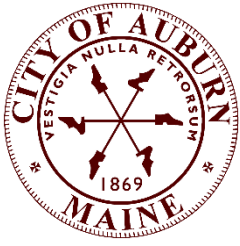


**City Council Workshop
June 22, 2021
Agenda**

5:00 P.M. City Council Workshop

- A. Lake Auburn Study
- B. ARPA Funding Discussion
- C. Comp Plan Discussion



**City of Auburn
City Council Information Sheet**

Council Workshop or Meeting Date: 6/22/2021

Author: FB Environmental Associates

Subject: Presentation: Evaluation of Ordinances Applicable to the Protection of the Lake Auburn Watershed

Information:

FB Environmental, along with consultant team members Horsley Witten Group and the University of Maine, will present the Council with results of a project analyzing the environmental, economic, and regulatory impacts of water supply protection in the Lake Auburn watershed. The team employed a computer model to quantify delivery of phosphorus, a contaminant known to cause or exacerbate the growth of algae and cyanobacteria in lakes, to Lake Auburn under current conditions and projected conditions into the future (year 2100) under several scenarios of growth, including a “business as usual” regulatory changes that would relax or tighten restrictions on new development. The threshold of 10 parts per billion of total phosphorus (annual average) emerged from the modeling as a level above which algal blooms would become more frequent, likely causing taste and odor complaints and possibly including cyanobacteria with toxic byproducts – but notably, not triggering violations of the filtration waiver. Total phosphorus in the “business as usual” model scenario climbs to nearly 10 parts per billion by 2100, even including aluminum treatments at regular intervals. The “maximum development” model scenario, where development codes are loosened, pushes the lake above the 10 parts per billion threshold by 2100 despite the benefit from aluminum treatment, and very likely requires a filtration plant. Low impact development techniques were applied to both scenarios and achieved modest phosphorus load reductions. The most important drivers of high phosphorus loads were the number of new buildings, and the amount of agriculture (row crops and livestock). Tax revenue increases from development were roughly offset by the additional costs of treatment in the “maximum development” scenario. The team will present the Council with preliminary recommendations following from this analysis.

City Budgetary Impacts:

N/A

Staff Recommended Action:

N/A

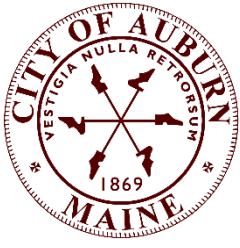
Previous Meetings and History:

None

City Manager Comments:

I concur with the recommendation. Signature:

Attachments:



**City of Auburn
City Council Information Sheet**

Council Workshop or Meeting Date: Workshop 6/22/2021

Author: Phil Crowell, City Manager

Subject: American Rescue Plan Act

Information: The information below is from the U.S. Treasury:

On June 17, 2021, the U.S. Department of the Treasury (Treasury) released the [Compliance and Reporting Guidance](#) (Reporting Guidance) for the [Coronavirus State and Local Fiscal Recovery Funds](#) (SLFRF) authorized by the American Rescue Plan Act. This SLFRF provides \$350 billion in emergency funding for eligible state, local, territorial, and Tribal governments to help turn the tide on the pandemic, address its economic fallout, and lay the foundation for a strong and equitable recovery.

The Reporting Guidance, which builds on [the Interim Final Rule](#) (IFR) issued on May 10, requires program and performance reporting to build public awareness, increase accountability, and monitor compliance of eligible uses. Further, the Reporting Guidance provides additional details about each recipient's compliance and reporting responsibilities under the SLFRF.

The city is currently in discussions with the City of Lewiston, Androscoggin County, AVCOG, Lewiston Auburn Metro Chamber, Central Maine Community College, and our congressional representatives. A summit was held to discuss future projects which could benefit the region. Future meetings are being planned to

It will be important for the city to begin identifying qualified projects for consideration. We are under no immediate deadline. Our funds will not need to be obligated until 2024.

The mayor and the city manager will give general concepts for consideration.

City Budgetary Impacts:

N/A

Staff Recommended Action:

Discussion only

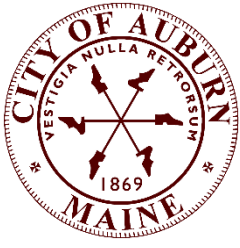
Previous Meetings and History:

None

City Manager Comments:

I concur with the recommendation. Signature: *Phillip Crowell Jr.*

Attachments:



City of Auburn City Council Information Sheet

Council Workshop or Meeting Date: June 22, 2021

Author: Megan Norwood, City Planner

Subject: Comprehensive Plan Update/Deliverables from June 16, 2021 Meeting

Information: In November of 2020, the City Council voted to create a Comprehensive Plan Workgroup and upon consensus agreed to focus on revising/adding the following topics in the 2010 Comprehensive Plan:

1. Future Land Use Map – Potential Turnpike Exit near 136 and/or South Main Street.
2. Future Land Use Map – Industrial Transition Zone near Broad and South Witham Road. Council, Planning Board, Staff and Landowners have considered this as a potential residential growth area that would require less infrastructure than an industrial change. Easy Turnpike access from Exit 75.
3. Future Land Use Map – Consider expanded downtown form-based code to reduce setbacks and density limitations in urban neighborhoods. Ensure consistency with existing development patterns or forge new direction in certain areas.
4. Future Land Use Plan/Map - Review to see if a reduction in the number of proposed Zoning Districts is feasible.
5. Future Land Use Map – Downtown. Review current tasks, progress to date and adjust policy as needed with a focus on walkability, livability and economic expansion opportunities.
6. Gateways/Fragmentation - Looking at the proposed Future Land Use Map for access points to the City and their designated zoning to reduce fragmentation in the City.
7. Recreation and River Access. Review status, identify opportunities, needs and update implementation plans. Include recreation open space priorities, resource access and policy towards subdivision requirements that currently pose a challenge to urban developments.
8. Promoting Food Access and Growing the Agricultural Economy.
9. Equity - Researching to see if anything in the Comprehensive Plan currently promotes inequity in the City.

The workgroup split up into three “sub-workgroups” to focus on the three topic areas identified above: Turnpike Interchange, Future Land Use Map Updates and Recreation/Food Economy. At their May 20, 2021 meeting the group voted to move the revisions to the Recreation/Open Space chapter forward to City Council and Planning Board. The City Council began discussing the draft at their June 7, 2021 meeting and the Planning Board discussed as a workshop at their June 8, 2021 meeting. A Public Hearing with a recommendation from the Planning Board is scheduled for their July 13, 2021 meeting.

At the June 16, 2021 meeting of the Comprehensive Plan Workgroup, the group voted unanimously to move the Transportation Chapter (with edits reflecting the turnpike interchange), Future Land Use Plan (Chapter 2)

and the accompanying map (link: <https://experience.arcgis.com/experience/dde78bd6cd23476e9c9ec53744b9f6ab>) and a new chapter Food Access/Growing the Agriculture Economy forward to the City Council and Planning Board.

City Budgetary Impacts: N/A

Staff Recommended Action: We recommend the City Council vote to send these three chapters to the Planning Board for a recommendation at their July 13, 2021 meeting.

Previous Meetings and History: May 20, 2021 – Comprehensive Plan Workgroup, June 7, 2021 – City Council Meeting, June 8, 2021 – Planning Board Meeting, June 16, 2021 – Comprehensive Plan Workgroup.

City Manager Comments:

I concur with the recommendation. Signature: 

Attachments: Transportation Chapter, Future Land Use Plan/Map, Food Access/Growing the Agriculture Economy Chapter.

Chapter 2 - Future Land Use Plan

The Future Land Use Plan shows graphically how the City's land use policies apply to the land area of the community, and where and how growth and development should and should not be accommodated over the next decade. The Future Land Use Plan is not a zoning map. It is intended to show, in a general sense, the desired pattern of future land use and development. The intention is that this Future Land Use Plan will guide near-term revisions to the City's zoning ordinance and maps to assure that the City's land use regulations are consistent with the policies set forth in this *Comprehensive Plan*. In addition, by designating transitional districts, the Future Land Use Plan is designed to guide future zoning changes when the circumstances become appropriate.

This Future Land Use Plan reaffirms the basic objective of land use planning, that development in Auburn should grow out from the historic cores (downtown, Danville, New Auburn, West Auburn and East Auburn) and from older established neighborhoods. This policy was originally set forth in the City's first comprehensive plan over a half century ago and has continued to guide the City's land use planning ever since. We continue to believe that growth out from the downtown core and older established neighborhoods provides the most efficient utilization of city services. This plan does not favor "leapfrog" development in the outlying sections of the City. This pattern is often referred to as "suburban sprawl," and is not considered desirable for Auburn. The effect of continuing this long-standing principle is to guide most new development into the area south of Lake Auburn and Taylor Pond and around potential passenger rail and turnpike exits (**See Section G: Transportation Policies**). Figure 2.1 identifies these areas as the City's Growth Area and Limited Growth Area; they are depicted in the brown and tan colors. (Please note: Map update is pending and the referenced figures will need to be revised for the final publication).

The boundaries shown on the Future Land Use Plan are general. They are intended to reflect the general pattern of desired future land use. The allowed uses and development standards set out for each land use designation are intended to serve as guidelines as the zoning ordinance is reviewed and revised. The lists of uses and the discussion of potential development standards are not intended to be all-inclusive. Rather, they are intended to outline the basic character and types of development desired in each land use area to guide the revision of the City's zoning ordinance and other land use regulations. In the preparation of the revised zoning provisions, some of the designations may be combined or rearranged to create a workable number of zoning districts

Organization of the Future Land Use Plan

The Future Land Use Plan is organized around the concept of growth and rural (or limited growth) areas set forth in the state's Growth Management Law. The state defines a "growth area" as an area that is designated in the city's comprehensive plan as suitable for orderly residential, commercial, or industrial development, and into which most development projected over ten years is directed. The state defines a "rural area" as an area that is designated in the comprehensive plan as deserving of some level of regulatory protection from unrestricted development for purposes such as supporting agriculture, forestry, mining, open space, habitat protection, or scenic lands, and from which most development projected over ten years is diverted. The state also recognizes the concept of "transitional areas," or areas that are suitable

to accommodate a share of projected development, but at lower levels than a growth area, and without the level of protection accorded to rural areas.

The terminology of the state law – growth, rural, and transitional – can lead to confusion. The three terms are used to indicate the desired/anticipated level or share of future growth and development that will occur in the three areas -- but the terms do not indicate that in common usage. For example, an undeveloped floodplain within the built-up area might be identified as a non-growth area but labeling it as “rural” can be misleading. Similarly calling an established residential neighborhood a “transitional” area or a “growth” area can also be misleading if the objective is to maintain the neighborhood “as is”.

Future Land Use Categories

For the purpose of the Future Land Use Plan, three basic growth categories are used based upon the standards set out by the state and the desired level of future development in the City (see Figure 2.1 following page):

- 1. GROWTH AREAS** — Areas where the City wants growth and development to occur. The anticipation is that most residential and non-redevelopment over the next ten years will occur in these growth areas.
- 2. LIMITED GROWTH AREAS** — Areas that have limited development potential or that have vacant or under-utilized land where the City desires a limited amount of growth and development over the next ten years.
- 3. NON-GROWTH AREAS** — Areas that are either unsuitable for development or in which the City desires to see little growth and development over the next ten years.

Future Land Use Types

The three categories of growth, limited growth, and non-growth specify where the City wants to accommodate growth and development and where it wants to discourage or prohibit it. The Comprehensive Plan is intended to be a guide upon which zoning ordinances are based and is not intended to serve as a regulatory document. A comprehensive rezoning should be completed after adoption of the Comprehensive Plan to match the suggestions in this plan with flexibility for future changes.

Type A: Development Areas – Areas with a significant amount of vacant or underutilized land that are capable of supporting new residential or nonresidential development in accordance with the City’s land use objectives. New development within these areas is generally encouraged.

Type B: Transition/Reuse/Redevelopment Areas — Developed areas where the City’s policy is to encourage the type of use and/or pattern of development to change over time. New development, redevelopment, or the reuse of existing land and buildings that moves the area toward the desired future use is encouraged. Some transition areas designated in the

Future Land Use Plan identify the desired future use of the area, but the City’s zoning may not be changed until a future point in time when development is appropriate – in a sense these are “planned future transition areas”. The City’s use of the term transition area differs from the way this term is used by the state in the Growth Management Law.

Type C: Protection/Reserve Areas – Largely undeveloped areas that should remain undeveloped for at least the next ten years. These areas include land with significant development constraints that should not be developed, as well as land that is not appropriate for development at this time, but that may be designated for development in the future.

Figure 2.2 on the following page shows the types of land use areas organized by the three growth categories.

Residential Densities

The Future Land Use Plan sets out the recommended pattern and intensity of development in various areas of the City. The Future Land Use Plan establishes the desired maximum intensity or density of residential development in the various land use designations.

The following table sets out the various categories of density used in the Future Land Use Plan. The maximum allowed density is expressed in the number of housing units per acre based on the gross development density. (An acre is 43,560 square feet – the playing surface of a football field is about 1.3 acres). For each density category, a maximum suggested density is provided to allow some flexibility in the establishment of the revised zoning regulations. This is not to imply that the revised zoning should strive to meet the maximum density.

Residential Density Categories	
Category	Maximum Density
Traditional Neighborhood	16 units per acre
Suburban	8 units per acre
Low Density	2 units per acre
Rural	1 unit per 3 acres + additional dwelling unit

Future Land Use Designations

The following sections outline the various land use designations used in the Future Land Use Plan. The designations are organized by growth category and by the type of area. The description of each designation includes a series of land use districts that define the general pattern of development. Each district includes an **objective** for the general pattern and type of development that is desired together with the general types of uses (**allowed uses**) that are

appropriate in the designation and an outline of the **development standards** including the density/intensity of development. The location of these various land use districts are shown on the accompanying Future Land Use Plan Map (see Figure 2.3 on the following page).

In addition to the Future Land Use Map, four detail maps (Figures 2.4, 2.5, 2.6 , and 2.7) show the future land use designations for specific portions of the community, including Downtown, New Auburn, Minot Avenue, and Center Street.

FUTURE LAND USE PLAN VISION STATEMENT:

As a model of carefully managed growth, Auburn seeks to **grow outward from the historic cores within our city** and be known for its **strong, vibrant neighborhoods**. The city is committed to making careful, effective, and **efficient use of land and corresponding services, while strengthening the character of our neighborhoods**, ensuring that resources exist to maintain and enhance the quality of life for current and future residents. Auburn’s continued commitment to **strong community connections**, embracing opportunity, and mindful growth should be **balanced with natural resource conservation** and woven into the city’s unique identity.

1. GROWTH AREAS –

Type A: Development Areas

Designation: Residential

TRADITIONAL NEIGHBORHOOD DEVELOPMENT DISTRICT (TND)

Objective – Allow for the development of a wide range of residential and community uses at a density of up to 16 units per acre in areas that are served or can be served by public/community sewerage and public/community water (see Figures 2.3 and 2.7). New development should be designed to minimize the number of vehicular access points to existing collector or other through roads.

Allowed Uses – The Traditional Neighborhood Development District generally follows the boundaries of the Urban Residential Zoning District, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed within the Traditional Neighborhood Development District:

- Low and High-Density Residential Dwellings
- Home Occupations
- Plant/Crop-Based Agriculture
- Community Services and Government Uses
- Small Offices and Mixed-Use Buildings
- Small commercial operations that do not exceed the average lot size of the neighborhood (or more than two times the average size of the home).

Development Standards – Residential uses should be allowed at a density of up to 16 units per acre with no minimum road frontage required, shared driveways are encouraged. The areas

within the Traditional Neighborhood designation are served by public/community sewer and water. In general, the minimum front setback should be 10 feet. Side and rear setbacks should be 5-15 feet or 25% of the average depth of the lot to establish dimensional standards that relate to the size and width of the lot.

SUBURBAN DEVELOPMENT DISTRICT (SD)

Objective – Allow for the development of a limited range of residential and community uses at a density of up to 6-8 units per acre in areas that are served or can be served by public/community sewerage and/or public/community water (see Figure 2.3). New development should be designed to minimize the number of vehicular access points to existing collector or other through roads.

Allowed Uses – The Suburban Development District generally follows the boundaries of the Multifamily Suburban and Suburban Residential Zoning Districts, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed within the Suburban Development District:

- Low and High-Density Residential Dwellings
- Home Occupations
- Plant/Crop-Based Agriculture
- Community Services and Government Uses
- Small Offices and Mixed-Use Buildings
- Recreational Uses of Land
- Small commercial operations that do not exceed the average lot size of the neighborhood (or more than two times the average size of the home).

Development Standards – Residential uses should be allowed at a density of up to 8 units per acre with no minimum road frontage required, shared driveways are encouraged. In general, the minimum front setback should be 10 feet. Side and rear setbacks should be 5-20 feet or 25% of the average depth of the lot to establish dimensional standards that relate to the size and width of the lot.

Designation: Nonresidential and Mixed Use

FORM-BASED CODE DEVELOPMENT DISTRICT (FBCD)

Objective – Stabilize and promote continued investment in the City's high-density neighborhoods which include a mix of housing types including multi-unit buildings to assure that they remain safe, attractive areas in which residents want to live (see Figures 2.3 and 2.4). To this end, the district should allow property owners to upgrade their properties, and for infill development and redevelopment/reuse to occur, as long as it is compatible with the character of the neighborhood.

Allowed Use – The Form-Based Code Development District generally follows the boundaries of the Form-Based Code (Transects 4.1, 4.2, 5.1, 5.2 and 6), in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed within the Form-Based Code Development District:

- Low and High Density Residential Dwelling Units
- Home Occupations
- Civic Uses
- Office/Service Type Uses

- Retail Type Uses

Development Standards – The reuse/reconfiguration of existing buildings for residential purposes should be allowed without consideration of density/lot size requirements, provided that the building will be renovated, be compatible with the neighborhood, and will meet the City's requirements for residential units, including green space and providing the amount of parking appropriate for the proposed use. The other development standards should be established to reflect the existing pattern of development in these neighborhoods. Any parking requirements imposed should allow for flexibility in meeting the need for parking including the use of municipal parking, shared parking, and similar arrangements.

GENERAL BUSINESS DEVELOPMENT DISTRICT (GBD)

Objective – Allow for the development of a wide range of uses including those that involve the sales of motor vehicles and/or that generate significant truck traffic (see Figures 2.3 and 2.5) the District should allow for both existing and new residential use at a density of up to 16 units per acre.

Allowed Uses – The General Business Development District generally follows the boundaries of the General Business and General Business II (Minot Avenue) Zoning Districts, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed in the General Business Development District:

- Low and High Residential Density Uses
- Retail uses including large-scale uses (>100,000 square feet)
- Personal and business services
- Business and professional offices
- Medical facilities and clinics
- Restaurants
- Hotel, motels, inns, and bed & breakfast establishments
- Low and High-Density Residential Uses
- Community services and government uses
- Research, light manufacturing, assembly, and wholesale uses
- Truck terminals and distribution uses
- Contractors and similar activities
- Motor vehicle and equipment sales
- Motor vehicle service and repair
- Recreational and entertainment uses and facilities

Development Standards – The City's development standards for the General Business Development District should provide property owners and developers flexibility in the use and development of the property. The standards should include provisions to manage the amount and location of vehicular access to the site, minimize stormwater runoff and other potential environmental impacts, require a landscaped buffer along the boundary between the lot and the street, and provide for the buffering of adjacent residential districts.

INDUSTRIAL DEVELOPMENT DISTRICT (ID)

Objective – Accommodate the development and expansion of a wide range of nonresidential industrial-type uses to create employment opportunities and commerce (see Figure 2.3). The land within the district should be viewed as a limited resource that should be carefully managed so that it is not used for activities that can occur in other areas of the City.

Allowed Uses – The Industrial Development District generally follows the boundaries of the Industrial District, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed in the Industrial Development District:

- Industrial uses including manufacturing, assembly, and research and development facilities
- Distribution and storage uses including wholesale sales, warehousing, and truck terminals/distribution facilities
- Transportation facilities including the airport and related uses and transportation terminals and multi-modal facilities
- Office uses
- Building material and lumber yards
- Vehicle and equipment repair facilities
- Hotels and motels
- Community services and governmental uses
- Agricultural uses

Residential uses should not be allowed in this district. Retail and service uses should be limited to activities that primarily support the other uses within the district such as service stations, convenience stores, and restaurants. Other retail and service activities should not be allowed in this district.

Development Standards – The development standards within the Industrial Development District should:

- Establish performance standards to assure that uses are good neighbors and do not create adverse impacts on surrounding properties or the community at-large
- Establish buffers where the district abuts residential districts to minimize the impacts on those residential properties
- Establish site design and landscaping standards to assure that development functions well and is visually attractive when viewed from public streets or other public areas

COMMERCIAL FORM-BASED CODE GATEWAY DEVELOPMENT DISTRICT (WASHINGTON STREET) (CFBCGD-W)

Objective –

To allow for mixed use development while protecting and providing transitions to the abutting residential neighborhoods. Within this area attractive road fronts should be established that enhance a complete street city gateway and provide the essence of a welcoming, vibrant community, with neighborhood and community retail, business and service establishments that are oriented to and built close to the street. The zone is appropriate in areas where a more compact urban development pattern exists or where a neighborhood-compatible commercial district is established which exhibits a pedestrian scale and character. The CFBCGD-W should enhance development and design standards to allow this area to evolve into an attractive gateway into the City. Specifically, a portion of this designation pushes a transformation of Washington Street South/Routes 4 and 100 to a two-lane high-speed connector while Washington Street North Routes 4 and 100 becomes a local connector with future Form Based Code Commercial Development. Residential uses should be allowed at a density of up to 16 units per acre provided they are accessory to commercial uses.

Allowed Uses – The Commercial Form-Based Code Gateway Development District – W generally follows the boundaries of the existing General Business areas along Washington Street, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The Commercial Form-Based Code Gateway Development District – W should allow for medium-scale, multi dwelling development with up to three stories (plus attic space), with multiple commercial uses allowed that mirror existing form based code within the city to include, but not be limited to general offices, government uses, lab and research facilities, low impact industrial, studios, parks and open spaces, veterinary services, medical and dental clinics, general retail, restaurants, schools, churches, convenience stores with gas stations, specialty shops, auto service stations, care facilities, lodging, clinics and hotels.

Development Standards – New development, redevelopment and substantial expansions should be subject to an enhanced set of development and design standards to assure that this area evolves as an attractive gateway. These standards should maintain appropriate setbacks for new development, encouraging shallow or no front setbacks, screen parking areas from Washington Street and provide incentives for the use of shared driveways and curb-cuts. Provisions for on street parking should be encouraged. All uses in this district should be located, sited and landscaped in such as manner as to preserve open space, control vehicle access and traffic and provide adequate buffering and natural screening from Washington Street. This designation is intended for areas near, in, along neighborhood corridors and for transit-supportive densities.

COMMERCIAL FORM-BASED CODE GATEWAY DEVELOPMENT DISTRICT (UNION/CENTER/TURNER) (CFBCGD-UCT)

Objective –

To allow for mixed use development while protecting and providing transitions to the abutting residential neighborhoods. Within this area attractive road fronts should be established that enhance a complete street city gateway and provide the essence of a welcoming, vibrant community, with neighborhood and community retail, business and service establishments that are oriented to and built close to the street. The zone is appropriate in areas where a more compact urban development pattern exists or where a neighborhood-compatible commercial district is established which exhibits a pedestrian scale and character. The CFBCGD-UCT should enhance development and design standards to allow this area to evolve into an attractive gateway into the City. Specifically, a portion of this designation pushes a transformation of the Union/Center/Turner Street neighborhood from a commercial zoning district to a future Form-Based Code Commercial Development District, matching the adjacent Form-Based Code designations. Residential uses should be allowed at a density of up to 16 units per acre provided they are accessory to commercial uses.

Allowed Uses – The Commercial Form-Based Code Gateway Development District – UCT generally follows the boundaries of the existing General Business areas along the Union/Center/Turner Street corridor, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The Commercial Form-Based Code Gateway Development District – UCT should allow for medium-scale, multi dwelling development with up to four stories (plus attic space), with multiple commercial uses allowed that mirror existing form based code within the city to include, but not be limited to general offices, government uses, lab and research facilities, low impact industrial, studios, parks and open spaces, veterinary services, medical and dental clinics, general retail, restaurants, schools, churches, convenience stores with gas stations, specialty shops, auto service stations, care facilities, lodging, clinics and hotels.

Development Standards – New development, redevelopment and substantial expansions should be subject to an enhanced set of development and design standards to assure that this area evolves as an attractive gateway. These standards should maintain appropriate setbacks for new development, encouraging shallow or no front setbacks, screen parking areas from the street and provide incentives for the use of shared driveways and curb-cuts. Provisions for on street parking should be encouraged. All uses in this district should be located, sited and landscaped in such a manner as to preserve open space, control vehicle access and traffic and provide adequate buffering and natural screening from Union/Center/Turner Streets. This designation is intended for areas near, in, along neighborhood corridors and for transit-supportive densities.

VILLAGE OVERLAY AREAS (VOA)

Objective – In residential Future Land Use Districts, small commercial operations should be allowed provided they do not exceed the average lot size of the neighborhood (or more than two times the average size of the home). As part of the comprehensive rezoning, the City should identify village overlay areas where these small commercial operations are most appropriate, such as corner lots. Considerations for appropriate areas should include: frontage on a major arterial as defined in the Comprehensive Plan, access to any required parking be located on the arterial frontage, buffering of any parking areas from lot lines and signage limitations.

PLANNED UNIT DEVELOPMENTS (PUD)

Objective – As part of the comprehensive rezoning process, the City should continue to provide for a greater variety and choice of design for urban and suburban living, to gain efficiencies, to coordinate design development efforts, to consider and make available open space, to utilize new technologies for land development and to offer a flexible alternative to conventional land control regulations by allowing for Planned Unit Developments for residential, commercial and industrial projects. The type and amount of development permitted should continue to be based on the Planning Board's evaluation of the development proposal and the purposes set forth in the 2021 Auburn Code of Ordinances. The City should continue with the four types of Planned Unit Developments: Residential, Recreation/Residential, Commercial and Industrial and apply them to the newly proposed Future Land Use Designations after a comprehensive rezoning has taken place.

2. LIMITED GROWTH AREAS –

Type A: Development Areas

Designation: Residential

LOW DENSITY DEVELOPMENT DISTRICT (LDD)

Objective – Allow for the development of residential and community uses at a density of up to 2 units per acre in areas on the fringe of the built-up area where public services can be reasonably provided, but where public sewerage is not available and is not likely to be available in the foreseeable future (see Figure 2.3). New development should be designed to minimize the number of vehicular access points to existing collector or other through roads. Shared driveways should be encouraged by providing a 20% reduction in lot size and road frontage.

Allowed Uses – The Low Density Development District generally follows the boundaries of the Rural Residential Zoning District, in effect at the time of the 2021 Comprehensive Plan update

(see appendix). The following general types of uses should be allowed within the Low-Density Development District:

- Low Density Residential Dwellings
- Home occupations
- Community services and government uses
- Agriculture
- Small retail shops less than 3,000 square feet or 1.5 times the average size of the home within Village Overlay Neighborhoods.

Development Standards – Residential uses should be allowed at a density of up to 2 units per acre. Lot frontage requirements on existing collector and other through roads should be around 100 feet but should be reduced for lots that share driveways. In general, the minimum front setback should be 20 feet. Side and rear setbacks should be 15-30 feet or 25% of the average depth of the lot to establish dimensional standards that relate to the size and width of the lot.

RURAL DEVELOPMENT DISTRICT (RD)

Objective – Allow for the development of residential uses (primarily detached single family homes) at a density of up to 1 unit per 3 acres with one additional dwelling unit permitted for each home in areas where public/community sewerage and water are not available and not likely to be available in the foreseeable future. New development should be designed to minimize the number of vehicular access points to existing collector and other through roads. Shared driveways should be encouraged by providing for a 50-foot driveway frontage bonus. Setbacks within lots should be maintained.

Allowed Uses – The Rural Development district generally follows the boundaries of the Low-Density Country Residential Zoning District, in effect at the time of the 2021 Comprehensive Plan update (see appendix). The following general types of uses should be allowed within the Rural Development District:

- Low Density Residential Dwellings
- Home occupations
- Community services and government uses
- Agriculture
- Small retail shops less than 3,000 square feet or 1.5 times the average size of the home within Village Overlay Neighborhoods.

Development Standards – The residential density in the Rural District should be one unit per 3 acres. Lot frontage requirements should be around 200 feet but should be reduced for lots that share driveways. In general, the minimum front setback should be 25 feet. Side and rear setbacks should be 15-25 feet or 25% of the average depth of the lot to establish dimensional standards that relate to the size and width of the lot.

3. NON-GROWTH AREAS –

Type C: Protection/Reserve Areas

Designation: Conservation/Open Space

CONSERVATION/OPEN SPACE DISTRICT (COS) Objective – Formally recognize those parcels that are used for cemeteries, water quality protection or are protected for conservation or open space purposes (see Figure 2.3). The land included within this district will change over

time as additional land is conserved. The intent of this designation is to establish a policy that these types of properties/uses should be recognized as important resources and that any significant change in use should be considered a policy decision.

Allowed Uses – The allowed uses within the Conservation/Open Space District should be limited to low intensity recreational facilities and natural resource uses including forestry and food production.

Development Standards – The development standards should provide flexibility for the appropriate use of the land, while protecting its natural resource and ecological values.

AGRICULTURAL/RESOURCE PROTECTION DISTRICT (AG)

Objective – Preserve and enhance the agricultural heritage of Auburn and protect the City's natural resources and scenic open space while maintaining the economic value of the land (see Figure 2.3). The district is characterized by a rural, very low-density development pattern that limits sprawl and minimizes the City's service costs. The district maintains the current rural development pattern allowing for a broad range of agriculture and natural resource-related uses, while restricting residential development. Recreational development is encouraged both as a means of protecting open space, and as a means to provide reasonable public access to outdoor destinations such as Lake Auburn and the Androscoggin River. The Agriculture District is intended to serve as a land reserve, protecting valued community open space and rural landscapes, while maintaining the potential for appropriate future development.

Allowed Uses – The Agriculture District should continue to include the uses allowed in the existing AG/RP zoning district. In addition, a broader range of rural uses should be allowed. Agriculturally related businesses including retail and service activities and natural resource industries should be permitted. The reuse of existing agricultural buildings should be allowed for low intensity non-agriculture related uses.

Residential uses should continue to be limited to accessory residential development as part of a commercial agriculture or natural resource use, not just traditional farms. The criteria for determining when an accessory residential use is permitted should be based on updated standards that consider the economic realities of today's commercial agricultural activities, including outside sources of income and part-time and small-scale commercial operations. Residential development may also be part of a commercial recreational use as part of a planned development in which the recreational open space is permanently preserved.

Development Standards – All new development, redevelopment, and expanded uses in the Agriculture District should be required to meet "best management practices" for stormwater management and environmental protection to ensure adequate protection of natural resources. All development activities in the Agricultural District should be subject to low impact development (LID) standards such as limiting impervious surfaces, minimizing lot disturbances, creating natural buffers, and capturing and treating runoff through filtration measures.

The City should continue to encourage a very low density development pattern as a means of protecting natural resources and preserving the rural character. The basic residential density standard for the current AG/RP zoning district should be maintained. The standards for the development of accessory residential units should provide greater flexibility in the siting of those units. In an effort to place accessory residential development in areas where it will have the least impact on natural resource and/or the agricultural value of the land, the standards should

allow for a waiver or elimination of road frontage requirements and access from a private driveway.

Residential development that is proposed as part of a master planned commercial recreational development should be limited to the same density standard (one unit per 10 acres) as other accessory residential uses, unless necessary for economic reasons to increase the density as a project incentive. A recreational master plan should be required outlining the scope, scale, and location of residential units and ensuring a cluster development pattern in which the majority of the land is retained as recreation/open space. A conservation easement, or other legally binding preservation measure, should be required to permanently conserve the recreation/open space areas.

As part of the 2021 Comprehensive Plan update, it is understood that agriculture and forestry **may not** be profitable in some areas of the City and the existing Agriculture and Resource Protection Zoning, in some cases, eliminates the economic use of private land. The City should create a mechanism in which private landowners can petition the City for a change of use based on the individual circumstances of their lot(s).

The City also recognizes differences between Agriculture and Resource Protection, and as such it is recommended that the districts be treated separately within the zoning ordinance (Agricultural District and Conservation/Open Space District). This committee acknowledges that in practice there is overlap between Agriculture and Resource Protection, and that the conversation about how to distinguish the two should include a broad group of voices including residents, relevant City Committees (Conservation Commission, Agriculture Committee, etc) and experts who can support the City in meeting its goal to untangle these activities.

K. Promoting Food Access and Production and Growing the Agriculture Economy Policies

PURPOSE

The purpose of the Food Access and Production/Growing the Agriculture Economy section is to consider how greater equity in accessing healthy food can be established in Auburn, and to identify tools and strategies for ensuring the continuing existence and growth of the farming and agriculture economy as a way of life in our city, which in turn sustains our population with locally produced and healthy foods. We know that food insecurity is unfortunately a challenge faced by Auburn residents. Income is the greatest indicator of one's health, and US Census data from 2012-2016 indicates on average that 32% of Auburn's population -- nearly 1 of every 3 people -- lives in a household earning less than 185% of the Federal Poverty Level, which is typically the highest threshold for receiving household income-based support such as food assistance and medical coverage (Source: Auburn Economic Data Book, Crossroads Resource Center, 2018). Auburn can work to ensure healthy food is available and accessible to all its residents while also building an economy, including the agricultural sector, which provides households with the adequate wages they need to purchase healthy food.

Goal K.1: Ensure that fresh, local food is equitably accessible to everyone regardless of income or geography.

VISION

Local planning and zoning policies can reduce or reinforce structural barriers that prevent our food supply from being as healthy, equitable, affordable, and resilient as we would like it to be. Policy change that promotes greater access to healthy foods can significantly reduce these barriers. Planning and Economic Development staff, boards and committees, and elected/appointed officials can make and implement long-term decisions for the design of the City and the surrounding region to improve healthy food access, food skills of community members, and the surrounding region's food infrastructure. Systematic assessments that identify barriers and track progress over time are essential for informing all of the goals and strategies below. By including food, equity, and health-related policy and systems changes in planning documents and zoning codes, Auburn can establish:

** Support for food and farm enterprises of all sizes*

- * *Zoning that supports a healthy food infrastructure*
 - * *Access to and preservation of land for food production*
 - * *Development of community food assets (such as community gardens, farmers' markets, food hubs, and pollinator-friendly habitats)*
 - * *Affordable, safe and reliable transportation to food sources*
 - * *Support for growth of local markets that are critical for farm businesses to succeed*
-

POLICIES

K.1 FOOD IS EQUITABLY ACCESSIBLE

Goal K.1: Ensure that fresh, local food is equitably accessible to all, regardless of income or geography.

Objective K.1.1:

Work with organizational partners to gather baseline data about Auburn's food access picture that will help inform future planning.

Strategies to achieve this objective:

Strategy K.1.1.a: Compile data from existing resources and if needed, conduct new research on Auburn's food security indicators (refer to inventories).

Objective K.1.2:

Continue to expand the customer base, accessibility, and affordability of the Auburn Farmers' Market

Strategies to achieve this objective:

Strategy K.1.2.a: Establish programs for low-income customers, vendor recruitment, marketing/promotion investments, and permanent year round indoor/outdoor locations.

Objective K.1.3:

Support practices that facilitate access to healthy food in residential settings:

Strategies to achieve this objective:

Strategy K.1.3.a: Build and encourage partnerships that work to expand residential access to healthy food.

Strategy K.1.3.b: Use a food system lens when planning housing developments to inform site layout, landscape design, residential amenities, and access to retail food sources.

Strategy K.1.3.c: Ensure that future land use designations provide flexibility for sufficient open space for community gardens and private residential gardening plots.

Objective K.1.4:

Review and simplify or remove regulation of food- and farm-related land uses in order to improve the variety and availability of healthy food outlets.

Strategies to achieve this objective:

Strategy K.1.4.a: Support updating local ordinances governing food processing businesses—such as commercial kitchens, flash freezing businesses, small scale home kitchen businesses, and meat processing/butchering enterprises—to increase business growth.

Strategy K.1.4.b: Support updating local ordinances concerning food outlets, such as grocery stores, small food stores, farmers’ markets, seasonal food stands, and farm/food trucks to support growth in the types and number of food outlets throughout the City and their hours and locations.

Strategy K.1.4.c: Support a buy local food campaign that includes a directory of local food producers, where to purchase goods and highlights the value of buying local for economic benefits. Information and advertising about the campaign should be widely distributed to the public using avenues such as social media/websites, public transportation, city buildings and paper handouts.

Strategy K.1.4.d: Support a local food pledge to increase local purchasing by institutions.

Strategy K.1.4.e: Work with producers to determine if a “Grown in Auburn” label/logo for their products would be valuable.

Strategy K.1.4.f: Collaborate with the Auburn School Department to coordinate and increase local food sourcing, utilizing the following programs created to support this work:

- Maine Harvest of the Month
- Local Produce Fund (matching fund for schools to leverage)
- Maine Farm to School Network

Strategy K.1.4.g: Promote Auburn as a regional center for agriculture.

Strategy K.1.4.h: Reliable markets are critical to any business. The City’s Economic & Community Development Department should assist in developing local markets for agricultural products. This could include discussions with grocery store chains, discussions with restaurants and efforts to use more locally produced products in Auburn’s school lunch program.

Objective K.1.5:

Improve access to healthy foods by enhancing transportation systems and infrastructure for transit riders, pedestrians, bicyclists, and motorists.

Strategies to achieve this objective:

Strategy K.1.5.a: Undertake a systematic assessment of the bicycle and pedestrian routes that connect consumers to healthy food sources, including priorities for snow removal during the winter (because some pedestrian routes disappear altogether after a storm), and address deficiencies through physical improvements to bicycle and pedestrian networks.

Strategy K.1.5.b: Assess transportation needs and whether current public transit provides adequate service to stores selling healthy food, and/or farmers markets. Support transit service improvements to connect people at peak times to healthy food sources.

Strategy K.1.5.c: Adopt site design standards for food stores that provide safe and convenient pedestrian access to the front door and bicycle parking.

Strategy K.1.5.d: Collaborate with regional economic development agencies, such as AVCOG, the LA Metro Chamber, and others, on efforts to improve food distribution infrastructure.

Strategy K.1.5.e: Support innovative practices such as mobile food markets and mobile food pantries/food shelves that can bring food closer to under-resourced customers.

K.2 FARMING CAPACITY

GOAL K.2 Strengthen and grow Auburn's existing subsistence, community, and commercial gardening and farming capacity.

Objective K.2.1:

Support the development of ordinance and zoning changes that decrease barriers to food production in all areas of the City.

Strategies to achieve this objective:

Strategy K.2.1.a: As part of this initiative particular emphasis should be placed on permitting season-extension structures (e.g. hoopouses), supporting edible and pollinator-friendly landscaping, allowing on-site sale of goods, and allowances for livestock/fowl (e.g. for chickens, ducks, goats, bees, etc.), and any accessory structure they require, that do not conflict with existing residential land uses

Objective K.2.2:

Grow the productive capacity of commercial farms.

Strategies to achieve this objective:

Strategy K.2.2.a: Inventory existing commercial farms to identify productive capacity, current needs, and anticipated succession plans to support continuity of production.

Strategy K.2.2.b: Work with producers, buyers, and food sector service providers to strengthen existing and develop new local and regional markets, including direct sales, wholesale, and institutional buyers.

Strategy K.2.2.c: Establish economic programs that support the viability of existing and new farms such as:

- Establish a low- or no-interest revolving loan fund to assist new and beginning farmers with getting stable access to land and with equipment startup capital by partnering with businesses, government, farming, banking, land trusts and other organizations;
- Establish a voluntary municipal support program to allow for tax incentives and increased investments;
- Adopt policies and economic incentives needed to attract commercial infrastructure such as storage, refrigeration, processing, or any other type of food infrastructure.

Objective K.2.3:

Continue to support the establishment and maintenance of community gardens throughout the city to provide residents with easy access to healthy food.

Strategies to achieve this objective:

Strategy K.2.3.a: Establish clear policy support for community gardens, while determining the appropriate balance between community gardens and land redevelopment.

Strategy K.2.3.b: Ensure permanent sites and a “no net loss” policy for community gardening space in underserved areas if relocation is necessary.

Strategy K.2.3.c: Where relocation is necessary, strive to relocate in off-seasons, provide clear and early disclosure, and help gardens get established in new locations.

Strategy K.2.3.d: Support a process to add community gardens as a permitted use in all residential areas, with clear site and operational standards.

Strategy K.2.3.e: Continue to utilize organizational partnerships to proactively support community gardens through soil testing, water provision, and continue leasing publicly owned property to community gardens.

Strategy K.2.3.f: Incentivize the integration of community gardens into housing developments and create incentives through density bonuses for community gardens in housing developments.

Strategy K.2.3.g: Encourage single-family subdivisions and multi-family development models that incorporate community gardens.

Objective K.2.4:

Create a land use map that inventories Auburn’s existing and potential food production and processing capacity, which identifies existing food production,

processing and sales locations, and determines good locations for future development of food systems activities.

Strategies to achieve this objective:

Strategy K.2.4.a: This map would include the following information:

- Prime and statewide significant soils
- Existing farmlands and active farms
- Existing community gardens
- Existing food retail/market/farm stand locations
- Designated areas that are being held for future commercial and industrial development (for more information, refer to Comprehensive Plan Section I.2.3.b)
- Open spaces currently owned by the public, land trusts, or other organizations where farming could take place.
- Possible locations for food processing and other “in demand” agricultural services, based on factors such as available resources needed like utilities, transportation access, and land appropriate for development.

Strategy K.2.4.b: Utilize the above map for future land use planning and for identifying priority development locations. This can be used by the City to encourage in-demand food systems development in beneficial areas, and to identify areas where more food production and access can be provided.

K.3 DEVELOPMENT OF PROCESSORS OF ALL SIZES

Goal K.3: Facilitate and support the development of processors of all sizes of healthy food, with special focus on developing those that provide a service which is not adequately available within the region (e.g. involves significant transportation distances or time delays).

Objective K.3.1:

Support the development of local food-processing businesses.

Strategies to achieve this objective:

Strategy K.3.1.a: Develop or expand business grant and loan programs to help with start-up and capital costs .

Strategy K.3.1.b: Support efforts and work to clarify and streamline business-licensing processes for food-processing businesses.

Strategy K.3.1.c: Review local land use restrictions on food-processing businesses to determine whether additional locational flexibility can be provided under appropriate conditions.

K.4 FOOD RELATED ECONOMIC DEVELOPMENT

Goal K.4 Support food-related businesses and initiatives that equitably advance the development of local and regional economies.

Objective K.4.1:

Seek the establishment of more essential service-providing small scale commercial development in the downtown (such as those that offer a variety of healthy, locally-sourced foods).

Objective K.4.2:

Allow production of food on open land, e.g. green spaces, and within/on structures to increase the opportunity for urban farm businesses.

Objective K.4.3:

Pursue activities that both improve healthy food access and advance economic development to include value added venues to existing and new farms.

Strategies to achieve this objective:

Strategy K.4.3.a: Support agritourism efforts as a means of enhancing income streams for small farmers and producers.

Strategy K.4.3.b: Purchase healthy foods from local food businesses when catering events, meetings, and other gatherings.

Strategy K.4.3.c: Review local ordinances to ensure that they do not unduly restrict sidewalk and rooftop dining.

Strategy K.4.3.d: Highlight the region's food culture as a community branding strategy.

Strategy K.4.3.e: Partner with neighboring communities to pursue a regional food marketing strategy.

Strategy K.4.3.f: Support the development of jobs that pay adequate wages ensuring community members can afford to purchase healthy food and support local businesses.

Objective K.4.4:

Take steps to identify and reduce barriers to business creation by other historically marginalized communities (e.g. people of color, low-income, Veterans).

G. TRANSPORTATION POLICIES

PURPOSE

The Transportation section establishes objectives and strategies for the implementation of a safe, equitable, and sustainable multi-modal transportation network that supports the needs of all users and the goals of the City land use plan.

BACKGROUND

The heaviest demand on the transportation system has traditionally been generated by commuters to work. Much of that demand occurs in peak travel hours in the morning and evening. Over the years the locations of employment centers in and around Auburn have changed. Jobs are no longer only located in the downtown core in mills, shops, offices, and retail stores.

Instead, employment has been dispersed to the north around the north Auburn retail district, to the south in industrial parks near the Turnpike interchange, as well as some staying downtown. Many Auburn residents work in Lewiston, where the largest employers in the region are located, or greater Portland, due to Auburn's housing affordability attracting households north. Many people employed in Auburn and Lewiston live in growing nearby suburban towns. Auburn is unavoidably part of a regional transportation network.

The transportation network is affected by the presence of two natural barriers, the Androscoggin River and Little Androscoggin River. The Androscoggin River separates the two largest employment centers, Lewiston and Auburn. Vehicular traffic between the two communities is channeled to four bridges that cross the River. The Little Androscoggin River creates significant gaps in access to land in New Auburn, with Washington Street (U.S. Route 202/Maine Route 4) running north and south to its west.

Transportation Goals:

Goal G.1: Auburn supports real-estate growth patterns that fully utilize the utility of all road networks in the city, making necessary additional connections between road networks to advance this goal. Transportation network expansions are supported by land use changes that result in economically sustainable outcomes.

Goal G.2: Auburn has a well-designed—and functioning road network that safely and equitably moves all manner of users (cars, buses, bikes, and pedestrians) into and through the community while expanding traditional residential neighborhood growth patterns in Danville and New Auburn. Expansions in neighborhood growth are in keeping with traditional transportation network patterns, such as interconnected streets that provide multiple travel patterns, avoiding a rigid hierarchy of streets.

Goal G.3: Auburn remains a multi-modal hub providing access to rail, air, truck, and transit amenities, and seeks to continually improve these connections with economically sustainable expansions where feasible.

Connections to other cities in Maine and New England are limited. Access to the one nearby section of the regional expressway system, the Maine Turnpike, is five miles from downtown Auburn and seven miles from the commercial area north of downtown. With the exception of those employers located in the industrial parks near the Turnpike interchange, connections from the Turnpike to the employment and business centers of both cities are limited and can benefit from a number of changes. Given the open-barrier nature of the Turnpike between Exit 75 Auburn and Exit 86 Sabattus, the lack of access to this transportation capacity limits potential land-use opportunities.

The goals set forth in the City's 2010 Comprehensive Plan, as well as previous planning efforts completed regionally and at a state level call for more direct connections to both Washington Street and the Maine Turnpike, which, in turn, would help leverage the goals of creating gateways along Washington Street (Route 202/100) and Riverside Drive (Route 136).

The ultimate vision would be an extension of Rodman Road through Washington Street northbound, Broad Street, South Main Street, possibly to Vickery Road or nearby, directly tied to a new Exit 77. Neighborhoods with bicycle and pedestrian provision would link to these connector roadways as well as an extension and integration into existing and future off-road and trail networks.

Much of the travel demand in the region takes place in automobiles and light trucks, often with only one occupant. One way to reduce congestion is to reduce the reliance on travel by single occupant vehicles.

One of the recurring themes in the Comprehensive Plan is the interaction between land use and transportation. This Plan seeks to maximize use of the existing transportation capacity in the road network that traverses Auburn and expand as needed to provide access in a way that mitigates unnecessary vehicle trips through residential neighborhoods, where complete streets give equal priority to pedestrians and cyclists. This is achieved in part by protecting the role of control of access highways that move east to west and north to south in Auburn, and through land use policies that prioritize development form.

VISION

Auburn's transportation network of roads, sidewalks, and bike lanes along with rail, air, and mass transit systems provide all users with safe and equitable movement throughout the community and beyond. **Better integration of the interstate system into Auburn's existing road network shall be sought to enhance smart growth infill development.**

The road network is safe and efficient and accommodates drivers, pedestrians, and cyclists. A variety of street connections ensures that traffic moves through the community on various routes, providing appropriate access and suitable traffic flow. It also protects the integrity of established residential neighborhoods and gives

priority to pedestrians, cyclists, and transit (bus, rail, etc.) in the densely built-up areas of the City, such as New Auburn and Downtown Auburn. Major roads provide access through the community to significant local and regional destinations. Collector roads provide links within Auburn that serve the needs of additional traffic created by community and regional growth areas. Local roads provide safe and attractive neighborhood access for all users – drivers, pedestrians, and cyclists.

The community supports long-range transportation planning that is linked to sustainable land use outcomes that mitigate the potential for unsafe routes and to provide for greater regional access. Such planning seeks to push through-traffic out of established neighborhoods and downtowns to make walking and biking and increased commercial activity more inviting. Such planning also involves the Maine Department of Transportation, the Maine Turnpike Authority, the Maine Port Authority, the Northern New England Passenger Rail Authority, the Lewiston/Auburn Complete Streets Committee and other local and regional transportation agencies. It seeks to ensure appropriate turnpike development, ready access, and road infrastructure redevelopment projects that meet the needs of the community and the region.

Auburn prides itself on its role as a regional intermodal hub that includes the potential for high- volume rail and airfreight service. Auburn seeks to implement regional passenger/commuter hub options to expand rail and air travel opportunities that connect Greater Lewiston-Auburn first to Portland and Boston and later to destinations such as Montreal, PQ.

POLICIES

G.1 TRANSPORTATION DEMAND MANAGEMENT

Goal G.1: Auburn supports real-estate growth patterns that fully utilize the utility of all road networks in the city, making necessary additional connections between road networks to advance this goal. Transportation network expansions are supported by land use changes that result in economically sustainable outcomes.

An important mechanism for mitigating potential traffic congestion is integrating land-use objectives complimentary transportation needs and utilizing “transportation demand management,” a strategy to reduce traffic during peak travel hours. Without linking transportation capacity with future growth plans, transportation networks in Auburn may have periods of significant congestion during the AM and PM peak hour periods. The efficiency of the road network can be improved by making strategic new connections, shifting vehicle trips from peak to off-peak periods, and by increasing car- and van-pooling and public transit, including intra and intercity commuter options (bus and rail).

Objective G.1.1:

Manage the share of new vehicle trips during the AM and PM peak hours generated by new nonresidential development.

Strategies to achieve this objective:

Strategy G.1.1.a:

Require that applicants for site plan review incorporate transportation demand management strategies into their traffic study, including the consideration of car- and van-pooling and transit use. Utilize these approaches to manage peak hour trips when possible.

Strategy G.1.1.b:

Require that new nonresidential developments which add a large number of employees include facilities that encourage transportation demand management, such as preferential parking for car and van pools, and transit stops where feasible.

Objective G.1.2:

Reduce the number of vehicle trips during the AM and PM peak hours generated by existing major employers (more than 50 employees).

Strategies to achieve this objective:

Strategy G.1.2.a:

Develop a program to work with major employers to explore the feasibility of implementing transportation demand measures such as car- and van pools, and/or shift of work hours.

Objective G.1.3:

Ensure that expansions in the transportation network are justified by economically viable and sustainable land use changes.

Strategy G.1.3.a:

Expansions of land use and associated transportation outcomes include a 25-year calculation of no net new cost to the overall City tax base, i.e. the community impact of the properties and the additional burden on utilities will be net zero due to increased assessments and utility fees.

G.2 ROAD NETWORK

Goal G.2: Auburn has a well-designed—and functioning road network that safely and equitably moves all manner of users (cars, buses, bikes, and pedestrians) into and through the community while expanding traditional residential neighborhood growth patterns in Danville and New Auburn. Expansions in neighborhood growth are in keeping with traditional transportation network patterns, such as interconnected streets that provide multiple travel patterns, avoiding a rigid hierarchy of streets.

The road network in Auburn serves a variety of users including local residents, commuters, and visitors traveling to destinations in and around the City, and to communities to the north, south, east, and west. The network includes a series of *major arterial roads* that move traffic through the community and link people to the Turnpike, the Downtown, the North Auburn Retail District, as well as outlying communities. A *network of collector roads* connect local roads with arterials, and help to address the changing traffic pattern, particularly around the North Auburn Retail District area, that has developed since the year 2000. A series of *local public and private roads* connect neighborhoods to business, recreation, and educational destinations through automobile, pedestrian, and bicycle links. These categories can shift and blur for the typical Auburn traveler, being part of an interconnected urban network.

MAJOR ROAD NETWORK

Major roads serve traffic moving in and out of Auburn, as well as traffic moving around the City. They provide clear linkages between neighborhood, business, and community destinations; and the major employment centers near the Turnpike and Airport. Major roads include Route 4 (Center Street/Union Street), Minot Avenue, Washington Street, and Riverside Drive.



Objective G.2.1:

Ensure that the Route 4 corridor (Union Street/Center Street/Turner Road) allows for the effective movement of traffic, while continuing to provide safe access to area businesses and neighborhoods.

Strategies to achieve this objective:

Strategy G.2.1.a:

Address volume and congestion along Center Street/Turner Road.

- i. Conduct a study of lane configuration and utilization to determine if a road diet is a viable solution to enable better access to non-vehicular access of Center Street.
- ii. Support the short-term goal of the *2008 Center Street Traffic Management Study* to implement a signal coordination plan.
- iii. Support the continued review and appropriate implementation of the *2008 Center Street Traffic Management Study* to address on-going traffic management and safety issues, including those for cyclists and pedestrians.
- iv. Study the possibility of new road reconfiguration and/or signalization changes to alleviate congestion due to turning traffic at the intersection of Turner Street/Center Street by refining and further moving along the design from the *2008 Center Street Traffic Management Study* and aligning these improvements to downtown gateway land use plans.

Strategy G.2.1.b:

Review and revise access management measures to limit the number of curb cuts along Center Street and Turner Road (Route 4) and promote the development of interconnected lots and shared parking areas using the *2008 Center Street Traffic Management Study* as a reference.

Strategy G.2.1.c:

Improve pedestrian and bicycle access along the Route 4 Corridor.

- i. Develop safe pedestrian crossings through the installation of relief medians and raised crosswalks at major intersections and the establishment of longer pedestrian crossing signals.
- ii. Require, as part of any road redevelopment project, that sidewalks, signaled crosswalks, and dedicated bike lanes be included and/or upgraded as needed.
- iii. Assess the feasibility of establishing a midblock pedestrian crossing to connect Pettengill Park and its surrounding neighborhoods to the downtown.

Strategy G.2.1.d:

Establish streetscape and site design criteria that promote the creation of an attractive gateway along the Route 4 Corridor. (See Chapter 2. Future Land Use Plan)

- i. Require, as part of any road redevelopment project, landscaped esplanades separating sidewalks from travel lanes, when feasible.
- ii. Establish site design standards that support appropriate access to new developments including:
 - Shared parking lots located at the side and rear of buildings.
 - Buffers separating commercial uses from residential areas to ensure that lighting, noise, and traffic do not negatively impact neighborhoods.

- Well-landscaped pedestrian access amenities (sidewalks, lighting, and medians) within and between parking lots, buildings, and the street.
- Adequate bicycle parking facilities.

Objective G.2.2:

Encourage the use of Minot Avenue as a primary east-west travel corridor through the community.

Strategies to achieve this objective:

Strategy G.2.2.a:

Address volume and safety along Minot Avenue and adjoining streets.

- i. Examine the potential for reducing traffic lanes in each direction with a turning lane on Minot Avenue from the Minot town line to Academy Street as discussed in the *Route 4/Route 11 Feasibility Study dated October of 2011*.
- ii. Address access concerns at the intersection of Poland Road and Minot Avenue to improve function and safety.
- iii. Utilize a variety of design strategies to discourage excessive vehicular travel speeds on Court Street and Park Avenue to keep through traffic on Minot Avenue.

Strategy G.2.2.b:

Review and revise access management measures to limit the number of curb cuts along Minot Avenue and to promote the development of interconnected lots and shared parking areas.

Strategy G.2.2.c:

Support initiatives to reconfigure the Minot Avenue Rotary with the purpose of simplifying the connection from Minot Avenue to the downtown to increase safety. This should occur in coordination with the strategy to shift Washington Street North (in-bound) to two-way traffic and South (out-bound) to a two-way controlled access highway.(See also G.2.3.b.i and G.2.3.c.i)

Strategy G.2.2.d:

Establish streetscape and site design criteria that promote the creation of an attractive gateway along Minot Avenue (see Chapter 2. Future Land Use Plan).

- i. Require, as part of any road redevelopment project, that sidewalks, signaled crosswalks, and dedicated bike lanes are included and/or upgraded as needed.
- ii. Establish site design standards that support appropriate development along the corridor including:
 - Shared parking lots located at the side and rear of buildings.
 - Buffers separating commercial uses from residential areas ensuring that lighting, noise, and traffic do not negatively impact neighborhoods.
 - Well-landscaped pedestrian access amenities (sidewalks, lighting, and medians) among parking lots, buildings, and the street.

- Adequate bicycle parking facilities and dedicated bike lanes throughout Minot Avenue.

Objective G.2.3:**Establish Washington Street as the gateway to Auburn.**

Strategies to achieve this objective:

Strategy G.2.3.a:

Work with MaineDOT and other agencies/entities to modify Washington Street southbound to accommodate controlled access through traffic in both directions in support of regional mobility, including a new intersection/interchange with Rodman Road. Reconstruct the existing Washington Street northbound to serve local land uses, accompanied by new zoning guidance. Implement recommended changes as appropriate and feasible.

Strategy G.2.3b:

Establish streetscape and site design criteria to promote attractive mixed-use development along Washington Street-northbound:

- Require, as part of any road redevelopment project, paved shoulders dedicated for pedestrian and bicycle travel.
- Provide appropriate form-based code to support multi-modal development outcomes, resulting in street that is more local in use and accommodation.

Strategy G.2.3.c:

Review and revise access management measures to limit the number of curb cuts along Washington Street-Northbound and Outer Washington Street (from Beech Hill Road to the New Gloucester Town Line), and to promote the development of interconnected lots and shared parking areas.

Objective G.2.4:**Establish Riverside Drive as the southern gateway to Auburn.**

Strategies to achieve this objective:

Strategy G.2.4.a:

Promote appropriate development along Riverside Drive that meets current needs while allowing for changes in the development pattern consistent with the possible future development of additional turnpike access. (See *Chapter 2. Future Land Use Plan* and the *New Auburn Master Plan*)

- Require paved shoulders dedicated for pedestrian and bicycle travel as part of any road redevelopment project south of the turnpike bridge.
- Require, as part of any road redevelopment project north of the turnpike bridge, that sidewalks, crosswalks, and dedicated bike lanes are included and/or upgraded in all

situations to ensure connectivity.

- iii. Establish site design standards that support appropriate development along the corridor including:
 - Shared parking lots located at the side and rear of buildings.
 - Landscaped buffers between existing parking lots and the right-of-way

Strategy G.2.4.b:

Review and revise access management measures to limit the number of curb cuts along Riverside Drive and maintain significant frontage requirements, encourage shared access, and limit curb cut development.

Objective G.2.5:

Support long-term regional transportation and land use/zoning efforts to provide additional access to areas of the community that envision sustainable growth, such as Danville and New Auburn, north and west of the Maine Turnpike.

Strategies to achieve this objective:

Strategy G.2.5.a:

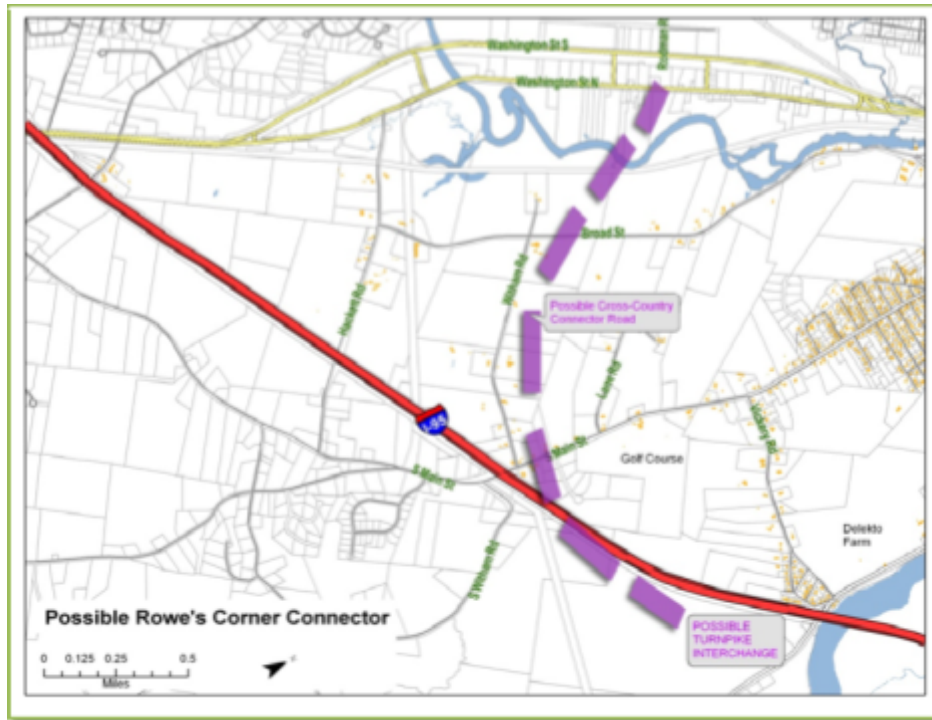
Continue to engage in dialogue with the Maine Department of Transportation, Maine Turnpike Authority (MTA), and regional transportation agencies to pursue the construction of a new turnpike interchange between South Main Street and Riverside Drive (State Route 136).

Strategy G.2.5.b:

Study the feasibility of creating a connector road between the new turnpike interchange and Washington Street-northbound/Rodman Road that would efficiently connect to a controlled access Washington Street-southbound. This would increase access to the proposed Rowe's Corner business/ industrial development area, and connect the Washington Street corridor to Riverside Drive.

Strategy G.2.5.c:

Define the need for new connectivity from a perspective of supporting enhanced access to sustainable land use changes, as identified in Goal G.2., as opposed to resolving existing transportation deficiencies.



CONNECTOR ROAD NETWORK

To accommodate growth in traffic, a designated connector road network should be established. Two areas of particular concern are the North Auburn Retail District, and traffic flowing east and west to and from Oxford County. The increase in the North Auburn Retail District traffic has led to congestion in the Route 4 corridor. This has caused motorists to seek alternative routes to and from the North Auburn Retail District, the Veteran's Bridge, and the I-95 interchange. This *Plan* proposes the use of Mt Auburn Avenue and Hotel Road as a means of connecting the two areas. Increased development in outlying towns, including Turner and Minot, has also led to additional traffic pressures and the establishment of two emerging connector routes – Turner Street and the Young's Corner/Mt Auburn crossing to the west. This *Plan* seeks to address traffic in these areas by establishing road and land use standards that support appropriate traffic flow along the designated connector road network.

In addition to outlying connector roads, the *Plan* also considers the reconfiguration of in-town traffic as a means of providing safe and efficient movement into and out of the downtown. To this end, proposed below are a realignment of traffic along Elm Street and High Street, and the reconfiguration of downtown New Auburn's road network.

Objective G.2.6:

Ensure that Turner Street, adjoining the Route 4 Corridor, is well maintained and provides for appropriate access to neighborhoods and businesses.

Strategies to achieve this objective:

Strategy G.2.6.a:

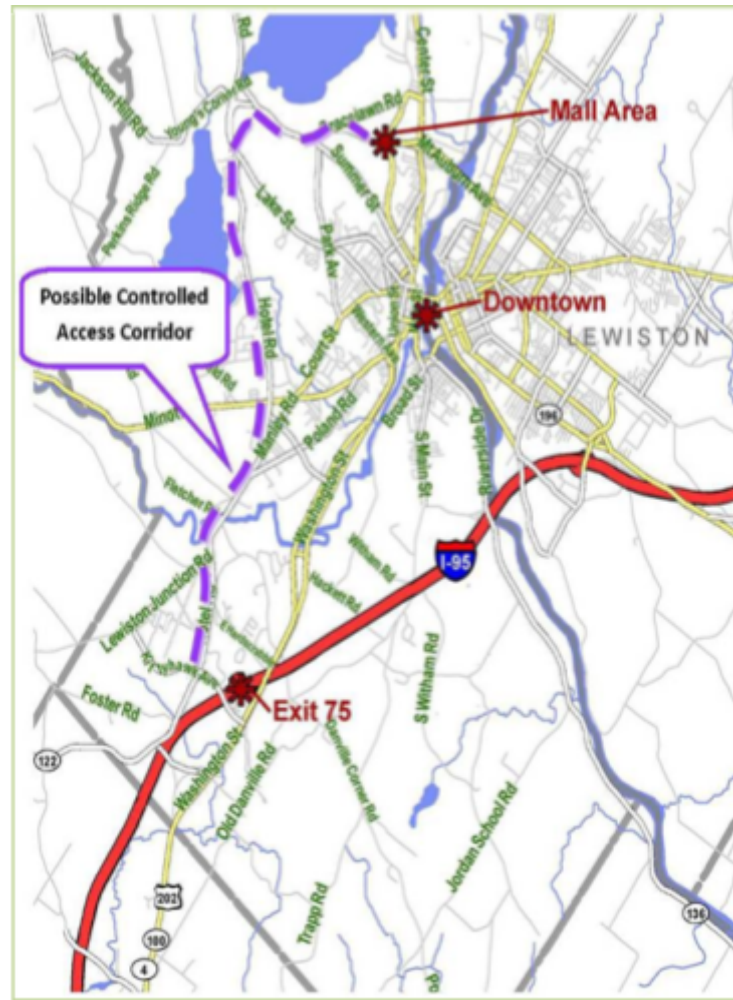
Establish Turner Street, between Mt. Auburn Avenue and Center Street, as an “access management corridor” that promotes efficient movement of local traffic and provides bicycle, pedestrian, and transit access to the Community College and Lake Auburn.

- i. As part of any road redevelopment project, require that sidewalks, crosswalks, dedicated bike lanes, and landscaped esplanades (separating sidewalks from travel lanes), be included and/or upgraded where feasible.

Strategy G.2.6.b:

Establish Turner Street, between Union Street and Mt. Auburn Ave, as a local corridor providing local vehicle, bicycle, pedestrian, and transit access to the downtown and the North Auburn Retail District area.

- i. Develop a comprehensive plan for upgrading the Turner Street corridor to make it a more livable, “complete” street including complete connections of sidewalks.
- ii. Identify appropriate improvements at the intersection of Dennison Street and Turner Street to slow traffic and discourage the use of Dennison as an alternative to the Union Street Bypass.
- iii. Consider moving the left turn movement to access Turner Street at the intersection of Turner, Union, and Center from Turner Street to Union Street, in order to discourage the use of Dennison Street, as discussed in the 2008 Center Street TSM Study.
- iv. Establish additional appropriately designed connections from Broadview Avenue to Turner Street as a means of diverting residential traffic from Center Street to Turner Street, while discouraging “cut-through” commuter and truck traffic.
- v. Require, as part of any road redevelopment project, sidewalks, crosswalks, and dedicated bike lanes to be included and/or upgraded where feasible.



Strategy G.2.7.b:

Study the impacts of increased traffic from western communities along Jackson Hill Road, Holbrook Road, Marston Hill Road, Hatfield Road, Hersey Hill Road and at the Young's Corner/ Mt Auburn/ Summer Street crossing, and implement appropriate traffic control and intersection configuration to maintain and improve function of the roads.

Objective G.2.8:

Work to ensure that through traffic primarily uses designated travel routes.

Strategies to achieve this objective:

Strategy G.2.8.a:

Install signage to direct traffic to appropriate through travel routes, including to and from the turnpike and the North Auburn Retail District via either Washington Street/Route 4 or Hotel Road/Mt Auburn Avenue.

Strategy G.2.8.b:

Enforce City truck routes to ensure that truck traffic remains on roads designated to accommodate it.

Strategy G.2.8.c:

Enable a road diet on Court Street from Minot Avenue to Lewiston, encouraging commuter traffic to utilize Route 4 and the Veteran's Bridge.

Objective G.2.9:

Encourage a safe, vibrant downtown road network that accommodates all users.

Strategies to achieve this objective:

Strategy G.2.9.a:

Establish Elm Street as a primary route from Main Street and the downtown neighborhoods to Minot Ave, developing an attractive, well-designed streetscape:

- i. Streetscape improvements should include landscaped esplanade, designated on-street parking, bike lanes, and well-maintained sidewalks and crosswalks.
- ii. Consider eliminating the ability to make left turns onto or from High Street, and removing the signal at the intersection of High Street and Minot Avenue, in order to encourage traffic to use Elm Street.
- iii. Consider eliminating the Academy Street connection between High Street and Main Street if necessary for the Great Falls School site redevelopment.

Strategy G.2.9.b:

Extend the Main Street streetscape improvements along all of Main Street and, continuing along Mill Street, into New Auburn.

- i. Support the establishment of a green gateway along underdeveloped portions of Main Street to re-establish views of the Little Androscoggin River.

Strategy G.2.9.c:

Redesign the Pleasant Street/Turner Street connection to discourage high speed through traffic bound for Center Street.

- i. Limit Pleasant Street to one way heading south.
- ii. Provide on-street parking and landscaping to narrow the roadway.

Strategy G.2.9.d:

Provide creative parking solutions to meet the needs of downtown neighborhoods and businesses.

- i. Eliminate parking minimums for all commercial properties, including multifamily developments.
- ii. Encourage on-street parking, install meters to increase turnover in highly desirable locations. Use some revenue from the meters to fund enforcement of on street parking time limits.
- iii. Strategically allow off-street parking in the rear of new buildings, where it makes sense to do so.
- iv. Allow for tandem parking spaces where feasible.
- v. Allow for the development of communal off-street lots within a reasonable distance of new residential and nonresidential developments.
- vi. Encourage the landscaping and lighting of parking lots; and provide pedestrian access from parking lots to traditional downtown businesses, the riverfront, and the street.
- vii. Consider the development of satellite parking areas connected to the downtown by shuttles or other transit services to alleviate the need for parking downtown, and free up space for more valuable commercial development. Work with other communities to establish ideal locations for park and ride.
- viii. Examine the potential for increased on-street parking along Main Street between Elm and Academy streets, supported by lane use and signalization changes.

Strategy G.2.9.e:

Develop a greenbelt bicycle/pedestrian connection between Pettengill Park and West Pitch Park that includes a safe, feasible pedestrian railroad crossing.

Strategy G.2.9.f:

Develop a greenbelt bicycle/pedestrian connection from West Pitch Park into Moulton Field and New Auburn via the Little Androscoggin River/Barker Mill Trail.

Strategy G.2.9.g: Look at possible elimination of infrequently used turning lanes for conversion of downtown Court to on-street parking.

LOCAL STREET NETWORK

Local streets primarily serve residential areas, and connect neighborhoods to the larger road network. Local streets should not be used for through traffic or as short-cuts. The plan recommends that all streets be built to City standards and provide appropriate pedestrian and bicycle connections.

Objective G.2.10:

Encourage appropriate local road development that minimizes the impact of such development on City services.

Strategies to achieve this objective:

Strategy G.2.10.a:

Require all new and renovated private roads to meet appropriate City standards for roads.

Strategy G.2.10.b:

Explore revising road standards to require that new rural and suburban style developments establish and maintain private roads, while also prohibiting the conversion of private roads to public roads.

- i. Notify homebuyers of the legal and monetary ramifications of purchasing property on a private road.
- ii. Ensure that deeds preclude the conversion of private roads to public roads, clearly define ownership and maintenance responsibilities for private road ownership, and provide legal remedies for property owners who do not contribute to private road upkeep.

Strategy G.2.10.c:

Limit the need for new roads by encouraging infill development within the identified growth areas. (See Chapter 2. Future Land Use Plan). Where new roads are needed for in-fill associated with the Future Land Use Plan, ordinances should be established to ensure a grid system is planned and built for the efficient delivery of public services.

Objective G.2.11:

Provide a network of safe, interconnected pedestrian and bicycle amenities.

Strategies to achieve this objective:

Strategy G.2.11.a:

Undertake a comprehensive review of pedestrian and bicycle access within Auburn addressing location, need, and maintenance. (*Also see M.3.4 in Public Facilities*)

- i. Develop a cost-effective and appropriate pedestrian and bicycle plan to meet the

- needs of urban and rural residents.
- ii. Ensure that the local plan is compatible with the long-term goal of the *2008 ATRC Regional Bicycle and Pedestrian Plan* to create a regional network of sidewalks, bike lanes, and trails.
 - iii. Share information on bicycle and pedestrian facilities, and desired improvements, with the Maine Department of Transportation, L/A Trails, and the Bicycle Coalition of Maine. This will assure that planning and funding are done on a comprehensive basis.

Strategy G.2.11.b:

Require, where appropriate within designated residential and mixed use growth areas, that all local roads include at least a 6-foot wide sidewalk.

- i. Encourage, where right-of-way widths allow, the establishment of landscaped esplanades between travel lanes and the sidewalk and commit to the planting of street trees to ensure equitable access to nature as reconstruction projects occur.

Strategy G.2.11.c:

Establish neighborhood bicycle routes to link riders to major destinations via safe streets.

Strategy G.2.11.d:

Outside of the designated growth areas, require all local roads to include a paved shoulder of at least 4-feet in width. This will provide pedestrian and bicycle connections to local and connector roads, to community destinations, and to existing/proposed trails.

Objective G.2.12:

Design local streets to encourage the slowing of traffic passing through neighborhoods.

Strategies to achieve this objective:

Strategy G.2.12.a:

When residential streets are improved or reconstructed, incorporate design elements that slow traffic and benefit local cyclists and pedestrians, particularly the elderly and children.

Strategy G.2.12.b:

Implement a sign program to provide a sense of neighborhood, signaling to through traffic that motorists are not on a major arterial or some other higher-speed roadway.

Strategy G.2.12.c:

Make enforcement of speed limits on local streets a priority when other measures prove unsuccessful.

G.3 TRANSPORTATION NETWORK

Goal G.3: Auburn remains a multi-modal hub providing access to rail, air, truck, and transit amenities, and seeks to continually improve these connections with economically sustainable expansions where feasible.

As a transportation service center, the City plays an important role in regional and state efforts to expand and improve rail, air, and truck services. The *Comprehensive Plan* supports continued City, regional, and state efforts to expand and enhance freight and passenger intermodal facilities. This includes continued support for existing rail and air facilities, and the promotion of passenger service. The *Plan* also acknowledges the City's strong ties to the turnpike, and seeks to ensure that Auburn is well positioned to benefit from local and regional turnpike development projects.

Auburn plays an integral role in regional traffic and transit services that goes beyond the services of its intermodal facility. The *Plan* encourages the City to work closely with Androscoggin Transportation Resource Center (ATRC) to promote regional and long-range traffic studies, ensure that Auburn streets can continue to adequately support local and commuter traffic, and provide feasible options for regional mass transit (including bus and rideshare programs).

Objective G.3.1:

Support the development of additional transportation infrastructure to promote continued growth in and around the Auburn freight intermodal facility, and support the construction of a passenger intermodal facility at the Auburn/Lewiston Airport.

Strategies to achieve this objective:

Strategy G.3.1.a:

Support the efforts of private railroads serving Auburn to enhance business development activities and expanded rail access, and coordinate with the Lewiston and Auburn Railroad Company (LARC) in their efforts to grow freight movement along the LARC mainline, the Rangeley Branch and into the Auburn-owned Intermodal Facility.

- I. Consider policies to reinvest lease proceeds from the Intermodal Facility in business development and infrastructure to grow Auburn as a freight hub in the northeast United States.

Pursue recognition of Auburn as an in-land port for the State of Maine in state policy and in the operation of the state-funded Maine Port Authority.

Strategy G.3.1.c:

Discuss full acquisition of the Auburn/Lewiston Airport by the City of Auburn to maximize the economic benefits of the land and operations to Auburn and the region.

- I. In review of acquisition of airport assets, consider a near-term action to acquire the land at the access to the Intermodal Facility to avoid the costs

incurred with paying the airport to access this city asset. If acquisition is not possible, consider developing alternative access points to eliminate airport management from a role in Auburn's rail freight facility.

Strategy G.3.1.d:

Support the implementation of the 2006 Airport Master Plan Update as it relates to development of airline freight services.

Objective G.3.2:

Promote appropriate local and regional mass transit opportunities.

Strategies to achieve this objective:

Strategy G.3.2.a:

Continue to study the establishment of passenger rail and air service at a passenger intermodal facility at the airport, paying particular attention to determining the market need for such a facility, and how such a facility would be accessed.

- i. If passenger service is viable at this location, ensure that the development of a passenger facility includes adequate parking to meet projected demand and that the facility provides adequate public transit connections to the downtown and other significant community destinations.

Strategy G.3.2.b:

Work with regional and state agencies to assess the potential for the expansion of passenger rail service from Portland to Auburn, and at some future time from Brunswick to Auburn via Lewiston. Also, encourage the state to work with SLA to upgrade rail lines and expand the current high-speed line designation from Auburn to Canada, as a step towards establishing passenger rail service from Auburn to western Maine and into New Hampshire and the Canadian provinces.

Strategy G.3.2.c:

Expand, as necessary, the local fixed-route bus service.

- i. Encourage the expansion of night and weekend bus service to provide residents and visitors with increased mobility and access to community destinations.
- ii. Encourage efficient routes that link residents to major employment centers in and around Auburn, such as the industrial parks.
- iii. Work with ATRC, as well as Lewiston and surrounding communities, to support the Lewiston Auburn Transit Committee (LATC) in its efforts to establish public/private partnerships and other creative financing mechanisms to fund additional bus service.
- iv. Plan for the interconnection of rail service in downtown Lewiston-Auburn and at Exit 75/Airport with the local bus system to provide a seamless transit system that reduces reliance on single-occupancy vehicles to access major residential and commercial areas in Auburn.

Strategy G.3.2.d:

Continue to participate in regional commuter transit programs.

- i. Support commuter transit programs.
- ii. Promote participation in GOMaine and other regional commuter service programs by maintaining adequate park and ride facilities, and by educating the residents on ride share services and programs.