

# **PHILLIPS COMPREHENSIVE PLAN**



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# **PHILLIPS COMPREHENSIVE PLAN**

**SECTION I PLANNING ISSUES  
RECOMMENDATIONS & ACTIONS  
FUTURE LAND USE PLAN  
CAPITAL INVESTMENT PLAN**





# Phillips Comprehensive Plan Planning Issues, Recommendations and Actions

## Introduction

The Comprehensive Plan for Phillips is presented in two sections. Section I presents a vision for Phillips, planning issues or the concerns that the plan needs to address, goals, recommendations and actions. Section II is the complete inventory and analysis. The purpose of the Plan is to serve as a guide for the community and town officials as decisions about the future of Phillips are made. The Plan suggests general directions, recognizing that specific details will require further efforts. The Plan should be considered a living document, meaning that it will require review and revisions as Phillips changes over time.

## Comprehensive Plan Vision Statement

Rural character, scenic views, hunting and fishing opportunities, other outdoor recreation opportunities, hard-working people and plentiful forests are some of the things that Phillips offers to those that make it their home. Job opportunities, controlling taxes, town management, welfare and poverty and property rights are important in the minds of those living here. Today, Phillips is seen by its citizens as many different things. The Phillips of tomorrow will be the result of many factors. This Comprehensive Plan is intended to establish a vision for Phillips' future taking into consideration many divergent views.

In the broadest sense, the Comprehensive Plan's vision of Phillips' is:

- \* **A community with true rural "character" having a town center with local businesses that provide employment and a friendly citizenry;**
- \* **A community that maintains its most important qualities consisting of clean waters, outdoor recreation opportunities and vast forest areas;**
- \* **A community that provides quality municipal services that do not over burden tax payers;**
- \* **A community where all ages can afford to reside, raise their children and retire.**

The Plan is not a zoning ordinance and the future land use map is not a zoning map. The Plan is, however, intended to guide future changes in the Town's land use regulations so that they will reflect the goals and recommendations of this Plan. Similarly, the discussions of capital needs and spending priorities are intended as general guides, not specific proposals.

This Plan is the result of the efforts of your Comprehensive Plan Committee and the citizens of Phillips that provided ideas during the planning process. The Phillips Comprehensive Planning Committee through its meetings, the citizen survey and input at public forums have identified a number of issues that it believes deserve consideration in the comprehensive plan.

The plan has been developed to reflect the wishes of the citizens of Phillips and comply with Maine's Comprehensive Planning Law. As part of that Law, 10 State goals were adopted. These are identified at the beginning of each planning topic.

Actions or strategies to carry out the plan have been identified as short-, mid- or long-term. This refers to the time frame that the plan recommends actions to occur. Short-term actions should occur within one to two years of plan adoption, mid-term three to five years from plan adoption and long-term six to ten years from plan adoption. Those that should be responsible for undertaking the strategies are also identified.

## **I**mplementation of Plan

The value and success of the comprehensive plan depend on its implementation. Therefore, the plan sets forth an implementation program that identifies what actions should be taken, who is responsible and a time period that in which specific action should be undertaken. To begin the process, the selectmen should appoint a standing Plan Implementation Committee (PIC). That committee should include interested citizens and representation from both the Board of Selectmen and Planning Board whose responsibility would be to oversee plan implementation. The Plan Implementation Committee would also work with the Planning Board in developing ordinance provisions recommended in the Comprehensive Plan. A second role of the Plan Implementation Committee would be to annually assess the Comprehensive Plan with town officials and boards and recommend needed revisions.

Phillips Comprehensive Plan Committee

**PLANNING TOPIC**

**Historic and Archaeological Resources**

**State Goal:** To preserve the State’s historic and archaeological resources.

**Town Goal:** To maintain and enhance the values of important historic, cultural and archaeological resources.

**Based on the results of the Inventory and Analysis and local information, these are concerns that the Plan needs to address.**

Historic structures and sites are reminders of the town’s past. Three structures are on the National Register of Historic Places, but such designation offers no protection except when federal or state money is involved.

Historic structures, sites and the narrow gauge railroad can offer economic development opportunities.

There are one prehistoric and two historic archaeological sites documented in Phillips, and areas adjacent to Orbeton Steam and the Sandy River have archaeological site potential. The amount of protection of these sites is not known.

**Recommendations**

Maintain the values of archaeological sites and historic sites and structures.

Maintain and improve the Sandy River & Rangeley Lakes Railroad.

Use historic significant locations to increase tourist related business.

**Actions**

Develop and deliver an educational program for owners of historic properties in techniques to maintain historic values.

Responsibility/Time Frame: Historical Society/Short

In developing an economic growth strategy, build upon the town’s historic resources as a way to attract tourists.

Responsibility/Time Frame: Selectmen/Economic Development Group/Short

Amend the Zoning Ordinance to allow more than one historic significant structure on a nonconforming lot.

Responsibility/Time Frame: PIC/Short

Develop ordinance standards for subdivisions and non residential development projects that require the identification and protection of known and potential archaeological resource locations as determined by the Maine Historic Preservation Commission.

Responsibility/Time Frame: PIC/Short

Seek resources to conduct a comprehensive survey of historic resources.

Responsibility/Time Frame: Historical Society/Mid

The Town will support private efforts to maintain and improve the Sandy River and Rangeley Lakes Railroad.

Responsibility/Time Frame: Selectmen/Ongoing

**PLANNING TOPIC**

**Economic Development**

**State Goal:** To promote an economic climate which increases job opportunities and overall economic well-being.

**Town Goal:** Promote economic development that provides employment opportunities and respects valued town characteristics.

**Based on the results of the Inventory and Analysis and local information, these are the concerns the Plan needs to address.**

Respondents to the citizens survey rated job opportunities the top issue over the next ten years.

Traditional jobs in wood products and footwear have left Franklin County.

Service providing jobs out-number goods producing jobs by two-to-one in Franklin County.

About the same number of Phillips' residents worked in Phillips in 2000 as did in 1980.

Farmington is an important location for employment for residents of Phillips.

The average annual unemployment rate in Phillips is more than twice of that of Franklin County.

Opportunities exist to capture more tourist dollars.

The town needs an economic development strategy.

**Recommendations**

Encourage the creation of home occupations and cottage industries.

Seek business expansion and development.

Maintain and expand those values and features that attract seasonal home owners, sports people and tourists.

Create a village environment that will make tourists want to leave Route 4 to visit.

Develop a local economic development strategy.

Encourage recreation-based enterprises in appropriate areas that are compatible with the surroundings and natural environment.

Encourage cultural and arts related activities.

Participate in regional or multi-town economic development efforts to create year-round and good paying employment opportunities.

Provide for flexibility in land use regulations for businesses particularly in the Village area.

## **A**ctions

Form an Economic Development Committee that will include business people, municipal officials, Microloan Committee member(s), railroad representatives, county and regional economic development professionals and others to develop an economic development strategy and provide ongoing mentoring.

Responsibility/Time Frame: Selectmen/Short & Ongoing

The economic development strategy should consider the following community assets. Natural resources and features, historic structures, village areas, the Sandy River and Rangeley Lakes Railroad, cultural and art opportunities, trails for bicycling, snowmobiling and ATVing, underutilized/vacant commercial and business sites, skills of residents and seasonal populations.

Responsibility/Time Frame: Economic Development Committee/Short

Develop a “Phillips Business Expansion/Development Prospectus” and designate a “Phillips Business Expansion/Development Point of Contact” to assist businesses interested in Phillips.

Responsibility/Time Frame: Economic Development Committee/Mid

Develop a vision for the village that would include desired physical appearance, services and goods provided, infrastructure needs, and seek grants and private funds to carry out the vision.

Responsibility/Time Frame: Selectmen-Economic Development Committee/Ongoing

Develop an improved signage program that better directs tourists to the village and the Sandy River and Rangeley Lakes Railroad.

Responsibility: Economic Development Committee-Sandy River and Rangeley Lakes Railroad/Short

Seek funds to recapitalize the Microloan Program should existing funds be exhausted.

Responsibility/Time Frame: Selectmen-Microloan Committee/Ongoing

Amend the Zoning Ordinance to allow outdoor recreation based commercial and natural resource based industrial uses in the rural zoning district.

Responsibility/Time Frame: PIC/Short

Review, and amend if necessary, home occupation standards contained in the zoning ordinance to allow for a range of occupations.

Responsibility/Time Frame: PIC/Short

Seek improved internet service.

Responsibility/Time Frame: Economic Development Committee/Mid

**PLANNING TOPIC**

**Housing**

**State Goal:** To encourage and promote affordable housing, decent housing opportunities for all Maine citizens.

**Town Goal:** Promote housing opportunities that meet the needs of various age groups, household types and income levels that are consistent with the character of Phillips.

**Based on the results of the Inventory and Analysis and local information, these are the concerns the Plan needs to address.**

Fifty new year-round houses are expected to be placed in Phillips over the next ten years.

Almost 1/3 of all houses in Phillips are seasonal, and the demand for seasonal homes will continue.

Over ½ of the homes in Phillips were constructed earlier than 1960. These older homes may be in need of energy efficiency and/or electrical upgrading.

Affordable housing is available in Phillips except for the very low income households.

Respondents to the citizen survey felt that housing for the elderly should be encouraged.

**Recommendations**

Allow alternative housing types and options to meet the demands of a changing housing market including housing for the elderly.

Seek to achieve 10% of new year-round residential development to meet affordable housing guidelines as required in the Growth Management Law.

Investigate options to assist elderly and low income households upgrade homes to meet modern electrical and energy efficiency standards.

That new construction and major renovations comply with minimum construction and safety standards.

**Actions**

Amend the Zoning Ordinance to allow expanded locations for elderly housing.

Responsibility/Time Frame: PIC/Short

Include in the Zoning Ordinance standards that allow for a diversity of housing types including affordable housing and mobile homes.

Responsibility/Time Frame: PIC/Short

Amend the Zoning Ordinance that when seasonal homes are converted to year-round sewage disposal is adequate, off-street parking is provided and maintenance of private roads is undertaken.

Responsibility/Time Frame PIC/Short

Obtain and make available at the town office information on programs for home repair for the elderly and low income.

Responsibility/Time Frame Town Manager/Ongoing

Review and adopt building standards for new residential construction and major renovations that will provide for solid building and minimize the spread of fire.

Responsibility/Time Frame: Selectmen, Code Enforcement Officer & Fire Department/Long



**PLANNING TOPIC**

**Public Facilities and Services**

**State Goals:** To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

To encourage orderly growth and development in appropriate areas of each community while protecting the State’s rural character making efficient use of public services and preventing development sprawl.

**Town Goal:** Provide public services and facilities to meet the needs of the citizens of Phillips in a cost-effective manner.

**Based on the results of the Inventory and Analysis and local information, these are the concerns the Plan needs to address.**

Most existing public facilities and services are adequate to meet current demands, but some are in need of improvement. Future growth and development particularly in more remote locations could require additional equipment and services.

Town office and administrative space improvements are needed.

At the present time, there is no certified code enforcement officer to enforce local land use ordinances.

Regional and/or joint municipal service delivery may be a viable option in the future.

**Recommendations**

Maintain an adequate level and quality of municipal services at reasonable cost.

That future development activities do not over burden the town’s ability to provide municipal services.

Provide convenient and efficient town office and administrative space.

Assess options for regional municipal service delivery including code enforcement.

Anticipate major capital investments through capital improvement programming.

**Actions**

Develop ordinance provisions to include a municipal service impact analysis to be completed by an applicant for any large scale development. Should that analysis indicate that a proposed development would require additional public expenditures above that it supports, off-site improvements, in-kind contribution and/or an impact-type fee should be required.

Responsibility/Time Frame: PIC/Short



**PLANNING TOPIC**

**Transportation**

**State Goals:** To encourage orderly growth and development in appropriate areas of each community while protecting the State’s rural character making efficient use of public services and preventing development sprawl.

To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

**Town Goal** To provide and maintain an efficient and safe transportation system.

**Based on the results of the Inventory and Analysis and local information, these are the concerns the Plan needs to address.**

New development served by public or private roads not in suitable condition could impact fire fighting and other public service delivery.

There are approximately 21 miles of paved public non-State roads in Phillips. The conditions of these paved roads range from fair to good. Public graveled surfaced roads total approximately 18 miles and are considered in fair to good condition.

There are about 5,000 feet of sidewalks in the Village area. They are found along Main, Bridge, Pleasant, Depot and School Streets and River Road. The condition of these sidewalks range from good to almost non-existing. The majority of the sidewalks are considered in fair to poor condition.

Improperly constructed driveway entrances onto public roads may lead to erosion into ditches and water on roadways.

**Recommendations**

Manage development to be served by below standard roads to maintain public safety and minimize increases in road improvement and maintenance costs.

Develop a multi-year road improvement program.

Improve sidewalks in the Village area.

Assure that driveway entrances do not cause sedimentation and/or unsafe conditions to public roads.

**Actions**

Develop ordinance provisions that assess the impacts of new residential development that will be accessed by below standard public roads. Require upgrading when it is determined that such roads are not adequate for the proposed level of use.

Responsibility/Time Frame: PIC- Road Commissioner/Short

Review and revise, if necessary, street construction standards for newly constructed public and private roads.

Responsibility/Time Frame: PIC-Road Commissioner/Mid

Amend the subdivision ordinance to include provisions that subdivisions for residential purposes proposed to be accessed by roads closed to winter maintenance and/or roads deemed to be inadequate to carry the traffic associated with subdivisions be prohibited unless road improvements are undertaken by the subdivider.

Responsibility/Time Frame: PIC/Short

Maintain a public road improvement plan for maintenance and reconstruction.

Responsibility/Time Frame: Selectmen-Road Commissioner/Ongoing

Develop a sidewalk improvement program.

Responsibility/Time Frame: Selectmen-Road Commissioner/Short

Develop ordinance provisions that establish minimum standards for driveway entrances.

Responsibility/Time Frame: PIC-Road Commissioner/Short

**PLANNING TOPIC**

**Natural Resources**

- State Goals:** To protect the quality and manage the quantity of the State’s water resources including lakes, aquifers, great ponds and rivers.
- To protect the State’s other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas and unique natural areas.
- Town Goal:** To conserve and protect natural resources in Phillips and surrounding areas.

**Based on the results of the Inventory and Analysis and local information, these are concerns the Plan needs to address.**

Natural resources including scenic views, forest lands, wildlife and water resources are very important to residents and visitors.

About 20% of the land area in Phillips has slopes of greater than 15%. Development on these slopes carry a potential of environmental degradation.

Based on soil characteristics about 50% of the land area of the town is suited to low density residential development.

The Sandy River above the Route 142 bridge has been assigned the highest water quality classification under the State Surface Water Classification System and has statewide recreation values due to its geologic-hydrologic conditions, scenic values and cold water fishery.

Ponds other than Toothaker have been assigned a water quality classification of moderate/sensitive.

Toothaker Pond has had algal blooms and has been assigned a water quality classification of poor/restorable.

Phosphorus is a major threat to water quality.

Invasive plants and fish are a new threat to surface waters.

There are important sand and gravel aquifers in Phillips.

Important wildlife habitats found in Phillips include water resources and riparian habitats, significant wildlife habitats and large undeveloped habitat blocks. Wildlife and fisheries are an important resource to residents and visitors.

The forest resources are important to the local and regional economy and provide for many recreation opportunities. A threat to commercial forest land is the breaking up of larger parcels into smaller parcels owned by different individuals and not managed as commercial forest land.

## Recommendations

- Conserve important scenic view locations and sites that make Phillips unique.
- Maintain the resource values of important natural resources.
- Minimize phosphorus loading as the result of development or other activities.
- Minimize the threat of the spreading of invasive plants and fish into ponds and rivers.
- Conserve wetlands for their wildlife and other natural values.
- Direct new development to areas where slopes and soils are suitable.
- Maintain the quality and quantity of surface and ground waters.
- Manage development in flood prone areas to minimize flood damage and protect human life.
- Conserve fisheries and wildlife habitats.
- Encourage the productivity and multi-use of forest resources.

## Actions

Seek conservation easements and/or explore other measures including a scenic view maintenance fund to conserve significant scenic view locations and sites.

Responsibility/Time Frame: Land Trusts-Conservation Commission/Short & Ongoing

Develop ordinance provisions to allow the planning board to require development, including towers, to minimize the visual impacts on significant scenic view locations and sites.

Responsibility/Time Frame: PIC/Short

Develop ordinance standards that direct new development to locations without steep slopes (greater than 15%) and with soils suitable for the intended uses.

Responsibility/Time Frame: PIC/Short

Develop a per acre phosphorous allocation for watersheds in Phillips and those shared with other communities.

Responsibility/Time Frame: PIC/Short

Develop ordinance provisions that require a phosphorous management plan based on the per acre phosphorous allocation.

Responsibility/Time Frame: PIC/Short

Develop ordinance provisions to require the use of best management practices for those uses that have the potential to threaten sand and gravel aquifers.

Responsibility/Time Frame: PIC/Short

Develop ordinance provisions that require all development within the Town to meet State wellhead and source protection standards.

Responsibility/Time Frame: PIC/Short

Develop ordinance standards that conserve significant wildlife and fishery habitats that include consultation with the Maine Department of Inland Fisheries and Wildlife on measures to minimize negative impacts on habitats.

Responsibility/Time Frame: PIC/Short

Provide information on the spread and effects of invasive aquatic plants and fish including signage.

Responsibility/Time Frame Conservation Commission-Inland Fisheries & Wildlife/Short

Develop ordinance standards that guide development to conserve forest land and prevent fragmentation of workable tracts.

Responsibility/Time Frame: PIC/Mid

Administer and enforce the Floodplain Management and Shoreland Zoning Ordinances.

Responsibility/Time Frame: Planning Board & Code Enforcement Officer/Short & Ongoing

Seek conservation easements, funding to purchase easements or title to property to conserve forest lands.

Responsibility/Time Frame: Land Trusts & Property Owners/Mid & Ongoing

Encourage forest and agricultural land owners to participate in current use tax incentives to conserve forest and agricultural lands.

Responsibility/Time Frame: Land Trusts & Property Owners/Mid & Ongoing

Seek the extension of Rangeley Lakes National Scenic Byway south though Phillips.

Responsibility/Time Frame: Conservation Commission/Long

Seek grants to develop a scenic turnout on Route 4 overlooking Phillips Village.

Responsibility/Time Frame: Conservation Commission/Long

**PLANNING TOPIC**

**Outdoor Recreation**

**State Goal:** To promote and protect the availability of outdoor recreation opportunities for all Maine citizens including access to surface waters.

**Town Goal:** To promote the availability of a wide range of outdoor recreation activities.

**Based on the Inventory and Analysis and local information, these are the concerns the Plan needs to address.**

Residents want to see hunting and fishing opportunities, hiking trails, cross country trails, bike paths and the railroad maintained and/or expanded.

Quality outdoor recreation opportunities are important to residents, visitors and the local and regional economies.

Based on the results of the Citizens Survey, some people support paying more taxes for a community center and hiking trails.

**Recommendations**

Support the programs of the Conservation Commission and Avon/Phillips Recreation Committee that provided recreation opportunities.

Maintain, expand and promote trails for snowmobiling, ATVs, bicycling and walking.

Recognize traditional outdoor recreation activities such as fishing, hunting, swimming and hiking and encourage education, safety and respect for private property.

Provide public access to the Sandy River and ponds.

Encourage large landowners to continue to allow the public to use their land for hunting, hiking and other passive recreation activities.

Support the efforts of the Zone to redevelop the “old gym.”

**Actions**

Support the efforts of the snowmobile and ATV clubs to maintain and expand trail systems and landowner relations.

Responsibility/Time Frame

Selectmen/Ongoing



Support programs such as Project Land Share and land owner programs that support and encourage continued public access to private property for outdoor recreation activities.

Responsibility/Time Frame: Selectmen-Snowmobile-ATV Clubs/Ongoing

Assess the need for sidewalks, walking and/or bicycle paths in the Village and along the old railroad bed.

Responsibility/Time Frame: Conservation Commission/Mid & Ongoing

Seek grants to improve/expand walking/bicycling trails on the old railroad bed. Seek easements or purchase important access sites to the Sandy River and ponds.

Responsibility/Time Frame: Conservation Commission/Long & Ongoing

Provide technical and financial support to the Zone Coalition in the redevelopment of the “Old Gym.”

Responsibility/Time Frame Selectmen/Ongoing

**PLANNING TOPIC**

**Land Use and Development Patterns**

**State Goals:** To encourage orderly growth and development in appropriate areas of each community while protecting the State’s rural character making efficient use of public services and preventing development sprawl.

To safeguard the State’s agricultural and forest resources from development which threatens those resources.

**Town Goal:** To manage land use and development patterns in a manner that conserves valued community characteristics, demands on municipal services are minimized and the rights of property owners are respected.

**Based on the results of the Inventory and Analysis and local information, these are the concerns that the Plan needs to address.**

The current pattern of development characterized by the “Downtown Phillips” with its commercial and residential areas, scattered residential development in rural locations and large blocks of commercial forest land are important elements of Phillips’ character that should be maintained.

Subdivision and/or individual lot development accessed by public roads in poor condition will increase the cost of municipal service delivery.

New development adjacent to Route 4 needs to be undertaken in a manner that does not hinder traffic movement and safety.

Respondents to the Citizens Survey felt that there is a need to designate areas for various types of land uses.

New and redeveloped non residential land uses should consider noise, lighting, odor and traffic impacts on adjacent areas.

The sale of large tracts of commercial forest land into smaller lots for recreational or residential use will change the character of Phillips (and should be discouraged).

It is expected that over the next 10 years, there will be 50 new homes built or placed in Phillips.

Second or seasonal home development will occur at a rate equal to year-round residential development.

**Recommendations**

Maintain the land use and development characteristics of “Downtown Phillips” and allow for expansion.

Allow a range of lot sizes or densities based on current development patterns and the desire to maintain rural qualities.

Direct future mobile home park development to those locations suitable for densities associated with that development type.

Provide locations for commercial and manufacturing type development that will not conflict with less intensive land uses.

Manage development adjacent to public roads to maintain the character of Phillips.

Manage new residential development served by below standard public and private roads.

Encourage innovative residential development that conserves forestry resources.

Assure that when conversion of seasonal residences to year-round residences occurs, resource values are protected and impacts on municipal services are minimized.

Ensure that shoreline development maintains the quality of wildlife habitats, wetlands, scenic vistas and water.

## **A**ctions

Review the Zoning Ordinance and amend, if necessary, to allow for current patterns of development to occur in “Downtown Phillips.”

Responsibility/Time Frame: PIC/Short

Amend the Zoning Ordinance to direct mobile home park development to locations that are served by public roads with the capacity for the traffic to be generated and where soils are suited for the density.

Responsibility/Time Frame: PIC/Short

Inform those who plan to build along Routes 4 and 142 the need for a Maine Department of Transportation Driveway/Entrance Permit.

Responsibility/Time Frame: Planning Board-Code Enforcement Officer/Ongoing

Amend the Zoning Ordinance to prescribe location requirements, setbacks and buffers for those manufacturing and industrial type uses that carry potential adverse impacts related to traffic, noise, odor, smoke, light and others on adjacent areas.

Responsibility/Time Frame: PIC/Short

Determine the development density standard that should be established for forested locations to maintain parcels of sufficient size that could be managed for forestry.

Responsibility/Time Frame: PIC/Short

Review and amend the 1976 Subdivision Regulations to include standards relating to conservation of natural resources.

Responsibility/Time Frame: Planning Board/Short

Amend the Zoning Ordinance to provide a density bonus for subdivisions that are of an open space/creative design.

Responsibility/Time Frame: PIC/Short

Amend the Subdivision Regulations to consider lots of greater than 40 acres as lots for the purpose of subdivision review.

Responsibility/Time Frame: PIC/Short

Develop amendments to the Subdivision Regulations that require an applicant to provide at the sketch plan phase of subdivision review a sketch plan of both a traditional subdivision and open space/creative design subdivision with supportive information of the advantages and disadvantages of both designs. Based on the land characteristics and the policies contained in the comprehensive plan, the planning board should recommend the most appropriate type for the site.

Responsibility/Time Frame: PIC/Short

Develop amendments to the Subdivision Regulations to require subdivisions that propose lot access from off-site public roads to minimize driveways or access points through the use of frontage roads and/or common driveways.

Responsibility/Time Frame: PIC/Mid

Develop ordinance provisions that require town review prior to the conversion of a seasonal residence to a year-round residence. Standards to include adequacy of sewage disposal, that off-street parking is provided and maintenance of private roads is undertaken.

Responsibility/Time Frame: PIC/Mid

Amend ordinance provisions to require private driveways to be installed in a way to prevent water and sedimentation from flowing over or onto the surface of public roads.

Responsibility/Time Frame: PIC-Road Commissioner/Short

**PLANNING TOPIC**

**Natural Hazards**

**Town Goal: To protect life and property from natural disasters and hazards.**

**Based on the results of the Inventory and Analysis and local information these are the concerns the Plan needs to address.**

Damage to property may occur as the result of flooding, severe summer and winter storms and forest fires.

**R**ecommendations

Minimize losses due to flooding.

Encourage owners of property in floodplains to undertake flood proofing measures.

That structures are constructed to withstand snow and wind loads common for the Phillips area.

That development proposed in forested areas are designed to minimize loss due to forest fires.

Encourage property owners to be prepared for severe summer or winter storms.

**A**ctions

Place undeveloped floodplains in a resource protection district under shoreland zoning standards.

Responsibility/Time Frame: Planning Board/Short

Provide owners of property located in floodplains with information on methods to flood proof.

Responsibility/Time Frame: Code Enforcement Officer/Ongoing

Develop a public infrastructure improvement plan to correct areas frequently damaged by flooding.

Responsibility/Time Frame: Selectmen & Road Commissioner/Short

Develop building standards that establish snow and wind loads.

Responsibility/Time Frame: Code Enforcement Officer/Long

Develop ordinance standards to minimize loss of structures from forest fires.

Responsibility/Time Frame: Planning Board/Long

## PLANNING TOPIC

## Regional Coordination

**Town Goal:** To develop and participate in regional programs to achieve common desires.

**Based on the Inventory and Analysis and local information, these are the concerns the plan needs to address.**

**Economic Development/Job Opportunities-** It cannot be expected that in Phillips job opportunities can provide for all. While Phillips may undertake local actions to encourage economic growth, regional economic planning and development are needed to improve the overall area's economic conditions. Joint efforts are needed to improve and expand economic conditions and opportunities.

**Public Facilities and Services-** Phillips provides and/or shares public services with surrounding communities. These include public water, fire protection and solid waste disposal. In the future, expanded and additional shared municipal services may be beneficial in relation to costs and/or level of service.

**Transportation Systems-** Route 4 is the major north-south highway through Franklin County. It is an important highway for the transportation of logs and pulp wood to mills to the south and for tourists traveling to the Rangeley Lakes Region. While there has been recent improvement to sections of this important transportation corridor, there are still additional improvements needed. Route 142 traverses Phillips on its route from Dixfield to Kingfield. Regional interests need to continue to push for transportation improvements.

**Watersheds-** Phillips has three ponds and their total watersheds within its borders - Long Cove, Lufkin and Toothaker. However, it shares watersheds to ponds and lakes located outside of Phillips with Avon, Byron, Carthage, Perkins, Roxbury, Temple, Weld and Township No. 6. Studies over the past decade indicate phosphorus, which acts as a fertilizer to algae and other plant life in the lake, is a major threat to lake water quality. While shoreland zoning has provided some protection, the studies indicate phosphorus can be contributed in significant quantities from the entire watershed. Coordination with those communities that Phillips shares watersheds with needs to take place.

**Sandy River-** The Sandy River that begins in Sandy River Plantation and flows from some 60 miles before it meets the Kennebec. The Sandy which flows through the center of Phillips has been designated an Outstanding River Segment under the natural resource laws of Maine. The 1982 Maine Rivers Study identified the Sandy River as having statewide significance in relation to geologic-hydrologic, scenic, and inland fishing values. Under the State of Maine Surface Water Classification System, the portion of the Sandy above the Route 142 bridge in Phillips has the highest classification of AA which is applied to waters which are outstanding natural resources. Below the Route 142 bridge to its confluence with the Kennebec River, the Sandy is class B, the third highest classification. Because of its regional significance joint planning efforts are important.

**Groundwater/Sand and Gravel Aquifers-** Sand and gravel aquifers are generally large, continuous, sand and gravel deposits that extend along a river valley. The sand and gravel deposits fill the valley between the hills on either side to create a fairly flat valley floor. In most cases, the flow path of ground water through the aquifer is from the valley walls toward a stream or river flowing across the valley floor. The Maine Geological Survey has mapped the

location of significant sand and gravel aquifers. A low yield (less than 50 gpm) sand and gravel aquifer is located in Phillips Village. This aquifer is shared with the Town of Avon. Avon and Phillips should have common standards to protect this resource.

## **R**ecommendations

Support regional programs to improve and expand the local and regional economy.

Explore options and costs associated with expanded shared municipal services.

Seek improvements to Route 4 and other major highways.

Consider phosphorous export from development proposals in watersheds of lakes and ponds shared with other communities.

Maintain the regional values of the Sandy River.

Protect shared sand and gravel aquifers.

## **A**ctions

Work with local, regional and state economic development organizations to retain and attract business.

Responsibility/Time Frame: Economic Development Committee/Ongoing

Participate in joint delivery of municipal services including code enforcement when deemed practical.

Responsibility/Time Frame: Selectmen/Ongoing

Participate in regional groups and/or committees to advocate improvements to the regional transportation system.

Responsibility/Time Frame: Selectmen/Ongoing

Develop common phosphorous export standards for development proposals for the overall watersheds of lakes and ponds that Phillips shares.

Responsibility/Time Frame: Lake Association & Planning Board/Short

Determine the interest for forming a Maine Stream Team for the Sandy River.

Responsibility/Time Frame: Conservation Commission/Mid

Develop ordinance standards to require the use of best management practices to protect sand and gravel aquifers.

Responsibility/Time Frame: Planning Board/Short

# **F**uture Land Use Plan

## **P**urpose

The purpose of the Future Land Use Plan and Map is to identify the future development characteristics of Phillips. The narrative of the Future Land Use Plan identifies development areas where various land uses should occur. The development areas have been based upon a desire to direct future development to environmentally appropriate areas, to areas where adequate municipal services are available, and to maintain the Town's valued characteristics.

The Future Land Use Map shows the development areas. It is the purpose of the Future Land Use Map to indicate the general locations of desired future development. The map was developed utilizing various information obtained during the development of the comprehensive plan including environmentally sensitive areas, soil characteristics, current development patterns and accessibility by adequate public roads. It was developed without consideration of individual property lines or ownership and, thus, should be viewed as a visualization of how the comprehensive plan recommends the Town develop in the years ahead.

## **I**mplementation

The Future Land Use Plan and Future Land Use Map would be implemented through amendments to the Zoning Ordinance and Zoning Map. The Future Land Use Plan will provide basic direction to the drafters of ordinance amendments in relation to the purposes and dimensional requirements of the various zoning districts. The Future Land Use Map will also serve as a basis for the drafting of any changes to zoning districts. During the development of the ordinance and map amendments, the public would be given ample opportunity, through public meetings and hearings, for input.

## **P**hillip's Future Land Use Plan

A major purpose of the comprehensive plan is to establish a guide for ongoing development of the community. The plan establishes the foundation for land use decisions and defines areas most suitable for development. It is important that the plan sets forth a realistic development guide so that the community can prosper and at the same time maintain valued characteristics.

The Future Land Use Plan identifies desired future development patterns and characteristics. The Future Land Use Map synthesizes the statement of recommendations presented in the comprehensive plan. It must be realized that as demands dictate, the Future Land Use Plan and Map will require revisions. Principles which guided the development of the Future Land Use Plan included the following:



1. The desire to provide locations for business expansion and development.
2. The desire to manage development so that Phillip's valued characteristics including its ruralness, forest land, waters resources, wildlife, scenic views, natural resources and open spaces are maintained and the tax rate remains stable.
3. That the type and density of development are compatible with the natural/environmental constraints of the land to absorb future development. Maintenance and protection of surface and ground water, the soil's capacity for subsurface sewage disposal, the slope of land, scenic locations and views were key factors in plan development.
4. That "downtown Phillips" is a place where there are goods and services and residents and non residents want to go.
5. The desire to maintain the values that attract seasonal homeowners and summer and winter visitors.
6. That the location of new development does not place unreasonable demands upon the town to improve below standard public roads.
7. The desire to maintain the high quality of Phillip's own natural resources and those it shares.
8. The desire that the type and location of development be compatible with municipal services including the transportation system.
9. The desire to encourage the maintenance of forest lands.
10. That scenic locations and views that help define Phillip's character are conserved.

The comprehensive plan has made various projections and predictions relating to development to the year 2014. Year-round population has been targeted to remain stable at about 950. In addition, it has been expected that some 50 new year-round dwellings will be needed to house the 2014 year-round population. New seasonal residential development is expected to increase as growth continues in the Rangeley Lakes Region.

### **Special Protection Areas**

[For the purposes of the Growth Management Law the Special Protection Areas maybe considered as both Growth and Rural Areas]

Certain areas within Phillips warrant special consideration due to their likelihood of degradation as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or in some circumstances prohibition. Development regulation in most instances can be through standards in current ordinances or amendments to them. These areas include:

#### **Shoreland Area**

The purpose of the Shoreland Area is to protect the resource values and water quality of the ponds, rivers, streams and freshwater wetlands while permitting shoreland residential and recreational uses that are compatible with these resources. This area includes the land area within 250 feet of great ponds, rivers and freshwater wetlands greater than 10 acres in size as required by the State of Maine Shoreland Zoning Law.

Land use activities in these areas require strict oversight to protect water quality and the other values of these resources. Year-round and seasonal residential development that complies with the standards of the Mandatory Shoreland Zoning Act would be permitted as well as recreational type uses.

### **Floodplains**

The land area within 250 feet of the normal high water mark of the Sandy River and Obeton Stream that are also in the 100-year floodplain should be placed in a resource protection district under shoreland zoning which prohibits structural development. The exception to a resource protection district is in those areas where concentrations of development exist. In these areas, the existing Floodplain Management Ordinance should be strictly enforced.

The land area in all other 100-year floodplains should be regulated as required by the Town of Phillips Floodplain Management Ordinance.

### **Wetlands**

Open freshwater wetlands of 10 acres and more as mapped by the United States Department of the Interior and the areas within 250 feet of their upland edge that are identified as having high and moderate wildlife values should be designated as resource protection areas that prohibit structure development. Areas within 250 feet of the upland edge of other freshwater wetlands of 10 acres and more and not rated should be designated limited recreational under shoreland zoning. Other wetlands, through standards contained in the Zoning and Subdivision Ordinances, should be conserved to maintain their resource values and functions.

### **Steep Slopes**

Development including new roads that would serve structures should avoid areas of two or more contiguous acres with sustained slopes of 15 percent or greater. Standards in the Zoning and Subdivision Ordinances would be added that requires such development to take place away from these steep slopes.

### **Significant ground water supply areas/sand and gravel aquifers**

These areas, because of the potential for degradation and/or contamination, require new nonresidential development or redevelopment to take safeguards to minimize the potential of degradation. The Zoning and Subdivision Ordinances would be amended to contain performance standards that protect these water resources through the use of Best Management Practices.

### **Watersheds**

Surface water that includes ponds, the Sandy River and streams are important to community character. Activities in watersheds can have a significant impact on water quality. This is particularly true in lake and pond watersheds. Activities within the watersheds of all great ponds require management to minimize water quality degradation. Development and redevelopment will be required to meet phosphorous export standards.

### **Significant Wildlife Habitats**

Wildlife, both game and non game, are valued by both residents and visitors to Phillips. Suitable habitats are critical to their health and survival. Deer wintering areas, waterfowl habitat, riparian areas and large blocks of undeveloped land are critical habitats. These areas should be conserved through shoreland zoning standards and development standards that conserve their resource values.

### **Scenic View Locations**

There are several scenic views and view locations help define the character of Phillips. Their permanent loss would alter community character. Development standards will seek to minimize the impact of development on these locations.

### **General Purpose Area**

[For the purposes of the Growth Management Law the General Purpose Area is considered as a Growth Area]

The General Purpose Area contains the current built-up portion of Phillips including the “downtown” and areas suitable for similar type development due to proximity to municipal services including water and roads. The purpose of the Area is to allow a maximum diversity of uses, while protecting the public health and safety, environmental quality and economic vitality, by imposing minimum controls on those uses which, by virtue of their external effects (waste discharge, noise, glare, fumes, smoke, dust or traffic) could otherwise create nuisances or unhealthy conditions.

Appropriate types of development in the General Purpose Area include manufacturing, commercial and services, public and semi-public uses, institutional, single-family residential, multi-family, elderly housing, mobile home parks and recreation.

Development standards included in the zoning and subdivision ordinances should be flexible to provide for a continuation and expansion of traditional village type activities while maintaining the economic and social values of residential uses. Standards for non residential development should be used to determine compatibility of new development with existing uses. Such standards should include traffic, noise, odor, lighting, parking, landscaping, signage and structure design. A pedestrian environment and scale should be promoted by land use standards.

Minimum lot size or density should be 20,000 square feet to one acre depending on soil suitability for subsurface sewage disposal. More than one principal commercial structure should be permitted on a single lot provided the maximum lot coverage is not exceeded. Setbacks should reflect traditional village character with up to 60 percent of the lot covered by structures and other non vegetated surfaces.

### **Elderly Residential Area**

[For the purposes of the Growth Management Law the Elderly Residential Area is considered as a Growth Area]

The purpose of the Elderly Residential Area is to provide locations for the development of housing for the elderly. This Area limits land uses to elderly housing which may be in the form of individual apartments or congregate type housing. Accessory structures and uses that may include shared community spaces, health services and recreation areas are also allowed.

Density should be regulated by the land area requirements in the Minimum Lot Size Law and the State of Maine Subsurface Waste Water Disposal Rules. Not more than 40% of the lot area should be covered by structures and impervious areas.

### **Development Area**

[For the purposes of the Growth Management Law the Development Area is considered as a Growth Area]

The purpose of the Development Area is to provide locations for a wide range of land uses. Residential development including single-family residential, multi-family and mobile home parks and non residential land use such as commercial, manufacturing and commercial recreation is suited to this area. Public and governmental uses are also appropriate in this area. Development standards should consider the environmental limitations including slopes, soils, floodplains, watersheds and wetlands.

The Development Area includes those portions of Phillips that are served by state and local public roads that are generally in a condition to accept new development. To manage development in this area so that desired community character and values are maintained, the subdivision ordinances will require modification and the conditional use criteria contained in the zoning ordinance revised.

New residential subdivisions that will have lots accessed by the major public roads, Routes 4 and 142, should be designed to limit the number of individual drives entering the highways. This can be accomplished by common driveways and/or access roads. Individual lot residential development, or that development that does not require subdivision approval, should design their driveway entrances to maximize site distances. Setbacks from roads should be sufficient to maintain the rural nature of roadsides.

Nonresidential development and expansion will be managed under the conditional use provisions of the zoning ordinance. Compatibility criteria will be used to determine the appropriateness of the location of such development. These criteria should include highway suitability, entrance locations to minimize potential traffic hazards, noise, lighting, odor, smoke, signage, surface and ground water impacts, other environmental impacts, buffering and adverse impacts on residential locations.

The minimum lot requirement and density per dwelling should be a minimum of 40,000 square feet. Lot coverage or the area covered with structures and other non vegetated surfaces for nonresidential uses should not exceed 25% of the lot.

### **Rural/Woodland Area**

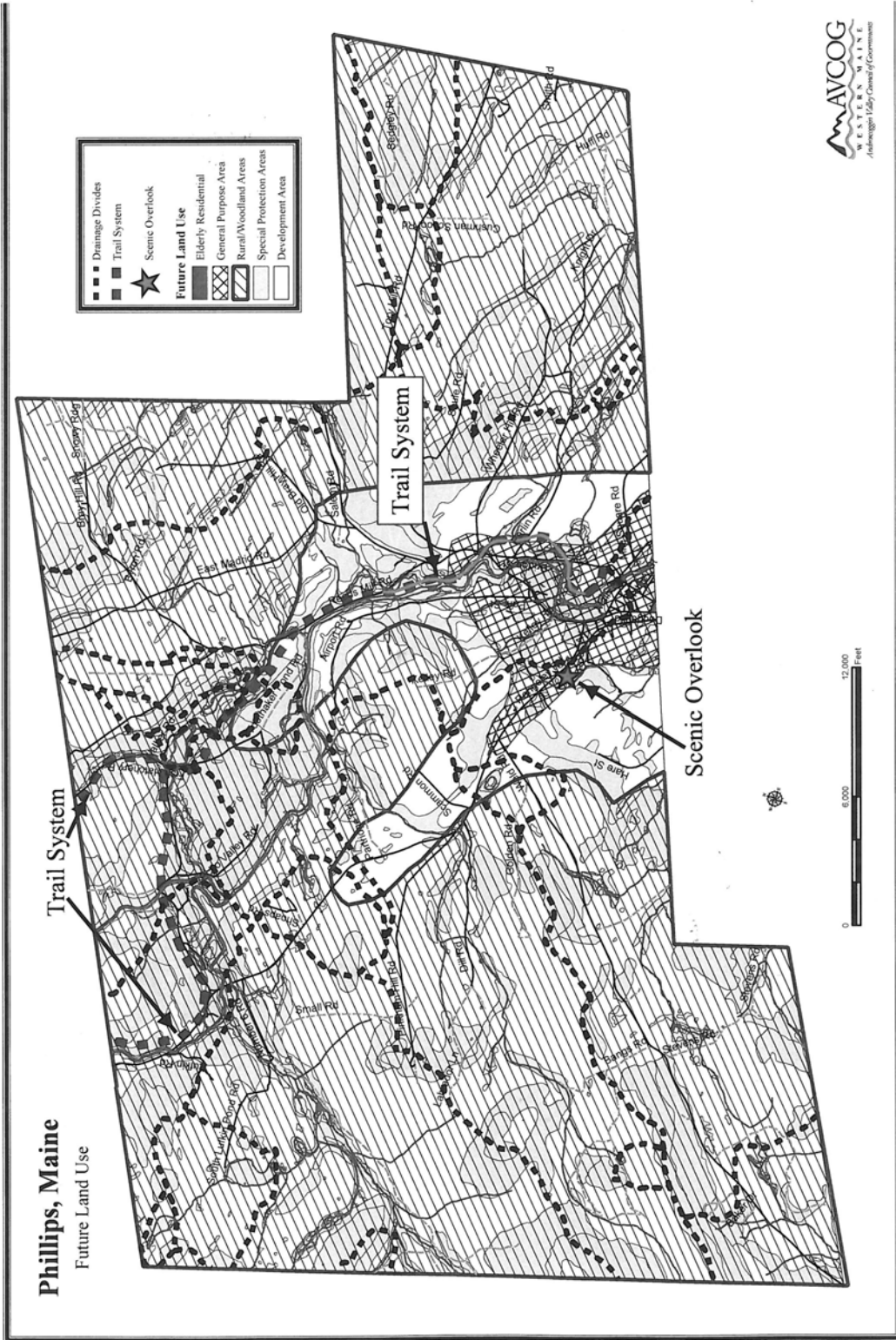
[For the purposes of the Growth Management Law the Rural/Woodland Area is considered as a Rural Area]

The purpose of the Rural/Woodland Area is to maintain large blocks of forest lands and minimize public expenditures to provide municipal services to those areas served by below standard roads.

This Area includes some locations that are not accessible by public roads and/or by below standard public and private roads. Development in these locations could result in significant expenditures of public funds to provide services. Appropriate uses for these areas are forestry and other land uses requiring rural locations and low density residential. Land uses compatible with rural woodland locations including natural resource-based processing and recreation are appropriate uses. When residential development takes place in this Area it should be undertaken in a manner to limit encroachment upon forest land.

Development standards should encourage open space type development that allows for reduced lot sizes and frontages for the set aside of open space and/or lands that can remain in commercial forestry. Densities for those holdings currently in “Tree Growth” should be such as to maintain parcels of sufficient size that could be managed for forestry with densities in the remainder of the Area, a minimum of two acres.

Subdivisions for residential purposes proposed to be accessed by roads closed to winter maintenance and/or roads deemed to be inadequate to carry the traffic associated with subdivisions should be prohibited unless road improvements are undertaken by the subdivider.



# Capital Investment Plan

## Introduction

Over the 10-year planning period roads, fire equipment, and other public facilities and equipment will require upgrading. Capital investments as contained in the Capital Investment Plan are expenditures greater than \$20,000 that do not recur annually, have a useful life of greater than three years, and result in fixed assets. They include new or expanded physical facilities, rehabilitation or replacement of existing facilities, and major pieces of equipment which are expensive and have a relatively long period of usefulness. Capital investments or improvements usually require the expenditure of public funds; town, state, federal or some combination thereof. Funding limitations will make it impossible to pay for or implement all needed major public improvements at any one time or even over a multi-year period.

Listed below are the significant capital investments which are expected over the next ten years identified during the comprehensive planning process. Individual items represent necessary equipment replacement/upgrading, facility improvements and investments necessitated by projected growth. The amounts of the identified expenditures may change after further study and town meeting action.

### CAPITAL INVESTMENT NEEDS 2005-2015

ITEM/PROJECT	YEAR	PRIORITY	ESTIMATED COST	PROBABLE FUNDING SOURCE
Fire Equipment Pumper/Tanker	2006	High	\$240,000.00	G/RF/B
Backhoe	2008	Medium	\$72,000.00	CR/RF
Sidewalk Improvements	2006-2011	Medium	\$150,000.00	RF/G
Town Office Upgrade		Medium		RF/B
Scenic Overlook Development	2010	Low		G
Trail Development	2007-2015	Medium		G/D

NOTES:

CR: Current Revenues	B: Bonding	G: Grants
RF: Reserve Funds	LL: Low Interest Loans	D: Donations

## Capital Improvements Financing

Capital improvements, as they are prioritized and scheduled for implementation through Phillips' multi-year Capital Improvement Program, require a funding source or means of financing. A variety of techniques for financing capital improvements exist and are outlined below. State laws usually govern which techniques are authorized and how they are to be carried out.

**CURRENT REVENUES (Pay-As-You-Go)**- The most fundamental and simplest means of paying for capital improvements is on a pay-as-you-go basis: funding capital improvements from current revenues. This has the advantage of avoiding bonding and its interest costs. Its disadvantage is that large scale capital improvements may require a similarly large amount of money to finance them. That would create an inordinate tax burden for the implementation period and extreme fluctuations in the tax rate. Spreading these costs over a longer period reduces such sudden impacts and rate swings.

**BONDING**- Borrowing against future taxes (general obligation bonds) or future service charges or fees (revenue bonds) to finance long-term public improvements is widely practiced and makes good sense from the standpoint of "paying-as-you-use." Bonding evens out the tax impact over time and allows the municipality to obtain vital improvements earlier in time than current revenue or reserve fund arrangements would permit. As a general rule, no improvement or equipment should be bonded beyond its service life and, thus, violate the pay-as-you-use rule. The chief disadvantage of bonding is the payment of interest on the borrowed money. The fact that purchasers of municipal bonds are usually exempt from payment of taxes on interest received causes the interest rate on such bonds to fall below market rates.

**RESERVE FUND**- A reserve fund is analogous to a family savings account for a future big ticket purchase (car, appliance, etc.). Reserve funds are often used to replace equipment with a known service life whose cost and date of replacement are fairly accurately known and can be planned for. The full replacement cost thus becomes available at the time when replacement is necessary without the necessity of bonding or suffering a sudden impact on the tax rate. Other advantages are that reserve funds may be invested to collect interest on their principal, thus reducing the tax revenue contribution required. Reserve funds, like bonding, even out the flow of revenues required for capital improvements.

**GRANTS AND COST SHARING**- A number of state and federal grant-in-aid programs exist to share the cost of certain categorical public improvements. Full advantage should be taken of these cost-sharing programs to maximize the benefits to the community, recapture an equitable share of locally generated taxes and secure vitally needed public improvements. Cost sharing grant programs exist in a wide variety of areas such as highways and streets, water quality, sewers, energy co-generation, parks, community development, conservation, school construction and bike paths.

**LOW-INTEREST LOANS**- In some cases, the federal and state governments have developed special low-interest loan programs to support certain categories of public improvements. These should be investigated as possible funding mechanisms for capital improvements falling within those categories.



## **C**apital Investment Plan Implementation

To implement the Capital Investment Plan, the Selectmen should develop a formal Capital Improvement Program that would be included in Annual Reports.

The Capital Improvement Program provides a mechanism for estimating capital requirements; scheduling all projects over a fixed period with appropriate planning and implementation; budgeting high-priority projects and developing a project revenue policy for proposed improvements; coordinating the activities of various departments in meeting project schedules; monitoring and evaluating the progress of capital projects; and informing the public of projected capital improvements.

In its most basic form, the Capital Improvement Program is no more than a schedule listing capital improvements, in order of priority, together with cost estimates and the proposed method of financing. Each year, the Capital Improvement Program should be reviewed and updated to reflect changing community priorities, unexpected emergencies or events, unique opportunities, cost changes or alternate financing strategies. The Capital Improvement Program consists of three elements:

- a) inventory and facility maintenance plan;
- b) capital improvements budget (first year); and
- c) long-term CIP (5 years).



**PHILLIPS  
COMPREHENSIVE  
PLAN  
SECTION II INVENTORY  
& ANALYSIS**



# I NTRODUCTION

The comprehensive planning process should be based on an accurate and comprehensive understanding of the community. In planning terms, the "community" means its people, infrastructure, services, and natural features. To provide that factual informational base, the Comprehensive Plan Committee, with assistance from Androscoggin Valley Council of Governments, collected, organized, and analyzed information about Phillips. Areas considered in the inventory and analysis elements related to population, economy, housing, transportation, natural resources, historic, cultural, and, archaeological resources, land use and development patterns, outdoor recreation, public facilities, fiscal capacity and natural hazards.

The information to prepare the inventory and analysis came from a number of sources. Individual committee members collected information only available in Phillips. Such information included scenic locations, home sale prices and recent development trends. Other information came from state and federal sources. State agencies provided information on the location of wildlife habitat, traffic volumes, traffic accidents and lake and pond phosphorous loads. Most of the characteristics of the Phillips' population was from the 1990 and 2000 Censuses.

The inventory and analysis also made several forecasts for the 10-year planning period. These included year-round and seasonal population growth and year-round housing demand. Such forecasts were based on past trends and acceptable forecasting techniques.

The inventory and analysis is intended to be a snapshot of Phillips based on the best information available in 2003-04. Communities are dynamic places and thus the inventory and analysis may not reflect all community characteristics at time of the adoption of the plan or five years from adoption. However, it presented a reliable picture of Phillips and provided the necessary direction for the Comprehensive Plan Committee to identify issues and implications and formulate town goals and recommendations.

# **H**ISTORIC AND ARCHAEOLOGICAL RESOURCES

## **Findings and Conclusions**

- ~ **In 1790, Perkins Allen was the first settler in Phillips.**
- ~ **There are several significant historic buildings in Phillips.**
- ~ **There are known and potential archaeological sites in Phillips.**

## **P**hillips, Maine - Rich History

### **Farming was first**

This fertile wilderness valley of the Sandy River was originally known as Shadagee, derived from the Indian name Chatauke, meaning "Great Place." The first settler to come was Perkins Allen, a sea captain from Martha's Vineyard, who in 1790 settled on the property now known as Whip-Poor-Will Farm. This farm was sold to Seth Greely, who built the first frame house on it and held the first church service and school in his barn.

Soon after 1790 several other families journeyed into this wilderness, coming from southern Massachusetts and New Hampshire towns. These first names recorded in old records included Greeleys, Churches, Davenport, Whitneys, Tufts, Howards, Thompsons, Hoyts, Pratts, Wilburs and others. By 1805, there were 21 families in a widely scattered area on both sides of the Sandy River.

Farming was the principal occupation of the first inhabitants of this region, and the life was extremely hard. Clearing the primeval woods, erecting cabins for shelter, and persuading the land to yield enough annually to sustain the family through the winter was indeed rugged work. The most successful settlers were those who brought plenty of help along, such as Micah Whitney, who arrived in Phillips in 1810 with a family of twelve.

Clearing the land for farming could yield a valuable source of income from farmers who gathered the ashes of their burned woods. They would leach the ashes and boil down the leach to create a liquid called pot-ash. This pot-ash could be further boiled down to create pearl-ash which was worth even more. Biscuits made with pearl-ash as leavening were said to be tops.

Settlers raised wheat and other small grains. So successful was this early grain production that Western Maine began to be called the bread-bowl of the nation.

In 1811 with 50 families living here, a petition was signed by 37 men and sent to the General Court of the Commonwealth of Massachusetts, requesting that the Plantation north of the Township of Avon, be granted the right to become a township in order that roads and schools might be built and a future for the area determined. A request that the town be called Troy or Gerry was not granted but instead it was designated "Phillips" after William Phillips, a proprietor of this section of the Jacob Abbot Grant. The first town meeting was held March 14, 1812. The first board of selectmen was elected; they were Jacob Whitney, Benjamin Tufts and Issac Davenport. These surnames are still common in the area today.

### **Industry followed**

We think of industry today as something that brings money into town, but the first industries of Phillips were set up purely in the interest of serving settlers whose farms were in the immediate neighborhood. The first mill was a combination saw and gristmill built in 1800, at the lower falls of the Sandy River, by Francis Tufts of Farmington. Other mills, including many saw mills, a grist mill, furniture factories, potash mill, a clover mill, and a lime kiln, were in operation and stores were opened at both ends of town.

In 1808 Benjamin Wilbur built the first bridge across the Sandy River near the Tufts Mill. Before that, all lumber and grain for the mill, as well as passengers, crossed the river by raft.

The first real industry of Phillips, in the modern sense, was the clapboard and shingle business. With plenty of pine in the township, and a comparatively simple sawing equipment required, Phillips exported its product to Farmington, 20 miles away, or, getting even better prices, the port of Hallowell 65 miles away. Freighting this material, like all other bulk products, were done by ox teams on snow.

Another industry took advantage of the fact that the many farmers in the area were raising sheep and had wool to sell. The Phillips Woolen was founded by John Mayall, the nephew of the Samuel Mayall who opened the first woolen mill in America in the 1790s in the town of Gray, Maine. The Phillips Woolen Mill operated with slight interruptions for over a century and developed a national reputation for custom work. Though only the foundation of mill remains, the swimming hole on the Sandy River right near the bridge on the Salem Road is still referred to as the Woolen Mill.

Another reminder of a more bustling time in Phillips history is the Diamond Match building, or what's left of it. The huge cement structure resembles an ancient ruins with its roof open to the air and foliage growing through the windows. Interestingly, no matches were ever made at this building, but over the years many spools, toothpicks and clothespins emerged from those walls, at its height in 1930, employing 350 people.

Some other industries which have contributed to the life of Phillips over many years are: the Austin Spool Mill, active at the turn of the century; the International Manufacturing Company; the Cornwall Industries; McLain's Novelty Mill; Harry Bell's Skewer Mill; many lumber mills too numerous to list; and J.L. Coombs Company, a modern factory where moccasins and other footwear were made and sold.

### **Along came the railroad**

In 1879 the Sandy River and Rangeley Lakes Railroad Company was organized. The first train came into Phillips in November 1879. By 1891 the two-foot wide track was completed along the steep shores of the Sandy to Rangeley. For more than 50 years, until its sale in 1935, the business and commerce of the town were influenced by the little two-footer.

This railroad took advantage of the fact that the Sandy River had never been developed for log driving, and there still remained in the area virgin stands of spruce and some pine. Thousands of cords of lumber were hauled from the area by its cars and the beauty of one of the nations finest vacation areas opened to many visitors. The Sandy River and Rangeley Lakes Railroad Company became the largest, best equipped and best managed narrow gauge railroad in the nation.

There is now a museum in Phillips that has a locomotive and several restored narrow gauge rail cars, and offers train rides along the track to the round house through the spring, summer and fall. Railroad aficionados come from miles around to see this unique setup.

The depot for the railroad still stands and is kept in good repair by the American Legion, who uses it every week for cribbage and bingo.

### **Notable places**

Follow the old railroad bed and it takes you to the Salmon Hole, named for a time when there were no dams down river on the Sandy and anadromous (sea run) fish ran every year. One of the most exciting spring events was the spearing of these fish by lantern light. People in good graces with the landowners still enjoy swimming at this sandy spot.

The Big Rock, otherwise known as Daggett Rock, was a tourist attraction back in the day. It is a granite boulder measuring 50 to 60 feet in diameter, with its top 30 feet above the level of a nearby hillside. Each year, geology students from the University of Maine at Farmington trek up to inspect this unusual glacial deposit.

Churches were built with every pew occupied on Sunday morning. The old Brick Methodist Church in 1835 was later torn down; the Union Meeting House, now the Congregational Church, also erected in 1835 served three denominations, Congregationalists, Universalists and Baptists; with the present United Methodist Church being in 1867. The Baptists had been active in town since 1794 and the Congregationalists since 1822, meeting in homes before the erection of the Union Meeting House.

The Phillips Historical Society occupies the Capt. Joel Whitney Home (Vose House) situated just across the street from the Congregational Church.

### **Water, fire, cold**

The Sandy River with its promise of water power from both upper and lower falls was one of the prime factors in the selection of sites for early homes. It was soon learned that this usually quiet stream can, on occasion, become a destructive force.

Records show that at least ten freshets from the early 1800's on, including the Run Away Pond Catastrophe of 1847 which carried away the then thriving Bragg Corner settlement, to the historic flood of 1869, washed away mills, bridges and homes.

Another enemy of the town has been crippling fires. Five times large portions of both villages have been devastated by major fires. The most recent fire, and perhaps the most significant, was in 1970 when the Beal Block burned. The Beal Block was a wooden structure 120 feet long, 65 feet wide and three stories high.



The building dominated the business district; it housed up to ten businesses including two banks, telephone exchange and town office. It is understood that by 1970, the Beal Block was the only survivor among structures of this type built a century earlier.

Another tragic event in local history was the "The years without a summer." A significant number of people from Phillips emigrated to Ohio and other Midwestern states in 1818, following three years of poor crops because of extreme cold.

After each tragedy people of the town, with grim determination, pulled together to rebuild. Perhaps because of this history, people of Phillips have a strong will to survive and will readily help others in their time of need.

## Now

More than 200 years have passed since Captain Allen made the first house in the wilderness of the Sandy River Valley. There are fewer people here than there were when Phillips reached its peak population of 1,873 in 1870. The 900 of us who remain live in some of those same homes, made comfortable with heat and light at the pressing of a button. Our good roads, pure water, modern schools, and countless other advantages have replaced the old ways of other days. Let us never be guilty of forgetting these sturdy ancestors or of failing to appreciate the heritage, which is ours because of them.

## Historic Structures

There is a growing recognition among citizens and government across the country of the value of a community's historic resources. Historic buildings provide insight into a community's past as well as help answer broader questions about history. Serving as functional elements of a community, maintained historic buildings can conserve resources, time, energy and money while they sustain a sense of community character.

The National Register of Historic Places is an official list of those historic resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register includes those districts, sites, buildings, structures and objects that are significant to American history, architecture, archaeology, engineering and culture. In addition to the recognition that listing provides, registered properties are afforded a measure of protection from development projects that are funded, licensed or executed by the federal government. Registered properties are provided no protection by such registration from activities undertaken by their owners with private financing. There are three structures listed on the National Register of Historic Places in Phillips.

### Structures on National Register of Historic Places

Name	Address
Maine Woods Office	Main Street
Union Church	Main and Pleasant Streets
Capt. Joel Whitney House (Vose House)	Pleasant Street

## Historic Structures and Site of Local Significance

Fly Rod Crosby's Home  
The Jail

Ambleside Building

The Depot  
Whittemore Building

## Archaeological Resources

Archaeological resources are physical remains of the past, most commonly buried in the ground or very difficult to see on the surface. Archaeological sites are defined as prehistoric or historic. Prehistoric sites are those areas where remains are found that were deposited thousands of years before written records began in the United States. These sites are the only source of information about prehistory. More recent archaeological sites are those sites which occurred after written records began. In Maine, archaeological sites are most commonly found within 25 yards of an existing or former shoreline and early and/or discontinued roads.

The Maine Historic Preservation Commission reports one known prehistoric archaeological site on the Sandy River and two historic archaeological sites, the Whitney-Davenport Lime Kiln and the Bachelder Homestead in Phillips. In addition to the known archaeological sites, the Commission has identified areas adjacent to the Sandy River and Orbeton Stream as having archaeological resource potential. No professional prehistoric or historic surveys have been completed to date in Phillips.



# **P**OPULATION CHARACTERISTICS

## **F**indings and Conclusions

- ~ **Phillips' recent population decline can be attributed to loss of traditional employment opportunities.**
- ~ **Over the next ten years, year-round population is expected to remain in the 950 range.**
- ~ **Seasonal population is expected to increase over the next 10 years.**

## **I**ntroduction

By examining population characteristics, trends and forecasts, Phillips will be able to anticipate future demands on community services and land use changes. The population of Phillips includes a “year-round population” that, according to the U.S. Census decreased by 14% between 1990 and 2000, and a part time or seasonal population that has been growing. An estimate of the growth of the overall population likely in the next ten years and the characteristics of that population can provide a basis for estimating future demands on community services, the growth of the housing stock and the likely pattern of settlement.

Population growth is affected by the balance of births and deaths of the year-round population and the movement of people in and out of the town. This movement is related to the employment opportunities in the area, to the attractiveness of the town for families who may work within commuting distance and the attraction of the town for retired people whose numbers have grown in recent years. Another factor affecting the movement of population in or out of Phillips is the cost of housing. Generally, housing is less expensive in Phillips compared with surrounding communities.

When looking at the impacts of population change on the town, considering two population types is useful, year-round and part-time. Year-round population will pay local taxes, require town services and send children to local schools. Part-time or seasonal population owns vacation or second homes, pays local taxes, requires town services but does not send children to local schools.

## **Y**ear-Round Population Trends

One hundred years ago, the year-round population in Phillips was around 1,400. That number has not been surpassed again. Between 1980 and 1990, population grew at a slow rate, 5.5%.

It is expected that this slow growth can be attributed to modernization of the traditional natural resource-based industries, lumber and wood products and pulp and paper, which resulted in a demand for a smaller work force.

During the 1990s, Phillips' population decreased by 14%. Surrounding communities' population generally decreased at a much slower pace during the 1990s. Overall, Franklin County's population grew 2% from 1990 to 2000. While many factors contribute to population growth or loss within a community or region, out-migration was the controlling factor in Phillips' decrease in population between 1990 and 2000. It is expected that the continued decline in the traditional industries was a significant factor in population decline.

<b>Year-Round Population Change 1980-2000</b>					
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>1980-1990 Percent Change</b>	<b>1990-2000 Percent Change</b>
<b>Phillips</b>	<b>1,092</b>	<b>1,148</b>	<b>990</b>	<b>5.1%</b>	<b>-13.8%</b>
Avon	475	559	504	17.6%	-9.8%
Madrid	178	178	173	0.0%	-2.8%
Strong	1,506	1,217	1,259	-19.1%	3.5%
Weld	435	430	402	-1.1%	-6.5%
Franklin County	27,447	29,008	29,467	5.7%	1.6%

Source: U.S. Census 1980, 1990 & 2000

Population estimates prepared by the State Planning Office suggest a decrease of 3% in year-round population from 2000 to 2003.

<b>Phillips Estimated Population Change 2000-2003</b>				
	<b>2000</b>	<b>2003 (Est.)</b>	<b>Numerical Change</b>	<b>Percent Change</b>
<b>Phillips</b>	<b>993</b>	<b>960</b>	<b>-33</b>	<b>-3.3%</b>
Avon	506	489	-17	-3.4%
Strong	1,263	1,271	8	0.6%
Weld	403	395	-8	-1.9%

Source: Maine State Planning Office

The natural increase in population (the number of births minus deaths) totaled 27 from 1999 to 2003. This information suggests that out migration is the controlling factor in population change in Phillips.

<b>Phillips Births and Deaths 1997-2003</b>			
<b>Year</b>	<b>Births</b>	<b>Deaths</b>	<b>Natural Increase</b>
1999	17	9	8
2000	19	13	6
2001	12	9	3
2002	13	7	6
2002	9	5	4
2003			
<b>Total</b>	<b>70</b>	<b>43</b>	<b>27</b>

Source: Town of Phillips

## **A**ge Distribution

The greatest percentage of Phillips' year-round population (29%) falls within the 45-64 age group and is greater than that of Franklin County. The second greatest age category ( 20%) was 5-19. Phillips' elderly population (13%) is less than that of Franklin County. The median age of Phillips' 2000 population was 40.2 which was older than 38.2 for Franklin County.

<b>Population Distribution by Age 2000</b>				
	<b>Phillips</b>		<b>Franklin County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Less than 5	56	5.70%	1,514	5.10%
5 to 19	202	20.00%	6,591	22.40%
20 to 34	168	17.00%	5,250	17.80%
35 to 44	148	14.90%	4,627	15.50%
45 to 64	285	28.80%	7,301	24.80%
65+	131	13.20%	4,184	14.20%
<b>Total</b>	<b>990</b>		<b>29,467</b>	
<b>Median Age</b>	<b>40.2</b>		<b>38.2</b>	

Source: 2000 U.S. Census

## Educational Attainment

According to the 2000 U.S. Census, Phillips had a smaller percentage than Franklin County of its population 25 years of age and older with more than a high school education. Thirty-six percent had some college education or a degree. This compared to 44% for Franklin County.

## Occupation of Residents

The greatest number of workers in Phillips was in production, transportation and material moving occupations in 2000. It is expected that since 2000, the number employed in these occupations has declined due to the losses in traditional lumber and wood products industries.

Employment by Occupation 2000				
Occupation	Phillips		Franklin County	
	# of Workers	% of Total	# of Workers	% of Total
Management, professional and related occupations:	101	23.1%	3,798	27.6%
Service occupations	74	16.9%	2,353	17.1%
Sales and office occupations	77	17.6%	3,324	24.2%
Farming, fishing and forestry occupations	21	4.8%	272	2.0%
Construction, extraction and maintenance occupations	60	13.7%	1,513	11.0%
Production, transportation and material moving occupations	105	24.0%	2,477	18.0%
Employed persons 16 years and over	438		13,737	

Source: 2000 U.S. Census

## Income

Phillips' 1999 median household income was below that of the State and County but more than that of surrounding communities except Weld.

<b>Median Household Income 1999</b>	
<b>Phillips</b>	<b>\$30,579</b>
Avon	\$29,722
Madrid	\$22,292
Strong	\$30,568
Weld	\$37,250
Franklin County	\$31,459
State of Maine	\$37,240

Source:: US Census

In 1999 the largest number of households (87 or 20%) was in the \$35,000 to a \$49,999 income bracket. This is likely the reflection of the number of two worker households. The \$15,000 and less income brackets comprised 28% of the households.

## **S**easonal Population

Seasonal population is a measure of the number of people in a community who are not year-round residents. In Phillips this includes primarily individuals staying in second homes and camps and day trippers.

In 1972 the Public Affairs Research Center at Bowdoin Collage estimated that the peak seasonal population for Phillips was approximately 300 in 1970. Since 1970 there has been no municipal seasonal population estimates prepared on a state wide basis. To estimate current seasonal population, the number of seasonal residences was considered. It is estimated that today, peak seasonal population in Phillips could exceed 500 should all seasonal residences be occupied.

Peak seasonal population in the greater Phillips area is significant due to the influence of Mt. Blue State Park and the Rangeley Lakes area.

## **P**opulation Projections

### Year-Round Population

Anticipating population change is an integral part of the comprehensive planning process. Depending on future population characteristics, various community needs and facilities can be identified as well as providing an indication of future housing demand. It should be understood, however, that predicting population with great accuracy at the single community level is difficult.

Year-round population change is the result of two primary factors, natural increase and migration. Natural increase is derived from the number of births minus the number of deaths over a specific period. Migration is the number of persons moving into or out of a community over a period of time. Based upon

the U.S. Census, Phillips experienced a population decrease of 158 persons between 1990 and 2000. Out-migration was an important factor in that decrease.

The 2014, year-round population forecast prepared by the Maine State Planning Office for Phillips is 940. This forecast indicates a slight decline in population based on past trends and employment opportunities. Our aging population, or the baby boom generation that is nearing retirement age, is reflected in Phillips' estimated 2014 population age groups. The age group distribution of 2014 population reflects an increase in the 45-64 age category to 40%. The 5-19 age category will decrease by almost half by the year 2014 to 12% reflecting fewer people in the child bearing ages. The 65-year-old and older category will also increase.

<b>Phillips Population Distribution by Age 2014</b>		
<b>Age</b>	<b>Number</b>	<b>Percent</b>
Less than 5	54	5.7%
5-17	111	11.8%
18-29	114	12.1%
30-44	154	16.4%
45-64	373	39.9%
65+	135	14.4%
Total	940	

Source: Maine State Planning Office

## **S**easonal Population

Future seasonal population will consist of both part time and transient. Growth in seasonal population will depend on growth in second/seasonal homes. Since the 1980s the number of seasonal homes has doubled reaching 180 in 2000. It is expected that changes in land ownership and increased land cost in the Rangeley and Weld regions will create a demand for seasonal home development in Phillips over the next ten years. Thus, it can be expected that a 20% increase in seasonal population will occur over the next ten years.



# ECONOMY

## Findings and Conclusions

- ~ **The regional economy has changed from goods producing to service providing.**
- ~ **Phillips serves as a small service center for residents of Phillips and surrounding communities.**
- ~ **Expansions in service businesses are likely as recreation and tourism expands in the region.**

## Regional Economy

All Franklin County communities (except for Carthage) are designated as one labor market area, the Farmington LMA. Also included are the Androscoggin County towns of Livermore and Livermore Falls and the Oxford County town of Canton. The northern portion of Franklin County has been dependent upon manufacturing for employment, but also tourism because of significant natural resources. Highlighted below is employment by sector for 2001.

- Total employment in the LMA was 13,720, 25% goods producing jobs, 55% service providing jobs and 20% government jobs.
- In manufacturing, 660 or 26% of the jobs produce durable goods, while 1,830 or 74% produce non-durable goods.
- Transportation and utilities make up 31% of service jobs, retail 25%, health and social services 25%, leisure and hospitality 23%, finance, insurance and real estate 8%, professional and business services 4.3%, and information jobs 1%. \*Totals do not equal 100% because some categories are subcategories of a larger sector.

The economic base of the Farmington LMA consists of several large employers (over 250 employees) in the footwear and paper manufacturing, health services, and government sectors, concentrated in the southern end. These include International Paper, Franklin Memorial Hospital, University of Maine at Farmington, MSAD 9, and Otis Specialty Papers.

The unemployment rate for the Farmington LMA does not closely follow the State's unemployment rate. Due to the relatively high number of tourism related industries (skiing, hiking, snowmobiling, resorts) unemployment usually peaks during the transition months of May and November. This LMA experienced higher unemployment than the State of Maine for all months from January 2001 to March 2003. During this period, unemployment peaked in June 2001 at 7.2%.

Over the two-year period, the lowest unemployment rate occurred in March 2001, where unemployment stood at 4.8% – still 1.5% higher than the state average.

Overall, from 1998 to 2002, total retail sales increased 13% in the Farmington area, which includes Avon, Chesterville, Farmington, Industry, New Sharon, New Vineyard, Phillips, Strong, Temple, Weld and Wilton. The largest gain was in other retail sales 19.5%, followed by restaurant and lodging 18.9%, general merchandise 18%, building supply sales 11.6%, and automobile sales 6%. Food stores decreased 5.5%.

## Phillips' Economy

In the early years, the economy of Phillips was based on changing wood and crops into usable products. There were many saw mills, a grist mill, furniture factory, potash mill, clover mill, and a lime mill. These smaller mills grew and included the Austin Spool Mill, International Manufacturing Company, Berst Foster Dixfield Company employing as many as 350 in 1939, Phillips Woolen Mill, Cornwall Industries, McLain's Novelty Mill, Harry Bell's Skewer Mill and J. L. Coombs Footwear.

The economy of Phillips today is much different. Today, most workers leave Phillips to travel to Farmington, Rangeley, Jay and other locations for employment. Phillips acts as a small service center for its citizens and those of nearby communities providing a wide variety of businesses and services. There is a modern grocery store, a hardware store, two automobile service stations, bank, fuel oil company and funeral home. There are craftsmen, builders, contractors, electricians and plumbers and other small businesses that employ one or several people. There are others that make and sell their products other places and on the internet.

## Labor Force

Since 1998, Phillips' labor force has decreased slightly. The annual average unemployment rates in Phillips have been more than double the rates of Franklin County. This is due in part of the number of workers employed in forestry and construction.

Average Annual Labor Force 1998-2002				
	Town of Phillips		Franklin Co.	Maine
	Labor Force	Unemployment Rate	Unemployment Rate	Unemployment Rate
1998	496	14.7	6.7	4.4
1999	497	14.6	7.0	4.1
2000	508	15.4	6.6	3.5
2001	490	14.1	6.4	4.0
2002	486	13.0	5.4	4.4

Source: Maine Department of Labor

In 2000, the greatest number of workers were employed in education and health and social services. Manufacturing occupation followed closely with 21% of the labor force.

Over the period between 1990 and 2000, employment in manufacturing dropped from 34% of the labor force to 21%. This represents almost 70 jobs. Additional jobs in manufacturing have been lost since 2000.

<b>Distribution of Labor Force by Industry 2000</b>				
<b>Industry</b>	<b>Phillips</b>		<b>Franklin County</b>	
	<b># of workers</b>	<b>% of Total Employed Labor Force</b>	<b># of Workers</b>	<b>% of Total Employed Labor Force</b>
Agriculture, Forestry	34	7.8%	444	3.2%
Construction	43	9.8%	896	6.5%
Manufacturing	93	21.2%	2,478	18.0%
Wholesale Trade	5	1.1%	262	1.9%
Retail Trade	42	9.6%	1,779	13.0%
Transportation and warehousing and utilities	26	5.9%	454	3.3%
Information	6	1.4%	141	1.0%
Finance, insurance and real estate	8	1.8%	724	5.3%
Professional, scientific, management and administrative	24	5.5%	539	3.9%
Education, health and social services	109	24.9%	3,519	25.6%
Arts, entertainment, recreation and food services.	22	5.0%	1,379	10.0%
Other services	15	3.4%	666	4.8%
Public administration	11	2.5%	456	3.3%
<b>Total</b>	<b>438</b>		<b>13,737</b>	

Source: 2000 U.S. Census

## Work Location: Phillip's Residents

Over the past 20 years there has been a shift in the location of employment of Phillips' workers. Less than a third of Phillips workers live and work in Phillips. In 1980, 38% of Phillips residents work in Phillips. In 2000, 145 workers traveled to Farmington and Strong for work. It is expected that the number of workers traveling to Strong has decreased due to plant closings there.

### Phillips Resident Work Locations 1980-2000

Where Phillips Residents Worked	# of Phillips Residents Working at the Location-1980	Percentage of Total Resident Workers-1980	# of Phillips Residents Working at the Location-2000	Percentage of Total Resident Workers-2000
<b>Phillips</b>	<b>139</b>	<b>37.7%</b>	<b>130</b>	<b>30.2%</b>
Farmington	40	10.8%	88	20.5%
Strong	103	27.9%	57	13.3%
Rangeley	14	3.8%	20	4.7%
Avon	-	-	16	3.7%
Jay	-	-	15	3.5%
Kingfield	11	3.0%	15	3.5%
Weld	4	1.1%	8	1.9%
Wilton	-	-	8	1.9%
Other	58	15.7%	73	17.1%
<b>Total</b>	<b>369</b>		<b>430</b>	

Source: 1980 & 2000 U.S. Census

## Commuting Patterns: Entire Phillips Workforce

According to the 2000 Census, 212 persons worked in the town of Phillips (a combination of residents and nonresidents). This was a decrease of approximately 30 from 1980. Approximately 60% of the people working in Phillips live in Phillips. Of those who commuted to Phillips, most came from the neighboring communities of Avon, Madrid and Strong.

## Taxable Retail Sales

The Maine State Planning Office tracks data on taxable retail sales derived from sales tax collections. Consumer retail sales do not include business operating purchases and, thus, provides a more accurate picture of what is commonly thought of as retail store sales. Between 1998 and 2002, consumer retail sales increased by 33%.

<b>Phillips Consumer Retail Sales 1998-2002</b>		
<b>Year</b>	<b>Consumer Sales</b>	<b>Percent Change</b>
1998	\$2,433,100	
1999	\$2,621,100	7.7%
2000	\$2,824,500	7.8%
2001	\$2,847,300	0.8%
2002	\$3,289,300	15.5%

Source: Maine State Planning Office

## **L**eakage of Retail Sales

Assessing total consumer sales data is not enough to form the basis of an area's economic performance. To further evaluate an area's economic activity, it is important to assess other trends. One of the best ways to identify retail sale trends is by analyzing the "pull factor." A pull factor is calculated by dividing a community's per capita sales (retail sales divided by the population) by the state average per capita sales. This factor provides a measurement of purchases by residents and nonresidents. As the name suggests, the pull factor measures the retail drawing power of a community.

The magnitude of the pull factor indicates whether a community is attracting business or losing it to other communities. A pull factor less than 1.00 suggests the community is losing retail business. A pull factor of 1.00 indicates there is a balance of sales equal to the average for the state. A pull factor greater than 1.00 indicates the community is attracting business from other areas.

The consumer retail sales data was obtained from the Maine State Planning Office, and population was based on the 2000 Census. The following table indicates that in 2000, Phillips had a leakage of consumer sales. Farmington had a large pull factor which can be attributed in part to the WalMart Store.

<b>Pull Factor for Consumer Retail Sales 2000</b>				
	<b>Sales in \$000</b>	<b>Population</b>	<b>Per Capita Sales</b>	<b>Pull Factor</b>
<b>Phillips</b>	<b>2,825</b>	<b>990</b>	<b>\$2,854</b>	<b>.32</b>
Farmington	105,196	7,410	\$14,220	1.61
Strong	4,719	1,259	\$3,750	.43

## **E**conomic Expectations

Phillips will continue to serve as a small service area for the town of Phillips and surrounding communities. Business and employment opportunities in the recreational or tourist area will expand.

# Housing

## Findings and Conclusions

- ~ In 2000, the Census reported 629 total housing units, 450 year-round and 179 seasonal or second.
- ~ Some 50 new year-round dwellings are expected over the next 10 years.
- ~ Over the next 10 years, there will be a continued demand for seasonal or second homes.

## Introduction

Housing characteristics within a community is an important consideration of the comprehensive plan. The documentation of housing growth trends, availability of housing, its affordability and condition are important planning considerations. This information will allow decisions to be reached concerning the need for additional housing, provisions for affordable housing and the need for a mixture of housing types.

## Housing Trends

In 2000, the Census reported 626 total housing units, 447 year-round and 179 seasonal or second. Since 1980, some 110 new housing units have been added to the Town's housing supply. Based on U.S. Census information, almost 100 of the added housing units were seasonal. Growth in new housing was greater between 1980 and 1990 than it was between 1990 and 2000.

Number of Total Housing Units 1990-2000				
	1990	2000	1990-2000 # Change	1990-2000 % Change
<b>Phillips</b>	<b>605</b>	<b>626</b>	<b>21</b>	<b>3.5%</b>
Avon	316	302	-14	-4.4%
Madrid	192	208	16	8.3%
Strong	567	614	47	8.3%
Weld	559	691	132	23.7%
Franklin County	17,280	19,159	1879	10.9%

Source: U.S. Census

Over the four years from 2000 to 2003, building permits were issued for 15 residences and seven camps or second homes.

## **T**ype of Housing Unit

Phillips' housing supply is comprised primarily of the traditional single-family home. In 1990, 79% of the all housing was single-family. The percentage of the tradition single-family home increased to 83% by 2000. This was the result of a decrease in the number of multi-family housing units. Seasonal or second homes comprised 28% of the total housing supply in 2000.

<b>Phillips Distribution of Housing Units by Type 1990-2000</b>				
	<b>1990</b>		<b>2000</b>	
	<b>#</b>	<b>% of Total</b>	<b>#</b>	<b>% of Total</b>
Single-family	476	78.7	531	83.1
Mobile home	62	10.2	79	12.3
Multi-family	67	11.1	28	4.3
Seasonal	153	25.3	179	27.8
<b>TOTALS</b>	<b>605</b>	<b>100</b>	<b>644</b>	<b>100</b>

Source: 1990-2000 Census

## **O**wner/Renter Patterns

Rural communities typically have a much larger percentage of owner-occupied dwelling units than renter occupied dwelling units. This is due to the large percentage of the overall housing supply consisting of the single-family home. In 2000, 87% of all housing units were owner-occupied and 13% were renter occupied.

## **H**ousing Conditions

The Comprehensive Planning Committee did not undertake a detailed housing conditions survey, the reason being that although scattered substandard housing exists in Phillips, it was not deemed a significant planning issue. However, several indicators of housing conditions from the 2000 Census were examined.

One indicator of the overall physical condition of a community's housing stock can be its age. However, caution must be exercised when age is considered as an indicator of physical condition. Many of Phillips' older homes are in excellent condition and are assets to the community.

The older dwelling units may, however, be in need of energy efficiency and/or electrical upgrading. In 2000, 54% of the total housing supply was constructed earlier than 1960.

Another indication of housing conditions relates to the completeness of plumbing facilities. In 2000, 4% or 17 occupied dwelling units lacked complete plumbing facilities for exclusive use of their residents.

## Housing Costs

The cost of purchasing or renting a home has increased in recent years. Numerous factors have led to these increased costs including land costs, construction cost and market demand. The cost of housing in Phillips is less than it is in Franklin County or the State. The 2000 Census reported that the median value of owner-occupied homes was \$58,500 in Phillips compared to \$82,800 in Franklin County. This is in part reflective of the older age of the houses in Phillips. Monthly rents are higher in Phillips than overall Franklin County.

2000 Housing Costs					
	Median Value Owner Occupied	Median Monthly Mortgage	30% or more of Income	Median Monthly Rent	30% or more of Income
<b>Phillips</b>	<b>\$58,500</b>	<b>\$625</b>	<b>26.8%</b>	<b>\$470</b>	<b>18.8%</b>
Franklin County	\$82,800	\$759	20.8%	\$430	38.0%
State of Maine	\$98,700	\$932	20.3%	\$497	34.0%

Source: U.S. Census

## Rental Rates

A detailed rental rate survey was not conducted as an element of the comprehensive plan because rental units comprise such a small portion of the town's housing supply. The 2000 census reported the median rent was \$470. The Comprehensive Planning Committee conducted a rental rate survey of rental units in Phillips. That survey found the monthly rental rates in 2004 ranged from \$350 to \$450.

## Subsidized/Affordable Rental Units

There are 20 elderly rental units in Phillips located at the Shadagee apartment complex on Pleasant Street.

## Vacancy Rates

The vacancy rate for year-round dwelling units reported by the 2000 Census was 2.2% for homeowners and 13% for rental units.



## Affordable Housing

Increase in land costs and construction costs, coupled with market conditions, has created a significant affordable housing problem in some areas of Maine. The general "rule of thumb" states that housing should be able to be rented or purchased for a reasonable percentage of a household's income. These generally accepted percentages are 28% of gross monthly income for mortgage payments and 30% of gross income for rental payments (including utilities).

Affordable housing under the Comprehensive Planning and Land Use Regulation Act has been defined as decent, safe and sanitary dwellings, apartments or other living accommodations for a household whose income does not exceed 80% of the medium income for the area.

The common definition defines "very low income households" as those households with an income no greater than 50% of the median income for a four-person household, "low income households" as those households with an income no greater than 80% of the median income for a four-person household, and "moderate income households" as those households with an income no greater than 120% of the median income for a four-person household.

The affordable housing needs in Phillips can be qualified but to quantify the specific number of any needed affordable units for the current and future years is extremely difficult. A major factor in determining affordable housing need is the income of current or perspective households residing or wishing to reside in Phillips. To determine affordable housing needs, the estimated median income of \$36,000 for 2002 in the Farmington housing market was utilized. Based upon that data, the following table has been developed to represent affordable housing costs for very low, low and moderate income households.

<b>Affordable Sales Price of Homes and Rental Units For Very Low, Low and Moderate Income Households 2002</b>			
	<b>Family Income</b>	<b>Affordable Gross Rent (mo)</b>	<b>Affordable. Sales Price</b>
Very Low	up to \$18,000	\$450	\$28,800
Low	\$18,000-\$28,800	\$450-\$720	\$69,100
Moderate	\$28,800-\$43,200	\$720-\$1,080	Up to \$125,300

Based upon information derived from the real estate sales data, which indicated the median sale price of homes in Phillips averaged \$50,000 between 1998 and 1999. More recent real estate sale data collected by the Comprehensive Planning Committee found that in 2003 the average sale price of a year-round home in Phillips was \$47,000. In addition, the Committee found that in the years from 2000 to 2003 that approximately 40% of the year-round home sold for \$35,000 and less. The average sale price of homes is above the affordability range of many current and prospective residents that are in the very low income range. However, low and moderate income households can find affordable housing in Phillips. Current rental rates are generally in the \$400 - \$450 per month range.

## **F**uture Housing Demand

Based on the forecast that year-round population will decline slightly by 2014, new housing demand as a result of population growth will not occur. New housing will be developed to replace an aging housing supply, replace destroyed housing and meet changing housing needs. The Maine State Housing Authority reported that between 1998 and 2001 there was a net increase of 19 new year-round homes. It is expected that the yearly average of five new year-round homes will continue over the next ten years.

Seasonal or second homes comprised 28% of Phillips' total housing stock in 2000. It is important to consider future demand for seasonal or second homes when planning for the town. Several factors are important when considering future second home development. They include changes in traditional forest land ownership, redevelopment of the Saddleback Mountain Ski Area and expansion of the snowmobile and ATV activities. These factors indicate that Phillips will be attractive for more seasonal or second home development over the planning period. This demand will be met by the purchase of existing year-round homes and construction of new seasonal homes.

## **F**uture Housing Mix

Not only is an estimation of total new housing necessary in the comprehensive plan but also the type of year-round housing, owner and rental. Over the next ten years, demand for single-family housing will be greater than for multi-family rental type housing.



# **P**UBLIC FACILITIES AND SERVICES

## **F**indings and Conclusions

- ~ **The capacity of existing public facilities and services, for most part, are suitable to meet current and anticipated future demands.**
- ~ **Town office and administrative space improvements are need.**

## **I**ntroduction

An examination of public facilities and services and their capacities are an important part of the comprehensive plan. This section presents an analysis of existing town facilities and services and determines if public facility or service system additions and improvements will be needed. The Comprehensive Plan Survey found that most are satisfied with public services and facilities. Some areas that could be improved are sidewalks, recreational services, youth services and street lighting.

## **W**ater System

The Village area, as is a portion of neighboring Avon, is served by the Mt. Blue Standard Water District. The District was created in 1998 with the purchase of the system from a private owner. The District is governed by a five-member board, and day-to-day operation is overseen by a licenced water operator. Since the creation of the District, significant improvements have been made. These include changing from a surface water supply, Mt. Blue Pond, to a ground water source, covering a 500,000 gallon reservoir, distribution line upgrades and meters. The new well is located in Avon that pumps an average of 200 gpm but has a capacity of 300 gpm. The District owns 50 acres around the well.

The town obtained CDBG grants in 2000, 2001 and 2003 for the District to assist in upgrading the water system. One major distribution line upgrade remains to be undertaken in Phillips. The system has adequate capacity to meet current and anticipated future needs. At the present time there are no major extensions of the system planned.

The Department of Human Services has identified the well serving the Phillips Middle School as a non-community public water supply. New state law requires notification when specific activities are to be located in designated source protection areas.

## **P**ublic Sewer System

There are no public sewer systems in Phillips. All sewage is treated by subsurface sewage disposal systems. It is not foreseen that a public sewage system will be required over the ten-year planning period.

## Education

Phillips is a member of SAD #58 with the communities of Avon, Eustis, Kingfield and Strong. Students from Carrabassett Valley, Coplin, Coburn Gore Wyman, Jim Pond, Freeman, Madrid and Salem also attend District Schools. All high school students attend Mt. Abram High School in Salem. Elementary and middle schools are located in Phillips, Kingfield, Strong and Stratton.

Between 1998 and 2003 there was a 30 student or 15% decline in enrollment from Phillips in SAD #58 schools. The trend in declining enrollment was reversed in 2002 and 2003 with an increase of 12 students.

Phillips Public Student School Enrollment 1998 - 2003				
Year	K-8	9-12	Total K-12	% Change
1998	136	63	199	
1999	133	54	187	-6.0
2000	121	53	174	-7.0
2001	115	42	157	-9.8
2003	116	43	159	1.3
2004	125	44	169	6.3

Source: Maine Department of Education-April Enrollment

## Law Enforcement

There is no local law enforcement in Phillips. Police protection is provided by the Franklin County Sheriffs Office and the Maine State Police on a rotating schedule.

## Fire Department

Phillips is serviced by a local volunteer fire department and a mutual aid network. The fire station is located on Park Street. It houses the meeting facilities and the department's equipment. The station is in good condition. Existing major fire-suppression apparatus consists of the following:

2003	Ford F550 First Responder Truck
1987*	GMC Primary Pumper (* Due for replacement in 2007)
1985	GMC Tanker
1983	Ford F350 Squad Truck

1979	Dodge Forestry Pick-up
1971	International Pumper
	Thermal Imaging Camera/Jaws of Life/8 New Air Packs

## **E**mergency Medical Services

Emergency medical services are provided by Franklin Memorial Hospital with Advance Life Support backup. In 2003 the cost of the services was approximately \$65,000.

## **H**ealth Services

There are no local health services in Phillips. Medical services are found in Farmington, Kingfield, Rangeley, Strong and Lewiston.

## **H**ighway Department

The Highway Department maintains and constructs public roads, ditches and bridges and provides snow removal and sanding in the winter. There is an elected road commissioner. The department consists of the road commissioner, two full-time and one part-time employees.

The town garage is located on Park Street and was constructed in 1973-74. The facility houses town equipment and is adequate for current needs; however, a furnace needs to be replaced.

Existing major highway equipment includes the following:

1988	Mack Dump Wheeler
1985	Brigadeer Dump Wheeler
1991	6 Yard Dump
2000	F550 Ford Dump
1995	Galion Grader
1992	John Deere Backhoe
1977	Loader (To be replaced in 2004)

## **S**olid Waste Disposal

Phillips operates a transfer station and recycling center. The Town of Avon and Madrid Township also use the transfer station and recycling center. There is sufficient capacity at the facility for future growth.

## **Municipal Administrative Offices**

Administrative offices are on Main Street in a former bank. The two-story brick building is located on a 900 square foot lot with parking provided on-street. Structurally, the building is in good condition with the exception of general maintenance in that leakage occurs during heavy rain storms. Space is a problem, if more than a few people attend a meeting.

Larger meetings and town meetings are held at the Phillips Middle School.

## **Boards and Committees**

Phillips has a number of elected and appointed boards and committees. As needs arise, special committees are appointed to address specific subjects. Permanent elected and appointed boards and committees include the following:

Selectmen (three)	Board of Appeals
Budget Committee	School District Board
Planning Board	Recreation Committee
Conservation Commission	

## **Administration**

Phillips's town government is organized according to the general laws of the State of Maine as contained in Title 30-A of the Maine Revised Statutes Annotated. The town is governed by its citizens assembled at the annual town meeting and periodically at special town meetings. There are three selectmen elected on a rotating basis who serve three-year terms. The Selectmen appoint members of the various appointed boards and committees. There is a town manager who serves as the tax collector, treasure and registrar of voters. There is an elected town clerk.

At the present time, there is no certified code enforcement officer to enforce local land use ordinances.

## **Town Owned Property**

The Town owns 13 property parcels ranging in size from tiny to 19 acres. The following are properties owned by the town in 2004.

<u>Property</u>	<u>Location</u>	<u>Area</u>
Town Office Site	Main Street	900 sq. ft.
Elementary School Site (Vacant)	Russell Street	½ acre
Vacant Lot	Russell Street	6,000 sq. ft.
Park Site	River & Bridge Streets	½ acre
Mill Street Lot (Vacant)	Mill Street	.86 acre
River Bank Site	Amble Street	4,500 sq. ft.
Corner by River Site	Bridge & Amble Streets	3,500 sq. ft.
Trecartin Park Site	Park Street	½ acre
North Franklin Park Site	Park Street	19 acres
Transfer Station Site	Park Street	3 acres
Old Dump Site (Vacant)	Park Street	5.8 acres
Fire Training Lot	Park Street	12.4 acres
Town Garage	Park Street	
Fire Station	Park Street	



# **T**RANSPORTATION

## **F**indings and Conclusions

- ~ **Route 4 is important to the town and the region transporting goods, commuters, recreationists and tourists.**
- ~ **The majority of the sidewalks are considered in fair to poor condition.**
- ~ **Should future development be accessed by below standard roads, increased public expenditures will be necessary to serve such development.**

## **I**ntroduction

The transportation system in Phillips consists of roads, sidewalks and trail systems. There are approximately 56 miles of public roads. Of this number, about 39 miles are town-maintained roads. The State of Maine has maintenance responsibility of 17 miles of road.

## **R**oad Classification

The Maine Department of Transportation (MDOT) classifies highways based on their functions. Route 4 is classified as an arterial that carries high speed, long distance traffic and attracts a significant amount of federal funding. Collector highways collect and distribute traffic from and to the arterial routes serving places of lower population densities, and they are somewhat removed from main travel routes. Collector highways include Routes 142 and 149 and Main and Pleasant Streets. Local highways are all public roads not in the arterial or collector classification. They serve primarily for service to adjacent land areas and usually carry low volumes of traffic.

Based upon the MDOT functional classification system, there are 6.6 miles of arterial highway, 11 miles of collector highways and 39 miles of local highways.

Besides public roads, there are a number of privately owned gravel roads in Phillips that serve year-round and seasonal residential homes and logging operations. While the town has no maintenance responsibility on these roads, future development served by private roads is a planning concern. New development served by public or private roads not in suitable condition could impact fire fighting and other public service delivery.



## **H**ighway Capacities

The major highway through Phillips is Route 4. This 6.6 mile section of Route 4 is important to the town and the region transporting goods, commuters, recreationists and tourists. In 2003, the Maine Department of Transportation (MDOT) reported an Annual Average Daily Traffic volume (AADT) of approximately 2,200 vehicles on Route 4 in Phillips. This is close to the number of trips reported in 1988. The capacity of Route 4 in Phillips is sufficient to move current and anticipated traffic volumes; however, reconstruction of the segment north the Village is needed.

Routes 142 and 149 are also important highways. Route 142 provides for general east/west travel to the Dixfield/Rumford area and the Kingfield area. Route 149 connect Phillips with Strong. These highways carry some 1,200 vehicles per day. Their capacities are adequate for current and anticipated demands.

## **L**ocal Road Conditions

The examination of local road conditions is important for several reasons. Local road conditions can suggest the need for major capital expenditures for reconstruction or a need to direct new development to areas served by good roads to avoid costly road improvements in other areas.

There are approximately 21 miles of paved public non-State roads in Phillips. The conditions of these paved roads range from fair to good. Public graveled surfaced roads total approximately 18 miles and are considered in fair to good condition. Many roads have rather steep grades and are narrow.

## **M**otor Vehicle Crash Data

MDOT maintains records of all reportable crashes involving at least \$1,000 damage or personal injury. One element of the records is the identification of “Critical Rate Factor” (CRF), which is a statistical comparison to similar locations in the state. Locations with CRFs of 1.0 or greater and with more than eight crashes within a three-year period are classified as “High Crash Locations” (HCLs).

Based upon information provided by MDOT for the most recent period there were no locations in Phillips with a CRF greater than 1.00 and eight or more crashes. However, there is a section of Route 4 in Phillips which has a high crashes with moose.

## **S**tate Highway Improvements

The Maine Department of Transportation prepares a Biennial Transportation Improvement Plan and a Six-Year Capital Improvement Plan that identify transportation system improvements. In the current Biennial Transportation Improvement Plan, a 3.8 mile section of Route 4 in Phillips is scheduled to be reconstructed at a cost of \$2,500,000. The six-year Plan does not identify any projects in Phillips.

## Sidewalks

There are about 5,000 feet of sidewalks in the Village area. They are found along Main, Bridge, Pleasant, Depot and School Streets and River Road. The condition of these sidewalks range from good to almost non existing. The majority of the sidewalks are considered in fair to poor condition.

## Public Transportation

The Western Maine Transportation Services provides “demand response” and fixed-route transportation service to residents of Franklin, Oxford and Androscoggin Counties. Fixed-route service is provided on a daily basis and is available to the public. Its primary use is by the elderly, disabled, and low-income residents. Door-to-door, on-demand service is subsidized for elderly, disabled, and low-income and Medicaid-eligible riders and is also available to the public.

## Snowmobile/ATV Trail Systems

The local, regional, and State snowmobile trail system is important to the economy and is considered part of the town's transportation system. This trail system in Phillips includes portions of ITS 84 and 89. Trails are maintained by the North Franklin Snowmobile Club.

With the increase of popularity of all terrain vehicles, a system of trails is being developed for their use. The Narrow Gauge Riders ATV Club formed in 2003 is working to increase the number and quality of trails and promote healthy land-owner/user relationships.



# **F**ISCAL CAPACITY

## **F**indings and Conclusions

- ~ **Property taxes are the largest source of town revenues.**
- ~ **The town's tax rate has increased at an annual rate of 1 mil since 2000.**
- ~ **In terms of adjusted dollars for inflation, total municipal expenditures increased by 14% between 1997 and 2001.**
- ~ **The rate of growth in property valuation between 1997 and 2001 has been approximately the rate of inflation.**

## **I**ntroduction

A community's fiscal capacity refers to its ability to meet current and future financial needs through public expenditures. Over the next ten years, there will be demands to maintain and/or improve various municipal services, facilities and equipment. These demands could include improved roads, public facilities, and equipment. The comprehensive plan will make various recommendations requiring public investment. These recommendations must be considered in light of Phillips' fiscal capacity or its ability to finance such improvements.

## **R**evenue

The largest source of revenue is from property taxes. Between fiscal years 2000, when a revaluation was completed, and 2002, the local assessed valuation increased by approximately \$1.7 million or 4%. The 4% increase in valuation over the three-year period approximated the decrease in the value of the dollar based on the consumer price index (CPI). There has been about a one mil increase in the tax rate over the past three years. In 2002 the total assessed value of Phillips consisted of 95% land and buildings and 5% personal property. There is approximately \$2,153,000 of real property exempt from taxation. The state valuation of Phillips increased from \$35.8 million in 1999 to \$43.5 million in 2002 representing a 22% increase.

<b>Valuation and Mil Rate Phillips Fiscal Years 1999-2003</b>				
<b>Fiscal Year</b>	<b>Assessed Valuation (Local)</b>	<b>Annual % Change</b>	<b>State Valuation</b>	<b>Mil Rate</b>
1998	\$30,275,000			19.5
1999	\$30,468,000	0.6	\$35,850,000	19.5
2000	\$42,819,000	40.5	\$36,050,000	14.5
2001	\$44,120,000	3.5	\$40,450,000	15.7
2002	\$44,536,000	0.9	\$43,850,000	16.7

Source: Town of Phillips

Other major consistent sources of revenues are excise and intergovernmental revenues. Excise taxes collected in 2002 were \$123,000. Intergovernmental revenues that include state revenue sharing, local road assistance and other state and federal grants represented approximately 14% of total 2002 revenue.

<b>Municipal Revenue Phillips 1999-2002</b>					
<b>Fiscal Year</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Taxes	\$699,915	\$710,580	\$716,367	\$817,702	\$870,339
Charges for Services	\$42,867	\$50,335	\$50,293	\$57,814	\$72,553
Intergovernmental Revenues	\$258,575	\$219,825	\$218,903	\$203,253	\$195,289
Interest Income	\$10,739	\$14,582	\$12,454	\$15,616	\$12,312
Miscellaneous	\$1,734	\$8,491	\$8,047	\$10,108	\$5,242
<b>TOTAL</b>	<b>\$1,013,830</b>	<b>\$1,003,813</b>	<b>\$1,006,064</b>	<b>\$1,104,493</b>	<b>\$1,155,735</b>

Source: Town of Phillips

Note: Amounts may not equal total due to rounding

## Expenditures

Total municipal expenditures increased by approximately \$195,500 or 21% in the five-year period between 1998 and 2002. Considering the CPI for adjusting dollars for inflation, municipal expenditures increased by approximately 14 percent over the period. The largest expenditure item was for education that in 2003 accounted for 47% of the town's total expenditures. Between 1998 and 2002, this budget item increased by \$77,000 or 17%. The percent increase in education expenditures was the smallest of all the major expenditure categories. Other major expenditure items are for general government, public works and health and sanitation.

Expenditures Phillips Fiscal Years 1998 - 2002						% Change 99-03
Category	1999	1999	2000	2001	2002	
General Government	\$39,213	\$62,098	\$49,795	\$49,021	\$48,123	22.7%
Protection	\$82,279	\$79,231	\$92,916	\$92,527	\$112,435	36.7%
Health & Sanitation	\$92,146	\$101,277	\$95,228	\$112,282	\$120,226	30.5%
Public Works	\$117,459	\$131,102	\$216,860	\$201,191	\$183,216	56.0%
Leisure Services	-	\$446	\$491	\$555	\$3,992	-
Education	\$446,812	\$452,697	\$462,457	\$484,047	\$524,090	17.3%
County Tax	\$38,378	\$38,220	\$40,152	\$41,458	\$47,327	23.3%
Debt Service	\$22,245	\$21,667	\$21,110	\$21,110	\$21,110	-5.1%
Unclassified/Other	\$30,914	\$69,698	\$60,945	\$53,471	\$55,313	78.9%
<b>TOTAL</b>	<b>\$929,445</b>	<b>\$957,189</b>	<b>\$1,040,667</b>	<b>\$1,063,669</b>	<b>\$1,124,913</b>	<b>21.0%</b>

Source: Town of Phillip

## Capital Projects Fund

The town maintains capital project fund reserve accounts for capital projects. At the end of 2002, there was approximately \$71,000 in the capital project fund.

## Municipal Debt

As of the end of fiscal year 2002, Phillips had an outstanding long-term debt of approximately \$21,000. The amount of debt allowed a municipality is governed by state law; the law limits a town's outstanding debt to 15 percent of the town's last full state valuation. This limit is reduced to 7.5 percent if the debt for schools, sewer, water and special-district purposes are excluded. Based upon Phillips' state valuation, the maximum debt under state law, including debt associated with specials districts, would be approximately \$6.5 million. However, such a debt would increase the tax rate significantly. Nevertheless, should the town need to borrow for public improvements, Phillips has significant borrowing power.

## Fiscal Capacity

A community's fiscal capacity is based upon the ability to pay normal municipal operating costs, including education, public works, public safety and finance major capital expenditures compared with the ability of the tax base and other revenue sources to support such expenditures. In considering Phillips' capacity to fund normal municipal services and capital projects, two areas are important. First, in recent years, annual increases in valuation have been below or approximately at the rate of inflation. A rate of the increase in valuation greater than the rate of inflation would allow increased expenditures to be implemented without a mil rate increase. Secondly, Phillips does have significant borrowing power based on the maximums established in state law. Future borrowing for capital expenditures should be based upon projected valuation increases and their impacts upon individual taxpayers.



# NATURAL RESOURCES

## Findings and Conclusions

- ~ **The natural resources of Phillips are an integral part of the town's economic, social and cultural heritage.**
- ~ **The Sandy River above the Route 142 bridge has been assigned the highest water quality classification, AA.**
- ~ **There are some 17,000 acres classified under the Tree Growth Tax Law.**

## Introduction

The natural resources of Phillips are an integral part of the town's economic, social and cultural heritage. These resources provide for economic and recreational opportunities and deserve to be treated with diligence and respect. These resources include soils, surface water, groundwater, wetlands, forests, wildlife and fish habitats, and other critical natural resources.

## Topography

Topography relates to the general land form of an area. Often, a locale may be referred to as mountainous, hilly or flat. Knowledge of the topographic characteristics of a community is important because of its influence on development location, scenic views and aesthetics.

There are two factors that are important when topography is considered -- relief and slope. Relief refers to the height of land forms above sea level and relative to surrounding land forms. The highest elevation in Phillips is approximately 2,130 feet above mean sea level, and the lowest elevation is approximately 580 feet above mean sea level. Local relief is some 1,500 feet. Slope, or the rise and fall of the earth surface in a given horizontal distance, presents limitations to various land activities including development, agriculture, and forestry. Generally, as slopes become steep, greater than 15%, construction and other land use activities are more difficult and the potential for environmental degradation increases. Slopes of less than 15% generally do not present the engineering problems associated with development on slopes of greater than 15%. In Phillips approximately 20% of the land area has slopes in excess of 15%.

## Soils

Soils and their properties are extremely important to past, current, and future community characteristics. Soil scientists of the Soil Conservation Service have mapped and classified the soil types in Phillips.

While more than 36 different soil types have been identified in Phillips, two broad soil types are important. These are outwash/floodplain soils and upland soils. The outwash/floodplain soils include Lovewell-Cornish, Fryebury and Allagash. These soils are principally located on the valley floor adjacent to the Sandy River, South Branch Sandy River and Orbeton Stream. These soils are generally wet and often flooded. Such characteristics are limitations to development but are the best soils for agriculture that may be found in Phillips.

The second broad type of soil is upland. These are found on the hills and ridges and range from well drained to poorly drained. Soil types include the Marlow-Dixfield, Colonel-Dixfield Associations and the Lovewell-Cornish Complex. Some of these soils on less steep slopes are suitable for development and range from fair to good for tree growth.

## Surface Water

Ponds, rivers and streams are important natural resources. Phillips’ surface water includes six ponds: Adley, Beaver, Long Cove, Lufkin, Stetson and Toothaker. Major rivers and streams include the Sandy, River, South Branch Sandy River and Orbeton Stream. These waters are used for a variety of recreation activities including boating, fishing and swimming.

**Pond Characteristics**

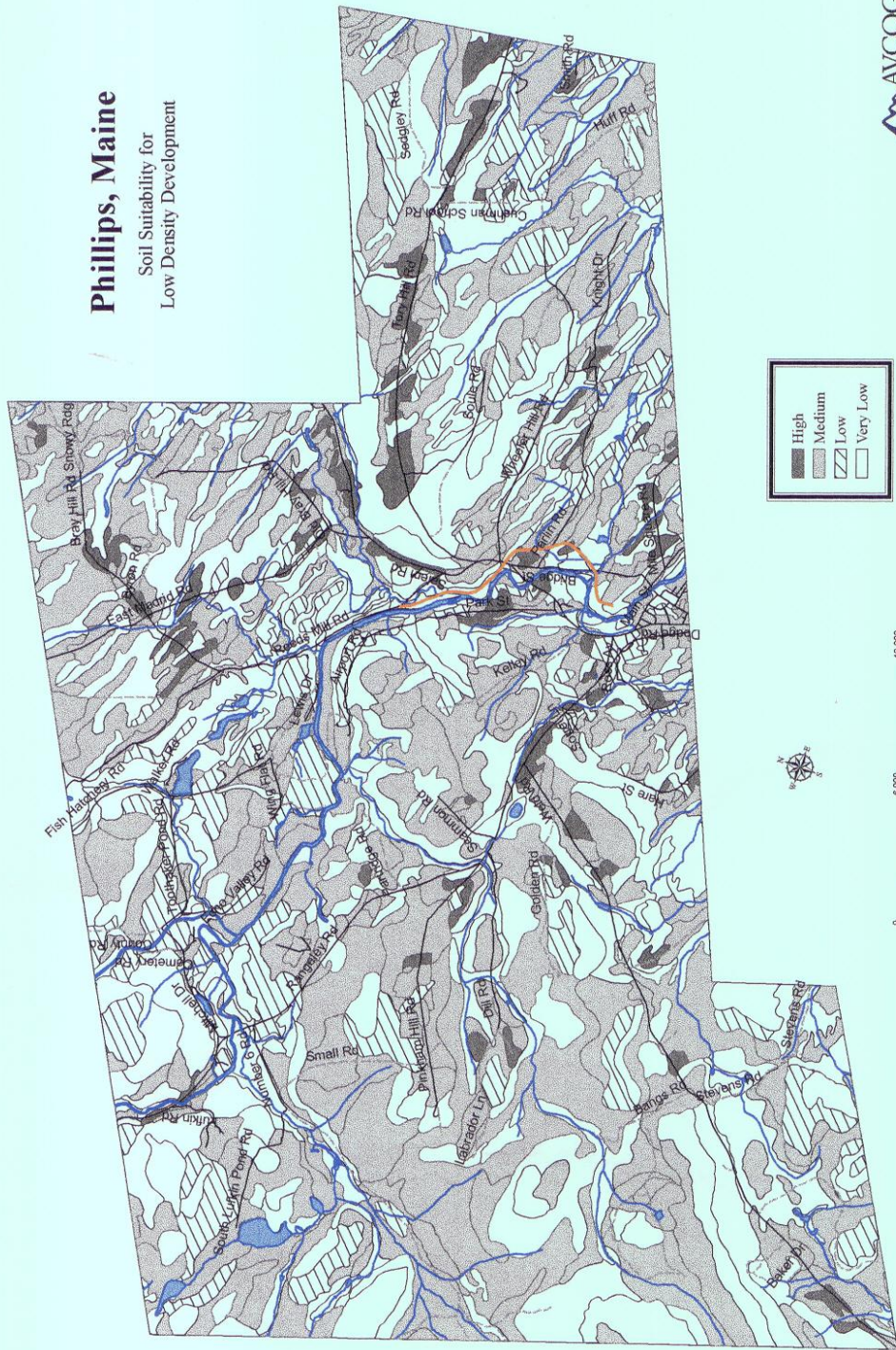
	Size (Acres)	Maximum Depth	Temperature Surface/Bottom	Fisheries
Adley Pond	10	Data Not Available	Data Not Available	Data Not Available
Beaver Pond	12	Data Not Available	Data Not Available	Data Not Available
Long Cove Pond	12	7 feet	71°F/70°F	Brook Trout & White Sucker
Lufkin Pond	47	28 feet	78°F/49°F	Brown Trout, Brook Trout, Splake, Rainbow Smelt, Smallmouth Bass, White Perch, Golden Shiner, Blacknose dace, Creek Chub, Hornpout, Redbreast Sunfish & American Eel
Stetson Pond	11	36 feet	70°F/42°F	Brook Trout, Redbelly Dace, Redbreast Sunfish & American Eel
Toothaker Pond	30	20 feet	69°F/69°F	Brook Trout, Rainbow Smelt, Golden Shiner, Redbelly Dace

Source: Maine Department of Inland Fisheries and Wildlife



# Phillips, Maine

Soil Suitability for  
Low Density Development



The State of Maine has classified the water quality of all the ponds in Phillips as GPA. Class GPA waters will be of such quality that they are suitable for the designated uses of drinking after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life.

The Sandy River flows for some nine miles in a general north/south direction through Phillips. The Sandy has stateside significance due to its geologic-hydrologic, scenic and fishing values. The Sandy River above the Route 142 bridge has been assigned the highest water quality classification, AA. The AA classification is applied only to those waters with outstanding natural resource values. Below the Route 142 bridge, the Sandy is a B classification, the third highest.

## **W**ater Quality

Good water quality is a vital and valued resource of both year-round and seasonal residents of Phillips. Increased nutrient content, particularly phosphorus, is the major cause of decreased water quality in the lakes and ponds of Maine. The water quality of Toothaker Pond is considered as poor based on measures of Secchi Disk Transparencies, total phosphorus and Chlorophyll. Algae blooms have occurred, and the potential for nuisance algae blooms are high. Toothaker Pond is on the Maine Department of Environmental Protection and the U. S. Environmental Protection Agency list of waters non-attaining Maine State water quality standards. Historically, the water quality of Toothaker Pond was degraded by wastes from a fish hatchery in the upstream watershed.

Phosphorus is the key nutrient in algae growth. As algae growth increases, oxygen levels decrease, posing a very serious threat. Oxygen is necessary to sustain cold water fisheries such as trout. In biological terms, this process of a lake becoming more productive in the ability to produce and support increased levels of algae and decreased oxygen levels is known as eutrophication. Serious algae blooms can occur with very little warning. Once the damage has been done, it is a very costly and expensive process to reclaim the lake if at all possible. The end result can be a decrease in property values and loss of recreational uses as well as visual aesthetics.

The quality of water in a lake or pond depends on the condition of the land in its watershed. Phosphorus is abundant in nature, but in an undisturbed environment, it is tightly bound by soil and organic matter for eventual use by plants. Natural systems conserve and recycle nutrients and water. Runoff from the forest is relatively low in quantity and high in quality. Land development changes the natural landscape in ways that alter the normal cycling of phosphorus. The removal of vegetation, smoothing of the land surface, compaction of soils and creation of impervious surfaces combine to reduce the amount of precipitation stored and retained, dramatically increasing the amount of water running off the land as surface runoff. The increased runoff from disturbed land generally carries higher concentrations of phosphorus.

Using monitoring data, The Maine Department of Environmental Protection has calculated the amount of additional phosphorus that would produce a 1 part per billion (1 ppb) increase in each pond's/lake's phosphorous concentration.

**Vulnerability Listing  
Phillips**

<b>Lake Name</b>	<b>Water Quality Category<sup>1</sup></b>	<b>Direct Drainage Area (Acres in Phillips)</b>	<b>%</b>	<b>Lake Load Allocation (lbs/ppb/yr)<sup>2</sup></b>
Beaver Pond	Moderate / Sensitive	51	49.5	0.74
Long Cove Pond	Moderate / Sensitive	118	100	1.01
Lufkin Pond	Moderate / Sensitive	575	100	5.84
Mud Pond	Moderate / Sensitive	29	21.4	0.22
Stetson Pond	Moderate / Sensitive	64	95.9	0.99
Toothaker Pond	Poor/Restorable	51	100	0.72
Webb Lake	Moderate / Sensitive	830	1.8	8.07

Source: Maine Department of Environmental Protection (DEP), Watershed Division, 1998 data.

<sup>1</sup> Water quality category is an assessment by the Maine Department of Environmental Protection of the water quality of a lake.

Moderate/Sensitive- Average water quality, but high potential for phosphorus recycling from lake bottom sediments.

Poor/Restorable- Lake supports algal bloom-restorable

<sup>2</sup> Lake Watershed Load Allocation represents pounds (lbs) phosphorus allocated to Greenwood’s share of watershed per parts per billion (ppb).

Invasive aquatic plants are a new threat to the quality and recreation value to Maine’s lakes and ponds. While some milfoils are native to Maine such as Slender Watermilfoil and *Myriophyllum tenellum* Bigelow, these are non invasive and contribute to a healthy lake environment. Invasive aquatic plants such as Eurasian Milfoil and Variable Watermilfoil are non native to Maine lakes and ponds, and they take possession of a lake or pond, injure native plant communities, interfere with recreation and can depress property values. The spread of these invasive aquatic plants is most commonly by boats and gear. The greatest threats to the continued good water quality of these surface waters is from non-point sources caused by improper land management practices that create erosion of soil and invasive plants.

## **G**round Water

Ground water is water that is derived from precipitation that infiltrates the soil, percolates downward, and fills the tiny, numerous spaces in the soil and cracks or fractures in the bedrock below the water table. Wells draw water from permeable layers or zones in the saturated soil and fractured bedrock. In general, the saturated areas which will provide adequate quantities of water for use are called aquifers. Two major types of aquifers occur in Maine -- sand and gravel aquifers and bedrock aquifers.

Sand and gravel aquifers can be contaminated from any substances that seep into the ground directly or are carried into the ground water after dissolving in water. Once contaminants enter the water table, they may travel thousands of feet over time.

In many Maine aquifers, the water table is generally close to the surface (within 20 feet) so that natural removal of contaminants by the soil is not nearly complete before the pollution reaches the ground water. The slow rate of ground water movement causes this resource to be particularly sensitive to contamination.

Mapping, while incomplete, of sand and gravel aquifers by the Maine Geological Survey indicates several aquifers associated with the Sandy River and in the vicinity of Toothaker Pond. The sand and gravel aquifer around Toothaker Pond is considered as high yield.

In Maine, much less information is available concerning bedrock aquifers. However, most private wells are drilled into bedrock and penetrate relatively small fractures that produce only small amounts of water. However, for most residential dwellings, wells drilled into bedrock need not produce large volumes of water. A well 200 feet deep with a yield of 2 gallons per minute will normally provide sufficient water for normal residential uses.

Contamination of both sand and gravel aquifers and bedrock wells are possible. Common ground water contaminants include petroleum products, hazardous substances, failing septic systems, and road salt.

## **F**loodplains

A floodplain is the flat expanse of land along a river or shoreline that is covered by water during a flood. The 100-year floodplain means the area having a 1 percent chance of being flooded in any given year. During a flood, water depths in the floodplain may range from less than a foot in some areas to more than 10 feet in others. However, regardless of the depth of flooding, all areas of the floodplain are subject to the requirements of the Flood Insurance Program. Floodplains along rivers and streams usually consist of floodway, where the water flows, and a flood fringe, where stationary water backs up. The floodway will usually include the channel of a river or stream as well as some of the land area adjacent to its banks.

Detailed floodplain mapping and studies have been prepared by the Federal Emergency Management Agency for Phillips. Flooding problems in Phillips occur primarily along the Sandy River, Orbeton Stream and the South Branch Sandy River. Flooding generally occurs in the winter and early spring as the result of heavy rainfall on snow covered or frozen ground. Ice jams may compound flooding problems. Floods have damaged homes, farms, utilities, roads and bridges in Phillips.

Phillips participates in the National Flood Insurance Program which allows property owners that are located in the 100-year floodplain to purchase flood insurance. In 2002, there were four flood insurance policies issued in Phillips with a total coverage of \$117,700. Since 1989, there have been no claims on the flood insurance policies.

## **W**etlands

Wetlands perform a variety of functions. They serve as “natural sponges” that control water runoff by providing a buffer for excess water while allowing a steady, even, release of that excess to both the surface and ground water. Some wetlands serve as recharge areas for aquifers. Wetlands also perform a cleansing function by absorbing some physical and chemical pollutants from the runoff.

Wetlands are also important wildlife habitats. The pattern of water cover and vegetation accounts for the differing types of wetlands and the differing types of wildlife use.





The United States Department of Interior has published a series of National Freshwater Wetlands Maps which identify wetlands as small as two acres in size. Wetlands in Phillips are generally small in size. Larger wetland areas are found between East Madrid and Old Bray Hill Roads and east of the Parlin Road. Under the Mandatory Shoreland Zoning Law, the town regulates various land use activities adjacent to 20 wetlands that are ten acres or greater in size.

## **W**ildlife and Fisheries

Wildlife should be considered a natural resource similar to surface waters or forest land. Our wildlife species are a product of the land and, thus, are directly dependent on the land base for habitat. Therefore, if a habitat does not exist or an existing habitat is lost, various types of species will not be present. Although there are many types of habitats important to our numerous species, there are three which are considered critical: water resources and riparian habitats, essential and significant wildlife habitats and large undeveloped habitat blocks.

In addition to providing nesting and feeding habitat for waterfowl and other birds, wetlands are used in varying degrees by fish, beaver, muskrats, mink, otter, raccoon, deer and moose. Each wetland type consists of plant, fish and wildlife associations specific to it. Whether an individual wetland is a highly productive waterfowl marsh or a low value area capable of producing just one brood of ducks, it is still valuable. The Maine Department of Inland Fisheries and Wildlife has identified 14 wetland areas in Phillips that have waterfowl and wading bird habitat value. The wetland area associated with Beaver Pond has a high habitat value. Ten other wetland areas have a moderate value and three have an indeterminate value.

Riparian habitat is the transitional zone between open water or wetlands and the dry or upland habitats. It includes the banks and shores of streams, rivers, ponds and lakes and the upland edge of wetlands. Land adjacent to these areas provide travel lanes for numerous wildlife species. Buffer strips along waterways provide adequate cover for wildlife movements, as well as maintenance of water temperatures critical to fish survival.

Significant wildlife habitats include habitats for endangered and threatened species, high and moderate deer wintering areas and travel corridors, high and moderate value waterfowl and wading bird habitats and vernal pools.

While deer range freely over most of their habitat during spring, summer and fall, deep snow (over 18 inches) forces them to seek out areas which provide protection from deep snow and wind. These areas, commonly known as deer yards or wintering areas, represent a small portion (10-20%) of their normal summer range. Wintering areas provide the food and cover necessary to sustain deer during the critical winter months. While size and shape of the areas can vary from year to year or within a given year, most are traditional in the sense that they are used year after year. The Maine Department of Inland Fisheries and Wildlife has mapped three deer wintering areas in Phillips ranging in size from 60 to 180 acres in size. The habitat values of these yards have yet to be determined.

Large undeveloped habitat blocks are relatively unbroken areas that include forest, grassland/agricultural land and wetlands. Unbroken means that the habitat is crossed by few roads and has relatively little development and human habitation. These undeveloped habitat blocks are needed by animals that have large home ranges such as bear, bobcat, fisher and moose.

The Sandy River is an important cold water sport fishery. Both Brook and Brown Trout are found in the River. The tributaries and smaller streams in Phillips also provide habitat for Brook Trout. The Maine Department of Inland Fisheries and Wildlife stocks several ponds, including Lufkin, Stetson and Toothaker with Brook Trout. Threats to maintaining a cold water fishery include the siltation of water and increased water temperature.

## **L**ocally Significant Natural Features and Areas

Daggett Rock is a granite boulder measuring 50-60 feet in diameter.

## **F**orest Resources

As with the majority of communities in Maine, Phillips is primarily forested. Soils are important to wood production. In soils rated "good" for forest uses, growth rates are high and produce a good yield of forest products. In soils rated "poor," growth rates are so slow and intensive management may not be justified as an economic practice.

Much of the present forest, on all but the steepest slopes, is grown up agricultural land. Forests are generally characterized by a mixture of hardwood species on the better drained sites and softwood on more poorly drained sites. The forests of Phillips are mostly hardwood types with the softwood areas restricted to dry ridge tops and wet seeps and low lands with high water tables. The normal harvesting method used is partial removal of the volume in the stand. This may range from 25 to 75 percent of the stand. This method allows forests to regrow and be harvested again on intervals of 10 to 40 years.

There are some 17,000 acres classified under the Tree Growth Tax Law. Of the total 17,600 acres 2,100 acres are softwood, 6,300 acres mixed wood and 8,800 hardwood. The Maine Forest Service reports that between 1991 and 2002 there were 286 timber harvests totaling 17,000 acres in Phillips.

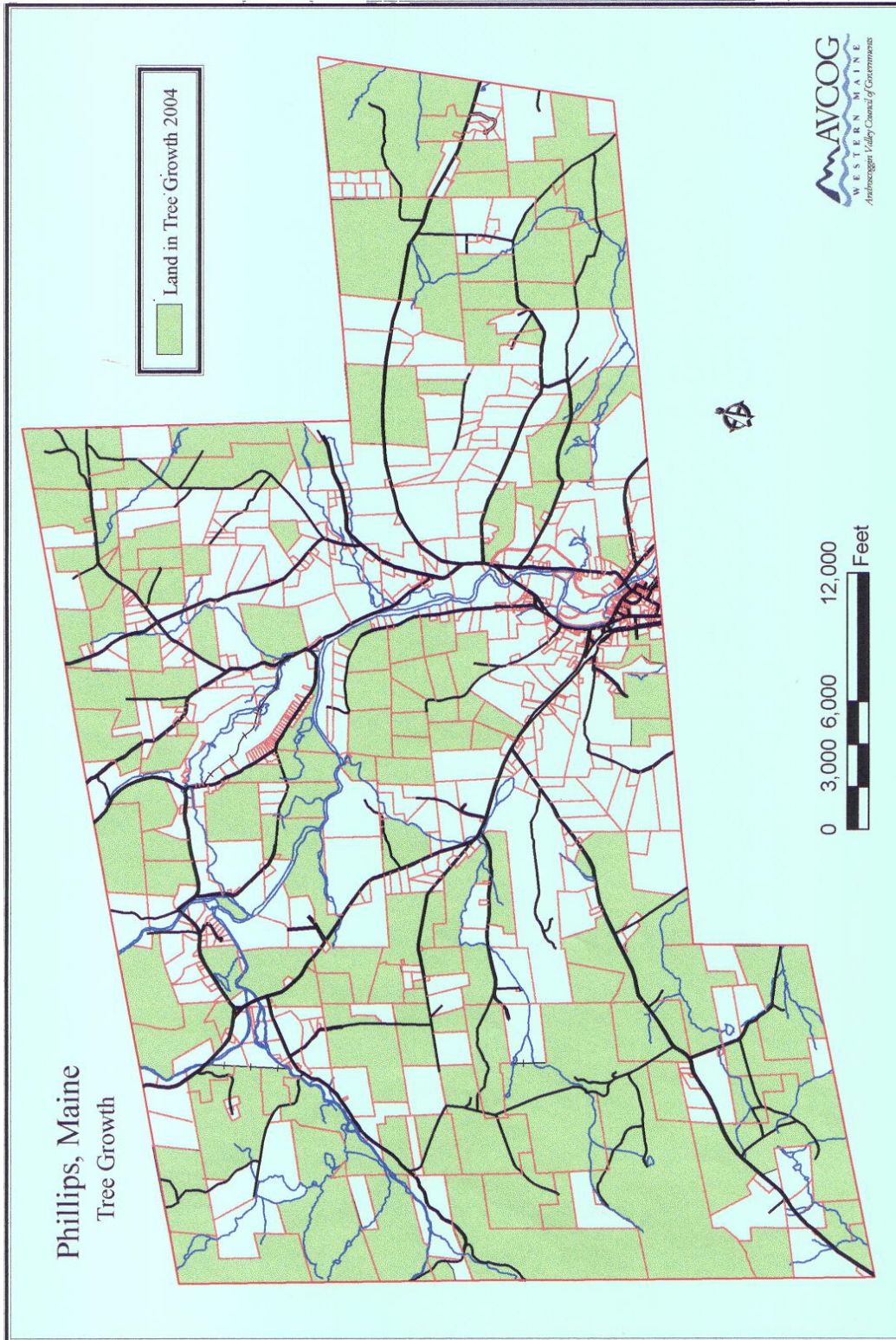
The greatest threat to the commercial forest land in Phillips is the breaking up of larger parcels into smaller parcels owned by different individuals. These smaller parcels may be of insufficient size to be managed as commercial forest land.

## **S**cenic Resources

Phillips' topography, ponds and other natural features provide some striking views.









# **O**UTDOOR RECREATION

## **F**indings and Conclusions

- ~ **Outdoor recreation including hunting/fishing, trails for ATVs, snowmobiles, hiking and skiing are important to the people of Phillips.**
- ~ **Traditionally, private land owners have allowed the public to use their land for many outdoor recreation activities.**
- ~ **Outdoor recreation is important to the local economy.**

## **I**ntroduction

Year-round, seasonal residents and non residents enjoy the outdoor recreation opportunities found in Phillips. These include swimming, boating, fishing, snowmobiling, all terrain vehicling, hiking and hunting. Youths participate in organized recreation activities including baseball and softball. The town's natural environment and vast woodlands are conducive to all of these activities, and private land owners have traditionally allowed public access to their lands.

## **P**ublic Outdoor Recreation Facilities

Public recreation facilities include baseball/softball fields and skating at the North Franklin Park. Facilities and programs at the Park are supported by the conservation commission and the Phillips/Avon Recreation Committee. Ball and soccer fields are also located at the school.

## **H**iking

There are nice walks in Phillips, on the railroad property along the river, up to Daggett Rock off the Wheeler Hill Road.

## **S**nowmobile Trail System

The snowmobiling in Phillips, which is ideally located for access to any point north, south, east and west, is made great by the North Franklin Snowmobile Club. Serving snowmobilers since 1970, this is a well-established, family-oriented club with dedicated members and a passion for preserving a family tradition. The club maintains 75 miles of scenic trail that include parts of Maine's Interconnected Trail Systems and meandering club trails for that "off the beaten path" day of joy riding. The club works closely with State and local government for funding and takes pride in continuing landowner cooperation, without which no snowmobile club would exist.

Winter outdoor enthusiasts such as cross-country skiers, dogsledders and snowshoers are welcome to use the trails.

## **A**TV Trail System

The Narrow Gauge Riders ATV Club is very active in Phillips with more than 100 members. They keep the trails that connect with miles and miles of Maine ATV trails maintained and improved and promote good relations with the landowners that trails cross. The club emphasizes family fun and participates in a wide variety of other activities for the town. For example, they provide the ATV on which Santa and Mrs. Claus arrive at the Christmas Festivities and they put on an ATV pull during Old Home Days.

## **H**unting

Wildlife, both of game and non game species, is plentiful in Phillips. Hunting in the area follows the Maine hunting seasons. The game includes deer, moose, rabbits, partridge, coy dog, bear, and now turkeys which are in plentiful supply since their reintroduction to the area not too long ago. Private land owners have traditionally allowed public access to their lands for hunting.

## **S**wimming

As the Sandy River cuts through Phillips, there are some nice places to swim. The Park by the Bridge, which is publicly owned, has a nice deep swimming hole and some big boulders to jump off. The other spots are on private land, so we take care not to leave trash or be too rowdy. The Woolen Mill - the spot in the river where the woolen mill used to be - has great vast rocks to jump from and swim around. It also has a small safe sandy spot for kids. The Salmon Hole - to get there you walk along the old railroad bed which is carpeted with pine needles and canopied by a birches and pines. And the Depot offers a nice deep spot to take a dip; it's just down the bank right behind an old passenger car from the Narrow Gauge Railroad Museum.

## **K**ayaking, Canoeing and Boating

Some people say that there are some good challenging class III rapids (white-water boaters only) with May being the best time. It's dangerous in spots to kayak just north of town up river from the Route 142 Bridge. One-half mile below the bridge is recreation with some spots of class II rapids. The river is too shallow to canoe much of the year in Phillips, but if you put in at Strong in the spring when the water is high and paddle down to Farmington, its only a little tricky and a lot of fun.

## **F**ishing

The spring fishing on the Sandy River is very good. There are plenty of Brook Trout and Brown Trout to be caught, mostly from the old Woolen Mill (the Route 142 Bridge) all the way through town and down to the town line of Strong. The tributaries and smaller streams in Phillips also provide habitat for Brook Trout. The Maine Department of Inland fisheries and Wildlife stocks several ponds, including Lufkin, Stetson and Toothaker with Brook Trout. Threats to maintaining a cold water fishery include the siltation of water and increased water temperature.

## **P**rivate Recreational Facilities/Opportunities

The Fox/Carlton Pond, a pay-to-fish fly-fishing camp, has an eight-acre stocked trout pond that flows into the Sandy. It is a full service camp with three cabins for overnight guests and offers half-day and full-day fishing with boat and cushions and gear included. It's open from ice-out in April to ice-in in the Fall.

## **R**egional Outdoor Recreation Opportunities

Within a short distance of Phillips there are a number of public and private outdoor recreation opportunities. These include Mount Blue State Park in Weld and Saddleback Mountain Ski Area in Sandy River Plantation. The Appalachian Trail can be accessed in Sandy River Plantation just north of town.

## **R**ecreation Needs

Those who responded to the Comprehensive Plan Survey question that asked what recreation and cultural activities they would like to see developed most often identified hunting/fishing, hiking trails, cross country trails, bike paths and railroad. Areas that some people were willing to spend money for were a community center, adult education and hiking trails.



# **L**AND USE & DEVELOPMENT PATTERNS

## **F**indings and Conclusions

- ~ Forests cover about 30,000 acres of land in Phillips.
- ~ The most significant threat to commercial forest land is the creation of land parcels that are of such size as to be not suited to commercial forestry practices.
- ~ There is some space available in the Village for new development. The General Purpose Zoning District should be expanded to provide for additional areas for similar development patterns.

## **I**ntroduction

A major element of a comprehensive plan is the analysis of the use of land and existing development patterns. Through this analysis, insights into community functions, past and current priorities and future directions are possible. Current land use patterns and expected future development trends are cornerstones in the development of recommendations and actions that will shape future land utilization characteristics.

Phillips has a total land area of approximately 53 square miles or 34,300 acres and ranks 4<sup>th</sup> in land area of all organized communities in Franklin County. As with many Maine towns, Phillips first developed as an agricultural community. Lumbering and wood products were also important to the early local economy.

## **F**orest Land

Forest or woodlands cover the majority of land area in Phillips. It is likely that more than 30,000 acres are covered with forests. The forests of Phillips are mostly hardwood types with the softwood areas restricted to dry ridge tops and wet seeps and low lands with high water tables. The normal harvesting method used is partial removal of the volume in the stand. This may range from 25 to 75 percent of the stand. This method allows forests to regrow and be harvested again on intervals of 10 to 40 years.

There are some 17,000 acres classified under the Tree Growth Tax Law. Of the total 17,600 acres 2,100 acres are softwood, 6,300 acres mixed wood and 8,800 acres hardwood. The Maine Forest Service reports that between 1991 and 2002, there were 286 timber harvests totaling 17,000 acres in Phillips.

The largest contiguous blocks of commercial forest lands are found in the western half of town. The most significant threat to commercial forest land is the creation of land parcels that are of such size as to be not suited to commercial forestry practices.

## **Agricultural Land Use**

Commercial agriculture is not a major consumer of land in Phillips. The topography and soils are not well suited to commercial agriculture. There are areas of prime farmland soils and farmland soils of statewide significance. These are primarily located along the floodplains of the Sandy River and South Branch and smaller areas along the ridge line of Tory Hill.

Agriculture land use is found on Tory Hill where cattle and horses are raised, Ross Avenue where the Wilbur Hay Farm is located and on the Pinkham Hill Road. Over the next ten years, it is not expected that there will be an increase in land used for commercial agriculture purposes.

## **Village Land Use**

“Downtown” Phillips located at the southern end of town is the only area of traditional village type land use. Covering approximately 300 acres, it extends into neighboring Avon. Over the course of history, fires have had a major effect on the business district. The most recent fire in 1971 destroyed the Beal Block. Also, the relocation of Route 4 which had passed through the Village changed its character as well.

The Village area contains a mixture of land uses. Residences are found along Dodge Road, Seward Avenue and Pleasant, Russell and School Streets. Individual lots range from 10,000 square feet to about an acre. Frontages in many cases are less than 100 feet. The Shadagee elderly housing complex is also located in this area. On Depot Street is the railroad station and the “old gym.”

On Main Street are businesses, services, public buildings, churches and residences. Sidewalks provide for pedestrian movement and most parking is on-street. Individual lots range from 1,100 square feet to more than an acre. Frontages are from 30 to 100 feet. Public water is provided but individual sewage disposal is required. Up Park Street, lots are larger, and the fire station, town garage and the North Franklin Park are found.

There is some space available in the Village for new development. The General Purpose Zoning District should be expanded to provide for additional areas for similar development patterns.

## **Residential Land Use**

The 2000 Census reported that there were 644 residential dwelling units in Phillips. Included in this number are 465 year-round homes and 179 seasonal or second homes. Residential land use and development characteristics can be separated into several categories. These include the more compact village areas, scattered residential development and seasonal residential.

The major concentration of compact residential development is found in the Village. This is an area of older residential structures. Lot sizes range from about 10,000 square feet to about an acre. Scattered residential development is found adjacent to most public roads with most along Mile Square, Number Six, Park, Parlin and River Roads. Overall, this residential type is low density.

Seasonal residential land uses are not concentrated in any one location but rather scattered about town. Some are camps used for hunting or snowmobiling and others were former year-round homes.

## **C**ommercial Land Use

Commercial land uses are primarily found on Main Street, Park Street and a 2,000 foot section of the Route 4 bypass. There are scattered commercial uses throughout the Town as some residents operate small businesses in their homes and accessory structures.

## **D**evelopment/Land Use Trends

Over the past 20 years, there have not been major changes to development/land use patterns. The Village area has changed little in 20 years other than a few homes added or lost due to fire. The 20-unit Shadagee elderly housing project was constructed on Pleasant Street. The new middle school was constructed at the northern end of the Village accessed by Route 4. Some commercial buildings have changed to other commercial uses.

The Census reported that in the 20 years between 1980 and 2000, there were 110 new houses in Phillips. These have been located adjacent to most town roads with more to the east of the Sandy River than to the west. The areas along the East Madrid, Bray Hill, and Wheeler Hill Roads have seen the most new home construction.

Land uses adjacent to the major highways, Routes 2 and 142, has changed little in 20 years. Several new businesses have located adjacent to Route 4 but have had no impact on traffic movement. Much of the land adjacent to Route 142 is under the Tree Growth Program and it does not appear that it will change in the near future.

## **C**omprehensive Plan and Land Use Ordinances

The Town of Phillips adopted its most recent comprehensive plan in 1973. Since its adoption it has not been reviewed or updated. The 1973 plan contained five community goals.

Promote the creation and continuation of an adequate economic base for the town including housing, commerce and industry.

Promote the orderly development of industry while insuring the health and welfare of the town.

Promote utilization of its natural resources in a manner which will inhibit degradation of the renewable resources and overuse of non renewable resources.

Guard against plans and programs which are not within the financial capacities of the town.

The character of the town should be maintained.

In 1975, a zoning ordinance was enacted and has been amended as needed. The original zoning ordinance created two districts, general purpose and rural, in addition to the shoreland zones. An elderly residential district was later added. Various uses are permitted by right or by conditional use. Lot size standards range from 20,000 square feet in the general purpose district to 40,000 square feet in the rural district.

The zoning ordinance has allowed the town through the planning board to review development proposals. Standards and allowed uses may have limited some types of economic development.

Subdivision regulations were adopted in 1976 and have seen any amendments. There have been few subdivisions in Phillips over the past 20 years. The subdivision regulations are in need of updating.



# **N**ATURAL HAZARDS

## **I**ntroduction

Phillips is vulnerable to both natural and technological hazards. Natural hazards most likely to occur include flooding, severe winter and summer storms, forest fires and drought. Technological hazards would relate to chemical/oil spills on highways and other major accidents. These hazards put lives and property at risk. As the cost of disasters continues to rise, the need to act before a disaster occurs to reduce the potential losses becomes more and more evident. Hazard mitigation can be defined as sustained actions taken to reduce or eliminate long-term risk to people and property from hazards and their effects.

## **F**looding

Flooding, or a temporary overflow of water onto lands not commonly covered by water, is the most frequent experienced natural hazard in Phillips. Detailed floodplain mapping and studies have been prepared by the Federal Emergency Management Agency. Flooding problems in Phillips occur primarily along the Sandy River, Orbeton Stream and the South Branch Sandy River. Flooding generally occurs in the winter and early spring as the result of heavy rain fall on snow covered or frozen ground. Ice jams may compound flooding problems. Floods have damaged homes, farms, utilities, roads and bridges in Phillips.

Phillips participates in the National Flood Insurance Program which allows property owners that are located in the 100-year floodplain to purchase flood insurance. In 2002, there were four flood insurance policies issued in Phillips with a total coverage of \$117,700. Since 1989, there have been no claims on the flood insurance policies.

Consequential effects of flooding include the following:

- \* Damage or destruction of structures and property in floodplains.
- \* Damage to public infrastructure, including streets and bridges.
- \* Forced shutdowns of affected businesses and industries.
- \* Possible loss of life.

## **S**evere Winter Storms

The climate of Phillips is classified as Humid Continental with cool summers. Minimum winter temperatures may drop to -20 or -30° F with daytime temperatures ranging from 0° to 30° F. Summers are pleasant but cool with daytime temperatures in the low 70s. Average annual precipitation, including the water equivalent of snow, is approximately 45 inches. Annual snow fall averages some 80 inches, with the greatest amounts falling in January and February.



Blizzards, sleet, and ice storms can threaten Phillips at any time from December through April. The most recent catastrophic winter storm to hit Maine was the Ice Storm of January 1998. More than 1½ inches of ice collected on utility lines, causing them to break from the weight of the ice or to be broken by ice-laden trees falling across them. Blizzards carry their own problems. Lasting from 12 to 24 hours, with some dropping snow for up to 72 hours, blizzards often interrupt electrical and telephone service and cause roads to become impassible as the result of snow accumulation and drifting. Business closings can occur due to road conditions and loss of power. Structural failures are possible as the result of snow loads on roofs.

Consequential effects of a severe winter storm could include the following.

- \* Disruption of transportation.
- \* Disruption and delays in public safety emergency response services.
- \* Disruption or cancellation of essential community services.
- \* Loss of electrical power, telephone service and the essential living conveniences they provide.
- \* Disruption or forced shutdown of business and industry.
- \* Increased health risks associated with the combined effects of cold, overexertion and the increased chance of injury through falls and accidents.
- \* Damage to public and private infrastructure.
- \* Structural failure.
- \* Critical demand for public works activities.

## **S**evere Summer Storms

Severe summer storms can be violent weather phenomena producing high winds, heavy rains, lightning and hail that cause injuries and damage to property. While the entire state is vulnerable to one or more severe summer storms each year, the effects are usually felt the strongest in the western mountains of Maine.

Consequential effects of a severe winter storm could include the following.

- \* Power and communication outages
- \* Fires caused by lightning
- \* Flash flooding
- \* Road closings

## **F**orest Fires

With more than 30,000 acres of forest land in Phillips, forest fires are a major concern. During dry periods, the danger of forest fires increases. The last major forest fires in Maine were in 1947 destroying more than 200,000 acres and hundreds of homes. Much of the forest land in Phillips is difficult to access by road making access to fires difficult. Causes of forest fires include debris burning, arson, lightning, machine use and campfires.

Consequential effects of forest fires include the following.

- \* Loss of property and life
- \* Loss of the value of trees as a resource to area industry
- \* Loss of wildlife habitats
- \* Increased erosion and sedimentation

## **D**rought

Maine has recently recovered from statewide drought conditions. The year 2001 was the driest year in Maine in 107 years of record keeping. A drought is defined as a twelve-month period during which precipitation is less than 85% of normal as defined by the National Weather Service (44 inches is the average precipitation level per year). The Palmer Drought Index is used for the purpose of activating the Drought Emergency Plan. That index consists of evapotranspiration, recharge, runoff, loss and precipitation.

Consequential effects of a drought could include the following.

- \* Dry or low domestic wells/loss of drinking water
- \* Economic loss to businesses
- \* Increased danger of forest fires

## **T**echnological Hazards/Chemical Spills

In 1999, more than 2,700 reports of spills of oil and hazardous materials were investigated by the Maine Department of Environmental Protection. There have been 20 spills reported in Phillips since 1987. The largest spill was in 1996 and involved 150 gallons of #2 fuel oil.

Consequential effects of a technological hazard/chemical spill include the following.

- \* Disruption of traffic movement
- \* Threats to health
- \* Damage to property
- \* Environmental degradation