

# SUMMARY ANALYSIS

A summary of the most pertinent features of the trends affecting Berwick into the 21<sup>st</sup> century provides basic facts upon which successful planning for the future can be built. Analysis of findings describe expected future conditions that must be addressed if the planning is to be effective in guiding the future trends towards the goals of the townspeople. The analysis herein is based upon the Inventory portion of this Plan. For detailed numbers, tables and projections, see the INVENTORY, PART I.

## POPULATION

### Findings:

1. Berwick's increase from 4,149 people in 1980 to an estimated 6,250 in 1990 was an average 5.1% increase per year. This was greater than the estimates for York County (3.1%) and for the Berwick Region (4.6%).
2. Of the 2,101 new people in town between 1980 and 1990, 1,426 were immigrants. Only 675 were from the net natural increase of births over deaths of Berwick residents.
3. In 1980 Berwick represented 3% of the population of York County; in 1990 it increased slightly to 3.4%.
4. Between 1980 and 1990 Berwick's density increased from 99 persons per square mile to 149 per square mile. In 1990 this was three-quarters of the 1990 overall average density for York County of 181 persons per square mile and more than the Berwick Region average of 131 persons per square mile.
5. The summer population is about 5% higher than during the rest of the year. By year 2010 the seasonal residents of Berwick may increase slowly by an average of 2.4% per year of by 48%. The summer population in year 2010 will increase slightly to be 6.5% of the year-round population.
6. Berwick's population may be expected to increase by around 1,875 people or by 30% between 1990 and year 2000. Between year 2000 and 2010, an additional 1,150 persons may be expected, or an increase of 14%. It is expected that about 68% of the increase will be from net immigration - a greater number of people moving into town than moving out.
7. Between 1990 and year 2010 the age cohorts are projected to increase as follows:

0 - 4:	23%	+ 125 person
5- 17:	41%	+ 526
18 - 44:	30%	+ 798
45 - 64:	123%	+ 1,354
65+:	41%	+ 247

The large 123% increase for the 45-64 age group reflects the aging of the majority of immigrants, two-spouse families of the baby boom generation.

8. The Berwick age cohorts are expected to change more rapidly than in York County as a whole for all age groups.

### Analysis:

1. A more rapid population increase to year 2010 in comparison to York County reflects Berwick's prime commuting location near the turnpike 45 miles from the Portland Metropolitan region and 20 miles from the Portsmouth region, both of which may be expected to continue to receive higher rates of growth than inland. However, Berwick will remain attractive to younger family immigrants who accept longer commutes. Immigrants both from in-state and out-of-state will likely continue to comprise the majority of the inhabitants of Berwick. This will include commuters to the Portsmouth/Dover/Somersworth area.
2. The primary reason Berwick's projected population increase is greater than the County's (5.1% to 3.1% annually) reflects Berwick's near-ideal proximity to available labor markets. Berwick is within easy striking distance of Boston, Portsmouth, Dover, Rochester, Biddeford, Saco, and Portland. Additionally, Berwick still has a relative abundance of developable land, and first-time home buyers have taken advantage of Berwick's housing market.
3. Unlike many of its neighbors, Berwick does not have to contend with an annual deluge of seasonal residents because it does not have a major recreational "draw." The number of seasonal residences are projected to remain steady at 19, as new construction is expected to just keep pace with those falling into disrepair and disuse.
4. The aging of the baby boom immigrants swelling the 45-64 age groups will have significant influence on the services demanded from town government. While youth services such as team sports, i.e. little league, will continue, more emphasis on middle-age recreation and amenities will abound: tennis courts, boating and fishing access, trails, scenic and historic preservation, indoor recreation, cultural opportunities for the graphic and performing arts and the like.

## HOUSEHOLDS

### Findings:

1. While the population increased by 32% between 1970 and 1980, the number of households increased by 55%. This reflected a slight aging in the population, from 26.5 median age to 28.9, showing that a portion of the new immigrants to town were older established families. It is estimated that the household trend continued in the 1980's resulting in an additional 59% households in 1990, while population increased more proportionately, by 55%.
2. Between 1970 and 1980 the number of single person households grew fastest (+ 99%) and 4- person households next fastest (+88%) while 6+ person households decreased by 44%. In 1970 the most people lived in 6+ person households. In 1980 the most persons were in 4 person households. This was reflected in average Berwick household size: 3.50 persons per household in 1970; 2.93 persons in 1980 and an estimated 2.62 persons in 1990. In 1990 it took almost ten more dwelling units to house every 100 persons in Berwick than it did in 1970.
3. Application of the 1990 average household size to population projections, indicates that by year 2000 there will be 716 new households in Berwick with possibly another 439 by year 2010.

4. Between 1980 and 1990 the Berwick median household income increased by 36% from \$16,800 (\$25,200 in 1990 dollars) to \$34,163 in 1990. The median household income for York County as a whole increased by 43%. Since inflation increased by about 50% approximately half of York County's and Berwick's households experienced some erosion of their purchasing power. In 1980 Berwick's median household income was 109% of York County's; in 1990 it was 103%.
5. Between 1970 and 1980 the percent of households with less than \$15,000 incomes (in 1990 dollars) increased from 30% to 44% of all households in Berwick. The middle income range between \$15,000 and \$35,000 saw a slight decrease from 46% to 37% of all households. The highest income levels saw a decrease from 9% to 5% of all households.
6. Measurement of Berwick income on a per capita basis (in 1990 dollars) showed a 38% increase between 1980 to 1990 compared to a 47% increase for York County as a whole. Berwick per capita income was lower than the County's in 1980 - \$6,046 to \$6,210 - and in 1990. In 1980 Berwick was 97% of York County per capita income; in 1990, it was 93%.

#### Analysis:

1. The significant trend towards smaller households that occurred during the 1970's and 1980's is projected to continue during the 1990's due to the fact that Berwick will remain essentially a rural commuter town and therefore significant new elderly housing for one and two person households is unlikely to be built. The number of households grew at roughly the same rate as the population during the 1980's, and is likely to increase at or near the same rate as the population during the 1990's, about 3% per year.
2. Both the median household income and the average per capita income slipped against inflation during the 1980's.

### LABOR FORCE

#### Findings:

1. Between 1970 and 1980 the educational and therefore the skill level of Berwick people increased. This trend is likely to have continued during the 1980's.
2. Due to the 1980's economic boom the Berwick labor force increased by 69% and unemployment dropped from 2.2% in 1980 to 1.2% in 1989. This trend is unlikely to continue, at least for the short run, because the regional and national economies are slumping at the time of this writing.
3. It is estimated that in 1990 about 13% of the Berwick labor force worked at jobs in Berwick. An additional 14% of Berwick residents worked in Dover, NH, 26% worked in the Rollinsford-Somersworth area and 47% elsewhere in York County and beyond.
4. Between 1970 and 1980 farm employment decreased from 30 to 15 persons. This trend likely continued during the 1980's. In 1990 there were seven active agricultural enterprises in Berwick, but many of them grow only hay. In contrast, during the 1970's service sector employment increased from 261 in 1970 to 419 in 1980 or by 60%.

5. Between 1981 and 1988, overall manufacturing employment in the Kittery-York and Sanford Labor Market areas, within which Berwick is counted, increased by 62% as a percentage of overall employment as a result of an increase in durable goods manufacturing jobs from 400 to 2390. Sales and wholesale employment dropped by 5% of total employment. The services and professional sector employment between 1985 and 1988 increased by 79% in the Kittery-York - Sanford area.
6. In 1990 out of every 100 jobs assumed to have been available to Berwick residents, 23 were in manufacturing, 25 in services and wholesale trades, 22 in retail sales, 12 in government and 18 in other sectors such as finance, insurance, real estate, construction and transportation. The 2% of jobs in the Federal and State Government sector includes the Portsmouth Naval Shipyard which may be assumed to account for perhaps one-half of available government jobs in 1990.

#### Analysis:

1. The low unemployment rate of less than 3% in Berwick during the boom-time late 1980's is unlikely to last into the 1990's. By October of 1990, unemployment in the Sanford LMA was up to 6.3%. Boom time employment in construction and real estate can be expected to decrease the most significantly during the 1990's.
2. In contrast, growing effects of the global market could influence Berwick positively in the 21st century with respect to wood products and expanded agricultural export related employment. Prime Tanning Company exports 25 million square feet of leather annually.
3. On the other hand, defense related manufacturing at the Portsmouth Naval Shipyard and elsewhere is likely to decrease during the 1990's. Even if southern Maine manufacturing can shift to new and highly competitive markets it is certain that serious job retraining would be required in order to meet the labor needs of the region.
4. If the increase of non-durable goods manufacturing continues to offset the decrease of durable goods manufacturing jobs, the regional economy will remain in relative balance. However, service jobs will undoubtedly have to off-set some of the jobs lost in the transition. These, however, are generally at lower pay than manufacturing jobs. Undoubtedly, some of the new 1990's services and trade jobs will be related to the expanding pollution control activities many of which will be skilled trade jobs. The new jobs in solid waste management and recycling are only the beginning of the new pollution control services and trade jobs of the 1990's.

## ECONOMY

#### Findings:

1. 81% of the Berwick labor force worked outside of town in 1990, essentially exporting their job skills for income brought back to town.
2. Of the 19% of Berwick residents who were employed locally in 1990, some were among the 213 who worked in 7 businesses with 10 or more employees. There were also a number of smaller businesses and home occupations that supplied all or part of household income. 120 residents worked at Prime Tanning, and 48 worked for SAD #60 at the schools in the District.
3. Of the 7 local Berwick businesses Prime Tanning is the primary exporter in the sense that its products were sold to out-of-towners thus bringing dollars into town.

4. The 7 local service businesses in 1990 with 10 or more employees included local schools, town government and insurance company employment.
5. After adjusting for inflation, total taxable sales in Berwick increased by 103% between 1984 and 1988 compared to a 66% increase for York County as a whole. This resulted in Berwick increasing from .5% of York County taxable sales in 1984 to .6% in 1988.
6. The structure of the retail economy of the Sanford Economic Area, of which Berwick is a part, shifted between 1985 and 1989. Convenience store food and sundries decreased from 10% to 9% of total sales. Total sales by general merchandising which includes durable goods such as appliances, furniture, books, and clothing increased by 3%. Consolidation of general merchandising was taking place in regional and sub-regional malls during the 1980's. Building supplies and Other Retail - gift stores, drug stores, antique dealers, etc. - showed drops of 3% and 4%, respectively.
7. Considerable seasonality of retailing occurs in the Sanford - Kittery area with about 40% of all sales occurring between July and September. All things being equal, the expected portion for these summer months would be 25%. The largest summer season increase occurs in the restaurant and lodging trade, 53% of all sales occurring from July to September.
8. The value contributed by the different sectors of the economy in southern Maine shifted in significant ways between 1981 and 1988:

	<u>1981</u>	<u>1988</u>
Manufacturing	35% of total	25% of total
Services & Trade	39%	42%
Construction, Trans., Pub Ut's	11%	13%
Finance, Ins., Real Estate	2%	9%
Government	12%	10%
Ag., Fishing, Forestry	1%	1%

9. The value of land, buildings, and other taxable property in Berwick increased by 80% between 1986 and 1989. Residential buildings increased in value by 87%, while residential land value increased by a phenomenal 263%, clearly reflecting the increased pressure on raw land as the price of housing has escalated.
10. In 1989, 84% of the total property value in Berwick was residential buildings and land; commercial and industrial buildings and land accounted for 4% of total value; and vacant land for 4%.
11. Land as a percentage of the total value of residential property increased from 18% in 1986 to 38% in 1989 indicating that land values were increasing more rapidly than building values in Berwick due to the extraordinary demand for land in Berwick.
12. The property value of Berwick on a per capita basis increased 67% between 1986 and 1988: from \$24,865 per person to \$39,202 per person. The Berwick Region increased by 60%; Sanford, as a job center, increased by 58%.
13. The projected availability of jobs for Berwick residents between 1988 and 1995 indicates a net increase of 2.3% additional jobs per year. This would fall short by one-third of the increase in the Berwick labor force of a projected increase of 3.6% per year. It must be remembered, however that Berwick residents are only a small part of the total persons competing for jobs. However, the projection indicates that new job formation may be slowing in the early 1990's.

14. Between 1988 and 1995 an increase in durable goods manufacturing is projected to be off-set by a decrease in non-durable goods manufacturing resulting in a projected net increase of 3.1% in manufacturing employment over the period.

15. Non-manufacturing employment is projected to increase by 2.2% a year between 1988 and 1995:

Agriculture, forestry	3.3% per year
Construction	4.1% per year
Finance, Ins., Real Estate	3.5% per year
Service, Mining	3.5% per year
Retail trade	2.9% per year
Wholesale trade	1.7% per year
Transportation & Public Ut.	1.8% per year
State and Local Government	<.1% per year
Federal Government	0 % per year

Analysis:

1. A majority of Berwick residents will need to commute to jobs in the foreseeable future, upwards to 85%.
2. Even though the percentage of new jobs in the commuting area for Berwick residents is projected to increase slower than the Berwick labor force, Berwick residents are only a small percentage of the persons competing against other York and Cumberland County as well as New Hampshire residents for these jobs.
3. New jobs will mostly be in the services, professional and trades sectors, making up for lost jobs in the construction and non-durable goods manufacturing industries.
4. While service sector jobs provide income, they characteristically do not pay as well as manufacturing jobs, nor contribute to increasing local wealth. Manufacturing jobs, in contrast, provide goods for export which do increase local wealth.
5. In the 1990's to help off-set losses in traditional manufacturing more emphasis on Berwick's and southern Maine's exportable natural resources assets will gain more attention and require serious long-term renewable management techniques. These include saw wood and pulp wood management and possibly other agricultural exports.
6. The closing of Pease Air Force Base in Newington, NH, and the expected reduction of jobs at the Portsmouth Naval Shipyard in the early 1990's will have a large effect upon Berwick and other area towns. Unless steps are taken to explore and secure new markets for the manufacturing skills of the shipyard workers in particular, a permanent loss in manufacturing capability may occur in the area with a consequent loss in manufacturing income. At the least, serious attention will be needed in retraining and job placement services. In 1990, it was speculated that the impending closings were already depressing residential land and building values in Berwick and creating a wide-spread aversion to new public expenditures that would raise the Town's tax rate.

## HOUSING

### Findings:

1. Between 1980 and 1988 an average of 69 new dwelling-units were built a year. This average increase of 4.6% per year in Berwick was somewhat faster than the yearly average of 3.1% per year in York County as a whole. During this same period, 373 new subdivision house lots were also approved in Berwick.
2. During the 1980-1988 period there was no net increase in seasonal houses in Berwick so that the percent of seasonal dwellings out of total dwellings dropped from 1.3% to .8%.
3. Most of the new dwellings built during the 1980-1988 period were free standing single-family houses. (352 out of 554) even though mobile home units had a larger percentage increase.

<u>New D.U.s</u>	<u>Single Family</u>	<u>Multi-Unit</u>	<u>Mobile Homes</u>
Berwick	+35%	+15	+84%
SMRPC Region	+61%	+27%	+12%

4. In 1988, single family houses and mobile homes made up slightly more of the total housing mix than in 1980 in Berwick in contrast to the County which had a slightly less percentage of single family housing including mobile homes. This reflects Berwick's increasing metropolitan suburban character during the period rather than its previous more rural character.

<u>1988 Housing Mix</u>	<u>Single Family</u>	<u>Multi Family</u>	<u>Mobile Home</u>
Berwick	67%	16%	17%
York County	69%	23%	8%

5. In 1980, 6.4% or about 96 of the year-round dwelling units were vacant. However, throughout the 1980's only about 2% or 16 to 36 dwellings were likely to have been on the market to be rented or sold at any one time. Generally, 5% or about 65 dwellings in Berwick in 1990 are cited as needed to be on the market to prevent an inflationary housing cost situation. A slump in housing purchases in the early 1990's may result in more houses being on the market therefore tending to lower rental and sale prices.
6. In 1980 15% of the occupied dwellings were rental units housing 19% of the Berwick population. The high ownership rate reflects the increasingly metropolitan nature of Berwick housing.
7. During the 1970's, and likely continuing during the 1980's, one room dwellings declined to less than 1% of housing stock in Berwick and 4 and 5 room dwellings increased from 39% to 44% of total housing available. This reflected a general upgrading of housing during the period and a trend towards smaller new housing as opposed to the large 6 room+ housing, which decreased from 48% of housing stock to 45%. About 26% to 28% of the dwellings are older than 50 years in Berwick.
8. Housing conditions are generally good in Berwick with comparable incidence of housing problems as in the County in 1980: (1) lack of complete kitchen = 3.0%; (2) lack of complete bathroom = 2.3% (3) lack of central heating = 17%. The central heating figure reflects the large jump in wood stoves installed in the late 1970's during the oil crisis.

9. Externally observable major sub-standard houses in 1990 numbered a practically insignificant amount, or only 4%. Areas within which the need for housing repair, maintenance and upgrading are most evident are along Route 9, Blackberry Hill Road, Diamond Hill Road, Little River Road and Hubbard Road.
10. The biggest housing problem in Berwick and York County is affordability for moderate and low income households. From a large excess of houses in the 1950's and 60's the situation reversed in the 1970's and 80's to an excess of demand over housing supply which rapidly bid up housing cost. The median value of a house in Berwick in 1980 was \$44,400 and in 1986, \$63,000, an average annual increase of 6% in cost. During the same period general inflation averaged 5.5% per year, so the inflation of housing costs ran ahead of general inflation and the ability of many households to pay.
11. In 1989 and 1990 only 2 out of the 51 houses that sold in Berwick were affordable (under the States's definition) to households earning 80% of the median household income. Both of these were priced to be able to be purchased by the lowest income households earning less than 50% of the Berwick median household income. However, 27 of the 51 houses sold were affordable for households earning 150% of the Berwick median, \$74,817.
12. In 1980, 7% of Berwick households were recorded as earning less than 50% of the Town's median household income; 15% earned between 50% and 80% of the median, resulting in 22% of all Berwick households. Assuming that in 1988 roughly 22% of Berwick households continued to earn less than 80% of the median household income, there were only 4% of the houses sold that would have been affordable. Therefore, less than one-fourth (21.6%) of the moderate and lower income households in Berwick in 1989 could have bought their existing house as a new house in 1989. It is estimated that in 1989, 85% of the existing houses were valued such that households earning 150% if the median household income could afford them. However, 85% of Berwick households are estimated to earn less than 150% of the median. Therefore only about 19% of the 150% income households could afford to buy new the house in which they already lived.
13. Application of the State standard of 10% of new housing to be affordable would require 8 new affordable houses per year during the 1990's, or 78 to 86 affordable houses by year 2000. According to a York County fair share allocation of affordable housing, 10 new affordable houses per year would need to be built in Berwick between 1990 and the year 2000.
14. Eight to 41 elderly congregate care dwelling-units are projected to be needed for Berwick to year 2000. Thereafter from 6 to 29 additional units are projected to year 2010.

Analysis:

1. Berwick's still partially rural location on the edge of the Portsmouth and Dover metropolitan areas will assure its continued attractiveness for monetarily secure households seeking a rural location but within commuting range.
2. The excess of demand over housing supply of the 1970's and 1980's will likely continue during the 1990's but at a diminished rate. Even if house and land prices subside during the 1990's, it is likely that the existing 1990 mix of household incomes in town will not endure as only about one-fourth the affordable houses needed may be expected to be offered for sale. In other words, new home buyers of the 1990's will be skewed to the higher end of the income scale. This presents a problem in particular for the children of

existing residents and local public servants such as teachers to be able locate in Berwick. However, if large predicted layoffs occur at the Portsmouth Naval Shipyard, then a number of houses may be expected to be put on the market in the 1990's creating a further downward pressure on sales prices of houses in Berwick.

3. Provision of 10% of new houses or 8 per year in the 1990's would meet the State affordability guidelines; 34% or 28 affordable houses per year would perpetuate the existing mix of household incomes in town. Provision of a regional fair share of 10 affordable houses per year would account for 13% of the new houses projected needed for all new households in Berwick during the 1990's.
4. If affordable houses were built and sold for less than \$111,715 then the households earning 150% of the 1990 median household income could afford them. If the affordable houses were aimed at the 80% of median income households, then the houses would need to be built and sold for \$59,798. New housing sales in 1989/1990, show that considerably greater than 10% are being sold for less than \$111,715 thus meeting the State guidelines. In 1989/1990 69% of all new dwelling-units sold for less than \$111,715. Only 4% or 2 sold for less than the 80% household income affordability threshold of \$59,798.

## NATURAL RESOURCES

### Findings:

1. Soils most suitable for development purposes are widely scattered across Berwick. There is considerable overlaps of these well-drained soils also as prime agricultural and forestry areas. The principal concentrations of prime soils area: (1) the area bordered by Cranberry Meadow, Little River, Old Sanford and Diamond Hill Roads; (2) two areas straddling Cemetery Road; (3) land west of Blackberry Hill Road; and (4) areas along Route 236.
2. Berwick is within the watersheds of two major tributaries of the Piscataqua River: the Salmon Falls and the Little Rivers and drains to these through 2 local drainage areas. The lowest and flattest bottom lands of the major rivers and streams are floodplains upon which annual to periodic flooding occurs. Along the bottom lands are also scattered marshes as well as in upland depressions along drainage ways. All marshes in Berwick are the shallow wooded variety called palustrine wetlands.
3. The State classifies all stream waters in Berwick as Class B. Thirty-three potential point and non-point pollution sources have been identified in Berwick, mostly old underground storage tanks in danger of leaking and some land application areas for pesticides and manure.
4. Eight prime groundwater areas with potential yields greater than 50 gallons per minute have been identified. The prime areas include the east side of Cranberry Meadow Road between Thompson Hill and Old Sanford Roads, and two areas along the north side of Route 4.
5. The upland forests of Berwick offer high to moderate value deer habitat, deer yard locations and travel corridors. The forest marshes along the major rivers and streams offer waterfowl habitat of yet unknown value. It is possible though undocumented that the Marshes are large enough to be part of the Atlantic migratory waterfowl fly-way as stopover spots.

6. There are five identified critical natural areas containing 2 rare plant and 3 rare animal species. There are also seven other rare plant species reported in the Berwick area at unknown locations and 9 unusual, though not endangered, animal species

Analysis:

1. Much of the prime developable land in the immediate village area has already been developed. The Blackberry Hill Road prime developable areas south of the Village are largely in open fields used mostly for hay and pasture. This area also has some prime agricultural soils so it is in some danger of losing its farming use to future development. However, the largest concentrations of prime agricultural and forestry soils are in a broad strip running southwest - northeast through the center of Berwick, bordered roughly by Little River and Old Sanford Road. The area to the northwest is more extensively forested than the rest of town and lacks large areas of prime soils.
2. Hatfield Lake is a man-made Great Pond owned by the Tuckahoe Turf company and used by them for irrigation.
3. Likewise, improperly managed residential lawn and street stormwater run-off, although seemingly far from the Salmon Falls River will need to come under close scrutiny with respect to phosphorus entering the tributaries to the river.
4. The probable need for additional public water supply necessitates early steps to identify and protect potential high yield groundwater supplies.
5. The large areas of both hilly and lowland terrain, especially the "The Marshes" and "The Heath" with no access by year-round roads provides adequate protection into the foreseeable future for deer and other wild animals. The location of many of the Town's wetlands in remote areas will also help maintain the waterfowl population.
6. Due to its unsuitability for development and distance from the potential growth areas around the Village, the Beaver Dam Heath critical natural areas appear to be safe from despoilation under present laissez-faire private owner protection. There is more danger posed by over-knowledge of these spots and careless, if innocent, trampling of the low growing rare species by untrained or unaccompanied visitors.

## TRANSPORTATION

Findings:

1. In 1990, there were 68.4 miles of road in Berwick. State roads and State-aided roads accounted for 16.4 miles or 24%. Town roads wholly maintained by the town accounted for 52 miles, 76%. In addition, there were about 10 miles of non-maintained roads now used for forest access and as trails into uninhabited areas.
2. The condition of State roads in 1990 were rated as follows: Excellent = Route 4; (2) Good = Route 236; (3) Deteriorating = Route 9.
3. Of the Town roads rated, both year-round and seasonal, approximately 44% were rated in Excellent repair in 1990; 18% were rated in Good condition; 21% were rated in Deteriorating condition; 8% were listed in Poor condition. These were both paved and gravel roads.

4. Locations with three or more accidents of any kind during 1985-1987 clustered around the Village, the State roads, and local intersections .
5. Regional and thru traffic is served by 36% (24.6 miles) of the roads in Berwick including the State Highways functioning as regional arterials and regional collectors. The remaining 64% of the roads (43.8 miles) function as town collectors and as local access to homes, fields, managed forests, and recreation spots.
6. Between 1975 and 1988, the volume of traffic in Berwick increased by an estimated 57%. This represented an average annual increase of 4%, and was faster than the 1.9% average annual increase of Berwick residents during the same period. The most rapid increase in traffic was the 8.3% annual increase on Route 236 at the South Berwick town line. Other hot spots were Route 4 at the North Berwick town line and Route 236 at Worster Brook. This pattern demonstrates the preponderance of commuter traffic heading south and east, also west across the Route 9 bridge over the Salmon Falls River to New Hampshire.
7. Between 1989 and year 2010, traffic in Berwick is projected to increase by 55%, somewhat faster than the Town population at 48% projected increase. The fastest growing traffic area is projected to be Route 4 at the North and South Berwick town lines with 97% and 83% increases respectively.
8. The 1989 level of Service (LOS) at rush hour times was generally satisfactory throughout town, with the rural roads at Level C and D service. Routes 236 and 4 show the highest levels of use at D service.
9. By 2010, only the Sullivan Square/Route 9 bridge is projected to remain at Level C due to a new traffic signal. All other major road segments are projected to decrease to Level of Service D or E. Route 4 at the South Berwick town line is projected to be at level F in 2010 if no improvements are done to that road between 1991 and year 2010.
10. Route 9 is a major east-west route between New Hampshire and the Portland area generating substantial truck traffic through downtown Berwick. In addition, Route 9 functions as a conduit for regional and local traffic to the Maine Turnpike while Route 4 is a major inland route to Sanford and the Lewiston-Auburn area. Route 236 runs from Berwick south through the southern York County tier towns to Kittery.

Analysis:

1. The 10 or so miles of non-maintained roads in Berwick could form the basis for an expanded trail system in town.
2. The traffic impacts on Route 9 in Berwick Village is caused by the regional and thru traffic and its projected rapid increase rather than by the local traffic generated by Berwick residents.
3. The year 2010 traffic projections are predicated upon no changes to the 1990 road system. The MDOT installation of traffic signals at the Sullivan Square/Route 9 intersection in 1991 will reduce the peak hour Level of Service from F to B. Likewise, the installation of a three-phase light at the intersection of School and Wilson Streets would reduce the LOS from F to B
4. The projected F Level of Service by 2010 may necessitate widening of Route 4 to 4 lanes if the current alignment and traffic conditions persist.

## PUBLIC FACILITIES

### Water Supply

#### Findings

1. The Berwick Water District supplied potable water in the Village area to 626 residences, 25 commercial establishments and 16 industrial and governmental places in 1990. Prime Tanning used 4% of the systems delivery of 575,000 gallons per day (gpd). The 626 residential customers represented less than 30% of all households in Town.
2. By year 2005, it is estimated that there will be 1155 customers, 488 more than in 1990, with an average daily consumption of 750,000 gpd and a peak daily use of 825,000 gpd.
3. At current delivery capability of 575,000, projected demand will be at 130% of capacity by the year 2005.

#### Analysis

1. The Water District has recently (1990) expanded service along Old Pine Hill Road and has replaced old and leaking lines throughout the system. While this has increased the system's efficiency, looping the entire system would make an even bigger difference.
2. Increasing the size of the pumps and tanks at the water treatment plant would increase delivery capacity to 1.1 million gallons per day (GPD). Adding another storage facility could increase storage capacity to 2.2 million gallons.

### Wastewater Management

#### Findings

1. The Berwick Sewer District in 1990 served 899 residential and 38 commercial customers. Completed in 1976 with a demonstrated treatment capacity of 1.1 million gallons per day (gpd), it was operating in 1990 at full capacity.
2. The plant has been stockpiling the sludge waste from Prime Tanning on-site at the rate of 30 tons per week. This represents an enormous amount of potentially hazardous material exposed to the elements in close proximity to the Salmon Falls River.
3. Recently completed additions to the town sewer lines will increase the pressure on the already near capacity plant.

#### Analysis

1. The Sewer District has received a feasibility study that outlines the expansion of Berwick's sewer system, as broken down by phases and expenses. It should be noted that the Sewer District is a quasi-municipal corporation that is responsible for its own planning. The feasibility study's findings are included in the Public Facilities chapter of the Inventory section.
2. Sewer treatment capacity will have to be increased in the immediate future if further expansion of the sewer system is to proceed.

## Solid Waste

### Findings

1. Berwick has contracted with Solid Waste Systems for solid waste disposal from the Town's transfer station. Residents deposit their own solid wastes at the town transfer station or pickup is accomplished from curbside through licensed private haulers.
2. Projections of solid waste generation are:

<u>Year</u>	<u>Tonnage</u>	<u>Capacity at Landfill</u>
1980	2,503 tons	---
1988	3,103	---
2000	4,002	79%
2010	4,058	81%

### Analysis

1. Through recycling, Berwick will need to meet State Law by reducing its waste stream by 25% by 1992 and by 50% by 1994. Maintenance of a Town compost yard for lawn cuttings and leaves can alone reduce the stream by up to 20%. Institution of a mandatory re-cycle program by all householders and businesses can reduce bulk, if not the weight, of the stream by up to another 33%. At issue will be the development of a recycling center to collect the recyclables and market them back to private industry. Berwick has a recycling program up and running at this time.
2. Berwick in the future may need to explore a regional approach to disposing or recycling white goods, household hazardous wastes and construction debris.
3. There is a trade-off between the Town paying higher fees for continuing traditional solid waste disposal versus imposing by ordinance household recycling, which should cost less over time as the markets are stabilized for recycled goods.

## Energy and Communication Facilities

### Findings

1. The Central Maine Power Company (CMP) provides electricity to all residences and businesses in Berwick who desire it, which may be assumed to be nearly all (99%). The CMP is obligated to provide electricity to residences under the State Public Utilities Commission regulations. Similarly, New England Telephone Company (NET) provides telephone services to all in Berwick willing to pay; in 1990 also almost all households. Natural gas is not available in Berwick although attempts are being made for it to be extended into Town.
2. Television channels from Boston, Portland and Portsmouth may be received over the airwaves. Cable service is provided by Continental Cablevision Inc. to about 1360 customers, about 73% of all households.
3. News services for Berwick residents are provided by 7 daily, 5 Sunday, and 3 weekly newspapers. At least 16 southern Maine and New Hampshire radio stations may be received in Berwick.

### Analysis

1. Use of electrical and telephone poles for a multiplicity of overhead wires detracts from the character of the village center.

### **Public Works**

#### Findings

1. The Berwick Highway Department composed of one foreman and four employees, maintains the Town's culverts, ditches, woodlots, signs and striping for cross walks. On occasion it builds small roads and bridges. All of the winter snowplowing is done by the crew, except for plowing of State roads which is done by MDOT. As of 1990, Berwick had not participated in any joint purchasing of road paving or any other items. Both the Greater Portland Council of Governments and the Southern Maine Regional Planning Commission offer such services.

### Analysis

1. Participation in joint purchases of goods such as culverts and services such as repaving or road re-striping might reduce the public works budget.

### **Village Center Facilities**

#### Findings

1. There are about 186 street lights mostly located in the village and the surrounding residential streets. A few lights are scattered along Rochester Street, Route 9 and Route 236 near the Village.
2. About 61 on-street parking spaces are provided in the Village on Sullivan, Bridge and Bit Streets. There are approximately 970 off-street parking spaces at public, semi-public and private buildings located primarily around the Sullivan Square area. 350 of these are dedicated to Prime Tanning employees.

### Analysis

1. Downtown street lighting is held hostage to the location of electrical and telephone poles in the Village Center. Until the utility poles are either moved or the overhead wires placed underground, pedestrian-scale street lighting will be difficult to accomplish. Without appropriate pedestrian-scale street lighting that enhances the inherent village center character, downtown revitalization will be more difficult to be fulfilled in Berwick village.

## **PUBLIC SERVICES**

### **Fire Protection**

#### Findings

1. Current 1990 fire protection by the Berwick Volunteer Fire Department is adequate. Even though population grew by 51% during the 1980's, fires per capita decreased. Therefore, it is expected that the projected 30% increase of population during the 1990's will not increase the number of fire emergency calls by 30%, but less, perhaps not at all. Another projected 14% population increase between year 2000 and 2010 may, however, increase

the need for additional equipment. The Department maintains a capital improvements program for major equipment items.

2. Costs resulting from mandated State requirements continue to rise for the Fire Department.
3. Hiring of career firefighters may be considered in order to cut down the response time in emergency situations and to better follow up on citizens' concerns.

### **Emergency Medical Services**

1. Berwick is served by 2 EMS teams, Benoit Medical Services, a private for-profit company, and South Berwick Rescue, the South Berwick municipal service.
2. Between the combined services, demand is not expected to outpace capacity anytime in the foreseeable future.

### Analysis

1. Space and trained personnel needs appear more important for the future than additional equipment.

### **Police Protection**

### Findings

1. In 1990, the Berwick Police Department provided police services to the Town. It was composed of 9 full-time and 3 part-time officers and was operating at near 100% capacity in terms of personnel.
2. Given that calls for police assistance to Berwick residents are assumed to increase apace with the projected 30% increase in town population to year 2000, the future personnel, space and equipment needs require consideration.

### Analysis

Department plans for computerizing data keeping and dispatching will free officer's time for more in-field duty and investigative work thus increasing departmental capacity. Eventually, space needs will become more critical. Also, budgeting for needed State required training will continue to be important.

### **Health Services**

### Findings

1. There were no physicians practicing in Berwick in 1990. Doctors offices are located in the Sanford area 15 to 20 minutes away; in the York area 20 to 30 minutes away; and in the Rochester, Dover, Portsmouth, N.H. areas 10 to 30 minutes away.
2. There are two hospitals within a 15 minute drive of Berwick and an additional 7 within a 20 to 50 minute drive.

### Analysis

Residents of Berwick seem to be comfortable with the amount and proximity of health care facilities in the area.

## Information Services

### Findings

1. In 1990 the Berwick Public Library provided reading materials through 3,000 books, adult periodicals, children's periodicals, newspapers and extensive genealogical records. A staff of volunteer librarians kept the Library open in its present location in Town Hall.
2. In order to maintain the 1990 ratio of .5 books per capita, 4,240 new volumes would be needed by year 2000, or 420 new books per year.
3. There is a lack of funds for purchase of new books, lack of storage, work space and stack space. Genealogical materials need preservation on acid-free paper; a general increase in the reference collection is needed for student use; books on audio cassettes are needed; and the library should be open more hours during the week.
4. The U.S. Post Office in Berwick was operating at about 50% capacity out of its new facility in 1990. As expansion capability has been designed into the new building, the system will be meeting demand for the foreseeable future.

### Analysis

1. The Library's ratio of .5 books per capita is meager for towns in the 0-10,000 population range so serious consideration should be given to upgrading the collection to the 3 books per capita ratio, which is the Maine Association of Libraries standard.
2. However, funding for the library was given a low priority by the residents who responded to the planning questionnaire.

## Parks and Recreation

### Findings

1. Most of Berwick's recreation programs are aimed at youth, either through the various little leagues at the local ballfields or through the SAD 60 Recreation Council at the Noble Junior and Senior High Schools. Team sport summer camps are run at the High School. Little League games are played at the "Ball Field" off Sweetser Road.
2. The Primary and Elementary School gyms can be used for adult exercise, dance classes and/or basketball. Outdoor basketball is provided at the Primary, Junior and Senior High Schools. Picnicking is provided at the Little River recreation area.
3. Projected increase in population indicates that the three existing ballfields could be overtaxed by year 2010 if neither installation of night lights nor development of a fourth ballfield occurred. If one of the three ballfields in 1990 is lost to town use, then a replacement ballfield would be needed during the 1990's. An ongoing need is Town land for additional adult field use. Expanding and/or upgrading the Little River recreation area would significantly improve the town's public recreation resources.

### Analysis

1. The projected doubling (+123%) of the 45 to 64 age group in Berwick could put more demand on the Recreation Commission to provide outdoor adult recreational facilities such as tennis and handball courts, and more ambitious indoor recreation programs. In

any event, an additional ballfield is likely to be a high town priority as well as a community recreation building for indoor use by all age groups.

2. It is also true that some of the attraction of living in Berwick will continue to be the passive recreational opportunities provided by the Salmon Falls and Little Rivers; by the ponds for fishing and boating; and the forest for hiking, hunting, horseback riding skiing, snowmobiling and simply viewing.

## Town Government

### Findings

1. In 1990, Berwick town government appears to be operating fairly well. With the exception of the Tax Collection office, which is currently at 100% of capacity, municipal offices are meeting the demand for services.
2. Staffing shortages in the General Assistance Office impacts negatively on other Town offices.

### Analysis

1. Increasing state mandated requirements, standards and guidelines for municipal government will add to and complicate the administrative affairs of Berwick's government in the future. These will include the administration of the Comprehensive Plan, recycling, open space maintenance and affordable housing.

## EDUCATION

### Findings:

1. About 48% of SAD #60 is funded by the State. The remaining 52% is funded by the three member towns of Berwick, North Berwick and Lebanon. Berwick's 1990 share of the total SAD 60 budget was 17% (33% of the three town's share). This represented about 62% of Berwick's 1990 property tax bill.
2. The Berwick Primary School, grades K-3, was operating at 100% of capacity in 1990. By year 2000, it is projected to be operating at 218%. This school is new and in its first year of operation at the time of this writing.
3. The Estabrook - Doran and Berwick Middle School are currently jointly serving the elementary education needs of the community. The Estabrook-Doran School is currently operating at 129% of capacity, and the Middle School at 109% of capacity. Taken together, the schools are projected to be operating at 157% of capacity by the year 2000.
4. Noble Junior High School in Berwick, grades 7-8, was operating at 83.5% of capacity in 1990. By year 2000, it is projected to be operating at 155% of capacity. In 1990, the Junior High school was planned to be expanded in 1994, with a second possible expansion in year 2000, which could be at a new site.
5. Noble Senior High School in Berwick, grades 9-12, was operating at 105% of capacity in 1990. By around year 2000, the High School should reach 196% capacity and could increase to 255% capacity through year 2010. There were plans in 1990 to expand the High School by 1995 and for a further expansion around year 2000, possibly at a new site.

6. Adult education is located evenings at the High School, and 6 other SAD buildings in Berwick, North Berwick and Lebanon. Post secondary schools abound in the region. One of the on-going tasks is to provide the skills needed for entry into jobs in a changing job market as well as job retraining as the 21st century approaches.

#### Analysis

1. Changing job markets are prompting the school district to seek to expand its job and career counseling services and to explore closer cooperation with the people administering the Jobs Partnership Training Act (JTPA) of the Maine Department of Labor in York County.
2. While the emphasis has been job training and retraining for the lowest income sector, increased competition globally is focusing more attention on the proper training for those easily employable or who are already employed. School curricula planning emphasizes up-to-date computer, technical basics and cognitive skills training.
3. Desire is apparent on SAD #60's part to continue to forge closer cooperation with the member towns for the schools to become more integral facilities for community uses educationally, culturally, civically and recreationally. The High School summer sports camps are a step in this direction. The pre and after school programs for preschoolers is another example.
4. Adjusted school population projections accounting for the early 1990's recession may lower projected future student levels thus prolonging, or possibly eliminating future school building expansions.

### **FISCAL CAPACITY**

#### Findings:

1. Total Town Government expenditures in Berwick increased by 131%, after correcting for inflation, between 1980 and 1990. The after inflation increase of expenses on a per capita basis was 52% or 4.7% per year: \$478 to \$731 per person. The largest specific budget increase was +228% for the Education category. Second highest was Waste Disposal at 219% reflecting the increased costs the town had during 1980's for solid waste disposal. SAD #60 costs increased from 41% of the property tax bill in 1979 to 62% in 1990. School expenses remained the single largest budget item. Part of the costs were for more children in the schools, part were for the costs of maintaining the new and expanded facilities and additional teachers. The State pays construction costs for new SAD buildings; the SAD pays the full costs of the first year operating costs of new buildings.
2. Because of decreased State and federal funding, Berwick's portion of the revenues raised to pay town expenses from 1980 to 1990 increased from 88% in 1980 to 95% in 1990. Also, due to the rapid appreciation of property values plus the new houses and commercial buildings constructed during the period, full value tax rates decreased steadily until 1989, when the town went to 100% valuation.. The full value tax rate is the rate needed to generate each year's tax revenues after each year's valuation is adjusted to 100%, or current market valuation.
3. While total revenues on a per capita basis after adjusting for inflation rose by 58% between 1980 and 1990, the property tax portion of those revenues rose by 140% on a per capita basis.

4. Full valuation of property in Berwick (converted to 1989 dollars) increased from \$16,595 per person in 1980 to \$35,839 per person in 1988, a rise of 116%. The hypothetical tax rate based upon the 1989 full valuation gave Berwick a high full valuation tax rate compared to surrounding towns: \$17.83 per \$1,000 valuation compared to the low of \$8.85 (Wells) and the next highest, 14.97 (Sanford). In 1989 dollars, Berwick's full value tax rate decreased from \$18.28 in 1980 to \$17.83 in 1989.

Analysis:

1. The reason that the full valuation tax rate dropped between 1980 and 1990 was because the Berwick full valuation rise of 194% was more rapid than the rise of general inflation, about 50.5% as documented by the CPI (Consumer Price Index). The increase in the cost of Berwick Town government including schools was probably more related to general inflation than to the specific southern Maine land and property appreciation boom.
2. In 1989 and 1990 housing values dropped but land values increased significantly. However, it is extremely unlikely that a similar land and property appreciation boom will occur in the 1990's; therefore it is probable that there will be increased pressure to raise the tax rate (in full valuation terms) to pay for higher town and school costs or from other new State mandated and/or locally desired programs. Potential large costs in the 1990's will be for solid waste disposal and the Town's share of the added operating costs if the Noble Junior and Senior Schools are expanded.

In a non-land boom period, one way to keep up with higher town costs without raising the tax rate is to expand the non-residential tax base, i.e. commercial and industrial buildings. Berwick has stated that one of its primary goals will be to study the means of attracting new business and industry to the community.

3. Rising Town costs may prompt more interest in long-term capital planning and budgeting to spread needed purchases in a rational way over time so as to maintain a steady and predictable tax rate rather than an unpredictably fluctuating one.

## CULTURAL RESOURCES

Findings:

1. A total of 535 historic buildings have been identified in Berwick:

- 522 historic homes
- 6 historic commercial buildings
- 3 historic churches
- 1 historic town building

None of the historic buildings are on the National Register of Historic Places. Three historic sites: the Newichawannock area, Tozier's Garrison and the Plaisted Site have been identified by their general area. Additionally, several other locations of historical importance are known, for example the Town Pound, the first Townhouse site and the Town Farm.

2. These historic resources are located in three areas.

District #1: Berwick Village

District #2: South of the village between Route 236 and the Salmon Falls River

District #3: The rest of town

3. The surviving historic buildings are the biggest asset to preserving the town character of Berwick. Liabilities preventing full enhancement of inherent town character is the location of Prime Tanning and inappropriate Village Center street lighting.
4. Field research is needed at potential prehistoric archeological sites relating to the Newichiwannock Indians at possible encampments along the Salmon Falls River. While no historic buildings have been located precisely, the entire area has archeological significance in light of the known settlement history of the area.
5. Open space is abundant in Berwick. Upland and lowland forests and fields plus 107 local cemeteries all contribute. Abandoned roads offer hiking, skiing, horseback, snowmobile and ATV trails. Higher elevations offer 4 identified scenic overlooks with the White Mountains forming a distant backdrop. About 8.5% of the Town is in open fields and an additional 6.5% is in Tree Growth current use taxation forests, which conserves these open spaces.
7. Formal public access to the great pond, Lake Hatfield, is ensured by a town-owned parcel that connects the lake and Ridlon Road. Bridge abutments at a number of locations offer more recognizable informal public access to the Salmon Falls and Little Rivers and local streams. There are also a number of informal trail accesses to waterbodies.

#### Analysis

1. Historic Area #1, the village proper, could constitute a potential historic district comprised of the commercial block, the Town Hall, the Worster House and the former Great Falls Post Office building. This area has the more immediate threat to compromising its historic integrity and therefore its benefits to town character. The major threats are inappropriate new commercial buildings and demolition or major alteration of the historic buildings themselves. For example, the use of the Worster House as a storage facility for Prime Tannery is not a way to preserve an historic building nor is the conversion to 9 apartments as is the case with the Great Falls Post Office building.
2. Historic Area #2, between the Salmon Falls River and Route 236 below Worster Brook constitutes an informal area of great historic value. Berwick has a long and rich history, and this area is the roots of the community. According to the Maine Historic Preservation Committee, there is a need for an in-depth survey of the historic archeological resources situated in this area.
3. Historic Area #3, the majority of the town, contains several historical locations, garrison sites, and cellar holes. The site of Hamilton's Garrison on Pine Hill, the first townhouse at Blackberry Hill and the Town Pound on old Butler Lane are ripe for preservation. These resources are protected by the owners of the lots on which they are located. Revitalization of the village center through the installation of pedestrian scale street lighting and amenities on School Street/Sullivan Square would enhance town character. Facade rehabilitation and maintenance of the historic buildings would also augment town character and in turn provide the incentive for revitalizing Berwick cultural life based upon a more pedestrian - friendly downtown.

## LAND USE

### Findings:

1. Berwick's traditional 19th century land-use pattern, though still in evidence, is beginning to be obscured by scattered residential development along rural roads, principally Pine Hill, Hubbard and Cranberry Meadow Roads. Two large single-family home subdivisions are located near the Lebanon town line off Hubbard Road. Another, Little River Farms, with 74 lots, is situated off Cranberry Meadow and Thompson Hill Roads. Smaller subdivisions are scattered throughout town. 73 subdivisions have been constructed since 1972, creating a total of 850 new housing units. The new year-round residents are primarily rural commuter households in contrast to the 19th century and early 20th century rural farming households.
2. In 1990 an estimate of the land uses were:

forested land	45.6% of the land
residential land	38.8%
vacant building lots	2.4%
agricultural land	8.0%
comm., mfc., & institutional	4.2%
other land uses (roads)	1.6%
3. Forty lots representing 15% of forested land, or 5.6% of the total land, was under the Tree Growth tax abatement status.
4. About 83% of the residential land was associated with single-family houses; 7% with mobile homes; and 10% with duplexes and multi-units.
5. In 1990 about 75% of the lots in Berwick were used for year-round residences, representing about 39% of the land. In contrast, 9% of the lots were for timber growth and represented about 45.6% of the land.
6. In 1990 there were 5 land use districts in Berwick ranging from the 10,000 square foot Commercial - Industrial District and R1 District to the 90,000 square foot R3 District. There were also 2 overlay districts imposing additional requirements: The Shoreland and Aquifer Protection Overlay Districts.
7. Between January, 1989 and September, 1990, 182 acres of land were in newly created residential lots. This represented an average lot of 7.9 acres per each of the 23 new lots, or .39 acres per each new Berwick resident during this period.

If the actual yard-space of cleared forest land is about one acre on average per house, then the 23 new lots represented roughly 22 acres of new residential year-round space. It is 22 acres rather than 23 acres because it is assumed that some of the new house lots will be less than 1 acre in size, i.e. several grandfathered substandard lots in the Village area or 20,000 square foot lots in the C/I or R1 Districts.
8. When a house is built on a large rural lot it only permanently removes a portion representing the minimum lot size of the Zoning District. For instance, a new house in the 90,000 square foot R3 district on a 20 acre lot permanently removes 2.07 acres from development, but in theory leaves nearly 18 acres that could be subdivided out of the 20 acre lot and provide 6 or 7 lots for 6 or 7 other houses. Regarded this way, the 23 new houses accounted for 52 acres being permanently placed under development or .11 acres of land per each new Berwick resident.

## Analysis

1. When the actual forested land on large residential lots and vacant building lots are estimated, it may be assumed that about 77% of the land in Berwick has trees upon it. This compares to the 80% for York County and the 89% for the State as a whole under tree cover.
2. Assuming a 48% increase in Berwick population to year 2010, from 10% to 82% more developed land may be projected to be needed depending on whether it is based upon providing 1 acre of yard space per new dwelling-unit, or the minimum zoned lot size per new dwelling, or assigning .39 acres per new resident as occurred between 1989 and 1990. A combination of the three methods generates a reasonable need of 38% more developed land.
3. Development of 38% more land in Berwick would convert about 3861 acres into residential use and 411 acres into commercial, industrial and institutional use totaling 4272 acres. This would reduce the total stock of non-developed land in 1990 of 14,907 acres, which is mostly forested, by approximately .29 acres. Under this growth scenario, whereas in 1990 developed land represented 43% of Berwick by year 2010 it would represent 60%.
4. Under the existing 1990 zoning there is abundant land available for an additional 4300 acres of development. However, the existing zoning may be expected to distribute much of the new development on scattered 2.07 acre parcels, some larger, all over the rural northern part of Town. When available, some new houses would in-fill 20,000 and 60,000 square foot in the Residential Districts around the village.
5. While the 90,000 square foot rural district has undoubtedly prevented some subdivision in rural Berwick due to the expense of building subdivision roads for house lots each with 300 feet of frontage, it has also increased the pressure of single family unit development under the cluster concept of the Land Use Ordinance. Extensive development will continue in the R3 District unless measures are taken to direct growth towards the R2 and R1 Districts. However, the Town's Cluster Development provision will continue to preserve open space primarily in the rural R3 District.
6. About 40% of Berwick is highly suitable for development. However, there is considerable overlap of soils highly suitable for agriculture and timber growth rendering about 20% of the Town exclusively more highly suitable for development. Roughly half of the overlapping agricultural and forestry soils are in the southern section of town in the R3 district leaving considerable developmental soils available to the northeast of the Village. The four prime developable areas are:
  - (1) Along Cemetery Road straddling the road and the cemetery
  - (2) The area bounded by Routes 236, 9 and Old Pine Hill Road
  - (3) The area along Route 236 from Worster Brook south, accessed by Route 236
  - (4) The southeast side of Route 9 between Hall Ponds and Mulloy Brook
7. Of note is the fact that much of the best location for development as dictated by soils suitability is located in the R3 district. As noted above, the 90,000 square foot district will not of itself discourage or channel residential development to other, more desirable areas. Also, there is a great deal of overlap between agricultural, forestry, and residential soils in the southern section of the R3 district.