people want to change it to conform to the community they left behind them.
4. No pharmacy or department store
5. No problem
6. Taxes-too much % off for businesses + we have to pay for them.
7. Taxes
8. Rt. 17
9. Needs decent restaurant, no movie theater
10. Influx of trailers, unkempt homes

3. What do you consider the single most important issue / problem facing the Town?

1. Sprawl + the inability to control it or see it before it happens!
2. Union making to many rules, getting bigger, I want less government.
3. No problems
4. Growth, urban sprawl, Loss of Farmland
5. Restraining Development
6. We didn't need another convenience store, we had all we needed.
7. Taxes
8. Maintaining clean, healthy environment, water, air, land
9. That outsiders move in to get away from the cities and then try to make our small town a replica of what they left behind.
10. Watching that the building frenzy in our area is thought out carefully before we have created a new town that no one likes, too fast!
11. Loss of beauty, open space, unregulated growth

Appendix B. Town Government

Introduction

The Town of Union is governed by the Town Meeting/Selectmen/Town Manager form of government, a form of government found in Maine since it was a part of the Massachusetts Bay Colony. The annual Town Meeting, held in June since 1995, has often been termed the purest form of democracy, in which the voters can participate directly not only in the voting but also in discussion of the issues. Special Town Meetings are held only for emergencies.

The Town Office has been occupied since December 7, 1987. It is a new and energy efficient building, designed to respect the traditional architecture of Union, and is located on 20 acres. The building includes offices, meeting rooms, two vaults and the fire and ambulance station. Office hours are 9:00 A.M. to 4:00 P.M., Monday through Friday. The office is closed on holidays.

Governmental Structure

This chapter describes the structure used to carry out the daily activities of the Town of Union. In general, positions and boards are described in the order in which they appear in the annual Town Report.

Selectmen, Assessors and Overseers of the Poor

Five elected individuals comprise the Board of Selectmen. Elections are staggered, with three selectmen elected for three-year terms and two selectman elected for two-year terms. At present, each Selectman is also an Assessor and Overseer of the Poor, holding these three offices concurrently.

Selectmen perform the executive functions of town government by administering, enforcing and carrying out the decisions made at Town Meetings. They authorize the expenditure of funds, and oversee preparation of the budget by the Town Manager for review by the Budget Committee and submission to the Town Meeting.

The Selectmen normally meet on the first and third Tuesdays of each month at 7:00 P.M. Meetings are public and agendas are posted in advance of the meetings. Special meetings are occasionally held at other times. Selectmen elect their own Chairman amongst themselves.

The Board of Assessors sets policy regarding real and personal property valuations, and acts upon such matters as abatements and veterans' exemptions. Since 1995, the Assessors have contracted with an Assessor's Agent, who currently works an average of 1.5 days per week in response to the workload.

The Overseers of the Poor appoint an administrator of General Assistance, who is the Town Manager.

Town Manager

Since 1994, a Town Manager appointed by the Selectmen has been responsible for actually preparing the budget under the auspices of the Selectmen, handling expenditures in accordance with the approved budget, carrying out policies established by the Selectmen, and administering day-to-day operations of the municipal office. The Town Manager also serves as Deputy Treasurer, Deputy Tax Collector, Deputy Town Clerk, Deputy Registrar, Alternate Code Enforcement Officer, Alternate Licensed Plumbing Inspector, Personnel Director, Road Commissioner, and General Assistance Administrator.

Town Clerk/Tax Collector

These two offices are appointed for a one-year term. The same person fills both offices. Currently this is a full-time, paid position. The Town Clerk's duties include opening and recording Town Meetings, providing absentee ballots, overseeing polling place during elections, swearing in all other elected officers and appointed officials, recording vital records (births, deaths and marriages), issuing marriage licenses, dog licenses, hunting licenses, and serving as an agent of the State by licensing motor vehicles, all-terrain vehicles and snowmobiles.

The Tax Collector's duties include collection of real estate taxes, attachment of real estate tax liens, and collection of excise taxes for vehicles and boats. The Town Clerk/ Tax Collector serves as Assistant Treasurer.

Treasurer

This is an elected, full-time, paid position, with a one-year term. Duties include paying Town bills after authorization by the Selectmen, and maintaining Town financial records. The same person serves as bookkeeper. The Treasurer serves as Assistant Town Clerk/Tax Collector.

Secretary to the Selectmen

This position is appointed by the Town Manager, with a one-year term. It is a part-time, paid position. The person holding this position is responsible for recording minutes of Selectmen's meetings, and also serves as Assistant Town Clerk/Tax Collector and Assistant Treasurer.

Registrar of Voters

This position is appointed by the Town Manager, with a one-year term. Duties include voter registration and keeping records of voters. The position is currently filled by the part-time Office Clerk.

Election Clerks

This position is appointed by the Town Manager, with a two-year term. There are twelve persons serving as clerks. These are part-time, paid positions. Duties include observing voting and counting ballots following elections.

Road Commissioner

This position was consolidated into the Town Manager's position in 1994, when the position of Town Manager was created. At the same time, the position of Public Works Supervisor was established as a full-time, paid position, with duties including administration, supervision and operation of the Public Works Department. The Department currently has three employees (driver/operators) in addition to the supervisor.

Fire Chief/Fire Warden

This is a part-time position, appointed by the Town Manager to serve at will. Duties include administration, training, budgeting and supervision of the Fire Department. A stipend for this position is set at Town Meeting.

Two Deputy Fire Wardens are appointed by the Warden and confirmed by the Town Manager for one-year terms.

Assistant Fire Chief

This position is appointed by the Town Manager. Principal duty is to assist the Fire Chief.

Ambulance Director

This is a part-time position, appointed by the Town Manager. A stipend is set by Town Meeting. Duties include administration, budgeting and training of the Ambulance Service.

Civil Emergency Preparedness Director

This is a part-time position, appointed by the Town Manager. A stipend is set by Town Meeting. This official prepares emergency response plans for various types of civil emergencies and, in the event of an emergency, would oversee the implementation of those plans. He attends monthly training sessions provided by Knox County.

Code Enforcement Officer

This is a paid, full-time position, appointed by the Town Manager for a one-year term. This officer enforces the Town's Land Use Ordinance and Subdivision Ordinance and issues Building Permits. On-site inspections are performed as needed to assure compliance with laws, ordinances and permits. The Code Enforcement Officer also serves as the Building Inspector.

Local Plumbing Inspector

This position is appointed by the Town Manager, and is filled by the Code Enforcement Officer. This State-certified officer enforces the State Plumbing Code and plumbing-related portions of Town Ordinances. He issues permits for interior and exterior plumbing and performs on-site inspections.

Alternate Plumbing Inspector

This position is appointed by the Town Manager for a one-year term. This officer performs the duties of the Local Plumbing Inspector when that officer is unavailable.

Health Officer

This is a part-time position, appointed by the Town Manager. A stipend is set by Town Meeting. This officer monitors the general health of Union citizens and is empowered to act in the event of epidemics or other threats to health such as unsanitary conditions, water pollution and contagious diseases.

Director of Cemeteries

This is a part-time position, appointed by the Town Manager. A stipend is set by Town Meeting. The Director supervises maintenance, repairs and interments at the Town's five cemeteries (Common, Lakeview, Sidelinger, Skidmore and East Union), sells burial plots, and maintains records concerning the cemeteries.

Sealer of Weights and Measures

This position is appointed by the Town Manager for a one-year term. This official tests fuel pumps where fuel is sold to the public, and tests scales for accuracy where charges are made to the public based on weights. He maintains records of such tests, and collects fees for tests performed. Pumps and scales must be tested for accuracy at least once annually.

Directors of Maine School Administrative District 40

Three members are elected by the citizens of Union to serve staggered three-year terms on the 16-member Board of Directors of S.A.D. 40, which administers the district's K-12

public school system. S.A.D. 40 includes the towns of Union, Washington, Warren, Waldoboro, and Friendship. The district has a student population of approximately 2100, a staff of about 400, and an annual budget of approximately $18 million.

Budget Committee

This is a twelve-member committee, of which four members are nominated from the floor at Town Meeting and elected each year for staggered 3-year terms. This committee reviews and makes recommendations on articles for Town Meeting warrants which affect the Town's finances.

Trustees of Cemetery Trust Funds

This is a body of three trustees, nominated and elected from the Town Meeting floor to staggered three-year terms. Duties include supervision of the investment of various cemetery trust funds, the incomes from which help to support care and maintenance of the Town's cemeteries.

Animal Control Offices and Assistant Animal Control Officer

As of 2004, these are part-time, paid positions, appointed by the Town Manager for one-year terms, and shared with Appleton and Hope under an interlocal agreement. The Animal Control Officer and Assistant Animal Control Officer respond to complaints and situations involving animals that are abandoned, injured, and diseased, or causing a nuisance or danger to persons and/or property.

Planning Board

This Board consists of seven members, appointed by the Selectmen to staggered five-year terms. Principal duties include processing of applications for a wide range of proposed land use activities, including all commercial land uses, as well as residential uses in the shoreland areas around the lakes and rivers. The Planning Board also makes recommendations to the Selectmen and the Town Meeting for changes and extensions to the Town's Land Use Ordinance and related ordinances.

Appeals Board

This Board consists of seven members, appointed by the Selectmen to staggered five-year terms. Duties include reviewing and deciding on appeals for variances from the Town's land use ordinances, and appeals from the decisions of the Planning Board and the Code Enforcement Officer.

Conservation Commission

This commission consists of three members, appointed by the Selectmen to staggered three-year terms. The commission has certain statutory duties, and also acts on environmental, recreational, and land use planning functions concerning natural resources.

Parks and Recreation Committee

This committee consists of five members, appointed by the Selectmen to staggered five-year terms. The committee oversees the Town's recreational facilities and programs.

Scholarship Committee

This committee consists of three members, appointed by the Selectmen to one-year terms. The committee acts on various scholarships funded by bequests and gifts to the Town.

Comprehensive Planning Committee

This is an ad hoc committee, appointed by the Selectmen. The committee is responsible for drafting a Comprehensive Plan for the Town in accordance with Maine's Growth Management Program. The committee works with the various Town Boards and Departments, and with the citizens of the Town through public hearings and public participation in its regular committee meetings. After a succession of public hearings and review by the State Planning Office, the draft plan is presented to the Town Meeting for approval.