Chapter 4 – Hopes and Fears, Opportunities and Constraints

Early on in the study process, interest groups were invited to make presentations at Policy Committee meetings in order to understand the ways in which those groups used the study area and help identify planning or communications needs. The several groups that presented included the MEARNG, the Recreation Advisory Board, the Andy Valley Sno Gypsies, the Auburn Suburban Little League, the Taylor Pond Association, the Androscoggin Land Trust and several representatives from the area geologic community. Highlights of these presentations and a list of considerations for improvements to the sites follow.

The MEARNG - John Blais: The need for the study is based on the fact that training areas are critical to the defense of the nation. MEARNG needs to ensure that all troops (mountain. engineer, transportation, aviation, medics) have the proper training and meet qualifications in order to serve in the roles they have been called on to fulfill. The ability of the military to continue operations at a training area can be impacted by compatibility with other land uses in the surrounding area. (Additional details of training operations are outlined in Chapter 3.)

The MEARNG's state and federal mission is to manage the Sustainable Range Program. It is important that the MEARNG does not lose the footprint of the existing baffle range. Renovation of the firing range at the Auburn training site is planned to make it safer. When a new range is built, environmental impacts will be reduced and

the noise footprint will likely be reduced as well.

This training facility is important because all operators need time "behind the wheel" to learn how to operate the equipment safely. A significant time investment is required to become proficient in the use of this heavy equipment. Much (42%) of the training is done at the Auburn facility between July and September.

Insufficient land is available at training facilities across Maine; a 6,370 acre deficiency exists. The average training facility in Maine is 331 acres. The training site in Auburn is 154 acres, but is authorized for 646 acres, resulting in a deficit of 492 acres. The MEARNG would like to have a record firing range built in Maine but such a site requires at least 3,200 acres. Maine troops now need to travel to Ft. Devens in Massachusetts or to Vermont for record firing range training. The MEARNG, at this point, is not willing to give up any more of its training land because acquiring land is not only very difficult and expensive but is limited by federal moratorium.

Between 621 and 1,643 troops trained at the MEARNG training facility each year in the past 7 years; the total number of troops trained over that time period was 7,154. Reduced federal budgets have since increased the importance of existing training areas.

The MEARNG has concerns regarding liability, particularly around the GRC. More details on the GRC and how and when it was developed are included in Chapter 3. In addition, Chapter 3 outlines the restrictions associated with some parcels at the Park.

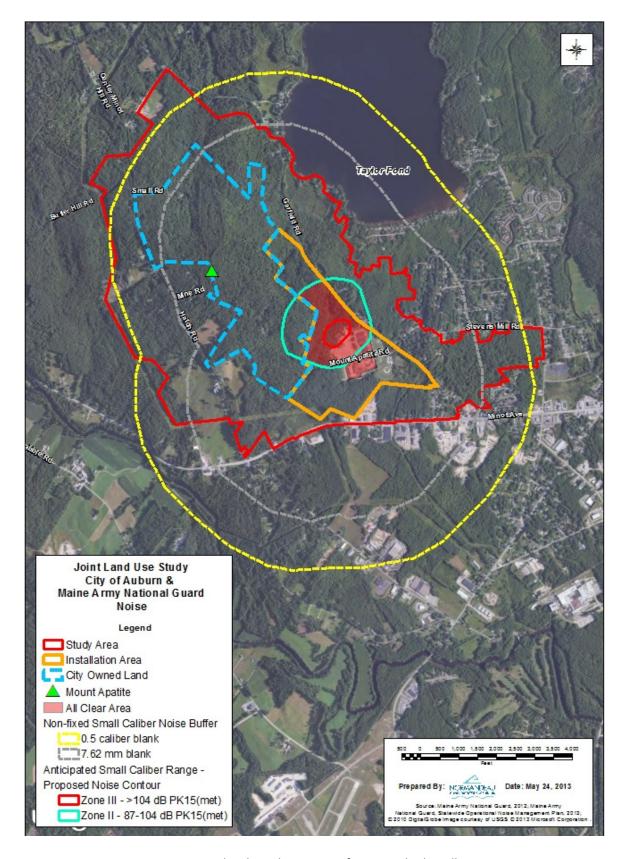


Figure 4.1 Noise contours anticipated with modernization of non-standard small arms range

Also noted in Chapter 3, the installation has maintained a non-standard small arms range at this site for many years. It was closed several years ago due to necessary upgrades that are pending funding approvals. Figure 4.1 depicts the anticipated noise impact resulting from an upgraded baffled range which is likely to occur in the next several years. The noise contours were derived by overlaying the noise contours developed for the Gardiner, Maine training facility. The smallest (blue) ring is identified as Zone II and shows an area where repeated exposure would be sufficient to cause impaired hearing (87-104 dB) and where hearing protection is required. The next (red) ring (Zone III) shows the area that is likely to be affected by operations that could generate up to 87 dB. See Appendix D.

The largest outermost rings depict the areas that, depending on conditions, could be exposed to noise from the use of 7.62mm and .5 caliber blank exercises. The MEARNG anticipates resuming use of its non-standard small arms range in the next several years.

Auburn Parks and Recreation Advisory Board - Phil Savignano: The Board's role is to review existing programs of the Parks and Recreation Department and planning for revised, supplementary or new programs to meet the present and future needs of the City. The Board also coordinates existing programs and facilities, supported by volunteer and charitable organizations with those of other government facilities and develops recommendations for efficient use of the present facilities and personnel. Finally, the Board investigates federal, state and private programs for financial assistance and the development of recommendations regarding participation in such programs.

The development of the 300 acre area acquired by the City has been minimal since its purchase. A \$2,500 grant in 1976 was used for construction of snowmobile trails, a snowmobile shelter and sanitary facilities. The effort was coordinated with the Andy Valley Sno Gypsies snowmobile club because it had an interest in the development of inter-city snowmobile trails.

In 1993 a timber harvest was undertaken. No future harvests are planned at this time. In 2005, the Maine Conservation Corps performed general trail maintenance, culvert repair and applied trail tread material. In 2011, Cub Scout Pack 111 won a National Conservation Award for its work improving a 100 foot section of wet trail with ditching, stone lining and timbers. Ongoing maintenance of brush cutting, tree trimming and trail maintenance is done by the snowmobile club and volunteers.

The Advisory Board's main area of concern is access to the Park and how it can be improved. It would like to see the Park used in the same manner it is now: hiking, biking, snowmobiling, cross country skiing, snowshoeing, walking, etc. The Board's hope is that these uses will not be inhibited training improvements site are undertaken.

The challenges the City has in taking care of the property stem from the fact that it does not have adequate resources to care for the Park and trails. It has relied on volunteers and the snowmobile club to perform maintenance tasks in the Park. There used to be a fire pit, lean-to and outhouse on Mount Apatite but they were destroyed by vandalism. Only the base of the outhouse remains. There used to be a stone sign at the entrance to the Park, but it was

destroyed during the hunting season following the fire pit, lean-to and outhouse vandalism. See Figure 4.2.

Andy Valley Sno Gypsies - Kevin Norcross: The group was formed in 1967 and is the oldest snowmobile club in Maine. It has 50 members with the average age being 60+. Its goals are to educate members and the general public about safely using snowmobiles, promoting better understanding between snowmobile owners and the general public, encouraging the use and snowmobiles establishing maintaining snowmobile trails.

The club also promotes a greater respect for



Figure 4.2 Remains of Historic Entrance to Mount Apatite Park

the rights of property owners and other winter sports enthusiasts. Some trails travel over hiking / skiing trails in the heart of the Park, but most snowmobile trails are separate. There are six members of the club who maintain approximately 30 miles of trails on a year round basis. They used to maintain the cross country ski trails for the City for a fee, but the City was unable to maintain that arrangement due budgetary constraints; as such, the club stopped maintaining the trails. The club just bought a new groomer for the snowmobile trails.

Because of its remote location, the clubhouse on Small Road has been the target of six break-ins in the last two years. Gates on Garfield Road and cement barriers at MEARNG help keep vehicles out of Mount Apatite. In the winter, members of the club use Mount Apatite for snow shoeing, cross country skiing, snowmobiling and dog walking.



Figure 4.3 Andy Valley Sno Gypsies' Trail Groomer

Trails cross both city and installation land; trails which cross installation land are more recent and have no authorization to do so.

Auburn Suburban Little League - Jeff Benson: Auburn Suburban Little League (ASLL) has been a fixture in the community for over 55 years providing opportunities for boys and girls to play baseball and softball. The 2012 season saw ASLL offer 20 teams for baseball and 11 teams for softball servicing 370 youth.

The facilities at GRC include:

 Senior Field (Austin Field) is used for baseball by Babe Ruth, 9th, JV and Varsity teams from Edward Little as well as Auburn Middle School, Amateur Athletic Union, Over-30, Twi-Light League and Legion and also serves as home field for Central Maine Community College. It is the only lighted baseball field in the City.

- Major baseball field (Benson Field) is used by Little League teams.
- Major softball field (Sweetser Field) is used by Little League softball teams, Edward Little, Auburn Middle School and travel teams.
- Minor baseball and softball fields on the north side of the complex are used for baseball and softball. During the fall season these two fields have been used as practice sites for soccer and football.



Figure 4.4: Press Boxes constructed by ASLL at Garfield Road Complex

All fields are maintained by ASLL. ASLL has been at the complex since 1990-91. Press boxes at the three fields and dugouts at all five fields add to the value of the fields. See Figure 4.4

Storage areas either under the press boxes or within them are used in the off season. The maintenance garage houses equipment used to maintain the grounds. A large two story building is used for concessions; restroom facilities are on the first floor with storage for equipment and a meeting room on the second floor. This building is the center for all activities during the season.

The fields serve an important role as they function daily for the schools from April through June and for ASLL nightly from April through the first of July. Due to excellent site work, these fields are the first to be played on in the City during the spring. Over 500 players from the schools, outside leagues and ASLL use the fields. ASLL has a rich history and tradition in baseball and softball in Maine and has hosted state



Figure 4.5: Opening Day for ASLL 2013 at Garfield Road Complex - Photo courtesy Gary Haskell

tournaments, district tournaments and charity events.

The parking lot on the south side of Mount Apatite Road accommodates 50-75 cars with room for an additional 25-30 cars near the minor league fields. Additional parking occurs on both sides of Mount Apatite Road and at the CHP buildings; at times it spills out onto Garfield Road.

Taylor Pond Association - Dana Little: Taylor Pond Association has a Board and hosts an annual meeting in July each year. The Association has been monitoring water quality since 1974. Taylor Pond is most vulnerable to phosphorous caused by poor land management practices from nonpoint source pollution. The Pond is 17' deep (MEAN), 40' at its deepest, great for use, but not as a cold water fishery. Oxygen depletion occurs below 5 meters, making it

prone to algal blooms; unpleasant fish kills are possible.

The Association's primary goal is to maintain a quality watershed for the Pond through best management practices (BMPs) and to create connections to other open spaces in the City. BMP's for timber harvesting, agriculture and development help preserve the quality of the watershed. Another goal is to improve public knowledge regarding Mount Apatite through park signage, parking and trails. The signs in the Park are outdated, in poor condition and at times misplaced; they miss an opportunity to convey important orientation and image information to those who use the Park. See Figure 4.6.



Figure 4.6 Dilapidated signage in Mount Apatite Park

The Association laid out trails in the late 1980s and has since improved some trails and expanded others. The Association also is interested in long term protection of land through conservation easements.

Androscoggin Land Trust (ALT) - Dana Little:

ALT promotes the Androscoggin Greenway for conservation education, outdoor recreation and appreciation of our natural heritage. ALT first came together in 1987 to protect 1,990 acres of river frontage in Turner. Over the next six years ALT secured four grants from the Land for Maine's Future program to create the Androscoggin Riverlands State Park which has 2,675 acres. ALT currently manages over 34 different parcels of land located along the Androscoggin River from Jay and Canton down to Lisbon and Bowdoin.

When the City of Lewiston developed industrial land near the turnpike entrance it had to mitigate filling of a wetland. The Trust received the Garcelon Bog as compensation for the loss of wetlands for the turnpike project and placed it in permanent protection. ALT is currently working on its largest project ever to permanently protect over 1,300 acres of land in Jay and Canton along the River.

ALT raises money primarily through the Land for Maine's Future Fund, willing landowners, private endorsements and individuals. It has also received lands as wetland mitigation compensation in Auburn, Buckfield, Lewiston and Sabattus. It helps protect the water supply for Lewiston.

ALT currently has no role with Mount Apatite Park. It has been suggested that the prototype wayfinding system it has developed could be a model to address some needs at Mount Apatite Park.

Geology experts - Frank Perham, Geologist with 60 years of mining experience and Wood Thompson, State Geologist, Toby Chadbourne, Oxford Gem and Mineral Club: Mount Apatite should remain open to the public because it contributes to the local economy and is considered by many as a national treasure. Other mining and mineral collecting locations are private and require a fee to access.

Geological features of Mount Apatite contain pegmatite, quartz, feldspar, fluorapatite and mica. See Figure 4.7. It was economically feasible to mine for feldspar Mount Apatite because there were large pieces of the mineral. There are also pegmatite rocks, some of which are highly enriched like tourmaline. Mineral deposits have historical significance. Some world class specimens from Mount Apatite can be found in museums and private collections around the world.



Figure 4.7 Fluorapatite crystal found at Mount Apatite; Dan Levesque photo

Periodically opening overgrown or well-mined areas with heavy equipment may bring more interest to the area. Tourmaline is found in Maine and California; and only a handful of locations in Maine have the mineralization of Mount Apatite. Purple tourmaline from Mount Apatite is the most desirable.

Summary of Preliminary Considerations:

Based on the information received during these presentations, the following needs were identified:

 Find alternative access to eliminate foot traffic across heavy equipment training area.

- Deter use of snowmobile trail through the land navigation area.
- Develop wayfinding in the Park.
- Develop wayfinding to get to the Park and authorized access points.
- Consider Androscoggin Land Trust model for signage.
- Develop new maps of trails.
- Reduce conflict of GRC access with military access on Mount Apatite Road.
- Discourage use of Mine Road.
- Retain and improve walking access from nearby neighborhoods.
- Keep vehicles out of the Park.
- Avoid or minimize impacts to the trails in a land swap.
- Find a way to deter vandalism in the Park and at the Sno Gypsies building.
- Find a safe / vandal resistant place for a restroom, picnic and camp fire area.
- Periodically refresh the tailings piles to allow more gem finding.
- Assure adequate parking for Auburn Suburban Little League events.
- Complete a fair land swap or relocate the GRC.
- Increase the buffer to the Auburn training site and Park.
- Increase awareness around the military installation and its training operations, particularly land navigation areas, the engineer training areas and the planned upgrade of the baffled range and associated impacts. See Figure 4.8.

At the March 2014 Policy Committee, these considerations were selected as indicators of success which became, in part, the bases for selecting the preferred solutions.



Figure 4.8: Trail crossing installation land leading to Mount Apatite Trails

Auburn JLUS Facebook Page

The JLUS Facebook page, launched in December can found 2012. be https://www.facebook.com/AuburnJLUS?fre f=ts. It was promoted on the City web page, on study stationery, mailings and in press releases. The Study Team posted information about meetings, public involvement activities such as the surveys and the open house and generally used the page to begin raising awareness of the study and how users might be affected. The page received 25 likes and those who visited the page posted information about how they and others use the Park and what they like about it in addition to wildlife species they observed there (woodpeckers, red foxes, etc.). Those who posted information about how Mount Apatite Park was used inspired the JLUS Mount Apatite Park User surveys.

Auburn JLUS Park User Survey

The purpose of the JLUS Park User Survey was to obtain quantitative and qualitative information about who Park users are, how they use the Park and what access points they use. More than 200 people responded to the survey posted on the City's web page in late January 2013. It included 10 questions and utilized a Survey Monkey format. In addition to the City's web page, notice about the availability of the survey were made on the JLUS Facebook page, the

Policy Department twitter account and to myriad interest groups that are regularly part of a city email distribution including the Chamber of Commerce, service clubs and others. The survey stipulated that responders had to be 18 years old or older.

The first three questions were focused on town of residence, age and gender. The next questions focused on whether users visited on their own or with others and the frequency and seasonality of their visits. The remaining questions asked the purpose of their visits, their primary access point and the mode of transportation they most often used to arrive at the Park. The survey form may be found in Appendix B; a summary of results follows.

- More men than women responded (56.5% male; 43.5% female).
- The Park is most attractive to people aged 41 and older. Most responders were between the ages of 41 and 50 (29.8%) with the next largest group of responders between the ages of 51 and 60 (24.2%). The third and fourth largest group of responders was aged 31-40 (21.4%) and over 60 (15.3%). The least number of responders were found in the 18-30 year group (9.3%). Because responders were required to be at least 18 years old, the number of younger users was not solicited.
- The Park is a family resource. Most people who responded use the Park with family or friends and many use the Park to walk a pet.
- Park users return time and again. Most responders (46%) visit the Park several times a year, about 20% visit weekly, only about 5% indicated they use the Park daily.

- The park is a year-round resource. The vast majority of the responders say they use the Park in summer months, but many of those also use the Park in the spring and fall and some say they use the Park in winter.
- The Park is used for many purposes.
 Most responders use the Park for hiking / walking the dog, snowshoeing and skiing. Others use the Park for mountain biking, snowmobiling and watching or playing ball. A few responders indicated they use the Park for mining or for other activities such as bird watching or photography.
- Most people use Mount Apatite Road to access the recreation area. A few people use the Small Road and even fewer use the Mine Road to enter the Park.
- Most people drive to Mount Apatite Road. Nearly 80% of responders say they drive to Mount Apatite Road but nearly 13% walk to the Park. Others said they ride bikes or snowmobiles to the Park.

JLUS Open House held May 29, 2013

Community members who provided feedback were split on whether to relocate the GRC or leave it where it is. In addition, those members who provided comments indicated that they preferred to not reduce the size of the Park by transferring some of it to MEARNG in exchange for the GRC. Most people who provided comments said they favored exploration of a permanent parking and trail access point from Minot Avenue in the vicinity of the CMP transmission line crossing. few commented that they would be disappointed if the MEARNG resumed use of the firing range but otherwise were comfortable with the training operations.

Attitude Survey regarding MEARNG:

During July 2013, a survey of MEARNG presence in Auburn was conducted; a copy of the survey dorm is included in Appendix C. A total of 65 responses were received from people living in Auburn, Lewiston and Minot with another 10 from residents in surrounding towns. Forty six percent of responders live within 1-3 miles of the training site; 32% live more than 3 miles away and just over 21% live within one mile.

Fifty six percent of responders were between 31 and 50 years old. More than 81% have lived in Maine for more than 20 years.

Most responders were aware of the MEARNG and Army Reserve presence in Auburn and 60% of them understood the difference between the two. Of the 63% who were aware of the types of training provided at the Auburn training site, 90% of the aware engineer/heavy equipment Training, 65% and 60% respectively were aware of the marksmanship and land navigation training. In total 87% of responders thought the training was important. Only 20% know a member of the MEARNG personally and roughly 50% have at one time or another encountered one or more members of the MEARNG while visiting Mount Apatite Park. Of those, 65% cited a positive encounter and roughly 32% identified their encounter as neutral. Some recreators who had a neutral or negative encounter added that they had mixed feelings accessing the Park through the training area.

Slightly fewer than 50% of responders had ever encountered MEARNG personnel at local businesses and more than 80% of those encounters were thought to be

positive or very positive. There were no negative encounters cited. More than 73% agreed they are proud of the men and women in the armed forces and support their training with nearly 27% agreeing that while they support the personnel, they do not always agree with government policies of engagement.

Nearly 42% thought that training facilities should be consolidated; 27.5% would like the MEARNG to sell its holding in Auburn and find a remote location for training. Nearly 31% thought the MEARNG training operations in Auburn were fine except for those that disrupted the enjoyment of nearby residential and recreational properties.

Compiling and Conceptualizing the Solutions:

In order to see the needs and potential solutions at a glance, the Study Team prepared the following set of illustrations. The illustrations show the potential access points, how pedestrians, cyclists and drivers should be accommodated (by sidewalks, shoulders, parking, signage and brochures) and informed as to the authorized access points for the Park. They also show what parcels could be swapped in order to address the issue of the GRC located on the MEARNG installation and as a result, which segments of trails may be discontinued, relocated or newly made.

The illustrations that follow form the basis for the preliminary recommendations which are outlined in Chapter 5 of the JLUS.

Figure 4.9 identifies the existing (whether authorized or not) access points as well as alternatives that were explored by the Policy Committee. That figure suggests that in

addition to the MEARNG training site access points, other affected property owners should be approached to see whether they have an interest in formalizing the locations where trails currently connect across their properties. In addition, if the property owners have an interest in working with the City, the figure identifies improvements to the land including signage and small to midsize parking areas. Additional signage locations to help drivers find their way to authorized parking areas would be needed. Those are shown in several locations for illustration only; actual locations should be determined based on consultation with traffic management personnel. Finally, Figure 4.9 also suggests locations where sidewalks and / or delineated shoulders should be added to improve the safety of park visitors be they pedestrians or bicyclists.

Figure 4.10 and 4.11 identify portions of the parcels that may be considered for a land swap between the MEARNG and the City of Auburn. The area hatched in dark purple is where the GRC exists and that parcel is recommended to be transferred to the City if an agreeable land swap transaction affecting the Park can be reached. If the City chooses to obtain the GRC, it will likely be required to transfer some of its abutting park land to the MEARNG. It is not certain at this time what value the Army Corps of Engineers, which is appraising the value of the GRC for a swap, will establish. For purposes of discussion, this figure identified several parcels that might be considered by the City for transfer. Those parcels are identified in a bright green or agua hatch pattern. The green parcels are portions of the Park that were acquired by the City without deed restriction. When the City acquired the 300 acres it did so in several transactions. In Figure 4.10, the purple hatched parcel has restrictions limiting its use for recreational purposes and the yellow hatched parcel allows only public use.

The aqua hatched parcel is made up of 3 parcels that are in private ownership but currently leased to the MEARNG. Early discussions suggested that these should be the highest priority for city acquisition and ultimate transfer to MEARNG. However, because MEARNG already controls these areas through a lease, it has since indicated that such a city acquisition would not affect the required land swap ratio.

The portion of MEARNG / DoD land that is highlighted in a solid purple line represents a strip of land along the existing boundary that should be acquired by the City for purposes of creating a multi-use trail to serve all park users as the main trail into Mount Apatite Park.

Figure 4.11 is essentially the same as figure 4.10 except that it shows how the potential land transfers might affect existing trails or how those parcels might affect environmental resources that traverse them. As such, if all of the identified land transactions were to occur, the trail impacts were envisioned to be:

- Discontinue
 - existing trail through engineer training area
 - snowmobile trails through land navigation area
 - portion of 5K trail that passes nearest to MEARNG's northwest boundary
 - Mine Road as public access point
- Build new
 - Multi-use trail along MEARNG south boundary for all users and

- Extend it onto Mount Apatite Park so that trail does not travel over the parcel marked '5.38ac' (which may be transferred to MEARNG)
- 5K trail to the west of its existing location in Mount Park

Before trail work is done, environmental impacts would need to be assessed.

The Policy Committee also explored the possibility of eventually expanding the Park and thereby the buffers between developed land and the MEARNG training site. The Committee, with assistance of the Study Team, did so by reviewing all parcels that currently abut the Park or across which trails currently pass from or to the Park. The information provided to the Committee considered size, existing use, and land characteristics in terms of buffer land for MEARNG operations or for trail and park access purposes. No determinations were made. As noted, Figure 4.9 shows the parcels affected by existing or potential future access. Only those affected property owners who are on the Policy Committee have been approached to date. Additional discussions with property owners are pending City Council authorization.

At its March 26, 2014 meeting the JLUS Policy Committee noted that it was less concerned about a particular land swap ratio than whether the existing trails on the exchanged Mount Apatite Park parcels could remain in place and continue to be used as they are today. Additional discussion regarding the preferred solution is discussed in Chapter 5.

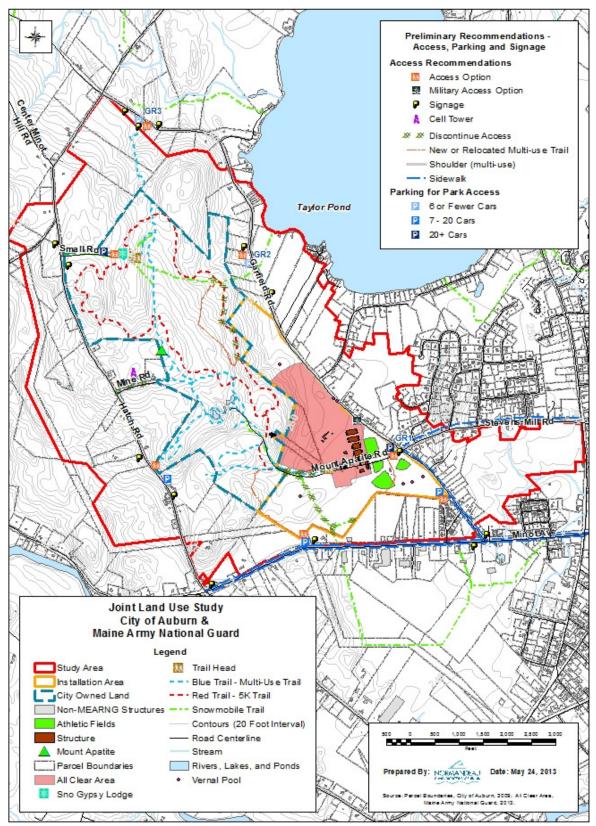


Figure 4.9 Safety: Access, Wayfinding and Parking Considerations

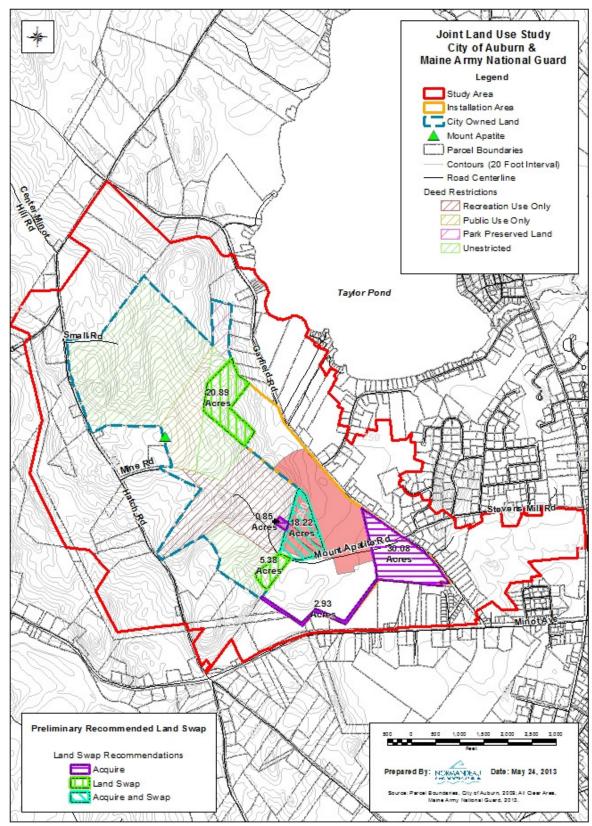


Figure 4.10 BUFFERS: Possible Land Swaps

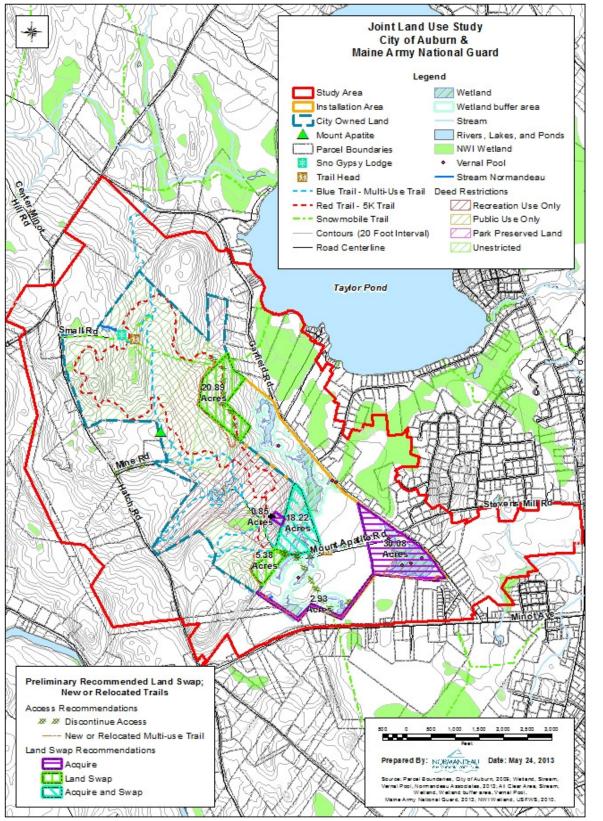


Figure 4.11 BUFFERS: Impact of Land Swaps on Trails, Habitat and Water Resources

Chapter 5 – Optional Plans for the Future – Recommendations

The recommended strategies that follow were derived through the use of good planning principles including data collection, discussion at Policy and Technical and Committee meetings along with input from interest groups as well as responses to user surveys conducted over several months beginning in January 2013.

Not all recommendations will necessarily be implemented. This JLUS focuses on recommendations that have at least some affect on the operational mission of the MEARNG training site and have the added value of protecting health, safety and welfare of Mount Apatite Park and GRC users.

Because it is not known when the ACOE will the real complete estate appraisal commissioned by the MEARNG, because the City has expressed interest in bringing the JLUS to a close, the Study Team organized the recommendations included in the draft report into three options for moving forward. These options were offered to the Technical and Policy Committees. Each option is designed as a stand-alone choice; the subset of recommendations applicable to each option is identified. Some recommendations apply to all options while others apply to only one or two.

In order to assist the Policy Committee with selecting the preferred option, order of magnitude cost estimates for completing each option were developed and compiled. For each option, the package of recommendations may be fully or only partially implemented depending on

available funds and safety priority; none of the recommended strategies should be considered a mandate to the City by adopting this plan. In addition, each strategy identifies by use of a symbol, those strategies that were not selected or fall within the primary responsibility of the MEARNG, or the City or both.

Symbol for City Responsibility:



Symbol for MEARNG Responsibility:



Symbol for Joint Responsibility:



Strategies not moving forward:



The Options:

The options use the numbered strategies to describe them. The Preferred Option, chosen by Policy Committee at its March 26, 2014 meeting, is detailed in Chapter 6.

Option 1: Safety and Administrative Changes only. This option essentially maintains the status quo with some minor adjustments. It includes strategy 1, a portion of strategy 4, strategies 10, 11 and 12, 15, 17 and 17 as well as strategies 26 through 38. Implementing all of Option 1 is estimated to cost between \$250,000 and \$290,000 and could be largely accomplished within 5 years.

Option 2: Land Swap for Garfield Road Complex. This option includes strategies 1, 3, 4, and 6 through 12; strategies 14 through 19 and 21 through 38. Implementing all of Option 2 is estimated to cost between \$12.8 million and \$28 million and has a 5-10 year or longer timeline.

Option 3: Relocate Garfield Road Complex. This option includes strategies 1, 3, portions of 4; strategies 7 through 12; strategies 14 through 17; strategies 18, 20, 21 along with 26 through 38. This Option is estimated to cost between \$14.5 million and \$17 million (and excludes cost to acquire land at a new location) and has a 7-15 year or longer timeline. This option would be consistent with a policy in the City's Comprehensive Plan and may be affected by the results of two ongoing Auburn studies — the Options for Relocation of the Edward Little High School (study) and the Auburn Athletic Facilities Needs Assessment.

The Strategies:

The discussion that follows includes the category of recommendation in terms of the issue it is attempting to resolve. In addition, each category includes an overarching problem statement to establish the context. Related to each strategy are pros and cons. The categories are:

- A. SAFETY: Access, Parking, Wayfinding and New or Relocated Trails
- B. BUFFERS: Land Swaps and Future Fee or Easement Acquisitions
- C. FUTURE DEVELOPMENT AND LAND USE COMPATIBILITY: Comprehensive Plan and Zoning Implications
- D. ONGOING MANAGEMENT:
 Communications, Friends and Other

A. SAFETY – ACCESS, PARKING AND WAYFINDING AND NEW OR RELOCATED TRAILS

Problem Statement:

Safety concerns are of paramount importance to the City and MEARNG. Based on years of past practice, careful consideration must be given to the several

user groups who require access to the training site or Mount Apatite Recreation Area. These users include Army National Guard trainees, residents who walk from nearby neighborhoods to enjoy either the recreation trails or the GRC at the training site entrance. In addition, we must consider those recreators who drive to / along Mount Apatite Road whether they are cyclists, hikers, snowmobilers, skiers, ball players and fans or others who enjoy any number of leisure activities in the Park from rock hunting to bird watching.

Whether driving, riding or walking to Mount Apatite Road, there are numerous opportunities for conflict between recreation and military activities. Mount Apatite Road, a two lane gravel road, dead ends at the training site. It is the only vehicular access to the training site for military vehicles of all types used by the MEARNG and the US Army Reserve. At the same time, it is the only access point for Auburn Suburban Little League / GRC and the primary access to Mount Apatite Park for residents within walking distance or who drive from points east. As such, the mix of traffic on Mount Apatite Road from the Garfield Road intersection includes large military and smaller non-military vehicles, foot traffic and non-motorized traffic of all types.

Recreators who wish to access the trails at Mount Apatite Park from this road have two alternatives. They must trespass through the engineer training area or through an unauthorized snowmobile trail south and west of the GRC on DoD land currently being used for land navigation training by MEARNG. The primary "pathway" to the Park is more dangerous than through the snowmobile trail and land navigation

training activities are disrupted by those who use the unauthorized snowmobile trail. Along Garfield Road, the DoD owns roughly 3,600' feet of road frontage; 563' of which exists south of the Mount Apatite Road intersection. If no access for users of Mount Apatite Park were allowed at Mount Apatite Road, and MEARNG did not permit access across its road frontage, pedestrians would need to walk from the Stevens Mill Road intersection nearly \(^4\) of a mile north toward Perkins Ridge / Hatch Road before reaching private land where the landowner has expressed interest in formalizing an existing pathway access into the Park. If walking southerly along Garfield Road, the nearest opportunity beyond the installation would be roughly ¼ mile from the intersection; no property owner in this area has been approached about providing access to date.

One way to resolve these potential safety conflicts is to separate military from non-military traffic whether motorized or non-motorized. Residents from the Stevens Mill and Garfield Road neighborhoods will continue to expect pedestrian access to Mount Apatite Park in light of their proximity to this long standing recreation resource. Neighbors to a relocated military access could be affected.

At present, neighbors must walk along roads which have no shoulders, sidewalks or crosswalks, exacerbating community safety issues.

Several mountain biking groups currently use the Park; trails are becoming known for their high value in this regard. No bike lanes exist on any approach roads to the Park. Cyclists who drive to the Park currently use Mount Apatite Road or Small Road for access. Because bicycles allow for easy

access, cyclists may readily enter the Park at designated or non-designated locations. Mountain biking is fast becoming a popular sport.

Most snowmobilers and skiers who drive to the trails at Mount Apatite Park use the Small Road access point where the Sno Gypsies snowmobile club is located. This is a remote and underused access which has been affected by vandalism.

The existing trail heads from Mount Apatite Road meander across DoD to the Park. Once on city land, trails do not pass over installation land holdings.

For those recreators wishing to access the GRC few convenient or affordable alternatives exist. This question is discussed separately under BUFFERS: Land Swap and Future Fee or Easement Acquisitions.

<u>Sub-category A.1: Recommended</u> Strategies for Safe Pedestrian Access

- 1. Mark MEARNG Installation Boundaries and "Clear Zone": This area is one where only military personnel would be permitted to enter; no others may enter unless authorized and / or accompanied by military personnel See Figures 3.11 and 4.1.
- Pros / Cons: This is a benefit to both the military and recreators who use the area. The vast majority of users access the Park from the eastern neighborhoods. Installing and marking the boundaries and the clear zone would raise park user awareness of how the installation interfaces with park property. There is no "con". Redirecting

pedestrians and mountain bikers to approved official trail heads would deter them from trespassing in unauthorized areas. Hikers and mountain bikers would access the Park in the same manner as snowmobilers and other users; if accessed across MEARNG land, all users would be contained within one easement area.

- 2. Temporarily Re-route Pedestrians Once at Installation: Relocate MEARNG installation gate from its current location to one that is at the westerly edge of the GRC and the easterly edge of the CHP facilities. Place a sign / kiosk with a map at the relocated gate directing park users to move in a southerly direction from the south side of Mount Apatite Road to the existing unauthorized snowmobile trail from which the full Mount Apatite Trail System can be accessed. The kiosk map should include Mount Apatite Recreation Area trails, the GRC, Park and MEARNG boundaries as well as the MEARNG clear zone.
- o **Pros / Cons:** This strategy removes pedestrians from the engineering training area but re-routes them into the land navigation area over an unauthorized trail. While this solves the more hazardous conflict, its temporary nature is less than ideal because it will require re-training recreators to another alternate trail head / system at some point in the future. In addition, overflow parking in front of the CHP facilities would no longer be accessible for ball games.

- Permanently Re-route Pedestrians at Mount Apatite Road: Create a sidewalk, or multi-use shoulder along Garfield Road, or a new trail on DoD land abutting Garfield Road heading toward Minot Avenue to a new multiuse trail head near the south boundary of the MEARNG installation. Once here, a multi-use trail of adequate width for walking, snowmobiling, skiing, bicycling and related uses would follow MEARNG's southern boundaries and would account for hydric soils, wetlands, vernal pools and other resources, until it reaches city owned land that is now part of Mount Apatite Park. This option should consider the merits of a small parking area here versus one near Mount Apatite Road.
- o **Pros / Cons:** This strategy removes pedestrians from Mount Apatite Road and engineer training area; and places them either at the edge of the Garfield Road right of way (R / W) or just off the R / W in a strip parallel to the Road on DoD land. This adds 0.2 miles to the walk from Stevens Mill Road to a point where a new trail would direct walkers to existing Mount Apatite trails. The land along MEARNG's south boundary is somewhat wet and evaluation has determined that a vernal pool could be impacted. While increasing the cost of trail development, boardwalks could be used for walkers and cyclists to traverse the wetland areas. See strategy 7.
- Multi-use trails may create some conflict among users on occasion, but this would be no different than on a highway system where all users must "share the road". Once inside the Park, trail types may diverge provided that users stay on

- marked trails and are discouraged from trespassing onto installation land.
- This option allows reasonable access to the Park from the east with the least disruption to military installation.
- 4. Install Crosswalk; Improve Shoulders and Add Sidewalks: Phasing might include:
- 4.a) Install a crosswalk at the intersection of Garfield, Stevens Mill and Mount Apatite Roads.
- 4.b) Unless sufficient pavement width exists to allow for two travel lanes and two 3-5' shoulders, build and delineate shoulders where sufficient R / W exists beginning at Stevens Mill Road intersection and traveling north along Garfield Road to Hatch Road and down Hatch Road to Minot Avenue. Add a sidewalk on the east side of Garfield Road and
- 4.c) on one side of Stevens Mill Road;
 stripe a shoulder on the other side.
- 4.d) Consider adding/extending sidewalks and shoulders on Minot Avenue to create a "complete street" (i.e. one that accommodates all users).
- Pros / Cons: Walkability and pedestrian safety are high priorities for the City. This strategy has no effect on increasing the attraction of pedestrians to Mount Apatite Park.
- The crosswalk, in particular, would have a positive impact on the installation because it would alert military drivers of potential recreator activities as they approach or drive away from Mount Apatite Road.
- Making it safer for hikers and cyclists to get to the Park and encouraging their use of the established or official trail

network along with clear communication of "off limits" areas would benefit both the City and MEARNG.

(Note: This strategy's four components suggest phasing the improvements.)

Sub-Category A.2: Recommended Strategies for Safe Vehicular Access and Parking

- 5. Mount Apatite Road Recreator Access / Relocated Military Access: Use Mount Apatite Road for civilian access only; and relocate the MEARNG driveway to the north on MEARNG land where safe site distance exists in both directions.
- Pros / Cons: This change removes military vehicle conflicts with recreator vehicles and presumes the GRC is transferred to the City. However, moving the military access to a point north of the existing CHP facilities has cost, engineering and security implications that make this option undesirable for MEARNG.
- 6. Mount Apatite Road Recreator Access for GRC Only: Retain GRC and related access but limit parking to baseball / softball related activities; reroute other users to Small Road or other locations on Garfield Road, Hatch Road or Minot Avenue.
- Pros / Cons: While attempting to limit user access, this strategy would be difficult to enforce. Otherwise it would reduce the degree of recreator / military

conflict on Mount Apatite Road and at existing trail access points.

- 7. Garfield Road Access 1: This strategy should consider the creation or retention (by easement or transfer) of a parking area nearer the Garfield Road intersection at or near the new trail head further south on Garfield Road (see strategy 3) to accommodate visitors who must drive to the Park from eastern locations not close enough for walking.
- Pros / Cons: This strategy eliminates recreation and military conflict both from the GRC and pedestrian traffic through the training site. There is a cost involved which has yet to be quantified and this solution would continue to depend on the use of some portion of DoD land for access to the multi-use path described in strategy 3.
- Garfield Road Access 2 (@ Little Property): Increase use of a currently informal trail head by providing signs and creating a small parking lot (up to six vehicles) and formalizing trail connections into the Park north of the MEARNG installation.
- Pros / Cons: The City has agreed to evaluate this site for safe sight distance and drainage; as well as a land owner agreement. This strategy could be in addition to or in lieu of access across the edges of MEARNG land; as such, it adds roughly ¾ mile from Stevens Mill Road for those who access on foot.
- 9. Garfield Road Access 3 (@ informal trail heads near Perkins Ridge

- / Hatch Road Intersection): A snowmobile trail terminates on Garfield Road in this area.
- Pros / Cons: The City has agreed to evaluate this site for safe sight distance and drainage; as well as a land owner agreement. This strategy could be in addition to or in lieu of access across the edges of MEARNG land; as such, it adds roughly 1.7 miles from Stevens Mill Road for those who access on foot.
- 10. Small Road Access: Through a wayfinding sign system, direct operators of all private vehicles who wish to access Mount Apatite Park to the Small Road at the snowmobile club to access Mount Apatite Park. (This includes hikers, snowmobilers, skiers, mountain cyclists etc.). Improve parking lot at Small Road.
- Pros / Cons: This option removes recreator vehicles from conflict with military vehicles on Mount Apatite Road but would require citizens from all points to drive an additional distance to access the Park and the City would need to improve Small Road and the parking area which are currently unpaved.
- The parking area on Small Road at the Sno Gypsies snowmobile club is substandard and would require redesign and construction. It is possible that MEARNG could provide assistance with improving the roadway and parking area to offset some of the cost. From a hiking / skiing perspective, the distance from the parking lot to the quarries is roughly equivalent to the current pathway. The drive / walk from points east is substantially increased.

- 11. Deter Vandalism: Monitor increased activity on Small Road to see if it has an impact on vandalism and if necessary install web cams at the Sno Gypsies snowmobile club to deter vandalism.
- Pros / Cons: Once increased activity occurs at the site, the likelihood of vandalism will decrease. If vandalism continues, installing and maintaining / protecting web cams may be necessary
- Mine Road Access: This access should be discontinued due to unsafe sight distance. If adjacent land were to be acquired by the City, were it to become available, a relocated access may be considered at that time. Alternatively, a way to minimize a user's tendency to access the Park at this location would be to rename the road or discontinue it as a public street.
- Pros / Cons: This strategy is important because the site distance to the north from this Road is well below standard and would be considered unsafe. But low use of this access mitigates this hazard. Mine Road serves four abutting property owners at this time; access to two residences, one that abuts Mine Road, but uses Hatch Road for access, and one that provides access for a communications tower. Discontinuing the street or changing its name will have minimal impact on abutters as those with larger land holdings have direct access from Hatch Road.
- 13. Hatch Road Access: Explore the potential of constructing a small parking area near the existing trail head roughly

- .3 miles south of Mine Road. This area would likely be used predominantly by those who desire direct access to the quarries for mining purposes. This option may require obtaining an easement from an abutting property owner in order to construct an adequately sized parking area with safe entrance and exit.
- o **Pros / Cons:** This option moves vehicular access away from Mount Apatite Road and would require a willing property owner's cooperation. It is possible that an existing owner may find mutual benefit in this option, but no formal conversations have occurred to date. Topography at this trail head is challenging and parking on the roadway at this location is unsafe due to a horizontal curve affecting sight distance in both directions. Off-street parking would need to access the parcel north or south of the trail head at a safe location and would require some amount of level land to manage drainage, erosion etc. Constructability and estimated cost have yet to be outlined.
- Minot Avenue Access: Explore whether Minot Avenue land owners near the crossing of power transmission lines would allow a parking area to be constructed for park users. This option would include pursuing discussions with Central Maine Power to co-locate the snowmobile trail and hiking trails at a point where they could enter the Park; this access could allow a trail to meet with the one discussed in strategy 3.
- Pros / Cons: Such an access strategy may not be attractive to business or

utility owners due to encroachment and use of high value property (with access to utilities) by recreators who may not have a need for associated business activities. But this strategy does reduce dependence on military land for access to the Park. Conversations with affected land owners and cost have not been evaluated to date. To increase its attraction. economic development opportunities may also be possible. For example, a bike shop and food service provider and/or possibly a gem & mineral museum could open near the trail head. Another possible "con" is the creation of a new access point on a highspeed transportation corridor; any new access point creates another friction point and increases the possibility for collisions. One of the two properties in question has an existing underutilized access point; the sight distance for left turns into or out of the site appear adequate but have not be evaluated as part of this study. The other vacant parcel is below road grade and would require substantial fill to provide safe access/egress.

Sub-Category A.3: Wayfinding

Internal Wayfinding: Create a wayfinding signage system within the Park possibly modeled after Androscoggin Land Trust signage system that includes a main entrance kiosk and large map of the Park and its related official access points highlighting the preferred main access point for the Park, the MEARNG installation and its "clear zones". The kiosk should include a donation box and small trail maps to guide access and use of the trails. The

wayfinding system should also include a consistent system of trail blazes on trees, boulders and other land marks that clearly depict which trail a user is on in order to avoid confusion and to minimize "short cutting" across MEARNG land.

- Pros / Cons: Wayfinding is critical to assuring that park users understand where to go (or not go) and, once there, how to use the Park for their own safety and so that MEARNG's installation is not impacted. These systems minimize short cutting. There is a cost to developing and maintaining this system of signs but cost is outweighed by the value of directing users away from installation land.
- 16. External Wayfinding: Install official business directional signs or a similar Auburn-based system, on roadways surrounding the Park to guide travelers to approved / official access points.
- o **Pros / Cons:** Many people indicate that they have had difficulty finding the Park and its optional access points. This puts pressure on Mount Apatite Road where conflict with MEARNG operations is potentially most severe. Wayfinding systems on the highway network require а different standard of size, construction, installation and maintenance than such systems within a park network. Decisions need to be made as to where the signs should be installed, at which point the number of signs can be determined as well as an estimated cost. (Sample locations have been identified but these may not be the optimal ones.)

- Provide Wayfinding Map on City web page and in Brochure: Post the park system and MEARNG installation map clearly showing related access points on the City (and other) web page(s). Create a brochure with a map that identifies enforceable park rules, trail systems and MEARNG installation boundaries, along with their respective histories / purposes, and distribute widely through the City Recreation Office, Auburn Suburban Little League, Taylor Park Association, Androscoggin Land Trust and Sno Gypsies snowmobile club as well as other sources.
- Pros / Cons: This is good public service and would help to avoid problems at Mount Apatite Road for those who are unfamiliar with the existing and modified trail system. This would benefit the military as it would minimize users' tendency to look for access through Mount Apatite Road. There is no con.

Sub-Category A.4: New or Relocated Trails

Adjust or Move Trail Locations with Respect to Installation Boundary:
Review existing trail locations and adjust to provide adequate clear zones and buffers relative to installation boundaries. The three existing trails that are most likely to be affected are the segment from Mount Apatite Road through the engineer training area into the Park, the unauthorized snowmobile trail south and west of the GRC and the

portion of the 5K loop that is closest to the installation boundary.

Pros / Cons: Relocating two of the three trails is discussed in strategies 3 and 7. The third trail (i.e. the portion of the 5K trail nearest the installation boundary) will require relocation only if the City and DoD enter into an agreement to swap land in that area and the DoD does not agree to a current use easement granted to the City. See Category B.

B. <u>BUFFERS – LAND SWAPS AND FUTURE</u> FEE OR <u>EASEMENT ACQUISITIONS:</u>

Problem Statement:

The installation consists of 176 acres, including 16 acres of leased land abutting city park land. This is substandard for the type of training undertaken at the site when the average MEARNG training site is 331 acres and an ideal training site size for the type of operations conducted in Auburn is 650 acres. Of those 176 installation acres, roughly 28 acres are unavailable for military use because they are being used by the City and ASLL (the GRC). When they were built, it was the City's intent to replace the lost installation's land. environmental issues affecting the GRC, the land swap did not occur. Non-military facilities exist on DoD land without legal authorization.

The City owns roughly 300 acres known as Mount Apatite Park. Of those acres nearly 79 acres are deed restricted for recreation use only. An additional nearly 31 acres are restricted for public purposes only and the balance of the acreage has no restrictions. See Figure 4. 10.

Completing a land swap to satisfy DoD real estate criteria may require a greater than 1:1 ratio as in the past. MEARNG has requested a real estate review by the DoD's ACOE. In addition, private land that exists at the periphery of the Park has been evaluated for its current use and suitability for potential future growth. In order to expand buffers around the installation and manage growth the City may wish to consider key acquisitions around the Mount Apatite Recreation Area.

Sub-Category B. 1: Recommended Strategies for Land Swaps

- 19. Land Swap Option 2: The City and MEARNG should pursue the land swap discussion with the ACOE which serves as the real estate agent for the DoD. Priority parcels for MEARNG include those that are currently NOT restricted to Recreation Use only.
- o **Pros / Cons:** MEARNG installation size is well below standard for operational utility. There is no license or agreement allowing the City / ASLL to occupy the area of the GRC. Use of the GRC has exacerbated conflicts for the training site. If the GRC is transferred to the City, the ACOE will require other land to fill the gap; the ratio of transfer is not known to date. **Note:** In a final swap agreement the City may wish to include a reversion clause that addresses the unlikely situation of a MEARNG decision to abandon its Auburn training site, allowing any transferred land from the Park to be returned to the Park.

20. Relocate Ballfields (GRC) - Option

- **3:** The City should conduct an assessment of the cost to relocate the GRC so that a land swap is not necessary. As such the GRC could be freed up for MEARNG use. If this option is pursued, the City and MEARNG should consider negotiating for a small parking area with a separate access point on Garfield near a new relocated trail head. See strategy 7.
- o Pros / Cons: Relocating the GRC would be consistent with city policy to consolidate all athletic fields. Opting for this approach would greatly reduce the impact on MEARNG operations - except in consideration of a parking lot and trail easement described in strategies 3 and 7 - and allow the Park to remain intact as no (or less) land within the current Park would need to be transferred to MEARNG. The con to this is that the military may find that this portion of its installation is less valuable for training purposes because of its proximity to the road, developed properties and possible infringement of a parking lot and trail at the edge of MEARNG land.
- Any relocation strategy should be given adequate lead time (5-10 years) for planning purposes.

Sub-Category B. 2: Recommended Strategies for Increasing the Compatible Use Buffer between MEARNG and Adjacent Land Uses:

MEARNG is a "good neighbor" to Mount Apatite Park. However, as the City grows, the City and MEARNG want to assure that neither facility is negatively impacted by future development conflicts.

- 21. Restrict for "Public Use Only" any Currently Unrestricted city land Within the Park:
- Pros / Cons: While deed restrictions may be removed by a court of law, the intent of the City would be clear. Such an act would also discourage future decision makers from selling off land for development, thus negatively affecting the operational utility of the installation and further affecting the Park.
- 22. Explore the Feasibility of Purchasing Additional Land at the Borders of the Park and MEARNG:
- Pros / Cons: Strategic acquisition of abutting land would increase the compatible use buffer adjacent to the MEARNG installation and discourage encroachment by recreator activities. At the same time, the additional land would increase the size of the Park and would offset lost land that may be required in a land swap discussed in strategy 19. The Federal Government has a grant program that may be helpful in assisting with costs associated with increasing compatible use buffers adjacent to military installations.
- 23. Obtain Right of First Refusal for Key Parcels that Abut the Park: This strategy helps avoid lost opportunities as abutting parcels become available for sale.
- Pros / Cons: This recommendation goes hand in hand with strategy 22 and would allow the City to consider such

purchases over time. Once privately owned parcels for which the City has a right of first refusal are ready for market, the City would have to decide whether the time is right or whether that particular parcel represents the highest and best option for expanding the Park and related buffers to the military operation. If the City decides not to pursue acquisition at that time, the parcel would be placed on the open market and could be developed for any purpose allowed by city policy or ordinance.

C. FUTURE DEVELOPMENT AND LAND USE COMPATIBILITY – COMPREHENSIVE PLAN AND ZONING IMPLICATIONS

Problem Statement:

Current zoning is fairly restrictive; future land use plans maintain that restriction. A substantial portion of the undeveloped land in the area is affected by wetlands and phosphorous management rules affecting development in the Taylor Pond watershed would also limit the intensity of future development.

Sub-Category C.1: Recommended Strategies for Minimizing Future Land Use Conflicts between MEARNG and Abutting Lands

24. Amend the 2010 Comprehensive Plan:
Amend the Plan to include information about the MEARNG installment in the inventory section, incorporate the JLUS and its recommendations, and re-name the relevant Future Land Use area (from Conservation / Open Space) to Public Use and Conservation / Open Space

 Pros / Cons: This strategy acknowledges the presence of the military installation as well as the Park and thus provides a more accurate understanding and treatment of the area. Amending the Plan would make the JLUS formal city policy authorizing MEARNG and city staff to begin its implementation including development of relevant ordinance amendments.

25. Adopt a policy that creates a military operations overlay zone:

Pros / Cons: MEARNG has had a presence as a major landowner in this area since 1926 making it a long term and unique land use in the community. A military overlay zone would alert prospective land owners of the installation's presence and avoid or minimize future "not in my backyard" (NIMBY) reactions to ongoing and future military operations.

D. ONGOING MANAGEMENT – COMMUNICATIONS, FRIENDS AND OTHER

Problem Statement:

Except through this JLUS process there has been no formal mechanism for MEARNG and city personnel to collaborate and solve problems or to bring interest groups together with the City and MEARNG to discuss conflicts involving use of both facilities. Without such a mechanism the ability to create an aggressive awareness and outreach program is hampered. addition, Mount Apatite Park has little to no improvement capital program maintenance budget. Many public

recreation areas have non-profit organizations to assist with fund raising and management activities.

Sub-Category D.1: Recommended Strategies to Improve Coordination and Communication between City and MEARNG

26. Develop emergency access and response protocol between City and MEARNG:

• Pros / Cons: In the event of an emergency at the installation or within the Park, there may be a need for emergency personnel to access the Park in a way that impacts the installation or the Park. Creating a communications and access protocol for such potential events would allow for more efficient and effective response by both the City and MEARNG.

27. The City and MEARNG should meet at least twice each year to discuss progress on implementing the JLUS or other issues / concerns that may arise:

 Pros / Cons: These meetings could ensure that progress is maintained in implementing the JLUS and could provide a venue that promotes increased awareness of MEARNG and city operations or policy discussions affecting the area.

28. MEARNG and the City should collaborate to undertake an aggressive public awareness and outreach program: The program would emphasize engineer and infantry training as well as anticipated noise from military small

arms activities in proximity to residential, recreational and commercial activity centers.

- Pros / Cons: The twice per year meetings discussed in strategy 27 could ensure that actions to promote the increased awareness of MEARNG and city operations are addressed as they arise. This could be a standing item on the twice per year meeting agendas.
- 29. Except as may be affected by operational security regulations, MEARNG should communicate with the City when it intends to undertake physical improvements, planning efforts (such as the Integrated Cultural Resources Plan) or major changes in operations at the facility:
- Pros / Cons: This strategy would provide an opportunity for the City to obtain a full understanding of the potential impacts those improvements or planning efforts may have on the adjacent Park and surrounding area. Once impacts have been understood, the City could work with MEARNG to communicate possible changes to the public.
- 30. The City should inform MEARNG whenever planning efforts are undertaken that may affect operations at the training facility:
- Pros / Cons: This would provide MEARNG an opportunity to obtain a full understanding of the potential impacts those planning and development efforts may have on the installation. Once impacts are understood, MEARNG could

work with the City to solve problems and avoid unreasonable impact on the operations of the installation.

- 31. At least twice annually, the City and MEARNG should bring interest groups together for a briefing session on changes by any party and to hear concerns or needs:
- Pros / Cons: This strategy would provide a good neighbor approach to meeting with affected parties informally or formally to solve problems and promote agreed upon changes. Spring and fall are suggested as timeframes.
- 32. The City should create an implementation committee or assign to an existing committee the charge of overseeing implementation of the JLUS:
- Pros / Cons: Such a committee would be made up of citizens with MEARNG and city representatives where the JLUS is the focus and all parties are working together to implement it. The Recreation Advisory Board was suggested as the appropriate committee to oversee the JLUS implementation

<u>Sub-Category D.2: Recommended</u> Strategies for Implementing the JLUS:

- 33. The City should pursue grant opportunities to assist with implementing the JLUS:
- Pros / Cons: Grants are one way to assist with funding capital improvements outlined in the JLUS. However, grant applications require personnel to write

and administer an application; once a grant is received, grant management is required, but this is comparable to the City allocating resources to undertake a project.

- 34. The City should explore creating a "Friends" group or collaborate with existing non-profit groups with an interest in Mount Apatite Park:
- Such groups could assist with fund raising for maintenance and capital needs especially around trails wayfinding signage and on and off-site maintenance.

ADDITIONAL RECOMMENDATIONS with less direct effect on MEARNG installation:

- 35. Review mining rules and amend as needed to respond to rock hounder desire for more mineral finding opportunities.
- The City may wish to adopt the MHPC recommendation to undertake additional documentation of the twentieth century mining operation before further disturbing the area.
- 36. Replace signage around the quarries to alert recreators of potential hazards.
- 37. Negotiate a renewed short term lease for continued use of the GRC until a more permanent solution is implemented.

- 38. Identify a city owned parcel for the Auburn Rifle Club to exchange for the one currently being leased by MEARNG; the City should acquire/swap and then transfer to MEARNG.
- 39. Prior to making major public facilities and land investments, examine all the City's public facility and land needs, including those currently being studied in addition to others that may arise in the foreseeable future; consider available properties in Auburn, as well as those properties that may be vacated as new facilities are developed.

Chapter 6 – Preferred Solutions and Implementation

Selection of a Preferred Solution

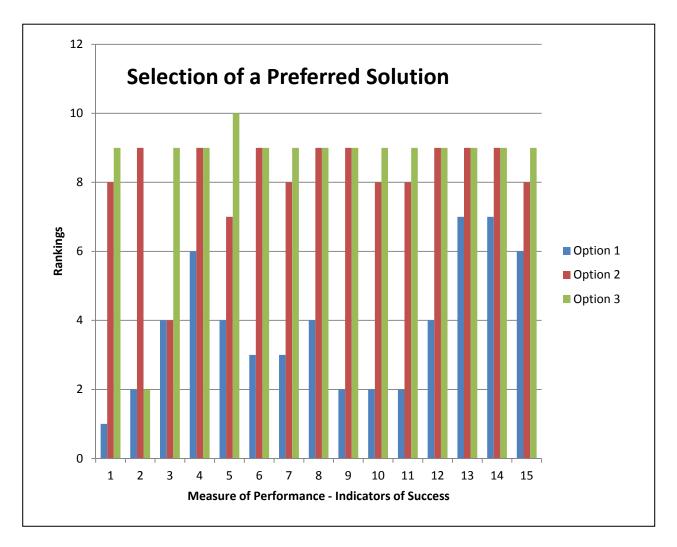
Prior to selecting a preferred solution, the Policy Committee reviewed the goals of the ensuring sustainability of the JLUS military's mission, protecting the community's health, safety and welfare, improving coordination between the City and MEARNG, and accommodating competing interests in a mutually agreeable way.

The Committee reviewed and discussed measures of performance or "indicators of success" in meeting these goals. The Committee adopted the following indicators, which if achieved, would provide evidence that the strategies have been successful in meeting the goals of the JLUS:

- Increase active/useable MEARNG land
- Increase regulatory protection of Auburn training site
- Reduce/minimize park land lost limit land swap ratio or otherwise minimize loss of use of park land
- Ensure park land protection for the long term (i.e., use-limiting easements)
- Minimize need for new or relocated trails
- Maintain/improve the Garfield Road Complex
- Maintain/improve Mount Apatite Park for snowmobilers, cyclists and hikers
- Maintain/improve access for rock hounds
- Reduce/minimize pedestrian/vehicular conflict
- Increase pedestrian safety
- Increase vehicular safety

- Improve parking
- Reduce straying recreators
- Publicize alternative access points
- Improve communications
- Ensure park land protection
- Ensure long term protection of city land

Auburn Recreation Advisory Board - The JLUS recommends that the City's Recreation Advisory Board, whose role is to advise the Recreation Director and City Council on the development planning and οf comprehensive system of recreation services for the benefit of the citizens of the City of Auburn and visitors, as well as to "serve as a liaison between the Recreation Director, the City Council and the citizens of Auburn". The Advisory Board is responsible for reviewing existing programs of the Parks and Recreation Department and planning for revised supplementary or new programs to meet the present and future needs of the City. The JLUS recommends that the Advisory Board take the lead for many of the City's responsibilities and be the primary Implementation Committee on its behalf. Many other groups associated with Auburn city government and MEARNG, as well as recreation, mining, environmental, economic, and residential interests have a role to play in implementing this JLUS. Some groups have particular skills, like the Taylor Pond Association. Others, like the Androscoggin Land Trust and the Sno Gypsies, may have access to resources that could fund or help construct specific improvements, acquisitions, or strategies. Each group has a part to play - even potentially helping to create a "Friends" group in the future that could work with the City and MEARNG to generate coordinated, financial support ongoing implementation, maintenance, and communication efforts.



Clearly Option 1, Safety and Administrative Changes Only, has the lowest rankings for each of the individual measures of performance as well as for combined overall rankings. While Option 3, Relocating the GRC, ranks highest for most individual and overall indicators of success, Option 2, Land Swap, tracks favorably for most individual indicators, as well as overall. It should be noted that Option 2 does not perform as well as Option 3 for the following indicators - increasing amount of active MEARNG land; reducing the amount of Park land lost, reducing the amount of Park land, minimizing the need to construct new or relocate existing trails; maintaining/ improving conditions for snowmobilers,

cyclists, hikers; increasing pedestrian safety; increasing vehicular safety; ensuring long term protection of city land - it's overall performance is relatively similar to Option 3.

Solution

After careful deliberation, the Policy Committee selected Option 2, a Land Swap for the Garfield Road Complex as its preferred solution for the JLUS. This option includes many of the strategies described in Chapter 5 and is envisioned to be implemented in phases over 15 years or more.

 Within five years, the ballplayers, hikers, snowmobilers, rock hounds and nature

enthusiasts who come to the Mount Apatite Recreation Area will be aware of the training site and its operation as a good neighbor because of an ongoing, joint City / MEARNG, public awareness and outreach campaign. The City, MEARNG and others have posted a map and brochure on their web sites that identify access points, trails, recreation facilities and attractions and Park and MEARNG boundaries. The maps and brochure, along with a donation box, are available at official access points to the Park. A new trail head and trail along MEARNG's southerly boundary is in place and trails and boundaries with MEARNG land are marked with small signs. As a result, recreators rarely get lost on the trails now or stray onto restricted portions of MEARNG property to access park trails. New safety signage has been posted at the quarries.

The City has just completed a land swap to replace its short term lease for the ballfields and parking area at the Garfield Road Complex and, while the Park is smaller, the community still is able to use the trails as they have in the past (except through the engineer training area) because the MEARNG and DoD have negotiated easements to allow them on MEARNG land. Because of this the possible relocation of the 5 K trail near the 2013 installation boundary was not needed. When the City swapped land for the GRC, it included a clause in the deed for the property, so the land will revert to City ownership if and when the MEARNG leaves the site. In addition. as part of the consideration for the land swap, the City is in the process of revising its 2010 Comprehensive Plan and current Zoning Ordinance to include

references to the training site and policy that directs the City to adopt a Military Operations Overlay Zone. The Planning Board is beginning to review local mining regulations to explore opportunities to enhance opportunities for rock hounds.

MEARNG's use of the training site has improved because of reduced encroachment on its property and concerns about liability. The City and MEARNG are applying for additional grant funds to further expand buffers to protect the function of the training site. Existing unrestricted park lands have been deed restricted by the City for public use only. Soon after the JLUS was completed, the City secured a right of first refusal for a number of properties adjacent to the Park and MEARNG. At this point, the City Council and one landowner are discussing the details of a possible acquisition and community groups are contemplating the creation of a "Friends of Mount Apatite Park" group. The hope is that the "Friends" will support, and in some cases initiate, fundraising, including applications for grants to supplement the City's other grant efforts in support of acquisition and improvement of additional park land.

Parking is not as tight at the Garfield Road Complex as it is today because of the new, small parking area on Garfield Road close to Minot Avenue. Pedestrians are safer because of the new crosswalk that extends from Mount Apatite Road across Garfield Road to Stevens Mill Road. Plans are in the works to create one or two new access points on Garfield Road and to expand shoulders and sidewalks to promote safer access

from the surrounding neighborhood. Some of the traffic on Garfield Road that used to use the Mount Apatite access now goes to the Small Road access, especially visitors who live west of the Park who are directed there by signs along Auburn roadways. The City has discontinued Mine Road and renamed it to deter recreators from using the road for access to the Park.

As part of implementing the JLUS, the Recreation Advisory Board, which serves as the Implementation Committee, organizes twice vearly meetings between the City and MEARNG. These regular meetings have significantly improved communications about problems, emerging issues, opportunities for collaboration and planned improvements. One of the products of this collaboration is the development of emergency access and response protocols which will help protect guardsmen, recreators and neighbors alike. Since the City and MEARNG also meet regularly with problems community groups, opportunities are resolved quickly and with relatively little angst.

Within ten years, the City has acquired two additional parcels of land adjacent to the Park, based on previously executed rights of first refusal. The 2010 Comprehensive Plan and Zoning Ordinance have been amended to provide further protection for the training site by expanding public knowledge about it. Mining regulations also have been amended and, working with the "Friends" group, the City has turned over a small area of mine tailings to "refresh" them for rock hounds. In

turn, the rock hounding community organized a highly successful "kick-off" weekend that drew rock hounds from far and wide to prospect this new opportunity and support the local economy.

While MEARNG's use of the training site continues to improve, MEARNG's training opportunities are limited by the substandard size of the site. City and "Friends" efforts have secured additional grant funds to continue to implement recommendations from the JLUS, including further expansion and enhancement of the Park.

In addition to the new trail head and primary access trail at MEARNG's southerly boundary, a new access point has been developed on Garfield Road at the Little property, each with new, small parking areas. Sidewalks and shoulders were extended along portions of Garfield Road to improve pedestrian and cyclist safety. These new accesses have reduced the number of recreators using Mount Apatite Road to access the Park. Web cams have been added to the Small Road access to reduce vandalism. The City is beginning to work with landowners on Minot Avenue to explore another new access, coupled with a joint economic development initiative.

The City and MEARNG continue to meet twice a year and meetings with community groups usually focus on collaborative efforts to support the Park, GRC, and MEARNG, since there are few conflicts or issues that arise or remain to be addressed.

Within fifteen years, the City has developed another new access, designed to be the main entrance, to the Park from Minot Avenue. This was made possible because MaineDOT. Androscoggin Transportation Resource Center (ATRC) and the City improved the character and function of Minot Avenue based on a complete streets policy adopted by the City. The new access continues to reduce the number of recreators who drive onto Garfield and Hatch Roads for Mount Apatite access, which further reduces pressure on training operations and MEARNG's concerns about liability. In conjunction with the new Minot Avenue main entrance is a new, privately owned bike shop and provisioner for park outings. The new economic use includes picnic tables and rest room facilities. Bikes and other recreational equipment can be rented at this location: recreators can purchase and consume food; friends can meet; all to enhance use of the Park and provide economic returns to businesses and the City. Building on these economic development efforts are plans for an annual rock hounds gathering and addition of a small mining museum at the site. Crosswalks and some sidewalks have been added to Minot Avenue to enhance safe access to the Park from the neighborhoods to the south. The Recreation Advisory Board is considering whether to pursue creating an additional access on Garfield Road at the informal trail head near the Perkins Ridge / Hatch Road intersection.

City and "Friends" efforts continue to secure grant funds to further implement recommendations from the JLUS.

The City, MEARNG and community groups continue to meet twice a year.

The following descriptions in Figure 6.1 expand on the vision of the preferred solution to provide a sense of who would be responsible for implementing the strategy, groups that might be involved, an order of magnitude cost estimate, and timeframe within which the strategies hope to be implemented. The City, MEARNG and other interested groups should anticipate a ten to twenty year timeframe to implement the majority of the strategies. However, a number of the strategies can proceed immediately. In fact, the MEARNG has already started surveying and marking its boundaries, though signage has not been installed. The timeframes in Figure 6.1 are implementation estimates. Actual strategies, or parts thereof, may occur sooner or later than anticipated.

Figure 6.1 Preferred Solutions, Partners, Cost Estimates and Timeframes

(Primary Responsibility for Action on Strategy highlighted in Chapter 5 with symbols for City and MEARNG)

Strategy Number	Strategy	Partners	Cost Estimate	Timeframe
1	Mark MEARNG installation boundaries and 'clear zone' with metal posts and signs every 50'.	MEARNG, Parks & Public Works Dept	\$86,000- \$90,000 (less, if part of training activities)	Within 5 years
3	Permanently re-route pedestrians at Mount Apatite Road via a new trail, sidewalk, or shoulder along Garfield Road heading toward Minot Avenue to a new multi-use trail and small parking area near the southern boundary of MEARNG land. (see Strategy 18)	Recreation Advisory Board, Parks and Public Works Dept, MEARNG, Chamber of Commerce, Scouts	\$96,000- \$220,000	5-10 years
4	4.a Install crosswalk at intersection of Garfield, Stevens Mill and Mount Apatite Roads. 4.b Improve shoulders and add sidewalks or shoulders Garfield Road and 4.c Stevens Mill Road, and 4.d Minot Avenue, if possible.	Recreation Advisory Board, Parks and Public Works Dept	\$11.5M - \$25. M	4.a – within 5 years All others - 10- 15 years
7	Garfield Road Access 1 – Create or retain a parking area approximately 250' south of Mount Apatite Road at the southern boundary of the MEARNG land to accommodate park visitors who must drive from eastern locations.	MEARNG, Recreation Advisory Board, ACOE, Auburn Suburban Little League	\$123,000- \$360,000	5-10 years
8	Garfield Road Access 2 (at Little Property) – Create a new access and small parking area at the Little property on Garfield Road.	Recreation Advisory Board, Parks and Public Works Dept, Androscoggin Land Trust, Trust for Public Lands	\$28,000- \$40,000	5-10 years
9	Garfield Road Access 3 – Create a new access at the existing informal trailheads near Perkins Ridge / Hatch Road intersection.	Recreation Advisory Board, Parks and Recreation Dept, Sno Gypsies	\$28,000- \$45.000	15+ years
10	Small Road Access – Improve road and parking area and direct drivers to this access	Recreation Advisory Board, Parks & Public Works Dept, Sno Gypsies	\$92,000- \$100,000	Within 5 years
11	Deter vandalism – Monitor increased activity and install web cams to deter vandalism, if appropriate.	Recreation Advisory Board, Planning Dept, Sno Gypsies	\$25,000- \$35,000	5-10 years
12	Mine Road Access – Discontinue public access.	City Council, Parks & Public Works Dept	\$100	Within 5 years
14	Minot Avenue Access – Create access and colocate snowmobile and hiking trails near CMP property.	Recreation Advisory Board, Parks & Public Works Dept, Chamber of Commerce	\$69,000- \$95,000	10-15 years
15	Internal wayfinding – create wayfinding signage system to clarify the location of Park and MEARNG land in order to avoid confusion and discourage "short cutting".	Recreation Advisory Board, Parks & Public Works Dept, Androscoggin Land Trust,	\$9,000- \$10,000	Within 5 years

Figure 6.1 Preferred Solutions, Partners, Cost Estimates and Timeframes

(Primary Responsibility for Action on Strategy highlighted in Chapter 5 with symbols for City and MEARNG)

Strategy Number	Strategy	Partners	Cost Estimate	Timeframe
		Sno Gypsies, Taylor Pond Association		
16	External wayfinding – Install directional signs on roadways surrounding the Park to guide travelers to official access sites.	Recreation Advisory Board, Parks & Public Works Dept, Androscoggin Land Trust	\$5,000- \$20,000	Within 5 years, update for new access
17	Map/brochure/ web page – Create a park and MEARNG map and brochure that show access points and boundaries. Post on websites.	Recreation Advisory Board, Parks & Public Works Dept, Androscoggin Land Trust, Trust for Public Lands	\$4,000- \$7,000	Within 5 years, update for new access
18	Relocate 5K trail – Adjust location of existing trails (see strategies 3 and 7) to provide adequate clear zones and buffers to MEARNG property. Relocate trail nearest installation boundary if the City and DoD do not enter into an easement or lease agreement.	Recreation Advisory Board, Parks & Public Works Dept, Androscoggin Land Trust, Scouts, Trust for Public Lands	\$60,000 \$730,000	Within 5 years
19	Land swap (unknown ratio) – Pursue a land swap (GRC for park land).	Recreation Advisory Board, City Council, MEARNG, ACOE, Auburn Suburban Little League, Androscoggin Land Trust	\$84,000 - \$136,000	Within 5 years
21	Land restrictions on city owned unrestricted park land – Adopt deed restrictions for public use only.	Recreation Advisory Board, City Council	\$2,000	Within 5 years
22	Land acquisitions at borders of the Park and MEARNG – Acquire abutting land strategically to increase the compatible use buffer adjacent to the installation and discourage encroachment by recreators.	Recreation Advisory Board, City Council, MEARNG, Androscoggin Land Trust	\$2,700 - \$3,400	5-15 years
23	Right of first refusal – Secure right of first refusal for key parcels that abut the Park, then when the properties are ready for market, decide whether to acquire them.	Recreation Advisory Board, City Council, Androscoggin Land Trust	\$4,000	Within 5 years
24	Amend comprehensive plan – Amend the plan to include information about MEARNG facilities, incorporate the JLUS, and revise name of Future Land Use area. See Appendix.	Planning Board, City Council, Recreation Advisory Board	Admin.	Within 5 years, coincide with land swap
25	Create military overlay zone – Amend the City's zoning code to include a Military Operations Overlay Zone. See Appendix.	Planning Board, City Council, Recreation Advisory Board	Admin.	Within 5 years, coincide with land swap
26	Emergency access/response protocol – Develop emergency protocols between the City and MEARNG to provide for emergency personnel to access the Park or MEARNG in ways that reduce impacts on the other.	Recreation Advisory Board, Planning Department, Androscoggin Land Trust	Admin.	Within 5 years

Figure 6.1 Preferred Solutions, Partners, Cost Estimates and Timeframes

(Primary Responsibility for Action on Strategy highlighted in Chapter 5 with symbols for City and MEARNG)

Strategy Number	Strategy	Partners	Cost Estimate	Timeframe
27	Biannual (or as needed) meetings of City and MEARNG to discuss progress on implementing the JLUS or other issues as needed.	Recreation Advisory Board, City Council, MEARNG	Admin.	Within 5 years
28	Public awareness campaign – Emphasize military training, anticipated noise.	Recreation Advisory Board, Androscoggin Land Trust, Planning Dept	\$20,000	Within 5 years
29	MEARNG communicates with City.	MEARNG, City Council, Recreation Advisory Board	Admin.	Within 5 years, ongoing
30	City communicates with MEARNG.	City Council, MEARNG, Recreation Advisory Board	Admin.	Within 5 years, ongoing
31	Interest group biannual or annual events.	City Council, MEARNG, Recreation Advisory Board, Androscoggin Land Trust, Auburn Suburban Little League, Sno Gypsies, Trust for Public Lands	\$5,000 (for 2 events)	Within 5 years, ongoing
32	Establish Implementation Committee.	City Council, Recreation Advisory Board	Admin.	Within 5 years, ongoing
33	Pursue grants.	Recreation Advisory Board, MEARNG, Androscoggin Land Trust	Admin.	Within 5 years, ongoing
34	Create "Friends" group.	Recreation Advisory Board, MEARNG, Androscoggin Land Trust	Admin.	5-10 years
35	Review mining ordinance & consider economic development opportunity for rock hounds.	Planning Dept, Planning Board, Recreation Advisory Board	Admin.	5-10 years
36	Replace safety signage at quarries.	Parks & Public Works Dept	\$1200	Within 5 years
37	Negotiate short term lease for GRC	Recreation Advisory Board, ACOE	\$3,000 - \$10,000	Within 5 years
38	Identify and swap land with the Rifle Club, potentially to be conveyed to MEARNG.	Recreation Advisory Board	\$6500 - \$13,500	Within 5 years

Considerations and Caveats

Because of uncertainty about the land swap ratio pending the completion of the ACOE appraisal, the outcome of the City's study of Options for Relocation of the Edward Little High School and the Auburn Athletic Facilities Needs Assessment, the Policy Committee's recommendation for the land swap was made with a number of considerations and a few caveats.

Land Swap Ratio and Easements or Leases

– Because the ACOE appraisal establishing the required ratio for the land swap will not be available for the near future, the Policy Committee offers its recommendations based on uncertainty about how much land may be required to complete the swap and, hence, is concerned about the impact the swap may have on the various recreational uses of the Park.

its final deliberations, the Policy Committee affirmed that it was less concerned about the specific ratio the ACOE may determine than it was about the public being able to continue to use the Park and trails, including those on future MEARNG and federal property and that do not cross the MEARNG clear zone, as it does today. As such, a ratio of 1:1, 1:2 or higher may be acceptable as long as easements, leases or other mechanisms can be negotiated with the MEARNG and DoD to allow continued use of existing trails. The Policy Committee also recommends that if such easements or leases cannot be negotiated, the City should not undertake a land swap for the GRC at a greater than 1:1 ratio.

If the easements or leases will not be forthcoming and the recommended ratio is greater than 1:1, the City will have to decide whether to pursue Option 1 – Safety and

Administrative Changes Only or Option 3 – Relocating the Garfield Road Complex to another site in the City.

Though the community must wait for the ACOE's report on a required ratio for a land swap, it need not wait to implement some of the other recommendations of the JLUS, including strategies 1, a portion of 4, 10-12, a portion of 15, 16-17, 21-22, 23, and 26-38.

Central Field Complex - The following discussion is laid out to assist with future decision making should the DoD/ACOE determine it is not in its best interest to permit the public to continue use of trails that traverse land the City would agree to transfer in exchange for the athletic fields at the GRC. The City's 2010 Comprehensive City's Plan recognizes the strong commitment to provide recreational amenities and notes that "there are few formal recreation opportunities for rural residents. Though open space is abundant in the rural areas, youth who live there must significant distances to reach playgrounds, ball fields, and other recreational facilities."

strategy E.1.1.b, the 2010 Comprehensive Plan directs the City to "Assess the viability of developing a consolidated sports field complex to replace marginally useful fields throughout the community. If such a complex is determined to be viable, begin the process of acquiring a location and designing a facility." In 2013, the City hired Wright-Pierce to conduct a needs assessment and evaluation anticipated expansions of programs and the program needs of all stakeholders. Following completion of the first phase of the athletic fields study in the spring of 2014, Wright Pierce began a technical engineering analysis of current facilities and associated costs for rehabilitation, relocation, or expansion to meet the needs assessment findings, which is anticipated to be completed in the fall of 2014. Furthermore, discussions with the Cumberland, Freeport and South Portland officials document that it took each of those communities between five and ten years to fully develop their multiple field complexes.

A decision about whether to relocate the GRC has many moving parts. The number of acres the ACOE will require for the land swap, whether the City owns or can acquire suitable acreage at a reasonable cost, the outcome of the ongoing Athletic Facility Needs Assessment, the availability of one or more appropriate and available sites for a central field complex, among other needs for sizeable public facilities will influence the City's decision about whether to relocate the GRC.

As the City is just now embarking on its evaluative process, a decision about how to address the security and legality of the GRC continuing in the Mount Apatite area in at least the short term is warranted. At the same, time, the City may want to hold off on major capital investments in the immediate vicinity of the GRC until the ACOE provides details on the number of acres it will require in a land swap to provide the City with permission for the Garfield Road Complex to operate at their current location off Garfield and Mount Apatite Roads and the results of the Athletic Facility Needs Assessment have been prepared.

Cooperation Between City and MEARNG – In the past, there has been a breakdown in communication between the City and MEARNG, with ties stretched until they are

largely severed upon changes in officials for both organizations. This JLUS assumes that many current and potential conflicts between the Auburn training site and adjoining land uses can be mitigated with continued communication going forward, including:

- establishing points of contact for each organization and updating those contacts upon changes in key personnel;
- developing emergency access and response protocols;
- meeting biannually to discuss progress on implementing the JLUS and other issues that may arise; assuming the Auburn City Council adopts the JLUS in June 2014, the first biannual meeting could take place in November 2014 and then be followed by meetings in May of 2015;
- collaborating on an aggressive public awareness campaign and outreach program;
- making each other aware when planning physical improvements or major changes in operation; and
- meeting with interest groups at least twice annually to hear concerns or needs.

MEARNG'S Future Plans – If in the future, MEARNG should decide that it no longer needs the training site in Auburn, the City could consider purchasing it and augmenting the Park or introduce other public uses such as additional athletic fields.

FUNDING OPPORTUNITIES TO EXPLORE, STEPS TO TAKE:

There are many opportunities available to help the City and MEARNG implement this JLUS. Funding sources range from government or foundation grants to public and nongovernmental groups for public operating and capital budgets. The City can use economic development and fiscal management tools like tax increment financing districts (TIFs) to tap into future tax revenue generated from Minot Avenue development to support improvements to the Park, particularly those that improve access and mobility from Minot Avenue and Garfield and Hatch Roads. Some other tools to explore include:

Army Compatible Use Buffer (ACUB) **Grants:** The purpose of the JLUS program is for military installations and surrounding communities to develop compatible land use plans to minimize the effects of development on the installations. The JLUS also provides an opportunity for installations and adjacent communities to work together to promote compatible community development in the vicinity of an installation.

National Guard Pamphlet 210-20, Real Property Development Planning Procedures for The Army National Guard, dated 5 October 2007 indicates that the DoD may provide funds to support the purchase of land title and/or easements which restrict development rights to limit or buffer the installation from the development of incompatible land use activity on tracts of land that surround the installation. In addition, 10 USC §2684a authorizes DoD to enter into agreements with eligible entities for the entity to acquire property interests to limit encroachment and other constraints on military training, testing, and operations and/or to preserve habitat to relieve environmental restrictions on military operations. The purpose of the ACUB is to limit internal or external encroachments (noise, dust, light pollution, natural and

cultural resource management). The typical timeline from the MEARNG submission to funding is approximately one year.

Tax Increment Financing (TIF): Tax Increment Financing (TIF) is an important public financing tool that focuses on economic development, its ability to capture and shield new value, and its ability to be applied to a broad range of activities. Many communities in Maine, and elsewhere, have used TIFs to help redevelop and make investments in community improvement projects. A TIF protects the community by sheltering the value gained from new development from valuation used in many state formulas that return funds to the municipality - school aid, revenue sharing, county taxes - reducing the benefit of the development to the community. In general, for every \$1 of new value, \$0.60 is lost through losing state subsidies or paying higher taxes.

TIFs may be applied to a broad range of activities — improvement of vehicular, pedestrian, and bicycle access to Mount Apatite Park including the construction of new access points, parking, sidewalks and crosswalks as well as for trail relocations, wayfinding and other park improvements, and land acquisition that supports economic development.

Other municipal funding sources include annual operating budgets, general revenue bonds, capital reserve accounts and endowments.

Partnerships – The JLUS depends on the City and MEARNG working together and much is to be gained from implementing the recommendations on improving cooperation between them. Other

partnerships may help implement parts on this JLUS. For example:

- The Androscoggin Land Trust (ALT) has successfully promoted conservation education and outdoor recreation and appreciation of natural heritage. It has developed a number of projects in the region that have secured Land for Maine's Future (LMF) grants. As part of the land trust system, they also have access to large sources of short term gap funds from national entities like The Nature Conservancy (TNC) to help purchase conservation land.
- The Auburn Suburban Little League (ASLL), School Department and other recreation interests have a natural incentive to work together in the pursuit of an adequate number of athletic fields, particularly during the wet months of spring. A partnership among the Recreation Advisory Board, ASLL and School Department in assessing the needs and condition of the GRC as well as the feasibility, potential location, and cost of a consolidated location or locations could help meet the City's recreation needs, take advantage of the maintenance and usage efficiencies and avoid the costly missteps taken by other communities in similar endeavors. See summary information regarding the

- experience in Cumberland, Freeport and South Portland in Appendix E.
- · All of the groups, as well as individuals, who have an interest in the Mt. Apatite area could join together to form a "Friends" group to support implementation of this JLUS. Friends groups are particularly important as an expression of community support in many grant applications. They can also be an important source of support for budgets and for ongoing maintenance, which is critical to the success of some of the JLUS recommendations in the long term.

A general listing of some additional grant opportunities is provided in Appendix G.

APPENDICES

- A. Link to Auburn JLUS Natural Resources Report
- B. Mount Apatite Park User Survey
- C. Community Attitudes about MEARNG Survey
- D. Decibel Levels of Common Sounds
- E. Consolidating Fields Case Studies of Several Maine Communities
- F. Draft Comprehensive Plan and Zoning Ordinance Changes
- G. Potential Grant Sources
- H. Memo of Substantive Edits from Draft to Final Plan
- I. Link to Mount Apatite Multiple Use Recreation Plan 1991

THIS PAGE INTENTIONALLY LEFT BLANK

APPENDIX A - LINK TO AUBURN JLUS NATURAL RESOURCE ASSESSMENT

Full Report available at

http://www.auburnmaine.gov/Pages/Government/Auburn-Maine-Joint-Land-Use-Study

APPENDIX B - MOUNT APATITE PARK USER SURVEY - JANUARY 2013

The Policy Committee for the Auburn Joint Land Use Study is exploring ways to improve the effectiveness of both the Maine Army National Guard Training Facility and the Mount Apatite Park Areas (i.e. ball fields, trails and quarry sites). The Committee wants to understand who uses the Mount Apatite Park Areas and for what purpose(s) as well how park users travel to and enter the area. This short 10-question survey is designed to help the Committee and Study Team gain some insights into these questions. **If you are 18 years old or older**, please take a few minutes to respond to this survey:

- 1. Where do you live? (street / neighborhood and Town) ______
- 2. Are you?
 - a. Male
 - b. Female
- 3. Are you?
 - a. Between 18 and 30 years old,
 - b. Between 31 and 40 years old,
 - c. Between 41 and 50 years old,
 - d. Between 51 and 60 years old,
 - e. 61 years old or older
- 4. When you use the park, are you
 - a. Alone (including with a pet)
 - b. With family
 - c. With friends
 - d. With Others
 - e. All of the above
- 5. How often do you visit the Mt. Apatite Recreation Area? choose one:
 - a. Daily
 - b. Weekly
 - c. Monthly
 - d. Several times per year
 - e. Only visited once or twice
 - f. Never
- 6. Do your visits occur predominantly in the (choose one)
 - a. Spring (March 21 June 20)?
 - b. Summer (June 21 September 20)?
 - c. Fall (September 21 December 20)?
 - d. Winter (December 21 March 20)?
 - e. Year Round
- 7. What are your purpose(s) for using the Mt. Apatite Area? (choose ALL that apply)

		Hiking	
		Biking	
	c.	Snowmobiling	
	d.	Skiing/Snowshoeing	
	e.	Mining	
	f.	Walking the dog(s)	
	g.	Playing ball or watching ball games	
	h.	Other (please specify)	
8.	From v	what access point do you most often enter the Mt. Apatite Area?	
	a.	Mount Apatite Road	
	b.	Mine Road	
	c.	Small Road	
	d.	Other (please specify)	
9.		lo you usually get to the Mt. Apatite Area?	
		Walk	
		Passenger vehicle	
		Bicycle	
		Snowmobile	
		Other (please specify)	
10.		lid you become aware of this survey?	
		Thru the Newspaper	
		Thru Radio / TV Public Service Announcement	
		Thru City notice	
		Thru Chamber, Service Club or other Private Club / Organization (Please ide	ntify)
	u.	This chamber, service class of other rivate class , organization (ricase lac	,,,c,,
Additio	nal	Com	ment:
Provide	Fmail	address if you wish to be included in a drawing for a \$50 gift certificate to an eat	erv in
		drawings will be held – one on May 1, 2013, the other on August 1, 2013). Only one	-
		ress, please. Enter email address here:	Citti y
ei eili	an auul	ess, piease. Litter eniali address nere.	

APPENDIX C – COMMUNITY ATTITUDES ABOUT MEARNG SURVEY

Representatives of the Maine Army National Guard (MEARNG) Training Site in Auburn are participating in a Joint Land Use Study (JLUS) with the City of Auburn. MEARNG is interested in exploring community attitudes toward its presence and activities on Mount Apatite Road. This short 24-question survey is designed to help the MEARNG, JLUS Policy Committee and Study Team gain some insights into the need for community education and outreach associated with MEARNG activities. If you are 18 years old or older, please take a few minutes to respond to this survey:

- 1. In what town do you live?
 - a. Auburn
 - b. Lewiston
 - c. Minot
 - d. Other
- 2. Do you know that there is a Maine Army National Guard Training Facility located on Mount Apatite Road in Auburn?
 - a. YES
 - b. NO
- 3. Do you know that there is a Maine Army Reserve Facility located on Minot Avenue in Auburn?
 - a. YES
 - b. NO
- 4. Do you know the difference between the Maine Army National Guard and the Maine Army Reserve?
 - a. YES
 - b. NO

If you answered No to guestion 2 or 3, please skip to guestion 10

- 5. Are you familiar with the types of training undertaken at the Maine Army National Guard facility on Mount Apatite Road (off Garfield Road)?
 - a. YES
 - b. NO
- 6. What types of training have you heard are undertaken at the Maine Army National Guard training site?
 - a. Engineer/Heavy Equipment training
 - b. Marksmanship
 - c. Land navigation
 - d. Other
- 7. Where do you get most of your information about the Maine Army National Guard?
 - a. Directly from someone who works/trains there
 - b. From friends who know people who work/train there
 - c. Just from general discussion in the community
 - d. From the media

- 8. Do you think the training that occurs at the Maine Army National Guard Training Facility is: a. Very important
 - b. Important
 - c. Not very important
 - d. Not important at all
 - e. I don't want it there
- 9. Do you know anyone who trains at the Maine Army National Guard Facility?
 - a. YES
 - b. NO
- 10. Have you ever encountered a member or members of the Maine Army National Guard when you were visiting Mount Apatite Park?
 - a. YES
 - b. NO
- 11. If yes, how would you best describe your encounter?
 - a. Very positive
 - b. Positive
 - c. Neutral
 - d. Negative
 - e. Very negative
- 12. If your experience was negative or very negative, please explain
- 13. Have you ever encountered a member or members of the Maine Army National Guard at businesses in Auburn?
 - a. YES
 - b. NO
- 14. If YES, how would you describe your encounter?
 - a. Very positive
 - b. Positive
 - c. Neutral
 - d. Negative
 - e. Very negative
- 15. If your experience was negative or very negative, please explain
- 16. What would best describe your sentiment toward the Maine Army National Guard presence in Auburn?
 - a. I am very proud of the men and women who serve in the armed forces and support all of their training activities and sites because we need well trained personnel.
 - b. I think a military presence is important but I do not support some of the government policies that cause our men and women to be engaged overseas
- 17. How do you think the Maine Army National Guard should plan for their future in this area?
 - a. I think they should consolidate their existing training facilities here

- b. I think the Maine Army National Guard should sell its land holdings in Auburn and find a more remote training center location.
- c. I think the training operations of the Army National Guard are fine except for those that disrupt the enjoyment of residential or recreational properties nearby.
- 18. If you chose 17c, please explain
- 19. How far away do you live from the Maine Army National Guard Training Site on Mount Apatite Road?
 - a. Within ½ mile
 - b. Between ½ and 1 mile
 - c. Between 1 mile and 3 miles
 - d. More than 3 miles
- 20. In what age range do you fall?
 - a. 18-30 years old
 - b. 31-40 years old
 - c. 41-50 years old
 - d. 51-60 years old
 - e. Over 60
- 21. How many adults (18 years or older) live at your residence (including yourself)?
 - a. One
 - b. Two
 - c. Other
- 22. How many persons under 18 years old live at your residence?
 - a. One
 - b. Two
 - c. Three or more
- 23. Which most closely describes your employment situation?
 - a. Employed outside the home
 - b. Employed but work from home
 - c. Retired
 - d. Student
 - e. Unemployed
- 24. How long have you lived in Maine?
 - a. Less than a year
 - b. One to five years
 - c. Five to twenty years
 - d. More than twenty years

Provide Email address if you wish to be included in a drawing for a \$50 gift certificate to an eatery in
Auburn. (Drawing to be held on August 1, 2013). Enter email address
horo:

APPENDIX D: Decibel Levels of Common Sounds

Painful Acoustic Trauma	140	Shotgun blast
	130	Jet engine 100 feet away
	120	Rock concert
Extremely Loud	110	Car horn, snowblower
	100	Blow dryer, subway, helicopter, chainsaw
	90	Motorcycle, lawn mower, convertible ride on highway
Very Loud	80	Factory, noisy restaurant, vacuum, screaming child
Loud	70	Car, alarm clock, city traffic
	60	Conversation, dishwasher
Moderate	50	Moderate rainfall
Faint	40	Refrigerator
	30	Whisper, library
	20	Watch ticking
	dB levels	

Source - http://eh-team.blogspot.com/2012/05/how-to-give-your-smallest-muscle.html

E. CONSOLIDATED FIELDS – CASE STUDIES OF SEVERAL MAINE COMMUNITIES

	Twin Brooks (Cumberland)	Hunter Road, Pownal Road, and	Wainwright Field (South Portland)
		RSU 5 Fields (Freeport)	
size of complex	270 acres	3 contiguous parcels in different ownership and management arrangements • Hunter Rd Fields – 35 acres, owned by Town and maintained by the RSU at the Town's expense, • Pownal Rd Fields – 25 acres, owned by the Town and maintained by the RSU at its expense, • RSU 5 school property and fields	86 acres (60 developed)
#/type of fields and other improvements	 parking lots – around 700 cars, spillover 6 multipurpose fields 1 90' baseball diamond 1 60' softball diamond equipment shack (2 bays for grounds equipment, some office space) shelter building (concessions, some storage, bathrooms plus 3,600 sq ft overhang for shelter 9 established trails, about 5⁺ miles 10' wide trails, maintained, groom/make snow 	 Hunter Rd – 4 multi use fields, 3 baseball/softball fields, field house with meeting space, bathroom, shelter, concession Pownal Rd – 1 large multi use field, now used primarily for football, 1 baseball/softball field RSU 5 – High School – 1 field hockey field and 1 soccer field in fall surrounded by satellite practice areas/lacrosse is played in same area, perpendicular to field hockey and soccer in spring 1 softball field and dugout 1 baseball field and dugout with an outside smaller satellite practice area 3 tennis courts 8X8 prefabricated storage building Enlarged single car garage with storage and concession Middle School –	 parking lot – 120, spillover 5 softball fields 2 baseball fields 6 soccer fields (4 are soccer only, 2 are multipurpose for football, soccer, field hockey, lacrosse) 3 lacrosse fields 3 football practice fields 2 hurling fields building with restrooms, concessions 2 stretches/quads for open space (ultimate frisbee, etc.) City's <i>Greenbelt</i> pathway runs through complex and connects to the Eastern Trail playground and small "stations" (monkey bars, jump & reach, etc.) in several places throughout the complex

		4 61 116 114 6 1171	
		- 1 softball field in fall/lacrosse in	
		spring	
		- 3 outdoor basketball courts	
		 outdoor concession stand 	
		 Durham Community School – 	
		- 1 softball field and dugout	
		- 1 baseball field and dugout	
		- 1 soccer field	
		- 1 smaller, multiuse practice field	
planned improvements	playground	●Hunter Rd –	Working on an overall master plan for
	9 hole discovery golf course	o general, nonspecific plans to build	complex – what to do with remaining
	, -	trails	acreage, proper location of fields,
		●Pownal Rd —	drainage for entire complex (historically
		o expand parking	flat, very wet site)
		improve stormwater management in	, , , , , , , , , , , , , , , , , , , ,
		parking area	
		•RSU 5 – concept plan for possible	
		additions and renovations to existing	
		building and potential of adding an all	
		weather 8 lane track and artificial turf	
		playing field with option to expand the	
		baseball outfield, move existing softball	
		field, and add 2 tennis courts (bond	
		issues have failed 3 times, though	
		smaller bond/project to fix grass fields	
		was recently approved)	
usage statistics	mass gatherings draw about 500+	Hunter Rd – hosted over 40 teams, 600	no information
	people, not including weekend soccer;	children, and 200+ games in spring and	
	7 tournaments scheduled in 2013 which	summer of 2013, hosted Soccer Maine	
	drew some groups ranging from 1,000	end of season festival in the fall	
	people up to 3,500 for a New England		
	Championship; apart from mass		
	gatherings, Town does not schedule		
	more than 5 fields at any one time		
	(which generates up to 700 cars), other		
	management techniques include		
	staggering the start of games to adjust		
when construction started	vehicle flow 1997	Hunter Rd – 2012	2000/2001
when construction started	1997	Pownal Rd – 1996, irrigation installed in	2000/2001
		_	
		2005	
		RSU – unknown	

# years of major construction	2007/2008	2012	2004/2005
		2005 RSU – unknown	
how/who constructed/funded	Army Reserves did ground work; when built middle school, used state money to build some of the fields to replace fields lost to new school construction; couple grants (\$10-20,000 here and there) from LWCF	Hunter Rd – designed and constructed by private landowner, then turned over to Town for a fee Pownal Rd – built by Town RSU – unknown	land was actively farmed and included drainage ditches around designated fields (because area is extremely flat and, hence, wet); originally sited/constructed fields in same locations as farm fields; majority of construction was bid out
construction phases	built in phases, current set up has been in place for about 8 years; trails were integrated over 7 years	generally each of the projects was completed within a year	done over 4-5 years
estimated cost of construction	no information on initial cost of acquisition, purchase of Tuttle Road side of complex (160-170 acres) was about \$250,000; shelter field was replaced at cost of about \$70,000 – included irrigation and drainage improvements	Hunter Rd - \$2.17 million (\$350,000 for land; \$1.5 million for permitting, design, construction; and \$320,000 for construction of the field house) Pownal Rd - \$500,000 RSU – unknown	no information on construction costs
annual operating budget	\$180,000 (part is split salaries/benefits)	combined operation and management budget RSU – 2013-14 - \$482,724	through Recreation (\$30,000 for seasonal help; \$20,000 for equipment & supplies)
annual maintenance budget		Hunter Rd - \$125,000/year (expected \$60,000) Pownal Rd – RSU budget RSU – unknown	through Parks (\$60,000, not including labor (4 year round, 2 seasonal)
who does work on complex	mostly in-house, major projects bid out	RSU under contract with the Town	some in-house; major projects bid out
is there a Friends group	no, but there is an Advisory Board	no, but an Advisory Group guides usage, management, and other policies related to operation of the facility; various sports booster clubs	don't think so
comments/advice/warnings	 no lights biggest problem is maintenance not good idea to include baseball fields, especially little league – too small urges City to tour Twin Brooks, Wainwright Field, Freeport hard to generate maintenance budget, much is underground – not sexy – constant struggle 	maintenance and operating costs will be more than you'll imagine, Town was told it would be about \$60,000 and the contract with the RSU to maintain Hunter Rd Fields is \$125,000 people don't understand the amount of wear and tear on the fields organic v conventional methods of horticultural maintenance details for the playing fields had been an issue in many	 no lights has drainage issues 1 softball field is for little league, 1 is for HS, 3 are for adults; uses portable mound for little league on regular fields urges hiring someone with background in putting in sports fields (their softball fields are not sited efficiently – a cloverleaf, as an example, would be more efficient)

	 need to anticipate impacts of 	places; the community is trying to go	important to design for drainage at the
	tournaments (+/-); biggest problem is	organic, but in order to prevent excessive	get-go
	parking (anticipate 1.5	damage to the fields from grubs, and	 they only irrigate the fields that are
	cars/participant for youth events, less	unacceptable playing conditions from	highly visible on the site
	for HS on weekdays); positive	weeds, it is allowing some treatment	
	economic impact for nearby	applications; Town Engineer said he	
	businesses for day trippers/hotels for	"understand other jurisdictions (and	
	overnights; opportunity to offer	colleges) are having similar issues"	
	promotional deals	 Advisory Committee is recommending 	
	 make all the fields about the same 	using deep tine aeration to address	
	size and keep them close together;	compaction issue	
	plan for a shelter (bathrooms,	need policies for dogs/pets, lining, and	
	storage, safety from elements) in the	trash collection	
	long term; make sure include	•because the facility serves both municipal	
	maintenance building; plan for	and regional school athletes, the issue of	
	irrigation/drainage in	priority use can be difficult for scheduling	
	design/construction of fields from the	school athletic teams	
	get-go; specialized fields limit overall	•important to plan for irrigation needs	
	usage	from the get-go; without irrigation grass	
	G	will not grow and the fields will be turned	
		into mud, which prevents their usage	
contact/source	Peter Bingham, Recreation Director,	Albert Presgraves, Town Engineer,	Sabrina Best, Recreation Coordinator, 767-
contact, source	829-2208	865-4743;	7650
		Donna Larson, City Planner, 865-4743;	
		Craig Sickels, Athletic Director, 865-4706	

F. SUGGESTED COMPREHENSIVE PLAN AND ZONING ORDINANCE CHANGES

1. Suggested Amendment of Auburn 2010 Comprehensive Plan Update to Incorporate JLUS

Suggested new text is <u>underlined</u>; text proposed to be eliminated is stricken

- Table of Contents add to Appendices –
 IV. Final Joint Land Use Vision for Mt. Apatite Area
- Vision and Executive Summary, Vision for Auburn add new section –
 Final Joint Land Use Vision for Mt. Apatite Area – continue to protect the coexistence and
 functioning of the Maine Army National Guard Training facility (MEARNG) with the Mount Apatite
 recreation area.
 - Auburn continues to support operation and use of the MEARNG facility for military training operations and the positive coexistence the facility with surrounding recreational and other land uses as described in the Joint Land Use Study for Area Surrounding Maine Army National Guard Training Facility & Mount Apatite Park. The use of the training facility is balanced with the continued operation of Mount Apatite Park, the Garfield Road Complex (anchored by the Auburn Suburban Little League), and other nearby land uses, including the residential neighborhoods off Garfield Road near Taylor Pond. Users of the Park and GRC are aware of and respectful of MEARNG property and training operations.
- Vision and Executive Summary, Land Use Policies add new section

6. Maine Army National Guard Training Facility and Mount Apatite Recreation Area

- Continue to support operation and use of the MEARNG facility for military training operations and the positive coexistence the facility with surrounding recreational and other land uses as described in the Final Joint Land Use Study for Area Surrounding Maine Army National Guard Training Facility & Mount Apatite Park.
- Improve or create new or relocate access, parking, wayfinding, and trails to improve safe use of MEARNG facilities, Mount Apatite Park, and the GRC and reduce public encroachment onto MEARNG property.
- Increase the number and size of buffers between the MEARNG facility and adjacent residential and nonresidential uses, including acquiring land and/or easements, as necessary, to provide buffers as part of a land swap with the US Department of Defense to transfer ownership of the GRC to the City and/or to increase land dedicated to the Park.
 - Improve and maintain communication among the City, MEARNG, neighbors, and community organizations to implement the Joint Land Use Study for the Mount Apatite area and to address existing or potential conflicts.
 - Revise zoning to clarify that the MEARNG facility is an important land use in the community, provides a valuable public service, and should continue and expand, as necessary, to provide that service.
- Vision and Executive Summary, Land Use Policies add new section:
 6. Ensure the sustainability of the Maine Army National Guard's military training mission.
- Chapter 1: Goals, Policies, & Strategies; E.1 Recreation and Culture; Goal E.1: Provide for adequate recreation facilities and open space in Auburn; Objective E.1.1: Ensure that there are

adequate municipal recreation facilities to meet the needs of residents throughout Auburn; revise Strategy E.1.1.b as follows –

Assess the viability of developing a consolidated sports field complex to replace marginally useful <u>or inappropriately located</u> fields throughout the community. If such a complex is determined to be viable, begin the process of acquiring a location and design a facility.

- Chapter 1: Goals, Policies, & Strategies; E.1 Recreation and Culture; Goal E.1: Provide for adequate recreation facilities and open space in Auburn; Objective E.1.4: Protect and expand open space and rural recreational activities within Auburn. add new strategy –
 Strategy E.1.4.e: Implement the recommendations of the Joint Land Use Study for Area Surrounding Maine Army National Guard Training Facility & Mount Apatite Park.
- Chapter 2: Future Land Use Plan add new section as follows:

The Maine Army National Guard (MEARNG) has had a presence at its location off Garfield Road in Auburn since 1926 when the US Department of Defense purchased 154 acres for military training. An additional 16.4 acres in three parcels are owned privately by two parties but have been leased to MEARNG since 1950, 1951, and 1972. In its first sixty years, MEARNG used the site as a training facility for the US Army Reserves and the Maine Army National Guard. The Army's basic mission is to train and prepare soldiers, leaders, and units to fight and win in combat.

<u>Consideration #1 – Ensure sustainability of the military mission, accommodate City of Auburn and MEARNG interests in a mutually agreeable way, and ensure that the public health, safety, and welfare of the community is protected.</u>

Chapter 2: Future Land Use Plan; Future Land Use Designation; 3. Restricted/Non-Growth Areas;
 Type D: Protection/Reserve Areas – amend text as follows –

Public Use and Conservation/Open Space

NOTE – The following 2010 Comprehensive Plan maps require modification of their legends to conform with the suggested name change above – Figure 2.3 Future Land Use Designations, Figure 2.4 Downtown Auburn Area, Figure 2.5 Center Street Area, Figure 2.6 Minot Avenue Area, and Figure 2.7 New Auburn Area.

- Chapter 2: Future Land Use Plan; Future Land Use Designation; 3. Restricted/Non-Growth Areas; Type D: Protection/Reserve Areas add new section after Agriculture/Rural District Military Operations Overlay District (MOO) Objective Acknowledge the presence of the Maine Army National Guard military installation. Allowed Uses within the Military Operations Overlay District, allowed uses should continue to be limited as allowed in the underlying Agriculture/Resource Protection District, but not include the broader range of rural uses including retail and service activities, except those associated with the military operation of the training facility site.
- Chapter 4. Capital Investment Strategy; C. Other Capital Projects Necessary for Implementation –
 add new section
 - 7. Mount Apatite Recreation and Maine Army National Guard (MEARNG) Training Site Area The Plan proposes that the City, working with MEARNG and other public, private, and nonprofit

partners, fund safety, access, parking, sidewalk, crosswalk, roadway, and recreational improvements as described in the *Final Joint Land Use Vision for Mt. Apatite Area*.

Chapter 4. Capital Investment Strategy; C. Other Capital Projects Necessary for Implementation –
 add new section –

<u>Capital planning for future Capital Improvement Plans should consider, and where appropriate,</u> include funding for capital projects identified in the *Final Joint Land Use Vision for Mt. Apatite Area.*

- Chapter 5. Implementation Strategy add various strategies from <u>Final Joint Land Use Vision for</u>
 Mt. Apatite Area to the list of ongoing, short term activities, longer term activities, studies and
 planning, and capital projects and investment strategies.
- Chapter 6. Overview of Past Planning Activities add to Recreation Studies –
 2014 Final Joint Land Use Vision for Mt. Apatite Area.
- Chapter 7 Updated Inventory Sections add new text as follows –

Auburn has a strong commitment to provide *recreational amenities*. It has a robust recreation department that includes parks, fields, and indoor facilities. The department recently undertook a community wide survey and is committed to addressing the community's recreational needs. Rural recreational opportunities are abundant and a number of nonprofit entities and recreational clubs ensure that residents have access to open space throughout the City. <u>The City recently undertook a Joint Land Use Study of the Mount Apatite Park and Auburn Suburban Little League</u>
Ball Fields, adjacent to the Maine Army National Guard Training Facility.

Chapter 7 – Updated Inventory Sections – add text as follows -

Garfield Road Complex, at the corner of Garfield Road and Stevens Mill Road, is the home field for the Auburn Suburban Little League and has two additional multi-use fields. It also serves as an entrance to Mount Apatite Park and the trails therein. See Appendix IV – Final Joint Land Use Study.

Lakeview Fields...

Little Andy Park...

Moulton Park...

Mount Apatite Park is a 325-acre wooded park located in the western portion of the City. One hundred fifty years ago gem-quality tourmaline was found there; today, amateurs still search the mine tailings for Apatite, Tourmaline and Quartz specimens (specific rules apply). Three miles of multi-purpose trails were constructed in 1994 and trails to the quarry area were add ed in 1997. In the winter, trails are groomed for cross country skiing and snow shoeing. In the sprin g, summer, and fall, trails are open to mountain bikers, runners, hikers, and other non-motorized tr ail users. See Appendix IV – Final Joint Land Use Vision for Mt. Apatite Area.

Chapter 7. Detailed Inventories; D. Recreation & Culture; I. Land Use; Zoning – add to end of third paragraph –

...The northern- and southern-most portions of the City remain rural agricultural land with limited residential development located along major corridors, and a military training facility maintained and operated by the Maine Army National Guard adjacent to one of the City's major recreation facilities, Mount Apatite Park and the Garfield Road Complex.

- Chapter 7. Detailed Inventories; D. Recreation & Culture; I. Land Use; Zoning add new section –
 PUBLIC USES
 - Public uses, such as the Maine Army National Guard, are acknowledged by the City in its designation of a military Operations Overlay District. Its primary purpose is to acknowledge the existence of this long time operation which is sandwiched in among agricultural uses, residential development, and community recreation facilities and areas.
- Chapter 7. Detailed Inventories; D. Recreation & Culture; I. Land Use; Issues add new section –
 5. Should the City acknowledge the legitimate and long time presence of the Maine Army National Guard Training Facility, which is surrounded by agricultural uses, residential development, and community recreation facilities and areas?

2. Suggested Amendment of Auburn Zoning Ordinance to Incorporate JLUS

The City will be guided by the US Army Corp of Engineers and subsequent details of a land swap in preparing the mapped boundaries of a new Military Operations Overlay District.

ARTICLE IV. DISTRICT REGULATIONS

<u>Division 16. Military Operations Overlay District (MOO)</u>

Sec. 60-580. Purpose

The purposes of this district are to acknowledge and allow for the continued operation of military activities. It is declared to be in the public interest that these activities should be allowed to continue because they are critical to the defense of the nation and are necessary to ensure that members of the military have the proper training in order to serve the roles they are called on to fulfill. This section shall be construed so as to effectuate the purposes outlined here and to prevent any attempt to establish uses which are inconsistent with these provisions of this division.

Sec. 60-581. Use regulations

- (a) <u>Permitted uses</u>. The following uses are permitted:
 - (1) Military training operations
 - (2) Non-residential uses allowed in the Agriculture/Resource Protection District, except as part of military operations
- (b) <u>Special exception uses</u>. The following uses are permitted by special exception after approval by the planning board in accordance with the provisions of division 3 of article XVII of this chapter.
 - (1) Non-retail uses and service uses allowed in the Agriculture/Resource Protection District, except as part of military operations

G. POTENTIAL GRANT SOURCES

- Maine Department of Agriculture, Conservation and Forestry Land for Maine's Future http://www.maine.gov/dacf/lmf/
- Maine Department of Agriculture, Conservation and Forestry Land and Water Conservation Fund
 - http://www.maine.gov/dacf/parks/grants/land_water_conservation_fund.html
- Maine Department of Agriculture, Conservation and Forestry Recreational Trails Program
 https://www.maine.gov/dacf/parks/grants/recreational_trails_program.shtml
- Maine Department of Agriculture, Conservation and Forestry Snowmobile Trails Program
 http://www.maine.gov/dacf/parks/about/snowmobile program.shtml
- MaineDOT Quality Community Transportation Funds or Transportation Enhancement Funds (for sidewalk, crosswalk, and bicycle infrastructure improvements) http://www.maine.gov/mdot/pga/qcp/

THIS PAGE INTENTIONALLY LEFT BLANK

H. MEMO OF SUBSTANTIVE EDITS FROM DRAFT TO FINAL

CITY OF AUBURN MAINE JOINT LAND USE STUDY (JLUS) FOR Mount Apatite Recreation Area &

Maine Army National Guard Training Facility

www.auburnmaine.gov/Pages/Government/Auburn-Maine-Joint-Land-Use-Study

c/o Kat Beaudoin, AICP, Integrated Planning Solutions 54 Blueberry Hill Lane Augusta, Maine 04330 katb@gwi.net; 207-446-8099

May 7, 2014

Policy Committee Members

Jeff Benson – Auburn Suburban Little League
John Blais - MEARNG
Steve Bouchard – Pond Crest Lane Resident
Eric Cousens – City Planning & Permitting
Mary Lafontaine – Ward 3 Council
Dana Little – Androscoggin Land Trust
Ann Martel – Cedarwood Lane Resident
Kevin Norcross – Andy Valley Sno Gypsies
Michael Peters – Mac's Grill
Frank Piffath – Mine Road Resident

Phil Savignano – Auburn Recreation Advisory Committee Carol Segal – Cookin' Carol / Mt. Apatite Farm

Memo To: Members of the Auburn JLUS Policy Committee

From: Kat Beaudoin, AICP, Integrated Planning Solutions Team Leader

The purpose of this memo is to document substantive changes to the preliminary JLUS report, published in June 2013, and reflected in the final JLUS report published in May 2014. These substantive changes include new information, clarifications, corrections and other changes that clearly affected the meaning and intent of language included in the draft JLUS. The substantive edits were made based on public comment through various venues as well as comments made at Technical and Policy Committee meetings. Additional edits were made to spelling, formatting, and grammar; these are not highlighted in this memo.

- 1. Cover: Year of report updated and Draft changed to Final
- 2. Footer all pages: Draft removed and date changed to month of final action
- 3. Entire Document page number sequence verified and modified as needed
- 4. Contents:
 - a. Page iii Chapter 6 title changed and additional appendices noted
 - Page v Figure 2.3 reference removed there is no figure no presentations were requested by public during that time frame; titles of figures adjusted to reflect those used in text;
 - c. C. page vi chapter 6 figures added
 - d. Page vi Glossary of Acronyms added
- 5. Introduction
 - a. Page ix Last paragraph updated
- 6. Executive Summary
 - a. Page xiv The Timeline updated to reflect activities since August 2013
- 7. Chapter 1: No substantive changes
- 8. Chapter 2:
 - Page 11 Place holder for Figure 2.3 removed; no presentations were made.
 - b. Additional narrative identified public involvement efforts since August 2013.
- 9. Chapter 3: No substantive changes
- 10. Chapter 4:

CITY OF AUBURN MAINE JOINT LAND USE STUDY (JLUS) FOR

Mount Apatite Recreation Area &

Maine Army National Guard Training Facility

www.auburnmaine.gov/Pages/Government/Auburn-Maine-Joint-Land-Use-Study

 Clarification comments regarding recommendations maps at end of chapter explaining the portions of Mount Apatite parcels that were considered for land swap before knowing MEARNG's preference for parcels in their entirety.

11. Chapter 5:

- a. Changed title of chapter
- b. Drafted new section introducing the process for developing strategies
- Added symbols for indicating primary or joint responsibility as well as strategies not selected
- d. Described the Optional packages of strategies
- e. Refined/revised strategies that changed during discussions
 - i. Strategy 4 subdivided into 4 sections
 - ii. Strategy 5 modified Pros and Cons
 - iii. Strategy 7 modified Pros and Cons
 - iv. Strategy 8 modified Pros and Cons
 - v. Strategy 13 modified Pros and Cons
 - vi. Strategy 14 modified Pros and Cons
 - vii. Strategy 18 modified Pros and Cons
 - viii. Strategy 19 clarified this as Option 2
 - ix. Strategy 20 clarified this as Option 3
 - x. Strategy 21 clarified restriction for Public vs Recreational Use
 - xi. Strategy 23 clarified language describing the strategy and Pros and Cons
 - Strategy 24 and 25 changed their order in the final with modifying the Comprehensive Plan first and then adopting an overlay zone
 - xiii. Strategy 27 suggested twice annual vs quarterly meetings
 - xiv. Strategy 28 suggested twice annual vs quarterly meetings
 - xv. Strategy 31 suggested twice annual vs annual
 - xvi. Strategy 32 suggested the Recreation Advisory Board as the implementation committee
 - xvii. Strategy 35 removed original strategy for seeking ATRC funding and replaced with Strategy 36 from Draft JLUS; also noted Maine Historic Preservation Commission recommendation to conduct documentation prior to land disturbance
 - xviii. Strategy 36 formerly #37
 - xix. Strategy 37 NEW strategy to negotiate short term lease until more definitive answers regarding land swap are known.
 - Strategy 38 NEW strategy suggesting the City look for a city owned parcel to swap with the Auburn Rifle Club.
- f. Chapter 6
 - i. Changed title
 - ii. Entire Chapter is new
- g. Appendices
 - i. Removed Appendix E from Draft all comments are handled in Chapter 2 and 4.
 - ii. Added new Appendix E, F, G and H

I. LINK FOR MOUNT APATITE MULTIPLE USE RECREATION PLAN - 1991

 $https://www.auburnmaine.gov/CMSContent/Planning/JLUS/Fact_Sheets/mt_apatite_recreation_plan.pdf$