

# 2016 Comprehensive Plan Update City of Old Town, Maine



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# CITY OF OLD TOWN 2016 COMPREHENSIVE PLAN UPDATE



Approved and Accepted by the Old Town City Council on \_\_\_\_\_

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I certify that:

- this comprehensive plan was prepared with the intent of complying with the Growth Management Act (30 M.R.S.A. §§ 4312 - 4350.),
- it includes all of the applicable required elements of the Maine Comprehensive Plan Review Criteria Rule (07-105 CMR 208), and
- it is true and accurate.

\_\_\_\_\_  
City Manager, Old Town Maine

This Comprehensive Plan Update builds on data in the 1995 City of Old Town Comprehensive Plan, which, where it has not been updated or changed, is herein incorporated by reference.



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# Chapter 1

## Vision, Goals, Policies and Actions: Implementation, Future Land Use, Capital/Major Investments & Regional Coordination



**Introduction:** The City of Old Town last adopted a Comprehensive Plan in 1995. In the winter of 2015, after two decades of change, the City undertook the process to develop and adopt a new plan. After several months of research and communication with a Comprehensive Plan Update Committee, a community survey and a community wide ‘Feedback Expo’ held over 3 evenings and 2 days at the Library, a framework for a new vision was created. What follows vision is written as if 2035 is the present day!

The following description of a vision statement and its relationship to a community’s comprehensive plan is taken largely from the *Community Visioning Handbook: How to Imagine – and Create – a Better Future*, a publication of the former Maine State Planning Office.

A Vision Statement is a description of what the community’s future will look, feel, and be like. Why envision the future? Because only by imagining where we want to go can we figure out how to get there. Old Town needs a blueprint to make sure that its regulations, capital investments, and public facilities all work together and to give clear signals to developers about what is wanted in the community. The blueprint for how to achieve the vision is the comprehensive plan. The vision statement is the driving force behind the comprehensive plan.

A vision that works helps a community reach for goals above and beyond what normally might be expected and discover possibilities that may not have been apparent. A good vision is a stretch, but still in the realm of the achievable. A good vision motivates people to take action together. A good vision makes people feel hopeful, optimistic, and focused.

**The vision is the dream. The plan is the blueprint.**  
**The vision describes. The plan analyzes.**  
**The vision is poetry. The plan is prose.**  
**The vision is about possibilities. The plan is about policies.**  
**The vision describes what. The plan shows how.**  
**The vision is an aspiration. The plan is a legal document.**  
**The vision appeals to imagination. The plan appeals to reason.**  
**The vision is striven for. The plan is implemented.**

A vision says, “This is where we want to go.” The rest of the plan provides the concrete data necessary to move the community towards its vision. The vision should represent a stretch for the community, but not be impossible to achieve. In sum, the vision and the rest of the comprehensive planning process should feed off of and support one another. Visioning without planning risks being uninspired. Planning without visioning risks being irrelevant. Good visioning and good planning strengthen each other.

What are the different ways a community can use a vision?

- As an **introduction to** the comprehensive plan that describes where the community wants to go.
- As a **yardstick** for determining which goals and policies will best get the community moving in the direction it wants to go.
- As an **enclosure** for grant applications to foundations and government agencies to illustrate how the grant project fits into the community’s “big picture.”
- As a **guide** for reviewing other town plans and documents, such as ordinances, grant applications, budgets, capital improvement programs, etc to evaluate whether they move the community closer to or further away from its vision.
- As an **annual check-in** to assess whether the community is spending too much time reacting to problems and not enough time initiating positive steps towards achieving the vision.
- As a **stimulus** for new initiatives that do not fall into the purview of existing committees or groups.
- As the **vehicle** for an annual community-wide meeting to reassess community’s goals – and progress.

**Old Town in 2035** (an article reprinted from Old Town, Maine, The First 195 Years 1840-2035):

Old Town is a community whose citizens are made up of proud generations of year round and seasonal residents who are fiercely committed to supporting their vibrant community. The City capitalized on its residential base by expanding opportunities for citizens of all ages to participate in rebuilding its civic pride. In this process, it struck the right balance between private property rights and the need to work together to move the City forward. After decades of decline Old Town has emerged as a City with a new heart!

Old Town is steeped in history and culture with abundant natural resources that not only help form a container for growth but also serve as the framework for its economy. Because the Stillwater and Penobscot Rivers wrap around Marsh and French<sup>1</sup> Islands, which coincided with the existence of public water and sewer facilities, most development in the City since the adoption of the 2016 Comprehensive Plan, has occurred where city services may be delivered most cost-effectively.

**Economic and Community Development join forces:** Beginning in 2016, the City's Economic Development Corporation, formerly known as the Great Works Development Economic Development Committee, expanded its mission to include community development strategies and was renamed the Old Town Economic and Community Development Committee (OT-ECDC); this move required a change in the appointment process to assure that the LLC was comprised of a broader membership representing a greater diversity of interests. The Economic Development strategy was also broadened to include housing and neighborhood development strategies. That decision proved to be very fortuitous with an expanded economic development strategy.

In order to create job opportunities increase family prosperity, the Downtown/Mill area, Airport Business Park/Gilman Falls Avenue, and Stillwater Avenue area were identified as the three highest value business development areas in the City serving distinct but complimentary purposes. Business expansion and retention activities in Old Town were focused here. In addition, a strong partnership was pursued with UMaine in support of its R&D and forest products technologies and agribusiness programs.

The ECDC prepared for gradual transition of abandoned or obsolete industrial sites to more productive activities. Once viewed as a "mill town", the City's resilience has allowed it to rebound from the loss of many traditional industries over several decades and it now boasts an

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<sup>1</sup> While the Island is locally known as *French Island*, its proper name is Treat-Webster Island.

economy that serves the forest bioproducts industry, advanced materials and composites, research and development associated with the University's Laboratory for Surface Science and Technology, new media and IT, as well as food science and nutrition industries. Once reliant on a few large employers, Old Town leads the state in the number of small manufacturing and technology businesses each with employees numbering in the range of 10 to 50. This success served to create a route out of poverty in Old Town as good paying jobs returned to the area and induced a stronger middle class.

The ECDC created distinct roles for the Downtown and Stillwater Avenue commercial areas. Their efforts guided auto oriented/traveler and convenience based uses to Stillwater Avenue and pedestrian oriented/leisure time uses to downtown; promoted mixed use activities in downtown with first floor retail/second floor office and 3<sup>rd</sup> floor residential; and more residential activities on parallel roadways to Stillwater Avenue allowing through traffic to pass with little interruption and promoting multiple modes of travel to connect housing, educational/institutional and business uses.

In addition to creating a strong employment base, and guiding the style of growth in downtown and on Stillwater Avenue, a commitment to livability and ecotourism has helped revitalize its downtown through the development of a small hotel and conference facility atop a retail department store with satellite niche retail establishments, a small movie theatre, the creation of an outdoor recreation and cultural education center supported by a partnership with the Penobscot Nation. This education center partnership created a focus for expanding the ecotourism efforts begun in the early part of the century with Riverfest and other annual white water races. Now the riverfront is viewed as a world class location for launching water adventures. In addition, the spin off further expanded ecotourism by creating an ecotourism niche bringing related retail and dining opportunities; a number of Old Town's beautiful old 19<sup>th</sup> century homes have been converted to Bed and Breakfast facilities thus creating more overnight accommodations for the growing interest in downtown activities.

This combined activity at the former Old Town Canoe site provided the impetus for an expandable parking garage to be built near the current site of the Public Safety building thus allowing the parking areas at the Library and City Hall to be marketed for new development. A new mid size food retailer located on a site in the heart of downtown recently. Based on a regional food hub study done in 2015, a farmer's market is hosted periodically in Riverside/Binette Park. Waterfront festivals are held at least monthly all year long. Because of the bustling activity at the Old Town Canoe site, discussions have begun to consider relocating the Public Safety Building to a new location near Brunswick Street and Perkins Avenue since Perkins Avenue was extended to provide an alternative access to Stillwater Avenue. If a

decision is made to proceed, the site at the corner of Brunswick and Middle Streets would be available for a much needed expansion of the hotel and education center.

The downtown revitalization effort begun in 2015 is now well underway. Aside from storefronts and upper floors filling up, the facades have been improved and business signage is of high quality. The sidewalks in the downtown, including its adjacent neighborhoods are in good repair; street lights have been converted to energy efficient lamps, with posts whose style is distinctive to Downtown neighborhoods. Neighborhood parks and trails are well maintained and are secure for users of all ages. A wayfinding system assists residents and newcomers alike in getting around.

A philanthropist purchased the old train station, refurbished it and transferred it to the City; it now serves as a multimodal transportation hub with a space leased by the City for a diner. Visitors go there to rent bicycles, electric scooters (i.e. Segways), canoes and kayaks, as well as to purchase bus tickets or get a cab to and from the airport and various other destinations in the community and beyond.

In 2015, the Old Town Fuel and Fiber/Expera Mill closed for a 4<sup>th</sup> time and while a new owner was being sought, the City applied for and received federal planning assistance to take a longer term view of transitioning its economy for the 21<sup>st</sup> century. The community's foresight prepared it for an eventual shift in manufacturing emphasis. The City partners with private investors, and in a bold move, ultimately approved a bond to purchase the Mill and much of its land; portions of the Mill were sold for parts, some buildings were demolished; other buildings were preserved and are being creatively re-used as incubator R&D centers associated with the University's world class agricultural and forest technologies innovations program. Some of the river frontage once covered with concrete/pavement and buildings is being restored to a heritage park; other portions of the site are under consideration for redevelopment into a large *teaching* hotel and conference center catering to the food science/nutrition industry and serving international clients interested in UMaine's innovative projects. This move gave further impetus to the planned but undeveloped technology park. It allowed for OTO fiber, designed by interlocal agreement to implement the last mile of the 3 Ring Binder in Old Town, Orono and UMaine, by grant received in 2015 to determine the location and mechanism for developing the "last mile." The planning caused a decision to advance investments in an area that would optimally benefit all three entities; these investments allowed OTO Fiber to lease access to its last mile to providers and thus enhanced the ECDC's ability to attract businesses with high volume data transfer needs.

In 2020, the ECDC partnered with the City to capitalize on energy efficiency by promoting solar power at City buildings and development of a state of art solar array at the Dewitt Business Park which provided a viable and alternative power source for park tenants. As a result of this move and the decision by FAA to allow the lots to be sold rather than leased, the park has been steadily filling up with energy technology uses. In addition, the City authorized a bond to fund the long overdue replacement of the Public Works Garage.

While development along Stillwater Avenue continued to grow, a network of new parallel connector roads were built on either side to provide alternatives ways for travelers to get to local services thus preserving the arterial corridor for through travelers. In addition, the character of development on Stillwater Avenue mirrored the new signature Stillwater Bridge constructed by the MaineDOT in 2017; Stillwater Avenue is now the principal gateway into the heart of Old Town. Wide sidewalks now flank both sides of the arterial and bridge. A local site plan review process requires that parking be located at the rear of buildings and that buildings are built close to the back of sidewalk. Street trees, landscaping, ornamental street lamps with seasonal and festive banners welcome residents and visitors. Further, the new network has spurred redevelopment of older residential areas that are now more conveniently located for obtaining goods and services or for traveling by foot or by bike to work on Stillwater Avenue. The location of the UMaine Trail between Stillwater Avenue and Perkins Avenue was shifted by UMaine to continue providing off-road walking and bicycling options when Perkins Avenue was extended.

While focused predominantly on Stillwater Avenue and in the Downtown, Old Town businesses in other locations also invested heavily in their curb appeal by improving signage, landscaping, parking lots and building facades. As such, the City has recently been notified that it was named one of 2035's All America Cities by the National Civic League.

In order to enhance Old Town's livability, the ECDC and City worked with local and regional financiers to create financial incentive programs to support the rehabilitation of substandard housing as well as the creation of new mixed & middle income housing near schools, parks and shopping areas. Several of the Community's Service Clubs and Fraternal Organizations banded together to share facilities and one of the vacated buildings is now used as a homeless shelter. The improved residences and the new dwellings not only improved housing options for local residents and new employees, but also served to instill pride and several neighborhood watch programs were created; these efforts significantly reduced the attractiveness of the community for black market activities.

Further, ECDC efforts to partner with the newly named “OTO” Land Trust supported the preservation of high value scenic views, agricultural lands, forests, and habitat through easements from owners wishing to leave a legacy. The ECDC worked with the Lake Association and the Penobscot Nation to improve lake and river water quality by focusing business attraction efforts to those with a strong ecological ethic. In addition to the Corporation’s partnership with the Penobscot Nation to build a cultural and educational center in downtown, it worked to pursue grants to inventory and assess historic/archaeological resources. High value resources were identified and private and public funding sources were pursued to preserve these. The ECDC, REC Center, and YMCA worked together to develop a world class outdoor recreation area on land near Juniper Ridge donated to the City around 2016. Together with the high quality Education programs and facilities administered by RSU 34 and the University of Maine, the City has steadily been growing as a great place to live, work, play and raise a family.

The last freight rail user in Old Town was the Mill; since the beginning of its ongoing transition, a ‘rails and trails’ project is being pursued by Orono, UMaine and Old Town that would allow construction of a paved pathway next to the tracks between Old Town and Orono. The path would begin at the train station in Old Town; and in Orono, the trail would veer off the rail corridor through The Grove where it could cross Route 2 and access the University lands in the vicinity of the American Legion. A longer term view of the rail road would see it being used as a more direct transit route for Old Town area commuters to and from Bangor.

Beginning in 2016, the City resumed its Capital and Major Investment planning efforts. This ten year plan is updated annually and the community sets aside funds each year to address capital and major investment needs; significant needs (those exceeding \$10M in costs) like the recent construction of a new public works garage are now bonded.

The efforts of the citizens of Old Town, its residents, civic and business leaders alike, to recapture their vibrancy through incremental but steady investment is now paying big dividends. The City is viewed as a model by other communities of similar size, demographics and economic base for how to make a comeback! Well done Old Town!

**IMPLEMENTATION STRATEGY – Goals, Policies and Actions**

A Vision such as the one outlined herein is all well and good but it cannot be realized without action. Regular and consistent effort must be applied to assure that progress is made. The following Goals, Policies and Actions identify some of the ways the City can direct its energies in order to achieve the vision and more.

In the full plan, Chapters 4 through 10 include the inventories, analyses, goals, policies and actions by subject area. The Goals, Policies and Actions related to each subject are also listed here with guidance responsible entity, timing and whether it has a financial impact. In terms of lead, it is recommended that existing staff, Boards, Commissions and Committees be approached first about taking on additional roles; in some instances a new committee is suggested so that individuals with a particular expertise may be called upon to assist.

Based on prior staffing recommendations and observations throughout this effort, the City would be well served by dedicating a full or part time community development professional who could assist with economic, community and planning related activities. Whether on staff or under contract (such as with the Economic Development Director), a professional whose sole focus is to assure the plan is implemented would be a wise investment.

In order to monitor implementation of the Comprehensive Plan, it is recommended that the City create Comprehensive Plan Implementation Committee (CPIC) or re-constitute the Comprehensive Plan Committee (CPC); the make-up of the CPIC should include members of the City Council, Planning Board, Economic and Community Development Committee as well as representatives from the residential and business communities at large. Once the CPIC has been identified, it will undertake an annual process to identify highest priority actions that will become the Annual Implementation Work Plan (AIWP). Ideally, the AIWP is endorsed by the City Council during its budget approval process.

The CPIC will undertake an annual review of achievements of the Implementation Plan; as individual actions are completed, new priorities will be identified and added to subsequent annual work plans. Every five (5) years, the full comprehensive plan will be reviewed to review progress made to date and to determine whether course corrections are necessary. In particular, the CPIC will review the degree to which the Future Land Use Plan (FLUP) strategies have been implemented, the percent of growth related capital investments made in the growth areas, the location and amount of new development in growth, rural and transition areas and the degree to which areas needing protection have actually been protected from development.

**EXCERPT FROM CHAPTER 4: ECONOMY**

**State Goal:** Promote an economic climate that increases job opportunities and overall economic well-being.

**Local Goal:** (From 1995 Plan) Promote an economic climate which increases job opportunities and overall economic well being.

Figure 1.1 <i>Economic Policies</i>	<i>Actions</i>	<i>Lead</i>	<i>Fiscal Impact</i>	<i>Priority</i> <sup>2</sup>
<p><u>4.1 Economic Development Commission (EDC).</u> Expand the mission of the City’s EDC to include community development in its efforts to revitalize and expand the City’s economy in ways that reflect and are consistent with its history, culture, and abundant natural resources. Take steps that will support the City’s growth in jobs and housing such that it may qualify for designations as a Service Center Community.</p>	<p>a. Continue to support the efforts of the EDC while broadening or diversifying the membership of its Board of Directors to achieve a greater mix of economic interests, including age and gender of business and community interests, in support of business that reflects the 21<sup>st</sup> century economy. Rename it to the ECDC.</p> <p>b. Update the ECDC’s strategic plan to guide the ECDC’s involvement and steps to improve conditions relevant to economic development goals and initiatives. The strategy should recognize the unique, but complementary, roles of the City’s various economic centers/areas. Initiatives should include but not be limited to supporting and developing/sustaining partnerships with organizations such as the Penobscot Nation, Orono Land Trust, Lake Association, REC Center, YMCA, and others engaged in addressing conditions that support and/or stand in the way of achieving economic goals. Examples of such initiatives include but are not limited to renovating substandard housing, creating paths out of poverty for low income families, attracting businesses that support/take advantage of emerging industries, etc.</p> <p>c. Forge a stronger and more formal relationship with the University of Maine for the purposes including but not limited to commercializing and otherwise taking advantage of the University’s research and development initiatives in forest products, advanced materials and composites, sensors and nanotechnology, new media and IT, food science and nutrition, agribusiness, technology, ecotourism, etc.</p>	<p>City Council / ECDC</p>	<p>Funding for an updated and expanded Economic Strategy – estimate:</p> <p>\$100-\$125K – may be a grant opp.</p>	<p>High</p>

<sup>2</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

Figure 1.1 Economic Policies	Actions	Lead	Fiscal Impact	Priority <sup>2</sup>
	d. Seek state and/or federal funds to support updating, adopting, and implementing a plan to guide strategic efforts to transition and ultimately shift Old Town’s economy from 20 <sup>th</sup> century manufacturing to emerging 21 <sup>st</sup> century industries. Use local funding capacity, including but not limited to bonds, tax increment financing (TIF), capital planning and investment, strategic sale and/or repurposing of unneeded assets, savings from energy efficiency and renewable energy investments			
4.2 <u>Small Business and Industries.</u> Continue to encourage the creation and growth of small business and industries to ensure the continuation of a well diversified economy.	a. <u>Revolving Loan Fund.</u> Continue to use the City’s revolving loan fund to encourage the creation of locally owned and operated businesses and diversify the mix of businesses consistent with the strategic plan described in 1.b. above and economy policies 2-6 below to guide economic development. Continue to periodically advertise the availability of the fund to the community at large.	City Staff/ Loan Committee		Ongoing
	b. <u>Ordinance Revisions.</u> Investigate and revise City ordinances and policies to encourage businesses that are consistent with goals of the current and future Economic Development Strategy while protecting neighborhoods.	Planning Board/ Council	In House or Consultant Services	Ongoing
4.3 <u>Industrial Parks.</u> Continue to encourage development of the Airport Industrial Park and the Energy and Enterprise Park.	a. <u>Airport Industrial Park.</u> Work with the Federal Aviation Association to adjust policies to better support development of the Park compatible with the strategic plan described in 1.b. above. One of the adjustments is to allow the EDC to sell, rather than lease, parcels in the Park for businesses that would take advantage of and support airport activities. Other adjustments might include but not be limited to construction of a solar array to help reduce operating costs for businesses that locate in the Park.	Planning Board/ Council/ Industrial Park Owners	See CINP	Ongoing
	b. <u>Energy and Enterprise Park.</u> Work with the University and Orono to develop the infrastructure necessary to and encourage the creation/location of businesses in the Park. Some strategies may include, but are not limited to: <ul style="list-style-type: none"> <li>• complete planning and extension of fiber optics to support development of the Park</li> <li>• consider collaborating on acquisition of the current Old Town Fuel and</li> </ul>			H  H

Figure 1.1 Economic Policies	Actions	Lead	Fiscal Impact	Priority <sup>2</sup>
	<p>Fiber/Expera mill property for longer term repurposing to support efforts including but not limited to incubators associated with the University’s R&amp;D efforts and world class forest technologies innovation program, alternative energy production, hotel and conference facilities catering to the food science/nutrition industry and potential foreign investors, commercialization of other University R&amp;D initiatives, other small manufacturing efforts, and associated land uses that support those efforts such as creation of a heritage park along the river front to help the City transition abandoned or obsolete industrial sites to more productive activities.</p> <ul style="list-style-type: none"> <li>Consider siting a solar array in this area to not only develop new energy generating options but as an incentive to draw new, alternative energy and energy efficiency businesses to locate in the Park and repurposed mill area.</li> </ul>		<p>Feasibility Study Needed</p> <p>Feasibility Study Needed</p>	<p>M</p>
<p>4.4 Stillwater Area. Clarify economic role, expand available land, and improve character of the Area.</p>	<p>a. <u>Define Economic Focus and Character of the Area.</u> Guide auto oriented, traveler, and convenience based businesses to the Stillwater Area. Work with the University to open up additional land to support new business and residential development in the area while, particularly those parcels that could be served by water and sewer, ensuring that it provides the best economic value for the community including but not limited to jobs that pay a livable wage, residential development on parallel and intersecting roads that creates a local market for the businesses while allowing through traffic to pass with little interruption, promotes multiple modes of travel that connects housing, educational/institutional, and business use, and reflects improved streetscape and site plans.</p> <p>b. <u>Improved Streetscape and Site Design.</u> Prepare a design plan and guidelines, then revise site plan and other ordinances to improve the curb appeal of the area:</p> <ul style="list-style-type: none"> <li>develop and adopt design guidelines for improved signage, landscaping, parking lot placement and design, building facades, and other elements to improve the curb appeal of Stillwater Avenue</li> </ul>	<p>Planning Board/ Council / EDC</p> <p>Planning Board/ Council</p>	<p>Consider use of impact fees; feasibility study needed</p> <p>Consultant Support</p>	<p>H-M</p> <p>M</p>

Figure 1.1 Economic Policies	Actions	Lead	Fiscal Impact	Priority <sup>2</sup>
	<ul style="list-style-type: none"> <li>• revise ordinance standards to require buildings to be sited close to a sidewalk along the frontage of the property and parking to be located at the rear and sides of buildings</li> <li>• revise ordinance standards to require the design and placement of street trees, landscaping, ornamental street lamps with the capacity to host seasonal and festive banners welcoming residents and visitors</li> <li>• revise ordinance standards to require and/or encourage linkage of the site to existing sidewalks and pedestrian and bikeways to provide alternative routes for residents to access goods and services on Stillwater Avenue</li> </ul>			
	c. <u>R-3 District</u> . Continue to allow resource-based industries in the R-3 District.			Ongoing
	d. <u>Home Occupations</u> . Keep the allowable range of permitted home occupations and include language in the zoning ordinance to ensure that the range of home occupations does not infringe upon the residential neighborhood or the environment and, when located in the R-3 District, is compatible with the rural character of the District.	Planning Board/ Council		Ongoing
	e. <u>R-3 New Businesses</u> . Explore the possibility of allowing additional small scale, non-intrusive and commercial uses in R-3 Districts subject to a special exception permit granted by the Planning Board.	Planning Board / Council		H
4.5 <u>Downtown Revitalization</u> : Improve business activity, upgrade housing, and improve the appearance of Downtown.	a. <u>Define Economic Focus and Character of the Area</u> . Define a role for the Downtown that is distinct and complementary to that of the Stillwater Avenue area. Mixed use should be promoted in the Downtown with first floor retail, second floor office, and third floor residential land uses.	Planning Board / EDC	Consultant support	H
	b. <u>Implement the Downtown Revitalization Plan</u> . Charge the ED and City Staff to work with local business interests, residents, the Penobscot Nation, and interested public, private, and nonprofit organizations to implement the Plan, including but not limited to initiatives to support development of a small hotel and conference center at the former Old Town Canoe site as well as other small lodging opportunities, a larger retail venue and satellite niche retail, eating, entertainment, outdoor recreation, and cultural	City Staff and ED		H

Figure 1.1 Economic Policies	Actions	Lead	Fiscal Impact	Priority <sup>2</sup>
	<p>establishments to enhance livability and ecotourism opportunities. See 6 below. Consider the need to create a small parking garage near the current Public Safety Building, Library, and City Hall to open up areas for new development. See also 4.5c below which focuses on the value of creating new housing on upper floors and rehabilitating existing nearby housing to support the retail and service market for Downtown and instill pride in the community.</p>			
	<p>c. <u>Funding</u>. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, including Community Development Block Grants, TIFs, capital planning, tax funds, specially designed bank programs, etc. Consider creating a fund and/or revolving loan fund to renovate buildings and attract small shops and businesses that support the City’s economic development strategy.</p>	City Staff	May require match funding	Ongoing
	<p>d. <u>Downtown Composition</u>. Take care that the range of allowable home occupations does not compete with downtown storefronts.</p>	Planning Board/ Council		Ongoing
	<p>e. <u>Unplanned Development</u>. Avoid large unplanned commercial development.</p>	Planning Board/ Council		Ongoing
<p>4.6 <u>Ecotourism</u>. Expand ecotourism tied to the Penobscot River and other outdoor resources in the City and region.</p>	<p>a. <u>Expand ecotourism</u>. Initiate economic development efforts to take better advantage of annual white water races and access to local and regional outdoor resources including but not limited to:</p> <ul style="list-style-type: none"> <li>• expanded lodging opportunities and niche retail, restaurant, and entertainment venues in Downtown</li> <li>• create new launching platforms for water based and other outdoor adventures, including businesses with a strong ecological ethic</li> <li>• forging stronger connections with the Penobscot Nation</li> <li>• new waterfront festivals</li> <li>• occasional farmer’s market in coordination with Bangor Food Hub</li> </ul>	ED and EDC		
	<p>b. <u>Funding and Partnerships</u>. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, including Community Development Block Grants, TIFs,</p>	ED		Ongoing

Figure 1.1 <i>Economic Policies</i>	<i>Actions</i>	<i>Lead</i>	<i>Fiscal Impact</i>	<i>Priority<sup>2</sup></i>
	capital planning, tax funds, specially designed bank programs, etc. Work with partners including but not limited to the Penobscot Nation, Penobscot River Restoration Trust, Orono Land Trust, and other public, private, and nonprofit local and regional organizations and agencies.			

**EXCERPT FROM CHAPTER 5: HOUSING**

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

**Local Goal:** To encourage and promote affordable decent housing opportunities for all citizens of Old Town.

Figure 1.2 <i>Housing Policies</i>	<i>Actions</i>	<i>Lead<sup>3</sup></i>	<i>Fiscal Impact</i>	<i>Priority<sup>4</sup></i>
5.1. To encourage and promote adequate workforce housing to support Old Town’s and region’s economic development.	a. Expand the role of the Great Works Development Corporation to include the promotion of workforce housing as one of its chief objectives.	City Council		H
	b. Maintain, enact or amend growth area (Marsh Island) land use regulations to increase density, decrease lot size, setbacks and road widths.	Planning Board / Council	May require consultant support	H
	c. Within the growth area (i.e. Marsh Island), provide incentives such as density bonuses, to encourage the development of new housing serving all income levels, in particular, workforce and moderate income affordable units.	Planning Board / Council	May require consultant support	H
	d. Outside of Marsh Island, where sewer and water does not exist, increase the minimum lot size to 2 or more acres or impose impact fees for subdivision development to cover higher public costs associated with providing such services as police, fire/rescue.	Planning Board / Council	May require consultant support	H
	e. Amend local ordinances to recognize the year-round nature of residential dwellings around Pushaw Lake. (new)	Planning Board / Council	May require consultant support for	H for e. and M for f.
	f. As demand for new services to Pushaw Lake grows, consider the			

<sup>3</sup> Code: HA=Housing Authority; CE=Code Enforcement; ECDC: Economic and Community Development Corporation

<sup>4</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

Figure 1.2 Housing Policies	Actions	Lead <sup>3</sup>	Fiscal Impact	Priority <sup>4</sup>
	establishment of impact fee structure to account for the additional costs to deliver services.		"F".	
	g. Work with area financial institutions to create a refinancing loan program to assist area families with affording current mortgages.	City Council , EDC, Housing Authority		H
	h. Work with area financial institutions to create and administer a low interest rate housing rehab and energy efficiency program to address the needs of an older housing stock.	City Council , EDC, Housing Authority		H
5.2. To ensure that land use controls encourage the development of quality affordable housing, including rental housing.	a. Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability. (state rule)	Planning Board / Council		H
	b. Maintain designation of location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3) (M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2). (state rule)	Planning Board / Council		H
	c. Assure that ordinances permit multi-family dwellings in residential areas that match the scale of existing neighborhoods (the purpose of this action is to discourage dormitory style residential developments as the predominant style.)	City Council, Code Officer, Housing Committee	May require consultant support	M
5.3 To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.	a. Create a community affordable/workforce housing committee. (new)	Council		H
	b. Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.(new and state rule)	New committee		H
	c. Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable. (state rule)	New committee		M
	d. Explore the need to increase number of dwellings with two bedrooms. (new)	EDC / New Committee		M
	e. Coordinate the housing committee efforts with RSU34 and Public Safety services to address the impacts of transient populations.	Housing Committee Public Safety,	TBD	H

<b>Figure 1.2 Housing Policies</b>	<b>Actions</b>	<b>Lead<sup>3</sup></b>	<b>Fiscal Impact</b>	<b>Priority<sup>4</sup></b>
		RSU34		
5.4 To encourage renovation and reuse of abandoned homes.	a. Use cost benefit analyses (in terms of tax base) as a tool to determine whether abandoned (vacant, dilapidated) homes should be rehabilitated, or demolished.	City Council, Code Officer	May require development of a model	M
5.5 To promote owner occupancy of multi-family dwellings.	a. Work with the Housing Committee and area Coalitions to support the creation of financial/home ownership education programs.	Housing Committee, ECDC		M
	b. Explore the use of techniques like Rent to Own, Urban Homesteading and low interest loans to encourage owner occupancy.	Housing Committee, ECDC		
	c. Encourage owner occupancy by students, graduate assistants and faculty.			

**EXCERPT FROM CHAPTER 6: CULTURAL AND RECREATIONAL RESOURCES**

**State Goal:** To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. To preserve the State’s historic and archeological resources.

**Local Goal:** (from 1995 Plan) Ensure that Old Town’s residents continue to enjoy a broad diversity of cultural opportunities. Promote and protect the availability of outdoor recreation opportunities, including access to surface waters, for all citizens of Old Town.

<b>Figure 1.3 Cultural, Recreational, Historic and Archeological Resources Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>5</sup></b>
6.1 Library and Other Publicly Owned Cultural Facilities. Maintain financial support for the library.	a. Continue to use a fee system for out-of-town users until and/or unless financial support is received from surrounding towns. Ensure that sufficient capital funds are appropriated annually to maintain the Library and other publicly owned facilities which are used for recreational and cultural purposes.	Staff / Council		Ongoing

<sup>5</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

<b>Figure 1.3 Cultural, Recreational, Historic and Archeological Resources Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>5</sup></b>
<p>6.2 <u>Recreation Facilities.</u> Continue to provide a broad range of recreation facilities and programs for the citizens of Old Town.</p>	<p>a. Encourage the REC Program, YMCA, University, and others to coordinate their programs to maximize resources, minimize duplication of programs, and conflicts in schedule for the purpose of supporting an active, broad-based recreation program.</p>	<p>REC w/ Staff Liaison</p>		<p>M</p>
	<p>b. If the opportunity presents itself, consider expanding recreation and social service programs in surplus public properties near residential neighborhoods.</p>	<p>REC w/ staff liaison</p>		<p>M</p>
	<p>c. Ensure sufficient capital funds are appropriated annually to maintain publicly owned facilities used for recreational and cultural purposes.</p>	<p>REC w/ staff liaison</p>		<p>Ongoing</p>
	<p>d. Review City parks, bike paths, and trails to identify maintenance and expansion needs including but not limited to equipment upgrades, drainage improvements, tree maintenance, and/or landscaping. Consider convening a coalition of cultural and recreational service providers to strategize ways to optimally maintain resources, facilities, and programs. Ensure that sufficient capital and operating funds are appropriated annually to maintain and, as appropriate, enhance, and expand them.</p>	<p>REC w/ PWD</p>	<p>See CINP</p>	<p>Ongoing</p>
<p>6.3. <u>Lakes and Other Outdoor Recreation Resources.</u> Provide for additional and improved public access to the City’s major water bodies and outdoor recreation resources.</p>	<p>a. Work with University, Orono Land Trust, Lake Associations, REC Program, YMCA, ED, and others to preserve high value scenic views, agricultural lands, forests, and habitats that preserve and expand access to outdoor recreation resources, including on land near Juniper Ridge which may be gifted to the City. See Natural Resources. Consider working with the Penobscot Nation to build a cultural and educational center in Downtown.</p>	<p>Planning Board</p>	<p>Likely with potential grants – could be supported by impact fees</p>	<p>L</p>
	<p>b. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, capital planning, and tax funds.</p>	<p>Staff Council /</p>	<p>May require matching funds</p>	<p>Ongoing</p>
<p>6.4. <u>Historic and Archeological Resources.</u> Protect prehistoric,</p>	<p>a. Continue to protect prehistoric, historic, and archaeological resources adjacent to the Penobscot and Stillwater Rivers through Resource Protection District designation.</p>	<p>Planning Board / Council</p>	<p>May require consultant support</p>	<p>H</p>

<b>Figure 1.3 Cultural, Recreational, Historic and Archeological Resources Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>5</sup></b>
historic, and archaeological resources from adverse land use impacts.	b. Seek partners and public, private, and nonprofit funds to identify important prehistoric, historic, and archaeological resources, including but not limited to the Maine Historic Preservation Commission.	Planning Board / OT Museum	Seek grant funds	M
	c. Revise ordinances to protect important prehistoric, historic, and archaeological resources. Revise the subdivision and site plan ordinances to establish standards to assess potential impacts on prehistoric, historic, and archaeological resources including but not limited to allowing the Planning Board to require a survey and adjust the timing and location of construction to protect important resources.	Planning Board / Council	May require consultant support	H

**EXCERPT FROM CHAPTER 7: PUBLIC FACILITIES AND SERVICES**

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

**Local Goal:** Maintain and Improve the City’s public facilities and services. Plan for, finance and develop an efficient system of public facilities to accommodate growth and development.

<b>Figure 1.4 Public Facilities and Services Policies</b>	<b>Actions</b>	<b>Lead<sup>6</sup></b>	<b>Fiscal Impact</b>	<b>Priority<sup>7</sup></b>
7.1 To efficiently meet identified public facility and service needs.	a. Undertake a study of the condition of public buildings/facilities to assess existing investment capital improvement and major investment needs.	PW	See CINF	M
	b. Identify any capital improvements and major investments needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics. Continue use of Reserve Accounts and provide for efficiency enhancing technology needs. <i>Examples below (new):</i>	Staff as appropriate	See CINF	H

<sup>6</sup> Code:

<sup>7</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

<b>Figure 1.4</b> <b>Public Facilities and Services Policies</b>	<b>Actions</b>	<b>Lead<sup>6</sup></b>	<b>Fiscal Impact</b>	<b>Priority<sup>7</sup></b>
	<i>Brook Pipe assessment and failure prevention</i>			
	<i>Adequate road/drainage maintenance equipment</i>			
	<i>Neighborhood sidewalk, park and trail improvements</i>			
	<i>Jail space and public safety /community programs</i>			
	<i>Computer systems for asset management and data/document/evidence storage</i>			
	<i>Fire fighting apparatus and personnel safety equipment</i>			
	<i>Upgrades to Public Water and Wastewater treatment systems that affect rate payers and/or the City budget.</i>			
	c. Unless functionally better suited to areas off Marsh Island, locate new public facilities such that they will accommodate at least 75% of anticipated housing and job growth on Marsh Island. To the extent feasible, co-locate public facilities to avoid redundant costs and services. <i>Example below:</i>	Planning Board / Staff / Council	See CINP	M
	<i>Explore the optimal future relocation of the Public Safety building in anticipation of growth spurred by changes affecting OTO Fiber, Stillwater Avenue and Enterprise Park</i>			
	d. Continue to promote the <i>Pay as You Throw and Zero Sort</i> Community recycling program.	Council		Ongoing
	e. Create/expand a coalition of social service delivery organizations to identify gaps and avoid duplication of delivery of service needs including but not limited to private and public recreation offerings, provision of and transportation to medical appointments, food programs like meals on wheels and improved school lunch, housing rehab/weatherization, homelessness, neighborhood watch programs etc.	New Housing Committee (see Chapter 5 section above)	Potential if consultant services	H
7.2 To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.	a. Continue to coordinate with the Old Town Water Pollution Control Facility and Old Town Water District to assure that planned service extensions are consistent with the Future Land Use Plan.	Staff / Council		Ongoing
	b. Continue to implement the City’s MS4 Plan.	PW /Council	See CINP	Ongoing
	c. Work with the Old Town Water Pollution Control Facility to monitor the State and Penobscot Nation’s lawsuit about water quality standards in the	OTWPCF / Council	Potential	Ongoing

Figure 1.4 Public Facilities and Services Policies	Actions	Lead <sup>6</sup>	Fiscal Impact	Priority <sup>7</sup>
	Penobscot River and plan for upgrading treatment if necessary.			
	d. Continue to explore options for improvements in regional delivery of local services (i.e. maintain and appropriate expand mutual aid agreements; create new mutual aid agreements as needed).	Staff / Council	Potential	Ongoing
	e. Assure that ordinances protect the aquifer and other existing or potential public water sources.	Planning Board / Staff		H
	f. Pursue implementation of the last mile in the 3-Ring Binder through OTO Fiber.	EDC / OTO Fiber	Likely	H
	g. Support ECDC efforts in waste to energy associated with Juniper Ridge expansion (GWDC LLC Plan)	ECDC/ Council	Unknown	H
	h. Explore the merits of increasing Old Town’s use of solar energy, heat pumps, LEDs and other emerging technologies to further reduce energy cost.	ECDC / Council	Likely	M
	i. Continue to require that any new major water user, or major expansion of an existing major water user pay the costs of additional filtration necessitated by the additional service.	Planning Board / Staff		Ongoing

**EXCERPT FROM CHAPTER 8: NATURAL RESOURCES, FORESTRY AND AGRICULTURE**

**State Goal:** To protect the quality and manage the quantity of the State’s water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. To protect the State’s other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. To safeguard the State’s agricultural and forest resources from development which threatens those resources.

**Local Goal:** Protect the quality and manage the quantity of Old Town’s water resources including lakes, aquifers, rivers and streams. Protect Old Town’s critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas. Continue to encourage agriculture and forest management.

<b>Figure 1.5 Water and Natural Resources, Agricultural and Forestry Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>8</sup></b>
8.1. <u>Wetlands</u> . Continue to protect wetlands of 10 or more acres and those identified by the State as moderate to high value for wildlife.	a. Continue to protect wetlands through shoreland zoning regulations.	Planning Board / Staff		Ongoing
8.2. <u>Surface Waters</u> . Continue to protect the waters and shorelands of Pushaw Lake, Mud Pond, the Penobscot River, the Stillwater River, Birch Stream, and Pushaw Stream.	a. Continue strict administration of the State plumbing code.	CEO		Ongoing
	b. Continue strict administration of the City’s shoreland zoning requirements. Continue to allow agricultural and forest management activities.	CEO		Ongoing
	c. Continue to encourage the Lakes Association to monitor and reach out to its members to protect water quality.	Staff		Ongoing
	d. Continue to participate in regional watershed protection efforts for Pushaw Lake.	CEO		Ongoing
	e. Continue to implement the City’s stormwater management strategies required under its MS4 designation by the State, including but not limited to amending Site Plan and Subdivision Ordinances to include stormwater performance standards consistent with State stormwater rules.	CEO		Ongoing
	f. Continue to monitor the conflict among the Federal and State government and Penobscot Nation over water quality standards for the Penobscot River and adjust protection efforts accordingly.	Staff		Ongoing
8.3. <u>Floodplains</u> . Avoid problems associated with floodplain development and use.	a. Continue strict administration of flood hazard regulations and limit filling in floodplain areas. Continue to allow roads associated with agricultural and forest management activities.	CEO		Ongoing
8.4. <u>Aquifers</u> . Continue to protect the aquifer system which lies along	a. Continue to prohibit land use activities that are potential threats, such as petroleum storage, over the aquifer.	Planning Board / Council		Ongoing

<sup>8</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

<b>Figure 1.5 Water and Natural Resources, Agricultural and Forestry Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>8</sup></b>
the Stillwater River/Route 16.				
8.5. <u>Soils</u> . Continue to ensure that soils are suitable for the intended purpose.	a. Continue to require that development regulated under the Zoning and Subdivision Ordinances require high intensity soil surveys when appropriate and restrict development on hydric soils. Continue to allow agricultural and forest management activities in these areas.	Planning Board / Council		Ongoing
8.6. <u>Wildlife Resources</u> . Continue to protect and manage unique wildlife resources from the adverse impacts of development	a. Continue strict adherence of the City’s Shoreland Zoning Ordinance and mitigation measures when site plans and subdivisions would exert a significant impact on fish and wildlife resources, including travel corridors, to the maximum extent possible.	Planning Board / CEO		Ongoing
8.7. <u>Waterfowl Habitat</u> . Continue to protect waterfowl nesting areas from the adverse impacts of development.	Continue to protect waterfowl nesting areas through the Shoreland and Zoning Ordinances.	Planning Board / CEO		Ongoing
8.8. <u>Natural Resources</u> . Ensure that natural resources of all types are protected during the development review process.	a. Continue to use Site Plan Review and the Subdivision Ordinance to consider and minimize or avoid adverse impacts on natural resources and preserve and/or maintain unique resources to the maximum extent possible.	Planning Board / Council / CEO		Ongoing
8.9 <u>Agricultural and Forestry Resources</u> . Ensure that important agricultural and forest	a. Continue to use Site Plan Review and the Subdivision Ordinance to consider and minimize or avoid adverse impacts on important agricultural and forest lands and preserve and/or maintain unique agricultural soils to the maximum extent possible.	Planning Board / Council / CEO		Ongoing

<b>Figure 1.5 Water and Natural Resources, Agricultural and Forestry Policies</b>	<b>Actions</b>	<b>Lead</b>	<b>Fiscal Impact</b>	<b>Priority<sup>8</sup></b>
lands in rural areas are protected during the development review process; and promote innovative agricultural and forestry practices.	b. Promote local agriculture through a buy local program and working with Bangor Food Hub Project.	Staff / ED		Ongoing
	c. Assure that ordinances provide for adaptive reuse of existing abandoned commercial or industrial buildings for agricultural and forestry purposes	Planning Board/ Council / CEO		H
	d. Work with UMaine on 21 <sup>st</sup> century management techniques including resource management and the development of new products and markets.	ECDC / ED	Potential	H
	e. Create a Forestry Management Committee and create or designate a Tree Warden. Develop a Forestry Management Plan for City owned forest land.	City Council / Public Works Director	Potential cost and revenue	H

**EXCERPT FROM CHAPTER 9: TRANSPORTATION**

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

**Local Goal:** (From 1995 Plan) To maintain and provide safe and efficient roads throughout the City; to Plan for and support a multi-modal transportation system.

<b>Figure 1.6 Transportation Policies</b>	<b>Actions</b>	<b>Lead<sup>9</sup></b>	<b>Fiscal Impact</b>	<b>Priority<sup>10</sup></b>
9.1 To prioritize community and regional needs associated with	a. Develop an asset inventory; develop and regularly update a prioritized improvement, maintenance, and repair plan for the community's transportation network.	PW / Council	Likely	H

<sup>9</sup> Code:

<sup>10</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

Figure 1.6 <i>Transportation Policies</i>	<i>Actions</i>	<i>Lead<sup>9</sup></i>	<i>Fiscal Impact</i>	<i>Priority<sup>10</sup></i>
safe, efficient, and optimal use of transportation systems.	b. Initiate or actively participate in BACTS and state transportation planning and development efforts affecting Old Town.	Staff	Possible Match needed	Ongoing
	c. Implement high priority elements of the Stillwater Corridor Study (i.e. parallel roads between College Avenue and Center Street).	Staff	Likely	H-M
	d. Advocate for the early launching of and participate in development of the Stillwater Avenue Study (Interstate to College Avenue) so that it may inform the MaineDOT in its design for replacement of Stillwater Bridges 1 & 2.	Staff		H
	e. Request that the MaineDOT delay design decisions for the replacement of Stillwater Bridges 1 & 2 until the BACTS corridor study affecting that portion of Stillwater Avenue is further along. Advocate that the DOT design for replacement make a statement about this important gateway into Old Town.	Staff		H
	f. Work with BACTS and MaineDOT to implement the Truck Route study recommendation to rebuild Route 16 to modern standards.	Staff		M
	g. Pursue implementation of the Traffic Signal Study (coordinate with BACTS).	Staff		H
	h. Continue to support the public bus system and explore the viability of adding a bus to the existing transit route to accommodate growing user demand.	Staff/ Council	Likely	Ongoing
9.2 To safely and efficiently preserve or improve the transportation system.	a. Assure that local ordinances avoid conflicts with: Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73), State access management regulations pursuant to 23 M.R.S.A. §704, and State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A. At a minimum, adopt access management rules similar to those promulgated by the state.	CEO / Planning Board / Council	May rely on consultant support	H
9.3 To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.  To promote public health,	a. Amend ordinances to assure that they promote the development of new interconnected roads on Marsh Island and avoid the development of dead ends in rural areas of the community. <i>(Note: The action above is intended to reframe the state minimum action outlined as follows: Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation efficient growth patterns and provide for future street and transit connections.)</i>	CEO / Planning Board / Council	Likely – possible impact fees	M

Figure 1.6 Transportation Policies	Actions	Lead <sup>9</sup>	Fiscal Impact	Priority <sup>10</sup>
protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.  9.4 To adopt a complete streets policy that meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).	b. Impose impact fees for subdivisions and road development in areas outside of Marsh Island.  <i>(Note: The action above is intended to reframe the state minimum action outlined as follows: Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation efficient growth patterns and provide for future street and transit connections.)</i>	CEO/ Planning Board / Council	Likely consultant support	M
	c. Based on an inventory of streets and roads (see Public Facilities and Services GPS), identify and prioritize those roadways that should be redesigned and ultimately improved as Complete Streets.	PW/CEO / Planning Board / Council	Potential	M
	d. Continue to improve sidewalks and streetscapes especially in downtown and in neighborhoods adjacent to downtown.	PW	See CINP	H - ongoing
	e. Continue to improve off-road walking and cycling paths for health and recreation as well as to provide an alternative to vehicular traffic.	PW	See CINP	H - ongoing
	f. Review street opening regulations and revised such that public or private entities who cause a street opening are required to pay the cost of returning the street or sidewalk to good repair, or as an alternative, require a surety bond (or some other financial tool) that would allow the City to recoup costs incurred by inadequate repair work. g. Explore feasibility of future adoption of Woodland Avenue	City Council, PW, CEO		H
9.5 To protect, promote and enhance the rail and aviation systems	a. Continue pursuing applications to the FAA for aviation improvements outlined in the 2014 Airport Master Plan.	Staff / Council	Potential Match funds needed	Ongoing
	b. Work with the Railroad, State and ECDC to determine the options for making use of an underutilized rail corridor especially if no rail customers will come on line.	ED / ECDC	Potentially	M

## FUTURE LAND USE PLAN

### A. Introduction

Old Town's Future Land Use Plan is made up of the following Future Land Use Map and written description of the land uses and characteristics of each area defined on the map.

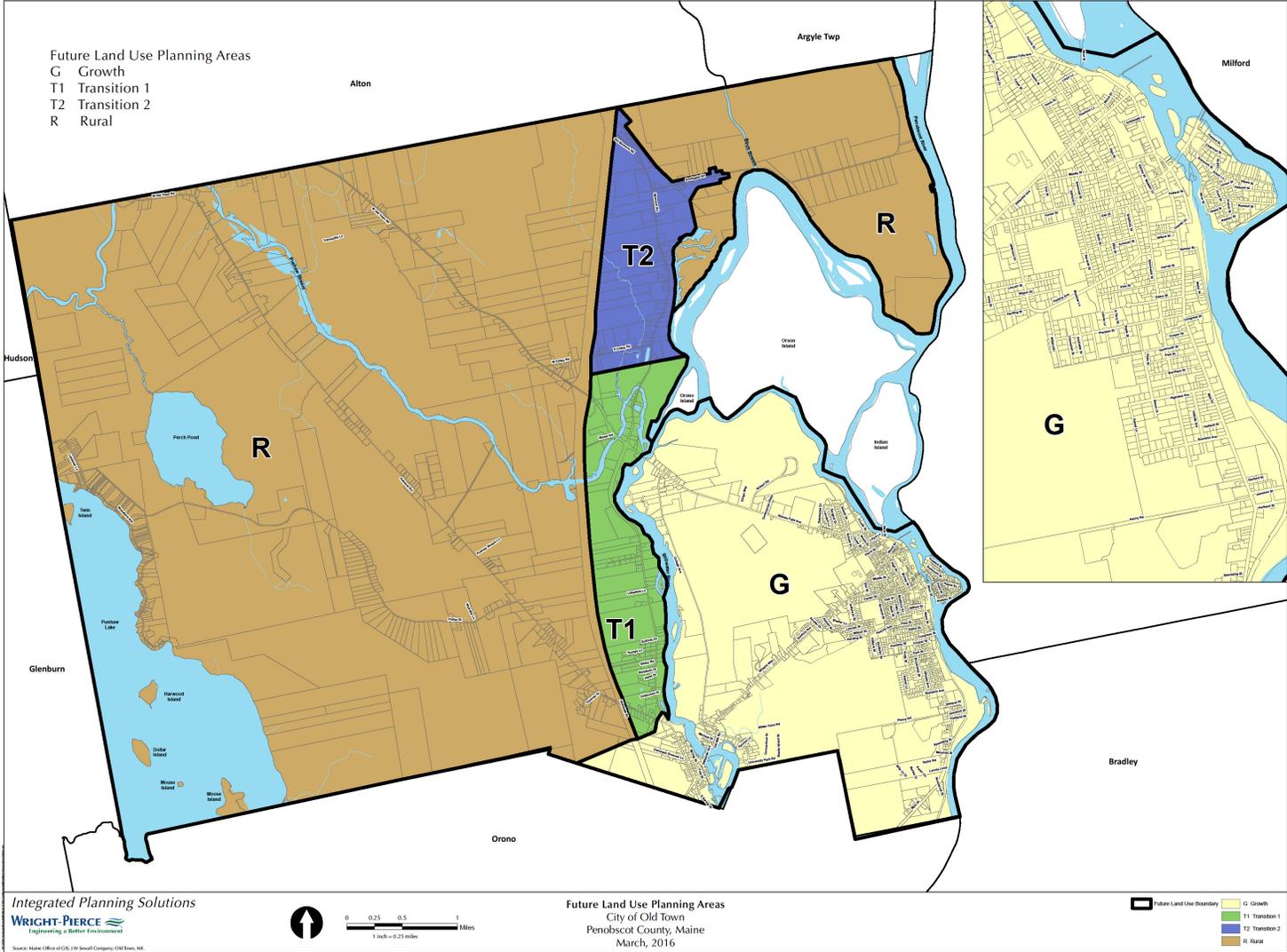
The Future Land Use Map graphically depicts how Old Town plans to direct anticipated growth over the ten-year planning period. It is not a zoning map, and the boundaries of identified areas on the map are general. But the map and associated plan will guide development of future regulations, land use measures, and the capital investments program.

The designations on the map are intended to provide for the best use of the various areas of City in accordance with community goals and policies. Each designation addresses particular situations and is intended to reflect natural constraints, opportunities of the land, and desires of the community.

The map and plan embody the concept of distinct growth and rural areas. Designation of these areas has evolved directly from:

- The historic development of the community;
- A desire to maintain the traditional, compact pattern of development in the city center on Marsh and French Islands on land that is cost effectively served and preserve sensitive natural and large undeveloped areas west and north of the Stillwater and Penobscot Rivers, and to keep the character of each area intact;
- Development, maintenance, and redevelopment/upgrading of existing major commercial centers in the City to meet the 21<sup>st</sup> century business economy;
- A desire to expand ecotourism and outdoor recreation offerings and emerging technological businesses as opportunities arise;
- The need to upgrade and develop new mixed use and middle income housing in the Downtown and near Stillwater Avenue to improve the walkability and aesthetics of these areas;
- An understanding of Old Town's water, soils, and other natural resource systems. Some present barriers to development, others offer opportunities;
- The need to maintain, extend, and use public services in the least costly manner possible;
- A desire to change the community's image as an old "mill town"; and
- The input of comments received at community meetings and other communications.

Figure 1.7 Old Town Future Land Use Map



As suggested by Maine’s Planning and Land Use Regulation Act and rules, each of the two types of areas include lands that:

Growth Areas	Rural Areas
Contain sufficient area to accommodate anticipated growth and development	Consist of large, contiguous open spaces
Can be efficiently served by public facilities	Do not require expansion of public facilities
Are physically suitable for development or redevelopment	Contain critical natural and scenic resources that shall be protected
Promote a compact, rather than a sprawling, pattern of development	Are and shall be maintained relatively free of development sprawl and strip development

The City of Old Town wishes to designate two Transition Areas located east of I-95 and generally west of the Stillwater River. These are areas that have been growing and are suitable for receiving a limited share of future growth. These areas would include development standards, such as but not limited to access management and minimum frontage requirements, to limit strip development along roadways.

**B. General Policies**

To implement Old Town’s growth-transition-rural strategy, it is the City’s intention to refine its zoning and other land use regulations to make it easier to develop more intensely within the designated growth area on Marsh Island and certain areas east and south of I-95 and more onerous to develop in the designated rural areas outside Marsh Island west and north of I-95. Within the Transition Areas, the zoning designations will be evaluated to determine whether an increase in lot size and dimensional requirements will be needed. In addition to the existing land use restrictions, for example, fewer uses will be designated as special exceptions in the growth area, though standards guiding the development of those uses will be required. In the transition and rural designation, some new and other existing uses will be designated as special exceptions, requiring review and approval by the Planning Board, and will be required to meet new standards to protect water quality.

General Policies

- Reviewing the list of special exception and conditional uses in the R-1, R-2, R-5, C-1, C-2, C-3, C-4, I-1, and I-2 zones in the designated growth area on Marsh Island east and south of I-95. Developing standards to guide the management of those uses and re-designating them as permitted with the application of the new standards.
- Revise site plan and subdivision standards for commercial and mixed use zones to require parking to be located at the side and rear of buildings, buildings built close to the back of sidewalks, parallel and interconnected roads constructed, linkages to existing trails be made, and street trees, landscaping, ornamental street lamps be provided to support creation of attractive pedestrian friendly districts.
- Adopting standards to protect scenic views identified in the Comprehensive Plan from development impacts.

### C. Future Land Use Plan Designations

It is important to note that the future land use designations, particularly the general designation of growth, transition and rural areas is largely the same as described in the 1995 Comprehensive Plan and as currently zoned, except as follows.

#### 1. Growth Areas

##### a. Residential

- Increase density allowed in R-2 to 8 dwelling units/acre, with a minimum lot size of 7,500 s.f. with up to 3 dwelling units in a multifamily structure. Revise parking standard to allow offsite parking within 1,500 linear feet of the property. As noted in General Policies above, prepare standards to guide development of the following uses and re-designate them as permitted if they conform to the standards – home occupations; noncommercial greenhouses; two family homes; elderly housing; nursing homes; public recreational grounds; medical and professional offices up to a specified size that is compatible with the neighborhood; education, conference, and training centers and laboratories that abut a major arterial in the City up to a specified size that are compatible with the neighborhood.
- Increase density allowed in R-5 to at least 6-8 dwelling units/acre.
- In the future, consider reducing minimum lot size and increasing the density of areas designated R-3/R-3A on Marsh Island, if additional land is required for new residential development.

##### b. Mixed Use

- Designate the currently zoned R-1, R-3/R-3A, and R-5 north and south of Stillwater Avenue for Mixed Use with a residential density of at least 10-12 dwelling units/acre to create new workforce housing and help manage traffic congestion and create a more attractive and functional pedestrian environment .
- Designate some of the R-1 in Stillwater Village for mixed use with a residential density of at least 6-8 dwelling units/acre.
- Create a new Mill Redevelopment District that allows a full range of uses, including existing and new commercial (including but not limited to office, service, retail, and hospitality) and industrial, mixed residential and nonresidential, and restored open space so that it is better integrated with and functions as an extension of Downtown.
- Replace C-1 with a Mixed Use District that permits residential use of upper floors and portions of first floors that do not front directly on a public way. As noted in General Policies above, prepare standards to guide development of the following uses and re-designate them as permitted if they conform to the standards – clinics or hospitals; wholesale businesses that are secondary to retail; new multifamily, apartments, and mixed uses; elderly housing; and conversions of existing buildings to mixed uses.

c. Industrial

- Replace existing I-1 in the vicinity of the existing Expera property with the new Mill Redevelopment Zone described above. This zone will continue to allow industrial uses but will allow for the area to transition to mixed use over time.
- Redesignate the existing I-1 zone at the Energy Park to I-2.
- Redesignate the I-1 in the Downtown area to Mixed Use.

**2. Rural Areas**

a. Resource Protection

- No change

b. Residential

- Retain R-3/R-3A designations, but develop public facilities and services and open space impact fees for new, non-natural resource based development in the areas west and north of the Stillwater and Penobscot Rivers.
- Re-designate the existing R-4 zone around Pushaw Lake to a new R-6 designation as the Lakeside Residential Zone to recognize the year round nature of existing development. Adopt standards to limit the size of future expansion and redevelopment of existing structures to protect water quality.
- Adopt standards for the remaining R-4 zone to protect water quality.

c. Landfill

- Retain existing landfill zone as currently designated; assure that this zone permits passive recreational opportunities.

**3. Transition Areas 1 & 2**

a. T1 Transition

- Retain existing zoning districts but explore the need to implement access management and longer frontage requirements. Determine whether the list of special exceptions is appropriate and adjust as needed.

b. T2 Transition

- Retain existing zoning districts but explore the need to implement access management and longer frontage requirements. Determine whether the list of special exceptions is appropriate and adjust as needed.

**Land Use Vision, Goals, Policies and Actions:**

**Vision for Land Use:** In 2035, most development in the City continues to occur on Marsh Island and areas east and south of I-95 and the Stillwater and Penobscot Rivers where it is served by sewer, water, and other city services cost-effectively. The Downtown/Mill area, Airport Business Park/Gilman Falls Avenue, and Stillwater Avenue continue to be the three highest value business areas in the City serving distinct but complementary purposes. Abandoned and obsolete industrial sites have transitioned to more productive activities. Downtown and Stillwater Avenue areas have distinct roles. Stillwater Avenue still serves auto-oriented/traveler and convenience based uses, but with more residential activities on parallel roadways allowing through traffic to pass with little interruption and promoting multiple modes of travel to connect housing, educational/institutional and business uses. Sidewalks and changes in zoning and site plan review standards have resulted in a more attractive character and with buildings located closer to sidewalks, street trees, landscaping, ornamental lighting, and signage and revitalized and expanded residential uses. Downtown is more focused on pedestrian oriented/leisure time uses with mixed use buildings that house retail on the first floor, offices on the second floors, and residential on upper floors, as well as hotel/conference facilities, additional new conventional and niche retail development, restaurants, ecotourism, outdoor water recreation and cultural venues. Storefronts and upper floors are filling up, facades have been improved, and business signage is of high quality. Sidewalks in the Downtown and adjacent neighborhoods are in good repair; streetlights have been converted to energy efficient lamps, and post styles are distinctive to Downtown neighborhoods. Neighborhood parks and trails are well maintained and secure for all users and a wayfinding system assists residents and newcomers in getting around. The former Old Town Fuel and Fiber/Expera Mill areas has shifted emphasis to reuse as incubator R&D centers associated with the University's world class agricultural and forest technologies innovations program. Some of buildings along the river frontage has been replaced with new construction or is being restored to a heritage park and there is a now a large hotel and conference center on the site. The Enterprise Park, a collaboration of Old Town, Orono, and the University, fostered by shared planning and investment has developed, enhanced by extension of the last mile of fiber optics into the area.

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

**Local Goal:** (From 1995 Plan) Encourage orderly growth and development in specific areas of the Community, while protecting the City's rural character, making efficient use of services and preventing development sprawl.

Figure 1.8 Land Use Policies	Actions	Lead <sup>11</sup>	Fiscal Impact	Priority <sup>12</sup>
10.1. Provide for majority of future residential, commercial, and industrial growth in designated growth areas, recognizing that transition areas will receive some growth and rural areas are protected by the resource protection district, by land areas owned by the University, by zoning and subdivision requirements and by suggested changes set forth in policies 10.2 and 10.3.	a. Continue to encourage most development to take place on Marsh Island where public services can be provided and expanded most efficiently. Assure that ordinances allow for creative development techniques.	City Council/CEO /Planning Board		Ongoing
	b. Except in Transition Areas that should allow for some new growth, continue to discourage most development west and north of the Stillwater and Penobscot Rivers.	City Council/CEO /Planning Board		Ongoing
	c. Revise zoning designations, including special exception and conditional uses in the R-1, R-2, R-3/R-3A, C-1, C-3, C-3, C-4, I-1, and I-2 zones in designated growth areas to make it easier to develop there and less easy to develop in designated rural areas. Emphasize enforcement such that the public does not bear a financial or aesthetic burden for non-compliance.	Planning Board CEO City Council	May require Consultant support	High
	d. Adopt standards to protect scenic views identified in the Comprehensive Plan from development impacts. Establish a legitimate negotiation process with respect to siting uses such that they protect identified views.	Planning Board CEO City Council	May require Consultant support	Moderate
	e. Consolidate all technical standards into one Technical Manual			
10.2 Designate Marsh Island for growth. Designate the areas east and west of I-95 from the Bennoch and	a. Adopt the 2015 Downtown Plan and revise the C-1 zone to permit mixed uses in the Downtown area and in the vicinity of the current mill site along the Penobscot River.	Planning Board CEO City Council	May require Consultant support	Moderate
	b. Revise site plan and subdivision standards for commercial and	Planning Board	May	Moderate

<sup>11</sup> Code:

<sup>12</sup> H = within 3 years; M = within 4 to 7 years; L = within 8 to 10 years

Figure 1.8 Land Use Policies	Actions	Lead <sup>11</sup>	Fiscal Impact	Priority <sup>12</sup>
Kirkland Road Intersection to the Stillwater River for growth.	mixed use zones to ensure that buildings are sited closer to the street, parking is located to the rear of buildings, parallel and interconnected roads are constructed, linkages to existing trails are made, and street trees, landscaping, ornamental street lamps are provided to support creation of attractive, pedestrian friendly districts.	CEO City Council	require Consultant support	
	c. Except on French Island, increase allowed density in R-2 to 8 dwelling units/acre, with a minimum lot size of 7,500 sf for up to 3 dwelling units in a multifamily structure. Revise parking standards to allow offsite parking within 1,500 linear feet of the property.	Planning Board CEO City Council	May require Consultant support	Moderate
	d. Increase allowed density in R-5 to at least 6-8 dwelling units/acre.	Planning Board CEO City Council	May require Consultant support	Moderate
	e. In the future, consider reducing minimum lot size and increasing density of areas designated R-3/R-3A in designated growth areas if additional land is required for new residential development.	Planning Board CEO City Council	May require Consultant support	Moderate
	f. Designate current R-1, R-3/R-3A, and R-5 north and south of Stillwater Avenue for mixed use with a residential density of at least 10-12 dwelling units/acre to create new workforce housing and help manage traffic congestion and create a more attractive and functional pedestrian environment.	Planning Board CEO City Council	May require Consultant support	Moderate
	g. Rezone some of R-1 in Stillwater Village for mixed use with a residential density of at least 6-8 dwelling units/acre.	Planning Board CEO City Council	May require Consultant support	Moderate
	h. Create a new Mill Redevelopment Zone that allows a full range of uses, including existing and new commercial (such as office, service, retail, and hospitality) and industrial, mixed residential and	Planning Board CEO City Council	May require Consultant	High

Figure 1.8 Land Use Policies	Actions	Lead <sup>11</sup>	Fiscal Impact	Priority <sup>12</sup>
	nonresidential, and restored open space so that it is better integrated with and functions as an extension of Downtown.		support	
	i. Redefine C-1 as a Mixed Use Zone that permits residential use of upper floors and portions of first floors of larger buildings that do not front directly on a public way and adopt standards to guide development of clinics or hospitals, wholesale businesses that are secondary to retail, new multifamily, apartments, and mixed uses, elderly housing, and conversions of existing buildings to mixed uses, and similar desired uses as permitted uses. Include standards that require building owners to maintain their buildings and grounds.	Planning Board CEO City Council	May require Consultant support	High
	j. Replace existing I-1 in the vicinity of the existing Expera property with the new Mill Redevelopment Zone described in “h.” above. Continue to allow industrial uses but allow the area to transition to mixed use over time.	Planning Board CEO City Council	May require Consultant support	Moderate
	k. Retain I-1 and I-2 on Gilman Falls Avenue; evaluate whether simplified development procedures are needed.	Planning Board CEO City Council	May require Consultant support	Moderate
	l. Rezone existing I-1 at the Energy Park to I-2. Assure the I-2 zone permits co-generation facilities. Include standards to improve aesthetics in this area.	Planning Board CEO City Council	May require Consultant support	Moderate
	m. Rezone I-2 in the Downtown to C-1 Mixed Use.	Planning Board CEO City Council	May require Consultant support	High
	n. Work with the Railroad, State and ECDC to determine the options for making use of an underutilized rail corridor especially if no rail customers will come on line.	Planning Board CEO City Council	May require Consultant support	Moderate
	10.3 Designate areas	a. Continue to designate significant portions of this area primarily	Planning Board	May

Figure 1.8 Land Use Policies	Actions	Lead <sup>11</sup>	Fiscal Impact	Priority <sup>12</sup>
west of I-95 and north of the Stillwater and Penobscot Rivers as rural to discourage significant growth of non-natural resource based uses.	as Resource Protection.	CEO City Council	require Consultant support	
	b. Retain R-3/R-3A, but adopt public facilities and services and open space impact fees for new, non-natural resource based development.	Planning Board CEO City Council	May require Consultant support	Moderate
	c. Rezone existing R-4 on Pushaw Lake to R-6 Lakeside Residential. Adopt standards to limit the size of new, expanded, and redeveloped structures to protect water quality.	Planning Board CEO City Council	May require Consultant support	High
	d. Explore the viability of making Woodland Avenue at Pushaw Lake a public road.	PW City Council	May require Consultant support	Moderate
	e. Adopt standards for R-4 to protect water quality.	Planning Board CEO City Council	May require Consultant support	Moderate
	f. Retain existing L-1 zone.	Planning Board CEO City Council	May require Consultant support	Moderate
10.4 Designate areas east of I-95 and west of the Stillwater River as Transition Areas 1 and 2.	a. Rename the existing zones within this area as Transition (T) zones. Determine whether the lot frontage and access management requirements are adequate and determine whether the development review process will serve to discourage at least some growth in these areas.	Planning Board CEO City Council	May require Consultant support	Moderate

**Benefits of Mixed Use:**

Over the last few years, Maine communities have begun to recognize the benefit of mixing uses a way to address a number of troubling trends in land use development, including tapping into the market's desire for safe, livable, and walkable neighborhoods with expanded housing and transportation choices beyond automotive travel, open up access to surrounding properties to encourage more efficient development, manage public costs to maintain infrastructure and services, and protect sensitive natural areas.

Over the last twenty years, many Maine studies have looked at the potential benefits of a more efficient land use patterns.<sup>13</sup> All of these studies have come to the same conclusion: *continuing with our current practice of segregating residential land uses from nonresidential land uses and building single family homes on widely spaced multiple-acre lots puts heavy pressure on finite resources: transportation capacity, stormwater management, municipal service budgets, farmland, and wild habitat.* In Old Town, among other communities, the strain of our aging and underfunded transportation system is becoming increasingly evident as municipalities fail to raise the funds needed to maintain what was built over the last fifty to sixty years.

Lessons learned from these studies conclude that adding density and mixing uses including apartments, live-work units, residence or business hotels, among more traditional residential and commercial uses, all with different peak periods of demand can reduce traffic congestion and allow reduced parking ratios, open up new frontage for development and new opportunities for interconnected roads and improved circulation, establish/improve connections to surrounding properties which can help improve people's access to nonresidential uses and amenities; and improve the image of the center as a distinct place by adding building close to front property lines and adding green spaces and landscaping.

In its 2013 report, "Implementing the Vision: First Steps: Practical Steps to Transform Commercial Strips into Mixed-Use Centers", GrowSmart Maine suggests that there is a "sweet spot for developing, redeveloping or expanding largely commercial strips into activity centers that satisfy both owners' perceptions of market requirements and best land use – transportation practices." GrowSmart indicates that best practices are embodied in the four D's – density, distance (accessibility), diversity (mix of uses) and design" and points out that at certain levels of density, distance, diversity and design, "choices in transportation improve and pressure on arterials is reduced" and that "retail experts suggest that the same strategies that

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<sup>13</sup> <http://sustainsouthernmaine.org/what-are-centers-of-opportunity/>  
<https://growsmartmaine.org/resources/implementing-the-vision-first-steps-practical-steps-to-transform-commercial-strips-into-mixed-use-centers/>

help achieve these levels also can help to brand the centers as livelier, more competitive locations.”

By allowing or requiring mixed use, Old Town can help improve the linkage between development its traditional Downtown and Stillwater Avenue to develop community centered and transportation-efficient land use tools, incentives, and policies that would make each location more likely to be chosen as places to live, do business and invest in. By adopting more development-friendly policies and directing public investment into both of these centers, they will evolve into places that are more attractive to people of all ages for living, working, and recreating as places that are or can be highly competitive for the next generation of jobs and housing. They will be well positioned to tap into the market’s desires for safe, livable, and walkable neighborhoods, with housing and transportation choices. They will be targets of focused infrastructure investments to meet the needs of 21<sup>st</sup> century business and their workers.” And by intentionally focusing mixed residential and commercial growth into these areas, surrounding undeveloped land will be more likely to remain available for forestry, agriculture, recreation, and wildlife habitat. In addition municipal services will be less costly and development of both areas will be more viable.

### **What are Impact Fees?<sup>14</sup>**

Impact fees became popular in Florida through the 1970s in response to rapid population growth in that state. Since then they have become an important tool for financing growth-related improvements and investment in public space and infrastructure. They are not rare in Maine but are less common than in other jurisdictions.

According to the 2003 Maine Impact Fee manual, impact fees “have been developed as an extension of the legal theory that allows local governments to require both improvements on the site of the development and off-site.” The legality of impact fees has been heavily disputed since they were first introduced, resulting in a large body of case law.

The primary source of contention relates to “fairness,” which pivots along two axes: being fair about attributing only “new” costs to new development—new projects should not be responsible for existing deficiencies—and being fair about the calculation of the fee. Maine has guidelines regarding what impact fees can and cannot be used for. To impose a fee in Maine, the proposed impact fee must meet the following requirements:

- **The expansion of the facility and/or service must be necessary and caused by new development**

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<sup>14</sup> The Impact Fee discussion was taken from the following source: <http://www.meplan.org/articles/3436006>

- **The fees charged must be based on the costs of the new facility/service [in proportion to the demand created by] the new development**
- **The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time.**

**BEST PRACTICES:** Communities interested in impact fees should be clear about their intentions and their goals. One important first step to consider is whether your community has defined desired levels of service for public services and public facilities. How much park space is desired per resident? What is the desired response rate for emergency services? If your community has set these goals, are they reflected in comprehensive, capital, and long term budget plans? These baseline measures will allow you to calculate more accurately what the need for public improvements will be as a result of new development.

A second critical step is to have a strong handle on growth projections in the community. Where is growth expected to occur? What type of growth will it be (residential, commercial, industrial, etc.)? What is the pace of that growth? Successful impact fee ordinances are imposed in areas where development is already occurring or has a very high likelihood of occurring in the near future. In Gorham, the Fort Hill Water Main Extension Impact Fee Ordinance (2003) has been functioning effectively but the level of development within the fee area has been limited, leading to limited revenue accruing in the impact fee account. The need for market research grows if the community is investing in infrastructure through bonds that will be repaid through fee collection down the road. Debt-financed public infrastructure improvements were completed in Cook's Corner in Brunswick, ME with the expectation that impact fees would cover repayment of the debt in the future. This approach exposed the community to greater financial risk.

**EDUCATION IS VITAL:** As is often the case in community planning—particularly with regard to new fees and financing tools—education is critical to building the public support needed to approve a new impact fee, to properly calculate fees and allocate responsibilities for payment, and maintaining finances once impact fees are installed. The City of Saco has two impact fees and is in the process of developing a third to deal with emergency services in the community. In Saco the enabling regulation for impact fees was drafted so that it can be easily modified and added to in the future as the need for new or different fees might arise. Changes are processed mainly through Council rather than multi-stage reviews involving several parties and the public. This is a strength on the one hand because it simplifies the adoption process for impact fees, but it becomes a challenge if political interest in adopting new “fees” does not exist. If an impact fee makes sense for your community, educating the public and elected officials is critical to overcoming concerns related to the potential negative outcomes from imposing a new “fee”.

**CAPITAL AND MAJOR INVESTMENT PLANNING PROCESS**

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

**Local Goal:** (1995 Plan) Maintain and improve the City's public facilities and services. Plan for, finance and develop an efficient system of public facilities to accommodate growth and development.

**Policy:** Ensure that Old Town's public facilities and services continue to meet the needs of the community.

**Actions:**

- Develop a ten year capital improvement plan for financing the replacement and where necessary, the expansion of public facilities and services that are required to meet the current and future needs of the City.
- Based on the ten year capital improvement plan, develop annual capital funding plans to finance highest priority public facilities and services needs.
- Use Reserve Accounts to dedicate funds for specific capital equipment and facility needs.
- Consider the use of bonds for public equipment and facilities with lifetimes expected to exceed 20 years and whose estimated costs exceed \$500,000.)

This capital investment strategy is designed to assist the City of Old Town in planning for the capital and major investments needed to maintain existing services and facilities and to service any growth.

**Projected Growth**

Based on Chapter 3, population and household size is expected to continue declining in the next 10 years or more. In addition, the total number of housing units has grown by nearly 200 living units since 2000 and the number of vacant units is roughly proportional to the number added; as such, the number of occupied households occupied even while the number of abandoned homes is on the rise. Anecdotally, Orono's recent addition of multi-family housing developments has attracted a good number of renters from Old Town and while this may have many pros, it also has many cons. Retail job growth (which can serve a transient and year-round population) has occurred in the past twenty years but heavy manufacturing jobs (which create more of a year-round population base) have declined. Poverty rates and the need for social services are also growing.

These challenges may be daunting but they are not impossible to overcome. The temptation for many public officials in times of decline is to enter into an emergency state of mind. That is, the reaction for many municipalities who are facing major transitions is to get even more conservative in terms of public investment. While this strategy may work in the short term, if it is continued for a very long time it can actually cause more harm than good. In such situations, the sense of hopelessness can grow and run the risk of overtaking every aspect of community life and actually exacerbating the decline.

### **The Strategy**

The City of Old Town currently recognizes the importance of having a multi-year plan for its major and capital expenditures. For purposes of this document, a major and capital expenditure is any activity or purchase that exceeds \$10,000 and has a life expectancy of greater than five (5) years. Examples of items that the City has identified as major and capital investments include a planning study to determine the options for addressing the vulnerability of Brook Pipe, heavy equipment such as an ambulance, public works garage, a master plan for redevelopment of the Expera Mill site, road paving and reconstruction.

The Old Town City Council has adopted the concept of a five-year Capital and Major Investment plan. The adoption of the five-year concept plan by the City Council is not a commitment to support the plan on a year-by-year basis but rather it is an endorsement of the planning and prioritization methodology.

A suggested funding model for a ten-year plan follows. Each year includes the items identified by City Department as anticipated needs. **This list is not comprehensive;** capital needs associated with RSU 34, improvement needs for the public pool, or the construction of river access or public trails, or the purchasing of a bus to add more capacity and frequency to the current bus system are not included but could be. In addition, those public improvements that are entirely covered by user fees, such as those administered by the Old Town Water Pollution Control Facility, are not included in the strategy that follows. See Figure 11.12 for OTWPCF items. Of course, there are often unanticipated needs and it is wise for any community to consider a certain amount of contingency funding to address situations that ultimately cannot be planned for.

Each year the plan will be reviewed at the staff level during the budget development process. Estimated costs for investments and any amounts in reserve accounts will be updated annually. Any new needs not previously identified will be added to the investment strategy in an appropriate year. Investments deemed by the administration to be of highest priority for funding in the pending fiscal year will be submitted to the City Council as part of the budget

request. Once the budget is approved, any investment listed in the current budget year that is not funded is further evaluated by staff to determine whether its inclusion in the five-year plan remains a need and if so, into what subsequent year it should be moved.

Deciding which investments to make when needs are many and financial resources are limited can be challenging. The following considerations are offered as guidelines for moving capital and major investments into a Capital Improvement Program.

- Highest funding priority should be given to manage existing assets
  - a. Protecting life safety– the public and the city personnel providing services
  - b. Sustaining system or facility performance and capability without which investment would increase costs
  - c. Meet compliance directives that if not met may be penalized with fiduciary implications
  - d. Supporting those needs that are directly related to housing and job growth
- High funding priority should be given to expansion of public assets
  - a. Supporting those that grow revenues for the city or are supported by a grant, gift or partnership opportunity
  - b. Supporting those that increase operational output or productivity
- Important but deferrable without incurring negative consequences

In addition to the list of capital improvement needs that follow, those strategies identified in the implementation plan discussed in the preceding pages that rely on capital investment are noted with a yellow highlight. These include:

- A bond to seed a partnership of investors to purchase /redevelop the Mill
- Investment to identify, design and construct streetscape improvements in Downtown and on Stillwater Avenue
- Investment in an updated/expanded Economic Development Strategy including housing strategies and strategies to shift the City's economic base
- Use of RLF for Downtown Revitalization and Housing improvements
- Investment in a feasibility study to determine the economic viability of a cultural education and recreation center
- Investments in fiber optic extension
- Investments in energy efficiency infrastructure
- Investment in a feasibility and engineering study for creating parallel roads on Stillwater Avenue
- Investment in a public buildings/facilities needs study
- Investment in continued implementation of the MS4 plan

Capital Investment Strategy - City of Old Town Comprehensive Plan Update for 2016													
Proj. # in Fig. 11.12	Project Name	Estimated Cost	Funding Option	Fiscal Year									
				2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
<b>Public Safety (Police, Fire, Rescue)</b>													
1	Solar Heat/AC Improvements	see #49											
2	Storage Garage	\$50,000	Reserve		\$20,000	\$30,000							
3	Ambulance	\$165,000	Reserve	\$42,000	\$42,000	\$42,000	\$42,000						
4	Engine Pumper	\$415,000	Reserve	\$415,000									
5	Protective gear	\$35,000	Operation	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000	\$35,000
6	Misc. equipment	\$50,000	Operation	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
7	Computer Server	\$50,000	Operation	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
11 & 13	Computers	\$27,000	Operation	\$10,000	\$10,000	\$10,000							
8, 9 & 10	Tasers, Shotguns, Guns	\$16,571	Operation	\$8,290	\$8,290								
12 & 14	On Board Watch Cams and Radios	\$110,000	Operation		\$25,000	\$25,000	\$25,000	\$25,000					
<b>Subtotal Public Safety</b>				\$610,290	\$240,290	\$242,000	\$202,000	\$160,000	\$135,000	\$135,000	\$135,000	\$135,000	\$135,000
<b>Library</b>													
17 & 19	Paint Exterior	\$40,000	Reserve			\$20,000	20000						
20 & 21	Entrance Improvements	\$30,000 (including \$10k gift)	Reserve + gift		\$10,000	\$10,000							
22	Roof repair/ Replacement	\$30,000	Reserve	\$10,000	\$10,000	\$10,000							

18, 23 & 24	Interior Painting, Flooring, Door & Window Replacement	\$45,000	Reserve		\$25,000	\$20,000							
<b>Subtotal Library</b>				\$10,000	\$45,000	\$60,000	\$20,000						
<b>Public Works</b>													
34, 37 & 45	Paving City Parking Lots + Roadway Overlays	\$650,000	Bond 1 / 10 yr term		\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000
35 & 36	Wash Bay & Cold Storage Building	\$325,000	Bond 2 / 20 yr term		\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
37	Storm Water Improvements (MS4)	\$50,000	Reserve		\$20,000	\$10,000	\$20,000						
39	Veteran Grave compliance	\$125,000	Reserve		\$31,250	\$31,250	\$31,250	\$31,250					
40	Light Equipment	\$150,000	Bond 3 / 10 yr term		\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
41	Brine & Cemetery Support Equipment	\$100,000	Reserve or Bond 3 / 10 yr term		\$25,000	\$25,000	\$25,000	\$25,000					
42	Public Building Needs & Efficiency Study	\$80,000	Reserve		\$20,000	\$20,000	\$20,000	\$20,000					
43	PW Structural Concrete Repairs	\$30,000	Reserve			\$10,000	\$10,000	\$10,000					
44	New PW Garage	\$7.5M	Bond 4 / 30 yr term						\$325,000	\$325,000	\$325,000	\$325,000	\$325,000
46	Brook Pipe Engineering	\$75,000	Reserve	\$15,000	\$30,000	\$30,000							

47	Drainage Improvements @ Lawndale & St. Joseph	\$80,000	Reserve										
				\$20,000	\$20,000	\$20,000	\$20,000						
48	Heavy Equipment	\$750,000	??Bond 5						\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
49	Energy Efficiency Upgrades @ City Buildings	\$400,000	Bond 6					\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000
50 & 51	Roadway Mill Fill & Reclaim	\$15.75M	Reserve + Bond 7 yr 2024	\$40,000	\$50,000	\$60,000	\$150,000	\$180,000	\$130,000	\$110,000	\$245,000	\$245,000	\$245,000
52	Sidewalk replacement & Streetscape Improvements	\$2.1M	Operation or Bond 8	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000	\$95,000
53	Landfill closure	\$275,000	Reserve	\$40,000	\$40,000	\$40,000	\$40,000	\$50,000	\$50,000	\$40,000			
NEW	Feasibility & Engineering Study for Parallel Roads at Stillwater Avenue	\$100,000	Operation						\$100,000				
54	Road dispositions/ Woodland, Penny, Prentiss +	\$500,000	Reserve	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000					
<b>Subtotal Public Works</b>				\$310,000	\$531,250	\$541,250	\$611,250	\$636,250	\$900,000	\$770,000	\$865,000	\$865,000	\$865,000
<b>Economic &amp; Community Development LLC</b>													
55	Communications (OTO Fiber)	\$100,000	Operation	\$25,000	\$25,000	\$25,000	\$25,000						
56	Downtown façade	\$30,000	Operation	\$15,000	\$15,000								

NEW	Feasibility Study for Outdoor Recreation and Education Center	\$50,000	Operation			\$25,000	\$25,000						
NEW	Updated/Expanded Economic Development Strategy	\$50,000	Operation	\$25,000	\$25,000								
NEW	Mill redevelopment Master Plan	\$100,000	Grant										
57	Loans (RLF - Business, Downtown and Housing)	\$100,000	Operation	\$25,000	\$25,000	\$25,000	\$25,000						
<b>Subtotal LLC</b>				\$90,000	\$90,000	\$75,000	\$75,000	\$0	\$0	\$0	\$0	\$0	\$0
<b>Recreation</b>													
58, 59, 60	Storage shed / Ball field Renovations, gymnasium lighting	\$23,500 includes private funding	City Partnership limit - Operation		\$13,500								
61	Multi purpose addition	\$90,000 includes private funding	City Partnership limit - Operation						\$45,000				
62	Parking	\$10,000 includes private funding	City Partnership limit - Operation				\$5,000						
63	Outdoor Education @ Perch Pond facility	\$150,000 includes private and grant funding	City Partnership limit - Operation					\$50,000					

64	Multi purpose gym	\$2,5M includes grant and private funding	City Partnership limit - Reserve										
					\$100,000	\$100,000	\$100,000	\$150,000	\$50,000	\$50,000			
65	Roof & Boiler Repair	Study - see item 42	City Partnership limit - Operation							\$10,000			
<b>Subtotal Recreation</b>				\$0	\$113,500	\$100,000	\$105,000	\$200,000	\$60,000	\$95,000	\$0	\$0	\$0
<b>Airport - Dewitt Field</b>													
66	Perimeter Fence	\$122,000	5% HR/95% FAA & ME	\$3,000	\$1,000	\$1,000	\$200	\$200	\$200				\$500
67	Paving	\$140,000	5% HR/95% FAA & ME	\$7,000		\$1,500			\$1,500				\$2,000
68	Apron Sealer	\$80,000	Hangar Reserve			\$1,500				\$2,500			
69	Apron Expansion	\$700,000	5% HR/95% FAA & ME	\$35,000									
<b>Subtotal Dewitt Field</b>				\$45,000	\$1,000	\$4,000	\$200	\$200	\$1,700	\$2,500	\$0	\$2,500	\$0
<b>Grand Totals by Year:</b>				<b>\$1,065,290</b>	<b>\$1,021,040</b>	<b>\$1,022,250</b>	<b>\$1,013,450</b>	<b>\$996,450</b>	<b>\$1,096,700</b>	<b>\$1,002,500</b>	<b>\$1,000,000</b>	<b>\$1,002,500</b>	<b>\$1,000,000</b>

## REGIONAL COORDINATION

As a member of the Eastern Maine Development Corporation and the Bangor Metropolitan Organization, Old Town is working with neighboring communities and organization to support and strengthen the regional economy, meet residents' needs, efficiently provide public and cultural facilities and services, preserve natural resource based industries, and improve and/or protect the area's exemplary environment and cultural resources.

Some areas where the City will focus its regional coordination efforts include:

- **Economic Development:** The City will coordinate with affected abutting communities as it
  - General: Participates in Regional ED forums
  - Industrial Parks: Continues to encourage development of the Airport Industrial Park and the Energy and Enterprise Park with their partners.
  - Ecotourism: Expands ecotourism tied to the Penobscot River and other outdoor resources in the City and region.
- **Housing:** The City will continue to
  - Workforce Housing: Encourage and promote adequate workforce housing to support Old Town's and the region's economic development and will encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.
- **Cultural and Recreational Resources: The City will work with**
  - Recreation Facilities: REC, UMaine, the Orono Land Trust so that it may continue to provide a broad range of recreation facilities and programs for the citizens of Old Town.
  - Lakes and Other Outdoor Recreation Resources: Area communities to provide for additional and improved public access to the City's major water bodies and outdoor recreation resources.
- **Public Facilities & Services:** The City will coordinate with
  - Mutual Aid: Those communities with which it already has Mutual Aid agreements so that it can continue to provide public facilities and services in a manner that promotes and supports growth and development in the area.
  - New or Replacement Facilities: The Old Town Water District, RSU 34, Orono and UMaine when new or replacement public facilities are planned to assure the most efficient approach to service delivery.
- **Natural Resources:** The City will continue to coordinate with abutting communities to

Wetlands: Protect wetlands of 10 or more acres and those identified by the State as moderate to high value for wildlife.

Surface Waters: Protect the waters and shorelands of Pushaw Lake, Mud Pond, the Penobscot River, the Stillwater River, Birch Stream, and Pushaw Stream.

Floodplains: Avoid problems associated with floodplain development and use.

Wildlife Resources: Protect and manage unique wildlife resources from the adverse impacts of development.

Waterfowl Habitat. Protect waterfowl nesting areas from the adverse impacts of development.

Natural Resources. Ensure that natural resources of all types are protected during the development review process where those developments occur at community boundaries.

Agricultural and Forestry Resources. Ensure that important agricultural and forest lands in rural areas are protected during the development review process; and promote innovative agricultural and forestry practices.

- **Transportation**: The City will continue to coordinate with abutting communities to Prioritize Needs: Prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.

# Chapter 2

## Public Engagement

11/16/2015

Old Town, ME Comprehensive Plan Update



Old Town Comprehensive Plan Update

**Welcome to the Old Town Comprehensive Plan Webpage**

For more information about the Comprehensive Plan click on the links below.

**Watering Meetings**  
[Click here to read the draft Vision Water Feedback](#)

**Summary Results of the Comprehensive Plan Survey**  
[Click here to learn the survey](#)

**What is the Comprehensive Plan? What does it do?**  
[Click here to read more.](#)

**Complete Streets Policies**  
[Click here to read policies.](#)

**Old Town, Our Town - The Next 20 Years**  
 Article by Ted Efron, Chair, Old Town Planning Board

**Overall Process Summary and Schedule**  
[Click here to read more.](#)

**Comprehensive Plan Committee Members**  
[Click here to read more.](#)

**What's your Topical of Interest?**  
[Click here to read more.](#)  
 Plan Information

**Upcoming Meetings and Events**  
[Click here to see Meetings and Events calendar.](#)

**Public Outreach**  
[Click here to read more.](#)

**Agendas and Meeting Summaries**  
[June 23, 2015 - Meeting Agenda](#)  
[June 23, 2015 - Meeting Summary](#)

[March 26, 2015 - Meeting Agenda](#)  
[March 26, 2015 - Meeting Summary](#)

[April 29, 2015 - Meeting Agenda](#)  
[April 29, 2015 - Meeting Summary](#)

[May 26, 2015 - Meeting Agenda](#)  
[May 26, 2015 - Meeting Summary](#)

[September 8, 2015 - Agenda & Meeting Minutes](#)

**Public Input ... it will be Old Town's success. We want to hear from you!**  
[Here's how to reach us.](#)

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**Old Town - Our Town - The Next Twenty Years**  
 Some citizens in Old Town are concerned about bike safety. Whether a recreational rider, a fitness rider or a commuter, bike riders put themselves at risk when they "share the road" with cars and trucks. Some folks are suggesting an updated message is helpful. What do you think?



**New Study Confirms "Share The Road" Is a Problem**  
 "Comprehension of the familiar "Share the Road" signage as a statement of "bicyclist" roadway rights has been challenged, based on arguments that it is ambiguous, imprecise, heavily misinterpreted, and not designed for that."  
 BIKING.ORG

- LIKED BY THIS PAGE
- City of Old Town
  - Penobscot River Whitewater National Regatta
  - Maine Youth Fish & Game Association

Old Town - Our Town - The Next Twenty Years shared Penobscot River Whitewater National Regatta's post.  
 Published by Karen Robertson - November 8 at 12:09pm

Meanwhile, folks in our neck of the woods are making waves by paddling the waves. That's how (2) national organizations recognizing the Penobscot River and the Old Town region for excellence this year! First, Way to Go Penobscot River Whitewater National Regatta you are awesome! And second, What do you think is the wave of the future for Old Town? Join us as Old Town updates its Comprehensive Plan, the vision for the city's next 20 years.

Penobscot River Whitewater National Regatta  
 November 8 at 11:18am  
 ... is recently awarded the 2016 USACK Whitewater National Championships! This allows the Regatta to control downstream and split whitewater ratios...  
 See More

Old Town - Our Town - The Next Twenty Years  
 Published by Karen Robertson - October 28 at 7:05am

Plus, seniors are just fun.  
  
**CyberSeniors Documentary - Official Trailer**  
 "Wise and downright funny" - The Film Journal  
 "Incredibly charming, infectious, and engaging!" - Movie Review MFC.com  
 "A beautiful story..." - The...  
 YOURJOB.COM

13 people reached [Boost Post](#)

Like Comment Share

Old Town - Our Town - The Next Twenty Years Bees Blog.  
 Write a comment...

1/2

In March 2015, the City of Old Town began the update of its 1995 Comprehensive Plan. The first action undertaken was to create a Comprehensive Plan Committee (CPC). The Committee was made up of members of the City Council, Planning Board and public. Their first meeting was in late March where they reviewed and accepted a proposed update process including a schedule and public engagement summary.

The scope summary is available in Appendix 1 and a general schedule is included here:

**Figure 2.1 – Comprehensive Plan Update Schedule**

Step	Step Description	Month Completed													
		2015										2016			
		Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr
	Contract Executed														
1	Prep for Kick Off and Kick Off Meeting														
2	Prep for Survey and Visioning Sessions; CPC meeting 2														
3	CPC meeting 3 & Data Gathering results														
4	Finalize Data Gathering & Analysis, CPC meeting 4, 5 & 6 including 2.5 day public event														
5	CPC meeting 7 & Community Workshop														
6	Draft Plan & Comments; CPC meeting 8														
7	Final Plan & PB Hearing; CPC meeting 9														
8	City Council Hearing; CPC meeting 10														
	Consultant/Staff and Volunteers working together														
	Public events/workshops with Consultant, Staff and Volunteers														
	Public comment via web and facebook pages or through formal written comment periods and hearings														

The draft schedule was followed with very little change; item 5 was shifted to January to allow for internal review of the draft plan before it was presented to the public at a workshop.

All CPC meetings were held in the City Council Chambers and were televised on the public cable station. Meeting agendas and minutes were posted on a web site hosted by the Consultant

team beginning in June. A facebook page was created to provide another way to promote involvement in the plan; as of November 13, 2015, the page had 61 followers.

An opinion survey was created and made available via web and facebook from August 9 to October 19, 2015 and was responded to by 459 people including approximately 300 high school students. The survey questions and a power point of responses are included in Appendix 2. Highlights follow:

- Proximity to UMaine, the Bangor Metro and to natural areas were the principal reasons people appreciated Old Town.
- The downtown, their neighborhoods and the mix of city/rural features were the 2<sup>nd</sup> highest reasons for liking life in Old Town with safe streets and plenty of nearby outdoor recreational opportunities not far behind.
- Issues that were least appreciated were lack of job and entertainment options and the growing number of vacant and abandoned buildings and lots
- In order to better balance the needs of Old Town’s growing diverse communities, respondents indicated a strong desire for funding to support job training, social services and housing.
- From natural resource perspective, water quality and wildlife habitat were of high importance to about 1/3 of the respondents.
- In terms of growing its economic base, more than 43% favored growing the cultural/historic/recreation/tourism base and more than 65% favored growing the retail sector.

**Figure 2.2: Draft Public Engagement Summary For Old Town Comprehensive Plan Update Reviewed and approved by CPC in March 2015**

The following items are included in consultant budget; this does not preclude the City from developing and undertaking additional efforts on its own provided they are coordinated with consultant efforts.

1. CPC Committee and meetings open to public
2. Web Page – create/post relevant info
3. Facebook Page – create/invite likes/monitor
4. Survey – if deemed necessary
5. Fall 2.5 day event / Open House/Focus Groups / workshop +
  - event promotional materials &
  - invitee list developed by CPC
6. Fall public workshop / Open House
  - including power point &
  - related presentation materials
7. Public Hearing at Planning Board
  - including presentation materials
8. Public Hearing at City Council
  - including presentation materials

Note: Item 6 was moved to January.

- In order to avoid time delays on Stillwater Avenue, more than 60% use Route 2 and more than 48% use Gilman Falls Avenue.
- Downtown and Stillwater Avenue were identified as priority areas to make more walkable.
- Whether or not to promote more part time residents was fairly equally split with approximately 42% favoring more part time residents and slightly over 47% not.
- New residential construction by itself was not seen as a solution to the housing stock in Old Town. Rather 38% and 57% of respondents indicated the need for both rehabilitation and new construction.
- More than 33% of respondents have lived in Old Town for at least 15 years; about 120 of the respondents indicated they do not live in Old Town.
- 70% of respondents were under 20 years of age (i.e. the high school students were invited to respond to the survey) with about 15% being between the age of 31 and 50.<sup>1</sup>
- Almost as many females as males responded to the survey (48 to 52%).
- Most responders indicated they own their property (presumably the high school students who responded to this question did so on behalf of their parents.)

Figure 2.3 – Poster promoting the Public Feedback Expo



- More than 41% of respondents indicated an income greater than \$50,000; some 39% reported an income less than \$34,229.

In preparation for the September 28, 29 and 30, 2015 Community Feedback Expo held at the Library, the committee members voluntarily engaged the school department for student involvement; High School students wrote essays about the future of Old Town and 2<sup>nd</sup> graders drew post cards of how they saw the future of Old Town. Both the essays and the post cards were displayed at a fall Community Feedback Expo. In addition, a press release was published in the Bangor Daily News; and an article by Planning Board Chair Ted Shina was published in the Penobscot Times and in the Community Connections Newsletter published by the RSU. Committee

<sup>1</sup> While the number of High School students responding could be viewed as skewing the results, those responses do identify what potential future residents prefer. The survey results are on file and may be further evaluated by planners without the student responses.

members distributed posters (Figure 2.3) in major gathering areas throughout the community.

The Expo was open to the public; it was held on three evenings while 6 issue based discussions were held over two days. In the evening of the final day, a series of sentiments collected over the course of the 2.5 days were framed in a draft vision statement. In all 52 people participated in the expo and small group discussions. Each sentiment was reviewed independently by the audience to determine whether it had sufficient support to be considered part of the future vision. Those statements are shown in Figure 2.4.

**Figure 2.4**

**Elements of a DRAFT VISION – discussed at the September 30<sup>th</sup>**

**Community Feedback Expo**

- ☉ Community has
  - a positive self image
  - changed perceptions of & by others
  - stabilized & reversed loss of population
  - expanded middle class
  - fixed up & expand housing options
  - diversified economic base
    - ✓ Downtown & History
    - ✓ Stillwater Avenue \*
    - ✓ Eco-tourism
    - ✓ Technology
    - ✓ New industries
  - retained & attracted jobs that pay a livable wage
  - collaborated in delivery of social, recreational & other services
  - expanded its relationships with public & private partners
  - created a route out of poverty
  - improved transportation services
    - ✓ a signature gateway bridge
    - ✓ grown without more congestion
    - ✓ improved on & off road walking & biking opportunities
    - ✓ added a bus & ride-sharing programs
  - planned for & strategically invested in facilities & infrastructure
  - protected important scenic views, agriculture, forests, habitat & water quality
  - maintained its investment in quality education systems
  - seen most future land use on Marsh Island
  - adopted & implemented the Downtown Plan
  - clarified roles of Downtown & Stillwater Avenue
  - developed unique characters of both areas
  - worked with University to implement economic development
  - included residential development in economic development strategy
  - rehabilitated sub-standard housing
  - created new middle income housing
  - protected historic & archeological resources
  - Citizens of all ages are actively involved in shaping the NEW Old

With guidance from those members of the community in attendance, a draft vision statement was prepared forming the basis for the Goals, Policies and Strategies (GPS). The Vision is outlined in Chapter 1 and relevant GPS are listed at the end of each chapter by topic area.

Compiled into a draft plan, the Vision and GPS were distributed to the CPC for review in late November. By early January, the draft plan will be revised and posted on the web site. Announcement of the plan's availability for public review was posted on the Old Town Our Town facebook page. A public notice was published in the Penobscot Times.

On January 26, 2016 the draft plan was presented for community feedback at a presentation and discussion. Edits were suggested and further vetted at a follow up City

Council, Planning Board, Planning Committee and staff discussion on February 16. The draft plan was left open for additional feedback until February 24. Feedback received after the February 16 meeting included adjustments to the Capital Investment Plan to account for the airport. The Plan was then prepared for submission to the State for review.

Comments from the State suggest the plan \_\_\_\_\_.

The Planning Board **will hold** a public hearing on ( \_\_\_\_\_ ) and discuss the merits of recommending the plan to the City Council for approval. Highlights of changes made after the public hearing include: \_\_\_\_\_

The City Council **will hear** a presentation on the recommended plan (on \_\_\_\_\_) and discuss the merits of adopting it as official City policy.

## Chapter 3

## Population



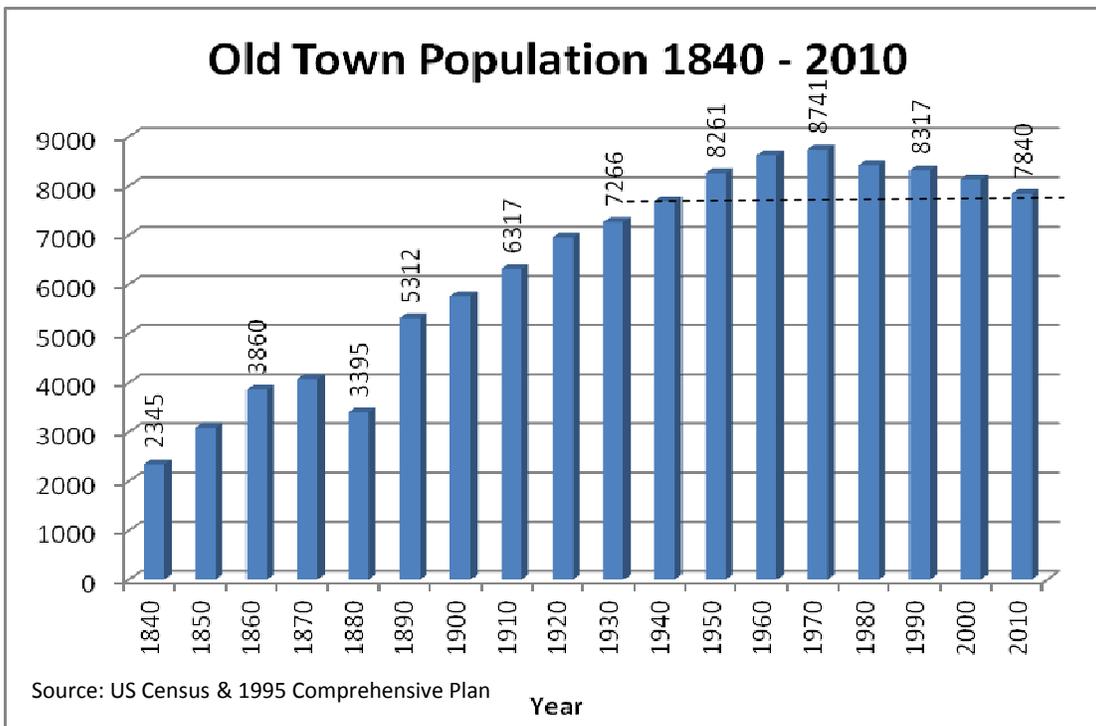
**A. Year Round Population**

**Figure 3.1:**

Old Town Population 1900 to 2010											
1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
5763	6317	6956	7266	7688	8261	8626	8741	8422	8317	8130	7840

Source: US Census & City of Old Town 1995 Comprehensive Plan

**Figure 3.2:**



The year round population of Old Town rose steadily from 1840 through 1970 except during the decade between 1870 and 1880, a period after the Civil War and the implementation of the Homestead Act. Peak population in 1970 was 8,741. Since then the population has continually decreased but at a lower rate than during its decades of growth. Population in 2010 was 7,840 which is a reduction of 900 (or -10%) since the peak in 1970 and almost 500 (or -5.7%) since the last Comprehensive Plan. Today’s population is similar to that reported in the 1940 census.

**Population Comparisons and Projection**

Population in Old Town peaked in 1970 at 8,741. Since that peak, Old Town’s demographic characteristics are compared to those of the State of Maine and Penobscot County, as well as to nearby Bangor, Brewer, Milford and Orono. In addition, these are compared with Lincoln and Millinocket due to traditionally comparable economic bases.

Among the civil divisions compared with Old Town, only Old Town and Millinocket have suffered population losses consistently since 1970, although losses in Old Town have been at a slower rate than those of Millinocket.

**Figure 3.3:**

Old Town Population Comparisons since 1970											
	1970	1980	% change 1970- 1980	1990	% change 1980- 1990	2000	% change 1990- 2000	2010	% change 2000- 2010	% change 1970- 2010	2020 est.
<b>Old Town</b>	8741	8422	-3.8%	8317	-1.3%	8130	-2.3%	7840	-3.7%	-11.5%	7550
Bangor	33168	31643	-4.8%	33181	4.6%	31473	-5.4%	33,039	4.7%	-0.4%	34605
Brewer	9300	9017	-3.1%	9021	0.0%	8987	-0.4%	9,482	5.2%	1.9%	9977
Lincoln	4759	5066	6.1%	5587	9.3%	5221	-7.0%	5,085	-2.7%	6.4%	4949
Milford	1828	2160	15.4%	2884	25.1%	2950	2.2%	3,070	3.9%	40.5%	3190
Millinocket	7742	7567	-2.3%	6956	-8.8%	5203	-33.7%	4,506	-15.5%	-71.8%	3809
Orono	9989	10578	5.6%	10573	0.0%	9112	-16.0%	10,362	12.1%	3.6%	11612
<b>County</b>	125393	137015	8.5%	146601	6.5%	144919	-1.2%	153,923	5.8%	18.5%	162927
<b>State</b>	993722	1124660	11.6%	1227928	8.4%	1274923	3.7%	1,328,361	4.0%	25.2%	1381799

Source: U.S. Census

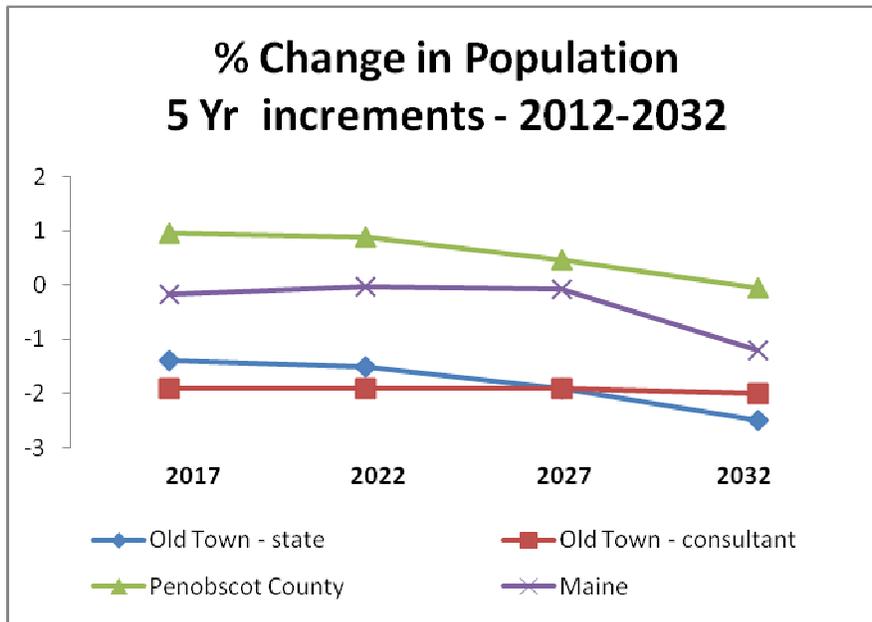
While Bangor, Brewer, Lincoln and Orono populations grew in some decades, they experienced losses in other decades; Bangor’s population fluctuated rather evenly; and Brewer lost population in 1980, 1990 and 2000, but recaptured its losses by 2010.

Figure 3.4

Old Town Population Projections and Comparisons									
Projected Population	2012	2017	% change 2012-2017	2022	% change 2017-2022	2027	% change 2022-2027	2032	% change 2027-2032
Old Town - state	7758	7652	-1.4	7541	-1.5	7395	-1.9	7211	-2.5
Old Town - consultant	7782	7637	-1.9	7492	-1.9	7347	-1.9	7202	-2
Penobscot County	153509	154997	0.96	156392	0.89	157116	0.46	157038	-0.05
Maine	1328501	1327924	-0.17	1324705	-0.024	1315840	-0.067	1300166	-1.2

Source: US Census and Consultant

Figure 3.5:



The population in Old Town has steadily decreased since 1970. The Maine State Planning Office (SPO) projected that in the year 2017, year round population of Old Town will be 7652 people, a decrease since the 2010 census of 188 people. A decrease is expected in the range of 1.5 to 2.5% each five year period. This projected rate of decrease is comparable to the decreases projected to be experienced by both Penobscot County and the State. An alternate straight line projection (based on the trend between 2000 and 2010) assumes a level 1.9-2.0% decrease

each 5 year increment resulting in a total loss of population between 2012 and 2032 of nearly 600 people.

**Changes in Population**

**Figure 3.6**

Old Town Population by Age, 2000-2010					
	2000	%	2010	%	% change
	of total		of total		2000-2010
Pre-school (age <5 years)	408	5	414	5.3	1.4%
School-age (age 5-19)	920	11.3	988	9.5	6.9%
Young adult (20-24)	1790	22	1597	23.4	-12.1%
Major Family Formation (25-44)	2196	27	1908	24.3	-15.1%
Pre-retiree (45-64)	1694	20.8	1852	23.6	8.5%
Retiree & Elderly '65+	1122	13.8	1081	13.9	-3.8%
<b>Total</b>	<b>8130</b>		<b>7840</b>		

Source: US Census

**Figure 3.7**

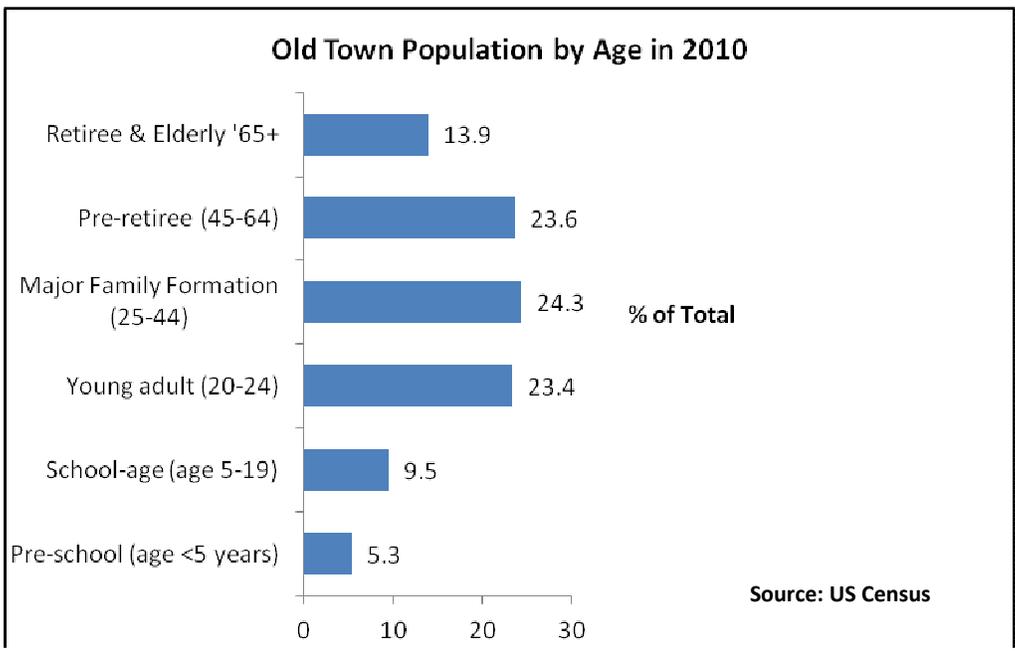
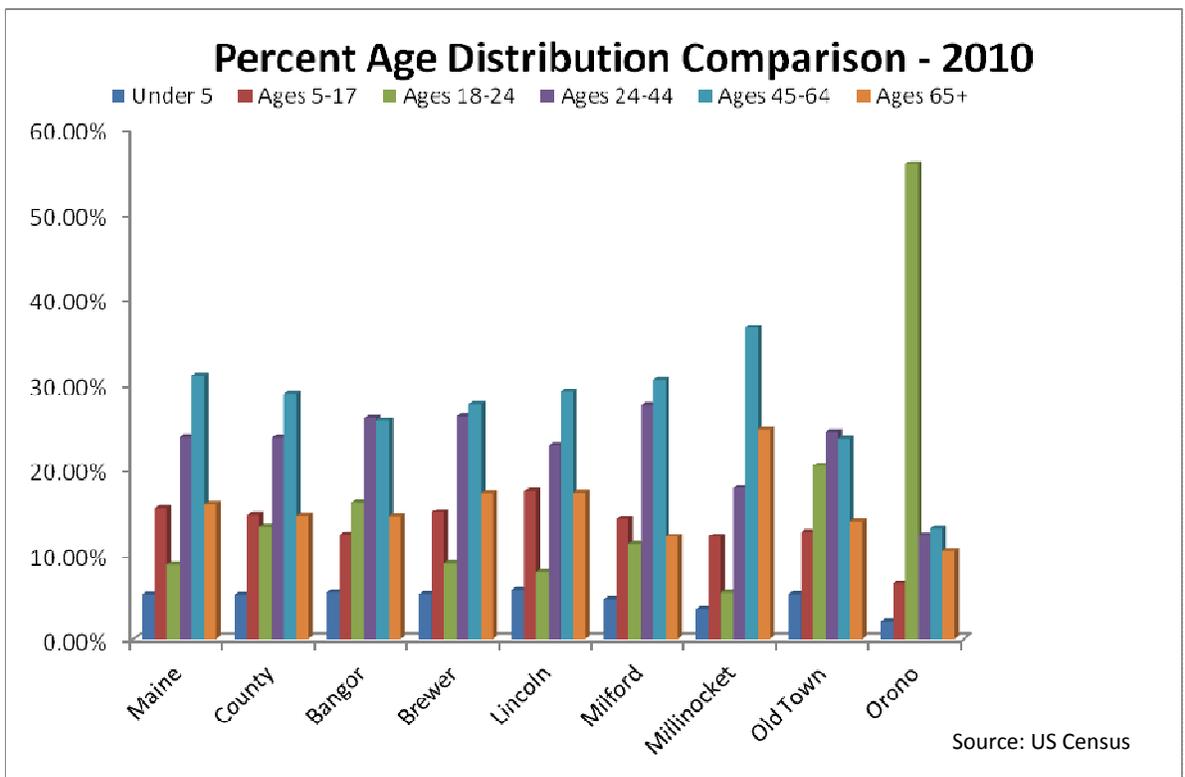


Figure 3.8:



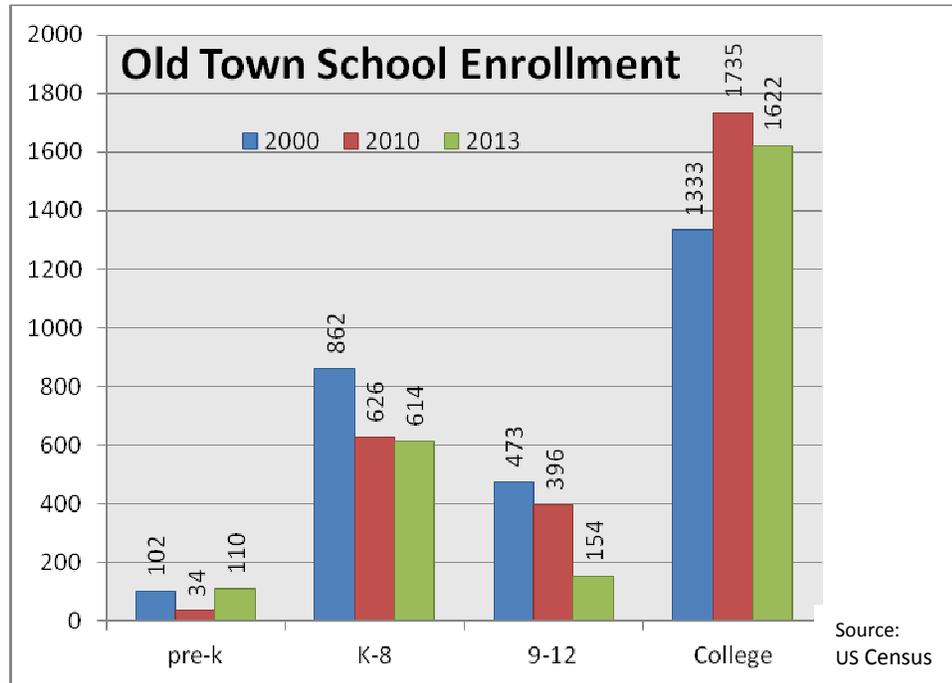
The year round population of Old Town is aging, as it is in comparison communities, Penobscot County, and the state. In 1970, 9% of the Old Town population was of retirement age or older. In 2010, the percentage increased to nearly 14%.

Predictably, Orono and then Old Town have a substantially higher population of 18-24 year olds due to the University’s presence. In Old Town, the percentage in this age group grew from 16% in 1970 to 23.4% in 2010. Since the construction of new rental units in Orono in the last five years, this percentage may have decreased.

Old Town (24%) and Bangor (26%) have the greatest percentage of adults in the Major Family Formation range of 24-44 compared with similar jurisdictions. In Old Town, this percentage has remained stable since 1970.

Millinocket and Orono have the smallest percentages of preschoolers. Old Town’s preschool percentage is roughly equivalent with that of the State, County, Bangor, Brewer and Lincoln in the 5-6% range.

Figure 3.9:



The number of Pre-K aged students has fallen and risen again since 2000. Elementary School population has decreased nearly 30% since 2000 and the high school population has decreased by 67%. College aged enrollment from Old Town rose between 2000 and 2010 but has since decreased, albeit remains higher than in 2000.

**Migration**

Figure 3.10:

Old Town Migration 2009-2013		
	#	%
<b>Total population</b>	<b>7799</b>	<b>100.0%</b>
Native	7313	93.8%
Born in US	7267	93.2%
Born in Different State	1719	22.0%
Foreign Born	486	6.2%
Naturalized citizen	109	1.4%
Not a Citizen	377	4.8%
Entered US 2000-2010	532	6.8%

Source: US Census

Almost 94% of Old Town’s year round residents are native to the US and 78% were born in Maine. A very small percent is foreign born.

**Figure 3.11**

<b>Residence 1 year ago (data from 2013)</b>	
Population 1 year & over	7707
Same house	6252
Different home in US	1376
Same County	975
Different County	401
Same State	294
Different State	107
Abroad	79
Source: US Census	

Eighty one percent (81%) of year round residents lived in the same house in 2012 and 2010. Of the 1376 residents who lived in a different house in 2012, 29% lived in a different county, nearly 8% in a different state. Only a small proportion of new residents resulted from in-migration.

**B. Education**

**Figure 3.12**

<b>Educational Attainment Persons 25 years and over</b>	<b>2000</b>	<b>2010</b>	<b>2013</b>
<b>% High School Graduate or Higher</b>			
Old Town	87.2	91.6	90.6
Penobscot County	85.7	89.5	90.7
Maine	85.4	89.8	91.1
<b>% Bachelor's Degree or Higher</b>			
Old Town	23.2	30.6	27.5
Penobscot County	20.3	23.3	23.8
Maine	22.9	26.6	27.9
Source: US Census			

The year round population of Old Town enjoys a higher educational attainment than that of Penobscot County and the state, with over 91% receiving a high school degree or higher and over 30% receiving a bachelor’s degree or higher. While the percent of high school graduates and holders of higher level degrees in Old Town increased from 2000 to 2010 it decreased in the period between 2010 and 2013. This may have been due to the economic crash in 2008.

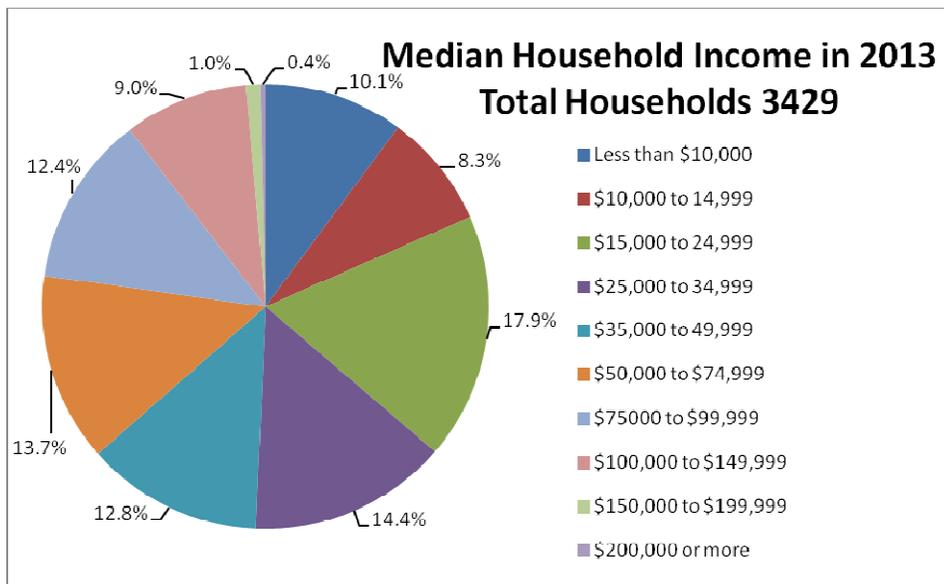
**C. Household Income and Poverty Levels**

**Figure 3.13**

<b>Income and Poverty Levels</b>			
<b>Old Town Household Income</b>	<b>2000</b>	<b>2010</b>	<b>2013</b>
Old Town	29886	34229	34457
Penobscot County	34274	42658	43734
STATE	37240	46933	48453
<b>80% Median Household Income</b>			
Old Town	23909	27332	27566
Penobscot County	27419	34126	34987
STATE	29792	37546	38762.4
<b>% of Families Below Poverty Level</b>			
Old Town	11.8	16.6	20.5
Penobscot County	9.7	10.1	10.7
STATE	7.8	8.4	9.1

Source: US Census

**Figure 3.14:**

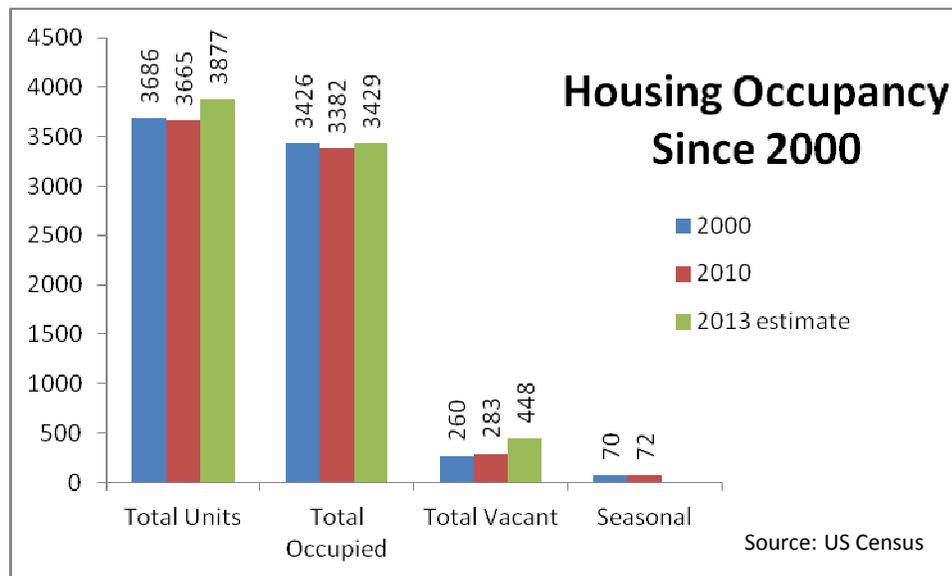


The median household income of year round Old Town residents in 2000 was \$29,886; in 2010, it increased to \$34,229 and was estimated by the US Census in 2013 to be \$34,457. As compared with the Penobscot County and the State in 2013, Old Town’s median household income was 78% and 71% respectively.

Percent of families below the poverty line were 2 and 4 points higher than that of Penobscot County and state respectively. In 2013, more than 1/5<sup>th</sup> the Old Town population is below poverty level.

**E. Seasonal Dwellings**

**Figure 3.15:**



The chart above shows that since 2000, very few seasonal conversions have occurred; most conversions occurred between 1970 and 2000. Based on conversations with the Old Town Code Enforcement Officer, the reduction in seasonal housing units occurred largely around Pushaw Lake.

## **F. Issues and Implications**

1. Old Town's population has been decreasing since 1970; fewer people to use and support the community's public services. Is the City interested in slowing or ending the loss of population?
2. Old Town has growing poverty rates – double that of the county; this makes it more difficult to support local services while at the same time creating more demand for services. What can the City do to help residents find a way out of poverty?
3. Old Town's highest population is in ages 20-44; Young Adult and Major family formation; are there adequate young adult and family resources/services/jobs to keep them here?
4. HS school enrollment is dropping; is that of concern? What might be happening to cause this? This should be monitored and evaluated in order to curb a trend in the wrong direction.
5. Housing vacancy rate is growing; a product of the downturned economy and industrial decline as well as the construction of new units in Orono. More on this in HOUSING section.
6. Seasonal conversions have slowed with few seasonal dwellings remaining indicating a possible need to rezone the area around the Pond(s). More on this in HOUSING section.

No specific goals, policies or strategies are included relative to Population.

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## Chapter 4 Economy



**A. Major Taxpayers**

<b>Figure 4.1 Top Ten Taxpayers</b>				
<b>Rank</b>	<b>Taxpayer</b>	<b>Business Type</b>	<b>Total Assessed Value</b>	<b>% Total Valuation</b>
1	Red Shield Environmental	Mill Site	\$46,148,000	9.6
2	Black Bear Hydro	Utility	\$10,671,300	2.2
3	LaBree's Bakery	Bakery	\$8,779,000	1.8
4	Old Town Plaza	Bakery Rental-Retail	\$8,229,900	1.7
5	Old Town Canoe	Manufacturing	7,356,500	1.5
6	Sargent Co/SSR, LLC	Construction	4,896,400	1.0
7	Penobscot River House	Housing	\$4,113,900	0.8
8	Emera (Bangor Hydro)	Utility	\$3,774,600	0.7
9	Bangor Natural Gas	Utility	\$3,093,800	0.6
10	Hannaford Brothers Inc #8133	Grocery	\$1,946,300	0.4
	Total Taxable Valuation		\$480,635,367	

Source: City of Old Town Assessor, 2013-2014

<b>Figure 4.2 Top Five Employers</b>			
<b>Rank</b>	<b>Employer</b>	<b>Business</b>	<b># Employees</b>
1	LaBree's Bakery	Bakery	257
2	John T. Cyr & Sons	Transportation/BUS	230
3	Old Town Canoe Co.	Manufacturing	220
4	Red Shield	Mill Site	216
5	James W. Sewall Co.	Engineering	110

Source: Old Town Assessor, 2013-2014

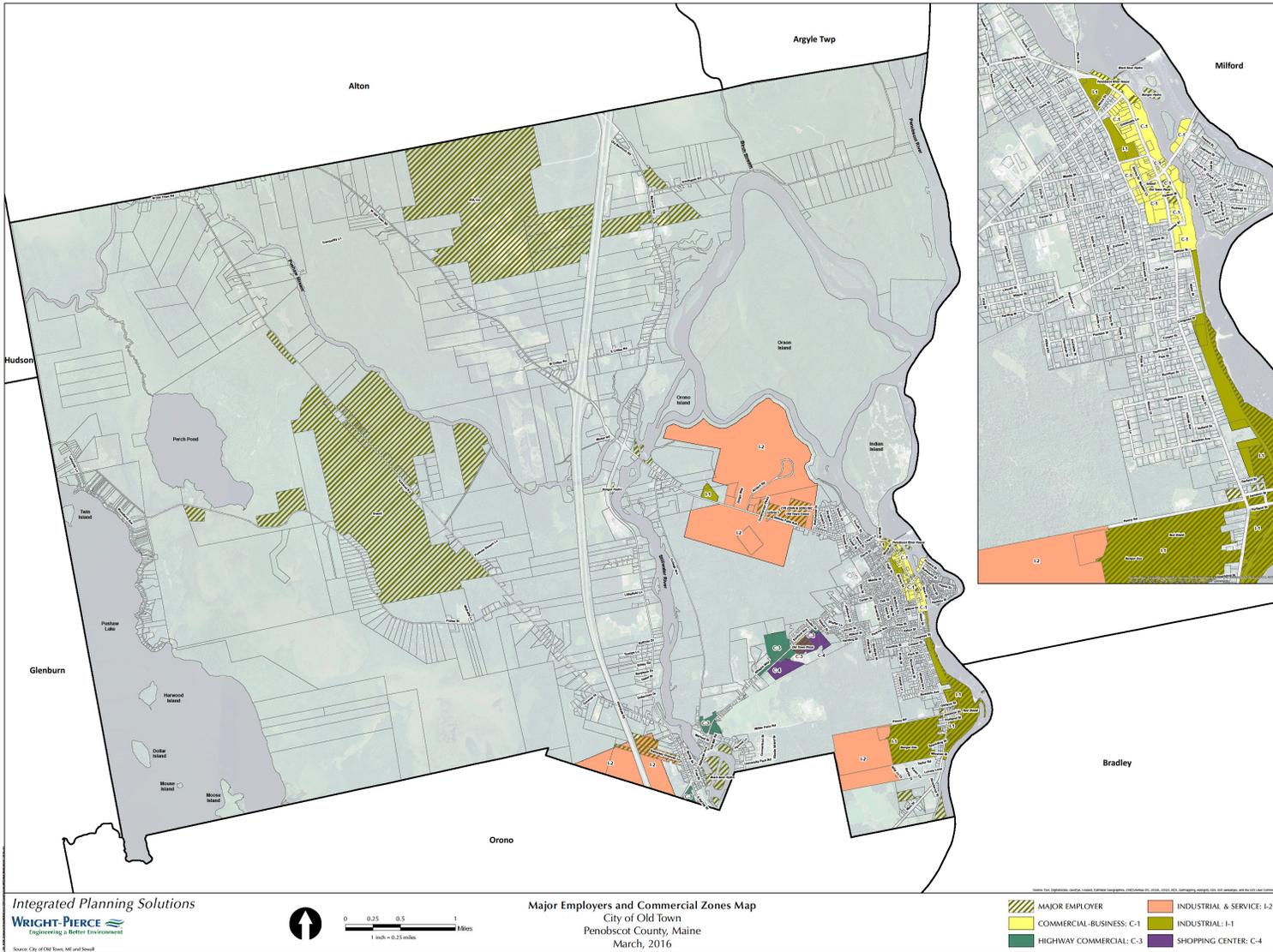
According to the Maine Department of Labor, there are 240 businesses in Old Town,<sup>1</sup> including:

- 2 that employ between 250 and 499,
- 4 that employ between 100 and 249,
- 8 that employ between 50 and 99,
- 11 that employ between 20 and 49,
- 24 that employ between 10 and 19,
- 53 that employ between 5 and 9, and
- 125 that employ between 1 and 4.

<sup>1</sup> <http://www.maine.gov/labor/cwri/employers.html>

# City of Old Town Draft Comprehensive Plan | 2016

Figure 4.3 Major Employers and Commercial Zones



## **B. Manufacturing**

According to the City's Economic Development Department, the largest industry sector in Old Town is manufacturing. Despite the overall decline in manufacturing throughout the US, in Old Town it grew by 61% from 2001 to 2010 and today represents over 20% of employment. Manufacturing is expected to continue to grow by another 57% by 2021, an increase of 455 jobs. Food services and accommodations are also growing in Old Town and are currently the third largest industry, employing about 407 workers. This sector grew by 28% from 2001 and is expected to grow by another 17% by 2021.<sup>2</sup>

Current manufacturing firms include:

- Allweld Fabrication and Supply Inc (metal fabricator, 5-9 employees)
- Custom Cabinets & Millwork (cabinet maker, 1-4 employees)
- Custom Memorial Designs (monument maker, 1-4 employees)
- Gossamer Press (printer, 5-9 employees)
- Graphix Signs & Designs (sign maker, 1-4 employees)
- LaBree's Bakery (bakery, 100-249 employees)
- Maine Heritage Products (maker of refillable pens made from historic woods, 5-9 employees)
- Maine Indian Basketmakers Alliance (basket makers, 1-4 employees)
- Johnson Outdoor Watercraft aka Old Town Canoe Co. (canoe maker, 100-249 employees)
- Paul's Cabinet Shop (cabinet maker, 1-4 employees)
- Penobscot Times (newspaper publisher/printer, 5 employees)
- Phoenix Footware Group Inc (shoe makers, 1-4 employees)
- White Sign (sign maker, 10-19 employees)

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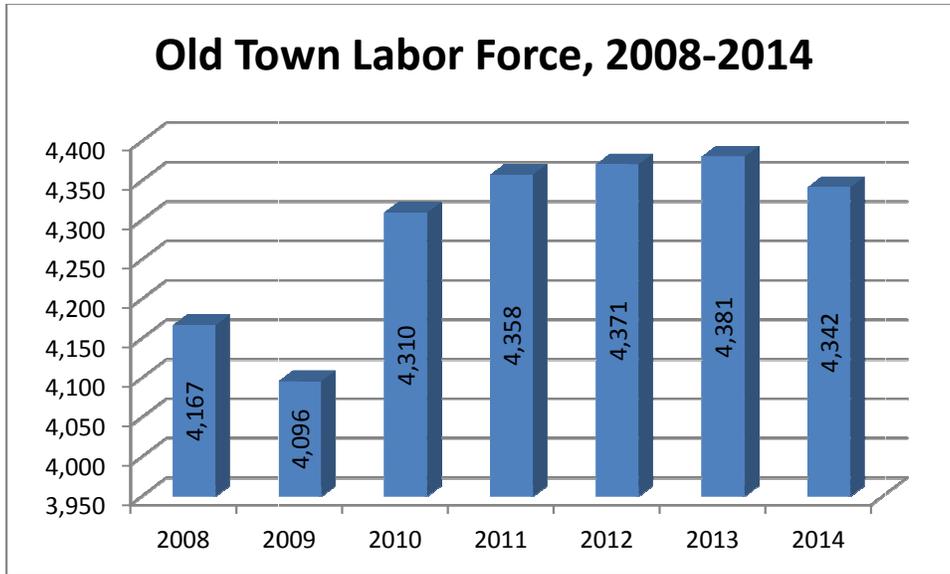
<sup>2</sup> <http://www.developoldtown.com/economy-demographics/>

C. Labor Force and Unemployment

Figure 4.4 Old Town Labor Force and Unemployment, 2008-2014				
	Labor Force	Employed	Unemployed	Unemployment Rate
2008	4,167	3,932	235	5.6%
2009	4,096	3,810	286	7.0%
2010	4,310	4,019	291	6.8%
2011	4,358	4,065	293	6.7%
2012	4,371	4,090	281	6.4%
2013	4,381	4,136	245	5.6%
2014	4,342	4,130	212	4.9%

Source: Maine Department of Labor, Center for Workforce Research and Information

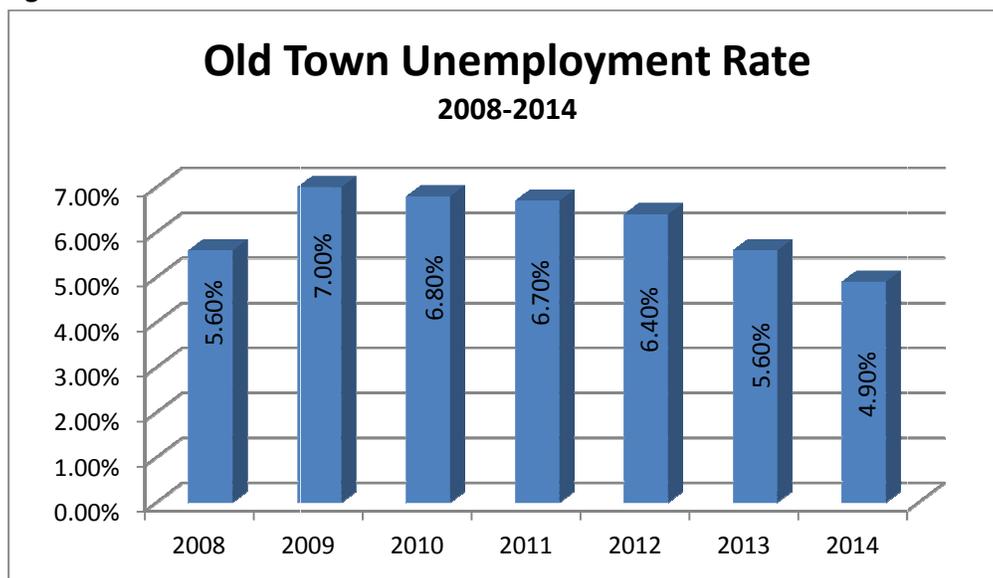
Figure 4.5



Source: Maine Department of Labor, Center for Workforce Research and Information

The Old Town labor force shrunk somewhat in 2009, then increased every year thereafter except for 2014 when it declined by 39 positions.

Figure 4.6



Source: Maine Department of Labor, Center for Workforce Research and Information

The unemployment rate peaked in 2009 at 7% and has declined consistently since then.

**Figure 4.7 Selected Labor Force and Unemployment Statistics, 2014**

	Labor Force	Employed	Unemployed	Unemployment Rate
<b>Old Town</b>	4,342	4,130	212	4.9%
<b>Bangor</b>	17,469	16,383	1,086	6.2%
<b>Brewer</b>	5,203	4,953	250	4.8%
<b>Lincoln</b>	2,047	1,838	209	10.2%
<b>Milford</b>	1,674	1,568	106	6.3%
<b>Millinocket</b>	1,797	1,563	234	13.0%
<b>Orono</b>	5,339	5,068	271	5.1%
<b>Penobscot County</b>	79,253	74,325	4,928	6.2%
<b>State</b>	698,928	659,052	39,876	5.7%

<http://www.maine.gov/labor/cwri/interactive.html>

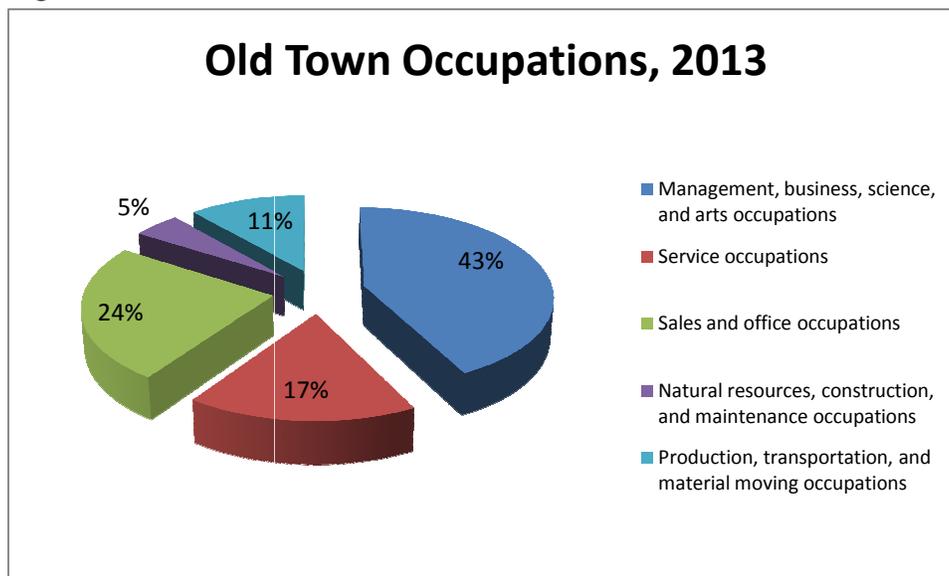
Old Town’s 2014 unemployment rate is 4.9%, comparable to that of Brewer and lower than that of Bangor, Milford, Orono, Penobscot County, and the State. Old Town’s unemployment rate is significantly lower than that of Lincoln and Millinocket, a sign that the City’s economic base is more diversified and stable than these other mill towns.

D. Employment by Occupation

Figure 4.8 Employment by Occupation, 2013		
	Number	Percent
Civilian employed population 16 years and over	4062	100
Management, business, science, and arts occupations	1726	42.5
Service occupations	697	17.2
Sales and office occupations	991	24.4
Natural resources, construction, and maintenance occupations	186	4.6
Production, transportation, and material moving occupations	462	11.4

Source: US Census

Figure 4.9



Source: US Census

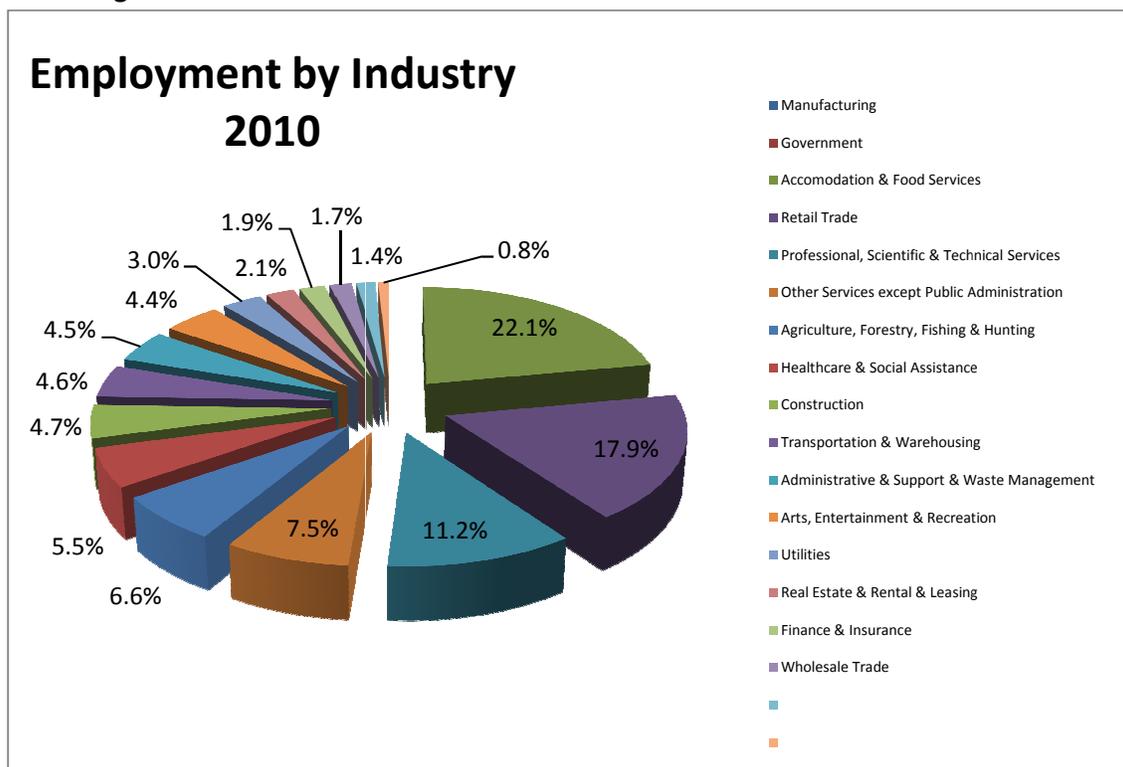
Approximately 43% of occupations in Old Town are in management, business, science, and the arts. Nearly one quarter is in sales and office occupations. Service occupations account for another 17%.

**E. Employment by Industry**

<b>Figure 4.10 Employment by Industry, 2001 and 2010</b>					
<b>NAICS Code</b>	<b>Industry</b>	<b>2001</b>	<b>2010</b>	<b>Change</b>	<b>% Change</b>
31-33	Manufacturing	497	800	303	61
90	Government	639	651	12	2
72	Accommodation & Food Services	319	407	88	28
44-45	Retail Trade	403	271	(32)	(8%)
54	Professional, Scientific & Technical Services	249	239	(10)	(4%)
81	Other Services except Public Administration	230	201	(29)	(13%)
11	Agriculture, Forestry, Fishing & Hunting	159	171	12	8%
62	Healthcare & Social Assistance	166	167	1	(1%)
23	Construction	167	164	(3)	(2%)
48-49	Transportation & Warehousing	160	161	1	1%
56	Administrative & Support & Waste Management	93	109	16	17%
71	Arts, Entertainment & Recreation	73	77	4	5%
22	Utilities	110	70	(40)	(36%)
53	Real Estate & Rental & Leasing	48	60	12	25%
52	Finance & Insurance	53	52	(1)	(2%)
42	Wholesale Trade	34	28	(6)	(18%)
21	Mining Quarrying Oil & Gas Extraction	<10	<10		
51	Information	<10	<10		
	<b>Total</b>	<b>3,404</b>	<b>3,733</b>	<b>329</b>	<b>0.1</b>

Source: EMSI Complete Employment - 2011.3 <http://www.developoldtown.com/economy-demographics/>

Figure 4.11



Source: Source: EMSI Complete Employment - 2011.3 <http://www.developoldtown.com/economy-demographics/>

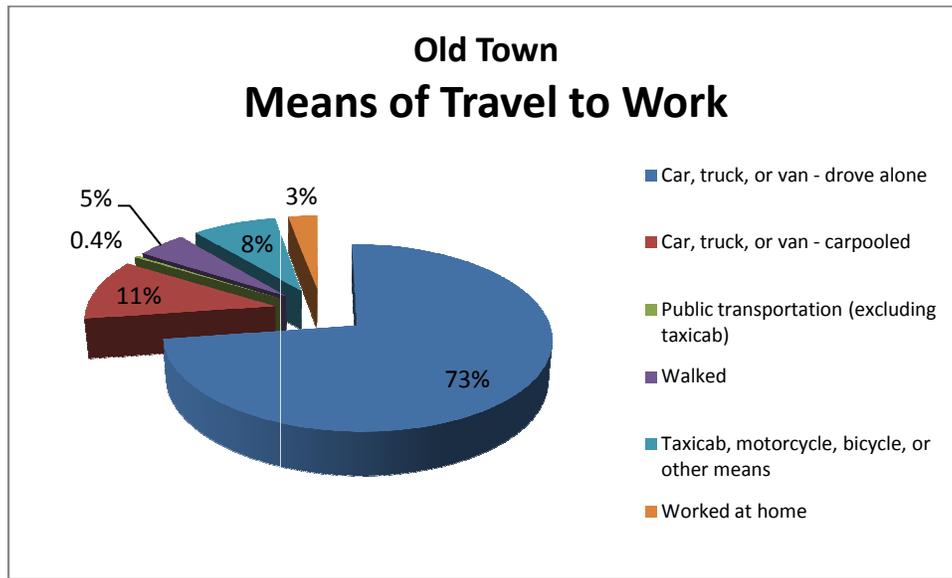
The largest employment sector in Old Town is accommodation & food services, followed by retail trade, and professional, scientific and technical services.

F. Means of Travel and Travel Time to Work Information

Figure 4.12 Transportation - Means of Travel To Work, 2013			
	Old Town	Penobscot County	Maine
<b>Total</b>	3,866	71,455	633,153
<b>Car, truck, or van - drove alone</b>	2,812	57,692	496,573
<b>Car, truck, or van - carpoled</b>	425	6,611	63,713
<b>Public transportation (excluding taxicab)</b>	14	375	3,828
<b>Walked</b>	187	2,747	25,297
<b>Taxicab, motorcycle, bicycle, or other means</b>	319	1,356	10,102
<b>Worked at home</b>	109	2,674	33,640

Source: American Community Survey

Figure 4.13



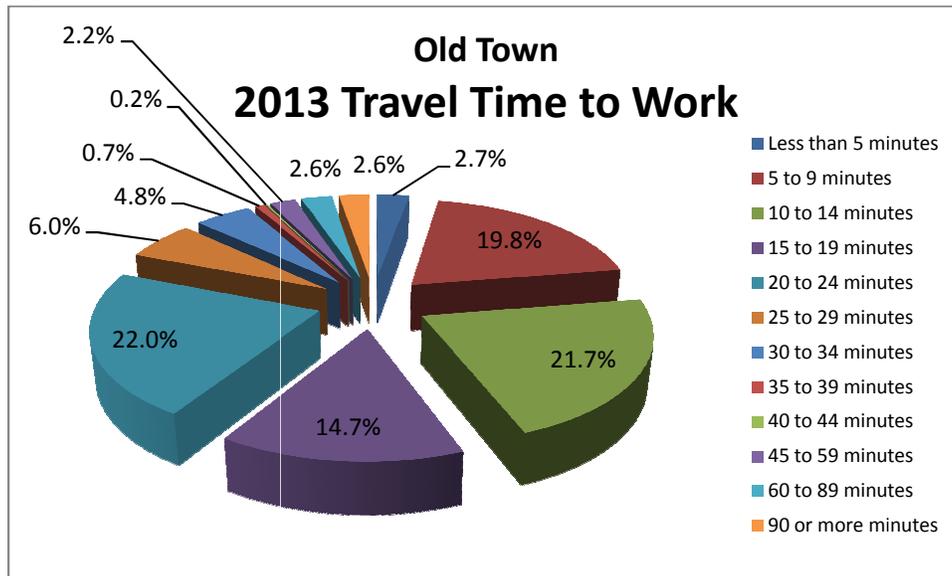
Source: American Community Survey, 2013

The vast majority of Old Town residents travel to work in single occupancy cars, trucks, or vans. Just over 10% of residents travel to work in a carpool and 5% walk to work.

Figure 4.14 Travel Time to Work, 2013		
	Old Town	Penobscot County
Workers over 16 who did not work at home	3,757	68,781
Less than 5 minutes	102	4,041
5 to 9 minutes	743	10,021
10 to 14 minutes	816	12,070
15 to 19 minutes	551	11,614
20 to 24 minutes	828	10,199
25 to 29 minutes	226	3,476
30 to 34 minutes	180	7,169
35 to 39 minutes	28	1,419
40 to 44 minutes	7	1,498
45 to 59 minutes	82	3,179
60 to 89 minutes	97	2,345
90 or more minutes	97	1,750

Source: American Community Survey, 2013

Figure 4.15



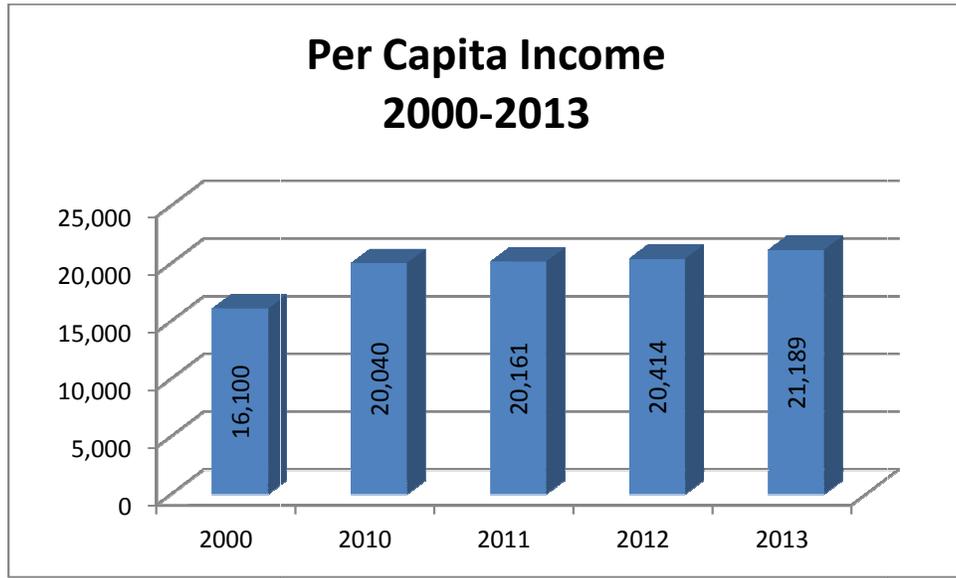
Source: American Community Survey, 2013

Approximately 44% of Old Town residents travel less than 15 minutes to work. Nearly an equal percent travel between 15 and 29 minutes to work. Almost 8% travel between 29 and 59 minutes and just over 5% travel an hour or more.

**G. Per Capita Income**

Figure 4.16 Per Capita Income, 2000-2010		
	2000	2010
Per capita income in the past 12 months	16,100	20,040
Source: US Census		

Figure 4.17



Source: US Census

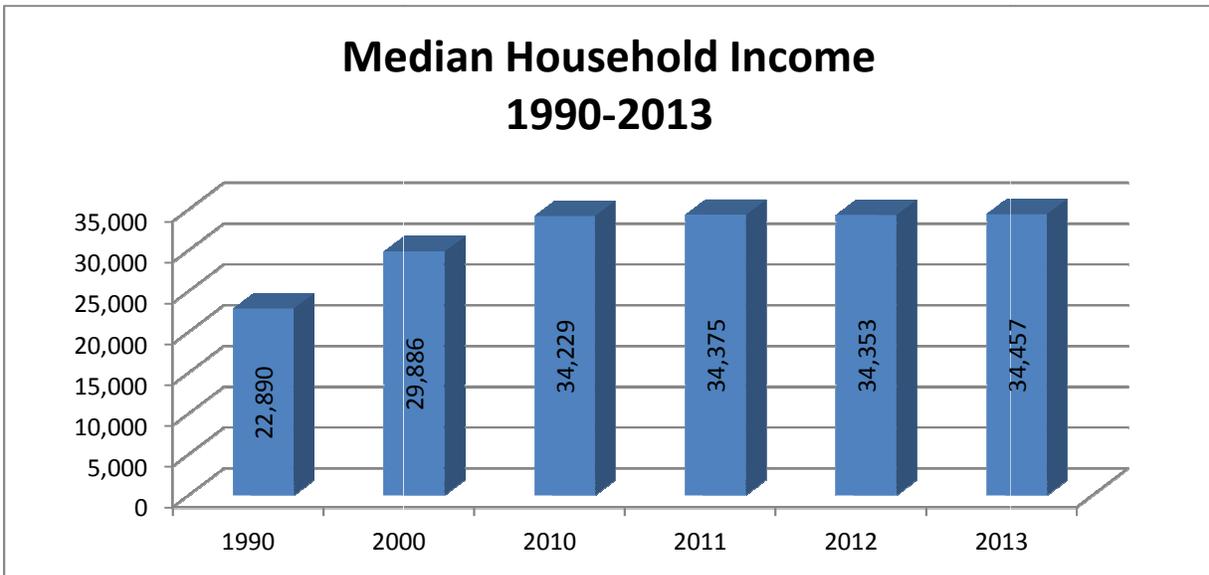
Per capita income consistently increased between 2000 and 2013.

**H. Household Income**

Figure 4.18 Income - Median Household, 1990-2013		
	1990	2000
Median Household Income	22,890	29,886

Source: US Census

Figure 4.19



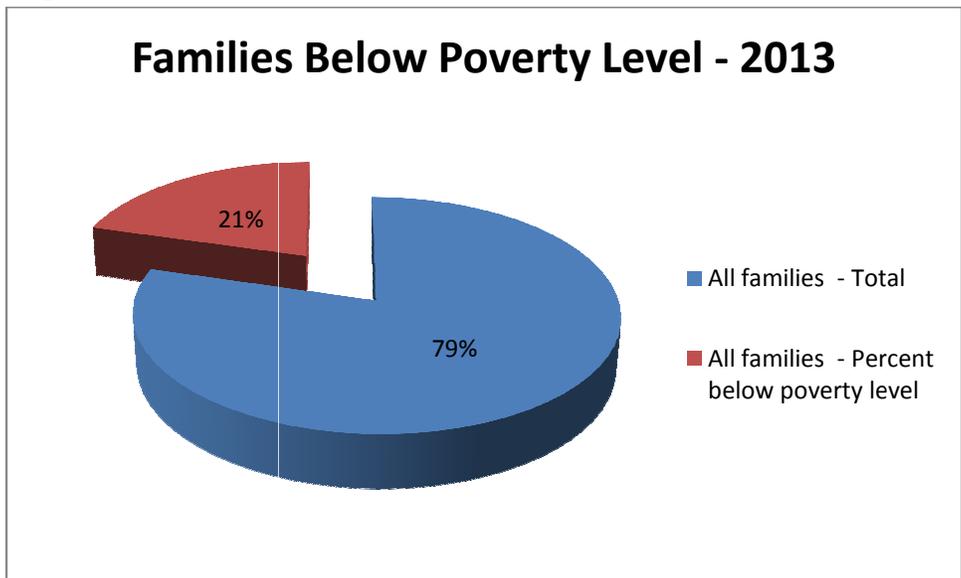
Source: US Census

Median household income increased between 1990 and 2010 and remained relatively consistent through 2013.

**I. Poverty**

<b>Figure 4.20 Old Town – Families Below Poverty Level, 2012-2013</b>		
	<b>2012</b>	<b>2013</b>
<b>All families - Total</b>	1,748	1,833
<b>All families - Percent below poverty level</b>	14.4	20.5
Source: US Census		

**Figure 4.21**



Source: US Census

The percent of families below the federally defined poverty level increased dramatically between 2012 and 2013 from approximately 14.4% to 20.4%.

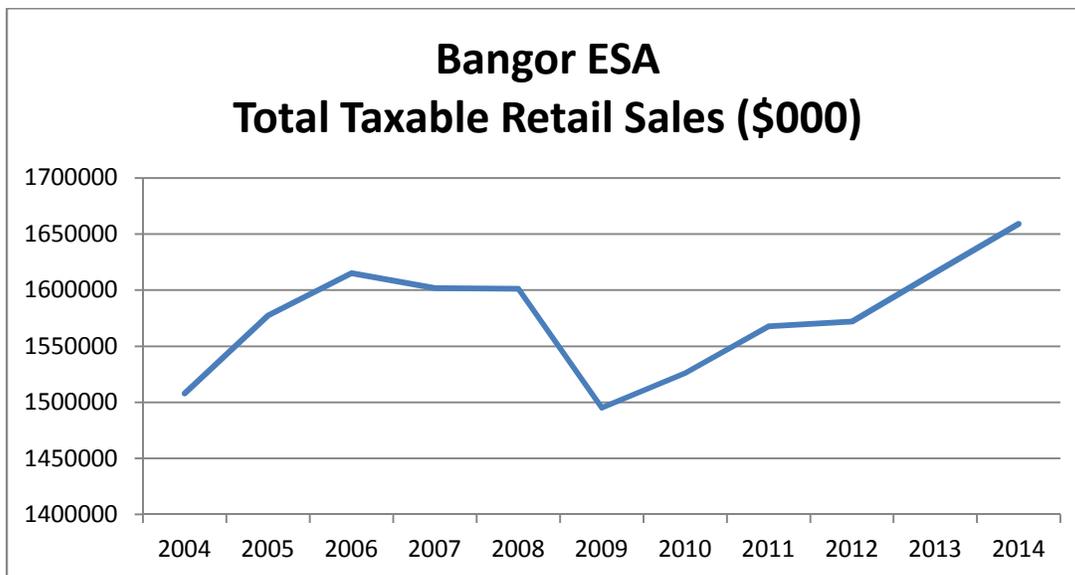
**J. Retail Economy**

<b>Figure 4.22 Bangor ESA Taxable Retail Sales - Monthly (\$000's)</b>											
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
<b>Bangor ESA<sup>a</sup> Taxable Retail Sales (\$000)</b>	1507927	1577384	1615229	1601913	1601222	1495094	1526101	1567772	1571884	1615694	1659135
<b>Personal</b>	1360713	1417916	1446417	1439556	1443659	1372313	1395704	1433391	1445670	1483378	1522902
<b>Business Operation</b>	147214	159468	168812	162357	157563	122781	130397	134381	126214	132316	136233
<b>Building</b>	176665	181727	185329	178590	192458	165129	162990	170170	171830	182044	200991
<b>Food Store</b>	81284	84834	88741	12928	98530	103480	102075	105167	101494	94429	99009
<b>General</b>	380264	398827	411112	421451	418892	406827	419618	417701	416541	411970	400643
<b>Other</b>	139636	153650	147608	131465	129903	125369	129160	131736	135105	139805	8421
<b>Auto Transportation</b>	392866	399866	407685	400165	387237	351968	356416	378082	379888	407842	429860
<b>Restaurant</b>	162706	168965	173416	178307	181788	186305	189139	191300	199243	203964	210648
<b>Lodging</b>	27291	30047	32526	36392	34851	33236	36306	39235	41569	43324	43724 <sup>b</sup>
<b>Restaurant &amp; Lodging</b>	189997	199012	205942	214699	216638	219541	225445	230535	240811	247287	254371

<sup>a</sup> The Bangor ESA includes the communities of Alton, Bangor, Bradley, Brewer, Great Works, Indian Island, Milford, Old Town, Orono, Stillwater, and Veazie.  
<sup>b</sup> Any large variance in lodging sales in September and December 2013 is a reporting issue.

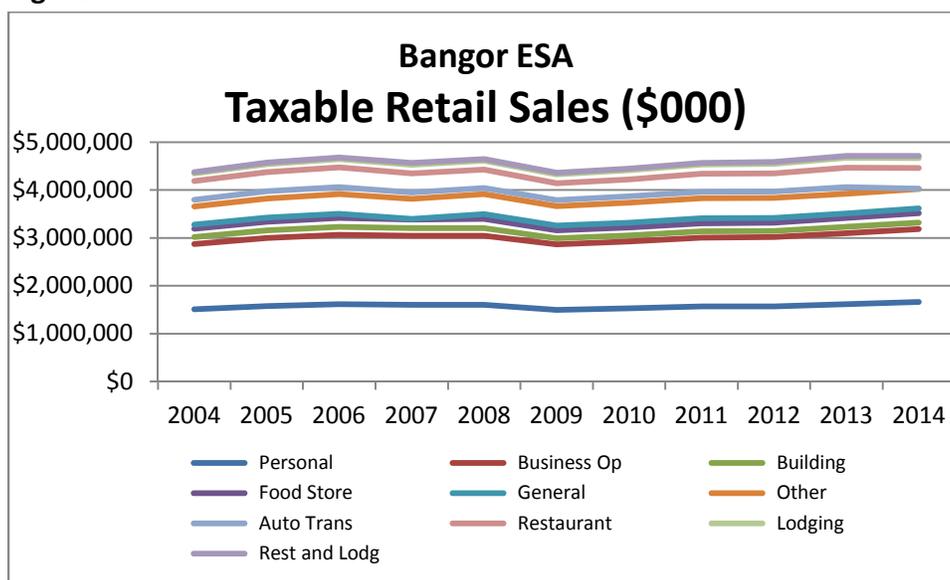
Source: Maine Department Revenue Service

**Figure 4.23**



Source: Maine Department of Revenue Services

Figure 4.24



Source: Maine Department of Revenue Services

Old Town’s retail market area includes over 97,900 residents within a 30-minute drive and 189,800 residents within a 60-minute drive. According to the City’s Economic Development Department, “On average, annual retail sales within a 30-minute drive of Old Town reach \$1.4 billion and annual food and drink sales total about \$186 million. Every retail industry sector within the 30-minute drive boasts a negative retail gap (demand - supply), meaning that the actual sales in the region exceed the local demand for those goods and services. In other words, many consumers are traveling from outside the 30-minute trade area to make purchases at local businesses.”<sup>3</sup>

### K. Market Segmentation

The City’s Economic Development Department defines the following retail market segments for the region<sup>4</sup>:

**Midlife Junction (12% - 15% of the market):** The median age for residents in this segment is 41.8 years; nearly 20% are aged 65 or older. Most of these residents are still working, but participation in the labor force is slightly less than the US average. The median household income is \$48,161. Sixty-five percent of midlife junction residents own their homes and nearly two-thirds of the housing is single family. These residents live quite settled lives as they transition from child rearing into retirement. On weekends they eat fast food or go to family

<sup>3</sup> <http://www.developoldtown.com/economy-demographics/>

<sup>4</sup> <http://www.developoldtown.com/economy-demographics/>

restaurants such as Friendly's or Perkins. They drive standard sized domestic cars and shop by mail or phone through JC Penny or L.L. Bean. They fish, take walks, and read science fiction and romance novels for light entertainment.

**Midland Crowd (12% - 19% of the market):** This is the largest segment in the Country. The median age is 37.2 years and 62% of households are married and about half have children. Median household income is approximately \$50,096. Residents who work typically hold white collar jobs. Most live in housing developments in rural villages and towns. Home ownership is 81%. Midland Crowd residents are politically active and tend to be conservative. Proficient do-it-yourselfers, they work on their vehicles, homes, and gardens. Dogs are favorite pets. They often go to fast-food restaurants. They hunt, fish, and do woodworking. They patronize local stores or shop by mail order.

**Green Acres (7% - 11% of the market):** Many Green Acres residents are blue collar baby boomers. Over 71% of households are made up of married couples either with children between the ages of 6-17 or without children. The medium household income is \$63,430, and the distribution of occupations is similar to the US. Home ownership is 86% and the median home value is \$179,037. Typical of rural residents, Green Acres households own more than one vehicle. Country living describes their lifestyle. These do-it-yourselfers own the necessary power tools for home remodeling/repair and outdoor yard maintenance. Green Acres is a top market for owning a sewing machine. For exercise and fun, these residents ride mountain bikes, go fishing, and paddling.

**Rooted Rural (8%-10% of the market):** The population of the Rooted Rural segment is slightly older, with a median age of 42.6 years old. The median household income is \$37,952. Approximately 1/3 of households receive Social Security benefits. Home ownership is at 81%. These residents are do-it-yourselfers. They take pride in their homes and keep busy with home improvement projects and gardening. Typical of their rural lifestyle, many own lawnmowers, garden tractors, and ATV's. When families eat out they typically choose a steak house, but they prefer meals at home. They hunt, fish, ride horses, attend country music concert, and go to car races.

**L. Forestry**

**Summary of Old Town (Expera) Mill (2000-2013)**

- In 2000, Georgia-Pacific Corporation purchased the James River Corporation, including the Old Town mill.
- In February 2003, Georgia-Pacific began a series of shutdown of tissue machines and began to limit production in the tissue converting department and announced the

permanent cessation of production of tissue at the plant in April. The Mill escaped closure when the State purchased the Georgia-Pacific landfill, now known as Juniper Ridge. Georgia-Pacific planned to use the money and additional funds to build a biomass plant to cut energy costs to allow the mill to be more competitive.

- In 2004, the State approves the landfill project, despite numerous unsuccessful attempts to appeal the decision.
- In 2004, Georgia-Pacific announces a temporary reduction in tissue production because of nationwide decline in retail sales.
- In 2005, the mill fires up its \$27.2 million biomass boiler, using natural gas while awaiting permission to burn waste wood chips.
- In October 2005, Georgia-Pacific announces it will shut down converting lines.
- In November 2005, Koch Industries Inc. announces plans to buy Georgia-Pacific and tells Old Town officials it's "business as usual" until they are told otherwise.
- In March 2006, Georgia-Pacific announces it is closing the Old Town mill and associated chip mills in Milo, Costigan, Portage, and Houlton.
- In September 2006 four partnering firms announced they would buy the Georgia-Pacific site for \$1.
- In June 2008 Red Shield files for Chapter 11 bankruptcy, idling the mill. In October 2008, a New York investment firm, Patriarch Partners, purchased the mill out of bankruptcy for \$19 million, creating Old Town Fuel and Fiber.
- In October 2013, Old Town Fuel and Fiber is touted as a leader in the creation of cellulosic sugars, which are extracted from wood, for use in bio-fuels and plastics.<sup>1</sup>
- In fall 2014, Old Town Fuel and Fiber closes and in January 2015, Expera begins operation.
- In September 2015, Expera announces it will close by end of 2015 and is seeking a buyer.

The City has identified six industry sectors that, through existing industry-academia collaborations spurred by the University of Maine, present great opportunities for future growth. These sectors include:

- Forest bioproducts
- Advanced materials & composites
- Sensors and nanotechnologies
- New media & IT
- Food sciences & human nutrition
- Data centers & supercomputing

**Forest Bioproducts.** Maine has some of the highest available biomass among the states east of the Mississippi. For the past century, this important resource drove the rise of the pulp and paper industry in the state. Today, the University, through the Forest Bioproducts Research Institute (FBRI) and the Pulp & Paper Process Development Center (PDC), is among national academic leaders in R&D related to the use of biomass for alternative energy and other natural resource derived products.

The mission of FBRI is "to advance understanding of the scientific underpinnings, system behavior and policy implications for the production of forest-based bioproducts" and "to provide and promote technology validation and partnerships that will meet societal needs for materials, chemicals and fuels in an economically and ecologically sustainable manner." The University has developed considerable relationships with industry to foster commercialization and business development, including a recent collaboration with Old Town Fuel and Fiber: <http://www.forestbioproducts.umaine.edu/>.

The PDC provides facilities, equipment, and technical expertise for R&D and has a strong history of partnering with forest products industry including pulp and paper for R&D related to pulping, bleaching, papermaking, coating, finishing, testing and analytics, and rapid response testing. <http://www.umche.maine.edu/Pilot/>

**Advanced Materials & Composites.** The University is nationally known for its R&D and teaching programs related to materials science, including composite products or structures from the conceptual state through commercialization. This has largely been the result of the growth of the Advanced Structures and Composites Center (AEWC), which has conducted nearly 300 product development and testing projects for both small startup companies and globally recognized corporations since its initiation in 2000. In addition to its numerous labs, the AEWC houses a Composites Extrusion Pilot Plant and a Strand Composites Pilot Plant. <http://www.aewc.umaine.edu/>

**Sensors & Nanotechnologies.** The University's Laboratory for Surface Science & Technology (LASST) conducts interdisciplinary R&D related to sensors, surfaces and interfaces, thin films, microelectronic devices, sensor technology, and nanotechnology for Maine companies and national and international partners. Activities have been supported by federal SBRI/STTR programs, the Maine Technology Institute, and industrial funding and have secured patents for technology related to sensors, ion detectors, and microdevices. <http://umaine.edu/lasst/>

**New Media & IT.** "New Media" is a term that applies to the convergence of industries involving communications, art, and computer science. The University offers its New Media Program as an

interdisciplinary course of study in the systems, technologies, history, design, and theory of information and has assisted in the development of several start-ups, including Intelligent Spatial Technology, Transit ID, LLC, and FireFly. To support the further growth and development of the Program, the University has launched a new media center that school officials say will help create jobs and strengthen the State's economy. In addition to supporting student studies, this \$3.9 million investment will support R&D and commercialization work. <http://newmedia.umaine.edu/>

**Food Sciences & Human Nutrition.** The University has a long history of supporting agricultural and food sciences and in 1994, officially joined the two disciplines to form the Department of Food Science and Human Nutrition. The Department helps food processors, entrepreneurs', farmers, researchers, and students seeking to expand product lines, create value added foods, solve issues in existing food products, and scale up recipes for commercial products. The Department, together with the University of Maine Cooperative Extension, offers process control school, project and process review, consumer sensory testing, grant writing support/review, food processing workshops, analytical consulting, assistance in developing new food products, applied research for troubleshooting, and commercial kitchen facilities. <http://www.foodsciencehumannutrition.umaine.edu/>

*Evolution in the City's economic development strategy is a "demonstration of how people in the community are working together to come up with solutions to create jobs and create investment."*

*Ron Harriman, Old Town Economic Development Director*

**Data Centers & Supercomputing.** The University offers expertise and infrastructure in supercomputing and the development of data centers. While in nascent stages, these two technology areas offer possibilities for partnerships between the University and the City to support demand at its business parks. The University's High Performance Computing Service's mission is to "exploit applied computing research to provide advanced educational opportunities, cultivate and initiate research efforts, and to promote and facilitate High Performance Computing (HPC) for the University of Maine System, the New England region, and the North American continent." <http://www.clusters.umaine.edu/> Data centers are a growing market which offers an opportunity for the City because of access to the significant bandwidth created that support the University, improved IT infrastructure redundancy made available through Maine's "Three Ring Binder" project ([www.mainefiberco.com](http://www.mainefiberco.com)), and relatively secure geographic area. To realize this potential, the University and Old Town are discussing ways to provide low cost redundant energy.<sup>5</sup>

<sup>5</sup> <http://www.developoldtown.com/industry-opportunities/>

**M. Economic Development Efforts**

The City’s Economic Development efforts are managed by Old Town Development LLC, lead by Director, Ron Harriman. He said that “the City is trying to be proactive with its support of the Downtown Plan, a Business Recognition Program, and attracting people to the waterfront.” He said he “never saw such a crowd as turned out for the Downtown forums and they’re willing to pitch in, to step up to the plate.”<sup>6</sup>

The Energy & Economic Development Plan, developed in 2011, outlines a Strategy for the City of Old Town focused on economic development with an eye towards improving energy efficiency and the use of renewable energy for the betterment of the local economy. Its Short Term priorities include the Old Town Enterprise Campus, Downtown LED Lights, Additional Downtown Improvements and the Airport Business Park. Its Mid Term priorities include the Short Term priorities with a focus on Marketing.

Evolution in the City’s economic development strategy is a “demonstration of how people in the community are working together to come up with solutions to create jobs and create investment.”

Ron Harriman, Old Town Economic Development Director

**Airport Industrial Park.** The City’s 15 acre Airport Business Park (ABP) was developed in 2010 with an “environmentally friendly design that retains and enhances natural areas to create an aesthetically pleasing, pristine environment.” The property’s 6 lots, which range from 1 to 3 acres, are zoned I-2 for industry and services and are pre-permitted and ready for business. The City markets the property as “a unique opportunity for technology-based businesses and aviation-related businesses; especially those that develop from the unique niche created by the seaplane base on the Penobscot River.”<sup>7</sup>

See Figure 4.25 layout of ABP on following page.

<sup>6</sup> Personal communication, August 28, 2015.

<sup>7</sup> <http://www.developoldtown.com/properties/airport-business-park/>

# City of Old Town Draft Comprehensive Plan 2016

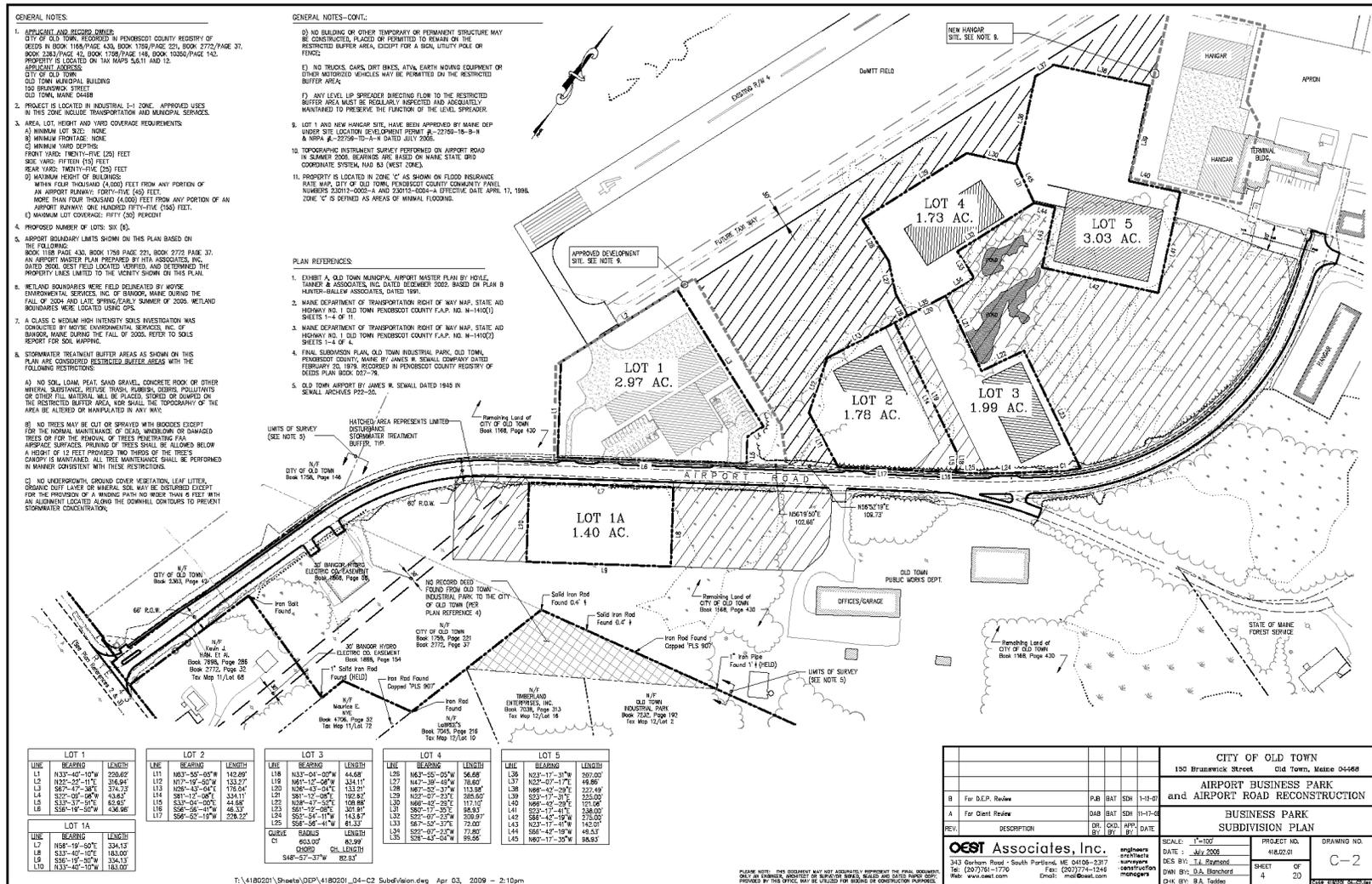


Figure 4.25 Airport Business Park layout

None of the lots in the Park have been developed to date. Ron Harriman believes that what is holding the Park back is that the lots are only available for lease, not purchase. He is working with the Federal Aviation Administration to remove the covenants that restricted sale of the lots when the City acquired the property.

**Energy and Enterprise Park.** The City also has 31 lots, which range from 1.5 to 6 acres, in its 160 acre Energy and Enterprise Park located at Penney Road near Old Town Fuel & Fiber near the River Road and the Orono line. The City touts this park, which has had preliminary approval locally, as “an exciting opportunity for new businesses in the trucking industry sector as well as an opportunity to take advantage of research and development partnerships with the University of Maine.” A new access road is planned which will provide a direct route from the Park to the University’s ‘Hilltop’ area. K.B. Corporation, a distribution company that ships bulk forest products and waste materials throughout all of New England, Quebec, and New Brunswick, have invested \$70,000 in their site in the Park to date, and are planning an expansion. The Park is served by public water and sewer, natural gas, 3-phase power, and telecommunications. The Park is zoned I-2 for industry and services.<sup>8</sup> The LLC and the University are working together to extend high speed internet to the area. The Northern Border Regional Commission recently announced a grant award to the City to create a high speed fiber optic network. High speed internet is seen as critical to drawing technology and R&D firms and home workers to the community.

The Park was originally conceived as a partnership among the City, Old Town Fuel & Fiber, and the University. Since then, the mill has been sold to a Wisconsin firm, Expera; the University is evaluating which of its properties it may be willing to part with; and the City is focusing on the Downtown and the Airport Industrial Park. Current plans are to develop the Park in increments.

See Figure 4.26 Preliminary Park layout on following page.

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<sup>8</sup> <http://www.developoldtown.com/properties/downtown-other-properties/#EnergyEnterprisePark>



**Stillwater Avenue.** The City is working to facilitate more access to land on Stillwater Avenue. The University owns a significant amount of land along and behind Stillwater Avenue which is currently unavailable for development. The City has formed a committee to scope out how to craft a plan to guide development of 30 acres in the area with optimal uses and job creation. The Economic Development Director believes that the Stillwater and Downtown areas can coexist, both supported by the theme of “buy local in Old Town.” He believes the Downtown can provide a niche for businesses and waterfront developments which do not necessarily rely on high traffic counts.

The City offers the following business support programs:

**Tax Increment Financing.** For projects that need a little extra assistance to get off the ground, Old Town offers tax increment financing (TIF). This is a financing method that uses the increased property taxes that a new real estate development generates to finance costs of the development. Justification for economic need and City involvement must be demonstrated by:

- A need to offset development or infrastructure costs unique to the site, including environmental remediation costs or unusual costs for extension of utilities or traffic improvements.
- A need to offset economic advantages available to the corporate entity if it should build or expand outside of Old Town.
- The unavailability of sufficient private or other public funding sources to meet the full capital investment needs of the entity seeking assistance.

**Pine Tree Development Zones.** The Pine Tree Development Zone program offers eligible businesses the chance to reduce or eliminate state taxes for up to ten years in an effort to create quality jobs in targeted industries and support new or expanding businesses. Industry sectors eligible for this program include:

- Biotechnology
- Aquaculture and Marine Technology
- Composite Materials Technology
- Environmental Technology
- Advanced Technologies for Forestry and Agriculture
- Manufacturing, including Precision Manufacturing
- Information Technology
- Financial Services

Old Town has three areas designated as part of the Pine Tree Zone: the Airport Business Park, Energy and Enterprise Park, and Downtown. For more information go to the web at [http://www.maine.gov/decd/mainebiz/pine\\_tree\\_zones/index.shtml](http://www.maine.gov/decd/mainebiz/pine_tree_zones/index.shtml)

**Revolving Loan Fund.** Old Town is in the process of creating a revolving loan fund to be used for business development projects. Guidelines are still in draft stages, but the City intends to allocate the funds for:

- Commercial and professional service businesses to locate and expand in Old Town and create new job opportunities for the unemployed or underemployed.
- Existing businesses in the Downtown area to realize their full market potential and located in an area better suited and zoned for their use.

Guidelines indicate that financing from the City's revolving loan fund could be used by start-up or existing businesses toward the purchase of fixed assets (land, buildings, machinery, and equipment), inventory, or funding working capital needs. They can also be used for renovation or rehabilitation of fixed assets. With part of the Revolving Loan Fund and funds made available through an Urban Development Action Grant (UDAG), the City is able to lend up to \$50,000 to finance the construction of new structures or the expansion, renovation, rehabilitation of existing structures. Eligible activities can also include personal property and start up costs when combined with construction/renovation of structures. Lending rates range from 1% to 3% above prime.<sup>9</sup>

## **N. Downtown**

Consulting firm Wright-Pierce completed a Downtown Revitalization Plan in August 2015 to help the City prioritize investments and volunteer initiatives associated with revitalization efforts. The Plan, which is incorporated in this updated Comprehensive Plan by reference, is based on investigation and analysis of the Downtown and input provided at the monthly meetings of the Downtown Revitalization Committee, a series of stakeholder meetings, a written survey, and workshops and presentations with the general public. Using the Main Street four-point approach,<sup>10</sup> the Plan identifies assets, weaknesses, and opportunities for the Downtown and calls for the establishment of a Downtown Tax Increment Financing (TIF) District as a “tool to provide the funding in support of implementing the Plan. The Plan defines the Downtown area; reviews the effects of local zoning on the Downtown; inventories the condition of buildings, retail, and commercial space; examines employment opportunities;

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<sup>9</sup> <http://www.developoldtown.com/doing-business-in-old-town/services-resources/>

<sup>10</sup> Organization, Promotion, Design, and Economic Restructuring

inventories residential units; investigates pedestrian and bicycle infrastructure; explores streetscape and utility infrastructure, signage, parking management, recreation, and the City's capital improvements program; and makes a number of recommendations to implement the Plan.

**Assets: What's working for the Downtown**

- Strong sense of community pride
- Proximity and historic connections to the Penobscot River
- Route 2 / 43 intersection has one of the highest vehicular traffic counts in the greater Bangor region
- Relatively young demographics (likely due to close proximity to the University of Maine at Orono)
- Historic buildings

**Weaknesses: Where things are falling short**

- Key business types are missing from the downtown (retail / grocer, variety of restaurants, livable wage, innovative jobs...)
- Lack of diversity of housing types
- While there are some night life opportunities in the downtown (restaurants and pubs) a greater diversity is needed
- Limited employment opportunities
- Perceived lack of parking
- Lack of informational / directional signage
- Poor condition of buildings and streetscapes are a blight on the community

**Opportunities: Ideas to build from**

- Establish a consistent theme for the downtown
- Infill of key vacant parcels within the heart of the downtown (former Old Town Canoe Factory parcel)
- Promote reasons for visitors to park and experience the downtown (Attract vehicles off Route 2 and from the northern intersection with Route 43 and I-95.)
- Attract young families who can stay and raise families in the area
- Downtown has greater potential as a service center, not only for Old Town, but also regionally for communities to the north of Bangor along Intersection 95 and from east across the Penobscot River.
- Neighboring Penobscot Nation

The community vision for the Downtown is that it:

- Promotes mixed use business/residential development in the downtown;
- Encourages a greater diversity of employment opportunities;
- Encourages a greater diversity of housing types other than already well established low income housing, to attract young professionals and families to live, work and play in the downtown;
- Improves downtown aesthetics of buildings and streetscapes to enhance civic pride and historic character of Old Town;

- Expands recreational opportunities associated with the Penobscot River and regional trail systems connecting Old Town, Orono, and Bangor;
- Improves pedestrian and bicycle safety; and
- Promotes cultural heritage of the riverfront community and neighboring Penobscot Nation.

The Downtown area includes commercial, industrial and residential zones as defined by the City's ordinances, along with a 250 foot shoreland zone overlay along the Penobscot River. The Downtown area is immediately surrounded by residence zones. Zoning of the Downtown area includes the:

- C-1 – Commercial-Business District, which “is established to accommodate those retail, service and office uses which are of city-wide significance. Within this area of concentrated activity and intensive development is the central business district, offices of professional and nonprofessional persons offering a variety of specialized services, and important public facilities. New construction and any alteration of existing building or land use should be consistent with the objective to develop and maintain the central business district.”
- I-1 – Industrial District, which “provides land which is conveniently located with respect to transportation and municipal services and where other conditions are favorable to the development of industry and which at the same time is so located as to prevent undesirable conflict with residential and business uses.”
- R-2 – General Residence District, which encompasses “most of the older residential neighborhoods and located within convenient reach of central business facilities the R-2 zones are expected to contain most of the multifamily or apartment type dwellings likely to be needed by the community. However, in harmony with the established neighborhoods, the predominant land use will probably continue to be single-family residences. As in the R-1 zones, certain additional uses which meet the requirements of this ordinance may be permitted, which contribute to balanced neighborhoods and enhance the attractiveness of the community.”

In addition to zoning districts, the City also has ordinances to regulate street, sidewalk, sign and site plan development and that require adherence to the international building code, fire prevention code. All are applicable to the downtown area. The City has many guidelines in place to help the planning board during the local approval process, which were reported to be working well for the community and are supported by the general public.

The Downtown Plan indicates that the 1995 Comprehensive Plan as a whole is currently aligned and supportive of the Downtown Plan's goals and does not need changes as a result of the Downtown Revitalization Plan findings. The Downtown Plan recommends:

- ordinance provisions to require Downtown property owners/businesses to maintain sidewalks in front of their properties in a safe manner;
- use of Form Based Codes to address architectural character for new, non-residential development and conversion from residential to non-residential uses within the downtown;
- making mixed use development a requirement for the Downtown with residential units above commercial first floor space;
- adopting strategic design standards rather than guidelines for new and amended ordinances.

Other recommendations include:

- Creating a mixed use development façade program and fund;
- Adopting design standards, a historic district, or other protections to maintain downtown character and historic architecture;
- Adopting property maintenance regulations;
- Establishing a housing rehab program; and
- Continuing the City's community economic development position, among others.

## **O. Issues and Implications**

1. What should the City do to address the increasing number of households under the poverty level?
2. What additional efforts should the City take to support the development of emerging technologies and industries?
3. Should the Comprehensive Plan include the goals and recommendations of the Downtown Revitalization Plan?
4. Are the City's financing tools working?
5. Is there a market segment that can be better tapped?
6. Should the City do more market analysis to determine what shoppers from 30 or more minutes away need since they seem to have quite a few of them shopping there?

**Economic Vision, Goals, Policies and Actions:**

**Vision for the Economy:** In 2035, the City’s history, culture, and natural resources have established a framework for its economy which has increased job opportunities that pay a livable wage and improve overall economic well being. In part supported by the development of a strategic plan, funded by state and federal resources, to expand its focus, the City’s Economic Development Corporation (EDC) has broadened its membership and included initiatives to expand its mission to include community development in its effort to revitalize the City. The Downtown/Mill area, including the highly successful Enterprise Park, Airport Business Park/Gilman Falls Avenue, and Stillwater Avenue areas remain the City’s three highest value business development areas, but serve distinct but complementary purposes. Abandoned or obsolete industrial sites have been repurposed to more productive activities, including a number of small manufacturing and technology businesses, with a notable focus on 21<sup>st</sup> century forest bioproducts, advanced materials and composites, research and development, new media and IT, and food science and nutrition associated with work underway at the University of Maine. In addition, the EDC has forged successful partnerships with the Penobscot Nation, the Orono Land Trust, as well as environmental, sporting, and outdoor recreation organizations to expand ecotourism tied to the annual white water races on the Penobscot. Spin off development includes expanded lodging opportunities, launching platforms for outdoor adventures, as well as entertainment and shopping venues that encourage visitors to support new and emerging venues in Downtown before and after participating in their outdoor activities. Old Town’s success in creating new, good paying jobs has provided a successful route out of poverty for many residents, returning a strong middle class in the community.

*From 1995 Plan:* None specified.

**State Goal:** Promote an economic climate that increases job opportunities and overall economic well-being.

**Local Goal:** (From 1995 Plan) Promote an economic climate which increases job opportunities and overall economic well being.

<b>Figure 4.27 Economic Policies</b>	<b>Actions</b>
<p>4.1 <u>Economic Development Commission (EDC).</u> Expand the mission of the City’s EDC to include community development in its efforts to revitalize</p>	<p>a. Continue to support the efforts of the EDC while broadening or diversifying membership of its Board of Directors to achieve a better balance of economic interests, including age and gender of business owners, in support of business that reflects the 21<sup>st</sup> century economy.</p> <p>b. Update the ED’s strategic plan to guide the ED’s involvement and steps to improve conditions relevant to economic development goals and initiatives. The strategy should recognize the unique, but complementary, roles of the City’s various economic centers/areas. Initiatives should</p>

<b>Figure 4.27 Economic Policies</b>	<b>Actions</b>
<p>and expand the City's economy in ways that reflect and are consistent with its history, culture, and abundant natural resources.</p>	<p>include but not be limited to supporting and developing/sustaining partnerships with organizations such as the Penobscot Nation, Orono Land Trust, Lake Association, REC Center, YMCA, and others engaged in addressing conditions that support and/or stand in the way of achieving economic goals. Examples of such initiatives include but are not limited to renovating substandard housing, creating paths out of poverty for low income families, attracting businesses that support/take advantage of emerging industries, etc.</p> <p>c. Forge a stronger and more formal relationship with the University of Maine for the purposes including but not limited to commercializing and otherwise taking advantage of the University's research and development initiatives in forest products, advanced materials and composites, sensors and nanotechnology, new media and IT, food science and nutrition, agribusiness, technology, ecotourism, etc.</p> <p>d. Seek state and/or federal funds to support updating, adopting, and implementing a plan to guide strategic efforts to transition and ultimately shift Old Town's economy from 20<sup>th</sup> century manufacturing to emerging 21<sup>st</sup> century industries. Use local funding capacity, including but not limited to bonds, tax increment financing (TIF), capital planning and investment, strategic sale and/or repurposing of unneeded assets, savings from energy efficiency and renewable energy investments</p>
<p><b>4.2 Small Business and Industries.</b> Continue to encourage the creation and growth of small business and industries to ensure the continuation of a well diversified economy.</p>	<p>a. <u>Revolving Loan Fund.</u> Continue to use the City's revolving loan fund to encourage the creation of locally owned and operated businesses and diversify the mix of businesses consistent with the strategic plan described in 1.b. above and economy goals 2-6 below to guide economic development. Continue to periodically advertise the availability of the fund to the community at large.</p> <p>b. <u>Ordinance Revisions.</u> Investigate and revise City ordinances and policies to encourage businesses that are consistent with goals 1-6 while protecting neighborhoods.</p>
<p><b>4.3 Industrial Parks.</b> Continue to encourage development of the Airport Industrial Park and the Energy and Enterprise Park.</p>	<p>a. <u>Airport Industrial Park.</u> Work with the Federal Aviation Association to adjust policies to better support development of the Park compatible with the strategic plan described in 1.b. above. One of the adjustments is to allow the ED to sell, rather than lease, parcels in the Park for businesses that would take advantage of and support airport activities. Other adjustments might include but not be limited to construction of a solar array to help reduce operating costs for businesses that locate in the Park.</p> <p>b. <u>Energy and Enterprise Park.</u> Work with the University and Orono to develop the infrastructure necessary to and encourage the creation/location of businesses in the Park. Some strategies may include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• complete planning and extension of fiber optics to support development of the Park</li> </ul>

<b>Figure 4.27 Economic Policies</b>	<b>Actions</b>
	<ul style="list-style-type: none"> <li>• consider acquisition of the current Old Town Fuel and Fiber/Expera mill property for longer term repurposing to support efforts including but not limited to incubators associated with the University’s R&amp;D efforts and world class forest technologies innovation program, alternative energy production, hotel and conference facilities catering to the food science/nutrition industry and potential foreign investors, commercialization of other University R&amp;D initiatives, other small manufacturing efforts, and associated land uses that support those efforts such as creation of a heritage park along the river front to help the City transition abandoned or obsolete industrial sites to more productive activities.</li> <li>• consider siting a solar array in this area to not only develop new energy generating options but as an incentive to draw new, alternative energy and energy efficiency businesses to locate in the Park and repurposed mill area.</li> </ul>
<p><b>4.4 Stillwater Area.</b> Clarify economic role, expand available land, and improve character of the Area.</p>	<p>a. <u>Define Economic Focus and Character of the Area.</u> Guide auto oriented, traveler, and convenience based businesses to the Stillwater Area. Work with the University to open up additional land to support new business and residential development in the area while, particularly those parcels that could be served by water and sewer, ensuring that it provides the best economic value for the community including but not limited to jobs that pay a livable wage, residential development on parallel and intersecting roads that creates a local market for the businesses while allowing through traffic to pass with little interruption, promotes multiple modes of travel that connects housing, educational/institutional, and business use, and reflects improved streetscape and site plans.</p> <p>b. <u>Improved Streetscape and Site Design.</u> Prepare a design plan and guidelines, then revise site plan and other ordinances to improve the curb appeal of the area:</p> <ul style="list-style-type: none"> <li>• develop and adopt design guidelines for improved signage, landscaping, parking lot placement and design, building facades, and other elements to improve the curb appeal of Stillwater Avenue</li> <li>• revise ordinance standards to require buildings to be sited close to a sidewalk along the frontage of the property and parking to be located at the rear and sides of buildings</li> <li>• revise ordinance standards to require the design and placement of street trees, landscaping, ornamental street lamps with the capacity to host seasonal and festive banners welcoming residents and visitors</li> <li>• revise ordinance standards to require and/or encourage linkage of the site to existing sidewalks and pedestrian and bike to provide alternative routes for residents to access goods and services on Stillwater Avenue</li> </ul> <p>c. <u>R-3 District.</u> Continue to allow resource-based industries in the R-3 District.</p> <p>d. <u>Home Occupations.</u> Keep the allowable range of permitted home occupations and include language in the zoning ordinance to ensure that the range of home occupations does not infringe upon the residential</p>

<b>Figure 4.27 Economic Policies</b>	<b>Actions</b>
	<p>neighborhood or the environment and, when located in the R-3 District, is compatible with the rural character of the District.</p> <p>e. <u>R-3 New Businesses</u>. Explore the possibility of allowing additional small scale, non-intrusive and commercial uses in R-3 Districts subject to a special exception permit granted by the Planning Board.</p>
<p>4.5 <u>Downtown Revitalization</u>: Improve business activity, upgrade housing, and improve the appearance of Downtown.</p>	<p>a. <u>Define Economic Focus and Character of the Area</u>. Define a role for the Downtown that is distinct and complementary to that of the Stillwater Avenue area. Mixed use should be promoted in the Downtown with first floor retail, second floor office, and third floor residential land uses.</p> <p>b. <u>Implement the Downtown Revitalization Plan</u>. Charge the ED and City Staff to work with local business interests, residents, the Penobscot Nation, and interested public, private, and nonprofit organizations to implement the Plan, including but not limited to initiatives to support development of a small hotel and conference center at the former Old Town Canoe site as well as other small lodging opportunities, a larger retail venue like a Reny’s and satellite niche retail, eating, entertainment, outdoor recreation, and cultural establishments to enhance livability and ecotourism opportunities. See 6 below. Consider the need to create a small parking garage near the current Public Safety Building, Library, and City Hall to open up areas for new development. See also 4.5c below which focuses on the value of creating new housing on upper floors and rehabilitating existing nearby housing to support the retail and service market for Downtown and instill pride in the community.</p> <p>c. <u>Funding</u>. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, including Community Development Block Grants, TIFs, capital planning, tax funds, specially designed bank programs, etc. Consider creating a fund and/or revolving loan fund to renovate buildings and attract small shops and businesses that support the City’s economic development strategy.</p> <p>b. <u>Downtown Composition</u>. Take care that the range of allowable home occupations does not compete with downtown storefronts.</p> <p>c. <u>Unplanned Development</u>. Avoid large unplanned commercial development.</p>
<p>4.6 <u>Ecotourism</u>. Expand ecotourism tied to the Penobscot River and other outdoor resources in the City and region.</p>	<p>a. <u>Expand ecotourism</u>. Initiate economic development efforts to take better advantage of annual white water races and access to local and regional outdoor resources including but not limited to:</p> <ul style="list-style-type: none"> <li>• expanded lodging opportunities and niche retail, restaurant, and entertainment venues in Downtown</li> <li>• create new launching platforms for water based and other outdoor adventures, including businesses with a strong ecological ethic</li> <li>• forging stronger connections with the Penobscot Nation</li> <li>• new waterfront festivals</li> <li>• weekly farmer’s market</li> </ul>

<b>Figure 4.27 Economic Policies</b>	<b>Actions</b>
	<p>b. <u>Funding and Partnerships</u>. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, including Community Development Block Grants, TIFs, capital planning, tax funds, specially designed bank programs, etc. Work with partners including but not limited to the Penobscot Nation, Penobscot River Restoration Trust, Orono Land Trust, and other public, private, and nonprofit local and regional organizations and agencies.</p>

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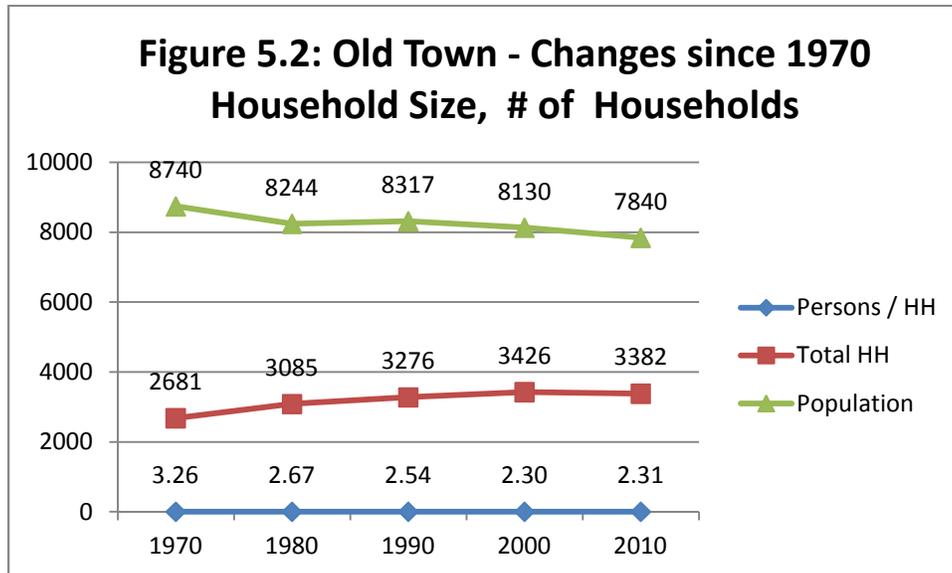
## Chapter 5 Housing



A. Changes in Household Size and # of Households

Figure 5.1: Old Town Household Size and # of Households 1970-2010			
Year	Household size	# Households	Population
1970	3.26	2681	8740
1980	2.67	3085	8244
1990	2.54	3276	8317
2000	2.30	3426	8130
2010	2.31	3382	7840

Source: US Census



Population has decreased by 900 since the high in 1970 but the total number of households has slightly increased because there has also been a decrease in number of persons per household. Household size in 2010, compared with 1970 is lower by .9 persons.

**B. Housing Occupancy and Structure Type:**

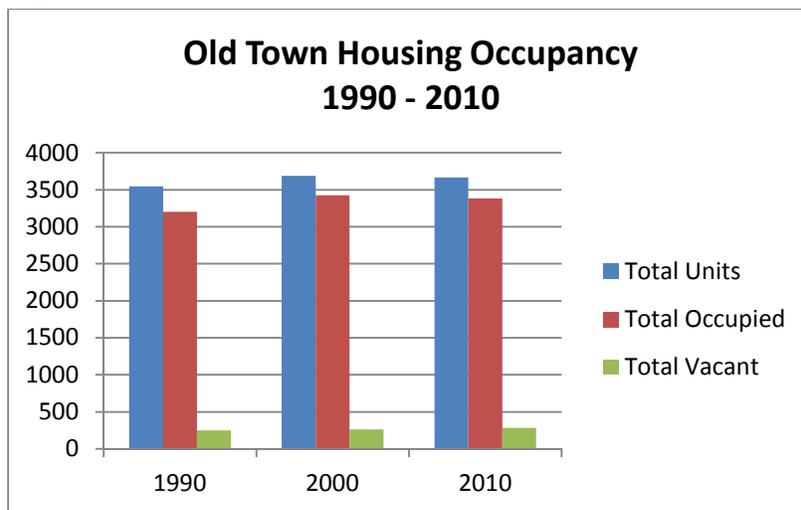
**Figure 5.3: Old Town Housing Occupancy since 1970**

Housing Occupancy	1970	1980	1990	2000	2010
Total Units	2951	3405	3547	3686	3665
Total Occupied	NA	NA	3204	3426	3382
Total Vacant	NA	NA	251	260	283
Seasonal	141	123	92	70	72

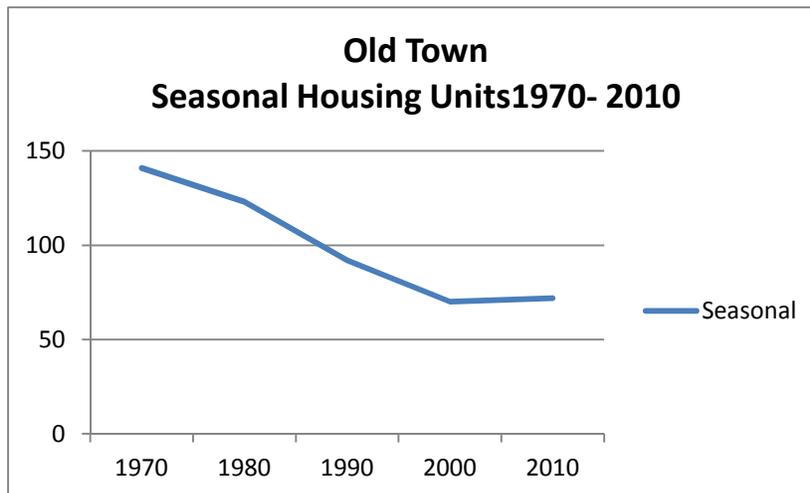
NA = Not Available

Source: US Census and 1995 Old Town Comprehensive Plan

**Figure 5.4:**



**Figure 5.5:**



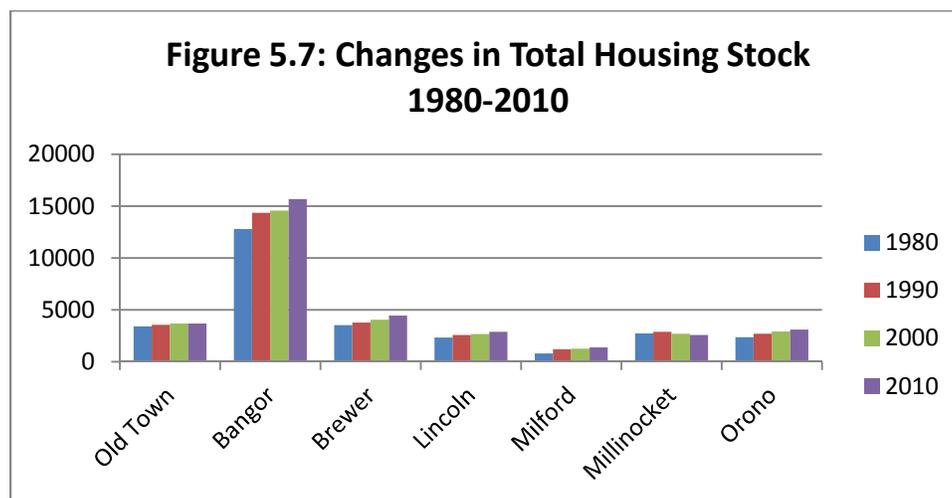
While total housing units and their relative Occupancy and Vacancy rates have changed little, the number of seasonal dwellings In Old Town declined by 50% in the past 50 years. As was noted in the 1995 Comprehensive Plan, the reason for this is largely due to the conversion of seasonal to year-round dwellings on Pushaw Pond.

The vacancy rate has increased slightly since 1990. In 2010, 283 (7.6%) housing units were known to be vacant; in 1990, there were 251 (or 7.1%) vacant housing units.

**Figure 5.6: Changes in Total Housing Stock**

Municipality	Total # Units				Increase 1980-2010	
	1980	1990	2000	2010	#	%
	Old Town	3405	3547	3680	3665	260
Bangor	12792	14366	14587	15674	2882	22.5%
Brewer	3534	3780	4059	4457	923	26.1%
Lincoln	2317	2569	2661	2866	549	23.7%
Milford	805	1178	1247	1385	580	72.0%
Millinocket	2715	2874	2679	2586	-129	-4.7%
Orono	2349	2687	2899	3089	740	31.5%
Penobscot County	53415	61359	66847	73860	20445	38.3%
State	501093	587045	651901	721830	220737	44.0%

Source: US Census



There were 3,665 housing units in Old Town in 2010, nearly 8% more than in 1980. This increase of housing is substantially lower when compared to the increases experienced in Bangor, Brewer, Lincoln, Milford, Orono, Penobscot County and the State. The only community which lost housing among those explored was Millinocket. Since 1995, most construction has

been of single family or mobile homes; only a handful of subdivisions were approved outside the growth area and of those about ½ of the lots have been built out. Multifamily residential developments were also approved; some of these include:

- Whim Station – Section 8 Housing
- Meadows Assisted Living Complex
- Hamel Development off Hamel Lane
- Large Lot subdivision off Route 116
- Colonial Drive off Kirkland Road
- One other off Kirkland Road
- River House – renovation of existing structure

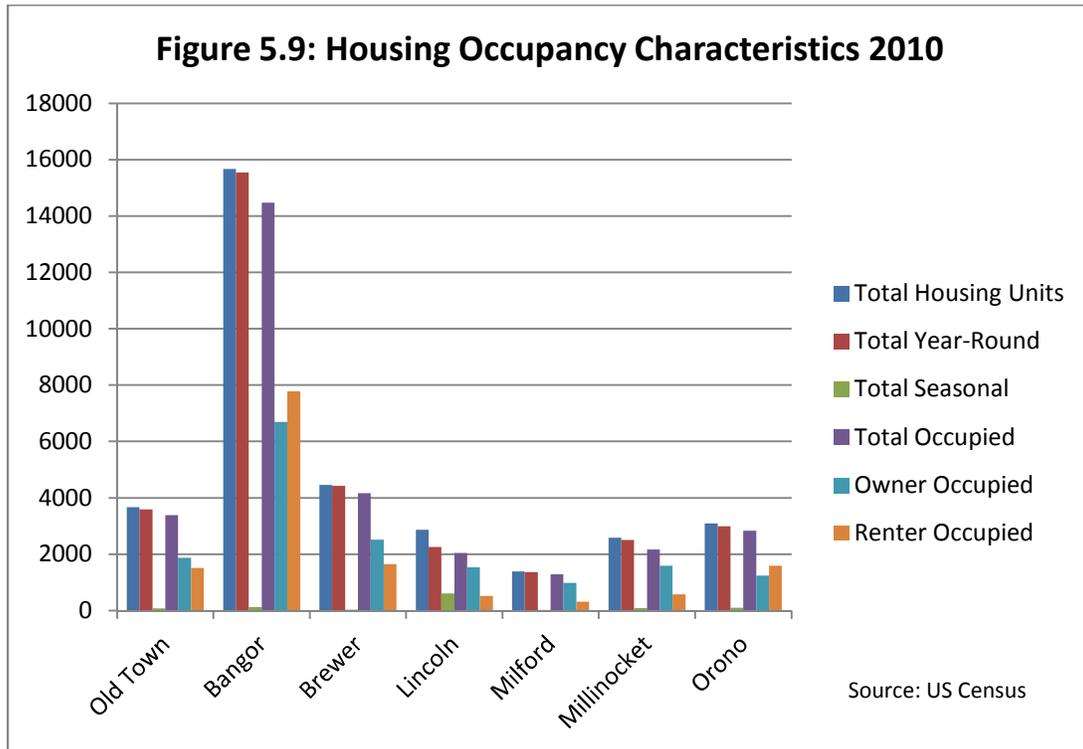
Construction of single family dwellings has been focused on Route 43 (Gilman Falls Avenue), Bennoch and Kirkland Roads. In addition, several housing units were demolished in 2014 – i.e. 6-8 Multifamily dwellings at University Park.

According to information found online at <http://www.city-data.com/city/Old-Town-Maine.html> there were 135 new single family dwellings built in Old Town between 1998 and 2013. Review of building permit data for 1996 and 1997 as well as 2013 and 2014 indicates that another 50 homes were added for a total of 185, including mobile and modular homes. This data has not been validated.

**C. Selected Characteristics of Housing Units**

<b>Figure 5.8: Housing Occupancy Characteristics - 2010</b>							
	<b>Total Housing Units</b>	<b>Total Year-Round</b>	<b>% Year Round</b>	<b>Total Seasonal</b>	<b>Total Occupied</b>	<b>Owner Occupied</b>	<b>Renter Occupied</b>
Old Town	3665	3593	0.98	72	3382	1876	1506
Bangor	15674	15551	0.99	123	14475	6692	7783
Brewer	4457	4425	0.99	32	4163	2519	1644
Lincoln	2866	2255	0.79	611	2045	1528	517
Milford	1385	1367	0.99	18	1289	974	315
Millinocket	2586	2503	0.97	83	2167	1591	576
Orono	3089	2993	0.97	96	2831	1243	1588
Penobscot County	73860	67661	0.92	6199	62966	42981	19985
State of Maine	721830	703520	0.97	18310	557219	397417	159802

Source: US Census



Nearly all of Old Town’s housing stock is year-round (98%), which has been growing slowly since 1980. This percentage is somewhat higher than that of the County (92%). Owner occupied units represent 55.4% of the housing stock. In 2010, Old Town had a vacancy rate of about 6% for homeowners and 5.8% for renters.

Data on the number of housing units on public water and sewer were not available through the US Census. The Old Town Water District tracks residential customers but does not track the number of living units attributed to each customer.

Census estimates for 2013 show that 100% of all dwellings have complete plumbing and complete kitchen facilities. In addition, Census estimates for 2013 include limited data about the type of structure. Of the 3,877 housing units identified in Old Town:

- 2,111 are listed as single family-detached homes and 39 as single family-attached homes compared with 1,816 in 1990.
- 1,407 are listed as multi-family units compared with 1,359 in 1990
  - 368 units exist in duplexes,
  - 468 exist in 3 or 4 unit apartment buildings,

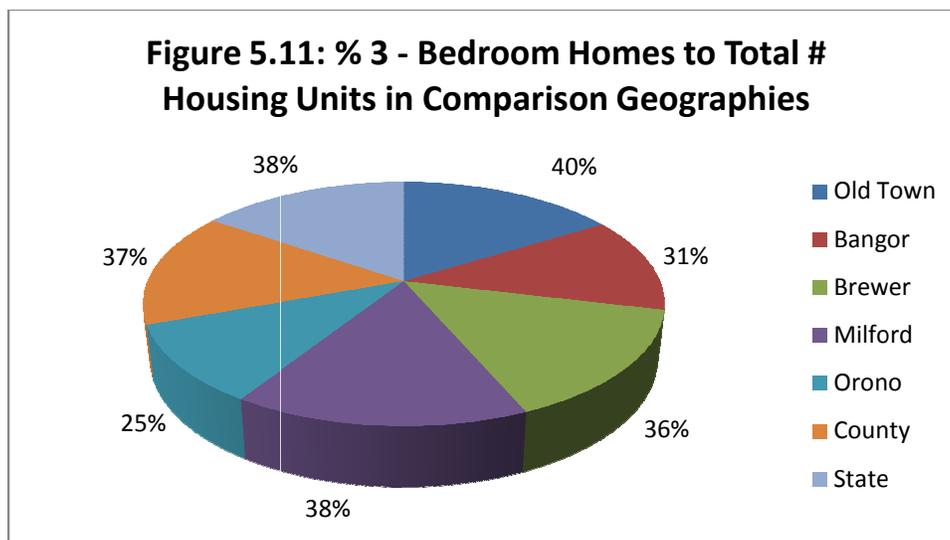
- 234 units are within 5 to 9 unit apartment complexes
- 155 units are within 10-19 unit complexes
- 182 exist within 20 or more unit complexes
- 320 are mobile homes compared with 372 in 1990

The City has expressed concern over the number of abandoned homes. Of 3,877 total housing units, the 2013 US Census estimates that 448 or 11.6% are vacant; most of these are estimated to be rental units.

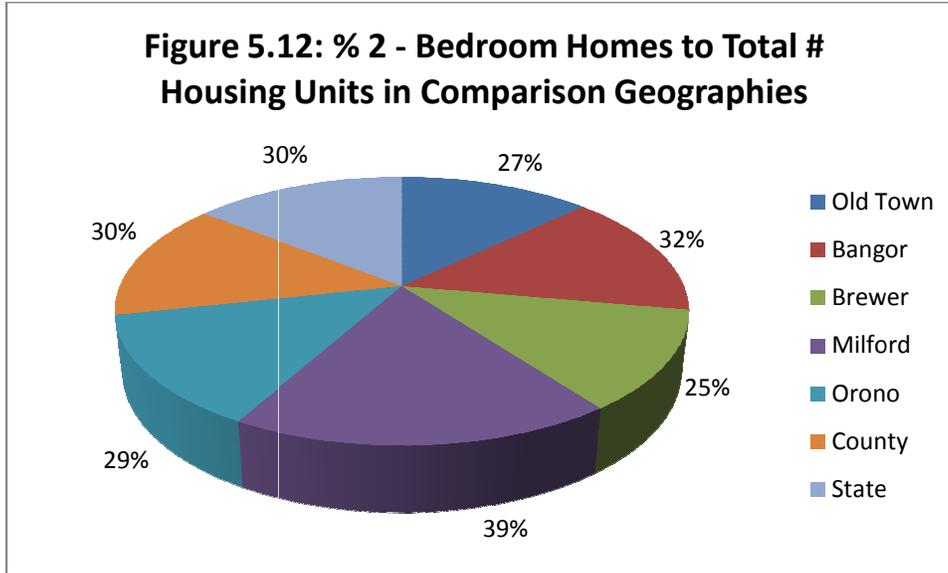
**Figure 5.10: Housing Stock Comparison by Number of Bedrooms**

Location	Total	No BR	%	1 BR	%	2BR	%	3 BR	%	4BR	%	5+ BR	%
Old Town	3877	92	2%	667	17%	1063	27%	1535	40%	481	12%	39	1%
Bangor	15732	632	4%	2919	19%	5012	32%	4858	31%	1710	11%	601	4%
Brewer	4357	128	3%	724	17%	1110	25%	1579	36%	667	15%	149	3%
Milford	1466	14	1%	97	7%	571	39%	556	38%	228	16%	0	0%
Orono	3128	133	4%	474	15%	898	29%	792	25%	615	20%	216	7%
County	73805	2679	4%	8920	12%	2216	3%	27520	37%	9661	13%	2909	4%
State	721971	19088	3%	86494	12%	219771	30%	272995	38%	96187	13%	27436	4%

Source: 2013 US Census Estimates



In terms of number of bedrooms, Old Town’s stock is largely made up of 3 bedroom homes and has the highest percentage of 3 bedroom homes than any other geography compared.



In terms of 2-Bedroom homes in selected communities in the region, Old Town and the County have the fewest in proportion to total numbers.

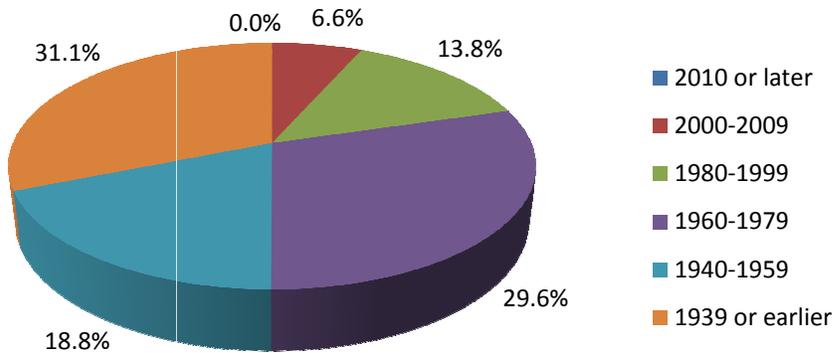
**D. Age of Housing**

**Figure 5.13: Old Town Occupied Housing Unit Estimates by Age of Housing**

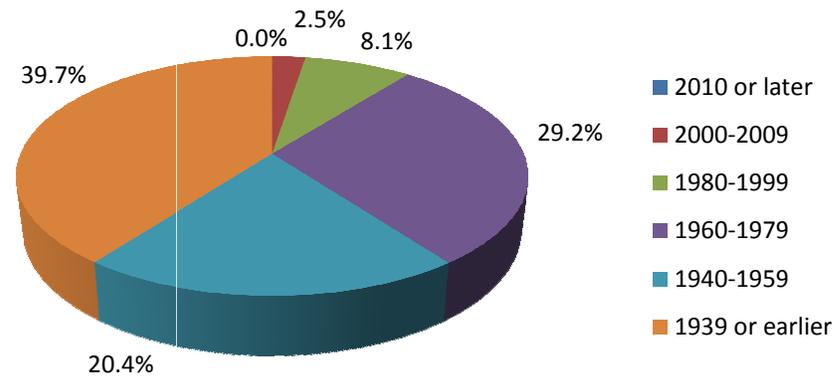
Year built	Occupied Units		Owner Occupied		Renter Occupied	
	Total	%	Total	%	Total	%
2010 or later	0	0	0	0	0	0
2000-2009	161	4.7	120	6.6	40	2.5
1980-1999	381	11.1	250	13.8	131	8.1
1960-1979	1012	29.5	537	29.6	471	29.2
1940-1959	672	19.6	341	18.8	329	20.4
1939 or earlier	1238	35.1	564	31.1	641	39.7

Source: 2010 US Census

**Figure 5.14: Old Town - % Owner-Occupied Units by Age of Housing**



**Figure 5.15: Old Town - % Renter-Occupied Units by Age of Unit**



Source: 2010 US Census

More than 80% of Old Town’s owner- occupied homes were built before 1980; more than half before 1960. In terms of Renter-occupied units, almost 90% were built before 1980 and nearly 60% before 1940.

**E. Housing Affordability**

Based on the Maine State Housing Authority data, the current homeowner housing market is affordable for those households that have or exceed Old Town’s median income. As compared with other jurisdictions, homes in Old Town, Bangor and Orono have an affordability index lower than 1, meaning that median income and median home prices are more balanced.

**Figure 5.16: 2014 Housing Facts for Bangor ME MA Housing Market**  
**Homeownership Affordability Index**  
**Bangor ME, MA Housing Market**

	Index	Median Home Price	Median Income	Income Needed to Afford Median Home Price	Home Price Affordable to Median Income	Households Unable to Afford Median Home	Total Households
Old Town	0.97	\$110,000	\$32,770	\$47,223	\$106,694	1,708	3323
Bangor	0.87	\$136,500	\$36,617	\$42,015	\$118,963	7,916	14481
Brewer	1.17	\$130,000	\$45,955	\$35,822	\$152,172	1,811	4154
Milford	1.53	\$101,563	\$45,880	\$29,952	\$155,574	404	1294
Orono	0.77	\$150,000	\$36,500	\$47,223	\$115,939	1,685	2884
Penobscot County	1.17	\$122,500	\$41,848	\$35,822	\$143,106	28,195	63140
State of Maine	1.04	\$170,000	\$49,747	\$47,981	\$176,259	278,168	561638

Source: Maine State Housing Authority

**Figure 5.17: 2014 Unattainable Homes as a Percentage of Homes Sold**

Location	% Unattainable Homes	Affordable Homes Sold	Unattainable Homes Sold
Old Town	54.3	37	44
Bangor	61.3	98	155
Brewer	31.2	64	29
Milford	11.8	30	4
Orono	75.0	14	42
Penobscot County	39.2	825	531
State of Maine	48.0	8544	7884

Source: Maine State Housing Authority

In 2014, eighty one (81) homes sold in Old Town. Fifty four point three percent (54.3%) of households in Old Town were unable to afford a median priced home; 37 homes sold in Old Town in 2014 were affordable as compared to 44 that were unaffordable. In terms of % unattainable, only Orono and Bangor have a higher percentage of unattainable homes for sale. More of Milford’s homes are attainable. Old Town’s rate of unattainable homes is higher than that of Penobscot County and the State.

The affordability of the rental housing market is not available through Maine State Housing Authority for Old Town.

**Figure 5.18: 2014 Area Rental Affordability Index**

Location	Index	Average 2 BR Rent w/Utilities	Renter Household Median Income	Income Needed to Afford Average 2 BR Rent	2 BR Rent Affordable to Median Income
Old Town	N/A	N/A	N/A	N/A	N/A
Bangor	0.71	\$935	\$26,474	\$37,396	\$662
Brewer	0.8	\$942	\$30,079	\$37,690	\$752
Milford	N/A	N/A	N/A	N/A	N/A
Orono	0.6	\$1,079	\$26,104	\$43,161	\$653
Penobscot County	0.72	\$897	\$25,868	\$35,863	\$647
State of Maine	0.84	\$872	\$29,143	\$34,865	\$729

**Source: Maine State Housing Authority**

**Figure 5.19: Subsidized Housing in Old Town**

Name	Location	Program	# Units	Type Of Housing	# Beds / Bedrooms
Marsh Island Apartments	345 Main Street	Public Housing Elderly	50	Elderly / Disabled	1 Br Apts
Bickmore Manor	336 Main Street	MSHA S8 Substantial Rehab	13	Elderly / Disabled	2 BR Apts
Penobscot Terrace	352 Main Street	MSHA S8 New Construction	41	Elderly / Disabled	1 & 2 BR Apts
Dow Apartments Phase III	10 Rue Boulanger	USDA Rural Development	8	Elderly / Disabled	1 BR Apts
Dow Apartments Phase IV	16 Chapman	USDA Rural Development/MSHA	8	Family	2 & 3 BR Apts.
Pembroke Drive Apartments	20 Anderson Lane	Public Housing Family	16	Family	2, 3 & 4 BR Apts.
Anderson Lane Apartments	17 Anderson Lane	Public Housing Family	18		
Meadow Lane Apartments	Meadow Lane	Public Housing Family	20	Family	2, 3 & 4 BR Apts.
The Meadows	110 Perkins Avenue	Assisted Living	N/A	Elderly / Disabled	16 Beds

**Source: The Housing Authority of the City of Old Town**

According to the Housing Authority of the City of Old Town (HACOT), 156 housing units are subsidized in some fashion. The HACOT also supports one 16-bed assisted living facility for the elderly and disabled.

In addition to the subsidized housing managed by the Old Town Housing Authority (Figure 5.19), privately owned units are also subsidized

- Lincoln Green Apartments located at 11 Lincoln Green provides 30 2- Bedroom Units
- Whim Station 1 & 2, 10 and 16 Whistle Way, provides 24 2-Bedroom units
- Salmon Falls 1 & 2 on Brunswick Street and Stillwater Avenue provides 10 units
- Penobscot River House at 120 Main Street provides 60 units

There is no homeless shelter in the City of Old Town; 5 homeless shelters were identified in Bangor. No specific statistics about homelessness have been found for Old Town; however, based on the MSHA point in time survey for 2015, more than 1100 people were found to be homeless on one particular night statewide. 165 People were found to be homeless in the greater Penobscot Area; 56% were homeless because of severe or persistent mental illness, 39% due to chronic substance abuse, 30% due to chronic disability, 14% were veterans, 12% were survivors of domestic violence, 5% due to recent evictions and 2% due to recent foreclosures. 17% of them were found to be chronically homeless.

In discussions with local officials, it was reported that homelessness in Old Town does exist but is masked by compassion of friends and relatives of those affected who share their homes as needed.

## **F. Issues and Implications**

1. Household size is decreasing implying that to be responsive to the market, new housing units should provide homes with fewer than 3 bedrooms. Is new housing development of interest to the City?
2. Housing between 1990 and 2010 has grown by 8%; based on a cursory review of building permits issues and discussions with the planning committee, these have been largely single family detached units. Many of these have been built outside the growth area where residents are less likely to receive local services (transit, public water and sewer etc.). Is there a desire to focus new residential development on Marsh Island?
3. Old Town housing developers have provided little multi-family / rental housing. Is that something the City would like to change?

4. Seasonal homes in Old Town are at an all time low. Of the seasonal homes identified in 1995, about ½ remain with the remaining half having been converted to year round homes. This substantiates the city's concern that the zoning around Pushaw Lake may be too restrictive. Is there an interest or desire to change this? Is there a need to provide more services to the year round community at Pushaw Lake.
5. The minimal data on housing conditions makes it difficult to determine whether there is a need for resources to support housing rehabilitation; anecdotally, area residents suggest there is such a need. Age of most of the housing stock may imply that updating of older homes may be a need. Would some type of low interest loan fund be useful? What about loan interest weatherization loans to tap into alternative heating sources and help reduce homeowners' heating bills? Should the Town try to encourage the establishment of a renovation and/or weatherization loan program?
6. If the City wants to attract new professionals, young families and other residents to Old Town, does it need to invest in housing rehabilitation and/or encourage new residential development especially in or near the downtown where public utilities are available? Are there more areas in or near downtown that might be appropriate for new residential development?
7. Abandoned homes have been identified as an issue of concern; 11.6% of total units in Old Town are estimated to be vacant. In addition, Orono has recently hosted the construction of several large multi-family housing facilities (in the range of 1500 units). In what way can Old Town revitalize its housing or build new housing to continue to attract residents. Is there a need for special refinancing programs to assist homeowners?
8. Affordability of homes on the market may be an issue to address; more than 50% of homes on the market were not attainable to those persons earning the median income. This may also be related to employment and consequences of the housing market crash. See item 7.
9. In what way should the City market or brand itself as a residential community? What livability objectives should be pursued?
10. Is there a need for a more local homeless shelter?

**Housing Vision, Goals, Policies and Actions:**

**Vision for Housing and Households:** In 2035, the City will have realized an increase in the rate of owner occupied new housing stock, a rehabilitated and modernized housing stock, no abandoned homes and more housing options (on Marsh Island) for people of various incomes, in particular those in the middle income category.

From 1995 Plan: “Old Town is an affordable community in which to live. Housing prices and rents are modest relative to surrounding communities and there are a large number of multi-family units, subsidized apartments and mobile homes. The City allows newer mobile homes in all areas of the R-3A zone where site-built homes are allowed. The policies and strategies set forth below recommend allowing a wide diversity of housing opportunities while also addressing issues related to safety, housing density, and parking.”

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

**Local Goal:** To encourage and promote affordable decent housing opportunities for all citizens of Old Town.

Figure 5.20 Housing Policies	Actions
5.1. To encourage and promote adequate workforce housing to support Old Town’s and region’s economic development.	a. Expand the role of the Great Works Development Corporation to include the promotion of workforce housing as one of its chief objectives.
	b. Maintain, enact or amend growth area land use regulations to increase density, decrease lot size, setbacks and road widths.
	c. Within the growth area (i.e. Marsh Island), provide incentives such as density bonuses, to encourage the development of new housing serving all income levels, in particular, workforce and moderate income affordable units.
	d. Outside of Marsh Island, where sewer and water does not exist, increase the minimum lot size to 2 or more acres or impose impact fees for subdivision development to cover higher public costs associated with providing such services as police, fire/rescue.
	e. Amend local ordinances to recognize the year-round nature of residential dwellings around Pushaw Lake. (new)
	f. As demand for new services to Pushaw Lake grows, consider the establishment of impact fee structure to account for the additional costs to deliver services.
	g. Work with area financial institutions to create a refinancing loan program to assist area families with affording current mortgages. (new)

Figure 5.20 Housing Policies	Actions
	h. Work with area financial institutions to create and administer a low interest rate housing rehab and energy efficiency program to address the needs of an older housing stock.(new) Encourage the use of alternative energy options.
5.2. To ensure that land use controls encourage the development of quality affordable housing, including rental housing.	<p>a. Maintain, enact or amend ordinances to allow the addition of at least one accessory apartment per single family dwelling in growth areas, subject to site suitability. (state rule)</p> <p>b. Maintain designation of location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2). (state rule)</p> <p>c. Assure that ordinances permit multi-family dwellings in residential areas that match the scale of existing neighborhoods.</p>
5.3 To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.	<p>a. Create a community affordable/workforce housing committee. (new)</p> <p>b. Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.(new and state rule)</p> <p>c. Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable. (state rule)</p> <p>d. Explore the need to increase number of dwellings with two bedrooms. (new)</p> <p>e. Coordinate the housing committee efforts with RSU 34 and Public Safety services to address the impacts of transient populations.</p>
5.4 To encourage renovation and reuse of abandoned homes.	a. Use cost benefit analyses (in terms of tax base) as a tool to determine whether abandoned (vacant, dilapidated) homes should be rehabilitated, or demolished.
5.5 To promote owner occupancy of multi-family dwellings.	<p>a. Work with the Housing Committee and Coalitions to support the creation of financial/home ownership education programs.</p> <p>b. Explore the use of techniques like Rent to own, Urban Homesteading and low interest loans to encourage owner occupancy.</p> <p>c. Encourage owner occupancy by students, graduate assistants and faculty.</p>

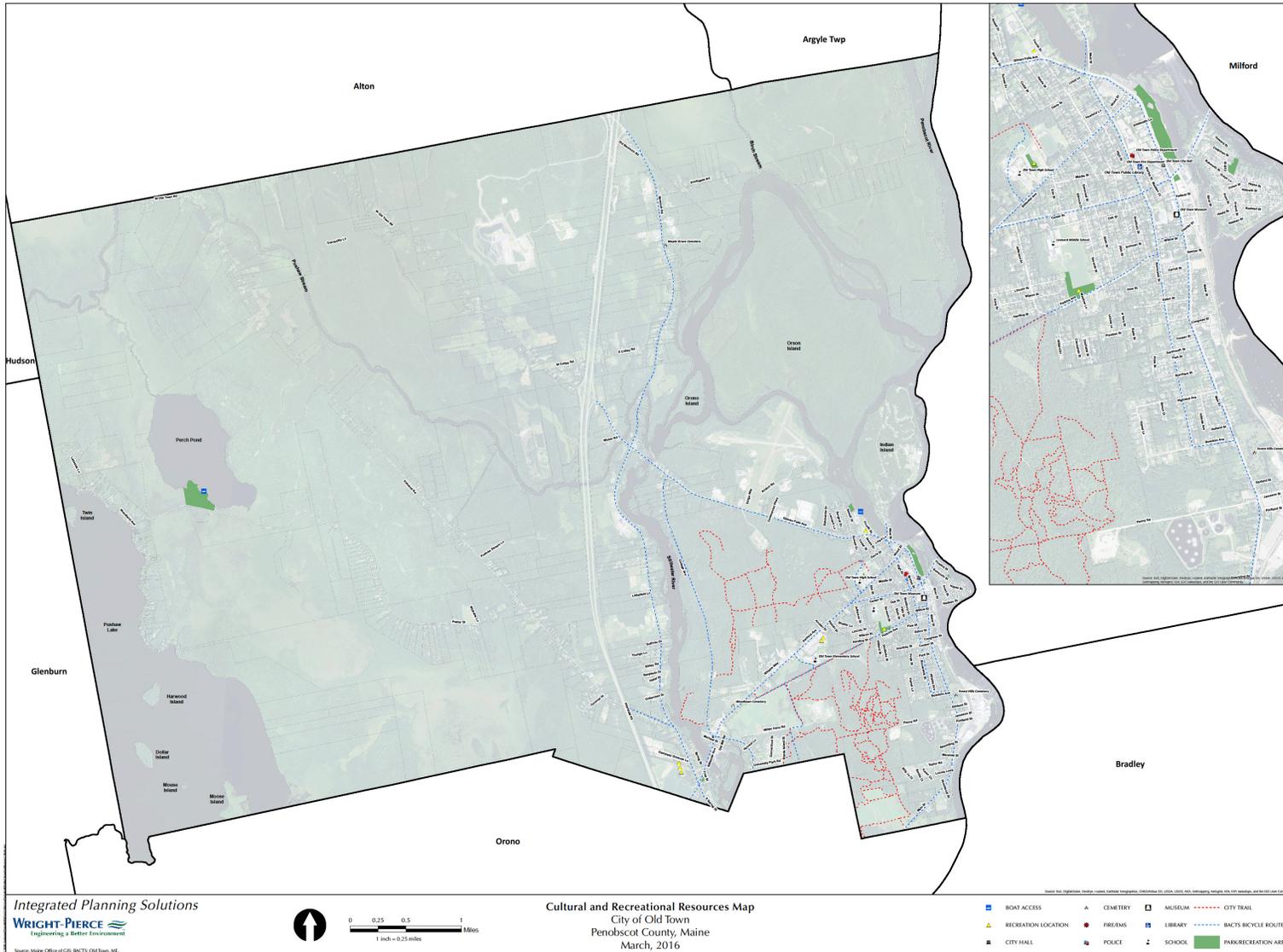
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## Chapter 6

### Cultural & Recreational Resources



## A. Old Town Cultural and Recreational Resources: Figure 6.1 Old Town Cultural and Recreational Resources



**Public Library.**

When the City was incorporated in 1891, the Aldermen’s Room in the then City Hall on Brunswick Street was used as a library. The Library room opened in 1892 and boasted a collection of 970 books. In 1904, the Library was relocated to a new building, built on donated land at the corner of Middle and Brunswick Street, and with funds from a Carnegie Foundation grant. It was built with a capacity of 6,000 volumes, but by 1918, had grown to 7,264. With decades of planning and fund raising, the Library was expanded and renovated to its current size in 1991, with a generous challenge grant from former resident and author, Tabitha Spruce King.

The collection today is comprised of print, audio and digital materials. In addition to the collections, patrons have access to public computers to take courses, complete job applications, conduct business etc. It enjoys a membership in a state-wide consortium enabling the library to borrow from and lend to libraries all over the state. A substantial portion of newspaper and historical materials are now digitized and archived.

*The mission of the Old Town Public Library is to maintain and improve the quality of life for all citizens of the community by providing resources and programs that enhance and contribute to individual knowledge, enlightenment, and enjoyment in the most efficient manner possible. The Library recognizes its responsibility to serve as a place for children to discover the joy of reading and the value of libraries. The Old Town Public Library is dedicated to making the City of Old Town a rewarding, attractive and pleasant place in which to live, visit and work.*

The Library has ample parking, in two lots adjoining both the front and back entrances, has access to a larger city parking lot adjacent to the library’s Middle Street lot, for overflow parking. According to the 2014 Annual Report, the library had 5,307 registered users, more than 58,000 visits, more than 7,000 reference transactions, 125 pass-uses, and an annual circulation of nearly 90,000 materials. Library hours are Monday through Friday from 10 a.m. to 5 p.m. or 7 p.m. depending on the day, and Saturdays from 10 a.m. to 1 p.m. It offers adult and children’s programs, family nights and seasonal concerts.

While results of a 2010 survey of Old Town residents suggested that the respondents do not often visit the library, the City recognizes that the survey demographics were limited, and may not have provided a true picture of community library use. In comparison with other Maine libraries in a *similar population group*, the 2013 annual statistics show the following about the Old Town Public Library:

- The Old Town Public Library is below average in total per capita operating expenditure, staff expenditure, collection expenditure, total operating expenditure, total operating revenue, and number of staff.
- Conversely, the Old Town Public Library is above average in the number and attendance of children’s programs, the attendance of adult programs, the number of Interlibrary Loan materials received, and nearly two times the number of Interlibrary Loan materials provided. Circulation numbers are competitive with libraries of similar population size, and our building square footage is generous in comparison with a number of libraries serving larger populations.

It’s been more than 20 years since the last addition/renovation was completed, and the facility is starting to see some wear and tear, especially to some of the historical trim and masonry on the older portion of the building. At one time, there was money set aside each year in a capital improvement account for roof repair and flooring replacement; however, that practice was abandoned several years ago, in an effort to reduce the city budget. Within the next twenty years, the library will potentially have, but will not be limited to a number of building improvement needs. (see Figure 6.2)

A combination of annual building maintenance funds, capital account funds, grants, gifts, and proceeds from a fund-raising campaign would all be considered viable options to support library renovation and up-keep.

The Library League is no longer in operation, but an endowment account was established a number of years ago, which helps to fund programming, equipment, and materials purchase. There are a number of individuals who volunteer regularly, or at various times throughout the year, to help with special programs, or daily library operations. A Friends Group, although not regularly, has raised funds for programming, equipment, and materials purchase, and built an account with ample funds for future projects.



In keeping with their mission, the Old Town Public Library remains an integral part of this community. As is the case with most public libraries, the Old Town Public Library serves as a community center. In response to local and national trends, the library has remained up-to-date in programming and materials offerings, and provides a safe, clean, and inviting space for people to spend time, do research, or obtain materials.

Figure 6.2 Library Building Maintenance Needs

- Exterior Work
  - Dental/trim repair
  - Façade cleaning, repair and painting where necessary
  - Window trim repair and painting
  - Parking lot repair – should be resurfaced
  - Grounds maintenance – garden upkeep
  - Outside window washing
  - Power-washing building where feasible
- Interior Work
  - Light Fixture replacement – LED or energy efficient fixtures
  - Motion sensor lighting installed where feasible
  - Wall, ceiling and trim painting in all areas – would like to develop a long term plan for re-painting all areas regularly (on rotation)
  - Door repair – both exterior and double interior door locks
  - Inside window washing
  - Intensive cleaning quarterly
  - Regular floor maintenance
  - Purchase a floor cleaning machine

Building Renovation – Capital, Grants & Donation Accounts

- Circulation Desk Replacement
  - To better suit patron needs
  - To meet our technology and material storage (DVDs, games, etc.) needs

Technology – Capital, Grants & Donation Accounts

- Computer Replacement – see schedule below
  - May wish to purchase i-pads in place of the children’s OPACs and/or a few of the laptops
  - Laptops may need replacement before 2017, as they are used daily by different patrons – may want to look at an “industrial” model next time
- Photocopier Replacement – soon
  - Replace with color copier?
  - Replace with color copier that is also a scanner and fax machine?

Circulation continues to grow; program offerings serve educational, cultural and entertainment demands; library staff regularly collaborate with other community organizations to broaden service population; regular materials weeding occurs, in an effort to avoid over-crowding, and to provide a vibrant and well-developed collection; and, the usage statistics are robust, indicating the facility is well utilized. All of this is accomplished while operating with a below average budget, and below average staffing levels. Staff member strengths and abilities, have

been capitalized upon, and innovative use of funding, have certainly contributed to the library’s success as a vital community organization.

**Old Town Museum.**<sup>1</sup> The Old Town Museum was created and dedicated in celebration of the American Bicentennial Year and welcomed the public to its doors on June 26, 1976. Originally located in the old waterworks building on the banks of Penobscot River on Fourth Street Extension, it was relocated to the former St. Mary’s Catholic Church at 353 Main Street in 1996. The relocation allowed the Museum to expand its hours of operation and increase the number and size of the displays. Bringing together important aspects of the life in Old Town’s cultural, religious, educational, social, agricultural, and industrial past, the Museum focuses on the strong roles that lumbering and the wood industry have played in the community’s history. The Museum was part of the City’s Parks and Recreation Department until 1982. Since then a group of dedicated supporters formed a nonprofit corporation to continue the Museum.

*The Mission of the Old Town Museum is to collect, preserve and display objects and information related to the heritage of the Old Town area and its residents; and to create interest in this heritage through programs, exhibits, education and other methods.*

Since 1996, the Museum has undertaken some noteworthy projects that showcase the history of the area including, in collaboration with the University of Maine’s Folklore Department, a 30-minute video based on 22 hours of interviews of 11 older citizens about their childhood, a digital archive of more than 200 historic photos of the region, a periodic newsletter, and a modest gift shop that helps support operating costs.

The Museum hosts numerous programs for the community including the “Sunday Afternoon Program” series of entertainment and educational offerings, workshops on historic topics from genealogy to the history of local religious communities, the Strawberry Festival, and Autumn Tea, among others.



Displays are from the museum’s permanent collection as well as from items on loan from local individuals and organizations. Some permanent exhibits feature Old Town’s lumbering industry, professional establishments, simulations of rooms in early homes, wood carvings of Old Town

<sup>1</sup> <http://www.theoldtownmuseum.org/>

artist Bernard Langlais, and a prized historic birch bark canoe. Past displays of loaned items included historic items from Old Town's religious communities, handmade recreated crafts of the middle ages by the local Society for Creative Anachronism, and historic clothing, among other items.

**University of Maine.** The University offers membership and day passes to a number of its recreation facilities, including the New Balance Student Recreation Center, Maine Bound Adventure Center, Wallace Pool Open Swim, Bridge Tennis Courts, DeMeritt Forest Trails, Alford Public Skating, fitness and personal training programs, special events, and kids camps.

**Rogers Farm, University of Maine.**<sup>2</sup> Rogers Farm was purchased by The University of Maine in the spring of 1947 to provide additional land to grow forage for the University's dairy herd and to conduct research on forage crops and small grains. Over the years, research at the farm included extensive studies in the growing and managing of alfalfa and other forage crops, new varieties of field corn, oats, wheat, barley, and soybeans, ground cover for highway planting to stabilize new grading, years, the effect of soil moisture stress on tuber formation in potatoes, and organic farming practices. Today, land east of Bennoch Road is managed organically and is used for a wide range of teaching, research and outreach activities.

Operated by the College of Natural Sciences, Forestry, and Agriculture's Sustainable Agricultural Research Facility, and one of the two farms that make up the college's J.F. Witter Teaching & Research Center, the Rogers Farm Forage and Crop Research Facility is used for a wide range of sustainable agriculture research, extension, and teaching projects. The farm is bordered to the west by interstate 95 and to the east by the Stillwater River. Crops grown on the farm include silage and sweet corn, potatoes, dried beans, small grains, and mixed vegetables. The farm provides land for the Penobscot County Master Gardeners Demonstration Garden and the Black Bear Food Guild, the University's student-run community-supported agriculture program. Current research areas include organic cereal production and nutrient management, ecological weed management, forage and oilseed production, and integrated pest management in potato, sweet corn, and mixed vegetables.

**University Forest** – Located, on either side of Stillwater Avenue, the forest offers access for walkers, hiker, and cross country skiers.

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<sup>2</sup> <http://umaine.edu/rogersfarm/>

**University of Maine Bicycle Path.**<sup>3</sup> The University’s bicycle path is a valuable link for non-motorized transportation, connecting the Orono campus with Old Town. Much of the trail passes through a scenic wooded corridor that follows the path of an old railway. The trail offers access to the University's system of cross country ski trails, which are also popular with joggers and walkers in the summer.

**Old Town Orono YMCA.**<sup>4</sup> The Old Town Orono YMCA has a long history, starting with a meeting in the vestry of the Congregational Church in 1890. The first professional director was hired in 1948 and the Old Town and State YMCAs merged to create the Northern Central District YMCA. In 1956 a steel frame gymnasium was added to the facility and youth sports programs were expanded. In 1963 a new swim program was established at Gilman Falls with the assistance of the Orono Old Town Kiwanis Club and in 1965 Sewall Park was used as the Y’s first day camp. In 1977, the Old Town Orono YMCA became an independent Association and the new facility on Stillwater Avenue was opened in 1979. In 1995 the Herb Sargent Therapeutic Pool at the Stillwater Facility was opened and in 2000 the Cyr Family Field House & Doug Springer Workout Center was opened. The YMCA received a donation of gymnasium floor from the Bangor Auditorium in 2012 and in 2014, the YMCA signed a 10-year lease with the City to operate the Community Pool at the High School.



**The River Coalition.**<sup>5</sup> The River Coalition is a nonprofit organization that was incorporated in 1995 to bring together a coalition of people from Alton, Bradley, Greenbush, Indian Island, Milford, and Old

*“As a river gains strengths through its tributaries, so does the River Coalition gain in its unity.”*

Town to improve the health and quality of life in our communities through sharing ideas, assessing health needs, developing programs, and providing technical assistance and resources, particularly for youth. The original goals and efforts of the Coalition were designed to combat youth alienation and rebelliousness, family conflict, and family management problems.

In 2003, the Coalition service area became part of a nationwide risk behavior study, resulting in the creation of a Community Action Plan which identifies five top risk factors. Through its work

<sup>3</sup> <http://www.trailink.com/trail/university-of-maine-bicycle-path.aspx>

<sup>4</sup> <http://www.google.com/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=18&ved=0CEcQFjAHOApqFQoTCLfz5Zy5ocCFcuYgAodrqoATg&url=http%3A%2F%2Ffotoymca.org%2Fymca%2F&ei=aSLKVfeaK8uxggSu1YLwBA&usg=AFQjCNFPxQjkXQMH4ZXqWVpqYvUqsG7W-g>

<sup>5</sup> <http://www.rivercoalition.org/aboutus.html>

the Coalition was awarded funding to implement various evidence-based programming in local schools, public libraries, community organizations, and local governments. Many of these programs have become self-sustaining and are still in existence.

In July of 2006, in response to Maine’s new statewide public health infrastructure, the Coalition joined together with Katahdin Area Partnership in Millinocket and S.P.R.I.N.T. for Life in Lincoln to form the Partnership for a Healthy Northern Penobscot, one of Maine’s 28 local Healthy Maine Partnerships.

**Boat and Fishing Licenses:**

<b>Figure 6.3 Old Town Boat Permits, 2014</b>	
<b>Vessel Length</b>	<b># Permits</b>
14	1
18	1
25	2
28	1
33	1
40	1
<b>Total</b>	<b>7</b>
Source: Maine Department of Agriculture, Conservation, and Forestry, 2014	

<b>Figure 6.4 Old Town Fishing Licenses, 2014</b>	
Lobster/Crab Non-commercial	4
Lobster/Crab Apprentice	1
Lobster/Crab Class II	1
Mal Elver Fyke Net	1
Pass Elver Dip Net	1
Penobscot Elver Dip Net	4
Penobscot Elver Fyke Net	3
<b>Total Licenses</b>	<b>15</b>
Source: Maine Department of Agriculture, Conservation, and Forestry, 2014	

## B. Recreation Programs

**Old Town Recreation Center.**<sup>6</sup> In 2013, the City, faced by a serious budget shortfall due to changes in State revenue sharing among other factors. A few years earlier, the City had contemplated closing the languishing recreation program, but instead chose to explore privatization of recreation services. On July 1, 2013, the Old Town Recreation Program (OTRP) opened as a state-sanctioned, 501c3 nonprofit with an active board of directors. One year later it celebrated its first year anniversary. The City and OTRP entered into a 10 year lease of the Herbert Sargent Community Center for \$1 per year with two 5 year options for renewal. The City's Public Works Department, which considers the property as a municipal park for public use when the Program is not in session, provides mowing and plowing services and is responsible for maintenance of major elements of the infrastructure like the roof and boiler. The Program is responsible for custodial services, minor repairs, and future additions of the structure even though the City, as owner, would benefit from major improvements to the facility.

According to the Program's Recreation Director, Kevin McPhee, the arrangement is working, though as with any new business, it is challenged by managing cash flow and trying to break even. The Program now needs to make payroll, manage programs and the facility, as well as raise funds for both short and long term needs – several responsibilities that were not necessary when the City managed recreation programs. McPhee notes that the Program is “still young, that it is a challenge every day to make it work, but is such a valuable resource” for the community.”<sup>7</sup> The Program has tried not to increase rates for services in an attempt to not increase the burden on working families. In the past, the City contributed approximately \$30,000 per year to the operation of the recreation program. To effectively manage this challenge, the Old Town Recreation Program needs to develop an annual fund balance to help with cash flow. One of the ways it is trying to do that is to offer additional programming and special events,<sup>8</sup> when it already has a “full plate.” In its effort to provide family opportunities, some of these events are free, like the Easter Egg Hunt, others charge a nominal fee. McPhee indicates that “a lot is happening, but the Program is not self-sustaining yet.”

The Program currently serves 2000 registrants for approximately 80 programs a year, roughly 65 participants each day. The Program may offer services for up to four different groups of children on any particular day. It also offers a lot of offsite opportunities. When the Program started, it offered services for kindergarten to grade 5 age student. Its shorter term goal is to

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<sup>6</sup> <http://www.oldtownrec.com/info/>

<sup>7</sup> Personal communication with Kevin McPhee, 8/12, 2015.

<sup>8</sup> The Program currently offers about 15 annual community-wide special events.

grow with those children. It now offers programs for grade 8 age children. The longer term goal of the Program is to offer more services to older children, adults, and seniors.

McPhee noted that the school district has been very generous in sharing its facilities. Because the Program does not have enough field and basketball space, the district has stepped up to share the facilities it has. The Program is trying to renovate the field on its property to Little League specifications. It has purchased fence, built back stop, and is trying to make other improvements as it can. One of the Program's goals is to try to create feeder programs for other recreation opportunities for youth as they age.

McPhee indicates that the Recreation Center has only about 5,800 square feet of usable recreation space and is in need of expansion to meet the needs of the children who seek its programs. He also notes that the playground is older and in need of enhancement, but the Program's priority is making its budget work.

The building's boiler and roof generally appear to be in good condition, though over the next ten years they could require some attention. The tennis courts next to the building are the City's responsibility and are dilapidated.

McPhee indicates that capital needs, like expanding building and gym space, would require a capital campaign. The Program has no formal relationship with the City's capital planning process. If the Program initiates a capital campaign at some point, it would like to see the City participate because any investment in the facility would become equity for City.

McPhee noted that public recreation should be viewed as an important piece of the City economic development efforts. He suggests that businesses that consider locating in the City will ask what financial incentives the City has to offer, how is the school system, and what does the City offer my family. He sees that as the Program continues to grow, it will provide opportunities that will draw folks to Old Town. He sees the Program as having a unique niche in the community with a strong focus on teachable moments and a lot of coordination with the University. He believes that it is important to partner in its goal of providing critical services to the community's youth, using a team approach to meet that need while reducing tax payer burden.

The Center provides a variety of cultural and recreation activities including afterschool enrichment programs, summer camps, ATV education, dance, family karate, fencing, tactical nerf, annual golf tournament, junior coyote travel basketball, youth basketball tournaments, Eastern Maine fall baseball league, fall soccer, flag football, grassroots soccer, junior coyote

putt club, Old Town summer track club, counselor-in-training, and around the world camp, among others.

The City of Old Town has the highest priority use of the Center's buildings. Other organizations are subject to the following priority schedule:

- Non-profit fraternal organizations
- Youth groups
- Personal gatherings (baby, wedding showers, family reunions, etc.)
- Profit making organizations

All groups and organizations are charged \$25 per hour for use of the facilities. Old Town nonprofit fraternal organizations and youth groups are allowed to use the center for meetings without charge.

The Center offered a mountain biking program that was the result of collaboration among the Old Town Recreation Department, Maine Winter Sports Center, and the Bicycle Coalition of Maine. The program was sponsored by Healthy Hometowns, a community development program of the Maine Winter Sports Center which was funded by a \$1M donation from LLBean.

## C. Recreation Facilities

**Old Town Parks.**<sup>9</sup> Old Town owns and maintains a number of City parks.

**Binnette Park** – Also known as Riverfront Park, it is located on Main Street in the Downtown along the Penobscot River, the park hosts a bandstand with free concerts by local bands during the summer months. The park was named after long time resident and state legislator Joseph Binnette.

**Coombs Park, also known as Stillwater Park** – Located on upper Stillwater Avenue, Coombs Park provides a beautiful place for informal leisure time. The park, adopted by the Hannaford, has colorful floral gardens and lots of shady trees for a summer time nap or your favorite book. Frisbee, hacky sack, and sunbathing are some of Coombs Park past attractions.

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<sup>9</sup> <http://www.old-town.org/2014/04/parks.html>

**Old Town Boat Landing** – Located on Beechwood Avenue on scenic Pushaw Lake, the Boat Landing provides boat access for fishing and recreational boating. Parking is limited in this residential area.

**Fourth Street Park** – Located on Fourth Street Extension, the park includes a trail, picnic area, and boat launch, which provides both visual and physical access to the Penobscot River. The Fourth Street Trail starts next to the old Waterworks Building and follows the river to the rear of LaBree's Bakery, then crosses over Gilman Falls Avenue to link with the Old Town Cross Country Trails which passes behind the Old Town High School.

**Peace Pole Park** – Peace Pole Park is located in the center of town at the corner of Center and Main Street. Although a small park, it includes a small landmark that encourages peace and love for all who live or pass through the community. The park includes a large number of trees and a few park benches.

**Perkins Avenue Park** – Located on Perkins Avenue, the park borders the Leonard Middle School sport complex. The park includes parking, areas for informal leisure like Frisbee and new playgrounds, as well as lighted outdoor basketball courts.

**Sewall Park** – Located on outer Poplar Street near Mud (aka Perch) Pond, this park contains a picnic area, multipurpose field, boat launch, drinking water access, and restroom facilities. Areas of the park can be reserved for family reunions, overnight camping, and other functions. This site was dedicated in honor of Joseph Sewall of the James W. Sewall Company. Mr. Sewall was President of the Maine Senate from 1975-1982. The City identifies Sewall Park as a "hidden gem."

**Spencer Park** – Located on at the junction of Stillwater Avenue and Main Streets, this park offers a view of falls at the Milford Dam and Indian Island. Bald eagles are often spotted in this area. This park was named after long time city attorney, Beverly Spencer.

**Treat-Webster Park** – This park is also known as "French Island Park." It was recently revitalized with a new playground. The park is within walking distance for most French Islanders and provides a quiet getaway for park users.

**Bike paths and trails.** The City's bike path system begins at the corner of Jefferson Street and Perkins Avenue and continues behind the Old Town Shopping Center to connect with the University of Maine trail system. The bike path is planned to be extended to the shopping center. The trails between Stillwater Avenue and the University, north of Stillwater Avenue are

used for cross country skiing, mountain biking, walking, and running. There is some interest in extending the connection between the Old Town Elementary School and the YMCA but the area is challenged by poor drainage.

An informal trail on City land exists between Abbott Street and the YMCA; YMCA officials note that students who use this trail are concerned for safety and suggest that lighting and safety monitoring equipment be installed.

The City also has two outdoor lighted tennis courts – one at the Old Town High School on Stillwater Avenue and the other is at the REC Center which was once the Herbert Sargent School off the Bennoch Road. The Old Town Recreation facilities include:



**Herbert Sargent Community Center – 342 Bennoch Road**



**Old Town Elementary School – 575 Stillwater Avenue**



**Old Town High School – 203 Stillwater Ave-**



**Riverfront Park – Riverfront Park is located on Main Street/US Route 2, bordering the historic Penobscot River. The park includes a playground, water splash pad, trail system, and picnic area with a comfort station.**

#### **D. Adequacy of Recreation Facilities**

According to John Rouleau, the Public Works Director, the City's parks are in fair to good shape though all need some work, whether it is equipment upgrades, drainage improvements, and/or landscaping. He noted that the parks are "used hard" and there is a lot of vandalism. He pointed out that the City does not have a tree maintenance program and that maintenance is underfunded. He also suggested that it is time to look at replacing playground equipment and that it is prudent to periodically fertilize and otherwise condition the soil. He mentioned that Hannaford adopted Coombs Park, which it cleans annually and said that there has been talk about increasing volunteerism, but it has not come to fruition.

Rouleau noted that although the Recreation Program has been privatized, the City through the Department continues to bear operational costs to maintain the property. He also noted that the City has deferred capital investment in the Recreation Center as well as in its parks and other facilities. He estimated that an \$80-120,000 assessment of the City's 12 to 14 facilities, including structural, mechanical, electrical, and grounds, is in order to guide capital investments and avoid the loss of facilities. Annual maintenance is also perceived as underfunded. Rouleau estimated that it will require approximately \$200,000 plus an additional \$20,000 per year to catch up with deferred maintenance.

He indicated that the City's parks appear to provide adequate space and are fairly well spaced to provide access across the community. He suggested that the park and basketball court on French Island is not used much and Sewall Park on Mud/Perch Pond is a large, unique space that does not get used a lot though it provides a boat launch and supports day camping. He said that the Perkins Avenue and Riverfront Park gets a lot of use. He noted that additional trees in some of the parks would provide shade, which might draw more folks into the open space.

Rouleau said that he defers to the Recreation Director about the adequacy of the Recreation Center, though he noted that if the Program is preparing food/meals, it may be appropriate to renovate/upgrade the kitchen. He also noted that there may be some space needs, the area where part of the building was torn down and a slab remains may be unsafe, and the adjacent tennis courts are in poor condition and would require approximately \$90-100,000 to replace them.

Rouleau also noted that though the YMCA has assumed maintenance of the swimming pool, the City takes care of maintenance. He noted that the pool, built in 1967 has the potential for significant problems in the coming years. He estimated that it would require a \$3 million investment to upgrade the pool to last for another 75 years.

Rouleau noted that the City owns and maintains five cemeteries and is still selling plots in two of them. He indicated that the Department is responsible for ongoing maintenance and has had to dedicate one of its employees as sextant. He noted that there is no City policy or ordinance that guides what can happen in the cemeteries, unlike other communities in the area (no standard for foundations for headstones, vandalism, etc.). He estimated that approximately \$30,000 is needed for tree planting and straightening stones with a total cost of improvements at approximately \$250,000, which could be invested as a lump sum or at approximately \$30-50,000 per year for a few years. See Chapter 7 – Public Facilities and Services for more information on City Cemeteries.

#### **E. Quality of Place and Economic Development – Forestry Researchers Surveying Residents Along Penobscot River for Economic Development Study<sup>10</sup>**

University of Maine professors and Center for Research on Sustainable Forests leaders Sandra De Urioste-Stone and Robert Lilieholm conducted a survey under the Bay-to-Baxter initiative to identify sustainable economic development pathways for the Penobscot River corridor that protect and leverage the region’s natural resources and quality of place. The survey was intended to assess views on recreational use of the river as well as thoughts on the community and its ability to adapt to changing social, economic, and environmental conditions. The survey is part of the larger project, “Promoting Sustainable Economic Development and Quality-of-Place in Maine: The Penobscot River ‘Bay-to-Baxter Corridor’ Initiative,” which researchers hope will inform ongoing and future sustainable economic development and environmental efforts in the region that stretches from Penobscot Bay to Baxter State Park. The area faces sustainability threats,<sup>11</sup> as well as opportunities,<sup>12</sup> and the team plans to use community feedback to support improved land use and economic development decisions across the region.

Researchers hope to characterize residents’:

- use of the river, including activities, predicting future recreation use and perceptions of environmental conditions;
- attachment to the river, employment, education and other socio-demographic factors; and
- beliefs about community resilience to environmental and economic changes.

<sup>10</sup> <https://umaine.edu/news/blog/2015/03/30/forestry-researchers-surveying-residents-along-penobscot-river-for-economic-development-study/>

<sup>11</sup> An aging population, poverty, energy and food insecurities, high dependence on resource extraction, heavy reliance on social assistance programs, strong urban-rural gradients, active species and watershed restoration efforts, and public health challenges which pose risks to social, political, and economic systems.

<sup>12</sup> The University of Maine, the Greater Bangor area, the I-95 corridor, Bangor International Airport, an international border, an abundant coastline, and natural and cultural amenities that attract tourists, which could be leveraged and built upon.

The results of the survey are intended to inform futures modeling efforts with the aim of enhancing the effectiveness and efficiency of decision making and understanding the economic impacts of tourism.

**F. Natural Areas and Scenic Areas**

As noted in the current Comprehensive Plan, unique natural areas:

- Hirundo Wildlife Refuge
- University Forest
- University research farms
- Sewall’s virgin pine grove
- Canoeing on Pushaw Stream from Route 43 to Bennoch Road, the Penobscot and Stillwater Rivers, and Birch Stream
- Kayaking on the Stillwater River below the Stillwater Dam
- Hunting areas on either side of Route 43, outer Kirkland Road, and area west and north of Mud/Perch Pond
- Fishing in the Stillwater and Penobscot Rivers and Birch and Pushaw Streams
- Ice fishing on Pushaw Pond, Pushaw Stream, and the logan on the Stillwater River
- Waterfowl nesting on the the logan on the Pushaw Stream, the Pushaw Stream, and the outlet from Mud/Perch Pond
- Wildlife viewing on Marsh Island

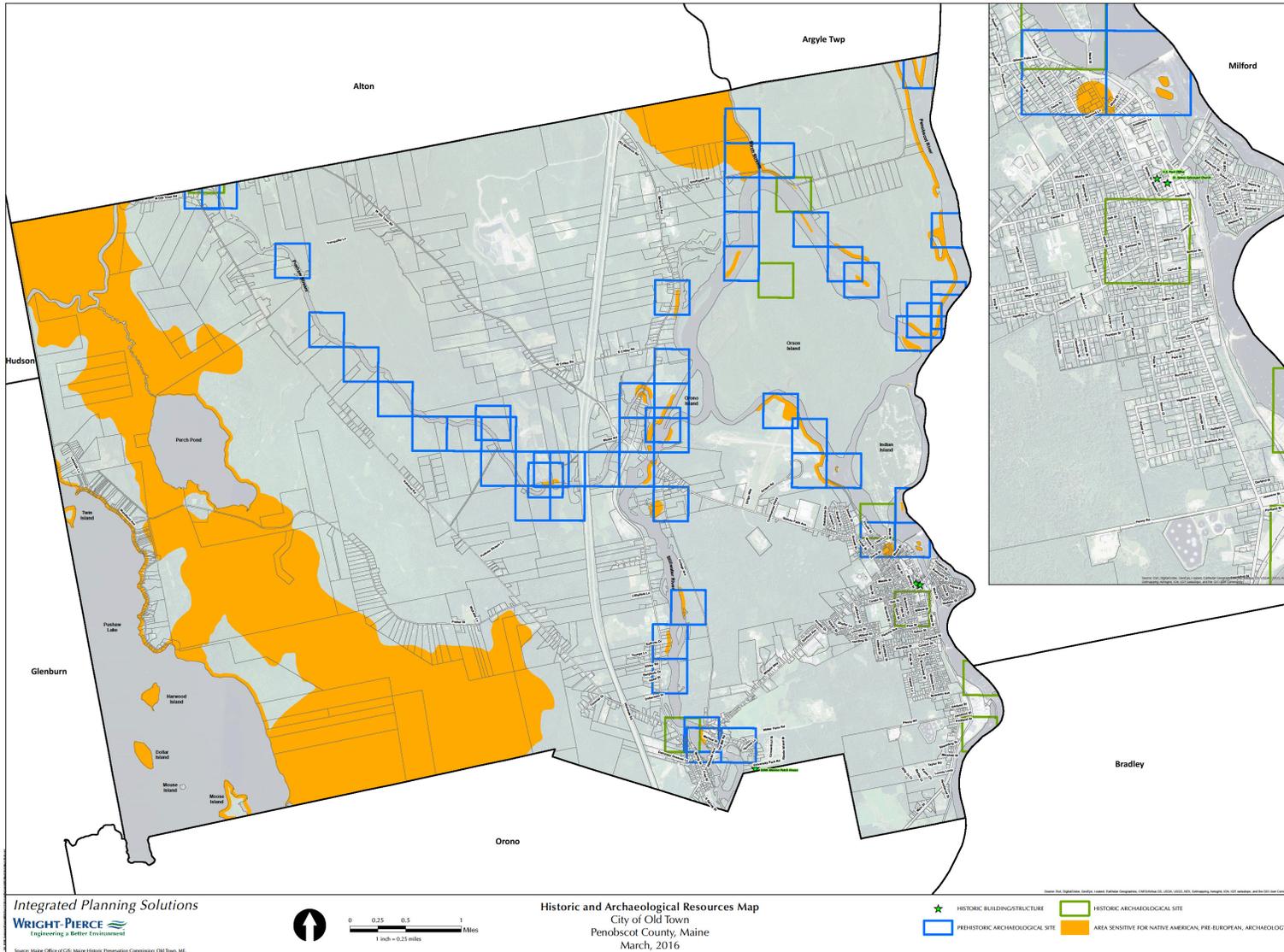
As noted in the current Comprehensive Plan, views:

- From the Milford Dam in the Downtown
- From the Gilman Falls Dam on Route 43
- From the Stillwater Dam in Stillwater Dam
- From “high head” (South Main Street heading north from Orono) of the paper mill and site of the former Great Works Dam
- Of Katahdin from outer Kirkland Road
- Of the Stillwater River from Route 116 at Birch Stream
- From Poplar Street at the bog
- Sewall Park on Mud/Perch Pond
- Of the Stillwater River from Bennoch Road
- Of the Stillwater River from College Road through the University Forest

Scenic Views identified at Community Feedback Expo:

- River at the downtown Dam
- Views of the River at Stillwater Bridge
- Mud/Perch Pond
- The Dam off Gilman Falls Avenue
- Indian Island Bridge
- View down River of Center Street Bridge
- The Ledges off College Avenue (ext)
- University of Maine land at Witter Farm – wildlife viewing
- Library also received several votes
- At town line/Main Street – resource not identified (likely fields on either side of road)
- Perkins Avenue - resource not identified

## G. Historic and Archaeological Resources: Figure 6.5 Old Town Historic and Archaeological Resources



**Penobscot Nation.** The Penobscot Nation is the federally recognized tribe of the Penobscot people. They are part of the Wabanaki Confederacy, along with the Abenaki, Passamaquoddy, Maliseet, and Micmac nations, all of whom spoke Algonquian languages.<sup>13</sup> Their main settlement is now the Penobscot Indian Island Reservation located within the Penobscot River. Today, the Penobscot Nation is made up of approximately 2,400 citizens. Its current land base of just under 5,000 acres is only a fraction of what it historically occupied – including watersheds that ranged from the Machias River in the east to Cape Ann in Massachusetts, that drain to the Gulf of Maine. Current land holdings include:

- Matagamon Reservation – 24 acres
- Smith Island – 1 acre
- Trust Land – 86,358 acres
- Fee Land – 28,0045 acres

“What is now known as Indian Island is regarded by most historians as the headquarters of the Tarratine tribe for centuries before the first white settlers. The Tarratines, who are direct ancestors of the Penobscots, occupied several villages along the Penobscot River but regarded this island strategically situated above a major waterfall as pre-eminent among their locations. Conveniently central to their seasonal migrations, the island could also be more easily defended than other sites. Old Town derives its name from an acknowledgement of this heritage.”

Taken from 1995 Comprehensive Plan City of Old Town

The Penobscot Nation is one of the oldest continuously operating governments in the world. The Tribal Chief and Vice Chief are elected by its citizens every four years; its twelve-member tribal council is elected for four year terms, half every two years; and a Penobscot Legislative Representative is elected to represent the Nation in the Maine Legislature every four years.

The Penobscot Nation employs approximately 150 people and is the largest employer of Penobscot Citizens and the third largest employer in the region. The Penobscot Nation Administration has many departments and programs, including:

- |   |  |
|---|--|
| Chiefs Office and Council                 | Cultural and Historic Preservation Department  |
| Department of Human Services              | Department of Natural Resources                |
| Education and Career Services             | Eunice Baumann Assisted Living Center          |
| Grants and Contracts                      | Housing Department                             |
| Human Resources/Personnel                 | IV-D Child Support Enforcement                 |
| Legal Department                          | Maintenance/Public Works                       |
| Office of Violence Against Women          | Penobscot Nation Youth Program                 |
| Penobscot High Stakes Bingo               | Penobscot Indian Nation Enterprises (P.I.N.E.) |
| Penobscot Nation Finance                  | Penobscot Nation Health Department             |
| Penobscot Nation Information Technologies | Public Safety                                  |
| Tribal Clerk                              | Tribal Court                                   |
| Tribal Historic Preservation Officer      | Trust Services                                 |
| Water Treatment Plant                     |  |

<sup>13</sup> When Europeans arrived the confederation of tribes was known as Mawooshen. Later the Penobscot, Passamaquoddy, Micmac, and Maliseets were confederated with Mohawks and other tribes at Caughnawaga until the 1860’s. This confederation numbered 17 tribes in the Northeastern United States and Eastern Canada.

On Indian Island, there is one K through 8 school.

St. Anne’s Church was founded in 1688 by Father Louis-Pierre Thury and is the oldest continuous site of Catholic worship in New England. The present church building is the third oldest Catholic Church in Maine and is on the National Registry for Historic Places.

The traditional housing of the Penobscot Nation was the bark wigwam, though larger villages may have had longhouses. These homes were typically made from birch or cedar bark. Traditional Art includes brown ash basketry, root clubs, birch bark containers and etching.

Citizens of the Penobscot Nation were traditionally a kinship based hunter/gatherer society relying on sophisticated seasonal movement of families to occupy familial hunting and gathering territories. They were a “Riverine” Culture, that used rivers, lakes, ponds, and streams for transportation. These groups of families relied on leadership from within. Penobscot were matrilineal and married couples would live with the bride’s family.

Largely taken from “Penobscot Culture & History of the Nation”

[http://www.penobscotculture.com/%3Foption=com\\_content&view=article&id=17&Itemid=30](http://www.penobscotculture.com/%3Foption=com_content&view=article&id=17&Itemid=30)

**Maine Historic Preservation:** The Maine Historic Preservation Commission (MHPC) has identified 74 prehistoric archaeological sites scattered along the banks of Pushaw Stream and the Stillwater and Penobscot Rivers. MHPC indicates that archaeological survey of these areas has been completed as part of hydroelectric relicensing, but recommends that the margins of Caribou Bog and the shoreline of Pushaw Lake needs archaeological survey.

The MHPC identifies the following six historic archaeological sites.

Figure 6.6 Old Town Historic Archaeological Sites				
Site Name	Site #	Site Type	Periods of Significance	National Register Status
<b>Panawanske Mission</b>	ME 324-001	mission	1688-1722	undetermined
<b>Veazie Railroad Bridge</b>	ME 324-003	bridge, railroad	1837	undetermined
<b>Pea Cove Boom</b>	ME 324-004	logging boom	1837-1927	undetermined
<b>Stillwater Sawmill</b>	ME 324-005	mill, sawmill	1850-1907 1907-(?)	undetermined
<b>Great Works Sawmill</b>	ME 324-006	mill, sawmill	1840-1880	undetermined
<b>Whitten Mill and Dam</b>	ME 324-008	mill, brush handle	By 1871 through at least 1916	undetermined

Source: Maine Historic Preservation Commission, 2015.

The MHPC notes that no professional surveys for historic archaeological sites have been conducted to date in Old Town and recommends that future archaeological surveys should

focus on the identification of potentially significant resources associated with the Town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 18<sup>th</sup> and 19<sup>th</sup> centuries.

#### **H. Historic Resources**

According to the MHPC, the following properties in Old Town are listed in the National Register of Historic Places:

- St. James Episcopal Church, Center Street
- US Post Office, Center Street
- Edith Marion Patch House, 500 College Avenue

The MHPC recommends that a comprehensive survey of Old Town's historic above-ground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places.

#### **I. Churches**

The community has numerous places of worship around which it has revolved for many years. The publication Old Town Maine, The First 175 Years, published in September 2015 lists St James' Episcopal Church, the United Baptist Church of Old Town, Catholic Churches, the Old Town United Methodist Church and the Old Town Jewish Community as among these. The places of worship provide enumerable opportunities for building community and services for those in need. Chapter 7, Public Facilities and Services identifies some of the churches that provide social services to the community.

#### **J. Issues and Implications**

1. Are the City's cultural and recreational needs being met by the current system of semi-privatization?
2. Is the City making appropriate investments in its parks and recreation facilities? Should it make an annual appropriation to recreation programs and/or facilities? Should it build capital planning for recreation facilities in its capital planning process?
3. Should the city convene a coalition of cultural and recreational service providers to strategize ways to optimally maintain resources, facilities, and programs?
4. What are the City's most important scenic resources and where are its most important scenic views? Are they adequately protected from proposed development?

5. Should the City seek partners and funding to undertake the following surveys as recommended by the MHPC:
  - an archaeological survey of the margins of Caribou Bog and the shoreline of Pushaw Lake;
  - a professional survey of historic archaeological sites which focus on the identifying potentially significant resources associated with the Town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 18<sup>th</sup> and 19<sup>th</sup> centuries; and/or
  - a comprehensive survey of Old Town's historic above-ground resources in order to identify other properties that may be eligible for nomination to the National Register of Historic Places?
6. Do Old Town's development ordinances and regulations adequately protect its prehistoric archaeological, historic archaeological and historic resources?

**Cultural, Recreational, Historic and Archaeological Resources Vision, Goals, Policies and Actions:**

**Vision for Cultural, Recreational, Historic, and Archaeological Resources:** In 2035, the City’s cultural, recreational, historic, and archaeological resources are protected and enhanced, where appropriate, and serve as a basis of its economic development. The City, REC Program, YMCA, and others are working together to share facilities, coordinate programs, and plan efforts to meet the recreation needs of its youth, families, and elderly.

*From 1995 Plan:* None specified.

**State Goal:** To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters. To preserve the State’s historic and archeological resources.

**Local Goal:** (from 1995 Plan) Ensure that Old Town’s residents continue to enjoy a broad diversity of cultural opportunities. Promote and protect the availability of outdoor recreation opportunities, including access to surface waters, for all citizens of Old Town.

<b>Figure 6.7 Cultural, Recreational, Historic and Archeological Resources Policies</b>	<b>Actions</b>
6.1 <u>Library and Other Publicly Owned Cultural Facilities.</u> Maintain financial support for the library.	a. Continue to use a fee system for out-of-town users until and/or unless financial support is received from surrounding towns. Ensure that sufficient capital funds are appropriated annually to maintain the Library and other publicly owned facilities which are used for recreational and cultural purposes.
6.2 <u>Recreation Facilities.</u> Continue to provide a broad range of recreation facilities and programs for the citizens of Old Town.	a. Encourage the REC Program, YMCA, University, and others to coordinate their programs to maximize resources, minimize duplication of programs, and conflicts in schedule for the purpose of supporting an active, broad-based recreation program.
	b. If the opportunity presents itself, consider expanding recreation and social service programs in vacant space in existing privately owned structures on Stillwater Avenue and surplus public properties near residential neighborhoods.
	c. Ensure that sufficient capital funds are appropriated annually to maintain publicly owned facilities which are used for recreational and cultural purposes.
	d. Review City parks, bike paths, and trails to identify maintenance and expansion needs including but not limited to

<p><b>Figure 6.7 Cultural, Recreational, Historic and Archeological Resources Policies</b></p>	<p><b>Actions</b></p>
	<p>equipment upgrades, drainage improvements, tree maintenance, and/or landscaping. Consider convening a coalition of cultural and recreational service providers to strategize ways to optimally maintain resources, facilities, and programs. Ensure that sufficient capital and operating funds are appropriated annually to maintain and, as appropriate, enhance, and expand them.</p>
<p>6.3. <u>Lakes and Other Outdoor Recreation Resources</u>. Provide for additional and improved public access to the City's major water bodies and outdoor recreation resources.</p>	<p>a. Work with the University, Orono Land Trust, Lake Associations, REC Program, YMCA, ED, and others to preserve high value scenic views, agricultural lands, forests, and habitats to preserve and expand access to outdoor recreation resources, including on land near Juniper Ridge which may be donated to the City. See Natural Resources. Consider working with the Penobscot Nation to build a cultural and educational center in Downtown.</p> <p>b. Seek and use all available public, private, and nonprofit funding mechanisms to implement the Plan, including but not limited to grants, capital planning, and tax funds.</p>
<p>6.4. <u>Historic and Archeological Resources</u>. Protect prehistoric, historic, and archaeological resources from adverse land use impacts.</p>	<p>a. Continue to protect prehistoric, historic, and archaeological resources adjacent to the Penobscot and Stillwater Rivers through Resource Protection District designation.</p> <p>b. Seek partners and public, private, and nonprofit funds to identify important prehistoric, historic, and archaeological resources, including but not limited to the Maine Historic Preservation Commission.</p> <p>c. Revise ordinances to protect important prehistoric, historic, and archaeological resources. Revise the subdivision and site plan ordinances to establish standards to assess potential impacts on prehistoric, historic, and archaeological resources including but not limited to allowing the Planning Board to require a survey and adjust the timing and location of construction to protect important resources.</p>

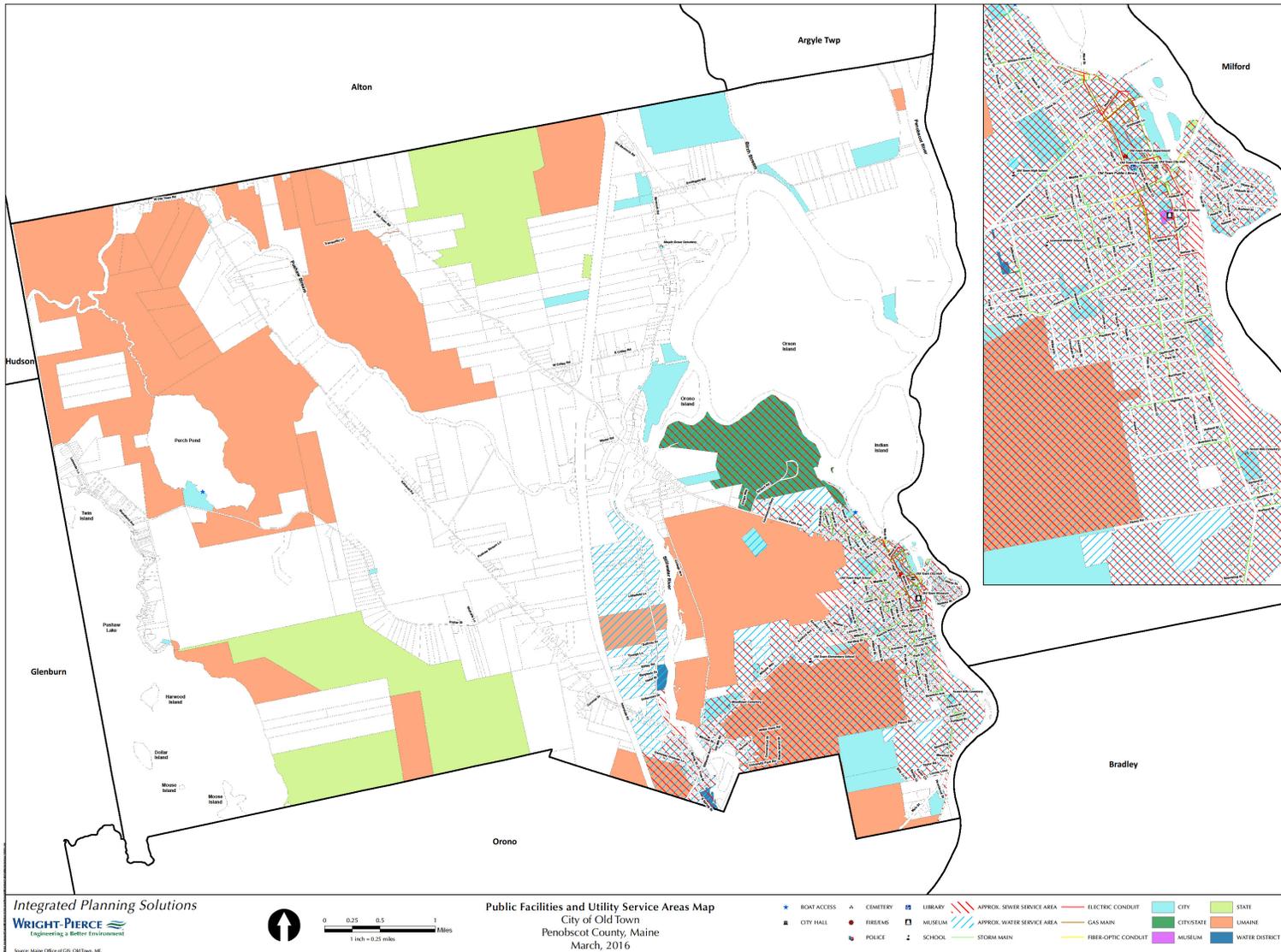
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## Chapter 7

### Public Facilities and Services



## A. Old Town Public Facilities and Services: Figure 7.1 Old Town Public Lands and Facilities



In 1995, the City's chapter on public facilities began with the following: "The City provides a wide variety of services and generally enjoys excellent facilities. The Council deserves credit for developing these facilities as part of an ongoing, long term capital improvements budget." Twenty years later, the Council continues to lead the city in its commitment to quality city services and facilities.

Since the mid-1990s when the City boasted state of the art improvements of the transfer station, recycling center and recycling programs as well as a sand and salt storage shed. In addition, the City undertook a library renovation and expansion. City Hall was moved to downtown in a former bank building; this allowed for more optimal space for the co-located police and fire services. A new elementary school was built on Stillwater Avenue to allow closure of 4 elementary schools; and new hangars at the airport were also built. Additional details about public facilities and services available in Old Town are detailed below.

**A. Public Water Supply – a Regional Service:**

The Old Town Water District (OTWD) was chartered by the State in 1925 but was originally established by the Bangor and Aroostook Railroad in the 1800s. It is a quasi-municipal entity governed by a Board of Trustees and serves Old Town, Milford, Bradley, Indian Island and portions of Orono and UMaine. The OTWD has 3000 customers and manages approximately 67 miles of pipes, with 333 public and private hydrants. The District provides on average 1 million gallons per day (MGD) with peak usage in the range of 1.2MGD in the summer; it has a Maine Drinking Water Program approved backflow control program to protect from water contamination. The public water system also includes 3 reserve storage tanks as backup for high flow times and to maintain adequate pressure. The district performs installation and maintenance of all aspects of the system and maintains a five year capital improvement plan.

According to the OTWD 2014 Annual Report, federal and state water quality testing reports no violations during that year.

*Historically:* Prior to 1927 water was pumped from the Penobscot River directly to users. Between 1927 and 1960, pumped water was treated using rapid sand filtration and chlorine until river water quality forced a conversion to groundwater source at a site that was once used as the Old Town Museum at end of Fourth Street. In 1960, three wells were drilled at the "Spring Street well field". The District began treating water from this source in 1967. In 1981, the Sibley well field was established near the Bennoch Road. In 2007, another well was drilled there and has been available since 2008.

In the late 1980's high levels of iron and manganese were detected in the supply and all District wells were treated thereafter. In 1991, a 'green sand filtration system' was installed; chlorine is used for disinfection and fluoride is added for dental health. Soda ash is added to manage pH. The Donald Commeau Sr. Treatment Plant on Spring Street removes iron and manganese that cause taste and odor issues.

According to the 1995 Plan, 95% of the Old Town's population was served by public water. At that time it was the policy of the District that a future major user would be required to pick up the costs associated with filtration, supply and distribution. This policy has not changed.

No public water system capacity expansions are planned at this time but improvements and upgrades are ongoing. A water main upgrade is under consideration for sometime in the next five years along Bennoch Road.

**Mutual Aid Study for Five Bangor Region Water Systems:** With the widespread focus on utility vulnerabilities and emergency planning that has occurred nationally since the September 11, 2001 terrorist attacks, there has been a renewed interest in the water industry in the concept of mutual aid. The value of a mutual aid plan, however, goes beyond the ability to respond to what is likely to be a remote possibility of a terrorist incident.

In a spirit of cooperation, and with these concerns in mind, five independent water systems in the greater Bangor region bonded together to evaluate the potential for aiding each other for various durations. The five systems examined their physical ability to move water from one system to another, considering such things as differences in hydraulic grade lines, interconnecting pipe size, storage potential, production capacity and the safe yield of the individual sources.

The five systems included in the study were the Bangor Water District, the Brewer Water Department, the Hampden Water District, the Orono-Veazie Water District and the Old Town Water District. The goals of the study were to identify which means of sharing water was feasible, infrastructure improvements that are necessary to implement those sharing mechanisms with the greatest chance of success, and suggested actions that can be implemented to minimize problems during that period of aid.

The image that follows identifies some of the major mutual aid considerations.



**WATER SYSTEMS**  
**Mutual Aid Study:**  
 Bangor, Brewer, Hampden,  
 Old Town, and Orono-Veazie, Maine

**Communities' cooperation assures reliable water service during emergencies**

**SAFETY, RELIABILITY AND STRENGTH IN NUMBERS**  
 Public health, safety, and welfare are seriously compromised when a community cannot provide clean, safe water during an emergency. Five water utilities in Maine — Bangor, Brewer, Hampden, Old Town and Orono-Veazie — have ensured that service to their more than 68,000 water customers will not be compromised during any emergency. Taking advantage of their strength in numbers, the water utilities teamed together and retained Woodard & Curran to conduct a Mutual Aid Study.

**FIRST LARGE-SCALE STUDY IN NEW ENGLAND**  
 Mutual Aid Studies are based on a methodology that is often part of water regionalization or amalgamation contracts. This formalized study was the first in Maine and the first of its size in New England. It was designed to equip utilities with the ability to provide uninterrupted service during emergencies. The study achieved this by determining how each utility can help each other, how emergency connections affect water quality, how to implement interconnections, and how to blend complex waters.

**INNOVATIVE HYDRAULIC MODEL SAVES MONEY**  
 A skeleton hydraulic model, which had never before been applied to a mutual aid study, was based on sound, existing hydraulic information. The model accurately identified hydraulic conveyance possibilities and investigated a host of water chemistry and compatibility issues. Rather than develop a new hydraulic model for each system, which would have cost about \$200,000, the team used existing data. The team mapped only major trunklines (pipes over 8 to 12 inches in diameter) and essential details at intersections, reducing the cost of the model to approximately \$30,000.

**ORONO-VEAZIE WATER DISTRICT**  
 Customers served: 5,125

**OLD TOWN WATER DISTRICT**  
 Customers served: 8,130

**BANGOR WATER DISTRICT**  
 Customers served: 45,000

**HAMPDEN WATER DISTRICT**  
 Customers served: 1,600

**BREWER WATER DEPARTMENT**  
 Customers served: 9,000

**WAYNE ROGALSKI, BANGOR WATER DISTRICT GENERAL MANAGER**

*"If we have an emergency, providing water is an essential service. It's a major public health concern. Now, thanks to the mutual aid study, neighboring systems will be able to lend the support needed to get one another through a crisis."*

**WOODARD & CURRAN**  
 Engineering • Science • Operations  
 BANGOR, MAINE

Source: Old Town Water District Web page

Further, the City and the District have begun conversations exploring the feasibility and efficiency of combining water and sewer services; a formal study to determine pros, cons, feasibility and costs is needed but is not yet funded.

The Old Town Water District employs a staff of seven dedicated employees consisting of a Superintendent, two office staff, a filter plant operator, foreman, and a maintenance and repair crew of two.

In accordance with state law and the charter of the Old Town Water District three trustees oversee governing the District with two members representing Old Town and one representing Milford. The Trustees examine income and expenses on a monthly basis. As required, the trustees employ the services of a Certified Public Accountant to perform an annual audit of all financial aspects of the District. The Water District examines the true cost of servicing customers and set water rates accordingly with approval of the Maine Public Utilities Commission.

Public input pertaining to any public water issue is welcome and encouraged at any regular Trustee meeting. Meetings are generally held from 7:30 am to 9:00 am on the 2<sup>nd</sup> Tuesday of each month at the Old Town Water District Office on Center Street.

**B. Pollution Control (Wastewater Collection and Treatment)**

The Water Pollution Control Facility (WPCF) is a fixed film, secondary treatment wastewater facility, utilizing Rotating Biological Contactors (RBCs).<sup>1</sup> The facility was constructed in 1975 and upgraded in 2003. With the completion of the upgrade, the WPCF is now capable of providing full secondary treatment for an average daily flow of

*“The mission of the Pollution Control Department of the City of Old Town “is to collect and provide proper treatment of the City’s residential, commercial, and industrial wastewater for the lowest practical cost to the residents and ratepayers in a prudent, reasonable and responsible manner.”*

1.7 MGD and up to 4.7 MGD of flow (peak hourly), and provide primary treatment with disinfection for up to an additional 11 MGD of flows. There are 2 outfalls at the WPCF; when flow peaks at 4.7 MGD, the second (primary clarifier storm flow) outfall is used.

Major treatment processes for the upgraded WPCF include:

- influent pumping facilities;
- fine screening via a mechanically cleaned step screen with a backup manual coarse bar rack;
- grit removal via a two speed vortex system; primary treatment with two primary clarifiers;
- a storm flow treatment system that includes pumping, flow metering, primary treatment, disinfection, dechlorination and sampling facilities;
- a secondary treatment system which includes RBCs with the ability to be operated in a "hybrid" fashion (fixed film and supplementary suspended growth treatment), two final clarifiers, disinfection, dechlorination and sampling facilities;
- return and waste sludge pumping facilities; sludge handling system, which includes sludge storage, pumping and dewatering facilities;

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<sup>1</sup> Source for this section – WPCF superintendent and Old Town Web page

- and a new instrumentation and control system, including a Supervisory Control and Data Acquisition (SCADA) system.

The wastewater collection system contains approximately 25 miles of sewers, 500 manholes, and seven pump stations. It serves both commercial and residential interests, with 1949 Old Town residential accounts (including nearly 240 mobile homes and at least 300 apartment units beyond single family users) and approximately 500 Milford users utilizing the system. Portions of this collection system date back to the 1890's and as such are subsequently discharged to the Penobscot River.

In addition to the two licensed outfalls at the plant, the City of Old Town has three licensed combined sewer overflows (CSOs). Two discharge to the Penobscot River and one to the Stillwater River. The CSO locations are listed below.

- CSO #002 - Prentiss Street, 24 inch overflow
- CSO #003 - Gilman Falls Avenue, 10 inch overflow
- CSO #004 - Stillwater Avenue, 8 inch overflow

Two other CSO discharges exist, but have been deactivated. An 8-inch overflow in the Great Works area of Old Town which has been plugged; and an 8-inch overflow directly connected to the College Avenue Pump Station Wetwell (Stillwater System), where its valve has been manually closed.

The WPCF is staffed by 5 employees – 1 Superintendent/Lab Supervisor, 1 Maintenance Supervisor/Chief Operator, 2 Operators, and an Office Manager.

Normal working hours are Monday - Thursday 6:30 a.m. - 5:00 p.m. and Friday 6:30 a.m. - 3:00 p.m. Weekend and holiday duty includes a plant inspection and any required daily laboratory analysis.

Within the next year, three Pump Station Upgrades are planned at a cost of around \$2.2 million. The cost of this upgrade will rely on loans or grants from the United States Department of Agriculture and a rate increase, the last of which occurred in 2003. In addition, there are plans to rehabilitate the Elm Street area sewer collection system, estimated to cost around \$1.2 million to be paid for by a loan and grant funding.

**C. Public Works**

The Public Works Department, with a staff of 12, is responsible for transportation infrastructure maintenance, Municipal solid waste recycling and disposal, active and closed landfill monitoring and maintenance, spring cleanup, maintenance of parks and cemeteries as well as management of storm water systems and MS4 compliance. The Department also plows and sands streets and sidewalks, and picks up fallen trees and related debris. All city owned building facilities are maintained by the department. The City contracts with private contractors for some construction projects.

Since fall 2010, the number of staff has decreased by nearly half (9).

<b>Figure 7.2 – Public works personnel</b>	
<b>Classification</b>	<b>#</b>
Facilities Maintenance	1 full time
Mechanic	2 full time
Janitorial	3 part time
Administrative Assistant	1 part time
Crew	9 full time
Director	1 full time

A rough schedule of department activities follows:

- April: Sweep winter sand, spring cleanup
- May: Cemetery maintenance begins
- June: Summer projects begin
- July, August and September: Summer projects continue
- Other: Catch basin maintenance and roadside mowing

The City maintains 175 lane miles of road, including 18 miles of gravel road. By contract with the State, the City plows and the State handles summer maintenance on Routes 43 and 116. Most roads are in fair to good condition.

As noted in Chapter 9: Transportation, the City authorized a \$1,000,000 bond to begin addressing road maintenance issues. Since the 1995 Plan, public works has been involved in capital projects like Riverfront Park, Airport Hangars, ball fields, tennis and basketball courts, Woodland Avenue and College Avenue extension drainage and surface improvements.

The City garage, built in 1969, is located on Airport Road. When the 1995 plan was completed, it recommended an addition and new roof; minimal maintenance and improvement has

occurred. In a conversation with the City Manager, Orono recently replaced their garage at a cost of \$6,000,000; more than likely the Old Town garage will require bonding to pay for its replacement. The sand and salt shed is in good condition.

Today, Major equipment includes:

- 6 dump trucks
- 5 pick-up trucks
- 4 Mowers
- Mini excavators
- Skid Steer
- Bulldozer
- 3 Loaders
- Road Grader
- Excavator

The City has more than 700 catch basins. A 48" concrete storm water pipe was runs from the High School across Stillwater Avenue, over to Perkins Avenue ultimately to the treatment plant. Known as the Brook Pipe, it was installed in the 1960s; it has collapsed in a few places in the past. The city has a reserve account to analyze its condition and determine how best to program for its replacement or upgrading. The City programs replacement dollars for equipment on an annual basis.

**Solid Waste:** Old Town has curbside garbage pickup. Beginning January 1, 2013 Old Town adopted a new system of trash collection and management called "pay-as-you-throw".

Prior to January 1, the recycling program as described in the 1995 Comprehensive Plan had been a success, but mounting costs led officials and the City's Department of Public Works to search for alternatives that would help reduce waste across the community.

Funding for trash collection and disposal previously came from the City's budget, supported by residents' property taxes. Since residents were not charged directly for the collection and disposal of their trash, the true cost of this service was masked.

Pay-as-you-throw takes a different approach. Residents under this system are charged for each bag of waste at the curb which offers an incentive to generate less: the less they toss, the less they pay. In this way, waste collection is treated in the same way as electricity, gas, and other utilities; it is based on use. In this way, residents are in control of the amount they pay for waste collection. Participating in Old Town's pay-as-you-throw program is simple; residents purchase special 15 or 33 gallon bags at several different retailers in town. The bags cost \$1.50

and \$2.00 respectively, and are marked with the City’s seal. All residents have to do is place their trash in these bags for collection.

All solid waste is brought to the transfer station on Gilman Falls Avenue; the transfer station was privatized at roughly the same time as the opening of Juniper Ridge Landfill. Alton and the

**Figure 7.3: Timeline for Development of Juniper Ridge Facility**

- **July 28, 1993** – Original license issued by the Board of Environmental Protection to Fort James Operating Company for a secure landfill for the disposal of mill wastes (primarily sludge and ash).
- **December 1996** – Fort James begins Landfill operations.
- **April/May 2003** – The Governor’s Office and Georgia-Pacific began discussion on how to address mill related issues that led to the April 4<sup>th</sup> decision by G-P to close the two paper machines at the Old Town mill.
- **May/June 2003** – The Governor’s Office, State Planning Office, Department of Environmental Protection and Georgia-Pacific begin framing steps necessary to fulfill needs identified to date. The landfill is identified as an asset of G-P that would also provide needed within-state solid waste disposal capacity, a task that had been legislatively delegated to the SPO.
- **June 2003** – Maine Legislature passed Resolve 2003 Chapter 93 (Resolve, To Authorize the State to Purchase a Landfill in the City of Old Town) that authorized the Maine State Planning Office to acquire the existing West Old Town Landfill and to enter into agreements concerning its operation.
- **June 13, 2003** – The State Planning Office released its public notice for “Request for Proposals: Contract for Landfill Operations”, relative to the planned operation of the West Old Town Landfill as a state-owned disposal facility.
- **June 23, 2003** – The State Planning Office holds a ‘pre-bid’ meeting at the Fort James/Georgia Pacific landfill in Old Town.
- **July 9, 2003** – Responses to the State Planning Office’s RFP were due. SPO began reviewing the proposal received from Casella Waste Systems, Inc. No other proposals were received.
- **August 18, 2003** – State Planning Office awarded the landfill operations contract to Casella Waste Systems, Inc. State Planning Office and Casella begin drafting the operating services agreement for the operation of the landfill, reflecting the terms and conditions included in the Request for Proposals and Casella’s response.
- **September 26, 2003** – An application was submitted to the Department of Environmental Protection by the Maine State Planning Office, requesting the transfer of the existing West Old Town Landfill license from Fort James to the State Planning Office.
- **October 21, 2003** – An Order was issued by the Department of Environmental Protection approving the transfer of the West Old Town Landfill license from Fort James to the State of Maine.
- **October 30, 2003** – An application for an amendment to the original landfill license was submitted to the Department of Environmental Protection by the Maine State Planning Office. The application proposed an increase in the final elevation of the landfill (from 270 feet to 390 feet) that involves construction of a 30 foot high berm around the perimeter of the licensed footprint of the facility. The application also proposed the acceptance of additional in-state waste types including construction/demolition debris, incinerator residues and smaller quantities of other special wastes.
- **April 2004** – The Department of Environmental Protection approves license amendment for vertical increase.
- **September 2011** – State Planning Office and Casella Waste Systems submit application for a public benefit determination to the Department of Environmental Protection for a proposed expansion of the landfill.
- **January 2012** – Department of Environmental Protection issues approval of public benefit determination.”

Source: <http://www.maine.gov/decd/meocd/landfills/juniper.shtml>

Penobscot Indian Nation also use the transfer station which includes a recycling center, the white goods pile, and the demolition landfill. The compost site and the City garage are nearby.

In 1995 the expected life of the demolition landfill was twenty years. At that time, the transfer station and demolition landfill were operated through a contract with Sawyer's. Waste was hauled from the transfer station to PERC. Today, based on 1989 legislation banning new commercial solid waste disposal facilities and placing the responsibility for providing future disposal capacity on the State itself, the State owns the privately operated Juniper Ridge Landfill at the north of Old Town just off Exit 199. The Juniper Ridge Landfill accepts residues from waste-to-energy facilities, construction demolition debris and other wastes generated within the State. Juniper Ridge Landfill is operated by New England Waste Services of Maine, (NEWSME) LLC, a subsidiary of Casella Waste Systems. The Juniper Ridge Landfill generated a fair amount of controversy in Old Town and surrounding areas during its planning and development stages. The timeline for the development of the facility is outlined in Figure 7.3.

The City appointed the Code Officer to the Juniper Ridge Advisory Committee. Based on a report to the State by NEWSME dated June 12, 2015, the City of Old Town as host to the facility has benefited in aggregate since 2004 in the amount of \$11,508,808 as calculated through tonnage fees, payment in lieu of taxes, impact fees and free disposal. Alton and landfill neighbors are also beneficiaries.

Planning is underway by Aria Energy of Novi, Michigan, in partnership with Casella Waste Systems to develop, construct, and operate a 4.8 megawatt gas-to-energy plant at the facility, enough to potentially power more than 4,800 homes. Construction is slated for 2016 and operation is expected to begin in 2017. See Chapter 8: Water and Natural Resources; Forestry and Agriculture.

**Recycling:** While trash pick-up occurs weekly, recycling in Old Town is picked up every other week on the same schedule as trash pick-up.

A 65-gallon zero sort recycling container is assigned to each address; when residents move, the container remains at the address. The container is for accepted recycling items only. If unaccepted items are in the container, it will not be collected.

Waste Accepted at the privatized Transfer station includes Brush, stumps and boards; demolition debris including earth, plaster, mortar, bricks, building blocks, roofing material, sheetrock, plastics and any similar materials; white goods, including discarded washers, dryers, refrigerators and stoves; auto body parts and other heavy metal materials; and tires.

In 1993, Old Town's reported recycling rate was 37.6%<sup>2</sup>; in 2010 the Maine State Planning Office issued a letter to the city indicating that rate had climbed to 43.96%. No data was

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<sup>2</sup> 1995 Old Town Comprehensive Plan

available to identify the recycling rate under the ‘pay-as-you-throw’ system.

**Parks:** The City owns numerous recreation sites maintained by the Public Works Department; programming of the facilities was privatized in 2013. The details of each publicly owned recreation facility are outlined in Chapter 6: Cultural and Recreational Resources.

**Cemeteries:** The Public Works department also maintains and manages several cemeteries in the City. These include:

Figure 7.4: Cemeteries		
Name	Location	Availability of plots
Forest Hill	Main Street	None
Riverside	Bennoch Road (Orono)	None
West Old Town	Kirkland Road	None
Lawndale	Stillwater Avenue	Lots Available
St. Joseph's	Route 2, High Head	Lots Available

Source: City of Old Town

St. Joseph’s and Lawndale cemeteries have sufficient space available to service the community for the next 15 to 20 years.

**D. Police Protection**

The Old Town Police Department was located in the basement of City Hall at the corner of Brunswick and Middle Street until the mid to late 2000s when City Hall relocated to Main Street. Space is adequate to house both Police and Fire Departments.

*The mission of the Old Town Police Department is “to safeguard the lives and property of the people that we serve, to preserve peace, to detect and prevent crime and to enhance public safety while working with the community to improve their quality of life. We are committed to do so with honor and integrity, while at all times conducting ourselves with the highest ethical standards to maintain public confidence.”*

The Police force includes the Chief, a captain, 3 sergeants, 1 detective, 1 drug enforcement officer, 10 patrol officers, 1 K9 handler and 1 K9. Ongoing Programs offered by the Police Department include:

Citizens Police Academy, TRIAD<sup>3</sup>, Drug Take Back, Finger Printing, Property Watch, Women’s Self Defense, Special Olympics. Two new programs are coming soon: “Hug a Bear” and “Good Morning”.

Officer Training supported by the City includes the following:

**Figure 7.5: Ongoing Police Department Training**

Supervisory Training	Yearly PJMA <sup>4</sup>	Leadership	Intoxilyzer Instructor
Methods of Instruction	Defensive Tactics	Liability	Tactics
Firearms Instructor	TASER	Diversity	Miscellaneous as needed
Interview & Interrogations	K9 Training	Field Training Officer	

In 2014 the Department handled 7086 calls for service; compared with an estimate 9-10,000 reported in 1995. The following table compares specified 2014 incidents with similar calls enumerated in the 1995 plan. The Department does not do homicide investigations, but handles everything else. While each year brings with it different issues, it should be noted that with minor exception, the numbers appear to be reducing.

Nature of Call	# 1995	# 2015
Burglaries	30-40	31
Theft	200	94 + 6 auto
Assault	30	17
OUI Arrests	100	47
Auto crashes w/damage or injuries	450	307
Animal Complaint	350	276
Welfare checks	Not itemized	165
Traffic Offense	Not itemized	111
Special Patrol <sup>5</sup>	Not itemized	1242
Property Watch/House Check	Not itemized	643
Calls to Assist Other Departments	650	276

Source: 1995 Plan and Penobscot Regional Communications Center report dated 6/17/2015

The city has mutual aid agreements with Orono, Veazie, Bangor, Brewer, Maine State Police and the Penobscot Indian Nation. (1995 Mutual Aid agreements with Milford and Bradley are no longer in force

<sup>3</sup> A partnership of three organizations (law enforcement, older adults and community groups) to promote older adult safety and to reduce fear of crime often experienced by older adults.

<sup>4</sup> Mandatory online computer training topics sponsored by the Maine Criminal Justice Academy

<sup>5</sup> A school zone or a requested patrol of an area where there has been recent complaints

Currently the Department's major equipment and replacement schedule includes:

- 4 marked Police Vehicles – replaced on a “2 and 1 rotation” (or 2 in one year and 1 the next year)
- 3 unmarked Police Vehicles – (former front line cars replaced as needed)
- 5 TASERs replaced every 5 years
- 18 Glock Hand Guns replaced every 5 years
- 4 Bushmaster Rifles replaced every 5 years
- 4 Shot Guns replaced every 5 years
- 1 ATV - replaced when needed - via grant
- 1 Body Wire replaced when needed - via grant
- 2 Infrared Cameras replaced when needed – via grants
- Night Vision replaced when needed – via grants
- Thermal imager replaced when needed – via grants

According to Police Department Officials, the Department faces challenges of inadequate funding, lack of qualified applicants, mounting and complicated drug abuse issues involving Heroin, Cocaine, bath salts and prescription drugs.

The presence of UMaine nearby brings issues associated with underage drinking, possession of liquor by minors, providing liquors to minors, providing a place for minors to possess or consume liquor, illegal transportation of liquor, some drug related issues as well as noise and disorderly property complaints. Collaboration with UMaine is ongoing and relations are good.

In the coming planning cycle, the Chief suggests that the City will need to focus on shifting communications from analog to digital systems. This will be costly transition in the range of at least \$200,000.

Further, the Chief indicates that jail space is limited; in future arrests, where will those arrested be held? Should arrests be reduced? Should the station allow for bail processing? Should the department be responsible for transportation of those arrested to the courts or other required locations.

The Chief would like to see planning for new computer programs and the use of cloud based servers as the primary way files and evidence are stored. He also promotes planning for how body worn cameras will impact policing at all levels.

The City recently received a three-year grant in the amount of \$125,000 to reinstate the School Resource Officer; the City committed to fully funding the position in the 4<sup>th</sup> year and beyond. More community based programs with appropriately supported funding are needed.

**E. Fire Protection**

The Fire Department is operated 24 hrs 7 days a week and provides numerous services including: Fire Response, Public Education, Emergency Management, Code Enforcement, Special Operations, EMS, Rescue and other miscellaneous and untypical services. The two principal services are EMS/Ambulance and Fire protection and response.

*Old Town Fire & Rescue provides life, property, infra-structure and environmental protection through responsible code enforcement, dynamic public education, the delivery of high quality emergency medical care and aggressive emergency response.*

EMS services include emergency medical care at the paramedic level to all citizens and visitors of Old Town, Milford, Bradley, Greenfield, Greenbush, Argyle, Alton, TWP-32, and Penobscot Nation in addition to advanced life support through mutual aid to Orono Fire, University of Maine, and Three Rivers Ambulance in Milo. Personnel are continuously trained to maintain proficiency in paramedic skills. In addition to calls for emergency medical services, department personnel are also called upon to respond to all types of unusual incidents such as swift water, ice rescue, confined space rescue and high angle rescue. Extrication from vehicles and machinery accidents are also part of their primary mission.

Personnel are continuously trained to maintain proficiency in paramedic skills. In addition to calls for emergency medical services, department personnel are also called upon to respond to all types of unusual incidents such as swift water, ice rescue, confined space rescue and high angle rescue. Extrication from vehicles and machinery accidents are also part of their primary mission.

Fire protection services aim to provide the highest level of fire protection for the community. Old Town Fire has in place an aggressive “automatic mutual aid” agreement with Orono, Milford and Bangor Fire Departments for all second alarm assignments. Additional mutual aid partners are Bradley, Alton, Glenburn and Hudson fire departments who provide support with tankers for water supply on fire scenes located outside the hydrant district. In addition to these area fire departments, the University of Maine’s Volunteer Ambulance Corps provides support on fire and EMS scenes when the college is in session. Veazie Fire also plays a role in mutual aid through station coverage and manpower as needed. All 9-1-1 calls received for service are dispatched through Penobscot Regional Communications located in Bangor Maine. The Department staffs three shifts each with six personnel who work a 24/48-hour schedule for a total of 18 firefighters, 1 chief and a ½ time clerical person shared with the police department.

The department handles in the range of 2,450 9-1-1 calls per year. Roughly 2,000 are EMS related and 450 are fire runs.

The City's one fire station has been co-located with the Police Department since 2005/2006 and houses:

- 2 - ALS ambulances
- 1 – Engine/pumper
- 1 - 77' Aerial ladder
- 1 - Rescue Truck
- 1-rescue boat and
- 1-Utility truck.

The Fire Chief reports that the Department's needs are as follows:

1. Heavy Equipment Replacement: Fire Apparatus replacement is not scheduled or funded; this could include creative financing such as lease/purchase. In order to be better prepared to respond to growing needs, an annual allocation of \$150,000, adjusted annually for inflation, would be needed for vehicle replacement.
2. Employee outfitting: An account is needed for employee outfitting and equipment to properly and safely respond. This includes Personal Protection Equipment, tools of the trade, radios, ambulance equipment and other small equipment. Periodic grants have been available since 9-11 but are not guaranteed; and this funding cannot be relied on. An allocation in the range of \$75,000 to \$100,000 would be required to support outfitting needs including small equipment like radios, defibrillators, gear, tools, generators, safety equipment and the like.
3. Additional training funds are needed: This is a matter of customer and employee safety and affects the Department's recruitment and employee development success.
4. Communications: The department is hosted on a Tower that is shared with Orono, Veazie and Milford Fire Departments. It is located on Hilltop at UMaine Campus but it does not provide adequate coverage for all of Old Town. There is a repeater on the water tower that is used by the Police Department which would be helpful but is unavailable at this time.
5. The computer system functions but is aging and not keeping up with the times. Grants have provided for computers in the ambulances and fire trucks for EMS reporting. Desktop services are contracted for by a company in Southern Maine that rarely visits the facility and the relationship is less than satisfactory.
6. Public Safety Building repair/maintenance: no repair and replacement budgeting occurs to take care of the aging building's needs.

**F. Schools**

The Old Town School Department became a part of Regional School Unit #34 in 2009 resulting from state legislation prompting regionalization changes across the state. The decision to form the RSU came after an extensive local planning process involving Old Town, Orono, Milford, Greenbush, Alton and Bradley. In the end, Old Town, Alton, and Bradley voted to join forces. The RSU, as a separate governmental unit, has its own budgeting process in coordination with the municipalities it serves.

The RSU maintains a high school, a middle school and an elementary school in Old Town and an elementary school in Alton, an elementary school in Bradley as well as all related grounds. Since the 1995 Comprehensive Plan, four elementary schools in Old Town were consolidated into one with the closure and/or demolition of three schools (Helen Hunt School, Jefferson Street School, and Herbert Gray School) and the retention of the Herbert Sargent School as a community center. The Old Town Elementary School (OTES) was built on Stillwater Avenue and began operations in 2004.

As of April 1<sup>st</sup>, 2015, OTES has an enrollment of 560 students which is very near capacity given the current organizational structure, teacher/student ratio and class size targets.

The Leonard Middle School (built in 1965) has a current enrollment of 289 with an estimated capacity of 350 students and given the current organizational structure, teacher/student ratio and class size targets.

Old Town High School (built in 1955 with additions in the late 60s, late 70s/early 80s and in 2013) has a current enrollment of 477 with an estimated capacity of 600 students. The RSU highlights projects completed at Old Town High School that illustrate the community's dedication to its students. The addition of a \$5.3 million dollar science/art/technical education wing in 2013 provides state of the art labs and workstations for OTHS students. This project was completed with 100% local dollars financed at 0% interest through a federal school construction finance program. The Victory Field Complex underwent a major renovation in 2014. This very ambitious project began as an effort of a small group known as "Restore The Pride." This group, working as a committee of the RSU #34 Education Foundation along with the OTHS athletic director, supported by the generosity of the City of Old Town, local businesses, parents, friends and alumni came together to accomplish great things for student athletes. Groundwork donated by Sargent-Corp was completed in preparation for a new 8-lane 400 meter rubberized track; practice field and area for track field events. Updates to the concession & restroom area as well as new scoreboards for Victory Field, softball & baseball

fields, a new press box, fencing & bleachers were made possible by generous contributions. Countless hours of labor were donated by alumni, parents and friends to make this ambitious project a reality. Two additional tennis courts at OTHS were added in 2014 making home matches possible at this one site as well as increased capacity for community use of the courts. This project was funded as a joint effort of the Regional School Unit and the City of Old Town.

The Old Town School Department, and subsequently Regional School Unit #34, has actively addressed a long list of deferred maintenance facilities projects since 2005. The RSU has taken proactive steps in identifying, prioritizing and planning for current and future minor maintenance renovation projects as well as major capital projects. In 2014, the RSU established capital reserve funds for facilities and athletic fields.

The RSU notes that the increasing poverty and homelessness rates are among challenges they face.

**Private Schools:** “The Stillwater School in Old Town is a Montessori School established as a non-profit corporation in 1983 to provide the surrounding communities with high-quality educational, non-sectarian programs for children using the Montessori Method. All possible means are utilized to provide for each child’s physical and psychological needs. Its serves children ages three through ten.”<sup>6</sup>

**G. Municipal Buildings**

**City Hall:** City Administration includes City Manager, City Clerk, Finance, Assessor, Code Enforcement and General Assistance. The City has Council-Manager form of government. The 1995 Comprehensive Plan outlined numerous space/storage and organizational needs in order to improve the functions of city administration. City Hall was relocated from its co-location with Fire and Police Departments in the late 2000s to Main Street in the former Bangor Savings Bank building. It is served by on- and off-street parking.

No information was provided indicating facility maintenance or capital needs. In January 2011, the City of Old Town Operational and Organizational Study of Municipal Services was published. Its recommendations for reorganizing services are included at the end of this section in Figure 7.7.

**Public Library:** This public facility is addressed in Chapter 6: Cultural and Recreational Resources.

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<sup>6</sup> <http://www.stillwatermontessori.org/>

## **H. Health Care Facilities**

The Helen Hunt Health Care Center on Brunswick Street is a division of Penobscot Community Health Care (PCHC). The facility was created as a rehabilitation of an elementary school after the new school was occupied in 2004. PCHC services in a variety of locations include audiology, care management, community care and geriatrics, dental services, family medicine, health care for the homeless, laboratory services, medical specialists, mental health, optometry, orthopedics, osteopathic manipulation services, pediatrics, pharmacy, physical therapy, podiatry, speech therapy, walk-in care, women's health and x-ray. PCHC facilities are located in Bangor, Brewer, Belfast, Jackman and Winterport.

In addition, Bangor hosts the following regional hospitals: Eastern Maine Medical Center, Saint Joseph's Hospital, Acadia Hospital and the Dorothea Dix Psychiatric Center.

## **I. Communications**

According to City-data.com, there are 11 FCC Registered Mobile Towers in Old Town. Of those 4 are registered to the government entities; namely, the Jefferson Street School for the Police Department, at Brunswick Street and at Fourth Street for the County and one on Airport Road for the state facilities there (presumably the airport and forest service).

US Cellular, Verizon, Time Warner, AT&T and Century Link provide communications services in the city.

According to Fierce Telecom, Maine's Three Ring Binder project completed in 2012 has already helped GWI expand high-speed Internet service to eight communities across the state – and we are building the first of many planned world class 'Gigabit Main Street' fiber networks in Old Town and Orono," said GWI CEO Fletcher Kittredge. "With this kind of speed available to test and develop the next generation of technology applications, the next Google or Facebook could be born right here in Maine."

See Police and Fire subsections (D & E respectively) for public safety related communications discussions.

**The "Three Ring Binder"** is a fiberglass technology that allows infinite capacity for telecommunications signals. It is specifically designed to transmit data and images across the internet. Each fiber can be dedicated to a particular customer. Akin to an interstate highway

the Three Ring Binder is in place but it requires a 'local street' system to build connections between customers and institutions. Based on an interlocal agreement, Orono, Old Town and the University of Maine have formed a corporation called OTO Fiber in an effort to bring the so-called 'last mile' to the area. As OTO Fiber, governed by a Board of appointed members from all three entities, have applied for and received funding from the Northern Border Regional Commission to launch a pilot effort to better understand what it will take to build the last mile. The grant in the amount of \$250,000 requires an equal match in cash and in kind contributions from the partners. The analysis will include engineering to decide what gets built and where and will outline what it will take to maintain. Once built, the corporation will have authority to lease access to internet providers who can make it available to customers.

## **J. Energy**

According to 2013 US Census estimates, of the 3429 housing units occupied in Old Town, 2459 use fuel oil or kerosene, 311 use electric heat, 239 burn wood, 209 are heated with natural gas and 190 use LP gas. No statistics are available for commercial heating sources.

**Emera (Bangor Hydro)** provides electrical supply to Old Town; all areas of the city are served.

**Aria Energy** is partnering with Casella Waste Systems who operates the state-owned Juniper Ridge landfill to establish a waste to energy facility that is estimated to generate sufficient electricity to power over 4800 homes by sometime in 2017. "This project involves extracting (methane) gas from within the landfill and delivering the gas to a generation facility where it is converted into energy and will supply the New England electric grid. According to the U.S. Environmental Protection Agency (EPA), landfill gas-to-energy projects reduce reliance on non-renewable energy resources, such as natural gas, coal, or petroleum. The EPA estimates that 4.8 MW of energy produced from landfill gas is equivalent to preventing carbon emissions generated by the consumption of 24.4 million gallons of gasoline annually."<sup>7</sup>

**The Bangor Natural Gas Company** is approved by the Maine Public Utilities Commission to distribute natural gas to residential, commercial, and industrial customers in 12 Bangor area communities. Included within the service area are Bangor, Brewer, Veazie, Orono, Old Town, Milford, Bradley, Eddington, Orrington, Bucksport, Hampden, and Hermon.

In Old Town, streets served by Bangor Natural Gas include:

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<sup>7</sup> <http://www.ariaenergy.com/aria-energy-and-casella-waste-systems-to-develop-renewable-energy-project-at-juniper-ridge-landfill/>

Airport Road	Eaton Street	Hillside Avenue	Prentiss Street
Bachelor Drive	Elm Street	Leonard Lane	Sargent Drive
Brunswick Street	Gilman Falls Avenue	Middle Street	Sewall Drive
Bowdoin Street	Fourth Street	North 4th Street	Seventh Street
Bradbury Street	Fifth Street	North Main Street	Sixth Street
Carroll Street	High Street	Perkins Avenue	South Main Street
Center Street	Highland Avenue	Oak Street	Stillwater Avenue
College Avenue	Hilliard Street	Pine Street	Veazie Street
Cooper Street			

With 3 energy providers covering Old Town, the cost to energy customers will likely be more competitive.

**Solar:** In Maine energy costs are very high. There is little hope that energy costs will decrease. “Going Green” is a theme that many ‘30 somethings’ find attractive in communities to which they wish to move and grow their families.

Municipalities across Maine are installing solar power without any tax implications for residents, many of them using “power purchase agreements” with the company installing solar panels. These agreements allow a town to get electricity at a slightly discounted rate during the first six years – when the panels are still owned by the company that installs them. The private company can benefit from generous federal tax credits for solar that the municipality cannot use.

Once the panels are fully depreciated, the municipality has an option to buy them at a discount (typically less than half the original cost). The total payback period for towns is 10 to 15 years, allowing them to enjoy free power during the remainder of the panels’ expected 40-year lifespan.

**K. Social Services**

Many social services provide services to Old Town residents; what follows is not an exhaustive list.

Penquis Community Action Program offers child care and head start, classes and workshops, heating and utility support, housing, legal/family law, lending and financial services, parenting and family services, laid-off worker resources, senior citizen services, sexual assault preventions services, small business development and transportation services.

River Coalition's mission is to ensure that the communities it serves are safe and healthy by enabling collaboration, strengthening partnerships, and assisting in resource development. It provides after school programs, community health and nutrition services and is the headquarters for a Partnership for a Healthy Northern Penobscot.

Fort James House, located on West Old Town Road, operates as a subsidiary of UCP of Maine whose purpose is focused on advancing the independence, productivity and full citizenship potential of people with disabilities who have multiple needs. It provides information, programs, services and support for clients and other members of their community, serves children and adults with a wide range of disabilities.

The Old Town/Orono YMCA is located on Stillwater Avenue. Located in the Hannaford Shopping Plaza, the 85,000 square foot facility offers an adult gymnasium, indoor walking track, aerobic studio, indoor banked running track, after school activity program center, conference room, fitness center, older adult room, rock climbing gym, gymnastics center, indoor skate park, day care center and therapeutic pool. A wide variety of classes and programs are available for members and non-members alike. The Y also leases the City pool located at the High School.

American Legion is part of a national organization that provides veterans services, career and education opportunities, health services, family and youth support, financial services, troop support and suicide prevention services. In Old Town, the Legion is located on Water Street.

The Elks Lodge #1287 is located on Fourth Street in Old Town. The focus of the organization is on helping veterans, youth and those in need. It hosts annual Thanksgiving dinners at senior living centers, provides dictionaries and drug awareness materials to the schools, and visits area veterans' homes in Bangor.

The Rotary Club has been a part of Old Town's fabric for 88 years. The Club meets most Thursday nights at the Elks Lodge. The club raises funds for many local community service organizations; most donations are to local groups. It is best known for its annual Hunters' Breakfast.

The Knights of Columbus formed in Old Town in 1896. The K of C sponsors and participates in many local events including Riverfest, Concerts in the Park and the Memorial Day Parade. The Knights were a major donor of the Library Expansion Campaign in the 1990s; they sponsor blood drives throughout the year.

The VFW is located on Main Street and provides a variety of services including financial aid and scholarships.

Orono-Old Town Kiwanis Club supports Scouting, Crossroads Ministry, community libraries, local school clubs, and community youth sports teams among other causes. They are known to collaborate with the Orono American Legion and UMaine as sponsors of the annual Christmas party. They also are long time supporters of winter and summer Special Olympics.

Old Town's Masonic Lodge- Star in the East #60 is located at 191 Brunswick Street.

The Housing Authority of the City of Old Town is located on Main Street. Services include providing up to date references and support as needs arise; referrals to health care and social service agencies; assistance with transportation; help completing forms such as Medicare parts A,B,D, rent rebates, DHHS, Social Security, Veterans Affairs, Medical forms and living wills.

Some of the major activities that have been held this past year are a Valentine Day party; St. Patrick's Day dinner, Easter Bingo, BBQs, monthly shopping trips, Riverfest participation with a float in the parade, bands, singers, entertainers and twice weekly bingo games.

Transportation to and from Hannaford Brothers Supermarket in Old Town is available three days a week on Monday, Wednesday and Friday. Trips to Wal-Mart are available on the 2nd Tuesday of each month. The downtown buildings are also located on a major bus route.

See Chapter 5: Housing for additional information regarding housing.

Adoptive and Foster Families-ME is located in Orono. AFFM services include Resource Family Support Groups, Resource Family Mentor Services, Allegation Support, Adoption Liaison Services, Guardian Ad-Litem Services, Lending Library, Training Opportunities, a Clothing center and Discount Card Program.

Holy Family Parish Food Pantry is located on Carroll Street; no additional information was located.

Crossroads Ministries food pantry is located at 2 Wood Street; no additional information was located.

Shelters for the Homeless: There appears to be no homeless shelter in the City of Old Town; 5 homeless shelters were identified in Bangor. No specific statistics about homelessness have been found for Old Town; however, based on the MSHA point in time survey for 2015, more than 1100 people were found to be homeless on one particular night statewide. 165 People

were found to be homeless in the greater Penobscot Area; 56% were homeless because of severe or persistent mental illness, 39% due to chronic substance abuse, 30% due to chronic disability, 14% were veterans, 12% were survivors of domestic violence, 5% due to recent evictions and 2% due to recent foreclosures. 17% of them were found to be chronically homeless.

The Animal Orphanage<sup>8</sup> is a 501(c) non-profit no-kill rescue shelter located on Airport Road in Old Town, Maine. Incorporated in 1990 by a group of caring and compassionate citizens, the Animal Orphanage is dedicated to the welfare of homeless animals and serves the communities of Old Town and Orono. It operates with minimal funds received from the town governments, annual fund-raising events and from the generosity of private citizens. The Animal Orphanage does not receive State or Federal funding; its Shelter Director is a volunteer. Its staff includes two paid employees and many dedicated volunteers.

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<sup>8</sup> <http://www.animal-orphanage.com/about-us.html>

**L. Issues and Implications**

1. Should Old Town Water District take over Old Town Pollution Control services? These discussion are ongoing.
2. Could the OT Pollution Control Facility reduce heating costs by installing heat pumps on the after treated water and pump the heat into their buildings?
3. Public Works: The City has opted to pay for equipment replacement as needed. Each budget cycle, the Council requires City Department heads to identify equipment needs. Should succession planning for dealing with an older and diminishing workforce be undertaken? Infrastructure deterioration is occurring at a faster rate than allocated dollars for its replacement. A “patch and pray” mentality towards critical infrastructure needs will catch up financially, environmentally and functionally. Ever changing environmental restrictions and oversight could prove costly. A growing list of unfunded state and federal mandates and a lack of funding to support the requirements is also of great concern. The Public Works Garage has had little attention in the past 20 years.
4. Recycling/Solid Waste program – is the pay as you throw system working, does it need tweaking? Are city ordinances adequate to manage the waste to energy conversion planned at Juniper Ridge? Or if the planning is beyond this, does the city want to be more proactive by initiating educational forums between the citizens and the operators of the facility.
5. Police Needs – Jail space, prisoner transportation, data/evidence storage, communications transfer to digital format, UMaine collaboration regarding under-aged alcohol related issues; funding for more community based programs are priorities for the Police Department.
6. Fire Department Needs – Annual Heavy Equipment replacement funding, employee outfitting funding, outdated computers and remote desktop support; limitations on communications as well as training needs were identified as issues by the Fire Department.
7. Schools – No issues or implications for physical plant identified were identified; see social services (item 11 that follows)
8. City Hall – No building related issues or implications identified to date. A 2011 survey noted the need for organizational changes – see summary below.
9. Health Care – Rising costs associated with caring for needy families
10. Communications – See items 5 & 6.
11. Energy – Does the City wish to explore solar power as an option to reduce energy costs in the future?

12. Social Services – growing poverty rates will increase demands on social services such as reduced lunch costs at schools, subsidized rents, food pantries and homeless/emergency shelter. Are there gaps in services to certain populations?

**Public Facilities and Services Vision, Goals, Policies and Actions:**

**Vision for Public Facilities and Services:** In 2035, the City’s public facilities and services continue to be comprehensive and high quality, while efficiently and cost effectively serving the needs of all users.

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

**Local Goal:** Maintain and Improve the City’s public facilities and services. Plan for, finance and develop an efficient system of public facilities to accommodate growth and development.

From 1995 Plan: None specified.

Figure 7.7 Public Facilities and Services Policies	Actions
7.1 To efficiently meet identified public facility and service needs.	a. Undertake a study of the condition of public buildings to assess existing investment capital improvement and major investment needs.
	b. Identify any capital improvements and major investments needed to maintain or upgrade public services to accommodate the community’s anticipated growth and changing demographics. Continue use of Reserve Accounts and provide for efficiency enhancing technology needs. (carry over) <i>Examples below (new):</i>
	<i>Brook Pipe assessment and failure prevention</i>
	<i>Adequate road/drainage maintenance equipment</i>
	<i>Neighborhood sidewalk, park and trail improvements</i>
	<i>Jail space and public safety /community programs</i>
	<i>Computer systems for asset management and data/document/evidence storage</i>
	<i>Fire fighting apparatus and personnel safety equipment</i>
	<i>Upgrades to Public Water and Wastewater treatment systems that affect rate payers and/or the City budget.</i>
	c. Unless dictated by function, locate new public facilities such that they will accommodate at least 75% of anticipated municipal (housing and job) growth on Marsh Island. (modified carry over). To the extent feasible, co-locate public facilities to avoid redundant costs and services. <i>Example below:</i>
<i>Explore the optimal future relocation of the Public Safety building in anticipation of growth spurred by changes affecting OTO Fiber, Stillwater Avenue and Enterprise Park</i>	
d. Continue to promote the <i>Pay as You Throw and Zero Sort</i> Community recycling program.	

Figure 7.7 Public Facilities and Services Policies	Actions
	<p>e. Create/expand a coalition of social service delivery organizations to identify gaps and avoid duplication of delivery of service needs including but not limited to private and public recreation offerings, provision of and transportation to medical appointments, food programs like meals on wheels and improved school lunch, housing rehab/weatherization, homelessness, neighborhood watch programs etc. (new)</p>
<p>7.2 To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.</p>	<p>a. Continue to coordinate with the Old Town Water Pollution Control Facility and Old Town Water District to assure that planned service extensions are consistent with the Future Land Use Plan. (modified carry over)</p> <p>b. Continue to implement the City’s MS4 Plan.</p> <p>c. Work with the Old Town Water Pollution Control Facility to monitor the State and Penobscot Nation’s lawsuit about water quality standards in the Penobscot River and plan for upgrading treatment if necessary.</p> <p>d. Continue to explore options for improvements in regional delivery of local services (i.e. maintain and appropriately expand mutual aid agreements; create new mutual aid agreements as needed). (modified carry over)</p> <p>e. Assure that ordinances protect the aquifer and other existing or potential public water sources. (modified carry over)</p> <p>f. Pursue implementation of the last mile in the 3-Ring Binder through OTO Fiber. (new)</p> <p>g. Support ECDC efforts in waste to energy associated with Juniper Ridge expansion (GWDC LLC Plan)</p> <p>h. Explore the merits of increasing Old Town’s use of solar energy to further reduce energy cost. (new)</p> <p>i. Continue to require that any new major water user, or major expansion of an existing major water user pay the costs of additional filtration necessitated by the additional service. (modified carry over)</p>

**Figure 7.8: Summary of City of Old Town Operational and Organizational Study of Municipal Services**

January 2011

Prepared by Municipal Resources Inc., Meredith NH

**Purpose:**

1. Securing critique of municipal departments and operating units as currently structured
2. Assess City Manager's Plan to restructure into divisions
3. Review Old Town Water District with eye toward potential benefits of more collaborative relationship with City

**Process:**

- a) Interview managers of operating units
- b) Conduct "peer" review
- c) Gather benchmark data from other communities

**Key Points:**

1. Strengthen and Build collaborative relationships (School Department and Businesses cited); adapt to an interdependent cooperative regional model to achieve mutual/shared goals and services
2. Increase support for Economic Development
  - a. Explore shared staffing with other municipalities
  - b. Explore increase consultant relationships
  - c. Generate strategy and action plan to reinvigorate downtown
3. Develop regional partnerships to share
  - a. Equipment, Facilities, Services
  - b. And reduce costs of purchasing Materials and Supplies
4. Refine City Hall Staffing levels
  - a. Remove backroom activities from front desk
  - b. Create office manager role
  - c. Monitor daily activities to identify peaks
  - d. Introduce drive up window slowly
  - e. Pursue online e-commerce capabilities
5. Expand administrative support staff
  - a. Assessor's field and clerical staff
  - b. Focus on Human Resources
  - c. Add Procurement, Planning and IT support
  - d. Explore sharing resources/needs with School Department, Water Department, UMO, Orono
6. Create Department of Public Works Services
  - a. Consolidate 3 independent operating units
  - b. Share facilities with Orono
  - c. Cross train staff
7. Police
  - a. Reinstate School Resource Officer
8. Fire/Rescue
  - a. Transition Code Enforcement and building inspection to Fire Department
9. Recreation
  - a. Focus duties on coordination with other providers
  - b. Divest the pool
10. Overall
  - a. Consolidate finance management with Water Department
  - b. Share assessing services with Orono and other towns
  - c. Provide parking lot maintenance for schools
  - d. Work with Sewall Company and HS for regional GIS system
  - e. City Recreation coordinate programming with School, YMCA, Orono and other communities
  - f. Engage surrounding communities in regional Capital Improvement Planning
  - g. Initiate discussions with Orono and UMO to create Regional Public Safety Authority or Public Works Authority
  - h. Initiate discussions with Bangor regarding region wide public works purchasing consortium
  - i. Initiate business park development strategy shared w/ other communities w/ benefits prorated to ratio of support

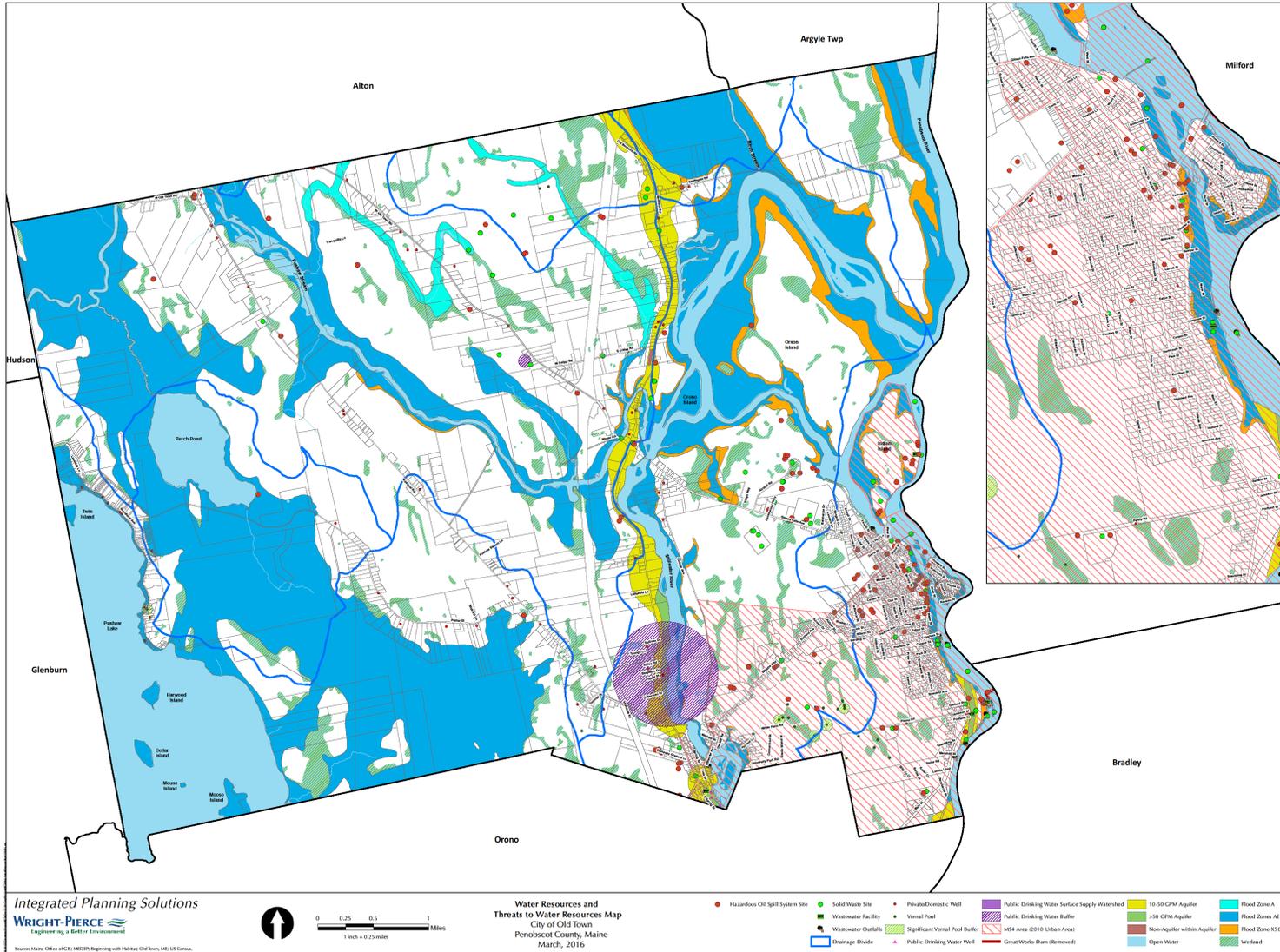
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## Chapter 8

### Water & Natural Resources; Forestry & Agriculture



## A. Old Town Water Resources: Figure 8.1: Old Town Water Resources



**B. Aquifers and Drinking Water**

Two types of aquifers are identified in Old Town by the Maine Geologic Survey – aquifers with estimated flow of 10-50 gallons per minute (gpm) and with estimated flow greater than 50 gpm. The 10-50 gpm aquifer is located along either side of Bennoch Road from the northern to the southern boundaries of the City. The aquifer that has a flow estimated at greater than 50 gpm is located along the west bank of the Stillwater River from Littlefield Lane to Kirkland Road. The City’s primary public drinking water well and buffer are located near this aquifer. There are a total of 4 public drinking water wells and 62 private/domestic wells in Old Town.

**C. Lakes and Ponds**

Figure 8.2 Lakes and Ponds in Old Town								
Name	MIDAS #	Size in acres	Perimeter in miles	Mean Depth in feet	Maximum Depth in feet	Fishery Type	Known Infestation of Invasive Aquatic	Water Quality
Bennoch Pond <sup>1</sup>	6576	1	0.2				No	No Information
Mud (Perch) Pond <sup>2</sup>	2298	366	3.6	5	12	Warm water	No	No information
Pushaw Lake <sup>3</sup>	0080	4680	32	11	28	Warm water	No	Average

Source: Lakes of Maine website from the Maine Volunteer Lake Monitoring Program

<sup>1</sup> <http://www.lakesofmaine.org/lake-overview.html?m=6576>

<sup>2</sup> <http://www.lakesofmaine.org/lake-overview.html?m=2278>

<sup>3</sup> <http://www.lakesofmaine.org/lake-overview.html?m=0080>

**Volunteer Water Quality Monitoring and Lake Protection:** The Greater Pushaw Lake Association, whose mission has been to preserve and improve the quality of Pushaw Lake and Little Pushaw Pond for more than 20 years, has published water testing results between 1995 and 2009 on its website (<http://greaterpushaw.org/>). The Association includes both year-round and seasonal residents who live in more than 900 camps and homes in thirteen distinct lakeside neighborhoods, each with its own camp owners, lake, and/or road association. While the shoreline is in 4 communities (Glenburn, Hudson, Old Town, and Orono), the larger lake watershed includes 8 municipalities and an estimated 10,000 people. Activities of the Association include road and shoreline maintenance, water quality and species monitoring, communications and outreach, watershed surveys, responsible fishing, and lost and found.

Water quality data was reported in the Association’s February 2011 newsletter.<sup>1</sup> Testing was performed bi-weekly from late spring to early fall.

Figure 8.3 Deep Hole Clarity Summary, Pushaw Lake			
Year	Minimum (Worst) Result	Maximum (Highest) Result	Average Result
2009	2.3 meters	3.0 meters	2.7 meters
1995-2008	2.4 meters	5.3 meters	3.6 meters

Source: <http://greaterpushaw.org/news/GPLnewsletter1209.pdf>

While the clarity of the water in 2010 improved over that found in 2009, the overall trend since 1995 indicated that water quality as measured by clarity is decreasing.

Figure 8.4 Hole (Bottom) Dissolved Oxygen Summary			
Year	Minimum (Worst) Result	Maximum (Highest) Result	Average Result
2009	2.0 mg/l	9.2 mg/l	7.9 mg/l
1995-2008	2.7 mg/l	10.5 mg/l	7.3 mg/l

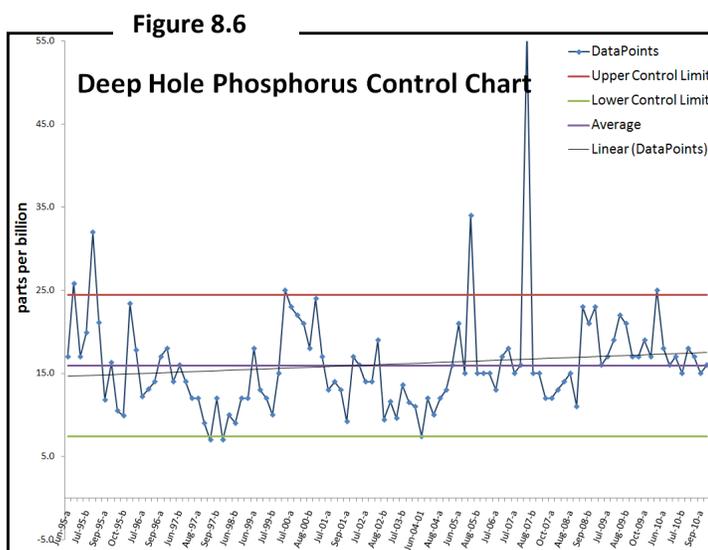
Source: <http://greaterpushaw.org/news/GPLnewsletter1209.pdf>

Dissolved Oxygen results for 2010 continued to show healthy levels of oxygen in the water, with little stratification from the surface to the bottom of the lake.

Figure 8.5 Deep Hole Phosphorus Summary			
Year	Minimum (Best) Result	Maximum (Worst) Result	Average Result
2009	13.4 ppb	132.7 ppb	18.0 ppb
1995-2008	7.0 ppb	34.0 ppb	15.0 ppb

Source: <http://greaterpushaw.org/news/GPLnewsletter608.pdf>

The Association’s 2010 testing confirms that phosphorus levels remain a primary water quality concern for Pushaw Lake, continuing a long term trend of increasing concentrations. All but two of the results in 2011 were above the historical mean of 15 ppb, high enough to support an algae bloom. The Association indicated that Pushaw Pond’s



<sup>1</sup> <http://greaterpushaw.org/news/GPLnewsletter1209.pdf> and <http://greaterpushaw.org/news/GPLnewsletter1209.pdf>

colored water may actually be helping the lake avoid an algae bloom, because the sun cannot penetrate to the bottom levels where phosphorus is highest in the sediment, thwarting algal growth that would be expected for this phosphorus concentration.

**Phosphorus Control.** The amount of phosphorus in a lake affects its water quality. Excessive phosphorus usually results in more algal blooms, which can color the lake green, releases strong odors, and depletes oxygen which can have serious impacts on a lake’s biological community in a process that is called eutrophication – the gradual increase in nutrient inputs to a lake over time. Phosphorus gets into lakes through stormwater and is exacerbated by human activities and development. Another significant source of phosphorus in some lakes is trapped in sediment, making them a sink for phosphorus. In lakes with sufficient algae to cause the loss of oxygen above the sediments, large amounts of phosphorus can be released into the lake.

None of the lakes or ponds in Old Town are identified as “at risk” by the Maine Department of Environmental Protection (DEP). However, as noted above, the trend of increasing phosphorus concentrations is a concern for Pushaw Lake. The best way to protect the water quality of Pushaw Lake and other water bodies in Old Town from additional degradation is to analyze the current phosphorus load in the watershed and establish maximum phosphorus allocation regulations to avoid exceeding the carrying capacity of the pond. Some ways to reduce phosphorus are to:

- limit the clearing of vegetation and minimize developed area, especially road length,
- detain/store stormwater where it can be treated/released or infiltrated into the soil,
- retain/build buffers to intercept/store runoff, and
- create infiltration systems.<sup>2</sup>

The DEP is willing to assist with estimating phosphorus allocations and provides both technical and design guides on its webpage as part of the Maine Stormwater Best Practices Manual.<sup>3</sup>

The DEP notes that 2009 legislation allows municipalities to use public funds to repair a private road, way, or bridge for the purpose of protecting or restoring lake water quality. The facility must be in a watershed listed as most at risk or as having impaired water or threats identified through a watershed survey. It also must comply with best management practices (BMPs) and must have a road association to maintain the road (M.R.S.A. Title 23 §3106).

#### **D. Rivers and Streams**

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<sup>2</sup> <http://www.maine.gov/dep/land/stormwater/stormwaterbmps/index.html>

<sup>3</sup> <http://www.maine.gov/dep/land/stormwater/stormwaterbmps/>

**Impaired Water Designation.** The State continues to classify Old Town’s rivers and streams as Class B; however, in 2013, the State designated the portion of the Penobscot River that flows through Hampden, Brewer, Bangor, Veazie, Orono, and Milford as a Regulated Municipal Cluster as impaired from *Escherichia coli* bacteria. The bacteria makes its way into the water from a combination of point (illicit discharges, wastewater discharges and treatment facilities, overboard discharges, accidental and unspecified discharges, combined sewer overflows, and stormwater) and nonpoint (stormwater, septic systems, pet waste, wildlife waste, agriculture, recreation) sources.<sup>4</sup> The State indicates that it cannot provide an estimate of affected river miles since the length of the affected river is highly variable depending on an overflow event.

Since 1989, when Maine established an aggressive program coordinated with the EPA’s CSO program to “assist communities in evaluating the design, condition, activity, and effects of combined sewer systems and overflows,” there has been a 55-65% reduction in the number of overflow days and 60-70% reduction in volume of CSO discharges statewide. This has been accomplished at a cost of approximately \$304M, as of 2007, spent by CSO communities. Stormwater is the leading contributor to impairment, often from high concentrations of bacteria from the watershed.

Runoff from municipal stormwater drainage systems are permitted to discharge directly to surface waters under the National Pollutant Elimination System (NPDES) Phase I and II programs, but are not subject to numeric permit limits. Municipalities that operate separate storm sewer systems, called MS4s, must develop and implement a stormwater management plan to address problems. There are 64 river and stream segments and 143 estuarine and marine segments listed on Maine’s 2008 303(d) list as impaired due to bacteria, with bacteria water quality standards applicable to Class B waters between May 15<sup>th</sup> and September 30<sup>th</sup>. Total Maximum Daily Load (TMDL) identifies the amount of a pollutant the receiving water can assimilate without violating water quality criteria or impairing the designated use and allocates pollutant loads among permitted point source discharges.

Figure 8.7 Waste Load Allocations (WLA) for Point Sources and Load Allocations (LA) for NonPoint Sources of Bacteria for Class B Waters				
Bacteria Source	Instantaneous <i>E.coli</i> (#/100mL)		Geometric Mean <i>E.coli</i> (#/100mL)	
	WLA	LA	WLA	LA
Non-Stormwater NPDES	236		64	
CSOs	236		64	

<sup>4</sup> <http://www.maine.gov/dep/water/monitoring/305b/2012/report-final.pdf> and <http://www.maine.gov/dep/water/monitoring/tmdl/tmdl2.html>

Figure 8.7 Waste Load Allocations (WLA) for Point Sources and Load Allocations (LA) for NonPoint Sources of Bacteria for Class B Waters				
	Instantaneous <i>E.coli</i> (#/100mL)		Geometric Mean <i>E.coli</i> (#/100mL)	
SSOs	0		0	
Illicit sewer connection	0		0	
Leaking sewer lines	0		0	
Stormwater (NPDES)	236		64	
Stormwater (non-NPDES)		236		64
Wildlife direct discharge		As naturally occurs <sup>1</sup>		As naturally occurs <sup>1</sup>
Human or domestic animal direct discharge		236		64

<sup>1</sup> WLA and LA refer to *E.coli* of human and domestic animal origin.

Source: Maine Statewide Bacterial TMDL (Total Maximum Daily Loads) August 2009, Report #DEPLW-1002. Prepared by ENSR for the Maine Department of Environmental Protection: Rivers and Streams Impaired by Bacteria Contamination (TMDL Required) [Maine 2008 Listing Category 5-B].

DEP notes that each impairment situation represents a unique problem that results from the interaction between conditions in the watershed and sources of contamination. DEP offers guidance on implementing bacteria TMDLs by identifying BMPS and Maine case studies that have explored a number of techniques to reduce contamination. Some of these techniques include a low impact development retrofit study, neighborhood septic social, shoreline survey, overboard discharge project, watershed survey, and calculation of loading reductions that would be necessary to meet standards.

Figure 8.8 River and Streams Impaired by Bacteria Contamination (TMDL Required)								
Name	NPDES_ID	TMDL Type	TMDL Point	End	River Miles	Class	Pollutant ID	Cause ID
Penobscot River at Old Town-Milford	CSO: ME0100471 Old Town PCF	PS	B: E.coli/100ml; E.coli/100ml	236 64		B	227 ( <i>E.coli</i> )	227 ( <i>E.coli</i> )

Source: Source: Maine Statewide Bacterial TMDL (Total Maximum Daily Loads) August 2009, Report #DEPLW-1002. Prepared by ENSR for the Maine Department of Environmental Protection: Rivers and Streams Impaired by Bacteria Contamination (TMDL Required) [Maine 2008 Listing Category 5-B], Appendix IV

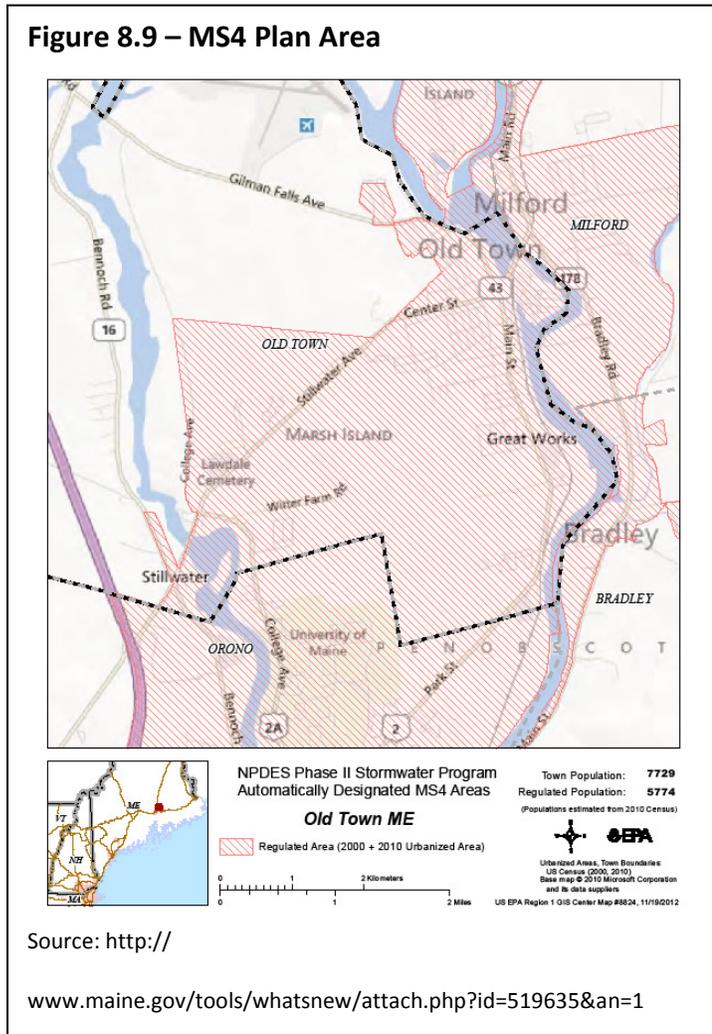
DEP encourages municipalities to amend their local land use ordinances to incorporate stormwater performance standards that are consistent with stormwater laws and rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502) and the current stormwater manual <http://www.maine.gov/dep/land/stormwater/stormwaterbmps/index.html> .

**MS4 Regulation.** Also in 2013, the State designated an area in Old Town as a Regulated MS4 Community.<sup>5</sup> The same year, the City signed a Notice of Intent to Comply with Maine General Permit for the Discharge of Stormwater from Municipal Separate Storm Sewer Systems<sup>6</sup> and began to prepare a Municipal Storm Sewer System (MS4) Stormwater Management Plan (MS4 Plan).<sup>7</sup> The MS4 Plan is designed to reduce or eliminate polluted stormwater runoff to the maximum extent practicable with strategies that address the following Minimum Control Measures (MCMs):

- Public Education and Outreach,
- Public Involvement and Participation,
- Illicit Discharge Detection and Elimination,
- Construction Site Stormwater Runoff Control,
- Post-Construction Site Stormwater Runoff Control,
- Post-Construction Stormwater Management in New and Re-Development, and
- Pollution Prevention/Good Housekeeping for Municipal Operations.

The MS4 Plan notes that the City has an urbanized area of approximately 2750 acres, with nearly 75% of the City’s 2010 Census estimated resident population (5,774 of its 7,729) living within the area between Stillwater Avenue and Highland Avenue that drains to the Penobscot River as its priority watershed.

**Figure 8.9 – MS4 Plan Area**



<sup>5</sup> TMDL approved by EPA (4A) 9/28/2009 and approval of statewide bacteria TMDL (State of Maine Integrated Water Quality Monitoring and Assessment Report, DEPLW-1246, [305(b) Report and 303(d) List].

<sup>6</sup> <http://www.maine.gov/tools/whatsnew/attach.php?id=519635&an=2>

<sup>7</sup> <http://www.maine.gov/tools/whatsnew/attach.php?id=519635&an=3> prepared by Stillwater Environmental Engineering, Inc. November 2013/Revised May 2014.

See discussion of combined sewer overflows (CSOs) in the Public Facilities Chapter. This urbanized area has the highest residential density in the City as well as a large amount of commercial businesses. The MS4 Plan includes the following strategies:

- a Municipal Outreach Plan, use of Municipal Media Resources,
- outreach to privately owned pool owners,
- household hazardous waste disposal,
- creation of a watershed based storm sewer system infrastructure map,
- adoption of a non-stormwater discharge ordinance,
- adoption of an annual dry weather outfall inspection program,
- mapping of the municipally owned open ditch system and annually efforts to detect illicit discharges,
- identification of all properties served by existing septic systems within the urbanized area and expansion of past efforts to prevent illicit discharges by septic systems,
- plan to develop and implement standard operating procedures for the flushing municipally owned hydrants within the regulated urbanized area,
- notification of construction site developers and operators of requirements for registration under the Maine Construction General Permit of Chapter 500,
- continued enforcement of existing program to reduce pollutants in stormwater runoff to the MS4 from construction activities that result in land disturbance greater than or equal to one acre within its urbanized area,
- regular inspection of control measures to ensure full compliance with requirements,
- adoption of a post-construction stormwater management ordinance,
- conducting post-construction BMP inspections to ensure that post-construction stormwater management BMPs are operating effectively to reduce potential for pollution entering water bodies,
- development of an Operations and Maintenance Plan for all activities on City property that have potential to impact stormwater runoff,
- training municipal employees as needed,
- regular street sweeping,
- continued annual inspection and cleaning, as necessary, of all municipally owned catch basins and interconnecting storm drains that collect and discharge to approximately 93 outfalls,
- evaluation of the stormwater conveyance system and preparation and implementation of a repair schedule,
- continued implementation of the trash management program,
- continued implementation of the maintenance program at the Municipal Pool,

- implementation of annual salt/sand application policies and procedures and evaluate ways to minimize application on City roads, and
- continued collection and recycling of waste oil from municipal operations.

Old Town is an active member of the Bangor Area Stormwater Group (BASWG), in conjunction with the stormwater management plans developed by individual regulated MS4s, the BASWG has developed a regional plan which addresses all BMPs and will be implemented as a collaborative group effort to comply with the General Permit.

**EPA/State of Maine Conflict Over Water Quality Standards.** The US Environmental Protection Agency (EPA) and State of Maine have been wrangling, both in and out of court, over water quality standards for the Penobscot for a number of years – first over whether the State has jurisdiction over waters that pass through “Indian lands,” which the EPA conceded the State does have jurisdiction in early 2015.<sup>8</sup> However, along with that concession the EPA, in a series of reviews and correspondence with the DEP, approved a number of water quality standards but rejected, among other provisions, State proposed criteria for the calculation of risks to human health (for mercury, arsenic, acrolein, and phenol) in and around waters that pass through Indian land because of the potential health impacts to native populations who practice sustenance fishing. In response, the State in June 2015 indicated its intent to appeal the EPA decision as well as file a notice of its intent to sue the EPA and federal government. The State is challenging the EPA’s interpretation of sustenance fishing as unlawful and requiring a heightened human health water quality threshold for waters in Indian lands to create a two-tiered water regulatory system that elevates the goals of Maine’s tribes over the rest of Maine. The conflicts have not been resolved at this point.

**Dams.** The 1995 Plan notes that there were two dams in Old Town - Milford Dam and Great Works Dam.

The Penobscot River Restoration Trust (Trust),<sup>9</sup> a regional nonprofit organization, is engaged in a multi-year restoration project designed to remove two dams (Great Works Dam in Old Town in 2012 and the Veazie Dam in 2013), bypass a third (currently under construction in Howland), and improve fish passage at four remaining dams to greatly improve access to nearly 1000 miles for 11 anadromous and catadromous species, including the



<sup>8</sup> <http://www.maine.gov/dep/water/wqs/index.html>

<sup>9</sup> <http://www.penobscotriver.org/>

endangered Atlantic salmon and shortnose sturgeon, American shad, alewife, in Maine. Increased energy production at six other dams is also part of the overall restoration plan. The Trust touts the overall project as promising large-scale ecological, cultural, recreational and economic benefits throughout New England's second largest watershed. With the removal of the two dams, a series of Penobscot Nation-hosted and ACA National Whitewater Race events were held in the freed up 9.5 mile stretch of rivers.



The Great Works Dam in Old Town and Bradley was removed in 2012, including approximately 10,000 cubic yards of

material from the river, including concrete, timber, and rockfill.<sup>10</sup>



The Veazie Dam was removed in 2013 and the Veazie Dam Powerhouse, which was built into the river shoreline, was removed in 2014. With completion of work, the shoreline will be returned to a natural state and an educational kiosk and picnic area will be constructed on the site.

“The 2014 Bashebz Run Canoe and Kayak Race brought 36 racing boats out on this challenging 15.5 mile course from Indian Island to the Brewer riverfront. Paddlers shown above are navigating the whitewater that now exists where the Veazie Dam once stood.”<sup>11</sup>

## E. Wetlands

The National Wetlands Inventory (NWI) is the inventory typically used to identify wetlands in the absence of a more detailed local wetland survey. NWI uses aerial photographs from the mid-1980's to identify approximate wetland locations based on visible signs of wetland vegetation, hydrology, and geography. The NWI data and maps are not based on field wetland delineations and given the limits of aerial photo interpretation, is not a comprehensive

<sup>10</sup> <http://www.penobscotriver.org/content/4149/great-works-dam-removal>

<sup>11</sup> <http://www.penobscotriver.org/content/5012/veazie-dam-removal>

mapping of wetland resources and typically under represents the presences of wetlands on the landscape. The presence of wetlands needs to be determined in the field prior to conducting activities that could result in wetland disturbance. According to the NWI, there are 17.19 square miles of wetlands in Old Town, primarily located in the western portion of the community, which is dominated by an extensive bog area known as the Caribou Bog. The northern area of the City also is characterized by a poorly drained low area consisting of Alton Bog. The wetlands are characterized in the following table.

Figure 8.10 Old Town Wetlands	
Type of Wetland	Square Miles
Freshwater emergent wetland	0.62
Freshwater forested/shrub wetland	10.33
Freshwater pond	0.18
Lake	3.45
Riverine	2.60
<b>Total</b>	<b>17.19</b>
Source: National Wetlands Inventory, Maine Office of Geographic Information Systems, 2015	

**Vernal pools.** Vernal pools are a specific type of wetlands that only fill with water for a short time in the spring and fall and which do not support fish, which means that they serve as important breeding habitat for amphibians and invertebrates. See discussion in the Critical Natural Habitat below. The State Office of Geographic Information Systems (OGIS) identifies 26 vernal pools, including 5 significant vernal pools which merit a higher level of protection.

**F. Potential Water Quality Threat**

A variety of potential threats to water resources in Old Town are identified in the Figure 7.1, including 92 solid waste sites, including compost sites, industrial complexes, landfills, ash utilization sites, auto graveyards, and leaking aboveground and underground storage tanks, among other potential threats. There are also 513 hazardous oil spill system sites, 4 wastewater facilities, 10 wastewater outfalls, and 269 unspecified threats to groundwater identified by the DEP. Most of these potential threats are located within the urbanized area of Old Town, though some are located along Whistle Way and in the northern part of the community between West Old Town Road and the Interstate.

The Juniper Ridge Landfill, located on 70 acres on Bennoch Road near the Interstate, is owned by the State of Maine to provide for Maine's solid waste disposal needs. The Landfill accepts

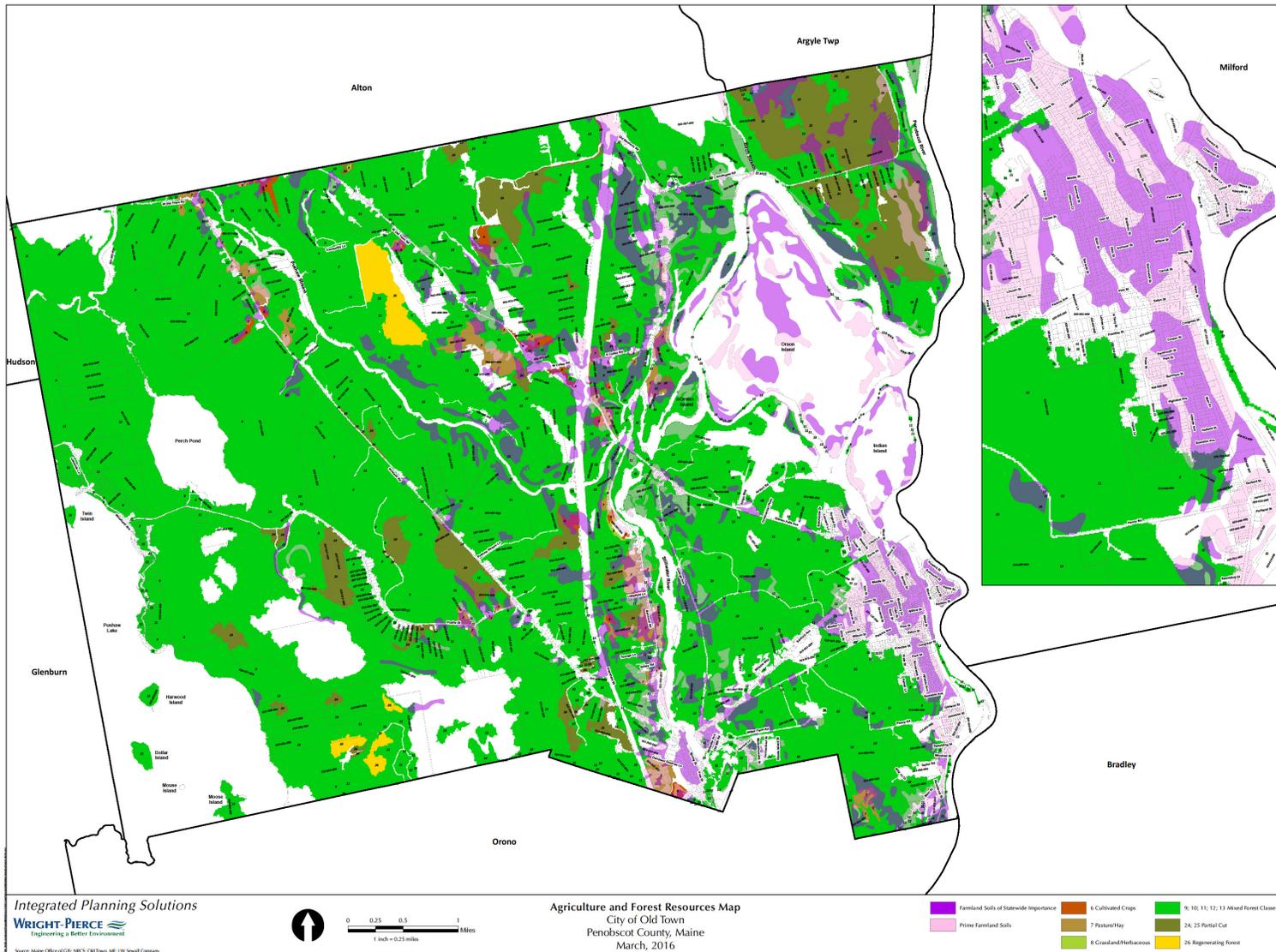
residues from waste-to-energy facilities, construction, demolition debris, and other wastes generated within the State. It is operated by New England Waste Services of Maine, LLC, a subsidiary of Casella Waste Systems. See additional discussion in the Public Facilities Chapter.

The State acquired the former Georgia-Pacific Corporation landfill in 2003 to help keep the Old Town mill operating. In 2005 the DEP authorized an increase in capacity from 3 to 10 million cubic yards of trash. Plans to increase capacity further are anticipated to be filed in 2015. In January 2015, Aria Energy of Novi, Michigan, announced that it is partnering with Casella Waste Systems to develop, construct, own, and operate a 4.8 megawatt gas-to-energy plant at the facility, enough to potentially power more than 4,800 homes. Construction is expected to start in 2016 with operations starting in 2017.<sup>12</sup> Many area residents have opposed the Landfill since the State purchased it, citing concerns about groundwater contamination, explosions, pipeline construction, and out of state waste, among other things.

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<sup>12</sup> <http://bangordailynews.com/2015/01/30/business/old-town-landfill-to-sell-methane-to-michigan-based-renewable-energy-producer/>

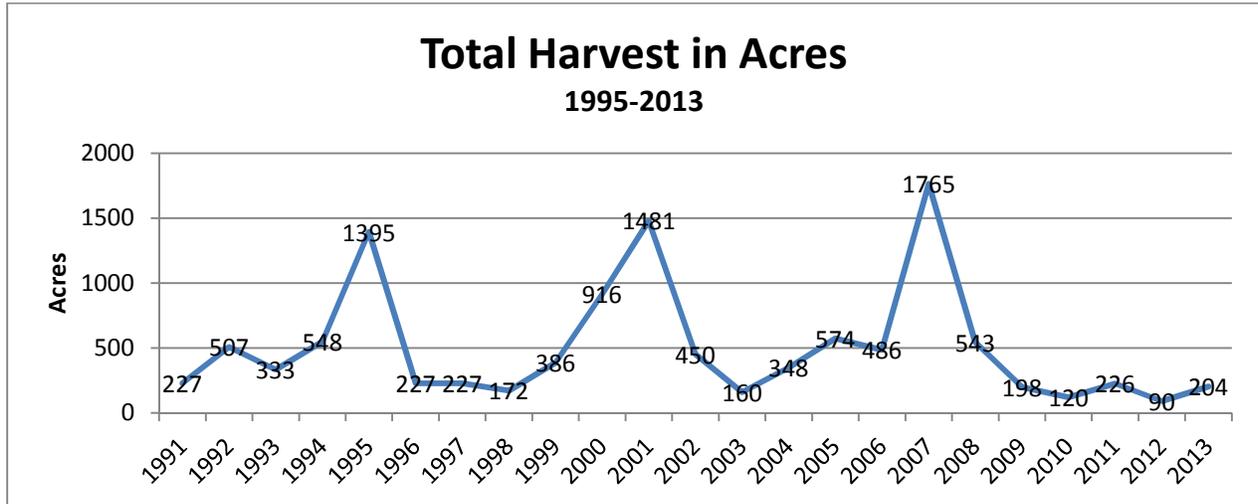
G. Forest Resources: Figure 8.11 Forest and Agriculture Resources



According to the Maine Revenue Service, in 2013, Old Town had 38 parcels listed under the current use tree growth program. These parcels totaled 3, 527 acres with a total valuation of \$438,023. No parcels or acreage were withdrawn from the program in 2013.

<b>Figure 8.12 Summary of Old Town Timber Harvest Information (in acres)</b>						
<b>Year</b>	<b>Selection harvest</b>	<b>Shelterwood harvest</b>	<b>Clearcut harvest</b>	<b>Total Harvest</b>	<b>Change of land use</b>	<b># of Notifications</b>
1991	147	35	45	227	0	8
1992	432	75	0	507	0	9
1993	273	45	15	333	15	9
1994	264	284	0	548	0	14
1995	1334	60	1	1395	0	14
1996	135	90	2	227	2	7
1997	185	20	22	227	1	10
1998	172	0	0	172	0	9
1999	316	70	0	386	1	18
2000	841	55	20	916	32	19
2001	1433	48	0	1481	0	18
2002	445	5	0	450	0	14
2003	132	28	0	160	0	9
2004	348	0	0	348	0	14
2005	482	80	12	574	58	17
2006	246	240	0	486	6	11
2007	365	1400	0	1765	38	12
2008	463	80	0	543	30	13
2009	113	85	0	198	7	17
2010	120	0	0	120	0	14
2011	136	90	0	226	5.5	13
2012	80	10	0	90	9	12
2013	111	66	27	204	0	12
<b>Total</b>	8573	2866	144	11583	204.5	293
<b>Average</b>	373	125	6	504	9	13
* To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the town.						
Source: Data compiled from Confidential Year End Landowner Reports to Maine Forest Service, Department of Agriculture, Conservation and Forestry - Maine Forest Service.						

Figure 8.13



Source: Compiled from Confidential Year End Landowner Reports to Maine Forest Service.

**Summary of Old Town Mill (2000-2013)**

- In 2000, Georgia-Pacific Corporation purchased the James River Corporation, including the Old Town mill.
- In February 2003, Georgia-Pacific began a series of shutdown of tissue machines and began to limit production in the tissue converting department and announced the permanent cessation of production of tissue at the plant in April. The Mill escaped closure when the State purchased the Georgia-Pacific landfill, now know as Juniper Ridge. Georgia-Pacific planned to use the money and additional funds to build a biomass plant to cut energy costs to allow the mill to be more competitive.
- In 2004, the State approves the landfill project, despite numerous unsuccessful attempts to appeal the decision.
- In 2004, Georgia-Pacific announces a temporary reduction in tissue production because of nationwide decline in retail sales.
- In 2005, the mill fires up its \$27.2 million biomass boiler, using natural gas while awaiting permission to burn waste wood chips.
- In October 2005, Georgia-Pacific announces it will shut down converting lines.
- In November 2005, Koch Industries Inc. announces plans to buy Georgia-Pacific and tells Old Town officials it's "business as usual" until they are told otherwise.
- In March 2006, Georgia-Pacific announces it's closing the Old Town mill and associated chip mills in Milo, Costigan, Portage, and Houlton.
- In September 2006 four partnering firms announced they would buy the Georgia-Pacific site for \$1.
- In June 2008 Red Shield files for Chapter 11 bankruptcy, idling the mill. In October 2008, a New York investment firm, Patriarch Partners, purchased the mill out of bankruptcy for \$19 million, creating Old Town Fuel and Fiber.
- In October 2013, Old Town Fuel and Fiber is touted as a leader in the creation of cellulosic sugars, which are extracted from wood, for use in bio-fuels and plastics.<sup>1</sup>

Mixed vegetation forest covers most of the community, except in the urbanized area. Most of the partially cut forests are in the northeast quadrant of Old Town. One of the two largest areas of regenerating forest is off West Old Town Road and in the southwest quadrant of the City, east of Pushaw Pond.

The total acres of forests harvested in Old Town between 1991 and 2013 were 11,583 acres based on 293 reported harvests. The average number of acres harvested each year during that period was 504 acres. There were between 7 and 19 notifications to the Maine Forest Service each year.

Over the same period, 204.5 acres

of forested land was converted to another land use, an annual average of 9 properties.

#### **H. Agricultural Resources**

According to the Maine Revenue Service, in 2013, Old Town had 4 parcels listed under the current use farmland program. These parcels totaled 29 acres of cropland with a total valuation of \$438,023 and 18 acres of woodland with a total valuation of \$1,919. No parcels or acreage were withdrawn from the program in 2013.

Prime farmland soils and farmland soils of statewide importance are primarily found along rivers in Old Town, in the urban core, and in places along Whistle Way and Sanford Avenue. The US Department of Agriculture (USDA) identifies prime farmland soils as important in meeting the Nation's needs for food, feed, forage, fiber, and oilseed crops. According to the USDA, farmland soils of statewide importance can be just as productive as prime, but are not classified as such due to slope, erodibility, or droughtiness. Prime have the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment.

Cultivated crops, pasture and hay fields are found predominantly off West Old Town Road, Kirkland Road, Gilman Falls Avenue, and in a few places west of the Interstate as well as on University of Maine land holdings in the City. Grasslands and herbaceous fields are found in similar locations plus on and around Poplar Road.

## I. Old Town Natural Resources: Figure 8.14 Old Town Natural Resources (2 maps)

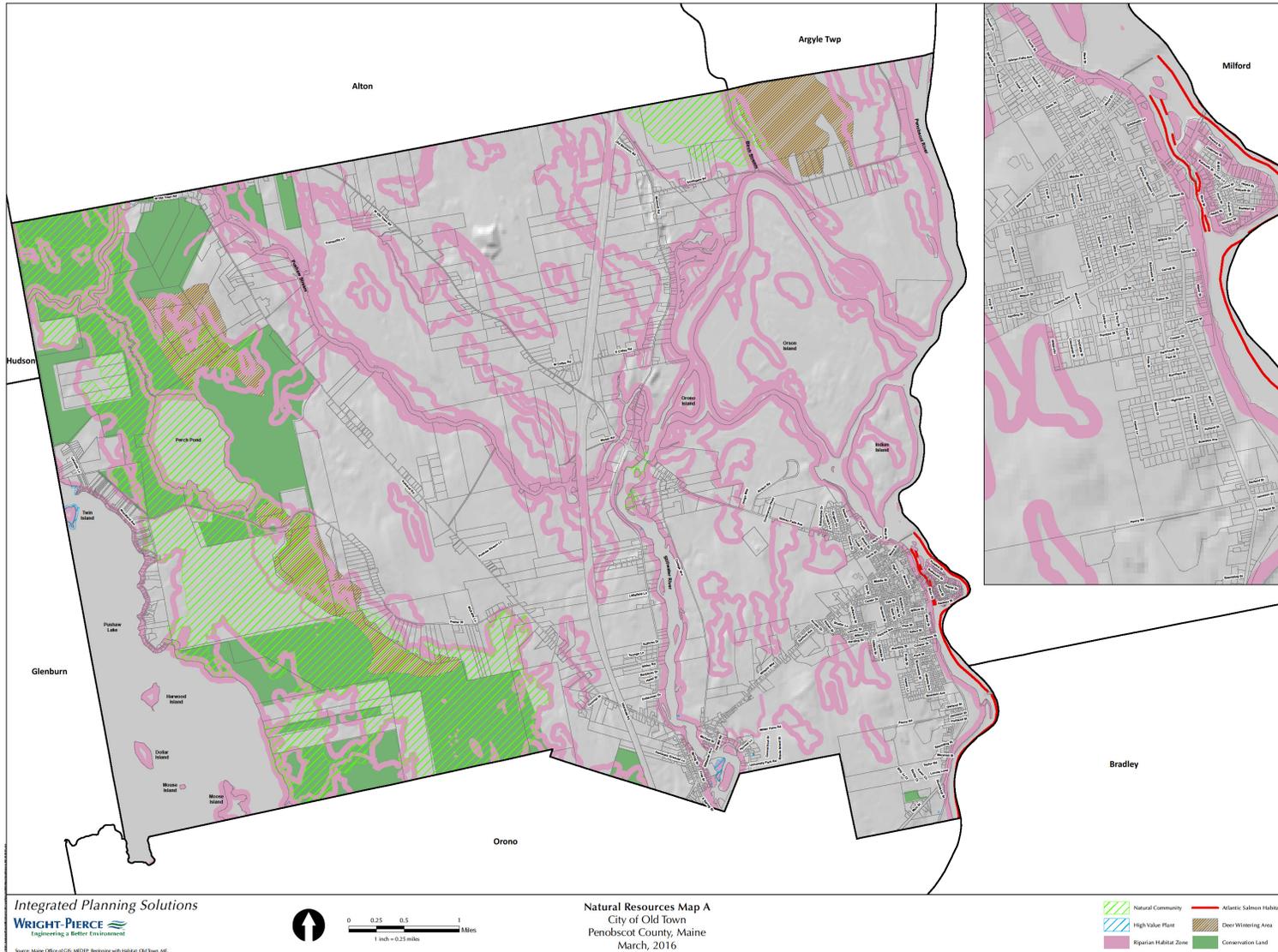
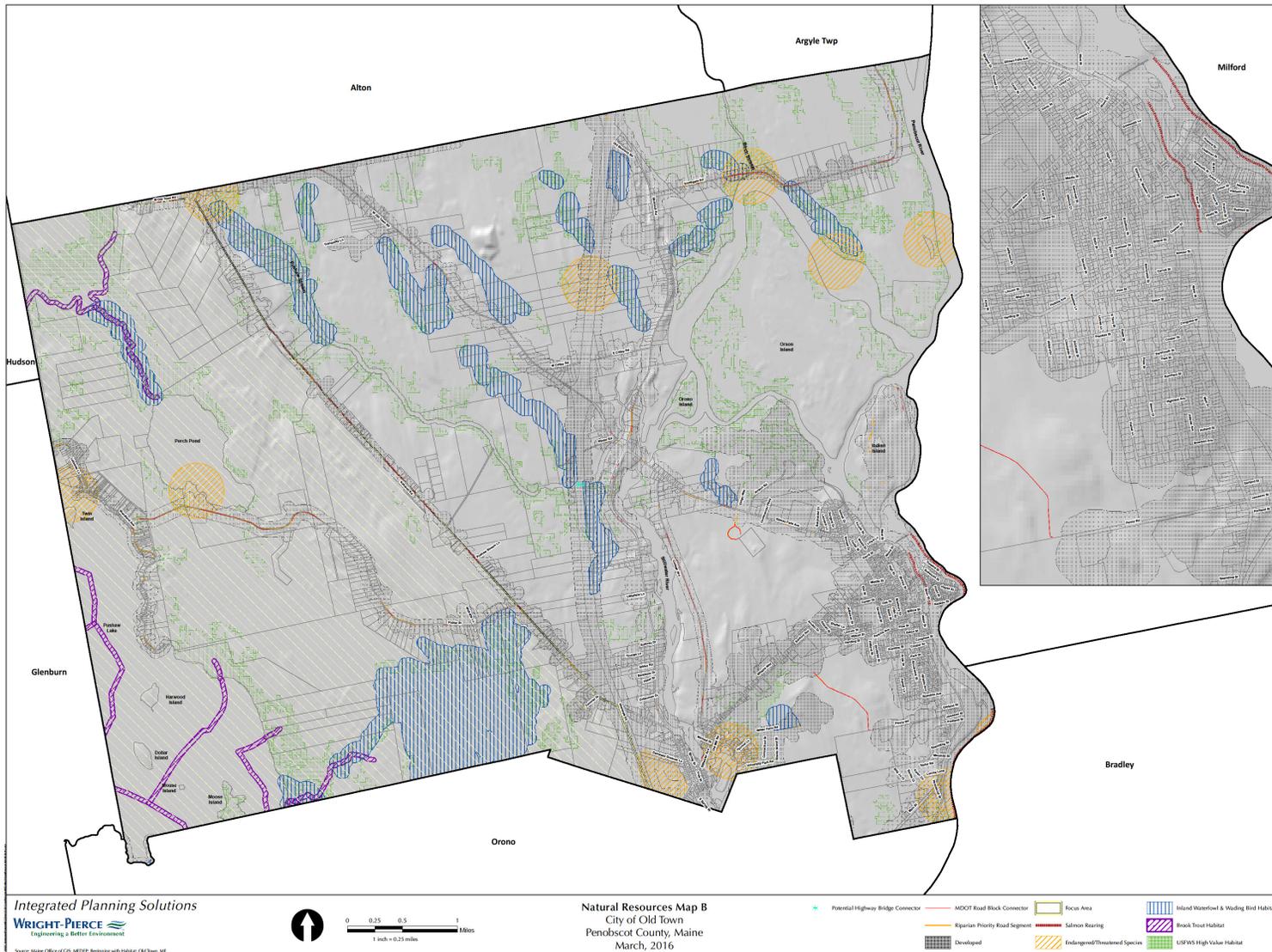


Figure 8.14 Natural Resources (continued)



## J. Riparian Habitat

Riparian habitat is depicted using common regulatory zones including a 250-foot wide strip around Great Ponds (ponds  $\geq$  10 acres), rivers, coastline, and wetlands  $\geq$  10 acres and a 75-foot strip around streams. There is extensive riparian habitat in Old Town associated with the lakes, ponds, rivers, and streams.

## K. Critical Natural Resources

**Endangered and threatened species, species of special concern, and important species identified by state agencies.** The State defines endangered and threatened species and species of special concern as follows:

- Endangered – rare and in danger of being lost from the state in the foreseeable future, or federally listed as Endangered.
- Threatened – rare and, with further decline, could become endangered; or federally listed as Threatened.
- Special Concern – rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.

The State defines Essential Habitats (EH) as areas that currently or historically provide physical or biological features essential to the conservation of an endangered or threatened species in Maine and which may require special management considerations. An EH Area must be identified and mapped by the Maine Department of Inland Fisheries & Wildlife (IFW) and adopted through public rulemaking guided by the Maine Administrative Procedures Act. State agencies and municipalities shall not permit, license, fund, or carry out projects that will significantly alter an Essential Habitat or violate protection guidelines adopted for the habitat.

The Maine Natural Areas Program, working with the IFW, Marine Resources, FWS, The Nature Conservancy, and the Maine Coast Heritage Trust, has identified natural areas of statewide ecological significance that contain unusually rich concentrations of at-risk species and habitats, including their intersections with large blocks of undeveloped habitat. Focus areas are designated “to help build regional awareness and draw attention to the exceptional natural landscape conditions” and “provide momentum to municipalities, land trusts, and regional initiatives focused on strategic approaches to conservation.”<sup>13</sup>

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<sup>13</sup> [http://beginningwithhabitat.org/about\\_bwh/focusareas.html](http://beginningwithhabitat.org/about_bwh/focusareas.html)

The US Fish & Wildlife Service (FWS) has identified Priority Trust Species, which are animals and plants that regularly occur in the Gulf of Maine watershed and meet any of the following criteria:

- Federally endangered, threatened, or candidate species,
- migratory birds, sea run fish and marine fish that show significant and persistent declining population trends or have been identified as endangered or threatened by 2 or 3 states in the Gulf of Maine watershed, or
- identified in the US Shorebird Conservation Plan, Colonial Waterbird Plan or Partners in Flight.

The following animals, which have been found in Old Town, have been identified to be important:

Alewife (FWS)	Common loon (FWS)
American black duck (FWS)	Field sparrow (FWS)
American woodcock (FWS)	Killdeer (FWS)
Bald eagle (designated as species of special concern; IFW, NAP, FWS)	Marsh wren (FWS)
American eel (FWS)	Northern flicker (FWS)
American shad (FWS)	Northern goshawk (FWS)
Atlantic salmon (FWS)	Northern harrier (FWS)
Atlantic sturgeon (FWS)	Osprey (FWS)
American bittern (FWS)	Peregrine falcon (FWS)
Bald eagle (species of special concern; IFW, NAP, FWS)	Pied-billed grebe (FWS)
Baltimore oriole (FWS)	Sedge wren (endangered; NAP, FWS)
Blackburnian warbler (FWS)	Shortnose sturgeon (FWS)
Black-throated blue warbler (FWS)	Solitary sandpiper (FWS)
Blueback herring (FWS)	Tidewater mucket (threatened; NAP)
Brook floater (species of special concern; NAP)	Veery (FWS)
Brook trout (IFW)	Wilson’s Snipe (FWS)
Great blue heron (designated as species of special concern; IFW)	Wood duck (FWS)
Canada warbler (FWS)	Wood turtle (NAP)
Chestnut-sided warbler (FWS)	Yellow lampmussel (threatened; NAP)

The Greater Pushaw Lake Association reports that Northern pike were illegally introduced into Pushaw Lake, where they have negatively affected the natural balance of fish populations and the rest of the ecosystem.<sup>14</sup> The Association also reported that in September 2009, a pike was caught downstream of the dam in the Pushaw Stream, indicating that they may be on their way to invading other parts of the Penobscot River watershed.

<sup>14</sup> <http://greaterpushaw.org/>

The following plants, which have been found in Old Town, have been identified to be important:

- Hyssop-leaved fleabane (NAP)
- Long-leaved bluet (NAP)
- MacGregor’s wild rye (NAP)
- New England violet (IFW, NAP)
- Orono sedge (threatened; NAP)
- Vasey’s pondweed (NAP)
- Water stargrass (threatened; IFW, NAP)

The following areas and natural communities, which have been found in Old Town, have been identified to be important:

- Deer wintering areas/yards (designated as of statewide significance and eligible for protection as Significant Wildlife habitat under the Natural Resources Protection Act)
- Significant vernal pools (designated as Significant Wildlife Habitat when they support an abundance of wood frogs, fairy shrimp, spotted and blue spotted salamanders or the presence of a rare threatened or endangered species whose life history is closely associated with vernal pools are defined as Significant Wildlife Habitat; proposed development within 250’ of significant vernal pool requires a DEP permit)
- Waterfowl and wading bird habitat (designated as Significant Wildlife Habitat)
- Caribou Bog (see discussion below)
- Domed Bog (large inland peatlands, usually more than 500 meters in diameter, with convex surfaces that rise several meters above the surrounding terrain and that display concentric patterning, sufficient to maintain a perched water table)
- Dwarf Shrub Ecosystem (dense layer of dwarf heath shrubs dominates this open peatland community, includes stunted and scattered black spruce and larch trees, sheep laurel, rhodora, and/or Labrador tea, ground surface covered by spongy carpet of peat mosses)
- Rivershore Outcrop (sparse rivershore vegetation dominated by herbs with occasional low shrubs, subject to annual flooding and ice scour, associated rare plants include the New England violet)
- Sliver Maple Floodplain (forests dominated by silver maple, open understory with sparse shrubs, lush carpet of herbs from spring ephemerals to dense fern cover within reach of seasonal floods, wood turtles may be present within pools within the forests)

- Unpatterned Fen Ecosystem (peatlands in which groundwater or water from adjacent uplands moves through the area with result that plants are exposed to more nutrients and vegetation is typically more diverse than that of bogs; vegetation is predominantly sedges, grasses, reeds, and Sphagnum mosses)

**Caribou Bog.** Caribou Bog is made up of approximately 6,000 acres and is one of the largest wetland systems in Maine. The system also includes Mud/Perch Pond and the adjoining Pushaw Stream wetlands that form an extensive peatland ecosystem that extends from near Stillwater Avenue in Orono northwest along the east shore of Pushaw Lake to Whitten Bog in Alton. Pushaw Lake supports an unusual number of rare plants and invertebrates. Penjajawoc Marsh supports a variety of rare and uncommon wading birds. Caribou Bog includes one of the State's best examples of a domed bog ecosystem, as well as stream drainage fen, unpatterned open basin fen, and raised level bogs with secondary pools. Over 4,200 acres within this focus area are designated as Waterfowl and Wadingbird Habitat. Over 2,200 acres are designated as Deer Wintering Areas. Over 1,700 acres of Pushaw Lake and Mud/Perch Pond and Pushaw Stream in the Bog are administered by the University of Maine as the Hirundo Wildlife Refuge. The University also owns a total of 6,536 acres, including a 224 acre parcel on the southeast side of Pushaw Lake and a 353 acre wetland parcel south of Stillwater Avenue. The Orono Land Trust also owns parcels in the Pushaw Lake and Hirundo Wildlife Refuge area.

## **L. Large, Unfragmented Blocks of Undeveloped Land**

The State's Beginning with Habitat Program identifies 7,119 acres of developed and 19,447 acres of undeveloped land in Old Town. Figure 7.9 notes potential locations that could connect undeveloped blocks of land and likely riparian crossing locations for wetland dependent species moving between waterways and wetlands divided by roads.

Undeveloped habitat blocks are areas with relatively little development that provide opportunity for meaningful habitat conservation. These areas are likely to include habitat conditions of a quality that could be expected to support most terrestrial species know to occur in the area.

Unplanned growth is one of the most significant threats to large, unfragmented blocks of undeveloped land.

Data depicting high value plant and wildlife habitats and critical natural resources is available to all Maine towns through the Beginning with Habitat program. Data is regularly updated and the Town should work closely with the IFW and NAP to develop and implement approaches that

protect the Town's natural resources, visit the Beginning with Habitat Online Toolbox ([http://www.beginningwithhabitat.com/toolbox/about\\_toolbox.html](http://www.beginningwithhabitat.com/toolbox/about_toolbox.html)), and periodically request updated information in the future to ensure that land use decisions are based on the best available information.

## **M. Conservation Land**

There are 4,387 acres of conservation land in Old Town, owned by the Orono Land Trust, the Maine IFW, and the University of Maine.

## **N. Issues and Implications**

1. What steps, if any, should the City take to reduce and/or limit additional phosphorus pollution to Pushaw Lake?
2. Should the City amend its land use ordinances to include stormwater performance standards consistent with state stormwater rules?
3. If the US EPA prevails over the State in its disagreement over water quality standards, what impact will that have on the City's waste water collection, treatment, and discharge system?
4. Should the City support the development of emerging forestry technologies and, if so, how?

**Water and Natural Resources, Agriculture and Forestry Vision, Goals, Policies and Actions:**

**Vision for Water and Natural Resources:** In 2035, the City’s water, natural, agricultural, and forest resources are protected and serve as a basis for its economic development. The City, Lakes Association, Penobscot Nation, University, Orono Land Trust, ED, and others are working together to coordinate programs and preserve and improve water quality, high value scenic views, agricultural lands, forests, and habitats.

*From 1995 Plan:* None specified.

**State Goal:** To protect the quality and manage the quantity of the State’s water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas. To protect the State’s other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas. To safeguard the State’s agricultural and forest resources from development which threatens those resources.

**Local Goal:** Protect the quality and manage the quantity of Old Town’s water resources including lakes, aquifers, rivers and streams. Protect Old Town’s critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas. Continue to encourage agriculture and forest management.

Figure 8.15 Water and Natural Resources, Agricultural and Forestry Policies	Actions
8.1 <u>Wetlands</u> . Continue to protect wetlands of 10 or more acres and those identified by the State as moderate to high value for wildlife.	a. Continue to protect wetlands through shoreland zoning regulations.
8.2. <u>Surface Waters</u> . Continue to protect the waters and shorelands of Pushaw Lake, Mud/Perch Pond, the Penobscot River, the Stillwater River, Birch Stream, and Pushaw Stream.	a. Continue strict administration of the State plumbing code.
	b. Continue strict administration of the City’s shoreland zoning requirements. Continue to allow agricultural and forest management activities.
	c. Continue to encourage the Lakes Association to monitor and reach out to its members to protect water quality.
	d. Continue to participate in regional watershed protection efforts for Pushaw Lake.
	e. Continue to implement the City’s stormwater management strategies required under its MS4 designation by the State, including but not limited to amending Site Plan and Subdivision Ordinances to include stormwater performance standards consistent with State stormwater rules.
	f. Continue to monitor the conflict among the Federal and State government and Penobscot Nation over water quality standards for

	the Penobscot River and adjust protection efforts accordingly.
8.3. <u>Floodplains</u> . Avoid problems associated with floodplain development and use.	a. Continue strict administration of flood hazard regulations and limit filling in floodplain areas. Continue to allow roads associated with agricultural and forest management activities.
8.4. <u>Aquifers</u> . Continue to protect the aquifer system which lies along the Stillwater River/Route 16.	a. Continue to prohibit land use activities that are potential threats, such as petroleum storage, over the aquifer.
8.5. <u>Soils</u> . Continue to ensure that soils are suitable for the intended purpose.	a. Continue to require that development regulated under the Zoning and Subdivision Ordinances require high intensity soil surveys when appropriate and restrict development on hydric soils. Continue to allow agricultural and forest management activities in these areas.
8.6. <u>Wildlife Resources</u> . Continue to protect and manage unique wildlife resources from the adverse impacts of development	a. Continue strict adherence of the City's Shoreland Zoning Ordinance and mitigation measures when site plans and subdivisions would exert a significant impact on fish and wildlife resources, including travel corridors, to the maximum extent possible.
8.7. <u>Waterfowl Habitat</u> . Continue to protect waterfowl nesting areas from the adverse impacts of development.	Continue to protect waterfowl nesting areas through the Shoreland and Zoning Ordinances.
8.8. <u>Natural Resources</u> . Ensure that natural resources of all types are protected during the development review process.	a. Continue to use Site Plan Review and the Subdivision Ordinance to consider and minimize or avoid adverse impacts on natural resources and preserve and/or maintain unique resources to the maximum extent possible.
8.9 <u>Agricultural and Forestry Resources</u> . Ensure that important agricultural and forest lands in rural areas are protected during the development review process; and promote innovative agricultural and forestry practices.	<p>a. Continue to use Site Plan Review and the Subdivision Ordinance to consider and minimize or avoid adverse impacts on important agricultural and forest lands and preserve and/or maintain unique agricultural soils to the maximum extent possible.</p> <p>b. Promote local agriculture through a buy local program and working with Bangor Food Hub Project.</p> <p>c. Assure that ordinances provide for adaptive reuse of existing abandoned commercial or industrial buildings for agricultural and forestry purposes</p> <p>d. Work with UMaine on 21<sup>st</sup> century management techniques including resource management and the development of new products and markets.</p> <p>e. Create a Forestry Management Committee and create or designate a Tree Warden. Develop a Forestry Management Plan for City owned forest land.</p>

## Chapter 9 Transportation





Old Town's Transportation System is made up of Roads, Rails, Sidewalks and Trails, on road Transit and Bike Routes, and Air Transport. In terms of public infrastructure, no other system requires coordination and clarity of responsibilities as that of the transportation network.

In addition to City and MaineDOT jurisdictions, the Bangor Area Comprehensive Transportation System (BACTS), located in Brewer has responsibility for conducting planning studies and programming transportation improvements on what is known as the 'federal aid system'. One example of this is the work recently completed on Stillwater Avenue; the City, State, BACTS with Federal Highway Administration (FHWA) funding each had a hand in the decisions along with the utility companies and the affected abutters.

## A. Roads

### 1. Road Jurisdiction, Function and Priority:

In terms of developing a Public Works budget, Old Town has an agreement with MaineDOT spelling out the *jurisdiction for capital and maintenance for state, state aid roads and townways*. In general,

- *State Highways* are those roadways for which DOT is principally responsible for capital improvement.
- *State aid highways* are generally connector highways owned by the municipality but for which DOT may provide funding assistance for capital improvement;
- Townways are owned by the City which is entirely responsible for winter and summer maintenance as well as capital improvements.
- In some locations there are also *reservation roads* that may be eligible for certain federal funding due to the presence of tribal governments like the Penobscot Nation.

*Urban compact boundaries*<sup>1</sup> are also established by law (Title 23 section 754) within which the City has both summer and winter maintenance responsibility<sup>2</sup>. Outside urban compact boundaries, the City is responsible for winter maintenance and the state is responsible for summer maintenance.

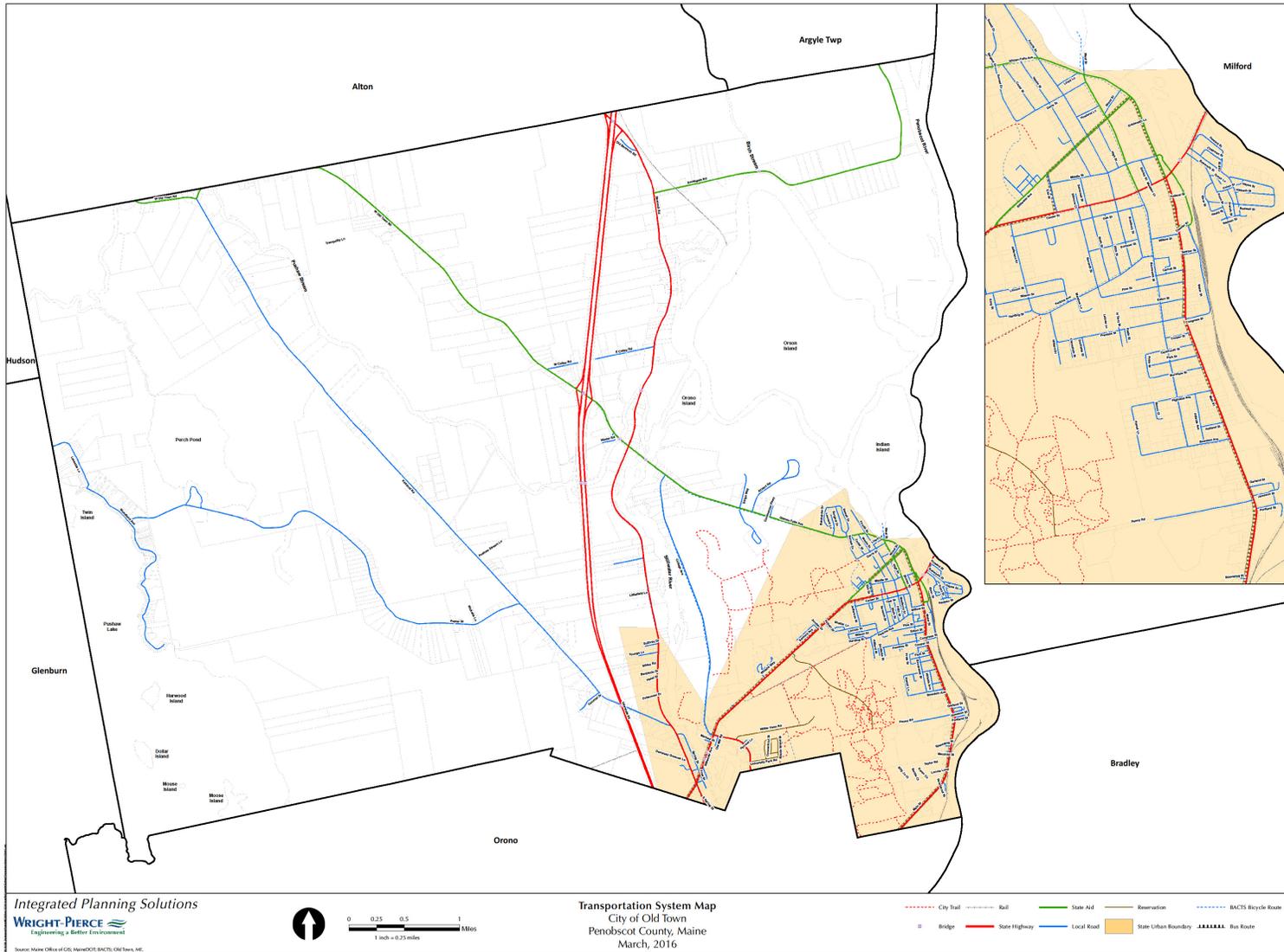
In addition to jurisdiction, roads are classified according to *how they are used* by the traveling public. This *functional classification* system is important in terms of understanding how to manage traffic growth and land access to and from the roadway. Driveway and Entrance permits issued by the State and or City for land use activities are based on this system.

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<sup>1</sup> <http://maine.gov/mdot/csd/documents/stateurbancompact/pdf/oldtown.pdf>

<sup>2</sup> <http://maine.gov/mdot/csd/mts/stateurbancompact.htm>

Figure 9.2 Road Classifications



- Roads that carry long distance regional traffic from one destination to another are considered *arterials*; in Old Town, these include the interstate and Routes 2, 2A. Interstate access permitted through interchanges is permitted only by FHWA. On Routes 2 and 2A, outside the urban compact, a driveway or entrance permit is issued by the DOT Region Office in Bangor. Inside the urban compact area, the City issues driveway and entrance permits through the site plan review process outlined in the zoning ordinance.
- When roads connect local streets with arterials, they are considered collectors; collectors carry a mix of local and through traffic. Routes 43 and 16 are major collector roads; Route 116 is a minor collector. Outside the urban compact, DOT is responsible for issuing access permits while the City does so within the urban compact.
- Neighborhood streets or roads that generally do not carry traffic from other jurisdictions are considered local roads. Most road miles in Old Town (and in Maine) are local roads. The City is entirely responsible for authorizing driveways or entrances on the local road network.

A third classification system is used by the State to assist with prioritizing programs and projects. *Highway Corridor Priorities (HCP)* are classified on a scale of 1 to 6 based on the amount of traffic that uses them:

- HCP 1 roadways include the Interstate and some (portions of) key Principal Arterials; HCP 2 roadways are non-interstate, high value arterials;
  - The Interstate and ¼ mile of Bennoch Road at Exit 193
- HCP 3 roadways are minor arterials and significant major collectors and HCP 4 roadways are the remaining major collectors,
  - Route 2, 2A, 43, 16
- HCP 5 are the minor collectors
  - Route 116
- HCP 6 are the local roadways

**Figure 9.3: Old Town - Miles of Highway by Classification System**

<b>Classification System</b>	<b>Miles</b>	<b>Totals</b>
Maintenance and Capital Jurisdiction		83.56
State Highway	27.19	
State Aid Highway	13.11	
Townway	40.44	
Reservation Road	2.82	
Roadway Function & Access Permits		83.56
Principal Arterials	14.11	
Minor Arterials	6.34	
Major/Urban Collectors	16.89	
Minor Collectors	2.96	
Local Roads	43.26	
Highway Corridor Priorities		83.56
HCP 1	14.11	
HCP 2	0.24	
HCP 3	12.84	
HCP 4	8.35	
HCP 5	4.76	
HCP 6	43.26	
Source: MaineDOT		

**2. Traffic Growth and Traffic Flow:**

Most locations have shown some decrease in average annual daily traffic since 2009. While no detailed analysis is available, reductions are most likely due to the reductions in employment caused by changes in the industrial sector especially in the past decade or so.

**Figure 9.4: Old Town**

**Average Annual Daily Traffic at Selected Locations**

	2009	2010	2011	2012	2013	2014
COLLEGE AVE W/O MCDONALDS EXIT ONLY	1710					1020
DOWN ST N/O SR 43 (MAIN ST) @ BR# 3725	1940					1700
I-95 (NB) N/O OFF RAMP TO SR 43	5320		4810		5290	
I-95 (NB) N/O ON RAMP FROM SR 43	5870	5400	5660		5930	
I-95 (SB) N/O OFF RAMP TO SR 43	5890	5980	6290		5550	
I-95 (SB) N/O ON RAMP FROM SR 43	5360		5930		4900	
SR 116 (SOUTHGATE RD) E/O SR 16(BENNOCH)			510	480		520
SR 16 (BENNOCH RD) N/O SULLIVAN DR			1640	1260		1180
SR 16 (BENNOCH RD) N/O SR 116(SOUTHGATE)			1650			1120
SR 16 (BENNOCH RD) NW/O STILLWATER AVE			3620			3350
SR 16 (BENNOCH RD) SE/O STILLWATER AVE			1740			1870
SR 16 (BENNOCH) NE/O SR 43(GILMAN FALLS)			2660	1940		1660
SR 16 (BENNOCH) SW/O SR 43(GILMAN FALLS)			1380			1210
SR 43 (GILMAN FALLS AVE) E/O SUNSET DR			5220			4340
SR 43 (MAIN ST) N/O US 2A (CENTER ST)	7210					5840
SR 43 (MAIN ST) SE/O BRUNSWICK ST			4550			3960
SR 43 (MAIN ST) SE/O STILLWATER AVE			5980			5090
SR 43 (W OLD TOWN) NW/O SR 16(BENNOCH)			3620			3670
SR 43 NE/O IR 1047 (KIRKLAND) @ BR#5099			1480			1200
SR 43(W OLD TOWN) NW/O I-95 (SB) OFF RMP			2250	2070		2150
STILLWATER AVE NE/O FREE ST @ BR			17150			16640
US 2 (CENTER ST) NE/O WATER ST @ BR#2928	16130					13940
US 2 (MAIN ST) @ ORONO TL			7250			6320
US 2 (MAIN ST) S/O BOWDOIN AVE			7990			6700
US 2 (MAIN ST) S/O US 2A (CENTER ST)	6820		5930			5190
US 2A (CENTER ST) E/O STILLWATER AVE			12290			12090
US 2A (CENTER ST) W/O SR 43 (MAIN ST)	11720		10070			10040
US 2A (STILLWATER AVE) N/O COLLEGE AVE	19850		15710			16300
WATER ST (OW) N/O US 2 (CENTER ST)	1140		920			810
WATER ST S/O US 2 (CENTER ST)	3620					2810

Source: MaineDOT

**3. Recent Studies:**

Two congestion and safety studies have been completed since 1995. The Final Report of the Stillwater Avenue/Center Street Corridor Study, Old Town and Orono, Maine, commissioned by BACTS was released in May 2003. The purpose of Study/Report was to define the traffic flow concerns along the corridor of Stillwater Avenue from I-95 to Main/Center/Water Streets and to make recommendations for improvements. The principal recommendation was that the road be widened from I-95 to Center Street for bike lanes, 11 foot wide travel lanes, as well as auxiliary lanes at intersections. From Center Street to Main Street it was recommended to have short left turn pockets at intersections.

A number of other recommendations yet to be implemented are listed in Figure 9.5. Funding

**Figure 9.5:** Recommendations from: Final Report of the Stillwater Avenue/Center Street Corridor Study, Old Town and Orono, Maine

- A future traffic signal at southbound I-95 ramp intersection; possible relocation of southbound ramp and/or a new off-ramp to UMaine / modifying exit 51.
- Improve Godfrey Drive to the Orono/Old Town line. Adjust signal timings and improve coordination of signals for University Mall and Godfrey Drive. Relocate Godfrey Drive easterly to align to University Mall and improve the signal.
- Modify Stillwater Avenue to Bennoch Road to 5 lanes with an exclusive left turn lane. Bennoch Road intersection should have combined left turn with through light and two lane widening. Improvements were suggested for Spring Street islands.
- Bennoch Road to College Avenue requires widening of the bridge to 4 lanes. Franklin Street should be extended with a new Stillwater River crossing to alleviate congestion on the existing bridge. (This relates to the Stillwater Bridge design process which is just beginning.)
- College Avenue intersection should be widened and the signals improved. Limit access to commercial developments; create new alternative access for commercial properties with service drive northerly of Stillwater Avenue.
- Lawndale Cemetery to Center Street should be widened to 4 lanes to accommodate the elementary school intersection. Develop a parkway section with raised median to reduce speeds and funnel turning actions.
- At Old Town Plaza, make parking lot improvements to enhance signal. Create northerly service road to allow better commercial connections. Create new connection to UMaine though elementary school service road. Modify Abbot Street to access residential properties.
- Center Street intersection should be improved with better markings and widened to accommodate turning to Center Street. Turning traffic should be limited during peak hours; a roundabout should be considered to help flow.
- Center Street to Main Street should accommodate short left turn storage bays at intersections with Jefferson, Elm, Fourth, and Brunswick Streets. Add modified lane use markings.
- Make Center Street one-way shifting other directional travel to Middle Street or Stillwater Avenue.
- Signalized intersections at Main and Water Streets cause problems; change Water Street and portion of South Main Street to one way flow; change left turn phase at Water street, eliminate all left turns from Center Street eastbound to Water Street northbound. Add a right turn overlap for northbound Water Street turning onto Center Street. (Relates to Traffic Study for intersections in Old Town and Milford described below.)
- Add signals at Bosworth Street and Center Street.

for a follow up study is in place: it will cover the area between the southbound On-Ramp and College Avenue.

Since this report was completed, Stillwater Avenue has been rebuilt from the College Avenue intersection to the Old Town Plaza. It was widened from College Avenue through to the Plaza to 3 lanes with a center turn lane. A sidewalk was added from College Avenue on the westerly side up to the signal at Dunkin Donuts and the Elementary School.

The condition of Stillwater Avenue from I-95 to the Stillwater Bridge has since deteriorated badly. Traffic backs up from College Avenue to I-95 at many times of the day during the UMaine academic year. A signal was added at the Elementary school entry road which also services a Bank with a drive through. The Bank has a (right turn only) exit to Stillwater Avenue between the signal at the Elementary school and the signal at the Old Town Plaza. There is now a strip mall just south west of the Elementary School Signal along with other commercial developments in the immediate area.

**Figure 9.6:** The Traffic Study for intersections in Old Town and Milford

- ....some reduction in intersection delay and queuing can be achieved at the intersections of Center Street/Main Street and Center Street/Water Street by utilizing a shorter traffic signal cycle length during the weekday morning and evening peak hours.
- ....change the lane use for the westbound exclusive left turn lane at the intersection of Water Street/Center Street to a combined left through lane to reduce delays; provide additional signage to help motorists navigate the change.
- ....discuss with City the potential of eliminating the westbound left turn lane at the intersection of Water Street/Center Street and make Water Street one way in the northbound direction; evaluation of traffic conditions at the intersection of Chester Road and Main Street would be required before making this change.
- ...discuss with City and DOT possibly limiting the access to Water Street to ‘right in’ and ‘right out’ at Center Street and removing the traffic signal at the Water Street/Center Street intersection to help address the queuing issues to the east of the Water Street/Center Street intersection during the morning peak hour.
- ....alleviate the high incidence of crashes at the intersection of Brunswick Street and Center Street through better placement of and adding signage.
- ... Route 2 between Old Town/Milford town line and Bradley Road also experiences high incidences of crashes; police reports for these crashes were reviewed and no pattern or contributing factors

The signals at Main Street and Water Street have been adjusted, but traffic flow continues to be interrupted. Traffic backs up on Brunswick Street for westerly travel to turn left onto Center Street. Traffic exiting Abbott Street to Stillwater Avenue turning left (South) onto Stillwater Avenue still backs up. Morning southbound traffic flow on Stillwater Avenue from Center Street through to the Elementary School and from that intersection to College Avenue is poor.

The Traffic Study for intersections in Old Town and Milford was released by BACTS in September 2014. Its purpose was to evaluate intersection operation at four locations along Route 2 in the City of Old Town and Town of Milford and to “determine whether minor modifications to the traffic signal timing, phasing, and lane use may help alleviate some of the delays and congestion that are typical during the weekday commuting periods”. Two of the intersections evaluated – both signalized

- were in Old Town. Recommendations from the study are shown in Figure 9.6. This study is less than a year old and has not been implemented; additional discussion of options is strongly recommended in the study.

A Truck Route Study for the BACTS Area was completed in November 2007 as a planning tool for future roadway improvements that may be eligible for federal funds. Recommendations affecting Old Town included:

- Route 2 (Main Street) and Water Street at Route 2A (Center Street – Old Town)
  - Short term: Relocate the mast arms at Center Street and Main Street to behind the sidewalk, reducing the potential for a truck to collide with them. In addition, shift the stop bars, where feasible, to allow for more space for trucks to turn.
  - Long-term: Adjust the truck route for trucks coming from the bridge into Old Town to require right turns to utilize Water Street, where adjustments to the radius could be made. Placement of truck route signage would assist truckers in determining the proper route.
- Route 16 (Old Town) should be reconstructed to current design standards in order to (better) accommodate trucks.
- All designated truck routes should have large, clear signage stating “TRUCK ROUTE” with directional arrows, if necessary. These signs should be posted at approaches to all intersections with roadways designated as collector class or greater.

**a. Traffic Safety and Reported Crashes:**

**Figure 9.7: Old Town Crashes between 2009-2014**

Crash types:	#
Rear End / Sideswipes	414
Went off Road	202
Intersection Movement	167
Deer	118
Head on Sideswipe	20
Bicycle	9
Pedestrian	7
Fire	4
Object in Road	3
Bear	3
All other animal	3
Train	1
Turkey	1
Rollover	1
Other	21
<b>Total</b>	<b>974</b>

Source: MaineDOT

**Figure 9.8: Old Town Crashes between 2009-2014**

Road Conditions	#
Dry	668
Ice/Frost	62
Mud/Dirt	10
Sand	1
Slush	23
Snow	88
Wet	120
Other	2
<b>Total</b>	<b>974</b>

Source: MaineDOT

Including incidents on the Interstate, between January 1, 2010 and December 31, 2014 there

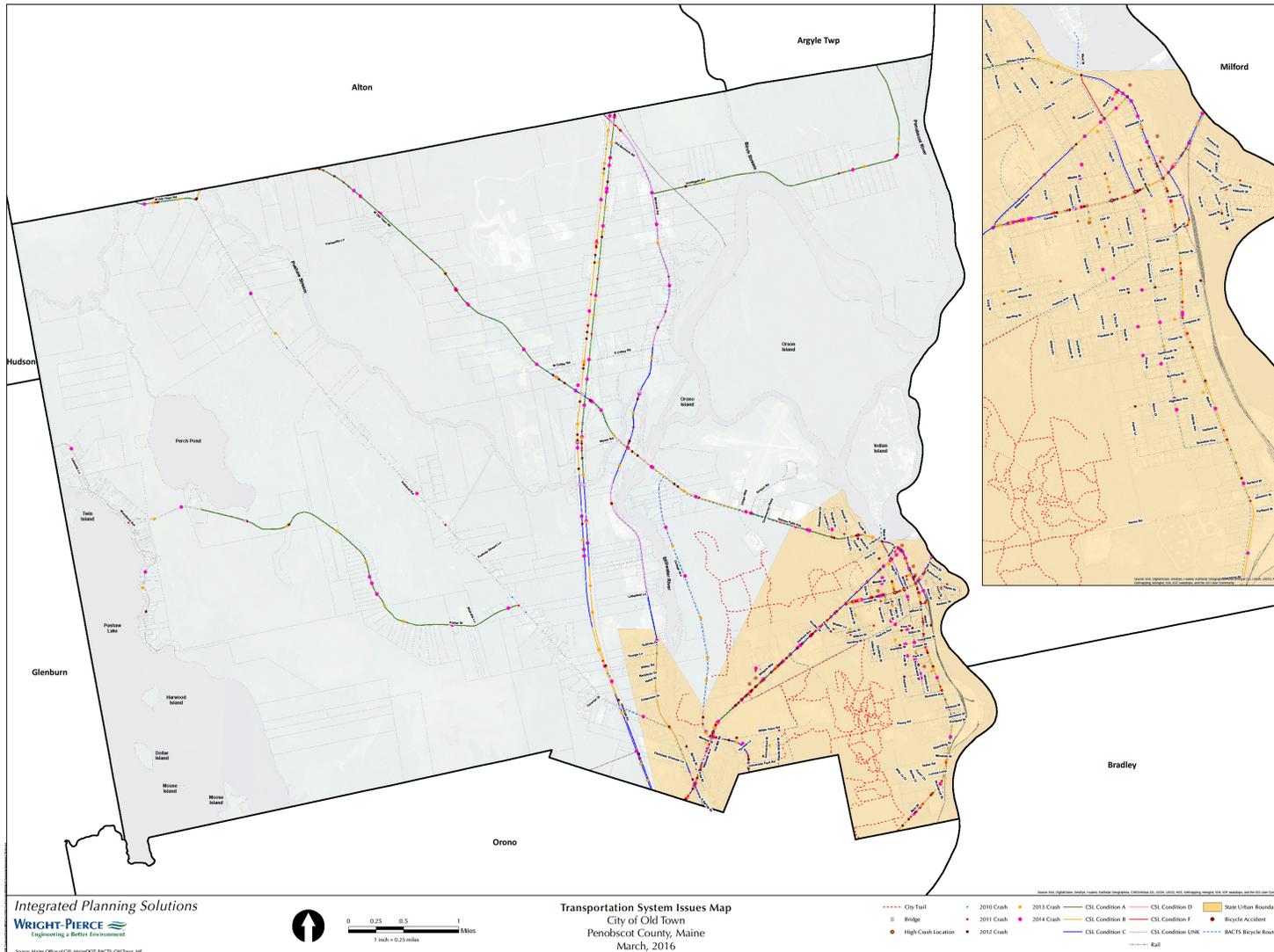
<b>Figure 9.9: Old Town Crashes between 2009-2014</b>	
Month of Year	#
January	111
February	88
March	65
April	62
May	66
June	59
July	53
August	66
September	101
October	94
November	96
December	113
<b>Total</b>	<b>974</b>
<b>Source: MaineDOT</b>	

were 974 crashes with 348 injuries and 1937 non-injuries. Of the crashes involving injuries, 3 resulted in fatalities, 2 of which involved vehicles going off the road and one involved a pedestrian.

Four High Crash Locations (HCLs) were identified in 2013 (see Figure 9.10); a fifth was identified in 2014 as part of the recently completed Traffic Study for intersections in Old Town and Milford. An HCL is a location where 8 or more crashes occur in a 5-year period and where the critical rate factor (CRF) is higher than 1. The CRF is determined by comparing crashes at other locations in the state that have similar characteristics.

Two HCLs in Old Town are associated with segments of the Interstate which fall within the responsibility of the State. As identified in the Traffic Study for intersections in Old Town and Milford, two are located at the intersection of Center and Brunswick Streets and along a stretch of Route 2 between Old Town/Milford town line and Bradley Road and the last is along a stretch of Route 43 from West Coiley Road to the Alton/Old Town town line.

Figure 9.10: Transportation System Issues



**b. Improvements planned or pending**

**Figure 9.11: 2015 Work Plan Road Projects Located in Old Town**

Location	Description	Type of Work	Available	Planned	All Funds
Stillwater Avenue - 2015	Stillwater #1 Bridge (# 1472) over South Channel Stillwater River. Located 0.06 of a mile north of Free Street.	Bridge Construction	\$150,000		\$150,000
Stillwater Avenue - 2015	Stillwater #2 Bridge (# 2806) over North Channel Stillwater River. Located 0.10 of a mile south of Michael Street.	Bridge Construction	\$150,000		\$150,000
Route 2A - 2016	Located at intersection of Route 2A and Brunswick Street.	Highway Safety and Spot Improvements	\$35,000		\$35,000
Interstate 95 - 2015	Painting portions of the Kirkland Road Bridge (# 1425), which carries Interstate 95 south bound over Kirkland Road.	Bridge and Structural Maintenance	\$0	\$123,000	\$123,000
Bennoch Road - 2015	Replacing culverts, cleaning under guardrail and ditching beginning at the Old Town urban compact line and extending westerly 5.03 miles to the Old Town-Alton town line.	Drainage Maintenance	\$0	\$73,000	\$73,000

Source: MaineDOT

According to the MaineDOT 2015-2016 Work Plan, several funded projects in Old Town will be undertaken.

The BACTS Transportation Improvement Program (TIP) for 2013-2015 included funding for rehabilitation of Old Town Center Street from Water Street to edge of Bridge Street and improvement of Stillwater Avenue from School Street to Abbot Street and reconstruction from

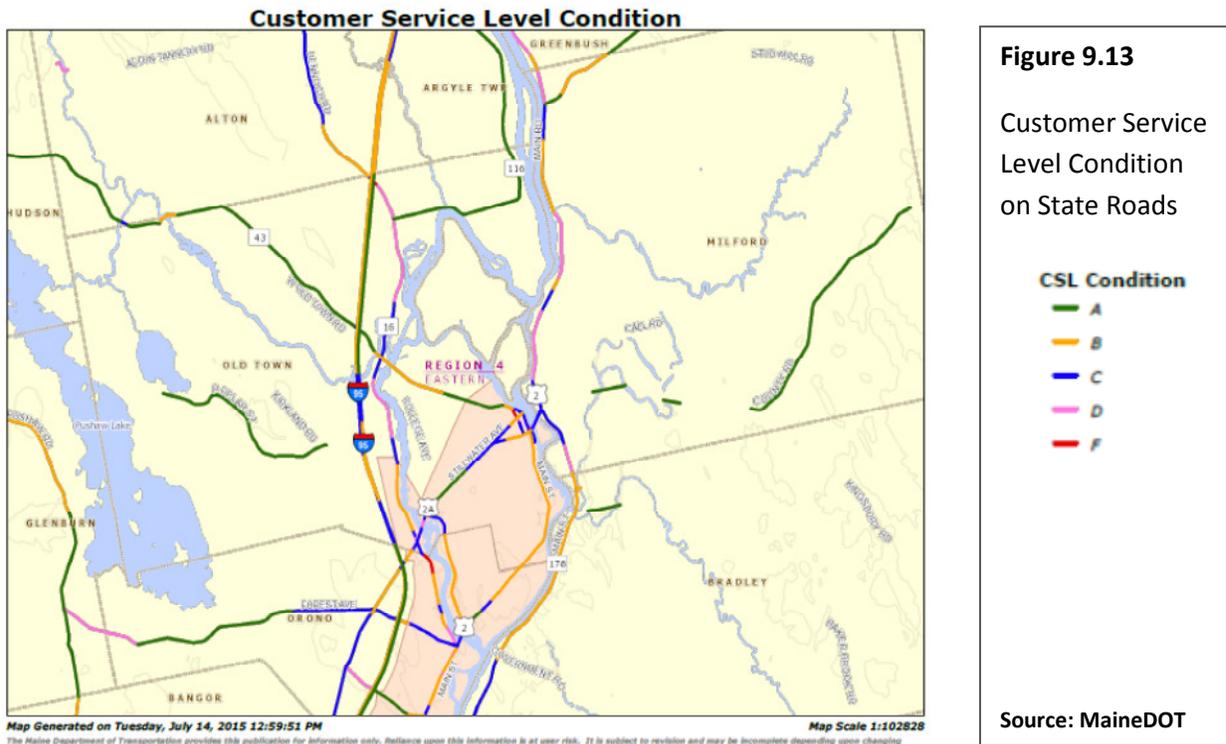
College Avenue to School Street That project is completed. A new TIP for 2015-2017 is under development.

**c. Road Conditions**

According to data provided by the City Public Works Department who uses the standard Road Surface Management Systems (RSMS) software program to determine road conditions, the following provides a breakdown of local road conditions by center lane miles:

<b>Figure 9.12: Center Lane Mile Road Conditions in Old Town As of Fall 2014</b>	
No Maintenance	10.86 miles
Routine Maintenance	3.42 miles
Preventative Maintenance	10.42 miles
Rehabilitate	5.26 miles
Reconstruct	12.38 miles
Does not include all state roads as those are managed by the State (Routes 43, 16, 2, 2A) Source: Old Town Public Works.	

While the City recently voted a bond issue for \$1,000,000 to maintain and improve roadways, it is estimated that nearly \$14,000,000 is required to bring all roads up to a “no maintenance needed” rating.



In terms of state roads, Figure 9.13 titled Customer Service Level Condition shows that for Old Town, most are in need of little repair except for portions of Bennoch road and Main Street at Gilman Falls Avenue (pink and red).

**d. Bridges**

**Figure 9.14  
Old Town Bridges**

BRIDGE NAME	LOCATION	FEATURE BRIDGED	YEAR BUILT
I-95 NB / KIRKLAND ROAD	I 95 NORTHBOUND	KIRKLAND ROAD	1965
I-95 NB / PUSHAW STREAM	I-95 NORTHBOUND	PUSHAW STREAM	1965
I95 SB / KIRKLAND ROAD	I-95 SB	KIRKLAND RD.	1965
I95 SB / PUSHAW STREAM	I-95 SOUTHBOUND	PUSHAW STREAM	1965
MUD POND INLET 1&2	POPLAR STREET	MUD POND INLET	1933
BOOM BIRCH	ROUTE 116	BIRCH STREAM	2007
IRVING	ROUTE 16	PUSHAW STREAM	2009
I-95 INTERCHANGE 53	ROUTE 16	I-95	1965
WEST BRANCH (CHANNEL)	ROUTE 2	W CHANNEL PENOBSCOT RIV	1978
OLD TOWN, MILFORD	ROUTE 2	E CHANNEL-PENOBSCOT RV	2007
ROUTE 43 / I-95	ROUTE 43	I-95	1965
GILMAN FALLS	ROUTE 43	STILLWATER RIVER	1981
LANCASTER	ROUTE 43	PUSHAW STREAM	1974
STILLWATER #1	STILWATER AVE.	S CHAN STILLWATER RIVER	1952
STILLWATER #2	STILWATER AVE.	N CHAN STILLWATER RIVER	1952

Source: MaineDOT

There are fifteen bridges in Old Town, including 1 that crosses the Interstate and 4 on the Interstate that cross Kirkland Road and Pushaw Stream. All are owned or maintained by the State.

As identified in Section E of this chapter, the Stillwater Bridges #1 and #2 on Stillwater Avenue (Route 2A) are scheduled for preliminary engineering to begin in 2015; currently the bridges are narrow and provide limited pedestrian and bicycle passage. Recent growth trends, coupled with the back-ups at the College & Stillwater Avenues intersection and limited rights of way between the bridges and College Avenue, will have an impact on the DOT Planners’ decisions for width of replacement bridges.

Options for 2, 3 and 4 lanes will be evaluated; if a 2 lane bridge is chosen, it will likely include wider lanes plus shoulders for cyclists and a sidewalk on at least one side. The public outreach

process is anticipated to begin in September, 2015; funding for construction is not likely until the State's 2018-2019 workplan.

The Mud Pond Inlet 1 & 2 Bridge is noteworthy for additional discussion here. In 1999, the state funded a study to determine the most cost effective solution to the flooding problems associated with this bridge on Poplar Street. The bridge traverses Caribou Bog in Old Town and provides access to many year-round homes on Pushaw Lake. The Preliminary Design Report (PDR) indicated that the road is below the annual flood plain and floods at least once a year for a typical duration of 2 to 7 days. The bridge was built in projects in the 1929 and 1933 to access seasonal homes; as the homes converted from seasonal to year-round, disruptions by flooding became more of a problem. While the 18' 4" 2-lane bridge was paved over a 2' 9" gravel base, its piles, pier caps, deck stringers and decking were originally constructed of timber at or below the high water line to keep bridge timbers from rotting. Some stringers and the entire deck were replaced in 1971.

The question was 'who should pay for (the needed) improvement'; while the state is responsible for the bridge, the City permitted the homes to be converted to year round (increasing the demands and the extent of disruption). Five options to address the problem, including a 'do nothing' option, were evaluated. The 'do nothing' option suggested maintaining in place until replacement was warranted. Other options included building a new bridge from Orono, building a new bridge from Hudson, building a new bridge on Poplar Street but away from the bog, raising the grade. Pros and cons were evaluated for each option; in the end the study determined that the grade should be raised at least 2' to eliminate most, but not all, of the flooding related disruptions to passage. The project was ultimately paid for by the state at a cost of over \$1.5 million. The estimated life of this substantial rehabilitation was 25 years; as of this writing, 15 of those 25 years have passed. Bridge inspection reports are developed annually; once determined that replacement is warranted, state and federal funds will cover the costs.



## B. Air Transport

The City of Old Town owns Dewitt Field, which is classified as a Level III System Airport, airport location on about 360 acres of land on the north end of Marsh Island. Its FAA acronym is OLD. The airport's primary runway is 3,998 feet in length and 75 feet in width; the secondary runway measures 2,800 feet by 75 feet. In 1991, there were about 59,000 flight operations and 37 based aircraft at the facility. In 2014, based aircraft increased to 42 but flight operations were estimated at 22,300, less than half of those in 1991.

Based on the State's Aviation Systems Plan, the rate of growth from 1976 (25 aircraft) to 2012 (42 aircraft) is 68% over a 36 year period, or 1.9% per year. Historically, operations per based aircraft have declined each year for the past 10 years due to rising fuel costs. For the study period, 2035-2034, it is anticipated that total (land and water) flight operations will increase to just over 26,000.

The Airport is served by a business park whose infrastructure was completed in 2010; many lots remain available in the park. There is a seaplane base located at the airport. The Maine Forest Services is headquartered adjacent to the airport and has its own seaplane base at the airport.

In the 1990s, the State's Aviation Systems Plan recommended that Dewitt Field be designated as reliever airport for non-commercial flights when additional capacity was needed at Bangor International Airport. This designation did not materialize.

Most of the funding for airport improvements (approximately 90%) comes from the Federal Aviation Administration. Needed improvements identified in the 1995 comprehensive plan for Old Town, derived from the State Aviation plan included extending the primary runway to 5,000 feet, adding a parallel taxiway, expanding the terminal, adding parking, and providing various lighting and navigational aids and improvements. According to Table 2.2 of Dewitt's Airport Master Plan Update (AMPU), nearly \$3.5M in grants were obtained to make improvements to runways, runway safety area, taxiways, airport apron and snow removal equipment.

The Airport's January 2015 Master Plan was undertaken to revise existing facilities, forecasts, facility requirements and development alternatives as identified in the 2002 Master Plan. Based on Table 2.1 – Maine System Plan Metrics as identified in the 2006 Master Plan, the Taxiways, Transient Hangars did not meet metrics, the Apron partially met metrics, and the lighting and visual aids met metrics with a few exceptions.

Based on the data presented in the 2015 AMPU, OLD can support most operations typically found at the airport with the existing runway infrastructure. A longer runway would support larger aircraft, particularly those typically flown by corporate operators; however, the existing runway length supports the airport's design aircraft and the majority of operations typically flown at OLD. At this time, there is no justification for a longer runway. However, because of trees on Indian Island growing into the Runway 30 approach, the runway may have to be either shortened or shifted if the trees cannot be cleared. A recent decision was made to shift the location of the runway.

Runway 4-22 length is affected by crosswinds and the sea plane base; the Airport Advisory Committee explored four options for addressing this including a "do nothing" option. The runway was shortened to 2800 feet during reconstruction. In terms of deficiencies in Visual Navigation Aids, the 2015 AMPU recommends all of the runway edge lights be replaced as early as possible. Runway signage is limited and of immediate need, is a runway hold sign for aircraft exiting the apron and taxiing toward the runway environment on Taxiway B. In terms of Aprons and tie-downs, by the end of the planning period, the airport will need to increase aircraft apron space by almost 12,000 square yards. In 2014, a new beacon was installed. In 2015, all edge lighting was replaced, reconstruction of all runways completed, new PAPI's were installed. The airport access road was reconstructed.

OLD has 32 hangar slots in six hangar units; the data indicates the airport would need approximately five additional hangars in the next 20 years. The 2015 AMPU recommends that the airport plan for much more by reserving space to accommodate hangar development as demand dictates, keeping in mind that hangar land leases are the primary source of revenue for general aviation airports. In addition, the plan recommends the addition of auto 39 parking spaces as part of hangar expansion projects. Improvements to the sea plane base were also recommended; the seaplane access ramp was improved. Additional miscellaneous facility improvements are made to Instrument Approach Procedures, Fuel Storage and Sales, the seaplane access ramp and the. The

#### In summary, Facilities Requiring Improvements or Upgrades

- Aircraft apron space is inadequate with an immediate need for 4,000 square yards, expanding to nearly 12,000 square yards in the next 20 years.
- Additional hangar space is needed in the near term.
- Automobile parking space is showing an existing deficit during peak days/hours.
- Seaplane base facilities are inadequate. Dock space is minimal and fails to meet

existing demand on even slow periods. 24 hour credit card operated fuel service is needed on the waterfront.<sup>3</sup>

**Figure 9.15: 2015 Work Plan Aviation Projects Located in Old Town**

Location	Description	Available	Planned	All Funds
Dewitt Field 2015	Safety and infrastructure improvements that may include obstruction removal and reconstruction of Runways 12-30 and 4-22 and replacement of the rotating beacon at the Dewitt Field, Old Town Municipal Airport (OLD).	\$0	\$4,274,500	\$4,274,500
Dewitt Field 2015	Safety and infrastructure improvements that will be determined upon completion of the Airport Master Plan Update at the Dewitt Field, Old Town Municipal Airport (OLD).	\$0	\$154,500	\$154,500
Dewitt Field 2017	Safety and infrastructure improvements that will be determined upon completion of the Airport Master Plan Update at the Dewitt Field, Old Town Municipal Airport (OLD).	\$0	\$154,500	\$154,500

**Source: MaineDOT**

### C. Rail Transport

The Pan Am Railway, formerly the Maine Central Railroad line, extends from Portland to Mattawamkeag. It runs through Old Town and provides freight service primarily to the Expera Company. In Mattawamkeag, another rail line owned by Eastern Maine Railway (EMRY) switches from Pan Am’s north-south travel to east-west travel where it enters Canada at Danforth to the east. EMRY’s western terminus is at Brownville Junction where it joins with Central Maine to Quebec Railway (CMQR) and travels westerly through Jackman to Canada’s Lac Megantic.

<sup>3</sup> Dewitt Field Old Town Maine, Airport Master Plan Update, January 2015 by Stantec

Pan Am also owns the line which carries the Downeaster/AmTrak service from Boston to Brunswick; from Portland, Pan Am's line has the ability to connect to the State-owned Mountain Division and the Saint Lawrence and Atlantic Railway; both lines run to the New Hampshire border and points west.

Data and freight to and through Old Town is not available at this time.

Maine's railroad transportation is freight/passenger system. The 2014 Draft Maine State Rail Plan (<http://www.maine.gov/mdot/railplan/>) is designed to be compliant with both federal and state legislation. The MSRP includes:

- Designation of the MaineDOT as the State Rail Plan Transportation Authority, and the MaineDOT Commissioner as the State Rail Plan Approval Authority.
- Inventory and analysis of freight and passenger marine, aviation, rail, and transit terminals, multimodal facilities, and gateways; taking into account the interaction between these transportation modes.
- Identification of the major ongoing and proposed freight and passenger rail initiatives and state and local rail transportation policies and regulatory considerations.
- Identification of economic, environmental, land use and community impacts of rail services and operations.
- Assessment of the rail system's ability to meet current and future needs for goods movement and personal mobility.
- Critical rail corridor criteria development and screening and further enhancement of project specific investment criteria.
- A list of current and future policies and investment strategies for state and local governments, and private rail owners, operators and customers.

This plan reviewed the current status of the rail system in Maine and assessed the current needs and how they were being met; it projected future need and how it could be met. The use of alternative transportation (truck, bus, car, marine and air) were viewed and evaluated according to the needs of various regions in the state.

Rail systems must have customer support to justify operations. Passenger services and their future expansion are focused on the southern regions of Maine, including Portland, Brunswick, Rockland and perhaps Lewiston/Auburn to Montreal.

Freight transportation exists in certain corridors that have industry or potential growth. This report recommends

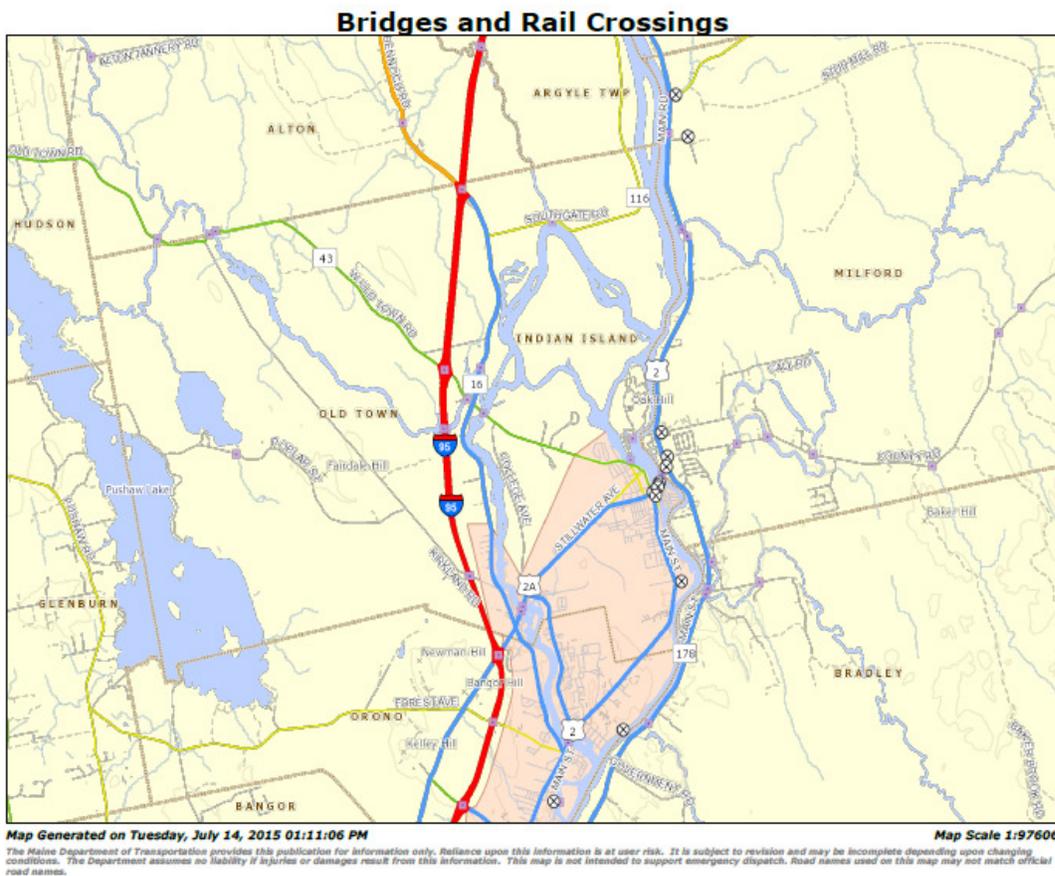
- maintaining nearly all existing corridors while increasing efficiencies and maintaining safe levels of operations.
- Expansion in southern Maine.
- No expansion in the Old Town area unless efficiencies with interstate connectivity increases.

Rural areas of Maine will see truck/bus transportation until demand increases due to either industry growth that can benefit from rail service or increase fuel costs for truck transportation that drive customers to rail.

MaineDOT offers an Industrial Rail Access Program (IRAP) to encourage the development of access to rail. The program is a 50:50 match, with the State providing half and either the rail company or a manufacturer providing the other half of the cost of building spurs. In 2015, \$1.0 million was available to match improvements statewide.

Data on the condition of Rail bridges was not available at the time of this draft.

Figure 9.16



Source: MaineDOT

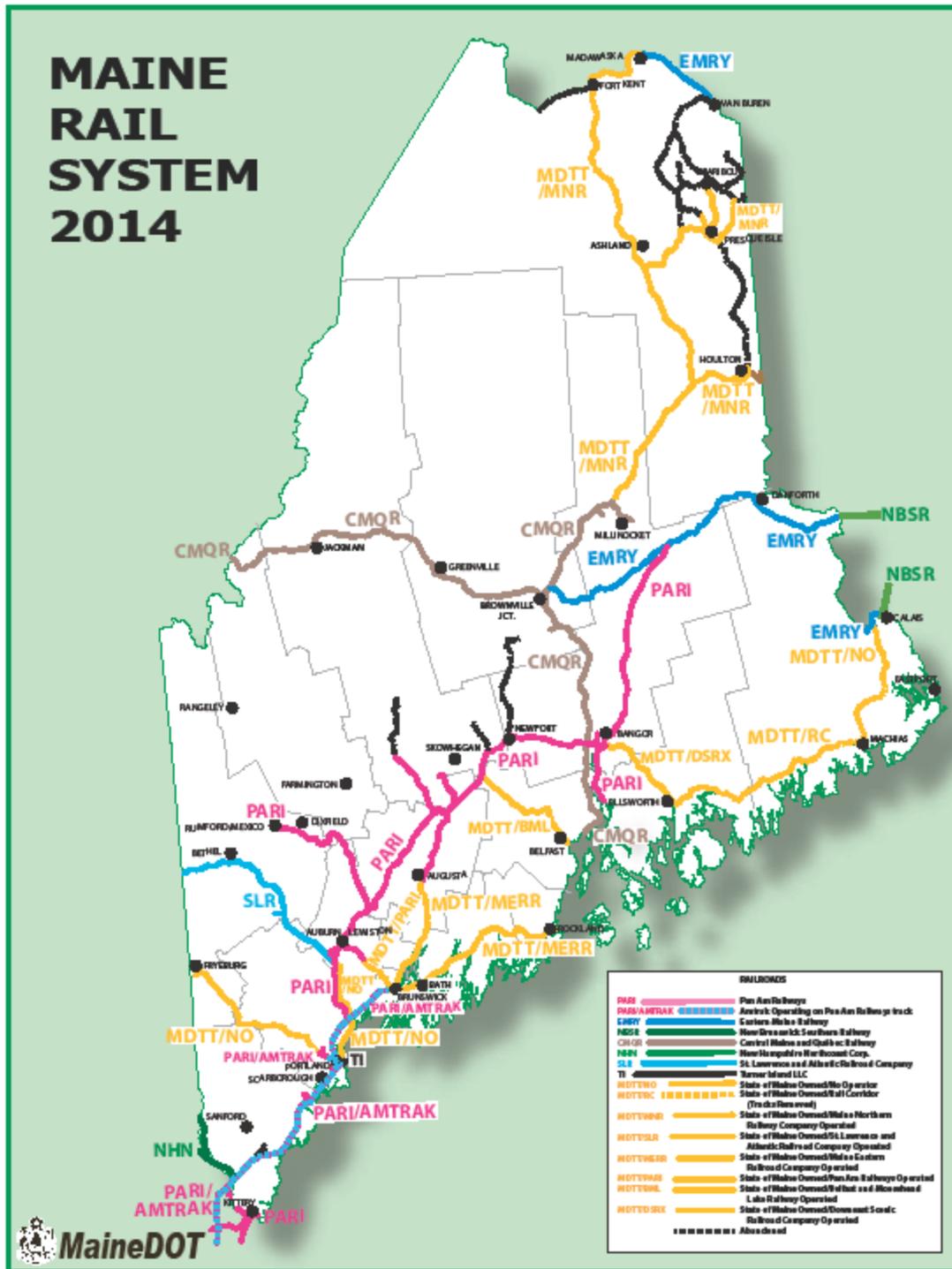


Figure 9.17: Maine State Rail System – Source: MaineDOT

#### **D. Bicycling and Pedestrian Ways**

Old Town has an extensive 22 mile sidewalk network serving the downtown and other urbanized portions of the community. Sidewalks are repaired and upgraded by the City on an “as needed” basis.

In 1995, the City’s Comprehensive Plan noted a serious sidewalk deficiency along Stillwater Avenue. At that time, sidewalks existed on the south side of Stillwater, from the urban area as far as the Old Town Plaza; sidewalks on the north side beyond Center Street intersection with Stillwater Avenue did not exist. The lack of sidewalks at that time had been identified by BACTS as a safety hazard as numerous pedestrians travelled along the north side of Stillwater Avenue. In 2013, during improvement and reconstruction of a portion of Stillwater Avenue, a sidewalk was added on the north side between Abbot Street and College Avenue.

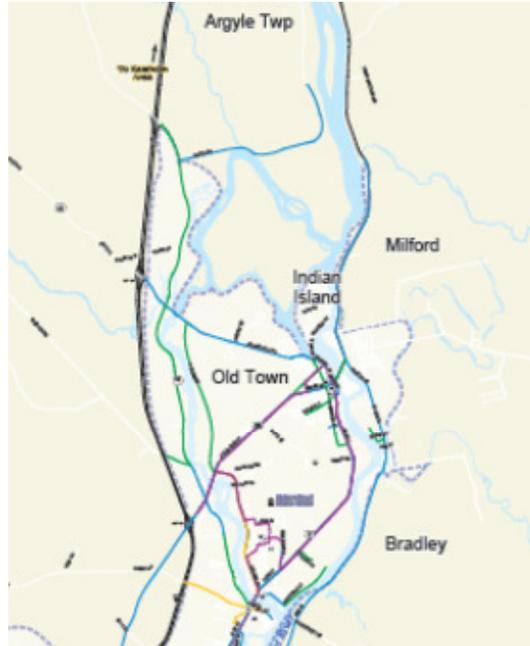
The University maintains an extensive trails network for bicycles, jogging, walking and cross-country skiing which extends into Old Town and connects with trails maintained by the City. The Old Town portion of this system extends from the University to University Park housing complex, then to an area in back of Old Town Plaza. The trail then splits, with one fork extending to Stillwater Avenue and another extending to Perkins Avenue.

In 1995, there was no direct trail connection to Old Town Plaza to allow residents of University Park and other areas to use the trail system to meet shopping needs.

BACTS has also developed a BACTS Area Bicycle Map which may be accessed at this link ([http://www.bactsmo.org/feed.php?num=0&feed\\_id=26&news\\_id=88](http://www.bactsmo.org/feed.php?num=0&feed_id=26&news_id=88)). A portion of the BACTS bike map is shown here:

**Figure 9.18:**

Source: BACTS



**Safe Routes to School:**

BACTS webpage, [http://www.bactsmo.org/document\\_upload/Executive%20Summary2.pdf](http://www.bactsmo.org/document_upload/Executive%20Summary2.pdf), includes the Executive Summary School Travel Plan Process. While this plan is designed for Brewer, it contains concepts applicable to all communities in the Bangor urban area. Its purpose is to increase the number of students who can safely walk and bike to school. The Maine Department of Transportation (MaineDOT), in partnership with the Bicycle Coalition of Maine, provides Safe Routes to School technical assistance and program support to schools and communities. This federal, state and locally funded initiative promotes safe walking and bicycling for Maine’s school children.

Safe Routes to School Plans include assessments and data collection exploring traffic calming, traffic growth, crosswalks and sidewalks. A School Travel Plan includes a prioritized list of recommendations and implementation strategies to improve safe bicycle and pedestrian access and boost the number of students safely walking and biking to a community’s schools. Priority recommendations are presented within the 5 ‘E’s framework (Engineering, Enforcement, Education, Encouragement and Evaluation).

**E. Public Transit**

**Fixed Route Service:**

The Community Connector is a fixed route public transit system operated by the City of Bangor; it serves Old Town 6 days per week. Financial support for the Community Connector comes from the communities of Bangor, Brewer, Veazie, Orono, Old Town, and Hampden, the Federal Transit Administration, MaineDOT, fares, and advertising.

The Old Town route provides hourly service (two hours on Saturday) to Veazie, Orono, and Old Town. The route begins at the Bangor Depot and includes State Street in Bangor, Route 2 in Veazie, Orono, and Old Town, and Main Street, Stillwater Avenue, College Avenue, and the University of Maine complex in Orono.

Community Connector also provides public fixed route transit service within the urbanized areas of Bangor, Brewer, Orono, Old Town, Hampden, Veazie.

Riders pay for their rides by providing the driver with cash (exact change, only), a bus pass or a student ID. The student ID allows University of Maine, Eastern Maine Community College, Husson University, and New England School of Communications College students to ride free. Drivers issue passes for free transfers. Drivers keep track of the types of rides using mechanical denominators, and then cash and tickets are reconciled at the end of the day. Bus passes include monthly passes and student monthly passes which can be purchased from the drivers and at the Community Connector Office. Seniors and those with disabilities can purchase half-fare passes from city and town offices.

The fare system includes a single, integrated ticket that is good on all routes. All transfers for connecting trips are free. Ticket costs include:

- Single ticket                                 \$1.25
- Book of 5-ride tickets                     \$5.00
- Monthly pass                                 \$45.00
- High school monthly pass                \$20.00

The State (Transit) Operations Plan includes more details describing the Community Connector Service. It may be accessed at <http://www.maine.gov/mdot/ptp/to.htm>. Recommendations potentially affecting Old Town include:

- **Time of day/weekends.** With the exception of the Black Bear Express (UMO service that ends around 9:30 p.m. to 10 p.m., and only during the school year), there is no evening service on the Community Connector’s regular routes where runs generally end sometime between 6 p.m. and 7 p.m. This gap in service does not allow transportation-dependent

people the opportunity to get to and/or from after-hour employment or activities such as shopping, recreation and socializing. There is also no Sunday service, which presents similar constraints. Adding a bus would cost \$54 per day.

- **Clients.** Gaps in services to specific transit dependent client groups include: (1) workers at low income jobs who need evening or Sunday transportation; (2) dialysis, emergency room, and other medical patients needing transportation on Sundays or during the evening; and (3) service to populations traveling to or from the outside the service area, such as those mentioned under gaps in geographic coverage.
- **Service Quality.** A number of buses have been taken out of service because of extensive corrosion damage. There are no gaps in terms of accessibility of buses which have bike racks and are wheelchair accessible. There are also wheelchair tie-downs on the buses. Two gaps in service quality include the lack of video cameras on older buses and the need for having more clustered bus stops instead of buses stopping at every intersection. In most cases new signage is needed.

**Demand Response Service:** Penquis Transportation Brokerage is a division of Penquis CAP, a private, non-profit corporation providing service to all of Penobscot and Piscataquis Counties including Old Town. Penquis Transportation Brokerage is a growing division of Penquis that coordinates rides for MaineCare appointments utilizing the Lynx Mobility Services, volunteer drivers, taxi services, the Community Connector and reimbursements through friends and family. [http://www.penquis.org/index.php?id=488&sub\\_id=3145](http://www.penquis.org/index.php?id=488&sub_id=3145)

**Intercity Bus Services:** Cyr Bus provides daily service between Bangor and Caribou including stops in Old Town. Cyr Bus connects to both Concord Coach and Greyhound in Bangor.

Concord Coach provides service from Orono and Bangor to Waterville at Colby College, Augusta, Portland and Boston along I-95. A second route runs from UMaine in Orono and Bangor to Route 1 in Searsport with stops in Belfast, Lincolnville, Camden-Rockport, Rockland, Waldoboro, Damariscotta, Wiscasset, Bath and Brunswick at Bowdoin College before continuing onto I-95 to Portland and Boston's South Station.

West Transportation's Coastal Connection runs from the Bangor International Airport year-round and goes on to Calais with stops at Ellsworth, Machias, and Perry. The bus will let riders off or make flag stops in Hancock, Sullivan, Gouldsboro, Milbridge, Columbia Falls, Jonesboro, Whiting, Dennysville, and Pembroke.

Greyhound operates out of its Terminal in Herman and provides nationwide service. Greyhound also provides summer service to the Bar Harbor/Acadia National Park region.

## **Taxi Service**

There are three taxi services in Old Town: Brother's Taxi, B&W Taxi and Old Town Taxi.

**F. Issues and Implications**

- Stillwater Corridor Study suggests a parallel road network flanking the Avenue on either side. Is this of interest?
- Does the city want to adopt a complete streets policy?
- Basic driveway and entrance permits are addressed in the Site Plan Review Ordinance; but may be too general in terms of managing safety and congestion issues that are arising in the Stillwater Corridor in particular and potentially on Route 2 and 43.
  - Bank exit between signals; could the bank exit empty into Hannaford parcel to allow egress at the signal
- Stillwater Avenue, Intersection and Truck study recommendations have not been implemented; the city may wish to consider prioritizing these and pursuing requests for funding assistance through BACTS.
- Because the design for the Stillwater Bridges is underway, this is the opportunity for the City to weigh in on its preferences for travel lanes, shoulder width, sidewalks etc.; once completed, reconstruction or replacement will not be revisited for decades.
- Business Park at Dewitt Field – see Chapter 4: Economy
- The following items will most likely be included in future FAA grant requests by Airport Managers:
  - Airfield lighting is antiquated and in need of an upgrade in the very near future. This includes runway edge lights, the airport beacon, and the visual approach guidance systems.
  - Aircraft apron space is inadequate with an immediate need for 4,000 square yards, expanding to nearly 12,000 square yards in the next 20 years.
  - Additional hangar space is needed in the near term.
  - Automobile parking space is showing an existing deficit during peak days/hours.
  - Seaplane base facilities are inadequate. Dock space is minimal and fails to meet existing demand on even slow periods. Fueling facilities are minimally adequate in that the current system does not allow 24/7 service.
  - Both runways are in need of reconstruction
- Data is not available on rail customers or whether there are ‘problem’ spots along the rail line for abutting uses.
- Gaps in bicycle/pedestrian facility gaps need to be identified and prioritized and opportunities for financial assistance identified and pursued. Should the City pursue
- General recommendations are made regarding transit improvements from the perspective of providers; do residents of Old Town concur?

- i. **Time of day/weekends.** With the exception of the Black Bear Express (UMO service that ends around 9:30 p.m. to 10 p.m., and only during the school year), there is no evening service on the Community Connector's regular routes where runs generally end sometime between 6 p.m. and 7 p.m. This gap in service does not allow transportation-dependent people the opportunity to get to and/or from after-hour employment or activities such as shopping, recreation and socializing. There is also no Sunday service, which presents similar constraints.
  - ii. **Clients.** Gaps in services to specific transit dependent client groups include: (1) workers at low income jobs who need evening or Sunday transportation; (2) dialysis, emergency room, and other medical patients needing transportation on Sundays or during the evening; and (3) service to populations traveling to or from the outside the service area, such as those mentioned under gaps in geographic coverage.
  - iii. **Service Quality.** A number of buses have been taken out of service because of extensive corrosion damage. There are no gaps in terms of accessibility of buses which have bike racks and are wheelchair accessible. There are also wheelchair tie-downs on the buses. Two gaps in service quality include the lack of video cameras on older buses and the need for having more clustered bus stops instead of buses stopping at every intersection. In most cases new signage is needed.
- Town Line between Old Town and Alton along Stagecoach Road (private)...may relate more to land use issues

**Transportation Vision, Goals, Policies and Actions:**

**Vision for Transportation:** In 2035, major streets and roadways on Marsh Island will accommodate all users as Complete Streets. All Traffic signals in the City will be interconnected and smart so as to avoid unnecessary queues. Route 16 will be built to modern standards to accommodate truck traffic. Stillwater Bridges 1 & 2 will be a welcoming gateway into the city and include features that allows for two way vehicular and pedestrian travel even when vehicle collisions occur. Sidewalks and trails crossing Marsh Island will be well maintained to accommodate the growing number of users of all ages. Among a number of new trails, one will exist alongside the rail line from downtown Old Town to University Entrance on Route 2. The airport will have well maintained runways and sufficient hangar space to handle anticipated growth. More busses support the travel options of residents and workers in the Bangor area.

*From 1995 Plan:* None specified.

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

**Local Goal:** (From 1995 Plan) To maintain and provide safe and efficient roads throughout the City; to Plan for and support a multi-modal transportation system.

<b>Figure 9.19 Transportation Policies</b>	<b>Actions</b>
<p>9.1 To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.</p>	<p>a. Develop an asset inventory; develop and regularly update a prioritized improvement, maintenance, and repair plan for the community’s transportation network.</p> <p>b. Initiate or actively participate in BACTS and state transportation planning and development efforts affecting Old Town.</p> <p>c. Implement high priority elements of the Stillwater Corridor Study (i.e. parallel roads between College Avenue and Center Street).</p> <p>d. Advocate for the early launching of and participate in creation of the Stillwater Avenue Study (Interstate to College Avenue) so that it may inform the MaineDOT in its design for replacement of Stillwater Bridges 1 &amp; 2.</p> <p>e. Request that the MaineDOT delay design decision for the replacement of Stillwater Bridges 1 &amp; 2 until the BACTS corridor study affecting that portion of Stillwater Avenue is further along. Advocate that the DOT design for replacement make a statement about this important gateway into Old Town.</p> <p>f. Work with BACTS and MaineDOT to implement the Truck Route study recommendation to rebuild Route 16 to modern standards.</p> <p>g. Pursue implementation of the Traffic Signal Study.</p> <p>h. Continue to support the public bus system and explore the viability of adding a bus to the existing transit route to accommodate growing user demand.</p>

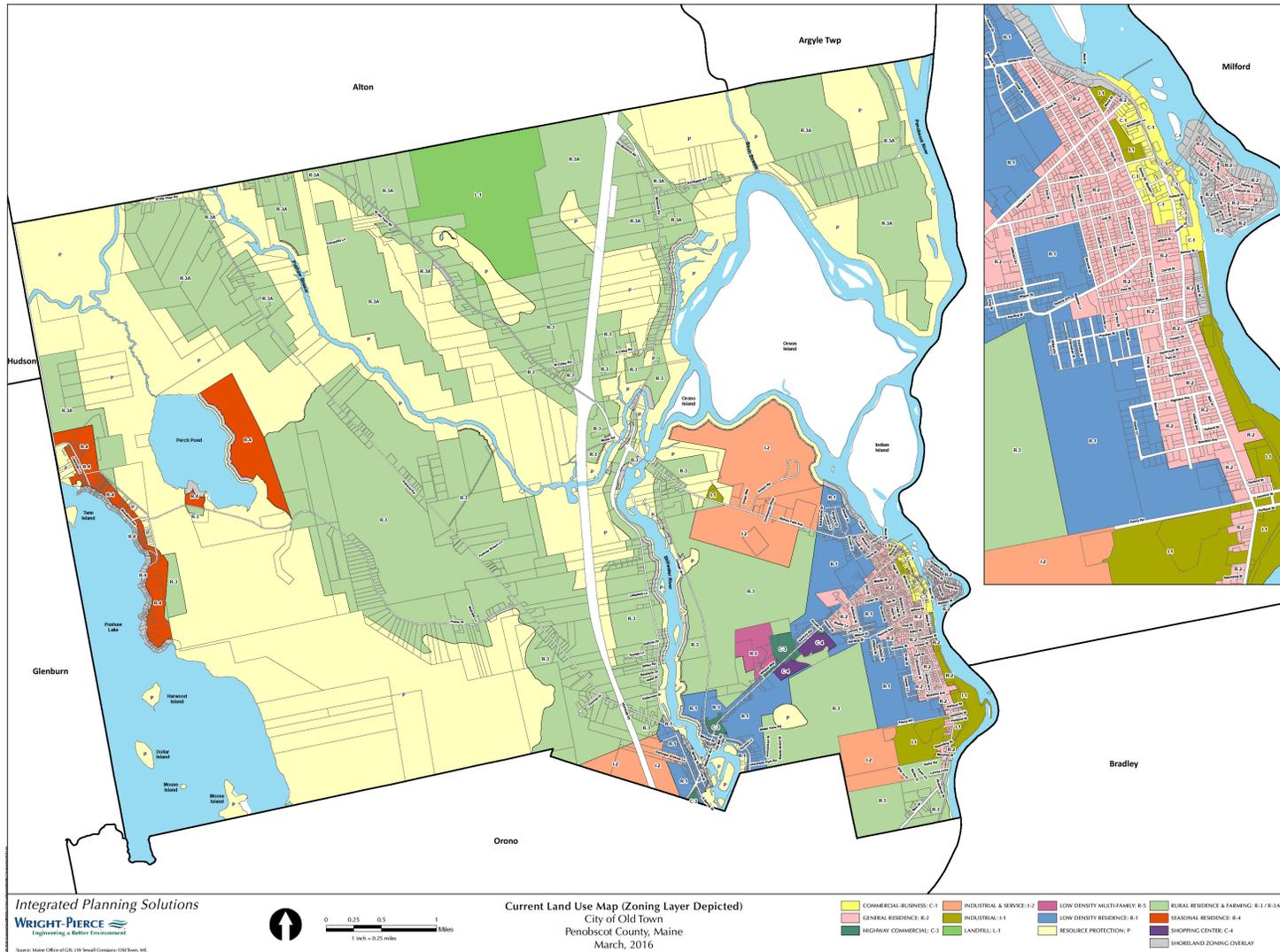
Figure 9.19 Transportation Policies	Actions
<p>9.2 To safely and efficiently preserve or improve the transportation system.</p>	<p>a. Assure that local ordinances avoid conflicts with: Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73), State access management regulations pursuant to 23 M.R.S.A. §704, and State traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A. At a minimum, adopt access management rules similar to those promulgated by the state.</p>
<p>9.3 To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network. To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.</p>	<p>a. Amend ordinances to assure that they promote the development of new interconnected roads on Marsh Island and avoid their development in rural areas of the community.</p> <p>b. Impose impact fees for subdivisions and road development in areas outside of Marsh Island.</p> <p><i>(Note: The two actions above are intended to reframe the state minimum action outlined as follows: Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation efficient growth patterns and provide for future street and transit connections.)</i></p> <p>c. Based on an inventory of streets and roads (see Public Facilities and Services GPS), identify and prioritize those roadways that should be redesigned and ultimately improved as Complete Streets; amend ordinances to require new development activity on streets designated as Complete Streets to share in the cost of implementing needed public improvements.</p>
<p>9.4 To adopt a complete streets policy that meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).</p>	<p>d. Continue to improve sidewalks especially in downtown and in neighborhoods adjacent to downtown</p> <p>e. Continue to improve off-road walking and cycling paths for health and recreation as well as to provide an alternative to vehicular traffic.</p> <p>f. Review street opening regulations and revised such that public or private entities who cause a street opening are required to pay the cost of returning the street or sidewalk to good repair, or as an alternative, require a surety bond (or some other financial tool) that would allow the City to recoup costs incurred by inadequate repair work.</p> <p>g. explore feasibility of future adoption of Woodland Avenue</p>
<p>9.5 To protect, promote and enhance the rail and aviation systems</p>	<p>a. Continue pursuing applications to the FAA for aviation improvements outlined in the 2014 Airport Master Plan.</p> <p>b. Work with the Railroad, State and ECDC to determine options for making use of an underutilized rail corridor if no rail customers will come on line.</p>

## Chapter 10

### Existing Land Use



## A. Existing Land Use - Figure 10.1 Old Town Current Land Use



**1. General Update of narrative in 1995 Plan.** The City's general land use pattern is similar to that described in the 1995 Comprehensive Plan. Major changes in land use since 1995 include:

- Continued expansion of strip development along Stillwater Avenue
- Sale of James River Pulp & Paper to Georgia-Pacific and creation of Old Town Fuel and Fiber
- Old Town Canoe demolished its Downtown building and built a new facility on Gillman Falls Road
- Most of the camps along the shores of Pushaw Pond and Mud Creek have been converted to year round residences



**2. Changes in Public Sewer & Water Service Areas.** No new areas of public water or sewer services have been added since the 1995 plan.

**3. Changes in Other Infrastructure and Public and Community Facilities:**

- Hamel Street connector, Penney Road connector planned
- Ebber Point Recreation Area off Argyle Road
- 10 bay hangars at the Airport
- Helen Hunt Health Center at Old School on Brunswick Street
- New field house at YMCA
- Creation of James River Landfill at the Old Town Mill in 1994; expansion in 2004
- Transfer Station improvements in 1996
- New bridge over Penobscot River east of French Island
- New Elementary School off Stillwater Avenue
- Converted Herb Sargent School on Bennoch Road to the Old Town Recreation Center in 2014



#### 4. Residential Development Trends

- Many seasonal conversions on Pushaw Lake
- Whim Station and Pembroke Pines on Stillwater Avenue
- Meadows Assisted Living Center off Perkins Street
- Hamel Development (higher end residential) on Hamel Lane
- Large Lot subdivision approved but not built off Rt 116 (Southgate Road)
- Many new homes along Rt 43
- Subdivision north of West Coiley Road approved and built out
- New subdivisions on Kirkland Road, Colonial Drive, and other areas
- Conversion of River House Woolen Mill to housing



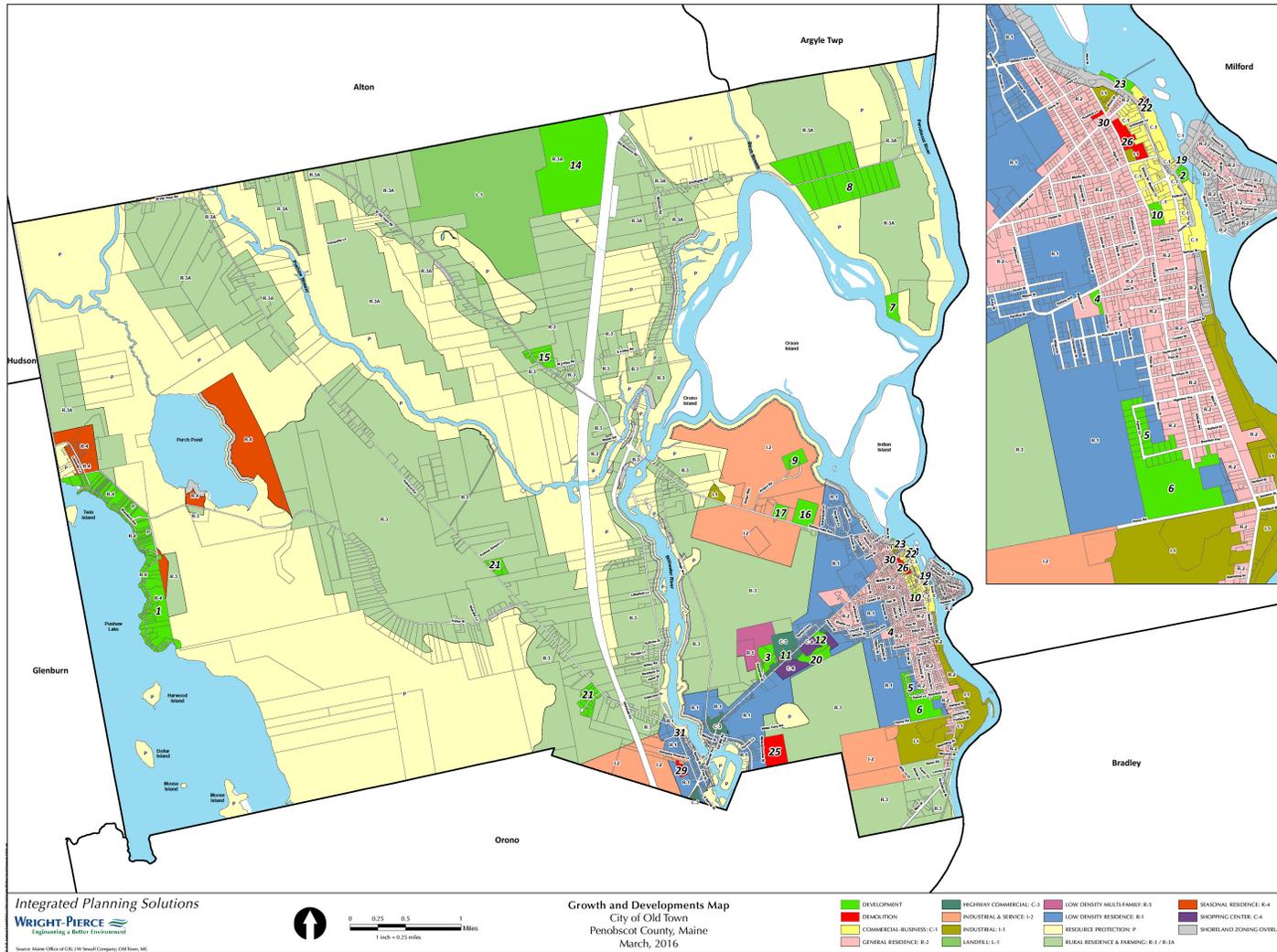
Most new residential development since 1995 occurred outside the downtown and away from Stillwater Avenue.

#### 5. Commercial Development Trends

- NAPA auto built downtown
- Stillwater Avenue – Ellis strip development next to the storage units and Dairy Queen on Stillwater Avenue, also a US Cellular franchise with a couple other active and vacant businesses. Other existing and new businesses and new land uses on the strip include VIP, a car wash, Mahan’s Redemption Center, Walter Carpenter Associates, an expanded Sullivan’s garage complex, Etna Auto, U-Haul (Global Storage), Dairy Queen, Dunkin Donuts, Dr. Gaetani’s office, Bangor Savings Bank, the Old Town Elementary School, and Emerson’s Auto Parts.
- Old Town Canoe relocated from downtown to Gilman Falls Avenue
- LaBree’s Bakery expanded



Figure 10.2 Growth and Development



## 6. Demolitions

- Lilly tulip factory
- University Park (6 – 8 multifamily buildings in 2014)
- Old Town Canoe Downtown
- Two sawmills removed since 1995
- Herbert Gray School on Stillwater Avenue demolished
- Old Mill removed at junction of Bennoch Road and Kirkland Road near River and Pingree chimney associated with the 1800's mill on Spring Street
- Great Works Dam

## 7. Benefits of Mixed Use

Over the last few years, Maine communities have begun to recognize the benefit of mixing uses a way to address a number of troubling trends in land use development, including tapping into the market's desire for safe, livable, and walkable neighborhoods with expanded housing and transportation choices beyond automotive travel, open up access to surrounding properties to encourage more efficient development, manage public costs to maintain infrastructure and services, and protect sensitive natural areas.

Over the last twenty years, many Maine studies have looked at the potential benefits of a more efficient land use patterns.<sup>1</sup> All of these studies have come to the same conclusion: *continuing with our current practice of segregating residential land uses from nonresidential land uses and building single family homes on widely spaced multiple-acre lots puts heavy pressure on finite resources: transportation capacity, stormwater management, municipal service budgets, farmland, and wild habitat.* In Old Town, among other communities, the strain of our aging and underfunded transportation system is becoming increasingly evident as municipalities fail to raise the funds needed to maintain what was built over the last fifty to sixty years.

Lessons learned from these studies conclude that adding density and mixing uses including apartments, live-work units, residence or business hotels, among more traditional residential and commercial uses, all with different peak periods of demand can reduce traffic congestion and allow reduced parking ratios, open up new frontage for development and new opportunities for interconnected roads and improved circulation, establish/improve connections to surrounding properties which can help improve people's

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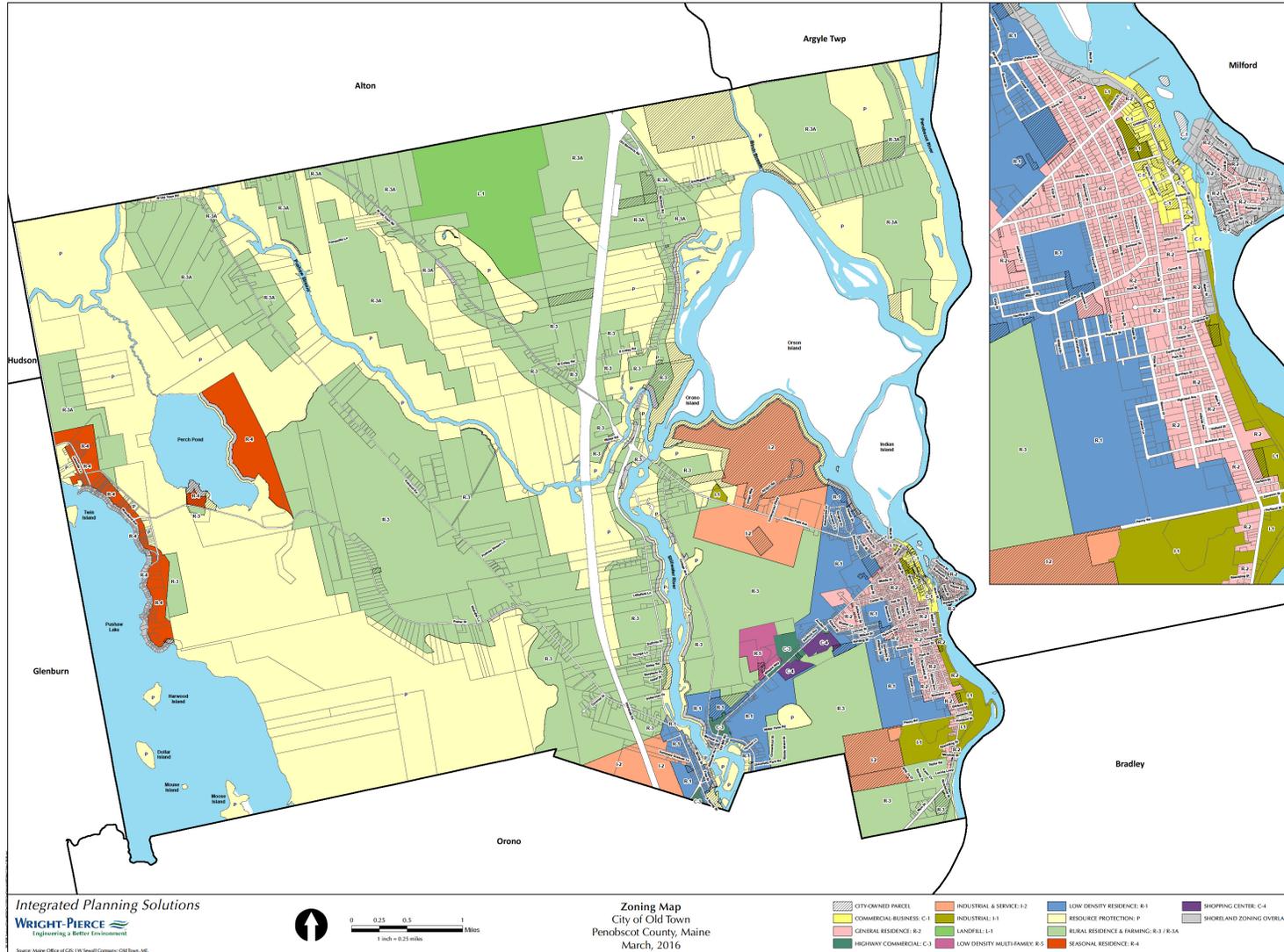
<sup>1</sup> <http://sustainsouthernmaine.org/what-are-centers-of-opportunity/>  
<https://growsmartmaine.org/resources/implementing-the-vision-first-steps-practical-steps-to-transform-commercial-strips-into-mixed-use-centers/>

access to nonresidential uses and amenities; and improve the image of the center as a distinct place by adding building close to front property lines and adding green spaces and landscaping.

In its 2013 report, “Implementing the Vision: First Steps: Practical Steps to Transform Commercial Strips into Mixed-Use Centers”, GrowSmart Maine suggests that there is a “sweet spot for developing, redeveloping or expanding largely commercial strips into activity centers that satisfy both owners’ perceptions of market requirements and best land use –transportation practices.” GrowSmart indicates that best practices are embodied in the four D’s – density, distance (accessibility), diversity (mix of uses) and design” and points out that at certain levels of density, distance, diversity and design, “choices in transportation improve and pressure on arterials is reduced” and that “retail experts suggest that the same strategies that help achieve these levels also can help to brand the centers as livelier, more competitive locations.”

By allowing or requiring mixed use, Old Town can help improve the linkage between development its traditional Downtown and Stillwater Avenue to develop community centered and transportation-efficient land use tools, incentives, and policies that would make each location more likely to be chosen as places to live, do business and invest in. By adopting more development-friendly policies and directing public investment into both of these centers, they will evolve into places that are more attractive to people of all ages for living, working, and recreating as places that are or can be highly competitive for the next generation of jobs and housing. They will be well positioned to tap into the market’s desires for safe, livable, and walkable neighborhoods, with housing and transportation choices. They will be targets of focused infrastructure investments to meet the needs of 21<sup>st</sup> century business and their workers.” And by intentionally focusing mixed residential and commercial growth into these areas, surrounding undeveloped land will be more likely to remain available for forestry, agriculture, recreation, and wildlife habitat. In addition municipal services will be less costly and development of both areas will be more viable.

## B. Local Land Use Regulation - Figure 10.3 Current Zoning



**General description of zoning in the following areas of the City:**

Between the Downtown Core and the Stillwater River:

- Downtown Core – mostly R-2 with C-1 and I-1 along the shoreline of the Penobscot River
- Stillwater Avenue – C-3 along the strip bracketed by larger parcels at either end, C-4 in two locations south of the Avenue, and R-5 on the north side of the Avenue, R-1 as approach the Stillwater River
- Stillwater Village – primarily R-1 with a small piece of C3 south of the Village
- Industrial and Services (I-2) – west of Stillwater Village on either side of I-95 near the City’s border with Orono; at the end of Penny Road, and on either side of lower Gilman Falls Avenue from south of the Stillwater River
- Landfill – L-1 along the shoreline of the Penobscot near the former Great Works Dam, extending west across Main Street off Penny Road
- Residential – R-1 surrounding the Downtown core; remainder of the area is R-3

Areas west and north of the Stillwater River:

- Predominantly P, R-4, R-3, and R-3A
- Eastern shores of Pushaw Lake and Mud Pond and a small area along the southern shoreline of Mud Pond – Seasonal Residential (R-4) with the remaining shorelines zoned Resource Protection (RP)
- I-1 – along the central northern boundary of the City with Alton

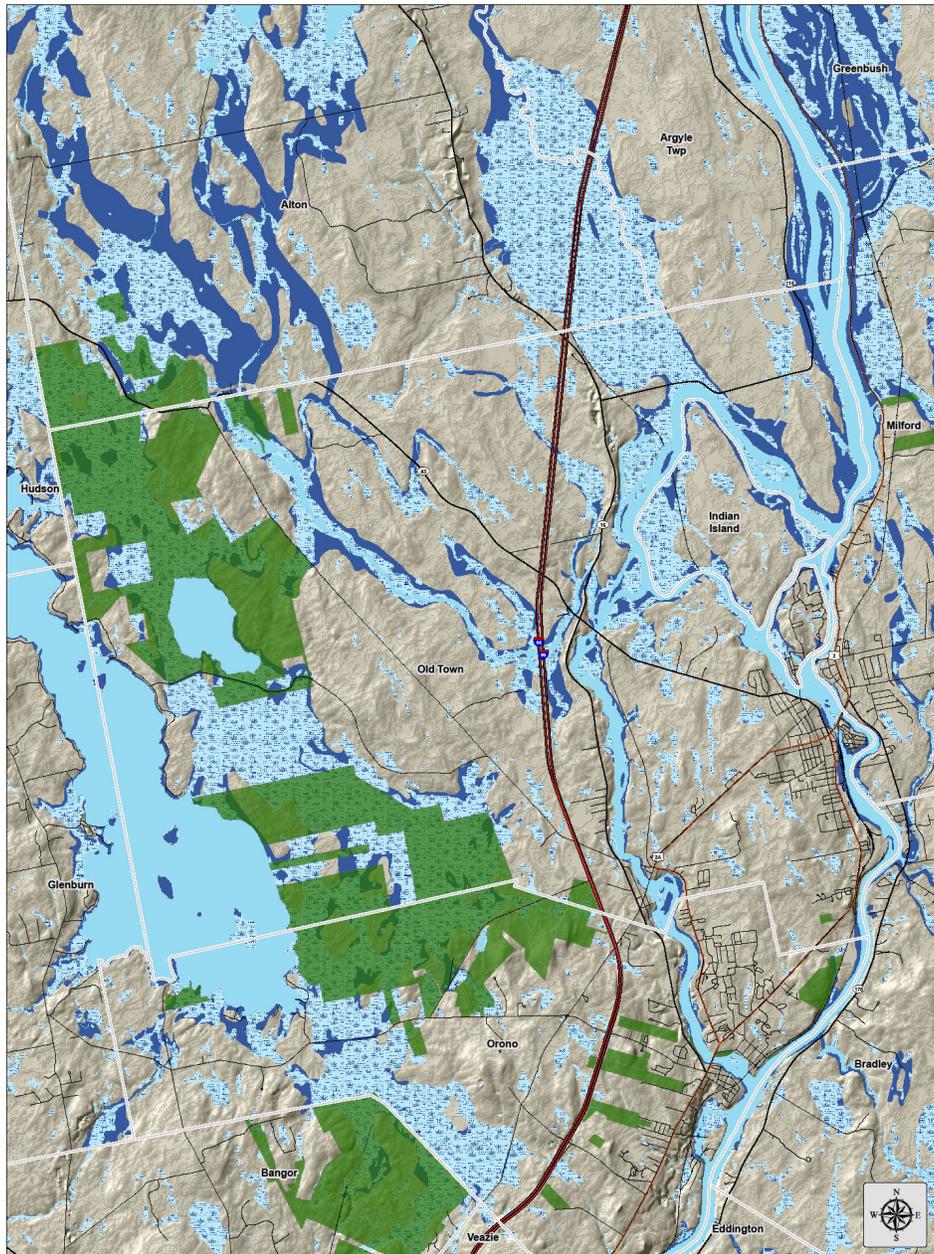
Since 1995, three areas of the City have been rezoned - one in the vicinity of Stillwater Avenue to focus it on commercial, one in Downtown, and one on Bennoch Road north of the Kirkland Road intersection.

**Land Use Ordinances.** Old Town has adopted a number of land use regulations within its Zoning Ordinance including shoreland regulations, well head protection standards, generator-owned secure landfill standards, site plan review, and sign regulations. The City also has ordinances that guide subdivision, streets and sidewalks, solid waste, outdoor wood boilers. It also uses the international building code and has a fire prevention code. Permits are required for building, deck, plumbing, electrical, sign, use, timber harvesting, and flood hazard development.

The 1995 Comprehensive Plan descriptions of 11 of the 12 zoning districts currently in place in Old Town are essentially the same, except as follows:

- R-2 General Residence – also allows single family residence, professional offices and conference centers, laboratories, and neighborhood general stores
- R-3 and R-3A Rural Residence and Farming – also allows elderly housing, nursing homes, mobile homes, home occupations, roadside stands, cemeteries, public facilities and grounds, restaurants, hospitals, storage and sale of building materials, maintenance shop, churches, and residential cluster development on parcels of 5 or more acres (lot size no less than 20,000 sf)
- R5 Low Density Multifamily Zone – allows multifamily dwellings with at least 2 units/structure which are served by water and sewer with a minimum lot size of 20,000 sf with 10,000 sf for each additional unit
- C-3 Highway Commercial – lot size for elderly housing is one acre with no sewer, 6,000 sf for first unit plus 600 sf for each additional unit with sewer
- I-2 Industry and Service (formerly Light Industry and Warehousing) – allows processing, manufacture, or other industrial use consistent with standards, truck terminals, storage and distribution centers, research or testing facilities, municipal use, retail and other businesses serving permitted uses, airport and related business, construction companies, and primary and secondary processing of raw materials; uses listed in 1995 Comprehensive Plan that are not allowed in the zone include forestry and agriculture, single family dwellings and home occupations, commercial greenhouses, professional offices, recreation facilities, landfills, cemeteries, sawmills, agricultural products storing and processing, schools, public facilities and grounds, and storage and sale of building materials
- L-1 Landfill – a new zone; allowed uses include expansion of state owned solid waste landfills and accessory uses and structures, onsite residence for watchmen, recycling or recovery, landfill gas to energy, earth removal, and construction or demolition debris storage

**C. Constraints to Development - Figure 10.4 Constraints**



**Old Town  
Development Constraints**

Source Data: USDA, MEGIS, Maine DACF  
 Projection: UTM, NAD83, Zone 19, Meters  
 Produced by: Municipal Planning  
 Assistance Program, DACF  
 May 2015



0 1 2 Miles

Legend	
	Municipal border
	Interstate
	U.S. Routes
	Primary
	Secondary
	Local
	Conserved Lands
	100 year flood zone
	River/Stream
	Waterbody
	Wetlands
	Railroad

Most of the areas identified in the Constraint's Map are zoned Resource Protection except for R-4 Seasonal Residential along the eastern shores of Pushaw Lake and Mud Pond and L-1 Landfill along the north central border of the City with Alton.

## **D. Issues and Implications**

1. The 1995 Plan says that most of the undeveloped land which is served by public water and sewer is owned by the University – has the University developed any of this land since the 1995 Plan?
2. Since 1995 what collaborative efforts has the City engaged in with the University regarding long range plan for uses of its property?
3. In what ways can the City encourage revitalization of the Downtown while the current zoning of Stillwater Avenue steadily draws business away from it?
4. Should the City allow and/or require mixed use development Downtown as one way to stimulate new retail investment?
5. Should the City adopt form based code, a historic district, design regulations, and/or other code provisions that focus on the form of development in all or portions of the Downtown Core?
6. Should the City create/expand financial incentives such as, but not limited to, TIFs, business and/or housing loan and/or grant programs, gap financing, etc., to encourage desired businesses and housing development in the Downtown? Should the City financial support the creation and ongoing operation of a Downtown Program that uses the Main Street model?
7. Should the City adopt maintenance standards for properties in the Downtown?
8. Should minimum lot size requirements for parcels on public sewer and water be reduced to promote more infill, adaptive reuse, and new construction of housing in the Downtown core?
9. Should the City reduce parking requirements and/or adopt standards such as, but not limited to, shared parking, reductions in required parking for bicycle or public transit options, etc. that promote mixed use and bicycle and pedestrian mobility?
10. Should all of the recommendations of the Downtown Plan be adopted by reference in the Comprehensive Plan Update?
11. What should the City do to ensure that residential conversions do not increase phosphorous loading of Pushaw Lake and Mud Pond? See discussion in Natural Resources Chapter.
12. Are there any particular parts of the City's land use regulations that should be updated, clarified, added, or deleted?

## **FUTURE LAND USE PLAN**

### **A. Introduction**

Old Town's Future Land Use Plan is made up of the following Future Land Use Map and written description of the land uses and characteristics of each area defined on the map.

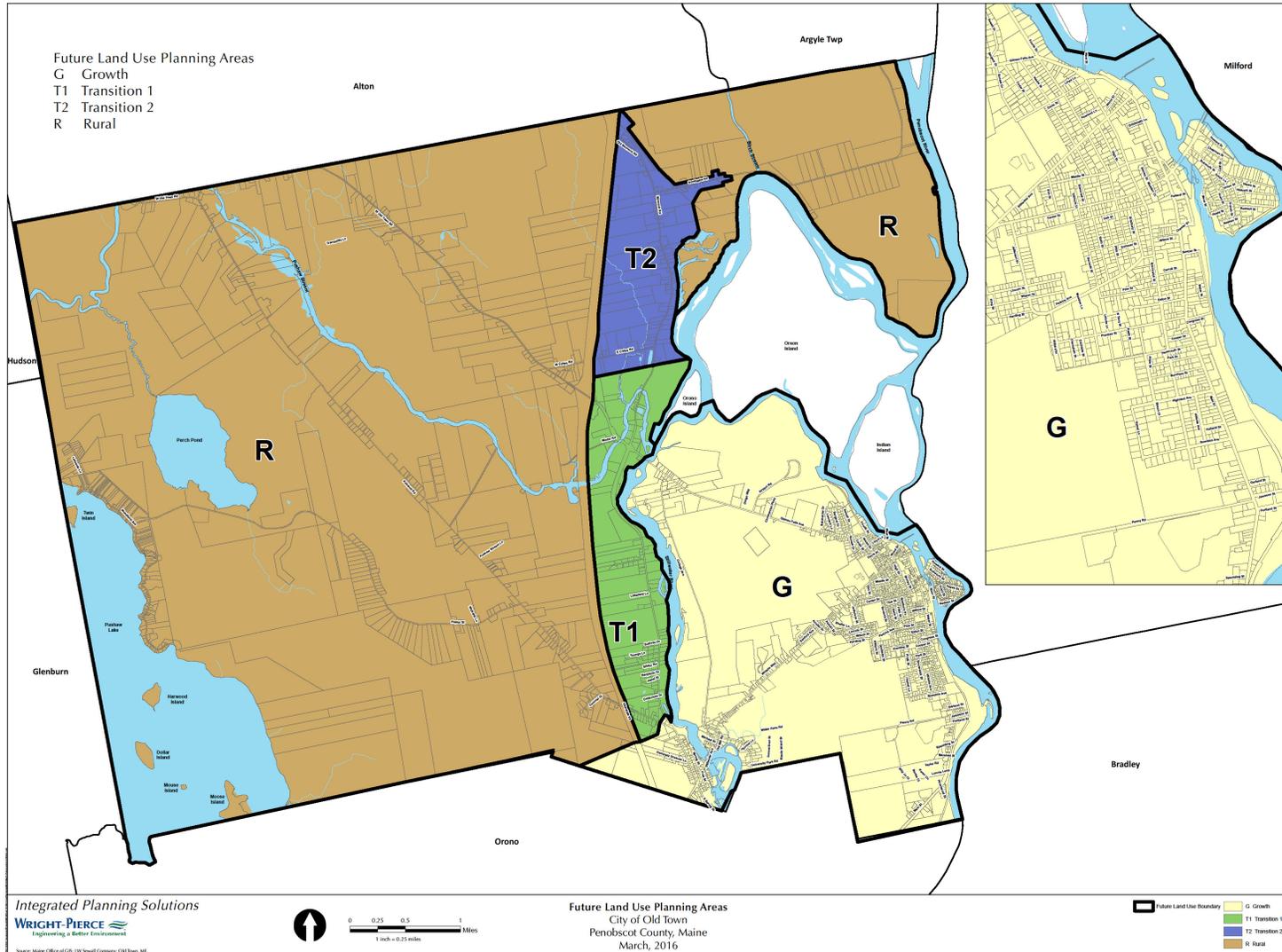
The Future Land Use Map graphically depicts how Old Town plans to direct anticipated growth over the ten-year planning period. It is not a zoning map, and the boundaries of identified areas on the map are general. But the map and associated plan will guide development of future regulations, land use measures, and the capital investments program.

The designations on the map are intended to provide for the best use of the various areas of City in accordance with community goals and policies. Each designation addresses particular situations and is intended to reflect natural constraints, opportunities of the land, and desires of the community.

The map and plan embody the concept of distinct growth and rural areas. Designation of these areas has evolved directly from:

- The historic development of the community;
- A desire to maintain the traditional, compact pattern of development in the city center on Marsh and French Islands on land that is cost effectively served and preserve sensitive natural and large undeveloped areas west and north of the Stillwater and Penobscot Rivers, and to keep the character of each area intact;
- Development, maintenance, and redevelopment/upgrading of existing major commercial centers in the City to meet the 21<sup>st</sup> century business economy;
- A desire to expand ecotourism and outdoor recreation offerings and emerging technological businesses as opportunities arise;
- The need to upgrade and develop new mixed use and middle income housing in the Downtown and near Stillwater Avenue to improve the walkability and aesthetics of these areas;
- An understanding of Old Town's water, soils, and other natural resource systems. Some present barriers to development, others offer opportunities;
- The need to maintain, extend, and use public services in the least costly manner possible;
- A desire to change the community's image as an old "mill town"; and
- The input of comments received at community meetings and other communications.

Figure 10.5 Old Town Future Land Use Map



As suggested by Maine’s Planning and Land Use Regulation Act and rules, each of the two types of areas include lands that:

Growth Areas	Rural Areas
Contain sufficient area to accommodate anticipated growth and development	Consist of large, contiguous open spaces
Can be efficiently served by public facilities	Do not require expansion of public facilities
Are physically suitable for development or redevelopment	Contain critical natural and scenic resources that shall be protected
Promote a compact, rather than a sprawling, pattern of development	Are and shall be maintained relatively free of development sprawl and strip development

The City of Old Town wishes to designate two Transition Areas located east of I-95 and generally west of the Stillwater River. These are areas that have been growing and are suitable for receiving a limited share of future growth. These areas would include development standards, such as but not limited to access management and minimum frontage requirements, to limit strip development along roadways.

**B. General Policies**

To implement Old Town’s growth-transition-rural strategy, it is the City’s intention to refine its zoning and other land use regulations to make it easier to develop more intensely within the designated growth area on Marsh Island and certain areas east and south of I-95 and more onerous to develop in the designated rural areas outside Marsh Island west and north of I-95. Within the Transition Areas, the zoning designations will be evaluated to determine whether an increase in lot size and dimensional requirements will be needed. In addition to the existing land use restrictions, for example, fewer uses will be designated as special exceptions in the growth area, though standards guiding the development of those uses will be required. In the transition and rural designation, some new and other existing uses will be designated as special exceptions, requiring review and approval by the Planning Board, and will be required to meet new standards to protect water quality.

General Policies

- Reviewing the list of special exception and conditional uses in the R-1, R-2, R-5, C-1, C-2, C-3, C-4, I-1, and I-2 zones in the designated growth area on Marsh Island east and south of I-95. Developing standards to guide the management of those uses and re-designating them as permitted with the application of the new standards.

- Revise site plan and subdivision standards for commercial and mixed use zones to require parking to be located at the rear of buildings, buildings built close to the back of sidewalks, parallel and interconnected roads constructed, linkages to existing trails be made, and street trees, landscaping, ornamental street lamps be provided to support creation of attractive pedestrian friendly districts.
- Adopting standards to protect scenic views identified in the Comprehensive Plan from development impacts.

## **C. Future Land Use Plan Designations**

It is important to note that the future land use designations, particularly the general designation of growth, transition and rural areas is largely the same as described in the 1995 Comprehensive Plan and as currently zoned, except as follows.

### **1. Growth Areas**

#### **a. Residential**

- Increase density allowed in R-2 to 8 dwelling units/acre, with a minimum lot size of 7,500 s.f. with up to 3 dwelling units in a multifamily structure. Revise parking standard to allow offsite parking within 1,500 linear feet of the property. As noted in General Policies above, prepare standards to guide development of the following uses and re-designate them as permitted if they conform to the standards – home occupations; noncommercial greenhouses; two family homes; elderly housing; nursing homes; public recreational grounds; medical and professional offices up to a specified size that is compatible with the neighborhood; education, conference, and training centers and laboratories that abut a major arterial in the City up to a specified size that are compatible with the neighborhood.
- Increase density allowed in R-5 to at least 6-8 dwelling units/acre.
- In the future, consider reducing minimum lot size and increasing the density of areas designated R-3/R-3A on Marsh Island, if additional land is required for new residential development.

#### **b. Mixed Use**

- Designate the currently zoned R-1, R-3/R-3A, and R-5 north and south of Stillwater Avenue for Mixed Use with a residential density of at least 10-12 dwelling units/acre to create new workforce housing and help manage traffic congestion and create a more attractive and functional pedestrian environment .
- Designate some of the R-1 in Stillwater Village for mixed use with a residential density of at least 6-8 dwelling units/acre.

- Create a new Mill Redevelopment District that allows a full range of uses, including existing and new commercial (including but not limited to office, service, retail, and hospitality) and industrial, mixed residential and nonresidential, and restored open space so that it is better integrated with and functions as an extension of Downtown.
- Replace C-1 with a Mixed Use District that permits residential use of upper floors and portions of first floors that do not front directly on a public way. As noted in General Policies above, prepare standards to guide development of the following uses and re-designate them as permitted if they conform to the standards – clinics or hospitals; wholesale businesses that are secondary to retail; new multifamily, apartments, and mixed uses; elderly housing; and conversions of existing buildings to mixed uses.

c. Industrial

- Replace existing I-1 in the vicinity of the existing Expera property with the new Mill Redevelopment Zone described above. This zone will continue to allow industrial uses but will allow for the area to transition to mixed use over time.
- Redesignate the existing I-1 zone at the Energy Park to I-2.
- Redesignate the I-1 in the Downtown area to Mixed Use.

**2. Rural Areas**

a. Resource Protection

- No change

b. Residential

- Retain R-3/R-3A designations, but develop public facilities and services and open space impact fees for new, non-natural resource based development in the areas west and north of the Stillwater and Penobscot Rivers.
- Re-designate the existing R-4 zone around Pushaw Lake to a new R-6 designation as the Lakeside Residential Zone to recognize the year round nature of existing development. Adopt standards to limit the size of future expansion and redevelopment of existing structures to protect water quality.
- Adopt standards for the remaining R-4 zone to protect water quality.

c. Landfill

- Retain existing landfill zone as currently designated; assure that this zone permits passive recreational opportunities.

**3. Transition Areas 1 & 2**

a. T1 Transition

- Retain existing zoning districts but explore the need to implement access management and longer frontage requirements. Determine whether the list of special exceptions is appropriate and adjust as needed.

b. T2 Transition

- Retain existing zoning districts but explore the need to implement access management and longer frontage requirements. Determine whether the list of special exceptions is appropriate and adjust as needed.

**Land Use Vision, Goals, Policies and Actions:**

**Vision for Land Use:** In 2035, most development in the City continues to occur on Marsh Island and areas east and south of I-95 and the Stillwater and Penobscot Rivers where it is served by sewer, water, and other city services cost-effectively. The Downtown/Mill area, Airport Business Park/Gilman Falls Avenue, and Stillwater Avenue continue to be the three highest value business areas in the City serving distinct but complementary purposes. Abandoned and obsolete industrial sites have transitioned to more productive activities. Downtown and Stillwater Avenue areas have distinct roles. Stillwater Avenue still serves auto-oriented/traveler and convenience based uses, but with more residential activities on parallel roadways allowing through traffic to pass with little interruption and promoting multiple modes of travel to connect housing, educational/institutional and business uses. Sidewalks and changes in zoning and site plan review standards have resulted in a more attractive character and with buildings located closer to sidewalks, street trees, landscaping, ornamental lighting, and signage and revitalized and expanded residential uses. Downtown is more focused on pedestrian oriented/leisure time uses with mixed use buildings that house retail on the first floor, offices on the second floors, and residential on upper floors, as well as hotel/conference facilities, additional new conventional and niche retail development, restaurants, ecotourism, outdoor water recreation and cultural venues. Storefronts and upper floors are filling up, facades have been improved, and business signage is of high quality. Sidewalks in the Downtown and adjacent neighborhoods are in good repair; streetlights have been converted to energy efficient lamps, and post styles are distinctive to Downtown neighborhoods. Neighborhood parks and trails are well maintained and secure for all users and a wayfinding system assists residents and newcomers in getting around. The former Old Town Fuel and Fiber/Expera Mill areas has shifted emphasis to reuse as incubator R&D centers associated with the University’s world class agricultural and forest technologies innovations program. Some of buildings along the river frontage has been replaced with new construction or is being restored to a heritage park and

there is a now a large hotel and conference center on the site. The Enterprise Park, a collaboration of Old Town, Orono, and the University, fostered by shared planning and investment has developed, enhanced by extension of the last mile of fiber optics into the area.

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

**Local Goal:** (From 1995 Plan) Encourage orderly growth and development in specific areas of the Community, while protecting the City’s rural character, making efficient use of services and preventing development sprawl.

Figure 10.6 Land Use Policies	Actions
<p>10.1. Provide for majority of future residential, commercial, and industrial growth in designated growth areas, recognizing that transition areas will receive some growth and rural areas are protected by the resource protection district, by land areas owned by the University, by zoning and subdivision requirements and by suggested changes set forth in policies 10.2 and 10.3.</p>	<p>a. Continue to encourage most development to take place on Marsh Island where public services can be provided and expanded most efficiently. Assure that ordinances allow for creative development techniques.</p>
	<p>b. Except in Transition Areas that should allow for some new growth, continue to discourage most development west and north of the Stillwater and Penobscot Rivers.</p>
	<p>c. Revise zoning designations, including special exception and conditional uses in the R-1, R-2, R-3/R-3A, C-1, C-3, C-3, C-4, I-1, and I-2 zones in designated growth areas to make it easier to develop there and less easy to develop in designated rural areas. Emphasize enforcement such that the public does not bear a financial or aesthetic burden for non-compliance.</p>
	<p>d. Adopt standards to protect scenic views identified in the Comprehensive Plan from development impacts. Establish a legitimate negotiation process with respect to siting uses such that they protect identified views.</p>
	<p>e. Consolidate all technical standards into one Technical Manual</p>
<p>10.2 Designate Marsh Island for growth. Designate the areas east and west of I-95 from the Bennoch and Kirkland Road Intersection to the Stillwater River for growth.</p>	<p>a. Adopt the 2015 Downtown Plan and revise the C-1 zone to permit mixed uses in the Downtown area and in the vicinity of the current mill site along the Penobscot River.</p>
	<p>b. Revise site plan and subdivision standards for commercial and mixed use zones to ensure that buildings are sited closer to the street, parking is located to the rear of buildings, parallel and interconnected roads are constructed, linkages to existing trails are made, and street trees, landscaping, ornamental street lamps are provided to support creation of attractive, pedestrian friendly districts.</p>
	<p>c. Except on French Island, increase allowed density in R-2 to 8 dwelling units/acre, with a minimum lot size of 7,500 sf for up to 3 dwelling units in a multifamily structure. Revise parking standards to allow offsite parking within 1,500 linear feet of the property.</p>

Figure 10.6 Land Use Policies	Actions
	<p>d. Increase allowed density in R-5 to at least 6-8 dwelling units/acre.</p> <p>e. In the future, consider reducing minimum lot size and increasing density of areas designated R-3/R-3A in designated growth areas if additional land is required for new residential development.</p> <p>f. Designate current R-1, R-3/R-3A, and R-5 north and south of Stillwater Avenue for mixed use with a residential density of at least 10-12 dwelling units/acre to create new workforce housing and help manage traffic congestion and create a more attractive and functional pedestrian environment.</p> <p>g. Rezone some of R-1 in Stillwater Village for mixed use with a residential density of at least 6-8 dwelling units/acre.</p> <p>h. Create a new Mill Redevelopment Zone that allows a full range of uses, including existing and new commercial (such as office, service, retail, and hospitality) and industrial, mixed residential and nonresidential, and restored open space so that it is better integrated with and functions as an extension of Downtown.</p> <p>i. Redefine C-1 as a Mixed Use Zone that permits residential use of upper floors and portions of first floors of larger buildings that do not front directly on a public way and adopt standards to guide development of clinics or hospitals, wholesale businesses that are secondary to retail, new multifamily, apartments, and mixed uses, elderly housing, and conversions of existing buildings to mixed uses, and similar desired uses as permitted uses. Include standards that require building owners to maintain their buildings and grounds.</p> <p>j. Replace existing I-1 in the vicinity of the existing Expera property with the new Mill Redevelopment Zone described in “h.” above. Continue to allow industrial uses but allow the area to transition to mixed use over time.</p> <p>k. Retain I-1 and I-2 on Gilman Falls Avenue; evaluate whether simplified development procedures are needed.</p> <p>l. Rezone existing I-1 at the Energy Park to I-2. Assure the I-2 zone permits co-generation facilities. Include standards to improve aesthetics in this area.</p> <p>m. Rezone I-2 in the Downtown to C-1 Mixed Use.</p> <p>n. Work with the Railroad, State and ECDC to determine the options for making use of an underutilized rail corridor especially if no rail customers will come on line.</p>
<p>10.3 Designate areas west of I-95 and north of the Stillwater and Penobscot Rivers as rural to discourage significant growth of non-natural</p>	<p>a. Continue to designate significant portions of this area primarily as Resource Protection.</p> <p>b. Retain R-3/R-3A, but adopt public facilities and services and open space impact fees for new, non-natural resource based development.</p> <p>c. Rezone existing R-4 on Pushaw Lake to R-6 Lakeside Residential. Adopt standards to limit the size of new, expanded, and redeveloped structures</p>

Figure 10.6 Land Use Policies	Actions
resource based uses.	to protect water quality.
	d. Explore the viability of making Woodland Avenue at Pushaw Lake a public road.
	e. Adopt standards for R-4 to protect water quality.
	f. Retain existing L-1 zone.
10.4 Designate areas east of I-95 and west of the Stillwater River as Transition Areas 1 and 2.	a. Rename the existing zones within this area as Transition (T) zones. Determine whether the lot frontage and access management requirements are adequate and determine whether the development review process will serve to discourage at least some growth in these areas.

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## Chapter 11

### Fiscal Capacity & Major and Public Investments



**A. Tax Base**

<b>Figure 11.1 Old Town Property Valuation - 2014</b>		
	<b>Total \$</b>	<b>% of total</b>
Real Estate	574,542,500	
Exempt Property	133,510,833	
<b>TOTAL TAXABLE REAL ESTATE</b>	<b>441,031,667</b>	<b>90.6</b>
Personal Property	82,391,200	
Personal Property Exemptions	36,827,200	
<b>TOTAL TAXABLE PERSONAL PROPERTY</b>	<b>45,564,000</b>	<b>9.4</b>
<b>Total Taxable Real Estate</b>	<b>486,595,667</b>	
Source: City of Old Town		

According to the 2013 Municipal Valuation Return Statistical Summary, land in Old Town is valued at \$111,368,400 and buildings are valued at \$324,554,767 for a total valuation of \$435,923,167. With the addition of Production Machinery and Equipment, Business Equipment and all other (taxable) personal property, the valuation increases to \$480,635,367. In 2014, the total valuation was \$486,595,667 according to the City of Old Town. In addition, the tax base in Old Town contains a relatively small proportion of farmland and tree growth (encompassing nearly 3600 acres in 42 parcels).

According to 2013 Municipal Valuation Return Statistic Summary:

Total taxable acres = 14,241

Total Captured Assessed Value through the TIF is \$10,584,950

Total TIF District Tax Revenue in 2013-2014: \$203,503<sup>1</sup>

A number of tax exempt programs influence the taxable base located in Old Town. These programs include State Homestead Exemptions, Veterans Exemptions, Business Equipment Tax Exemption, land and property owned by the City, State or other governmental unit, charitable institutions, houses of worship, and properties participating in the farmland and tree growth programs. The University of Maine owns about 25% of the land mass in Old Town; all of it tax exempt and unavailable for development. The total value of these exempt properties and programs is \$134,612,623<sup>2</sup>.

<sup>1</sup> The majority of these revenues are returned to the tax payer through credit enhancement agreements.

<sup>2</sup> State of Maine – 2013 Municipal Valuation Statistical Summary reports Total All Exemptions as \$120,328,833

Exempt Program	Total Value
Homestead	\$13,832,400
Tree Growth	\$438,023
Farmland (Cropland + Woodland)	\$13,367
Veterans	\$1,272,000
Churches & Parsonages	\$7,030,800
Benevolent & Charitable	\$11,611,033
Government <sup>3</sup>	\$70,385,800
Literary & Science	\$30,029,200
<b>Total</b>	<b>\$134,599,256</b>

Source: State of Maine; Municipal Valuation Return Statistical Summary – 2013 and City of Old Town

While the City’s records identify all taxable land and buildings without distinction, best estimates indicate that residential property tax base accounts for approximately 14.7% of Old Town’s tax base while commercial property makes up 7.9% of the total with personal property account for nearly 72%.

Year	Mil Rate
<b>2000</b>	\$21.00
<b>2005</b>	\$24.20
<b>2010</b>	\$17.80
<b>2014</b>	\$19.62
<b>2015</b>	\$20.21

Source: City of Old Town

The Old Town mil rate decreased from a high of 21.00 in 2000 to a low of \$17.80 in 2010 and ultimately increased to \$21.21 in 2015, representing a slight reduction overall during this time period. This change was primarily driven by a re-evaluation done in 2007. Going forward there is a loss in the value of the mill that will impact overall valuation and the mil rate. Juniper Ridge contributes nearly \$1 million dollars to the City each year through tipping fees, which reduces the overall mill rate by approximately \$2.00. The 2010 change in the Mill rate is due to the 2007 citywide revaluation.

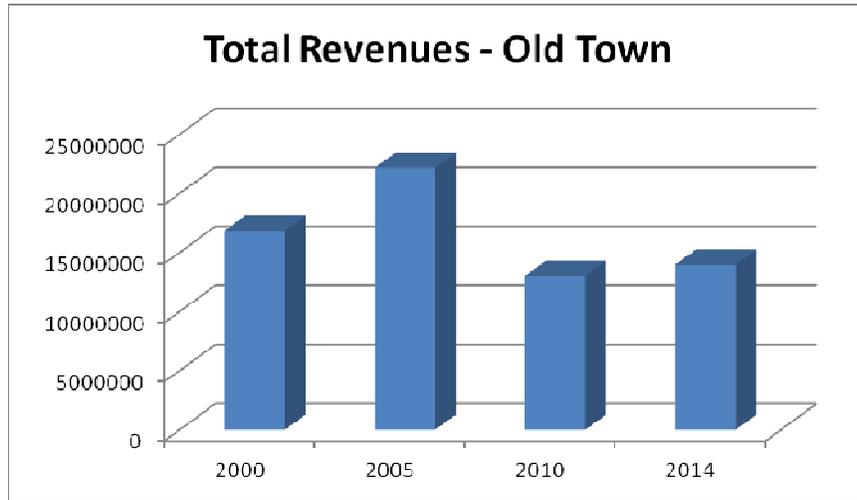
**A. Revenues**

2000	2005	2010	2014
\$16,864,649	\$22,180,552	\$13,041,546	\$13,989,169

Source: City of Old Town Audit Reports

<sup>3</sup> Includes Valuation of Public Water Supply, Pollution Control, US Government, State of Maine, Municipal Corporations and airport and other Quasi-municipal Organizations

**Figure 11.5: Total Revenues**



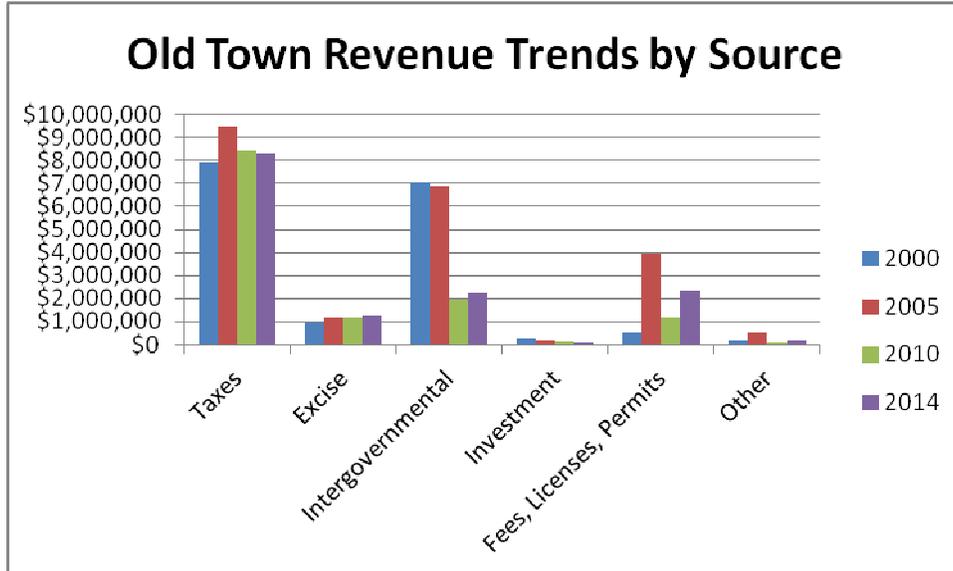
Source: City of Old Town Auditors' Reports

From 2000 to 2005, revenues in Old Town increased by nearly \$6 million but decreased by just over \$9 million in 2010. Since 2010, revenues have begun to show a slight increase but continue to lag behind the 2000 level. The major driver of this fluctuation is related to the shutdown of 2 tissue machines and loss of converting lines at the mill, 2007 City wide revaluation, and loss of GPA school funding and reduction of municipal revenue sharing that the State has continued to not fund at the level they are required to by law. During this time period revenues from “Fees, Licenses and Permits” have quadrupled, Excise Tax Revenue has shown a modest increase while Intergovernmental and Investment Income have substantially decreased.

	2000	2005	2010	2014
Taxes	\$7,925,920	\$9,474,255	\$8,458,198	\$8,344,583
Excise	\$957,565	\$1,173,823	\$1,181,694	\$1,239,105
Intergovernmental	\$7,038,785	\$6,876,162	\$1,979,947	\$2,234,483
Investment	\$218,832	\$206,125	\$129,974	\$49,562
Fees, Licenses, Permits	\$543,455	\$3,924,117	\$1,192,891	\$2,371,622
Other	\$180,092	\$526,070	\$98,842	\$180,558
<b>Total</b>	<b>\$16,864,649</b>	<b>\$22,180,552</b>	<b>\$13,041,546</b>	<b>\$14,419,913</b>

Source: Old Town Auditors' Reports

Figure 11.7: Revenue Trends by Source



Source: Old Town Auditor’s Reports

“The City currently has three approved tax increment financing (TIF) districts. The objective of the TIF districts is to stimulate new investment in the community by financing, through various tax increment financing projects, various public improvements. Taxes derived from increased assessed valuation with the districts can be ‘captured’ for approved uses. The City accounts for its portion of the activity of the TIF districts, including captured taxes and expenditures for approved purposes, in a capital reserve fund. The following is a brief description of each district.

Penobscot County Federal Credit Union – This TIF was established in 2007 and is for 10 years. The amount set aside for Penobscot County Federal Credit Union is 75% of the captured assessed value in the District for the first five years and 50% for the final five years. The remaining percentage is retained by the City for economic development within the City.

Humble Beginnings, LLC/Old Town Industrial Park – This TIF was established in 2007 and the original term was for 10 years. On October 23, 2009, the City’s application to amend the original agreement was approved. The new agreement extends the term for 10 to 11 years. The amount set aside for Humble Beginnings, LLC/Old Town Industrial Park is 100% of the captured assessed value in the District for the first 10 years and 50% for the final year. The final year is unsheltered and can be deposited into the City’s general fund. The percentage of TIF revenues to be returned to the Developer as part of a Credit Enhancement Agreement (CEA) is 80% for years one and two and 100% for years

three to eleven. For years one and two, the remaining TIF revenues will be applied in accordance with the original agreement.”<sup>4</sup>

Total TIF District Tax Revenue in 2013-2014: \$203,503<sup>5</sup>.

**B. Assessed Value to Sales Ratio**

According to the 2013 Municipal Valuation Return Statistical Summary, the certified ratio of assessed value to sales for Old Town is 100%.

**C. Expenditures**

<b>Figure 11.8: Old Town Total Expenditures</b>			
<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2014</b>
\$16,448,494	\$21,626,405	\$16,242,123	\$16,051,967
Source: Old Town Audit Reports			

<b>Figure 11.9: Old Town Expenditure Trends</b>				
	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2014</b>
General Government	\$866,227	\$1,269,776	\$1,439,862	\$2,134,745
Public Safety	\$2,529,001	\$2,822,676	\$3,179,188	\$3,190,834
Public Works	\$1,118,990	\$1,588,467	\$1,325,330	\$1,270,476
Culture & Recreation	\$505,924	\$692,552	\$757,360	\$793,738
Education	\$9,593,809	\$12,860,985	\$4,573,269	\$5,387,483
County Tax	\$342,048	\$476,981	\$530,683	\$592,334
Health, Welfare & Sanitation	\$82,365		\$885,579	\$761,954
Airport	\$30,233	\$43,896	\$84,399	\$557,731
Debt Service	\$56,636			
Principal		\$845,809	\$190,000	\$337,746
Interest and other		\$157,719	\$112,417	\$156,132
Capital Outlay	\$318,885	\$867,544	\$3,164,036	\$868,794
Source: City of Old Town Audit Reports				

Over this 14 year period, without adjusting for inflation, Old Town Total Expenditures have remained relatively flat except in 2005. Expenditures have risen in virtually every account with the smallest increases in the area of Public Works. The major contributors to the 2005 increase were Education and debt service. 2010 saw a major increase in capital outlay but that level receded to 2005 levels in 2014.

<sup>4</sup> City of Old Town, Maine, Financial Statements and Supplemental Data with Independent Auditors’ Reports June 30, 2014, Roy & Associates, Certified Public Accountants

<sup>5</sup> 2013 Municipal Valuation Return Statistical Summary

**D. County Taxes**

During the 14 year period between 2000 and 2014, Old Town’s portion of the Penobscot County Tax increased by 73.1%. In the year 2000, the City’s share of the County tax was \$342,048; by 2014 this amount had grown to \$592,334.

**E. Capital/Long Term Investments**

The City of Old Town maintains a limited number of Capital Reserve accounts designated for a specific purpose. The City established some accounts to address budgeted capital projects and borrowed using bonds to fund specific projects. Bonded Funds were used to fund Old Town Elementary School construction.

As of June 30, 2014 the City carried the following Fund balances:

<b>Figure 11.10 Old Town Fund Balances, June 30, 2014</b>	
<b>Account</b>	<b>Amount</b>
<b>Restricted:</b>	
<b>General Fund</b> (several Public Safety Programs, Airport Improvement and Master Plan, Brownfield clean up)	\$147,533
<b>Permanent Funds</b> (Cemetery, Library, and Library Trust)	\$1,779,295
<b>Committed:</b>	
<b>General Fund:</b> (Employee Benefits, City Manager, Economic Development, Information Technology, Airport, Juniper Ridge Landfill, Capital Projects)	\$698,475
<b>Capital Reserves:</b> (Old Town Development LLC, Tech equipment, Heavy Equipment, Community Center reserve, Highway block grant, Economic Development, Airport hangar, J Ridge Landfill, City facilities, Debt service, donations-library, community festival, concerts in the park, skateboard park, public safety programs, Book restoration, Save the pool, Library friends)	\$3,860,489
<b>Total</b>	<b>\$4,558,964</b>
Source: City of Old Town, Maine, Financial Statements and Supplemental Data with Independent Auditors’ Reports June 30, 2014, Roy & Associates, Certified Public Accountants – page 32, 33	

The long-term debt carried by the City of Old Town as of 2014 includes:

- Bonds payable maturing in 2039 (School); as a result of joining RSU #34, the RSU is responsible for reimbursing the City for annual debt service payments

**F. Major and Capital Investment Needs**

The City is in process of developing a more robust capital and major investment program. In the past several years, the use of Reserve Accounts has assisted the City with meeting major needs. The following list includes capital and major investments identified by City Department leaders as well as private non-profit or quasi-governmental entities that rely largely on user fees, grants or fund raising to meet needs; the Old Town Water District and RSU #34 did not identify needs and are thus not included. All known needs are included here in order to fully inform city leaders in terms of investment timing such that impact on taxpayers who may also be donors and/or rate payers is taken into consideration. In terms of private non-profit entities, such as the REC program, private fund raising is done for new or improved city-owned facilities; no REC program facilities are owned by the program.

**Major and Capital Investment Needs (Facilities/Buildings, Infrastructure, Equipment and Major Assessments)**

The chart that follows contains known capital and major investment needs; as additional needs arise, they should be added to annual update of the Capital and Major Investments Strategy (see Chapter 1). Items of \$10,000 or less listed below can and are regularly handled through the annual operating budget process; these are not highlighted in any color. Cost estimates for some items are unknown and others may need validation or updating; items highlighted in green will require professional estimates to refine anticipated costs. Those items highlighted in yellow are thought to be extraordinary needs which will require multi-year funding through reserve accounts, bonding or other funding mechanisms in order to address.

Legend:

**Blue** = Department/Source

No Color = Annual Operating Budget

**Green** = Engineering Estimate needed

**Gold** = potential multi-year funding required – within 3 years

**Yellow** = potential multi-year funding required – within 4-10 years

**Aqua** = Funded by grant or gift

**Salmon** = Funded by public/private partnership

#\* = potential for bundling in bond package

<b>Figure 11.11 Major and Capital Investment Needs</b>							
<b>LEGEND: Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; #* = potential bundling opportunity</b>							
#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
<b>PUBLIC SAFETY BUILDING</b>							
1	Facilities/BUILDING	SOLAR/HEAT/AC IMPROVEMENTS	Public Safety Building	unknown	NO	S	City Capital Budget
2	Facilities/BUILDING	Storage garage	Public Safety Building Lot	\$50,000	NO	S	City Capital Budget
<b>FIRE DEPARTMENT</b>							
3	APPARATUS	AMBULANCE	Public Safety Building	\$165,000	YES	2016/17 budget	City Capital/heavy
4	APPARATUS	ENGINE/PUMPER	Public Safety Building	\$415,000	YES	2017/18 budget	City Capital/heavy
5	PPE	Protective Gear	Public Safety Building	\$35,000	NO	Yearly	City Operating Budget/general fund balance
6	Misc. job equipment	Fire hose, breathing apparatus, small power tools, misc. equipment for job	Public Safety Building	\$50,000 +	NO	Yearly	City Operating Budget/possible grant
<b>POLICE DEPARTMENT</b>							
7	B12 Compass	Computer Server		\$25,000	NO	S	City Capital Budget
8	Taser Inc	X3 Taser (5)		\$10,000	NO	M	City Operating Budget
9	Interstate Arms	Glock 19 (16)		\$5,000	NO	M	City Operating Budget
10	Interstate Arms	RSM Tac Shotgun (4)		\$1,571	NO	M	City Operating

**Figure 11.11 Major and Capital Investment Needs**

**LEGEND:** Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; \*\* = potential bundling opportunity

#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
							Budget
11	B12 Compass	VSH Computers (5)		\$10,000	NO	M	City Operating Budget
12	Watch Cams	On Board		\$10,000	NO	M	City Operating Budget
13	B12 Compass	Computers (5 per year over 5 years)		\$17,000	NO	M	City Capital Budget
14	Radios (Whitten 2-way)	Digital – all vehicles/portable		\$100,000+	NO	M	City Capital Budget
<b>LIBRARY</b>							
15	Equipment	Photocopier Replaced	46 Middle Street	Lease?	YES	S	City Operating Budget
16	Technology	Computer and Printers - Regular Replacement	46 Middle Street	\$3,000-\$5,000 Per year	YES	Yearly	City Operating Budget
17*	Building	Original Bldg. Façade Cleaning/Repair and Painting	46 Middle Street	\$20,000	YES	S	City Capital Budget
18*	Building	Interior Wall and Ceiling Repair and Painting	46 Middle Street	\$15,000	YES	S	City Capital Budget
19*	Building	New Bldg. Exterior Repair and Painting	46 Middle Street	\$20,000	YES	S	City Capital Budget
20*	Building	Front Entrance Steps and Walkways	46 Middle Street	\$20,000	YES	S	City Capital Budget
21*	Exterior	Terracing – Bank at Front Entrance	46 Middle Street	\$10,000	NO	S	Grant/Gift
22**	Building	Roof repair/replacement	46 Middle Street	\$30,000	YES	M	City Capital Budget

**Figure 11.11 Major and Capital Investment Needs**

**LEGEND:** Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; #\* = potential bundling opportunity

#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
23**	Building	Door and Window Repair/Replacement	46 Middle Street	\$30,000	YES	M	City Capital Budget
24	Flooring	Floor Replacement	46 Middle Street	\$30,000	YES	L	City Capital Budget
25	Furniture	Shelving Upgrade	46 Middle Street	\$20,000	NO	S	Grant/Gift
26	Furniture	Furniture Replacement	46 Middle Street	\$40,000	YES	S	Gift
27	Furniture	Circulation Desk Replacement	46 Middle Street	\$30,000	NO	S	Grant/Gift
28	Building	Kitchen Upgrade/ Solarium/Genealogy Room	46 Middle Street	\$300,000	NO	M	Grant/Gift
<b>WATER POLLUTION CONTROL FACILITY (City managed but rate payer funded)</b>							
29	Flusher Truck			\$200,000	No \$25,000 per yr. for 8 yrs.	2015 through 2022	WPCF Budget/rate increase
30	RBC Replacement				Yes \$60,000 per yr. for 2 yrs.	2015 & 2016	WPCF Budget/rate increase
31	Capital Outlay	Building maintenance			\$30,000 per yr.	Yearly	WPCF Budget
32	Sewer, Tile, Pipe, manholes				\$25,000 per year	Yearly	WPCF Budget
33	Pump Station Capital for existing stations				\$10,000 per yr.	Yearly	WPCF Budget
<b>PUBLIC WORKS</b>							
34*	Facilities	Pavement surface	73 Airport Rd	150,000	NO	S	City Capital Budget

**Figure 11.11 Major and Capital Investment Needs**

**LEGEND: Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; #\* = potential bundling opportunity**

#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
35*	Facilities	Wash Bay	73 Airport Rd	125,000	NO	S	City Capital Budget
36*	Facilities	Cold Storage building	73 Airport Rd	200,000	NO	S	City Capital Budget
37**	Storm water	Permit requirements	System wide	50,000	NO	S	City Capital Budget
38**	Roads	Overlay		500,000	NO	S	City Capital budget
39***	Law compliance	Veterans grave requirements	5 cemeteries	125,000	NO	S	City Capital Budget
40	Light equipment	Light trucks, trailers, mowers, snow removal equipment		150,000	NO	S	City Capital Budget
41***	Support equip.	Brine manuf. Cemetery Maintenance equip.		100,000	NO	S	City Capital Budget
42	Efficiency study	Public buildings		80,000	NO	S	City Capital Budget
43	Facilities	Structural Concrete repairs	73 Airport Rd	30,000	NO	M	City Capital Budget
44	Facilities	New Garage HQ	TBD	\$5-9 Million	NO	M	City Capital Budget
45**	City parking lots 20 Acres	Mill and fill	City hall, River front, Boom House, library, VFW, Robins Block	450,000	NO	M	City Capital Budget
46*	Storm water	Brook pipe engineering		75,000	NO	M	City Capital Budget
47*	Drainage improvements	Subsurface drainage	Lawndale/St Joseph	80,000	NO	M	City Capital Budget
48	Heavy equipment	Trucks, Loader, grader, vac truck		750,000	YES	M	City Capital Budget
49	HVAC Upgrades	Public Buildings		400,000	NO	M	City Capital Budget
50**	Roads	Mill and fill		750,000	NO	M	City Capital Budget

**Figure 11.11 Major and Capital Investment Needs**

**LEGEND:** Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; \*\* = potential bundling opportunity

#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
51**	Roads	Reclaim/pave		15,000,000	NO	L	City Capital Budget
52**	Sidewalks	Sidewalk replacement (22 miles)		2,100,000	NO	L	City Capital Budget
53	Landfill closure	Transfer site		275,000	NO	L	City Capital Budget
54**	Road dispositions	Land takings, legal costs, upgrades to city standard	Woodland Ave. Penny rd., Prentiss side streets	500,000	NO	L	City Capital Budget
<b>Economic Development - LLC</b>							
55	Communications	High Speed Broad Band Expansion		\$100,000	NO	S	City Capital Budget
56	Downtown	Façade Improvements		\$30,000	NO	S	City Capital Budget
57	Loans	Business Loans		\$100,000	NO	S	City Capital Budget
<b>RECREATION (Private non-profit - tenant)</b>							
58	Storage addition to garage/Shed	Need additional storage space to preserve program equipment/materials	342 Bennoch Road	\$5,000	NO	S	OTRec / Private Funds / In-Kind
59	Ball field renovation	Team Dugouts, surface/ballpark mix, Storage/concession stand, scoreboard, field leveling and infield renovation	342 Bennoch Road	\$9,000	YES, IN-KIND	S	Private, in-kind, and City partnership
60	Lighting in Gym and Lobby of H.E. Sargent Community	Outdated lighting in gym needs to be replaced. Current T-5 lighting and	342 Bennoch Road	\$9,500 (after EMaine Rebates)	CITY FUNDED (LANDLORD)	S	Efficiency of Maine / OTRec / City partnership

**Figure 11.11 Major and Capital Investment Needs**

**LEGEND:** Blue = Department; No Color = Operating Budget item; Green = Engineering Estimate Needed; Gold = Potential multi-year funding needed – w/in 3 years; Yellow = Potential multi-year funding needed w/in 4-10 years; Aqua funded by Grant or Gift; Salmon = funded by public/private partnership; #\* = potential bundling opportunity

#	Investment type/name (parks, roads, museum etc.)	Description (boiler, roof, new surface, brook pipe assessment etc.)	Location (if applicable)	Estimated Cost In today's dollars	Reserves in place (yes or no)	When Needed: W/in 3 yrs = S W/in 4-7 yrs = M W/in 8-10 yrs = L	Funding Source (city budget/reserve account, grant, private etc.)
	Center	not cost conscious relative to today's energy market					
61	Sq. footage addition to H.E. Sargent Building	Multi-purpose activity room needed to accommodate increased community participants	342 Bennoch Road	\$90,000	NO	M	Grant funds /OTRec / In-Kind / Private / City partnership
62	Parking	Overwhelming community usage, insufficient parking space	342 Bennoch Road	\$10,000	NO	M	In-Kind / City partnership / OTRec
63	Admin/Craft Cabin, Overnight cabin(s) for Outdoor education	Outdoor Education meeting place and cabins for overnight camping	342 Bennoch Road	\$150,000	NO	M	Grant / Private / OTRec
64	Multi-purpose Gymnasium	We need our own gymnasium space to accommodate	342 Bennoch Road	2.5 Million	NO	L	Grant funds /OTRec / In-Kind / Private / City partnership
65	Roof / Boiler Repair	Potential need for roof renovation / Boiler maintenance/repair	342 Bennoch Road	unknown	NO	L	City Capital Budget
<b>YMCA (Private non-profit)</b>							
66	Facility	Roof	472 Stillwater Ave.	\$300,000	N	S	Capital campaign

## **G. Issues/Summary**

1. As with many cities, but particularly those with numerous public lands and buildings, there is substantial exempt property.
2. Intergovernmental revenues are decreasing to the point that it is no longer a substantial contributor to the City's revenue stream.
3. Overall growth in Old Town has become stagnant. The Comprehensive Plan Update identifies the issue of population decline. During the last 40 years the population of Old Town has consistently decreased. This is a major concern as continued decline can have a significant impact on revenue and the ability to deliver city services.
4. The creation of a strategic financial plan with a 5-10 year window is necessary to preserve public investments and is an important tool. This plan needs to address future capital needs and containment of operating expenses.
5. The City needs to continue to fund Capital Reserve accounts as current accounts may not be adequate to fund anticipated needs within the next five years.
6. Is Juniper Ridge paying for itself and does its presence help offset tax burden?
7. Are the TIF districts working as they should be?

See Chapter 1 for the Capital and Major Investment planning process and strategy.

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