

CITY OF AUBURN  
CITY PLAN REPORT  
DECEMBER 1958

Prepared under contract with the  
STATE OF MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
with financial assistance from U. S. Housing & Home Finance Agency  
through the  
URBAN PLANNING ASSISTANCE PROGRAM  
under

SECTION 701, TITLE VII, HOUSING ACT OF 1954

for the

AUBURN PLANNING BOARD  
Paul W. Bean, Chairman  
Arthur Legendre  
Ronald LaChance  
Irving Isaacson  
Deane Woodward  
Fergus Upham  
Carroll Whipple

Roscoe L. Clifford, City Planner

by

John T. Blackwell, Planning Adviser

## CONTENTS

	<u>Pages</u>
SECTION I - INTRODUCTION & SUMMARY	
Geographic, Historic and Economic Background	1 - 2
Auburn Major Characteristics	3
Auburn-Lewiston	4
Auburn Planning Premises	4 - 6
Land Use and Circulation Policies	6 - 7
SECTION II - AUBURN AND ITS REGIONAL ENVIRONS	
Major Maine Manufacturing Employment Groupings	9
Regional Trading Position	10 - 11
Regional Population Position	12 - 14
The Economic Base of Auburn	15 - 19
Economic Diversification	19 - 24
Recent Manufacturing Employment Trends	24 - 25
Economic Base Forecast	26
SECTION III - LAND USE STUDY AND PLAN	
Analysis of Land Use Acreages and Interrelationships in land use	27 - 28
Residential Land Use Plan	29
Industrial Land Use Plan	30 - 32
Business Land Use Plan	32 - 33
Low Pressure Areas (Woodlands & Waterlands)	34 - 37
SECTION IV - STREET AND HIGHWAY PLAN	
Local-ness	37
New Flood-safe Bridge	39 - 40
Auburn Radial Major Street Improvement	40
Auburn Circumferential Parkway	41 - 42
Parking	42
SECTION V - COMMUNITY FACILITIES STUDY AND PLAN	
Auburn Major Community Facility Needs	43
1957 Major Public and Semi-Public Open Spaces	43
Major Open Space Locations Recommended	44
Reasons for Recommendations	46
A Great Change in Auburn is Beginning	47
State Parks Not Near Auburn	48
Maine State Parks Overloaded	49
Auburn Needs Some Large Public Lands	50

## CONTENTS (continued)

## SECTION V - COMMUNITY FACILITIES (continued)

Schools:	51
Future School Enrollment Prospect	54
Existing School Plant Evaluated	
Elementary - Outlying	55
Elementary - Central	56
Junior High	58
Senior High	60
A School Plant Plan for Auburn	
Elementary	61
Junior High	62
Senior High	63
Fire Protection	
Auburn Stations & Engines	65
Outlying Auburn Locations	67
Forest Fire Protection	67
Public Libraries:	
Budget and Building Limitations	68
Physical Growth Suggestions	69
Library Services Evaluation	72
Service Growth Suggestions	73
Re-uses for Existing Library	75
Other Community Facilities	
A. GOVERNMENTAL FACILITIES	
1. U.S. Post Office	76
2. City Hall	76
3. City Garage and City Highway and Public Works Facilities	78
4. City Farm	78
5. Utilities	78
6. Recreation	80
B. NON-GOVERNMENTAL FACILITIES	81

Auburn, Maine

December, 1958

CONTENTS (continued)

SECTION VI - CENTRAL BUSINESS DISTRICT STUDY

Downtown Auburn	82
Downtown Age-groups	84
Downtown Residential Plan	85
Downtown Industrial Plan	86
Downtown Circulation Plan	88
CBD Plan	90
Downtown Facilities Plan	92

SECTION VII - POPULATION STUDY

Auburn, Lewiston & Neighbors	93
Five Southwestern Maine Counties	94
Auburn Future Population	95
Auburn Occupations	98
Auburn Migration Data	100
Auburn Characteristics	103

SECTION VIII - DWELLING CONDITIONS 106

SECTION IX - A RENEWAL PLAN FOR AUBURN 110

SECTION X - ZONING ORDINANCE SUMMARY 114



## DIAGRAMS

	<u>Following</u> <u>Page</u>
Auburn and Surroundings	First
Economic Areas in Maine	7
Auburn Basic Data	26
Auburn Land Use Plan	28
Major Water Mains	30
Major Sewered Areas	30
Farm and Forest Plan	33
Auburn Traffic Flow Volumes, 1958	36
Central Auburn Traffic Flows	36
Central Auburn Major Streets Widths	38
Central Auburn Land Use and Circulation Plan	40
Major Off-street Parking	42
Community Facilities	42
Existing and Recommended Schools and Fire Stations	65
Downtown Basic Data	88
Downtown Housing Conditions	88
Downtown Plan and Circulation	88
CBD Building Survival Value	88
CBD Design and Plan	88
Downtown Assessed Valuations	88
Generalized Housing Conditions	106
Generalized Housing Type	106
Recommended Zoning Map	116

## Statistics

	Pages
Maine County Populations, 1950, over 50% Urban	1
Androscoggin River Basin 1950 Population	4
Major Maine Manufacturing Employment Groupings	9
1957 Maine State Sales Taxes, in Selected Cities & Towns	10
Major Employments, 1956, Auburn-Lewiston: Metro, Portland	11
Regional Population Position: Five Southwestern Counties	12
Population Mobility: Farm-Nonfarm Movers 1949-1950 U.S. Census Special Report P.E. 4C., p. 204 (1957)	13
Maine Population Concentrations by River Basins	14
1950 Major Employment Categories Compared: Auburn, Lewiston (by Percentage Employed) U.S.A., Maine, Five Counties,	15
Farms in Maine and Southwestern Counties	16
Androscoggin County Farms by Kind	17
Androscoggin County Farms by Acreage Size	17
Auburn-Lewiston Combined & Rounded 1956 Average Weekly Covered Employment	18
Principal Manufacturing Employments 1950 Auburn, Lewiston	19
Androscoggin 1957 Manufacturing Rank Among Maine Counties (1957 Census Maine Mfrs., pp 8-11) D.L.I. #262	21
Androscoggin County Manufacturing Employment (1957 Census of Maine Manufactures)	24
Auburn Employment - Total: By Industry Groups, 1940; 1950 (residents 14 years old and over)	25

## Statistics (Continued)

	Pages
Androscoggin County Lakes & Ponds	50A
Parochial School Enrollments	51
Public School Enrollments	52
Prospective New Pupils Inside Development Area	54
Public Library Statistics	72
Non Governmental Facilities	81
Population History	93
Population by Counties	94
Auburn Population History & Forecast	95
Auburn-Lewiston Migration Trends	100
Major Occupation Groups	101
Industry Groups	102
Housing Characteristics	106

## SECTION I

## INTRODUCTION &amp; SUMMARY

Geographic, Historic and Economic Background

This is a report on a city plan for Auburn, Androscoggin County, Maine, prepared under contract with the State of Maine Department of Economic Development, with Federal financial assistance through the Housing and Home Finance Agency under Section 701 of Title VII of the Housing Act of 1954, as amended.

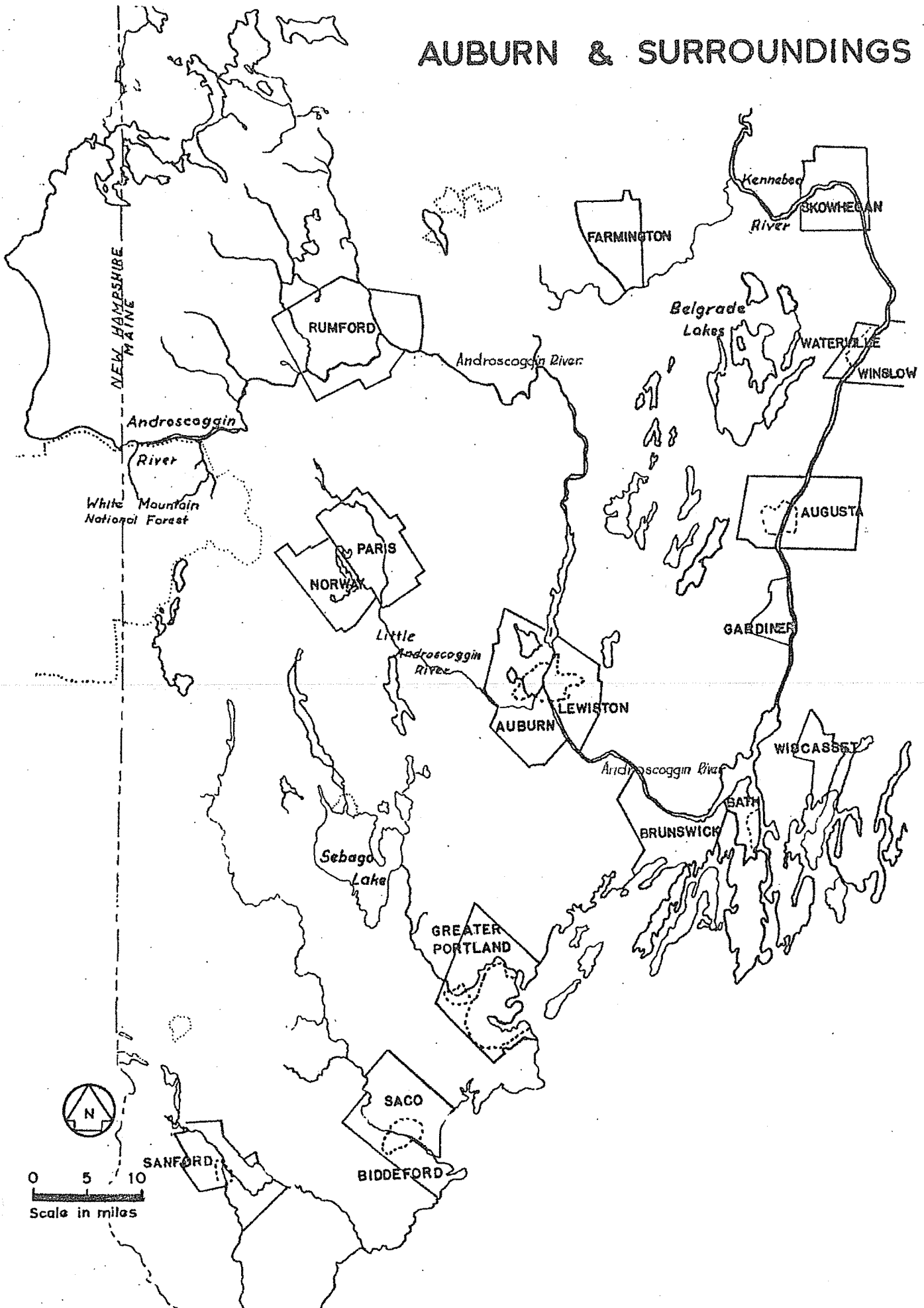
The City of Auburn is the County Seat of Androscoggin County, the county with the largest proportion of urbanized population in Maine, per 1950 U. S. Census:

## MAINE COUNTY POPULATIONS, 1950, OVER 50% URBAN

	Areas Sq.Mi.	Population 1950			Percent Urban
		Total	Urban	Rural	
Androscoggin (Auburn, Lewiston)	478	83,594	67,123	16,471	80.3
Cumberland (Portland, Brunswick)	881	169,201	120,841	48,360	71.4
York (Biddeford, Saco, Sanford)	1,000	93,541	58,800	34,741	62.9
Kennebec (Augusta, Waterville)	865	83,881	52,169	31,712	62.2
Penobscot (Bangor, Brewer)	3,408	108,198	61,427	46,771	56.8
Sagadahoc (Bath)	257	20,911	10,644	10,267	50.9
The State	31,040	913,774	472,000	441,774	51.7

Auburn (66.1 square miles gross area) is opposite the City of Lewiston (35.1 square miles gross area) on the Androscoggin River, about 30 miles northwesterly from its confluence with the Kennebec River east of Brunswick, Maine. The two cities are about 35 miles northerly of Portland on the Maine Turnpike and on the Maine Central Railroad, also they are about 35 miles southerly of Augusta.

## AUBURN & SURROUNDINGS



Historic Background

Major settlement in the Androscoggin River Basin began about a century and a half after the major settlements of coastal New England. This lateness was occasioned by difficulty of access and by Indian resistance to settlement until 1760, the end for American Colonists of their French and Indian Wars.

The Androscoggin was less attractive for exploration because of the five falls or rapids in the first thirty miles of the River, beginning with The Chops at the outlet of Merrymeeting Bay; in two miles, falls at Brunswick; in the next ten miles, two more falls in Lisbon and 18 miles farther, the so-called Great Falls at Auburn-Lewiston. These falls tended to delay colonial penetration by river and settlement of the Androscoggin River Basin inland from the coast, in contrast to the Kennebec and the Penobscot, each tidal some 40 miles northerly from the ocean.

The settlement of Lewiston Falls (part now Auburn) began about 1770 under the Pejepscot Proprietors Grant from the Great and General Court of Massachusetts of 1714, as transferred to Little and Bagley in 1768. There had been half a century or more of preliminary reconnaissance with increasing timber cruising and wood cutting.

Industrial development at Lewiston Falls began promptly; a sawmill was built the winter of 1770 and a grist mill in 1773. In 1809, the Androscoggin was dammed and a fulling mill was built at Lewiston Falls. This same year (1809) there was built at Brunswick what is said to have been the first cotton textile weaving mill in Maine. At Lewiston ten years later, 1819, came a mill for finished cloth. Then in 1820, the Lewiston Manufacturing Company was established.

The Great Androscoggin Falls, Dam, Locks & Canal Co. of 1836, and its successors under different corporate names during a span of nearly 30 years, finally completed in 1863 the works indicated by the name of the original company. The land-holdings were subsequently put into (1878) what is now The Franklin Company, and the water rights and works into what is now the Union Water Power Company.

Auburn in 1845 became a Town by legislative act, and in 1869, a City.

Auburn Major Characteristics

Auburn exhibits almost the entire range of land use opportunities and problems encountered in Maine within the sixty-odd square miles of flat land, rolling land, hilly land, swamp lands, waterbodies, more than thirty-six miles of streams and lake shores and approximately 200 miles of roads in Auburn.

The densely built-up urban center of Auburn has all the problems of Maine manufacturing cities: dense housing, some of it deteriorated; obsolescent downtown industrial and shopping sites; narrow streets; some fire hazards; some traffic and parking problems, and some surprises in beautiful trees and buildings.

In Outlying Auburn are six or seven rural village clusters of houses, each representative of scores of tiny Maine towns. Also in Outlying Auburn are dairy farming, poultry farming, orcharding, brick yards, sand and gravel pits, and extensive woodlands.

Lake Auburn offers typical Maine cold-water fishing and Taylor Pond typical warm-water fishing. In Auburn, besides swimming, there are partridge-shooting, deer-hunting, ice boating, skating, skiing and superb views of Mt. Washington and the Presidential Range.

Maine seacoast is the only major attribute of the State not represented in Auburn, an inland river city.

The Androscoggin River, and its important tributary the Little Androscoggin River, are major features in the life and growth of Auburn, and, with the Falls, were the occasion for and cause of growth of Auburn and of Lewiston.

Auburn and Lewiston marked the upper limit of the major populated area of the Androscoggin River Basin, per 1950 U. S. Census. Approximately 52% of the 1950 population of the Androscoggin River Valley basin was concentrated in the lower 30 miles of the River, between the Great Falls at Auburn-Lewiston and Merrymeeting Bay.

Androscoggin River Basin 1950 Population

The Basin Total:	158,600	In Maine,	138,200*
<u>Lower 30 Miles of River</u>			83,098 (U.S. Census)
Auburn	23,134	Lewiston	40,974
Durham	1,050	Lisbon	4,318
Brunswick	10,996	Topsham	2,626
	<u>35,180</u>		<u>47,918</u>

\* New England - New York Inter-Agency Committee Report.

Auburn - Lewiston

Auburn and Lewiston appear inseparably linked. In Auburn is the joint water supply (Lake Auburn) of the two cities, their joint airport, and all but one-fifth of a mile of their jointly owned railroad, connecting with the Grand Trunk Railroad.

Many people employed in Lewiston, live in Auburn. Some people employed in Auburn live in Lewiston. Shoe manufacturing in Auburn (and in Lewiston) has offered important complementary employment for spouses and children of textile workers in Lewiston. The majority of Androscoggin County retail shopping is done in Lewiston. Bates College is in Lewiston, and the two hospitals, the two newspapers and the telephone exchange are in Lewiston. The County Buildings are in Auburn.

Thus, Auburn and Lewiston appear likely to continue economically and sociologically linked, though municipally distinct. Of necessity, therefore, this report on the City of Auburn includes data on and references to its river neighbor, Lewiston.

Auburn Planning Premises

A recreational, residential and industrial future for Auburn seems indicated by the following factors:

- 1) The geographic position of Auburn and of Lewiston in Southwestern Maine, especially in relation to the regional railroads, highways and airways, existing and proposed;



- 2) The large acreage and favorable topography of lands that were in 1957 as yet vacant and wooded in Auburn, contrasted with the much smaller acreage and the more fully built-up condition of land in Lewiston;
- 3) The concentration of year-round population, of trade and of manufacturing in the major river valleys of Southwestern Maine;
- 4) The spread of lakes and of fishing, hunting, vacationing and camping within 75 miles radius from Auburn;
- 5) The state-wide, nation-wide, world-wide and five-thousand-years-long tendency toward urbanization and metropolitanization.

The urban portion of Auburn is, fortunately, centered within Auburn municipal boundaries, and closely related to the Androscoggin River, the two railroads, the numbered state routes and the Maine Turnpike.

Future urban development is recommended to be concentrated adjoining and southwesterly from the 1957 major urban area, between Taylor Brook, and the Little Androscoggin River.

The territory adjoining and between these two streams is mainly level or gently rolling. It is mostly vacant with some building on every major street. The greater part of this territory is wooded, sandy and gravelly land, more easily developable for industry, trade, homes and supporting services, including schools and shopping, than other parts of Auburn and with lower municipal capital outlays.

The community will have to make a land use policy decision whether to require relatively open development with individual sewage disposal on site, or whether to permit denser development requiring piped sanitary sewerage.

The constant improvement of pollution conditions in the Androscoggin River will require cities like Auburn to collect and treat the effluents they put into the Androscoggin River or its tributaries, such as Taylor Brook and the Little Androscoggin River.

Accepting the premise of a mixed recreational, residential and industrial future for Auburn, and granting current technological capacity to build structures anywhere on any kind of site, there are nevertheless parts of Auburn that probably should remain open or be developed only very slightly indeed, for such public policy reasons as:

- water supply and watershed protection;
- sewage disposal difficulty;
- unusual cost or difficulty of assuring year-round safe and adequate vehicular access and circulations;
- frequent flood danger;
- forest-fire danger;

and, finally, simple paramount public need of occasional open spaces in a balanced community development pattern for the sake of long-term city and neighborhood attractiveness, hence long-term tax-paying-ability and conservation of private property values.

On these premises a 1957 sketch plan for the City of Auburn, herewith reported, is couched in the following major terms of policy and of action:

#### Land Use and Circulation Policies

- 1) Emphasize "trigger" activities that either preclude or reduce future municipal operating costs, or that directly or indirectly tend to stabilize or increase municipal tax income over and above accompanying service costs;
- 2) Protect and preserve residence, business and industry throughout Auburn;
- 3) Provide flexibly for wisely balanced residential, business, civic and industrial development of much of Southwestern Auburn between the Little Androscoggin River and Taylor Brook;
- 4) Provide now for a long term program of large scale open space reservation throughout Auburn by a variety of agencies - state, regional, local, semi-private (i.e. not solely municipal acquisition and maintenance);

- 5) Plan now to take utmost advantage of federal, state and inter-town public works and financial assistance programs during the next ten years, particularly in regard to major circulation ways; schools and school sites; water supply protection and enlargement; storm water drainage and flood danger reduction; sanitary sewerage where appropriate in Auburn; wildlife reservation, and wetlands and woodland acquisition and management;
- 6) Cooperate with Lewiston in joint planning of one or two new river crossings, and in corresponding arrangement of major circulation ways in the two communities.
- 7) Make the municipal and other public capital outlays proposed by the planners as fundamental, as frugal and as fruitful as possible.

## SECTION II

## AUBURN AND ITS REGIONAL ENVIRONS

Auburn and Lewiston are near the northern edge of populous central and southwestern Maine, between the huge woodland and water resources of outlying northern and eastern Maine, and the more urbanized and production-oriented central and southwestern Maine.

The major populated and major manufacturing centers of this part of Maine occupy a small part of its 15% of the total land area of the State, but contained in 1957 more than half the total State population, nearly three-quarters of the urban population, and three-quarters or more of all manufacturing employment in Maine.

Three or four statistical and geographic frameworks are available by which to get a meaningful view of the regional position of Auburn, with Lewiston. One is by the groupings of municipalities into economic areas as delimited by the State of Maine Department of Labor and Industry. One is by the U.S. Census groupings of Counties into "State Economic Areas," so-called. One is by the State of Maine Department of Economic Development 1957 published survey entitled "Industrial Resources of Southwestern Maine," and one is the Maine State Department of Taxation Sales Tax data for thirty-five selected municipalities. All four have been consulted for this report, together with special cooperation as to City of Auburn and City of Lewiston employment data by Standard Industrial Classification categories kindly made available in special tabulations by the State of Maine Employment Security Commission.

The Auburn-Lewiston Economic Area has had in recent years by 10% margin or more, the most manufacturing employment reported in any of the economic areas in Maine, and the most in central and southwestern Maine river basin manufacturing locations.

Twenty-seven Economic Areas have been defined by State of Maine Department of Labor and Industry, Division of Research and Statistics, as set forth in their Bulletin #262, June 1958, "Census of Maine Manufactures."

MAJOR MAINE MANUFACTURING EMPLOYMENT GROUPINGS

	<u>1957</u>	<u>1956</u>	<u>1955</u>	<u>1954</u>
<u>Major Androscoggin River Basin Areas*</u>				
Auburn-Lewiston	14,034	15,344*	15,336	14,443
Farmington-Livermore	4,158	4,075	3,065	3,272
Rumford-Bethel	4,071	3,779	3,985	3,890
Norway-Paris	2,610	2,966	2,740	2,757
<u>Presumpscot and Saco River Basins Areas*</u>				
Portland-So. Portland-Westbrook	11,999	12,756	12,266	13,384
Biddeford-Saco-Sanford	10,223	10,782*	10,221	11,039
<u>Major Kennebec River Basin Areas*</u>				
Skowhegan-Madison	4,056	4,327	4,859	4,485
Waterville-Winslow	5,028	4,977	5,729	5,800
Augusta-Gardiner	5,198	5,077	5,229	4,862
Brunswick-Bath	5,871	5,216	5,694	6,152
<u>Major Penobscot River Basin Areas*</u>				
Millinocket	2,433	2,313	2,041	1,824
Bangor-Brewer-Old Town	5,455	5,599	5,764	5,786
<u>All Other Maine Economic Areas*</u>				
Kittery	7,900	7,411	8,082	8,441
14 remaining areas	<u>12,946</u>	<u>13,256</u>	<u>12,984</u>	<u>15,946</u>
Totals 27 Areas	95,982	97,878	97,995	102,081

\* D.L.I. Economic Areas - see Bulletin #262

Regional Trading Position

Auburn-Lewiston combined are more a manufacturing center and less a trading center in the State and in Southwestern Maine than has been customarily realized. Lewiston functions mainly as retail shopkeeper for itself and surrounding towns with some additional wholesale-retail functions by reason of its dominance in the lower Androscoggin Valley.

Measured by 1957 full year State sales tax returns, Auburn-Lewiston combined retail sales were the same percentage of State total retail sales (in sales taxed items) as the percentage that Auburn-Lewiston combined population was of State total population. The Auburn-Lewiston combined 1957 sales ratio to State total was 4% higher than the combined 1950 population ratio, all of which might be on account of population increase 1950 - 1957.

1957 Maine State Sales Taxes, in Selected Cities & Towns  
 (rounded by State to nearest hundred dollars)

	<u>Tax</u>	<u>% State</u>	<u>Pop'n. 1950 as % State</u>
Portland-So. Portland-Westbrook	\$3,718,100	17.5	12.3
Bangor-Brewer	1,778,500	8.4	4.2
AUBURN-LEWISTON	1,548,200	7.3	7.0
Waterville	673,900	3.2	2.0
Biddeford-Saco	580,500	2.7	3.5
Augusta	572,400	2.7	2.5
Rumford	365,100	1.7	1.1
Presque Isle	358,400	1.7	1.1
Caribou	315,300	1.5	1.1
Brunswick	310,800	1.5	1.2
Rockland	303,300	1.4	1.0
Houlton	282,800	1.3	0.9
Sanford	237,300	1.1	1.6
Bath	225,800	1.1	1.1
Foregoing Selected	\$11,270,400	53.1	40.6
State of Maine	\$21,181,600	100.0	100.0

Retail sales "for export" - that is to purchasers from other communities - may be in part inferred from the difference between the two percentages, but the whole difference may not all be in "sales for export;" some may be owing to difference in average annual spendable incomes among residents of communities. Many Portland metropolitan residents may average slightly higher spendable incomes than traditionally lower paid shoe and textile workers in Auburn-Lewiston, for example.

However, as a rough measure of regional trading position, the arithmetical differences indicate the following rough divisions of total retail sales in the community as between "local" and "export":

	<u>Local</u>	<u>Export</u>
Portland, etc.	70%	30%
Bangor-Brewer	50	50
AUBURN-LEWISTON	96	04
Waterville	63	37
Augusta	93	07
Rumford	65	35
Presque Isle	65	35
Caribou	73	27
Brunswick	80	20
Rockland	72	28
Houlton	69	31
Bath	100	0

Residents in Biddeford, Saco and Sanford, for economic and geographic reasons (temporary industrial shutdowns, proximity to Portland) were sharply under-purchasing in their home communities.

The foregoing analysis of the Auburn-Lewiston combined trading position is confirmed by analysis and comparison of major employment categories in Auburn-Lewiston and in metropolitan Portland, using June 1956 Maine Employment Security Commission data, as follows:

Major Employments, 1956

	<u>Total Employed</u>	<u>In Mfg.</u>	<u>In Trade &amp; Service</u>	<u>In other Non-Mfg.</u>
Auburn-Lewiston	29,400	15,800 (53.7%)	9,300 (31.6%)	4,300 (14.7%)
Metro. Portland	55,300	14,000 (25.3%)	22,900 (41.4%)	18,400 (33.3%)

Regional Population Position

Auburn, with Lewiston, is a region of growing urban and growing rural non-farm population.

Five counties in southwestern Maine contained in 1950 11% of the land area, 49% of the total population and 65% or more of the urban population reported in Maine. These five counties together constitute State Economic Area 4 plus A, as delimited by the U.S. Census Bureau, 1951.

	<u>Land Area</u>	<u>Total Pop</u>	<u>% Urban</u>	<u>Urban Pop</u>	<u>Rural Pop</u>
Androscoggin	478	83,594	(80.3%)	67,123	16,471
Cumberland	881	169,201	(71.4%)	120,841	48,360
Kennebec	865	83,881	(62.2%)	52,169	31,712
Sagadahoc	257	20,911	(50.9%)	10,644	10,267
York	<u>1,000</u>	<u>93,541</u>	(62.9%)	<u>58,800</u>	<u>34,741</u>
The Five Counties	3,481	451,128	68.6%	309,577	141,551
	11.2%	49.4%		65.4%	32.4%
State of Maine	31,040	913,774	(51.7%)	472,000	441,774



These five southwestern counties, besides experiencing population growth, have lost some rural-farm population by net out-migration 1940-1950\*; also about 10% movement within the counties, 1949-1950\*, and about 3% in-migration versus 4% out-migration, 1949-1950\*, among the population one year old or more in 1949-1950.

POPULATION MOBILITY: FARM-NONFARM MOVERS 1949-1950  
U.S. CENSUS SPECIAL REPORT P.E. 40., p. 204 (1957)

	<u>Total Pop</u> <u>1 yr or more</u>	<u>Intra-County</u> <u>Movers</u>	<u>In-</u> <u>Migrants</u>	<u>Out-</u> <u>Migrants</u>
Five Southwestern Maine Counties	442,069	42,860	14,955	16,000
Urban	303,271	32,905	9,770	9,995
Rural Non-Farm	105,153	8,430	4,260	5,135
Rural Farm	33,645	1,525	925	870

The five counties together experienced a shade more migration than the rest of Maine, but lost far less rural-farm people 1940-1950 in absolute numbers than the rest of Maine.

MIGRATION FROM THE RURAL FARM

U.S. Department Agriculture, Statistical Bulletin #176 (June 1956)

Table 1, p. 16 Loss in Rural Farm Population (000 omitted)

	1920-30	1930-40	1940-50
U.S.A.	-6,085	-3,498	-8,610
Northeast	-419	-8	-431
New England	-70	+12	-103
Maine	-39	-6	-39
Five Counties	-6	-3	-3

Auburn, with Lewiston, is one of four important population centers in the Southwestern Maine Region delimited in the State Department of Economic Development 1958 Report.

Within the 2,050 square miles of this Region (6.5% of the State land area) there were in 1950 some 324,300 or more people (35% of the State) in sixty-four municipalities which included the largest and the second largest urban clusters in Maine: Greater Portland and Auburn-Lewiston.

However, a more meaningful view of the population position of Auburn and Lewiston is afforded by the geographic framework of our regional view of manufacturing employment.

MAINE POPULATION CONCENTRATIONS

	1850	1930	1950
<u>Androscoggin River Basin</u>			
Androscoggin County	21,569	71,214	83,594
Auburn-Lewiston	6,424	53,519	64,108
Farmington-Livermore	4,489	4,713	5,990
Rumford-Bethel	3,628	12,365	12,321
Norway-Paris	4,845	6,906	8,169
<u>Presumpscot River Basin</u>			
Cumberland County	79,538	134,645	169,201
Portland-So. Portland-Westbrook	25,667	95,457	111,784
<u>Saco River Basin</u>			
York County	60,098	72,934	93,541
Biddeford-Saco-Sanford	14,223	38,258	46,337
<u>Kennebec River Basin</u>			
Kennebec County	62,521	70,691	83,881
Sagadahoc County	22,298	16,927	20,911
Skowhegan-Madison	3,525	10,389	11,061
Waterville-Winslow	5,760	19,371	22,700
Augusta-Hallowell-Gardiner	19,480	25,482	30,966
Brunswick-Bath	12,997	16,714	21,640
State of Maine	538,169	797,423	913,774

Auburn and Lewiston populations have been growing as fast as or faster than the above listed counties and municipalities. Auburn is located within a populous, well-watered, increasingly urbanized portion of central and southwestern Maine. The outlook in our opinion is for further population growth in Auburn: urban, suburban and rural non-farm.

The Economic Base of Auburn

Manufacturing employment continues to be the economic mainstay in Auburn and in Lewiston, and in much of the region surrounding Auburn. Retail and Wholesale Trade employment was the second largest activity in Auburn and generally second in the region, with Service Business employments closely third in the region and in Auburn and Lewiston. In each of the five southwestern Maine counties, manufacturing was the biggest employment category, but only in York County did the 1950 proportion employed in manufacturing approach the Androscoggin County proportion, highest in Maine.

1950 MAJOR EMPLOYMENT CATEGORIES COMPARED BY PERCENTAGE EMPLOYED

	<u>U.S.A.</u>	<u>Maine State</u>	<u>Auburn</u>	<u>Lewis ton</u>	<u>Andros coggin</u>	<u>Kenne bec</u>	<u>Saga dahoc</u>	<u>Cumber land</u>	<u>York</u>
All Em ployed	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Manuf'g	25.9	34.2	49.8	55.3	52.4	35.4	40.3	25.0	51.4
Trade	18.8	16.8	17.9	16.5	16.1	15.2	14.8	23.7	13.6
Services	14.1	17.3	14.9	15.8	14.7	18.3	16.9	20.6	13.5
Transp'n & Utilities	7.8	7.2	4.3	3.4	3.8	7.1	5.1	10.2	3.9
Const	6.1	5.4	4.6	3.9	4.1	5.3	5.5	5.9	5.5
Pub. Adm.	4.4	3.9	2.2	2.4	2.3	7.5	3.6	4.2	2.7
Fin. Ins. Real Est.	3.4	2.2	2.6	1.8	1.9	1.8	1.9	4.4	1.6
Agric.	12.2	9.3	2.5	0.7	3.9	7.1	6.3	1.6	5.1

Auburn manufacturing employment was 45% higher than the State of Maine, and Retail and Wholesale Trade employment, 1950, in Auburn was a slightly larger percentage than in Lewiston or the State.

Agricultural activities were the fourth largest employment category in Maine, 1950, but not in any of its five southwestern counties. In Auburn, more people were engaged in Finance, Insurance and Real Estate than in agriculture in 1950.

Farms in Maine and in its southwestern counties have been declining in number but increasing in size, according to the U.S. Census of Agriculture.

	<u>No. of Farms</u>				<u>Total Farm Acreage</u>	
	<u>1880</u>	<u>1910</u>	<u>1950</u>	<u>1954</u>	<u>1910</u>	<u>1954</u>
Maine	64,309	60,016	30,358	23,368	6,296,859	19,865,600
Androscoggin	2,981	2,979	1,543	1,009	259,760	305,920
Cumberland	5,415	5,131	2,284	1,749	387,734	563,840
Kennebec	5,431	5,062	2,828	2,132	467,049	341,301
Sagadahoc	1,336	1,238	501	368	118,024	164,480

Generally, farming as a way of life has been declining, and markedly in Androscoggin County, where the number of farms of every kind except fruit farms declined sharply between the 1950 and the 1954 censuses of agriculture.

Androscoggin County Farms by Kind

	<u>General*</u>	<u>Dairy</u>	<u>Poultry</u>	<u>Other Livestock</u>	<u>Crop#</u>	<u>Fruit</u>	<u>Veg</u>
1950	923	402	123	48	19	10	23
1954	547	299	110	25	15	15	5

\* combines general farms with miscellaneous and unclassified farms

# primarily crop farms (no cash grain farms either year)

The numbers of small and medium sized farms declined sharply, while farms of 260 acres or larger in Androscoggin County held steady or increased in number.

Androscoggin County Farms by Acreage Size

<u>Acreage</u>	<u>Under 10</u>	<u>10 29</u>	<u>30 49</u>	<u>50 99</u>	<u>100 179</u>	<u>180 219</u>	<u>220 259</u>	<u>260 499</u>	<u>500 999</u>	<u>1,000 or more</u>
1950	122	203	164	419	388	96	39	88	23	1
1954	78	104	96	266	262	63	23	87	26	4

Soils, land forms and climatic factors in some parts of Auburn appear to favor orcharding and dairy-farming, but not large-scale row-cropping. Poultry-raising also has become important in Outlying Auburn, but this is nowadays an almost wholly indoor activity, requiring piped water supply in the poultry buildings and easy delivery and handling of prepared feeds.

Marketing, processing and distribution factors appear to be the current determinants of agricultural activities throughout Maine, New England and the nation, not physiographic factors. The Turner Centre Creamery, next north of Auburn, was once one of the largest in

in New England. Some dairy farms in northern Auburn and southern Turner are still prospering. Corn and bean farming have declined throughout Maine and many local canneries have closed, like the one at Skilling's Corner, in Turner.

Forestry does not show significant employment in Maine or in any reporting sub-units, because the extensive forests in Maine hostly must be "let grow;" the terrain virtually precludes intensive cultivation or planting. Employments dependent on forest harvesting and processing can be identified in other reporting categories, principally Manufacturing, Transportation and Utilities and Service Businesses.

Auburn and Lewiston have very little employment directly related to forest exploitation, notwithstanding the extensive wooded lands in and surrounding Auburn.

Auburn-Lewiston Combined & Rounded  
1956 Average Weekly Covered Employment  
(Maine Employment Security Commission)

Manufacturing:

	13,265
Food & Kindred Products	265
Textile Mill Products	5,235
Lumber & Wood Products	140
Furniture & Fixtures	85
Paper & Allied Products	65
Printing, Publishing & Allied	335
Leather (Footwear) Products	6,680
Stone, Clay & Glass	80
Metal Industries & Products	270
All Other Manufacturing	110

Retail Trade

General Merchandise	695
Groceries & Restaurants	525
Automotive	485
Apparel	320
All Other Retail	485

Covered Other Employments

Wholesale Trade	1,170
Service Businesses	890
Contract Construction	705
Transportation, Communication, Utilities	575
Finance, Insurance and Real Estate	475
Agriculture, Forestry	95
Sand and Gravel	35

Thus manufacturing employment is clearly the economic mainstay for Auburn and for Lewiston. As the two cities increase in population in future, (discussed in pp.11,12) there will be, we believe, some increase in numbers employed in manufacturing, in trade and in services, and there will be changes in the kinds of manufacturing activities. Farming and forestry activities in and around Auburn may expand also because of the national need for more food and more fibre products as the regional and national populations increase, but farm and forest employment will not expand as much as productivity by new methods and equipment.

Economic Diversification

The current degree of dependence of Auburn and Lewiston on shoe and textile production gives cause for thoughtful concern.

PRINCIPAL MANUFACTURING EMPLOYMENTS 1950

	Auburn		Lewiston	
All Manufacturing	4,651	100.0%	9,642	100.0%
Shoe & Leather	2,606	56.1%	3,558	36.8%
Textile Mill Products	1,272	27.3%	4,999	51.8%
Wood & Lumber	216		291	
Food & Kindred	217		256	
Printing & Publishing	92		168	
Apparel, etc.	15		94	

Shoe and leather employment, and textile mill employment are notably vulnerable to geographic change for rather small differences in costs, and more importantly for reasons of freedom to change production techniques and practises.

Since 1940, many New England shoe manufacturers, both men's and women's, have migrated to Maine. Company names familiar in Auburn, Lewiston, Augusta and elsewhere, had their origin in Massachusetts, many in Brockton, or Lynn. And U.S. national shoe production capacity has exceeded market demand by 20% or more during the last thirty to forty years.

For nearly forty years the textile employment decline in New England has been the dominating problem for many an urban community. Manchester and Nashua, N. H., Lawrence and Lowell, Mass., and Biddeford and Saco, Maine are some notable recent examples. In 1920, it is said that three-quarters of the active cotton spindles in U.S.A. were in New England, whereas by 1950, three-quarters of them were in the Carolinas and Georgia.

In every major manufacturing country in the world, the installed capacity to produce cotton textiles and other textile fabrics and to finish and print or further process them exceeds and has for many years exceeded the market demands of those years. Tariffs and other restrictions, also lower real wages elsewhere have induced during the past century large textile production installations in Asiatic and other non-European, non-American countries.

Now come the non-woven fabrics, also the plastics and other innovations in U.S.A. and elsewhere. Accordingly, corresponding innovation in textile processes or other changes in kinds of manufacturing are required in Auburn-Lewiston industries.\*

If or when shoe and textile employments decline in Auburn-Lewiston, some diversification of the community economic base will occur by necessity. Some diversification is already taking place through the energetic efforts of the Lewiston Chamber of Commerce and the Auburn Business Development Corporation, aided both by the Central Maine Power Company and by the State of Maine Department of Economic Development.

\* A graphic arts firm and a Christmas glass ornament firm, each from metropolitan New York, have each recently located in Lewiston, near the Turnpike.



Some directions in which to look for further diversification are suggested herewith.

Among all industries active in Maine ranked by value added in manufacture as reported in the 1957 "Census of Maine Manufacturers," (and this rank order is also most often the rank order of total number of persons employed), Androscoggin County ranked first, second, or third among the sixteen Maine counties in the following industries:

Androscoggin 1957 Manufacturing Rank Among Maine Counties  
(1957 Census Maine Mfrs., pp 8-11) D.L.I. #262

<u>first</u>	<u>second</u>	<u>third</u>
textiles	furniture & fixtures	fabricated metals
leather goods	printing & publishing	machinery & ordnance
primary metal working	stone, clay & glass	scientific instruments

Again by value added in manufacture, the leading industries in Androscoggin County in 1957 were textiles, footwear, food packing, and paper & allied products (mainly shoe boxes, etc., we suspect).

Auburn has physically competitive industrial development land to offer, easy to grade, mainly sandy and/or gravelly, well-related to the dominant regional highway, the two railroads, the airport, the petroleum products pipe-line, electric power and its own new water supply as well as the piped community supply.

Durable goods production of relatively high value added in manufacture and requiring relatively skilled and semi-skilled workers would be a direction in which to look. Some of such industries are already listed in the County ranking above. Additions to those already active in the County might be induced to locate or expand at the County seat.

Others of like nature might be induced to come into Auburn because of its suitable sites; good transportation; abundant electric power; pleasant community; able, ingenious, persevering, skilful and willing people; moderate municipal taxes, moderate local wages and fore-thoughtful municipal self-study program assuring adequate municipal utilities, services and facilities without sudden tax-loads.

With the national, regional and local growth of population, particularly urban population, there will be expanding opportunities in Auburn for services to vacationers, also sources to local and nearby residents.

There could be further wood-using or wood-related industries; different or more clay (brick) and mineral (beryl) exploitation industries; and, less likely, some water-process-using industries (paper mills? non-woven fabrics?), but not water-powered.

A 1955 New England industrial diversification report to the Federal Reserve Bank of Boston by Arthur D. Little Co., Cambridge, pointed out several kinds of possible activities, based either on re-use in situ of textile or shoe industry capital, management, buildings and employees by expanding existing small new industries already in the community or in the area, or by acquiring some small but promising going concern elsewhere and moving it bodily into Auburn.

Some specific possibilities mentioned by A. D. Little, with further comments by us, are:

- a) large scale production of small electronic assemblies; skills for quality production at moderate cost are a prime factor; geographic location less so; value added is generally high; only a few key persons of special technical knowledge and training are required; a vast reservoir of talent in New England universities is within effectual time-distance from Auburn, also the metropolitan New York world head-quarters of so many corporation.

- b) instrument production and/or instrumented assembly operations: virtually same requirements and assets as for electronic above; they shade off into one another, nowadays; already in Androscoggin County.
- c) sporting goods production: same as above with even less technical talent required; expenditures for these goods have increased faster than all recreation, with further growth ahead; the Maine name and symbols already well-known (LL Bean, Congress Sportswear, etc.); wide use of fabrics in sporting goods might offer a textile company opportunity for entry into a growing and profitable business, plus some transfer of existing employee skills.
- d) non-woven fabrics: very rapidly growing, new uses, new forms, new manufacturing methods constantly being developed; already active in Maine; may offer a textile company lowest transfer cost and maximum utilization of its capital, management, staff & buildings in making a new product with an expanding market.
- e) re-inforced plastics: rapidly growing in volume and diversity; relatively small risk and moderate starting up costs; mainly semi-skilled staff requirements; use of textiles for re-inforcing offers some opportunity for transfer of staff skills and management abilities; already shades off to embrace parts of non-woven fabric, of sporting goods (boats, canoes, tackle kits, decoys, targets, etc.), of scientific instrumentation (bases, mounts, shields, shipping packages) and of electronics; important varieties based on wood resources available in or near Auburn, both raw wood, raw wood wastes or processed pulps and/or liquors; already used in heels for footwear.

- f) pre-fabricated housing, or pre-fabricated elements or sub-assemblies for house-building: based on locally and regionally available sustainable yield wood-resources; probably soon involves some plastic molding and/or re-inforcing activities; also resin bonding, etc.; but may be very sensitive to labor leaders rulings re building erection in consumer market areas, also vulnerable on transportation costs; Auburn might be geographically and rate-wise not a good fabrication point for processing-in-transit.
- g) abrasives: of 36 major companies in U.S.A., 14 are located in New England; low entry cost, infrequent failures; would draw some on existing paper and textile industries for base structures onto which to coat abrasive materials; any usable raw materials among Maine and Androscoggin County complex mineral resource mixtures?

#### Recent Manufacturing Employment Trends:

In Auburn (and in Lewiston) the major employment categories have included enough more males than females, as reported by the U.S. Census both in 1940 and in 1950, to suggest a sociologically healthy balance with opportunities for normal family formation -- the male, major bread-winner, supplemented by wife and/or sons or daughters.

Employment totals have held steady or slightly increased in recent years.

#### ANDROSCOGGIN COUNTY MANUFACTURING EMPLOYMENT (1957 Census of Maine Manufactures)

Year	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>
No. Employed	15,671	16,141	14,902	15,968	16,210	14,832
Av. Ann'l Pay	\$2,564	\$2,607	\$2,593	\$2,710	\$2,855	\$3,071
Male	8,622	8,898	8,016	8,720	8,743	8,007
Female	7,049	7,243	6,886	7,248	7,467	6,825

AUBURN  
EMPLOYMENT --TOTAL -- INDUSTRY GROUPS  
(residents 14 years old and over)

<u>Employed Workers</u>	1940*		1950	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Agriculture	254	5	228	8
Forestry (except logging) and fishery	1	-	2	-
Mines and quarries	3	-	4	-
Construction	268	4	419	11
Manufacturing				
Food and kindred products	216	37	183	34
Textile-mill products	520	302	753	519
Furniture, store fixtures, misc.	77	10	198	18
Logging	15	-	**	**
Sawmills and planing mills	39	3	**	**
Paper and allied products	30	17	**	**
Printing, publishing, allied prod.	65	20	68	24
Chemicals and allied products	24	5	25	5
Leather and leather products	1,355	1,138	**	**
Metal industries	41	1	36	3
Machinery	49	5	82	6
Transp'n equip, except motor veh.	12	-	6	-
Motor vehicles and equip.	4	-	-	2
Apparel & fabricated textile prod.	8	2	8	7
Other	74	25	1,403	1,271
Transp'n, communications, utilities	282	58	351	52
Railroads & railway exp. service	74	-	65	2
Trucking serv. & warehousing	56	2	77	5
Other transportation	47	2	69	3
Communications	24	40	36	25
Utilities and sanitary services	81	14	104	17
Wholesale and Retail Trade	930	303	1,212	456
Wholesale trade	138	12	309	41
Food and dairy prod. stores	258	37	249	65
Eating and drinking places	56	53	80	85
Motor vehicle & filling stations	146	11	**	**
Other retail trade	332	190	574	265
Finance, insurance & real estate	147	49	165	78
Auto storage, rental, repair serv.	104	4	**	**
Business and repair services	44	5	212	13
Personal services	168	496	161	340
Private household	35	372	18	167
Hotels and lodging places	26	36	35	35
Laundering, cleaning, dyeing serv.	57	46	**	**
Miscellaneous	50	42	108	138
Amusements, rec.& related services	27	12	47	20
Professional and related services	180	255	215	382
Government	151	36	169	37
Other	80	48	62	40

\* Except on public emergency work

\*\* Included in "Other"

Economic Base Forecast

Continuance and improvement in Auburn of gainful employments are confidently expected, based on U.S.A. and world-wide developments in prospect, and on the experiences of the past century. No explicit forecast as to numbers of jobs in Auburn in given categories ten or twenty years hence could be valid. However, some relative probabilities are stated below, barring economic or military catastrophe.

Manufacturing employment will increase but not as fast as non-manufacturing employment. The non-manufacturing employment increases will be mainly in service businesses, in retail trade, and possibly in agriculture. Wholesale trade in Auburn will be under increasing competitive pressure from Portland, Augusta and Bangor.

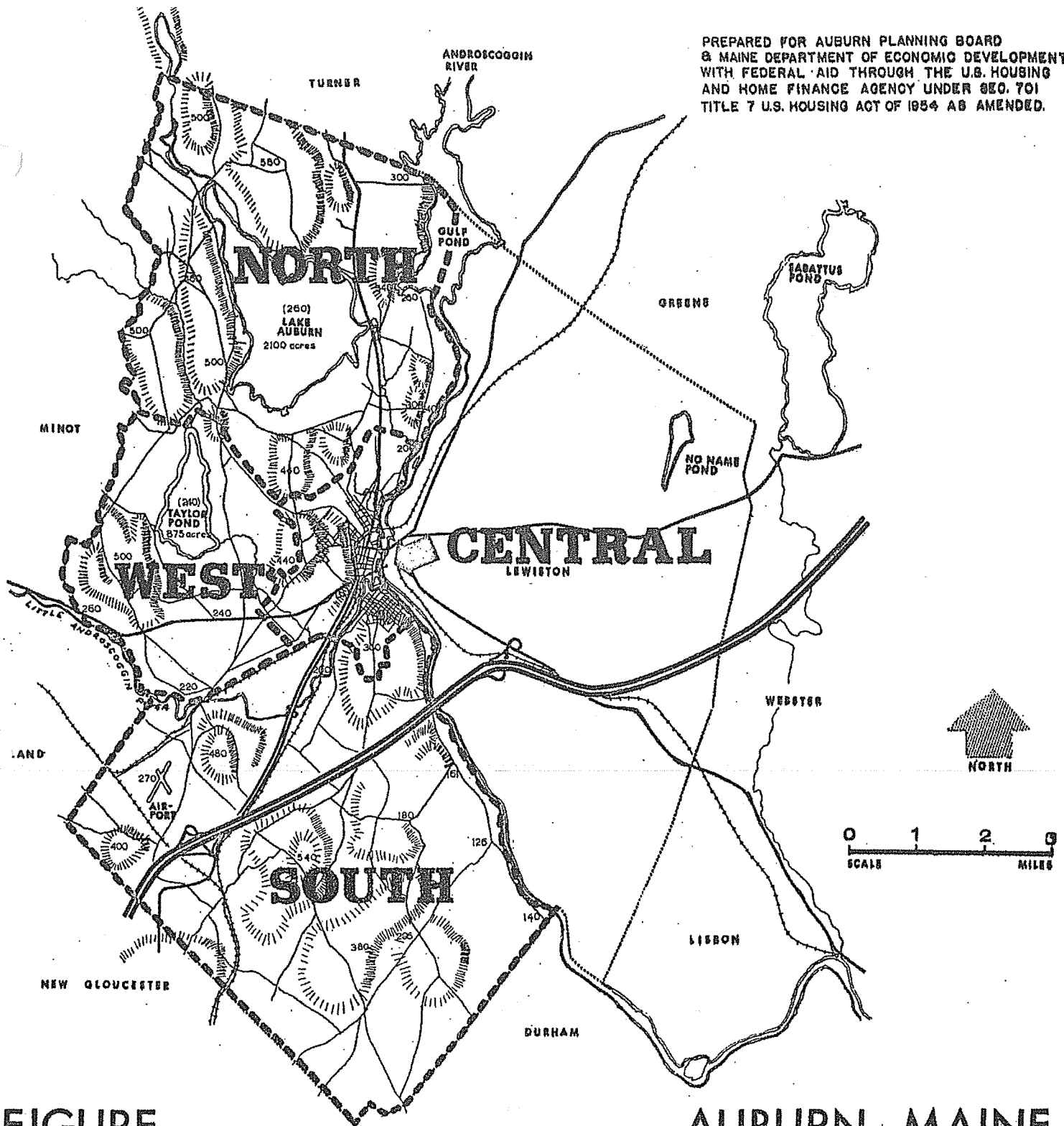
Federal, state and local government expenditures are appropriate if for activities that will bring large returns to the nation. Huge benefits have already been received from such expenditures for federal and state crop researches (corn, potatoes, wheat), natural resource researches (forestry, mineral explorations), the opening of territories to development (canals, then railways, now highways and airways) and the provision of other public services, notably in health, welfare and recreation.

In the next twenty years the U. S. population is expected to increase by one-third. Providing these additional sixty million persons with housing, food, clothing, etc. means more manufacturing employment, offset partly by concurrent increases in productivity, hence in leisure time and shortened work week; also the scale of agriculture will have to increase, but there will be little increase if any in the number of farm-related people, which has dropped since 1900 from thirty million to some twenty million. Less than five million persons engaged in manufacturing now produce the bulk of our manufactured goods!

Already the activities of most of the sixty-four million people employed in U.S.A. are related to services (business, professional, personal and entertainment, or other enjoyments) rather than direct production of goods. Around 1900 the efforts of half the labor force were required to provide the necessities of life -- food, clothing (and footwear), and shelter -- today, only one-fifth of the labor force.

In Auburn, there will be expansion of manufacturing employment, both by increase of numbers in some existing minor categories, and by new jobs in some of the new diversification categories suggested. Also there will be new service business employment opportunities in Auburn for service to the hordes of new longer-season vacationers and trippers being released for travel by our new technology.

PREPARED FOR AUBURN PLANNING BOARD  
& MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
WITH FEDERAL AID THROUGH THE U.S. HOUSING  
AND HOME FINANCE AGENCY UNDER SEC. 701  
TITLE 7 U.S. HOUSING ACT OF 1934 AS AMENDED.



## FIGURE

## BASIC DATA

Selected Topography and Elevations from U.S.G.S.

## AUBURN, MAINE

CITY PLANNING BOARD  
John T. Blackwell Planner, Boston

	LAND AREAS		POPULATION		ASSESSED VALUATION			
	Sq miles	%	No.	%	Land	Buildings	Total	%
NORTH	22.0	33.3	1,955	8.4	\$ 363,860	\$ 1,329,620	\$ 1,693,480	5.8
WEST	9.1	13.7	1,600	6.9	\$ 507,927	\$ 1,462,196	\$ 1,970,123	6.8
SOUTH	30.1	45.6	1,845	8.0	\$ 563,347	\$ 1,382,117	\$ 1,945,464	6.7
CENTRAL	4.8	7.4	17,735	76.7	\$4633,529	\$18,691,214	\$23,324,743	80.7
Total	66.0	100.0	23,135	100.0	\$6,068,663	\$22,865,147	\$28,933,810	100.0

## SECTION III - LAND USE STUDY AND PLAN

Land Analysis

For study purposes the 66 square mile gross area of Auburn was divided into four principal study sectors:

Northern Auburn, 22 square miles, drained principally by Bobbin Mill Brook; about 1,955 population; rather rugged topography; contains the twin city water supply, (Lake Auburn - 2100 acres - sq. mi. watershed), also the village of West Auburn, North Auburn and East Auburn, and the Gulf Pond and Deer Rips hydro-electric stations of Central Maine Power Co.

Western Auburn, 9 square miles, drained principally by Taylor Brook and the Little Androscoggin River; about 1,600 population; somewhat rugged topography; contains Mt. Apatite, Taylor Pond - 875 acres - and a ribbon of urban settlement along Minot Avenue, also neighborhood nuclei called Haskell Corner, Welcome Corner and Stevens Mill Corner.

Southern Auburn, about 30 square miles, drained principally by the Little Androscoggin and the Androscoggin Rivers; secondarily by the Royal River, about 1,845 population; gently rolling topography, mainly wooded; contains the Twin City airport and Twin City railroad, and is traversed by the Maine Turnpike, also the Old Portland Road, the Grand Trunk Railroad, and the Maine Central Railroad.

Central Auburn, about 5 square miles, drained by Taylor Brook, Gully Brook, the Little Androscoggin River and the Great Androscoggin; about 17,735 population; contains the bulk of community facilities, utilities and urban land uses, including existing industries.

Within Central Auburn, is Downtown Auburn, an 0.5 square mile land area, bounded by the Androscoggin River, the Little Androscoggin River, and the Maine Central Railroad.

From these data it can be seen that Auburn people live mainly in urban circumstances; more than three-quarters of them in Central Auburn. Only about 5400 people in 1956 were living in 61 square miles of Outlying Auburn. For our summer 1956 Reconnaissance Study for Auburn, it was discovered that only about one-quarter of these 5400 people, only about 1300 people in Outlying Auburn, were living in clusters of ten houses or more; the other three quarters appear to be indeed scattered.



Thus Auburn presents three major groups of planning problems:

Urban Cluster Problems

Schools	Sewerage
Stores	Downtown decline
Traffic	Fringe growth
Parking	Additional tax base

Tiny Rural Village Problems, and Widely Scattered Farm and Rural Non-farm Homes

Schools,  
Road maintenance and improvement costs,  
Water supply and fire-fighting,  
Need to keep taxes down for continuance  
of farming and forestry,  
Need for land uses to stabilize or increase  
tax yields to meet high tax costs,  
Wise uses and controls for under-developed areas.

Woodland Protection and Improvement

Inventorying	Fire Protection
Access Roads	Incentive Taxation
Disease and Insect Reduction	

Auburn has ample physical assets for continuing growth. There is land enough and to spare for more homes, farms, industry and business in the 66 sq. mi. in Auburn. One of the biggest opportunities and problems is to discover desirable land use policies for the underdeveloped portions of Auburn that will be compatible with the major existing land uses throughout Auburn.

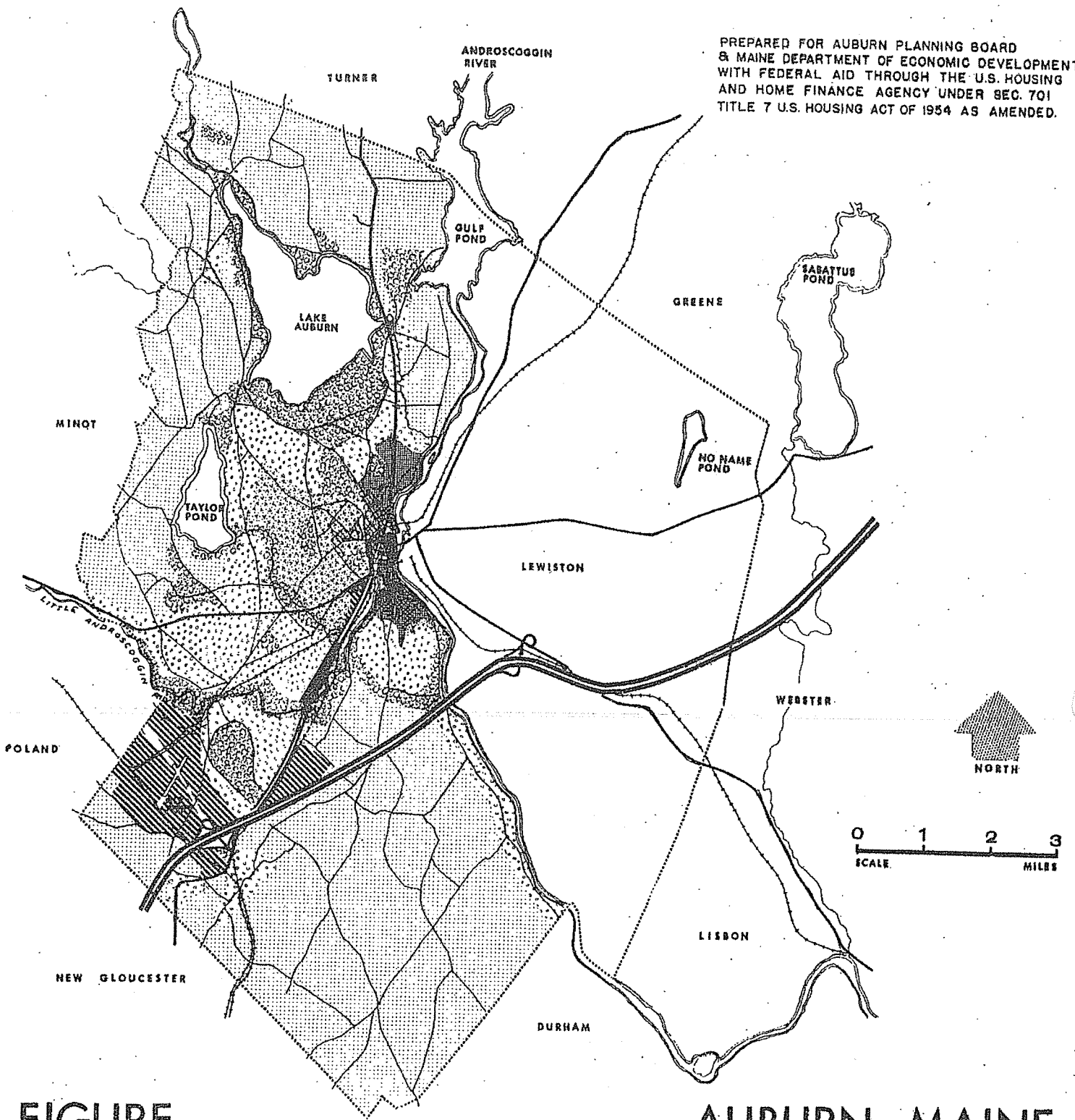
Auburn is in competition with all other northeastern manufacturing cities. The more immediate problem in Auburn, therefore, is to maintain and constantly improve its industrial and residential conditions. Increased citizen awareness and concerted community action is needed to meet these problems.

Both the shoe and textile industries of Auburn and Lewiston are subject to intense competition, world-wide. Employment in them is subject to wide fluctuation and layoffs.

Auburn needs first of all to provide appropriate locations of sufficient acreage for industrial growth and diversification.

At the same time, city planning for Auburn, must deal with doubling and possible re-doubling of the existing residentially built-up areas, means of providing for, and accompanying community facilities, utilities and traffic, while large portions of the 66 square miles in Auburn are encouraged to remain in farms and forests.




PREPARED FOR AUBURN PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
 WITH FEDERAL AID THROUGH THE U.S. HOUSING  
 AND HOME FINANCE AGENCY UNDER SEC. 701  
 TITLE 7 U.S. HOUSING ACT OF 1954 AS AMENDED.






# FIGURE


## LAND USE PLAN

### RESIDENTIAL

-  Urban
-  Suburban
-  Rural

### NON-RESIDENTIAL

-  Business
-  Industrial
-  Public & Semi-Public

-  Farm & Forest

## AUBURN, MAINE

CITY PLANNING BOARD  
 John T. Blackwell Planner, Boston

RESIDENTIAL  
LAND USE PLAN

Urban Auburn in 1957 covered only about one-tenth of the total land area within Auburn municipal boundaries. The urban and suburban area was concentrated at the geographic center of the municipality. There were only moderate problems of ribbon development along the major radial roads north, west and south of the urban center.

Because of the twin-city water supply in the north end, the rough topography west of the lakes, and the very nearly non-populated status of most of Auburn south of the Maine Turnpike, and because of the location and availability of major community facilities, utilities and radial streets and highway connections, it was determined with the Planning Board to recommend that future Auburn urban and suburban development be concentrated mainly in three areas:

- 1) The south part of the New Auburn plateau;
- 2) Southwest Auburn, bounded generally by Washington Street, the Little Androscoggin River, Minot Avenue and Taylor Brook;
- 3) Northwest Auburn, bounded generally by Minot Avenue, Taylor Brook, Taylor Pond ( east shore), Summer Street and Mt. Auburn Road.

Some 3,600 acres are recommended for suburban one-family development at one acre or more per dwelling. This would accommodate, we reckon, some 2,300 to 2,600 future families, after acreage deductions for new streets and school sites, also fire-station sites. Such growth would mean 7,000 to 8,000 additional people. These areas are within reach of Auburn Water District mains (with some extension) but beyond economic reach of existing sewers.

About 800 acres are recommended for urban one-family development at one-third acre or more per dwelling. Some 800 to 1000 new homes might be built in these areas, we believe, after acreage deductions for portions already built-up, also for new streets, and community facilities. These areas are mostly within reach of existing water mains, but might have to be sewered with a Taylor Brook trunk sewer.

About 600 acres with all utilities and already mainly built-up to more than one-family structures are recommended for urban general residence.

INDUSTRIAL

Industrial location choice factors bring into view three future industrial development possibilities in or close to Central Auburn:

- 1) Continuance and redevelopment of industrial or commercial uses (not retail) along some 2,000 feet both sides of the Maine Central Railroad in Downtown Auburn, from the neighborhood of Elm Street to the neighborhood of the railroad bridge over Turner Street, as more fully discussed in a subsequent section of this report.
- 2) Large-scale and long term future industrial production and distribution development of some 2,200 acres in southwest Auburn, south of the Little Androscoggin River, embracing the Maine Central Railroad, the Grand Trunk Railroad, the Maine Turnpike interchange and toll booth, the airport, the municipally jointly-owned Lewiston-Auburn industrial service railroad, the electric power transmission line, and the petroleum products pipe line. This location, with outstanding conjunction of major utilities and services also has the possibility of developing its own water supply and its own on-site sewage disposal.
- 3) North of Bradman Street and the adjoining portion of Bobbin Mill Brook there might someday be industrial development in gently sloping territory mainly wooded and vacant in 1957, and bounded northerly by Stetson Road, easterly by North River Road, southerly by Bobbin Mill Brook near Bradman Street, and westerly by Bobbin Mill Brook near Center Street.

The first and second of these three locations are strongly favored. Downtown Auburn in the next twenty years is likely to become more distinctly commercial but if ever the railroad should cease to operate, the area might be expected to become mainly recreational and civic non-commercial.

The old industrial location determinants no longer apply: direct mechanical water powering; railroad proximity; and proximity to residential areas.

Land forms and land elevations directed early water-powered industrial development to the Lewiston side of the river, but current factors will bring more industry in Auburn over a span of time, just because there are in Auburn so many more acres than in Lewiston of competitively acceptable land in classic major industrial relationship in view from the Turnpike near the interchange.

The older, high, multi-story, intensively occupied industrial buildings in Downtown Auburn and Downtown Lewiston are increasingly less well adapted to existing and near future industrial production processes and layouts. This is signalled in Auburn by the removal of Donnell-Bixby Shoe Company from downtown, and its relocation about a mile westward along Minot Avenue; also by the removal of the Belgrade Shoe Company to a location nearly two miles out Minot Avenue on Old Hotel Road at Stevens Mill Road and the removal of Rangeley Wood Heel from Downtown northerly along Center Street.

Spaciousness and automation have marked industrial development since World War II throughout the United States. Each of these companies has a mainly one-story building set on a considerable lot with substantial off-street parking areas; the Belgrade Shoe building and lot are notable examples in Auburn of typical American industrial development of the 1950s. Each of these industrial moves also illustrates a tendency to be avoided in Auburn, the tendency to request an industrial zone for any reasonably developable land within reach of utilities and with fair to good street access. The very human plea is - "this will give employment and add to the tax base, and in this location it won't hurt anybody." The difficulty is of course that such scatteration of industry leads also to scattered requests for utility and street improvement which Auburn can scarcely afford.

Auburn and Lewiston were created by industrial development. Auburn must make street and utility improvement for industry, but it ought to make them only in locations that will yield the city the largest and longest term stability of development, hence the largest and longest term tax income. Accordingly, because of the classic existing conjunction in southwestern Auburn of railroads, highways, airport, electric power line and petroleum products pipeline, we strongly recommend that the community concentrate industrial development in this area by deliberate and consciously maintained land use policies expressed and enforced through appropriate zoning provisions such as the draft zoning map and draft zoning ordinance text, appended to this report.

The Donnell-Bixby, Belgrade Shoe and Rangeley Heel locations are usable only because of wide-spread automobile ownership and because of the low cost of automobile acquisition and operation in Maine. Whether an industrial location be two miles or five miles from home makes no difference if one is going there by automobile anyhow. Therefore, although the airport-highway-railway industrial development site, a strikingly appropriate

location, may seem surprisingly far ( $3\frac{1}{2}$  miles) from the older industrial locations in Downtown Auburn, it is the best, we believe. It is appropriately related to the rest of recommended Auburn development areas. We therefore urge conscious adoption and conscious maintenance of this area for future industrial development in Auburn.

Water-powered industries were the cause of the founding and growth of the Auburn-Lewiston one hundred and ninety year old urban settlement in the midst of a great woodland at the biggest, farthest downstream water power location on the most heavily regulated of the three great rivers in Maine.

The major water-powered industrial site in Lewiston has continued in manufacturing use. There were also three sites in Auburn on the Little Androscoggin River, only one of which still has a mill building on it (New Auburn), and one good potential site on the Great Androscoggin at the falls, near the Maine Central Railroad bridge. While these sites may have process-water and power development potentials, none of them (except lower Bobbin Mill Brook) is well-suited for current industrial building in terms of location, topography or existing major street access. Also, because of the many falls, the rivers do not afford these sites any special transportation advantages, either for supplies, deliveries or fuelling.

#### Business

Two kinds of business development in Auburn are suggested: small-scale neighborhood business for neighborhood convenience, mainly in outlying locations; larger-scale, more varied and more intensive retail business, services, entertainments and professional and personal businesses in Central Auburn locations.

Continuance of existing stores is recommended in North Auburn, West Auburn, Haskell Corner, Stevens Mill Corner, the Six Corners, and near the top of Court Street hill in Central Auburn. Some future enlargement of existing neighborhood stores is suggested at three locations: in Danville Junction, on Old Hotel Road near the airport, and at East Auburn village.

A larger scale of retail and general business development is suggested for four locations: Downtown Auburn, New Auburn, in depth along Washington Street between Taylor Brook and Little Androscoggin River, southwesterly of Downtown Auburn and New Auburn; also northeast of Downtown Auburn, in depth along a portion of Center Street.

In each of these locations there is already significant general business and retail development. Each of the locations is well related to existing and proposed future residential areas at the densities recommended. Existing retail and general business activities in each of these areas have stood the test of time and are not likely to be given up. They can only be improved by private enterprise actions, triggered by municipal actions to provide appropriate physical circumstances, including access, parking and some minimum amount of grace and beauty through landscaped green space buffers.

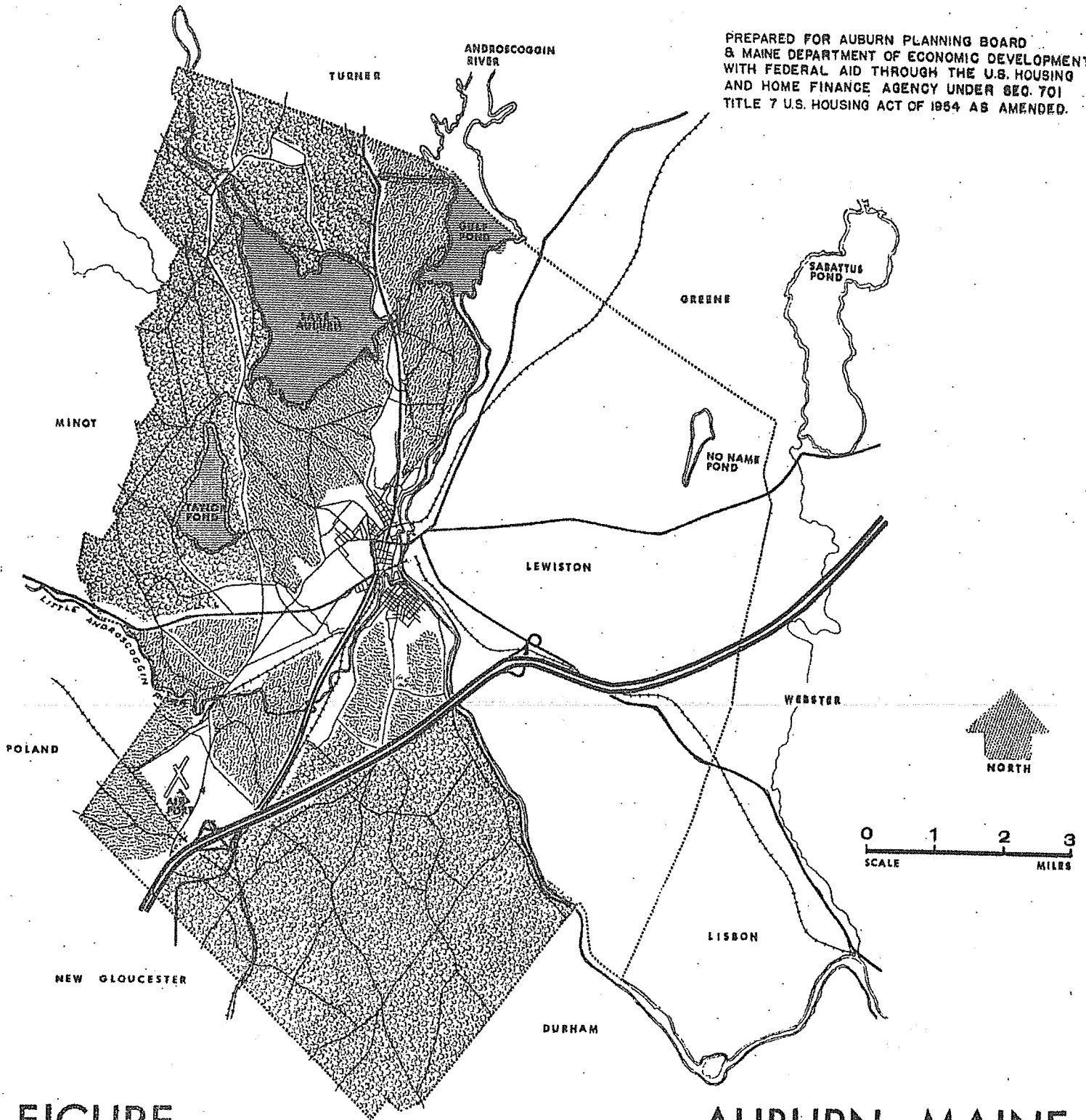
Downtown Auburn business development is discussed in another section of this report.

In New Auburn are some business uses located there partly because of nearby concentrations of population from the old walk-to-work days, and partly because topographically and land-cost wise there was perhaps not room for them in Downtown Auburn.

Center Street, between Downtown and North River Road and Cross Street, had become essentially "automobile row"; continuance of it and encouragement for up-grading of such development and of the other non-competitive land uses mixed in, by increasing the land depth easterly is recommended.

Washington Street was encrusted both sides with highway-related businesses along much of its length between Taylor Brook and the Little Androscoggin River. There were a few nice recent houses on the east side of Washington Street on higher ground, looking out easterly over the Little Androscoggin River. The 1957-58 State building of Washington Street South-bound, so-called, (the first barrel of intended double-barreled expressway-type connector to the Maine Turnpike) makes it possible to encourage Washington Street businesses and homes to upgrade themselves by planning an expanded depth of business land in planned locations with planned green spaces, and with flood plains between the businesses and the Little Androscoggin River in land difficult and unsuitable to develop for either industry or commerce. Already there is a new truck terminal here, an attractive brick surfaced building with paved loading and parking and land enough to afford a small green perimeter.

PREPARED FOR AUBURN PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
 WITH FEDERAL AID THROUGH THE U.S. HOUSING  
 AND HOME FINANCE AGENCY UNDER SEC. 701  
 TITLE 7 U.S. HOUSING ACT OF 1954 AS AMENDED.

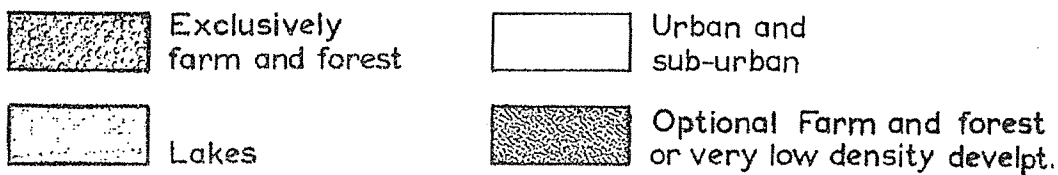


FIGURE

FARM AND FOREST PLAN

AUBURN, MAINE

CITY PLANNING BOARD  
 John T. Blackwell Planner, Boston





The pattern of such development, with major provision for future industry near the railroad, highway and airport, is clearly portrayed by our diagrams of proposed land use and circulation.

A major community policy decision is required whether future suburban residential development shall be on lot sizes large enough to assure safe individual sewage disposal. In the draft zoning ordinance and map, planners and the Planning Board have strongly so recommended. Municipal piped sanitary sewerage is almost the only clearly avoidable municipal capital outlay. Schools, streets, water supply, fire-fighting and health and safety services appear inescapable. Every dollar not put out for sewerage becomes available for one of these other expenditures.

#### Low Pressure Areas

The non-urban areas previously mentioned might be called "low pressure areas," intended to be kept so for the public policy reasons already indicated on Page 6 of this report. Many parts of these "low pressure areas" are currently wooded and difficult of access, and we propose they remain so..

Woodlands cover more than five-sixths of Auburn and are the biggest acreage land use and one of the most important opportunities and problems in Auburn, and in many Maine communities. Several kinds of wooded lands - both existing wooded areas and lands to be reforested - and several kinds of uses of them are important for Auburn and throughout the State of Maine:

- 1) Forests privately owned and cut for pulp, timber, veneer, turnery and dimension stock, Christmas trees, etc.
- 2) Forests and forestable land publicly and/or semi-publicly owned for water-supply protection, for stream-flow control, and for protection and enhancement of major public and semi-public recreation areas.
- 3) Rural Recreation and Residence areas (mainly private enterprises) that attract patronage because of being in forest settings or importantly associated with part-open, part-wooded areas, such as summer vacation schools and camps for boys and girls; family vacation camps and cottages near lakes, ponds, streams; hunting and fishing clubs and lodges; year-round dwellings of people who prefer living in or very near Woodlands.

Many of Auburn's public purpose requirements will not arise until the city is much larger. However, we indicate below our initial thinking on those public and quasi-public functions which are adapted to the "low pressure areas", functions mostly of a low intensity.

- 1) Town Forest - to serve as proselyting examples of good forestry practice and as a source of municipal revenue
- 2) Buffer belts - usually on stream courses - to separate different community elements and land uses and for stream protection.
- 3) Campsites -
  - a. Special - Scout, other groups
  - b. Roadside - as a drawing element off turnpike
  - c. "wilderness" - for hiking and canoe trail use.
- 4) Special recreational sites -
  - a. Building sites and preserves for rod and gun clubs, outing clubs, rifle ranges.
  - b. Ski slopes - future municipal and private.
  - c. Wild land reservation for bird and game sancturaries and nature study unimproved except few light paths.
  - d. Waterside sites - for swimming, water skiing, public beaches and for airplane and public boat landings on Taylor Pond, Gulf Pond, Lake Auburn, also for ice-boating and skating.
- 5) Other Special Sites
  - a. Gravel banks for public use.
  - b. Disposal sites for sanitary fill or dumping.

As to the water courses and lakes:

- a) Taylor Pond: Should probably be kept residential and recreational and intensified in its use because of its proximity to the twin cities. The only other lake which could serve an intensive recreational capacity is Sabattus Pond, northeast of Lewiston. Since Auburn is in the coming growth area of Central Maine it is essential that Taylor Pond be reserved for public recreational use. Many summer camps on the east side of the Pond are close to the water's edge. Topography on the western shore has limited development to some degree; however, the same situation prevails there with many cottages closing access to lake front. The only open sections of Taylor Pond shore-front are on the south and the north and north-east. One answer perhaps, is municipal purchase of lakeside properties at Sandy Beach, turning them into bathhouses and concessions and clearing a pathway for recommended new parkway.
- b) Lake Auburn is the municipal water supply for twin cities. This precludes many uses in order to protect the watershed. However, it would seem that much of the watershed land and some parts of the margins of the lake could be utilized for specific public uses broader than total withdrawal for water supply protection purposes.
- c) Royal River, Little Androscoggin River, Taylor Brook, Bobbin Mill Brook: These stream courses, while not entirely within the "low pressure areas" are extremely important as shapers of the future design pattern of the City. Therefore their margins should be protected from any form of building encroachment. The two brooks have some potential for recreational development, but the Little Androscoggin River has characteristics which would make it a first class recreational asset as pollution becomes controlled and reduced. The stream banks could be used for camping, nature preserves, bird sanctuaries and the like. The stream itself could be used for canoeing and swimming. Some of the flood plain bayous near the airport appear capable of water supply development, subject to further examination.
- d) The Great Androscoggin River: Except for Gulf Pond, the River as it flows through the twin cities offers little recreational potential. Rapids and dangerous water flows preclude such uses apart from the obvious pollution problem. Full development of Gulf Pond recreational potential depends on eventual pollution control measures to make the river recreationally acceptable. Its flood plain should be kept open and green.

All the rest of these outlying Auburn low-pressure areas are recommended to remain for the next ten to twenty years primarily in farm and forest usage, with no significant increase of population but rather a gradual decrease, accompanied by lessened municipal road and school bus obligations. This pattern of un-development has been successfully and appropriately applied in similar circumstances in many Great Lakes and north central states communities.

#### SECTION IV

##### Street and Highway Plan

Local-ness of major traffic flows is the outstanding circulation feature of Auburn-Lewiston, and of most other urban communities similarly situated.

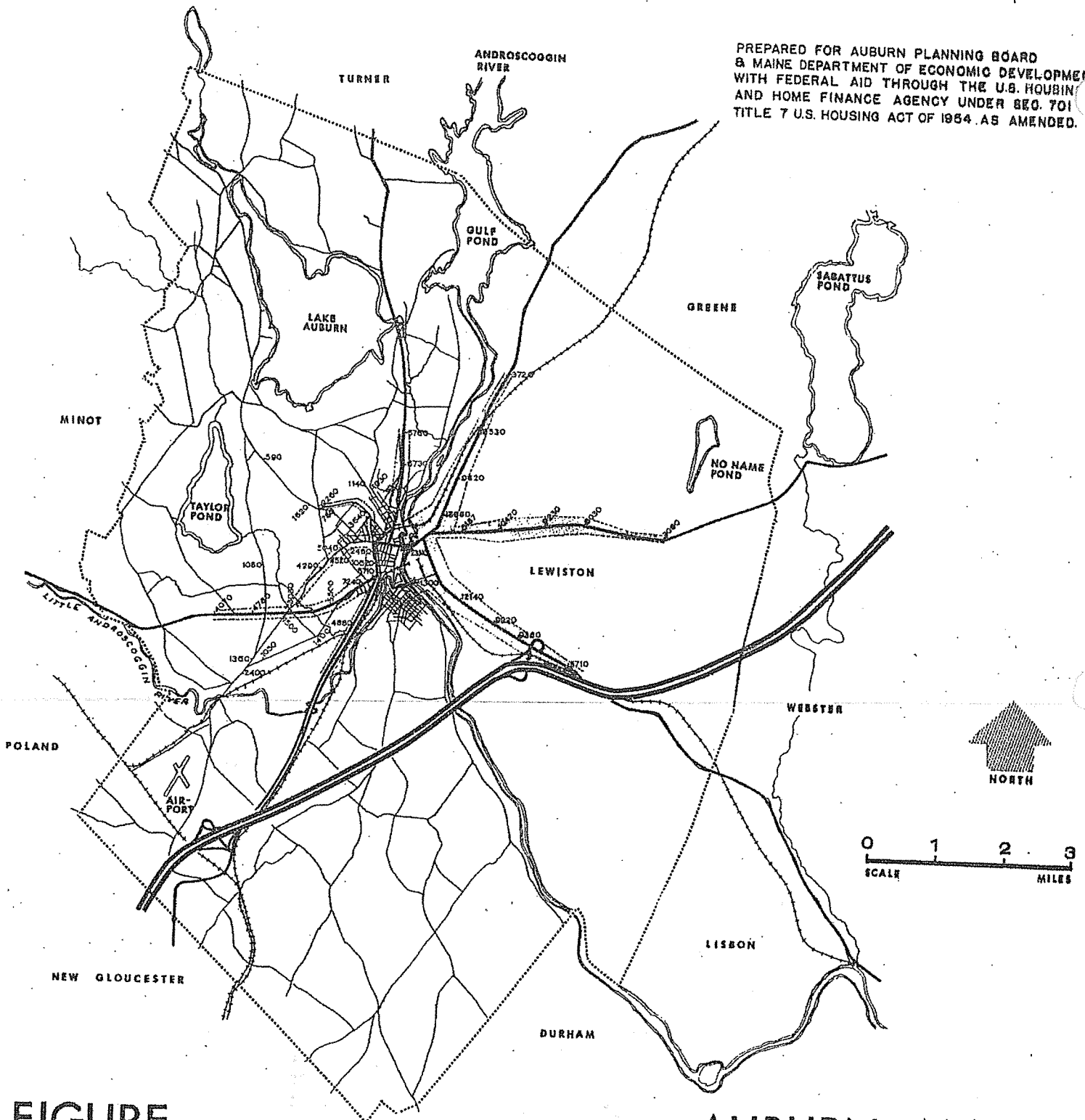
Auburn-Lewiston together constitute a node of urban settlement and manufacturing development in the midst of an immense woodland, spreading over most of Maine. Auburn is connected with other major nodes, (Portland, Augusta) by the Maine Turnpike, cutting through woods, fields, and hills; also by the earlier state roads, somewhat encrusted with houses, filling stations, restaurants, etc.

But the major traffic flow problems in Auburn (and Lewiston) are occasioned primarily by their own business, industrial, residential and special (hospital, college, fair grounds) traffic generators. Only a small proportion of the traffic is "through" traffic, having no desire to stop in the urban area -- merely coming "from away" on one side and going to some farther destination on the other side.

The local-ness is demonstrated by the sharp dropping off of traffic volumes along the major radial streets in Auburn and Lewiston (Fig. ), from volumes as high as 10,000 - 12,000 a.d.t. near the community centers to volumes varying from a few hundred to a few thousand within three or four miles radius of the centers.

A second astonishing feature is that, by a small margin, the North Bridge, connecting Auburn and Lewiston was in 1957 the most heavily trafficked bridge in Maine! It was carrying two-way flows of the order of 22,000 - 24,000 vehicles per day: 22,225 in 1956, and 23,310 in 1958. Its effectual maximum is said to be 21,000; beyond that, motorists have to wait more than one cycle to complete their crossing of the bridge. The approaches in Auburn and in Lewiston are more limiting than the bridge itself, though that needs widening too.

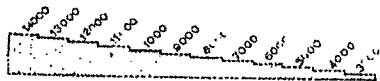
PREPARED FOR AUBURN PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
 WITH FEDERAL AID THROUGH THE U.S. HOUSING  
 AND HOME FINANCE AGENCY UNDER SEC. 701  
 TITLE 7 U.S. HOUSING ACT OF 1954, AS AMENDED.



**FIGURE**  
**TRAFFIC FLOW VOLUMES, 1958.**

**AUBURN, MAINE**

**CITY PLANNING BOARD**  
**John T. Blackwell Planner, Boston**



FLOW THICKNESS DELINEATED IN PROPORTION TO TRAFFIC VOLUME.

The heart of the circulation problem is the old, tight configuration of mills, stores, factories, warehouses, offices and public buildings just as close to the River and to one another as they could get, along both banks. This resulted from the old days of walking to work. An automobile occupies about 100 times the ground area occupied by a pedestrian, and in motion or parked, requires some more empty space around it.

After all "one-way" flow and "no curb parking" adaptations, it comes down to building more street space for cars, if in our communities we are to continue to own, enjoy and use more and more cars.

With the projected additions to Auburn population, and the more than proportional industrial development increase in Auburn near the Turnpike (on account of topographic limitation of competitively developable land in Lewiston near the Turnpike), will come doubling or more of the number of vehicles owned and used in Auburn, we believe. By that time, however, the land use pattern will have changed in such manner that not many more than the 1957 numbers of vehicles (if even so many) will be traversing the 1957 pathways to the 1957 journey goals.

If not by planning, then by topographic and other land space and property cost limitations, industrial and wholesale and some municipal land-uses will no longer be present or present only in lesser degree in Downtown Auburn.

Auburn existing major radial streets and some others we believe to be appropriately located and capable of carrying the future traffic that will be thrust upon them by future Auburn residential development if they are improved gradually within their existing rights of way (by programmed pieces) to at least the same extent as the recent Minot Avenue widening and repaving, also the Court Street improvements from Minot Avenue northeasterly.

The most urgent Auburn 1957 needs have been met by those constructions and by the 1958 State Highway construction of Washington Street Southbound, so-called, doubling the roadway between the Turnpike interchange and Downtown Auburn.

A remaining urgent need is some relief for the North Bridge. This need will continue as long as the business and civic land uses along Court Street, Auburn and on Lisbon Street and Main Street and environs in Lewiston continue; they seem to us fairly permanent. In general, five river-crossing locations for a larger caliber bridge could be considered: the vicinity of Box Island, the vicinity of the Maine Central Railroad bridge, the present North Bridge site, the Grand Trunk Railroad bridge and the vicinity of the present South Bridge. The 1955 Maine Turnpike bridge removes any need for looking any farther down stream than the existing South Bridge, between the Hill Mill and New Auburn.

We recommend a new Androscoggin River bridge, crossing at a flood-safe level in the neighborhood of the existing Grand Trunk Railroad bridge for several reasons:

- 1) there is as yet no flood-safe traffic bridge between Auburn and Lewiston; South Bridge went out in 1936 and North Bridge was shaking; both might go next time.
- 2) A moderately-high-level bridge somewhere near the Grand Trunk location would make good use of existing topography without seriously disrupting present or future downtown land uses.
- 3) Such a bridge would enable Auburn and Lewiston to preserve, extend, refine and further intensify their respective downtown land use patterns better than any other location, we feel.
- 4) Such a bridge could have smoother approach alignment at lower cost, both in Auburn and Lewiston, than most of the other bridge locations, we believe; to rebuild the North Bridge on its own site, but at a higher level would destroy two of the banks, the hotel and stores on both sides of Court Street in Auburn, we believe, also enterprises in Lewiston. So long as the Maine Central Railroad is active, it would be difficult to arrange good approaches to a new bridge near that one, either up-or down-stream. Although there is future need of a Box Island Bridge for the sake of Bates College, the Fairgrounds, and outer Auburn development, that is some time away. South Bridge cannot be set higher nor its approaches be effectually improved except at costs comparable with those of a new bridge.

- 5) Finally, a new bridge in the Grand Trunk neighborhood would tie in without further cost to the 1958 Minot Avenue and Washington Street state improvements, and would at once relieve the dangerous and difficult Auburn traffic complications at all the Lower Court Street intersections, also outside the County Buildings, the existing Central Fire Station and the Auburn Public Library. No bridge on the North Bridge site or farther north would do so. The twin cities jointly own the Grand Trunk Railroad bridge and approaches.

In short, no other bridge location we saw would so well meet so many pressing present and future needs and serve so many existing institutions while preserving and enhancing existing commercial land uses with encouragement to change for the better.

Accordingly, we heartily concur in seconding a new bridge in the neighborhood of the Grand Trunk Railroad, approximately as recommended by Edwards & Kelcey, though with some location differences at Minot Avenue of Auburn approach alignment, and of the channelization into Auburn traffic.

#### Auburn Radial Streets

Adequately enlarged access to the major industrial development areas recommended near the railroad, the turnpike toll booth and the airport, is afforded by the new Washington Street, southwesterly.

Adequate access southwesterly and westerly for near future residential growth is afforded by the Minot Avenue and Court Street improvements of 1957-1958.

Northerly, Center Street has also been importantly improved between Turner Street and the neighborhood of Cross Street, with the prospect that such improvement will be extended northerly, year by year.

Northwesterly, major radial access improvement is proposed between Downtown Auburn and Young's Corner, West Auburn and North Auburn by making Summer Street one-way southeasterly and Turner Street one-way northwesterly between Downtown Auburn and the hereinafter proposed Auburn circumferential parkway. That part of Summer Street between Vining Street and Young's Corner will need selective improvement as to pavement width, alignment and profile over a span of years. Also from Turner Street in the neighborhood of Vining Street there would have to be extended northwesterly a new roadway one-way northwesterly to Mt. Auburn Cemetery and the suggested circumferential parkway.



Such new roadway would be parallel to and close to Summer Street, creating a smoothly aligned pair of one-way roadways. This will afford northwesterly suburban Auburn major radial semi-limited circulation similar to the State construction parallel to Washington Street for southwesterly suburban Auburn.

Enlargement of Goff Street, Gamage Avenue and Lake Street appeared more costly, more disruptive of existing homes, and no more serviceable than the route recommended.

Moreover, the route recommended ties directly into the Downtown shopping and circulation improvements through the existing Turner Street railroad underpass, as discussed later in this report, whereas the Goff-Gamage-Lake Street alternate does not tie in as directly and involves a rail crossing at grade.

For future circulation in and through future residential neighborhoods and for future industrial developments in southwesterly Auburn, we recommend circumferential Parkway, in future connecting with a possible similar circumferential road in Lewiston, so that together the two circumferential roads might make one loop from the Auburn Turnpike interchange to the Lewiston Turnpike interchange.

In Auburn this double road parkway is proposed to be controlled access, intersecting at grade all existing major radial streets in Auburn but no interchange permitted with any neighborhood local streets.

Such parkway would be aligned so that in future when the Maine Turnpike becomes non-toll, the parkway could be extended to connect with the present Auburn toll-interchange ramps. Meanwhile, Hardscrabble Road or some adaptation of Hardscrabble Road, could be improved to afford the recommended parkway a sufficiently high-grade traffic connection with the Washington Street improvement constructed by the State.

From the neighborhood of the Airport and Marstons Corner such parkway would proceed northerly across the Little Androscoggin River, cross Minot Avenue near Garfield Road, continue northerly past the southeast corner of Taylor Pond, cross Old Hotel Road in the neighborhood of Taylor Brook, turning thence more northeasterly and easterly and following the general neighborhood of the power line between Taylor Brook and the intersection of Summer Street and Park Avenue, turning more easterly onto a location north of Mt. Auburn Avenue, cross Turner Street and terminate for now at Center Street, but be capable of extension to and across the Androscoggin River at a point in the neighborhood of Box Island.

By such connection, the parkway could pass north of Riverside Cemetery in Lewiston and be capable of connecting at grade with Russell Street and Pettingill Street in Lewiston. Russell Street might become one-way easterly and Pettingill Street one-way westerly, in order to create adequate traffic flow capacity without seriously disrupting existing land uses, but directly serving by these existing streets the locus of Bates College, the Armory, the High School and the two hospitals.

Such an Auburn circumferential parkway is recognized to be an ambitious project. Its total extent in Auburn from the Turnpike interchange to Box Island might be some 40,000 linear feet. 200-250 ft. width of way would be appropriate.

This is the only major roadway acquisition and construction recommended by the planners in Auburn. It is vital to the future growth and safety of the community and it is even more important to the fiscal health of Auburn. A right-of-way for such parkway can be acquired by the city in the next few years at little cost. If such right-of-way be not acquired now, it will either be difficult or too costly or be deemed too disruptive to acquire later when the need becomes evident.

The Planners respectfully point out the example of all previous roadways in Auburn proving to be too small for the automobile traffic thrust upon them during the past quarter century. Taking at least a quarter century look ahead the wisdom of such roadway can be seen.

It is therefore again recommended that the City of Auburn deliberately set out to acquire the right-of-way for such parkway by programmed parts, year by year, and that it construct one or another piece of roadway at a time, only one barrel at a time. Who knows what new forms of federal urban highway aid might become available to aid such construction?

#### Parking

Parking has been a problem mainly in Downtown Auburn. However, since 1955, the Auburn Parking District has created three new off-street lots in appropriate locations for more than 125 cars. Further Downtown Auburn parking enlargement and re-arrangement is discussed in a subsequent section of this report, as part of the Downtown Plan.

Parking in Outlying Auburn and in Central Auburn urban suburban residential and business areas was dealt with by zoning and subdivision requirements for off-street parking, as set forth in the draft ordinances separately submitted.

Community Facilities

The major community facility needs of Auburn are additional public and semi-public lands along its principal stream courses and river banks, and along the shores of its three major water bodies; wisely located additional elementary school, junior high school and high school facilities; and slightly redistributed (and partially re-equipped) fire station facilities, also a new City Hall.

Notwithstanding the 66 sq. mi. land area within Auburn municipal boundary, the City of Auburn itself owns surprisingly little public open space, mainly the sites of existing public buildings.

The major public and semi-public open spaces in Auburn in 1957 were:

Martindale Country Club  
State of Maine Rifle Range, also Armory site  
Auburn Water District lands bordering Lake Auburn  
Auburn Sewer District Lands mainly along Dennison  
Gully Brook  
City of Auburn Pettingill Park  
City of Auburn Pulsifer Park  
City of Auburn Raymond Park  
City of Auburn Gravel Pit and Dump  
Evergreen Cemetery  
Gracelawn Park and Cemetery  
Mt. Auburn Cemetery  
Beth Abraham Cemetery  
Pine Street Cemetery  
Oak Hill Cemetery  
Mountain View Cemetery  
West Auburn, North Auburn Cemetery

There is extensive acreage surrounding the Auburn-Lewiston Airport, owned by the Lewiston-Auburn Airport Commission, of the two cities. This land is not mentioned above, because it is not public open-space, and only a part of it will ultimately be held open and green, unpaved, and unbuilt on, over and above required green strips and clearance areas alongside runways, taxi-strips, airplane aprons and airplane-related buildings. Most of the rest of said Airport land is favorably situated for airport-related uses and for major industrial or commercial development, as previously recommended.

Protection and continuance of all the foregoing open spaces is recommended. In addition, reservation, ownership or other means of partial or total public or semi-public control of additional lands for a variety of community purposes is recommended substantially as diagrammed in the Auburn Land Use Plan, and as described in subsequent paragraphs.

There are two extensive acreages of Auburn publicly owned open space needs:

- 1) gradual completion of exclusively Auburn Water District or City of Auburn land ownership around the entire perimeter of Lake Auburn -- of the entire 71,800 ft. shore the District is said to own 50,200 linear feet -- also along the perimeter of that part of the Basin in North Auburn Village, next upstream of Lake Auburn;
- 2) some considerable City ownership of land along Taylor Pond south shore, southeasterly shore and northerly end shores, including part of Lapham Brook and an adjoining steep knob between Taylor Pond and Old Hotel Road, north of Wyman Road.

Auburn municipal ownership of the whole of Mt. Gile, a steep knob northeast of East Auburn Village, is recommended; also enlargement of Pettengill Park lands into the tumbled topography adjoining, northerly and westerly, one lot depth back from the westerly side of Summer Street and one lot depth back from the easterly side of Park Avenue. Also municipal ownership is recommended for the summits and immediately adjacent steep slopes of the hill mass west of Park Avenue, between Court Street and Lake Street, embracing the existing Auburn Water District 7,600,000 gal. urban distribution reservoir and extending thence northerly about one-half mile, stopping nearly one-quarter mile southerly of Lake Street.

City of Auburn municipal ownership by gradual acquisition is also recommended for the steep slopes virtually bounding and defining the New Auburn plateau easterly, southerly and westerly, between Oak Hill Cemetery and the Little Androscoggin River flood plain both sides of Broad Street, at a point some half a mile southerly of the confluence of Taylor Brook and the Little Androscoggin.

Gulf Pond shores in Auburn are wholly owned by the Central Maine Power Company, and their ownership extends westerly in great depth. If at any remote future time, under circumstances currently inconceivable, the Power Company should contemplate relinquishing some or all of such ownership, we recommend that the City of Auburn then move promptly to acquire in perpetuity for public purposes so much as the Power Company may care to let go.

Along the other banks in Auburn of the Great Androscoggin, also of the Little Androscoggin, lower Taylor Brook and lower Bobbin Mill Brook, flood plain zoning appropriately applies, we believe, as set forth in the draft zoning ordinance and map separately appended. Such zoning measures preclude on such lands all building development for sustained human occupancy, but permit all other non-building uses and enjoyments of flood plain lands consistent with public safety in time of flood. Many bridges have been as much or more damaged by battering with flood-carried objects-- trees, parts of buildings, ice-cakes-- as by simple hydraulic actions -- flow-pressures, swirling, undermining and flotation. Also bridges may finally give way because of becoming dams by reason of flotsam and jetsam lodging under or against them. Flood plain zoning is called for rather than municipal ownership of most of such lands, and will incidentally keep the stream banks mainly open and green as discussed on P. 36 of this report.

By gradual extension over a thirty to fifty year span, municipal ownership could be undertaken in addition to flood plain zoning along the Little Androscoggin between the Main Street Bridge and the Auburn-Poland municipal boundary near Haskell Corner.

Ultimate municipal ownership in some depth is recommended for both banks of upper Taylor Brook, between Taylor Pond and Minot Avenue, including some Sandy Point properties and some Horton Street, Clifford Street and Howell Street properties. Flood plain zoning seems more applicable to lower Taylor Brook, between Minot Avenue and the Little Androscoggin River.

Neither flood plain zoning nor public ownership appear required along that nearly two-mile part of Bobbin Mill Brook approximately paralleling Center Street, East Auburn.

The foregoing are "extensive" and essentially "passive purpose" public land reservations and acquisitions recommended by the planners. These contrast with smaller community facility sites yet to be discussed, for more active and more intensive uses, such as community bathing beach, water pumping station sites, playgrounds, playfields and sites of public and semi-public buildings, including schools, fire stations, county buildings, city hall, libraries, churches and institutions.

These passive public land reservations are strongly recommended by the planners, based on the following convictions:

- 1) Auburn will be visited with further non-farm population growth, mainly urban and suburban;
- 2) Increasing specialization of land-use lies ahead for Auburn and all other New England and U.S. communities;
- 3) Because of the large land area of Auburn, and because Auburn is currently a modest middle-income community structure, Auburn citizens will have a hard time holding the current level of taxation while they improve the quality and increase the quantity -- both number and kind -- of municipal services they require;
- 4) Auburn city-wide land management policies are the key for Auburn citizens to municipal economy and community improvement;
- 5) Some affirmative open-land provisions are required in twentieth century circumstances: availability of open land cannot be left merely to chance;
- 6) Some such affirmative open land policies as those recommended above will best promote and protect desirable and tax-paying private enterprise development of the remainder, and will importantly aid the community in defining, shaping, guiding and controlling its urban growth and consequent municipal capital outlays for extension of streets, facilities and utilities and resulting annual municipal operating costs.

Obviously, in an Auburn of 66 square mile total area, of which only some 5 square miles are at all densely built up, close residential development of much of the remaining 60-odd

square miles is scarcely to be expected or desired, nor would Auburn land management problems be met by indefinite scatteration of houses throughout the woods. Instead we recommend frank recognition of the essentially rural and woodland nature of large parts of outlying Auburn, and of the essentially urban and suburban nature of central and southwestern Auburn, with corresponding policies. That is the basis for the open-lands program above suggested.

From the 300-year history of land development in the U.S., it may be inferred that within a community rural and urban parts of a community are likely to so continue with only moderate degrees of change, except on the fringes of large metropolitan areas. For Auburn, however, we feel this is a time of great change, greater perhaps than is realized in Auburn. The essential urban structure in Auburn has been little changed since 1850. It has expanded but has not yet much changed. Now, we feel, a great change is about to occur and the first signs of it are already evident in Auburn.

The motivations of these changes are to be found in several factors importantly changing the urban scale of cities throughout the U.S. These changes result from the factors listed below, we believe, and they appear to have been speeding up increasingly since 1850:

- a) centripetal ingathering of ever-greater numbers of people in urban places (which undoubtedly has its own limiting factors, not yet fully experienced);
- b) centrifugal urban geographic expansion caused partly by said increase in urban numbers, but even more by man's expanding means and command of urban transportation and communications;
- c) the amazing American twins of terrific technological productivity per person and unparalleled breadth of dissemination of real wealth including leisure time;
- d) The resulting almost universal rise in personal demands for foods, goods and services, and in family demands for homes, for larger home lots, as well as increased community demands as to number, kind and size of public spaces.

The Auburn public open spaces, land use pattern and street and parkway changes proposed are adaptations to twentieth century needs and scales of the nineteenth century urban structure of the older Auburn, already dissolving. Family farming has given way to intensely specialized farming -- poultry raising wholly within buildings with one man tending many thousand birds; dairy farming similarly changed; orchard cultivation and spraying immensely mechanized; fruit and crop harvesting, preservation and packing. The old tight, walk to work or trolley to work configurations of urban land, buildings and facilities has dissolved: many of the structures are still there, but not as many of the occupants, residential, industrial or commercial.

A new kind of Auburn has already begun to put itself together before our eyes. The residential areas are both spreading and re-nucleating in larger neighborhood geographic scale than hitherto; the community planning thinking must correspondingly expand.

Auburn, as part of the biggest single concentration of manufacturing employment in Maine, needs very much to upgrade its community attractiveness and its nearby recreational assets.

One of the important values in securing new industry today is to show that the community has adequate assets for happy living, as is well brought out in the booklet by the State Department of Economic Development, "Industrial Resources of Southwestern Maine."

No state park or state highway picnic grounds are in or close to Auburn or Lewiston. The nearest are the magnificent Sebago Lake 1296 acre State Park, with unsurpassed sandy beaches, and the Bradbury Mountain 242 acre State Park, with beautiful panoramic view of Casco Bay from its south peak. Sebago lies southwesterly about 28 miles from Auburn and about 28 miles from Portland, off State-Federal Route 302. Bradbury Mountain Park at Pownal Center (State Route 9) is a little nearer but off major highways, virtually in the middle of an inland triangle of which the points are Portland, Auburn, Brunswick. It is not on any of the customary routes between Auburn and other principal points of Maine.

Mt. Blue State Park at Lake Webb, some 70 miles northerly from Auburn, and Lake St. George State Park, some 60 miles northeasterly from Auburn, each magnificent of their kind, are already overloaded in summer and are too far away to be immediate to recreation resources for daily enjoyment by Auburn and Lewiston residents.



square miles is scarcely to be expected or desired, nor would Auburn land management problems be met by indefinite scatteration of houses throughout the woods. Instead we recommend frank recognition of the essentially rural and woodland nature of large parts of outlying Auburn, and of the essentially urban and suburban nature of central and southwestern Auburn, with corresponding policies. That is the basis for the open-lands program above suggested.

From the 300-year history of land development in the U.S., it may be inferred that within a community rural and urban parts of a community are likely to so continue with only moderate degrees of change, except on the fringes of large metropolitan areas. For Auburn, however, we feel this is a time of great change, greater perhaps than is realized in Auburn. The essential urban structure in Auburn has been little changed since 1850. It has expanded but has not yet much changed. Now, we feel, a great change is about to occur and the first signs of it are already evident in Auburn.

The motivations of these changes are to be found in several factors importantly changing the urban scale of cities throughout the U.S. These changes result from the factors listed below, we believe, and they appear to have been speeding up increasingly since 1850:

- a) centripetal ingathering of ever-greater numbers of people in urban places (which undoubtedly has its own limiting factors, not yet fully experienced);
- b) centrifugal urban geographic expansion caused partly by said increase in urban numbers, but even more by man's expanding means and command of urban transportation and communications;
- c) the amazing American twins of terrific technological productivity per person and unparalleled breadth of dissemination of real wealth including leisure time;
- d) The resulting almost universal rise in personal demands for foods, goods and services, and in family demands for homes, for larger home lots, as well as increased community demands as to number, kind and size of public spaces.

The Auburn public open spaces, land use pattern and street and parkway changes proposed are adaptations to twentieth century needs and scales of the nineteenth century urban structure of the older Auburn, already dissolving. Family farming has given way to intensely specialized farming -- poultry raising wholly within buildings with one man tending many thousand birds; dairy farming similarly changed; orchard cultivation and spraying immensely mechanized; fruit and crop harvesting, preservation and packing. The old tight, walk to work or trolley to work configurations of urban land, buildings and facilities has dissolved: many of the structures are still there, but not as many of the occupants, residential, industrial or commercial.

A new kind of Auburn has already begun to put itself together before our eyes. The residential areas are both spreading and re-nucleating in larger neighborhood geographic scale than hitherto; the community planning thinking must correspondingly expand.

Auburn, as part of the biggest single concentration of manufacturing employment in Maine, needs very much to upgrade its community attractiveness and its nearby recreational assets.

One of the important values in securing new industry today is to show that the community has adequate assets for happy living, as is well brought out in the booklet by the State Department of Economic Development, "Industrial Resources of Southwestern Maine."

No state park or state highway picnic grounds are in or close to Auburn or Lewiston. The nearest are the magnificent Sebago Lake 1296 acre State Park, with unsurpassed sandy beaches, and the Bradbury Mountain 242 acre State Park, with beautiful panoramic view of Casco Bay from its south peak. Sebago lies southwesterly about 28 miles from Auburn and about 28 miles from Portland, off State-Federal Route 302. Bradbury Mountain Park at Pownal Center (State Route 9) is a little nearer but off major highways, virtually in the middle of an inland triangle of which the points are Portland, Auburn, Brunswick. It is not on any of the customary routes between Auburn and other principal points of Maine.

Mt. Blue State Park at Lake Webb, some 70 miles northerly from Auburn, and Lake St. George State Park, some 60 miles northeasterly from Auburn, each magnificent of their kind, are already overloaded in summer and are too far away to be immediate to recreation resources for daily enjoyment by Auburn and Lewiston residents.

At Sebago Lake, Bradbury Mountain, Lake St. George and Mt. Blue, the building sites and picnic areas have reached their limits of maximum design and use, and the overnight camping accommodations are reaching their maximum limits. Overcrowding has already created serious maintenance, operation and protection problems, according to an April 1956 report by the Maine State Park Commission.

Each park has a limit of capacity beyond which wear and tear from public use destroys the very features which first attracted visitors. Facilities in existing parks can not be expanded indefinitely.

Visitor attendance at all state and federal park, monument and recreation areas in Maine is reported (op. cit.) to have risen above the 1,100,000 level and to have increased by more than 33% in the past 5 or 6 years. At the state parks alone, it is said, visitor use has been increasing at a rate between 30,000 and 40,000 a year, or about 10% of the 1955 half-million visitor level. Under such conditions, and in view of the high dollar importance of tourism in Maine, at some point, either existing parks must be further enlarged, or new parks and alternate facilities must be established in some other locations.

There is special need for public-land acquisition on a large scale in Auburn, we believe, perhaps with state aid, or outright by the date in specified locations, because of the absence at this writing of state park facilities or state highway roadside picnic areas anywhere in or near Auburn-Lewiston, and because of the large wooded areas within the 66 square miles in Auburn, well-related to the four largest water-bodies in Androscoggin County and the streams feeding or draining them, namely,

Lake Auburn, The Basin and Bobbin Mill Brook;  
Taylor Pond, Lapham Brook, Taylor Brook;  
Gulf Pond and Great Falls Pond on the Androscoggin River;  
The banks of the Little Androscoggin;  
Great Androscoggin River Banks in Downtown Auburn  
and all the way south below South Bridge;  
Part? all? of Mt. Apatite in western Auburn.

Large community rest spaces for the eye are appropriate in relation to these water courses and water bodies and are strongly recommended within Auburn municipal boundaries.

pp. 44-45 The public land reservations and acquisitions proposed were conceived to be primarily on City of Auburn initiative and at City expense. Additions to them with State

Aid could be justified in relation to a regional multiple value forest resource and recreation development program for joint state-local economic base improvement.

A forest-girt Lake Auburn would both better protect the twin-city water supply and would powerfully attract dollars to the community if its forested shores extended in sufficient depth to create and protect permanent wilderness character for this beautiful lake, its ice-boating, and summer cold-water fishing, provided the Auburn Water District Trustees and the State Public Health Commission felt some enlargement of activities could safely be permitted on Lake Auburn as on Sebago Lake. Also such permanent character could importantly increase the desirability and tax value of hillside sites overlooking Lake Auburn.

Gulf Pond is probably the largest water body in Androscoggin County. As the river water conditions improve, it could become more usable for recreation in a long-term future, if permitted in appropriate locations by the Central Maine Power Company under suitably controlled conditions. Lake Auburn is second and Taylor Pond is the third largest pond in the county, with Sabattus Lake fourth, virtually on Lewiston northeast boundary.

There are groups of other much-visited lakes and ponds 20 to 30 miles away both sides of Auburn, southwest and northeast, but none of significance in the other two compass-quarters. Accordingly, we believe the largest manufacturing employment concentration in Maine needs to exploit and improve all the major enjoyment and recreation facilities existing or creatable within its municipal boundaries.

Acquisition of major public open spaces has been given a large section of this report for several reasons:

a) The attracting power and the tax-consequences of major public open spaces in and surrounding a community are equal in importance with and planning-wise inseparable from the major industrial, commercial and residential land uses in the community. Public open spaces of the right kind, location and extent, and public or semi-public buildings, amply sited, can actually create and induce into being high tax-value and high community value land use groupings. Think for a moment of the Lake Michigan shore front in Chicago; of Potomac Park in Washington; of Central Park in New York City; the Green in New Haven; Bushnell Park and the Capitol in Hartford; the Art Museum in Worcester; Boston Common & Garden, also the Charles River Basin in Boston & Cambridge; Baxter Basin and Boulevard in Portland; Capitol Park in Augusta, and, on a smaller scale, the Green in Lewiston.

Auburn, Maine

- 50A -

December, 1958

Androscoggin County, Lakes & Ponds  
 100 + acres each  
 (Maine Dept. Inland Fisheries & Game)

	<u>Surface Acreage</u>	<u>Max.Ft. Depth</u>	<u>Fishing Goal</u>
Thompson Lake	4426	109	cold-water species
Androscoggin Lake	3826	38	warm-water species
Auburn Lake	2260	112	cold-water species
Sabattus Pond	1787	18	warm-no stocking
Tripp Pond	768	35	large mouth bass
<u>Taylor Pond</u>	625	44	warm-water species
Bear Ponds	422	28	warm
- Upper	391	38	warm
Range Ponds - Middle	366	66	warm(a/c adjacent ponds)
- Upper	290	41	Warm
Long Pond	203	18	
Allen Pond	183	44	
Pleasant Pond	177	68	
Rand Pond	166	32	
Brettun's Pond	154	42	
No-Name Pond	143	32	
Little Wilson Pond	111	56	
Moose Hill Pond	99	42	

b) At the present time, Auburn citizens have unusual opportunity to initiate and stimulate appropriate public and semi-public land acquisition and/or controls. There is, we believe, an important change of land use scale already beginning in Auburn. Many lands are easily available now by gift, purchase, taking or dedication, perhaps to take full effect only after existing owners are finished with their properties. Even five or ten years from now, building development (if uncontrolled) may have made some of such acquisitions less desirable, more costly or literally unavailable;

c) Auburn and Lewiston began to be settled nearly two hundred years ago. The woods then seemed limitless; every stream and pond ran clear. Looking two hundred years ahead, we can see that some living citizens of Auburn must think and act now if those to come after them are to enjoy some of the features now contributing to present enjoyment of living in Auburn and Lewiston.

A dynamic and large-scale open space program is open to Auburn at this time and may not be later. It is a key element in the Auburn planning program and required the pages we have devoted to it.

### Schools

Schools are probably the most important "intensive" community facility, closely followed by health services and by fire and police services. However, schools usually involve more buildings more people and much larger municipal budgets than most health or protective services.

Auburn in 1957 was operating eleven public elementary schools, two junior high schools and one senior high. There were in addition two good-sized Roman Catholic parochial schools and one small Adventist school in Auburn, plus attendance by some Auburn children at two of the Roman Catholic schools in Lewiston.

Auburn children of school age have been much more numerous than Auburn public school enrollments showed. Had it not been for the adding on of a grade a year at Sacred Heart School since its inception in 1952, and of some small enrollment enlargement at St. Louis' School in New Auburn, and the construction in Lewiston of the new 20-room St. Joseph's School, plus the continuance of St. Dominiques in Lewiston, the City of Auburn would have been faced with a far more acute Elementary and Junior High school building program.

#### Auburn Parochial School Enrollments

School Year Autumn	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>
Sacred Heart (JP - 9)	308	372	489	587
St. Louis (JP - 8)	555	569	600	634

In addition, St. Joseph's, Lewiston (JP-8; 2 classes per grade) is currently receiving, we understand, approximately two bus-loads of Auburn children.

## City of Auburn

## Department of Education

## PAST AND ANTICIPATED FUTURE ENROLLMENTS

## AUBURN PUBLIC SCHOOLS

<u>As of</u> <u>Oct. 1*</u>	<u>JP - 6</u>	<u>7 - 9</u>	<u>10 - 12</u>
1944	2040	856	684
1946	1935	883	733
1948	2236	928	748
1950	2200	893	819
1952	2556	891	802
1953	2502	924	776
1954	2513	973	777
1955	2488	1053	786
1956	2496	1054	834
1957	2550	1047	867
1958	2496	990	964
1960	2640	1170	940
1962	2640	1210	970
1964	2650	1190	1070
1966		1220	1040
1968			1060

\* Enrollments 1954 as of September 15th

Auburn children of school age were more numerous than the foregoing enrollments would suggest. Two bus loads or more from Auburn were going across the River to St. Joseph's, Lewiston, and others to St. Dominique's, Lewiston. Auburn elementary and junior high enrollments were steady, not increasing much 1955-1958, mainly because of Auburn parochial school enlargement at Sacred Heart and at St. Louis.

Auburn Public School enrollments have been holding nearly steady 1955 - 1958 (table next page) due mainly, we believe, to the Auburn parochial school enlargements. If the parochial schools do not add any more grades, there will be near future pressure on Auburn upper school years facilities, both junior and senior high, though a little less in the junior high since Sacred Heart goes through 9th grade and St. Louis' through 8th, if we are correctly informed. Also, St. Joseph's, Lewiston, goes through 8th grade.

Three-quarters or more of Auburn total population in 1957 lived within one and a half miles radius from the Edward Little High School building. By the land-use plan recommendations, the bulk of future Auburn population will live within some 3 miles radius of Downtown Auburn.

Auburn public and parochial school facilities in 1957 were mainly concentrated close to Downtown. Only the Fairview, Washburn and Walton Schools were a little way out into the dominant future residential growth areas.

Thus, in the near future, as older smaller Auburn elementary school buildings are retired, at least three new elementary school facilities will be needed farther out, in appropriate relationship to present and future residential development.

A 50% addition to the 1950 population of Auburn is expected to be living in the Auburn Development Area within the next 15 to 25 years. From the 4680 anticipated new homes within the Development Area will come some 2,300 new school age children, year after year, geographically distributed possibly as follows:

See Table Page 54.



PROSPECTIVE NEW PUPILS INSIDE DEVELOPMENT AREA

		<u>56%</u> <u>JP-6</u>	<u>23%</u> <u>7-9</u>	<u>21%</u> <u>10-12</u>	<u>Total</u>
1	E. Auburn	63	25	22	110
2	Washburn	51	21	18	90
3	Lake Street	90	37	33	160
4	Stevens Mill	36	16	13	65
5	New Haskell	36	16	13	65
6	New Southwest	176	76	63	315
7	Beech Hill	20	8	7	35
8	New Auburn	162	70	58	290
9&10	Fairview	168	72	60	300
11	New Northwest	<u>504</u>	<u>216</u>	<u>180</u>	<u>900</u>
		1,306	557	467	2,330

In the table above, the 2,330 aggregate prospective pupils were divided among the 6-3-3 grade groupings in the same proportions as the average of the autumn 1957 and autumn 1958 Auburn Public School enrollments combined.

Some of these 1,863 elementary and junior high age children will go to parochial schools. Will more parochial schools be built in Auburn in proportion to population? Some 22% of all 1958 Auburn school age children enrolled in parochial schools in Auburn and in Lewiston.

Home building will occur soonest, we believe, in areas 1), 4), 6), 8), 9 & 10) and 11), of the foregoing geographic table. At 30 pupils per room this could mean need for the equivalent of two new rooms at East Auburn, two at Washburn, three at Lake Street, one at Stevens Mill, one new K-6 southwest school, at least one-half of a new K-6 on the plateau in New Auburn (parochial ? public ? replace Lincoln?) and ultimately two entire new K-6 elementary schools in Northwest (one larger public plant on larger site, or two smaller, one parochial, one public ?).

Foregoing is the reasonable school enrollment growth prospect over the next 25 years in the Auburn Development Area, at a city-wide population average growth rate of only 2% per annum. This rate is lower than the 1850-1950 experience of many American manufacturing cities, but higher than Auburn has experienced, 1850-1950. We have necessarily presumed continuation of approximate 1950 ratios of Auburn age-groupings and family formations. If dynamic industrial employment growth at good wages should occur in Auburn, as hoped, the school needs would tend to occur sooner, we believe.

Significant amounts of new home-building in northern or southern outlying Auburn could lead to need for further enlargement of the East Auburn or North Auburn elementary schools, and possible need to construct a new West Auburn or a new Danville School, but such possibilities appear remote indeed at this writing, and the land use policies recommended would tend to limit in future the overall amount of such growth.

In northern outlying Auburn there are two elementary schools: the new four-room Charles P. Wight School at North Auburn and the older five-room East Auburn School, with basement primary room, also basement lunch-room. A former West Auburn primary school was long-since consolidated with North Auburn.

In southern outlying Auburn the little old one-room Danville School was closed the summer of 1956, upon retirement of its faithful teacher of many years. There is no other school in southern Auburn south of the Maine Turnpike, and the land use policies recommended in the light of land use trends of this area since 1920 would preclude any future need for one.

Auburn Development Area future school needs require to be evaluated in relationship to existing Auburn Public School buildings, of which the major characteristics are recited below.

#### Elementary-Outlying

There are only the two Outlying Auburn elementary schools:

Charles P. Wight at North Auburn on an attractive site capable of expansion to accommodate additional school-building and corresponding playground enlargement. The Wight School in 1957 contained four classrooms in which mixed grades were taught, of necessity. Its kitchen is good but the children have to eat in the corridor; it is a wide corridor.

Elementary - Outlying (Continued)

The East Auburn school building has three older classrooms, two newer classrooms, a primary room in the basement, a basement lunchroom and limited food preparing facilities.

Elementary - Central

In Central Auburn there are four, old, small, public school buildings; three middle-sized, middle-aged school buildings; and two good new large elementary school buildings.

The old, small schools and the middle-aged schools are on tight sites. The sites of the two good new schools have become tight by recent building expansion but could be enlarged into some neighboring green spaces.

The Park Hill School, two classrooms, is just outside Downtown Auburn, atop Minot Avenue hill.

The Merrill Hill School, four classrooms, is just outside Downtown Auburn, atop Court Street hill.

The Franklin School, four classrooms, is just outside Downtown Auburn, on Pine Street near the foot of Court Street hill and eight or ten blocks northeast of the Merrill Hill School.

These three structures are physically obsolete for good teaching and good learning, and should be retired as soon as possible from educational use. Their sites are very small and cannot be expanded at any reasonable cost; these little, older buildings do not warrant site enlargement. Probably these three little old schools should be replaced by one good new bigger elementary school on an ample site (15 to 20 acres) with lots of room for future school expansion or for adaption to other public or semi-public purposes, or indeed for remote future resale to private enterprise.

The Stevens Mill School, three classrooms, is on the northeast corner of Minot Avenue and Old Hotel Road. The site is capable of appreciable enlargement but the question of continuing school use of the existing building should be studied further. As it stands, this building would make a more agreeable, more adequate and safer location for the special students from all of Auburn, now crowded into the little two-room Park Hill School.

Both north and south of Stevens Mill School, significant growth is foreseen: 232 elementary pupil growth is possible south of Minot Avenue and west of Washington Street Southbound (20 Beech Hill + 176 east of Parkway + 36 west of Parkway), and 540 pupil growth appears likely north of Minot Avenue, between the Parkway and Taylor Brook (36 additional), and northeast of Taylor Brook in the urban single-family area (504 additional, over and above all existing).

Probably, then, the Stevens Mill School should someday be replaced by a new, a bigger elementary school on a 15 to 20 acre site either generally northerly or generally southerly of the present location. Until then, the existing building, modestly improved, could accommodate the special students.

Of the three middle-aged, middle-sized school buildings, the nine classroom Lincoln School on Fifth Street, New Auburn, is the oldest, the tightest for site and probably the one most in need of replacement, particularly if the residential growth envisioned for the New Auburn plateau should take place.

In Downtown Auburn is the Chamberlain School (1920) on High Street near Court Street. It is the next oldest and probably the next candidate for retirement from school use, partly because of tight site and design obsolescence but more importantly because its enrollment has been dropping in recent years and its neighborhood appears increasingly less likely to contain families with elementary school age children.

The residential portion of Downtown Auburn is already rather strongly multiple-family apartment structures and may well become more so. The extent of residential area in Downtown Auburn will probably be continually trimmed and reduced by business and professional office expansion, by creation of new green spaces and new circulation ways, and by transformation of the whole of Downtown Auburn into much more of a civic center and community institution center than a residential area.

The Lake Street School (1925) on the northwest corner of Fern and Lake Streets, is three-fifths of a mile out of Downtown Auburn. It is the newest of the three middle-sized, middle-aged schools; it has nine classrooms; its 1.8 acre site is capable of enlargement into land not too ruggedly sloping, although at the expense of taking one or two houses southwesterly and mainly vacant land northwesterly.

The neighborhood of Lake Street School, bounded by Gamage Avenue, Goff Street, Court Street and Park Avenue, is headed for residential growth that will fill it completely within the next ten to fifteen years, we believe. The Lake Street School is in the geographic center of this area, readily accessible by sidewalks from the whole neighborhood. It is protected from heavy through traffic on Lake Street by the steep hill on Court Street between the school and Downtown.

The Lake Street School neighborhood will become further protected from heavy through traffic by the recommended improvement and doubling of Summer Street, utilizing a portion of Turner Street for companion one-way route. The Lake Street School neighborhood could be still further protected from traffic by creating a new one-way pair of neighborhood service streets utilizing Gamage Avenue, extending Field Avenue and correlating these two with Hampshire and Manley Streets but only if and when Union Street is improved as recommended.

None of the foregoing schools has a cafeteria, except the basement lunchroom in the Lincoln School, New Auburn, and the lunch facilities mentioned in the northern outlying schools. Also none of the foregoing schools has a school library room, though each one has some organized bookshelves in a corridor or a corner somewhere in the school.

The Washburn School and the Fairview School are the biggest, newest and best elementary public school buildings in Auburn. Each has twenty classrooms and 600 pupil capacity. Each has good cafeteria and kitchen facilities (Fairview brand new in 1957) and each has good auxiliary facilities for elementary education purposes, with adequate school offices. They each have some play space (not much); neither one has a library room at this writing.

#### Junior High Schools

The Walton Junior High School is off Seventh Street at Mary Carroll Street, New Auburn. It is situated on an approximately 13.7 acre site backing up to Oak Hill Cemetery, southeast of the existing principal built-up area of New Auburn. The school looks out from the top of a northeasterly sloping bank, 160 feet above the Androscoggin River. It has eleven classrooms, designated interchangeable, and five varied special rooms, a library, a shop and a cafeteria. It is

Junior High Schools

tight up against its physical capacity, recognizing that one sixth-grade class has been taught in the Walton School building in recent years. Walton School autumn enrollments in the past three years have been: 1958 - 369 pupils; 1957 - 399; 1956 - 376 pupils.

The principal drawbacks in the Walton School are its shop space and its cafeteria. The cafeteria eating space is a long narrow corridor, adjacent to toilets and lockers. The kitchen and pantry facilities are not bad. The cafeteria corridor adjoins the shop. The Superintendent of Schools has suggested moving the existing cafeteria out of the corridor and enlarging the shop into the corridor. This would require building a good new cafeteria addition, an appropriate improvement in relation to the long-term future usefulness of this building and site.

The Webster Junior High School, just outside Downtown Auburn, is the older of the two junior high school buildings. It is very tight for site and its enrollment is up against the physical capacity of the building. The Webster School is crowded in between Hampshire and Manley Streets, two blocks northwest of the Hampshire Street grade crossing on the Maine Central Railroad. The site cannot be expanded at a cost commensurate with any benefit to the school.

Webster Junior High School enrollment has been declining slightly the last three years: autumn 1958, 636 pupils; autumn 1957, 660 pupils; autumn 1956, 680 pupils. The slight enrollment reductions in the last three years at both Auburn Junior High Schools were caused, we believe, by the year to year expansion of Sacred Heart Parochial School, which reached its ninth grade the autumn of 1958.

The Webster School has eighteen classrooms designated interchangeable, eight varied special rooms, and a library. Its cafeteria is in space that may have been a coal bin. The kitchen and pantry arrangements are not bad but need improvement.

The Webster School appears incapable of enlargement yet there is a further bulge coming to it and to Walton from existing Auburn elementary public school enrollments. In addition some 557 future junior high school pupils may come from new homes to be expected within the Auburn Development Area.

Accordingly, it would appear that at least one and probably two new junior high school buildings were going to be required within the next ten to twenty-five years, in addition to retaining and improving the Walton School, New Auburn.

#### Senior High Schools

The Edward Little High School buildings and site can no longer serve the high school needs of the City of Auburn. As far back as 1953-54, a citizen survey of Auburn schools reported the Edward Little High School "entirely inadequate and unsatisfactory."

In 1953, 1954, and 1955 this building and adjuncts were accommodating about 780 pupils. This was done by turning the library into a classroom, by converting a former substantial dwelling across the street into classrooms and by using a garret room and basement rooms. In 1956 the enrollment climbed to 834, to 867 in 1957 and to 964 in the autumn of 1958. The effectual educational capacity of the Edward Little buildings and annex is barely 700 pupils. The auditorium is now being used as a study hall. In the familiar phrase, "something must be done!"

A new high school building on a new site is called for. Every possible adaptation or expedient relating to the 1865 site, the 1885, 1905 and 1929 high school buildings, plus the former Stephens dwelling, acquired and converted in 1948, has been exhaustively examined, discussed, and in the end turned down. We refrain from excerpting or re-hashing the more than 75 typewritten 8½ x 11 pages of valuable analyses, specifications and possibilities put forward to the City Council and the community on this matter.

One or more new buildings on new sites are required for good high school education and athletics, for municipal capital outlay economy, and because the title to the existing Edward Little site is said to be not sufficiently clear for financing by the Maine School Building Authority. In addition, Central Auburn population is expanding outward, away from the site.

With 960+ high school pupils enrolled in October, 1958, and future prospect of 460+ from within the Auburn Development Area it could be important to study the desirability of two high schools in Auburn of 750 to 1,000 pupil capacity each, versus one single, central high school campus of 1500 to 1800 pupil capacity. However, this is only a question for future study. There is obvious, urgent need to get a building started as soon as possible.

The Franklin property could be an appropriate high school site, though topography and modest acreage would limit its effectiveness for a single, huge high school.

Should topography control building placement? Should not best educational usage of structure dictate form? Can the Franklin property accommodate enough conveniently accessible and usable automobile parking, without sacrificing to parking land needed for green spaces, including playfields? Can there be expansion space for future flexibility or will the high school complex simply fill the entire Franklin site from the outset. These questions are raised because they will be encountered, sooner or later. Meantime the City of Auburn ought to acquire the Franklin site, in our opinion. If a Merrill Haven farm site should be found better suited for Auburn high school needs (especially if there's to be only one high school), the Franklin land would be valuable for a new elementary school or for a new junior high school.

#### A School Plant Plan for Auburn

With some diffidence, we venture to offer the following school plant plan suggestions for Auburn, conscious that we are not displaying the careful consideration of age-groupings and curriculum needs that has been considered concurrent with the physical location plan set forth below.

#### Elementary Schools

We recommend improving and enlarging the East Auburn School, preferably by constructing a new elementary school building at a new location at some future date.

We recommend retaining and using for elementary school purposed the Chamberlain School building and site in Downtown Auburn and when no longer needed for school purposes, converting it possibly to Police Headquarters or other municipal governmental use, or possibly to an enlarged Auburn Public Library.

We recommend enlarging within the next five years to the utmost extent possible, the 8-acre Fairview School site, the 3.4 acre Washburn School site and the Lake Street School 1.8 acre site.



We respectfully suggest that the Fairview and Washburn School buildings should not get much more than one or two classrooms bigger than they are now. Any significantly larger elementary school enrollment needs should be met first by enlarging the Lake Street elementary school building and the East Auburn school building; second and thereafter by constructing new elementary school buildings in New Auburn, Southwest Auburn or Northwest Auburn, as need may dictate.

There appears to be probable need for one new elementary school in southwest Auburn, say somewhere near the conjunction of Old Portland Road, Old Hotel Road and Manley Road; also need for two new elementary schools in Northwest Auburn, inside the recommended Parkway, say at the conjunction of Park Avenue, Gamage Avenue and Lake Street for the first one and near the intersection of Lake Street and the recommended circumferential Parkway for the second one.

When the time comes to replace the Lincoln School in New Auburn, we recommend a new elementary school nearer the geographic center of the New Auburn plateau, say somewhere near the conjunction of Cook Street, Roy Street and South Main Street.

When the need for educational use of the Stevens Mill School building is over, its site could be reused for a fire station or for such other governmental or civic purpose as may have come into view at that time. We would recommend enlargement of the Stevens Mill School site from time to time as property may become available because of the prospect of long-term public need and use of this site for one function or another.

We recommend razing the Park Hill, Merrill Hill and Franklin School buildings but retaining the site of each of them for a neighborhood tot lot.

### Junior High Schools

With approximately 1000+ Junior High School pupils enrolled as of October 1958 and 550+ in future prospect from within the Auburn Development Area, there appears probable need for three junior high school buildings of 500 to 700 pupil capacity each.

Junior High Schools (Continued)

We recommend that the Walton School building be retained and improved as recommended, and that its site be enlarged so far as topographically possible, and that consideration be given to acquiring additional land for school athletic purposes on the southwesterly side of Seventh Street, northwest of Foster Avenue or southwest of Huston Street.

We recommend that a new northwest junior high school site be acquired as part of the previously recommended enlargement of Pettengill Park westerly and northwesterly, and that the Webster School building be withdrawn from educational use at such time as the first of two new junior high school buildings can be constructed, while the Walton School is retained in use for many years.

We recommend that a site for a third junior high school be acquired in southwest Auburn, perhaps somewhere between old Portland Road and Manley Road, southwesterly of Pride Road, of ample acreage and having frontage on both of the roads named. Perhaps the southwest junior high school site and the southwest elementary school site should be contiguous, although each of large enough size to assure comfortable separation of age groups and adequate play areas for each.

Only future residential development can show whether a suggested southwest junior high school or a suggested northwest junior high school be erected first.

High School

Geographic centrality of location is psychologically more important if there is to be only one high school than if there were to be two or three. One high school, although of huge enrollment, can prove advisable because of superior breadth of program and range of special facilities that can be provided for such enrollment at one location but which could not be provided at reasonable cost by duplication in three locations.

Any site for a new high school, located generally due westerly from Downtown Auburn, and of sufficient acreage (30 acres to 60 acres preferably) will be substantially central to the bulk of present and future Auburn Development Area population: the farther west, the more central in the future.

The 27 acre Franklin property could give a high school building an impressive view out over most of Auburn and Lewiston. Some limitation by topography and by acreage would be experienced, we believe, especially if there were to be only the one central high school.

The 40 acre Merrill Haven Farm site, examined in November, 1956, would be an even better high school site, we respectfully suggest, by reason of topography, of acreage, of soil structure and of accessibility.

Both the Franklin site and the Merrill Haven site would be easily approached from Court Street and from Minot Avenue via Western Avenue.

A third location possibility for consideration is land west of and some 60 ft. elevation below the existing Auburn Water District Park Avenue reservoir. This locus is currently much less accessible and might therefore require higher development cost than the others, apart from land purchase cost.

Of the foregoing three locations, the Merrill Haven and associated lands offer the largest expanse of most nearly level land due west of Downtown. The Merrill Haven site would offer the most freedom for initial development and spaciousness for the future.

If more than one Auburn high school could be considered we would respectfully suggest one in the northwest and one in the southwest of the Auburn Development Area.

The northwesterly high school might be put as far out as anyone could dare to think of going, say on the Park Avenue edge of a hugely enlarged Pettengill Park or even on the westerly side of Park Avenue midway between Lake St. and Summer St., on top of the hill mass.

The southwesterly high school might conceivably be placed somewhere close to the Little Androscoggin River, either near the north bank or the south bank, approximately midway between Old Hotel Road and Washington Street Southbound.

At such time as sufficient new high school capacity has been constructed so that the 1929 wing of the Edward Little building was no longer needed for high school, it could function for a few years as relief junior high school, and when finally no longer needed for that purpose, it could most beautifully become a new Auburn City Hall and municipal office building. It would be situated directly on the new Auburn-Lewiston high-level bridge approach, in an ample green lawn setting of a dignity appropriate to its position and appropriately symbolising the whole character of the City of Auburn.

We recommend that the 1885 and 1905 remainders of the original Edward Little buildings be razed at the time of conversion to City Hall uses to make space for visitor and employee parking.

Fire Protection

Auburn in 1957 had four fire stations with paid crews, equipped as follows:

Central Fire Station, at the southeast corner of Court Street and Spring Street; contains Engine #1, (1927), Tank #1 (1940), Tank #6 (1949), Squad Wagon #1, (1950) and Aerial Ladder #1 (1954).

New Auburn Fire Station; Engine #2, (1949), a heavy duty pumper with 100 gallon booster tank, insufficient for any fires away from water mains.

Granite Street Station; Engine # 3(1955) with 700 gallon tank, but 1934 pumping equipment.

Center Street Fire Station; Engine #5 (1940) with 400 gallon water tank. The Center Street Fire Station is located approximately 1000 feet southerly of Stetson Road, nearly midway between Downtown Auburn and East Auburn Village.

In addition there was a new truck coming for delivery in March 1959.

From August 1, 1951 onward, property within three route miles of a fire station has received significantly lower fire insurance premium specification than property beyond such three mile limit.

By studies conducted through Auburn Fire Chief, J. Coleman Miller, the New England Fire Insurance Rating Association, Percy C. Charnock, Manager, and by the Auburn City Engineer, it had been found that fire protection coverage of Auburn built up areas could be immensely increased by modest rearrangement of fire stations.

In accordance with New England Fire Insurance Rating Association recommendations, the new fire station on South Main Street in New Auburn had been constructed.

Granite Street Station is a hangover from horse-drawn fire engine days. Because of the steep grade of Court Street, such a station on top of the hill was a necessity.

The Center Street Fire Station is not appropriately located for best coverage, if paid men are to be kept at the station.

The Central Fire Station is directly on the street; it has almost no apron area between the street curb and the building. Freedom of movement of the engines to and from Central Fire Station is severely hampered by heavy traffic in Court Street. Despite being in the heart of the high-value and high-hazard area, engines cannot get out of Central Fire Station in the afternoon sometimes for several minutes, notwithstanding red light, siren, etc. Therefore, in accordance with the New England Fire Insurance Rating Association recommendations, relocation of Central Fire Station is proposed.

Two alternatives were examined and discussed with Chief Miller; 1) to move to Academy and High Streets, into the Edward Little High School Annex property, after the high school vacates; 2) to move northerly either one side or other of the Maine Central Railroad at the existing Turner Street underpass.

In view of the recommended northwesterly radial major street improvement, and in deference to Auburn Fire Department needs for training ground, drill tower, parking area, and truck practice maneuvering area, it was determined to recommend relocation of Central Fire Station onto land on Center Street opposite Whitney Street, north of the Maine Central Railroad underpass.

With such move of Central Station northerly, we recommend moving the other two stations westerly to spread fire protection coverage over the whole of the Auburn Development Area in readiness for prospective residential and industrial growth.

First, we would recommend moving the Granite Street Station to a location on Minot Avenue somewhere between Court Street and Garfield Road -- possibly at Minot Avenue and Old Hotel Road, in the Stevens Mill School site or nearby. Putting Engine #3 or other equipment at some such location will afford primary fire protection coverage to the airport facilities and to much of the recommended airport industrial development. Also from such a Minot Avenue location, fire protection would be afforded the whole length of Minot Avenue in Auburn; also the length of Old Hotel Road from Minot Avenue northerly to Youngs Corner, including Taylor Pond east shore cottages.

Second, we would recommend moving the Center Street fire station due westerly to the triangle of land west of Mt. Auburn Cemetery, bounded by Park Avenue, Summer Street and Wilson Road.

This location would put the fourth fire station on the recommended Auburn-Lewiston circumferential parkway, at its intersection with the recommended northwest radial pair of streets from Downtown Auburn doubling Summer Street. From this location, apparatus would reinforce fire protection of the whole north half of the Auburn Development Area, north of Minot Avenue. Also apparatus from this location could reach Young's Corner, part of Perkins Ridge, and West Auburn Village within the three mile route limit, also the whole of East Auburn Village.

To complete Outlying Auburn fire protection coverage, we venture to suggest raising the wages for call firemen to a level that would induce prompt response by sufficient men to establish three volunteer station units; one atop the hill at West Auburn Village, one at the intersection of Lake Auburn Road and Turner Road, one mile north of East Auburn Village; and a third at Danville Junction. Danville is currently without any fire protection equipment, except from New Auburn, five route miles away.

As to fire-fighting equipment, we are advised that the Fire Insurance Underwriters count for credit only fire-fighting equipment not older than fifteen years. Thus the twenty-five year old 1934 pumping equipment mounted on Engine #3, 1955, removes it from consideration for fire insurance protection rating.

Besides fire protection for human habitation and built up areas, the City of Auburn has the problem of fire protection for some 55 to 60 square miles of wooded land within its boundaries. We suggest that the City of Auburn and adjacent towns join with the State of Maine Forest Service in exploring and adapting to Maine conditions some of the newest electronic forest fire detection and suppression mechanisms already being used by the U. S. Forest Service.

There is the possibility of a transistorized, sun-powered storage battery, operating a hilltop infra-red radar scanner linked to appropriately dispersed sidewinder missile launching towers, such missiles loaded with fire extinguishing material, are now being used by the U. S. Fire Service from helicopters.

Such infra-red scanning towers alone, without missiles, would tremendously increase the chances of life saving and of fire suppression in outlying Auburn, including the fringes of the Auburn development area. One tower on Mt. Gile, one on Mt. Apatite, and one on Woodbury Hill would cover almost all of outlying Auburn woodland areas and the fringes of Auburn built up areas.

By unfailing twenty-four-hour ever-alert operation, wired to Auburn Central Fire Station, such scanners could provide prompt warning of hot spots above a predetermined level of infra-red radiation, much sooner than chance observation by passersby, and even more comprehensively than by paid fire watchers in standard U.S. Forest Service fire towers.

### Auburn Public Libraries

Public libraries are community facilities usually municipally provided. The importance of them is little realized, also their huge capability for community life enrichment. In these days of television, speedy flight and a whirling parade of material goods, it needs to be realized that each item is the outcome of an idea, and libraries are storehouses of ideas. The modern library, public or private, is not only a great idea repository and clearinghouse but has become a great communicator. We rate the Public Library next after schools in importance in community life.

The Auburn Public Library has been giving Auburn citizens remarkable service in view of its downtown location and very limited budget. Auburn Library budget has recently averaged about \$1.35 per person in Auburn whereas some \$3.50 per person was needed, based on 1957 costs, for a library serving a population of the order of 25,000 according to the American Library Association. This would amount to \$87,500 (on 25,000 population) against \$33,200 received by the Auburn Library last year, of which all but \$869 was from annual municipal appropriation.

Despite severe financial limitation of staff and services, the Auburn Public Library has stretched every effort to meet the library needs of Auburn public school buildings, only two of which has at this writing any real school library facilities. Seven percent of all books, in the entire Auburn Library stock have been either on deposit loan in school libraries or on reserve at the central library for use by school classes in accordance with teachers' specific requests. Forty class-room deposit libraries were made up and supplied by the central library to eleven Auburn schools during the 1957-58 school year. Books also were provided for local agencies and clubs, such as the Auburn Women's Literary Union.

For Auburn children there is a full-time professionally trained children's librarian. About one-third of the total book stock of the library and about one-third of the total annual circulation are in children's titles. An \$80,000 building addition (1957) provided much-needed space for a new children's book room, a staff work room, additional stack space, and released for a variety of other uses an extra room on the second floor of the central library building. The library offers a children's story-telling hour, a summer reading club for children, and career interviews for pupils in vocational guidance and journalism courses. Because of budget limitation, the Auburn Library administration has had to refrain from offering any special services other than those above mentioned, and for the same reason there is currently no film collection, no slide collection and no record collection in the library.

Because of current limitation (indeed lack) of school library facilities in most existing Auburn School buildings, there is extra need for the Public Library to serve children. And because of the geographic changes of home locations and of school locations under way in Auburn relative to the Downtown location of the Public Library and to downtown land uses generally, there are two policy questions to be examined as to Auburn future library expansion: first, in what schools shall there be libraries, and how operated; second, how shall Auburn Public Library physical facilities be expanded in future to keep pace with the geographic and numerical expansion of Auburn population, already occurring?

Auburn circumstances and customs suggest the possibility of meeting these needs: first, by planning physically appropriate branch library facilities in the new senior high school building, in each of the recommended two new junior highs and possibly in an outlying elementary school building; second, by operating them mainly with Public Library system personnel on invitation by the Auburn school system.



Contemporary education, especially in the physical sciences and in the social sciences, increasingly requires a breadth of library resources close at hand. Schools (or their PTA's) nowadays increasingly provide varied audio-visual equipment and materials. No community we know can afford to provide entire duplicate sets of library resources and of audio-visual equipment. Accordingly, in Auburn we suggest the possibility of joint use by the school-system and by the adult-community of one combined set of library and audio-visual facilities and resources.

When almost all the schools and most of Auburn urban population were in or within one-half mile radius of the intersection of Court and High Streets, the entire public library facilities in one single separate building were nevertheless workably accessible to school pupils and to adults, teachers, industrial managers, foremen, workmen, professional people, merchants, housewives, city officials. Farmers, farm-wives, farm children and farm hired-hand families at that time had to come "into town" for most everything except elementary schooling.

Under the new geographic and transportation circumstances of the second half of the twentieth century, school buildings are spreading out and are increasingly being asked also to serve neighborhood focus functions. In Auburn, each future new school building is likely to contain some designed library space, for school reasons alone, we believe. Wouldn't it be good economy of capital outlay to arrange these facilities to be also accessible out-of-school-hours from outside the building?

For the principal populated parts of Auburn, such an arrangement would keep physical library plant closely matched to population growth, both in numbers and location. A branch library in a corner of a school building would be specially responsive to the needs of teachers and pupils in that school and in any nearby schools it served, and to the neighborhood. With a complete card-catalogue at each branch, showing the entire library system book stock, and with administrative ingenuity about book, film or record, transportation by library staff members on their way to or from lunch or to or from work (for some small extra pay) it would seem that unusually closely geared library service could gradually become available throughout Auburn.

In making this suggestion for discussion and, we hope, adoption, the planners are aware that consolidation of small branches into one larger, better-equipped central library is more usually suggested. American Library Association members' experiences indicate higher unit costs in serving smaller numbers of people. A recent City of Boston branch library system report recommended that each branch should serve a minimum population of 25,000 to 50,000 within a radius of one-mile to one-and-a-half miles, or, as elsewhere stated, "within distances people will travel."

In Auburn, several dispersion factors favoring carefully devised and administered library branching are to be noted:

- 1) the Auburn Public Library system has for years been oriented toward serving the school system;
- 2) twelve of the fourteen existing Auburn public school buildings lack any real school-library facilities;
- 3) Auburn population growth and geographic spread of home-building in the Auburn Development Area (bounded by the lakes, the airport, the turnpike and the Androscoggin River) will require school relocation, enlargement or new building of nine school buildings in the next ten to twenty years, beginning immediately with a new senior high school which has been under debate and referendum since 1955, and followed next by at least one new junior high school building;
- 4) Auburn population, schools and industries in 1940 were concentrated mainly within one-mile radius of the existing Auburn Public Library building, next to City Hall. By 1955, Auburn population, schools, and industries had already begun to disperse and re-nucleate within a three-mile radius, covering four or five times as much area and in locations much less easily accessible to the existing downtown library building;
- 5) the 20th century cultural revolution, accompanying the "new leisure" is only beginning in Auburn; consequently there will be future increase of wider adult demands on the library system; therefore, the existing little downtown library building is already functionally outgrown, notwithstanding its 1957 addition.

## AUBURN PUBLIC LIBRARY

ALA Standards for  
25,000 populationBook Stock

Total 53,500 vols.

62,500 vols.  
(2.5 vols. per capita)  
plus duplicates  
3,000 vols.

Yearly Acquisitions 2,135 vols.

Registered Library UsersAdult 28% of adult pop.  
Children 36% of pop. under  
age 15.20%-40% of adult pop.  
35%-75% of pop. under  
age 15.CirculationAdult's Titles 5+ vols. per cap.  
Children's Titles 8 vols. per cap.3-10 vols. per cap.  
10-30 vols. per cap.Hours of Service 56 per week

60 per week

Staff 6 full-time, incl.  
2 prof.-trained10 full-time, incl.  
3 prof.-trained.Annual IncomePublic Funds \$32,347  
Endow. Fund Income 869  
Total \$33,216

about \$87,500

about \$87,500.

Physical PlantSpecial children's  
room, separate  
space for young  
people, room upstairs  
for expansion or  
special purpose.25 sq. ft. of reading  
room space per reader;  
special rooms or  
spaces for children,  
for young adults, and  
for adults;  
audio-visual room(s).

Prolonged and severe Auburn library budget limitation shows in 40+% under-staffing, 26+% low yearly average acquisition of new titles, in physical plant (notwithstanding the 1957 addition), and in the nearly 12% low cumulative total book stock, compared to American Library Association standards.

Community library expansion needs could be met, we suggest, by joint school and community use of needed new school-library facilities. The building capital outlay for such school-libraries could be carried in various future school bond issues.

Hours of service, circulation and registered users as a percentage of population were well up toward American Library Association minimum standards.

Population growth will require larger Auburn library facilities, by branches, possibly in schools, and by a larger central library building. Even with a branch or two, an enlarged central building will ultimately be needed, so much the larger yet if no branches. The possibility of turning the Chamberlain elementary school on High Street into a new central library building has already been mentioned. An alternate possibility would be central library re-use of all or parts of the 1929 wing of the Edward Little high school building, when released from school use. The planners believe there will ultimately be needed in Auburn an wholly new central library building, somewhere downtown closely related to the recommended major circulation system and on a larger site than either of the foregoing interim suggestions, with ample off-street parking.

A wholly new building could be planned to house some related activities such as a special room loaned to the Women's Literary Union; a special room and possible vault space, loaned to and furnished by an Auburn-Lewiston or an Androscoggin County Historical Association; and a coordinate wing or rooms for indigenous archaeological, natural resource and anthropological exhibits and collections, either of contemporary or historic nature, plus display space for travelling exhibit materials, such as are being exchanged elsewhere among industrial, scientific, scholarly and cultural institutions.

A wealth of loan material could be available to Auburn, perhaps first from Bates College and from the Union Water Power Company, then from a considerable number of other sources such as the Corning Glass Center in New York State; various northeastern institutes of paper chemistry and wood processing including Orono, Maine; upstate New York, and Appleton, Wisconsin; Maine and New England mineral and rare-earth collections; U.S. Forest Service and State of Maine Forest and Park material, also material from private companies such as the Dead River Company, Oxford Paper, Scott Paper, Great Northern Paper, International Paper, Brown Company, Eastern Corp., and other Maine forest products processors; U.S. Dept. of Agriculture and State of Maine Dept. of Agriculture; also Androscoggin County Extension Service and U.S. Soil Conservation Service materials.

There are also great cultural interchange sources in the eastern and mid-western United States, such as the world-renowned Boston and New York Public Libraries, the Folger Library and the Library of Congress in Washington; unparalleled collections of great paintings at the National Museum in Washington, and in Baltimore, Wilmington, Philadelphia, Pittsburgh, Cleveland, Chicago, New York and Boston art museums; scientific, natural resource and ethnographic materials of a wide range from university libraries and museums in all the northeastern United States and from unique institutions such as the Science Museum in Boston, the Rochester (N.Y.) Museum of Arts and Sciences and the Smithsonian Institution, Washington, D.C.

By creative outreach to outstanding enterprises in Maine and to outstanding businessmen in Maine or from Maine originally, the Auburn Public Library Trustees and Librarian could rouse interest in and support for a larger role for the Auburn Library in the community, tangibly evidenced by gifts of money, gifts of services, and gifts or loans of books, prints, and other exhibit materials; over a span of years the consequences could be far-reaching. Besides becoming the first of its broadened kind in Maine, the Auburn Public Library, by attracting visitors and favorable attention, could become a real factor in the economic base of Auburn and of Androscoggin County.

An example for Auburn are the three free libraries, the art gallery and the historical society library and museum (admission free) Montpelier, Vermont, population 8,600 in 1950. More than 23,500 persons visited the museum in the twelve months ending June 30, 1955, it was reported; more than 1,500 persons visited the 35,000 volume historic reference and research library; in addition, the library answered more than 1150 enquiries by mail and wrote more than 3,600 letters that year to persons all over the United States and Canada. These activities clearly brought dollars into Montpelier, significantly added to the postal volume and helped keep Montpelier and Vermont very much "on the map!"

Besides the historical society library and museum, Montpelier has the tax-exempt 45,000 volume Kellogg-Hubbard library, serving the public schools and Vermont Junior College; the general 125,000 volume Free Public Library, said to have the best reference collection in Vermont, also a Union Catalogue listing all volumes available in all libraries throughout the State, and excellent film and record collections; the 160,000 volume Vermont State Library; and the Thomas W. Wood Art Gallery (free), visited by some 3,500 people annually, with permanent collection, also new exhibits monthly, both by exchange of travelling exhibits with other institutions and by selection from local artists and from the permanent collection.

### Auburn

The existing/library building on the northwest corner of Court and Spring Streets has re-use possibilities, depending on the adaptability both of the main structure and of its 1957 addition, and depending on securing for parking and green space the existing lawn of existing City Hall. However, neither continuation of library use nor any of the re-uses would be more than marginally in harmony with the land use plan based on what the planners believe to be the manifest land use future of that area. The re-uses are mentioned only to show that the City of Auburn and its Public Library Trustees might hope to sell at some discount the existing building and lot, so recently improved when they find it opportune to move to some different, larger (and, we hope, new) central library structure.

The re-use least inharmonious with the plan would be a sale to the Androscoggin County Commissioners who might re-use the library building and its new stackspace as a fire-safe supplementary storage for some of the oldest and historically most valuable deeds and records committed to their care. Companion but alternate re-uses would be sale to the Auburn Water District and Sewer District jointly for combined offices; sale to an historical society for its headquarters storage and meeting place; or sale to Auburn and Lewiston banks jointly for overflow records storage by them, or to a private enterprise records storage and/or micro-filming service. A further re-use possibility might be sale to a private group for professional re-uses, such as a group of lawyers, of engineers, or of architects, but for traffic safety, this would require acquisition for off-street parking and greenspace of the adjoining City Hall lawns.

### Other Community Facilities

Auburn has a better than average complement of other community facilities, divided for reporting purposes into two groups:

- A) governmental physical facilities, the extent, adequacy and location of which must be considered by planner because the municipality is directly or indirectly responsible for them;

- B) non-governmental social and physical facilities, the location of which is not for planner to determine nor a municipal responsibility.

A. GOVERNMENTAL FACILITIES

1. U.S. Postoffice -- A new one is needed, in an assuredly flood-safe location. The existing building at the corner of Franklin and Turner Streets was a little above the 1936 flood, but would have been inundated, we understand, if the August 1955 Connecticut Diane hurricane rains had fallen on the Androscoggin River Valley.
2. City Hall -- Auburn needs a new one, high on the downtown plateau. The existing converted school building is not capable of convenient adaptation to better serve the growing municipal office space needs of the growing community. Auburn municipal officials have commendably demonstrated their fortitude and praiseworthy determination to "make it do." At the next WPA opportunity or before, a different structure, better befitting the dignity and importance of one of the largest manufacturing cities in Maine, and more conspicuously placed on the downtown major street pattern with ample off-street parking should be secured or built.

Prior to changing to a new or different City Hall, the official family should determine whether the Police Department wishes to come along, stay where it is, or go to its own separate location in downtown Auburn, with improved lock-up, interrogation, ready room and headquarters office and storage facilities, also much larger off-street parking and garage space. This will also require consideration of the placement of the local courtroom and associated chambers.

The existing combination of municipal offices (except schools) including Mayor, City Manager, City Engineer, City Clerk, Welfare, police and local justice (in the Council chamber) has obvious conveniences: it keeps the building under 24 hour guard as well as open all 24 hours; movement of persons from one function to another plus consultation of a variety of records in different offices takes place all under one roof. However, this same arrangement can be provided elsewhere in a more fire-safe, more commodious, more attractive, more amply toileteted building.

The planners feel that ultimately Auburn will have to have a wholly new municipal office building with ample off-street parking and some dignity, grace and beauty of site and of outlook. A flood-safe location with these characteristics, created by spot redevelopment off the south side of Court Street between Pleasant and High Streets, is suggested in the Downtown Plan.

An interim possibility for consideration is acquisition and adaptation of the former Maine Baking Company Building on Minot Avenue, flood-safe, accessible, and well-placed on the major street pattern. Another interim possibility is adaptation of the 1929 wing of the Edward Little former High School buildings, provided the older pre-1929 parts of those buildings be razed to admit light and air and to clear an off-street parking place appropriately related to street corner rounding of High and Academy Street for the approach to the recommended first new Auburn-Lewiston flood-safe, clear-span bridge.

This second alternate would have to await Auburn School Department total release of the Edward Little buildings and grounds. If title complications do not permit such release, the 1929 wing might very adequately serve as School Department headquarters and offices, possibly also including Auburn central library in the auditorium and basement. For a few years, obviously, the Edward Little buildings are going to have to be an overflow pivot for a variety of school classroom needs while other buildings are being built, even after the first new high school building goes up.



3. City Garage and City Highway and Public Works-Facilities -- The present quarters high on the downtown plateau between Spring Street and the railroad are reported serviceable. However to the planners, they constitute a functional mis-use of potentially tax-valuable land. Also this land use is inharmonious with the Plan and is a landscape eyesore, albeit decently covered under a barn-red board exterior. The functions might equally efficiently be performed from a location outside the downtown railroad loop in land of less commercial, tax and employment potential.

Possibly involved in any move would be some municipal administration questions about combinations of functions and further centralizing of municipal vehicle repairs and servicing, already being efficiently performed. Such questions are outside the scope of this report.

4. Auburn City Farm -- No enlargement of the Farm acreage appears needed, but all of the present City Farm land whether or not so used in future should nevertheless be permanently retained by the City as part of the publicly owned open space pattern, completely encircling Lake Auburn.

Because of the decline in farm living and because of far-reaching changes in community approaches to rehabilitating or caring for disabled, enfeebled, or abandoned older citizens, we point to the possibility that the City Farm as a community institution may not always be the best means of dealing with the community problems for which such farms were originally created.

5. A trio of municipally sponsored but quasi-autonomous agencies -- the Auburn Business Development Corporation, the Auburn Water District, and the Auburn Sewer District -- give the community unusual flexibility and effectiveness in important operations that have to be on some kind of "community" basis, yet free from petty politics, narrow neighborhood-ism or domination by personal profit prospects.

## 5. (Continued)

The two utility operations are so successful they are virtually taken for granted, but important capital outlay requirements for each are looming nearer. The surface water safe yield of Lake Auburn water-shed as municipal water supply has not been freshly determined in eighty years, so far as we can learn. Population growth in both Auburn and Lewiston is already pressing demand toward the yield experienced to date. It may be questioned whether more than one or two large new industrial process-water demands could be met from Lake Auburn alone.

Additional water-resources will be needed within 15 to 25 years, we believe. Taylor Pond may not be a suitable supplement. Accordingly, we again urge that surface water storage and protection possibilities in and near Auburn be examined, in cooperation with neighboring municipalities, if possible, both to reduce costs to Auburn and to avoid future squawks when Auburn takes the lion's share.

Also we again recommend that ground-water possibilities indicated by the NE-NY-IAC report along the Little Androscoggin River in Auburn and in Minot, and along the Nezinscot River in Turner, be professionally examined for quality, quantity, potability and practicality of yield, compared to the costs either of additional surface watersheds and storage or to a water purification plant on the Auburn shore of Gulf Pond, drawing directly from the main river.

Continuing improvements since War II have been made in the qualities of Androscoggin River water flows under court decree and in the mutual interests of the principal owners and users of the River. The quantities and timing of its flows have long been closely regulated. While this holds a future prospect of recreational and community water-supply uses of Androscoggin River waters, not available

## 5. (Continued)

during the past century, it also means that communities such as Auburn and Lewiston will some day have to intercept, treat and filter all industrial, commercial and domestic sewage. No longer will raw wastes be permitted to be casually discharged into the River by anyone, anywhere, anytime, in any manner. Any major extension of Auburn sewer mains should therefore be calculated for that eventuality, and storm drainage should gradually be separated from sanitary sewerage within existing Auburn sewered areas, so far as possible.

For the first time, the Auburn Business Development Corporation may have the "merchandise" in terms of highways, streets, utilities, sites, and zoning with which it can successfully induce additional industries to locate in Auburn. As a community instrument, it appears to the planners well-contrived and well-shaped for its purposes. Judging by the 10 year record of some similar corporations in other New England states, reported from time to time in the Boston Federal Reserve Bank Monthly Review, the Auburn Business Development Corporation can become an important factor in the economic base of the community.

6. Recreation: The City of Auburn maintains an active year-round recreational program somewhat more vigorous in summer than in winter. The municipality in 1957 was maintaining six city playgrounds, and, at Pettengill Park, a lighted ball-field, an approved ski-jump, skating rinks and athletic fields.

### B. NON-GOVERNMENTAL FACILITIES

Auburn is also well provided with non-governmental facilities, as follows: 20 churches in 12 denominational groups; 3 special homes; YMCA, YWCA, Jewish Community Center; at least 3 social clubs, 4 grange halls, and 2 veteran organizations, all listed below. In addition, Auburn residents are served by two good hospitals in Lewiston, three daily papers in Lewiston (one of which is read all over Central Maine), two radio stations in Lewiston, three golf courses, three outdoor drive-in movies and three indoors (one of each in Auburn), and job placement and career guidance services through the Auburn school system. Auburn's YMCA has one of the largest indoor pools in Maine and an active well rounded program for Youth and Adults. There is a YWCA in both Auburn and Lewiston which use the athletic facilities of the YMCA. The Jewish Community Center in Lewiston maintains an active schedule of events for its members.

Advent: Advent Christian

Baptist: Calvary Baptist Church, East Auburn Baptist Church, Penley Corners Baptist Church, South Auburn Baptist Church, West Danville Baptist Church.

Roman Catholic: Sacred Heart Church, Saint Louis Church

Church of the Nazarene: Summer Street

Congregational: High Street Church, Sixth Street Church, West Auburn Congregational

Danville Union Chapel: Danville

Episcopal: Saint Michaels Episcopal Church

Jewish: Congregation Beth Abraham

Methodist: High Street Methodist Church, North Auburn Methodist Church

Seventh Day Adventist Church: Minot Avenue Church

Stevens Mills Church: Manley Road

Universalist: First

Home for Aged Women

Old Folks Home (I.O.O.F.)

Lewiston-Auburn Children's Home

New Auburn Social Club

Androscoggin Valley Square and Compass Club

Women's Literary Union

Danville Grange

Stevens Mill Grange

Young's Corner Grange

North Auburn Grange

American Legion

Veterans of Foreign Wars.

## SECTION 6

## CENTRAL BUSINESS DISTRICT

The tiny Auburn Central Business District occupies only ten or twelve acres along Court Street in the heart of Downtown Auburn. Previous sections of this report have dealt with the whole 66 square miles of Auburn or with the Auburn Development Area, between the lakes, the river and the Turnpike. Downtown Auburn, about 120 acres gross area, we define as bounded by Minot Avenue, Union Street, the Androscoggin River, the Lewiston-Auburn Railroad, and the Edward Little High School property.

Downtown Auburn is visually and functionally separated from the rest of urban Auburn by the Maine Central Railroad tracks and by the steep embankment of the hill bordering Minot Avenue and Goff Street westerly.

Topographically, almost two-thirds of Downtown Auburn is on a small plateau, nearly level with the Maine Central Railroad and some forty feet above the adjoining portion of the Androscoggin River, downstream of the rocks and Great Falls Dam. The remaining one-third slopes down a rather steep bank to a narrow shelf beside the River along Main Street, generally some fifteen feet above the River. This shelf has been flood wetted several times by Androscoggin River in the past century, and it would have been inundated, we are told, if the August 1955 central Connecticut Diane hurricane rainfalls (twelve to fourteen inches in twelve to fourteen hours) had fallen on the Androscoggin watershed. The North Bridge (Court Street) was nearly swept away in the 1936 Androscoggin flood. The South Bridge did go in 1936 and was replaced forthwith in situ.

Land-use-wise, Downtown Auburn is in four or five parts:

- a) A 45 - 50 acre arc of shoe manufacturing, warehousing and commercial distributing structures and uses along both sides of the Maine Central Railroad;
- b) An 18 - 20 acre clump of twelve blocks of rather densely urban housing, mainly on the plateau, mostly south of Court Street, in a grid-iron pattern of narrow streets, shaded by handsome elms, with churches and schools -- the housing is composed for the most part of structures containing three, four, five and six dwelling units per structure, with a very few seven, eight, nine or more dwelling units per structure;

- c) churches, filling stations, stores, offices and banks along both sides of Court Street between Goff Street and the River, but polarizing 'round the intersection of Court and Main Streets;
- d) along the narrow, riverbank shelf a mixture of stores, homes, factories and other enterprises both sides of Main Street, between Court Street and the Lewiston-Auburn Railroad -- the better homes toward the south and increasingly decrepit-looking structures toward the north, nearer Court Street;
- e) north of Court Street, between the arc of the Maine Central Railroad and the River, a thirty acre mixed, civic, business and manufacturing area, now only minimally residential, and principally containing Auburn City Hall, the Androscoggin County buildings, the U. S. Post Office, and the beginnings of automobile row which leap-frogs the railroad and extends itself northerly out Center Street, outside Downtown.

Downtown Auburn exhibits acutely the problems caused by changing times, by growth in numbers and by Auburn-Lewiston inter-relationships.

Urban life in Auburn and Lewiston clustered 'round the Great Androscoggin Falls. This became the principal river-crossing location and remained for nearly two centuries.

Topography and soil structure forced the early water-powered manufacturing development onto the Lewiston side of the River. Densely urban residential growth followed on that side more than on the Auburn side, and shopping development along Lisbon Street followed manufacturing and population. Homes for textile mill workers and shoe shop hands were also built in Downtown Auburn and in New Auburn, within walking distance (by bridge) of both kinds of employment.

However, topography prevented simple geographic residential expansion much more severely in Auburn than in Lewiston. Accordingly, an increasing preponderance of the combined urban populations lived in Lewiston and the shopping stayed there and expanded.

For the same reasons, the major twin-city commercial functions became centered in Lewiston, leaving to stores and offices in Downtown Auburn only minor, more nearly neighborhood and downtown service roles. The banks, county offices and regional federal offices are obvious exceptions.

For a very long time, Downtown Auburn could successfully be the community banking center, business center, manufacturing center, city-county civic center and city residential focus. But the change in urban scale made possible by the automobile has struck Downtown Auburn and its tiny Central Business District. The future of them has to be planned in that light. Downtown Auburn can no longer contain, we believe, the whole of all the functions it may once have held, but neither can the little four-block heart of the tiny Central Business District expect, we think, to expand much.

The Downtown Auburn residential pattern is unique in many respects. Here are concentrated the highest densities (up to 30 families per acre), the largest homes, and some problems of actual and potential blight. Within Downtown Auburn live some 5,000 people, differing markedly in some respects from the rest of the Auburn population: 24% of Auburn Downtown population was over 55 years of age in 1950, but only 19.5% in the city-wide population; fewer young people live Downtown (only 20% ages 21 - 34, compared to 23% city-wide) and fewer children (only 21.5% under 14 years of age, compared to 26% city-wide). Residentially Auburn Downtown can be characterized as a living area presently being used to a great degree by an older population. Physically the residential structures they live in are for the most part in good condition. However, blight is beginning in certain areas, especially along and near the railroad.

The Downtown residential problem is complicated by the commercial uses along upper Court Street, dividing the residential area into two parts: an island of  $3\frac{1}{2}$  acres near the existing City Hall, and a much larger island south of Court Street, stretching over the rest of the plateau to the gully of the Little Androscoggin River. The edges of these two Downtown residential islands are being affected by a variety of forces which tend to blight housing, particularly industrial uses, heavy traffic and proximity to the railroad. Our housing quality survey on the plateau disclosed semi blighted housing extending almost uninterruptedly along the margins of all the Downtown major circulation ways, especially along the railroad-industrial-commercial ribbon.

Decisive community actions are needed to stabilize the larger Downtown housing area south of Court Street which has capacity to remain a good, livable residential area far into the future. However, the section of housing nearer City Hall is so small that it seems doubtful any control would keep it from further changing or blighting in the future. Therefore some use other than housing is proposed. The railroad and existing abutting industries will be there for the foreseeable future.

South of Court Street it is proposed that a housing/non-housing line be drawn along Spring Street. Future development and redevelopment west of this line should take place behind a green wall designed to stop the further spread of deterioration into good housing. A green division strip could be created either by municipal purchase, or by a set back and planting requirement of all future development along the line. Developers could be required by zoning ordinance to plant and maintain say, a 20 foot strip of trees and shrubs along the fronts of their properties wherever adjoining any housing area. Additionally, the developer could be limited to building on only a certain percentage of each property and buildings be required to remain an extra distance back from the street. Besides these zoning proposals to help stabilize the Downtown residential pattern, the community should have effective housing, building and sanitary codes to prevent blight from arising Downtown or elsewhere. The intention of such codes and policies should be not only to avoid the downgrading of existing dwellings, but to stimulate and enhance living conditions so that the whole area would tend to upgrade itself.

Open space is a key Downtown Auburn need. There is no open green space of a park-like nature within the ring set off by the railroad, neither near the River nor near the County Buildings. City Hall has a small lawn as does the Edward Little High School. However, no other public or semi-public buildings have any significant lawns, not even the churches.

Today, practically all industry and manufacturing in Auburn is concentrated along the Maine Central Railroad between its Taylor Brook crossing and its Androscoggin River crossing. The industrial structures along the railroad are for the most part a tawdry boundary defining the Downtown. Few of these structures are adapted to contemporary industrial requirements; little employee parking is available; structurally, conditions within the industrial ribbon are fair, but range to deplorable in some instances. This 40 - 50 acre ribbon of mixed industrial, commercial and minor residential properties was assessed in 1956 at more than \$2,000,000.

The railroad separates Downtown from the rest of Auburn and also acts as a blighting influence upon nearby housing. The six railroad level grade street crossings complicated the Downtown circulation problems when there were more frequent trains. And, railroad based industries are also prime motor traffic generators, both as to workers and as to supply and delivery traffic.



Notwithstanding these ill effects, there will continue to be industry Downtown within the foreseeable future, we believe. While some of the industrial and commercial establishments along the ribbon are in deplorable condition, others are in relatively good condition and will continue to function for a long period, providing individual jobs and community tax income.

The Maine Central Railroad will continue to function in its present location for a long time. This would eliminate for practical purposes any future land-use other than that of an industrial or commercial nature along the railroad. When seen in this light, the only sensible course is to develop land-use and circulation policies which make the existing industrial belt and its existing supporting utilities function efficiently while protecting residential areas so far as possible from radiated blighting effects.

It is proposed that this existing industrial and commercial belt be cleaned up and enlarged as recommended in the Downtown Plan Diagram to include that 2½ acre parcel of housing north of Court Street. All side-streets would be closed, with exception of Hampshire Street and the resultant 12.8½ acre site be used for expansion of existing, or construction of new industries.

Except for "walk-to" neighborhood facilities, commercial activities are becoming more and more a function of the automobile and therefore located on heavy lines of automobile travel. When changes are made in Auburn's outmoded circulation system, the changes will fundamentally affect the existing Downtown Auburn pattern of commercial activity.

Downtown Auburn commercial land in 1957 was distributed in two distinct patterns: a) up on the plateau, along Minot Avenue and around the corner onto upper Court Street; b) in a Central Business District along lower Court Street, near the North Bridge entrance, also out Turner Street to the north. Both are fundamentally related to the traffic patterns through Downtown: one dependent on the massive traffic across North bridge; the other equally dependent upon the heavy traffic along Minot Avenue. However, new ways will be found to move traffic through Downtown Auburn in the near future because North Bridge is already beyond its best working capacity. What this means in terms of Downtown Auburn is to find a land use and circulation solution that will protect ~~existing~~ commercial investment wherever practical but one that will provide improved automobile movement more freely through downtown. This will require less interruption and more street space for moving vehicles which means that all access to the major circulation routes through Downtown must be controlled. Also it may require that some wholly new circulation way or ways be constructed.

On the assumption that motorists should be encouraged to be ready to stop at convenient commercial areas with ample parking off-street if he so desires, but that his passage should not be forcibly slowed or completely stopped by the build-up of commercial activity along important traffic ways, it is recommended that Downtown Auburn commercial clusters be attached to but offset from the major flow paths of vehicular traffic.

### Circulation

The Downtown Auburn primary problem is circulation. Until the traffic pattern Downtown becomes reorganized, all land-use planning is meaningless. The massive traffic forcing its way through the small downtown complex would destroy any plans for stabilization or improvement.

The circulation problem has arisen quite naturally, and results from the river bank location. All traffic flow between the twin cities must cross either the North or the South Bridge, creating a mammoth traffic redistribution problem at the bridgeheads.

North Bridge in 1957 and 1958 was the most heavily traveled bridge in the State of Maine, exceeding by some 2000 cars daily the traffic carried on the new Portland/South Portland Bridge. Taken together, the two Auburn bridges combined were carrying some 35,000 vehicles each day. However, North Bridge was moving twice as many vehicles per day as South Bridge (22,526 contrasted to 12,653).

Taken by itself, this bridge traffic is not a problem, rather it is the problem of routing the ever increasing flow of traffic coming on and off the bridges towards its varied goals without causing massive traffic jams at the bridge entrances. The problem is complicated by archaic street patterns and dense riverbank development characterizing both Auburn and Lewiston, a maze of minor capillary ways, not designed for circulating the traffic volumes being forced into them, and really capable only of the late 19th century foot and horse traffic for which they were built.

The solution is of necessity to adapt or create adequate local circulations which can speed traffic from the limited-access highway now ending at the junction of Minor and Washington to the bridges and to other sections of Auburn and Lewiston without crawling through narrow streets or disrupting stable land use patterns.



Accordingly, for long range Downtown Auburn circulation we propose one major access loop enclosing Downtown with two arms: an eastern arm extending from the existing Washington and Minot improvement generally via or near portions of High Street and of Academy Street to Main Street near the Lewiston-Auburn Railroad bridge, carrying traffic with a minimum of disruptions to the bridges and to major industrial civic and commercial areas in Auburn and Lewiston; a western arm extending via Minot and Union Streets to join the eastern arm, extended at Center Street. Developed through stages, the facilities would tie Lewiston Downtown and Auburn Downtown together in a single loop system of relatively high speed roadways and bridges, especially if supplemented by a new flood-safe inter-city bridge near the Auburn-Lewiston Railroad. Land uses along this facility would be seen as a series of independent clusters at planned points, like a corridor with many rooms along it, each room having its own character and use. Immediately, however, Auburn should concentrate on developing those sections of the arterial routes that will make the existing bridge structures function more efficiently.

We do not see how to make South bridge carry more traffic except by bringing some of the traffic flow from Minot-Washington down to the South bridge head in New Auburn without forcing it through the main built-up area of Downtown Auburn. This would require expensive new routes at both ends of a 1936 bridge that is subject to flood, and has been swept away once already. This kind of expenditure we feel should be reserved to accompany a new, flood safe inter-city bridge, particularly if it could qualify for State and for Federal financial aid.

The existing bridge structures could be made to handle much more traffic if the approaches at the Lewiston and Auburn ends were developed as "steady-flow" facilities with channellizing islands to route traffic into the various lands. This would require some clearance of a few existing structures in both cities especially at the North Bridge approaches.

We also propose that several streets in Downtown Auburn be closed completely and the land in their rights of way directed to other use in order to cut down the number of streets entering onto the proposed arterial ring route, and coincidentally to effect a more attractive, more efficient, higher taxpaying land use pattern.

Auburn Central Business District

Smallest and most prominent Auburn Planning area is the twelve acre, six block Central Business District, tight against the North Bridge entrance and contained by the Downtown hill and the Court House.

In this Central Business District is a varied collection of some 37 buildings housing 31 different activities, including one shoe manufacturer, three banks, one hotel and one men's apparel store, one women's apparel, one small furnishings store and one hardware store.

Of the seven blocks most highly assessed in all of Auburn, four are in the Central Business District, and totalled \$1,360,000+ in 1956. The whole 34 blocks of Downtown were assessed in 1956 for only \$3,825,613.

Visually, the Auburn Central Business District is almost an extension of the Lewiston commercial area in view at the other end of the bridge. The Auburn area has not exploited qualities that might make it uniquely Auburn's. The broad swath and heavy traffic of Court Street inhibits Auburn shopping while speeding people to the larger more varied and more exciting commercial area over the river.

Traffic almost completely clogs Court Street during rush hours. Some 23,000 vehicles pass along Court Street each day, through the Auburn Central Business District. While parking appears adequate, some 500+ spaces are claimed available, only a small percentage of the vehicles passing through have an Auburn CBD destination, yet all are forced into the one 100% vehicular constriction block for lack of means to get around it.

The business buildings along Court Street range in appearance and value from fair to poor; only 4 or 5 in the CBD could be said to be in first rate condition. On Court Street itself, some of the structures are hardly worth the ground they occupy, comparing assessed valuation of land and of buildings, while a few others are the most highly valued properties in all of Auburn. There appears to have been little improvement or updating of structures since 1929. Only 1 or 2 new structures have been added in the past 30 years. Although this is the gateway to Auburn from Lewiston, the Central Business District looks too much like the nondescript business streets encountered everywhere.

Major Problems

1. Functioning. The first problem of the Auburn Central Business District is its role in future relative to the rest of Auburn and within the total Lewiston/Auburn regional shopping pattern. At this writing, the Auburn Central Business District is primarily a neighborhood shopping center with some regional overtones. The few stores in Auburn hardly compete directly with their neighbors across the river. Though automobile traffic has increased annually, Auburn Central Business District retail sales have been nearly static for years.

The future prosperity of the Auburn Central Business District depends on the degree to which it can capitalize on inherent advantages of (1) site, (2) captive population surrounding it, and (3) offering the shopper things that Lewiston is not offering. Therefore we propose that the Auburn Central Business District be recaptured and revitalized by removing through-traffic, and that street changes be made with relation to the existing spatial pattern to encourage and induce property owners and merchants to give the whole structure a new life as commercial center for Old Auburn. Properly handled, a new street pattern and some new buildings could attract the regional shopper by offering something unique -- small, tightly knit grouping of small shops and stores around and interpenetrated by walking spaces in which the pedestrian has free movement.

2. Spatial reorganization. We propose that Court Street between Turner and Main Streets be closed and this space become the inner core of a pedestrian oriented shopping group. Some low valued buildings indicated on our various diagrams could be removed in stages and new shops constructed along a north/south axis rather than along the present east/west orientation. The entire area would be free for walking with benches, trees and shrubbery and covered arcades. Buildings proposed to be removed on the south side of Court Street opposite Turner, and necessary to remove in order to initiate the new street pattern, are assessed at only \$77,829. Eventually, north of Court Street we contemplate that buildings assessed in 1956 at \$45,080 could be replaced with new shops to complete the pattern. These proposals are coupled with plans for civic center development to give the whole Downtown an individual appearance completely Auburn's.

3. Circulation. The major Central Business District circulation problem is North Bridge: all traffic using it must approach on the Auburn side either via Court or Main Street. This heavy traffic separates Auburn shopping into two street frontages and eliminates the uniting affect of the natural bowl-like land shape in which is contained the Central Business District. Upon completion of the proposed inner downtown loop road extension of

### 3. Circulation (Continued)

Turner to South Main, one block of Court Street should be closed to through traffic and to permit capitalizing on the natural attributes of the site, generally by some such building, street and parking re-arrangement as that diagrammed herewith. However, before Auburn merchants or taxpayers commit themselves to large expenditures down here on the river-bank and in the natural bowl bouth side of lower Court Street (below High Street), some very careful check will need to be made by fully competent engineers as to the degree of exposure of such new investment to serious flood damage in future, either by mere wetting or by rushing water battering.

Community Facilities:

Because of the older age population, the symbolic position within the community and the many governmental functions within its boundaries, Downtown Auburn presents many peculiar and particular problems in the nature of facilities planning. The major grouping of churches, the County governmental activities, the YMCA's, the Library, the Home for Aged Women and the municipal offices are all concentrated within a few blocks of each other Downtown.

One of two courses could be pursued relative to future facilities planning. As Auburn grows, new facilities could be added when and where each particular need was felt without attempting to form any overall pattern; or, the community could consciously direct its facilities planning so as to produce a strong cohesive pattern.

We recommend the latter course, so that the old Auburn Downtown becomes the central headquarters for all major central community activities of the "new" Auburn that is coming into being. In action terms, this means that Auburn must make a planned effort through land assemblage to unite its existing public and semi-public buildings and activities with appropriate green spaces in a design pattern of a civic center nature.

In the future a new police station, possible additions to the County buildings, a new public library, a new central fire station and certainly a new city hall will become needed. Additionally, a health and recreation center for the older population will be needed; specially designed housing for the elderly may be required and the community could use a youth-center building right now. Therefore, it is proposed that these facilities be grouped in Auburn Downtown.

By selective clearance of certain structures and retention of public and semi-public facilities capable of additional life, a strong civic core could be developed which would stabilize the whole of Downtown Auburn, while creating a Central Business District setting uniquely Auburn's. The pattern already exists in rudimentary form. The churches on High and Court Streets, the dome of the County buildings, the red brick of the YMCA only need bringing into view by removal of a few buildings, construction of pathways and the closing of one or two minor streets, to become much more united as a civic center.



# SECTION VII

## POPULATION STUDY

### Population History of Auburn and Surrounding Towns

The dependence of Auburn and Lewiston population growth on manufacturing employment is indicated by comparing the population history of these two manufacturing cities with the history of the mainly non-manufacturing towns adjoining them.

	<u>1950</u>	<u>1930</u>	<u>1900</u>	<u>1880</u>	<u>1850</u>
Auburn	23,134	18,571	12,951	9,555	2,840
Lewiston	40,974	34,948	23,761	19,083	3,584
Lisbon	4,318	4,002	3,603	2,641	1,495
New Gloucester	2,628	1,866	1,162	1,382	1,848
Webster	1,212	1,134	1,131	980	1,110
Turner	1,712	1,362	1,842	2,285	2,536
Poland	1,503	1,503	1,648	2,442	2,660
Durham	1,050	806	1,250	1,253	1,886
Greene	974	784	826	999	1,348
Minot	750	635	808	1,763	1,734

This strikingly parallels the population history of the other large manufacturing employment pair of river cities in Southwestern Maine, Biddeford-Saco, (rounded to nearest hundred).

	<u>1950</u>	<u>1930</u>	<u>1880</u>
Biddeford	20,800	17,600	12,500
Saco	10,300	7,200	5,900
Buxton	2,000	1,600	2,200
Dayton	500	380	590
Hollis	1,210	1,030	1,540
Lyman	500	370	1,000
Kennebunk	4,300	3,300	2,800
Kennebunkport	1,520	1,280	2,400
Arundel	940	550	n.a.

The five southwestern counties of Maine constituted 49.5% of the total population of the State in 1950, and 45.5% in 1850, but experienced considerable differences in population growth, comparing one with another.

Five Southwestern Counties

<u>% to State</u>	<u>1850</u>		<u>1950</u>	<u>% to State</u>
4.0%	21,569	Androscoggin	83,594	9.1%
14.2%	79,538	Cumberland	169,201	18.5%
11.3%	60,098	York	93,541	10.0%
11.6%	62,521	Kennebec	83,881	9.6%
<u>4.1%</u>	<u>22,298</u>	Sagadahoc	<u>20,911</u>	<u>2.3%</u>
45.2%	246,024		451,128	59.5%
100.0%	538,169	State of Maine	913,774	100.0%

Androscoggin County grew to nearly four times its 1850 population; Cumberland to nearly two times; York County and Kennebec County to only one and one-half and one and one-third, respectively, while Sagadahoc County had in 1950 nearly one-fourteenth less people than in 1850.

Androscoggin County, as demonstrated earlier in this report, was in 1950 the highest percentage urban of all sixteen Maine Counties. Androscoggin contained the largest 1950 concentration of manufacturing employment in Maine. Its population growth appears related to its manufacturing employment growth between 1850 and 1950, especially in view of the decline in number of persons resident on farms and the decline in number of persons employed on farms during that same period.

Auburn and Lewiston have each grown faster than the County or the State:

	<u>1850</u>	<u>1950</u>	<u>Growth</u>
Auburn	2,840	23,134	9+
Lewiston	3,584	40,974	11+
County	21,569	83,594	4-
State	538,169	913,774	1-2/3

The Auburn future population will be mainly urban, suburban and rural non-farm as stated in pp. 12 through 17 of this report. The number of people will depend mainly on future urban employment, which we believe will prove to be more in non-manufacturing categories than in manufacturing, as indicated elsewhere at several points in this report, notably pages 19-26.

The century 1850-1950 covers a civil war, two world wars, and at least three major booms and three major depressions. Accordingly a straight-line projection from 1950 of the 2,500 per decade Auburn average population growth experienced during the past century is the very lowest we would estimate for the next twenty to thirty years for Auburn. This would result in only 29,500 population by 1980, a very small growth indeed from their current population, estimated 26,300 in 1957. The 1850, 1870, 1900, 1920 and 1950 population figures for Auburn fall on this slope-line.

A slightly higher forecast would result from straight-line projection of the Auburn 1940-1950 17% population growth experience, about the same as the Auburn 1880-1910 decades. Bristol, Connecticut, as sharply manufacturing-oriented as Auburn and now nearing 40,000 population, experienced an average population growth of 3% per annum 1850-1950. Its population forecast curve will flatten out because Bristol is running out of buildable land, even difficulty buildable land. Auburn is nowhere near that limit, and its 1940-1950 growth rate extended, would result in 33,000 - 35,000 population by 1980.

A more daring but, we believe more realistic forecast, barring national economic catastrophe, is the expectation of 37,000 - 40,000 population in Auburn in 1980, and a range of 45,000 - 55,000 or more by the year 2000.

#### AUBURN POPULATION

1850	2,840	1900	12,951
1860	4,022	1910	15,064
1870	6,169	1920	16,985
1880	9,555	1930	18,571
1890	11,250	1940	19,817
1900	12,951	1950	23,134
1957 est. 23,500			
<u>Forecast low</u>	<u>middle</u>	<u>high</u>	
1970	27,000	30,000	32,000
1980	29,500	34,000	38,500
1990	32,000	38,500	46,000

A dramatic example for Auburn is the fact that in the southern United States since 1940, the farm population dropped 37% -- faster than any other region -- but total population increased some 25%, mainly in industry-oriented urban clusters. This has obviously involved migration a little more than excess of births over deaths. The same will be true for Auburn and Lewiston, we believe.

It could become a serious community policy decision for Auburn how much bigger it wished to grow in urban population; we recommend not more than some 50,000 if the community is to retain most of its 1957 attractiveness for living.

More future population growth can be expected within Auburn municipal boundaries than in Lewiston, we suggest, because there was in 1957 so much more attractively developable acreage in Auburn, both for industry and for residence, than in Lewiston. Lewiston was much more fully built-up. The 66-square-mile gross area of Auburn will permit it to hold all the population growth that's coming to it; in terms of sheer space none would have to spill over into an adjoining town.

Within the twelve square mile Auburn Development Area, bounded roughly by the lakes, the rivers, the turnpike and the airport, there may be expected to be built, 3,000 to 3,600 or more new one-family homes as recited on Page 29 of this report, plus a further unspecified but relatively small number of garden apartment and urban apartment units. Such home-building will result, we believe, in adding 12,000 to 15,000 people at least to the 1957 Auburn population.

The 1957 estimate was derived by adding to the 1950 population a representative number of persons per dwelling unit for the 477 dwellings built in Auburn since 1950.

Growth, from a broad economic standpoint, implies a continuing although possibly irregular expansion in production and consumption. So mere national, regional and local population growth will at first mean more jobs, turning out more and more goods and services. However, if the production effort should increase per unit of production, population growth would make us all poorer in material things, not richer. But enrichment has usually been implicit in the idea of "growth" as "good." With growth in numbers, enrichments would require increased productivity, hence some diminution in the number of man-hours per unit of product. In the end, this would amount to proportionally less jobs

in any line of merely material production employment, and could mean more jobs in services, entertainment, tourism, the professions and the arts and sciences.

People apply their numbers and skills to their resources and create "civilization." Auburn has, we believe, sufficient land, water, forest and material resources for growth. Resources are not independently influential in the "growth" process because many world resources have existed since before the dawn of human history and still have been scarcely scratched. The manganese and caesium earth discoveries elsewhere in Maine are recent examples.

In addition to its people, skills and natural resources, Auburn with Lewiston has a healthy existing industrial society with real capital in the form of productive complexes of buildings, machinery and equipment, supported and renewed by the prerequisite flow of real savings in a capital-creating system of production, banking and distribution.

Occupation and Place of Employment

For all practical purposes the cities of Auburn and Lewiston are one economic entity. Auburn people work in Lewiston, and just as easily, Lewiston people work in Auburn. The River is no barrier to employment in either of the twin cities. More important, as the report section on Auburn's economy stresses, the good health of either community is inextricably bound to conditions in the neighbor city across the river. Yet, though the two cities are closely bound to each other by a common economy, certain small differences in the employment pattern give each city its own special flavor.

If it be assumed that the available jobs in the twin cities would be distributed more or less equally between the two cities on the basis of labor force size, Auburn having 34% of the twin city labor force, would have 34% of the jobs in any one industrial category as well as having 34% of its people in any particular job status. For instance, if there were a thousand jobs for laborers in Lewiston and Auburn, combined, 340 Auburn people would be laborers.

On examination of the 1950 census data, we find

1. That Auburn had a higher percentage of professional and technical people than the size of its labor force would imply.
2. That it had a far higher proportion of managers, official and proprietors, than its population and labor force size would indicate. Lewiston had 1141 persons with in this category, while Auburn with only half the population, had almost that many.
3. Auburn also had a greater percentage of its population in the clerical and kindred job classification than Lewiston.
4. In the skilled craftsman and foreman category, Auburn again exceeded Lewiston on a proportional basis.
5. Though Auburn has a much less intense commercial and business life than Lewiston, Auburn proportionately in 1950 had more people in the Sales category than Lewiston.
6. Conversely, Auburn had a smaller percentage of people in the Operative, laborer and service worker category than Lewiston.
7. As might be expected from Auburn's large size and more rural character, the city far exceeds its predicted proportion of jobs in farming.

Summarizing, Auburn appears much more a "white collar" city than Lewiston. A greater proportion of its labor force was in the managerial and proprietorship categories, also in the clerical, craftsman and foreman categories. Conversely, Auburn had a smaller proportion of its residents in the blue collar, operative and laborer classifications. This pattern interestingly demonstrates the interrelatedness of the twin cities. Broadly speaking, Auburn's functioning to a certain degree as a "white collar" suburb of Lewiston, though it has its own industries, stores and economic life, the two cities share a mobile working force not influenced by municipal boundary lines.

Turning to industrial Groupings reveals that:

1. Auburn has, proportionate to Lewiston, less of its labor force in manufacturing;

2. Even though the Lewiston Central Business district is many times larger than that in Auburn, proportionately a greater percentage of Auburn people are involved in the many downtown trade and office classifications, probably located in Lewiston.

3. In textiles, predominately a Lewiston industry, 1 of each 5 workers is from Auburn. On the other hand, in shoes, predominately an Auburn industry, only 2 of each 5 workers are from Auburn. Thus Lewiston workers appear much more apt to cross the river for manufacturing employment in Auburn shoe shops than Auburn people to work across the river in the Lewiston major industrial employment.

4. Lewiston had a larger share of its labor force in medical and health service employments than Auburn because the Central Maine General Hospital and St. Mary's Hospital are located in Lewiston. For the same reason, proportionately more workers in private education are found in Lewiston than in Auburn because of Bates College. In the public education category however, Auburn had a higher proportionate share than does Lewiston.

Summarizing, Auburn people had a relatively more diversified pattern of skills and employment. While there are proportionately more Auburn people in shoe manufacturing than the city's share of the total labor force would indicate, total employment in this category still is larger among Lewiston people who readily cross the river for manufacturing employment, whereas Auburn people tend not to enter into the Lewiston manufacturing scene which is predominately textiles. On the other hand a large percentage of Auburn people cross the river for all types of employment other than manufacturing.

Auburn, Maine

-100-

December 1958

Lewiston/Auburn Net In & Out Migration Trends  
1940-1950

Age Group	Auburn		Lewiston	
	<u>In</u>	<u>Out</u>	<u>In</u>	<u>Out</u>
10-14	95			60
15-19	80		74**	
20-24	9			85
25-29	62			549
30-34	134			480
35-39	81			302
40-44	114			276
45-49		53*		304
50-54		62		180
55-59		125		356
60-64		120		276
65-69		132		378

\*Mostly deceased, small out-migration factor.

\*\*Probably represents college students at Bates.

After age 45 most out movement attributable to death.



Auburn, Maine

- 101 -

December 1958

SECTION I

Major Occupation Group

Major Occupation Group	A U B U R N		Pre- dicted total	Vari- ance	L E W I S T O N		Total
	Male	Female			Male	Female	
Professional, technical and kindred	336	294	590	+40	464	641	1105
Farmers, Farm mngrs Managers, Officials and proprietors	131	4	63	+71	48	4	52
Clerical and Kindred	861	99	714	+246	1014	127	1141
Sales Workers	325	587	767	+145	482	861	1343
Craftsmen, foremen and kindred	469	196	644	+21	774	460	1230
Operatives & kindred	1155	56	1053	+158	1779	109	1888
Service workers except private household	2025	1633	4023	-365	4104	4069	8173
Farm workers except un- paid and foremen	252	218	602	-132	757	544	1301
Laborers	67	2	38	+31	38	4	42
	328	40	400	-32	696	112	808

Ashburn, Maine

- 102 -

December 1958

## SECTION II

### Industry Groups

	<u>A S H B U R N</u>			Pre- dicted total	Vari- ations	<u>L E W I S T O N</u>		
	Male	Female	Total			Male	Female	Total
Agriculture	228	8	236	120	+216	104	12	116
Construction	419	11	430	376	+54	659	18	677
Manufacturing	2762	1889	4651	4860	-209	5251	4391	9657
Furniture, lumber & wood products	198	18	216	172	+44	272	19	291
Machinery	69	5	74	44	+30	48	5	54
Food & kindr3d	183	34	217	160	+57	205	51	257
Textile mill	753	519	1272	2232	-960	2712	2287	4999
Apparel and other finished textile	8	7	15	37	-22	47	47	94
Printing & Publishing	68	24	92	88	+4	132	36	168
Other non-durable	1348	1258	2606	2095	+511	1649	1908	3557
Trans & Utilities	351	52	403	339	+64	497	97	594
Wholesale trade	309	41	350	265	+85	365	63	428
Food & dairy product stores and milk retail	249	65	314	310	+4	467	132	599
Eating & drinking	80	85	165	185	-20	220	159	379
Other retail trade	574	265	839	786	+153	892	580	1472
Finance, Insurance & Real Estate	165	78	243	189	+54	211	102	313
Medical & Health services	66	163	229	291	-62	137	490	627
Education govt.	46	106	152	104	+48	48	120	160
Education private	24	56	80	100	-20	123	193	216

Characteristics of the Population by community groups, trends, occupations and place of employment.

Auburn population took a sudden upward swing after the second world war, and became one of the fastest growing Maine Communities. The high rate of growth experienced in the past few years should continue at a relatively high rate in the future if nothing occurs to upset the area's economy and as long as capital is relatively easy to obtain for home building.

Present Auburn population characteristics are roughly those of the State with no differences of statistical note. There are no major problems in Auburn of a racial, economic or national background. When contrasted to Lewiston, we find Auburn people are generally a little better educated, have a median age level 2 years older than Lewiston's, have a slightly higher proportion of children under 10. Fewer (resident population) women work in Auburn. Other than these and the fact that Auburn people are more apt to own their own homes, the two populations are similar.

On a geographic basis, Auburn population is demonstrating somewhat of a tendency to stratify itself by age groups. This trend may be amplified as Auburn's population becomes relatively older.

From an economic outlook, the Auburn citizen possesses certain attributes which sets him slightly apart from his neighbor in Lewiston. He is more apt to be a "white-collar" worker for instance. Proportionately, Auburn people are less concerned with manufacturing than are Lewiston people. Manufacturing workers who live in Auburn tend more to work in Auburn than Lewiston workers tend to work in Lewiston. On the other hand, the Auburn white collar group, though living in Auburn, work in Lewiston. In this sense, the City can be thought of as somewhat the white collar suburb of Lewiston. However, the two cities are so closely married economically that analysis of this order is of only passing interest.

Auburn in the late 1950's appears to be at a turning point in its history. Many factors point to this. A fading of the industrial pattern of multi-storied factories close to the river, the freedom of movement and noncomitant choice of place to live resulting from widespread car ownership, and generally increased leisure time and income, Auburn's superior location for industrial development, generous expanses of vacant land for many purposes --- all point to a new way of life for Auburn in the future. In addition to changes wrought to the landscape, these factors will work changes in Auburn's population. Not only will it grow in the coming years, but its character and vital statistics will change as well. The following paragraphs examine the factors which have shaped Auburn's population in the past in an attempt to bring to light those significant differences which are peculiarly a part of Auburn and its people. From these and the outlook for future development something of a picture of the Auburn citizenry of the future can be drawn.

Characteristics of the Population on a Comparative Basis

Auburn people as a group do have slightly unique characteristics. For instance, the median age in Auburn is 2 years older (32.1) than in Lewiston. Another slight but significant difference is the more than 2 additional years of schooling completed by Auburn people over 25. This group averages 10.5 years of school attendance contrasted to the 8.2 figure in Lewiston. Present school attendance of the 14-17 age group is higher in Auburn, 85.7% of the young people in this group attending school compared to 77.4% in Lewiston.

Auburn has a slightly greater percentage of its population in the over 65 years classification (10.1% compared to 7.9%). But Auburn also has a slightly higher percentage of children under 10 years (18.9 compared to Lewiston's 18.3). While Auburn and Lewiston have comparable percentages of males over 14 in the labor force, Auburn has almost 10% less women working (36.7% Auburn, 46.4 Lewiston). In Auburn 53.0% of the dwelling units are occupied by the owner, compared to 35.7 in Lewiston. However, the State percentage is 62.8%. In 1950 the Lewiston median income of \$2,682 was \$155 dollars more than the Auburn median of \$2,527. However, both cities were above the State median of \$2,213. Most of the other population characteristics of the two cities, in as far as they measure the vital statistics on a percentage basis, were roughly comparable.

Characteristics of the Population on a Geographic Basis

As is the case in most communities, people in Auburn have grouped themselves into certain patterns based on income, national backgrounds and to a certain degree on age. However, in Auburn this grouping has not assumed the violent extremes characteristic of many of our urban centers. There are no extensive slum areas in Auburn as our housing surveys have indicated. Consequently the human problem always a part of the slum is not present in the City. Then too, there are no widely divergent income groups presenting hostile fronts to each other, or racial groupings to embroil the community in problems of this nature.

Certainly there are sections in the City where the houses are better or worse than average and other sections where the majority of the citizens speak French as a second tongue, but Auburn is fortunate in having a population base so homogeneous as to present no major problems arising from income, race, religion, or national groupings.

The trend is directly related to the types of housing available in Auburn. Downtown has more multi-family rental housing than the rest of the City. Building permit data reveals that most of the new houses being built in Auburn are of the single family type. In the future these two factors should push an increasing amount of the elderly into the Downtown, as older people require smaller quarters close to stores and shops. With only single family homes being built in Auburn, Downtown becomes increasingly, the only section which meets these requirements. In the same sense, Downtown with its many flats and apartments is the section most adapted to the requirements of young, married couples who are saving to build. It also extends the only facilities available to the single working individual whose requirements are minimal on a space basis.

These factors in combination may tend to make Auburn Downtown a more highly specialized area as the years go by. The people dwelling there will probably be either old, single or young marrieds. There will probably be few children and these will be younger than school age. There will be few teenagers and few married middle-aged people. This peculiar population distribution presents specialized land-use and facilities requirements which have been touched on in other sections of the report.

On the other hand, suburban Auburn growth areas will tend to be predominantly composed of young to middle-aged people, married, with possibly two school age children per household. A clue to this pattern appears from examination of migrations into Auburn.

## SECTION VIII

Dwelling Conditions in Auburn

Good dwelling conditions prevail generally throughout Auburn, Auburn has a slightly higher percentage of all dwelling units with all facilities -- bath, private toilet, hot running water -- than Lewiston. Both cities are considerably better in dwelling conditions as reported by the 1950 Census of Housing than the State averages reported. However, a slightly greater percentage of dwelling units in Auburn were reported dilapidated than in Lewiston.

SELECTED HOUSING CHARACTERISTICS 1950

	State of Maine	Androscoggin County	Auburn	Lewiston
Total Dwelling Units	311,441	25,584	7,282	11,734
Occupied Dwelling Units	254,443	23,691	6,889	11,372
Owner Occupied	62.8%	48.7%	53.0%	35.7%
One-Family Detached	67.9%	44.5%	46.5%	25.7%
Occupied Units with hot running water, not dilapidated and with private toilet and private bath	52.4%	61.3%	71.6%	68.5%
Central Heating (Based on 20% sample)	48.1%	50.4%	59.5%	50.8%

Auburn has many more single family homes than Lewiston, both in absolute numbers and in percentage. Also, home ownership is higher in Auburn and rental occupancy lower than in Lewiston. Interestingly, both cities are below the State of Maine averages in these two categories. These are the most significant differences among Auburn, Lewiston and the State as to general housing quality.

On the spot examination of housing conditions in Auburn in 1956 and 1957 brought into view four interesting facets of the city-wide conditions above reported from U.S. Census data:

- 1) Although good housing and good living conditions prevail generally throughout Auburn, there are occasional structures in poor physical condition or of such design or so crowded on the land as to make for poor living conditions; these situations are scattered here and there quite widely throughout Auburn.

- 2) Age of structure and density of building on the land, and dwelling ownership pattern appear to have had little or no influence on the housing conditions prevailing in 1957. Some of the most densely settled areas in Central Auburn have been maintained at a high level of dwelling conditions throughout many years; in these areas there is rather high percentage of rental occupancy of the mainly multi-apartment buildings, 4, 5 and 6 family or more, in some recent cases large old single family houses made over.
- 3) The most difficult and unfortunate living conditions in Central Auburn are in one or two locations on its periphery, both near Taylor Pond, and some less bad conditions further out, in essentially rural areas. In many American cities the poorer housing is nearer the center of the city. In Auburn good housing conditions prevail within relatively few blocks of City Hall and the County Court House.
- 4) Municipal maintenance of streets and sidewalks contributes importantly to the outward appearance of residential areas. In some Auburn locations of good housing and good structure maintenance, the streets and sidewalks appear somewhat tattered because of pot holes, uneven curbs or broken up sidewalks.

There is some blighting of housing in Downtown Auburn as well as Outlying. The two categories must be discussed separately because of the difference in causes of the two.

Such housing difficulty as there may be in Outlying Auburn appears to be the net resultant of a combination of construction practises, family incomes, job opportunities and community customs mostly inherent and operative at and since the time those dwellings were built.

Housing difficulties in Downtown Auburn clearly have resulted from changes and conflicts in land uses and transportation, both in and through that area.

Downtown housing is blighted roughly to one block in depth along the Maine Central Railroad. For a variety of reasons, people have never wanted to live near trains. By a natural process of elimination, this area has become less desirable and blight has set in. The problem is stopping it before it spreads farther.

Housing is generally blighted to some degree all about the industrial complex north of Court Street and west of the Railroad. Many people do not like to live next to factories. Here there is no barrier to industrial encroachment upon housing. The factories do not move, but they generate movers, -- large volume traffic, heavy trucks and noise. As long as these conditions exist, housing will be blighted.

Housing is generally blighted in a line all along South Main Street, especially between the street and the river. There is heavy traffic along South Main Street. The buildings are little adapted to contemporary living patterns and are dangerously close to the river for children. There are few outdoor amenities within the neighborhood and one must cross a heavily travelled street to go anywhere. There is some flood danger especially on the river side of South Main Street.

A real housing problem is located in the outlying rural and suburban areas of Auburn. Because land out here was cheap and plentiful, large expensive homes have been built. But for similar reasons, the crudest shacks have also been thrown up. As a consequence, rural Auburn is a study in housing types ranging from hut to mansion. Conditions range from opulent to deplorable. From this residential melange three specific housing problems stand out:

- 1) Clusters or scatters of small, generally owner-built minimum shelter types. Built of boards and tar paper, parts of other buildings, with stove pipe chimneys, and lacking many generally accepted housing amenities.
- 2) Year-round residential use of summer camps. This is not necessarily a problem if the people involved make the necessary conversions. However, Auburn has a real problem in those areas where old summer camps have been purchased for year-round use only because they



were cheap shelter. The Sandy Point area on Taylor Pond is a good example of this problem.

- 3) Retarded subdivisions: Auburn has several residential areas which exist only on paper or have been developed only in small part. Ordinarily these areas would have developed years ago, but depressions and wars almost stopped housing construction. That which did occur has been of marginal quality in many instances. The resulting situation is not conducive to new building of better quality. As a result, new subdivisions have been platted elsewhere, leaving these older areas unfinished and less desirable.

## SECTION IX

An Urban Renewal Program for Auburn

The previous section on dwelling conditions defined the problems for which many communities apply for Urban Renewal aid to overcome. Conditions were shown to vary in different sections of the City and for different reasons. Until Federal Urban Renewal can become even more flexible, we recommend that Auburn adopt varying policies and programs specifically developed for each individual problem, using some other forms of federal and state aid.

Urban Renewal is a federally aided program established under Title 1 of the Housing Act of 1949 as amended, designed to prevent the spread of blight into good areas, to rehabilitate and conserve areas that can be economically restored, and to clear and redevelop those areas which cannot be saved. The Federal Government pays either two-thirds or three-fourths the net cost of projects undertaken. The municipality pays the rest. However, the City's share of costs may be capital improvements as, for instance, a new school, new streets, new parks, playgrounds or recreational facilities. If the project is rehabilitation special FHA mortgage guarantees are extended to individual property owners.

To guarantee that federal funds will not be wasted and that the community is prepared to fight the spread of blight in its many forms and for a long period, the federal government requires that a "workable program" be prepared prior to final project approval. However, the Housing and Home Finance Administrator may permit preliminary project planning (for which planning advances may be extended) concurrent with development of the workable program.

The workable program must be approved by the local governing body and by the Housing and Home Finance Administrator. It must also meet federal and state requirements. The objectives and general elements of the workable program are specified by law. Ideally it contains the following elements:

- a) Adequate local codes and ordinances, effectively enforced.
- b) A comprehensive plan for development of the community.
- c) Neighborhood analysis to determine treatment needed.
- d) Adequate administrative organization to carry out urban renewal programs.
- e) Ability to meet financial requirements.
- f) Responsibility for adequately rehousing families displaced by urban renewal and other governmental activities.
- g) Citizen participation.

The various Urban Renewal areas for which Federal aid is sought must be deteriorated or deteriorating and in need of clearance or rehabilitation. If predominantly residential to start with, the area may be redeveloped or rehabilitated for any purpose consistent with sound planning. If predominantly non-residential or open land, the re-use with certain exceptions, must usually be primarily residential. During the planning and development of a project, planning advances are available under the two-thirds formula to help the community finance survey and planning work before on-site operations commence. Temporary loans are also available to the community as working capital for acquisition, clearance and site preparation.

Each urban renewal project requires a plan for the project area indicating the physical changes to be made, the proposed use for each portion of the area to be cleared and the improved circulation arrangements, utilities and other supporting facilities required with the area. In addition, an orderly relocation plan must be in effect if the project involves displacement of people through clearance.

#### Downtown

Renewal in Downtown, especially the clearance aspects of the process, is more to help the community achieve more intensive or higher land-use potentials than it is a question of slum clearance. Examined strictly from a housing quality viewpoint and the conceivable raising of quality standards through rehabilitation, little of Auburn's downtown housing is so badly dilapidated as to not be rehabilitable. However, rehabilitation alone is a blind approach unless it contributes toward a future land use pattern better than that in effect today or it doesn't resolve the root causes underlying blight. As a doctor doesn't cure a physically sick patient by prescribing a new suit of clothes, neither will Renewal solve the blight problem in residential areas which are sick because of external forces working upon them.

For this reason rehabilitation should only be used in those sections of Downtown which have a stable residential future if boundaries are drawn to protect them from negative outside influences. Over the years clearance projects should remove that blighted housing which lies in inferior locations. Using this as a criteria, specific locations for Renewal projects are:

- a) Rehabilitation project including everything from South Main Street westward to railroad, north and south boundaries Court Street and Little Androscoggin River. Partial clearance would take place along boundaries of railroad and land turned into a form of buffer.
- b) Eventual clearance project of residential property east of South Main Street and north of Elm Street for new reuse.
- c) Eventual clearance of residential property within area north of Court Street and within boundary of railroad for new reuse.
- d) Rehabilitation project North of Court Street, east of James Street and in a line roughly paralleling the gulley north of Manley Street for some form of buffer treatment between housing and industrial grouping along railroad.

#### Outside Downtown

Auburn's worst housing is outside the downtown, on the periphery of the built-up area. Conditions are such, in at least two areas that normally expected building within these areas will be hindered.

There could be partial or total clearance at Sandy Beach on Taylor Pond, the land to be used for municipal recreational use and to clear a pathway for the recommended new parkway.

There would probably have to be total clearance on Howell and Clifford Streets at Stevens Mill Road and Old Hotel Road, across from Sandy Point.

There could be rehabilitation in retarded subdivisions:

- a) In the vicinity of Manley and Old Portland Roads, and
- b) Easterly of South Main Street in the south part of New Auburn, upon the plateau. The City could remove dilapidated frame shacks, reassemble vacant and cleared land into orderly, saleable parcels, redesign streets, and construct sidewalks in such a manner as to attract new and more taxable construction into these areas.

Federally aided Urban Renewal could assist Auburn to overcome many of its dwellings problems. But the City must be prepared to go beyond the latitudes of the federal project to completely encompass its problems. A sharp, flexible program of code enforcement, coupled with a definite policy for removing occasional single dilapidated houses from otherwise good areas, must be in effect to protect areas which cannot qualify for federal project aid.

The areas listed by the consultant as possible renewal projects have no firm boundaries at the moment. Further study in depth will be required to establish precise conditions and boundary outlines. Under existing legislation it may not be possible to qualify all of the suggested projects, especially those to the north and south of Court Street. However, this can only be determined by further study.

As initial steps towards Urban Renewal, Auburn should

- 1) contact the Housing and Home Finance Agency, Urban Renewal Division for guidance,
- 2) begin inventorying the City's various ordinances and policies as they relate to the "workable program",
- 3) program necessary redevelopment work where gaps exist to complete this requirement, and
- 4) begin preliminary study on precise conditions within the areas suggested.

Auburn Zoning Ordinance

To implement the Auburn planning thinking above set forth, a wholly new draft Auburn Zoning Ordinance and Map (Fig. ) was written by the planners.

The map boundaries had been adjusted here and there to accommodate local circumstances noted by the Planning Board. At the suggestion of the Board the draft zoning boundary descriptions were deleted from the draft text as previously separately printed until the Board should complete its deliberations.

Accordingly, draft zoning text and map, so amended, and separately printed, have been separately submitted with this report.

Figure presents the major industrial, business, residential, farm and forest, and flood plan zoning areas proposed. They are essentially those described in the neighborhood analyses with planning recommendations. At some points the planning and the zoning differ in modest degree, bowing to the political wisdom of recognizing either existing land uses or firmly held expectations.

The residential zoning proposals are very simple: lower density throughout outlying Auburn; a range of three higher densities throughout Central Auburn except so much as is non-residential.

The draft land use provisions for Auburn dwellings would permit residential and farming (under safeguards); mainly one-family dwellings with rights of conversion to standards set forth, in view of the "new Auburn" and the "new suburbia" that have come into being.

The draft industrial use provisions would put the burden on each applicant for an industrial building permit to show that his enterprise or building would meet the non-nuisance qualifications set forth; the provisions would by silence prohibit home-building in areas zoned industrial; and the provisions would permit only specified retail and business facilities in the industrially zoned areas.

The proposed Southwest industrial area (2,200 acres or more) is one of very few such areas in Maine. No other of equal size was known to the planners in 1957, located at and bounded by a major regional expressway, with two main line railroads and a petroleum products pipeline already in place, and with adequate interchange and connectors already existing.

Two kinds of Business Districts are proposed: Neighborhood Business (not bigger than 4 acres per district) and General Business; dwellings are proposed to be permitted in both. In Neighborhood Business Districts only food, drug, and personal or professional service stores would be permitted; in General Business, anything except manufacturing.

In urban general residence districts inside the fire zone as defined in the Auburn Building Code, a range of intensity is proposed on lots not smaller than 15,000 sq. ft. each with additional land area required for each additional dwelling units on such urban lot after the first

In urban residence districts outside the fire zone as above defined, the lot sizes start with 15,000 sq. ft. per one-family house with additional land area required in the limited portions where more than one-family is permitted.

In suburban residential districts, 45,000 sq. ft. lot size is proposed; in rural districts, 220,000 sq. ft., and in forest and farming districts, 440,000 sq. ft.

The urban single-family districts contain, we estimate, approximately 750 net buildable acres which would accommodate some 2100 new dwellings, over and above all existing in those areas.

The principal eight suburban and rural residential districts recommended in the Land Use and Circulation Plan (not counting additional strips zoned for rural residence in outlying Auburn) appear to aggregate some 3500 net buildable acres and would accommodate, we estimate, some 2,250 new one-family dwellings, over and above those already existing, as follows:

- 1) Northerly: along Center Street between the recommended Parkway and East Auburn Village, about 150 dwellings;
- 2) Northerly: in a triangle bounded by Mt. Auburn Cemetery, Mt. Auburn Avenue, Turner Street, and Summer Street, about 180 dwellings;
- 3) Northwesterly: both sides of recommended new parkway, in an area bounded by Summer Street, Park Avenue, a line parallel to and northerly of Lake Street, the recommended new parkway and Taylor Pond, easterly shore, about 300 dwellings;
- 4) West Central: between Taylor Brook and recommended parkway, bounded southerly by Minot Avenue, about 135 dwellings;

5) Southwesterly: west of the parkway and south of Minot Avenue, about 130 dwellings;

6) East of the parkway and south of Minot Avenue, extending easterly to Washington Street Southbound, and southerly to the Little Androscoggin River, about 600 dwellings;

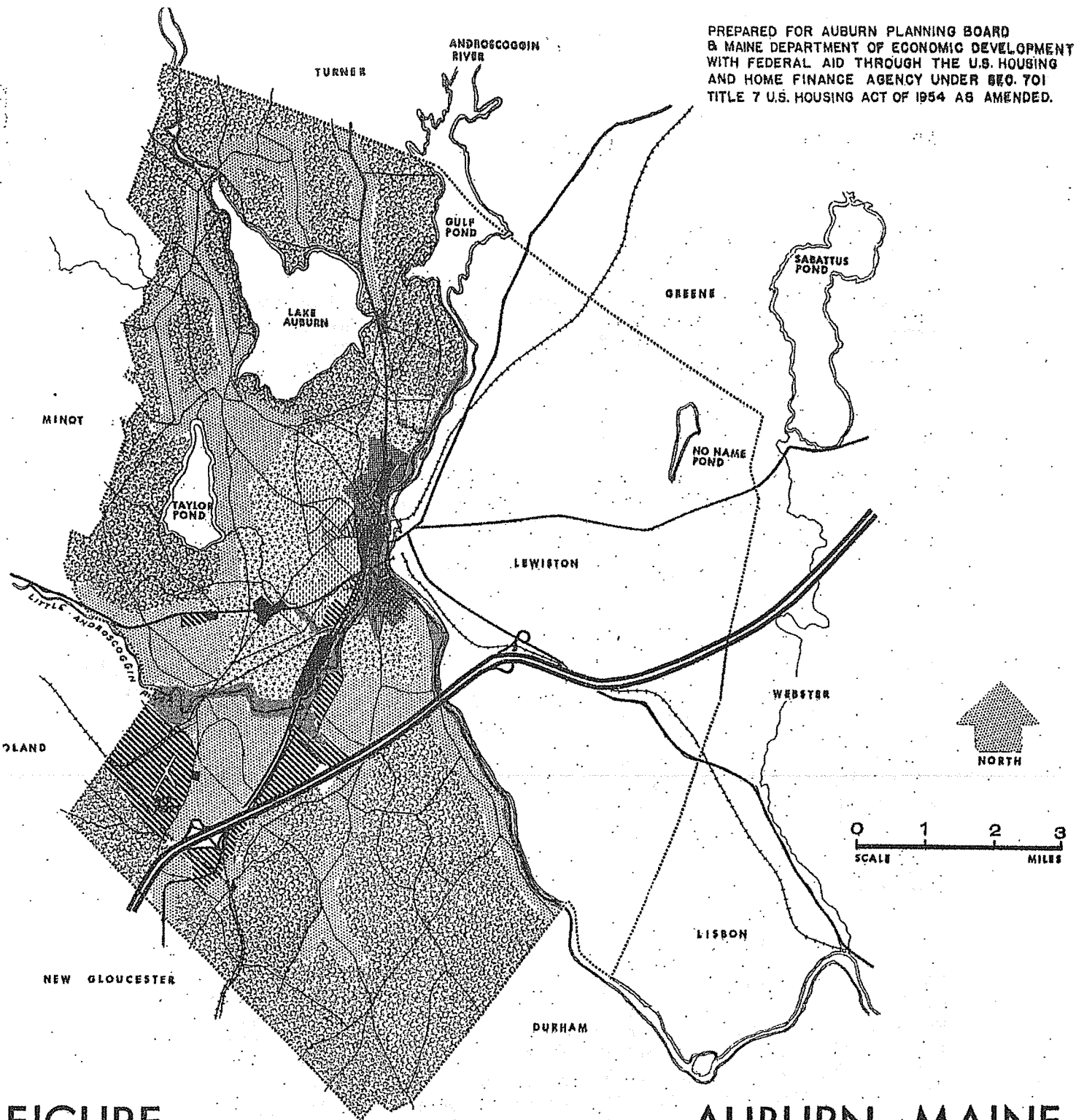
7) Beech Hill northerly, northeasterly, and easterly slopes, from Marston's Corner to Washington Street Southbound, south of the Little Androscoggin River, about 150 dwellings;

8) New Auburn plateau, south of the New Auburn Fire Station, approximately 450 suburban dwellings, and in a triangle of rural territory adjoining southerly between the plateau, the Maine Turnpike and the Little Androscoggin River, about 150 dwellings.

In both kinds of business districts, lots not less than 22,500 sq. ft. area each are suggested, and in industrial districts, not less than 90,000 sq. ft. each with not more than 25 per cent land coverage by principal permitted buildings, except some additional storage sheds. A 30-ft. wide green perimeter strip is suggested wherever industrial land abuts land residentially zoned.



PREPARED FOR AUBURN PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
 WITH FEDERAL AID THROUGH THE U.S. HOUSING  
 AND HOME FINANCE AGENCY UNDER SEC. 701  
 TITLE 7 U.S. HOUSING ACT OF 1954 AS AMENDED.



## FIGURE

## AUBURN, MAINE

### RECOMMENDED ZONING

CITY PLANNING BOARD  
 John T. Blackwell Planner, Boston

	Urban (general)		Farm & Forest
	Urban (single)		Industry
	Suburban		Business
	Rural Residence		Flood Plain

Auburn and A Housing Code

Auburn post-War II adopted the so-called "National" building code, prepared by the National Bureau of Fire Underwriters, which concentrates on matters of structural safety with a view to fire-danger-reduction. In Auburn this code hitherto had been administered by a part-time building inspector (by turns the Fire Chief, the City Engineer or a Tax Assessor) but a full-time inspector will be requested in the 1959 Auburn city budget.

Auburn also has health ordinances administered by a full-time health officer ( a registered nurse) assisted by a full-time Sanitary Inspector, a large part of whose time must of necessity go into restaurant and bar inspections, and into food store, dairy farm and dairy stand inspections.

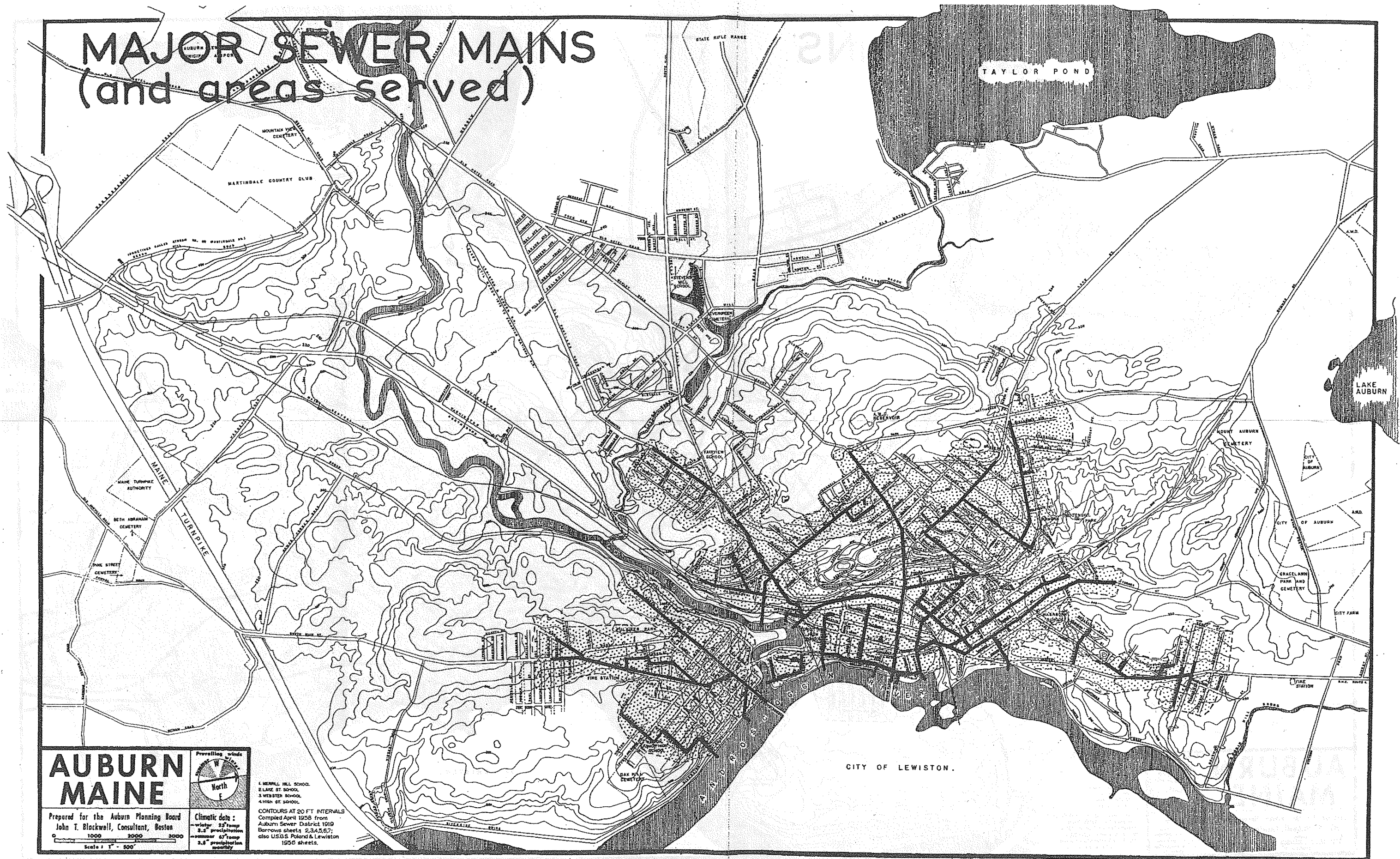
As stated in the report sections on Housing Substandardness, Auburn does not appear to have a massed or critical blight problem on its hands. Also the tight Auburn municipal finance situation seemed to limit the possibility of a full time Housing Code enforcement staff. For these reasons the planners had felt that a separate housing code was not needed. However, the situation appears to be changing. The possibility of a full-time building inspector plus a full time health officer and a full-time sanitary inspector may make possible a housing code approach to problems remaining from the past which have hitherto been beyond effective reach even of the newly revised City of Auburn building code, zoning ordinance and subdivision regulations.

Accordingly, we now recommend that Auburn adopt, preferably as a separate code or as an amendment to its building code, provisions governing minimum habitable floor space per dwelling unit, especially if resulting from large house conversion; provisions as to required basic minimum sanitary equipment (fixtures) and facilities (number, kind and placement of bathrooms, of toilets, of wash-basins, etc.); light and ventilation; heating equipment, and decent, safe and sanitary maintenance of the building structure and installed equipment. The American Public Health Association offers good suggestions as to words of ordinance as does the HHFA.

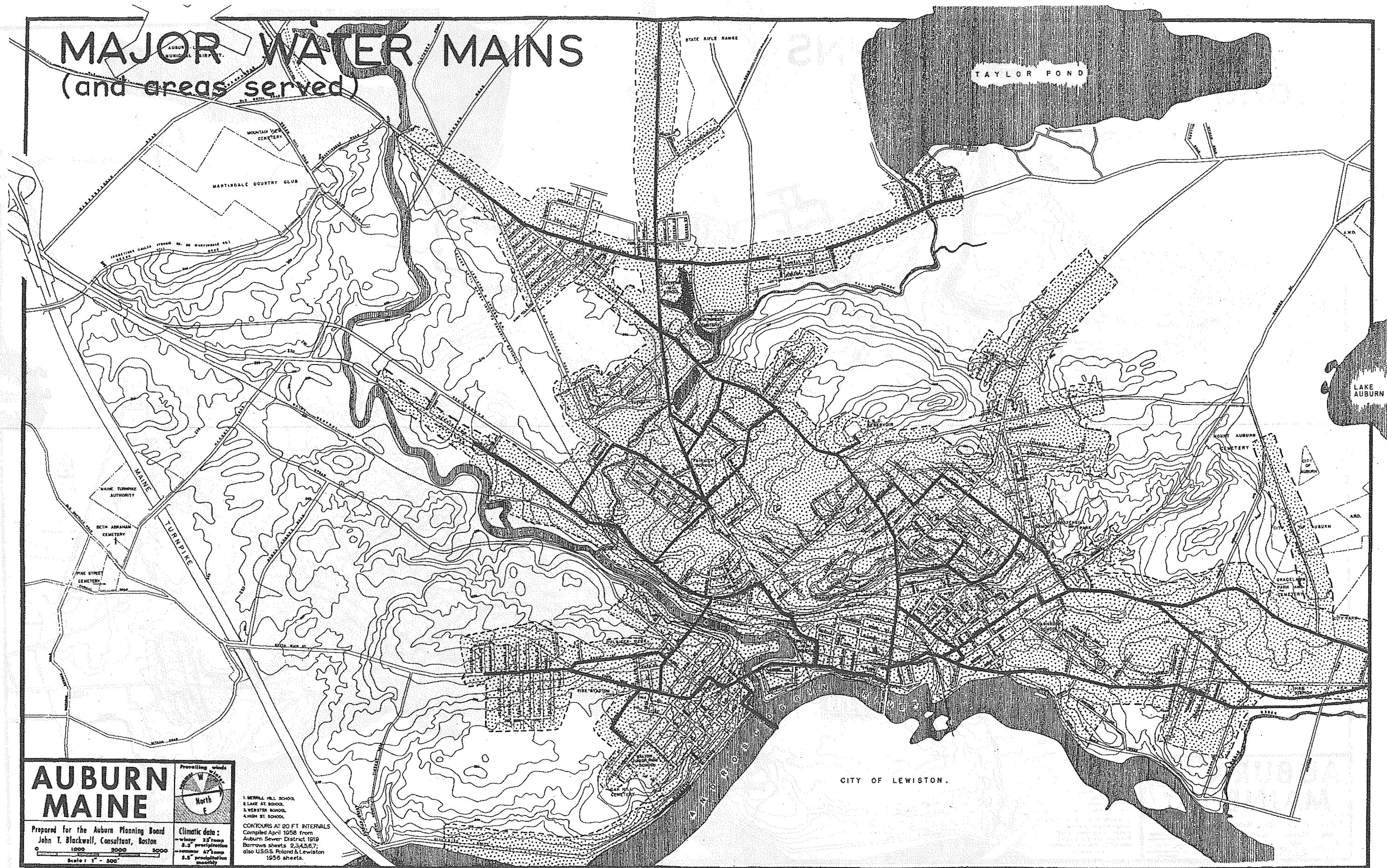
As to Auburn Housing Code development, the planners suggest that two distinctly different substandardness problems must be encompassed:

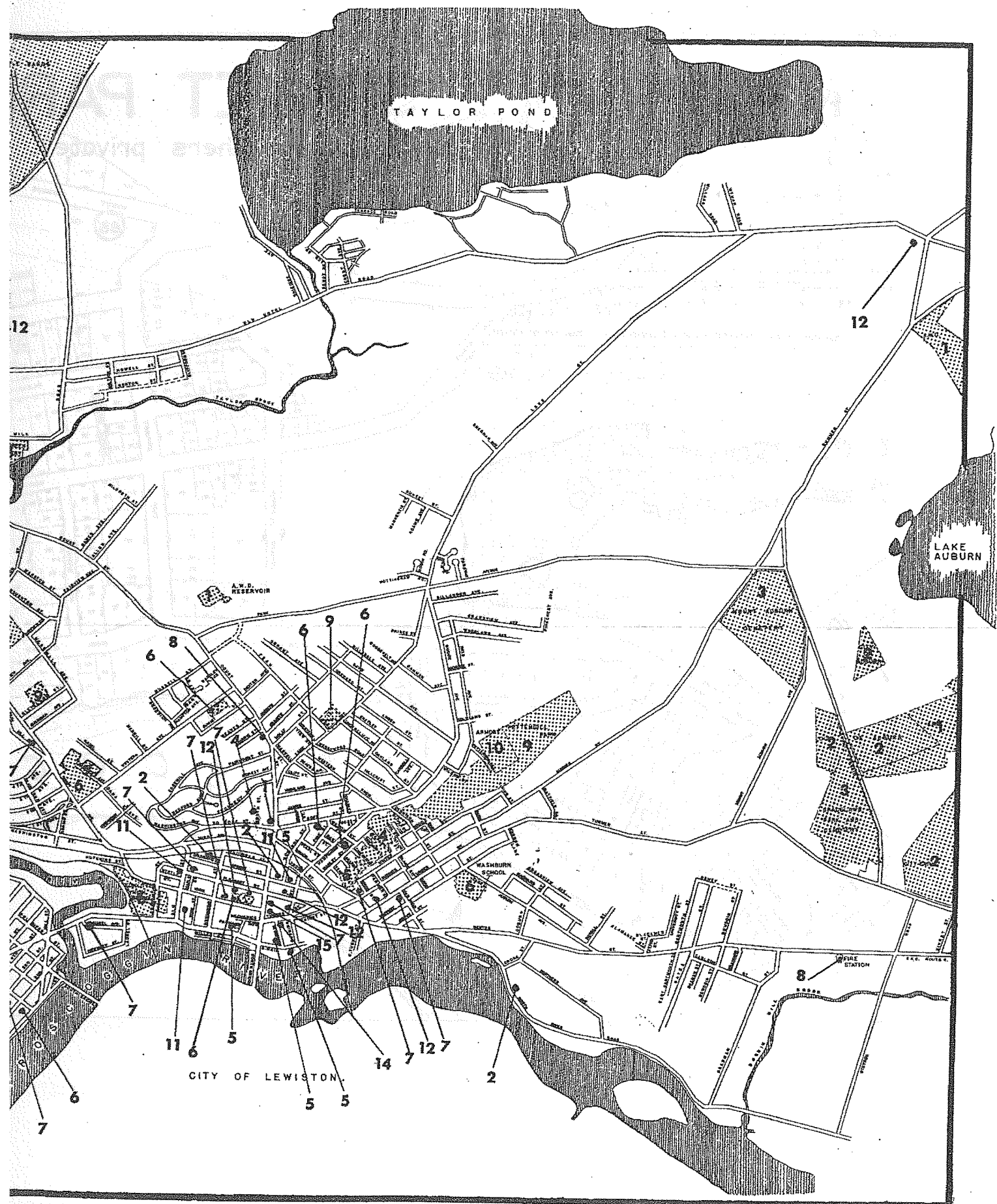
- 1) the ordinance must be able to control and update standards for dwelling units in already existing multi-family structures, and to effectively regulate future conversion of large structures into smaller units. These appear to be Auburn's major "substandardness" housing problem. Dwelling units in multi-family structures mainly in or near Downtown Auburn and in New Auburn are the ones that will require the most surveillance in the years ahead.
- 2) Also, the ordinance must be able to reach out into the countryside to control Auburn's other blight problem, that of the rural slum -- the tar paper shack, the year round use of once summertime camps and occasional deteriorating houses on former farms. Much of this problem is essentially a building and health code problem, but parts of a housing code would bring additional powers to the scene, for current correction of existing problems especially as regards space required in existing structures and facilities. These problems currently are not effectually reachable under the building code or the health ordinances, except in the most extreme instances.

# MAJOR SEWER MAINS (and areas served)









- 13. Maine Turnpike Authority
- 14. Post Office
- 15. Court House
- 16. State Rifle Range

- 17. Martindale Country Club

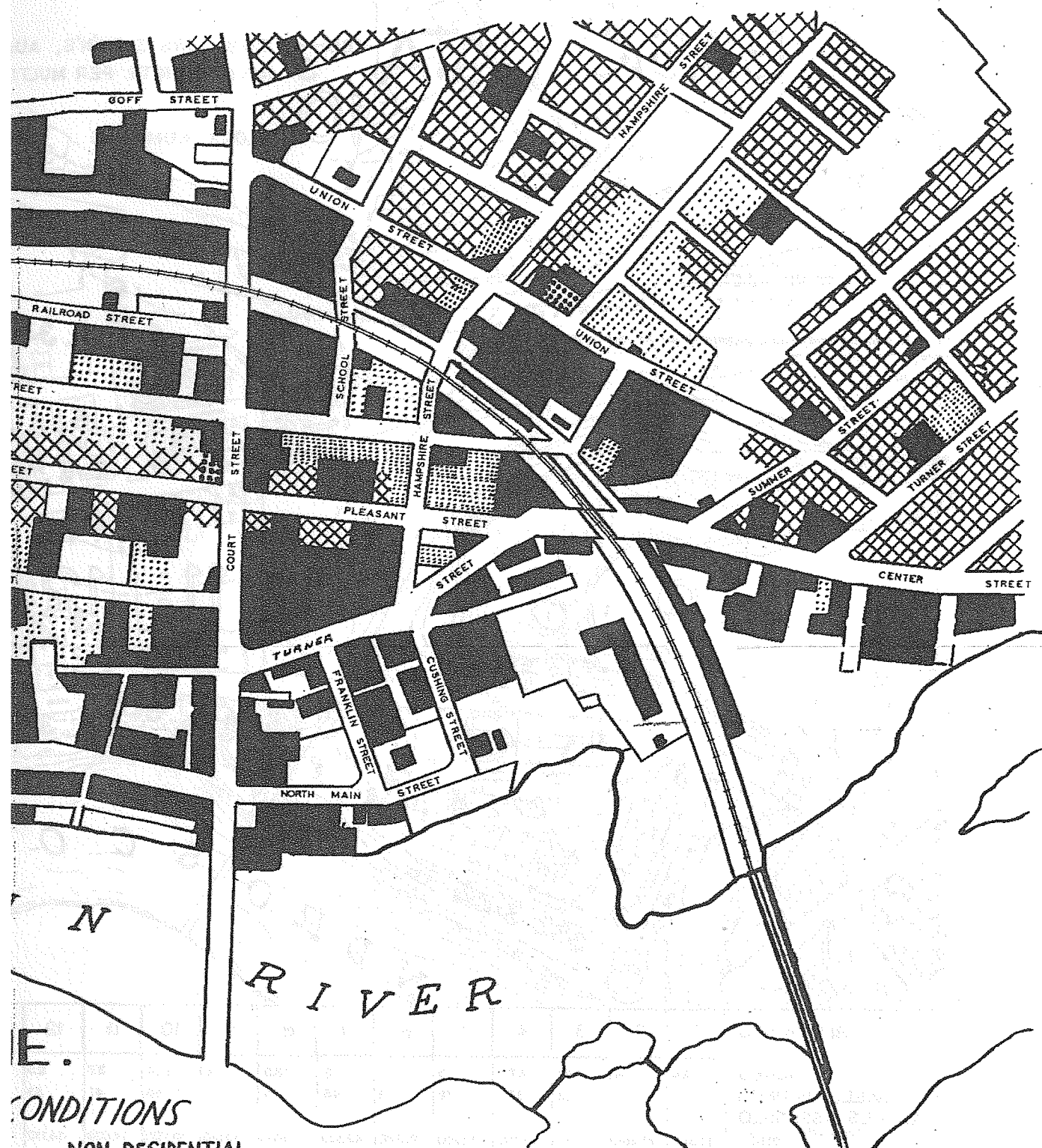


(municipal: all others private)



0 100 200 300 400 500 600  
SCALE





## DOWNTOWN STUDY

PREPARED FOR AUBURN PLANNING BOARD

JOHN T. BLACKWELL, PLANNER BOSTON

0 100 200 300 400 500 600 700  
SCALE



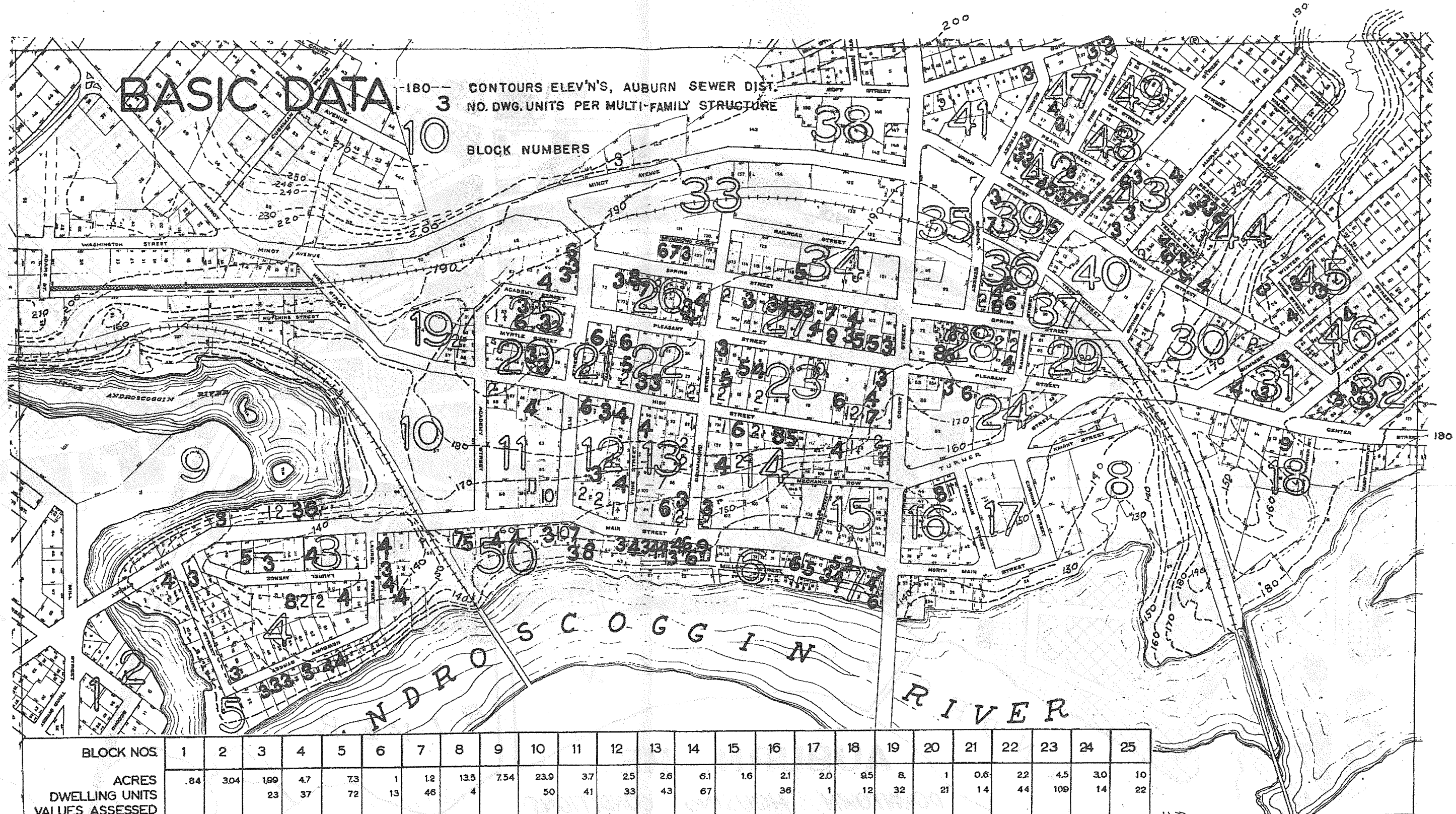
### CONDITIONS

**NON-RESIDENTIAL**

BUILT-UP

UNBUILT





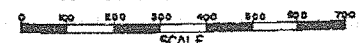
BLOCK NOS.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
ACRES	.84	3.04	1.99	4.7	7.3	1	1.2	13.5	7.54	23.9	3.7	2.5	2.6	6.1	1.6	2.1	2.0	8.5	8	1	0.6	22	4.5	3.0	10
DWELLING UNITS			23	37	72	13	46	4		50	41	33	43	67		36	1	12	32	21	14	44	109	14	22
VALUES ASSESSED (Jan. 1, 1956)																									
land	17,540	27,460	8,040	15,750	17,200	21,380	43,300	118,020	10,140	10,290	14,900	14,110	13,400	78,420	89,200	115,340	49,800	58,920	47,290	6,420	3,520	10,350	30,530	19,980	5,550
buildings	57,489	119,110	51,390	95,690	126,700	71,510	79,840	262,689	58,890	55,030	92,290	15,210	82,360	271,670	152,970	371,870	10,290	41,020	106,990	38,640	18,440	67,960	115,490	49,610	44,220
total	75,029	146,570	59,430	111,440	143,900	92,890	123,140	280,709	69,030	65,320	106,190	29,320	95,760	350,090	242,970	487,210	60,080	99,940	154,280	45,060	21,960	78,310	146,020	69,590	49,770

BLOCK NOS.	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50
ACRES	2	3.1	1.9	1.7	3.2	1.4	2.1	10	2.8	3.5	1.2	1.1	1.2	1.3	2.1	3.4	2.4	3.6	8	1.3	2	2.5	1	1.4	3.1
DWELLING UNITS	51	94	27	40	22	38	42	28	13		41	1	13	51		27	64	35	92						128
VALUES ASSESSED (Jan. 1, 1956)																									
land	8,940	23,080	30,360	15,690	23,700	16,010	21,530	113,184	35,230	42,540	4,350	7,030	96,930	5,920	17,800	18,690	10,470	9,140	15,500	6,710	8,460	10,814	4,990	6,180	19,200
buildings	4,690	159,500	73,220	61,900	65,500	59,330	94,530	151,120	118,300	208,970	47,170	71,530	185,190	64,300	98,080	84,210	84,090	69,500	106,200	44,640	51,600	59,500	35,700	52,340	130,730
total	13,630	182,580	103,580	77,790	89,200	75,340	116,060	264,304	153,530	251,510	51,520	78,560	282,120	70,220	115,880	102,900	94,560	78,640	121,700	51,350	60,060	70,314	40,690	58,520	149,930

# AUBURN

## DOWNTOWN STUDY

PREPARED FOR THE PLANNING BOARD  
CITY OF AUBURN MAINE  
JOHN BLACKWELL - CONSULTANT

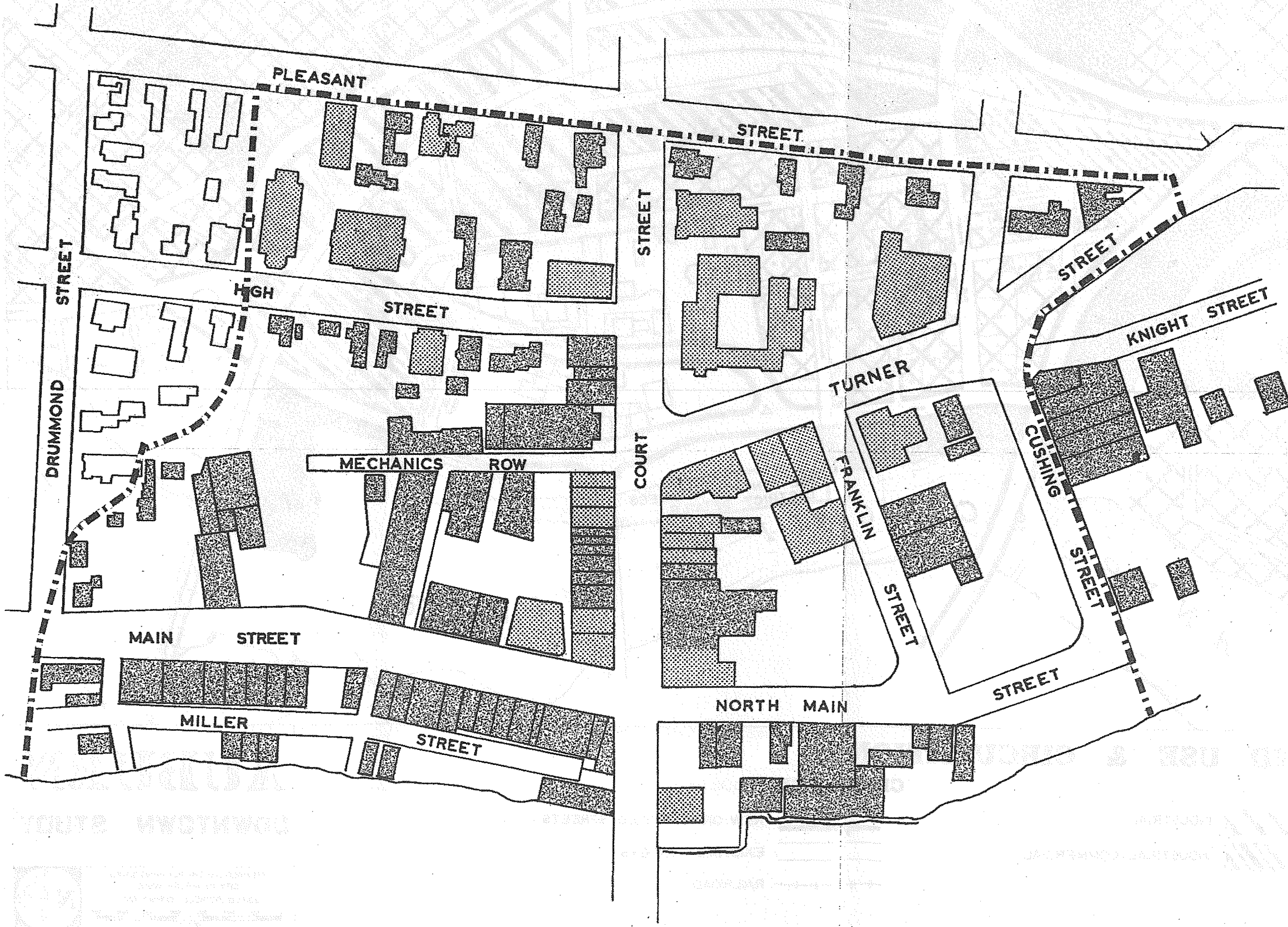


PREPARED FOR AUBURN PLANNING BOARD  
8 MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
WITH FEDERAL AID THROUGH THE U.S. HOUSING  
AND HOME FINANCE AGENCY UNDER SEC. 701  
TITLE 7 U.S. HOUSING ACT OF 1954 AS AMENDED.

# BUILDING SURVIVAL VALUES, DOWNTOWN

(Based on structure conditions,  
Assessed values, and compatability  
with overall design solutions.)

- REMOVE
- RETAIN AND/OR REHABILITATE



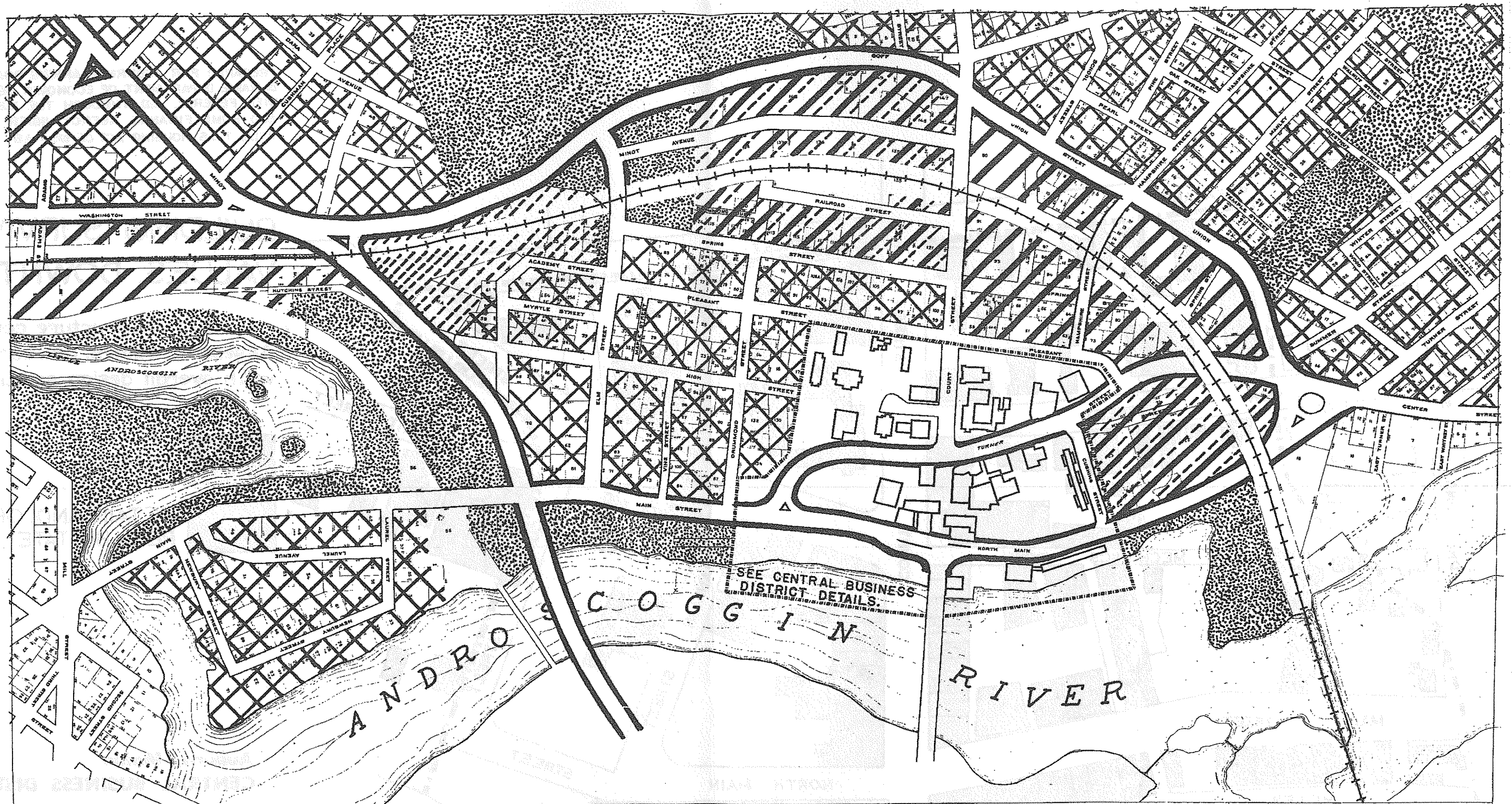
Auburn, Maine  
CENTRAL BUSINESS DISTRICT



CITY PLANNING BOARD

John T. Blackwell Planner, Boston



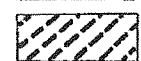


## PROPOSED LAND USE & CIRCULATION

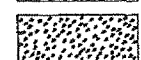
### LAND USE:



RESIDENTIAL



COMMERCIAL



PUBLIC



INDUSTRIAL

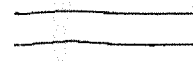


INDUSTRIAL/COMMERCIAL

### CIRCULATION:



NEW OR IMPROVED STREETS



EXISTING STREETS



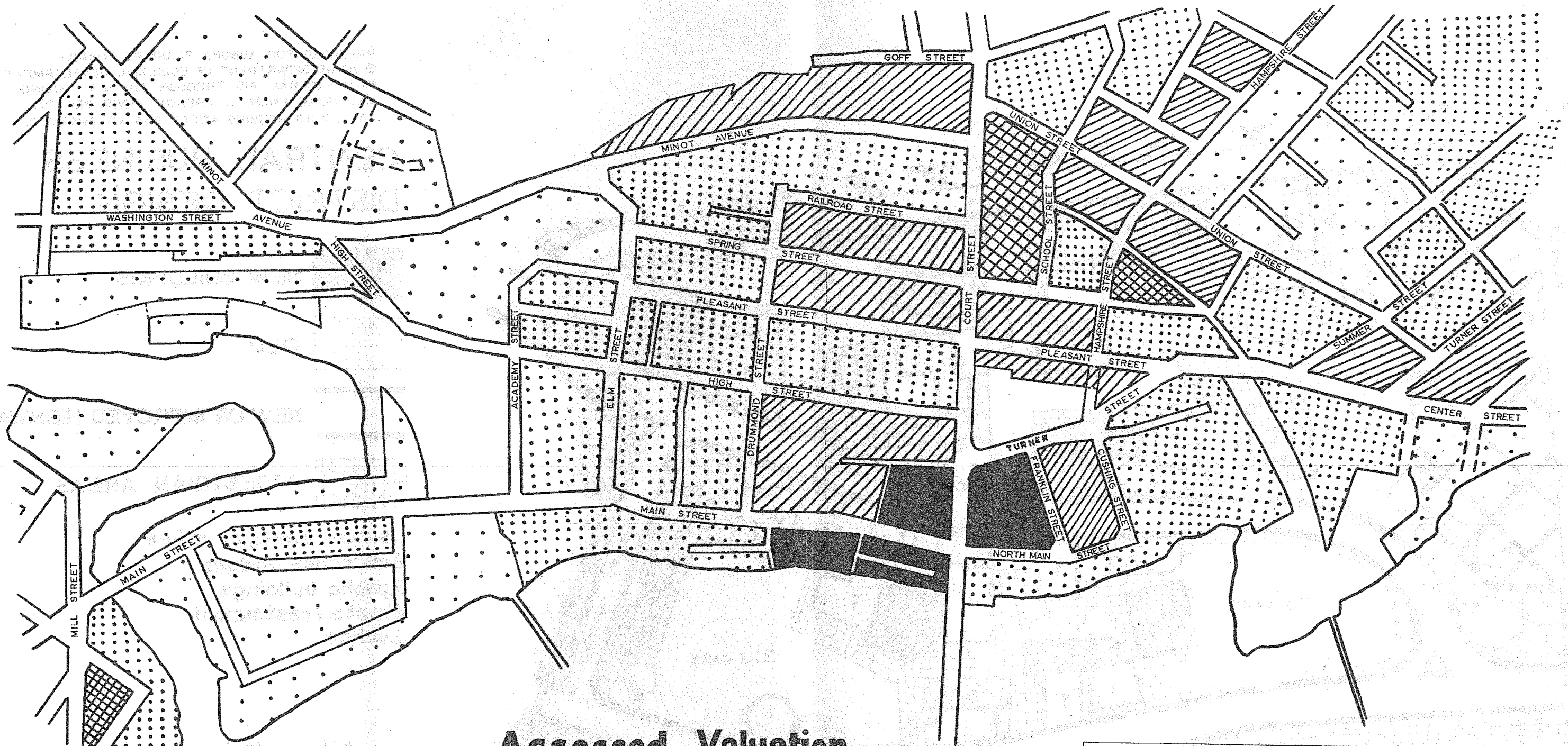
RAILROAD

## AUBURN DOWNTOWN STUDY

PREPARED FOR THE PLANNING BOARD  
CITY OF AUBURN MAINE  
JOHN BLACKWELL - CONSULTANT

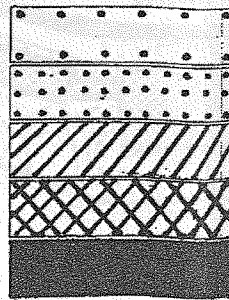
SCALE  
0 100 200 300 400 500 600 700





## Assessed Valuation

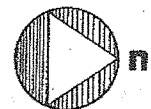
0 - \$25,000	per acre
25,000 - 50,000	" "
50,000 - 75,000	" "
75,000 - 100,000	" "
100,000 - over	" "



## DOWNTOWN AREA AUBURN, ME.

JOHN T. BLACKWELL, PLANNER · AUGUST, 1957

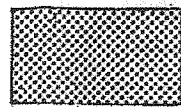
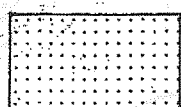


SCALE 0 100 200 300 400 500





PREPARED FOR AUBURN PLANNING BOARD  
 & MAINE DEPARTMENT OF ECONOMIC DEVELOPMENT  
 WITH FEDERAL AID THROUGH THE U.S. HOUSING  
 AND HOME FINANCE AGENCY UNDER SEC. 701  
 TITLE 7 U.S. HOUSING ACT OF 1954 AS AMENDED.

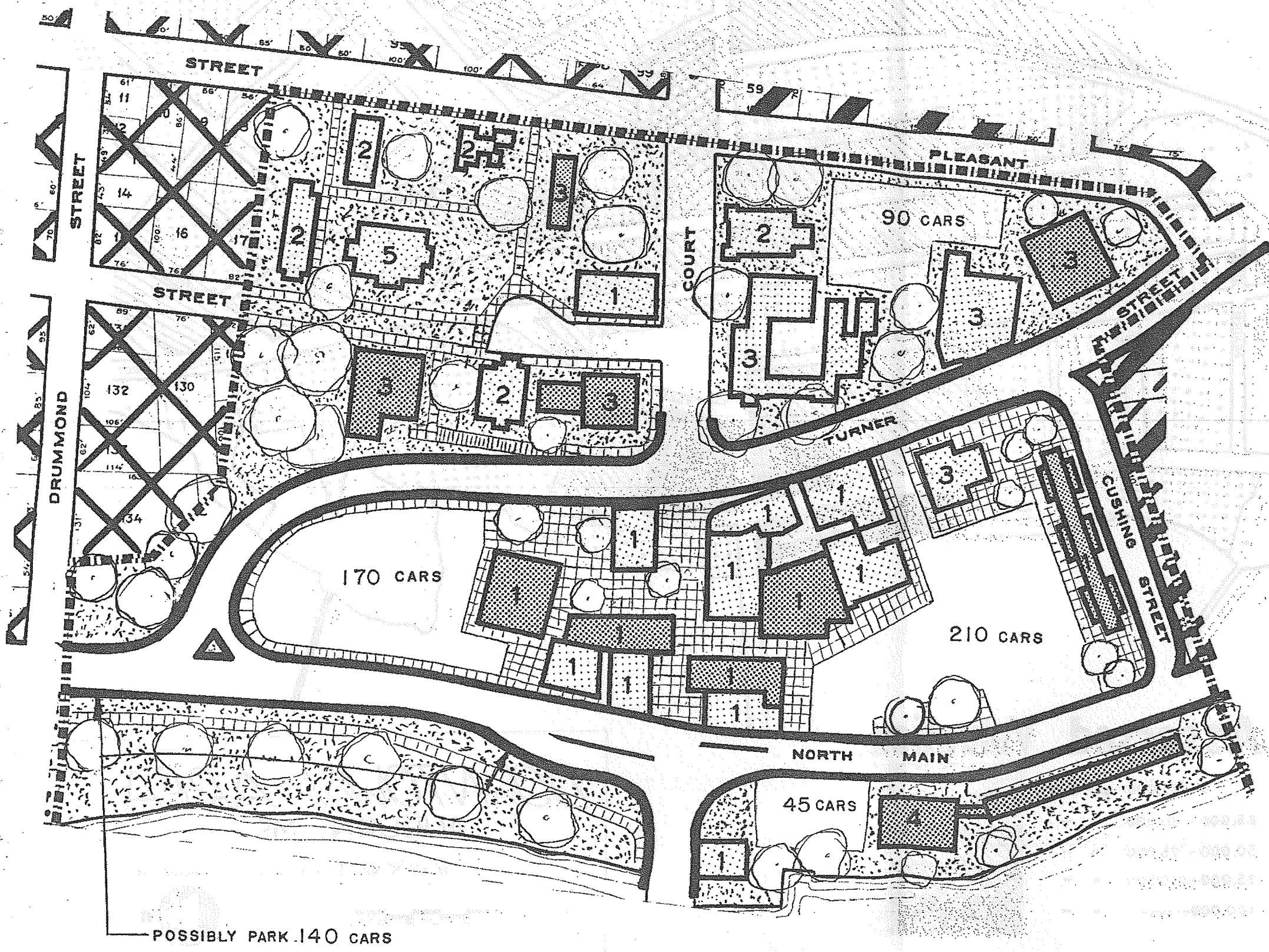
# CENTRAL BUSINESS DISTRICT DESIGN

-  NEW BUILDINGS
-  OLD
-  NEW OR IMPROVED HIGHWAY
-  PEDESTRIAN AREAS

- 1. shops, bank, or office
- 2. churches, lodges
- 3. public buildings
- 4. motel / restaurant
- 5. school

Auburn, Maine  
 CENTRAL BUSINESS DISTRICT  
 0 100 200 300 feet north →  
 CITY PLANNING BOARD

John T. Blackwell Planner, Boston



**DWELLING CONDITIONS**  
(generalized, in Urban Renewal Terms)

**AUBURN MAINE**

Prepared for the Auburn Planning Board  
John T. Blackwell, Consultant, Boston

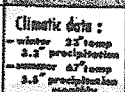
Climatic data:  
— winter 22° temp  
— summer 67° temp  
— precipitation 5.8" monthly

Prevailing winds  
North by East


Schools:  
1. MERRILL HILL SCHOOL  
2. LAKE ST. SCHOOL  
3. WENSTER SCHOOL  
4. HIGH ST. SCHOOL

Scale 1" = 500'

Prepared for the Auburn Planning Board  
John T. Blackwell, Consultant, Boston



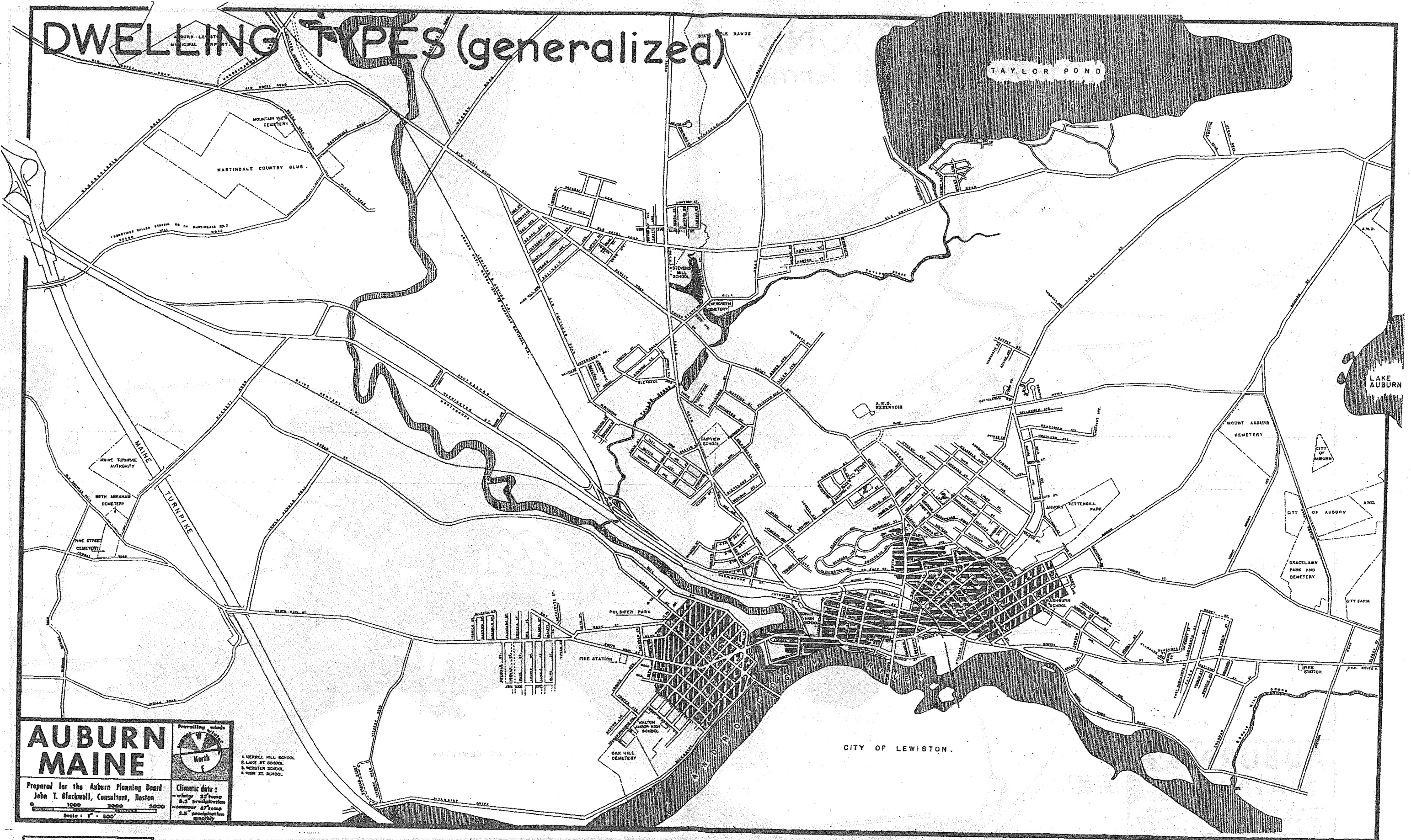
**Climatic data :**  
 - winter 23° temp  
 3.2" precipitation  
 - summer 67° temp  
 3.5" precipitation



redevelopment

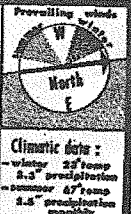


# DWELLING TYPES (generalized)



**AUBURN  
MAINE**

Prepared for the Auburn Planning Board  
John T. Blackwell, Consultant, Boston  
Scale: 1" = 200'



1. HERRILL HILL SCHOOL  
2. LAKE ST. SCHOOL  
3. WEBSTER SCHOOL  
4. HIGH ST. SCHOOL

Climatic data:  
- Winter 27° temp  
6.2" precipitation  
- Summer 67° temp  
3.5" precipitation

(no pattern)

mainly one family dwellings



mainly evenly mixed: 1 family,  
2 fam, 3 or more fam.



mainly 2 fam / 3 or more fam.