



Town of Brunswick, Maine

COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE

85 UNION STREET, BRUNSWICK, ME 04011

COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE

AGENDA BRUNSWICK TOWN HALL

85 UNION STREET

COUNCIL

CHAMBERS

TUESDAY, MAY 4, 2021, 6:30 PM

MEETING VIA ELECTRONIC DEVICES

THIS MEETING IS BEING CONDUCTED VIA ELECTRONIC DEVICES WITH THE COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE PARTICIPATING FROM REMOTE LOCATIONS

THERE IS A LIMITED OPPORTUNITY FOR THE PUBLIC TO ATTEND THIS MEETING IN PERSON. ON-SITE ATTENDANCE WILL BE LIMITED TO 20 PUBLIC PARTICIPANTS, WHO WILL BE REQUIRED TO WEAR MASKS AND MAINTAIN SOCIAL DISTANCING BY USING THE SEATING PROVIDED. WE STRONGLY ENCOURAGE PARTICIPANTS TO VIEW THE MEETING VIA TV3, LIVESTREAM, OR THE ZOOM PLATFORM.

THE PUBLIC CAN VIEW OR LISTEN TO THE MEETING ON TV3 (Channel 3 on Comcast) or streaming at <http://tv3hd.brunswickme.org/CablecastPublicSite/watch/1?channel=1>

Or by Zoom

THE PUBLIC CAN VIEW OR LISTEN TO THE MEETING BY JOINING THE ZOOM MEETING

Join from a PC, Mac, iPad, iPhone, or Android device: Please click this URL to join.

<https://us02web.zoom.us/j/89856082200?pwd=ZGQ0Q1lnU9abmxmTEo1SDFGakZydz09>

Passcode: K9zTh6

Public Comments must be submitted through the Zoom Platform by "Raising your hand" and being acknowledged by the host or by entering questions in the Q&A chat.

Or by Phone

Alternatively, members of the public who do not have the ability to connect via an electronic device can participate by dialing **+1 646 876 9923** and entering the Meeting ID number **898 5608 2200** and the passcode **723971** when prompted. Please be advised message and data rates may apply. The Meeting Host will make an announcement when it is time for public comment.

Press *9 to Raise your hand and **Press *6** to unmute your phone when called upon.

All Votes to be Taken Via Roll Call

1. Roll Call of Members
2. Public Comment

3. Review of Meeting Protocols and Procedures

4. Review Committee Charge, Goals, and Next Steps

- a. Goal 1, 2008 Report: Completed
- b. Goal 2, Inventory and Analysis: In Progress
- c. Goal 3, Develop Vision, Goals, and Objectives: Update to 2008 Plan
 - i. February 2021: Identify proposed New Key Policy Areas
 - ii. March 2021: Divide New Key Policy Areas among Subcommittees A and B
 - iii. April 2021: Subcommittees Review and Compare 2008 Report and Inventories
Identify Stakeholders to invite and inform future Key Policy discussion
Plan calendar to address each Key Policy area (e.g., One month per Key Policy, etc.)
 - iv. May-August 2021: Subcommittees Continue Work, Steering Committee Does not Meet
 - v. September 2021: Steering Committee reviews work of Subcommittees and prepares for community outreach and broader public involvement
 - vi. Oct-Nov 2021: Community Outreach events TBD
 - vii. Dec 2021-Jan 2022: Incorporate public feedback from Community Outreach and Stakeholder Insights into New Draft
- d. Goal 4, Develop Implementation Program: TBD, Dependent on Draft Content

5. Possible Action Item: 2008 Comprehensive Plan Report Finalization and Adoption (Minus Executive Summary)

6. Discuss Stakeholder Insight Questions

7. Discuss Format and Timing for Stakeholder Meetings

8. Future Meeting Dates

- a. June 1, 2021
- b. Second Meeting/Webinar in Late May / Early June: TBD

9. Meeting Summaries

- a. January 5, 2021 – Draft 2
- b. February 11, 2021 – Draft 1

10. Other Business

11. Adjourn

2020 COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE CHARGE

MISSION:

The 2020 Comprehensive Plan Update Steering Committee shall review and update the *Town of Brunswick 2008 Comprehensive Plan Update* pursuant to Title 30-A M.R.S., Chapter 187, §4324.

GOALS:

1. The Steering Committee shall review the *Town of Brunswick 2008 Comprehensive Plan Update* and deliver a report on the progress made in achieving the goals and objectives of the *2008 Update*. The Steering Committee shall also review *Part B. Policies* to evaluate how policies may have changed since the last update;
2. Complete an inventory and analysis of existing conditions as established by Title 30-A M.R.S., Chapter 187, §4326;
3. Along with the general public, develop a vision, goals, and objectives for the Town of Brunswick for the next ten (10) to twelve (12) years; and
4. Develop an implementation program to meet said goals and objectives.

COMMITTEE COMPOSITION:

The Steering Committee shall be composed of nine (9) to (12) residents of the Town of Brunswick. Although not required, at least three (3) Town Councilor and one (1) representative from the Planning Board should be appointed to the Committee. A Steering Committee Chair and Vice-Chair shall be selected by the Steering Committee.

COMMITTEE SCHEDULE:

The Steering Committee shall meet the first Tuesday of every month at 7:00 PM in the Council Chambers until the completion of the *2020 Comprehensive Plan Update* in November 2021. In addition to the regular scheduled meetings, the Steering Committee will be expected to attend up to six (6) public meetings and workshops throughout the update process.

STAFF ASSISTANCE:

The Steering Committee shall be staffed by the Director of Planning and Development or his or her designee. Staff shall be responsible for providing for the administration of the affairs of the Steering Committee, including preparing agendas and minutes, posting public meetings, handling correspondence, and maintaining all official records.

Goal 3c and 3d Draft Materials: Stakeholder Insight Questions for Subcommittees

1. Please identify the priorities in your work plan for the following timeframes:
 - a. 5- year
 - b. 10-year
 - c. 15-year
 - d. 20-year

2. What are the biggest challenges to accomplishing the items identified above? Be specific as possible

3. Please identify any emerging issues that might impact near or long-term goals

4. Please identify any creative opportunities on the horizon (funding, technological, collaboration, political, etc.)

**TOWN OF BRUNSWICK COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE
MEETING SUMMARY – DRAFT 2
JANUARY 5, 2021**

MEMBERS PRESENT: Larissa Darcy (Steering Committee Chair), Catherine Ferdinand, Alison Harris (Planning Board), Fred Koerber, Marcy McGuire, Anthony Sachs, Jacqueline Sartoris, and Kathy Wilson (Town Council, At Large)

MEMBERS ABSENT: John Perreault (Town Council Chair, District 4), and Christopher Watkinson (Town Council, District 5)

STAFF PRESENT: Matt Panfil, Director of Planning and Development
Julia Henze, Finance Director

A meeting of the Town of Brunswick Comprehensive Plan Update Steering Committee was held on Tuesday, January 5, 2021, via electronic devices due to the COVID-19 pandemic. Steering Committee Chair, Larissa Darcy, called the meeting to order at 6:30 PM.

Chair Darcy began the meeting by reminding the Steering Committee that when the Committee was formed in the summer of 2019 members were told that the project was anticipated to take approximately 18 months to complete. Due to the Covid-19 pandemic the project is anticipated to extend well beyond the initial 18-month timeline. Chair Darcy asked members to consider their willingness to commit to the additional time necessary to complete the project.

Chair Darcy announced that two (2) of the Steering Committee members have resigned due to other commitments: Elizabeth Kohler and Sande Updegraph. She thanked them for the time and effort they contributed to the community.

Chair Darcy opened the meeting for public comment. There was no public comment.

The Town Finance Director, Julia Henze, gave a presentation on the Town's Capital Improvement Program (CIP), which is included as part of the Government and Fiscal Capacity inventory. The CIP is required by the Town Charter and prepared by the Town Manager's Office with the involvement of the Town Council Finance Committee. The Town's CIP Policy was adopted in 2013 and updated in 2018. The CIP is developed prior to the annual budget process and allows for public input. Generally, the process starts in August and is delivered to the Town Council in March.

A CIP is a multi-year financial management plan that identifies capital projects and acquisitions as well as funding sources and operational costs. It sets priorities, promotes coordinated efforts, guides debt financing decisions, and links other plans with the budget process, but it does not authorize funding. Funding is authorized through the annual budget, resolutions, or a bond ordinance. Sources of funding include debt financing, general revenues, fund balances, reserves, and non-Town sources such as state and federal grants.

The types of projects included in the CIP include capital projects or acquisitions that cost at least \$100,000 and have a minimum five (5) year life span; annual programs / reserve funds such as public works programs, vehicle and equipment replacement, facilities repair and maintenance, and information technology and TV3 equipment replacement; or have annual operating costs exceeding \$25,000.

The CIP has four (4) project classifications: recommended for funding, under development, not recommended, and non-Town projects. Recommended for funding means that a project is likely and will proceed unless stopped. Under development means that there may be several alternatives or no good estimates but work on refining the project is ongoing. Not recommended means that either the project idea is not sufficiently developed, it is a lower priority, or the Town simply lacks the funding capacity at the time. Non-Town projects, such as Maine Department of Transportation projects, are included in the CIP for planning and coordination purposes.

Chair Darcy asked how a project may be removed from the CIP completely or reclassified from not recommended to recommended. Julia Henze replied that often a project, such as the Downtown sidewalk improvements or aquatic facility, is fully development but it may sit in the not recommended category until a funding source is identified. It was clarified that the not recommended category does not mean the project is undesirable rather it generally means the project, "not recommended at this time."

The CIP document is organized into separate sections: a summary of capital project by funding source, classification, and category; a funding analysis including debt service and tax rate impact; reserve fund schedules, and individual project summaries.

Julia Henze concluded the presentation by displaying a chart that demonstrated how much money was funded for CIP projects since 2013.

Alison Harris asked about projects that still need funding for the 2020-2021 fiscal year. Julia Henze replied that the Downtown sidewalk project is one that will probably seek funding approval by the end of the fiscal year.

Julia answered several questions pertaining to how the landfill closure process will be funded.

Catherine Ferdinand asked Julia Henze asked at what point does the level of debt service jeopardize the Town's bond rating. Julia responded that the Town has historically had a low ratio of debt service to operating costs and the target is to keep debt service less than 10% of operating costs. The Town is currently near that level.

Matt Panfil mentioned that the Town's TIF districts are another possible funding source for projects whether they are within the CIP or not. He also mentioned that one of the goals for the Comprehensive Plan Update is to have a strong implementation plan and any recommendations that may qualify for the CIP should be thorough enough to easily translate into a CIP request.

Catherine Ferdinand asked if a project recommended in the Comprehensive Plan is more likely to be classified as a recommended project. Julia Henze responded that the individual project sheets do ask if there are supporting Town plans that reference the project.

Matt Panfil provided an update from the 2008 Plan Report Subcommittee. He stated that he has incorporated, to the extent possible, comments and corrections he has received from the Committee. If a particular recommendation has not been incorporated into the document it is because he felt it may be a topic to best be discussed by the full Committee. He asked members to continue emailing or calling him with suggestions. He stated that the next step in the process is to identify what action items are still applicable and should be brought forward into the current update. He added that he has not yet drafted a new executive summary and asked if the Committee wanted someone else to draft it or simply remove it from the document.

Marcy McGuire mentioned that the new format is more legible than the first draft and the addition of graphs and other visual elements is welcome. Matt Panfil responded that although this format is an improvement, he is yet to format a final draft with a table of contents with clickable links to specific sections of the report. Alison Harris agreed that the format is an improvement and asked if there will be a supplemental document for the State reviewer to easily identify that all of the criteria from the "Option Self-Assessment Checklist" have been met. Matt Panfil responded that he would make sure the checklist items are easily identifiable. Catherine Ferdinand mentioned that the checklist is more applicable to the new plan rather than the old plan. Chair Darcy stated that was also her understanding of the purpose of the checklist. Jackie Sartoris stated that the concern is that the Town is accountable. Although the State will review based on the checklist derived from the Growth Management Act (GMA). She believes that one weak point of the GMA is that it leaves implementation strategies to the local level. She stated that although it is important to meet the State's criteria the Committee should focus on local implementation.

Fred Koerber stated that he feels strongly there should be an executive summary because it is not expected that people will read the report from cover to cover. Catherine Ferdinand agreed and stated that she would be willing to help draft a new one. She believes the report will be a useful reference document for future staff, Planning Board members, or Town Council members. The Committee agreed that the Subcommittee should draft a new executive summary. Jackie Sartoris asked if there was a deadline for providing comments for the 2008 Report as it should be complete before a new executive summary draft is written. Chair Darcy stated that she believed the goal was to have the report completed this month and her understanding is that the 2008 Report is essentially complete. Matt Panfil stated he will do as directed and there will be another draft executive summary prepared for the next meeting. Chair Darcy asked members to provide comments within the next week so that the Subcommittee can complete a draft. Matt Panfil stated that the goal is to be able to distribute the document to other Town departments, boards, commissions, and committees for review. His goal is for the report to be a factual reference document and he has made every attempt not to introduce his opinion or bias.

Marcy McGuire asked about the years on some of the graphs as she noticed some information only went to 2019 whereas others went to 2020. Matt Panfil replied that

sometimes there will be different end dates as the data is released at different times. He stated that he will make the updates as new data is released.

Chair Darcy announced that update from the Outreach and Marketing Subcommittee and Website and Social Media Subcommittee are merging together into one subcommittee. Matt Panfil stated that a newly designed website is forthcoming. Fred Koerber asked if the Committee will still be able to get assistance from Northeastern University through the contacts that Liz Koehler had made. Chair Darcy stated that Liz will continue to assist with that aspect of the project.

Catherine Ferdinand asked if there were ways to increase the number of social media posts. Matt Panfil responded that Councilor Watkinson has indicated that he will be able to increase the posts he makes. Matt also stated that he could see if Laurel could be of assistance in creating social media content.

The Committee discussed potential dates for future meetings.

A motion made by Fred Koerber and seconded by Catherine Ferdinand to approve the October 6, 2020 Draft 2 Meeting Summary was approved unanimously by those present.

Chair Darcy reminded Committee members to email Matt Panfil any comments on the October 29, 2020 Draft 1 Meeting Summary.

Fred Koerber asked what the vision was for supporting documentation for the public participation portion of the Comprehensive Plan Update. Matt Panfil responded that he has been adding events as they occur to a draft narrative summarizing the Committee's public participation efforts. Fred also asked about the status of the Community Workshop Summary that was to be provided by the meeting moderator. Chair Darcy stated that she will contact the moderator in the coming week for more information.

Catherine Ferdinand asked if there was a plan to replace the Committee members that resigned. Matt Panfil stated that he has spoken with the Town Manager and additional appointments to the Committee will be made provided there are applicants.

Matt Panfil mentioned that at their most recent meeting the Town Council directed the Town Manager begin negotiations to acquire an approximately 144-acre parcel on Brunswick Landing for conservation and limited recreation purposes. He stated that if the Town does acquire the property it should be noted in the Future Land Use Plan section of the Comprehensive Plan Update and will require discussion as to possible modifications to the Town's Growth Boundary.

Catherine Ferdinand encouraged people to watch the Town Council meeting because there was a lot of discussion on affordable housing, which the public has indicated is one the top priorities to be addressed in the Comprehensive Plan Update. She had hoped there would be more discussion on the item and the potential to accommodate some affordable housing on the site. She suggested that guidance from the Town Council on this topic will be helpful in preparing the updated plan.

Councilor Wilson stated that she was not aware of the possibility of development at the site prior to the meeting and did not know there would be a vote that evening.

Jackie Sartoris stated that she is not sure this meeting is the proper forum for this discussion. She continued that she believed there was misrepresentation of the 2008 Plan at the Town Council meeting in regard to the Growth Boundary. She stated that she believed the 2008 Plan did not support the Growth Boundary in the area of the 144-acre parcel. Matt Panfil stated that he believed the 2008 Plan did support it. Jackie Sartoris stated that at the time the 2008 Plan was adopted the U.S. Navy still owned the parcel and its rezoning would need to occur at a later date. It was also known that Bowdoin College intended to use the land for education purposes and therefore residential growth was not considered for that property and there is no support for it in the 2008 Plan. The second potential use for the site identified in the Brunswick Naval Air Station (BNAS) Reuse Master Plan was listed as a high priority area for conservation because of the natural resources present and its historic connection to the Town Commons. The Zoning Ordinance Rewrite Committee (ZORC) also expected the area to be used by Bowdoin College. She believes that the potential to use the property for non-college uses was not discussed until the last year when the property was returned by Bowdoin College to the Midcoast Regional Redevelopment Association (MRRRA). She believes that the Zoning Ordinance rewrite inadvertently allowed for residential development within the Growth College districts. She stated that the people need to be more careful in their conversation about the parcel because the history does not support the idea that residential growth was ever considered in that part of the Growth Area. She continued by stating that the cost to provide water and sewer extensions to the area is approximately \$4 million and she believes that there was never a proposal that MRRRA was considering the parcel for affordable housing, nor could it be used for affordable housing due to the cost of providing utilities. She believes that the development plan that was presented at the meeting is sprawl because habitat and recreation would be fragmented. She also believes that the way MRRRA was looking at the potential development of the site was not done with a public conversation the way that zoning changes are done in the Town. She does not believe this is an affordable housing versus conservation issue and affordable housing should not be used as a way to try to leverage residential property development where the Townspeople have not supported it. Residential property development costs the Town more than the tax dollars it returns.

Catherine Ferdinand stated that the zoning for Brunswick Landing and the BNAS Reuse Master Plan were completed in 2009, five (5) years before the ZORC process started. The Growth Boundary was identified in the Reuse Plan and the parcel was still located in the Growth Area at that time. Jackie Sartoris asked if Bowdoin College owned the property in 2009 to which Catherine Ferdinand responded that she believes Bowdoin College did not acquire the property until 2012 or 2013. Jackie Sartoris stated that the intent was for Bowdoin College to use it and not residential development to which Catherine Ferdinand responded that residential uses are allowed in every zoning district. Jackie Sartoris stated that just because residential uses are allowed it does not mean that the specific parcel was intended for residential development.

Matt Panfil stated that the reason he mentioned the Town Council's action, and why it is appropriate for discussion with the Committee is that their decision indicates there may be a need for their guidance in developing the Future Land Use Plan and that the Growth Boundary may need to be altered more than he originally thought. He would like Town Council guidance so that everyone is on the same page when the time comes to draft a Future Land Use Plan.

Chair Darcy adjourned the meeting at 8:35 PM.

**TOWN OF BRUNSWICK COMPREHENSIVE PLAN UPDATE STEERING COMMITTEE
MEETING SUMMARY – DRAFT 1
FEBRUARY 11, 2021**

MEMBERS PRESENT: Larissa Darcy (Steering Committee Chair), Catherine Ferdinand, Alison Harris (Planning Board), Fred Koerber, Marcy McGuire, Jacqueline Sartoris, Christopher Watkinson (Town Council, District 5), and Kathy Wilson (Town Council, At Large)

MEMBERS ABSENT: John Perreault (Town Council Chair, District 4), Anthony Sachs Christopher Watkinson (Town Council, District 5)

STAFF PRESENT: Matt Panfil, Director of Planning and Development

A meeting of the Town of Brunswick Comprehensive Plan Update Steering Committee was held on Thursday, February 11, 2021, via electronic devices due to the COVID-19 pandemic. Steering Committee Chair, Larissa Darcy, called the meeting to order at 6:33 PM.

Chair Darcy began the meeting by asking for public comment. Leonard Blanchette, Brunswick Sewer District General Manager, indicated that he does not have an immediate comment but is interested in watching the meeting and to provide any assistance if needed.

Chair Darcy asked Matt Panfil, Director of Planning and Development, to provide an update on the state-required inventories. Mr. Panfil responded that the inventories are being completed at a slower pace than he would like. He anticipated that he was hopeful to have at least one or two inventories prior to the next meeting.

Chair Darcy reminded the Steering Committee that comments on the 2008 Comprehensive Plan Report were due to Mr. Panfil and asked members to provide comments if they have not done so already. Chair Darcy stated that the final draft of the report should be complete by the next regularly scheduled meeting. However, the document is still lacking a satisfactory executive summary. Mr. Panfil asked for Steering Committee member guidance as to the content and format of the executive summary.

Chair Darcy asked Mr. Panfil to provide an update on the project website. Mr. Panfil stated that he completed a significant redesign of the website. Changes include a more prominent link to FAQs, replacement of the monthly calendar with an agenda-style list of upcoming events, addition of a media gallery for pictures and video, and addition of an updated graphic timeline. Jacqueline Sartoris suggested sharing the revised website through social media.

Councilor Watkinson provided an update from the Social Media Subcommittee. He stated that he has been posting more frequently since the end of the holiday season and is focusing on providing media via Instagram. Chair Darcy announced that the Town now has an official Facebook page. Chair Darcy asked Councilor Watkinson if the Steering Committee should create a YouTube channel in anticipation of creating educational videos pertaining to the key

policy areas.

Moving on to the next agenda item, Chair Darcy stated that it is now time to start identifying key policy areas for the update. In order to improve the Committee's efficiency, the policy areas will be grouped into two separate subcommittees. The Committee reviewed the key policy areas from the 2008 Plan. Catherine Ferdinand asked about the relationship between key policy areas and the State's Option Self-Assessment Checklist for comprehensive plans. Mr. Panfil stated that the State checklist applies to the required inventories. The key policy areas will need to include some elements from the inventories and checklist, but their overall scope does not have to be limited to the checklist. It was agreed that the checklist items should be specifically noted in the text of the document. Ms. Sartoris stated that she believe the State now also has a checklist for climate change.

The Steering Committee discussed several different options before agreeing upon 1.) growth management, 2.) natural resources, 3.) conservation, preservation, and open space, 4.) climate change, 5.) economic development, 6.) housing, 7.) transportation and infrastructure, 8.) public facilities and services, and 9.) cultural, historic, and social resources as the key policy areas for the plan update. It was also agreed that sustainability is such a broad topic that instead of being a key policy area on its own it will be a common theme throughout each of the key policy areas. It was noted that the subcommittees should keep in mind the interconnectedness of these policy areas.

The key policy areas were grouped into two different categories to be assigned to the two subcommittees. Growth management, natural resources, conservation, preservation, and open space, and climate change were assigned to Subcommittee #1. The remaining five policy areas were assigned to Subcommittee #2. Fred Koerber, Anthony Sachs, Jacqueline Sartoris, and Councilor Wilson were assigned to Subcommittee #1. Chair Darcy, Catherine Ferdinand, Alison Harris, Marcy McGuire, Councilor Watkinson were assigned to Subcommittee #2.

Ms. Sartoris suggested regionalization be included as an area for conversation within the key policy areas.

Chair Darcy reminded the Steering Committee that the next regularly scheduled meeting is Tuesday, March 2, 2021 and opened discussion as to the possibility of scheduling a meeting for the subcommittees on March 18, 2021. Mr. Panfil stated that he would try to reserve that date and provide alternatives should the date not be available. The regularly scheduled meeting for April will be on Tuesday the fourth and tentatively there will be subcommittee meetings on Thursday, April 22, 2021.

There were no meeting summaries for review.

Mr. Panfil announced that there will be a transit study public meeting on Monday, February 22, 2021 and encouraged the Steering Committee members to watch. He also encouraged members to view the website calendar as the Department of Planning and Development will be signing up for several webinars that may be of interest to them.

Chair Darcy adjourned the meeting at 8:00 PM.