Agenda

Comprehensive Planning Committee

September 23, 2025, at 6:00 PM

Council Chambers, Second Floor, Auburn Hall

1. **ICE BREAKER**

2. **ROLL CALL:** Committee members and staff

3. **MINUTES:** Minutes from August 26, 2025

4. **PUBLIC COMMENT**

5. **COMMITTEE MEMBER RESIGNATION:** Heidi Bertels

6. **DRAFT VISION STATEMENT:** Review two draft visions statements

7. **LAND USE:** Presentation by BerryDunn; Committee discussion

8. **COMPREHENSIVE PLAN SCHEDULE UPDATE:** Next meetings and process

9. **CHANGE IN MEETING DATES:** November 18 and December 16

10. **NEXT MEETING:** October 28, 2025

11. **ADJOURNMENT**

Minutes
Comprehensive Planning Committee - DRAFT
August 26, 2025

1. ICE BREAKER QUESTION:

What was your first job?

2. ROLL CALL: Committee Members, City Staff, and Consultants

Denis Bergeron, Riley Bergeron, Kelly Butler, John Cleveland (Chair), Beckie Conrad, Jane Costlow, Tim Cowan, Matt Duvall, Jeff Harmon, Adam Lee, Bruce Rioux, Dana Staples, and Rick Whiting

Absent: Heidi Bertels, Paul Jacques, Virginia Keel, and Rex Rhoades

Staff Members Present: Lauren Caffe (Long Ranger Planner)

Consultant Members Present from BerryDunn: Ali Tobey, Kevin Price, Keri Ouellette, and Ashley Aaron

3. MINUTES: Minutes from July 22, 2025

Motion made by <u>Dana Staples</u> seconded by <u>Adam Lee</u> to approve July 22, 2025, minutes: Vote: 13-0 Motion Carries

4. PUBLIC COMMENT: None

5. COMMUNITY ENGAGEMENT:

Ali gave an update on community engagement stating there have been approximately 1763 inputs that includes social pinpoint data, middle school survey, high school survey, community survey, focus group event, open houses, engagements Lauren has done at the Drop in Center for a listening session, tabling at National Night Out, tabling at the PAL Center backpack drive, and the youth forum put on by the City's high school interns.

6. INVENTORY & ANALYSIS v3:

Ali reviewed the inventory and analysis stating she shared a tracked change version and the clean version of Version 3. She said the information is based on feedback received since the July meeting, data on the roads and airport section, and water quality data. She said she is going to share the full document as well as a summary version of that in

a story map version with the community, on social pinpoint, and will do some outreach to share that it's available.

Motion made by <u>Adam Lee</u> seconded by <u>Jane Costlow</u> to add an agenda item to discuss how to add sustainability and climate change into the inventory analysis: Vote: 13-0 Motion Carries

7. Sustainability & Climate Change: Added Item

There was discussion regarding the best way to include climate change science and data into the comprehensive plan. Lauren suggested having a standalone chapter that discusses each kind of hazard as it relates to climate change. It was suggested to include electricity usage in the entire city, cost of storm repair damage, the city's efforts to have sustainable renewable energy, detail from PW on the projected impact of our road conditions and maintenance schedule in different temperatures, housing policy, data on resilience and green energy, and Lake Auburn's vulnerability to various climate factors.

8. HOUSING STUDY REPORT:

There was discussion regarding the increase of 1 or 2 family households, that only 20% of the units are sized appropriately, and there is not enough adequate smaller residential housing, and the need to come up with strategies to address that. The need for targeted ranges for senior housing, market rate, middle income, and low-income rentals versus single family was also discussed.

9. VISIONING WORKSHOP:

The Committee recessed for the visioning workshop at 6:36 p.m. to work on:
1. Identifying community values and establishing priorities
2. Developing a vision on what will define Auburn in the next 10 years, what Auburn will look like in 10 years, and what it would feel like to be part of Auburn in the next 10 years.

The Committee reconvened at 8:12 p.m.

John gave a brief recap of the workshop stating that they came up with some very good suggestions and that BerryDunn is going to assimilate all of that information, draft a good narrative form, and present it back to the Committee to review.

10. ADJOUNRMENT:

Motion made by <u>Denis Bergeron</u> seconded by <u>Beckie Conrad</u> to adjourn at 8:13 p.m.: Vote: 13-0 Motion Carries

Auburn Comprehensive Plan: Draft Vision #1

Auburn is a welcoming, connected, and resilient community where everyone can thrive. Abundant and healthy farms, forests, lakes, and rivers surround Auburn's tapestry of vibrant neighborhoods and dynamic commercial, industrial, and mixed-use centers.

Fiscally responsible investments and well-maintained infrastructure support growth and embrace technology and innovation while preserving the City's unique blend of urban and rural areas. Auburn's pristine natural environment provides clean air and water, locally grown food, and recreation opportunities for residents and visitors alike. Neighborhoods and activity centers provide a variety of housing options, jobs, parks, and transportation options that support residents at every stage of their life.

The Auburn community has identified the following goals which will guide the policies and actions of the Comprehensive Plan:

- Foster a friendly and welcoming community where all community members feel connected, safe, and engaged.

- Ensure access to a broad range of housing options that meet the needs of the community across income levels, ages, and life stages to support current residents and maintain a strong workforce.

- Preserve and enhance the City's natural environment and agricultural tradition to protect water quality, improve food access, promote public health, and respond to the impacts of climate change.

- Develop a safe, efficient, and accessible multimodal transportation network and traffic management solutions that connect people to places throughout the City.

- Maintain and expand access to parks, trails, and recreational facilities that support social connection and active lifestyles for people of all ages and abilities.

- Support a resilient economy that provides quality jobs, fosters innovation, strengthens local businesses and industries while providing quality education and training for people of all ages.

- Maintain existing infrastructure and plan strategic investments that prepare the City to respond to changing community needs and future challenges. Promote thoughtful land use planning that balances fiscally and environmentally sustainable growth with support for Auburn's existing commercial centers, vibrant neighborhoods, and pristine rural areas.

Draft overview:

- The vision statement provides an overall vision and direction for the plan. It describes *what* the community vision is for Auburn in 10 years.
- The goals provide a structure and outline for how the vision will be implemented.
  - The plan would be structured around the goals, with there being one "chapter" or section for each goal.
  - Within these sections, there will be policies and actions related to each goal.
- Each goal and its policies and actions will build on the future land use plan, outlining *how* the City will address different issues and community priorities.
- Policies and actions under each goal will have implementation strategies in the implementation plan and will include information on strategies for regional coordination. The visual below provides a high-level visual of the potential plan structure.
- The term "goals" or "pillars" can be interchanged with a variety of other terms, including focus areas, priorities, priority areas, plan priorities, or others. The purpose of these terms and statements is to provide an overall structure to show the community's priorities and focuses over the next decade.
- A high-level visual of the plan structure is below:

Figure 1.1: Draft Vision #1 Plan Structure
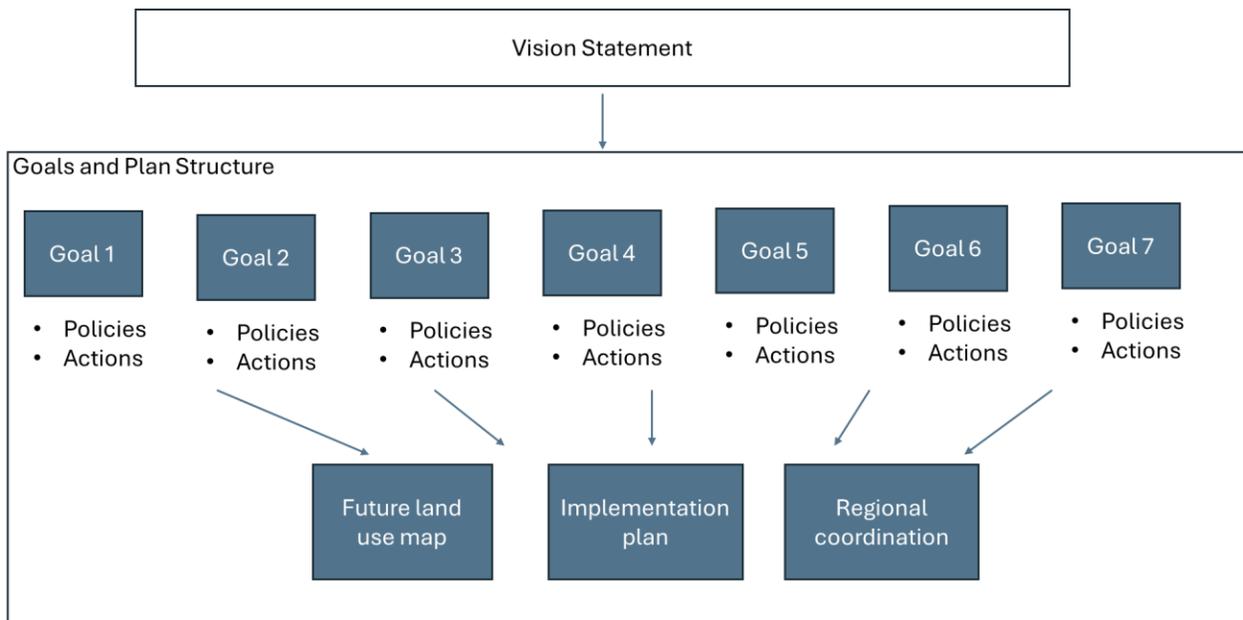
Auburn Comprehensive Plan: Draft Vision #2

The following four guiding principles guide the comprehensive plan update and provide a lens to help ensure that the goals and actions of this plan are in line with how the Auburn community would like to grow over the next decade.

Resilient: Auburn is a city that adapts quickly to new issues and trends. With innovative approaches, strong financial management, and engaged community members, Auburn meets residents' needs and thrives in the face of challenges.

Connected: Auburn is a city that fosters community connection, engagement, and belonging. A strong network of neighborhoods, businesses, organizations, service providers, civic institutions, and parks are all linked by a robust, multi-modal transportation network.

Welcoming: Auburn is a friendly and hard-working city that is accessible and affordable to people at all phases of life. Residents know where they can go to connect with others, access services or businesses, and feel safe in the community.

Intentional: Auburn is a thoughtful, forward-thinking City that sets intentional goals and plans strategically for future growth and investments. Purposeful land use planning and community investment strengthen and solidify Auburn's position in the region and state and establish a clear identity for the City.

The community has identified the following five pillars to inform the structure, policies, and actions of this plan:

- **Complete community:** Auburn is a well-rounded, complete community that offers a variety of housing options, excellent job opportunities and services, and a range of recreation and entertainment amenities.

- **Pristine natural environment:** Auburn has a pristine natural environment that provides clean air and water, locally grown food, and preserved landscapes, farms, and greenways. Healthy forests, open spaces, and waterbodies provide connected wildlife habitats and recreation opportunities.

- **Mobile and Connected:** Auburn has a safe, accessible transportation network with convenient active and passive transportation options. Local traffic management solutions and well-maintained roads, sidewalks, and trails allow community members to easily access places throughout the City and region.

- **Infrastructure and City Services:** Auburn has well-maintained infrastructure throughout the City. Strategic investments enhance the community's quality of life, prepare the City to respond to emergencies and the impacts of climate change, and allow for growth in appropriate areas. Thoughtful financial management and community engagement allow the City to efficiently and effectively meet community needs.
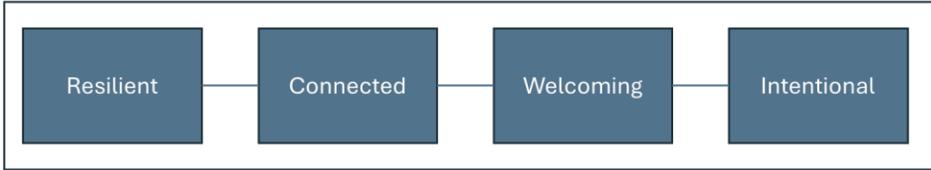
- **Responsible land use:** Thoughtful land use planning allows for strategic new growth to expand opportunity and support existing neighborhoods as they evolve to meet the changing needs of the community. Existing buildings are revitalized, and new homes, businesses, and institutions blend seamlessly into the fabric of Auburn's urban areas. Rural areas and open spaces are preserved for future generations, and new infrastructure investments are made strategically to enhance Auburn's affordability and desirability.
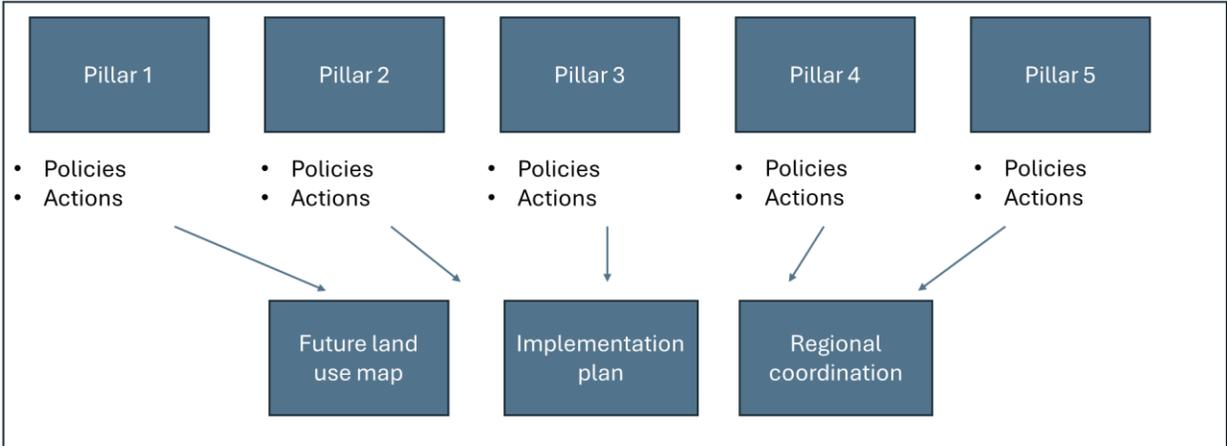
Draft Overview:

- The guiding principles provide the overall vision and direction for the plan. These are principles or themes that are present in each pillar, or section, of the plan. These principles provide an overall lens or direction to apply to policy and strategy development. For example, resilience can relate to the City's ability to adapt and respond to climate change, which applies to each pillar of the plan.
- The pillars provide a structure and outline for how the vision will be implemented.
  - The plan would be structured around the pillars, with there being one "chapter" or section for each pillar.
  - Within these sections, there will be policies and actions related to each goal.
- Each pillar and its policies and actions will build on the future land use plan, outlining how the City will address different issues or topics.
- Policies and actions under each goal will have implementation strategies in the implementation plan and will include information on strategies for regional coordination. The visual below provides a high-level visual of the potential plan structure.
- The term "goals" or "pillars" can be interchanged with a variety of other terms, including focus areas, priorities, priority areas, plan priorities, or others. The purpose of these terms and statements is to provide an overall structure to show the community's priorities and focuses over the next decade.
- A draft visual of the plan structure is below:

Figure 1.2: Draft Vision #2 Plan Structure

Guiding Principles

| Resilient | Connected | Welcoming | Intentional |

Pillars and Plan Structure

| Pillar 1 | Pillar 2 | Pillar 3 | Pillar 4 | Pillar 5 |

- Policies
- Actions

- Policies
- Actions

- Policies
- Actions

- Policies
- Actions

- Policies
- Actions

| Future land use map | Implementation plan | Regional coordination |

City of Auburn Comprehensive Plan Update
Future Land Use Overview

SEPTEMBER 23, 2025

AUBURN
2026 Comprehensive Plan
MOVING AUBURN FORWARD: TOGETHER.

Upcoming Activities

Future land use and policy direction

October – November 2025

Review of future land use map and policies/actions

November 2025 - February 2026

Final Plan Development

March – June 2026

Final Plan Adoption

June – July 2026

Required components of a comprehensive plan

Community Engagement

Vision Statement

Future Land Use Map and Future Land Use Plan

Policies and Actions

Regional Coordination Approach

Implementation Plan or Strategy
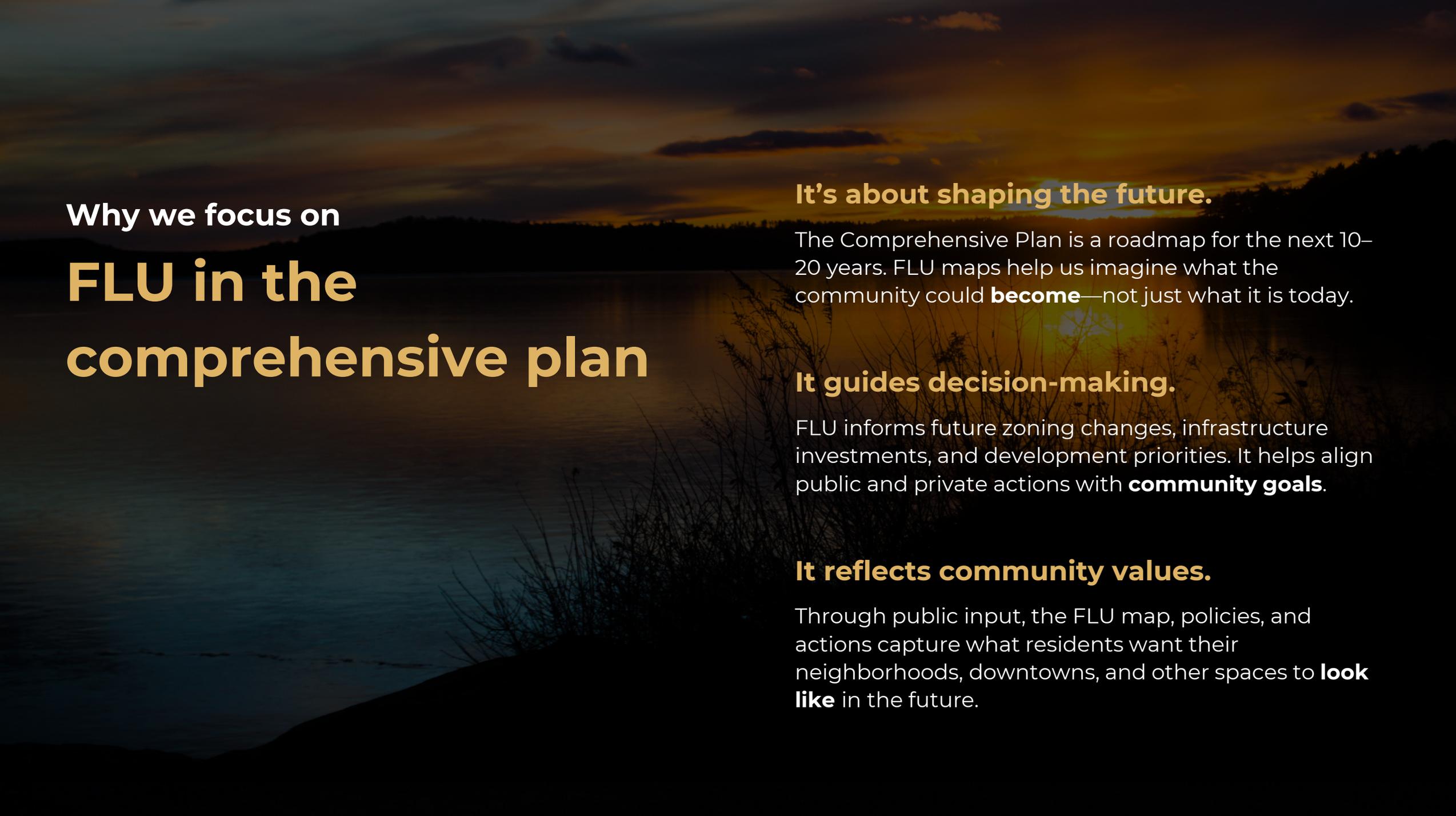
What is
Future Land Use (FLU)?

FLU is a Vision.

- Long-term vision for how land **should** be used

- Part of the Comprehensive Plan

- Guides growth, development, and infrastructure planning

- Flexible and aspirational

- Multiple zoning districts could fit into one land use category or place type

Zoning is a Tool.

- Legal regulations for how land **can** be used today

- Part of the City's Code of Ordinances

- Controls building types, densities, setbacks, and uses at the parcel level

- Specific and enforceable

Why we focus on

FLU in the comprehensive plan

It's about shaping the future.

The Comprehensive Plan is a roadmap for the next 10–20 years. FLU maps help us imagine what the community could **become**—not just what it is today.

It guides decision-making.

FLU informs future zoning changes, infrastructure investments, and development priorities. It helps align public and private actions with **community goals**.

It reflects community values.

Through public input, the FLU map, policies, and actions capture what residents want their neighborhoods, downtowns, and other spaces to **look like** in the future.

Photo: Richard Plourde Photography

What is part of a future land use map?

- Broad land use categories or place types (e.g., urban neighborhood, downtown, commercial center, industrial center, conservation land, rural neighborhood)

- Growth area boundary, transition areas (or limited-growth areas), and rural areas (or non-growth areas)

- Conservation areas or critical natural areas

- May add new land use categories or modify existing categories based on community goals

What is a
growth area?

*These are areas that should see the **highest** amount of growth over the next decade*

- Maine's Growth Management Act requires municipalities to define growth areas in the future land use plan.

- A growth area refers to specific regions within a community that should see the highest amount of growth over the next decade. These areas are identified based on their potential to support new housing, businesses, and infrastructure.

- The goal is to direct growth to these areas in a way that maximizes the efficient use of land and financial resources while minimizing negative impacts on the environment and existing communities.

- Growth areas should avoid critical natural resources such as wetlands, vernal pools, and rare plant and animal habitats, and should try to limit the disturbance to large areas of undeveloped land.

- Growth areas are typically chosen because they have the necessary infrastructure or can be easily upgraded to support new development. By focusing development in these areas, communities can better manage growth, reduce sprawl, and promote new development that is fiscally and environmentally sustainable and beneficial for all residents.

What is a
transition or limited-growth area?

*These are areas that should see a **moderate** amount of growth over the next decade*

- Maine's Growth Management Act does not require municipalities to define limited-growth areas in the future land use plan, but communities can define them if applicable.

- Transition areas are regions in a community where some growth could be directed but are not envisioned to receive the level of investment or to be a focus of growth and activity the way a Growth area would be.

- Transition areas are often buffer zones between urban and rural areas (e.g., moderate density neighborhoods or commercial areas) or as transitions between industrial areas and other land uses.

What is a
rural or non-growth area?

*These are areas that should see the **lowest** amount of growth over the next decade*

- Maine's Growth Management Act requires municipalities to define non-growth areas in the future land use plan.

- Rural areas are regions in a community that are identified to be protected from most of the impacts of development and are places where the least amount of development should occur. Future development in these areas should match the rural nature of the area and promote the preservation of undeveloped or natural areas.

- Natural areas, like wetlands, vernal pools, rare plant and animal habitat, and undeveloped habitat blocks, should have an even greater level of protection, and are places where resource protections should be maximized and conservations efforts should be targeted.

What are
land use categories or place types?

Place types or land use categories describe the different kinds of places that exist—or could exist—in a community, based on how land is used, the types of buildings, and how people live, work, and get around in those areas.

These land use categories are reflected on the land use map, and content in the plan can describe characteristics within each category.

Each place type includes a mix of characteristics like:

- The types of homes (like single-family houses, apartments, or town homes)

- Whether there are businesses, shops, offices, or industry.

- How dense or spread out the buildings are.

- What transportation options exist (like sidewalks, roads, or transit)

- Whether there are parks, open spaces, or community facilities.

Instead of focusing just on categories like "residential" or "commercial," different categories should describe the look and feel of an area—including the broad scale, design, and mix of uses.
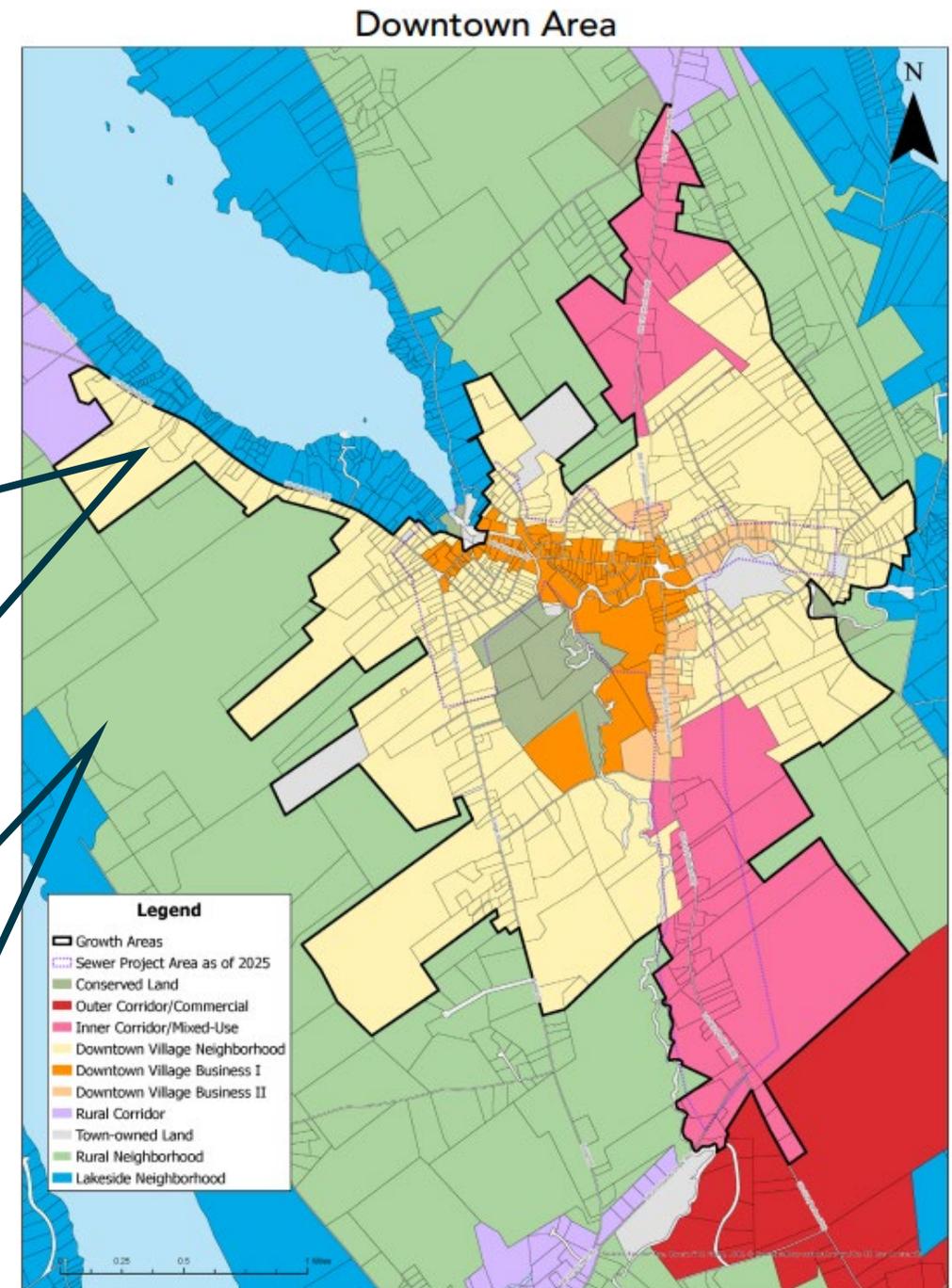
Future land use examples

Bridgton, ME

- Includes growth areas, non-growth areas, and conservation lands

- Delineates land use categories and includes descriptions on the vision and intent for each category.

Downtown Village Neighborhood (DVN)
The DVN land use area provides places that have a concentration of residential activity and diverse housing types in a well-connected, walkable neighborhood accessible to businesses, services, and recreational areas. These areas also serve as a transitional area for residential uses between the commercial and mixed uses areas of the downtown and the low-density rural residential neighborhoods. These areas allow for additional higher density development than rural areas while maintaining a residential character.

Rural Neighborhood
The rural neighborhood area provides places for low-density housing, open space, and agricultural and forestry uses. New development in this area should be limited to housing and agricultural uses on large lots to maintain the rural character of the Town and to protect natural resources from development impact. Cluster subdivisions may be appropriate in some locations to allow for preservation of open space and critical natural resources.

Legend
- Growth Areas
- Sewer Project Area as of 2025
- Conserved Land
- Outer Corridor/Commercial
- Inner Corridor/Mixed-Use
- Downtown Village Neighborhood
- Downtown Village Business I
- Downtown Village Business II
- Rural Corridor
- Town-owned Land
- Rural Neighborhood
- Lakeside Neighborhood

# Future land use examples

Ellsworth, ME

- Includes a growth area boundary delineating growth and non-growth areas (black urban core boundary line)

- Includes land use categories to further define the vision for specific areas. These areas are broader than the City's current zoning districts.

Neighborhood Mixed-Use
The Neighborhood Mixed-Use areas serve as transition areas between more intense commercial and urban land use areas and primarily residential neighborhoods. This area allows for a mix of uses, including a mix of residential housing types, institutional uses, and limited neighborhood-serving retail and commercial uses. Non-residential uses are intended to serve residents of the surrounding neighborhood, while limiting additional traffic, noise, or other adverse impacts of commercial development.
Land Use: Typical uses include retail, restaurant, personal services, institutional uses, and offices. These areas also include a mix of housing types.
Character: Characterized by low-rise commercial, residential, and mixed-use structures and a more traditional neighborhood layout.
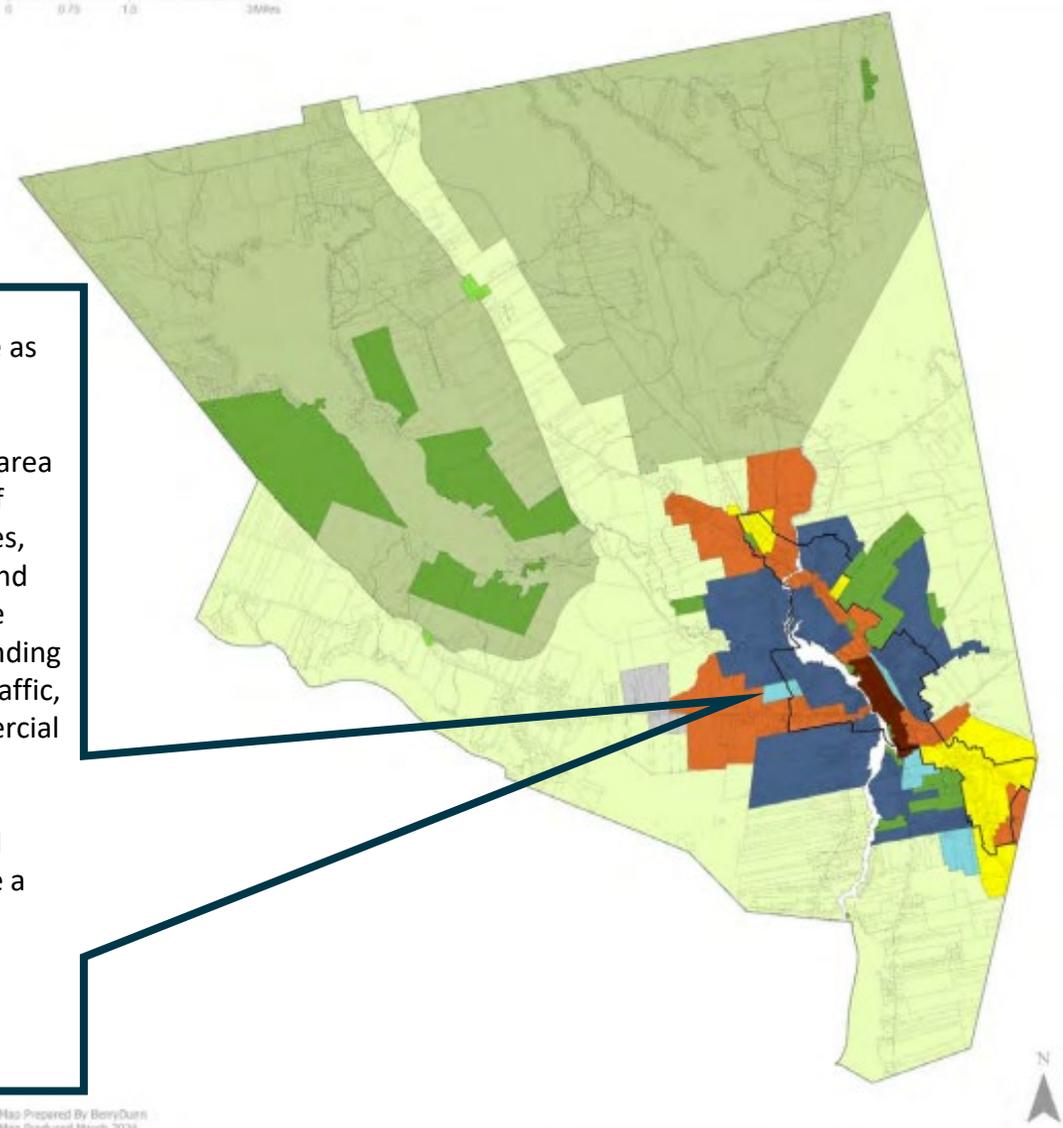
Map Prepared By BerryDunn
Map Produced March 2024

City of Ellsworth Comprehensive Plan

Future Land Use

Legend:
- ☐ City Boundary
- ☐ Urban Core
- Future Land Use
- ☐ (I) Industrial
- ☐ (C) Commercial
- ■ (N) Neighborhood
- ☐ Neighborhood Mixed Use
- ■ (U) Urban
- ■ (DT) Downtown
- ■ Rural Village
- ☐ (R) Rural
- ☐ (RC) Rural Conservation
- — Conservation Lands

Fiscal and Environmental
Impacts of Development

How can new development
serve communities?

Increasing the community's tax base

Creating housing opportunities

Providing business opportunities

Providing access to amenities (retail, services, restaurants, etc.)

Attracting new residents

- Supporting community
- Filling jobs and supporting local businesses
- Increasing density/population to support services (transit, trails, parks, etc.)

How can new development
impact communities?

- Loss of open space and habitat areas

- Impacting natural resources and systems

- Increasing traffic congestion (new residents and traffic generated from new commercial development)

- Changing the rural nature of certain areas

- Increasing costs to provide public services (schools, public safety, emergency services, etc.)

- Increasing costs to maintain infrastructure (water, wastewater, roads, sidewalks, etc.)

Source: TheUpshot, "A Decade of Urban Transformation, Seen From Above"

How does development
impact municipal finances?

Case study: Kennett Square, PA

- Taxable value of Kennett Square Walmart – $460,000

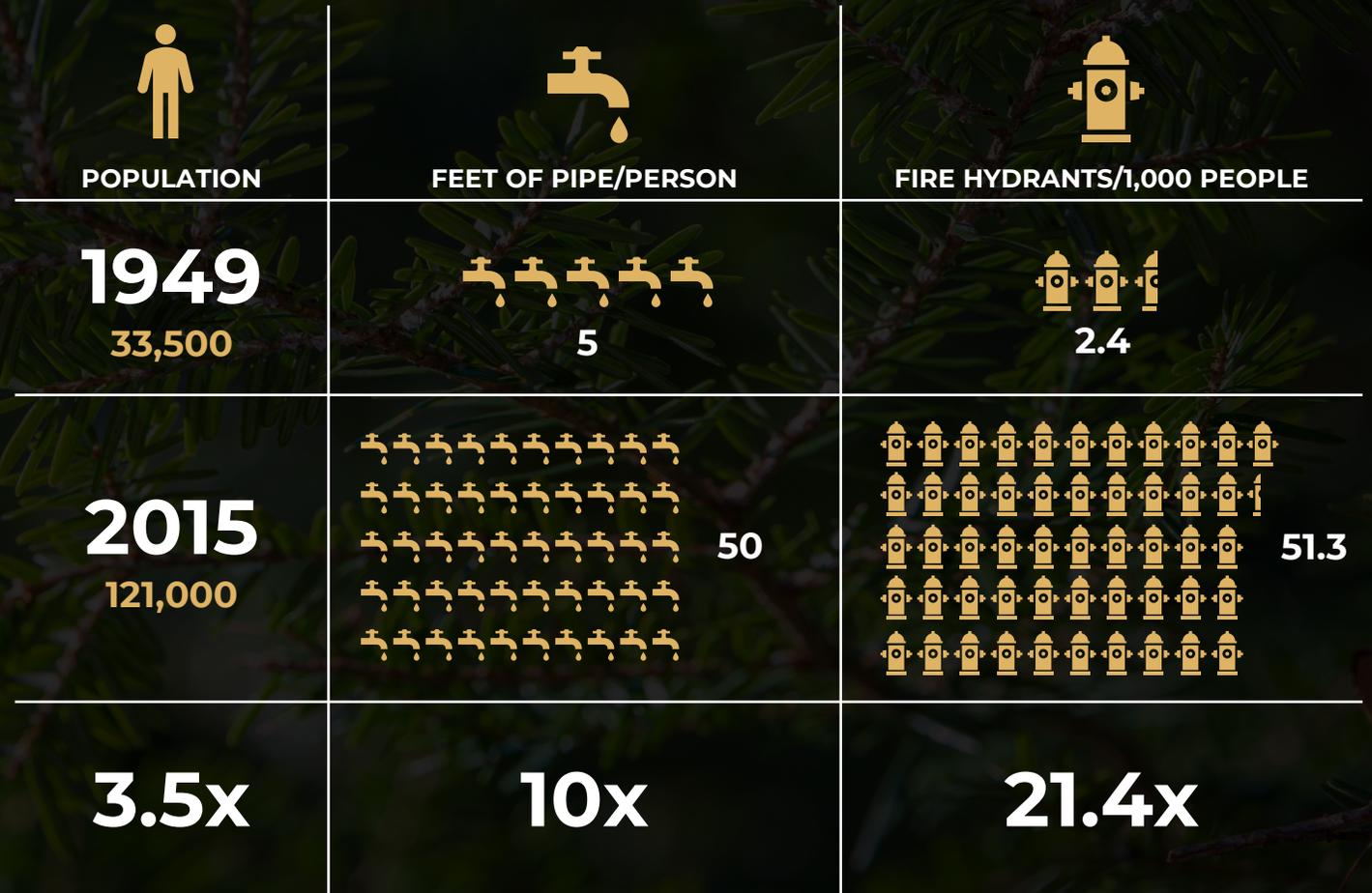- Taxable value of East State Street (100 block) – $2,000,000 (excluding medical office building)

Source: Kennett Collaborative
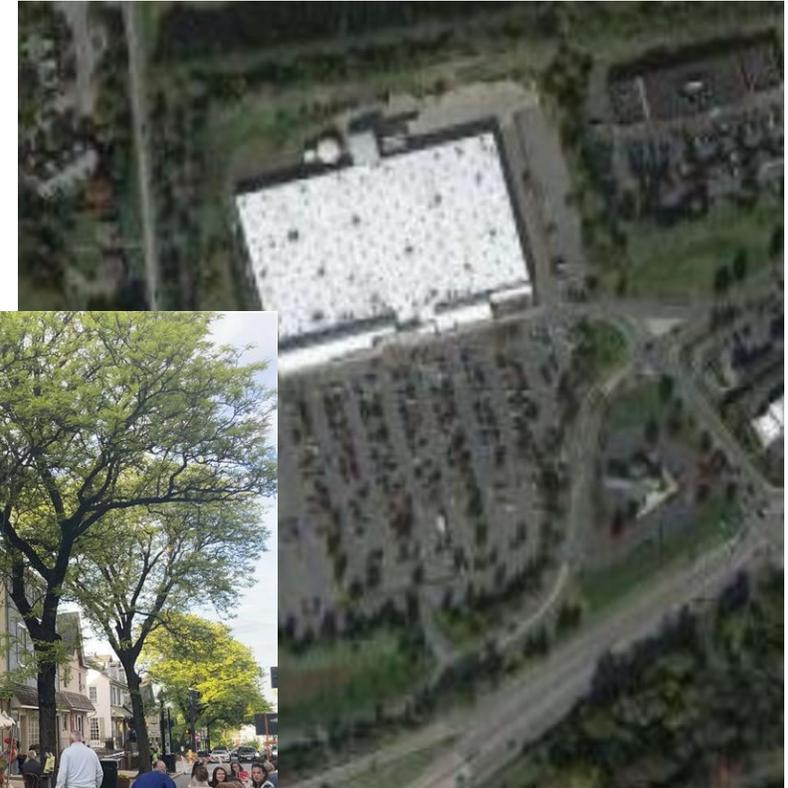
How does development impact municipal finances?

Case study: Lafayette, LA

" It has been estimated that decisions about where to build will have implications for one-third of a typical municipality's budget. "

– Smart Growth America, "Building Better Budgets"

Source: Urban 3, Strong Towns

	POPULATION	FEET OF PIPE/PERSON	FIRE HYDRANTS/1,000 PEOPLE
1949	33,500	5	2.4
2015	121,000	50	51.3
	3.5x	**10x**	**21.4x**

Source: Sanborn Maps and LCG Records

Other fiscal impact
considerations

- Increasing development costs

- Challenges in developing on existing developed lots

- Service needs for future residents (e.g., needs of residents of senior housing vs. single-family homes)

- Impacts of different land uses

- Diversification of commercial areas

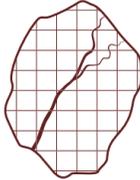- Increasing infrastructure maintenance and repair costs

Change in producer prices for materials and components for construction (%)

Source: Bureau of Labor Statistics
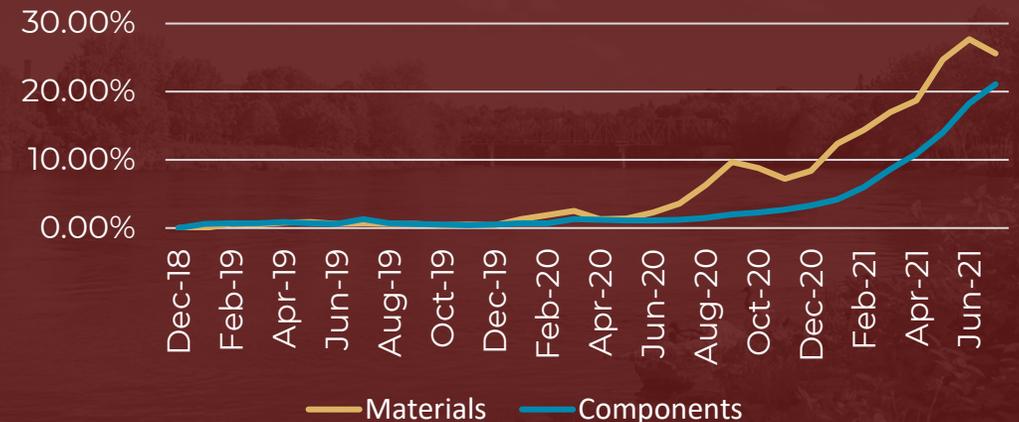
Impervious surfaces
impacts on watershed

- Increase flow and quantities of stormwater that can carry pollutants, erode stream channels, harm ecological areas, stress water treatment plants and cause flooding

- Lead to increased temperatures (heat island effect) which impact people and ecosystems

- At the community scale, density does not equal more impervious surfaces

EXHIBIT 5: 10,000-Acre Watershed Accommodating 10,000 Houses

Scenario A	Scenario B	Scenario C
10,000 houses built on 10,000 acres produce:	10,000 houses built on 2,500 acres produce:	10,000 houses built on 1,250 acres produce:
10,000 acres x 1 house x 18,700 ft³/yr of runoff =	2,500 acres x 4 houses x 6,200 ft³/yr of runoff =	1,250 acres x 8 houses x 4,950 ft³/yr of runoff =
187 million ft³/yr of stormwater runoff	**62 million ft³/yr of stormwater runoff**	**49.5 million ft³/yr of stormwater runoff**
Site: 20% impervious cover	**Site: 38% impervious cover**	**Site: 65% impervious cover**
Watershed: 20% impervious cover	**Watershed: 9.5% impervious cover**	**Watershed: 8.1% impervious cover**

Source: Environmental Protection Agency-
Protecting Water Resources with Higher-Density Development

Challenging conventional wisdom of
low-density housing

Lawns contribute to runoff

- They are compacted and disturbed from natural systems
- They also carry nutrients and chemicals that can harm water quality

Impervious areas add up at a community scale

- Three-story condominium with 10 units on an acre can have less impervious surface than four single-family homes on the same acreage

More cars per household

- Low density: two or more
- High-density: one

Lead to larger combined community burdens

- Traffic, travel distance, road maintenance
- Pipe length and maintenance

Source: Urban Land Institute, Higher-Density Development

Benefits of
compact or infill development

Shorter Pipes

- More cost-effective to install, maintain, and repair

- Improved delivery efficiency and reduced potential waste (leaks, etc.)

Concentrated Disturbance

- Natural systems better preserved throughout the community

- Disturbance mitigation with green infrastructure and ecological restoration on site

Lower Carbon Emissions

- Green Building Design and sustainable transportation

Community Services (road maintenance, waste collection, etc.)

- Personnel and resources serve the population more effectively

- Leverages existing capacity and infrastructure to support growth

- Allows for denser development in already developed areas and preserves natural and rural areas

Auburn Comprehensive Plan Project Schedule			
Task	**Responsible party**	**Start date**	**Scheduled or completed by date**
CPC meeting - finalize draft vision statement and discuss future land use approach **	CPC/City staff/BerryDunn		September 23, 2025
CPC meeting - develop guiding principles and areas for future land use scenario development **	CPC/City staff/BerryDunn		October Meeting
CPC subcommittee meetings - develop policy areas and direction for policies and actions	CPC/City staff/BerryDunn	October 2025	November 2025
Develop future land use scenarios based on CPC meeing input	BerryDunn/City Staff	October 2025	November 2025
Develop draft policies and actions based on subcommittee input	BerryDunn/City Staff	October 2025	November 2025
CPC meeting - review policy action areas and future land use scenarios**	CPC/City staff/BerryDunn		November Meeting
CPC meeting - review policy action areas and future land use scenarios**	CPC/City staff/BerryDunn		December Meeting
Facilitate future land use and policy workshop with the public and concurrent online engagement**	CPC/City staff/BerryDunn		Early January 2026
City staff review - review draft policies and actions	City Staff		January 2026
CPC subcommittee meetings - revise policy action areas and future land use map	CPC/City staff/BerryDunn	January 2026	February 2026
CPC meeting - revise policy action areas and future land use map **	CPC/City staff/BerryDunn		January Meeting
Develop draft implementation plan with City Staff	BerryDunn/City Staff		February 2026
CPC meeting - Finalize policy action areas and future land use map**	CPC/City staff/BerryDunn		1st February Meeting
CPC meeting - Review and finalize implementation plan **	CPC/City staff/BerryDunn		2nd February Meeting
Develop draft plan	BerryDunn	February 2026	March 2026
CPC meeting - review draft plan**	CPC/City staff/BerryDunn		1st March Meeting
Develop design draft of plan	BerryDunn	February 2026	March
CPC meeting - review design draft plan**	CPC/City staff/BerryDunn		2nd March Meeting
Solicit feedback on comprehensive plan draft**	CPC/City staff/BerryDunn	March 2026	April 2026
Planning Board meeting - introduce plan**	Planning Board/CPC/City Staff/BerryDunn		April 2026
City Council Workshop - introduce comprehensive plan	City Council/CPC/City Staff/BerryDunn		April 2026
CPC meeting - Finalize draft plan **	CPC/City staff/BerryDunn	April Meeting	May Meeting
Planning Board meeting - vote to refer plan to City Council **	Planning Board		June 2026
Post materials for public hearing **	City Staff		June 2026
Public hearing and vote to adopt comprehensive plan **	City Council/CPC/City Staff/BerryDunn		July 1, 2026
**Opportunities for public input on the plan			