



# WATERVILLE COMPREHENSIVE PLAN - 2024



# Table of Contents

Chapter 1: Demographics \_\_\_\_\_ 2

Chapter 2: Housing \_\_\_\_\_ 10

Chapter 3: The Local Economy \_\_\_\_\_ 19

Chapter 4: Fiscal Capacity \_\_\_\_\_ 30

Chapter 5: Transportation \_\_\_\_\_ 43

Chapter 6: Public Facilities and Services \_\_\_\_\_ 56

Chapter 7: Recreation Facilities \_\_\_\_\_ 75

Chapter 8: Historical and Cultural Resources \_\_\_\_\_ 87

Chapter 9: Natural Resources \_\_\_\_\_ 96

Chapter 10: Existing Land Use \_\_\_\_\_ 131

Chapter 11: Capital Investment Strategy \_\_\_\_\_ 148

Chapter 12: Regional Coordination \_\_\_\_\_ 150

Chapter 13: Goals and Policies \_\_\_\_\_ 152

Vision Statement \_\_\_\_\_ 170

Public Participation in Plan Development \_\_\_\_\_ 171

Waterville Resident Public Opinion Survey \_\_\_\_\_ 173

Appendix \_\_\_\_\_ 178

# Chapter 1: Demographics

## Introduction

Regional, statewide, and national trends will play a pivotal role in shaping Waterville's future. Central among these trends is understanding and projecting population growth, which, in turn influences future policies, developments, and targets. For example, a community whose growth is fueled by the in-migration of retirees will experience challenges and opportunities that differ from those of a community experiencing a large in-migration of young families with children. [1] This chapter provides a summary of the demographic forces at work in Waterville and the implications of those factors for the future of the city.

## Population Trends: 1890 to 2020

Between 1890 and 1960, Waterville's population grew from 7,107 to 18,695 people.[1] The rate of population growth during this period decreased, especially from the 1930s on. During this 70-year period the city's growth was largely reflective of nationwide population movement trends, as Americans moved from rural areas to urban areas as family- farming declined.

From 1960 until 2000, Waterville's population declined by approximately 18.11% percent driven predominantly by resident movement away from urban areas into the surrounding countryside.[2],[3] Increased ease of commuting, coupled with residents' desire to be closer to amenities such as lakes, open spaces, larger housing lots, and new schools in jurisdictions with lower tax rates drove migration from Waterville. Migration, as opposed to changes in the birth/death rate were the main drivers of population decline as between 1990 and 2000, for example, Waterville lost 1,400 persons through net migration and only 168 through natural change or decline in birth rate.[4]

After fifty years of decline, Waterville's population began to increase in 2010, with another population increase reported in the 2020 US Census.[5], [6] Table 1-1 illustrates the city's growth trends since 1890 and compares the city's population change to County and State growth.

**Table 1-1: Population Change 1890-2020**

Year	Waterville	Waterville Net Population Change	Kennebec County	Kennebec County Net Population Change	State of Maine	State of Maine Net Population Change
1890	7,107		57,012		661,087	
1900	9,477	2,370	59,117	2,105	694,466	33,379
1910	11,458	1,981	62,863	3,746	742,371	47,905
1920	13,351	1,893	63,944	1,081	768,014	25,643
1930	15,545	2,103	70,691	6,747	797,423	29,409
1940	16,688	1,234	77,231	6,540	847,226	49,803
1950	18,287	1,599	73,831	-3,400	914,950	67,724
1960	18,695	408	89,150	15,319	969,265	54,315
1970	18,192	-503	95,247	6,097	993,722	24,457
1980	17,779	-413	109,889	14,642	1,125,043	131,321
1990	17,173	-606	115,904	6,015	1,227,928	102,885
2000	15,605	-1,568	117,114	1,210	1,274,923	46,995
2010	15,722	117	122,191	5,077	1,328,361	53,438
2020	15,828	106	123,642	1,451	1,362,359	33,998

Source: US Census

### Statewide Population Comparison

Waterville is the fifteenth largest municipality (by population) in the State. Its population is smaller than Portland, Lewiston, Bangor, South Portland, Auburn, Biddeford, Sanford, Brunswick, Augusta, Scarborough, Saco, Westbrook, Windham, and Gorham.[7]

Note that in 2020 the cities in Maine with the highest populations were Portland (68,408), Lewiston (37,121), Bangor (31,753), South Portland (26,498), and Auburn (24,061).[8]

### Regional Population Comparison

Despite Waterville’s population decline during the latter half of the 20th century, it remains one of the largest cities in the region and a service center for several smaller, neighboring municipalities. The region’s population has continued to increase since the 1960s as shown in Table 1-2.[9]



<b>Table 1-2: Waterville Area Population Change 1960-2020</b>				
<b>Community</b>	<b>1960</b>	<b>2020</b>	<b>Net Population Change</b>	<b>% Change</b>
<b>Waterville</b>	18,695	15,828	<b>-2,867</b>	<b>-15%</b>
<b>Albion</b>	974	2,006	1,032	106%
<b>Belgrade</b>	1,102	3,250	2,148	195%
<b>Benton</b>	1,521	2,715	1,194	79%
<b>China</b>	1,961	4,408	2,447	125%
<b>Clinton</b>	1,729	3,370	1,641	95%
<b>Fairfield</b>	5,829	6,484	655	11%
<b>Oakland</b>	3,075	6,230	3,155	103%
<b>Rome</b>	367	1,148	781	213%
<b>Sidney</b>	988	4,645	3,657	370%
<b>Smithfield</b>	382	925	543	142%
<b>Vassalboro</b>	2,446	4,520	2,074	85%
<b>Winslow</b>	5,891	7,948	2,057	35%
<b>Total Region</b>	<b>44,960</b>	<b>63,477</b>	<b>18,517</b>	<b>41%</b>
<b>Source: US Census</b>				

## Population Projection

Waterville’s population is projected to increase by 2,550 persons between 2020 and 2033, an increase of 16.11%. While both Kennebec County and Maine are also projected to experience population growth, their populations will increase at a much lower rate than Waterville (1.65% and 0.86% respectively) as seen in Table 1-3.

<b>Table 1-3: Population Projections: Waterville, Kennebec County, State 2023-2033</b>				
<b>Area</b>	<b>2020 Population</b>	<b>2033 Population</b>	<b>Projected Change</b>	<b>% Change</b>
<b>Waterville</b>	15,828	18,378	2,550	16%
<b>Kennebec County</b>	123,642	125,688	2,046	2%
<b>State of Maine</b>	1,362,359	1,374,023	11,664	1%
<b>Source: US Census and Maine State Economist</b>				

## Seasonal Population

According to the 2015 American Community Survey, Waterville has only 49 seasonal housing units as compared to 7,524 total housing units (0.65% of all units).[10] Despite this low proportion of seasonal housing units, Waterville’s population fluctuates over the course of the year with some Waterville residents leaving the area during colder winter months before returning in the spring. During the summer, residents may also move to second homes situated along or near lakes in nearby towns. From late summer through

late spring, Waterville also hosts several thousand students who attend Colby College and Thomas College.[11], [12] Additionally, Waterville benefits from summer residents and tourists staying in housing on lakes in other, smaller towns who frequent commercial and cultural venues in Waterville.

While neither Colby College nor Thomas College offer summertime academic sessions, both offer special programs to visiting groups. Colby schedules over 50 summer programs, including refresher courses for doctors and athletic camps for children, which attract approximately 7,000 people to Waterville over the course of the summer.[13]

### **Population by Time of Day**

Waterville's population fluctuates not only by season, but also by time of day. As a service center community, the city provides public services to residents and to commuters who travel to Waterville for work, shopping, medical and professional appointments, entertainment, and/or other amenities. Recent estimates indicate that the municipality's daytime population is over 27,000, well above our 2020 resident population of 15,828.[14] [See Chapter 6: Public Facilities and Services for the calculation.]

### **Changes in Household Size**

During the 1970s, the size of an average household in Waterville shrank from 3.15 persons in 1970 to 2.50 in 1980.[15] That decrease followed similar national trends and was driven by a wide array of factors including (but not limited to) declining birth rates, increased longevity among the elderly, higher divorce rates, and increased capacity of the elderly and younger people to live independently in their own homes. The trend of decreasing household size has continued in the following decades, albeit at a diminished rate. According to the 2020 US Census, the average household size in Waterville was 2.13.[16]

### **Impact of Household Change on Housing Demand**

Over the past fifty years, declining household sizes have had a substantial impact on residential development in Maine communities, including Waterville.[17] Accordingly, more dwelling units were needed to house fewer people. [See Chapter 2: Housing.]

### **Age Distribution**

The age distribution of Waterville's population (Tables 1-4-1 & 1-4-2) reveals a significant concentration of individuals in the working-age brackets. The largest age group is the 20-39 years category, which comprises 30.12% of the total population, translating to 4,781 people. This is followed closely by the 40-64 years group, which makes up 26.79%

(4,252 individuals). These numbers are misleading, however, since they include large numbers of college students at Colby College and Thomas College, many of whom choose to pursue employment outside of Waterville after graduation. The 5-19 years population, the next largest group at 21.67% (3,439 individuals), also reflects the presence of college students.

The presence of Colby College and Thomas College again are evident in Table 1-5, as Waterville had a much higher percentage of college-aged adults (18-24) and a lower median age than both Kennebec County and the State in 2021.[18]

**Table 1-4: Age Distribution Comparisons by Age Group: Waterville, Kennebec County, and State**

Area	Under Age 5 Population	5-19 Years Population	20-39 Years Population	40-64 Years Population	65-84 Years Population	85+ Years Population	Total Population
<b>Waterville</b>	670	3,439	4,781	4,252	2,245	485	15,872
<b>Kennebec County</b>	5,782	19,893	29,949	43,245	22,983	2,634	124,486
<b>State of Maine</b>	61,034	218,551	331,445	464,116	268,039	29,062	1,372,247

Source: US Census and Maine State Economist

**Table 1-4-2: Age Distribution Comparisons Percentage of Population by Age Group: Waterville, Kennebec County, and State**

Area	Under Age 5	5-19 Years	20-39 Years	40-64 Years	65-84 Years	85+ Years	Total Population
<b>Waterville</b>	4.22%	21.67%	30.12%	26.79%	14.17%	3.06%	100%
<b>Kennebec County</b>	4.64%	15.98%	24.06%	34.74%	18.46%	2.12%	100%
<b>State of Maine</b>	4.80%	17.18%	26.05%	36.48%	13.21%	2.28%	100%

Source: American Community Survey 2021

**Table 1-5: College Age and Median Age Residents: Waterville, Kennebec County, and State 2021**

Area	18-24 Years	% of Population	Median Age
<b>Waterville</b>	3,144	19.80%	35.7
<b>Kennebec County</b>	10,987	8.82%	44.1
<b>State of Maine</b>	107,494	7.83%	44.7

Source: US Census

The middle-age group (40-60), on the other hand, is a smaller percentage of the population in Waterville than in Kennebec County or the State. This relatively small cohort may suggest that the trend of population movement from Waterville to surrounding rural communities has continued among persons in the 40-64 age group. Those people moving out may be motivated in part by the limited supply of newer homes for sale at the higher end of the housing market in Waterville. Many presumably are commuting back into Waterville to work.

Table 1-4-2 highlights that Waterville had a higher percentage of elderly (age 85+) residents than Kennebec County or the State. This can be explained in part by the presence of several nursing homes and senior apartments, including senior living spaces provided by the Waterville Housing Authority and the Catholic Church. Furthermore, the ease of access to shopping and medical assets in the city also makes it an attractive location for the elderly.

### **2033 Population Projection by Age Group**

While the State has not released population projections by age group for Waterville over the next decade, we anticipate seeing a slight increase in the number of persons aged 18-21, due to planned increases in enrollment at both Colby College and Thomas College. We also anticipate seeing an increase in the 65-84 age group, as all but the oldest baby boomers will fall into that cohort by 2033.

### **Educational Attainment**

Despite the fact that Waterville is a service center community where professional services such as legal, accounting, engineering, medical, and dental services are available alongside world-class institutions of higher education, in 2022 Waterville had a smaller percentage of persons aged 25 years and older with at least a bachelor's degree or higher (30.1%) than the State (34.1%).<sup>[19], [20]</sup> This lower-than-expected percentage of persons with advanced degrees may be indicative of the number of middle-income residents who have moved to neighboring towns and who commute back to Waterville for work.

Waterville also had a smaller percentage of persons aged 25 and older with a high school diploma (90.1%) than the State (94.9%).<sup>[21], [22]</sup> The lower percentage of residents aged 25 and older with a high school diploma results in diminished earning capacity and purchasing power.

### **Resident Income**

Table 1-6 shows that Waterville's 2023 median household income (\$47,489) was lower than that of Kennebec County (\$65,062) and of the State (\$71,733).<sup>[1], [2], [3]</sup> In addition,

the poverty rate in Waterville (25.4%) was more than double poverty rates in both Kennebec County (11.5%) and the State (10.4%). [23], [24], [25]

<b>Table 1-6: Income Characteristics: Waterville, Kennebec County, and State 2023</b>		
<b>Area</b>	<b>Median Household Income</b>	<b>% of Persons in Poverty</b>
<b>Waterville</b>	47,489	25.4%
<b>Kennebec County</b>	65,062	11.5%
<b>State of Maine</b>	71,773	10.4%
<b>Source:</b> US Census		

### Persons in Poverty Over Time

Over the past few decades as Waterville’s population fell from its high point in the middle of the 20th Century, the percentage of residents living in poverty has increased. Some of this increase in poverty rates can be attributed to its residents suffering various hardships, for example: unemployment, under-employment, medical expenses, retirement, divorce or death of a spouse, birth of a child, increased rent, or increased cost of heating their homes. Some of the increase in poverty can be linked to lower-income or poorer individuals moving into Waterville while higher-income individuals have moved out of the city (2014 Comprehensive Plan).

### Poverty By Age Group

Poverty rates vary by age group. Table 1-7 shows that in 2023 the poverty rate of children under the age of 18 (33%) was three times the poverty rate of persons 65 and over (10%).

### Poverty Among Children

Poverty is widespread in the Waterville Public School system. The Waterville School Department reported that, during the 2019-2020 school year, 66.3% of students were deemed “economically disadvantaged.”

<b>Table 1-7: Percent of Waterville Persons Below the Poverty Level by Age Group</b>	
<b>Age Group</b>	<b>Percent</b>
<b>Children Under 18</b>	33%
<b>Seniors 65 and Over</b>	10%
<b>Source:</b> American Community Survey and Censusreporting.org	



## **Issues and Needs**

1. Waterville needs to attract young people to the region to fill present and anticipated job openings (i.e., nurses). Expanding the workforce will make it easier for the city to attract new businesses and retain existing companies and employers, strengthening the local economy.
2. Waterville needs to develop policies and programs that support residents near, at, or below the poverty line, as well as residents aged 65 and older.
3. Waterville needs to attract families and young people who want to live in the city.

# Chapter 2: Housing

## Introduction

Housing in Waterville has seen a range of changes and challenges in recent decades, with shifts in both the types of housing available and the demographics of its residents. As the city continues to grow, it faces a growing need for diverse housing options that can accommodate different income levels and family structures. The balance between single-family homes, multi-family dwellings, and mobile homes reflects Waterville’s efforts to provide a variety of housing types, but issues of affordability and availability remain pressing.

With a higher percentage of renter- occupied units compared to owner-occupied homes, the city is a key source of rental housing in the region, but the increasing demand for housing, coupled with a low vacancy rate, presents challenges for prospective renters and buyers. Furthermore, the aging housing stock and the rise of short-term rentals have compounded the difficulty in finding affordable, long-term housing, making it crucial for the city to address these issues through targeted planning and development strategies.

## Total Housing Units

Between 1980 and 2020, Waterville added a net total of 1,046 housing units, an increase of 15.73%.[29] During this period, 1,506 units were constructed while 460 were demolished. Table 2-1 highlights that during this 40-year period, the city had a smaller percentage increase in housing units than either Kennebec County or the State.[30], [31], [32] [See Table 2-4 for the number of housing units constructed between 2000 and 2020.]

**Table 2-1: Change in Total Number of Housing Units: Waterville, Kennebec County, State 1980-2020**

Area	1980 Total Units	2020 Total Units	Net Increase	% Net Increase
<b>Waterville</b>	6,648	7,694	1,046	15.73%
<b>Kennebec County</b>	45,478	63,025	17,547	38.58%
<b>State of Maine</b>	501,093	745,334	244,241	48.74%

**Source:** MaineHousing Waterville Profile: Unit Characteristics 2020 and US Census QuickFacts 2021

## Composition of Housing Stock

Table 2-2 shows that Waterville's housing stock is comprised of 40.4% single-family dwellings, 56.6% multi-family (two or more units), and 3.1% mobile homes.[33] Waterville has a lower percentage of single-family housing and a far higher percentage of multi-family housing than both Kennebec County and the State.

Mobile home parks are permitted in the Rural Residential (R-R) zone, and much of the vacant land (potentially available for housing development in Waterville) is in the R-R zone south of Webb Road. There are four mobile home parks in Waterville, including one on Grove Street and three on West River Road (Countryside, Village Green, and Punky Meadows). A 60-lot expansion of Countryside is under construction with an expansion of 70 additional lots proposed for future development.

**Table 2-2: Housing Units by Type of Structure 2020: Waterville, Kennebec County, State**

Area	Single-Family Units	% of Total	Multi-Family Units (2 or more)	% of Total	Mobile Homes	% of Total	Total Housing Units
<b>Waterville</b>	3,105	40.36%	4,354	56.59%	235	3.05%	7,694
<b>Kennebec County</b>	41,878	66.48%	14,686	23.31%	6,433	10.21%	62,997
<b>State of Maine</b>	524,685	70.26%	159,505	21.36%	62,603	8.38%	746,793
<b>Source:</b> MaineHousing Unit Characteristics 2020							

## Occupancy Characteristics

### *Seasonal Units*

MaineHousing does not list any seasonal housing units in Waterville. (See Table 2-3.)

### *Renter- Vs. Owner-Occupied Units*

Table 2-3 shows that in 2020, 54.23% of the occupied housing units in Waterville were renter-occupied, making Waterville an important source of rental housing for the region.

Waterville currently has more renter-occupied units than owner-occupied units, and this is not expected to change soon as several city-approved multi-family housing projects are being completed including the Lockwood Mill One, Phase One (65 units) and Head of Falls Village, Phase One (60 units) projects.

## Vacancy Rate

Table 2-3 shows that in 2020, Waterville's residential vacancy rate was 7.72%. In February 2023, the St. Louis Federal Reserve Bank stated that Maine has a rental vacancy rate of 2.9% and a homeowner-occupied vacancy rate of 0.7%, among the lowest vacancy rates in the nation.[35], [36] Low vacancy rates tend to result in increased home purchase prices and rents and limited options for potential buyers or renters.

## Short Term Residential Rentals

Another variable that is limiting the availability of homes/rental units for prospective buyers/renters is the large number of short-term residential rentals identified by the Code Enforcement Office. There are over 100 short term residential rentals in Waterville, few of which have been registered with the city as required per Section 4.3.33 of the Zoning Ordinance. Since the annual license fee is \$120 for a non-owner-occupied short term residential rental, the city is losing a significant amount of revenue every year that these properties are not licensed.

**Table 2-3: Housing Occupancy Characteristics 2020: Waterville, Kennebec County, State**

Area	Total Dwelling Units	Seasonal Vacant Units	% Seasonal Vacant	Occupied Units	% Occupied	Owner-Occupied Units	% Owner-Occupied	Renter-Occupied Units	% Renter-Occupied	Vacant Units	% Vacant
<b>Waterville</b>	7,694	0	0%	7,100	92.28%	3,250	45.77%	3,850	54.23%	594	7.72%
<b>Kennebec County</b>	41,878	66.48%	14,686	23.31%		6,433	10.21%	62,997			
<b>State of Maine</b>	524,685	70.26%	159,505	21.36%		62,603	8.38%	746,793			

Source: MaineHousing Unit Characteristics 2020

## Housing Condition and Age

### Housing Condition

A Waterville housing study conducted in 2002 reported that “upwards of 25% of all residential units in the City of Waterville are located in moderately to severely substandard residential structures.” (See page 14 of Part I of the Roundy study which is posted on the city’s web site.)

Over the past twenty years, the percentage of substandard residential units has decreased due to both demolitions and compliance inspections conducted by both the Code Enforcement Office and the Fire Department. Recently, increased numbers of Code Enforcement personnel have brought more housing into compliance with building codes.

## Age of Housing

While an imperfect measurement option, housing age can be indicative of condition. As seen in Table 2-4, 34.5% of residential structures in Waterville were built before 1939.[37] This percentage has fallen recently as substandard units have been demolished.

The majority of Waterville's oldest housing stock is located on a strip of land along the Kennebec River which includes the South End, part of the downtown along Front Street, the North End, and Trigger Hill (between College Avenue and Eastern Avenue), the lowest income neighborhoods in the city. The owners of many residential buildings in those neighborhoods have received federal housing rehabilitation funding over previous decades.

## New Construction

Table 2-4 shows that since 2000, 398 new housing units have been constructed. Some of these new units include:

- 67 residential units in the Hathaway Creative Center, a converted shirt factory
- 21 units of low-income senior citizen housing at Pleasant Crossing, a Waterville Housing Authority project on the site of the old YMCA
- 58 units for senior citizens at Saint Francis Apartments at 52 Elm Street
- 28 apartments for senior citizens at Merici Woods, a renovated convent
- 21 market-rate condominiums at Lincoln Green, 650 Lincoln Street

<b>Area</b>	<b>% Units Built 1939 or Earlier</b>	<b># Units Built 2000-2020</b>	<b>% Units Built 2000-2020</b>
<b>Waterville</b>	34.50%	398	5.20%
<b>Kennebec County</b>	22.90%	10,010	15.90%
<b>State of Maine</b>	23.80%	127,753	17.10%
<b>Source:</b> MaineHousing Unit Characteristics 2020			

## Public Water and Sewerage

Most of the Waterville's housing stock is served by two quasi-municipal utilities, the Kennebec Water District (KWD) and the Waterville Sewerage District (WSD). Chapter 6: Public Facilities and Services contains maps of water and sewerage lines. A map showing wells and septic systems in 2012 is included in Chapter 9: Natural Resources.



## Housing Affordability

### Affordability of Home Ownership

MaineHousing considers housing “affordable” if a household that earns the median income for a particular jurisdiction can buy a median priced home in that area without spending more than 30% of its income. In 2020, the median value of owner-occupied housing units in Waterville was \$124,200, and the median household income of homeowners was \$62,075.[38] At that time, 606 homeowners spent more than 30% of their household income on housing. Waterville homeowners with incomes above \$75,000 were able to avoid overpayment.[39]

Housing has become less affordable, due to home sale prices rising faster than incomes. This high cost of home ownership is driven by several factors, including high interest rates, high construction costs, labor shortages, supply chain issues, high and variable oil prices, and a limited supply of homes for sale.

### Affordability of Renting

MaineHousing considers renting affordable if a household with area median income can rent a median priced two-bedroom apartment without spending more than 30% of its income. In Waterville in 2020, the U.S. Census reported that 40.1% of renter households paid 30% or more of their household income for rent.[40] That same year, MaineHousing found that 65.7% of Waterville households were unable to afford the median two-bedroom rent.[41]

### Unmet Need for Low Income Rental Housing

According to MaineHousing, the need for low-income rental housing is far greater for families than it is for senior citizens. Despite this, many senior citizen homeowners in Maine are at risk of losing their homes and may need rental housing in the future. Those low-income seniors are living in homes that are too large for them and too expensive for them to maintain and heat. In many cases, these homeowners also struggle to pay the property taxes on their homes yet remain in their homes, since they are unable to find affordable apartments to rent.

Statewide, there is a shortage of 19,000 rental units that could be utilized by low-income Mainers, according to the National Low Income Housing Coalition. Harvard University’s Joint Center for Housing Studies found that nearly 20% of Maine tenants spend 50% or more of their income on housing and are considered severely cost-burdened.[42]

### Rent-Restricted and Subsidized Housing Units

The Waterville Housing Authority is a quasi-municipal agency whose goal is to provide safe and affordable housing to low-income citizens.[43] The Waterville Housing

Authority, or its Limited Partnership (LP), currently owns and/or manage 301 dwelling units and administers 306 Section 8 rent vouchers.

Alongside the Waterville Housing Authority, the Catholic Church, Kennebec Behavioral Health, and Community Housing of Maine also provide rent-restricted and/or subsidized housing units in the city. Table 2-5 shows that in 2023, Waterville had 905 rent-restricted or subsidized housing units, including Section 8 rent subsidies.

Only four rent-restricted housing projects have been developed in Waterville over the preceding 15 years: Pleasant Crossing, Saint Francis Apartments, and Merici Woods for senior citizens and Gilman Place for families.

### **Residential Care Facilities**

Some housing units in Waterville are owned by agencies that provide care for persons with special needs. Table 2-6 contains a summary of residential care facilities in Waterville that are licensed by the Maine Department of Health and Human Services.

### **Homelessness**

MaineHousing cites poverty, substance abuse, mental illness, and domestic violence as leading causes of homelessness.

Mid-Maine Homeless Shelter and Services, located on Colby Street, offers a forty-bed regional homeless shelter with apartments for teens on the second floor. It also owns a building on Highwood Avenue which it intends to renovate to provide support and services to homeless families.

MaineHousing reported that on January 25, 2022, the State's annual "Point In Time Survey" identified 3,455 individuals experiencing homelessness in Maine, a number that is expected to continue to grow over the coming years.[44]

**Table 2-5: Rent-Restricted and Subsidized Housing Units**

<b>Name of Project</b>	<b>Location</b>	<b>Elderly/Disabled Units</b>	<b>Family Units</b>	<b>Total</b>
<b>Waterville Housing Authority or LP Owned or Managed Buildings</b>				
Kennebec Street	Kennebec Street		16	16
Chaphill Manor	Chaplin Street		31	31
Woodman Heights	Drummond Avenue		47	47
12 building (6 duplexes)	Scattered Sites		18	18
Durbin Apartments	Kimball Street	28		28
Elm Towers	Elm Street	50		50
Forsythe Terrace	Louise Avenue	27		27
Riverview Manor	83 Water Street	23		23
Pleasant Crossing (2009)	Pleasant Street	21		21
Merici Woods (2020)	21 Chase Avenue	28		28
Section 8 Rent Voucher				372
Emergency Housing Vouchers				6
<b>Catholic Church</b>				
Seton Village	Carver Street	144		144
Saint Francis Apt. (2018)	52 Elm Street	58		58
<b>Gilman Place Associates Limited Partners</b>				
Gilman Place (2011 LIHTC)	21 Gilman Street		35	35
<b>Community Housing of Maine</b>				
7 School Street		4		4
67 Silver Street		4		4
82 Silver Street		4		4
16 Gilman Street		4		4
51 Pleasant Street		1		1
270 Main Street		5		5
<b>Kennebec Behavioral Health (KMHA Real Estate, Inc.)</b>				
54 Silver Street		5		5
100 Silver Street		5		5
14 Union Street		7		7
9 Walnut Street		8		8
<b>Alternative Services</b>				
1 Leighton Street		6		6
<b>Crisis &amp; Counseling Centers, Inc.</b>				
7 Ticonic Street			2	2
<b>Total</b>				<b>905</b>

**Table 2-6: Residential Care Facilities Licensed by Maine Department of Human Services**

<b>Name</b>	<b>Location</b>	<b># of Beds</b>
<b>Long Term Care Facilities</b>		
Lakewood Manor Nursing Home	220 Kennedy Memorial Drive	105
Mt. Saint Joseph Nursing Home	7 Highwood Street	111
Oak Grove Nursing Care Center	27 Cool Street	90
The Woodlands	147 West River Road:	
	The Woodlands Residential Care Facility	58
	Evergreen Alzheimer’s Unit	32
	Park Residences Apartments	39
<b>Boarding/Group Homes</b>		
Ken-A-Set	Quarry Road	15
Sunset Home	114 College Avenue	20
Motivational Services	73 Pleasant Street	6
Motivational Services	105 Western Avenue	Unknown
Skills Inc.	37 Oak Street	Unknown
Uplift Inc.	16 Pleasant Hill Drive	Unknown

## Issues and Needs

Major housing needs include the following:

1. **Deteriorated Housing:** There are pockets of deteriorated housing in Waterville that could be removed to provide open space or land for other uses that are compatible with housing construction and development. In the South End, housing should only be removed on a very selective basis to preserve the historic character of the neighborhood. For more information, see the South End Neighborhood Strategic Plan, which was developed by the South End Neighborhood Association (SENA) in 2007.
2. **Housing Affordability:** Recent housing analyses indicate that a large percentage of households cannot afford to rent the average two-bedroom apartment or buy a median-priced home in Waterville.
3. **Long-Term Care:** There is the potential for further growth in the health care and elderly care fields, which could be encouraged by the construction of long-term care facilities such as nursing homes, as well as congregate care, assisted living, and residential care facilities.

4. **Short Term Residential Rentals:** The city should attempt to identify all short-term residential rentals and enforce the city's annual licensing requirement.
5. **Housing Coordination:** The housing situation is complicated. The city needs a standing housing committee, reporting to the City Council, to identify and coordinate resolution of city housing issues.



# Chapter 3: The Local Economy

## Introduction

Waterville has long served as the service, retail, and cultural center for its surrounding region. The central location of Waterville in the State and its excellent transportation network and medical and educational facilities place the city in a competitive position to expand its service center and industrial role while further solidifying and developing its identity as an arts and cultural center.

## Regional Economy

The Maine Department of Labor defines a micropolitan area as "having at least one urban cluster of at least 10,000 but less than 50,000 population, plus adjacent territory that has a high degree of social and economic integration with the core as measured by commuting ties." [45] Within this economically integrated grouping of communities, "workers may readily change jobs without changing their place of residence." [46]

## Waterville Micropolitan Area

Waterville is the employment center for the Waterville Micropolitan Area, offering 11,058 jobs in 2021. [47] This micropolitan area consists of Albion, Benton, Clinton, Fairfield, Oakland, Unity Unorganized Township, Waterville, and Winslow. These towns are in three counties: Kennebec, Somerset, and Waldo. [48]

## Augusta Micropolitan Area

The Augusta Micropolitan Area consists of Augusta, Belgrade, Chelsea, China, Farmingdale, Gardiner, Hallowell, Litchfield, Manchester, Mount Vernon, Palermo, Pittston, Randolph, Readfield, Rome, Sidney, Somerville, Vassalboro, Wayne, West Gardiner, Whitefield, Windsor, and Winthrop. [49]

## Augusta-Waterville Micropolitan Area

The Augusta-Waterville Micropolitan Area has Maine's third largest workforce (with 72,000 workers), trailing only Portland-South Portland and Bangor-Brewer. An additional 53,000 workers are located within a 45-minute commute (per Mid-Maine Chamber of Commerce).

## Major Employers

Major employers (with 100+ employees) located in Waterville are listed in Table 3-1. Note that this list accounts for only a handful of the 730 businesses to which the City Assessor sent personal property tax bills in 2023. Thayer Center for Health and Colby College are the largest employers in Waterville.

Table 3-1: Major Employers In Waterville				
Employer	Approximate Number of Employees	Type of Business	Location	Overview
<b>Affiliated Health Care</b>	150	Health Care	32 College Avenue, Waterville	Provides outpatient medical services, specializing in a range of health care treatments.
<b>Central Maine Auto Group</b>	250	Automotive Sales	KMD and Airport Road, Waterville	A regional auto dealership offering new and used vehicles, service, and parts for a variety of car brands.
<b>City of Waterville</b>	135 full-time + 151 part-time & seasonal	Local Government	1 Common Street, Waterville	Includes municipal employees, such as police, fire, public works, and administrative staff, excluding library employees.
<b>Colby College</b>	900	Education	4000 Mayflower Hill, Waterville	A leading liberal arts college.
<b>CSX Corp</b>	250	Railroad	55 College Avenue	A freight transportation company that operates throughout the region, including former Maine Central and Pan Am Railroads.
<b>Eye of Maine</b>	100+ (DOL)	Health Care	325 Kennedy Memorial Drive, Waterville	A vision center offering eye care services, including eye exams, corrective lenses, and surgery.
<b>Hannaford</b>	350	Grocer	140 Elm Plaza and 190 Kennedy Memorial Drive, Waterville	A supermarket chain with two locations in Waterville.
<b>HealthReach Network</b>	400 (100-499 DOL)	Health Care	10 Water Street, Waterville (administrative offices) + Various Locations (HealthReach Network)	Provides outpatient medical care and services in a supportive, community-focused setting. A network of health centers providing primary care, behavioral health, and dental services across central Maine.

Table 3-1: Major Employers in Waterville				
Employer	Approximate Number of Employees	Type of Business	Location	Overview
Home Depot	100-499 (DOL)	Retail	60 Waterville Commons Drive, Waterville, ME 04901	A major retailer offering home improvement products, building materials, and services including installation and repair.
Huhtamaki	650	Paper Products	242 College Avenue, Waterville	Manufacturer of paper-based foodservice products, including plates, cups, and packaging materials.
Kennebec Behavioral Health	100-499 (DOL)	Mental Health	340 employees across 4 sites (Waterville, Augusta, Skowhegan, Winthrop)	Provides mental health, substance abuse, and behavioral health services across multiple locations.
Kennebec Valley Community Action Program (KVCAP)	133	Social Services	Water Street, Waterville	A nonprofit organization providing a wide range of community services, including transportation, energy assistance, and youth programs.
Lakewood Continuing Care	100-499 (DOL)	Nursing Home	220 Kennedy Memorial Drive, Waterville	Provides long-term care, rehabilitation, and other health services for elderly patients.
Mount Saint Joseph	100-499 (DOL)	Nursing Home	7 Highwood Street, Waterville	Offers skilled nursing care, rehabilitation, and memory care for elderly residents.
Northern Light Inland Health	650	Health Care	200 Kennedy Memorial Drive, Waterville	Part of the Northern Light Health system, providing comprehensive healthcare services, including primary care, specialties, and emergency care.
Oak Grove Living & Rehab	100-499 (DOL)	Nursing Home	27 Cool Street, Waterville	Provides skilled nursing care, long-term rehabilitation, and services for elderly and disabled individuals.

Table 3-1: Major Employers in Waterville				
Employer	Approximate Number of Employees	Type of Business	Location	Overview
Shaw's	180	Retail	251 Kennedy Memorial Drive, Waterville	A major supermarket offering a variety of groceries, pharmacy services, and prepared foods.
Shyft Group Dura Mag LLC	260	Manufacturing	977 West River Road, Waterville	Manufacturer of specialized vehicle components and equipment, former site of the Wyandotte Woolen Mill.
TD Bank	101-250	Banking & Insurance	Locations in Waterville, Winslow, Oakland, Fairfield	A regional bank offering personal, business, and commercial banking services across Maine.
Thayer Center of Health	1,182	Outpatient Health Care	149 North Street, Waterville	Offers a wide range of outpatient health services, including diagnostics, surgeries, and wellness programs.
Thomas College	134 full-time + 47 part-time	Education	180 West River Road, Waterville	A private college offering undergraduate and graduate degree programs with a focus on business, criminal justice, cybersecurity, and education.
Walmart Super Center	174	Retail	50 Waterville Commons Drive, Waterville	A large retail chain offering a wide variety of merchandise, including groceries, electronics, clothing, and home goods.
Waterville School Dept.	392	Education	25 Messalonskee Avenue, Waterville	The public school district serving Waterville, including elementary, middle, and high schools, as well as special education services.
Woodlands	50-99 (DOL)	Nursing Home	West River Road, Waterville	Provides residential care and support services for elderly individuals with varying levels of medical needs.

Sources: Maine Department of Labor (DOL), Central Maine Growth Council, and Employers Contacted

Table 3-2 lists the major employers in towns near Waterville and within the Waterville Micropolitan Area. Located in FirstPark in Oakland, T-Mobile is by far the largest of these employers by number of workers.

<b>Table 3-2: Major Employers in the Waterville Micropolitan Area (But Not in Waterville)</b>				
<b>Employer</b>	<b>Approximate Number of Employees</b>	<b>Type of Business</b>	<b>Location</b>	<b>Notes</b>
<b>Alcom LLC</b>	100-499 (DOL)	Trailers	Winslow	Manufacturer of specialty trailers, including those for hauling and transporting goods.
<b>Camp Caribou</b>	100-499	Summer Camp / Recreation	Winslow	Seasonal summer camp offering recreational activities and youth programs, primarily for children.
<b>Johnny's Selected Seeds</b>	100-499 (DOL)	Seed Distributor	Winslow	A leading supplier of organic and non-GMO seeds to gardeners and commercial farmers. Includes a call center for sales.
<b>Kennebec Valley Community College (KVCC)</b>	100 full-time + 50 part-time	Community College	Fairfield	Provides higher education programs in a variety of fields, including health sciences, business, and trades.
<b>Lawrence High School</b>	100-499	Public Schools	Fairfield	Serves the educational needs of high school students in the Fairfield area, part of MSAD 49.
<b>Lohman Animal Health International</b>	125	Animal Health	China Road, Winslow	Manufacturer of animal health products, including vaccines and supplements for livestock and poultry.
<b>Mid-State Machine Products, Inc.</b>	210	Value-Added Precision Machining Services	Winslow	Specializes in custom machining for aerospace, defense, and other high-precision industries.
<b>Northeast Labs</b>	50-99 (DOL)	Laboratory	Winslow	Provides environmental testing services, specializing in water, soil, and waste analysis.
<b>Oakland School Dept.</b>	251-500 (prior to consolidation)	Public Schools	Oakland	School district serving the town of Oakland and surrounding communities, now part of MSAD 47.
<b>Sheridan Construction Corp</b>	150	Construction / Engineering	Fairfield	A construction and engineering firm specializing in commercial, industrial, and residential projects.
<b>T-Mobile</b>	750	Call Center	Oakland	A major customer service and tech support center.
<b>Sources:</b> Maine Department of Labor (DOL), Labor Market Analysis, Central Maine Growth Council, and Employers Contacted				

With 4,600 employees in the Augusta-Waterville Micropolitan Area and beyond, MaineGeneral Health is the largest employer and a major economic force in the region. MaineGeneral Health facilities include:

- Thayer Center for Health and HealthReach Network in Waterville; and
- Community Health Centers in several towns outside the Waterville Micropolitan Area.

## Employment by Industry

Table 3-3 offers a breakdown of the Waterville labor force by industry in 2021. The highest percentage of Waterville residents is employed in the category of “health care and social assistance” (24%), followed closely by “retail trade” (22%). The third and fourth largest employment categories in Waterville are “accommodation and food services” (14%) and “educational services” (12%).

<b>Table 3-3: Waterville Employment By Industry</b>			
<b>Industry</b>	<b>Number of Establishments</b>	<b>Number of Employees</b>	<b>Percentage of Total</b>
<b>Agriculture, Forestry, Fishing &amp; Hunting</b>	4	78	0.72%
<b>Construction</b>	36	248	2.30%
<b>Manufacturing</b>	12	846	7.84%
<b>Wholesale Trade</b>	12	84	0.78%
<b>Retail Trade</b>	122	2,396	22.21%
<b>Information</b>	8	58	0.54%
<b>Finance and Insurance</b>	36	240	2.23%
<b>Real Estate, Rental &amp; Leasing</b>	24	127	1.18%
<b>Professional, Scientific, and Technical Services</b>	54	207	1.92%
<b>Management of Companies and Enterprises</b>	12	555	5.15%
<b>Administrative and Support &amp; Waste Management</b>	26	213	1.97%
<b>Educational Services</b>	8	1,248	11.57%
<b>Health Care and Social Assistance</b>	104	2,587	23.98%
<b>Arts, Entertainment, and Recreation</b>	11	61	0.57%
<b>Accommodation and Food Services</b>	70	1,457	13.51%
<b>Other Services Except Public Administration</b>	46	381	3.53%
<b>TOTAL, All Industries</b>	<b>585</b>	<b>10,786</b>	<b>100%</b>
<b>Sources:</b> Maine Department of Labor (DOL), Center For Workforce Research and Information			



## **Health Care and Social Assistance**

Health care and social assistance employers include Thayer Center for Health, HealthReach Network, Northern Light Inland Hospital, and the Kennebec Valley Community Action Program (KVCAP).

## **Retail**

Retail plays a key role in Waterville's economy. Retail sales in Waterville totaled \$377,750,432 in 2007 and \$624,483,456 in 2022.[50] The most significant increases were in automobile sales, building supply, and groceries.

## **Accommodation and Food Services**

While Waterville is still establishing itself as a top tourist destination in Maine, it does attract visitors. The city provides food and lodging for travelers on Interstate-95, heritage tourists, persons visiting Colby College, Thomas College, and Quarry Road Recreation Area as well as patients at area medical centers, among others. Visitors travel to Waterville for art and entertainment venues and events such as the Maine International Film Festival (MIFF), the Waterville Opera House, the Colby College Museum of Art (on the Art Museum Trail), and movie theaters at the Paul J. Schupf Center for Art and at Flagship Cinema at Shaw's Plaza on Kennedy Memorial Drive.

## **Education Service**

The two institutions of higher education in Waterville are Colby College and Thomas College. Other nearby colleges include Kennebec Valley Community College in Fairfield and the University of Maine at Augusta.

## **Manufacturing**

While the Waterville Micropolitan Area lost several major manufacturers over the past few decades, the manufacturing sector remains important to the region and to Waterville. As seen in Table 3-3, manufacturing employs 846 Waterville residents. Huhtamaki is a major manufacturing employer along with Shyft Group and Dura Mag in the former Wyandotte Mill on Trafton Road.

## **Municipal Service Employment**

Municipal service jobs re-circulate money that is already in the region and do not bring a significant amount of money into the area. However, in total, municipal service employment is a substantial sector of Waterville jobs:

- Waterville School Department (392)
- City of Waterville (135)

- Kennebec Water District (28)
- Kennebec Sanitary Treatment District (14)
- Waterville Public Library (12 full-time-equivalents)
- Waterville Sewerage District (10)

## **Commercial Centers**

Waterville has four major commercial centers: Downtown, Upper Main Street, Kennedy Memorial Drive (KMD), and College Avenue.

### **Downtown**

Downtown is an attractive historic commercial district of classic scale, featuring principally two, three, and four-story blocks of buildings, many of them brick, pulled tightly to the sidewalks. Waterville's core Downtown is compact, walkable, and roughly bounded by Elm Street, Spring Street, the Kennebec River, and Union Street. The Old Post Office, at the intersection of Elm Street, Main Street, and College Avenue, marks an entry to Downtown. While Main Street and the Concourse are centers of activity, numerous short side streets connecting to Main Street offer similar uses. Downtown is a walkable distance from a notable residential base, and it has a riverfront with recreational and mixed-use development potential.

Downtown is poised to play an important role as hub for culture and the arts. In recent years, Colby College has contributed more than \$45 million to the redevelopment of Downtown, spurring further investment by other public and private sector actors. Recent additions to the Downtown include the Paul J. Schupf Arts Center, Greene Block+Studios, the Lockwood Hotel, the Alford Commons Multi-use Building, and the renovated former bank building at 173 Main Street.

Just south of the Downtown, the Lockwood Mill complex, home to the Hathaway Creative Center, is separated from the rest of Downtown by the intersection of Spring Street, Front Street, and Main Street. Adding pedestrian-friendly traffic calming features would increase the appeal of these areas and further encourage pedestrian activity in Downtown Waterville.

The northerly edge of Downtown is anchored by the courthouse, the social security office, the police station, and the post office.

### **Head of Falls**

On the east side of Downtown, the city-owned Head of Falls is separated from Downtown by Front Street and railroad tracks. This area was cleared by the federal Urban Renewal program in the late 1960s. The city has commissioned plans and market

studies and installed utilities and an attractive riverwalk to redevelop the Head of Falls. In recent years, the public has expressed strong support for retaining at least the southerly portion for open space, festivals, and parking.

## **Elm Street**

Elm Street forms the westerly edge of Downtown. Businesses on Elm Street are isolated from Downtown by the heavy volume of traffic on Elm Street and by the back of the Concourse. Several properties on Elm Street have insufficient parking, limiting the expansion of existing businesses and discouraging redevelopment of these properties by new businesses.

## **Front Street**

The area north of Temple Street between Front Street and Main Street/College Avenue is zoned for mixed-use development, although most of this land is presently used for residential purposes. Several buildings in this area are proposed to be removed to make way for new development.

## **Upper Main Street/I-95 Exit 130**

Off Upper Main Street, there are large blocks of undeveloped land zoned for commercial development near water and sewer lines. However, traffic management will have to be enhanced before the Maine Department of Transportation (MDOT) and the city, through its Site Plan Review regulations, will allow further development to occur. Bottlenecks and safety concerns include the constricted area under the I-95 overpass and the intersections of Main Street with Armory Road, High Street, and Eustis Parkway.

## **Kennedy Memorial Drive**

Kennedy Memorial Drive (KMD), which runs east/west from the Oakland town line, under I-95, to the Messalonskee Stream, bisects the city and offers further potential for development and redevelopment, albeit with some restrictions. KMD has vacant land with water and sewer lines and commercial zoning, but it also has residential properties zoned for limited commercial use. Zoning restrictions on properties on the north side of KMD between First Rangeway and Cool Street could be removed, if politically acceptable. Historically, neighbors on Merryfield Avenue have opposed rezoning.

Traffic issues also limit development opportunities along parts of KMD. Those constraints include left-turning traffic and a federally imposed control of access on vacant land west of I-95.

The KMD/I-95 interchange, which serves as a transportation focal point for the regional economy, is at risk of becoming a chokepoint that will restrict economic activity unless viable traffic mitigation measures are adopted. Extending Airport Road to Webb Road could potentially relieve traffic congestion on the easterly end of KMD by providing alternate access to I-95 via the Trafton Road-I-95 interchange. Constraints to development include the cost of utility and roadway construction.

## **College Avenue**

Decreased traffic along College Avenue has limited the commercial appeal of properties on College Avenue, and recent rezoning to Commercial-C1 (C-C1) has the potential to transform College Avenue to a mixed-use area. The first new housing development on College Avenue in recent years is Manor Gardens, an apartment complex currently under construction.

## **Industrial Centers**

The City Council has zoned land for industrial use in various locations throughout Waterville. Those industrial zones, General Industrial, Industrial Park, Airport Industrial, and Downtown Industrial, are described in further detail in the [Zoning Ordinance](#) which is posted on the city's web page. Note that industrial zones permit both industrial and commercial uses, and the Downtown Industrial Zone also allows residential use. The Lockwood Mill complex is zoned Downtown Industrial. Industrial properties are shown on the zoning map which can be found both on the city's web page, where it can be enlarged, and in Chapter 10: Existing Land Use on Map 10-3.

Historically, industrial areas in the city were located along the Kennebec River and the Messalonskee Stream, where hydro-electric power was produced. Manufacturers also chose sites where they could easily transport goods and receive raw materials. Industrial areas were established where steamships docked (on Water Street), along the railroad tracks (including the railroad yard off College Avenue, the old Harris Bakery, and off County Road and Marston Road), near the Upper Main Street I-95 interchange (off Armory Road and Drummond Avenue), and near Waterville Regional Airport and the KMD I-95 interchange (on Airport Road).

## **Trafton Road**

In 1971, Waterville zoned a large area of farmland on Trafton Road for industrial use, and the Kennebec Water District extended the water line down West River Road in anticipation of further industrial development.

Today Trafton Properties, Inc., owns an industrial building and land zoned for industrial use on Trafton Road, as well as a substantial amount of land abutting Trafton Road on

both sides of I-95 and on Eight Rod Road zoned for commercial use, a large parcel of land zoned Rural Residential (a mixed-use zone) on Eight Rod Road, and land in Sidney. The company owns a total of 922 acres with 544 acres in Waterville and approximately 378 in Sidney.

Trafton Properties is seeking to develop approximately 450,000 square feet of industrial buildings on Trafton Road. However, the company needs to extend Kennebec Water District (KWD) and Waterville Sewerage District (WSD) lines to those sites. No WSD lines extend down West River Road beyond Punky Meadows Mobile Home Park, however the new sewer line and improved pumping station on Webb Road offer the opportunity for Trafton Properties to construct a sewer force main down Eight Rod Road to Trafton Road. Kennebec Sanitary Treatment District's (KSTD) plant capacity, and the presence of natural gas lines along Trafton Road support new development in that area.

## **Tourism**

Tourism in Waterville could become a more significant economic driver, especially if a concerted effort is made to reach and direct tourists and visitors to the city's historic and cultural landmarks, institutions, and natural assets. Some of the city's most valuable assets and partners in this mission are the Colby College Museum of Art (Maine's largest art museum) as well as the Waterville Opera House, the Maine International Film Festival, the Redington Museum, surrounding lakes, and the Quarry Road Recreation Area.

## **Recent Development**

Chapter 10: Existing Land Use lists recent development projects and Map 10-2 shows where this new construction occurred.

## **The Role of the City of Waterville in Economic Development**

The City of Waterville, a regional service center, recognizes the importance of economic development and supports this development in a number of ways. The city:

- Provides financial support to the Kennebec Valley Council of Governments (KVCOG), Mid-Maine Chamber of Commerce, and Central Maine Growth Council (CMGC) including its key project Dirigo Labs. It also appoints representatives to serve on the boards of directors of several of these organizations, among others.
- Owns Waterville Regional Airport which has the potential to be a major income producer. See Chapter 5: Transportation for further information.
- Created the Airport Industrial Park, located near Exit 127 off I-95, to provide developable land for sale to businesses. The only Free Trade Zone in the State is

located adjacent to the airport on land that the city acquired in 2012 for re-sale and development.

- Created Tax Increment Financing Districts. See Chapter 4: Fiscal Capacity.
- Is one of more than 20 towns that own FirstPark in Oakland off KMD.

## Issues and Needs

Issues and needs related to Waterville's economy include the following:

1. **Regional Economic Development Efforts:** There is a need to continue to support local and regional organizations that work to improve the economy.
2. **Growth Businesses:** There is a need to attract and retain tech and other growth businesses and industries which strengthen the tax base and provide well-paying jobs for area residents.
3. **Workforce Development:** There is a need to further upskill and teach residents critical skills which match the needs of local businesses and industries.
4. **Downtown:** The city needs to implement recommendations generated through a multi-year, public Downtown planning process led by Beyer Blinder Belle (BBB) Architects and Planners LLP of New York City.

# Chapter 4: Fiscal Capacity

## Property Tax Base

The property tax base of a community is its most important financial asset. A community with a relatively high valuation can raise funds with a relatively low tax rate. Conversely, a community with a relatively low valuation will require a higher tax rate to raise the same sum of money.

Table 4-1 shows assessed value by land use as a percentage of total assessed valuation. Typically, communities with substantial commercial and industrial development have higher valuations than residential communities. Waterville has a relatively low valuation in part because industrial and commercial property constitute only a small percentage of the tax base (4% and 16% respectively). Waterville’s tax base is heavily residential (48%).

Land Use	Assessed Value	Percent of Total
Industrial	\$65,459,400	4%
Commercial	\$273,722,900	16%
Residential	\$822,248,100	48%
Exempt	\$538,991,800	32%
<b>TOTAL</b>	<b>\$1,700,422,200</b>	<b>100%</b>

Source: City of Waterville Assessor, August 2023

## Tax Exempt Property

Another reason Waterville has a relatively low assessed valuation is the high percentage of tax-exempt real property in the city. 32% of Waterville’s assessed valuation is tax exempt as compared to Augusta and Winslow at 27% and 9% respectively.

Tax-exempt properties in Waterville are owned by the city, Colby College, Thomas College, churches, hospitals, the Kennebec Water District (KWD), the Kennebec Sanitary Treatment District (KSTD), the Waterville Sewerage District (WSD), the Waterville Housing Authority, the State of Maine, the U.S. government, Seton Village Inc, as well as various charitable and fraternal organizations.

## **Highest Taxed Properties**

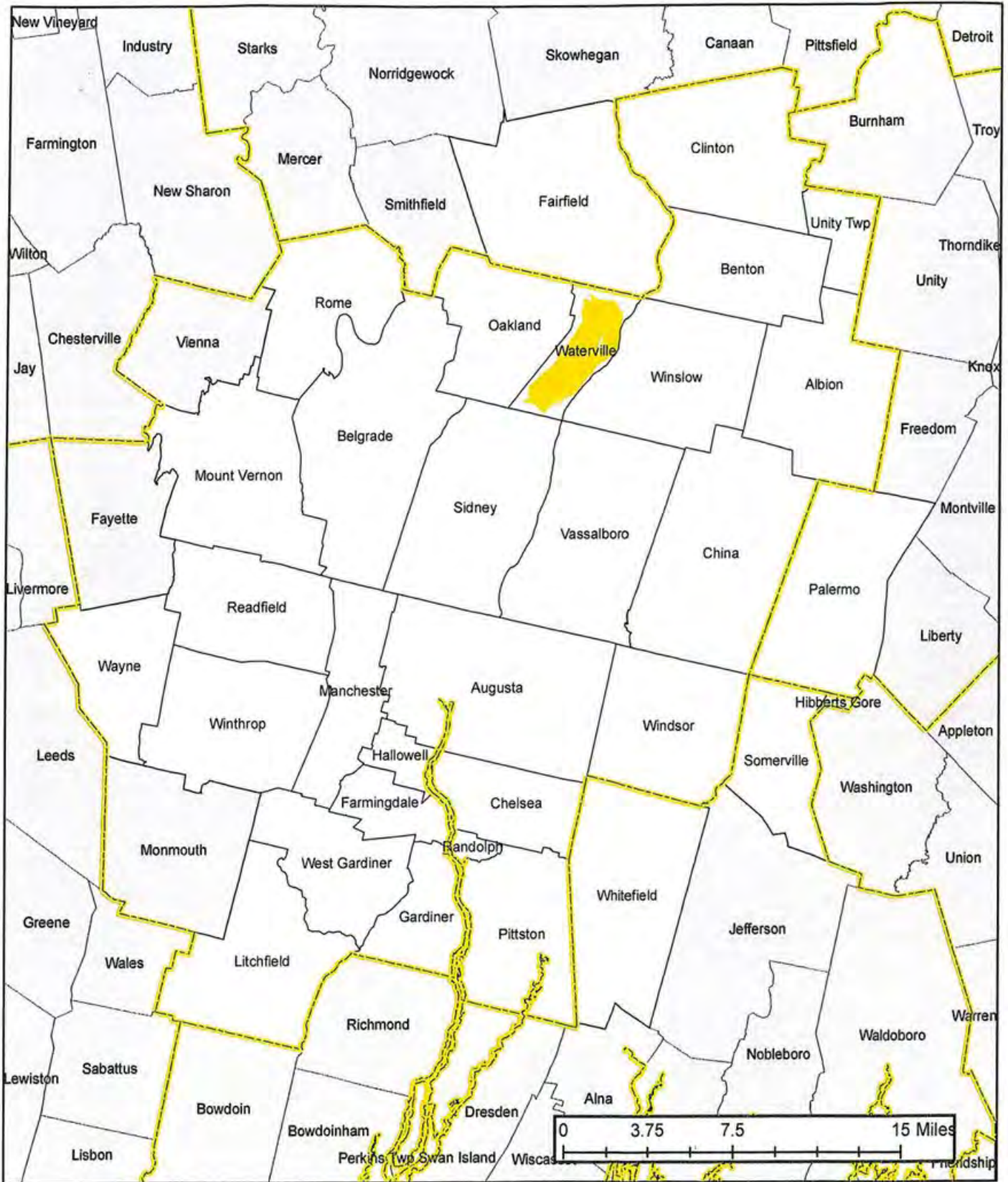
The city's largest tax bills, both real estate and personal property, are summarized in Table 4-2. On the list of the highest taxed real estate, Huhtamaki and Trafton Properties own the only buildings used for manufacturing. Three marijuana grow facilities are listed as manufacturers lower on the tax list. Huhtamaki pays more personal property taxes on formed fiber machinery than real estate taxes on the half of its building that is located in Waterville.

Among the top twenty-five highest taxed properties are Walmart, Home Depot, Elm Plaza, Shaw's Plaza, Mardens, CVS, multiple utilities, CSX railroad, three hotels, apartment complexes (Orchard Park Apartments and Thayer Garden Apartments), and mixed-use developments - including the Hathaway Creative Center and the Bill and Joan Alford Main Street Commons at 150 Main Street. The Woodlands, Oak Grove, and Mount Saint Joseph assisted living and nursing home facilities, Countryside Mobile Home Park, and the Paul J. Schupf Arts Center at 93 Main Street are also included.

## **Small Footprint**

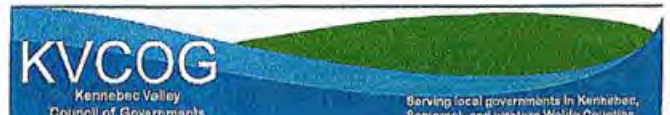
A third reason for Waterville's low valuation is the city's relatively small land area. Map 4-1 shows Waterville within the Kennebec Valley Council of Governments (KVCOG) region. Waterville is only 13.53 square miles, as compared to Winslow's 36.82 square miles, and Augusta's 55.15 square miles. [51]





**MAP: 4-1**

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## Historical Valuations and Taxes

The State Bureau of Property Taxation bases its compilation on actual property transactions to reflect market conditions. The State's figures for any given year are two years old and thus do not reflect recent market changes. Waterville's figures reflect market conditions only in those years during which it conducts a revaluation and adjusts its values to reflect market conditions.

## Revaluation

State law requires a community to undertake a revaluation when the municipality's valuation drops below 70% of State valuation. Waterville's Assessor most recently conducted a statistical revaluation in July 2023.

Table 4-3 provides an overview of Waterville's valuation over time, including both State and city figures for recent years as well as for 1995. Information for 1995 is included to provide some historical perspective on mill rate and municipal value. Please note that 1995 was a decade before the Waterville Commons Shopping Center was completed. Chapter 10: Existing Land Use includes a list of development projects constructed between 2013 and 2023.

Table 4-2-1: Highest Taxed Properties 2023 • Real Estate

Map-Lot	Owner	Taxable Value (TV)	Taxes @0.01990	Description
61-80	Walmart Stores Inc.	\$15,968,900.00	\$317,781.11	Commercial
61-90	Elm Plaza Corporation	\$14,053,000.00	\$279,654.70	Commercial
17-40	S1Ummit Natural Gas of ME Inc.	\$13,769,700.00	\$274,017.03	Industrial
44-175	Elm City 9 LLC	\$12,662,500.00	\$251,983.75	Commercial
	Central Maine Power	\$12,074,700.00	\$240,286.53	Industrial
44-319	Merimil Limited Partnership	\$10,560,000.00	\$210,144.00	Industrial
48-435	Elm City93 LLC	\$9,689,600.00	\$192,823.04	Commercial
41-102	B33 Waterville II LLC	\$9,472,400.00	\$188,500.76	Commercial
27-38	Waterville ALFLLC	\$9,184,600.00	\$182,773.54	Commercial
44-311	North River Hathaway LLC	\$9,050,000.00	\$180,095.00	Commercial
48-318	ColbyCollege - Mixec Use	\$8,197,800.00	\$163,136.22	Commercial
22-130	EWTLCC3	\$7,477,300.00	\$148,798.27	Residential
61-80	HD De.elopment of Maryland Inc..	\$7,146,600.00	\$142,217.34	Commercial
61-30	EWTLCC	\$5,659,900.00	\$112,632.01	Residential
62-4	Giri Watervme LLC	\$5,100,500.00	\$101,499.95	Commercial
69-12	Huhtamaki Inc.	\$4,688,300.00	\$93,297.17	Industrial
41-5	KMD Investments LLC	\$4,378,200.00	\$87,126.18	Commercial
63-259	MaineCentral Railroad Co.	\$4,240,700.00	\$84,389.93	Industrial
58-93	Hydro Kennebec LLC	\$4,080,000.00	\$81,192.00	Industrial
41-82	Pendleton Po,int Hotels	\$3,566,700.00	\$70,977.33	Commercial
43-118	Oak Grove Realty LLC	\$3,534,000.00	\$70,326.60	Commercial
63-129	Mo1UntSt. Joseph	\$3,059,000.00	\$60,874.10	Commercial
13-70	C37 Capital LLC	\$2,936,700.00	\$58,440.33	Commercial
36-30	Nouria EnergyVentures II LLC	\$2,864,100.00	\$56,995.59	Commercial
38-119	SCP 2006-C23-170 LLC	\$2,628,300.00	\$52,303.17	Commercial
41-102	B33 Waterville II LLC (2nd)	\$2,560,900.00	\$50,961.91	Commercial
37-257	Winter Street Partners Waterville LLC	\$2,534,400.00	\$50,434.56	Commercial
48-28	Gilman Place Associates Limited Partners	\$2,419,700.00	\$48,152.03	Commercial
37-257	Winter Street Partners Waterville LLC (2nd)	\$2,359,700.00	\$46,958.03	Commercial
52-30	Kennebec Savings Bank	\$2,214,000.00	\$44,058.60	Commercial
46-52	Merid Woods LP	\$2,184,300.00	\$43,467.57	Residential
<b>2-30</b>	Trafton Properties LLC	\$2,150,000.00	\$42,785.00	Industrial
57-95	Manisha LLC	\$2,127,300.00	\$42,333.27	Commercial
61-80	The Jeffersonian LLC	\$2,085,400.00	\$41,499.46	Commercial
41-100	295 KMD LLC	\$2,072,100.00	\$41,234.79	Commercial

<b>Table 4-2-2: Top Taxpayers - Personal Property</b>		
<b>Business</b>	<b>Total Assessed Value</b>	<b>Taxes @ \$19.90</b>
Huhtamaki Inc.	\$16,269,800.00	\$323,769.02
Hannaford #8229	\$2,750,800.00	\$54,740.92
Spectrum Northeast LLC	\$2,532,600.00	\$50,398.74
Dead River Co. LLC	\$2,293,900.00	\$45,648.61
Shaws Supermarkets Inc. #3551	\$1,900,400.00	\$37,817.96
Hannaford Bros. #8238	\$1,871,700.00	\$37,246.83
Walmart Stores #01-2013	\$1,692,100.00	\$33,672.79
Lockwood Hotel	\$975,900.00	\$19,420.41
Aarons LLC	\$971,800.00	\$19,338.82
Home Depot	\$870,600.00	\$17,324.94
Eye Care of Maine	\$777,700.00	\$15,476.23
Thorndike Press	\$572,600.00	\$11,394.74
KTI Specialty Waste Services	\$571,500.00	\$11,372.85
McDonald's Waterville I	\$531,700.00	\$10,580.83
<b>Source: Waterville City Assessor - August 2023</b>		

<b>Table 4-3: Historical Valuations and Taxes</b>					
<b>Year</b>	<b>State Valuation</b>	<b>Municipal Valuation</b>	<b>City % of State Valuation</b>	<b>Waterville Tax Assessment</b>	<b>Tax Rate (Mils)</b>
1995-96	\$544,600,800	\$540,083,000	100%	\$12,043,851	\$22.30
2008-09	\$819,200,000	\$629,709,444	74.80%	\$15,806,138	\$24.40
2009-10	\$824,050,000	\$631,590,746	72.60%	\$15,749,161	\$24.15
2010-11	\$810,050,000	\$632,481,608	79.20%	\$15,744,598	\$24.15
2011-12	\$789,200,000	\$627,873,184	79.20%	\$15,994,798	\$24.65
2012-13	\$771,800,000	\$634,964,728	79.20%	\$16,555,349	\$25.65
2022	\$866,450,000	\$761,768,590	89%	\$19,691,718	\$25.85
<b>Source: City of Waterville Assessor and Maine Revenue Service Property Tax Division (online)</b>					



## Valuation Comparisons

Waterville's wealth relative to other communities can be measured by comparing their State valuation per capita. Table 4-4 lists State valuation per capita for Waterville, Augusta, Winslow, Oakland, and Fairfield. While Waterville's State valuation is considerably higher than the valuations of the smaller towns, it has less value per capita than the smaller towns because of its larger population.

Municipality	2020 Population	2024 State Valuation	State Valuation Per Capita	Valuation Per Capita Rank
Waterville	15,828	\$1,144,200,000	\$72,289	5
Augusta	18,899	\$2,548,900,000	\$134,870	3
Winslow	5,318	\$967,800,000	\$181,986	1
Oakland	6,230	\$955,750,000	\$153,411	2
Fairfield	6,484	\$604,350,000	\$93,206	4

Source: U.S. Census and Maine Revenue Service Property Tax Division (online)

## Tax Comparisons

Waterville's low per capita valuation results in relatively high tax rates. Table 4-5 shows that Waterville's tax rate is higher than Augusta's and the tax rates of all towns abutting Waterville, for which Waterville functions as a service center. Waterville's tax rate falls between those of Brunswick and Lewiston, the homes of Bowdoin College and Bates College, respectively.

Municipality	Tax Rate 2022 (Mills)
Waterville	25.85
Augusta	21.92
Winslow	21.20
Fairfield	21.00
Oakland	17.20
Benton	13.00
Sidney	7.95
Vassalboro	14.40
Brunswick	21.69
Lewiston	28.50

Source: Tax Rate: Maine Revenue Service

Table 4-6: Revenues, Expenditures, and Changes in Fund Balance (2019 - 2023 For the Year Ended June 30th)					
Category	2018-2019 Actual	2019-2020 Actual	2020-2021 Actual	2021-2022 Actual	2022-2023 Actual
<b>Revenue</b>					
Taxes	\$20,157,755	\$20,477,871	\$21,127,615	\$21,107,991	\$21,837,317
Intergovernmental	\$17,251,905	\$18,537,089	\$20,840,413	\$22,586,686	\$24,184,461
Other	\$5,054,773	\$4,286,113	\$3,954,983	\$4,738,245	\$7,827,817
<b>Total Revenues</b>	<b>\$42,464,433</b>	<b>\$43,301,073</b>	<b>\$45,923,011</b>	<b>\$48,432,922</b>	<b>\$53,304,038</b>
<b>Expenses</b>					
City Expenditures	\$17,173,554	\$17,572,061	\$18,570,812	\$20,795,532	\$23,173,649
School Expenditures	\$23,898,045	\$24,901,528	\$25,444,221	\$25,948,318	\$28,418,149
<b>Total Expenditures</b>	<b>\$41,071,599</b>	<b>\$42,407,208</b>	<b>\$44,015,033</b>	<b>\$46,743,850</b>	<b>\$51,591,798</b>
<b>Change in Fund Balance</b>	<b>\$1,652,834</b>	<b>\$893,865</b>	<b>\$1,907,978</b>	<b>\$1,689,072</b>	<b>\$1,712,240</b>
<b>Ending Fund Balance</b>	<b>\$7,067,364</b>	<b>\$7,961,229</b>	<b>\$9,869,207</b>	<b>\$11,558,279</b>	<b>\$13,270,519</b>
<b>Revenue</b>	<b>2018-2019 Actual</b>	<b>2019-2020 Actual</b>	<b>2020-2021 Actual</b>	<b>2021-2022 Actual</b>	<b>2022-2023 Actual</b>
Excise Tax	\$1,945,601	\$1,873,424	\$2,228,945	\$2,096,849	\$2,156,367
Revenue Sharing	\$1,241,496	\$1,953,215	\$2,842,221	\$4,231,501	\$4,753,979
School Subsidy	\$14,709,415	\$15,334,397	\$16,071,764	\$16,444,799	\$17,395,019

Source: Provided by the City Finance Director, May 2024.

## Revenues and Expenditures

Waterville's General Fund revenues and expenditures over the past five years are shown in Table 4-6. School expenditures account for more than half of Waterville's expenses. The FY 2023 tax commitment was \$22,894,552 with \$9,635,300 funding schools and \$8,468,643 funding the municipal budget (including county tax, library appropriation, and capital funding). The remaining balance is Tax Increment Financing (TIF) captured through the commitment but returned via Credit Enhancement Agreement (CEA) payments. Revenue Sharing from the State has now been fully restored and funded in accordance with Maine Statute.

## Personal Property

Table 4-7 highlights Waterville’s growth in personal property valuation over the past fifteen years. The decrease in taxable valuation is a direct consequence of the enactment of the Business Equipment Tax Exemption (BETE) program in 2008. The steady erosion of the local personal property tax base is expected to continue. Personal property is defined as furniture and fixtures, machinery and equipment used in trade.

Table 4-7: Personal Property Valuations			
Year	Taxable Valuation	Assessed	
		BETE Valuation	Total Valuation
2008/2009	\$83,644,500	\$4,744,340	\$88,388,840
2009/2010	\$77,716,600	\$8,660,527	\$86,377,127
2010/2011	\$72,310,700	\$11,041,589	\$83,352,289
2011/2012	\$66,758,700	\$10,415,236	\$77,173,936
2012/2013	\$69,228,500	\$7,173,239	\$76,401,739
2023/2024	\$66,351,400	\$37,076,600	\$103,428,000
<b>Source:</b> City Assessor, June 2024			

## Use of Surplus

The city’s undesignated fund balance or surplus is the cash balance remaining in the city’s general fund once all its financial obligations have been met at the end of the fiscal year. These funds result from greater than expected revenue and/or lower than budgeted expenses.

While the city strives to use reserves for capital improvements and large equipment purchases, not for operational needs, this was not the case from 2019-2023. During this period, the city increasingly relied on surplus funds each year to balance the budget, using \$260,000 in 2019 and rising to \$2,385,500 in fiscal year 2023. Fortunately, the city’s fund balance has far exceeded the amount required by policy, due to COVID and ARPA funds and numerous unfilled employment positions during the past few years. The 2024 fiscal year may reflect a decrease in surplus funds with the decrease in federal revenues and 95% of employment positions filled.

The City Council’s policy is to maintain a surplus of at least 12% of the total budget, about two months of operating expenses or about \$ 8.6 million. The combined city and School Department surplus currently is \$10,569,989.

Reserves should be adequate to cover non-payment by both major taxpayers and related businesses that are dependent upon the largest taxpayers, if they suspend

operations in the city. There is no one taxpayer large enough to threaten property tax revenue collection.

Maintaining a high fund balance provides revenue to fund city services, should property tax revenue decline.

## Capital Improvement Program

The city currently is utilizing the two-year capital plan below while developing a five-year plan. Its preferred financing option is to pay for necessary improvements using the city's cash-on-hand (surplus). However, the city borrows to pay for some major improvements (i.e., library renovation, police station construction). Borrowing allows future residents (users) to support those improvements.

2 Year Capital Improvement Plan						
Project	Equipment or Facility Replacement Info.	Department	Type	Projected/ Actual Costs	FYE 06/30/2025	FYE 06/30/2026
<b>ADMINISTRATION</b>						
City Hall Painting	Building Maintenance	Administration	Building Repair	\$73,000.00	\$73,000.00	\$0.00
City Hall Masonry and Repointing	Safety and Building Maint.	Administration	Building Repair	\$15,000.00	\$15,000.00	\$0.00
Purchase & Reno of City Hall Annex	Facility Acquisition	Administration	Building	\$1,620,000.00	\$1,620,000.00	\$0.00
City Hall Backflow Preventer	Building Maintenance	Administration	Building Repair	\$21,000.00	\$21,000.00	\$0.00
City Hall Interior Painting & Carpet Rep	Building Maintenance	Administration	Building Repair	\$100,000.00	\$100,000.00	\$0.00
City Hall Customer Service Counter	Building Maintenance	Administration	Building Repair	\$35,000.00	\$35,000.00	\$0.00
				<b>\$1,854,000.00</b>	<b>\$1,864,000.00</b>	<b>\$0.00</b>
<b>AIRPORT PROJECTS</b>						
Airport/Fire/Police Substation Design	Planning/design substation	Multi-Air portion	1/3 Design/Plan	\$20,000.00	\$20,000.00	\$0.00
Airport/Fire/Police Substation Con.	Facility Construction	Multi-Air portion	1/3 Building	\$5,000,000.00	\$0.00	\$0.00
				<b>\$6,020,000.00</b>	<b>\$20,000.00</b>	<b>\$0.00</b>
<b>CITY CLERK</b>						
Pinegrove Chapel Repair-Historic	Facility Repair	City Clerk	Building Chapel	\$555,321.00	\$0.00	\$0.00
Storage Trailer-Election Tables, equip.	Storage	City Clerk	Storage Trailer	\$21,000.00	\$0.00	\$0.00
				<b>\$576,321.00</b>	<b>\$0.00</b>	<b>\$0.00</b>
<b>EMS</b>						
Ambulance Remount	Equipment money saving	EMS	Vehicle/Equip	\$270,500.00	\$270,500.00	\$0.00
Ambulance Refurbish	Equipment money saving	EMS	Vehicle/Equip	\$325,000.00	\$0.00	\$0.00
				<b>\$595,500.00</b>	<b>\$270,500.00</b>	<b>\$0.00</b>
<b>FIRE</b>						
Utility Truck Replacement	Equip Rep-Rep utility truck	Fire	Vehicle	\$100,000.00	\$100,000.00	\$0.00
Radio Upgrade Fire Project 2	Correct comm Deficiency	Fire/Police	Radio Upgrade	\$125,000.00	\$0.00	\$0.00
Fire/Police Substation Design	Planning/design substation	Multi-FD Portion	1/3 Design/Plan	\$20,000.00	\$20,000.00	\$0.00
Central Station HVAC-4 Units	Replece defective unit2	Fire	HVAC Equip	\$175,000.00	\$0.00	\$0.00
Fire Extrication Tools	Replace Jaws for safety	Fire	Equipment	\$80,000.00	\$0.00	\$0.00
Airport/Fire/Police Substation Con	1/3 Facility Construction	Multi-FD Portion	Building	\$5,000,000.00	\$0.00	\$0.00
				<b>\$6,500,000.00</b>	<b>\$120,000.00</b>	<b>\$0.00</b>
<b>INFORMATION TECHNOLOGY</b>						
Network Redesign/Infrastructure	Replace aging infrastructure	IT	Equip/Software	\$255,500.00	\$0.00	\$255,500.00
				<b>\$255,500.00</b>	<b>\$0.00</b>	<b>\$255,500.00</b>



**2 Year Capital Improvement Plan-Continued**

Project	Equipment or Facility Replacement Info.	Department	Type	Projected/ Actual Costs	FYE 06/30/2025	FYE 06/30/2026
<b>LIBRARY</b>						
Building Façade Assessment	Building Evaluation	Library	Building	\$31,000.00	\$30,100.00	\$0.00
HVAC System Assessment	Heating/Cooling/Air System	Library	Building	\$10,000.00	\$0.00	\$0.00
Security Gate Replacement	Safety Item	Library	Building	\$31,253.00	\$0.00	\$0.00
Flooring Replacement	Maintenance	Library	Building	\$33,225.00	\$0.00	\$0.00
HVAC System Repair/Replacement	Building Maintenance	Library	Building	unknown	\$0.00	\$0.00
Building Façade Repairs	Building Maintenance	Library	Building	unknown	\$0.00	\$0.00
				<b>\$105,478.00</b>	<b>\$30,100.00</b>	<b>\$0.00</b>
<b>OTHER FACILITIES</b>						
Castonguay Square & Common St. Beautification Projects	Park grounds and Infrastructure Streets, parks and grounds	Parks & Rec. Administration	Infrastructure Infrastructure	\$100,000.00 \$100,000.00	\$100,000.00 \$50,000.00	\$0.00 \$50,000.00
					<b>\$150,000.00</b>	<b>\$50,000.00</b>
<b>POLICE</b>						
DetectaChem (Narcotics Identifier)	Equipment	Police	Equipment	\$24,300.00	\$24,900.00	\$0.00
Radio Upgrade Police Project 4	Correct comm Deficiency	Police	Radio Upgrade	\$126,000.00	\$0.00	\$0.00
Range Storage Units-2 Conex Boxes	Building-Storage Save rental fee	Police	Building	\$23,400.00	\$23,400.00	\$0.00
Fire/Police Substation Design	Planning/design substation	Multi-FD Portion	1/3 Design/Plan	\$20,000.00	\$20,000.00	\$0.00
Police/Fire Substation	Substation Building	Police/Fire	Building	\$6,000,000.00	\$0.00	\$0.00
Records Management System	Current system sunsets in 5 yr	Police	Software	\$178,744.12	\$0.00	\$0.00
Duty Pistol Upgrade	Replace existing-trade in old	Police	Equipment	\$22,620.00	\$0.00	\$22,620.00
K9 Dog, Training, and Equipment	Add 2nd K9- Expand Service	Police	Equipment	\$40,000.00	\$0.00	\$40,000.00
Firearm Range Building	Building at Range	Police	Building	\$220,000.00	\$0.00	\$0.00
				<b>\$6,655,664.12</b>	<b>\$68,300.00</b>	<b>\$62,620.00</b>
<b>PARKS/CEMETERY</b>						
Ventrac Tractor	Expand Service	Parks & Rec.	Equipment	\$48,000.00	\$0.00	\$0.00
Tractor attachments	Expand Service	Parks & Rec.	Equipment	\$100,000.00	\$0.00	\$0.00
2 Wide Area Mowers	New Mower Expand Service	Parks & Rec.	Equipment	\$80,000.00	\$80,000.00	\$0.00
Tractor-Wide Tire	Replace 2002 JD4210	Parks & Rec.	Equipment	\$37,500.00	\$37,500.00	\$0.00
1-Wide Area Mower	Replacement of Parks 2013 JD1445	Parks & Rec.	Equipment	\$27,500.00	\$0.00	\$0.00
1-Ton Dump Truck	Replacement Parks 2013 GMC	Parks & Rec.	Vehicle	\$83,000.00	\$0.00	\$0.00
Commercial Mower with Hopper	New Mower Expand Service	Parks & Rec.	Equipment	\$23,000.00	\$0.00	\$23,000.00
Aerator	Scheduled Replacement	Parks & Rec.	Equipment	\$15,000.00	\$0.00	\$15,000.00
Ballfield Groomer	Replace 2006 Smithco unit	Parks & Rec.	Equipment	\$25,000.00	\$0.00	\$0.00
				<b>\$439,000.00</b>	<b>\$117,500.00</b>	<b>\$38,000.00</b>
<b>PSAP/COMMS CENTER</b>						
Dispatch Console	Replace broken desk unit	Dispatch	Equipment	\$28,600.00	\$30,000.00	\$0.00
				<b>\$28,600.00</b>	<b>\$30,000.00</b>	<b>\$0.00</b>
<b>PUBLIC WORKS</b>						
City Wide Paving	Schedule Replacement	Public Works	Infrastructure	\$2,500,000.00	\$2,090,000.00	\$1,700,000.00
Front Mount Snowblower	Replacement Unit 32 1989 blower	Public Works	Equipment	\$235,000.00	\$235,000.00	These items purchased together
Loader	Replacement 2009 John Deere	Public Works	Equipment	\$230,000.00	\$230,000.00	
Mechanical Sweeper	Additional Equip	Public Works	Equipment	\$300,000.00	\$0.00	\$0.00
Hydraulic Lift	New Equipment-Increase Efficiency	Public Works	Equipment	\$60,000.00	\$0.00	\$0.00
R2 Roll-off Containers	Replace old containers	Public Works	Equipment	\$25,000.00	\$25,000.00	\$0.00
Generator	Replaces 1993 Generac SG070	Public Works	Equipment	\$35,000.00	\$0.00	\$0.00
DPV-Roller	Replaces Equip 1991	Public Works	Equipment	\$75,000.00	\$0.00	\$0.00
Skidsteer	Replace unit #42 2008 Bobcat	Public Works	Equipment	\$73,000.00	\$0.00	\$0.00
Single Axle Truck	Replace Unit #5 2012 International	Public Works	Vehicle	\$265,000.00	\$0.00	\$265,000.00
Roadside Flail Mower	Replacement #41 2007 Ferri 180	Public Works	Equipment	\$160,000.00	\$0.00	\$0.00
				<b>\$3,958,000.00</b>	<b>\$2,580,000.00</b>	<b>\$1,965,000.00</b>
<b>TOTAL AND YEAR TOTALS</b>				<b>\$26,998,063.12</b>	<b>\$5,250,400.00</b>	<b>\$2,321,120.00</b>



## Regionalization of Services and Facilities

The city shares services and facilities with neighboring communities such as:

- **Emergency Services:** The city has mutual aid agreements for fire and police protection and provides dispatching of emergency services to eight (8) other towns.
- **Utilities:** The city partners with its neighbors through the Waterville Sewerage District, the Kennebec Water District, and the Kennebec Sanitary Treatment District.
- **Schools:** The city houses the Regional Area Resource Center and owns the Mid-Maine Technical Center, which serves students from other towns. Waterville is also home to Educare, a regional early childhood learning center attached to the Mitchell School.
- **Recreation:** The city welcomes residents of other towns to the municipal swimming pool, Pine Ridge Golf Course, and Quarry Road Recreation Area, among other trails and recreation facilities. Pine Ridge Golf Course is leased to an outside operator for the benefit of the community.
- **Technology:** The city provides information technology support to the Towns of Winslow, Oakland (Police and Fire), Fairfield, and Clinton, as well as the Waterville Public Library, and the Kennebec Valley Council of Governments (KVCOG).
- **Economic Development:** The city co-owns FirstPark, an industrial and medical park, with twenty-two other towns. Waterville also supports the Central Maine Growth Council, an economic development agency, as well as the Mid-Maine Chamber of Commerce, and the Kennebec Valley Council of Governments, a regional planning agency.
- **Waterville Public Library (WPL):** The WPL can be used by residents of other towns for a fee.

## Development Patterns and Cost of Service Provision

Sprawl and the high cost of providing services to far flung development has not been an issue in Waterville over the past decade. Map 10-2 in Chapter 10: Existing Land Use shows that most growth in Waterville since 2013 has occurred in the designated growth areas of the city with most recent development occurring in renovated buildings or on redeveloped sites near the downtown.

## **Tax Increment Financing (TIF)**

Tax increment financing (TIF) allows the city to shelter increases in valuation from losses in State revenue sharing and State General Purpose Aid (GPA) for education. TIFs also allow Waterville to avoid municipal valuation increases for county tax assessments.

Waterville currently has fourteen TIF districts. These are:

1. Airport
2. Alford Commons
3. City Center (Lockwood Hotel, Greene Block, and Schupf Center)
4. Downtown
5. DuPre Main Street
6. Gilman Place
7. Lockwood I- Hathaway
8. Lockwood II-Mill
9. Manor Gardens
10. Mt. Merci
11. Seton-Commercial
12. Seton-Housing
13. Summit Gas-Pipeline
14. Trafton Road

The State placed a cap of 5% on acreage that any community may have in TIF Districts. Waterville has a total of 9,016 acres including streams, ponds, and roads, which allows us to TIF 450 acres. Currently, 312.99 acres are in TIFs, including 160.44 acres in our Downtown TIF which the State exempts from the cap.

In addition to restricting the number of acres in TIFs, the State also placed a cap of 5% on the original assessed value (OAV) that any community may have in TIF districts. Waterville can TIF approximately \$57,500,000 of OAV. Currently, Waterville has only \$3,927,129 of OAV that counts against our 5% cap. (The OAV of Waterville's Downtown TIF (\$44,496,100) is exempt from that total.)

## **Long-Term Debt**

The summary of the city's long-term debt below shows the balances remaining at the end of the fiscal year. By law, the city's total indebtedness cannot exceed 15% of the total State valuation for the city. However, the State recommends that debt not exceed 5% of State valuation. For Waterville, maximum debt recommended is 5% of \$1,144,200,000 or \$57.2 million, considerably more than the city's current debt of \$22,189,181.

## Debt Summary

Bonds payable on June 30, 2024, are comprised of the individual issues listed on the right. The City's Standard and Poor's bond rating of AA- allows us to borrow at a favorable rate of interest. Changes in the city's fiscal situation, such as a significant decrease in reserves, would cause the City's bond rating to be downgraded.

## City Debt Per Capita to Per Capita Income

The State recommends that the ratio of city debt per capita to per capita income be less than 5%. Waterville's ratio is 4.75%. [(\$22,789,181 of debt/16,866 Waterville residents)/\$28,484 per capita income (in 2022)]

Year Issued	Purpose	Amount Issued	Final Maturity	Balance as of June 30, 2023
2009	Qualified School Construction Bonds (QSCB)	\$4,333,368	2025	\$577,783
2011	Qualified School Construction Bonds (QSCB)	\$5,000,000	2025	\$938,399
2011	General Obligation Bonds (G.O. Bonds) - Series A	\$6,246,000	2031	\$980,000
2012	Qualified School Construction Bonds (QSCB)	\$943,859	2027	\$329,599
2013	General Obligation Bonds (G.O. Bonds)	\$5,831,120	2038	\$4,390,000
2015	General Obligation Bonds (G.O. Bonds)	\$5,492,500	2036	\$1,715,000
2019	General Obligation Bonds (G.O. Bonds)	\$5,636,000	2040	\$4,735,000
2020	General Obligation Bonds (G.O. Bonds)	\$4,665,000	2041	\$4,130,000
2022	General Obligation Bonds (G.O. Bonds)	\$4,993,400	2042	\$4,993,400
<b>TOTALS</b>		<b>\$43,141,247</b>		<b>\$22,789,181</b>

## Issues and Needs

Issues related to Waterville's municipal finances include the following:

1. **Tax Base:** Waterville's tax base is relatively weak, and the city's total per capita valuation is low relative to other communities.
2. **Revenues:** Municipal revenues have either stabilized and/or increased over the past five years. Full funding of revenue sharing and American Rescue Plan Act (ARPA) funds have driven these increases.
3. **Debt:** The city's ratio of city debt per capita to per capita income is 4.75%, slightly less than the State-recommended maximum ratio of 5%.

# Chapter 5: Transportation

## Introduction

Waterville's highways, streets, and bridges are major components of the city's transportation system. Other elements include the Waterville Regional Airport, two rail lines, transit and demand response systems operated by Kennebec Valley Community Action Program (KVCAP), commercial and private bus lines, taxis, sidewalks, trails, and bicycle lanes.

## Road Classification

### Federal Functional Classification

The federal government classifies roads in Waterville by function as follows:

1. **Principal Arterial:** Interstate - (6.0 miles)
2. **Minor Arterial:** Main Street, College Avenue (Route 201, Route 100), Kennedy Memorial Drive (KMD) (Route 137), Silver Street (Route 104), Elm Street (Route 11), Carter Memorial Drive/Bridge, Spring Street, Bridge Street, Front Street, and Chaplin Street
3. **Major/Urban Collector:** Armory Road, Hazelwood Street, Drummond Avenue (north of Armory Road), Eustis Parkway, Oak Street, Washington Street, Campus Drive, Mayflower Hill Drive (north side and between First Rangeway and the Messalonskee Stream on the south side; Colby College owns the middle portion), North Street, Pleasant Street, Gilman Street, Park Street, Appleton Street (between Elm Street and Main Street), Union Street, and Temple Street, Lincoln Street, Chase Avenue, First Rangeway, Western Avenue, Cool Street, Water Street, Grove Street, Airport Road, West River Road, Abenaki Road, and Webb Road ( to Mitchell Road)
4. **Minor Collector:** Webb Road west of Mitchell Road

### Road Length and Maintenance Responsibility

Table 5-1 shows lane miles and length of roads by road type and party responsible for maintenance. Map 5-1 provided by Kennebec Valley Council of Governments (KVCOG) depicts road jurisdictions, including State Highways in red and State Aid roads in green.

### State Highways

State Highways include: Bridge Street, Chaplin Street, College Avenue (Route 201), Elm Street, Front Street, KMD (Route 137), Main Street (Route 104), Silver Street, and Spring Street.

## State Aid Roads

State Aid roads include: Abenaki Road, Airport Road, Appleton Street, Armory Road, Armstrong Road, Chase Avenue, Colby Street, Cool Street, Drummond Avenue, Eustis Parkway, First Rangeway, Gilman Street, Grove Street, Hazelwood Avenue, Lincoln Street, Mayflower Hill Drive (to Colby College, but not including the portion on the Colby campus), North Street, Oak Street, Park Street, Pleasant Street, Spring Street, Temple Street, Union Street, Washington Street, Water Street, Webb Road, Western Avenue, and West River Road.

## Urban Compact Area

Waterville's maintenance responsibilities differ within and outside of the State-designated urban compact area. Almost all of Waterville lies within the urban compact area, with the exception being Webb Road west of Mitchell Road and West River Road south of Thomas Drive.

Within the urban compact area, Waterville is responsible for the maintenance (plowing, crack sealing, shim/overlaying, and painting) of all public roads including State Highways and State Aid Roads. The city controls access to all roads in this area through its curb cut permits.

Outside of the urban compact area, the city plows the roads, but the State is responsible for summer maintenance. The State also issues curb cut (entrance) permits outside of the urban compact area.

In recent years, when roads have needed more than maintenance, the State has only repaired or rebuilt State Aid roads when the city has shared the cost. The Maine Department of Transportation (MDOT) does, however, still plan to fund work on State Highways in Waterville, including Main Street and College Avenue, without city assistance.

## Interstate-95

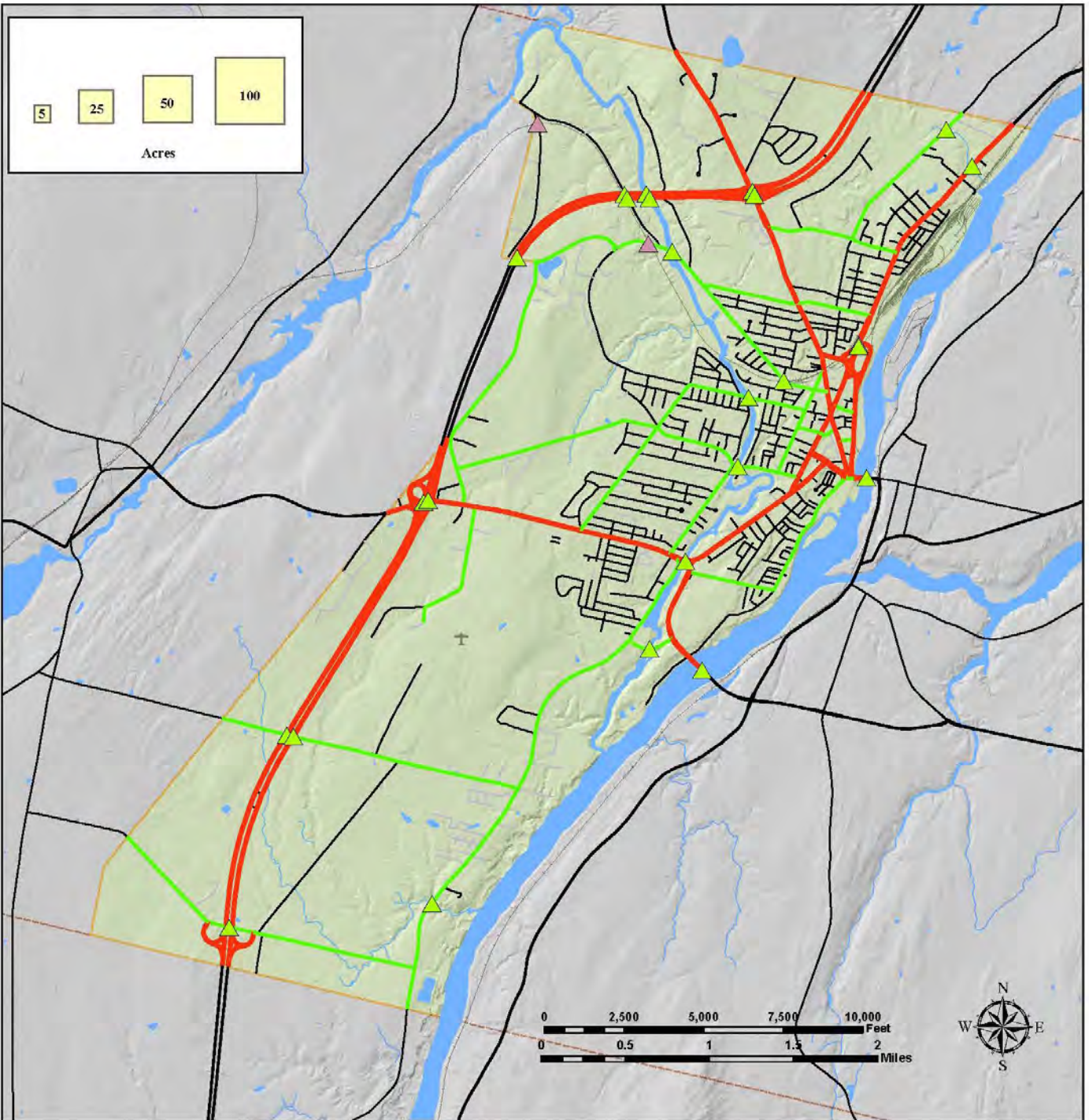
In Waterville, Interstate-95 (I-95) runs 6 miles between the Sidney town line and the Fairfield town line. It is a limited access highway of four lanes, which is designated part of the Federal Interstate system. MDOT is responsible for maintaining I-95.

**Table 5-1: Miles of Roads (By Road Type and Maintenance Responsibility)**

Road Type	Responsible Party	Lane Miles	Length in Miles
State Highway	State	-	12.43
State Aid	State and City	40.21	19.98
City Streets	City	110.4	55.18
Private Ways	Property Owners	1.11	0.58

Source: Maine Department of Transportation





**City of Waterville**  
**Kennebec County, Maine**  
**Comprehensive Plan**  
**General Transportation Map**

Map Legend	
<b>Roads</b>	<b>Bridges by Maintainer</b>
<b>Jurisdiction</b>	▲ State
— State Highway	▲ Railroad
— State Aid	✈ Airports
— Local	— Railway
— Private	☁ Lakes, Ponds & Rivers
	— Perennial Streams



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 Data Sources: Maine Office of GIS, Maine DOT Created 07-2023 by JG

## Traffic Volumes

The amount of traffic expressed in terms of average annual daily traffic (AADT) that uses a road is a good indication of the road's importance. Map 5-2 provided by KVCOG shows current average daily traffic color-coded by traffic volume. Over time, traffic counts show the rate of change in traffic on road segments and aid in determining strategies needed to manage growth and potential congestion.

### Waterville Traffic Volumes Over Time

Table 5-2 shows traffic counts reported by MDOT at selected locations in Waterville in 2008 and 2023. Traffic flows increased in some areas and decreased in others.

Between 2008 and 2023, three areas lost traffic. Downtown lost 2,013 trips per day passing over the Waterville/Winslow Bridge and 1,650 trips per day on Main Street at its intersection with College Avenue. College Avenue, historically a thriving commercial strip, also lost 491 trips per day.[52]

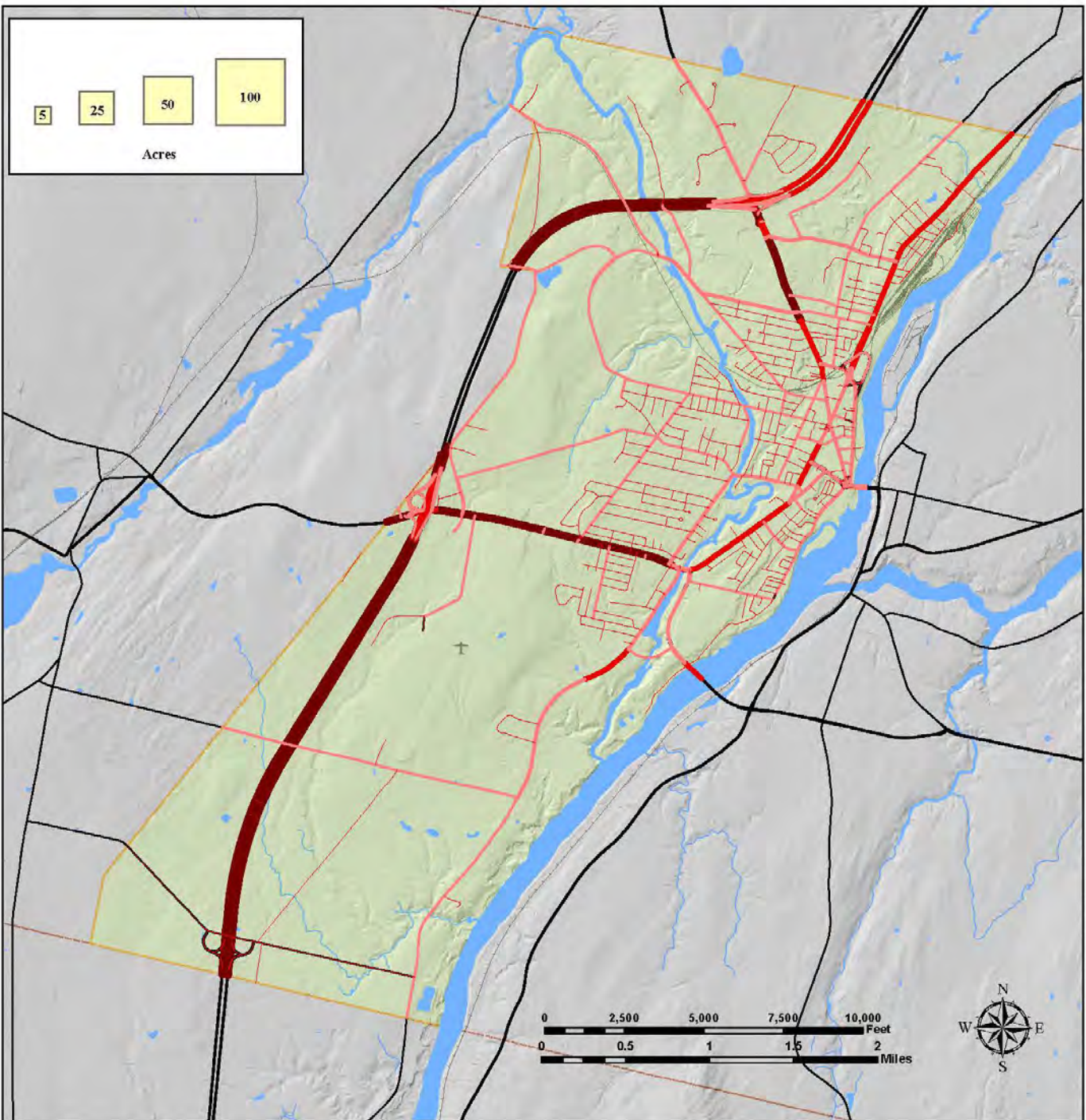
While the Downtown/Main Street and College Avenue commercial centers lost traffic, new commercial development on KMD and Upper Main Street, both of which connect to I-95 interchanges, generated new trips. Upper Main Street at the Waterville Commons shopping center saw an increase of 1,039 trips, while trips on KMD east of I-95 Exit 127 also increased by 817.[53]

The third road to see an increase in traffic, West River Road, has its highest traffic count, 10,048 trips, just south of Abenaki Road.[54] While much of the traffic is headed to and from Carter Bridge, West River Road also has numerous trip-generators including industrial uses at the old Wyandotte Mill, educational and athletic facilities at Thomas College and Waterville Junior High School, athletic facilities at All-Pro Soccer and the city's Pine Ridge Recreation Area, as well as a large assisted living center at the Woodlands.

Recent development has occurred in part because of the existence of our road system, especially our three I-95 interchanges, bridges, and major arterials. That development, in turn, has had an impact on our roadways, contributing to increased traffic congestion in some areas. On Upper Main Street, congestion reached the level at which MDOT required developers to add a left turn lane into Waterville Commons.

See Chapter 3: Local Economy for a description of constraints on development and Chapter 10: Existing Land Use for a list of development projects constructed between 2014 and 2023.





**City of Waterville**  
**Kennebec County, Maine**  
**Comprehensive Plan**  
**AADT Transportation Map**

Map Legend	
<b>Annual Daily Traffic Counts</b>	✈ Airports
— 0 - 1000	— Railway
— 1001 - 5000	— Lakes, Ponds & Rivers
— 5001 - 10000	— Perennial Streams
— 10001 - 15000	
— 15001 - 25000	



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 Data Sources: Maine Office of GIS, Maine DOT Created 07-2023 by JG



**Table 5-2: Average Annual Daily Traffic (AADT) Change Over Time**

Location	2008 AADT	2023 AADT	Change (2008 to 2023)
Waterville/Winslow Bridge	17,890	15,877	-2,013
Carter Memorial Bridge	11,160	11,427	267
KMD (Route 11/137) East of I-95 Exit 127	21,450	22,267	817
College Avenue South of Hazelwood	11,500	11,009	-491
Main Street (north of College Avenue intersection)	10,840	9,190	-1,650
Upper Main Street/Route 104 (south of I-95 Exit 130)	18,130	19,169	1,039
Main Street (north of I-95)	7,710	9,008	1,298
West River Road (South of Crestwood Drive)	6,200	6,494	294
West River Road (At Crestwood Drive)	-	8,023	-
West River Road (North of Crestwood Drive)	-	9,771	-
West River Road (Just South of Abenaki Rd.)	-	10,048	-

Source: Maine DOT Public Map Viewer (Online)

## Private Vehicle Use

The City Finance Department reported that, as of June 2023, Waterville had 7,291 registered passenger vehicles in addition to 588 commercial vehicles. The U.S. Census lists 7,694 households in the city.[55] This is an average of less than one vehicle per household. Vehicle miles driven over the last half century have increased in part because of single- occupancy vehicle use. Table 5-3 shows that in 2020 Waterville commuters fit that profile, as 69% commuted alone to work.

## Commute Time

The commute times for Waterville residents in 2020 ranged from less than 5 minutes to more than 90 minutes. Most workers had commutes of 5-9 minutes (1,918 workers) or 10-14 minutes (1,513 workers), with a mean travel time of 7.7 minutes.[56]

**Table 5-3: Means of Commuting to Work**

Commuting Method	Number of Workers	Percentage of Total Workers
Total Workers (age 16 or older)	7,125	100%
Drove Alone to Work	4,918	69.00%
Walked to Work	1,000	14.00%
Carpooled	786	11.00%
Worked from Home	367	5.20%
Used a Taxicab, Motorcycle, or Bicycle	47	0.70%
Used Public Transportation	7	0.10%

Source: American Community Survey 2020

## Commuting Balance

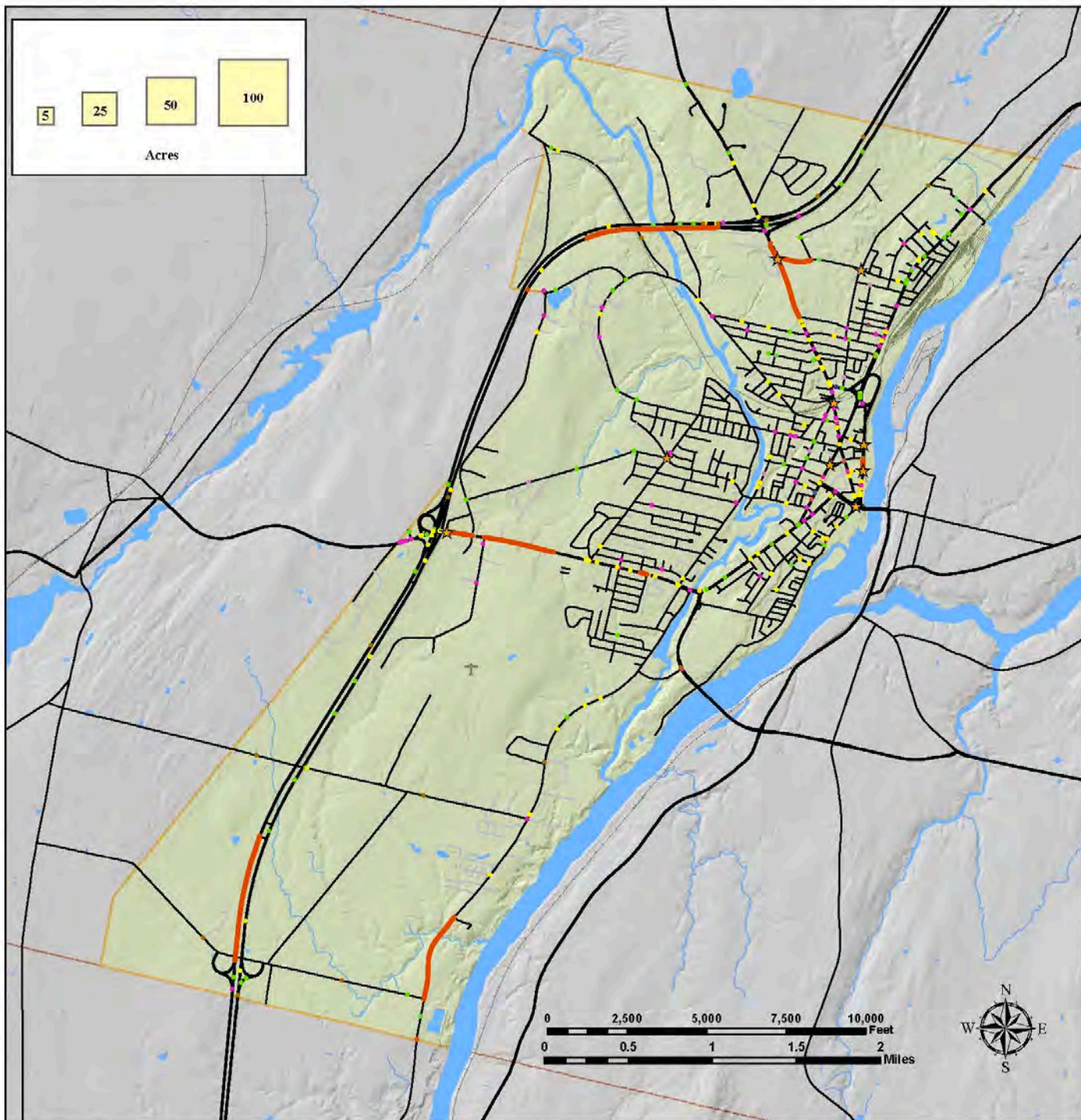
Of the 6,028 Waterville residents employed in 2020, 2,179 (36.1%) remained in Waterville for work, 709 (11.8%) worked in Augusta, and 308 (5.1%) worked in Oakland. Overall, 3,849 (63.9%) Waterville resident workers commuted out of Waterville to work.

In 2020, the 13,862 jobs in Waterville were filled by 688 workers from Winslow, 454 from Augusta, 271 from Skowhegan, 265 from Fairfield, 259 from Oakland, 2,179 from Waterville, and many more workers from other towns. In total, 11,684 (84.3%) jobs in Waterville were filled by workers who commuted into Waterville to work.[57]

## High Accident Locations

In 2023, Maine Department of Transportation (MDOT) listed 7 high crash intersections and 11 high crash road sections on its Maine Public Crash Query Tool on-line. Those locations are shown on Map 5-3 provided by KVCOG. The following are deemed high crash locations:

- Intersection of Lincoln Street and Washington Street
- Intersection of Armory Road/Hazelwood Avenue and Drummond Avenue
- Intersection of Elm Street and Appleton Street/Park Street (the City made the Waterville Public Library leg one-way in 2024)
- Front Street/Main Street/Spring Street/Water Street
- Front Street between Temple Street and Appleton Street
- Intersection KMD and Jefferson Street
- KMD from Jefferson Street to Washington Street/Washington Street Extension
- KMD/Airport Road/Entrance to Hampton Inn
- KMD/Shaw's Plaza
- KMD from Brigham Street to Nelson Street
- Intersection Main Street and Pleasant Street
- Main Street at Elm Plaza Entrance and Armory Road
- Main Street/Waterville Commons/Holiday Inn/5 Guys (the City added a left turn lane into Waterville Commons in 2024)
- Main Street between High Street and Armory Road/Elm Plaza
- West River Road from Trafton Road to Thomas Drive
- Elm Street from Appleton Street/Park Street to Elm Terrace
- I-95 at ramps
- Trafton Road between I-95 northbound and southbound off ramps



**City of Waterville**  
**Kennebec County, Maine**  
**Comprehensive Plan**  
**Crashes Transportation Map**

Map Legend		
<b>2022 Crashes by Type</b>	• Pedestrians (5)	— High Crash Location (Segment)
• Rear End / Sideswipe (227)	• Object in Road (3)	★ High Crash Location (Node)
• Intersection Movement (150)	• Fire (2)	✈ Airports
• Went Off Road (84)	• Thrown or Falling Object (1)	— Railway
• Deer (26)	• Bicycle (1)	— Lakes, Ponds & Rivers
• Other (9)	• All Other Animal (1)	— Perennial Streams
• Head-on / Sideswipe (6)		



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 Data Sources: Maine Office of GIS, Maine DOT Created 07-2023 by JG



## Bridge Conditions

Map 5-1, the road jurisdiction map, shows the locations of all twenty-six bridges in Waterville. MDOT is responsible for maintaining all bridges in Waterville except for four bridges owned by CSX railroad.

The on-line MDOT Maine Public Bridge Inventory includes information concerning the condition of bridges. In 2024, CSX closed its Marston Road bridge, which was among the bridges with the worst federal sufficiency ratings. (A pedestrian bridge in that location would be greatly appreciated, as the Colby College loop has long been a popular route for runners.) Also in 2024, northbound and southbound I-95 bridges over Webb Road were replaced and the Armstrong Road/I-95 overpass was rebuilt. Ticonic Bridge over the Kennebec River at Spring Street currently is being replaced, and that project is scheduled to be completed by the end of 2026.

## Bus Service

### Kennebec Explorer

The Kennebec Valley Community Action Program (KVCAP) operates the Kennebec Explorer, providing a fixed route community bus service for Waterville, Fairfield, Augusta, and nearby communities. The service receives funding from MaineGeneral Health, the University of Maine at Augusta, Waterville and Augusta employers, Inland Hospital, municipalities, and MDOT.

The Kennebec Explorer public transit system is intended to serve commuters. Routes and schedules are posted on the KVCAP website.

### Para-Transit Service

KVCAP also operates KV Van which offers door-to-door van and volunteer driver service to eligible passengers including those served by social service organizations, disabled, elderly and low-income clients in both Kennebec and Somerset counties in need of transportation to and within Waterville for necessary trips. These are subsidized and reimbursed by the government. Popular destinations include doctors' offices, adult day-care, mental health facilities, and other Medicaid service centers.

### Micro Transit

KVCAP Transportation Director Erin Bin Ghalib reported that delivering traditional bus service in rural areas is extremely challenging and expensive. She is exploring more flexible, innovative, and responsive options, including on-demand micro-transit rides for seniors.

## Sidewalks

Waterville has 40.18 miles of sidewalks for which the city recently developed a maintenance plan. Currently, the city plows about half of its sidewalks.

Sidewalks receiving the most use should have high priority for maintenance and plowing. Sidewalks in the downtown and in the densely developed residential areas surrounding the downtown, east of the Messalonskee and within roughly three-quarters of a mile of the Kennebec River are heavily used. The highest residential density in the city is in the South End. The South End, an area of about a third of a square mile (0.32 square miles), holds approximately 15% of the city's population on 2% of its land area.

While many Waterville residents walk by choice, others walk out of necessity. Some do not own cars, are too young or too old to drive, or find public transportation too expensive or inconvenient. Residents walking by choice, presumably, are more likely to walk the closer they live to their destinations and the better maintained and plowed the sidewalks are.

Walking is an important part of a healthy lifestyle and offers the added benefits of helping decrease traffic congestion, air pollution, and the need for parking spaces. Waterville residents walk to school, shopping, services, and, as Table 5- 3 indicates, 14% of Waterville's workforce walks to work.

## Trails

Trails are described in Chapter 7: Recreation Facilities.

## Bicycle Routes

For the same reasons that sidewalks are important, safe routes for both bicycle commuters (utility riders) and recreational riders as well as bike racks at destinations must become a priority for the city. At various times, bicycle lanes have been striped on Mayflower Hill Drive, on North Street, and in the Concourse.

## Downtown Parking

Parking issues within Downtown (bounded by the Kennebec River, Spring Street, Elm Street, and Union Street) include:

- **Amount of Parking:** Parking is adequate to satisfy current needs, but additional development (or greater use) may trigger a parking shortage.
- **Hours of Use:** Some prime, short-term shopper parking is being used by employees and business owners as long-term parking, although stricter police enforcement has helped to lessen the problem.

- **Location of Parking:** Additional parking is available at the Head-of-Falls but, because of distance and concern about security in this currently somewhat isolated area, it remains underused.

Residents and consultants have proposed constructing a structure in the Concourse with retail uses on the first floor, parking above that, and apartments on top.

## Railroad Transportation

Two branches of CSX Railroad's rail right-of-way cross Waterville:

- The east branch extends from the railyard off College Avenue through the Head-of-Falls (Downtown). From there it crosses the Kennebec River into Winslow and heads south to Augusta. Historically, it was called "the lower road" as it ran through Brunswick to Portland.
- The west branch (also called the back road) extends from Bangor (and points north) to Fairfield and south and west across Waterville and then northwest along the Messalonskee Stream to Oakland, Leeds, and Lewiston (and points south).

### Freight

The west branch, the link between northern and southern Maine, carries larger volumes of freight than the east branch which ends in Augusta. CSX Railroad operates both branches out of its main freight marshaling and "train building" yard in Waterville, between College Avenue and the Kennebec River. CSX Railroad also repairs and rehabilitates cars and locomotives at its College Avenue facility.

### Track Conditions

Railroad track conditions vary through Waterville. CSX's branch line to Augusta is rated by the Federal Railroad Administration (FRA) as Class I, meaning it is in fair condition, at best. Freight trains operating in this designation are expected to adhere to a 10 mile per hour limit. The main (Lewiston/Bangor) line through Waterville is in better condition with most segments rated as Class II or III, fair to good.

### Rail Passenger Service

Train passenger service extends as far north as Brunswick and its further extension would be beneficial to Waterville. However, it is not clear when passenger service will come to Waterville, over which line, and where the train station would be located.

## **Air Transportation**

The city owns and manages Waterville Regional Airport which opened in 1931 and is located east of I-95 and south of Kennedy Memorial Drive, off Airport Road. This airport is not staffed by air traffic control personnel. It is comprised of approximately 368 acres and features two runways (designated 5-23 and 14-32), aircraft parking aprons and various taxiways, publicly- and privately-owned aircraft hangars, utilities, and navigational aids that support aviation activity. The two runways intersect at the northern end of the Airport.

The city is in the process of updating its Airport Master Plan which describes all airport facilities and their condition.

## **Transportation Improvements**

### **City Road Improvement Program**

The Public Works Department assesses the condition of public roads to inform a six-year pavement maintenance program. The following is a list of roads that the city expects to rehabilitate over the next six (6) years: Ash Street, Begin Street, Brooklyn Avenue, Burleigh Street, Colonial Street, Highland Avenue, Kennebec Street, Mae Terrace, Maura Court, Montcalm Street, and Mt. Pleasant Street.

### **Impact of Road Construction Projects on Wildlife**

As the city reconstructs and repairs roads, the Maine Department of Inland Fisheries and Wildlife (IF&W) encourages the city to be mindful of how roads can affect wildlife. IF&W writes that “roads can be a hazard and barrier for terrestrial wildlife species traveling across the land and to aquatic species moving up and down streams. Wildlife needs to be able to freely move across the landscape and through the waterways to find food, find a mate, access different habitats and to adapt to range shifts as a result of a changing climate.”

IF&W recommends that any road construction projects that impact streams or small tributaries be completed between July 15th and September 30th and that the City utilize Best Management Practices. Those practices will minimize erosion and sedimentation, benefitting the health and habitat of resident fish species.

At this time, the City has not identified stream crossings that are barriers to wildlife.



## Issues and Needs

1. **Transportation Funding:** Waterville must take steps to secure State and Federal funding to support a wide range of transportation projects and initiatives.
2. **Airport:** The city must maintain the airport as an important regional transportation and economic asset.
3. **Road/Sidewalk Maintenance:** There is a need to provide cost effective maintenance of the city roads and sidewalks.
4. **Climate Change:** Increasingly intense and unpredictable heavy storm events may impact city infrastructure. Some road culverts are inadequate. To assuage this concern the city should seek grant funding for engineering studies to identify undersized road culverts and allocate funds to replace these culverts. These studies should also identify opportunities for the city to increase its resilience to possible climate change impacts.
5. **Alternative Modes:** Waterville needs to plan for and fund bike lanes, bike racks at destinations, pedestrian safety initiatives, trails, public transportation, and passenger rail transportation.
6. **Marston Road Pedestrian Bridge:** CSX has closed its Marston Road bridge. A pedestrian bridge over the railroad tracks that cross Marston Road would be greatly appreciated, as the Colby loop has long been a popular route for runners.
7. **High Accident Locations:** The city should seek funding to investigate and install traffic safety improvements at high accident locations.

# Chapter 6: Public Facilities and Services

## Introduction

Public services are provided by Waterville's Public Works Department, Police Department, Fire Department, School Department, and by four quasi-municipal entities, the Kennebec Water District (KWD), the Waterville Sewerage District (WSD), the Kennebec Sanitary Treatment District (KSTD), and the Waterville Public Library. The facilities and services of each are described below.

## Daytime Resident Population and Service Delivery

It is important to note that public services are provided not only to Waterville residents, but also to persons who travel to Waterville to work, shop, dine, and receive medical and professional services. Visitors also come for entertainment and other amenities offered in our service center community.

In 2020, our day-time population was approximately 27,511, significantly higher than our resident population of 15,828. This number was calculated using a U.S Census formula:  $\text{Commuter-adjusted population} = \text{Total resident population (15,828)} + \text{Total workers working in the area (13,862)} - \text{Total workers living in the area (2,179)}$ .

## Public Works Department

The Public Works Department (DPW) is staffed by 25 employees who are responsible for a range of functions. They maintain the city's roads and sidewalks, fleet, traffic lights and signs, and various buildings. In addition, the Department has the enormous job of collecting household waste, leaves, yard waste, and Christmas trees. Although the Waterville Sewerage District (WSD) maintains catch basins, the Public Works Department is responsible for keeping covers free of leaves, debris, and ice. Finally, the Department coordinates infrastructure repair with Kennebec Water District (KWD), WSD, and other utilities.

### Public Works Compound

The Public Works Department is headquartered at the Public Works Compound, a 3-acre site located on Wentworth Court off Main Street, just north of Downtown. The Compound includes six buildings as well as parking areas for vehicles and other equipment. Buildings within the Compound include the administrative office building, a fleet maintenance building, a salt/sand storage building, a six-bay equipment storage building with attached paint/sign maintenance and facility maintenance workshops, a four-bay equipment storage building, and an operations and maintenance facility that is utilized by both Public Works and Parks and Recreation personnel.

## Fleet

The Public Works Department owns and maintains 60 vehicles and over 100 additional pieces of equipment. The Fleet Maintenance Division also maintains vehicles and equipment for the Police Department, Fire Department, Parks and Recreation, and airport.

## Snow Removal

The Department utilizes 14 plow routes to clear snow from 305 roads. The Department also removes snow from school yards, approximately half of the city's 40.18 miles of sidewalks, and from municipal and school parking lots.

DPW's primary charge after plowing and sanding is removing snowbanks from the downtown area and the Concourse, before later removing snowbanks from heavily traveled areas to improve safety. The same personnel who plow streets are also responsible for plowing sidewalks and removing snowbanks, creating scheduling problems during large storms, as drivers are sent home to rest before undertaking sidewalk snow removal and snow hauling.

## Public Ways

The Department is responsible for maintaining 180 lane miles of streets (approximately 90 miles of public roads), 40.18 miles of sidewalks, the Concourse, four municipal parking lots, and four school parking lots. The Department also conducted a complete road surface survey of the city and used the results to develop a 5-Year Pavement Maintenance plan.

## Other Maintenance

The Department is responsible for cleaning the city's catch basins, as well as maintaining approximately 5,000 signs, and maintaining street and traffic lights. The city pays the Waterville Sewerage District for storm water management services, including maintenance of the catch basins.

## Solid Waste and Recycling

The Public Works Department provides curbside collection of solid waste and recycling on a weekly basis to dwellings and apartment buildings with four or fewer units. The Department delivers materials to Pine Tree Waste (Casella) on Airport Road (contract runs through March 31, 2025). Casella, in turn, delivers solid waste to Penobscot Energy Recovery Company (PERC) and delivers the city's recycling to the company's zero-sort facility in Lewiston. Historically, the city averages 1,700 tons of solid waste and 430 tons of recycling annually.

PERC accepts approximately 175,000 tons of solid waste from various municipalities for combustion and produces electricity for sale on the grid. Through the combustion process, PERC reduces the volume of waste requiring landfill disposal.

## **Waterville Regional Airport**

The Waterville Regional Airport is responsible for maintenance of the terminal building, plowing the airport driveway, parking lot, and runways, mowing, and undertaking various runway improvements.

## **Police Department**

The Waterville Police Department provides law enforcement services to the City of Waterville in the form of patrol activities, investigations, and community services, such as the Operation H.O.P.E Program. The Police Department initiates or responds to approximately 25,000 calls per year depending upon staffing and call volume. The detective division investigates major crimes committed within the city, such as gross sexual assault, robbery, and embezzlement. In 2022 the Police Department investigated 275 crimes against persons. The patrol division, alone, arrested 145 people for operating under the influence in 2022.

The Waterville Regional Communications Center, a Public Safety Answering Point, dispatches for four (4) full-time police departments, Clinton, Oakland, Waterville, and Winslow, as well as nine (9) fire departments, which include Albion, Belgrade, China, Clinton, Oakland, Rome, Sidney, Waterville, and Winslow. The Communications Center dispatched 53,353 calls in 2022.

### **Staffing**

The Police Department has a total of 54 employees and one AmeriCorp VISTA volunteer. The Department is staffed by one Chief of Police, two majors (Patrol Commander and Support Services Commander), five sergeants, four detectives, twenty patrol officers, one animal control officer, one parking enforcement officer, and one community outreach coordinator. Support staff includes one executive assistant, one records clerk, and one facility maintenance worker. The Waterville Regional Communications Center is scheduled to be staffed with ten full-time dispatchers, five per diem dispatchers, and one civilian supervisor in FY2024.

### **Community Outreach**

In addition to the efforts of Operation HOPE, which started in 2017, the Police Department added a community outreach coordinator whose job is to reduce the number of interactions with the Police Department by high utilizers of the system. The

goal is to address issues with those individuals before the issues become acute and potentially lead to high-risk law enforcement interactions.

## **Fire Department**

The Fire Department is responsible for providing fire suppression, emergency medical services (EMS), hazardous materials mitigation, and rescue services of all types. Deployed from one station strategically covering 14.7 square miles, the Department responds to over 6,000 calls for service annually with over 3,500 patients transported to the hospital via ambulance. In addition, the Fire Department houses and operates a hazardous materials technician team and cascade unit for mutual aid deployment throughout the state.

The department provides backup ambulance coverage and mutual aid coverage to all surrounding jurisdictions. They also assist local healthcare facilities by providing interfacility transports when available. The fire department provides search and rescue, high angle, low angle, rope rescue, swift water, ice water, confined space, trench rescue, advanced extrication, hazardous materials response, and drone services to our region.

### **Staffing**

Fire Administration includes the Fire Chief, a Deputy Fire Chief, an EMS Deputy, Training Coordinator, and an Executive Assistant. Our Operations Team includes four Battalion Chiefs, four Captains, and 24 career firefighters/EMTs/Paramedics totaling 32 career members. Those individuals make up four shifts, each with 8 members (A-Shift, B-Shift, C-Shift, and D-Shift), providing round-the-clock coverage. Additionally, we have 30 call force members who respond to emergency calls when requested.

### **Equipment**

The department has two fire engines, one tower truck, and three advanced life support ambulances. Other vehicles include a utility pick-up truck, a medium-duty rescue truck, one hazardous materials response truck, one Cascade air unit, one rescue boat, one jet-ski, a UTV, and two administrative vehicles.

### **Programs**

In addition to responding to emergencies, the fire department is responsible for coordinating the fire inspection program, reviewing fire plans for new construction and tenant improvements, and regulating the storage of hazardous materials. The fire department conducts in-school education annually, along with various fire prevention activities.



## Waterville Public Library

The Waterville Public Library, located at 73 Elm Street, was first established in 1896 as "The Waterville Free Public Library Association." Between 1896 and 1905, the Library Association's collection was housed in private office buildings. In 1905, the city constructed the Waterville Public Library building at its present location with financial help from Andrew Carnegie. The building was renovated and expanded following a fire in 1960 with second and third expansions completed in 1976 and 2010, respectively.

The Maine Legislature chartered the Waterville Public Library as a public corporation in 1935. It has since functioned as a quasi-municipal entity governed by a 17-member board of trustees, each of whom serves a staggered four-year term. Board members are nominated by the mayor and are subject to confirmation by the City Council.

The library's current collection consists of approximately 96,000 volumes and subscriptions to over 125 periodicals.

## Waterville Public Schools

**Facilities** - The city's school facilities have been well maintained over the years and are generally in good condition. These include the following:

1. **George J. Mitchell School:** The George J. Mitchell School (Brookside School until 1995) was constructed in 1969 and is located on a 28.1-acre parcel on Drummond Avenue. It serves Pre-Kindergarten through grade three on a city-wide basis.
2. **Educare:** a 37,800 square foot early childhood learning center attached to the Mitchell School opened in the fall of 2010. It serves approximately 210 children, ages 0 to 5, from throughout the region. These children are primarily from low-income families, and most are from Waterville.
3. **Albert S. Hall School:** The Hall School (formerly the Pleasant Street School), which was constructed in 1922, is located on a 1.3-acre site at the corner of Pleasant Street and School Street and serves grades 4-5 city-wide. A plan to replace the Hall School with an addition to the Waterville Junior High School was abandoned when costs exceeded available grant funding. These funds were subsequently reallocated to address the chief facilities concerns at the Hall School.
4. **Waterville Junior High School:** The Waterville Junior High School is located on a 44-acre parcel on West River Road. The building was constructed in 1978 and serves grades 6 through 8 city-wide.
5. **Waterville Senior High School:** Waterville Senior High School is located on a 29.5-acre parcel on Brooklyn Avenue and serves grades 9 through 12. The

building was constructed in 1962, with major additions in 1966 and 1970 and further renovations completed in 2011 and 2012.

6. **Waterville Public Schools Business Office:** The Business Office is located across Messalonskee Avenue from Waterville Senior High School. The Business Office houses departments that provide services for Waterville, Winslow, and Vassalboro schools including Finance, Accounts Payable, Human Resources, Transportation, and Maintenance. The Waterville Public Schools Superintendent and Assistant Superintendent offices are also located in the Business Office.
7. **Mid-Maine Technical Center (MMTC):** Located on the campus of Waterville Senior High School, MMTC is a regional, technical high school that serves over 400 students from Lawrence, Messalonskee, Waterville, and Winslow high schools as well as area private school and homeschool students.
8. **The Waterville Alternative High School Program:** Serves approximately 40 students and is currently located on the campus of Kennebec Valley Community College.
9. **Mid-Maine Regional Adult and Community Education (MMRACE):** Located on the campus of Waterville Senior High School, MMRACE serves over 1,500 learners from the greater Waterville area in Hi-Set, enrichment, workforce development, and ESOL programs.

### Enrollment

Enrollment in Waterville Public Schools among Waterville-resident students declined by 19% between 2000 and 2022 but increased slightly in 2022-23. During that same period, Waterville Public Schools saw a 22% increase in enrollment of non-residents. This is attributable to an increase in MMTC enrollment and tuition students from surrounding towns.

Waterville's school enrollment is expected to follow population growth experienced by the city, approximately 1% annually. Overall, projected enrollments will not exceed the capacity of the system.

State-wide enrollment declined by almost 6% over the last decade.

Year	Pre-K	K	Grades 1-3	Grades 4-5	Grades 6-8	Grades 9-12	Other	Total Enrollment
2000	-	-	-	-	-	-	-	2,043
2010		617		261	416	599	-	1,893
2022	90	108	373	222	337	513	253	1,896 (including Educare)
2025 (Proj.)	91	109	377	224	340	518	256	1,915

Source: Waterville Public Schools Superintendent's Office

## Kennebec Water District

### Overview

The Kennebec Water District (KWD) was established in 1899 as a quasi-municipal entity to provide water for domestic use and fire protection to the city of Waterville and the Fairfield Village Corporation and, later, to the communities of Fairfield, Winslow, Benton, and Vassalboro. It also provides water for the Town of Oakland through the Maine Water Company system.

KWD is governed by a 10-member board of elected trustees with day-to-day operations directed by a General Manager, who supervises the work of 27 employees. Five (5) employees work at the water treatment facility in Vassalboro and the remainder work at the new Business and Operations Facility at 131 Drummond Avenue in Waterville.

KWD serves the majority of the city's dwelling units with mains under most city streets and roads with the exception of parts of Louise Avenue and Washington Street and its side streets, some rural areas (such as Webb Road, Trafton Road, and Eight Rod Road), and some streets at high elevations (such as Country Way, Stone Ridge Drive, Ashley Terrace, and Mountain Farm Road). KWD has 4,382 residential, 765 commercial, 124 governmental, and 16 industrial customers in Waterville.

### Source and Treatment

KWD's sole source of supply is China Lake. Water flows from the lake into a 12 million gallon per day capacity water treatment plant (WTP) in Vassalboro (approximately one mile north of the lake). Upon leaving the WTP, the finished water travels by gravity through parallel 36- and 24-inch mains approximately 8.7 miles to the primary KWD pumping station on Western Avenue in Waterville.

Currently, the average daily water demand is approximately three million gallons, which is well below plant capacity and the estimated "safe yield" of China Lake (20 million gallons per day). Because of the low demand, the WTP and Western Avenue Pumping Station only need to operate 8 to 10 hours per day.

### Transmission, Distribution, and Storage

KWD's water transmission and distribution system consists of over 170 miles of pipes, 642 hydrants, and many facilities including pump stations and storage tanks. The system is responsible for providing water for domestic uses and for public and private fire protection, and the capacity of the distribution piping and pump stations provides for a strong public fire protection system in the City of Waterville.

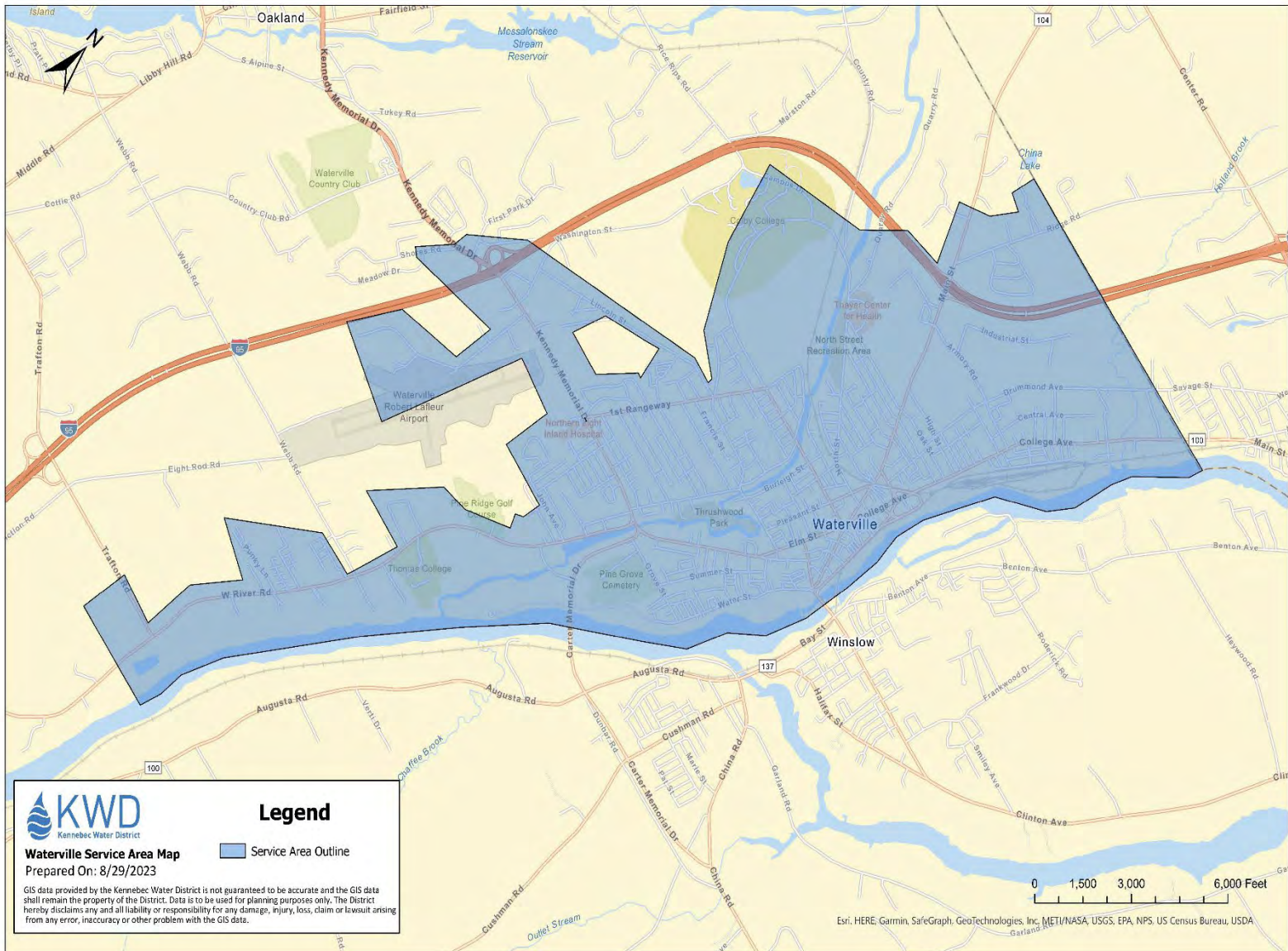
Replacement of aging distribution piping is prioritized based on pipe condition, main break history, water quality, and coordination with street and utility upgrades. Some

existing piping is very old, having been installed in the 1880s and 1890s before KWD was established in 1899.

The Kennebec Water District has two service areas in Waterville, its standard zone - serving most of the community - with two 6-million-gallon concrete tanks located off the Ridge Road and a higher elevation system which includes parts of Waterville west of First Rangeway to the Oakland town line. The higher elevation system is served through a pump station on Chase Avenue and a 900,000-gallon storage tank on Shores Road.

### Administration and Operations Facilities

KWD’s administration and operations facilities had been located on Cool and South Streets in Waterville since 1881. However, due to space limitations, KWD purchased a 15-acre parcel on Drummond Avenue in Waterville and moved into the new facilities in July 2023.





## Waterville Sewerage District

In 1949, the Waterville Sewerage District (WSD) was established as a quasi-municipal entity for the purpose of controlling, managing, and operating all sewers serving the people and businesses within Waterville. Today, the District has 4,495 customers in the city.

The District's customers in Waterville are categorized by type as follows:

Category	Number of Accounts
Domestic	3,914
Commercial	561
Municipal	15
Government	5
Total	4,495

Furthermore, the District accepts flow from FirstPark, a commercial development located in Oakland, and effluent from close to 600 other customers in Oakland.

The WSD is also responsible for constructing and maintaining storm water and sanitary sewers, billing for wastewater collection, and, since 1976, transmission of sewage to the Kennebec Sanitary Treatment District's wastewater treatment plant. The District owns the sanitary sewer lines, the storm drains, 1,949 municipal catch basins, and services 289 private catch basins.

### Collection System

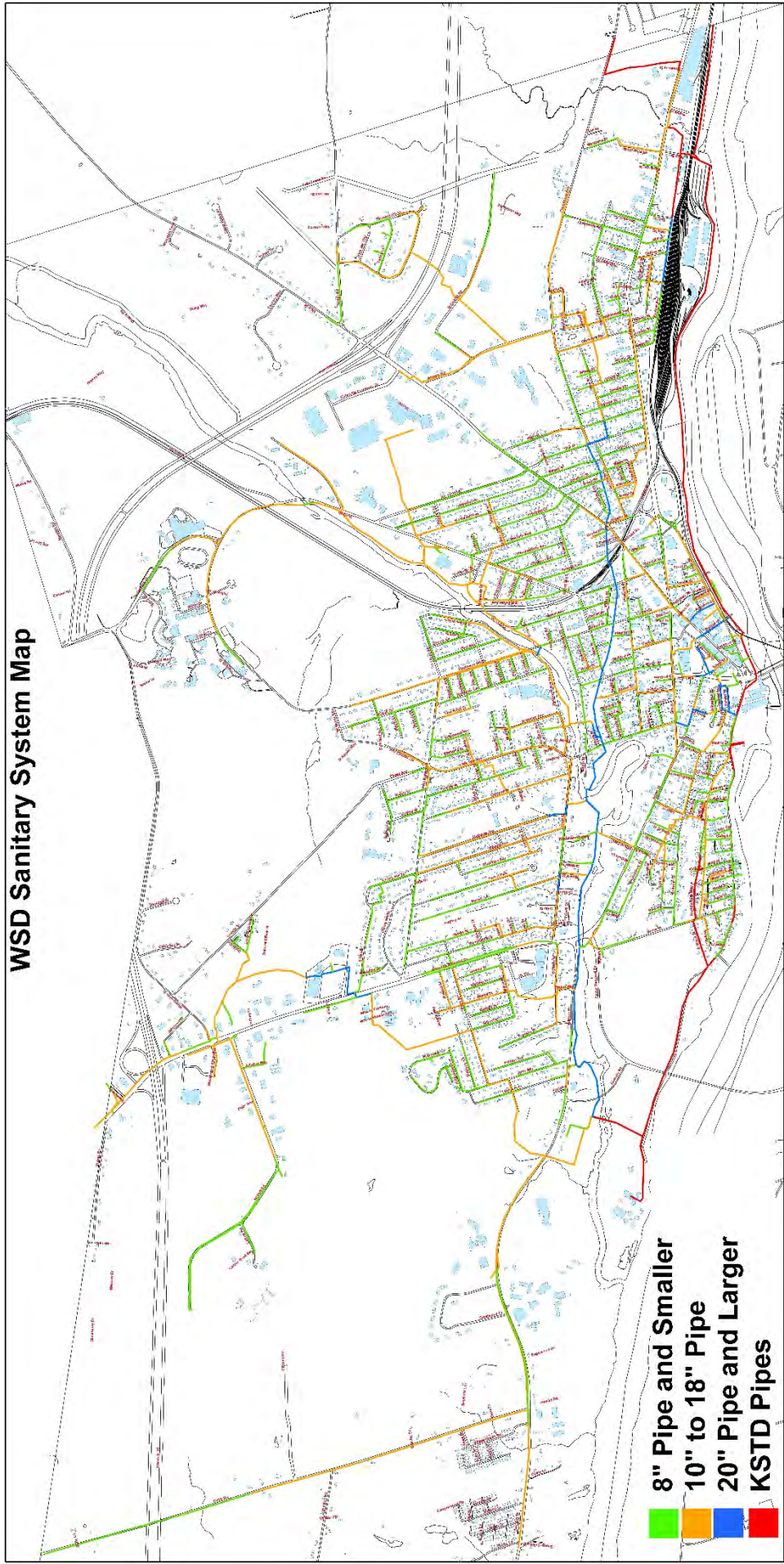
The Waterville Sewerage District maintains approximately 108 miles of sanitary and storm water sewers within the city, as well as three District-owned pump stations, and 1,821 manholes.

The WSD works hard to reduce inflow and infiltration. To accomplish this the District has developed a comprehensive GIS mapping system to document detailed information including condition coding of the District's assets, executes a planned infrastructure inspection program, and has a program to repair/rehabilitate manholes. Additionally, the District is aggressively replacing aging pipes.

When the Kennebec Sanitary Treatment District's (KSTD) wastewater treatment plant was built, Waterville purchased 43% of the treatment plant's capacity. At that time, sewage flows from the city averaged about 6.1 MGD (million gallons per day). The city's average daily flow from 2020 through 2022 was 2.66 MGD, or about 42.29% of the total flow to the treatment plant. During the same period Oakland sent an average of 0.27 MGD through Waterville to the treatment plant.



**WSD Sanitary System Map**



- 8" Pipe and Smaller
- 10" to 18" Pipe
- 20" Pipe and Larger
- KSTD Pipes

## **Kennebec Sanitary Treatment District**

The Kennebec Sanitary Treatment District was established in 1971 as a quasi-municipal entity to provide wastewater treatment to Waterville, Benton, Fairfield, and Winslow, as well as Huhtamaki Inc. (formerly Keyes Fiber and later Chinet). Through inter-local agreements with District Members, KSTD also treats wastewater generated in the Town of Oakland (via Waterville Sewerage District since 2011) and the Town of Vassalboro (via Winslow since 2018).

KSTD is staffed by 13 employees and overseen by a board of ten trustees: 5 from Waterville, 2 from Fairfield, 2 from Winslow and 1 from Benton. KSTD owns and operates the treatment plant, and three large sewage pump stations located along a 11.5-mile-long interceptor. In addition, by contract, KSTD operates and maintains a large sewage pump station for the Town of Winslow (Chaffee Brook Pump Station) and two ancillary pump stations for the Town of Benton.

Each District Member is responsible for connecting and delivering its sewage to the KSTD interceptor as well as adopting a sewer use ordinance in accordance with KSTD rules and regulations. In addition, KSTD is authorized by the federal Environmental Protection Agency (EPA) as an EPA Industrial Pre-Treatment Facility (IPP), which requires KSTD to monitor and provide written permits for certain industrial connections as categorized and governed by the EPA.



1- Aerial Photo of Kennebec Sanitary Treatment District Treatment Plant at 401 Water Street.



## Treatment Plant

The plant, located on lower Water Street, receives sanitary waste through three major interceptors: the Fairfield-Benton Interceptor, the North Interceptor, and the Abram Brook Interceptor. The system includes two combined sewer overflows (CSOs) which intermittently discharge untreated storm/sanitary flows during heavy storm events. In 2019, due to low discharge activity, the District reclassified one of its CSOs to an emergency overflow. In its latest CSO Masterplan, KSTD is planning closure/reclassification of the two (2) remaining CSOs to emergency overflows by 2028/29. Achieving this goal will end a decades-long effort for separation and removal of storm drains from sanitary sewers and further preserve water quality in the Kennebec River.

The treatment plant, which was completed in 1976, has a design capacity of 12.7 MGD (million gallons per day) of sewage. The average flow in 2022 was 6 MGD, or about 47% of design capacity. The plant utilizes an activated sludge treatment process and includes two primary treatment tanks, two aeration tanks, and four secondary clarifiers.

## Timeline of Treatment Plant Upgrades

- **1998** – Partial Upgrade. Installation of new fine bubble aeration system and belt filter press for biosolid dewatering.
- Ancillary improvements to the building HVAC, SCADA disinfection process, primary tanks were completed in 1998 as well.
- **2008** – Septage Receiving Upgrade. A new septage receiving system was installed to improve the septage receiving area.
- **2025/26** – Anticipated start of new upgrade(s) as outlined in a new CIP report to be published in 2024.

## Bio-solids Disposal

The plant generates approximately 8,500 wet-tons of bio-solids per year, which are delivered by long haul trailer to Juniper Ridge landfill in Alton. As required by Maine DEP, biosolids are tested monthly for heavy metals and other contaminants of concern.

Two laws enacted by the State of Maine in 2022 made a huge impact on biosolid disposal fees at Juniper Ridge Landfill. As of 2023, the cost of biosolid disposal has ballooned from \$600,000 per year in 2020 to well over \$1,100,000 for the same amount of biosolid volume. The District is working with the State of Maine to stabilize disposal costs by exploring a regional biosolid disposal option that will take a few years of planning. The District hopes to deliver biosolids to a regional facility by 2030.

## Septage and Leachate

KSTD also receives income from treating as many as 9 million gallons of septage per year. Septage is collected from septic tanks and is trucked in from the District's member communities as well as from out of District locations. KSTD also receives RV waste at a cost of \$10 per load as of 2023.

In addition to septage, KSTD also currently treats about 25,000 gallons per day of leachate, primarily from Hawk Ridge compost facility in Unity.

## Issues and Needs

### Public Works Department

1. **Regional Service Delivery:** Economies of scale can be achieved through the provision of public works services on a regional basis. However, staff numbers would probably have to be expanded to accommodate any additional service deliveries on the local level.
2. **Pavement Plan:** There is a need to implement the pavement management plan so that overall pavement conditions do not continue to deteriorate.
3. **Fleet Replacement:** There is a need to adopt a fleet and equipment replacement program and include it in a 5- year capital improvement program. There is also a need for a similar effort relative to traffic signs and signals.
4. **Sidewalks:** The city's 40.18 miles of sidewalks are not being maintained or upgraded on a regular basis. Furthermore, there are no long-range plans to address the question of which streets will have sidewalks on both sides, which streets will have sidewalks on one side, and which streets will have no sidewalks.

### Police Department

1. **Safety:** The Police Department will work with the community to create a safer environment in which to live and work.
2. **Strategic Planning:** The Police Department will develop a three- to-five-year strategic plan based on its newly developed mission statement.
3. **Community Outreach:** The Police Department, as part of the community outreach process, will re-establish a school resource officer as well as a community resource officer to work together with Operation HOPE coordinators and the community outreach coordinator.
4. **Officer Wellness:** The Police Department will develop staff wellness programs which will help keep officers mentally and physically well to provide better service to the community.

5. **Body Cameras:** The Department first deployed body cameras in November 2023 as part of a 5-year lease program. The Department will need to budget for the capital expense of replacing these cameras at the end of the 5-year period in 2028.
6. **Readiness & Capacity:** On-call detectives will provide 24/7 coverage for major crimes.
7. **Asset Management Planning:** The Department will develop a comprehensive fleet management plan.

## Fire Department

1. **Public Safety Satellite Station:**
  - The Fire Department requires additional space as the fast growth of our community is significantly increasing emergency callouts. Furthermore, recent expansion into transport EMS, the growth of the fire prevention division, and moving code enforcement to Central Fire have decreased available space.
  - In the past, the Fire Department operated out of four stations geographically positioned to best serve the community, while they currently operate out of one station on College Ave. Development is beginning to increase south of Webb Road. The location of Central Fire has an adverse impact on response times to emergency situations in the southerly portions of Waterville, Kennedy Memorial Drive, the interstate, or other towns with which Waterville has mutual aid agreements.
  - The department's airport operations have increased exponentially.
  - Waterville Fire-Rescue believes that a partnership with the Waterville Police Department and Waterville Regional Airport is key to designing and establishing a space to accommodate the needs of multiple departments while reducing costs. This project has four goals:
    - Strengthen the City of Waterville's commitment to Public Safety for all community members.
    - Reduce distance traveled and response times for emergency responders.
    - Maintain and improve the City of Waterville's Public Protection Classification as determined by the Insurance Services Office (ISO).
    - Allow for improved safety and operations at our busy airport.
2. **Airport Road Extension:** Building a satellite station at the airport and extending Airport Road to Mitchell Road and on to Webb Road has long been regarded as the best approach to reducing response times.



3. **Disaster Shelter:** The Fire Department recognizes the need for our community to designate or construct a disaster shelter for our community. There is an immediate need for a city-owned warming, cooling, and/or emergency shelter. The Fire Department recommends that a multiuse facility be considered for inclusion in a satellite station.
4. **Investing in Community Paramedicine:** Community paramedicine is an aspect of Mobile-Integrated Healthcare, wherein communities utilize specially trained paramedics (often teamed with other healthcare practitioners and/or social workers) to address health problems, maximize the use of emergency care resources, and enhance access to primary care for medically underserved populations and those with acute and chronic health issues. Community paramedicine utilizes Fire Department personnel and paramedics to provide a range of services to prevent emergency situations or reduce the likelihood of their occurrence in the future. Interest in community paramedicine has grown substantially in recent years, as it improves access to care and quality of care, while also minimizing costs.

In Waterville, community paramedicine can be extremely impactful in treating substance use disorder (SUD) among Waterville residents, including the city's homeless population. EMS is being taxed responding to overdoses. Often, the same patients suffer repeated opioid overdoses as they have not been provided options for SUD services once discharged from the emergency department or they do not receive any follow-up through a Primary Care Provider (PCP), leaving patients at a very high risk of overdosing once again with no plan or referral in place for SUD services. SUD services are an important element to correct individual behaviors and often are the first step in correcting homelessness and social and behavioral improprieties.

Community paramedicine also can bridge specific gaps in healthcare of concern to local hospitals with which we are partnering to pursue a community paramedicine designation. City community health services presently lack resources and have become overwhelmed attempting to address these issues.

There are issues concerning access to healthcare immediately following a high-risk discharge either from an in-patient admission or from the emergency department. In the Waterville area's primarily rural setting, in-home healthcare services may be delayed one to two weeks. During that time frame, a patient can

deteriorate quickly without access to healthcare services and may require re-admission to the hospital only days out from their admission.

Local hospitals also have concerns regarding chronic emergency department and express care users, including being able to follow up with these patients in a timely manner due to delays in PCP follow up or lack of a PCP.

### Waterville Public Library

**Outreach:** - Some potential patrons are unable to use the library, due to a lack of transportation.

### Waterville Public Schools

1. **Transiency:** Despite stability in the overall numbers, there is a high rate of turnover of students. Less than 35% of the graduating class of 2023 started school in the Waterville Public School system.
2. **Families Experiencing Homelessness:** Students identified as eligible for McKinney-Vento services jumped 10% in one year, with the largest increase seen in elementary-aged students whose families were displaced from their homes or apartments.
3. **Multilingual Learners:** Waterville Public Schools saw a 176% increase in the enrollment of students qualifying for ESOL (English to Speakers of Other Languages) services, welcoming 30 additional students to the district in 2022-23.
4. **Cost Sharing:** The Business Office for Waterville Public Schools generates revenue by operating as a cost center, providing financial oversight, human resources administration, and management of transportation services for area school districts.
5. **Rankings:** Waterville Public Schools should remain cognizant of its place in local, state, and national rankings and actively maintain and improve its rankings to remain competitive with other school systems in the region and across Maine.
6. **Regional Programs:** There may be more opportunities for regionalizing programs and services in the future.

### Kennebec Water District (KWD)

1. **Aging Infrastructure:** While the Kennebec Water District has made important capital investments replacing aging infrastructure, its rate of replacement is still below industry recommended replacement standards. This is particularly true in the case of distribution and transmission piping. These critical pipelines typically have a design life of 100 years which necessitates an average replacement rate of one percent of the piping every year. KWD's replacement rate, although higher in recent years, is still well below the one percent goal.

2. **PFAS:** Advancements in water testing technology resulted in the discovery of low levels of perfluoroalkyl and polyfluoroalkyl substances (PFAS) in China Lake in 2019. Current levels are slightly above the proposed federal regulatory standard of 4 parts per trillion (ppt). Supported by a consulting firm, KWD staff is evaluating possible treatment options which may include more frequent filter media replacement or the expansion of the water treatment plant. KWD is working to secure grants and low interest loans to cover the costs of these expensive treatment processes.
3. **Operational Efficiencies:** The new KWD facilities on Drummond Avenue will provide the KWD with numerous opportunities to improve its operational efficiency. The District's operations have been severely hampered in recent decades due to space limitation and inadequate garage and storage space. KWD will be able to better manage the vehicle fleet and construction equipment. Additionally, KWD will be better able to manage the inventory of construction materials. Finally, consolidation of administrative and operational staff at one facility will improve synergy resulting in greater team cohesion.

#### Waterville Sewerage District

1. **Existing Roof/Foundation Drains and Sump Pumps:** The District's sanitary and storm water systems are 100% separated. The biggest issue for the District is the nonauthorized, private clean water connections to the District's systems. Approximately 1,100 customers are paying a surcharge for roof/foundation drains and sump pumps that are tied into the District's sanitary sewerage system. During major rain events the clean water from these connections overwhelms the District's sanitary system and causes sanitary sewer overflows in the District's major interceptor and combined sewer overflows at KSTD's main pump station. The flow in the District's largest interceptor increased nearly 16 times the normal flow rates during a major rain event in 2023. Although significant reductions in inflow and infiltration have been achieved, the problem with capacity and sanitary sewer overflows will not be solved unless these clean water connections are removed from the District's sanitary system. Alternatively, expensive projects such as in-line storage solutions will be required.
2. **System Upgrades:** The District has close to 30 miles of clay pipe, some over 100 years old, that need to be replaced. WSD's goal is to replace, on average, one mile of pipe per year for the next 30 years. This is a major undertaking, and to minimize the impact on rate payers, the District plans to replace most of the pipe with organic assets. Based on 2023 project costs, the District can replace pipe at around 33% of the cost of contracting the work.

3. **PFAS Treatment Costs:** The District will do everything possible to keep rates as low as possible while properly maintaining and improving sanitary and stormwater systems. The most significant District expense is the cost, making up approximately 40% of the budget, to treat the sanitary effluent. The District anticipates that this cost will increase significantly, faster than normal trends, in the future and will impact rate payers. KSTD is experiencing higher than normal cost increases to remove sludge. Regarding the issue of PFAS, the KSTD superintendent expects the costs will continue to increase.

KSTD is also in the process of developing an asset management plan to replace aging plant infrastructure and conducting, as part of the Maine DEP required Combined Sewer Overflow Master Plan, a hydrology study to determine if effluent storage is required to prevent overflows during major rain events.

#### Kennebec Sanitary Treatment District (KSTD)

1. **Aging Infrastructure & Capital Improvements:** KSTD has kept sewer rates low over time through savvy fiscal management, with great effort to perform capital replacement projects in-house using District staff and funding earmarked for those projects. KSTD has been in operation for nearly 50 years, yet only 1 major upgrade occurred in 1998 which was only a partial upgrade to the aeration system and sludge dewatering systems. The treatment plant is still operating with some of its original 50-year-old equipment which needs to be replaced. Even some of the equipment from the 1998 upgrade needs to be replaced.

KSTD is currently working with an engineering consultant to complete a Comprehensive Plant Evaluation, Fiscal Sustainability Plan, and Climate Adaptation Plan. Through these projects, the District will ultimately create and adopt a detailed Capital Improvement Plan (CIP) which will outline upgrades needed over the next 5-10 years. While the total upgrade costs are unknown, initial estimates are in the range of \$50 million - \$70 million. The reports will be completed soon with further project details and costs outlined. The CIP will be used to apply for various funding sources to subsidize the upgrades. The District anticipates that the upgrade(s) will begin in FY 2025.

2. **Combined Sewer Overflows (CSOs):** By order of Maine DEP, the District is required to produce a CSO master plan which lists various options for full removal of CSOs including:
  - Installing large storage tanks along the KSTD Interceptor to hold excess flows until they can be treated after a storm.

- Modifying the treatment plant to treat additional volume of peak hourly combined sewer/stormwater.
- Reducing flows by eliminating combined sewers in the target communities. KSTD is working closely with the communities to identify cost-effective means of reducing CSOs.

The District aims to remove the remaining 2 CSOs from the State's program by 2030.

3. **Per Fluoroalkyl Substances (PFAS) Treatment:** The District may be faced with treatment of PFAS in the treated effluent and biosolids sometime in the future. To achieve this goal, it would need to install a tertiary treatment system on the back end of its existing treatment train to remove PFAS from effluent wastewater discharging into the Kennebec River. Additionally, biosolids generated from KSTD contain PFAS that may need to be treated in the future as well. This issue and its resolution are contingent on the direction the State takes with PFAS in the future, and how far the State is willing to push for PFAS removal from the environment.

PFAS treatment technologies have not been widely proven, however, this may change in the future. Initial estimates for such treatment systems of the magnitude needed for KSTD would be in the range of \$40 million - \$50 million. The installation and use of such a treatment system is unlikely to occur until at least 2030.

The State also is looking to districts to voluntarily test their systems for potential point sources. The District agreed to complete this sampling effort to better understand PFAS sources and potentially eliminate them before they arrive at the facility.



# Chapter 7: Recreation Facilities

## Parks and Recreation Department

The City of Waterville has many public recreation facilities for both active and passive uses. These facilities, including several school facilities and over 800 acres of public open space, are operated and maintained by the Parks and Recreation Department. The Department also offers recreational programming and is responsible for city-owned trees.

The Department currently employs 3 full-time, 10 part-time, and approximately 40 seasonal employees.

## Recreation Programs

The quality and number of programs offered by the Department is dependent upon the time, energy, and efforts of many volunteers. In addition, the Department has a cooperative relationship with several civic groups that have undertaken a variety of projects.

## Recreation Facilities

The city's recreation facilities, including city-, school-, and privately-owned facilities, are as follows:

### Baseball

- **Junior High School** - This field is located behind the Junior High School off the West River Road. It is a full-size (90' base paths) baseball field with backstop and outfield fencing. It is used primarily by the Junior High School during the school year, Babe Ruth League during the summer, and field hockey in the fall. The field is maintained by the School Department with some assistance from the Parks and Recreation Department.
- **Gaul Field** - Located on Brooklyn Avenue in front of the high school, this regulation (90' base paths) baseball field has outfield fencing and a support/storage building. It is used in the spring by Waterville High School, in the summer by Babe Ruth and American Legion baseball, and in the fall the outfield is used for field hockey. The School Department maintains the field with some assistance from the Parks and Recreation Department.

## Basketball

- **North Street Basketball Court** - This full-size asphalt basketball court with steel uprights and backboards is lighted for evening play until approximately 10:00 p.m.
- **Grove Street** - Full-size asphalt basketball court
- **Chaplin Street Basketball Court** - 1/2 Court
- **Kelsey Street Basketball Court** - 1/2 Court
- **Sterling Street Basketball Court** - 1/2 Court
- There also are privately owned basketball courts both indoors and outdoors at Colby College and indoors at Thomas College.

## Boat Landings and Docks

- **Water Street Boat Landing** - This 11-acre facility is located near the end of Water Street, beyond Couture Softball Field. This landing provides access to the river for small boats, parking, and picnic sites. It has a 10-foot-wide hard surface launching ramp.
- **Thayer Park Boat Landing** - Located on North Street at the base of Mayflower Hill and across North Street from Thayer Center for Health, this landing provides paved parking and carry-in access to Messalonskee Stream.
- **Messalonskee Avenue Dock** – A dock on Messalonskee Avenue.

## Community Gardens

- **North Street Recreation Area** - There are 12 (4' x 8') raised bed gardens that can be rented for the season.
- **Moor Street** - There are 12 (4' x 8') raised bed gardens that can be rented for the season.

## Dog Park

- A dog park is located at Pine Ridge Recreation Area on West River Road. The park features a 1-acre fenced area with a shaded pavilion and picnic tables.

## Field Hockey

- The Junior High School baseball field is used for field hockey in the fall.
- **Gaul Field** - In the fall, the outfield of the Waterville High School baseball field is used for field hockey.

## Fitness Centers

- There are privately owned health clubs and fitness centers in the city, including Champions Fitness Center in the Elm Plaza on Upper Main Street, the Holiday Inn indoor pool and health club on Upper Main Street, and Planet Fitness on Kennedy

Memorial Drive. Colby and Thomas employees also have access to the fitness centers at their colleges.

### Football Fields

- **Drummond Football Field** - This regulation size football field is located on Western Avenue. It is used for high school football in the fall, high school track and field in the spring, and the youth track program in the summer. It is maintained by the School Department with some assistance from the Parks and Recreation Department.
- **High School Practice Football Field** - Located on Highland Avenue beside the high school, this 300-foot by 150-foot field is used for high school and junior high school football practice in the fall and for recreation programs in the spring. It is maintained by the School Department.
- **Junior High Football Field** - Located behind the junior high school on West River Road, this field is used by both the junior high football and soccer programs. It is maintained by the School Department with some assistance from the Parks and Recreation Department.
- **Reed Field (youth football)** - Located on Armory Road.
- **Colby College Football Field** - Located on Campus Drive.

### Golf Course

- **Pine Ridge Golf Course** is a 9-hole par 36 course located on the West River Road in the Pine Ridge Recreation Area. The course is city-owned but leased to an outside operator.
- **The Waterville Country Club** is located just over the town line in Oakland and offers an 18-hole course to members.

### Ice Skating/Hockey

- The city has no ice skating rink, but the public has limited access to the indoor hockey rink and Johnson Pond at Colby College.
- The Waterville Youth Hockey Association provides a learn-to-skate program, house teams, and travel teams serving children from ages 3 through 16.

### Little League

- **Peters Little League Field** - This four-acre field is located on the Armory Road. It is a standard Little League field with a backstop and perimeter fencing. There is a gravel parking area and entrance road from Armory Road. Aluminum spectator bleachers are outside the fence along each base line. The field is used spring through summer for Little League games and practices and there is some school

use at recesses. The Parks and Recreation Department maintains the facility with some assistance from the Little League Association.

- **Purnell Wrigley Little League Field** - This six-acre Little League field is located on Matthews Avenue and used for Little League games and practices, as well as other sporting activities. It has a backstop, perimeter fencing, and lighting. There are dugouts, broadcast tower, snack shack, and a support building.

#### Pickleball

- **North Street** - One court is lined for pickleball on tennis court #4.

#### Picnic Areas

- **North Street Picnic Shelters** - There are two large picnic shelters located next to the playground that are approximately 25-feet by 20-feet with several tables under each. Permanent charcoal grills are provided for barbecues.
- **Water Street boat launch** has picnic tables.
- **Castonguay Square** has picnic tables and benches.

#### Playgrounds, Small Parks, and Neighborhood Tot Lots

- **Judge Morton A. Brody Playground at the North Street Recreation Area** - Installed in 2001, Brody Playground is one of the largest, most visited playgrounds in Waterville.
- **Castonguay Square** - This two-acre park on Common Street has monuments, open space, benches, and picnic tables. It is used for passive recreation, picnics, and special events.
- **Chaplin Street Tot Lot** - Approximately 0.25 acre with playground equipment.
- **Cutting Memorial Park** - This 1.5-acre open space on the Messalonskee Stream abutting Gilman Street was donated to the city by Nancy Coveney in memory of her parents.
- **Downie Park** - This two-acre open space abuts Messalonskee Stream from the Gilman Street Bridge to Highland Avenue.
- **Green Street Field and Playground** - This 4.6-acre field and playground is located on Green Street in the South End. In addition to a field and walking path, it includes a skate park and playground equipment. The field is used in the spring and summer for open play and a neighborhood National Night Out festival, in the fall for flag football, and in the winter for sledding.
- **Grove Street Playground** - Approximately 0.75 acres, the park has a paved basketball court and playground equipment.
- **Harris Park** - This approximately 0.5-acre open space is located at the intersection of North Street and West Street. It is a small vest pocket area left-over from a Maine Department of Transportation railroad overpass project.

- **Hillside Street Tot Lot** - Approximately 0.5 acres with playground equipment.
- **Kelsey Street Tot Lot** - Approximately 1 acre; with playground equipment and a basketball hoop.
- **Moor Street Playground** - Installed in 2007, the park has playground equipment for young children.
- **David Kenneth Quirion Park "Dave's Place"** - Located on Drummond Ave, this park has open space and benches.
- **Sterling Street Tot Lot** - Approximately 1.5 acres with playground equipment and a 1/2 court basketball area.
- **Thayer Park** - This approximately 5,000 square-foot area is in the North Street Recreation Area across North Street from Thayer Center for Health. It includes an open lawn area, a community garden with 12 raised beds and a tool shed, a carry-in boat access to Messalonskee Stream, and a glide-swing.
- **Veteran's Memorial Park** - This 2-acre park, also known as Coburn Park and Monument Park, is located at the corner of Park Street and Elm Street. It has monuments, open space, and benches. This park is used for special events and by the Hall School for physical education classes.
- **Western Avenue**: Approximately 1 acre with playground equipment.

*\* Play equipment also is available to the public at the Hall School and the Mitchell School when school is not in session.*

#### Recreation Areas (A minimum of 15 to 25 acres)

- **North Street Recreation Area** - This 16.5-acre complex is located on North Street and features several facilities, including the Alford Municipal Pool, the Judge Morton Brody Playground, picnic shelters, horseshoe pits, shuffleboard courts, tennis courts, lighted basketball court, soccer fields, carry-in boat access, community gardens, Thayer Park, and a trail along the Messalonskee Stream.
- **Pine Ridge Recreation Area** - This 144-acre complex, located on Louise Avenue off the West River Road, includes Rummels Softball Field, a soccer field, tennis courts, the Pine Ridge Golf Course, the Pine Ridge Trail System (featuring single and wide-track mountain bike trails), and a dog park.
- **Quarry Road Recreation Area** - This recreation area is located between the Messalonskee Stream and Main Street on 220 acres of land, a portion of which formerly was the Colby College ski slope. It offers nearly 10 miles of twenty-foot-wide multi-use trails and an alpine rope tow and learn to ski program at the base of the old ski slope.
- **Head of Falls** - This 19-acre city-owned parcel is on the Kennebec River with vehicular access on Front Street at its intersection with Temple Street. The park



includes a large open space, approximately 800 feet by 300 feet in size for special events, a paved parking lot, access to the historic Two Cent Bridge, and Bicentennial Park to the north, through which the Benedict Arnold Trail runs over the Kennebec Sanitary Treatment District (KSTD) sewer line.

### Recreation Centers

- There is no city-owned recreation center. However, the non-profit Alford Youth and Community Center at 126 North Street abutting the city-owned North Street Recreation Area houses the YMCA and Boys and Girls Club. It offers a wide range of recreational programs for children ages 6-17 each day after school and during school vacations, as well as preschool and adult swimming programs. Facilities include two swimming pools, a gymnasium, an art room, game room, dance studio, and karate dojo. Financial aid is available for children from low-income families. The city Parks and Recreation Department uses the basketball courts at the Alford Youth and Community Center for tournaments.
- **All Pro Sports Center** - Located at 161 West River Road, All Pro offers a wide variety of soccer-based clinics, leagues, and tournaments. The indoor facility features a full-size synthetic turf field, and a full-size outdoor field located on the north side of the building.
- **Muskie Center** - Located at 38 Gold Street, Spectrum Generations owns and operates this senior center.

### Skate Park

- **Green Street Skate Park** – Featuring standard skate park equipment.

### Soccer Fields

- **Webber Soccer Field** - High School field located on West River Road.
- **Pine Ridge Soccer Field** - Located at Pine Ridge Recreation Area off Louise Avenue, this full-size field (360 feet by 225 feet) is laid out on a north-south orientation. It is used in the summer by the adult soccer league and in the fall by Waterville High School teams and Waterville Youth Soccer Association. Parking is shared with the tennis courts.
- **Junior High School Soccer Field** - Located behind the Junior High on West River Road.
- **Herlihy Field** - U-11 field located in front of the Junior High on West River Road.
- **North Street Youth Soccer Fields** - There are 5 less than full-size soccer fields at the North Street Recreation Area. Fields are comprised of 2 40-yard x 60-yard fields and 3(30-yard x 50-yard) fields. These fields are used primarily by the Youth Soccer Organization on evenings and weekends and some afternoons in the fall and spring. Free play is allowed at other times.

- There are additional privately owned outdoor soccer fields at Colby College, Thomas College, and All Pro Sports Center off West River Road.
- There are indoor soccer fields at All Pro Sports Center on West River Road.

### Softball

- **Reed Field** - This field is located on the Armory Road. This is a multi-purpose field which accommodates a 275- foot-long softball field and a youth football field (80 yards). It is fenced on all sides. There is also a small concession building on the site.
- **Couture Field** - This three-acre facility is located off Water Street very close to the Kennebec River. There is a gravel parking lot adjacent to the field. Wooden bleachers for spectators are on the first base side of the field. The field is used in the spring through fall for softball games and practices.
- **Rummels Field** - This 275-foot long playing field, with skinned infield, perimeter fencing, lights for night games and spectator bleachers, is used from the spring through fall for softball.
- **Waterville High School Softball Field** - Located in front of the High School, this regulation softball field (60' base paths) is used in the spring for high school girls' softball and in the summer for recreation league softball. It is maintained by the School Department with some assistance from the Parks and Recreation Department.
- **Herlihy Field** - 275-foot long playing field located in front of the Waterville Junior High off the West River Road. This field was constructed in the fall of 1998.

### Swimming Pools

- The Alford Municipal Pool Complex is used during the summer for lessons and free swims. It includes a 6-lane, 25- meter lap pool, zero-entry swim area, a kiddy pool with a frog slide, a kiddy pool with squirt animals, a spray pool, and a slide pool. The pools range in depth from 0' to 6'. There is a bath house with changing rooms, rest rooms, lockers for clothing storage, and a snack shack.

*\* There are also privately-owned pools at the Alford Youth and Community Center, Colby College, and at the Holiday Inn (which sells pool memberships).*

### Tennis Courts

- **North Street** - There are four tennis courts with asphalt surfaces, a 10-foot-high fence around the perimeter, and a parking area. These courts are used from the summer through the fall by the public and by the Waterville High School Tennis Team.

- **Pine Ridge** - There are four asphalt tennis courts with lights for evening use and a parking area. Courts are used summer through fall by the public and by the Waterville High School Tennis Team.
- **Colby College** has eight regulation tennis courts on campus, across Mayflower Hill Drive from the football/track complex. The courts are outdoors and fully enclosed with fencing. Restrooms are available. The College makes the courts available to the public when there are no conflicts with scheduled Colby activities.
- Indoor courts are available for a fee at Champions.

### Track

- **High School Track** - The 400-yard all-weather track is on the outside perimeter of the Waterville High School football field.
- The Colby Outdoor Track is an oval, 6-lane track surrounding Colby's Seaverns Football Field. Public use of the track is allowed when not in conflict with college activities.

### Trails: Recreational, Fitness, and Nature Study

- **Benedict Arnold Trail** - A portion of the historic Benedict Arnold Trail, the trail that Arnold followed from Saratoga, New York, through Maine to Quebec during the Revolutionary War, passes through Waterville's Bicentennial Park along the Kennebec River.
- **Inland Hospital** - The Inland Woods Trail offers several short trails for non-motorized activity and provides public access to the adjacent Pine Ridge Recreation Area from Inland's Kennedy Memorial Drive campus. See the Inland Hospital web site for maps.
- **Merrit Nature Trail** - This 0.6-mile trail with natural surface begins beyond the end of the Junior High School building near the baseball field. The trail passes through a field, a northern hardwood forest, a hemlock and fir forest, and along the Messalonskee Stream. This year-round nature study trail is maintained by the School Department and the Parks and Recreation Department.
- **George Mitchell (formerly Brookside) School Nature Trail** - Located behind the School.
- **Oxbow Nature Preserve** - The entrance to this natural surface trail along the Messalonskee Stream is located near the parking lot of the Lutheran Church on Cool Street. The Preserve is an ideal area for environmental education, offering views of wildflowers, ferns, trees, birds, muskrat, beaver, and flying squirrels.
- **North Street Trail** - This trail runs along the Messalonskee Stream, behind the North Street Recreation Area and the Alford Youth and Community Center, to

Edgemont Avenue. It extends over existing city streets to the Head of Falls via the Connector Trail.

- **Perkins Arboretum at Colby** - The west entrance to this trail is off Mayflower Hill Drive near the intersection with Mount Merici Avenue. The trails through the arboretum and bird sanctuary are maintained for nature study, walking, cross-country skiing, and snowshoeing. Mountain biking is prohibited. The land is a State Wildlife Management Area and includes successional, transitional, and climax forest, as well as Runnels Stream.
- **Pine Ridge Recreation Area Trails** - This network of trails around the golf course begins behind Rummels softball field, off West River Road, between the field and the trees. It can be used for mountain-biking, walking, jogging, and cross-country skiing. There is a one-mile loop around the ball field, through the woods and fields, and over streams.
- **Quarry Road Recreation Area Trails** - Trails provide recreational opportunities including cross-country skiing, running, bicycling, and walking along the Messalonskee Stream. The north end of the trail opens to a beautiful meadow with a small year-round shelter for resting, picnicking, and warming in the winter.
- **South End Leeman Island Trail** - This trail, located south of the Hathaway Creative Center, is inaccessible during the spring when the water level of the Kennebec River is high.
- **Thomas College Trail** - This 3,200-foot-long trail runs along the Kennebec River behind the College. The trail includes a spectacular view of the confluence of the Kennebec River and the Messalonskee Stream.
- **Connector Trail** - This 1.75 trail for walkers, runners, and bikers connects the North Street Recreation Area to the Head of Falls. Street portions of the trail are clearly marked with paint and signage.

#### Trails: Cross Country and Ski Trails

- **Quarry Road Recreation Area** - The area offers 13.3 km (8.2 miles) of world-class groomed Nordic ski trails, and 8 km (5 mi) of singletrack for snowshoeing, mountain biking, and hiking. A rope tow supports down-hill skiing. Quarry Road has a state-of-the-art snowmaking system which ensures an early start to the ski season and reliable snow conditions all winter.
- **North Street Recreation Area** - 1K
- **Junior High School**
- **Pine Ridge** - 3 Kilometers of trails through the wooded area behind the golf course and softball field. These are generally natural material trails with varying grades. They are used by the school cross country running program and by the public for cross country skiing, walking, and mountain biking.

- Colby College has private cross-country ski trails.

#### Trails: Mountain Bike

- **Quarry Road Recreation Area** - 15 kilometers of trails for single track and double track.

#### Kennebec Messalonskee Trails

In addition to the trails listed above, Kennebec Messalonskee Trails, led by Peter Garrett, together with public and private partners, has developed a series of trails in abutting towns. Those trails in Fairfield, Benton, Winslow, and Oakland are mapped and described on the web page of the organization at <https://www.kmtrails.info/>.

#### East Coast Greenway

When complete, the East Coast Greenway, the “Urban Appalachian Trail,” will extend over 2,600 miles from Key West, Florida, to Calais, Maine. In our area, the East Coast Greenway will run up Route 201 through Vassalboro to Fort Halifax Park in Winslow. It then will turn up Halifax Street (Route 100A) to Benton. Along the way, a spur will extend over to the Two Cent Bridge in Downtown Waterville.

#### Future Recreation Needs

Planning for the future recreational needs of the city requires taking into consideration anticipated changes in demographics. By 2030, the entire baby boom generation will be over age 65. The number of children and young adults is not expected to change significantly.

Although some senior citizens will still be playing hockey and basketball, most will prefer non-contact sports. Trails for hiking, biking, and cross-country skiing will become more important to Waterville residents. Also important to the older generation will be fitness centers which will allow them to maintain muscle mass and cardiovascular health as they age.

## Issues and Needs

#### Adequacy of Recreational Resources

1. It should be noted that private facilities [notably basketball courts, tennis courts, ice skating facilities, recreation buildings, and open space areas such as the Colby Arboretum] meet some of the city’s recreational needs.



2. It is important to bear in mind that the location of recreation facilities and open space is a factor in determining the adequacy of those resources. Ideally, they should be located within easy walking distance of residences. Pedestrian access to recreation facilities and open space is especially important in densely developed, low-income neighborhoods such as Trigger Hill, the North End, the Downtown/Front Street area, and the South End, all of which are in the northeasterly quadrant of the city along the Kennebec River.

Waterville is very densely developed, at 1,169 persons per square mile (as compared with 342 persons per square mile in Augusta and 44 in the State as a whole), and its oldest neighborhoods are the most densely developed parts of the city. Most of Waterville's multi-family housing stock is located on very small lots in these older neighborhoods.

Not only do the residents of low-income neighborhoods have limited private open space, but they also tend to lack means of, or access to, transportation. Without cars and/or discretionary income for taxis, they are unable to take advantage of many of Waterville's excellent recreational facilities and open spaces.

3. Table 7-1 below lists recommended recreation improvements.

**Table 7-1: Recommendations For Future Recreation Improvements**

Facility	Recommendation	Notes
Baseball	Increase number of fields for better scheduling flexibility.	American Legion Baseball indicated that additional fields would be helpful as other teams currently use the fields.
City-wide	Retain tax acquired properties for trails and scenic views along the Kennebec River and Messalonskee Stream.	City Council has occasionally sold or refused donations of such land in the past.
Green Street Park	Better utilize the field by scheduling more programming, especially for youth.	Collaborate with the Alford Youth and Community Center to serve the low-income neighborhood.
Green Street Park	Add a basketball court as recommended in the South End Neighborhood Strategic Plan.	The South End Neighborhood Strategic Plan is available on the City's website.
Head of Falls	Set aside at least 800 feet by 300 feet for festivals and public events.	This is a goal in the 2023 Downtown Vision Plan to maintain public open space at the Head of Falls.
Hockey	Address the need for a municipal indoor ice arena.	The Waterville Youth Hockey Association sees this as an important addition to community facilities.
Leeman Island Park (Water St)	Construct two bridges to provide access to the island and connect trails.	This recommendation comes from the South End Neighborhood Strategic Plan.
Nature Study Area	Maintain and improve access to the Drummond Avenue wetlands for educational and recreational use.	
North Street Shuffleboard Courts	Build a bench with cover at each end to provide shade for users.	
North Street Tennis Courts	Install a lighting system.	
North Street Recreation Area	Construct a volleyball court.	
Recreation Committee	Reestablish the Citizen Recreation Committee to help set priorities for community recreation needs.	
Reed Field	Add lighting to the field.	
Rummels Field	Repair access road and ditch as needed.	
Skate Park	Purchase additional equipment for the facility to enhance recreation options.	
Softball Fields	Provide lighting where needed.	
Community Gardens	Develop additional community gardens in underserved areas.	Potential locations include Kelsey Street Tot Lot in the North End and another site in the South End.
South End Pocket Parks	Develop new pocket parks in priority areas identified in the South End Neighborhood Strategic Plan.	Priority improvement areas are from Redington Street south to Paris Street and from Summer Street east to Water Street.
Webb Road Closed Landfill	Develop cross-country ski trails on underutilized landfill property.	
Wolman Steel Property	Maintain the footpath from High Street to the Mitchell School.	
City-wide	Regularly update the Playground Audit and repair or replace equipment as needed.	
Marston Road Pedestrian Bridge	Construct a pedestrian bridge over the railroad tracks to improve connectivity.	

# Chapter 8: Historical and Cultural Resources

## History

The banks of the Kennebec River and Messalonskee Stream in Waterville show evidence of Native American settlement as far back as 4,000 years ago. The area embracing Waterville was first settled by the English in 1653 through the establishment of a trading post at Ticonic, the Abenaki name for the area, meaning “a place to cross.” The settlement on the west bank of the Kennebec at Ticonic Falls was long known by early pioneers as Ticonic Village, even after it was incorporated as a part of the present-day Winslow in 1771. Waterville set off from Winslow and was incorporated as the Town of Waterville on June 23, 1802. West Waterville set off from Waterville, incorporating as a town on February 26, 1873, subsequently changing its name to Oakland on March 10, 1887. Waterville’s city charter was adopted on January 23, 1888.

## Industries

The Ticonic Water Power and Manufacturing Company (Ticonic Power Company) acquired the water rights and property adjacent to Ticonic Falls in 1866, constructed a dam in 1868, became the Lockwood Company in 1874, and began spinning cotton in 1876. By 1892, the mills employed 1,250 people and produced over eight million yards of cotton cloth per year.

The Messalonskee Stream supported numerous sawmills and wood-working factories. Other industries on the Messalonskee included a match factory, a woolen mill, tanneries, brick yards, and a shovel handle factory.

## Transportation

The Kennebec River served as a major transportation corridor during the 19th century. In 1848, 5 steamboats operated daily between Waterville and Augusta. However, river traffic declined drastically when the Androscoggin and Kennebec (A&K) Railroad commenced operations in 1849.

The Two Cent Bridge, a 700-foot long, small steel suspension footbridge spanning the Kennebec River between Waterville and Winslow, was constructed in 1903. It was one of the last toll footbridges in the United States.

LaFleur Airport was constructed in 1930 and renamed the Waterville Regional Airport in 2024.

### The Franco-Americans

The first documented French-Canadian settler came to Waterville and located his business in an area known as "The Plains." The Plains was comprised of a main street, known as Water Street, with a few lanes branching off Water Street north of Grove Street. By 1830, some 300 French-Canadian families had settled in Waterville, mostly in The Plains.

The construction of the Lockwood Cotton Mill in 1874 attracted large numbers of French-Canadian immigrants. Recruitment agents were sent through the southern Quebec countryside to stimulate emigration. By 1881, the French-Canadian population numbered 1,625, more than a third of Waterville's total population of 4,700. By 1896, improved economic conditions in Canada caused immigration to slow.

As with many immigrant groups, the church was a critical element in the Franco-American community. From their earliest years in Waterville, Franco-Americans in Waterville established and maintained religious, social, and financial societies.

### The Lebanese Americans

The Lebanese immigrated to Waterville in waves. The first immigrants arrived in the 1860s following a revolution between Christians and Muslims in what was then part of Syria, while the second wave came in 1910, driven by efforts to avoid conscription into the Turkish Army. The second migration was also encouraged by earlier immigrants who urged their relatives to join them in Waterville to take advantage of increased religious and social freedom and economic opportunity.

Initially, Lebanese immigrants worked as peddlers. Later they came to work on the railroad and in the cotton mills. Eventually, many found work in the woolen mills which offered higher pay and better working conditions. Many Lebanese settled at the Head of Falls and on Front Street with the church and social organizations playing an important role in their lives.

## Historic and Archaeological Resources

The following properties in Waterville are listed on the National Register of Historic Places:

- Two Cent Bridge on Temple Street
- Waterville Opera House on Castonguay Square
- First Baptist Church at the corner of Park Street and Elm Street (now called First Church)
- Waterville Post Office at Main and Elm Streets
- Universalist-Unitarian Church at Silver and Elm Streets

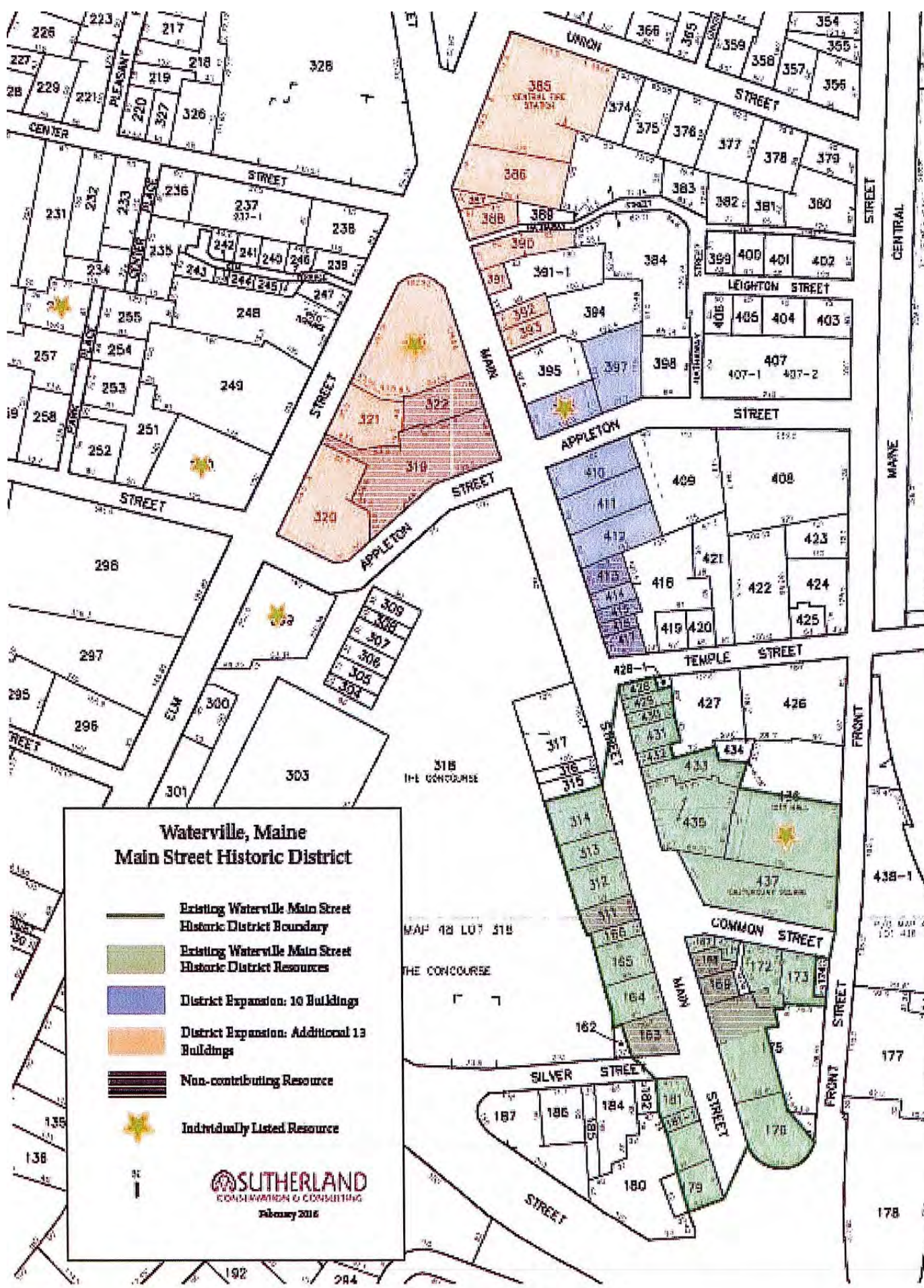
- Redington House at 62 Silver Street
- Alvin O. Lombard House at 65 Elm Street
- Professional Building at 177 and 179 Main Street
- Heald House at 19 West Street (entered into the National Register in 2005)
- Lockwood Mill Historic District at 6, 6B, 10, 10B Water Street
- Gilman Place at 21 Gilman Street
- Foster-Redington House at 8 Park Place (entered into the National Register in 2014)
- The Waterville Main Street Historic District (Initially entered into the National Register in 2012, the Boundary Increase was entered in 2016.) (See the map below.)
- Elizabeth Ann Seton Hospital (entered into the National Register in 2016)
- Mt. Merici Convent (entered into the National Register in 2019)

The city has two self-guided walking tours of historic properties. One is a tour of 43 historic properties in and around Downtown. The other tour is the "Museum in the Streets" in the South End, south of Spring Street.

The Maine Historic Preservation Commission recommends that a comprehensive survey of Waterville's historic above-ground resources be conducted to identify additional properties which may be eligible for nomination to the National Register of Historic Places. The city-owned chapel on Grove Street, for example, is eligible for nomination.

While the Commission notes that no professional survey for historic archaeological sites has been conducted to date in Waterville, it suggests that future field work focus on sites relating to the earliest European settlement of the city, beginning in the late 1700's.





## Prehistoric Archaeological Resources

The Commission's central repository for prehistoric archaeological survey information identifies six sites along the Messalonskee Stream and the banks of the Kennebec River as prehistoric archaeological sites with Native American artifacts ranging from 4,000 years ago to the arrival of the Europeans. The Commission indicates that intensive survey is necessary at several of the sites to determine eligibility for listing on the National Register. (See the map below.)

In the early 1990's, Dr. Arthur Spiess of the Commission visited the confluence of the Messalonskee Stream and the Kennebec River and indicated that it was not eligible for listing on the National Register, due to extensive disturbance over the years (primarily the removal of gravel from the city gravel pit). Later, reconnaissance work was undertaken prior to construction of the Carter Memorial Bridge. Dr. Spiess noted that the site is National Register eligible and that land outside of the right-of-way is still archaeologically sensitive.

The Commission recommends that the city designate these areas, excluding the one associated with the city's gravel pit, as Archaeological Resource Potential Areas. It further recommends that the city establish a mechanism for archaeological review of all construction activity or other ground disturbing activity within these areas, so that no activity is allowed to proceed without a field check by a qualified archaeologist, and if necessary, an archaeological data recovery. As archaeological survey work in the city progresses, the Archaeological Resource Potential Areas can be refined (usually resulting in a decrease in area) to reflect the locations of known, significant archaeological sites.

Once sites are identified, the City may approach individual landowners of significant properties to obtain their permission for nomination of archaeological sites on their property to the National Register of Historic Places, and additionally to donate preservation easements if they so desire. National Register listing extends protection of federal legislation against actions by federal agencies. The combination of National Register listing and preservation easement, plus posting against ground disturbance, extends the protection of State Antiquities Legislation to archaeological sites.

### [Waterville Historical Society and the Redington Museum](#)

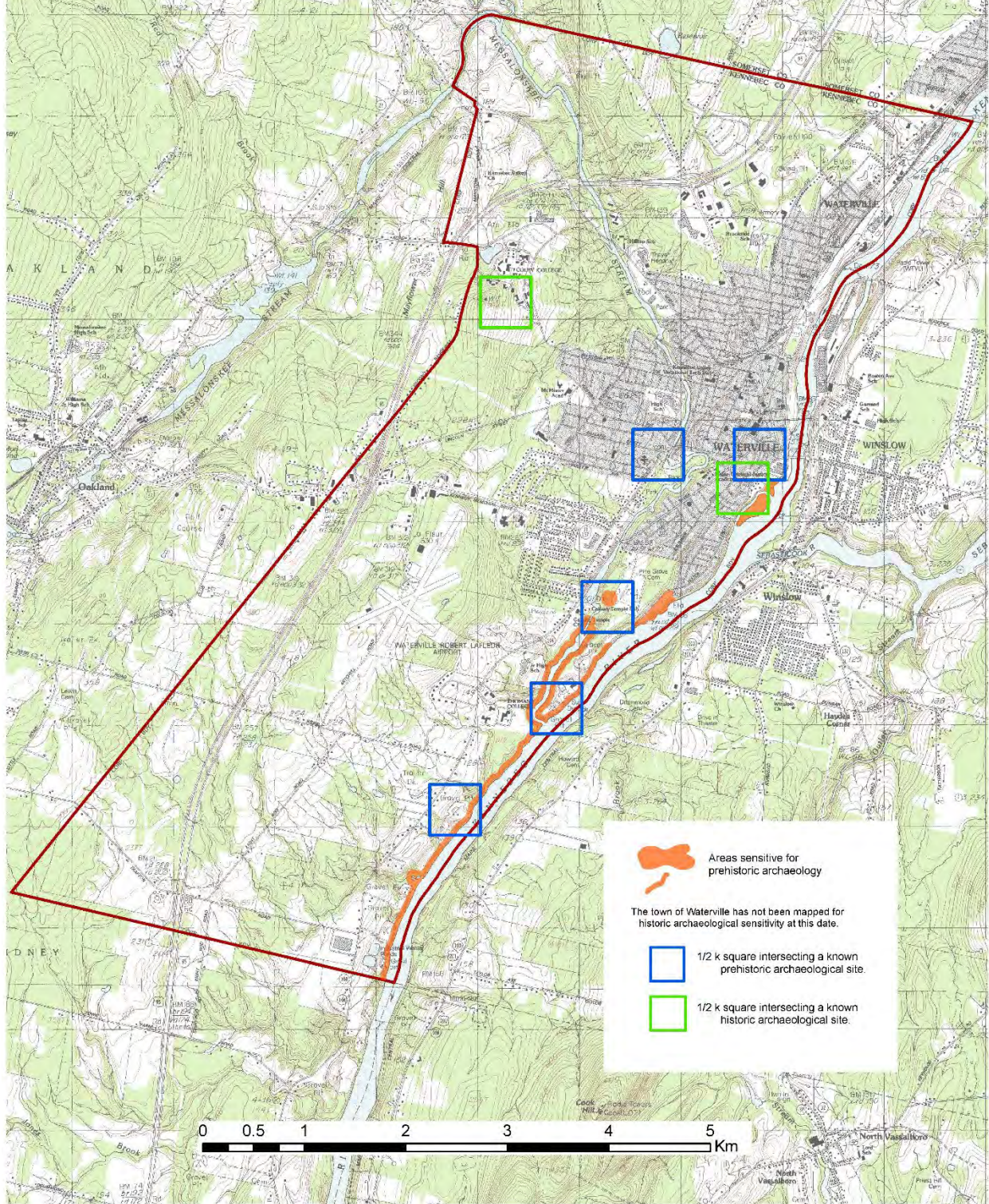
The Waterville Historical Society and the Redington Museum are located in the Redington House at 62 Silver Street, which is listed in the National Register of Historic Places.


The Museum's extraordinary collection of pharmaceutical antiques was donated by the LaVerdiere family and is on loan from the Massachusetts College of Pharmacy and the




**Known Archaeological Sites\* and  
Areas Sensitive for Archaeology\* in  
Waterville**  
information provided by  
**Maine Historic Preservation Commission**  
**April 2009**


\*dated material subject to future revision  
map 1/1

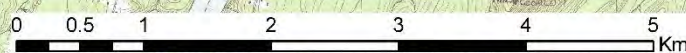


 Areas sensitive for prehistoric archaeology

The town of Waterville has not been mapped for historic archaeological sensitivity at this date.

 1/2 k square intersecting a known prehistoric archaeological site.

 1/2 k square intersecting a known historic archaeological site.





Maine State Museum. This collection was gathered from numerous pharmacies throughout the State.

The Museum also houses a collection of artifacts pertaining to the history of Waterville including furniture, examples of early handwork, spinning equipment, tools, early medical equipment, old firearms, Civil War relics, signs from early businesses, china, musical instruments, and mementos of the career of Waterville champion trotter, Nelson. In addition, the Museum has a Lombard Log Hauler which was invented and manufactured in Waterville and had an enormous impact on the logging industry. The Museum has Dr. Clair S. Baumen's collection of Native American artifacts including many important pieces related to the Red Paint people who were present in the Waterville area several thousand years ago. It also features period clothing and documents and artifacts related to the construction and maintenance of both locomotives and railroad cars for the Maine Central Railroad (MCRR).

### [Waterville Public Library](#)

The Waterville Public Library was built in 1905 and was designed by architect William Robinson Miller, who also designed the public library in Auburn. It is constructed in the Richardsonian style that was popular for library buildings in the 1870's and 1880's. Subsequently, the building was renovated and expanded.

### [Arts](#)

#### *Waterville Opera House*

The 810-seat Waterville Opera House, which was constructed in 1902, is listed on the National Register. Its architect, George Adams, designed many city hall/opera house complexes in the northeastern United States. A skywalk connects the Opera House (located on the second floor of City Hall) with the Paul J. Schupf Center.

#### *Downtown Art Venues*

Other art venues downtown include the Paul J. Schupf Center, Greene Block and Studios, and Lunder Institute for American Art. The Schupf Center, located at 93 Main Street, houses Waterville Creates, a coordinating entity for arts and culture in Waterville.

### [Academic Resources](#)

The city also boasts the cultural resources of two academic institutions, Colby College and Thomas College. Kennebec Valley Community College (KVCC), located just north of Waterville in Fairfield, serves city residents as well.

#### *Colby College*

Colby College, an independent, co-educational liberal arts college located on a 714-acre campus on Mayflower Hill, is a cultural center of the community. The College employs 900 people, 260 faculty and 640 staff. Its current enrollment is 2,300 students.

Colby's campus includes a State wildlife preservation area (the 128-acre Perkins Arboretum and Bird Sanctuary), 50 acres of playing fields, and over 50 buildings including 34 residential buildings, all of which have been constructed since the College moved from Downtown to its present location in the 1930's. Colby also has several libraries, including science, music, and art libraries.

Colby's policy is to make its various physical and cultural resources available to local communities, and the College invites the public to take part in Colby events, lectures, and performances. The College also encourages faculty and students to volunteer and, in other ways, to become involved in community activities. Colby has an extensive music, performing, and visual arts program supported by the Colby College Museum of Art, featuring over 11,000 works of art and the newly constructed Gordon Center for Creative and Performing Arts.

#### *Thomas College*

Thomas College, founded in 1894, is located on a 127-acre campus off the West River Road. It is a private, non-profit, non-sectarian, coeducational professional school which employs approximately 92 people full-time and 56 part-time. The College has a current enrollment of approximately 800 students and plans to increase full-time enrollment over the next few decades.

Thomas College offers a two-year associate degree, four-year bachelor's degree, and master's degree programs. Fields of study include business, technology, and education.

#### *Kennebec Valley Community College*

Kennebec Valley Community College (KVCC) in Fairfield offers a wide array of courses in support of professions including nursing, building construction, business administration, electronics, emergency medical technician, heavy equipment maintenance, medical/dental assistant, respiratory therapy, and secretarial science.

#### Churches

There are approximately two dozen churches in Waterville representing a broad spectrum of religious affiliations.

#### Civic, Fraternal, and Community Organizations

Waterville has a wide variety of organizations including the Waterville Rotary Club, the Elks Club, the Veterans of Foreign Wars (VFW), the Waterville Women's Club, and the Odd Fellows.

#### Educational Services

Educational services include:



- Educare Central Maine: Early childhood education preparing students for success in school.
- Literacy Volunteer Program: Trains volunteers to tutor adults in basic reading and conversational English.
- Maine Children’s Home: Offers courses in parenting, prenatal care, basic academics, English literature, grammar, history, government, home economics, and aerobics.

### Social Services

Waterville hosts a wide range of social service agencies which provide alcohol/drug abuse services, boarding/nursing homes, day care centers and preschools, developmentally disabled services, assistance with disaster relief, employment information, health information, hospitals and community health centers, housing, meals, clothing, information for the elderly, transportation, legal information, mental health services, and women’s services.

### Issues and Needs

The Maine Historic Preservation Commission recommends that the city:

1. Conduct a comprehensive survey of Waterville’s historic above-ground resources to identify additional properties which may be eligible for nomination to the National Register of Historic Places.
2. Focus future historic archaeological field work on sites relating to the earliest European settlement of the city, beginning in the latter 1700’s.
3. Establish a mechanism for archaeological review for all construction activity or other ground-disturbing activity within areas near the Kennebec and the Messalonskee, so that no development activity is allowed to proceed without a field check by a qualified archaeologist and, if necessary, archaeological data recovery.

# Chapter 9: Natural Resources

## Introduction

This chapter summarizes the natural and physical systems that determine the form of Waterville's landscape. Information about the city's geology, topography, soils, surface and ground water, land cover, unique natural areas, and wildlife habitat is intended to identify the physical limitations that the natural environment imposes. These physical limitations can be addressed through planning processes while also capitalizing on opportunities that Waterville's natural features create for special uses.

High elevation, steep slopes, shallow depth to bedrock, and low bearing capacity are all constraints to development in Waterville. Hydric, highly erodible, and floodplain soils not only place constraints on development, but development on these soils can result in environmental damage. Conversely, some natural features are not only suitable but offer unique opportunities or significant cost savings for development.

Difficult decisions must be made when a natural resource with high potential for development is also a limited resource which should be conserved. For example, prime farmland and forestry soils are often the best soil and the least expensive to develop, as they are relatively flat, well drained, and in the case of farmland, cleared of woody vegetation.

Other conflicts may arise when there are multiple, incompatible uses for a resource. For example, bedrock and glacial stream deposits are both a source of building materials and groundwater for wells.

City policies and decisions must balance competing demands between preservation and development.

## Geology

There are two major bedrock formations in Waterville, the Waterville Formation, which runs along the Kennebec River and in a parallel band through the middle of the city, and the Mayflower Hill Formation, which runs through the western portion of Waterville in two bands between Fairfield and Oakland. The Waterville Formation is a shaley phyllite, with fractures trending northwest and southeast, which was laid down in the Silurian Era then folded and later intruded upon during Devonian and Permian Eras. The Waterville Formation is visible during low water at Ticonic Falls just below the Two Cent Bridge. The Mayflower Hill Formation can be seen at the Devil's Chair Rock Quarry in the Quarry Road Recreation Area.

Glacial action was the dominant force that shaped Waterville's land forms and surficial geology. As the Wisconsin Glacier advanced, the ice mass scraped off the loose soils and geologic material from the surface of the ground before it. The massive weight of the ice depressed the ground surface to about 400 feet below its present elevation, allowing the sea to follow the retreating ice margin inland. The glacier left its unsorted debris, called till, on points of high elevations as the ice mass slowly melted and eased its load of sediment and rock down onto the land surface. As the melting continued, water streamed down over the ice and land from the exposed high elevations and deposited material in a stratified sequence from large boulders to fine particles of silt and clay as the stream velocity slowed to standing water in drainage-blocked glacial lakes.

Much of Waterville is covered with till which is made up of a mixture of sand, silt, clay, and stones that are rarely stratified. Till generally overlies bedrock, but may overlie or include sand and gravel, and commonly conforms to the bedrock surface. The thicknesses of the till locally can exceed 100 feet. In Waterville, there are also areas of bedrock outcrops or thin surficial deposits, generally less than ten feet thick. The glacial-marine sands and silty clays of the Presumpscot Formation are located at lower elevations. This formation was deposited on the depressed landscape as the Holocene epoch ocean inundated the land and a blanket of glacio-marine clay, made up of the clays and silts transported to the sea by meltwater, slowly rebounded. Once again the submerged land was exposed to subaerial weathering. Today these marine sediments occur at low elevations in deposits ranging from 20 to more than 100 feet. Areas of topographic depression are filled with swamps and organic tidal marsh deposits.

The location of bedrock and surficial deposits influences development decisions. Construction costs increase when bedrock, also known as ledge, must be blasted to build basements or to extend water and sewer lines. Shallow depth to bedrock (0-15 inches) may cause septic systems to contaminate groundwater. Glacial marine silts and clays have relatively low bearing capacity and cannot support heavy structures while construction on silts and clays on steep slopes may be unstable. Furthermore, both silts and clays have poor drainage.

Aside from influencing the location of development, bedrock and surficial deposits are also resources. Bedrock may be a source of groundwater for wells while glacial stream deposits are both aquifer recharge areas and sources of sand and gravel for construction. Map 9-1 shows three sand and gravel ridges, or eskers, which were deposited in meltwater tunnels or rivers beneath glaciers.



**Waterville Comprehensive Plan  
Map 9-1  
Sand & Gravel Ridges or Eskers**

These eskers, off Drummond Avenue extending north into Fairfield and along the Kennebec from Couture ball field south into Sidney, have been greatly disturbed over the years by sand and gravel operations.

## **Topography**

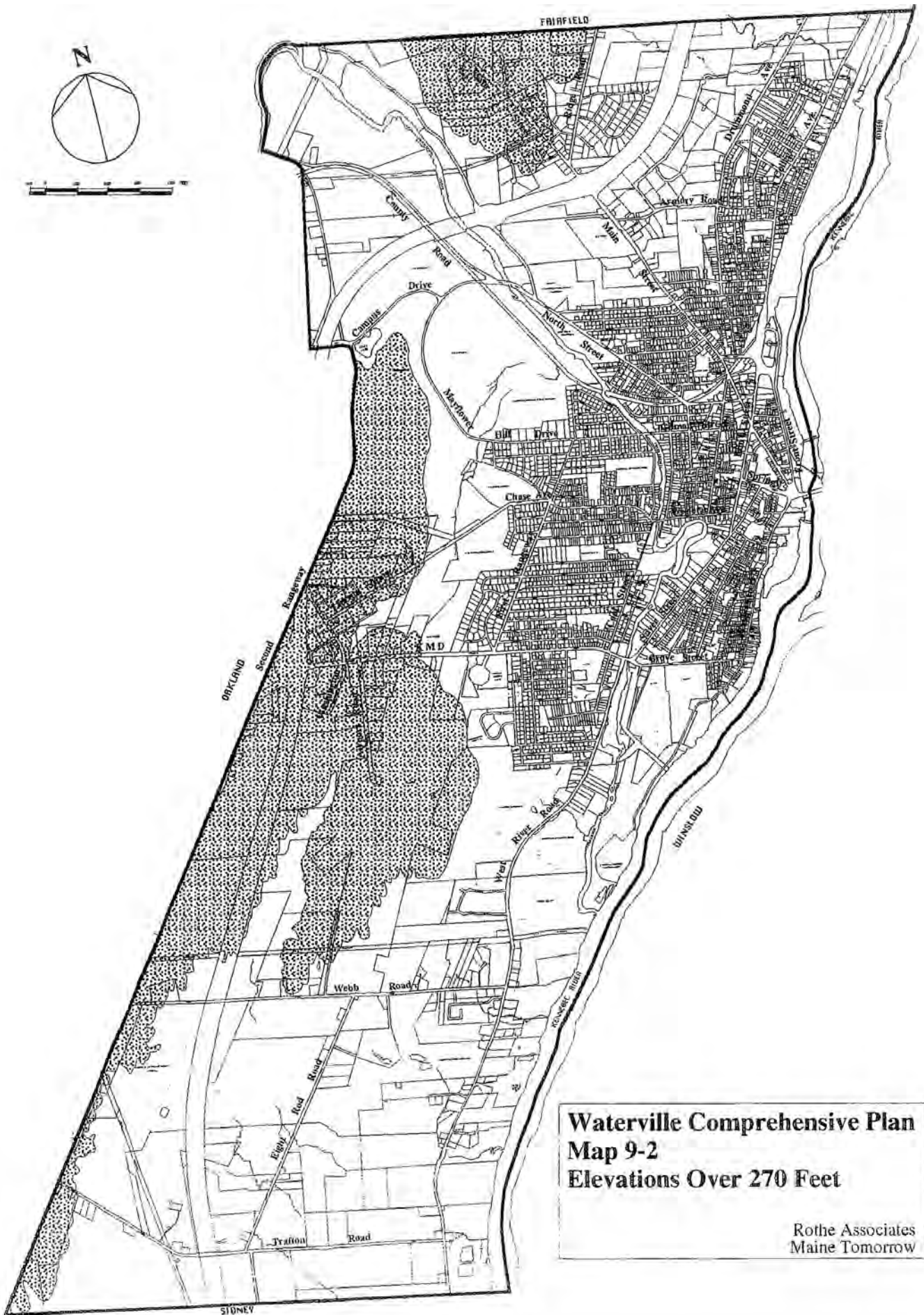
Land in Waterville rises from a low of about 30 feet above sea level along the Kennebec River and Messalonskee Stream to the hills along the city's western and northern borders. The highest elevations include Pung Hill (378 feet), over which Upper Main Street rises to Fairfield, and Mayflower Hill, the site of Colby College and Waterville Regional Airport.

High elevations place constraints on development in Waterville. The Kennebec Water District currently has no plans to provide water in areas of greater than 270 feet in elevation, shown on Map 9-2, where a static pressure of 35 psi cannot be maintained with existing facilities. Currently, the most heavily developed sections of Waterville are concentrated at elevations 100 to 200 feet above sea level in the eastern half of the city.

Slope gradient influences the retention and movement of water, potential for slippage and accelerated erosion, and the ease with which machinery can be used. Water may not drain from very flat areas of less than two percent slope. Conversely, slopes of 15 percent or more are costly to develop and highly vulnerable to erosion.

On steep slopes, preparing construction sites, building roads, and installing underground utilities all require special design considerations, more grading and filling, and better erosion control. Stormwater management becomes more difficult and road maintenance and snow removal costs rise in such cases. Currently the State Plumbing Code prohibits the installation of subsurface wastewater disposal systems on land with a slope of 20 percent or more.





**Waterville Comprehensive Plan  
Map 9-2  
Elevations Over 270 Feet**

Rothe Associates  
Maine Tomorrow

In the late 1990s, four Colby College seniors in the Geology Department identified approximately 560 acres of steep slopes (greater than 20 percent) or about six percent of the total land area in Waterville. As indicated in Map 9-3, most of these steep slopes are located along the banks of the Kennebec River, Messalonskee Stream, and a few tributary streams as well as along the west side of Pung Hill, the east side of the airport, and in the area between Eight Rod and West River Roads.

Steep slopes are particularly problematic when they overlie the Presumpscot Formation, because they are susceptible to slumpage or slope failure. Approximately 48% of Waterville's steep slopes are underlain by the Presumpscot Formation. The students recommend "structures, roads, utility lines, and pipes should be set well back from slopes in general, especially slopes composed of the Presumpscot Marine clays...Vegetation should be left in place on and around areas of steep slopes especially along river banks...Lastly, water from drainage systems should not be directed towards steep slopes."

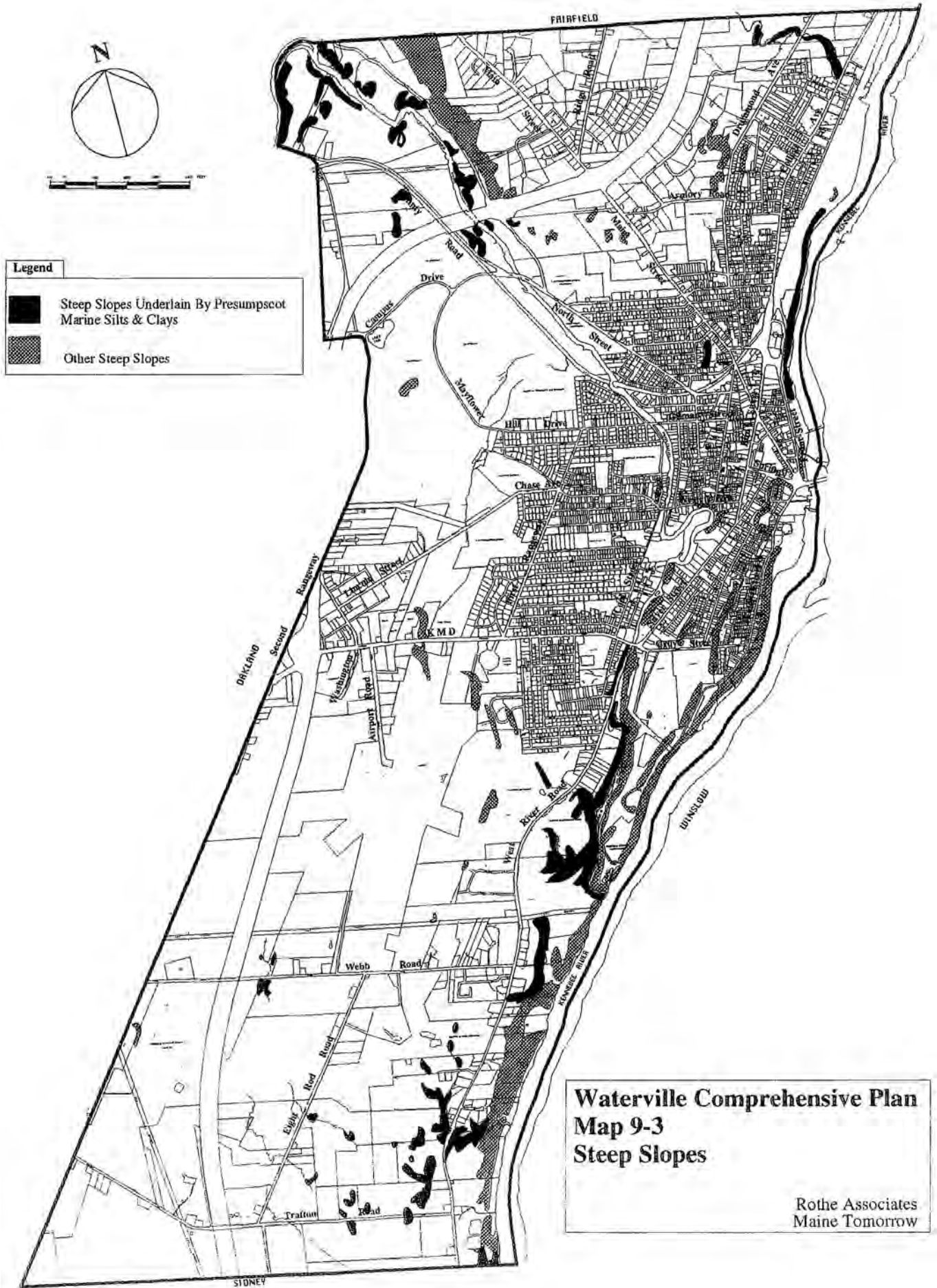
## **Soils**

Bedrock geology and surficial deposits are the parent material from which soils develop. Soils in Waterville are dominated by the silty clays of the Presumpscot Formation and by silty loams and gravelly, sandy loams developed from glacial till and meltwater. Soils of glaciofluvial or marine origin and the shallow soils of glacial till or outwash tend to have high water tables.

Approximately 60% of the soil in Waterville is in the Buxton-Scio-Scantic Association. The major soils in this association formed in marine and lacustrine sediments and are deep, moderately well to poorly drained, nearly level to sloping, medium textured soils, located in flat areas and near waterways. Wetness and permeability are major limitations for septic system absorption fields and cultivated crops. Supplemental drainage and erosion control are major management concerns.

The second largest soil association is the Hollis-Paxton-Charlton-Woodbridge Association, which largely occurs on the three hills. The major soils in this association formed in glacial till. They are somewhat excessively- to moderately- well drained, gently sloping to moderately steep, moderately coarse textured soils. These soils are found primarily in woodlands but may be farmed and used for other purposes. The well-drained Paxton and Charlton soils are suited to cultivated crops, orchards, and other intensive uses. The Woodbridge soil has some limitations for both nonfarm and farm uses. Many orchards and dairy farms are on this soil association in Kennebec County.





Other soil associations that are representative of soils in Waterville are the poorly drained Monarda Association, the Scantic-Ridgebury-Buxton Association, and the Berkshire-Lyman-Peru Association which is generally found on upland hills and ridges.

Soils information used in this inventory is based on a countywide medium intensity soil survey prepared by the U.S. Soil Conservation Service (SCS). SCS' findings are available on the U.S. Department of Agriculture, Natural Resources Conservation Service's interactive soil survey map on-line.

It should be noted that other soils are present within mapping units and the boundaries of these mapping units are imprecise. Nevertheless, these maps provide generalized information which is useful in making locational decisions and in determining where more intensive soils investigations are necessary for specific site plans.

Properties of soil are important in engineering because they affect construction and maintenance of buildings, roads, and utilities. Soil properties are also important for both crop and wood production.

### **Hydric Soils**

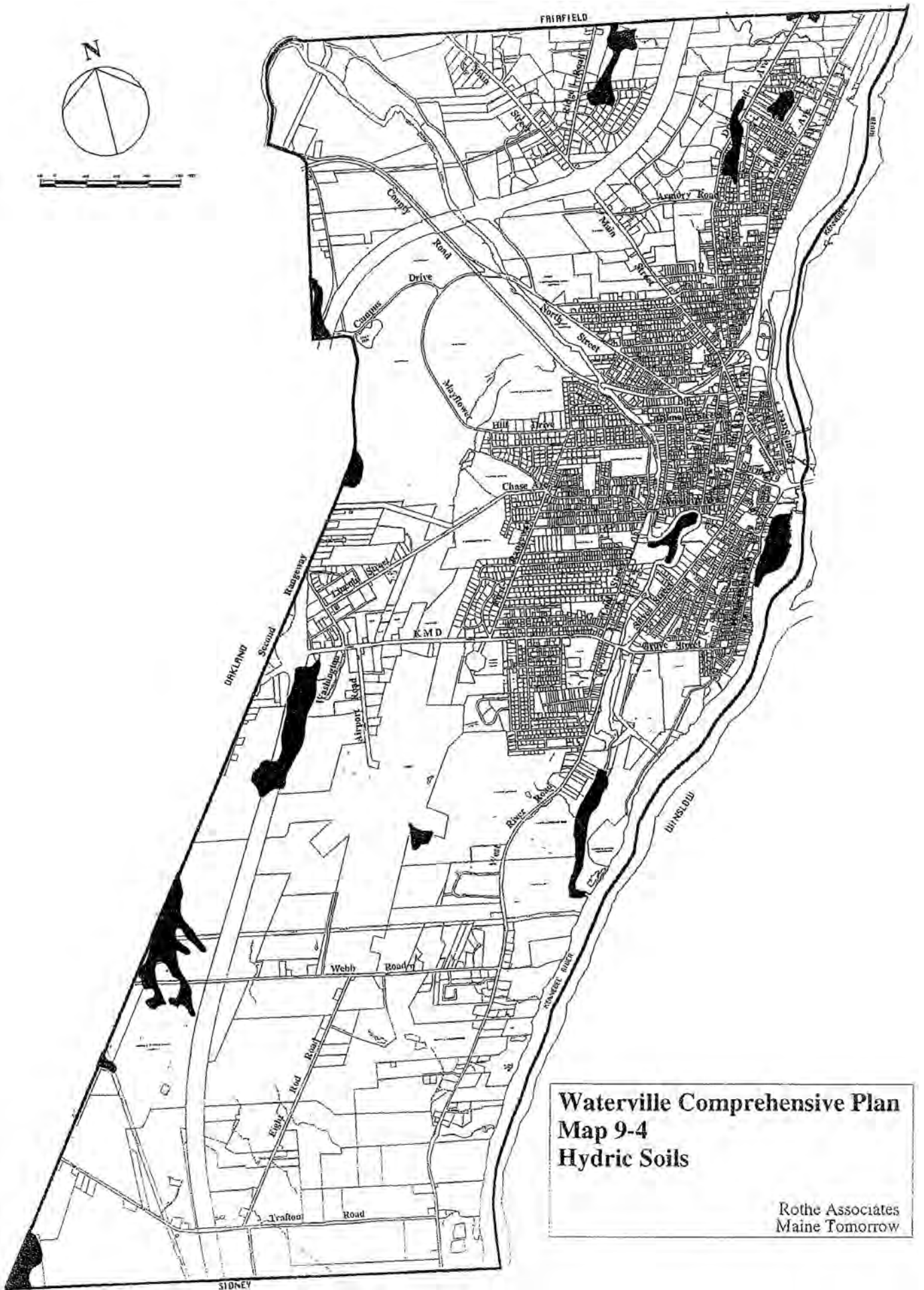
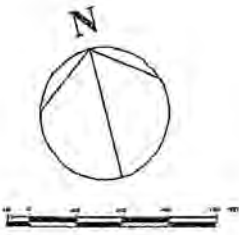
Hydric soils are wet and often indicate the presence of wetlands. Map 9-4 identifies wet soils in the area off Webb Road north of the landfill, along I-95 south of Kennedy Memorial Drive, along the Messalonskee Stream at its confluence with the Kennebec River and at the Oxbow Nature Trail, on the island off Water Street, off Drummond Avenue, and east of Ridge Road.

### **Highly Erodible Soils**

The Waterville area contains many soils which are highly erodible, including Buxton, Hartland, Hinckly, Hollis, Paxton-Charlton, Scantic, and Suffield. Map 9-5 indicates that highly erodible soils are found primarily along the banks of rivers and streams throughout the city, with some also found on Mayflower Hill and Pung Hill.

Development on highly erodible soils can be unstable if not carefully designed and constructed. The clearing of vegetation can result in severe soil erosion which may cause sediment to clog drainage systems and degrade water quality. In suspension, sediment reduces the amount of sunlight available to aquatic plants, covers fish spawning areas and food supplies, and clogs the gills of fish. Phosphorus moves into receiving waters attached to soil particles with excessive amounts resulting in algae blooms.

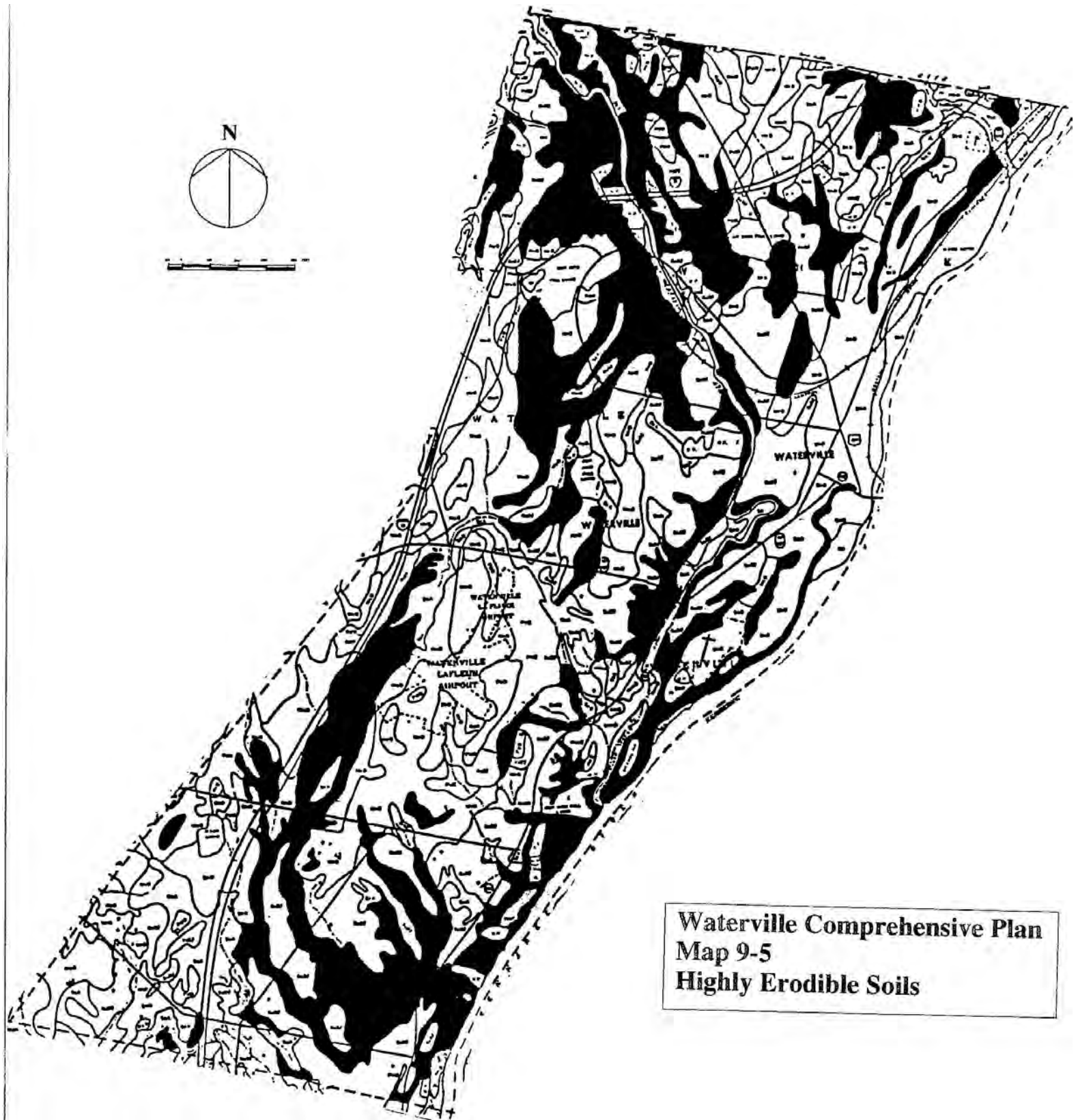




**Waterville Comprehensive Plan  
Map 9-4  
Hydric Soils**

Rothe Associates  
Maine Tomorrow





**Waterville Comprehensive Plan  
Map 9-5  
Highly Erodible Soils**

## **Prime Farmland Soils**

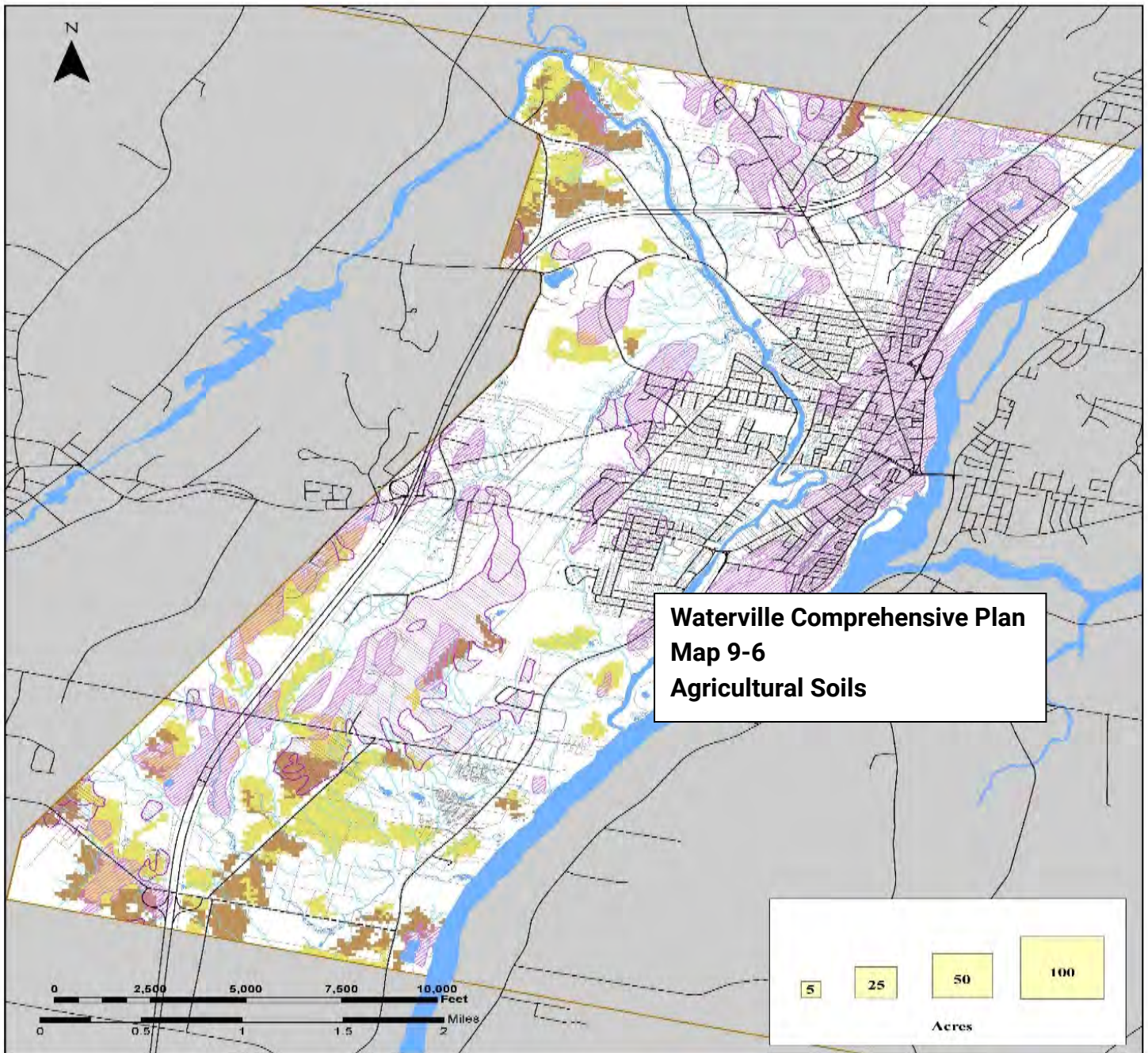
Map 9-6 shows prime farmland soils and farmland of statewide importance. Prime farmland soils are those defined by the U.S. Department of Agriculture (USDA) as the best soils for producing food, feed, forage, fiber, and oilseed crops. They have the quality, growing season, and moisture supply needed to produce a sustained, high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, while farming it results in the least damage to the environment. A large percentage of the land in Waterville is considered prime agricultural land. Since these soils are also good for construction of roads and buildings, much of the existing development, including the airport and numerous residential areas, has been constructed on prime farmland soils.

Undeveloped areas of prime farmland soils are located mostly in the southern area of the city, mainly along West River Road, Eight Rod Road, and Trafton Road. Some undeveloped prime agricultural land also is located in the northwestern corner of the city. These acres are currently zoned Rural Residential (RR) and General Industrial (I) in the north of the city and RR, Industrial Park (IP), and Contract Zoned District/ Commercial D (CZD/CD) in southern areas. Unless these areas are rezoned, development will continue to take place on prime agricultural land.

## **Prime Forest Land Soils**

Most of Waterville is covered by prime forest land soils meaning that most of Waterville's soils are rated as medium, high, or very high for woodland productivity and are capable of growing Eastern White Pine at an economically- feasible and productive rate. The best soils for tree growth in Waterville are located along the Kennebec River, from Pine Grove Cemetery south of Grove Street north to Fairfield, along the Interstate south of Kennedy Memorial Drive, and on land owned by the city surrounding the capped landfill.





**City of Waterville  
Kennebec County, Maine  
Prime Farmland and  
Agricultural Land Cover**



**Map Legend**

- |                      |                                  |
|----------------------|----------------------------------|
| — Roads              | Soil Classification              |
| Tax Parcels          | All areas are prime farmland     |
| Ponds and Rivers     | Farmland of statewide importance |
| Wetlands             | <b>Land Cover</b>                |
| Perennial Streams    | Hay/Pasture                      |
| Intermittent Streams | Cultivated Crops                 |

Neither KVCOG nor the City of Waterville assume any liability for the data delineated herein. Boundaries depicted on this map are for planning purposes only. Boundary data is based on digital sources and may differ from ground-based observations.  
Data Sources: Maine Office of GIS, Maine DOT  
Created 10-23 by JG

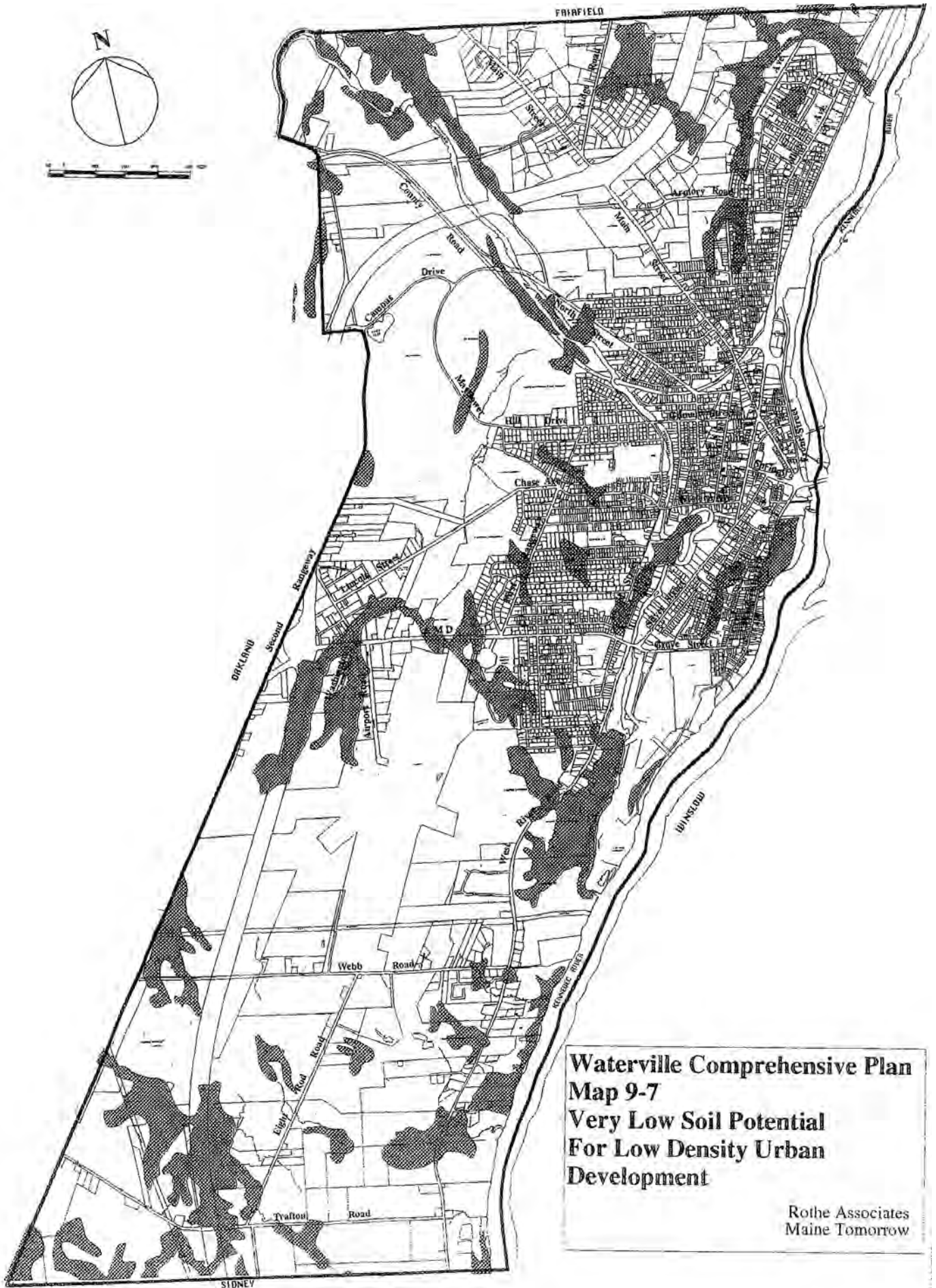
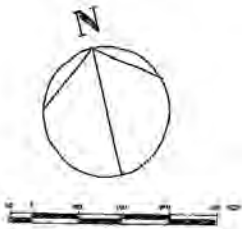
## **Soil Potential for Low Density Urban Development**

The U.S. Soil Conservation Service (SCS) has developed a soil potential rating system to identify soil limitations for low density developments. This rating system accounts for soil characteristics such as permeability, slope, texture, depth to water table, flooding, erodibility, and depth to bedrock while also considering the potential for development to cause environmental damage and the long-term maintenance costs of development constructed on a particular soil type. Under this rating system, low-density urban development is defined as dwellings with basements, roads, and septic systems. Soils that have the fewest limitations are the least expensive on which to develop whereas soils that are rated very low potential for development have the most limitations. The latter are the soils on which development is both very expensive and potentially damaging to the environment. These soils are located mainly along streams and the Kennebec River (see Map 9-7).

Of the 36 soil types found in Waterville, 15 are rated "poor" or "very poor" for development. (See Table 9-1.) These ratings are a composite of weighted ratings of potential for septic tank absorption fields, dwellings with basements, and local streets. In an area where quasi-municipal sewerage is available, a "very low" rating for septic would not necessarily preclude development, especially if the ratings for dwellings and roads were "medium." A "very low" rating for septic might indicate shallow depth to either water table or bedrock, or poorly drained soils. A property with such a designation might expect to have wet lawns and wet basements in these soils. A "very low" rating for roads might indicate that the soils are poorly drained with a seasonally high water table or that these soils might be unstable, erodible, susceptible to frost action, or shallow to bedrock.

Much of the undeveloped land in Waterville is rated as high- or medium-potential for low density development, although it might otherwise be limited by higher elevations.





**Waterville Comprehensive Plan  
Map 9-7  
Very Low Soil Potential  
For Low Density Urban  
Development**

Rothe Associates  
Maine Tomorrow



**Table 9-1: Soils with Low and Very Low Potential for Low Density Development, by Type of Development**

Soil Type	Symbol *	Septic	Dwellings	Roads	Development
Biddeford	Bo	Very Low	Very Low	Very Low	Very Low
Hartland	Hfd	Very Low	Medium	Low	Low
Hinckley	Hkd	Very Low	Medium	Medium	Very Low
Hollis	Hrd	Very Low	Very Low	Low	Very Low
Limerick	Lk	Very Low	Very Low	Very Low	Very Low
Monarda	MoA	Very Low	Medium	Medium	Low
Monarda	MrA	Very Low	Medium	Medium	Low
Paxton-Charlton	PeD	Very Low	Low	Low	Very Low
Ridgebury	RdA	Very Low	Very Low	Very Low	Very Low
Saco	Sa	Very Low	Very Low	Very Low	Very Low
Scantic	ScA	Very Low	Very Low	Very Low	Very Low
Scarboro	Sd	Very Low	Very Low	Very Low	Very Low
Suffield	SuD2	Very Low	Medium	Low	Very Low
Suffield	SuE2	Very Low	Low	Very Low	Very Low
Windsor	WmD	Very Low	Medium	Medium	Very Low

\* The first two letters in the symbol indicate the kind of soil; the last letter indicates slope. D and E are steep slopes, 15-45%. The number "2" indicates that the soil is eroded.

**Source:** Soil Survey Data for Growth Management in Kennebec County, Maine, U.S. Department of Agriculture, Soil Conservation Service, Orono, Maine, December 1989.

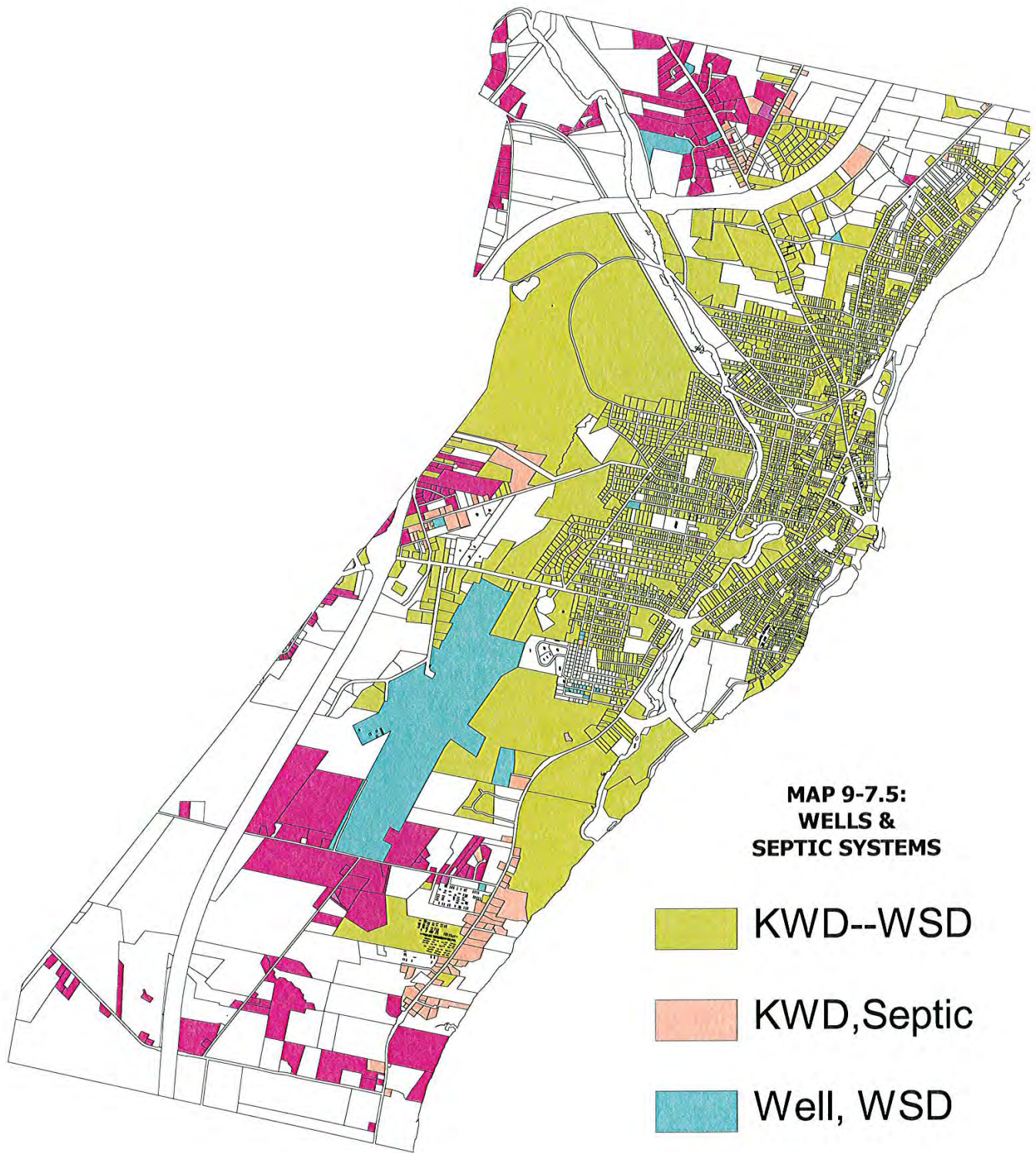
## Groundwater

Chapter 6, Public Facilities and Services, describes the quasi-municipal water supply in Waterville. The Kennebec Water District (KWD) serves the majority of the city's dwelling units. According to the District, only a few homes use drilled or dug wells. Those homes are identified by the City Assessor on Map 9-7.5: Wells and Septic Systems.

The source of water for wells in Waterville is either sand and gravel aquifers or bedrock aquifers. The Maine Geological Survey identified three significant sand and gravel aquifers in Waterville capable of yielding more than ten gallons of water per minute. (See Map 9-8.)

Two of the aquifers are located along the Kennebec River north and south of its confluence with the Messalonskee Stream. The depth to water level is 25 feet in the aquifer north of the Stream and 50 feet in the aquifer south of the Stream.

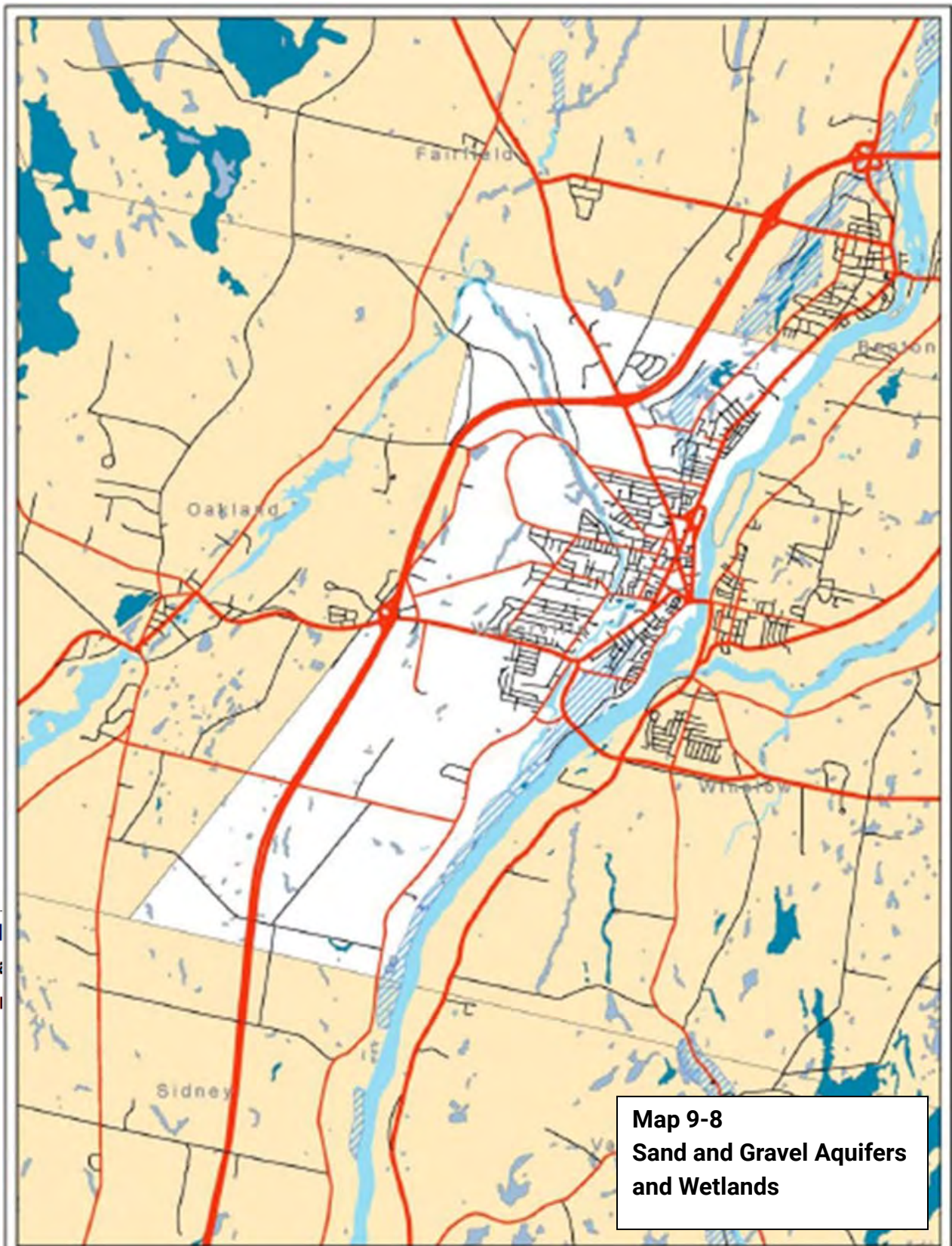
# Waterville Maine



**MAP 9-7.5:  
WELLS &  
SEPTIC SYSTEMS**

-  KWD--WSD
-  KWD, Septic
-  Well, WSD
-  Well, Septic





**Map 9-8  
Sand and Gravel Aquifers  
and Wetlands**



- Aquifer Type**
-  10 - 50 Gallons per Minute
  -  Greater than 50 Gallons per Minute
- Wetland Characterizations**
-  Less than 3 Wetland Functions
  -  More than 3 Wetland Functions

**Significant Aquifers  
and  
Wetland Characterization  
Town of Waterville**

Spring 2009



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The third aquifer is located between Drummond Avenue and I-95 and extends into Fairfield with the portion of the aquifer in Waterville featuring a ten-foot-thick sand and gravel deposit. According to the Kennebec Valley Council of Governments, this aquifer may be contaminated by leachate from the Fairfield landfill.

Future development beyond the present capabilities of Waterville's quasi-municipal water supply is dependent on groundwater resources. Since sand and gravel aquifers are geographically limited in Waterville, bedrock aquifers must supply the majority of the city's wells.

The city's primary bedrock aquifer is the Waterville Formation. Since igneous and metamorphic bedrock are not very porous, groundwater is stored and flows mainly through fractures and joints in the rock. Fractures in the Waterville Formation are oriented primarily along a northwest-southeast axis.

In the late 1990s, four Colby College seniors in the Geology Department conducted research to create a more comprehensive hydrogeological inventory of the city. In cooperation with local homeowners and city officials, these students created a potentiometric surface map for Waterville and reviewed bedrock fracture data to illustrate probable local groundwater flow rates and direction (see Map 9-9).

The students concluded that groundwater flows towards the Kennebec River in the southern part of Waterville, where fractures provide a channel for groundwater flow. Between Webb Road and the Sidney town line, most homeowners rely on groundwater. Since these homeowners are down-gradient of most of the city's potential groundwater contamination sources (the city's landfill and airport, agriculture, gas stations and other petroleum storage facilities, industrial facilities, individual septic systems), they face the greatest risk of groundwater contamination. This situation is further aggravated by slow groundwater seepage velocities in this area, resulting in longer retention times and less thorough flushing of contaminants from the aquifer in areas used for water supply.

The students recommended that either precautions concerning contamination need to be taken (for example, well-head or some other type of protection around aquifer recharge areas along Upper Main Street, Mayflower Hill by Colby College, along the ridge of I-95, and the area around the airport) or the quasi-municipal water supply should be extended to include development on Webb, Trafton, and Eight Road Roads. They also recommend that existing potential contamination sites be monitored for possible future contamination.





**Waterville Comprehensive Plan  
Map 9-9  
Potentiometric Map**

Rothe Associates  
Maine Tomorrow

## Surface Water

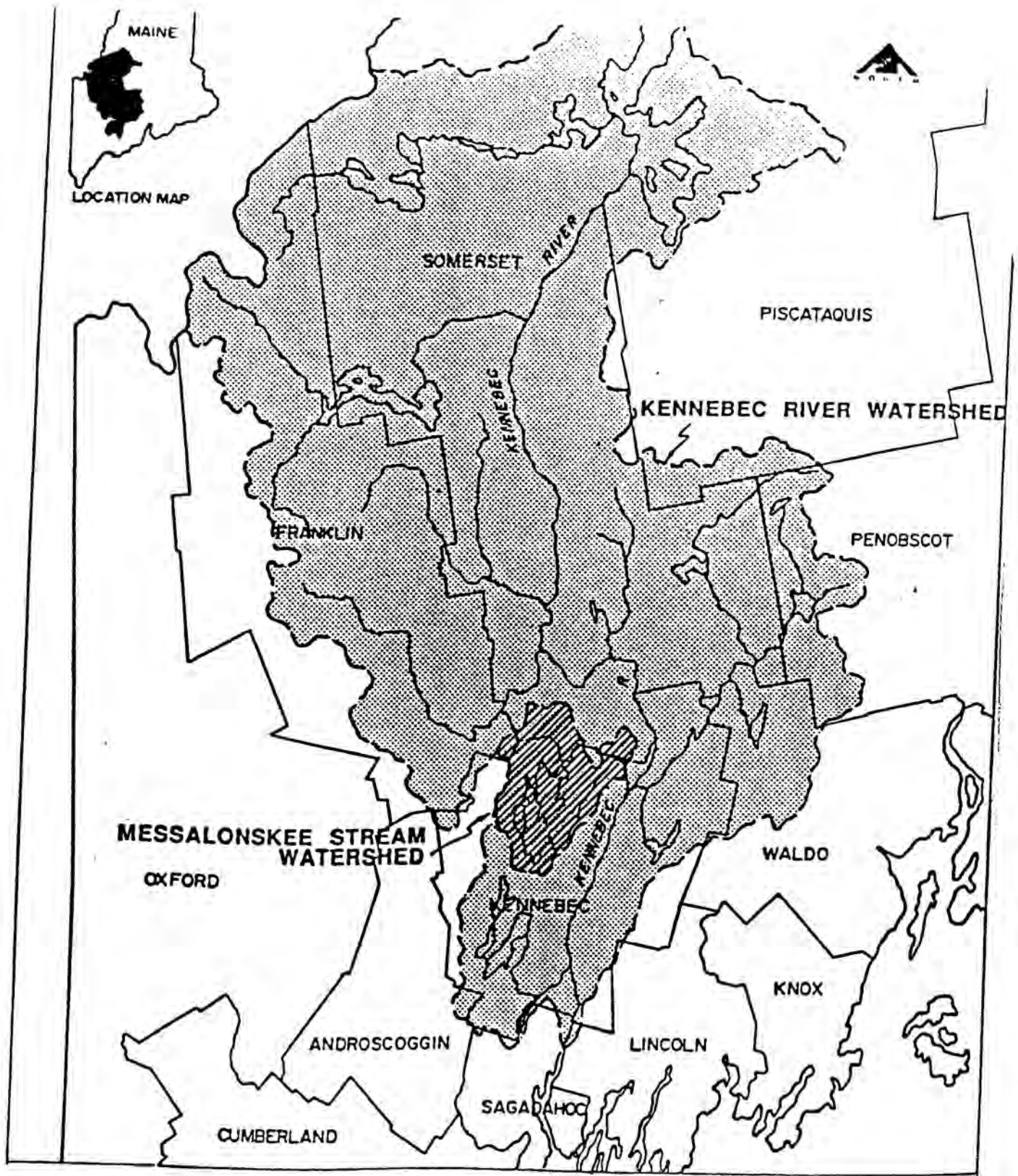
The Kennebec River forms the eastern boundary of Waterville. Other streams and brooks include Messalonskee Stream, Holland Brook, Hayden Brook, Runnals (also known as Reynolds or Perkins) Stream, Trafton Brook, and numerous unnamed perennial and intermittent streams. The breached Kennebec Water District reservoir, which straddles the Waterville/Fairfield line, Johnson Pond on the Colby Campus, and several small ponds are also located in Waterville.

All of Waterville is in the Kennebec River watershed (see Map 9-11). This watershed, draining a total of 5,870 square miles or approximately one-fifth of the area of the State, is the second largest in Maine. The Kennebec River originates at the outlet of Moosehead Lake and flows southerly approximately 175 miles through Merrymeeting Bay to the Atlantic Ocean. The Kennebec is dammed in Waterville/Winslow at the former Scott Paper Company and at Ticonic Falls by the Milstar Dam (also known as the Lockwood Dam).

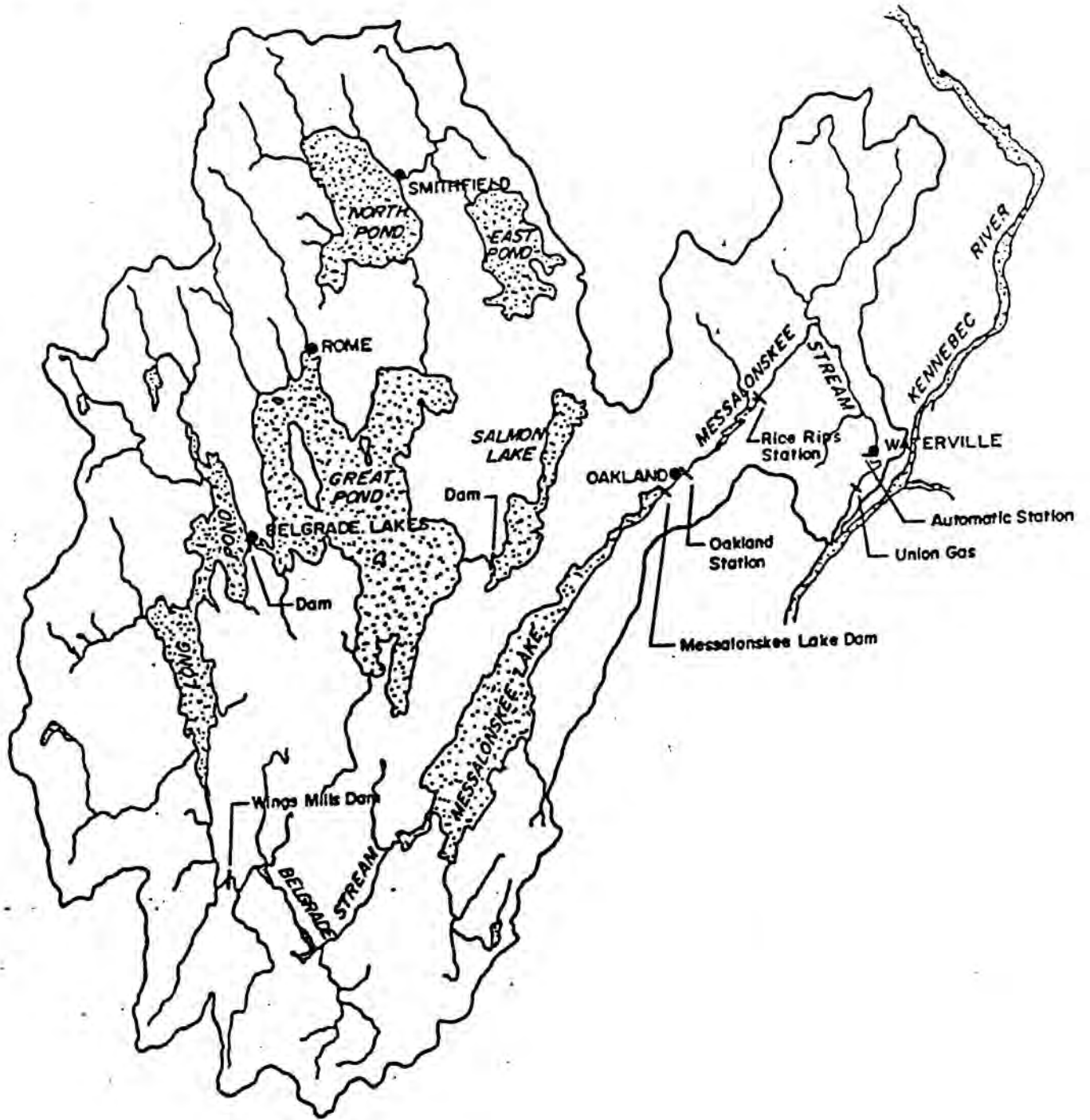
A major tributary of the Kennebec is the Messalonskee Stream. The Messalonskee is 10.5 miles long and runs from the outlet of Messalonskee Lake in Oakland to its confluence with the Kennebec River at the south end of Water Street in Waterville. Map 9-12 illustrates the watershed of the Messalonskee Stream, a drainage basin of approximately 210 square miles.

There are four hydroelectric stations on the Messalonskee, two of which are in Waterville. The two dams in Waterville are the Automatic Dam on Western Avenue at the Kennebec Water District facility and the Union Gas Dam on West River Road north of Calvary Temple.





Waterville Comprehensive Plan  
 Map 9-11  
 Kennebec River Watershed



Waterville Comprehensive Plan  
Map 9-12  
Messalonskee Stream Watershed



## Surface Water Quality

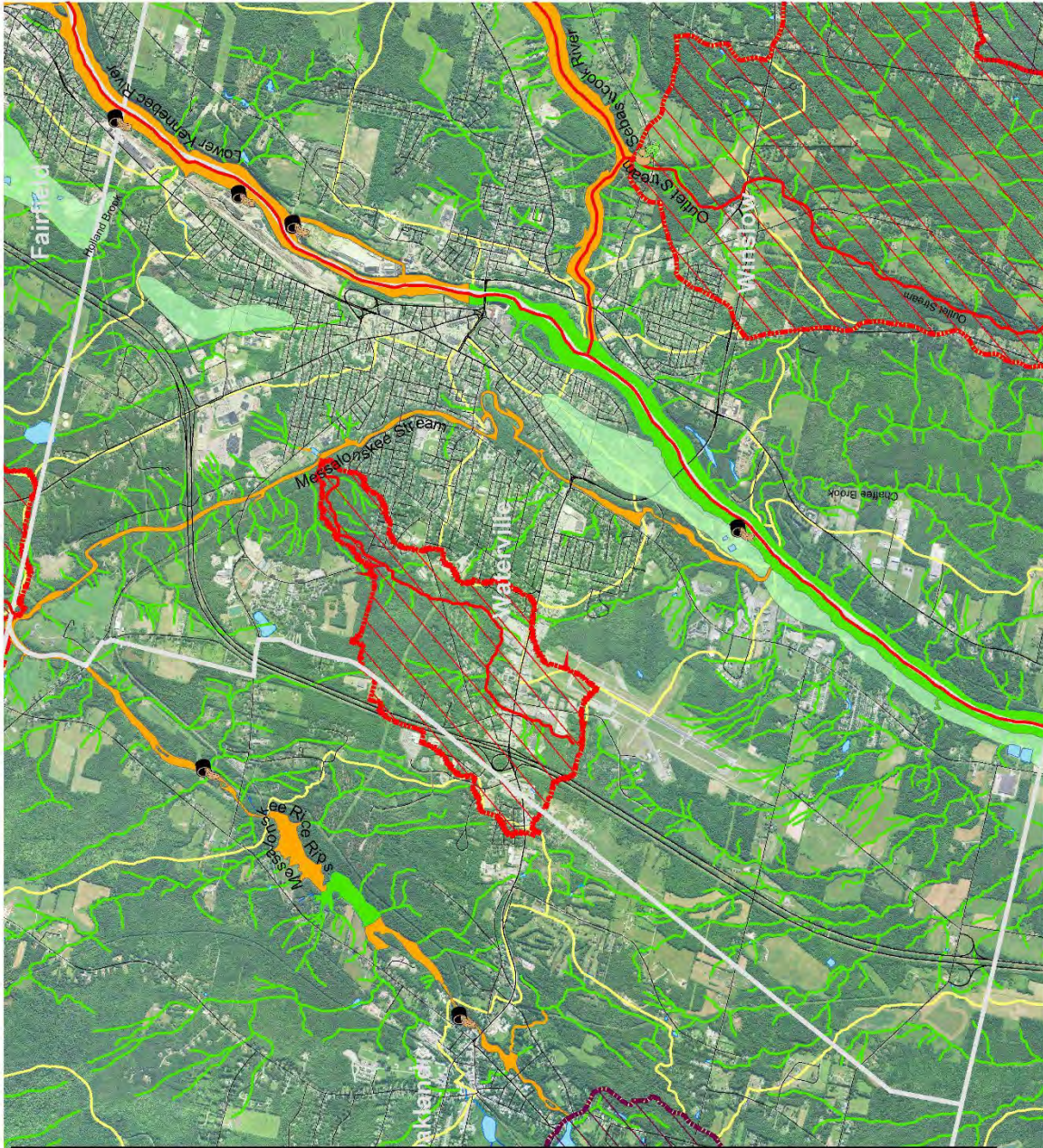
The Maine Department of Environmental Protection (DEP) classifies rivers and streams according to water quality and assesses them to determine if they meet water quality goals. Biannually, DEP publishes its findings in a report called the Integrated Water Quality Monitoring and Assessment Report which is available on-line.

As shown on the Waterville Water Resources map below, DEP classifies the Kennebec River as Class C from the Fairfield town line to the falls above Ticonic Bridge Downtown and Class B from there south to the Sidney town line. DEP classifies the Messalonskee Stream as Class C in Waterville.

Class C streams are considered satisfactory for drinking water after treatment, fishing, recreation in and on the water, industrial process and cooling water supply, navigation, and as habitat for fish and other aquatic life. It is considered swimmable, but swimming is not recommended after heavy storm events, because of combined sewer overflows (CSOs). The Kennebec Sewerage Treatment District (KSTD) discharges treated wastewater into the Kennebec in Waterville.

Class B is similar to Class C, except that discharges to Class B waters are not permitted to cause adverse impacts to habitat or aquatic life, with more stringent dissolved oxygen and E. coli bacteria standards.





## Waterville Water Resources

**Political Boundaries**

- Lakes & Ponds
- Watershed Boundaries
- Wastewater Outfalls
- Overboard Discharges

**Significant Aquifers**

- 10-50 gallons/min.
- > 50 gallons/min.

**Land Use Risk on High Yield Sand & Gravel Aquifers**

- Moderate Risk
- High Risk

**Transportation Routes**

- Private & Parkways
- State & Local Roads
- Toll Highway

**Classifications**

**Rivers & Streams**

- AA Estuarine & Marine
- A
- B
- C

**Nonpoint Source Priority Watersheds**

- Impaired Watershed Boundaries
- Threatened Watershed Boundaries

**Does Not Meet Classification**

- Impaired Stream
- Impaired Lake or Pond

N

**Scale:** 0 0.375 0.75 1.5 Miles

Map compiled by Maine Department of Environmental Protection, Division of Environmental Assessment, 2022

Note: Watershed boundaries have not been field verified.  
 Note: The official list of impaired waters is available in the Integrated Report, available on the DEP website: [www.maine.gov/dep/water/monitoring/305b/](http://www.maine.gov/dep/water/monitoring/305b/). To confirm whether any waterbody is meeting its classification, check on the official list.



## **Waters Not Meeting Water Quality Goals**

As shown on the map above, DEP lists the Kennebec River and Runnals Stream (also known as Reynolds or Perkins) as impaired. Runnals Stream runs from a large wetland on the west side of Airport Road south of Marden's, under KMD to Lincoln Street and Mayflower Hill Drive, through Colby's Perkins Arboretum to the Messalonskee Stream. Pollutants found in the Kennebec River include Dioxin and Polychlorinated biphenyls (PCBs).

DEP also considers the Messalonskee Stream, Holland Brook, and unnamed streams running into Runnals Stream to be at risk of impairment, if they are not protected from future development. Holland Brook runs from Fairfield, through Spring Brook (pond), under Drummond Avenue and College Avenue to the Kennebec River.

Contamination of surface and groundwater can occur through direct introduction of wastes, sediment from soil erosion, dissolved ions from minerals that make up the bedrock geology, and salt intrusion. Human factors that contaminate water include sewage, untreated runoff from developed surfaces, effluents from solid waste disposal sites and settling lagoons, individual septic systems, oil spills, and farm feed lots as well as fertilizers and pesticides from farming and forestry operations. Dissolved ions originating from bedrock are contained in groundwater flowing through fractures. Salt contamination is common from heavily salted highways and city streets. Intrusions occur where wells penetrate salt deposits or trapped marine water.

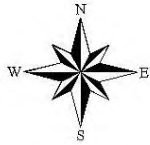
Water is cleansed by filtering through soil. Factors that influence the amount of cleansing that will occur include soil type, thickness of the overburden, width of buffers, and whether the water becomes channelized.

Development increases the quantity and decreases the quality of stormwater runoff. Future development must meet stormwater performance standards contained in both the city's Subdivision and Site Plan Review Ordinance and the Maine Stormwater Management Law and Stormwater Rules. Furthermore, mitigation will be necessary to meet the water quality classification of Runnals Stream.

## **Flood Prone Areas**

Flood prone areas in Waterville were identified by the Federal Emergency Management Agency (FEMA) as part of the National Flood Insurance Program or NFIP. (See the FEMA flood zone map below.)

Waterville's Floodplain Management Ordinance implements NFIP regulations. The ordinance requires that structures built or reconstructed in the flood hazard area be built one foot above the elevation of the 100-year flood. A 100-year flood is a flood having a



# FLOOD ZONE FEMA

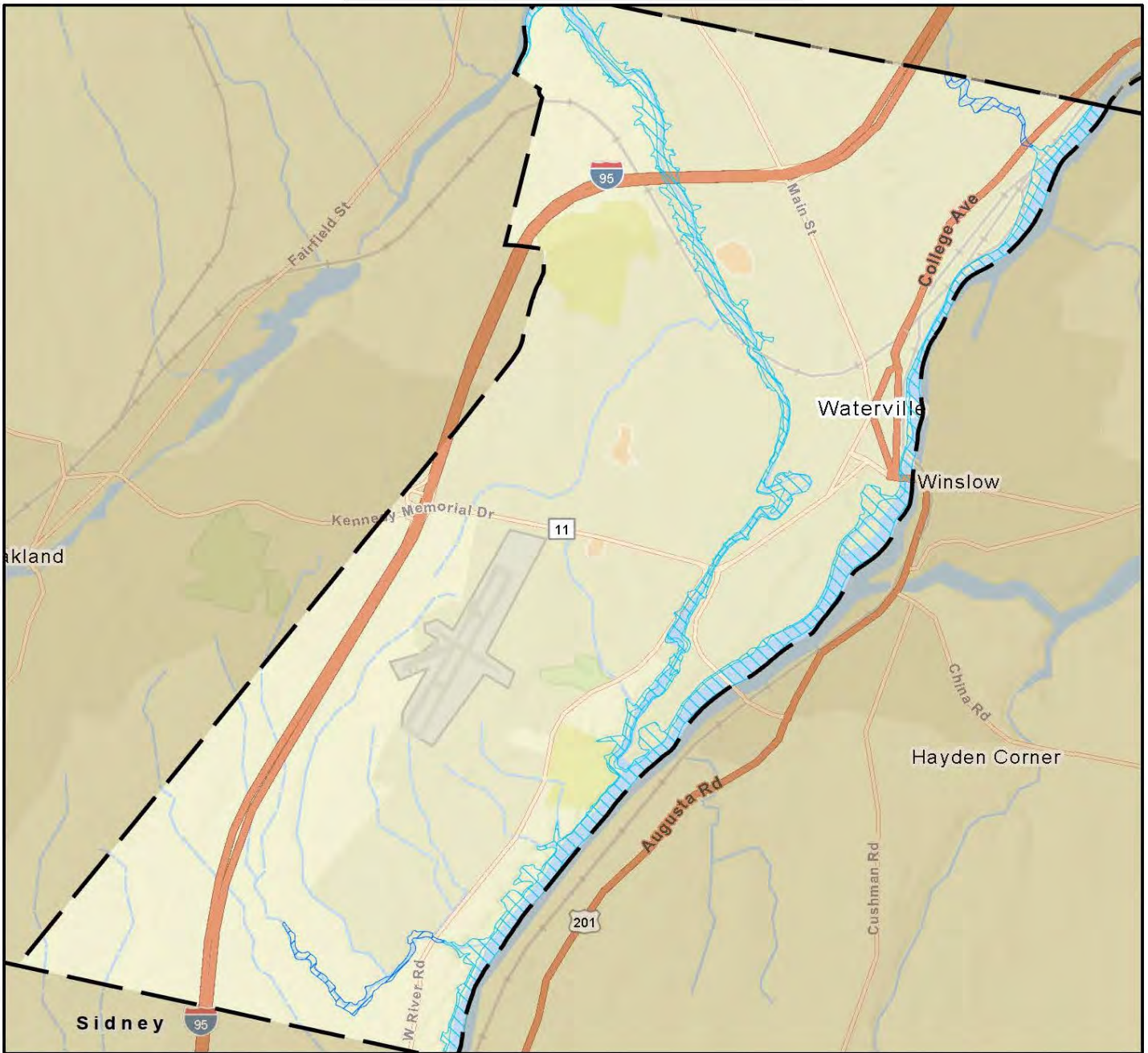
City of Waterville, ME

1 inch = 4297 Feet



www.cai-tech.com

February 15, 2024



Small Scale - anno		100 Yr - Zone A
<all other values>		100 Yr - Zone AE
Mask		World Hillshade

Data shown on this map is provided for planning and informational purposes only. The municipality and CAI Technologies are not responsible for any use for other purposes or misuse or misrepresentation of this map.



one percent chance of being equaled or exceeded in any given year.

The National Flood Insurance Program is designed to provide flood insurance and to discourage development within the 100-year flood plain. As seen on the FEMA flood zone map, Waterville's flood prone areas are located along the Kennebec River, Messalonskee Stream, Holland Brook, and Trafton Road Brook. Existing development within floodplains in Waterville consists of single-family and multifamily residences, roads, businesses, utilities, several parks, the Two Cent Bridge, and the Hathaway Mill complex.

## **Wetlands**

Wetlands are areas with a high water table, wetland vegetation (hydrophytes), and hydric soils, which are saturated with water or covered by shallow water at least some time during the growing season of each year. Wetlands in Waterville can be found in three areas – dispersed intermittently between Kennedy Memorial Drive and Trafton Road; in the floodplains along Runnals (Reynolds) Stream, Messalonskee Stream, and the Kennebec River; and in a low area along Drummond Avenue. The wetlands along Runnals (Reynolds) Stream, Messalonskee Stream, and the Kennebec River are important for flood storage, nutrient removal, and erosion control. Due to its association with a sand and gravel aquifer, the wetland adjacent to Drummond Avenue is a valuable area for groundwater recharge and water quality protection.

Aerial Survey & Photo, Inc. estimated that there are a total of 80 acres of wetlands on large parcels the company classified by the type of land cover. Of the 42 parcels found to have wetlands, 27 contained less than 2 acres of wetlands; 14 contained between 2 and 10 acres of wetlands; and only one parcel, the former Walmart (now Marden's) site, contained about 10 acres of wetlands. Theoretically, some of the small parcels which Aerial Survey did not classify (parcels less than five acres) might contain as much as four acres of wetlands. It also should be noted that some forested wetlands were not included in the Aerial Survey list because they were not easily detectable on aerial photographs.

Through the Site Location of Development permitting process in 1991 and 1992, consultants identified three ten-acre wetlands in Waterville. Two of these wetlands are located on the Colby College campus and the third is on the former Walmart (now Marden's) site, as noted above.

Wetlands serve many functions. They act as natural sponges storing water to prevent flooding downstream and as water sources for streams and groundwater supplies. Vegetation stabilizes shorelines, serving as a buffer against shoreline erosion by absorbing storm energy in water currents. Wetlands also filter runoff prior to release

downstream, removing sediment, organic matter, and pollutants such as waterborne chemicals. Wetlands also provide nesting and feeding habitat for waterfowl and other birds, and are inhabited by fish, furbearing animals, and other wildlife. Wetlands are not suitable for development due to poor soil drainage and seasonally high water tables, but they do provide for recreational activities such as hiking and nature study. See Map 9-8: Significant Aquifers and Wetland Characterization.

## **Land Cover**

Land cover is the vegetation, or type of development, that directly overlies the soil or geological formation. Land cover consists of wooded areas, wetlands, fields, disturbed areas, various types of development, and open water.

Gravel pits are frequently located in naturally occurring surficial geologic deposits. According to the 1982 United States Geologic Society (USGS) map (photo-inspected in 1988), there are six gravel pits and one sand pit in the city. These gravel pits are adjacent to the Kennebec River south of the Kennebec Sanitary Treatment District (KSTD) sewage treatment plant within the eskers described in the geology section of this chapter. Because these areas are generally excessively drained, they may serve as exposed areas of groundwater recharge, and as such, are areas of potential groundwater contamination. Furthermore, these areas erode easily if disturbed by human activities.

Wooded areas are functionally divided into softwoods, hardwoods, and mixed forest growths. In Waterville, forests primarily occur on undeveloped land not in agricultural use. These forested areas typically collect water in the landscape by intercepting precipitation, thereby reducing the volume and rate of runoff, as well as reducing soil erosion. Forests also bind up soil moisture in areas that may otherwise be subject to larger seasonal flooding and associated erosion problems.

Several fields exist in Waterville. These areas include active farmland and farmland homesteads as well as abandoned old fields with their abundant vegetation and wildlife. Other cleared areas include athletic fields, golf courses, and sites for development projects. Naturally cleared areas also exist. Clearing vegetation from the land may affect the local water table, drainage, and runoff. Exposed soil is also vulnerable to erosion as a result of both increased runoff and wind, in the case of drier, sandier soils.

Development in Waterville is primarily concentrated in the northeast quadrant of the city and along Kennedy Memorial Drive, College Avenue, and Upper Main Street. Table 10-1 and Map 10-1 in Chapter 10: Existing Land Use show development by land use category.

## **Wildlife Habitat**

Preservation of habitat is the key to wildlife survival. Habitats must supply food, water, and shelter. A variety of habitat types, including open field and mature timber, are necessary to meet the habitat requirements of most wildlife species. Since different species have different habitat requirements, loss of habitat will affect each in different ways, ranging from loss of individual nesting, feeding and resting sites, to disruption of existing travel patterns.

Brooks, streams, and rivers provide habitats for fish and aquatic furbearers and travel corridors connecting other habitat types for numerous wildlife species. Riparian areas are considered critical wildlife habitat because they support a greater diversity of wildlife than most other habitat types.

Vegetation in buffer strips along water courses provides cover for wildlife movement and maintains water temperatures critical to fish survival. Buffers also provide cover and food sources and protect water and air quality by filtering pollutants and preventing erosion. These buffer areas are protected by shoreland zoning and Natural Resources Protection Act (NRPA) regulations.

As shown on the maps below, Maine Department of Inland Fisheries & Wildlife (IF&W) identified endangered, threatened, and special concern species, rare plants and natural communities, deer wintering areas, and vernal pools in Waterville.

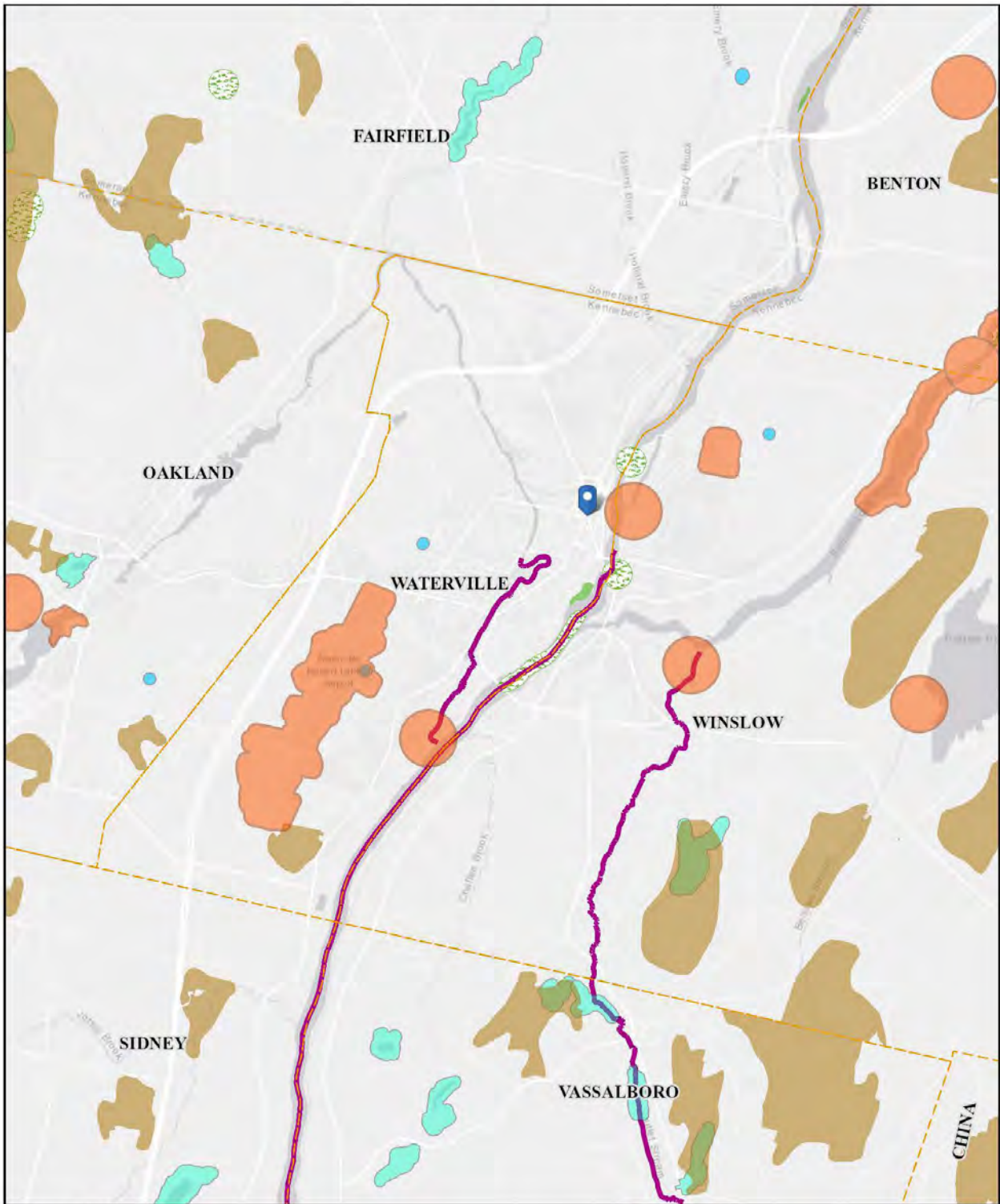
## **Significant Vernal Pools**

IF&W has not completed a comprehensive survey of vernal pools in Waterville, however developers found Significant Vernal Pools (SVPs) on the airport property and on the campus of the former Seton Hospital. DEP describes vernal pools or “spring pools” as “shallow depressions that usually contain water for only part of the year. They are often associated with forested wetlands.” DEP’s fact sheet, available on-line, states that vernal pools serve as essential breeding habitat for species such as salamanders and frogs. Vernal pools are protected in accordance with State law.

## **Deer Wintering Areas**

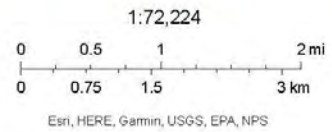
Deer range freely over most of their habitat during spring, summer, and fall but, according to IF&W, snow cover over 18-inches deep forces deer to seek areas which provide protection from snow and wind. These areas provide the food and cover necessary to sustain deer during critical winter months. Since quality and quantity of their winter range play a crucial role in the maintenance of a healthy deer population, protection of deer yards is critical. Threats to deer populations include loss of wintering

# Beginning With Habitat



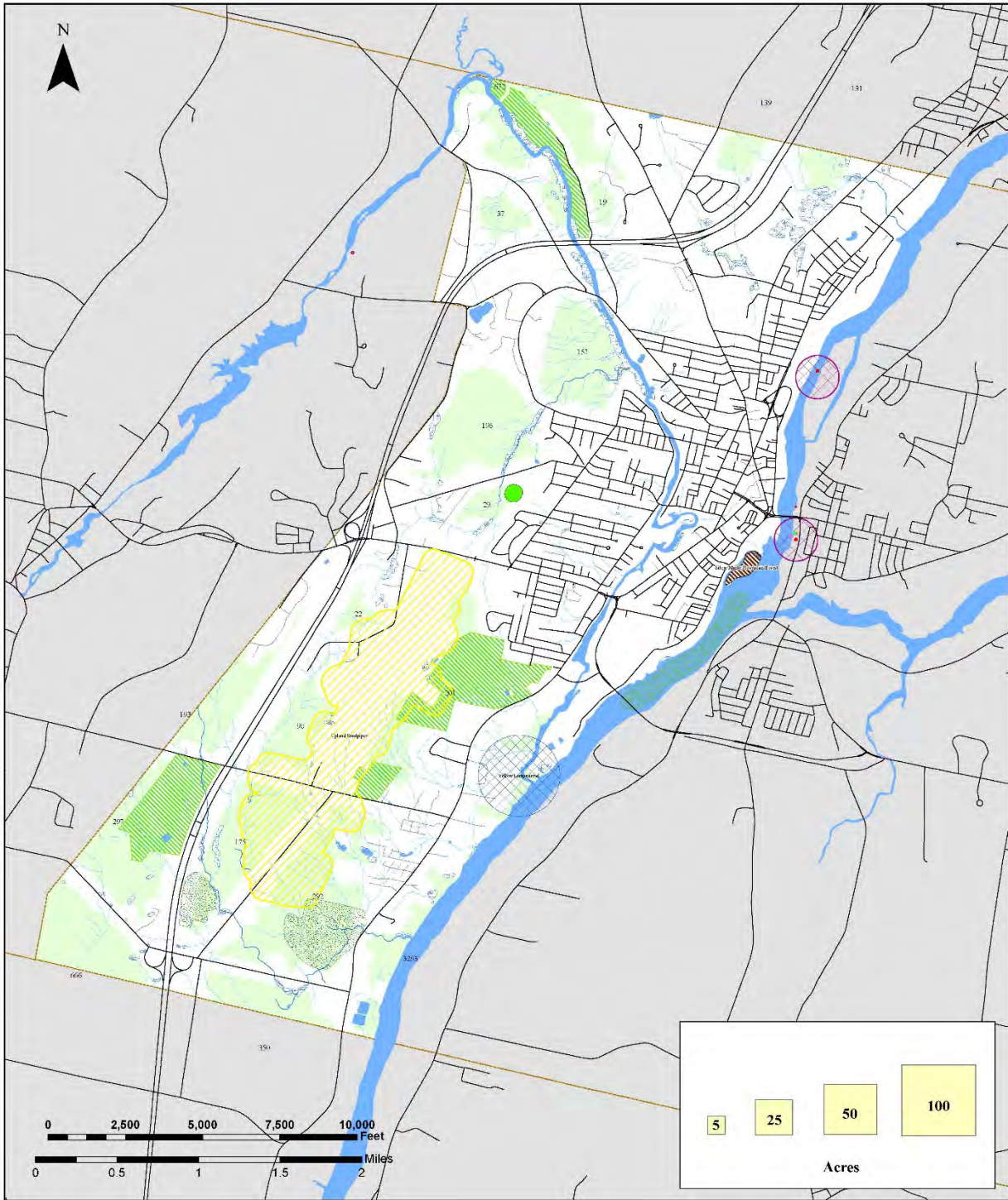
February 13, 2024

- |  |   |
|--|---|
| City/Township                          | Significant Vernal Pools                            |
| Atlantic Salmon Habitat                | Deer Wintering Areas                                |
| Wild Brook Trout Habitat               | Essential Wildlife Habitats                         |
| Shorebird Habitat                      | Endangered, Threatened, and Special Concern Species |
| Seabird Nesting Island                 | Natural Communities                                 |
| Tidal Waterfowl / Wading Bird Habitat  | Rare Plants and Natural Communities                 |
| Inland Waterfowl / Wading Bird Habitat |   |



Beginning with Habitat Program for Planning Purposes Only  
Map Created With BWH Map Viewer





**City of Waterville**  
**Kennebec County, Maine**

**Critical Natural Resources**

Map Legend		
— Roads	Upland Sandpiper	Rare, Threatened and Endangered Plant Habitats
Ponds and Rivers	Yellow Lampbrush	Significant Vernal Pools
Wetlands	Garber's Sedge	Conserved Lands (Municipal)
Perennial Streams	Horned Beak-rush	Deer Wintering Areas
Intermittent Streams	Long-leaved Bluet	Undeveloped Blocks (Acres)
	Narrow-leaf Arrowhead	
	Soft-leaf Muhlly	
	Threatened Species (Name Withheld)	
		Silver Maple Floodplain Forest



Neither KVCOG nor the City of Waterville assume any liability for the data delineated herein. Boundaries depicted on this map are for planning purposes only. Boundary data is based on digital sources and may differ from ground-based observations.  
 Data Sources: Maine Office of GIS, BWHI, Maine DOT  
 Created 01-24 by JZ

areas to development or clear cutting, loss of travel corridors, and reforestation of abandoned agricultural lands.

## Permits Required

Deer wintering areas, inland wading bird and waterfowl habitat, and significant vernal pools are defined and protected as significant wildlife habitat under the Natural Resources Protection Act. Certain activities within these areas may require a permit from the Maine DEP.

## Fisheries Habitat

Fisheries habitat types in Waterville range from river and stream riffle and run to flat water pool environments mostly located upstream of impoundments. A wide variety of fish are found in the Kennebec River although warm water species such as Small Mouth Bass and White and Yellow Perch predominate.

Warm water species are predominant in the Messalonskee Stream and mainly include Black Bass, perches, pickerel, Hornpout, and Brook Trout, with the latter found in many small tributaries in Waterville. Fish species found in Waterville are listed in Table 9-2 below.

<b>Table 9-2: Fish Species in Waterville</b>	
<b>Category</b>	<b>Species</b>
<b>Fishe Species</b>	Atlantic Salmon, American Shad, Alewife, Sea Lamprey, Atlantic Sturgeon, American Eel, Blueback Herring, Round Whitefish, Lake Whitefish, Rainbow Trout, Brown Trout, Brook Trout, Lake Trout, Rainbow Smelt, Redfin Pickerel, Chain Pickerel, Lake Chub, Carp, Golden Shiner, Common Shiner, Blacknose Shiner, Northern Redbelly Dace, Finescale Dace, Fathead Minnow, Blacknose Dace, Longnose Dace, Creek Chub, Failfish, Pearl Dace, Longnose Sucker, White Sucker, Creek Chubsucker, Brown Bullhead, Burdot, Banded Killfish, Mummichog, Brook Stickleback, Bluefish, 3-Spine Stickleback, 9-Spine Stickleback, White Perch, Striped Bass, Redbreast Sunfish, Pumpkinseed, Smallmouth Bass, Largemouth Bass, Black Crappie, Swamp Darter, Yellow Perch, Slimy Sculpin.

## Rare Wildlife

IF&W reports that there are two rare wildlife species known to be in Waterville. Upland Sandpipers, a threatened bird species, have been documented near the airport. The Yellow Lampmussel, a threatened species, is known to inhabit the Messalonskee Stream. Wildlife species found in Waterville are listed in Table 9-3.

<b>Table 9-3: Wildlife Species in Waterville: Mammals, Birds, and Amphibians</b>	
<b>Category</b>	<b>Species</b>
<b>Mammals</b>	Smokey Shrew, Masked Shrew, Pygmy Shrew, Shorttail Shrew, Starnose Mole, Little Brown Bat, Muskrat, Mink, River Otter, Beaver, Raccoon, White Tail Deer, Moose, Fisher, Short Tail Weasel, Long Tail Weasel, Striped Skunk, Coyote, Red Fox, Bobcat, Wood Chuck, Eastern Chipmunk, Gray Squirrel, Red Squirrel, Flying Squirrel, Deer Mouse, Red Back Vole, Meadow Vole, Porcupine, Snowshoe Hare, Possum
<b>Birds</b>	Bald Eagle, Upland Sandpiper, Black Duck, Mallard, Ring Neck Duck, Wood Duck, Green Wing Teal, Blue Wing Teal, Common Pintail, Hooded Merganser, Common Goldeneye, Canada Goose, Pied Billed Grebe, American Widgeon, American Bittern, Great Blue Heron, Virginia Rail, Sora, Mourning Dove, Black Bill Cuckoo, Common Nighthawk, Ruby Throated Hummingbird, Belted Kingfisher, Pileated Woodpecker, Northern Flicker, Yellow-Bellied Sapsucker, Brown Creeper, Northern Shrike, Black Bellied Plover, Killdeer, American Woodcock, Common Snipe, Greater Yellowlegs, Lesser Yellowlegs, Solitary Sandpiper, Pectoral Sandpiper, Spotted Sandpiper, Ruffed Grouse, Turkey Vulture, Red Tailed Hawk, Red Shouldered Hawk, Broad Winged Hawk, Cooper's Hawk, Northern Goshawk, Sharp Shinned Hawk, Northern Harrier, Osprey, Merlin, American Kestrel, Short Eared Woodpecker, Flycatcher, Swallow, Crow, Jay, Chickadee, Nuthatch, Grosbeak, Sparrow, Finch, Tanager, Wren, Kinglet, Mockingbird, Thrush Species, Starling, Waxwing, Vireo, Warbler, Blackbird
<b>Reptiles and Amphibians</b>	Snapping Turtle, Eastern Painted Turtle, Northern Red Bellied Snake, Northern Water Snake, Eastern Garter Snake, Spotted Salamander, Red Spotted Newt, Northern Two Lined Salamander, American Toad, Spring Peeper, Pickerel Frog, Northern Leopard Frog, Green Frog, Wood Frog, Bull Frog
<b>Source:</b> Species Range Maps, Maine Department of Inland Fisheries and Wildlife, 1992; Filed surveys by consultants for Colby College; Waterville	

## **Rare Plants**

Maine Department of Conservation's Maine Natural Areas Program (MNAP) has documented only one rare plant species in Waterville, Narrow-Leaf Arrowhead. This plant, found in the shallow waters of slow-moving rivers, has been identified in the Kennebec River in the area between its confluence with the Sebasticook River and the Carter Memorial Bridge. The Natural Areas Program lists its status as "special concern."

## **Underdeveloped Habitat Blocks**

In addition to critical habitats, including deer wintering areas, inland wading bird and waterfowl habitats, wetlands, significant vernal pools, rare wildlife, and rare plants, the IF&W recommends that sufficient areas of forest and agricultural open space be maintained. Underdeveloped habitat blocks are shown on the map below with their approximate acreage noted on each block. MDIF&W created those maps using aerial photography and has not field-verified the blocks to assign habitat value to them.

Several methods exist to preserve large habitat blocks. Among those are acquisition of the land or conservation easements by the city or by trails and land conservation groups. The city can also encourage developers to cluster new development. See the cluster development regulations in the city's Zoning Ordinance.

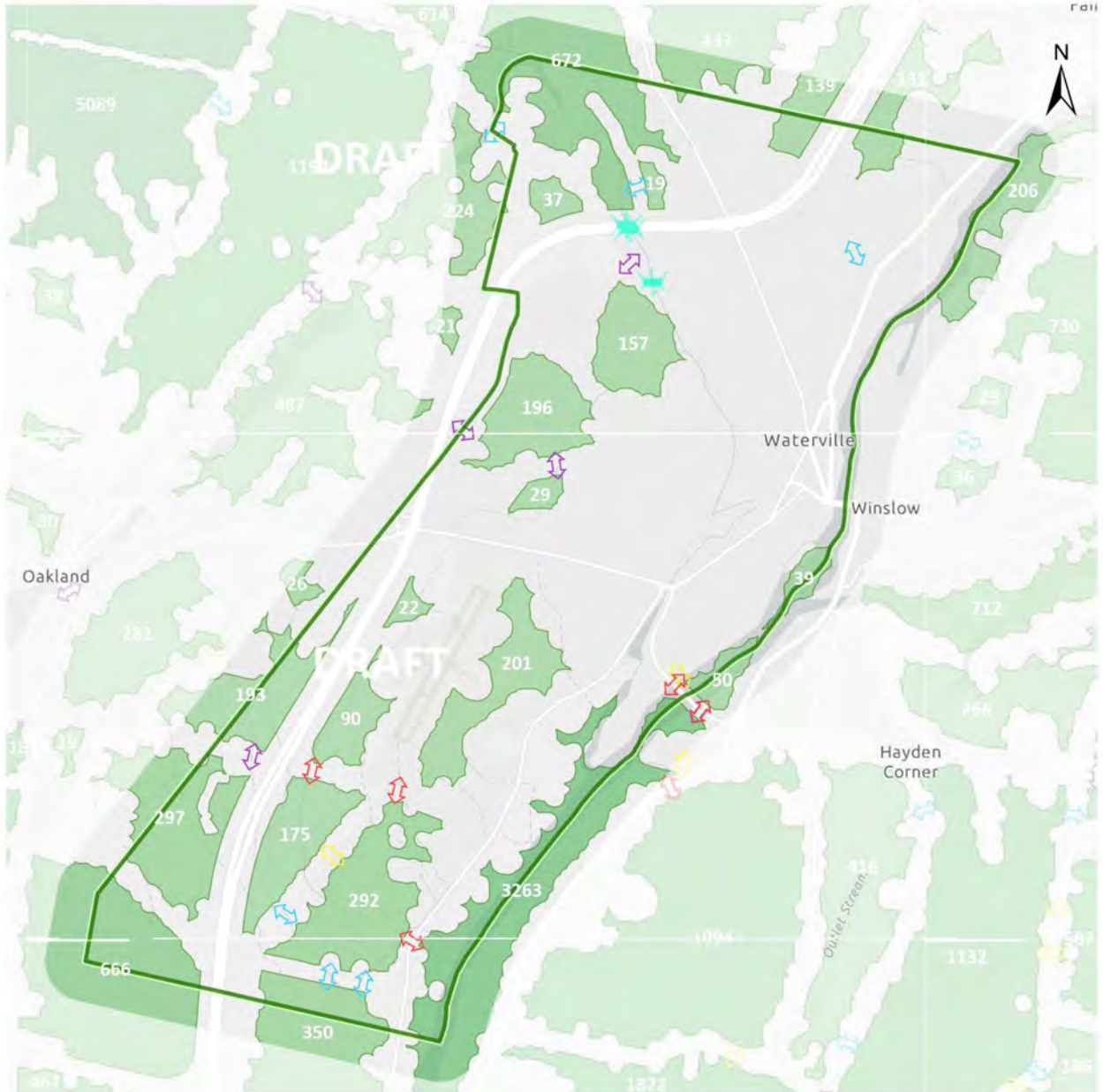
## **Issues and Needs**

Unless the city takes action to preserve prime agricultural soils and farmland of statewide importance, development will continue to take place on this land.



# Undeveloped Habitat Blocks

## Waterville, Maine



### Undeveloped Blocks



### Block Connectors

- Less than 2000 Vehicles/Day
- More than 2000 Vehicles/Day

### Riparian Connectors

- Less than 2000 Vehicles/Day
- More than 2000 Vehicles/Day



2024-03-01  
 NAD 1983, UTM Zone 19 N  
 Data Sources: BWH, MEGIS  
 Basemap: Esri, TomTom, Garmin,  
 SafeGraph, GeoTechnologies,  
 Inc, METI/NASA, USGS, EPA,  
 NPS, USDA, USFWS

*Beginning with Habitat(BwH) supplied the original information supplied for planning purposes. BwH is not responsible for the end product.*

# Chapter 10: Existing Land Use

## Introduction

This chapter provides an overview of historical and current development patterns and a summary of city ordinances that regulate land use development. Future development patterns will be largely influenced by limitations and opportunities resulting from existing land use patterns, location of natural and critical resources, and by land development trends occurring in the community.

## Historical Patterns of Development

Waterville's land use reflects a traditional mill town pattern, with dense, developed residential areas surrounding industrial and commercial uses along the Kennebec River. Over time, development has expanded from this urban core along the riverfront.

In the 1960s and 1970s, development spread out in a more suburban pattern of subdivisions, filling in the area between the downtown and the Colby College campus on Mayflower Hill as well as along upper Main Street and Kennedy Memorial Drive. This period of development was followed by the introduction of "big box" retailers including Wal-Mart and Home Depot accompanied by more infill development in previously approved residential subdivisions.

## Residential Development

There are several patterns of residential development present in Waterville.

Downtown is comprised of a mix of homes, small apartment buildings, and relatively large apartment buildings. Some of the larger residential buildings in the Downtown include the Appleton Apartments at 13 Hathaway Street (which housed the Hathaway Shirt Company before it moved to Water Street – 39 units), Elm Towers at 60 Elm Street (49 units), and the Melcher at 77 Elm Street (30 units). The Hathaway (67 residential units) at 10 Water Street, is a mixed-use redevelopment project. Recently, the city approved construction of apartments at the former Lockwood Mill I at 6 Water Street (65 units), Head of Falls Village at 52 Front Street (63 units), and at 52 King Street (37 units).

Housing in the densely developed urban core beyond the Downtown includes single family, two-family, and multifamily residences on relatively small lots in the historic South End, North End, and Union Street/Front Street neighborhoods. This pattern developed to house the workforce of water-based industries, the railroad, and

commerce. Street blocks tend to be short and walkable, reflecting a time when pedestrians, as opposed to automobiles, dictated the city's form.

Along streets branching out from the Downtown east of the Messalonskee Stream on Silver Street and Burleigh Street, for example, there is a mix of single-family homes on small lots and large, stately homes on larger lots. Many of these homes constructed to house large families of earlier generations have been converted to apartments. City blocks are longer here, reflecting the presence of various modes of transportation available over time.

West of the Messalonskee Stream, northwest of Maine Central Railroad's Springfield Terminal, and south of Kennedy Memorial Drive (KMD), there are single family homes in subdivisions. These lots are typically 100 feet deep, with varying widths, in neighborhoods built to serve residents who own automobiles.

Waterville's southern section includes scattered homes along Webb, Eight Rod, Trafton, and West River roads located on former farmlands. Many of those large parcels are still owned by descendants of early farmers with others owned by an out-of-state developer. Many of these parcels are larger than required by zoning because of owner preference.

South of Webb Road, the city has established a 20,000 square-foot minimum lot size to accommodate wells and septic systems. This zone, known as the Rural Residential zone, has the largest minimum residential lot size required by Waterville zoning.

Additionally, in the southern portion of the city, there is a large mobile home park located off West River Road south of Webb Road. The new owners of three mobile home parks (Punky Meadows, Countryside, and Village Green) licensed them together as Country Meadows. This company also owns another mobile home park located off Grove Street in the historic South End neighborhood.

Additional housing units are provided in student dormitories located on the Thomas College and Colby College campuses, as well as in nursing homes and assisted living facilities.

Over the past two decades, many new subsidized dwelling units have been constructed on properties previously used for other purposes. Those are listed in the new construction section of Chapter 2: Housing.

### Commercial, Industrial, and Service Development

Waterville's earliest factories were constructed along the Kennebec River and the Messalonskee Stream to take advantage of hydropower. Employees of those woolen, cotton, and paper mills, along with other mills and warehouses, lived within walking distance of their jobs.



To meet the community's shopping and service needs, a Downtown formed around the Head of Falls. For many years, this pattern changed little, except for an increase in the overall size of Waterville's urban core. Today, however, with the city's transition from a manufacturing to a service base, many of Waterville's strongest employment sectors (educational, health care, and social services and retail trade) are not dependent on waterfront locations and are dispersed throughout the northerly two-thirds of the city.

Following the extension of the Interstate through Waterville in the middle of the twentieth century, retailers and service providers began to leave Downtown. Over the years, new retailers have opened establishments on Kennedy Memorial Drive (JFK Mall, Shaw's Plaza, KMD Plaza, and Penny Hill Park) and Upper Main Street (Elm Plaza and Waterville Commons).

For more information, see Chapter 3: The Local Economy.



*1957 photo of 336 Main Street where McDonald's is today, looking toward I-95. Photo provided by Edie Keller.*



### Public Utilities, Facilities, and Services

Most of the city's facilities are located close to the urban core of the city. Public Works maintains its three-acre compound on Wentworth Court off Main Street, just north of Downtown. The Central Fire Station is located at the intersection of College Avenue and Main Street, while the Waterville Public Library is located on Elm Street. Waterville's schools are distributed throughout the city. See Chapter 6: Public Facilities and Services for further information.

Public recreation facilities are fairly well distributed throughout the developed areas of the city. However, some of these parks are not easily accessible to people residing in low-income areas who lack motor vehicles. One-third of the city's residents live in such neighborhoods (the North End, the South End, and the Downtown) located along the Kennebec River. For a detailed description of the city's parks, see Chapter 7: Recreation.

The Kennebec Sewerage Treatment District's wastewater treatment plant is located on the Kennebec River on Water Street. The facility and the Waterville Sewerage District's collection system serve the most developed areas of the city, extending to residential subdivisions off Upper Main Street west of I-95 and south along West River Road to Country Meadows Mobile Home Park. Outlying areas are served by privately owned septic systems. See Chapter 6: Public Facilities and Services for further details.

Water is provided to the majority of Waterville's housing units by the Kennebec Water District. The District's water supply flows from China Lake through a filtration facility in Vassalboro, to a pumping station off Western Avenue, and then throughout the city. Public water is not provided to elevations over 270 feet. See Chapter 6: Public Facilities and Services and Chapter 9: Natural Resources.

Central Maine Power Company (CMP) distributes electricity to the city. See Chapter 9: Natural Resources regarding the four hydroelectric stations on Messalonskee Stream.

### Open Space

Open space is generally found in the northwestern part of the city, particularly at higher elevations, and in southern portions of the city that are not served by public water and sewer facilities. There also is a 128-acre nature preserve called the Perkins Arboretum and Bird Sanctuary on the Colby College campus. See Map 10-1: Existing Land Use.

### Agriculture, Forestry, and Mining Activities

There no longer are any dairy farms in Waterville, although some land is hayed, and there are horse pastures off Eight Rod Road.

Two parcels are registered with the City Assessor under the Tree Growth Tax Law. One is off Trafton Road and the other is off West River Road south of Thomas Drive. The Tree Growth Tax Law affords property owners a reduced tax rate when land is managed for tree growth.

There are three active gravel pits in Waterville, all located off West River Road.

## Transportation

Waterville's major access routes include:

- Interstate 95 which crosses the northwestern corner of the city and then roughly parallels the western border of the city. Interchanges are located at Upper Main Street, KMD, and Trafton Road.
- Route 104 which runs southeast as Upper Main Street to Downtown, then southwest as Silver Street to KMD, and then as West River Road farther south in the city.
- Routes 11, 100, and 201 converge in the northeast corner of the city and extend along the Kennebec River as College Avenue to Downtown. From there, Routes 100 and 201 cross the River and extend south in Winslow while Routes 11 and 137 continue southwest in Waterville as Silver Street and then west as KMD.

Two branches of the CSX railroad right-of-way cross Waterville.

The municipally owned Waterville Regional Airport is located on 387 acres east of I-95 and south of KMD off Airport Road. An update of the Airport Master Plan currently is underway. See Chapter 5: Transportation for further details.

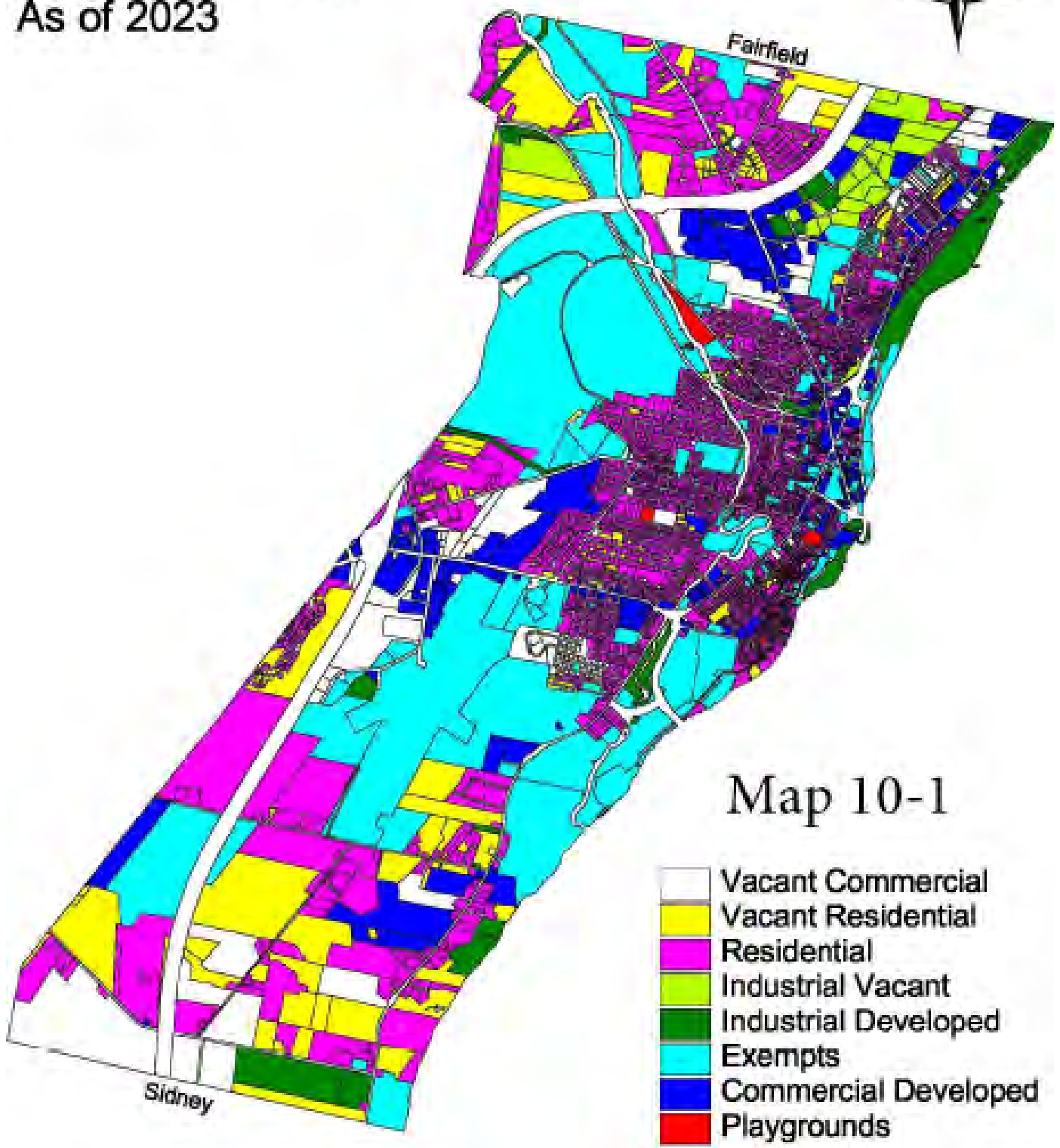
## Recent Development Patterns

### Land Use: From 2012-2023

Table 10-1 shows changes in acreage by land use category between 2012 and 2023. Precise comparisons of acreage used year-over-year are difficult because the City Assessor revises land use classifications of parcels as development status changes over time. For example, a twenty-acre parcel with one home is listed as developed residential land. If the owner subdivides that parcel, it then is listed as one developed acre and 19 vacant acres.

More land has been developed for residential use since 2012 than for commercial or industrial purposes. In addition, the City Assessor classifies Waterville's four new solar farms as commercial use.

# Waterville Comprehensive Plan Existing Land Use As of 2023



Map 10-1

-  Vacant Commercial
-  Vacant Residential
-  Residential
-  Industrial Vacant
-  Industrial Developed
-  Exempts
-  Commercial Developed
-  Playgrounds

<b>Table 10-1: Land Use Summary 2012 and 2023</b>					
<b>Land Use Category</b>	<b>2012 Parcels</b>	<b>2023 Parcels</b>	<b>2012 Acres</b>	<b>2023 Acres</b>	<b>Change in Acreage</b>
Residential Developed	4,258	4,283	2,034	2,199	165
Commercial Developed	482	538	616	711	95
Industrial Developed	50	48	227	312	85
Utilities & Transportation Developed			36 Electric plant, substation, right of way	Reclassified	Reclassified
Sand & Gravel			26	Reclassified	Reclassified
Tax Exempt	289	288	2,449	2,490	41
<b>Total Developed</b>	<b>5,079</b>	<b>5,157</b>	<b>5,388</b>	<b>5,712</b>	<b>324</b>
Vacant Residential	318	284	1,320	1,032	-288
Vacant Commercial	56	91	659	561	-98
Vacant Industrial	24	31	177	187	10
<b>Total Vacant</b>	<b>398</b>	<b>406</b>	<b>2,156</b>	<b>1,780</b>	<b>-376</b>
<b>Total (Development + Vacant)</b>	<b>5,477</b>	<b>5,563</b>	<b>7,559</b>	<b>7,492</b>	<b>-67</b>
<b>Source:</b> Waterville Assessors Office July 2012 and April 1, 2023.					

**Tax Exempt Acres**

In 2023, of 7,492 total acres of land in Waterville, 2,492 acres, or 33.3 percent, are tax exempt. Ownership of those acres is as follows:



<b>Tax Exempt Land</b>	<b>Acres</b>
City of Waterville	1,207
Literary (includes colleges)	791
Churches	141
Hospitals	118
Charitable	66
Kennebec Water District	63
Kennebec Sanitary Treatment District	25
Other (Seton Village)	22
Fraternal	19
Waterville Housing Authority	16
State of Maine	15
Waterville Sewerage District	5
U.S. Government	4
<b>Total</b>	<b>2,493</b>
<b>Source:</b> Waterville Assessors Office April 1, 2023.	

#### Development Approved by the Planning Board and Constructed: 2013 – 2023

The following list includes development approved by the Planning Board and constructed from 2013 through 2023. Development in each category is listed in chronological order of construction. Note that additional development occurred but is not listed because it did not require review by the Planning Board. For example, several homes were built within the last decade on lots in subdivisions that the Planning Board approved prior to 2013.

#### *Residential*

- **Fieldstone Meadows, LLC:** A 50-lot subdivision off Shores Road and Fieldstone Drive
- **Saint Francis Apartments, Inc.:** An 18-unit addition to the apartment building at 52 Elm Street
- **BFP LLC:** A conversion of an existing retirement home at 110 College Avenue to apartments
- **Merici Woods LP:** A conversion of the Mount Merici convent at 172 Western Avenue to twenty-eight apartments for targeted-income senior citizens
- **Double Eagle Properties, LLC:** An expansion of Punky Meadows Mobile Home Park off West River Road
- **Kingston Properties LLC:** Four residential units at 209 College Avenue
- **C37 Capital LLC:** A 30-unit expansion of the Countryside mobile home park on West River Road, phase 1-A

- **Anthony Civitello:** A five-lot subdivision on Evergreen Drive
- **L/A Properties, LLC:** The Field of Dreams subdivision, 200 Eight Rod Road, phase one, 5 lots
- **L/A Properties, LLC:** The Rolling Meadows subdivision, 34 Webb Road, phase one, 6 lots
- **L/A Properties, LLC:** A three-lot subdivision on Webb Road east of Ames Drive
- **Manor Gardens LLC:** A 20-unit multifamily development at 54 College Avenue, phase one

#### *Commercial*

- **Jennifer Stevens:** A 1,120 square-foot office building to replace the existing residence at 87 Kennedy Memorial Drive
- **Applebee's Restaurant:** A 470-square foot (28-seat) expansion to the restaurant at 251 Kennedy Memorial Drive
- **Central Maine Auto Group:** a 2,000 square foot addition to the Toyota showroom at 15 Airport Road
- **College Quick Stop:** A new convenience store with gas pumps to replace existing structures at 288 West River Road
- **Four Stars LLC:** A warehouse at 93 Airport Road
- **Central Maine Auto Group:** The expansion of Central Maine Collision Repair at 30 Airport Rd
- **Taco Bell:** New fast-food restaurant at 345 Main Street
- **David M. Palmer, Jr.:** The expansion of the parking lot at 13 Washington Street
- **KSW Federal Credit Union:** A 2,160 square foot addition at 222 College Avenue
- **Assistance Plus:** Offices on Michael Lane
- **Sanderson Development, LLC:** A 6,384 square foot addition to the Pine Tree Mall at 369 Main Street
- **Maurice and Sons:** A 12,500 square foot auto body repair shop at the intersection of College Avenue and Crossway Street
- **Webb Road Storage, LLC:** 9,360 square feet of storage units at the intersection of Webb Road and West River Road
- **295 KMD, LLC:** An 18,840 square foot building at Penny Hill Park, 295 Kennedy Memorial Drive
- **KV Federal Credit Union:** Construction of a branch at 299 Main Street
- **Maine State Credit Union:** The expansion of its branch at 81 Grove Street
- **Central Maine Power Company:** Installation of a second 115 kV transmission line across the Messalonskee Stream from Quarry Road to County Road

- **New Dimensions Federal Credit Union:** A 13,736 square foot branch at 94 Silver Street
- **Waterville Retail Management, LLC:** A dental office at 333 Main Street
- **Elm City 9, LLC:** A 47,692 square-foot hotel at 9 Main Street
- **HEP Energy USA LLC:** A 4.9-megawatt solar farm at 41 Webb Road
- **Half Pints Daycare LLC:** A daycare center at 155 Kennedy Memorial Drive
- **Waterville Audiology:** Offices at 105 Kennedy Memorial Drive
- **MEVS Waterville LLC:** A Cenergy Power solar farm at 2 LaFleur Road
- **NextGrid:** A 4.6 MW solar farm at 101 Webb Road
- **Invaleon Technologies Corporation:** A solar farm at 200 Eight Rod Road
- **Dennis Brockway:** Self-storage units at 112 Webb Road
- **Gaunce Investments LLC:** An addition to the Central Maine Auto Group conditioning building at 23 Airport Road
- **Retlew Investment LLC and Caprilite LLC:** Revisions to a previously approved subdivision to create a two-acre site for a hotel on Armory Road
- **Hamlin Sports World Inc.:** An addition to the sales and service building at 290 West River Road
- **Walmart:** An addition to accommodate pickup of on-line grocery orders at 80 Waterville Commons Drive
- **Town Fair Tire:** Approval of an automotive business at 10 Elm Plaza

#### *Industrial*

- **Trafton Properties, Inc.:** A 34,000 square foot parking lot at 977 West River Road
- **Trafton Properties, Inc.:** A 20,700 square foot parking lot at 977 West River Road
- **Trafton Properties LLC:** A three-lot subdivision on Trafton Road
- **WildFire LLC:** A 9,888 square foot marijuana cultivation facility at 46 Industrial Road

#### *Institutional/Tax Exempt*

- **The City of Waterville:** A 12,000 square foot police station on Colby Street
- **The City of Waterville:** A 3,120 square foot maintenance building and roadways at the Quarry Road Recreation Area
- **Mt. Merici Academy:** An 18,000 square foot parking lot and drop-off area off Upper Western Avenue
- **MaineGeneral Health:** Additional parking at Thayer Center for Health at 149 North Street
- **Woodfords Family Services:** A preschool at 30 Chase Avenue
- **Colby College:** Conversion and expansion of Grossman Hall

- **Colby College:** Three new athletic fields
- **Thomas College:** A 75-bed residence hall at 180 West River Road
- **Colby College:** A mixed-use development with apartments, retail, and office space at 150 Main Street
- **Colby College:** A 350,000 square-foot athletic complex
- **Alfond Youth Center:** Community gardens with 12,500 square feet of parking at 121 North Street
- **295 KMD, LLC:** A 20,000 square foot office and retail building at Penny Hill Park, 295 Kennedy Memorial Drive
- **Spectrum Generations' Muskie Center:** Expansion of its parking lot at 38 Gold Street
- **Alfond Youth Center:** Expansion of its facility at 126 North Street
- **Kennebec Sanitary Treatment District:** A solar array off Water Street
- **Alfond Youth and Community Center:** Redesign of vehicular and pedestrian access to its building at 126 North Street
- **Colby College:** The 74,000 square foot Gordon Center for Performing Arts
- **Waterville Police Department:** A firing range at 970 West River Road
- **Elm City 93, LLC:** 28,324 square foot Paul J. Schupf Arts Center at 93 Main Street
- **Thomas College:** An athletic center
- **Waterville Public Schools:** A 5,000 square foot classroom addition to the Mitchell School at 58 Drummond Avenue
- **Waterville Public Schools:** A 10,000 square foot storage building at Waterville Junior High at 100 West River Road
- **Kennebec Water District:** A business and operations center at 131 Drummond Avenue
- **Colby College:** Four 10,000 square foot dormitories on Pond Drive
- **Maine Army National Guard:** A storage building at 74 Drummond Avenue
- **Colby College:** A 330-space parking lot off Senior Drive



## **Growth and Rural Areas**

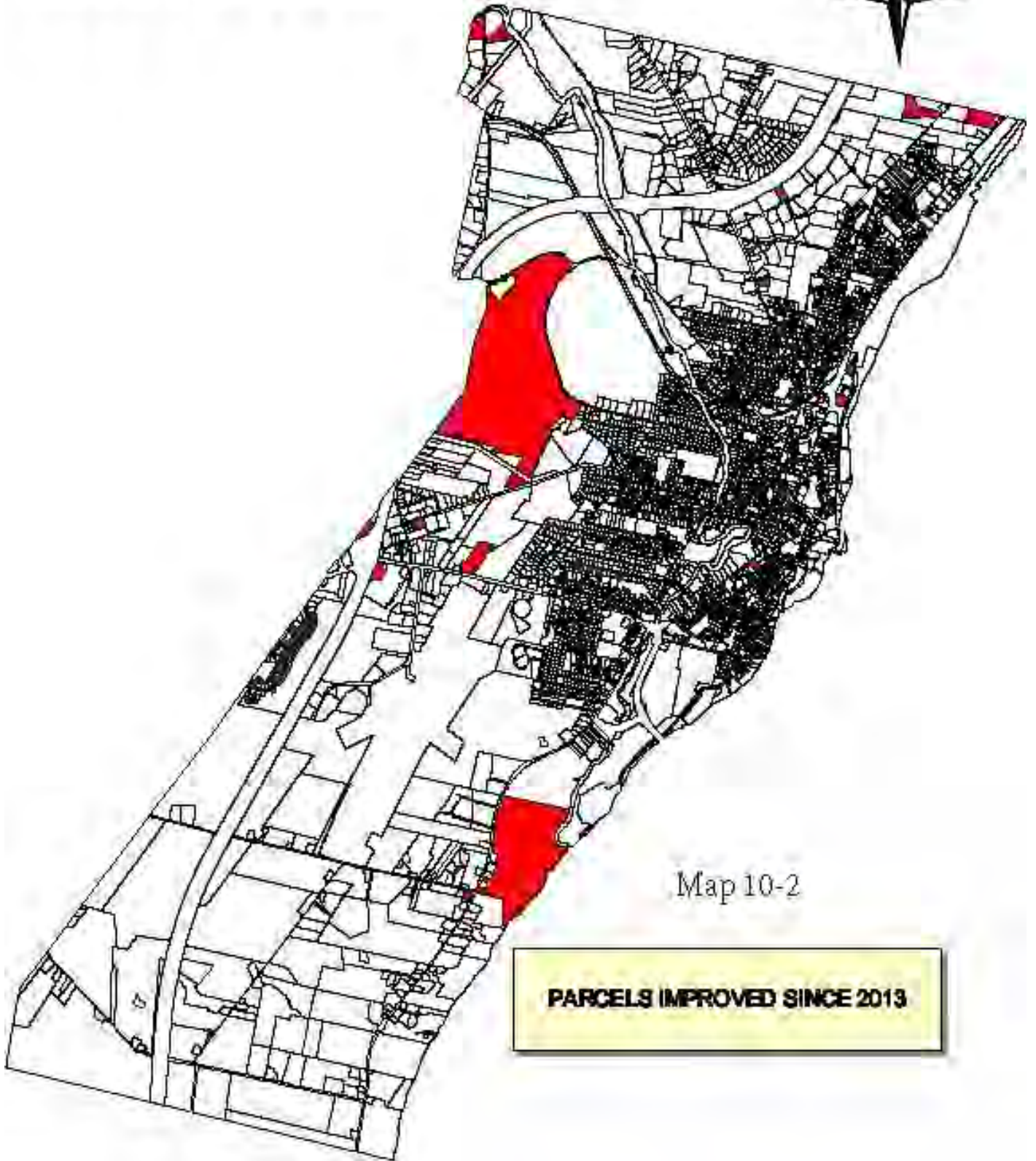
### **Development After 2013 in Growth and Rural Areas**

Through adoption of the 1997 and 2014 comprehensive plans, the City Council designated all areas in the shoreland zone and all land zoned Rural Residential or Resource Protection the city's rural area. The city's growth area is comprised of land in all other zoning districts. The growth area is located primarily where water and sewer lines are already in place and where an extensive road network exists.

Map 10-2 shows the location of development from 2013 to the present. Appropriately, almost all development during the preceding decade occurred in the designated growth area.

The designated rural area can be seen on two maps. Map 10-3, the zoning map, shows parcels zoned "Rural Residential" in white and parcels zoned "Resource Protection" in dark green. The remainder of the designated rural area can be seen on Map 10-4, the shoreland zoning map, which shows both land in the shoreland zone and parcels zoned "Resource Protection" (outlined in green).

# WATERVILLE

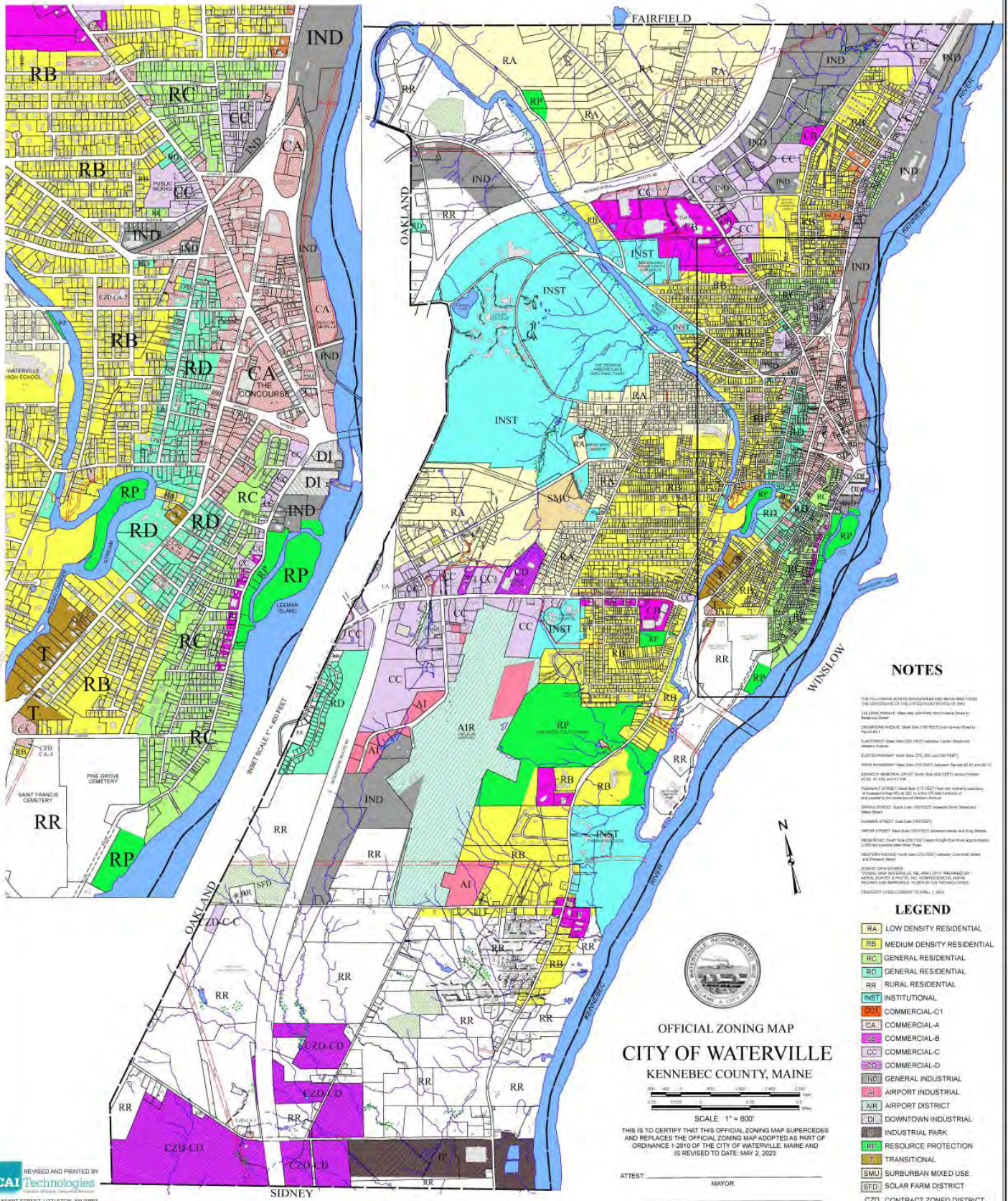


Map 10-2

**PARCELS IMPROVED SINCE 2013**



INSET SCALE 1" = 400 FEET



**NOTES**

THE FOLLOWING ZONING REGULATIONS ARE SUBJECT TO THE CONSTRUCTION OF THE LOCAL ORDINANCES OF THE CITY OF WATERVILLE.

1. ALL ZONING DISTRICTS ARE SUBJECT TO THE CONSTRUCTION OF THE LOCAL ORDINANCES OF THE CITY OF WATERVILLE.

2. ALL ZONING DISTRICTS ARE SUBJECT TO THE CONSTRUCTION OF THE LOCAL ORDINANCES OF THE CITY OF WATERVILLE.

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10. ALL ZONING DISTRICTS ARE SUBJECT TO THE CONSTRUCTION OF THE LOCAL ORDINANCES OF THE CITY OF WATERVILLE.

**LEGEND**

- RA LOW DENSITY RESIDENTIAL
- RB MEDIUM DENSITY RESIDENTIAL
- RC GENERAL RESIDENTIAL
- RD GENERAL RESIDENTIAL
- RR RURAL RESIDENTIAL
- INST INSTITUTIONAL
- CA1 COMMERCIAL-C1
- CA COMMERCIAL-A
- CB COMMERCIAL-B
- CC COMMERCIAL-C
- CD COMMERCIAL-D
- IND GENERAL INDUSTRIAL
- AI AIRPORT INDUSTRIAL
- AIR AIRPORT DISTRICT
- D DOWNTOWN INDUSTRIAL
- IP INDUSTRIAL PARK
- RP RESOURCE PROTECTION
- T TRANSITIONAL
- SMU SUBURBAN MIXED USE
- SFD SOLAR FARM DISTRICT
- CZD CONTRACT ZONED DISTRICT
- PAPER STREET

**OFFICIAL ZONING MAP  
CITY OF WATERVILLE  
KENNEBEC COUNTY, MAINE**

SCALE 1" = 800'

THIS IS TO CERTIFY THAT THIS OFFICIAL ZONING MAP SUPERCEDES AND REPLACES THE OFFICIAL ZONING MAP ADOPTED AS PART OF ORDINANCE 1-2010 OF THE CITY OF WATERVILLE, MAINE AND IS REVISED TO DATE: MAY 2, 2023.

ATTEST: \_\_\_\_\_ MAYOR  
\_\_\_\_\_  
CITY CLERK

REVISED AND PRINTED BY  
**CAI Technologies**  
11 PLEASANT STREET LITTLETON, NH 03061  
800.322.4540 - WWW.CAI-TECH.COM





**NOTES**

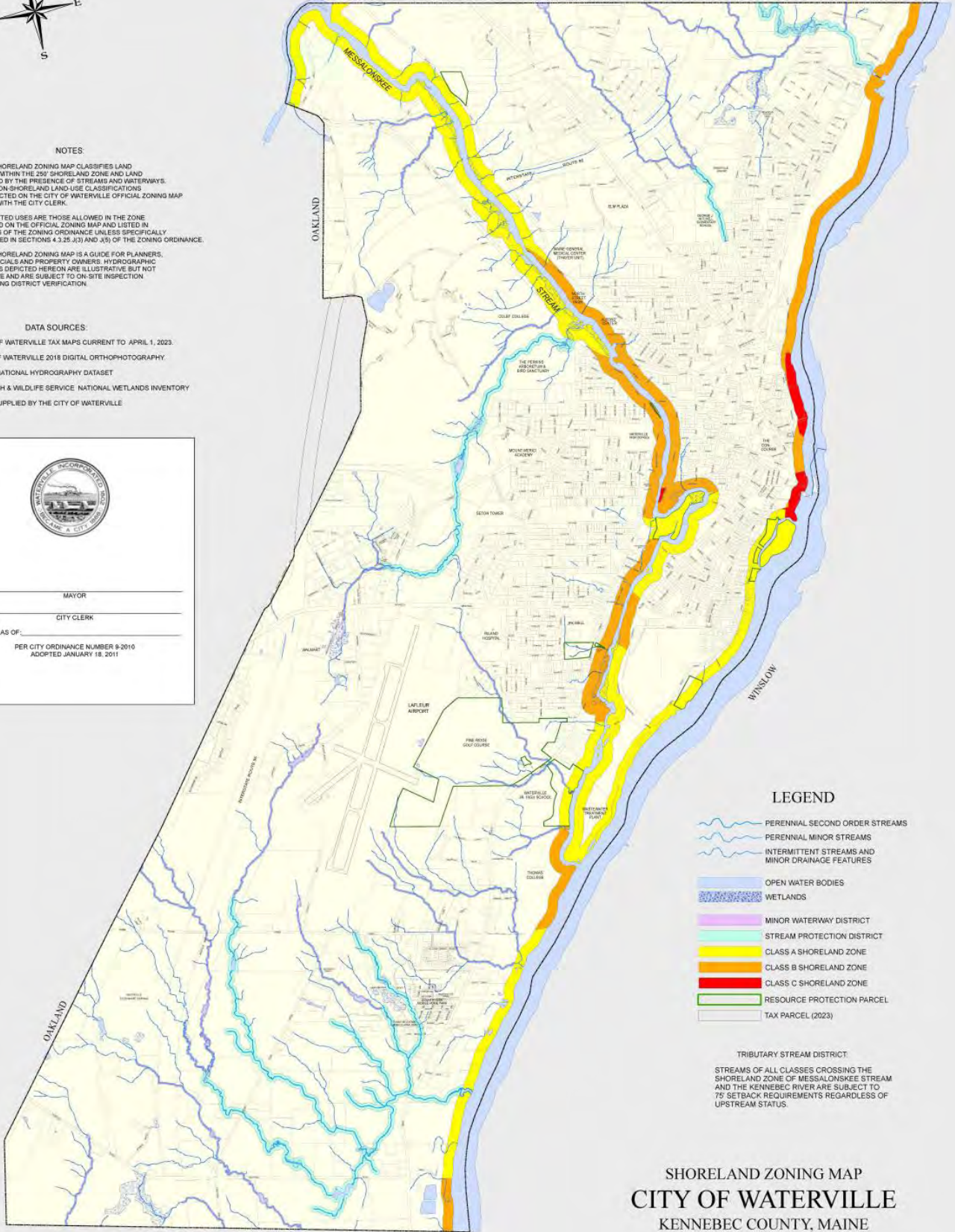
- 1) THIS SHORELAND ZONING MAP CLASSIFIES LAND FALLING WITHIN THE 200' SHORELAND ZONE AND LAND AFFECTED BY THE PRESENCE OF STREAMS AND WATERWAYS. OTHER NON-SHORELAND LAND USE CLASSIFICATIONS ARE DEPICTED ON THE CITY OF WATERVILLE OFFICIAL ZONING MAP ON FILE WITH THE CITY CLERK.
2. PERMITTED USES ARE THOSE ALLOWED IN THE ZONE INDICATED ON THE OFFICIAL ZONING MAP AND LISTED IN ARTICLE 5 OF THE ZONING ORDINANCE UNLESS SPECIFICALLY PROHIBITED IN SECTIONS 4.3.25.3(3) AND 4(5) OF THE ZONING ORDINANCE.
- 3) THIS SHORELAND ZONING MAP IS A GUIDE FOR PLANNERS, CITY OFFICIALS AND PROPERTY OWNERS. HYDROGRAPHIC FEATURES DEPICTED HEREON ARE ILLUSTRATIVE BUT NOT DEFINITIVE AND ARE SUBJECT TO ON-SITE INSPECTION AND ZONING DISTRICT VERIFICATION.

**DATA SOURCES:**

- 1) CITY OF WATERVILLE TAX MAPS CURRENT TO APRIL 1, 2023.
- 2) CITY OF WATERVILLE 2018 DIGITAL ORTHOPHOTOGRAPHY.
- 3) USGS NATIONAL HYDROGRAPHY DATASET
- 4) U.S. FISH & WILDLIFE SERVICE NATIONAL WETLANDS INVENTORY
- 5) DATA SUPPLIED BY THE CITY OF WATERVILLE



MAYOR \_\_\_\_\_  
ATTEST: CITY CLERK \_\_\_\_\_  
UPDATED AS OF: \_\_\_\_\_  
PER CITY ORDINANCE NUMBER 9-2010  
ADOPTED JANUARY 18, 2011



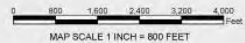
**LEGEND**

- PERENNIAL SECOND ORDER STREAMS
- PERENNIAL MINOR STREAMS
- INTERMITTENT STREAMS AND MINOR DRAINAGE FEATURES
- OPEN WATER BODIES
- WETLANDS
- MINOR WATERWAY DISTRICT
- STREAM PROTECTION DISTRICT
- CLASS A SHORELAND ZONE
- CLASS B SHORELAND ZONE
- CLASS C SHORELAND ZONE
- RESOURCE PROTECTION PARCEL
- TAX PARCEL (2023)

**TRIBUTARY STREAM DISTRICT:**

STREAMS OF ALL CLASSES CROSSING THE SHORELAND ZONE OF MESSALONSKEE STREAM AND THE KENNEBEC RIVER ARE SUBJECT TO 75' SETBACK REQUIREMENTS REGARDLESS OF UPSTREAM STATUS.

**SHORELAND ZONING MAP  
CITY OF WATERVILLE  
KENNEBEC COUNTY, MAINE**



PRODUCED BY  
**CAI Technologies**  
11 FLEAUNT STREET, WATERVILLE, ME 05681  
800.525.4518 • WWW.CAITECH.COM



## **Land for Future Growth**

How much land is needed to support projected population growth? Over the next decade, Waterville's population is projected to grow by 2,550 people. Using an average of 2.13 persons per household, the city would need an additional 1,197 housing units to house these new persons. If, in a worst-case scenario, all new housing were single family homes constructed in the Rural Residential (R-R) zone (which requires a minimum of 20,000 square feet per lot), then we would need 550 acres to serve those units. It is more likely, however, given the age and income level of our population and the high cost of construction, that most new housing will be multi-family units built at a much higher density in or near the center of town where utilities and roads already have been installed. This second scenario presents a more environmentally friendly and fiscally responsible approach to development.

Rather than develop raw land, various properties could potentially be redeveloped to create space for apartments. Among those sites are the Downtown Concourse, the Lockwood Mill complex on Water Street, the old Boys & Girls Club off Main Street, and Seton Hospital on Chase Avenue.

Adequate land to accommodate future commercial, industrial, and institutional development also appears to be available. Only about twelve (12) percent of the developed area of Waterville is used for commercial purposes. Even less land, about five (5) percent, including railroad property, is in industrial use.

## **Land Use Controls**

Land use ordinances serve to provide a balance between public and private property interests, a goal consistently upheld by the courts. Land use ordinances in Waterville include the Zoning Ordinance, of which Shoreland Zoning is a part, the Subdivision and Site Plan Review Ordinance, and the Floodplain Management Ordinance. All of Waterville's ordinances are posted on the city's website along with its Zoning and Shoreland Zoning maps.

### **Zoning Ordinance**

Waterville's Zoning Ordinance establishes land use districts and sets forth permitted uses, special exceptions, and dimensional requirements for each district. The Zoning Ordinance contains performance standards governing specific land uses as well as specifying the types of projects that are subject to site plan or subdivision review and approval by the Planning Board.

### Site Plan Review and Subdivision Ordinance

**Purposes:** The purposes of subdivision and site plan review include minimizing the environmental, public facility, and transportation impacts of proposed developments.

**Applicability:** Subdivision review applies to the division of parcels into three or more lots within a five-year period.

Projects requiring site plan review and approval by the Planning Board (as set forth in Section 6.4 of the Zoning Ordinance) include the following (single-family dwellings, duplexes, and certain agricultural activities are exempt):

- Any combination of building footprint and impervious area which exceeds 5,000 square feet;
- New construction of 4,000 or more square feet of building footprint;
- Additions to existing buildings of 2,000 or more square feet; and
- Impervious surfaces of 8,000 or more square feet.

### Floodplain Management Ordinance

The Waterville Floodplain Management Ordinance is consistent with State and federal standards.

### Issues and Needs

Major land use and land use control issues facing Waterville include the following:

1. **Historic Resources:** There is a need for mechanisms to protect historic and archaeological resources, particularly in the Downtown and in the historic South End neighborhood which includes the city-owned chapel and Pine Grove Cemetery.
2. **Pedestrian and Bicyclist Safety:** Waterville has not adopted a greenway plan to connect existing recreation and open space areas or a plan to promote pedestrian and bicyclist safety.
3. **Blighted Buildings:** There are multiple vacant blighted buildings in need of redevelopment.
4. **Comprehensive Plan Implementation:** There is a need to ensure that mechanisms are developed to ensure implementation of the comprehensive plan on an ongoing basis.

# Chapter 11: Capital Investment Strategy

The Capital Investment Plan for Waterville consists of all items included in the Capital Improvement Program in Chapter 4: Fiscal Capacity as well as recommendations for significant investment contained in Chapter 13: Goals and Policies. Those projects listed by comprehensive plan chapter are:

## **Chapters 2 and 10: Housing and Land Use**

- Support citizen grass-roots efforts to improve neighborhoods and consider (for adoption and implementation) neighborhood improvement plans developed by neighborhood associations. This includes, but is not limited to, the efforts of the South End Neighborhood Association (SENA) to improve the neighborhood through the South End Strategic Plan as developed in 2007 and updated in 2023.

## **Chapter 3: Local Economy**

- Develop a marketing strategy that highlights the unique character, cultural assets, economic strengths, and key attributes that make Waterville a wonderful place to visit and in which to start a business or raise a family. This plan shall be developed with input from, and in close cooperation with, organizations such as Colby College, Thomas College, Northern Light Inland Hospital, MaineGeneral, Waterville Creates, Mid-Maine Chamber of Commerce, and Central Maine Growth Council, among others.

## **Chapter 5: Transportation**

- Develop a cost estimate for the extension of Airport Road to Webb Road to prioritize this need as compared to other capital improvements.
- Collaborating with the Maine Department of Transportation, Downtown property owners, Lockwood Mills developers, and South End residents, the city should explore options for improving pedestrian connections and traffic flow between Downtown Waterville and the South End.
- In cooperation with the Maine Department of Transportation, monitor traffic concerns in key intersections throughout the city and recommend changes as necessary.
- Maintain and improve pedestrian lights and crosswalks to ensure that they are user-friendly for all city residents, including children, senior citizens, and the handicapped.

- Examine the need for bike lanes and sidewalks whenever a significant road improvement project is approved and implement such improvements when appropriate.
- Develop and update road, sidewalk, and trail improvement plans annually.
- Explore funding opportunities through cooperation with state and federal agencies, as well as interested local non-profit organizations.
- Seek input from citizens and organizations such as Kennebec Messalonskee Trails.
- Improve streetscapes along gateway routes leading into the city.

## **Chapter 7: Recreational Facilities**

- Explore opportunities to establish additional pocket parks and other small recreational areas to serve the most densely populated neighborhoods in the city, adding those needs to the facility improvement plan as necessary.
- Develop a comprehensive greenway incorporating walking, hiking, and biking access linking all major population areas of the city with recreational areas, waterways, and commercial areas.



# Chapter 12: Regional Coordination

Waterville shares close economic, social, and cultural ties with its neighboring communities, serving as a regional center for retail, services, the arts, and employment. The city shares both services and facilities with several of these neighbors.

Some of Waterville's regional coordination efforts include:

## Economic Development

- The city co-owns FirstPark, a business park in Oakland, with twenty-two other towns.
- Waterville supports the Mid-Maine Chamber of Commerce, KVCOG, and the Central Maine Growth Council, an economic development agency which serves Waterville, Winslow, Fairfield, and Oakland.

## Public Services and Facilities

- **Emergency Services:**
  - The city has mutual aid agreements with Winslow, Fairfield, and Oakland for police and fire protection, and Waterville Fire-Rescue also has a mutual aid agreement with Albion Fire-Rescue.
  - The Waterville Public Safety Answering Point (PSAP) answers 911 calls from eight other communities.
- **Utilities:** Waterville partners with other towns through the Waterville Sewerage District, the Kennebec Water District, and the Kennebec Sanitary Treatment District. For a list of towns served by each district, see Chapter 6: Public Facilities and Services.
- **Solid Waste:** Waste generated in Waterville is transported to Penobscot Energy Recovery Company (PERC), a regional trash incinerator in Orrington which generates electricity for sale through the grid.
- **Public Works:** The Waterville Public Works Department shares mechanics and equipment with the Winslow Public Works Department.
- **Waterville Public Schools:** Waterville Public Schools provides the following services to other area communities:
  - **Mid-Maine Technical Center:** Serves students from Fairfield, Oakland, and Winslow.
  - **Business Office:** Provides financial services, accounts payable, human resources, transportation, and maintenance to Winslow and Vassalboro.

- **Mid-Maine Adult Community Education:** Serves the greater Waterville area.
- **Educare:** a regional early childhood learning center attached to the Mitchell School.
- **Sports Co-operatives:** The high school participates in sports programs with other regional high schools as needed to field sports teams.
- **Course Credit Transfers:** Waterville and Winslow support students taking classes offered at another school for credit.
- **Technology:** On a fee basis, Waterville’s Information Technology Department provides information technology support to Winslow, Clinton, Fairfield, Oakland Fire and Police, and the Kennebec Valley Council of Governments (KVCOG).
- **Waterville Public Library (WPL):** WPL participates in Minerva, a shared library system that provides access to over 60 libraries across the state. The town of Benton reimburses residents who purchase WPL memberships.
- **Public Transit:** Waterville provides financial support for the Kennebec Valley Community Action (KVCAP) Explorer which serves Waterville, Fairfield, Augusta, and Skowhegan.
- **Recreation:** The city welcomes residents of other towns to use our municipal swimming pool, Pine Ridge Golf Course, and Quarry Road Recreation Area, as well as other recreation facilities run by, or operating within, Waterville. Please note that some of these venues charge a fee.
- **Waterville Regional Airport:** The airport is a regional facility. For more information, see Chapter 5: Transportation.

## Future Regionalization

This plan anticipates that the city and surrounding towns will continue to support regional efforts and that regionalization will be seen as mutually beneficial to all participating jurisdictions. Furthermore, the city intends to further explore opportunities for regionalized service delivery.

# Chapter 13: Goals and Policies

The goals of the City are based upon Maine's Growth Management Program and priorities established through public input and issues and needs listed at the end of each inventory chapter.

Each policy is followed by the persons or groups assigned to implement it and a timeline indicating when tasks should be completed. Acknowledging the reality that the City will not initiate work on each task concurrently, the timeline is staggered over a period of 5 years. A timeline category "Ongoing" is used to indicate items that should be considered standard operating procedure.

This chapter is divided into sections that correspond to inventory chapters of the plan. Policies that relate to a specific subject, like housing for example, are therefore listed in one place. However, many policies affect other sections of the plan, so it is important to read and consider all of the policies contained in this chapter to understand the scope of those policies.

## Demographics

The City experienced a small increase in population between 2000 and 2020, which reversed a decline from previous decades. The City wishes to encourage an increase in new residents and seeks to make the community attractive to a mix of persons, including young professionals, recent college graduates, and persons wishing to create new business ventures.

### Goals

- Plan for orderly growth and development throughout the community and respond to changes in our population.
- Attract more middle and upper-income persons into the community.
- Create a city that is a great place to live, raise a family, and grow a business.
- Attract and retain younger residents.
- Attract and retain more families with children.
- Attract new residents into the City interested in creating new businesses.

### Policies

1. The City shall seek to attract young people to the region to fill projected job openings (nurses, for example). Expanding the workforce, in turn, will attract new businesses to bolster the economy.
2. The City shall plan for those in poverty and for residents 65 and older.
3. The City shall monitor demographic and housing trends and report any significant new trends to the City Council, the Planning Board, and the public. The

City shall incorporate any significant changes into the comprehensive plan and revise policies depending upon the data.

Responsibility: City Planner

Timeline: Ongoing

4. The City shall convene a group of citizens tasked with identifying ways to create new excitement about the City and to attract individuals and families into Waterville.

Responsibility: The Mayor and the City Council

Timeline: Ongoing

5. Because the City is home to a significant number of senior citizens, the City shall continue to communicate with local and regional organizations that serve senior citizens to help ensure that a range of services is available. The City shall provide assistance and financial support when feasible. Service providers include Spectrum Generations, the Alford Youth and Community Center, Waterville Housing Authority, KVCAP transportation services, and the City's Parks and Recreation Department.

Responsibility: City Planner, Parks and Recreation Director, and the City Manager

Timeline: Ongoing

6. The city is supporting New Mainers, both from other states and internationally, as one method of attracting new residents to the city. The city shall continue to provide these New Mainers with the range of services needed to enable them to become productive residents.

Responsibility: City Planner, City Manager, and the City Council

Timeline: Ongoing

7. The city recognizes that quality public education is a method of attracting new families to the city. The city shall continue to work with the school board to make improvements to infrastructure and personnel as needed to maintain and improve the quality of the Waterville Public Schools.

Responsibility: City Council and School Board

Timeline: Ongoing

## **Housing**

Superior quality of life is essential for vibrant residential neighborhoods. Issues such as trash, noise, crime, blighted buildings and vandalism, among others, are of utmost concern for residents. Of the significant number of residents who live in apartments, many are unable to find affordable, safe housing, especially units which have the amenities suited to families with children.



## Goals

- Encourage and promote affordable, quality housing opportunities for all residents of Waterville.
- Encourage a variety of types and densities of housing to accommodate households of different sizes, ages and incomes.
- Create vibrant and safe residential neighborhoods.
- Improve the quality of life in neighborhoods by addressing crime, nuisance activities, trash, blighted buildings and poor housing conditions.
- Promote and preserve the unique architecture and historical heritage of our neighborhoods.
- Support and encourage the work of Waterville's neighborhood groups and associations.
- Encourage new housing opportunities through the renovation of vacant buildings, on infill lots, and on the upper floors of buildings in the Downtown.
- Encourage an increase in owner-occupied housing.

## Policies

1. **Housing Affordability** - A high percentage of households cannot afford to rent the average two-bedroom apartment or buy a median-priced home in Waterville. The City shall continue to fund affordable housing through various means, including Tax Increment Financing (TIF)s, for example.
2. The City shall apply for grants (such as Community Development Block Grant funding, for example) to assist low-income homeowners with upgrading substandard housing and continue to fund its WEALTH (Waterville Empowering Affordable Living Through Homeownership) revolving loan and grant programs.
3. The City shall require developers to include a percentage of affordable lots/units in proposed housing developments.
4. **Balance Removal of Deteriorated Housing With Historic Neighborhood Preservation** - There are pockets of deteriorated housing in Waterville that could be removed to provide open space or land for other uses that are compatible with housing. In the South End, however, to preserve the historic character of the neighborhood, housing should be removed only on a very selective basis. (See the South End Neighborhood Strategic Plan, which was developed by the South End Neighborhood Association (SENA) in 2007.)
5. **Long-Term Care** - There is the potential in Waterville for growth in the health care and elderly care field, which could be encouraged by the construction of long-term care facilities such as nursing homes, congregate care facilities, assisted living, and residential care facilities.

6. **Short-Term Residential Rentals** - The City shall attempt to identify all short-term residential rentals and enforce the City's annual licensing requirement.
7. The City shall promote the availability of quality housing for all segments of the population and cooperate with private investors as well as local, state, and federal agencies to make housing opportunities available.  
*Responsibility: City Council, City Manager and City Planner*  
*Timeline: Ongoing*
8. The City shall continue to use Community Development Block Grant (CDBG) funding to increase the availability of quality housing for people of all income levels, with the renovation of existing units as our top priority  
*Responsibility: City Manager and City Planner*  
*Timeline: Ongoing*
9. The City shall pursue opportunities to help property owners increase the energy efficiency of their homes (including weatherization) and upgrade their heating systems to use cleaner fuels.  
*Responsibility: City Manager and the City Council*  
*Timeline: Ongoing*
10. The City shall pursue an aggressive approach to the issue of vacant, substandard or problem buildings by taking the following action steps:
  - a. The City Tax Collector will prepare a list by December of each year of all properties to be foreclosed. The City Manager will solicit recommendations from neighborhood associations regarding City action on these properties within the neighborhood area(s), taking into consideration the following: recreation, open space, parking, and a need to increase owner-occupied housing.
  - b. The Code Enforcement Office will work with the City Solicitor to take prompt action against property owners that are in violation of the City's Zoning Ordinance or Property Maintenance Code.
  - c. The City shall review all City codes (especially the Property Maintenance Code) to ensure that provisions are in place for the City to take enforcement action. One possible source of funding may be inspection fees that could be used to offset the cost of administering such inspections. The City also shall work in close cooperation with existing agencies that have inspection programs, such as the Waterville Housing Authority or KVCAP, in order to avoid duplication of effort.  
*Responsibility: City Manager, Code Enforcement Officer, and Fire Chief*  
*Timeline: Ongoing*

11. The City shall continue to ensure that City departments, especially Police, Fire, and Code Enforcement, have the capacity, including policies, ordinances, legal tools, funds and staff, to maintain a safe environment in all City neighborhoods.  
*Responsibility: City Manager and City Council*  
*Timeline: Ongoing*
12. The City shall cooperate with neighborhood groups and consider for adoption neighborhood improvement plans developed by residents and implement those plans to the extent that funding is available.  
*Responsibility: City Council, City Manager, Planning Board, and City Planner*  
*Timeline: Ongoing*
13. The City shall work with developers and representatives of housing organizations such as KVCAP and the Waterville Housing Authority to identify strategies to promote the creation of affordable, safe apartment units through the renovation of existing units.  
*Responsibility: Housing developers and representatives of housing organizations including KVCAP and Waterville Housing Authority*  
*Timeline: Ongoing*
14. The City shall continue to support a Housing Committee reporting to the City Council. This Housing Committee will work with residents, housing organizations, landlord and tenant associations, developers, regional and state housing organizations, and neighborhood groups to identify and coordinate initiatives needed to support city housing goals.  
*Responsibility: City Council*  
*Timeline: Ongoing*

## **Local Economy**

The City's economic development efforts include funding the services of an economic development director shared with neighboring communities through the Central Maine Growth Council and participating in FirstPark, Kennebec Valley Council of Governments, and the Mid-Maine Chamber of Commerce. Professional, technical, high wage and creative employment opportunities are essential for the financial health of both the City and its residents.

### **Goals**

- Promote an economic climate that increases job opportunities and overall economic wellbeing.
  - Support the retention and expansion of existing businesses.
  - Promote the airport, industrial parks, FirstPark, Downtown, and other commercial areas to increase development.

- Expand and diversify the City’s tax base.
  - Create new economic growth by building upon the City’s strengths and unique character.
- Foster a talented, trained, and entrepreneurial workforce.
- Continue to foster a vibrant Downtown.

## Policies

1. **Downtown** - The City shall continue to support the Downtown, an essential component of the economic vitality of the City. Waterville’s Downtown is a local and regional hub for commerce, recreation, and cultural activities and serves to enhance the economic wellbeing of the City and its residents. The City shall implement recommendations generated through a multi-year public Downtown planning process led by consultants Beyer Blinder Belle (BBB) Architects and Planners LLP of New York City.  
Responsibility: City Council and City Manager  
Timeline: Ongoing
2. **New Development** - The City shall encourage development Downtown.
3. **Regional Economic Development Efforts** - The City shall continue to support local and regional organizations that work to improve the economy. KVCOG, for example, offers assistance to start-up companies and gap financing through its revolving loan fund, creates the regional Comprehensive Economic Development Strategy (CEDS) with its member communities, and assists towns with planning, joint purchasing, and issues such as regionalization of services.
4. **Growth Businesses** - The City shall encourage technology and other growth businesses and industries which strengthen the tax base and provide jobs for area residents.
5. **Workforce Development** - The City shall take steps to further develop local skills which match the needs of businesses and industries.
6. The City shall remain actively involved in local, regional, and state economic development efforts in collaboration with the Mid-Maine Chamber of Commerce, KVCOG, Colby College, Thomas College, FirstPark, Central Maine Growth Council and neighboring communities.  
Responsibility: City Manager and the City Council  
Timeline: Ongoing
7. The City shall develop a marketing strategy that highlights its unique character, cultural activities, economic strengths, and its attributes that make it a wonderful place to visit, start a business and raise a family. This plan shall be developed with input and close cooperation from the appropriate organizations such as Colby College, Thomas College, Northern Light Inland Hospital, Maine General,



Waterville Opera House, Maine Film Center, The Mid-Maine Chamber of Commerce, Central Maine Growth Council and others.

Responsibility: City Manager and the City Council

Timeline: Ongoing

8. Future economic development within the City shall be directed as much as feasible into vacant structures, existing industrial and commercial sites, Downtown and onto College Avenue. Those prime locations have existing services and are zoned for commercial development. The City shall consider creating new TIF districts, applying for grants, assembling parcels of land, making changes to traffic patterns, or rezoning to allow additional uses as needed.

Responsibility: City Planner, City Engineer, Central Maine Growth Council, Economic Development Director, and Waterville Main Street.

Timeline: Ongoing

9. The City shall continue to promote the airport for economic development and operate the facility in an efficient manner, expanding and improving the airport with grants, enhancing its use for large package delivery service, encouraging new repair and sales activities, and exploiting the Foreign Trade Zone that exists on the site.

Responsibility: City Manager, Airport Director, Economic Development Director, and the City Council

Timeline: Ongoing

10. The City shall develop an updated Economic Development Plan for Waterville to guide how the City works to improve the local economy. The plan shall incorporate an analysis of the City's strengths and assets and include regional cooperation. The plan also shall address creating TIF districts, expanding infrastructure, and applying for grant funding along with reexamining development plans for the Trafton Road area, the Airport Industrial Park, FirstPark, Downtown, and College Avenue and renew efforts to expand employment through increased commercial and industrial activities in those areas. The City shall ensure that existing economic sectors and existing businesses are recognized and adequate attention and resources are targeted to foster their continued growth and vitality.

Responsibility: City Manager and the City Council

Timeline: Ongoing

11. The City shall cooperate with and assist organizations providing work force training opportunities within the City, including training for displaced workers, new career opportunities, expanding businesses, and tourism and service

workers. The City shall lobby state and federal sources for funding for this training.

Responsibility: City Manager, Library Director and the City Council

Timeline: Ongoing

## **Municipal Finances**

The City provides a range of services that residents and businesses rely upon and recognize as benefits of living and doing business in Waterville. As a service center community with 32% of its valuation tax-exempt, Waterville finds it challenging to fund necessary services while keeping the municipal tax rate relatively low.

### **Goals**

- Finance an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- Establish annual budget priorities for both City and school needs to ensure that the City's tax rate remains as low as possible while still delivering a high quality of City services.
- Examine current community services and measure how well they serve the residents of Waterville.
- Limit additional service burdens that should legitimately be absorbed by private development.
- Maintain an excellent credit rating to secure a favorable interest rate on future municipal bonds.
- Maintain an adequate fund balance to be prepared for unexpected expenses.

### **Policies**

1. The City shall develop a Capital Improvement Plan with annual updates to plan for future expenditure requests.

Responsibility: the City Council, City Manager, and Department Heads

Timeline: Annually

2. The City shall strive to improve the financial health of Waterville by maintaining an adequate fund balance, pursuing grant opportunities, advocating for stable state revenue sharing and school funding, exploring cost effective regional service delivery programs, and seeking other innovative methods to provide services and improve infrastructure in an economical manner.

Responsibility: City Manager, the City Council, Mayor and Finance Director

Timeline: Ongoing

3. The City shall continue to engage residents and local groups as necessary to identify new ways to reduce costs while still providing the services that are

necessary to maintain the standard of living that the City's residents have come to expect.

*Responsibility: City Manager, the City Council, Mayor and Finance Director*

*Timeline: Ongoing*

4. The City shall continue to work with the major tax exempt institutions to ensure that they provide financial and other support services for community organizations and projects.

*Responsibility: Mayor, the City Council and City Manager*

*Timeline: Ongoing*

5. The City shall examine imposing fees for some services that are not utilized by all taxpayers to more equitably distribute those costs. Some of these services which are also used by non-residents are currently subsidized through taxation. The City shall also evaluate its current fines or fees for other activities subject to oversight by the City to be sure that we are in line with other municipalities.

Examples include:

- a. Examining the City's municipal solid waste collection and recycling service.
- b. Annually evaluating the fee structure at the municipal pool and adjusting the fee structure so that it becomes self-supporting, including operational expenses and long-term maintenance.
- c. Annually evaluating the fee structure for the Quarry Road Recreation Area and adjusting the fee structure so that it becomes self-supporting, including operational expenses and long-term maintenance.
- d. Imposing or increasing fees for building inspections.
- e. Imposing or increasing fines for code violations.
- f. Imposing or increasing fees for any licenses issued by the City, such as:
  - i. Dog Licenses
  - ii. Liquor Licenses
  - iii. Building Permits
  - iv. Short Term Residential Rentals

*Responsibility: Mayor, City Council, City Manager, Parks & Recreation Director,*

*Public Works Director, Code Enforcement Officer, and City Solicitor*

*Timeline: Annually*

## **Transportation**

The City has a number of significant corridors that serve as principal gateways into the City. Those gateways which can be enhanced by implementing streetscape plans include Main Street, College Avenue, Kennedy Memorial Drive, Front Street, Spring

Street, Water Street, the Waterville/Winslow bridge, and Silver Street. Streetscape plans could include improved traffic access, landscaping, signage, bike lanes, and sidewalks.

The City also recognizes the importance of rail service to the economic vitality of the City and the region and encourages the continued use of freight service and expansion of passenger service into the City.

### Goals

- Plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- Improve traffic circulation.
- Promote traffic safety.
- Improve traffic connections between existing commercial areas.
- Plan for and support a multi-modal and alternative transportation system that includes facilities for pedestrians and bicyclists.
  - Create a City-wide network of walking facilities including sidewalks and trails for both pedestrians and bicyclists.
  - Improve existing pedestrian, bicycling, and vehicular connections between commercial areas and surrounding neighborhoods.

### Policies

1. **Passenger Rail Service** - The City shall support passenger rail service to Portland, Lewiston/Auburn, and Bangor.
2. **Bus Service to Locations within Waterville** - The City shall continue to support the transportation services of Kennebec Valley Community Action Program (KVCAP) and advocate for increased bus service to various locations within Waterville.  
*Responsibility: City Manager, Mayor, and the City Council*  
*Timeline: Ongoing*
3. **Transportation Funding** - Waterville shall take steps to ensure federal and state funding to support a wide range of transportation projects.
4. **Airport** - The City Shall maintain the airport as an important regional transportation and economic asset.
5. **Road/Sidewalk Maintenance** - The City shall provide for cost effective maintenance of the City's roads and sidewalks.
6. **Alternative Modes** - The City shall plan for and fund/support bike lanes, pedestrian safety, trails, public transportation and rail transportation. The City shall develop and update annually a road, sidewalk and trail improvement plan to guide related capital improvements in a cost-effective manner. In conjunction, the City shall continue to explore all outside funding opportunities, including



cooperation with state and federal agencies, as well as interested local non-profit institutions. The City shall seek input about this plan from citizens through engagement with interested organizations such as Kennebec Messalonskee Trails. Top priorities include the following:

- a. Streetscape improvements along gateway routes into the City.
- b. Continuing to maintain and improve pedestrian lights and crosswalks to ensure that they are user-friendly for all City residents, including children, senior citizens and the handicapped.
- c. Examining the need for bike lanes and sidewalks whenever a significant road improvement project is approved and implementing such improvements when appropriate.

*Responsibility: Public Works Director, Park & Recreation Director, Planning Board, City Manager, and the City Council*

*Timeline: Annual Updates*

7. The City shall further study the extension of Airport Road to Webb Road to prioritize this need compared to other capital improvements.

*Responsibility: City Engineer, City Planner, Planning Board, Public Works Director, City Manager, and the City Council*

*Timeline: 2026*

8. The City, in cooperation with the Maine Department of Transportation, shall continue to monitor traffic concerns in key intersections throughout the City and recommend changes as necessary.

*Responsibility: City Manager, City Engineer, and City Planner*

*Timeline: Ongoing*

9. The City shall consider funding additional improvements to Trafton Road.

*Responsibility: City Manager, City Planner, the City Council, and Planning Board*

*Timeline: Ongoing*

10. The City shall review its Site Plan Review Ordinance to examine the feasibility and legality of requiring (or at least encouraging) all new and existing commercial, industrial and similar developments to provide traffic connections and pedestrian access to abutting properties wherever feasible.

*Responsibility: City Planner, City Engineer, City Manager, City Solicitor, Planning Board, and the City Council*

*Timeline: Ongoing*

11. The City, in cooperation with the Maine Department of Transportation, Downtown property owners, Lockwood Mills developers, and South End residents, shall continue to explore plans and funding options for improving the pedestrian connection between the Downtown and the South End.

Responsibility: City Manager, City Engineer, Planning Board and City Planner  
Timeline: Ongoing

## Municipal Facilities

### Goals

- Plan for, finance, develop and maintain an efficient system of public facilities to serve the needs of the community.
- Develop a capital improvement plan to systematically repair and replace Waterville's public infrastructure.
- Encourage citizen participation in all aspects of City life to ensure that the community's assets are developed appropriately.
- Create an excellent educational system.
- Pursue less costly alternatives for facilities and services, including cooperative efforts with other communities.

### Policies

1. **Education** - The City shall assist in efforts to improve public education: pre-Kindergarten through lifelong learning.
2. **Street Trees** - The City shall plant more street trees and maintain existing street trees.
3. The City recognizes the vital importance high speed internet plays in economic development, home occupations, medical services, education, and quality of life. The City shall monitor the availability of high-speed internet service and advocate for widespread and affordable internet access to meet current and future demands.

Responsibility: Information Technology Director, City Planner and the City Council  
Timeline: Ongoing

4. Municipal sewer is available in most areas of the City and provides residents and businesses a safe and economical option for waste disposal. The City shall encourage the Waterville Sewerage District to maintain its sewer infrastructure to continue to provide affordable and efficient services and to reduce infiltration into the system.

Responsibility: City Manager, the City Council, and Waterville Sewerage District  
Timeline: Ongoing

5. The Waterville Public Library shall continue to be highlighted as the center of reading, learning, creative activities and as a clearinghouse for ideas to enhance the cultural and social life of the City. Funding for services, materials and programs shall continue to be a priority.

Responsibility: City Manager and the City Council

Timeline: Ongoing

6. The City shall work with the school board and superintendent to ensure that there is adequate funding to improve school facilities.
7. The City shall identify services to assist families and children at risk and to help foster a better environment for learning. The City also shall advocate for a stable source of state and federal funding to supplement local tax dollars.

Responsibility: City Council

Timeline: Ongoing

## Recreational Facilities

### Goals

- Promote and protect the availability of recreational opportunities, including access to surface waters, for all citizens.
- Enhance the quality of life and meet the leisure needs of the community by providing a variety of quality programs for all ages and interests in sufficient, safe, well maintained and properly supervised facilities.
- Enhance and promote the cultural offerings within the City.
- Improve access to the Kennebec River and the Messalonskee Stream for boating, fishing and sight seeing.
- Improve walking, biking, hiking and other outdoor recreational opportunities.
- Provide greater access to recreational areas in the South End and North End neighborhoods.

### Policies

1. The City shall improve its existing recreational facilities according to the facilities improvement plan/schedule contained in the recreation chapter of this plan.
2. The City shall provide adequate outdoor facilities (playgrounds, playing fields, pickleball courts, etc.).

Responsibility: City Manager and the City Council

Timeline: Ongoing

3. The City shall develop additional walking paths and trails.
4. The City shall develop a comprehensive greenway plan with the assistance of citizens and existing organizations, such as Kennebec Messalonskee Trails, that incorporates walking, hiking and biking access throughout the City. The objective of the greenway plan is to link all major population areas of the City with recreational areas, waterways, and commercial areas. This plan should include a schedule and funding strategies for development of the project.

Responsibility: Parks & Recreation Director, the City Council, Planning Board, and City Planner

Timeline: Ongoing

5. The City shall provide adequate indoor recreation facilities (indoor basketball courts, playgrounds, climbing walls, etc.).
6. The City shall subsidize participation in sports to decrease financial barriers to playing.
7. The City shall investigate the need to create additional pocket parks and other small recreational areas to serve the most densely populated neighborhoods in the City and add these needs to the facility improvement plan as necessary.

Responsibility: City Planner and Parks and Recreation Director

Timeline: Ongoing

8. The city shall create community gardens to support local food production and consumption.

## Historic and Cultural Resources

The City contains many historic structures, interesting buildings, and significant places which contribute to our character. It is important that these structures and places be identified and public awareness increased concerning their significance to the entire community. Some historically significant buildings that are valued by residents may be proposed for removal or demolition, due to age or other circumstances. The loss of those buildings would deprive the City of significant pieces of its heritage. A portion of Waterville's Downtown is listed on the National Register of Historic Places as an historic district.

### Goals

- Preserve the City's historic and archeological resources.
- Promote the City's historic resources including its architecture, Downtown, and cultural diversity.

### Policies

1. **The Arts** - The City shall continue to support the arts including music, art, and the performing arts.
2. The City shall conduct a comprehensive survey of all archeological and historic resources within the City to identify additional properties which may be eligible for nomination to the National Register of Historic Places.

Responsibility: Community Development Director

Timeline: Ongoing

3. The City shall focus future historic archaeological field work on sites relating to the earliest European settlement of the City, beginning in the latter 1700's.



4. The City shall establish a mechanism for archaeological review of all construction activity or other ground disturbing activity within areas near the Kennebec and the Messalonskee, such that no activity is allowed to proceed without a field check by a qualified archaeologist, and if necessary, archaeological data recovery.
5. The City's local historic preservation ordinance shall be enforced to protect significant properties including those listed on the National Register of Historic Places. It is important to ensure that appropriate standards are used to guide exterior alterations and additions in a manner that respects the character of those buildings. A preference shall be to use the standards of the Secretary of Interior.

Responsibility: Community Development Director, Planning Board, and the City Council

Timeline: Ongoing

6. In order to save from demolition buildings identified by the City as historically significant, the City shall do its best to publicize information about buildings that may be at risk so the community has ample opportunity to raise funds or to propose an alternative plan for the property. The City shall also consider establishing a mandatory waiting period before demolition can occur, depending on the legality and feasibility of such an ordinance.

Responsibility: Community Development Director, Planning Board, City Solicitor, and the City Council

Timeline: Ongoing

7. The City shall convene a committee of Downtown property owners to discuss the possibility of developing a set of renovation standards for exterior modifications and, if necessary, to identify funding sources to assist property owners with the cost of exterior work proposed in the Downtown Historic District.

Responsibility: Downtown property owners, Central Maine Growth Council, and the City Council

Timeline: Ongoing

8. The City shall continue to support the efforts of the Waterville Historical Society and other organizations that promote history, art, and cultural heritage throughout the City and strive to educate residents about our rich heritage and the need to protect and preserve important historical assets within the City.

Responsibility: Community Development Director

Timeline: Ongoing

## Natural Resources

### Goals

- Protect the quality of Waterville’s water resources, including rivers, streams, aquifers and ponds.
- Protect Waterville’s critical natural resources including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas and unique natural areas.
- Protect Waterville’s air quality.
- Safeguard the City’s agricultural and open space resources in a manner appropriate to the character of the City.
- Be wise stewards of our natural resources to ensure that future residents can enjoy clean water and air, a variety of wildlife and fish habitats, and access to nature, open spaces and recreation opportunities.
- Advocate for local measures and practices that lessen or eliminate negative impacts upon the environment, such as using cleaner fuels, reducing energy consumption and promoting weatherization.

### Policies

1. The City shall encourage the preservation of farmland, forests, shore frontage, wetlands, and other undeveloped land.
2. The City shall adopt ordinances to protect farmland and natural areas from new development.
3. The City shall take action to preserve prime agricultural soils and farmland of statewide importance.
4. The City shall help the state or a land trust purchase conservation easements from landowners to retain open space.
5. The City shall require developers to set aside land in new subdivisions as permanent open space.
6. The City shall retain property acquired through tax liens if the land can serve a public purpose such as providing open space.
7. The City shall periodically review its land use ordinances, including Shoreland Zoning and Floodplain Management, to ensure that they conform to all applicable state laws and regulations and that new construction is appropriately reviewed and developed in a manner which protects our natural resources.

*Responsibility: City Planner and the Planning Board*

*Timeline: Ongoing*

8. The City shall continue to ensure that its natural resources are protected. The City shall find ways to remove from development those areas, features, and

significant spaces that enhance the natural environment, allow for passive recreation, and provide open spaces. The City shall pursue funding to purchase those areas for the future enjoyment of residents when appropriate.

Responsibility: City Planner

Timeline: Ongoing

9. The City has a limited amount of rural land as a consequence of its urban character and small land area. Before any significant zoning changes are made to rural areas, the City shall engage citizens, especially rural residents, to discuss options for the future of the rural portions of the City.

Responsibility: City Planner and the Planning Board

Timeline: Ongoing

## Land Use

### Goals

- Encourage orderly growth and development in specific areas of the City.
- Provide for adequate space and locations for the City's housing, commercial, industrial, recreational, open space and agriculture needs.
- Periodically review the Zoning Ordinance and map to ensure that they meet the needs of the City and its residents.

### Policies

1. **Historic Resources** - The City shall create mechanisms to protect historic and archaeological resources, especially Downtown and in the historic South End neighborhood which includes the City-owned chapel and Pine Grove Cemetery.
2. **Pedestrian and Bicyclist Safety** - The City shall adopt a greenway plan to connect existing recreation and open space areas and promote pedestrian and bicyclist safety.
3. **Blighted Buildings** - The City shall encourage redevelopment of vacant blighted buildings.
4. **Comprehensive Plan Implementation** - The City shall develop mechanisms to ensure implementation of the comprehensive plan on an ongoing basis.
5. **Growth and Rural Area Designations** - The City shall maintain its existing growth and rural area designations as enacted in the 1997 Comprehensive Plan. All land zoned Rural Residential, Resource Protection or located in the Shoreland Zone is designated rural area and all land in any other zone is part of the City's designated growth area. The City shall monitor the usefulness of the existing zoning map and propose revisions as required.

Responsibility: City Planner and the Planning Board

Timeline: Ongoing

6. The Planning Board shall review the City's Zoning Ordinance and map and propose revisions to the City Council for consideration every two years. This review, based upon the experience of the Planning Board, shall include but not be limited to the following:
  - a. The zoning designation and standards applicable to the Kennedy Memorial Drive corridor (between First Rangeway and Cool Street) to determine if modifications are necessary to respond to current development trends and demands in the area.
  - b. The dimensional and setback requirements for housing in residential areas to determine if these requirements are adequate to meet the City's current and future housing demands. Specifically, the City shall investigate ways to create more opportunities for infill housing development on small land parcels, in vacant structures, and in commercial structures.
  - c. The current zoning adjacent to railroad lines to ensure that zoning promotes rail service to commercial and industrial locations.
  - d. The density of housing and other uses near transportation to reduce the need for driving (e.g. locating schools, workplaces, and shopping near where people live; encouraging dense housing development near transportation).

*Responsibility: Planning Board, City Planner, and the City Council*

*Timeline: Ongoing*

7. The City shall support citizen grass-roots efforts to improve neighborhoods, including reviewing and adopting neighborhood improvement plans developed by neighborhood associations. This includes but is not limited to the efforts of the South End Neighborhood Association (SENA).

*Responsibility: City Council*

*Timeline: Ongoing*



## Vision Statement

Located at the confluence of the Kennebec, Messalonskee, and Sebasticook Rivers, the City of Waterville is a vibrant and welcoming waterfront community. We are a regional hub that balances growth with the warmth and charm of a small-town atmosphere. As a forward-thinking, family-oriented community, we are actively engaged in shaping our future through a deep commitment to diversity and inclusivity with a deep respect for our rich shared history.

We acknowledge and honor the fact that the land we call Waterville was inhabited by Indigenous Peoples long before European settlers arrived. We strive to create a place where everyone, regardless of age, background, or identity, feels valued, heard, and secure. We embrace open dialogue, encourage public participation, and celebrate a government that is rooted in consensus and civic engagement.

Waterville is fiscally responsible and focused on maintaining a dynamic, innovative, and thriving economy that supports both businesses and residents, while preserving the affordable and enjoyable qualities that make our community special. We actively seek out socially responsible enterprises that align with our values and contribute to the community's wellbeing.

Education is a cornerstone of our city, with ample, accessible opportunities for lifelong learning that meet the needs of people of all ages. We emphasize service at every level of education and encourage collaboration among and between educational, religious, social, and business organizations to support social and economic growth and development. Culture and the creative and performing arts are integral to our identity, helping to define Waterville as a hub in the Kennebec Valley region.

Above all, we believe in the power and value of community. We respect each other's individuality and prioritize the welfare of our children, knowing that the entire community shares in the collective responsibility for their success. We are committed to preserving our heritage, protecting our natural environment, and promoting sustainable practices that will maintain and enhance our community for future generations.

In Waterville, we appreciate the interconnectedness of all living things, and trust in our collective ability to create a thriving, resilient, and equitable city for everyone. Our community is built on a foundation of trust, mutual respect, and a shared sense of purpose. We are a place where all people can thrive and feel a strong connection to one another, to our institutions, and to our collective future.

Waterville will continue to make thoughtful, equitable, and sustainable decisions, ensuring that our community assets are preserved and enhanced, while embracing the transformative changes necessary to meet the needs and aspirations of future generations.

# Public Participation in Plan Development

## **Waterville Comprehensive Plan Review Commission Members**

### [Previous Members](#)

Jennifer Bergeron

J Coelho

Stephen Daly

Robert Dombroski

Benjamin Dow

Carrie Hall

David Johnson, Co-Chairman

Christopher Levesque

### [Current Members](#)

Greg Bazakas

Scott Beale, Chairman

Rien Finch

Claude Francke, Co-Chairman/Chairman

Brandon Gilley

Bryan Kaenrath

Kim Lane

Michael Morris

Paula Raymond

Joseph Schmalzel

## **Public Meetings And Workshops**

The Commission held its first meeting on April 14, 2022, and met most months thereafter, except for summer months. Meetings were open to the public and advertised on the City's website and, more recently, on the City's CivicPlus mass notification system. In addition, meetings were advertised on REMnet, the communication tool of REM (Revitalizing the Energy in Maine), an organization dedicated to community building in Waterville and outlying towns.

To obtain public opinion, the Commission held public meetings and participated in workshops organized by others. Commission members attended an all-day workshop offered by the Waterville Housing Committee and participated in a Downtown Visioning

Process, the latter of which included three very well-attended Downtown planning workshops created by consultants Beyer Blinder Belle (BBB) Architects and Planners LLP of New York City. The Downtown Vision Plan is incorporated into the comprehensive plan by reference and posted on the City’s website.

Recently, the Commission held two public meetings of its own and incorporated citizen comments into the plan.

**Public Opinion Survey**

In addition to the public meetings, the Commission drafted a public opinion survey, printed copies of which were available at various locations around the City (City Hall, Waterville Public Library, Waterville Housing Authority, and the Muskie Senior Center) and at Planning Board, School Board, and City Council meetings. However, most of the 507 responses were submitted online.

The public opinion survey and the responses with the highest number of votes appear below.

<b>Public Opinion Survey Results:</b>	<b>Votes</b>
(507 Persons Responded)	
• Like the small city/rural setting	321
• Continue to fund affordable housing development/TIFs	308
• Develop/improve outdoor recreation facilities	307
• Apply for grants to assist low-income homeowners with upgrading substandard housing	292
• Support passenger rail service to Portland, Lewiston, and Bangor	290
• Improve pre-K education through lifelong learning	265
• Require developers to include a percentage of affordable lots/units in proposed housing developments	247
• Like Downtown	244
• Encourage growth Downtown	239
• Balance economic development and environmental conservation	225
• Most important issue: housing	211
• Plant more street trees & maintain existing street trees	202
• Support bus service to various locations within Waterville	200



## 2024 WATERVILLE COMPREHENSIVE PLAN

### Waterville Resident Public Opinion Survey

The City of Waterville Comprehensive Plan Review Commission is conducting this important survey to obtain information which will directly influence the City's policies and direction over the next 10 years. A public hearing will be held on the results of this survey.

#### HOUSING

1. Which of the following steps to promote safe and affordable housing should the City undertake?

**(Please choose your top three (3):**

- a. Continue to fund affordable housing development
- b. Decrease minimum lot size requirements
- c. Encourage a range of rental housing
- d. Encourage construction of new mobile home parks
- e. Require developers to include a percentage of affordable lots/units in proposed housing developments
- f. Apply for grants to assist low-income home owners with upgrading substandard housing
- g. Other \_\_\_\_\_

#### RECREATION

2. Which of the following type of recreational facilities do you think we should develop and/or support and improve? **Please choose your top three (3).**

- a. Indoor recreation facilities (indoor basketball courts, playgrounds, climbing walls, etc.)
- b. Outdoor facilities (playgrounds, playing fields, pickleball courts, etc.)
- c. Walking paths / trails
- d. Informal open greenspace
- e. Outdoor winter activities (Cross-country ski trails, snowmobile trails, ice skating arena, etc.)
- f. More structured activities and facilities for youth, such as community centers, skateparks, etc.
- g. g. Other \_\_\_\_\_



3. Do you believe that the City should subsidize participation in sports to decrease financial barriers to playing?

Agree ----- Disagree  
Strong Somewhat Neutral Somewhat Strong  
 1 2 3 4 5

## NATURAL RESOURCES

*Please circle a number on the scale that describes your support for the following methods of encouraging the preservation of farmland, forests, shore frontage, and other undeveloped tracts of land.*

Agree -----Disagree

Strong Somewhat Neutral Somewhat Strong

- |  |   |   |   |   |   |
|--|---|---|---|---|---|
| 4. The City should do nothing, letting the real estate market decide the highest and best use of undeveloped land.                 | 1 | 2 | 3 | 4 | 5 |
| 5. The City should help the State or a land trust purchase conservation easements from landowners to retain open space.            | 1 | 2 | 3 | 4 | 5 |
| 6. The City should require developers to set aside land in new subdivisions as permanent open space.                               | 1 | 2 | 3 | 4 | 5 |
| 7. The City should retain property acquired through tax liens if the land can serve a public purpose such as providing open space. | 1 | 2 | 3 | 4 | 5 |

## TRANSPORTATION

8. Which of the following transportation options would you like to have available? **Pick two (2).**
- None, I prefer to drive my own car
  - Carpools/ rideshare
  - More Bicycle options / infrastructure
  - More Pedestrian options / infrastructure
  - More frequent bus service between Waterville and Augusta
  - Bus service to various locations within Waterville
  - Rail connection to Portland, Lewiston/Auburn, and Bangor
  - A new roadway connecting Airport Road to Webb Road
  - Other \_\_\_\_\_

## PUBLIC FACILITIES, SERVICES, AND AMENITIES

9. Aside from recreational facilities (above), **please circle three (3)** services, programs, or amenities below that you would like developed (or increased) in Waterville:
- a. Improve public education: pre-Kindergarten through lifelong learning
  - b. Continue to support the arts (including music, art, performing arts)
  - c. Create a community center for public use
  - d. Extend library services and hours
  - e. Increase access to high-speed reliable Internet service (provide hot spots)
  - f. Encourage sustainable energy (EV charging stations, solar farms large and small, heat pumps)
  - g. Build a fire department substation at the airport
  - h. Plant more street trees and maintain existing street trees
  - i. Increase hours at the yard waste drop-off facility
  - j. Other \_\_\_\_\_

## STRENGTHS

10. Which **three (3)** aspects of Waterville listed below do you **like**?
- a. Cost / availability of housing/property
  - b. Small city/rural setting
  - c. Downtown
  - d. Quality and quantity of public services
  - e. Job opportunities
  - f. Access to shopping/services
  - g. School system
  - h. Property taxes
  - i. Public safety
  - j. Other \_\_\_\_\_

## FUTURE DEVELOPMENT

Please circle the number that describes your support for the following methods of managing future growth.

Agree -----Disagree

Strong Somewhat Neutral Somewhat Strong

11. The City should have ordinances to assure that farmland and natural areas are protected from new development. 1 2 3 4 5

12. New commercial and industrial development should be limited to land adjoining major roadways. 1 2 3 4 5

13. Please select **one** (1) future vision for the City:

- a. More industry in industrial parks
- b. Large commercial businesses (big box stores) in a few shopping centers
- c. Small commercial businesses spread throughout the City
- d. Minimal commercial development/maintain and increase residential development
- e. A sustainable balance of economic development and environmental conservation
- f. Little development period, preserve remaining tracts of undeveloped land
- g. Other \_\_\_\_\_

14. Please select areas of the City where you would like to encourage growth within the next 10 years:

- a. North of Webb Road
- b. Downtown
- c. Kennedy Memorial Drive (KMD)
- d. Upper Main Street

## RESIDENT INFORMATION

15. On which street do you live? \_\_\_\_\_

16. What is your age range?

18-30      31-49      50-64      65+

17. How many people reside full-time in your household?

1 2 3 4 5 6 7 8+

18. Which of the following best describes your employment?

Full-time      Part-time      Retired/Unemployed      Business Owner/Self-employed  
Disabled

19. Do you work remotely from home?

Yes                  No                  Occasionally/Intermittently

20. How many minutes is your commute to work?

15 minutes or less    30 minutes    45 minutes to 1 hour    More than 1 hour

21. Do you work within the City?

Yes                          No

22. If no, in which community do you work? \_\_\_\_\_

## MOST IMPORTANT TOPICS

23. Please indicate which **two (2)** topics are most important to you:

- |  |   |
|--|---|
| <input type="checkbox"/> RECREATION                          | <input type="checkbox"/> PUBLIC SERVICES / FACILITIES |
| <input type="checkbox"/> HOUSING                             | <input type="checkbox"/> TRANSPORTATION               |
| <input type="checkbox"/> NATURAL RESOURCE PRESERVATION       | <input type="checkbox"/> ECONOMIC DEVELOPMENT         |
| <input checked="" type="checkbox"/> LAND USE AND DEVELOPMENT | <input checked="" type="checkbox"/> OTHER _____       |

**Thank you!**



# Appendix

## Sources and Footnotes

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