



***COMPREHENSIVE PLAN
2005 Update
2010 Revision***

**Prepared For
City of Bangor
Planning Board & City Council**

By
City of Bangor
Planning Division
2010

TABLE OF CONTENTS

<u>TABLE OF CONTENTS</u>	Page 3
<u>INTRODUCTION</u>	Page 5
<u>LIST OF MAPS AND PLANS</u>	Page 7
<u>1 – HOUSING</u>	Page 9
Housing Trends Goals & Policy Recommendations	
<u>2 – ECONOMIC DEVELOPMENT</u>	Page 27
Bangor’s Economy Economic Development Goals	
<u>3 – COMMUNITY FACILITIES</u>	Page 41
Policy Recommendations	
<u>4 – TRANSPORTATION SYSTEMS PLAN</u>	Page 67
Policy Recommendations	
<u>5 – PHYSICAL DEVELOPMENT PLAN</u>	Page 83
Land Use Plan Changes Zoning Policy Changes Policy Recommendations	
<u>6 – FISCAL POLICY PLAN</u>	Page 123
Policy Recommendations	
<u>7 – NATURAL RESOURCES</u>	Page 137
Policy Recommendations	
<u>8 – HISTORIC and CULTURAL RESOURCES</u>	Page 159
City History Historic Preservation	
<u>9 – STATE AND REGIONAL CONSIDERATIONS</u>	Page 165
Policy Recommendations	
<u>IMPLEMENTATION PLAN</u>	Page 171
<u>RECOMMENDATIONS FOR APPENDICES</u>	Page 175

INTRODUCTION

The Comprehensive Plan is required of municipalities across the State of Maine by the Planning and Land Use Regulation Act of 1989, often referred to as the Growth Management Act. Since the adoption of Bangor's first Master Plan in 1951 the City has been involved in land use planning. The Plan serves as a guide for the development of policies, goals and objectives, and provides a "blue print" for future growth and conservation. One of the most important uses of the Comprehensive Plan is its use in the development of Land Use Concept Maps and the subsequent Zoning Policy Map. These maps do not dictate what specific land uses will occur on individual parcels, but give a general indication of what types of land uses would be appropriate in certain parts of the City.

The City's Comprehensive Plan, adopted in July 2000, has served the City well, however emerging trends and development pressures in specific areas has warranted an interim review. The Comprehensive Plan Update should provide a response to the question "Is the Comprehensive Plan of 2000 sufficient to guide land use policy in the City Bangor until it can be revised in 2010, based on the types and quantity of development we have seen in the past five years?"

Since 2000, 234 new single family housing lots have been created, 326 new multi-unit structures have been approved and over 1,466,000 square feet of new commercial development has been approved. Continuing concerns over open space, pedestrian safety, and increasing traffic volumes have prompted the Planning Board and the Planning Department to make a specific effort to ensure the planning policies and implementation tools of the Comprehensive Plan 2000 are on track.

The Comprehensive Plan Update will affect the current Plan in a positive manner. First and foremost, outdated information will be removed from the plan, making it less cumbersome to read and navigate. Second, the Goals and Objectives found in each of the nine Planning Elements have been reviewed and some have been changed to reflect all the information gathered in this process. Third, the Land Use Concept and Zoning Policy Maps will be changed, where appropriate, to correct past inconsistencies and to recognize new trends in Land Use Policy. With the exception of the removal of outdated information the changes presented in the Comprehensive Plan Update are modest. This is an update not a revision; however, the Update provides a vital refinement of the Comprehensive Plan.

HOW THE UPDATE WAS ACCOMPLISHED

All the land use activity that occurred in the City of Bangor since 2000 was plotted on a map and these areas of focus were identified. In summary, it appeared that the majority of development or land use activity occurred in twenty-eight (28) distinct places, called "transition areas". These Transition Areas then became the focus of the Comprehensive Plan Update. They gave the Planning Board and the Planning Staff topics for discussion when reviewing each Planning Element.

INTRODUCTION

In keeping with the Citizen Participation Program of the 1980's, the Comprehensive Plan Update was not performed in a vacuum. Citizen input was sought at four Neighborhood Meetings beginning in January 2005. A meeting was conducted, specifically to quantify the development activity, in each of these quadrants and to seek input from those interested pertaining to Land Use Policy in the City. A survey was designed and used to gather additional information from the general public and these survey results are also attached in the Appendix. From April 2005 to February 2006 the Planning Board held two public Workshop Meetings per month. Lastly, the Planning Board and Planning Staff viewed the Transition Areas of the City in a tour conducted in Late October.

Prior to approval by the Bangor City Council, the Planning Board conducted an informal public workshop and a formal public hearing to explain the Comprehensive Plan Update and to seek comments from the public for potential refinements.

The Planning Board along with City Staff reviewed the Comprehensive Plan 2000's eight "Planning Elements" one by one: Housing, Economic Development, Public Facilities, Transportation, Physical Development, Fiscal Implications, Natural Resources, and Regional Considerations. A ninth element, Historic and Cultural Resources was created.

LIST OF MAPS AND PLANS

LIST OF MAPS AND PLANS IN COMPREHENSIVE PLAN 2005 UPDATE

<u>Plan Name</u>	<u>Element</u>	<u>Page</u>
Primary Services	3-Community Services	59
Water & Sewer Areas	3-Community Services	61
Proposed Community Facilities	3-Community Services	63
Bangor's Open Spaces	3-Community Services	65
Proposed Highway Improvements	4-Transportation	79
East-West Highway Concept	4-Transportation	81
Transition Areas	5-Physical Development	117
Land Use Concepts	5-Physical Development	119
Zoning Policy	5-Physical Development	121
Environmental Features	7-Natural Resources	153
Urban Impaired Watersheds West	7-Natural Resources	155
Urban Impaired Watersheds East	7-Natural Resources	157
Historic Districts	8-Historic & Cultural	163

HOUSING ELEMENT

PLANNING ELEMENT NO. 1

HOUSING

BACKGROUND

Over the course of the City's development, Bangor's neighborhoods have produced a wide variety of housing types and styles, which catered to the diversity of life.

In the middle of this century housing pressure caused by expansion of the military presence contributed to the development of several planned neighborhoods located between Union and Ohio Streets and Kenduskeag Ave. and Broadway. These government-financed projects, along with construction of I-95, encouraged housing development in the previously rural areas of the City.

There also appeared other variations of the planned neighborhood: mobile home parks, single family and multi-family subdivisions, attached town houses, condominium developments, manufactured home subdivisions and conversions of non-residential structures and large single family houses into multi-family units.

Rounding out this great diversity of housing are various dormitory, group homes, halfway houses, rooming houses, boarding houses, congregate housing, transitional housing and emergency shelters, many of which are operated by various non-profit organizations which serve the special needs of specific population groups.

Currently, the housing inventory in Bangor includes all the common housing types with the exception of high rise apartments and luxury condominiums commonly found in more populated areas of the country.

TRENDS OF RECENT DECADES

1990 data reveals that the City had approximately 14,366 dwelling units, some 2,616 more units (22.3%) than the earlier plan projected. An estimated 974 (6.8%) of all the units were vacant; the vacancy rate for owner-occupied units was 1.4 and 7.5 for renters. Of the vacant units, 93 were for sale and 561 were for rent. Of the total units, 6,968 (48.5%) are owner-occupied and 6,424 (48%) are renter occupied.

Bangor has a large population and complex housing base compared to many Maine municipalities. Bangor is an old city with a large percentage of aging housing stock. Many of the City's older homes have been converted over the years from single-family to multi-family residences, or to office space. In the 1990 U.S. Census, Bangor had a population of 33,181. Of this total, 30,885 were living in 13,373 occupied housing units and 2,296 were living in group quarters. Bangor had 14,366 total housing units in 1990. Of this total, 6,968 (48.5%) were owner occupied, 6,424 (48%) were renter occupied,

HOUSING ELEMENT

and 974 (6.8%) were vacant units. By 1996, Bangor's had 14,753 housing units of which 5,734 (38.9%) were single-family, 7,900 (53.5%) were multi-family, and 1,119 (7.6%) were mobile home units.

As of October 1999, Bangor had a total of 14,622 dwelling units that were divided among the following types of units: (Source: City of Bangor Assessing Department.)

Type	Number	Percent
Single Family	5,784	40
Multi-Family	7,652	52
Condominium	248	2
Mobile Homes	900	6
Multi-Use	38	<1
Total	14,622	(100%)

1990's TRENDS

Housing starts (building permits issued) during the decade (1990-1999) totaled 412 units. Ranging from a low of 10 housing unit starts in 1997 to a high of 160 starts in 1990, the annual average was 41 units issued building permits. The average for the last three years of the 1990's was 17 units per year, well below the 10-year average of 41 units.

During this decade, single family housing unit starts totaled 262 (64%) of the total. Multi-family starts totaled 150 units, 36% of the total. There were no condominium permits issued in the decade. The condominium segment of the total Bangor housing market is still unproven with indications that a number of condominium units have been purchased for rental purposes rather than being owner-occupied.

Contrary to the experience of the 1980's, which saw multi-family units account for 80% of the housing starts, the actual experience in the 1990's was that single-family housing development was a major (64%) portion, nearly two-thirds, of total housing development. According to the 1990 census, less than half (48%) of all occupied Bangor housing units were occupied by renters. That percentage of renter units was expected to grow significantly after the 1980's when the number of newly developed multi-family units out-paced the development of single family housing by more than a three-to-one margin. That trend, however, was reversed with owner-occupied units holding a slight half-percent edge over the renter-occupied units.

RECENT EXPERIENCE

The July 1, 2003 U.S. Census Bureau population estimate for the City of Bangor is 31,550. Bangor is the largest city in Penobscot County, population 146,982, and the third largest city in Maine, population 1,305,728. Bangor is the largest community in the Bangor MSA, population 127,124.

HOUSING ELEMENT

The City of Bangor is largely homogenous. Whites comprise 96.3% of a population that is of primarily European descent. The three next largest race percentages are American Indian 1.6%, Asian 1.5%, and Black or African American 1.4%. Females represent 53.1% of the total population, and males represent 46.9%. (Source: Census 2000)

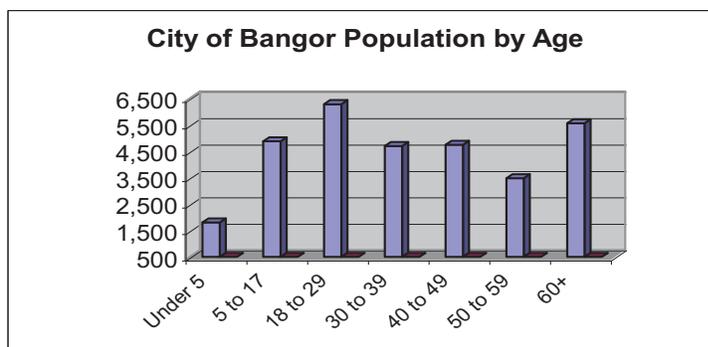
Bangor's average household size is 2.12 persons, average family size is 2.81. Most of Bangor's residents, 70%, were born in Maine, 25.5% were born in another state, 1.5% were born outside the US, 1.8% were naturalized citizens, and 1.6% were foreign born and not US citizens. People in Bangor tend to stay in the geographic area, 47% of people lived in the same house they lived in five years before, 32% lived in a different house but the same county and 10.6% lived in a different county but still in Maine. (Census 2000)

Resident Profile

(Census 2000)	MSA	U.S.
Single	40.7%	43.6%
Married	59.3%	56.4%
Divorced	8.7%	8.4%
Separated	1.8%	3.0%
Married with children	29.9%	28.7%
Single with children	10.0%	10.1%

Age

The median age in the City of Bangor is 36.1. The largest population age group is 18 - 29 followed by seniors, then school age children. (Census 2000)



Housing starts (building permits issued) from 2000 through September 2005 totaled 334 units. Ranging from a low of 29 housing unit starts in 2001 to a high of 99 starts in 2005, the annual average was 58 units for building permits issued. This is a marked difference from the decade of the 1990's. A record low interest rate spread a huge demand for new single family housing across the country and the Bangor Region. During this decade, single family housing unit starts were 253 (75%) of the total. Multi-family starts were 81 units, 25% of the total.

HOUSING ELEMENT

Compared to the experience of the 1990's, when single-family units accounted for 64% of the housing starts, the actual experience thus far in the 2000's has been that of single-family housing development comprising 75% of total housing development.

According to the 2000 census, more than half (52.5%) of all occupied Bangor housing units were occupied by renters.

	BANGOR	OLD TOWN	ORONO	HAMPDEN	BREWER	VEAZIE	PENOBSCOT COUNTY	STATE OF MAINE
Median Age	36.1	33.8	22.3	38.8	39.2	40.3	37.2	38.6
65 and Older (percentage)	14.1	13.9	9.3	10.7	16.7	14.6	13.4	14.4
Household Size	2.12	2.3	2.23	2.6	2.3	2.41	2.38	2.39
Occupied Housing Units (percentage)	94	92.9	92.8	95.6	94.5	94.1	86.9	79.5
Owner Occupied (percentage)	47.4	59.9	47.8	78.8	62.3	78.8	69.8	71.5
Median Household Income	\$29,740	\$29,886	\$30,619	\$53,377	\$36,949	\$44,519	\$34,274	\$37,240
Single Family dwellings (percentage)	39.2	56.2	47.7	78	57.6	66	61.3	67.4
Housing Const. 1939 or earlier (percentage)	45	38.3	29.1	21.5	34.6	18.4	28.4	26.3

Source U.S. Census 2000

CURRENT HOUSING NEEDS AND DEMAND

With the exception of expensive condominium units, newly developed housing in Bangor has, during most market periods, been readily marketable and the sale/rent-up rates have generally met or exceeded projections. Much of the housing vacancy has tended to be in the older units, many of which are conversions or substandard units. These long-term vacancies exist either because they are not marketed, (probably because the owner knows they are unmarketable), or because they do not meet the

HOUSING ELEMENT

affordability/adequacy test of prospective buyers/renters.

As the only true urban center in all of eastern and northern Maine, Bangor has a very strong attraction potential to households relocating from throughout the region. Bangor attracts new residents who are seeking the region's best source of jobs, educational opportunities, cultural and entertainment facilities, social and medical services, recreation facilities and general economic opportunity. For this reason, the assertion that, in the long-term, there is a virtually unlimited need for adequate, affordable housing in Bangor is not easily refuted.

In addition to the very large need for affordable housing in Bangor, there are special housing needs of several population segments, which are unable to access the market-driven segment of the residential real estate industry.

SPECIAL NEEDS

Bangor's great array of educational, social and medical services, serve to attract many residents whose special needs require these services not readily available in the vast rural areas which the City serves as the lone urban center.

Some of this in-migration to the City consists of individuals whose stay is temporary while enrolled in one of many available post-secondary educational programs available in the immediate Bangor area. Some individuals temporarily take up residence in the City to access a medical treatment program or to convalesce from illness near the region's most complete medical facilities and extensive social service agencies. Some permanently relocate their household to Bangor due to long-term health-care needs or to reside in one of several types of specialty housing available here.

Examples of such housing are: elderly housing, handicap accessible dwellings, group homes, independent living centers, residential treatment facilities, congregate housing, and half-way houses.

For the most part, Bangor's specialty housing is generally dispersed throughout the community and well-integrated into friendly neighborhood settings conducive to the new resident maintaining a familiar and compatible life style. Most specialty housing and the major medical and social service agencies are accessible by public transportation for those without an automobile.

The normally active construction industry in the Bangor area attracts sizeable numbers of workers who seek temporary housing for the duration of particular construction projects, although the reduced level of residential construction in the 1990's partially offset the continued strong commercial construction activity. Similarly, the presence of major medical facilities, educational institutions, courts and other government operations attract various professionals to the City for varying periods when temporary housing is needed for individuals or small groups.

HOUSING ELEMENT

Another population group with special housing needs is female-headed and single-parent families. These families typically seek dwelling units affordable to those of limited income, which are of minimal floor area relative to family size and which are conveniently located relative to place of employment, schools, day-care facilities and other needed social services. Often members of such families are actually present in the dwelling unit for limited periods each day, so while space needs are modest, such characteristics as security, ease of care, energy efficiency and convenience of design are desirable. Since single-parent households are often transitory rather than permanent in nature, there may be a more rapid than average turnover of dwelling units occupied by them.

As the population continues to age, units affordable by and conveniently accessible to elderly couples and singles are in increasing demand. Such units typically receive some form of government subsidy paid either to the developer/owner in the form of financing assistance or housing certificates, or to the tenant in the form of housing vouchers. Some tenants may also be eligible for property tax and/or energy cost assistance, all of which impact the affordability of individual dwelling units. Governmental actions to reduce deficits and balance budgets are tending to limit funding increases for such subsidies, and may even result in reduced or eliminated funding. Such an occurrence will drastically change the affordable housing environment and necessitate creative funding mechanisms to provide an adequate supply of housing to those members of society unable to afford market rate housing costs. Increased numbers of inadequately housed individuals with special needs will increase their utilization of emergency shelters, hospitalization for depression, stress, and exposure, and entry into the criminal justice system for those who resort to desperate measures to sustain life. All of these alternatives to adequate housing are much more costly to society and poorly serve those in need.

Lower income individuals and households, including the elderly and handicapped, may also qualify for publicly-owned housing contingent upon the availability of such units. Although the City of Bangor, through its Bangor Housing Authority, administers some 636 units of publicly-owned housing for both families and the elderly, there is typically a waiting list of approximately forty families and individuals representing 1 1/2 to 2 years of typical turn-over of these. All additions to the waiting list are names with Bangor addresses. There is, by federal regulation, no residency time requirement. The waiting list may contain a few names of persons who have established a Bangor address for the sole purpose of becoming eligible for inclusion on the public housing waiting list although that number is considered by housing authority officials to be small.

The relatively extensive inventory of assisted and public subsidized housing in Bangor probably means that Bangor is providing a greater portion of its needy citizens with affordable housing rather than attracting into Bangor a disproportionate share of persons in need of assisted housing. This situation works to the advantage of long-term Bangor residents who are eligible for assisted housing.

FUTURE TRENDS

Housing options must become increasingly varied, flexible and responsive to meet the ever increasing variety of life styles, household compositions, work/leisure patterns, mobility patterns and fluctuating fads, fashions, style preferences and expectations. Already the traditional housing dichotomy of single family homes and apartments has given way to housing multiplicity which also includes condominiums, attached homes, mobile home parks, planned unit developments, congregate housing, single room occupancy, group homes, shelters, cooperatives, etc.

Traditional residential zoning and building standards will be hard-pressed to cope with the demands of a diversifying housing market. Flexible and innovative residential zones, districts and codes may evolve as the City's attempts to maintain order during the period of change. Design and site plan review and the permitting processes will need to devise an applicable variety of standards and evaluation criteria to accommodate the multiplicity of projects which will be proposed by those defining and responding to the diversifying housing market. At the same time, the permitting process needs to be efficient and responsive so as not to stifle the development industry's attempts to respond to the continually evolving market demands. The development review process at the municipal level also should be prepared to deal with that variety of development styles in an efficient and orderly process.

The City's Land Development Code "modernization" in 1991 has worked with varied results; Attached Residential projects are finding great favor with the development community as a way to bring multi-unit housing to traditionally single-family only housing areas thus broadening the supply for "assisted" housing units. The Zero lot line, townhouse and multifamily categories appear to still need refinement as they are seldom if ever used.

While this modernization took hold in the City's developing areas no similar flexibility was provided to the urban, or built up areas of the City. While the City's policy of protecting single family neighborhoods from multifamily conversions is a sound one, no option exists for varied development styles other than traditional lot by lot styles. Mixed use, density driven standards may serve the City well in larger redevelopment sites.

The City's 1991 Land Development Code fix for the inconsistencies of mobile home park zoning and development has largely made every significant mobile home park in the City nonconforming. This development policy needs to be further refined to ensure options for such a housing type to exist within the City in a logical viable location.

The problem of affordable housing is pervasive throughout most of the non-luxury housing market. The inability of a household to pay market prices for suitable housing was, until recently, considered a function of low income. Society's response was a variety of housing subsidy and public housing programs in which the primary eligibility

HOUSING ELEMENT

criteria was family income. Eligibility for the programs was generally limited to families with incomes below 80% of the median family income, with priority given to those families with incomes not more than 50% of the median. For the middle income population segment, housing affordability was considered a problem of the poor and subsidies were a cause of rising taxes. Often, those families living in public or subsidized housing were considered to be the unemployed, those on welfare, the uneducated and the indigent. They were seen as people who couldn't or wouldn't keep up with the general economic progress of the society and had to be assisted by the mainstream population.

In the past decade, that situation has drastically changed. The problem of affordable housing impacts most social-economic strata of the population, except those who are insulated from the cyclic fluctuations of the general economy. The typical middle-income family must maintain two (or more) incomes in order to afford a life style, including housing, which an earlier generation was able to maintain on one income. The 30% of income set as a maximum shelter expenditure for households receiving housing subsidies, are now very commonly exceeded by middle income families whose incomes far exceed the subsidy eligibility criteria. Even those young professionals, who were, not long ago, considered as part of the educated elite, must now resort to "apartment sharing" and "living together" in order to afford even basic housing in many areas.

Efforts to contain and reduce cost in one area, tend to be offset by increased costs in other areas. For example, efforts to reduce life cycle energy costs of a dwelling, increase construction costs and debt service. Efforts to reduce land costs, result in the higher construction costs associated with multi-story and high-rise construction. Efforts to reduce design, legal and administrative costs, often result in project delays and increased financing costs and construction costs. Efforts to reduce labor costs are offset by increased material costs. Sizeable reductions in housing costs which significantly reduce the affordability problem, may only be realized by eliminating some costs altogether.

Other alternative solutions to the housing affordability problem might involve increased governmental involvement in the housing industry such as public ownership equity in private housing development; tax deferments, tax credits, reduced or more flexible siting and construction standards, public financing of infrastructure costs including internal sidewalks, parking areas and playgrounds. Public investments of this magnitude may seem radical in the area of housing development, but have long been common practice in downtown areas and industrial parks where such public investment was justified to encourage commercial and industrial development.

HOUSING PROGRAM

Looking beyond the State goal of providing ten percent of new housing construction, as "affordable housing" as established in the Growth Management Law, there are a

HOUSING ELEMENT

number of issues confronting the City in the housing area. At the heart of these is the need to define a proper, balanced, role for the City in dealing with various aspects of housing needs in the community.

Results from the Community Survey cited above in this section indicate strong support for an active role on the part of the City in housing in the future. However, that "role" is one of "promoting" and "assisting" various housing efforts more than one of "providing."

These survey results were confirmed in various review sessions with Bangor citizens in which a number of innovative actions developed in preliminary drafts of the Housing Element were discussed. Recognition of both the resource limits of the City in dealing with housing needs and limitations in the private sector market have been pointed out, repeatedly.

U.S. Census 2000 statistics for low-to-moderate income persons in Bangor indicate approximately 48% of the population in that category. The 2000 Census found that the median family income for the City of Bangor was \$42,047, while the 1999 estimate of median family income for the Bangor MSA was \$46,864.

The total number of available housing units in Bangor increased from 14,366 in 1990 to 14,587 in 2000 (U.S. Census 2000). Calculated vacancy rates for homeowners rose by 2.0%. The rental vacancy rate decreased from 7.5% in 1990 to 4.2% in 2000. In 2002 the State of Maine had a homeowner vacancy rate of 1.1% and a rental vacancy rate of 5.6%.

In 2000 the U.S. Census determined the average for-sale price to be \$87,300. The Maine State Housing Authority lists the 2003 median home price for Bangor at \$105,500. In 2000 the U.S. Census found the average contract rent was \$435, but average rent asked was \$419. Average prices for rent and utilities in 2004 for the Bangor area, according to the National Low Income Housing Coalition, range as follows:

1 Bedroom	\$505
2 Bedrooms	\$642
3 Bedrooms	\$819
4 Bedrooms	\$923

The City's present housing programs are addressing housing needs from three fronts. First, the Bangor Housing Authority owns and manages several hundred dwelling units for low income families. Occupants of this housing must meet federal low-income criteria and pay 1/3 of their income in rent. Applicants for this housing must be Bangor residents at the time of application. Second, the City's Community Development Staff and the Bangor Housing Authority cooperate on channeling the various State and Federal assistance programs to create low and moderate income rental housing units through, primarily, rehabilitation and some limited, new construction by private sector actions. Third, the Health and Welfare Department operates 43 units of 2-year transitional housing for homeless persons who enter into an agreement to take

HOUSING ELEMENT

advantage of a wide range of assistance to bring themselves to self-sufficiency within two years. This housing was declared surplus by the military, deeded to the City for homeless purposes and is managed, under contract, by the Bangor Housing Authority.

Two four-plexes are operated by the Health and Welfare Department as men and women's shelters, and a dozen of these units are leased to non-profit organizations for emergency shelter and homeless transitional housing programs operated by those entities.

The City's 2005-2009 Consolidated Plan of Housing and Community Development indicates an estimated unmet need for rental subsidy for approximately 2,714 households. Those households include 65.6% of very low-income households, and 42.4% of low-income families, many of which are elderly households.

The Consolidated Plan indicates a total of 4,049 (27.8% of all units) substandard dwelling units suitable for rehabilitation. 2,306 of the units are renter-occupied and 2,080 of them are estimated to be lower income renters. 441 of the units are vacant and the rest are owner-occupied.

The housing program envisioned in this plan would have two major roles for the City: first, to continue the type of housing assistance efforts presently carried on by the Bangor Housing Authority and through the City's Community Development Rehab Loan Program and to expand those efforts through provision of incentives and policies conducive to the provision of additional low and moderate income rental housing and for more housing ownership by low and moderate income persons. Secondly, the City should frequently review its land use ordinance to ensure that it provides adequate flexibility for the siting and development of a wide range of housing types to promote reductions in the cost of developing housing in the City. This role of the City in housing appears consistent with the results of the Community Survey.

HOUSING GOALS

I. GOAL: ADMINISTRATIVE COORDINATION

Administrative and Organizational Processes should create a coordinated effort toward promotion of housing opportunities within the City of Bangor.

A. Objective

City Staff should be organized to ensure consistent public interaction and efficient processing of permits.

Recommended Policies

HOUSING ELEMENT

1. A more effective general housing inspection staff should be maintained through expansion of staff resources in the area of general housing inspections in addition to the specialized sanitation, electrical, plumbing, and fire prevention staff.

B. Objective

An effective two-way communication system between the City and the public regarding housing needs and policies should be established.

Recommended Policies

1. Establish a Housing Advisory Committee representing the various housing and development interest groups, to provide recommendations to the City Council regarding housing issues and policies. The Committee should hold periodic public meetings to invite and consider citizen input.
2. Provide and maintain accurate housing statistics to monitor housing conditions, supply and trends through a coordinated effort involving the assessing, code enforcement and data processing functions to collect, maintain and periodically analyze and report relevant housing data.
3. Improve management of housing information by instituting computer software which would bring all relevant data for each property together in a periodically updated comprehensive file.
4. City plans and ordinances containing housing-related information should be available to the computer-literate public by such means as the local BAIRNET (Bangor Area Information Resource Network) and an Internet WEB Page. A City E-Mail address and chat room are other possible electronic means of fostering improved communication between the City and the public.

II. GOAL: AFFORDABLE HOUSING

The City of Bangor should take an active role in promoting the development of safe, affordable housing opportunities.

A. Objective

City policies should discourage the elimination of sound, low and moderate income housing.

Recommended Policies

HOUSING ELEMENT

1. The Community Development Block Grant funded Housing Rehabilitation Loan Program should be expanded.
2. The City of Bangor should consider a policy that encourages developers to replace lower income affordable housing units lost to demolition or reconstruction.
3. The City should establish a policy to support affordable/work force housing in redevelopment projects where the City already has a vested interest in redevelopment.

B. Objective

Scattered site, low-income housing should be encouraged.

Recommended Policies

1. Low income housing with private ownership should be encouraged.
2. Subsidized housing should be deconcentrated. The number of units located on a single or adjoining site should be limited.

C. Objective

To develop various means by which lower income persons may become owners of their own housing or continue to own their own housing.

Recommended Policies

1. Lease acquired re-habitable single-family residential properties (one to three dwelling units including one owner-occupied unit) to lower income persons with an option to buy with City financing, amortized over up to thirty years at an interest rate equal to that of the City's invested funds. Extend CDBG rehab loans to those properties.
2. To assist lower income first time homeowners to acquire dwelling units, where banks will conditionally commit to permanent mortgage financing, the City could provide, from State or Federal housing funds if available, construction financing and technical assistance for self-contracted home construction or rehabilitation, by lower income first time homeowners, who can demonstrate the ability to act as a general contractor.
3. In cooperation with HUD and Bangor Housing Authority, support a lease with option to purchase or other program, which would allow public housing tenants of demonstrated financial ability and responsibility to

HOUSING ELEMENT

secure a conditional ownership interest in their occupied unit. Such interest would become fee simple interest only upon the amortization of an amount of a dedicated lease payment equal to the established sales price of the unit and associated land capitalized at an appropriate interest rate.

4. Consider that a tax lien on an owner-occupied residential property will not be matured when verified low-income owners are unable to pay all taxes owned the City, but are able to make an appropriate monthly payment in lieu of the normal semiannual payment.
5. In lieu of payment of property taxes, accept transfer of ownership interest from low-income residential property owners to the City and grant occupants life tenancy terminating upon death or relocation of grantee.

D. Objective

To encourage developers of large-scale, multi-family rental housing projects to make some units available at a rent affordable to low-income persons.

Recommended Policy

1. Developers of new construction of multi-family residential housing projects containing some minimum number of units should be encouraged to make available to low-income persons not less than ten percent of the units at a rent not more than the HUD established fair market rent. If financial incentives or development bonuses are provided by the City, developer must receive City approval of a written plan to comply with the rental commitment prior to issuance of a certificate of occupancy.

III. GOAL: RESIDENTIAL DEVELOPMENT POLICIES

The City of Bangor's land use regulations and project review procedures should permit housing development which reflects changing housing demands and does not create unnecessary housing development costs.

A. Objective

To allow the development of mixed-use projects which contain various types of residential housing and supporting limited commercial, and office use.

B. Objective

Land use policy and controls should reflect the need for a wide variety of housing types and should allow for flexibility in siting in group developments.

HOUSING ELEMENT

C. Objective

New housing development shall support community and economic development by serving all segments of the population, implementing sustainability principles in construction and maintenance, and following all best construction and maintenance practices.

Recommended Policies

1. Land use requirements and criteria should be reviewed frequently and revised as needed to reflect changing market needs.
2. Land use requirements should continue to allow the creation of moderate density single-family residential zoning provisions which permit, with City review of individual building sites as well as overall site plan review, smaller individual lot sizes, "zero lot line", and clustered siting of individual homes, with shared parking areas and common use open space.
3. Attached Residential complexes should be allowed in URD-2 zones where a minimum land mass is available (2-3 acres site).
4. Review code limitations to height density and parking, especially for properties located at or near the center of the City's core.
5. High density housing in the City's core should enhance the preservation of existing neighborhoods through adaptive rehabilitation of nonconforming and historic structures.

D. Objective

To carefully review and selectively permit conversions from single-family use to multi-family use.

Recommended Policies

1. Conversions of single-family homes to multi-family use should be reviewed through the conditional use process within the Land Use Ordinance in appropriate zoning districts.
2. Such conversion could only be permitted after consideration of critical site factors such as lot size, size of structure, area land use, on-site parking

HOUSING ELEMENT

availability and traffic congestion.

3. Preservation of existing housing and neighborhoods, especially those of historic significance, from inappropriate intrusion of nonresidential uses and conversion into multi-unit apartments.

E. Objective

Provide the basic infrastructure that will permit housing development opportunities at a variety of appropriate locations within the City.

Recommended Policies

- 1 City policy regarding the financial responsibility of infrastructure extensions and improvements should not be discriminatory in relation to the development of housing, especially low- and moderate-income housing within the primary service area.
- 2 The City of Bangor should establish a designated service area within which a full range of City services are available and where basic infrastructure is immediately available or extensions will be permitted. This service area should include a variety of geographically dispersed and marketable locations.
3. Locate multi-unit housing in areas served by sidewalks, transit, and community services.
4. Provide incentives for the development of new, high density housing in the City's core, designed to attract certain demographics (students, workers, and seniors).
5. New housing should be discouraged in the City's rural areas, preserving our open space and agricultural capacity while supporting a natural buffer between Bangor and the surrounding communities.

IV. GOAL: HOUSING CONSERVATION

The City of Bangor should encourage the conservation of existing housing stock.

A. Objective

To significantly reduce the number of substandard dwelling units.

HOUSING ELEMENT

Recommended Policies

1. Establish a "maintenance lien" system which allows the City to initiate emergency maintenance on occupied private residential property to correct serious code violations which an owner refuses, is unable to, or fails to correct within a specified period of time, and to recover the cost of that maintenance at the time of sale or transfer of the property involved.
2. Establish a multi-year program for the systematic elimination of serious ("threatening the structure or posing a threat to the occupants") residential code noncompliance through an adequately staffed and legally supported residential code enforcement effort.
3. Expand the resources allotted to the Community Development Rehabilitation Loan Program.

V. GOAL: SPECIAL NEEDS HOUSING

The City of Bangor's housing policies and programs should recognize the special needs of the local population.

A. Objective

To actively provide facilities and programs which service the local homeless population.

Coordinate housing and service needs for homeless and other sectors that are drawn to a service center community.

Recommended Policies

1. The City's land use administration should recognize as single family residences, group homes occupied, or to be occupied, by persons who are included in the federal Fair Housing Act's definition of "handicapped".
2. The City should consider for appropriate properties which fall under its control through such means as tax lien acquisition, use as homeless shelters, transitional housing for homeless persons willing to enter into a self-sufficiency agreement, and group homes for persons meeting the federal Fair Housing Act's definition of "handicapped", provided such use is determined to be the highest and best use for the properties concerned.

B. Objective

HOUSING ELEMENT

To facilitate the development of group homes for mentally and physically handicapped persons.

Recommended Policy

1. Land use administration should recognize and permit as single family residences, various types of group living arrangements serving persons who are included in the federal Fair Housing Act's definition of "handicapped", provided that all relevant development standards are satisfied.

C. Objective

To encourage accessible housing opportunities for the elderly and handicapped within the City of Bangor.

Recommended Policies

1. Code requirements related to elderly and handicapped accessibility should be vigorously applied to both new construction and rehabilitation projects.
2. The City of Bangor should provide incentives for providing for handicapped accessible in residential projects through the Community Development Block Grant Property Rehabilitation Loan Program.

VI. GOAL: REGIONAL COORDINATION

A. Objective

Maintain sufficient capacity and resources to support and guide the development of housing that is collaborative with regional efforts.

Recommended Policies

1. Actively participate in State and region wide efforts in support of housing.
2. Maintain a collaborative relationship with Maine State Housing Authority and other facilitators of affordable and special needs housing.

ECONOMIC DEVELOPMENT ELEMENT

PLANNING ELEMENT NO. 2

ECONOMY

Bangor is the center of the triangle formed by the metropolitan markets of Montreal, New York, and Halifax. Located within ten driving hours of 22% of the U.S. population and 50% of the Canadian population, the Bangor region offers access to the powerful Northeastern corridor and beyond. Bangor is positioned 44.83 degrees north of the equator and 68.78 degrees west of the prime meridian.

The City of Bangor is located in south central Maine at the navigable terminus of the Penobscot River, 30 miles north of the Atlantic Ocean. The City of Bangor occupies 34 square miles of land on the western side of the Penobscot River. In addition to the Penobscot River, which defines part of the city's eastern boundary, the Kenduskeag Stream flows through the city, emptying into the Penobscot River in the downtown area. Bangor is the seat of Penobscot County.

Bangor lies in a river valley near sea level. The areas to the north are hilly and wooded with a mix of deciduous and coniferous forests. The shore area is 30 miles to the south, and the "Down East" coast to the northeast is a classic New England coastline with fishing and other recreational sites. Acadia National Park is 40 miles to the south. The climate in Bangor is continental with a marine influence and four very distinct seasons. Precipitation is moderate and spread throughout the year, although fall tends to be the driest.

The City of Bangor is the economic, educational, recreational, distribution, and health care center for the central, eastern and northern Maine regions. Bangor serves as northern New England's economic link to the Canadian Maritimes and Eastern Quebec, and is a major center for the communication, banking, commercial, industrial, and governmental sectors.

Bangor prides itself on being an innovative, results-oriented community with a proven track record in undertaking successful ventures. The influence of Bangor's employment and service sectors is far-reaching and significant. Bangor's retail, infrastructure and facilities serve about 144,000 people in the Bangor Metropolitan Statistical Area and beyond. Indeed, Bangor is the employment, commercial, media and transportation center serving more than one-third of Maine's population. And all this activity takes place in America's Safest Metropolitan Area according to *Morgan Quitno Press's 2004 Safest Metro Area Awards*, which ranked Bangor as the safest Metropolitan Area in the United States.

Bangor is also the region's cultural center, home to the Maine Discovery Museum, Penobscot Theater Company, University of Maine Museum of Art, Bangor Museum and Center for History, and the oldest community symphony in the nation, the Bangor Symphony Orchestra. In recognition of Bangor's cultural base, the National Council for the Arts selected Bangor as Host City for the 2002-04 series of the National Folk

ECONOMIC DEVELOPMENT ELEMENT

Festival. Investment in arts and culture is a strategy that the City of Bangor has successfully used to reinvigorate its downtown.

The Bangor region's proximity to mountains, lakes, and the coast attracts hundreds of thousands of visitors annually. Located within an hour's drive of Bangor are such renowned attractions as Acadia National Park, Mt. Katahdin and Baxter State Park. Those who make the Bangor region their home recognize the special quality of life created by the blend of its metropolitan qualities with the area's stunning landscape.

Per Capita Income Growth

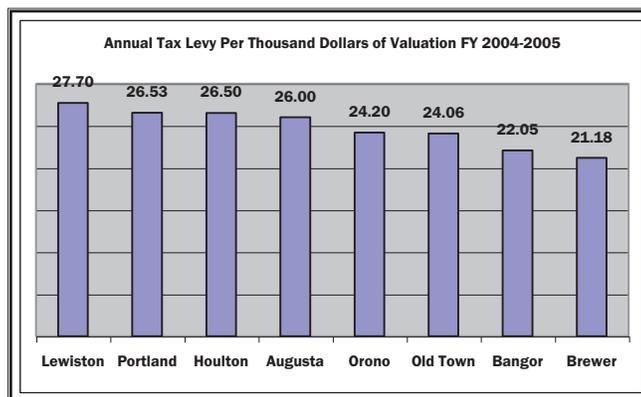
Bangor has experienced a steady per capita income growth rate that exceeds the State average. In 2002 Bangor's per capita income grew 4.1% compared to a state growth rate of 3.2% and a national growth rate of 1.7%.

	Maine	% change	Maine Metro	% change	Maine Nonmetro	% change	Bangor MSA	% change
1998	\$ 23,596	6.4%	\$ 25,262	6.2%	\$ 21,348	6.6%	\$ 21,605	5.6%
1999	\$ 24,484	3.8%	\$ 26,260	4.0%	\$ 22,065	3.4%	\$ 22,287	3.2%
2000	\$ 25,972	6.1%	\$ 27,818	5.9%	\$ 23,445	6.3%	\$ 23,621	6.0%
2001	\$ 27,157	4.6%	\$ 29,056	4.5%	\$ 24,542	4.7%	\$ 25,207	6.7%
2002	\$ 28,038	3.2%	\$ 29,905	2.9%	\$ 25,456	3.7%	\$ 26,123	3.6%
2003	\$ 28,935	3.2%						

Source: Bureau of Economic Analysis, U.S. Department of Commerce
Bangor MSA data release date: May 25, 2004

City of Bangor Mill Rate

Bangor's Mill Rate of 22.05 compares favorably to surrounding towns and other service center cities and towns in Maine, making Bangor a great value. (Source: Respective town office)



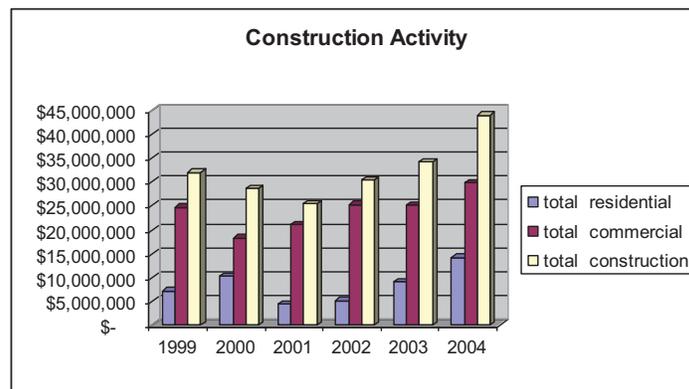
Development Activity

ECONOMIC DEVELOPMENT ELEMENT

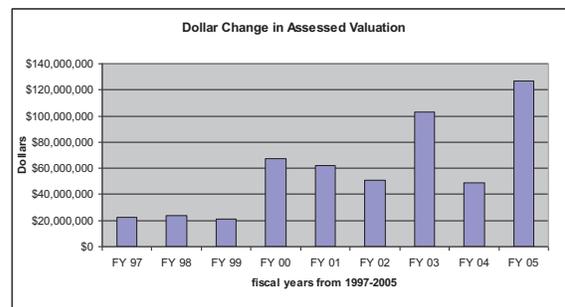
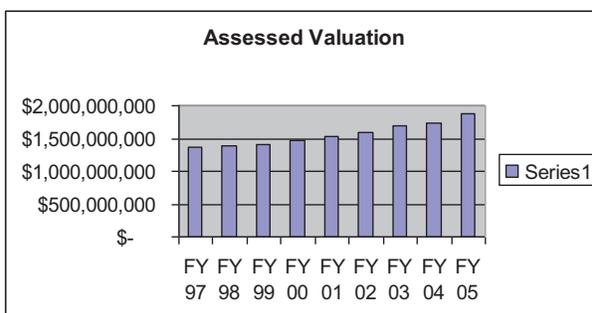
Bangor continues to experience robust commercial development activity and economic growth. Downtown, industrial and business parks, the mall and other retail districts have all benefited from substantial new investments. Since 1996, a steady stream of investment has gone into rehabilitation, reuse, and expansion of existing Downtown real estate assets. Downtown's revival is being accomplished with both public funds and private investment.

Commercial construction activity is key to the growth of Bangor's economic base. In 2004, commercial construction amounted to \$29,770,741, up 19% from \$25,064,109 in 2003 and up an amazing 63% from the year 2000. The total dollar amount of commercial construction activity from 2000 to 2004 was \$119,321,030.

Bangor is also enjoying residential development activity. There were 366 residential construction permits issued in 2004 amounting to \$14,142,795, up 57% from \$9,032,317 in 2003. The total dollar amount of residential construction activity from 2000 to 2004 was \$43,140,187.



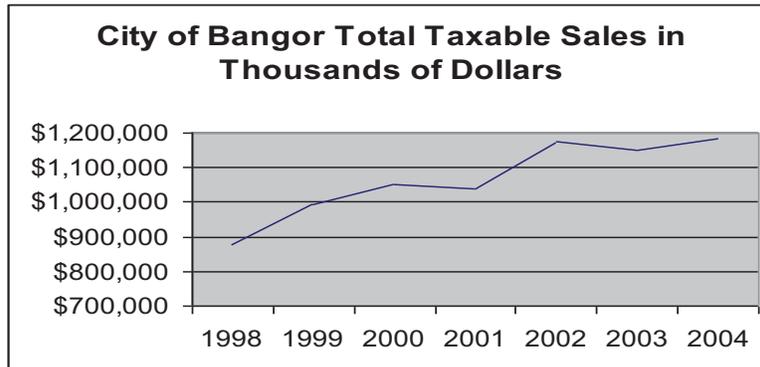
For the fiscal years ending June 30, 2003 and 2004, Bangor's assessed valuation increased \$102,817,000 (6.5%) and \$49,101,000 (2.9%) respectively. The City of Bangor's total assessed value as of April 1, 2004 was up 7.4%, adding more than \$127 million to the City's tax base.



ECONOMIC DEVELOPMENT ELEMENT

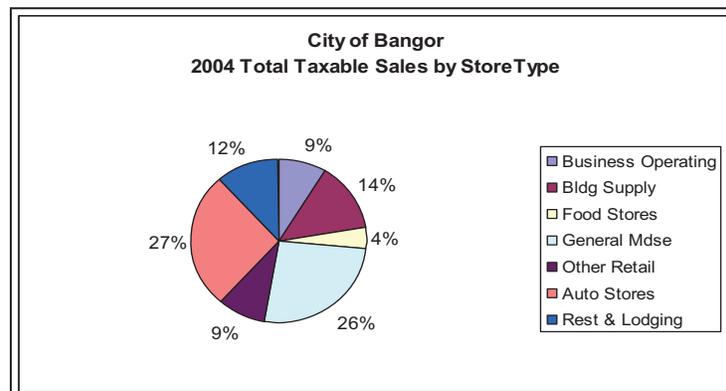
Retail Sales

The City of Bangor's retail sales have grown from \$878,198,000 in 1998 to \$1,182,180,000 in 2004, an increase of \$303,982,000, 35%. Bangor's retail sector serves a market far beyond the confines of the Bangor metro area; it includes Aroostook



County to the north, Washington County to the northeast, and, depending on the exchange rate between the two currencies, parts of Quebec and the Maritime Provinces of Canada. Overall, taxable consumer retail sales in the Bangor area are about twice as much as the local population would be expected to support.

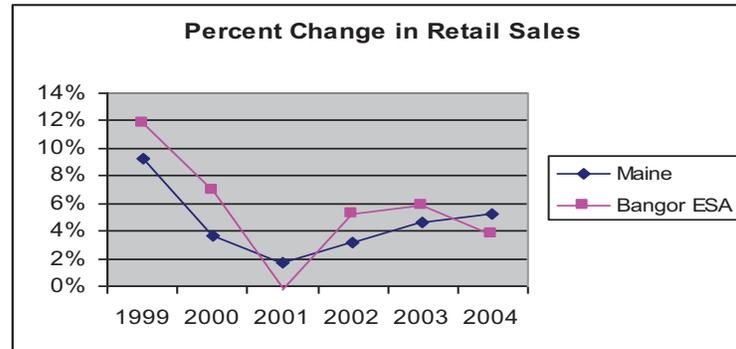
The composition of Bangor's total taxable sales by store group as a percentage of annual total taxable sales is shown in the following graph. The most significant store group share of total sales is in Auto Sales, which is 27% of total sales. General Merchandise is the second largest store group at 26% of total sales followed by Building Supply at 14% and Restaurant and Lodging at 12%.



ECONOMIC DEVELOPMENT ELEMENT

Bangor ESA Total Retail Sales

The Bangor ESA currently serves as a retail powerhouse for the region, and it is growing. The growth rate of Total Retail Sales in the Bangor ESA has exceeded the State's in four of the past six years.



The chart below shows the breakdown of the 2004 Bangor ESA total retail sales by City and by category. It is clear that the driving force for the Bangor ESA performance figures is the **City of Bangor's 79% share** of total taxable sales of the Bangor ESA.

Data from the Bangor Suburban ESA provides another indicator of the City of Bangor's retail powerhouse status. The 31 towns that surround Bangor comprise the Bangor Suburban ESA with a total population of 51,470. The combined total taxable sales for those 31 towns amounted to only 26% of total taxable sales in the City of Bangor, population 31,550.

Clearly the City of Bangor is the retail-shopping destination of the region and Bangor provides the ideal location for businesses to succeed and grow.

Bangor ESA 2004 Total Taxable Sales In Thousands of Dollars				
	Bangor	Brewer	Total all Other Bangor ESA towns	Bangor ESA
Business Operating	\$ 105,155	\$39,978	\$8,497	\$153,630
Bldg Supply	\$ 160,551	\$9,560	\$9,304	\$179,415
Food Stores	\$ 50,129	\$16,384	\$16,540	\$83,052
General Mdse	\$ 303,862	\$69,311	\$4,168	\$377,340
Other Retail	\$ 106,138	\$11,554	\$6,141	\$123,833
Auto Stores	\$ 317,718	\$65,102	\$9,455	\$392,275
Rest & Lodging	\$ 138,627	\$20,704	\$30,858	\$190,189
Total Sales	\$ 1,182,180	\$232,591	\$84,963	\$1,499,734
<small>*Bangor ESA: Bangor, Brewer, Great Works, Indian Isl Sta, Old Town, Orono, Stillwater, Veazie</small>				
<small>Maine Retail Sales Annual Review 2004</small>				
<small>Source: Maine State Planning Office</small>				

*Bangor SUB Alton, Argyle, Bradley, Cardville, Carmel, Clifton, Corinna, Corinth, Costigan, Dixmont, E Eddington, Eddington, Etna, Exeter, Glenburn, Greenbush, Greenfield, Hampden, Hampden Hights, Hermon, Holden, Hudson, Kenduskeag, Levant, Milford, Newburgh, Newport, Olamon, Orrington, Plymouth, Stetson

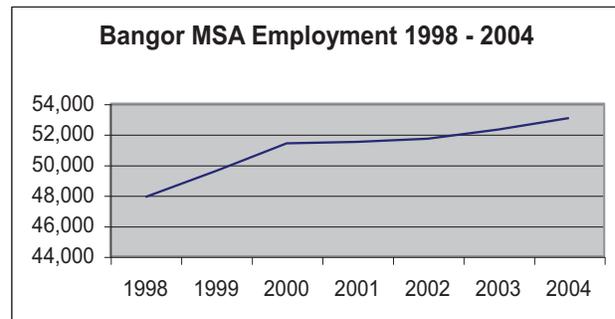
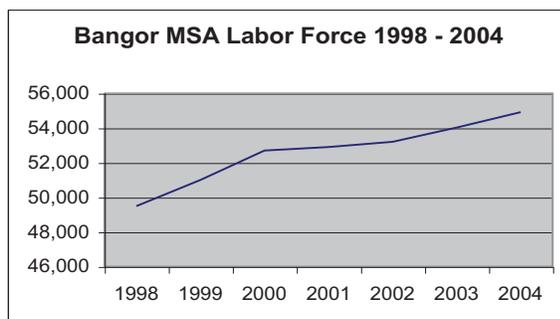
ECONOMIC DEVELOPMENT ELEMENT

Banking Sector

Maine's financial institutions remain in sound financial condition with performance best described as steady and solid. As of June 30, 2003, total deposits in Bangor area banks and credit unions totaled \$1,368,115,000.

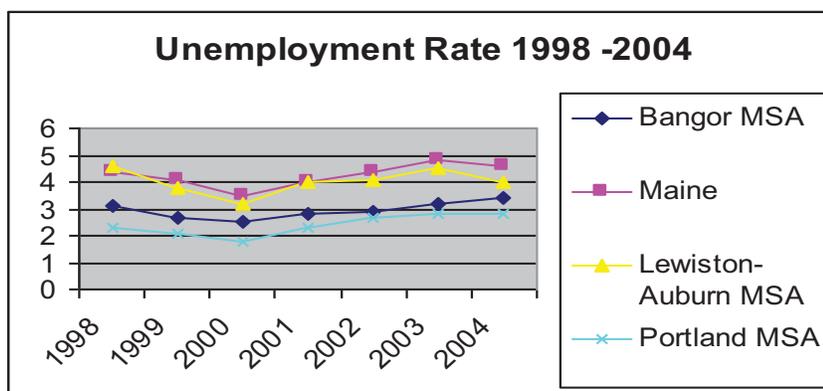
Labor Market

The Bangor MSA labor force has experienced steady growth since 1998, growing from 49,500 to 54,917 in 2004, a 10.9% growth. The Bangor MSA Employment picture is much the same, showing steady growth. Employment figures increased from 47,900 in 1998 to 53,058 in 2004. Each year's growth from 1998 to 2004 was, respectively, 1700, 1800, 100, 200, 600 and 758 for a total of 5,158 additional people employed, a 10.8% growth over the years.



The Bangor MSA enjoys a relatively stable labor market with unemployment rates lower than the State's average. The unemployment rate has ranged from 2.5 to 3.2 in the seven-year period from 1998-2004, well below national unemployment rates.

The chart below shows unemployment rates for Maine and the three MSAs, for the last seven years. While all rates show a similar pattern of decreasing unemployment rates until 2000 and then a gradual increase, Bangor has remained the most constant. In fact, the Bangor MSA's growth and low unemployment was recognized by *Business Week* when they named Bangor as one of a "Dazzling Dozen" metro areas constituting America's twelve pockets of prosperity.



ECONOMIC DEVELOPMENT ELEMENT

Bangor Region Labor Force Profile

Despite Bangor's low rate of unemployment, employers still report large and exceptionally well qualified applicant pools. One reason is that within eight miles of Bangor, colleges provide over 16,000 people to our part-time labor pool and graduate 3,000 annually.

The Bangor MSA has a labor force of over 50,000 people, one of the largest in Maine. The Commuter Area Work Force, which includes communities within current commuting patterns, is over 139,00 people. As such, the Bangor area offers businesses access to a large, diverse labor force.

As the chart below shows, there is a ready labor pool of 8,460 workers seeking the opportunity for employment. Due to underemployment, the actual number of people who are seeking full-time employment is greater than the unemployment number suggests. According to a study commissioned by the Maine Department of Economic and Community Development and performed by the Center for Business and Economic Research by the University of Southern Maine, approximately 12% of those who work part-time would prefer full time work but are unable to find it.

Perhaps more telling in terms of the availability of a qualified, ready and willing workforce, the same study found the mean time to fill skilled manufacturing positions in the Bangor Region is only one week.

2003 Annual Average Bangor Region Commuter Workforce

<u>Labor Market Area</u>	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	<u>Rate</u>
Bangor MSA	53,800	52,000	1,800	3.30%
Belfast	18,270	17,450	820	4.50%
Bucksport	4,970	4,720	250	5.10%
Dexter/ Pittsfield	12,250	11,050	1,200	9.80%
Dover-Foxcroft	7,020	6,440	580	8.20%
Ellsworth	21,600	20,350	1,250	5.80%
Greenville	1,000	920	80	8.30%
Lincoln / Howland	6,090	5,580	520	8.50%
Millinocket	4,440	3,050	1,400	31.40%
Outer Bangor	10,040	9,470	560	5.60%
Total	139,480	131,030	8,460	6.07%

Source: Maine Department of Labor, Division of Labor Market Information Services, Local Area Unemployment Statistics (LAUS), 2002-2003.

ECONOMIC DEVELOPMENT ELEMENT

Nonfarm Wage & Salary Employment

Bangor enjoys a healthy economic diversity in its labor market with employment in a broad range of sectors. The 2003 Occupational Wage Estimate data for the Bangor Metropolitan Statistical Area show a Bangor MSA mean wage of \$15.27 and a median wage of \$12.43 for the total of all occupations (Maine Department of Labor, 2003 Occupational Employment Wage Estimates for Maine).

2002-2003 Bangor MSA Nonfarm Wage and Salary Employment by Sector				
North American Industrial Classification System				
Source: Maine Department of Labor				
	2002	% Total	2003	% Total
Goods Producing	6,020	10.2%	5,970	10.1%
<i>Natural Resources and Mining</i>	160	0.3%	160	0.3%
Construction	2,260	3.8%	2,360	4.0%
Manufacturing	3,600	6.1%	3,440	5.8%
<i>Durable Goods</i>	1,930	3.3%	1,850	3.1%
<i>Non-Durable Goods</i>	1,670	2.8%	1,550	2.6%
Service-Providing	41,320	69.8%	41,480	69.9%
Trade, Transportation, & Utilities	13,370	22.6%	13,650	23.0%
<i>Wholesale Trade</i>	2,190	3.7%	2,210	3.7%
<i>Retail Trade</i>	8,760	14.8%	9,080	15.3%
<i>Transportation and Warehousing</i>	2,210	3.7%	2,180	3.7%
<i>Utilities</i>	210	0.4%	180	0.3%
Information	1,750	3.0%	1,390	2.3%
Financial Activities	2,130	3.6%	2,150	3.6%
<i>Finance and Insurance</i>	1,570	2.6%	1,540	2.6%
<i>Real Estate & Rental & Leasing</i>	560	0.9%	620	1.0%
Professional & Business Services	5,290	8.9%	5,280	8.9%
<i>Professional, Scientific, & Technical Svcs.</i>	2,240	3.8%	2,290	3.9%
<i>Management of Companies & Enterprises</i>	580	1.0%	580	1.0%
<i>Admin. & Support & Waste Mgmt. Svcs.</i>	2,460	4.2%	2,410	4.1%
Education and Health Services	11,180	18.9%	11,480	19.3%
<i>Educational Services</i>	450	0.8%	480	0.8%
<i>Health Care and Social Assistance</i>	10,730	18.0%	11,000	18.5%
Leisure and Hospitality	4,790	8.1%	4,820	8.1%
<i>Arts, Entertainment, and Recreation</i>	410	0.7%	410	0.7%
<i>Accommodation and Food Services</i>	4,380	7.4%	4,403	7.4%
Other Services	2,810	4.8%	2,730	4.6%
<i>Repair and Maintenance</i>	640	1.1%	580	1.0%
<i>Membership Associations & Organizations</i>	1,750	3.0%	1,720	2.9%
Government	11,890	20.1%	11,900	20.0%
Total Nonfarm Wage and Salary Employment	59,230	100.0%	59,360	100.0%

ECONOMIC DEVELOPMENT ELEMENT

Major Employers

Below are some of the major employers in the Bangor MSA. In addition, the Bangor Region is home to several significant industry clusters: Biotechnology, Precision Manufacturing, Geographic Information Systems, and Pulp & Paper.

Some of the Major Employers in the Bangor MSA Primary Source: Maine Department of Labor, 2003 data	
1,000 – 4,999 Employees	Description
Eastern Maine Medical Center	Regional health care center
Bangor Mall	Shopping complex
University of Maine	Main campus, state university system
500 –999 Employees	
Bangor Savings Bank	Financial Institution
General Electric Power Systems	Turbine manufacturer
Microdyne Outsourcing	Call center for computer support services
Acadia Hospital	Residential substance abuse treatment facility
St Joseph's Hospital	Health care center
Georgia Pacific Corp	Pulp and tissue producer
City of Bangor	Municipal government
Bangor School Dept	School Dept
250 – 499 Employees	
Community Health & Counseling Services	Community social services
United States Postal Service	Postal service
Shop and Save Supermarkets	Grocery chain
Shaws Supermarkets	Grocery chain
Bangor Hydro-Electric Co	Electric Company
Webber Energy Co	Fuel wholesaler/distributor
Bangor International Airport	Airport
Child & Family Mediation	Social Service
Bangor Mental Health Institute	Regional mental health care center
Dysarts Transport Inc.	Truck Stops & Plazas
Verizon	Communications company
R.H. Foster, Inc	Fuel wholesaler/distributor
Bangor Publishing Company	Newspaper publisher
Quirk Auto Park of Bangor	Automobile Dealer
Microdyne	Technical & customer support center
Wal-Mart	Department Store
Old Town Canoe Co	Boats - Manufacturers
H E Sargent Inc	Road Building Contractors
MBNA	Credit card telemarketer

ECONOMIC DEVELOPMENT ELEMENT

INDUSTRIAL PARKS

Maine Business Enterprise Park, BIA Commercial/Industrial Park, and BanAir Industrial Park.

- Environmentally approved with utilities in place
- In a telecommunication hub with state-of-the-art, redundant fiber optic cable
- Adjacent to Bangor International Airport, a CAT III, 24/7 full service airport
- Within two miles of three Interstate-95 interchanges
- Within 30 miles of three ocean ports with service to European ports
- Within easy commuting distance of a 140,000-employee workforce
- Near the Foreign Trade Zone offering duty-free importing

Industrial Zoning

The Land Development Code presently includes two industrial zoning districts; Urban Industry District and Industry and Service District. The Urban Industry District (UID) was designed for older industrial developments that were constructed in dense urban settings and likely prior to modern development standards. These originally were in areas of the downtown and the waterfront and adjacent to rail sidings. The District allows for a wide range of uses and requires few of the typical development standards in most Bangor commercial/industrial developments.

The second Industrial District is the Industry & Service District. The Industry & Service District (I&S) is the City's Industrial Park District. I&S does have provisions for Impervious Service Ratios (ISR's) and buffers typical of current development standards. The I&S District is the zoning district we would expect to see in new industrial parks. The drawback to the Industry and Service District is that its list of permitted and conditional uses is very much based on an older concept of industry. Heavy manufacturing, even light manufacturing, compounding and assembly is much less common and industry is now much more technology based. Information services, data processing, and other service type industries dominate the modern day industrial tenant.

Geographic Settings

The dilemma of these two industrial zoning districts is complicated by the location in which they have occasionally been used. BanAir Industrial Park, a new developing Park, is zoned UID, and Bangor Industrial Park which was developed in the 1950's and 1960's is zoned I&S which is exactly the reverse of what the underlying design of the districts say. Maine Business Enterprise Park (MBEP) is zoned I&S but contains a medical complex and an information processing center with a second medical office under construction.

ECONOMIC DEVELOPMENT ELEMENT

The Planning Office has advocated for the creation of a new district for MBEP, and a retooling of UID and I&S for some time.

Bangor Waterfront



The City of Bangor has acquired and assembled for redevelopment and reuse 35 acres of prime riverfront property on the Penobscot River. The development will create year round visitor attractions and accommodations, a headquarters hotel and conference center, residential complexes, offices and unique retail shops in a waterfront park atmosphere.

In addition to the land earmarked for private development, the City intends to reserve the Penobscot River's edge for a one-mile long, 12-acre public riverfront park for public recreation and open space use. Infrastructure, landscape, streetscape, and parking improvements are underway to support the public spaces and private development. As of 2005, numerous public improvements have been completed at the waterfront including an 88 space public parking lot, realignment of Railroad Street, "Waters Edge" improvements and numerous other streetscape amenities.

The Bangor Waterfront was critical to Bangor being chosen as host community for the 2002, 2003, and 2004 National Folk Festival that draws an average 100,000 attendees each year. The successor to the National Folk Festival, The American Folk Festival, begins in August 2005. Bangor's Waterfront was also critical to Bangor's selection as homeport for American Cruise Lines 170' luxury cruise ship, American Glory.

Bangor International Airport

In addition to the City's numerous industrial parks the Bangor International Airport (BIA) is a major economic development asset of the City. The airport area is divided into aeronautical and nonaeronautical areas comprising over 2000 acres (size of original Dow Air Force Base).

ECONOMIC DEVELOPMENT ELEMENT

The City has long designated land adjacent to the Airport as a specific airport zoning district (presently Airport Development District ADD). After the close of Dow Air Force Base the zoning provisions were made very flexible to meet the varied reuse options which might occur on land adjacent to the Airport. While that reuse continues today many uses that might fit a traditional commercial zone will not fit the limited set of uses in ADD (165-95). The second drawback to the ADD District is a total lack of site development standards “subject to land development permit review by the Planning Board and the FAA.” That in part suggests that the Planning Board could set a different standard for each application before it. Given that BIA is largely covered by a Site Location of Development Permit some City development standards would not be an undue burden. When a portion of Florida and Maine Avenues was rezoned to ADD the District was done via a contract zone change to add some development standards.

Downtown Bangor

Downtown Bangor is often referred to as the heart of Bangor; it is a combination of office, retail, and residential uses. Downtown Bangor is a hub of legal, banking, and government operations. In 2005, the new police station was constructed, University of Maine Chancellor’s Office relocated to Hammond Street and “B-13” (corner of Exchange Street and Washington Streets) was selected as the location of the new court’s systems 75,000 square foot building downtown.

In 2001 the downtown parking garage expanded by 173 spaces to add to the downtown’s 2,681 existing public spaces.

Downtown parking is a mix of free timed space, prepaid permit parking, and paid spaces. Only a small percentage of downtown parking is privately owned space most is publicly owned by the City. In 2004, the City eliminated the need for downtown development to provide off-street parking. The Downtown Development District is the City’s most liberal in terms of use and intensive in terms of development. The District allows no setbacks and a Floor Area Ratio (FAR) of 4.0 which allows total lot coverage up to four floors or 50% lot coverage up to eight stories.

Retail Areas

In addition to downtown the City has three other growing retail centers; Broadway Shopping Center, Union Street, and the Bangor Mall area. These growing retail and service areas offer a variety of development opportunities for new retail and service businesses.

ECONOMIC DEVELOPMENT STRATEGIES

Economic Development Support

Bangor has long had a strong commitment to economic development with dedicated staff in the Economic Development Office, through the development and support of

ECONOMIC DEVELOPMENT ELEMENT

economic development entities such as BanAir, and Target Industrial Corporation, the development of industrial parks throughout the City economic development is an integral part of the City's day to day operations. The City has played a leadership role in regional economic development efforts as well. Development projects are often supported by financial and technical assistance from the City by means of infrastructure and financial support.

Land Use Regulations

The City's Land Use Regulations have always provided for industrial uses in a variety of industrial districts. For the most part these districts have served the City well. As the City entered the new century it is becoming even more evident that some of the old nagging issues of the 1974 Zoning Ordinance need serious attention. While the Land Development Code is of 1991 vintage it's based on development concepts of the 1950's. The day of manufacturing assembly and compounding are waning and the day of information technology, call centers and national and global marketing are here. The Bangor region has long been the center for wholesale distribution, likely one of the regions leading commercial/industrial land uses. Yet the Bangor development guidelines provide awkward barriers to wholesale users in floor area limitations which have no practical benefit.

The City's two primary industrial districts have become out dated. A restructuring of the districts to deal with the new industrial market place and development standards that allow flexibility of land uses without compromising compatibility among adjacent users are long overdue.

Economic Development Goals

Promote a high quality of life and economic well being in Bangor that will result in new job opportunities and a vibrant community for all residents.

Promote Industrial and Commercial Development

- Provide leadership in collaboration with public and private regional efforts, whose goal it is to increase sound economic activity leading to the development of jobs and a cost effective approach to bringing resources to Bangor and the region.
- Provide stewardship of the City's infrastructure by investing in it to attract and retain development.
- Incorporate policies that preserve what is widely recognized as one of Bangor's most valued assets-quality of life.
- Assess and promote the development of "value added" economic activities.

ECONOMIC DEVELOPMENT ELEMENT

- Retain and protect existing industrial development from incompatible and competing land uses.
- Seek to relocate nonconforming businesses and industries to appropriate locations within the City.
- Encourage and allow for reuse of nonconformities to uses in harmony with their neighbors.
- Continue to fund Economic Development Programs
- Maintain a strong Economic Development Staff
- Continue to search out and develop new industrial park sites
- Continue to collect, analyze and distribute economic development data
- **Promote Bangor International Airport as an economic engine for new and expanded aviation support services.**

PLANNING ELEMENT NO. 3

COMMUNITY FACILITIES

I. PURPOSE

The Community Facilities Element, in addition to addressing the specifics of various individual services and community facilities, provides the basis for policy which goes beyond the specifics of provision of services to provide input into overall land use and development policy by the City. Therefore, the focus of this Element will be on both service area and specific site needs and new facilities in the future and the interconnection between City services and service areas to make more explicit the relationship between service policy and development policy in terms of overall planning for the City.

II. OVERALL SERVICE CONCERNS

In consideration of the future physical planning of the City it is extremely important that the City both coordinate the establishment of key sites in advance of development and the provision of various critical services with one another within developing areas of the community. In order to avoid the leap frogging of individual services and the concomitant urban sprawl which occurs along urban arterials, there is need for a coordinating service concept which can be adopted as part of the City's over all development policy. The idea of the "Primary Service Area" as a policy tool is one which City Staff developed in the early 1990's and recommended to the City Council and Planning Board. The Primary Service Area is nothing more than the recognition of the need for the provision of a full range of critical services in an area in order to adequately support development. Also, by identifying such areas and committing the City to provide a full range of services within them, the private sector community can make its development decisions in a more predictable environment. The Primary Service Area boundary as it appears on a map is not intended as a curb on development, but rather the identification of those areas which have the range of critical services available within them and as a reminder of the limits on service capability in those areas outside of this boundary. The City has the ability to expand the boundary as development needs change, by providing the range of critical services within logical areas adjacent to the present Primary Service Area.

The Primary Service Area Map was developed based on the following criteria.

1. Sewer:
 - a. Within one thousand feet of existing eight inch or larger public sewer, or

COMMUNITY FACILITIES ELEMENT

- b. Within one thousand feet of an approved eight inch or large public sewer extension.
2. Water:
 - a. Within one thousand feet of existing six inch or larger water district main, or
 - b. Within one thousand feet of programmed (approved and budgeted) six-inch or larger water district main.
3. Fire Protection:

Within two miles travel distance of any City Fire Station or within three miles distance from an aerial ladder company. (Industrial Park areas which have stricter fire codes can be exceptions to this criteria.)
4. Access:

Within fifteen hundred feet of an arterial or collector street with reserve traffic carrying capacity to serve potential traffic generation from projected uses.
5. For Residential Development:

Within one mile radius of a public recreational facility offering opportunity and facilities for active recreation and within one half mile radius of a public park and open space area suitable for passive recreation activity.
6. Within One Mile Distance of City Transit Service:
7. Availability of Electrical and Telephone Service.

To make this concept work as an official policy of the City, the City need only to adopt the Primary Service Area Map based upon the above criteria as part of this Comprehensive Plan. (See Primary Service Area Map.) Implications of this idea on overall development policy would be a strong recommendation for use of so-called "infill areas" which are vacant undeveloped parcels which have available to them a full range of City services (even beyond those included as part of the critical service criteria, above.)

The ultimate urban services boundary is delineated as the concept of an "Urban Growth Boundary" for future planning purposes.

COMMUNITY FACILITIES ELEMENT

III. COMMUNITY SERVICE SYSTEMS AND FACILITIES

The City's utility systems and community facilities have been under some strain in recent years due to the combination of changing demands, community growth and problems with dealing with physical obsolescence. The following discussion addresses the needs for policy and specific actions in various utility systems and community facilities in the City.

UTILITY SYSTEMS

Sanitary Sewer and Storm Drainage Systems

The ultimate extent of the City's gravity sewer and storm drainage systems provides the basic indicator for the urban growth boundary discussed in the Physical Development Plan Element of the Comprehensive Plan Update. Within the Primary Service Area the sanitary sewer system is either in place or with minor future extensions can provide service to these areas of the community. However, as noted in the existing conditions analysis there is an ambitious program for separation of storm water drainage (and infiltration of the system) and sanitary sewage to eliminate combined sewer overflows (CSOS) and to minimize treatment volumes.

The Primary Service Area concept provides a useful tool to control overextension of the City's sanitary sewer system due to pressure for individual development projects. A recently drawn amendment to the City's Sewer and Drain Ordinance provides, for the first time, the basis for dealing with sewer extension requests. (In fact, "sewer extension" needed to be defined in that Ordinance as part of this amendment.) The recommended guideline for sewer extensions provides that either the proposed extension be within the Primary Service Area or within five hundred feet of the Primary Service Area, subject to the finding that adequate critical services are available in the immediate area and can, in fact, be provided in the area of the extension. Also, there is a prohibition against extending sewer into environmentally sensitive areas and those areas with excessive costs associated with sewer extension due to shallow depth of bedrock or wetlands, etc.

In addition to a need for guidelines for sanitary sewer extension, there is a definite need for specific requirements for analysis of the treatment of storm water runoff in development projects in the City's Ordinances. These issues should be thoroughly explored so as to prevent over loading of existing storm water structures and to prevent flooding of down stream locations. No longer will individual developments be able to dump stormwater into the City's sanitary sewer system since the cost of treating unnecessary volumes is prohibitive.

Water Distribution

There is an obvious need to coordinate the provision of water by the Bangor Water

COMMUNITY FACILITIES ELEMENT

District with development and provision of other City services. Particularly, Fire Protection Service is dependent upon adequate pressure and availability of water to service hydrants. Primary Service Area delineation points out some gaps in the water distribution system as well as the sanitary sewer system (which have been caused by development outstripping these services in areas such as those developed for military housing in the 1950's and 1960's.)

Also, there is a critical issue of provision of adequate supply from the Water District sources and the need to meet recently enacted Federal Water Quality requirements. The Water District has other sources other than the existing Floods Pond source which can be used to increase water supply. Water supply is adequate for the foreseeable future at the present time.

1

Other

In addition to the availability of electrical energy and telephone service, as critical service coordination concerns, the cable television system should be considered. There is a need for better coordination between the public utilities and the City's development processes, as statutory provisions under the Subdivision Law and others, require the public utility companies to respect land use control approvals before providing service, for example. Routine notification of the electric company, telephone company and the cable company should be a part of any major development reviews by the City, as well as the inclusion of these companies in the City's overall physical planning.

COMMUNITY FACILITIES

Public Works/Motor Pool/Transit Shed Complex

A recently completed study of the area surrounding the aeronautical core of the Airport has reviewed the future reuse and redevelopment of City properties in that area. One area of concern was the present Public Works Complex located on Maine Avenue and backing to the Union Street frontage in this area. After extensive review of the larger concerns of the development of peripheral lands at the Airport and discussion with City Staff, the recommendation has been made to upgrade the site and the facilities in this area and to retain the major buildings presently in use for their various functions. The conclusion was reached that in the foreseeable future, the replacement of these facilities would be a very expensive and perhaps unnecessary decision on the part of the City. However, there was a strong recommendation of the consultant study that some of the activities in this area, particularly those which involve outdoor storage of materials of one sort or another be relocated and that the overall appearance of the area be extensively upgraded so that it will not be a detriment to the future reuse and redevelopment of Airport lands.

Parks and Recreation and Open Space

COMMUNITY FACILITIES ELEMENT

As noted in the Existing Conditions Analysis there are a number of needs for park and recreation facilities in the City. Fortunately, as noted previously, the City has expended a great deal of effort and funded a number of upgrades to existing park and playground facilities in the City over the past five-year period. However, both due to increases in demand in the expanding geographical urban area of the community along with the continuing problem of physical obsolescence of some existing facilities, there are a number of improvements needed to this system.

The City's Golf Course, which has enjoyed financial success over the past several years, has continuing needs for upgrading and major maintenance. There are also a number of other projects proposed to upgrade this fine facility. This includes the reconstruction and upgrading of the maintenance building; the upgrading of golf cart paths and the addition of public toilets in a recently acquired structure on the edge of the course.

While many of the City's playground facilities have been upgraded as noted above, there is still need for upgrading Dakin Pool which is being aided by the Friends of Dakin Pool, to include the bathhouse facility. Long term the pool itself will need replacement.

Hayford Park has seen several recent expansions including the upgrades to the Sawyer Ice Arena the new Beth Pancoe Pool. While providing excellent new facilities for users special attention was needed to minimize impacts on adjacent residential properties.

In addition to facility improvements, there is a need for additional sites in the near future to meet the needs of the growing peripheral area of the City. It is recommended that 3.35 acres of land reserved in the Judson Heights Subdivision for future parks be dedicated as such and the necessary improvements to these sites be undertaken by the City to fill a gap in the City's park and recreation facilities in this area.

In discussions with the Bangor Soccer Club, plans are being generated for a significant field complex on Union Street by Downing Road (shown on the Community Facilities Plan).

The City Forest is a 650-acre forest tract located in the Northeast corner of the City. The popularity of the trail system has led to the need for additional parking areas and strict access control. The further development of the connecting Orono Bog Board walk continues to attract additional users. The development of Phase I of the Walden Parke Subdivision included 205 acres of land donated to the newly established Bangor Land Trust. It is anticipated that another 200-acre parcel will be offered at the time of Phase II. This land in conjunction with the City Forest represents an extensive landmass of upland and wetland habitat now being protected.

Also, there is a great deal of interest in the establishment of a wildlife refuge in some of the bog area in the upper Penjajawoc Stream drainage basin. Through the City's

COMMUNITY FACILITIES ELEMENT

development plan for the Mall/Marsh Area a plan and funding may be realized for additional acquisition and preservation of this area.

Open Space Provisions

The Land Development Code presently requires subdividers to set aside 5% of their land area for open space. Unfortunately, the Code gives little additional guidance. Given the lack of an open space plan, as note previously, developers have little advance guidance as to what direction to take. This issue is complicated by the City's own concern not to be the owner of numerous small parcels with limited actual open space or recreational value. The result is land unusable by the developers, detention ponds, and wetlands are offered as permanent open space.

While not every development will have suitable areas for public parks, playgrounds, or active recreation, a fee in lieu of open space is a viable option. The designation of stormwater detention ponds or other less desirable land areas should be considered carefully as they may offer little in the way of providing common areas for the City or the residents of the development to gain value from. Land set aside may be accomplished through a variety of means; city ownership, private ownership, easement restrictions, homeowner associations, land trust or other entity which will insure the open space objectives are accomplished and managed in the future.

While the Subdivision regulations do not distinguish between residential, commercial, and industrial subdivisions, it should be clear that recreational open space is not a goal in industrial or commercial subdivisions. Certainly these areas would be opportunities to protect sensitive wildlife areas or provide for the continuation of existing trail corridors.

Pedestrian Systems

Bangor citizens have expressed a strong interest in pedestrian linkages throughout the City. The City has an extensive, existing sidewalk system throughout the urban core of the City and scattered park systems. Today a coordinated interconnected system has not been established. Bangor Beautiful has attempted, on many occasions, to bring together the key players to formally establish certain routes with only limited success. The City in conjunction with the Planning Board, Parks & Recreation, Bangor Beautiful, Bangor Land Trust, and key property owners and other interested parties should make a concerted effort to establish a pedestrian system plan. Such a plan could provide a priority list of sidewalk extensions and improvements, locate opportunities for off road trail systems, and find a means to provide pedestrian interconnections between various parks and open spaces.

The pedestrian system plan needs to be fully coordinated with an overall Open Space and Recreation Plan.

COMMUNITY FACILITIES ELEMENT

The present development guidelines do not require new development to include pedestrian improvements except for only the highest level of roadway. As 99% of the development involves constructing low volume roadways, no sidewalk improvements are required. The economics of sidewalks needs to be carefully considered. As private development constructs public improvements, the need for specific sidewalk improvements is limited given its low volume of traffic and pedestrian activity. That factor is further compounded by the City's obligation to perpetual maintenance. Existing collector roadways without separated sidewalks are a much higher priority, but clearly compete for funding with other City projects. It does not seem to make good economic sense to add the cost of sidewalks to housing and development costs in an area where they will see limited use at best.

One potential funding strategy would be to make a development assessment per unit to a dedicated fund for the construction of sidewalks and pedestrian systems in high demand locations adjacent to areas being developed. This system would not be unlike the methodology used for off-site improvements in the Mall area where a special assessment is levied on a per square foot basis.

Fire Protection

The one remaining gap in the City's fire protection service areas is the area west of the Kenduskeag Stream beyond the reaches of existing service from Central Fire Station, essentially in the outer Hammond Street section of the City. It is recommended that a site search be initiated for such a substation which should be located and acquired as soon as possible to minimize the cost and problem of finding a suitable site in the future. In the interim period the City should encourage the most effective fire protection systems in buildings in the industrial park areas. The Kenduskeag Substation is now nearing the need for replacement.

Police Station

In 2005, ground work began to construct a new police station on the corner of Cedar and Main Streets. The new facility will have over 29,000 square feet of office space, 12 interior parking bays, 79 exterior parking spaces, and numerous security measures.

Future School Site Needs

Recent improvements and additions to existing schools have provided a solution for current classroom needs in the school department. Having experienced a downward trend in recent years, the pupil enrollment appears to have stabilized, though the number of students needing personal instructional care has increased. However, a number of factors will converge to put pressure on school facilities in the near term. While systemic maintenance has kept buildings in very good condition, rising energy costs put stress on older buildings. In addition, early childhood instruction is moving from optional status to necessary preparation as schools move to help working families

COMMUNITY FACILITIES ELEMENT

with early learning. Space needs could be exacerbated by a proposed reorganization of state early childhood services for age 0-5 disabled children. Public schools will be expected to accept at least 3-5 year old children into the schoolhouse. At the same time, local residential development has dramatically escalated, and while it is uncertain how these new homes will contribute to the student population, the magnitude of the housing development is significant. The purchase of forty acres on Griffin Road at the geographical center of Bangor anticipates the need for future construction of a new school. The size of the site will permit the development of other activities shared with the City. The parcel is well located in a growing service area with proximity to Husson College.

Bangor Public Library

As noted in the existing conditions analysis, The Bangor Public Library is a regional facility which is housed in a very sound building. In the five to ten year planning period outlook, there is not foreseeable need to expand this building. However, as an older facility, there is an on-going need for updating and maintaining this building as it is.

Bass Park/Civic Center Complex

The question of the overall management and operation of the Auditorium/Civic Center complex is one which needs to be addressed and resolved in order to allow the City to anticipate, intelligently, the place of this facility and its demands amongst the other City facilities.

It is clear, however, that the facility has a large number of potential capital improvement and major maintenance needs. The decision as to how this facility will continue to be managed and operated will include policy decisions on the necessary improvements and upgrading of the facility and how they will be financed and over what period of time.

While the issue of the aging complex is unresolved the advent of Penn National on the scene and the potential that a full scale Racino complex offers both opportunities and obstacles that may aid in the decision making process. The Racino revenues will aid in building a reserve for a civic center/sports complex replacement but may require the Bangor State Fair to relocate as well.

Solid Waste Management

Since the development of several waste incinerators throughout the state, and a statewide shut down of municipal and new commercial landfills solid waste management has become an issue much bigger than any one community. Obviously, the City cannot go it alone in the solid waste disposal market and use of the Penobscot Valley Refuse Disposal District as a forum for exploring solutions to solid waste disposal problems is a sound and necessary direction for the City to take.

COMMUNITY FACILITIES ELEMENT

At the same time, the City needs to face its own responsibilities in dealing with solid waste management problems and cannot afford to assume that State government or some ideal regional solution will suddenly make these problems go away.

Solid waste disposal options and the City's recycling program should be constantly monitored and the implications on City finances and the tax burden on City residents should also be reviewed periodically. As can happen when only a few options are available circumstances can become critical in a short span of time.

IV. COMMUNITY SERVICES GOALS AND POLICIES

GOAL NO. 1. - Optimization of Public Services Capital Investment

Objective

To adopt policies and take necessary action to ensure adequate service infrastructure while minimizing costs of such investment to the taxpayers.

Recommended Policies

1. Acquire public sites well in advance of need.
2. Insure properly sized utility lines and facilities to service full development of ultimate service area.
3. Require basic infrastructure facilities associated with new development to be financed by the development.
4. Require that private facilities and infrastructure be built to the same minimum standards as public.
5. Provide for compact group development design options through flexible development standards in City Ordinances thus allowing for reduction in service costs.
6. Prioritize expansion and upgrading of City services within serviced areas rather than extending individual services into unserved areas.
7. Include facilities maintenance costs in City and School Budgets.
8. Require new development to fund its share of pedestrian system improvements
9. Evaluate the costs and service levels of private sector alternatives for

COMMUNITY FACILITIES ELEMENT

provision of applicable functions.

10. Support planned growth and activities of various for profit and nonprofit community facilities.
11. Maintain Bangor's leadership in promoting LEED Certification in City buildings and use of adopted design guidelines on city development sites.

GOAL NO. 2 - Coordination of Provision of a Full Range of Urban Services With New Development Objective

To ensure that the timing of infrastructure improvements and extension of services keeps pace with development so that the resulting development will be completely serviced.

Recommended Policies

1. The City should delineate areas with a full compliment of essential services and promote development within these areas.
2. The City should require provision of separate and adequate storm water drainage and detention structures in development projects.
3. The City should coordinate City service expansion with Bangor Water District service.
4. The City should exercise control over extensions of private sewer and other private extensions or expansion of services.
5. The City's zoning timing policy should be tied to service area policy.

GOAL NO. 3 - Provide and maintain quality physical parks and recreation system facilities that to appeal to current and prospective residents, employers, and visitors.

Objective

Understand and respond to current and emerging trends in recreation and social activity relative to the needs of current residents and to attract and retain future residents.

COMMUNITY FACILITIES ELEMENT

Recommended Policies

1. Staff shall monitor and stay current on recreation program trends at regional, state and national levels to ensure offerings are warranted and effective, and to maintain the City's competitive position in attracting new residents.
2. Staff shall monitor the recreation offerings, changing needs, demographics of the residents and users of recreation programs to assure programs are effective and relevant to City residents.
3. Support successful public and private recreation opportunities to allow for continued growth and to meet the evolving needs of users.

Objective Maintain and enhance existing parks and open spaces.

Recommended Policies

1. Provide both active and passive recreation opportunities as well as access to unique areas such as river and stream corridors.
2. Manage vehicular traffic and parking within existing and proposed park facilities.

Objective Explore creative partnership opportunities to obtain/realize policy objectives.

Recommend Policies

1. The City shall continue to foster and maintain inter-department cooperation to maximize the efficiency and effectiveness of programs and services provided.
2. Continue partnerships with secondary education institutions for utilization of student interns.
3. Actively promote partnerships for producing events which return an economic benefit to the City.
4. Foster and maintain cooperative relationships with other communities and providers regarding recreation programs and facilities.
5. Investigate public-private funding and/or operation of recreation facilities and activities.

COMMUNITY FACILITIES ELEMENT

6. Coordinate and support other programs provided by nonprofit institutions to avoid duplication of efforts.

GOAL No. 3-A - Establish active and passive Park, Recreation, and Open Space opportunities distributed throughout the City to meet the needs of residents.

Objective

Create and adopt and maintain an Open Space Plan which is administered by the Parks and Recreation Department.

Recommended Policies

1. The Open Space Plan shall include residential subdivision set-asides (commonly called open space), established City Parks, areas held in permanent conservation/preservation (publicly or privately), and areas desirable as developed parks due to location or natural areas due to significance of wildlife habitat.
2. Open Space Plan/Ordinance shall include method/formula of determining a parcel's value.
3. Open Space Plan/Ordinance shall include a method of transferring development required set-aside areas/funding to Plan identified locations when and as deemed appropriate by the City (joint Parks and Recreation Department/Board and Planning Board decision) as a part of the City's development approval process.
4. In the absence of an Adopted Open Space Plan, monitor the state of community housing and development and identify and proceed to procure/develop appropriately distributed park, recreation and open space areas and facilities.

Objective

Include pedestrian bicycle facilities into the program which is administered by the Parks and Recreation Department.

COMMUNITY FACILITIES ELEMENT

Recommended Policies

1. Establish a trails committee to adopt a comprehensive plan of interconnected sidewalks, trails and bikeways throughout the City.
2. Establish specific guidelines for new development and redevelopment projects to include pedestrian and bicycle amenities.

COMMUNITY FACILITIES ELEMENT

~~GOAL NO. 3 – Enhancement of the Health and Living Environment of Community Residents Through Provision of Open Space and Recreational Opportunities.~~

Objective

~~To provide for a more healthy environment for the citizens of Bangor both through the provision of recreational programs and through the creation of open space and other relief from intensive urban development.~~

Recommended Policies

- ~~1. Provide neighborhood park facilities.~~
- ~~2. Place high priority on maintenance of park and recreational facilities and sites and upgrading existing facilities.~~
- ~~3. Coordinate parks and recreation programs and facilities planning with the School Department to optimize use of capital and maintenance funds through multi-use of facilities and grounds.~~
4. Coordinate recreation programs with other programs provided by nonprofit institutions in the City to avoid unnecessary duplication.
- ~~5. Coordinate provision of park/recreation needs and open space needs with land use development policy.~~
- ~~6. Provide for dedication of parks sites and open space areas in development projects or cash in lieu of dedication.~~
7. Limit vehicular traffic within existing and future park and recreation sites.
8. Provide for both active and passive recreation opportunities as well as access to unique areas such as river and stream front sites.
- ~~7. Create urban forest preserves and large scale forested reservations and wildlife preserves in appropriate, geographically distributed areas within the City.~~
- ~~10. Create and adopt an Open Space Plan to guide future acquisitions and dedications that may include:~~
 - ~~Areas identified as valuable wildlife areas~~
 - ~~Areas for active and passive recreation~~

COMMUNITY FACILITIES ELEMENT

~~Existing open spaces and public lands~~

~~Areas of connecting trail systems~~

~~Pedestrian and biking routes~~

~~Ownership and maintenance issues~~

~~Taxes and insurance issues~~

~~Regulatory issues such as:~~

~~Calculation of required open space~~

~~Land banking of open space~~

~~Utilization of off-site open space~~

~~Calculation of cash in lieu amounts~~

COMMUNITY FACILITIES ELEMENT

GOAL NO. 4 - Bring About A Permanent Reduction in the Solid Waste Generated By the Community

Objective

Reduce the waste stream through recycling, reduction or elimination of hard to dispose of materials, etc. to simplify disposal and reduce associated cost.

Recommended Policies

1. The City should promote voluntary recycling and other waste reduction efforts by individuals through education and other incentives.
2. The City should provide facilities and specific assistance to individual and corporate private sector solid waste reduction efforts.
3. The City should continue to participate in regional solid waste management programs to improve efficiency and increase scale of recycling and other solid waste processes.
4. The City should aggressively seek out markets for waste materials.
5. The City should continue curb side pick up of selected materials for recycling.

GOAL NO. 5 - Fully coordinate school facilities with other community facilities including but not limited to recreation facilities, road, bicycle and pedestrian systems, economic development and housing programs.

Objective

Sufficient land shall be acquired to provide for future growth of and/or improvements to existing neighborhood schools.

Recommended Policies

1. Identify potential land around existing schools for expansion or improvements to maintain neighborhood schools and/or regional programs such as The United Technologies Center and the Southern Penobscot Regional Program for Children with Exceptionalities.
2. Acquire land on the west side to provide space for construction of a new school when needed either due to future population growth or the

COMMUNITY FACILITIES ELEMENT

replacement of old buildings.

Objective

Students shall have a safe route to and from school.

Recommended Policies:

1. Consider the traffic flow in and around school sites whenever changes to neighboring streets are considered.
2. Consider converting some of the school streets, such as Fruit St., to one way streets.
3. Consider sidewalk plans for the future that will provide safe walking zones to and from schools and bus stops.
4. Consider better lighting near schools and parking lots.
5. Incorporate a bus stop on the main road in the planning of new developments to create a safe place for students to wait for, be picked up by, and dropped off from the bus and that will provide the minimum bus transportation miles.

COMMUNITY FACILITIES ELEMENT

Objective:

The City of Bangor and the School Department shall work together to identify new skills students have acquired or could acquire that would attract new industry to Bangor.

Recommended Policy:

1. The City Manager and the Superintendent of Schools shall meet periodically to discuss how curriculum changes could entice new business to Bangor.

Objective:

Bangor's children shall have access to playing fields.

Recommended Policy:

1. Current fields shall be maintained and enough land shall be set aside to meet future needs for playing fields.

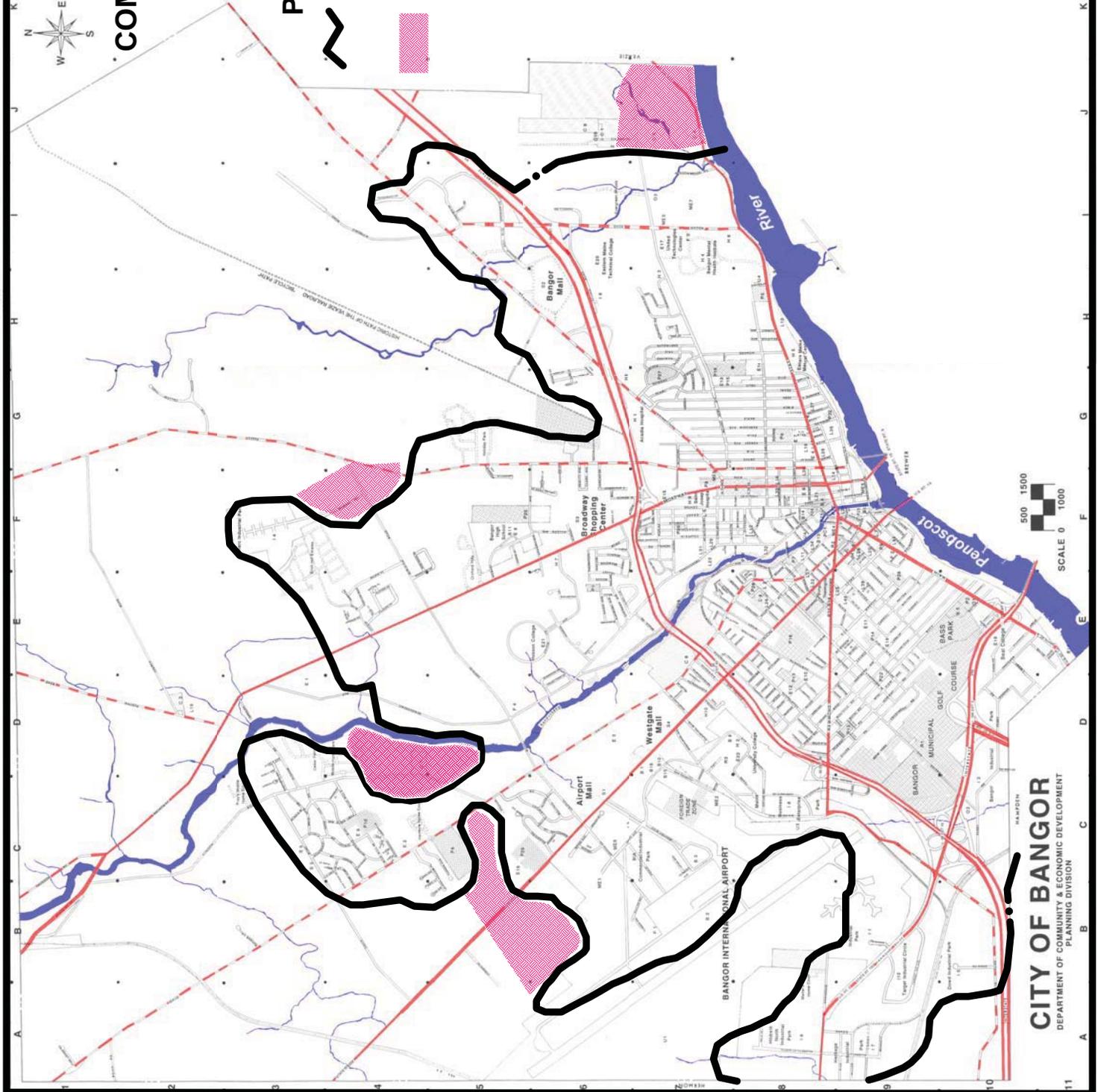
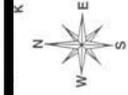
COMPREHENSIVE PLAN 2005 UPDATE

PRIMARY SERVICES

Boundary for
Primary Services



Gap in Primary
Services
(served by water or sewer
but not by both utilities)



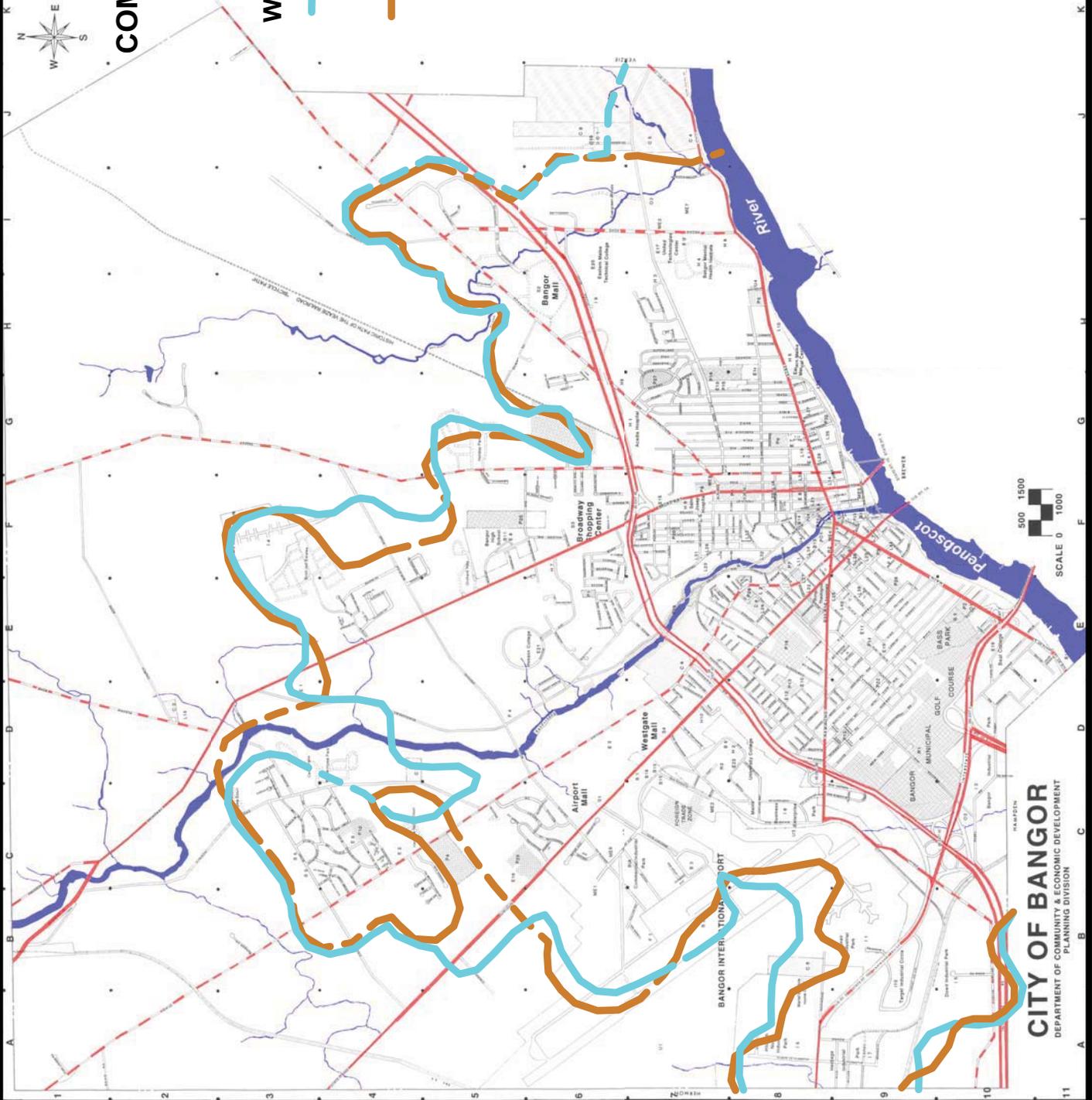
500 1500
SCALE 0 1000

CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

COMPREHENSIVE PLAN 2005 UPDATE

WATER & SEWER AREAS

-  Water Service Boundary
-  Sewer Service Boundary

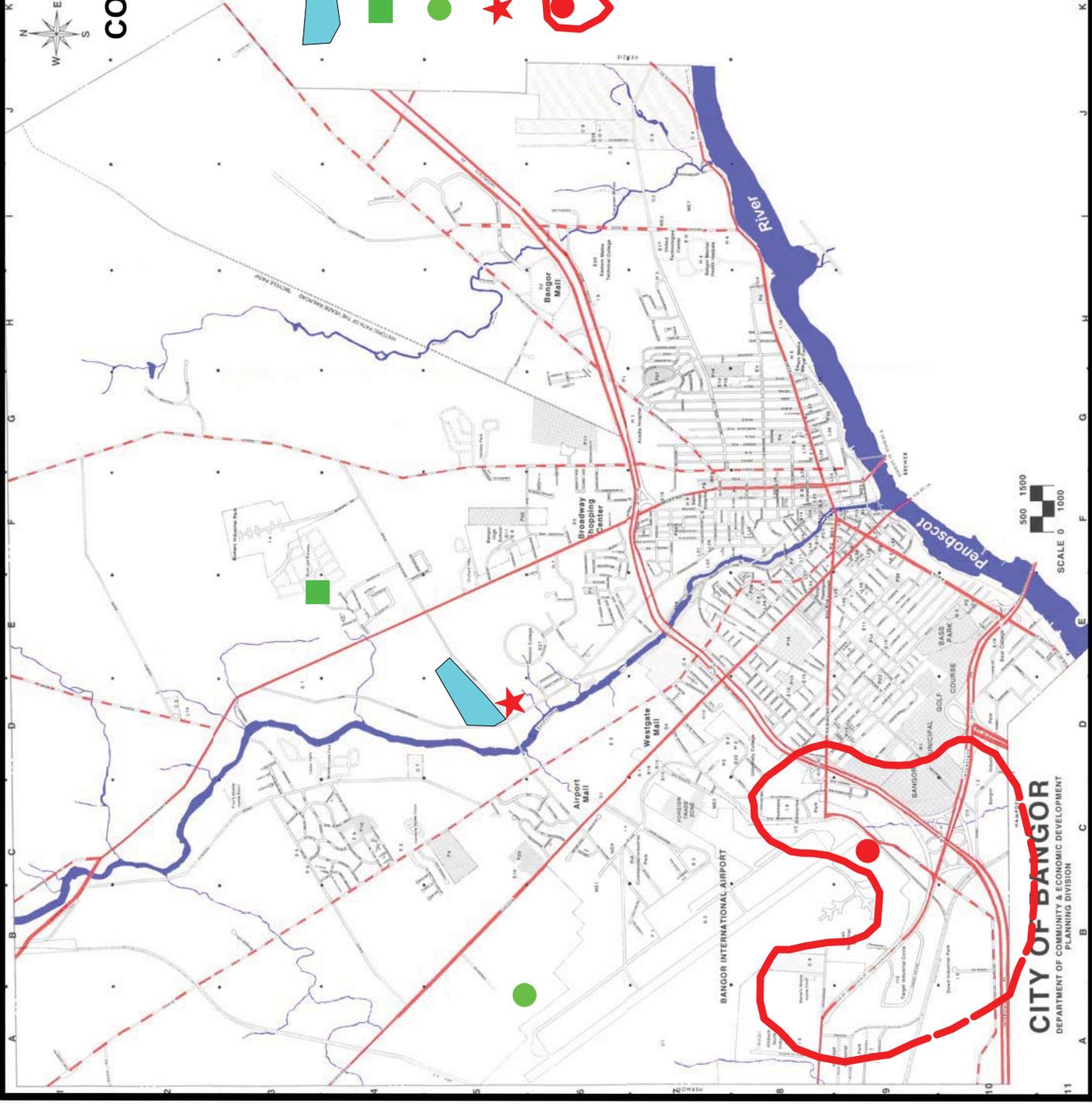
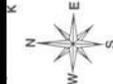


CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

COMPREHENSIVE PLAN 2005 UPDATE

PROPOSED COMMUNITY FACILITIES

-  Future school site
-  Park Site
-  Athletic Field Site
-  Fire Station Reconstruction
-  Future Fire Station and service area



CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

Comprehensive Plan 2005 Update Bangor's Open Spaces

Resource Protection
Zoned Areas

Stream Protection
Zoned Areas

Parks & Open Space
Zoned Areas

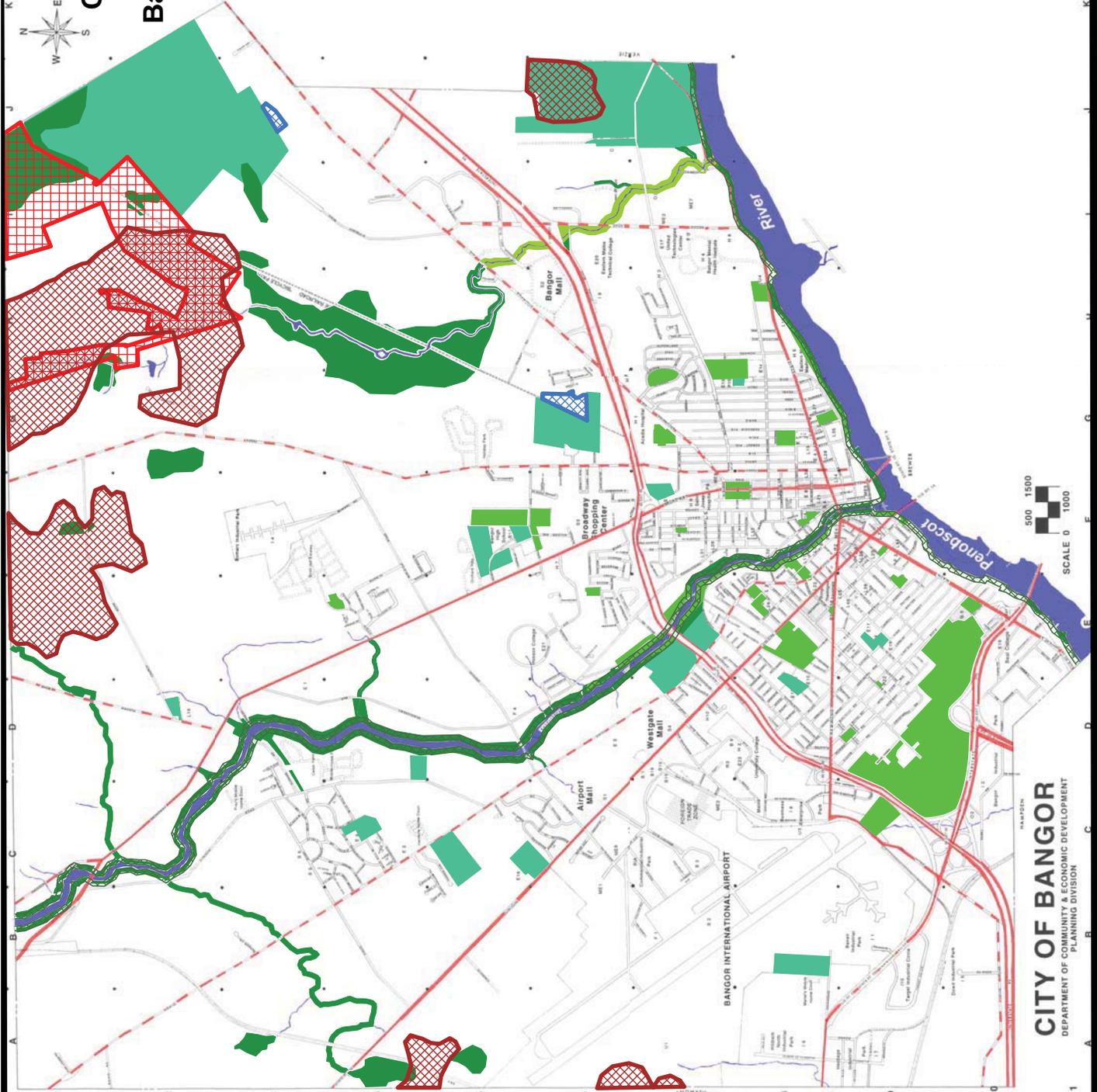
City-Owned Forests,
Recreation Areas,
School Grounds,
and Cemeteries

Bangor Land Trust

Wetland Mitigation areas

Deer Wintering Area

Shoreland zoning
250 feet wide



CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

SCALE 0 1000 500 1500

TRANSPORTATION ELEMENT

PLANNING ELEMENT NO. 4

TRANSPORTATION SYSTEMS PLAN

I. INTRODUCTION

The importance of the Transportation Element of the Comprehensive Plan cannot be understated because the transportation system is a major determinant of land use, both from an economic standpoint in terms of access from outside of the area, and from the specific impact on land development markets and sites within the City. Also, transportation facilities and systems are major infrastructure items both from a capital and from an annual operation and maintenance perspective. At present, the Airport has a source of Federal capital funds and an adequate level of current income to cover maintenance and operation costs. In contrast, Federal and State capital funding for the highway system is inadequate to keep up with major improvements and new construction needs and, of course, the highway system generates no direct income for maintenance and operation.

Ideally the City would inventory and quantify the condition and adequacy of the total existing transportation infrastructure, establish objectives (within broader planning goals), and prioritize improvements to such a system. Such an exercise would lead to a true “transportation facilities and infrastructure” plan for the City that met the needs of all elements in a desired transportation system.

In reality, the transportation system is regional (and national) in extent rather than just local. Resources are fragmented and limited. The resulting transportation system that the City depends upon is thus impacted by Federal, state, metro, and municipal levels of policy and funding. The financial needs of the current system far exceed the ability of the City alone to support the total transportation infrastructure. In fact, the trend has been diminishing financial support from other levels of government. State and Federal funding for the area highway system is a good example:

<u>State/Federal Highway Dollars - Biennium</u>	
<u>1998-1999</u>	<u>2000-2001</u>
\$2.8 million	\$3.5 million
<u>2002-2003</u>	<u>2004-2005</u>
\$3.7 million	\$3.6 million

TRANSPORTATION ELEMENT

Not only are the dollars limited but they clearly have not come near to keeping up with inflation. In the 1996-97 biennium the basic project needs for the Bangor Metropolitan Planning Area were close to \$13 million rather than the \$2.6 million which was provided (and that money must be divided amongst the urbanized areas of eight communities including the City of Bangor). While current Biennial State/Federal funding (FY 06-07) has risen to \$4.5 million, needs in the BACTS system now approach \$25 million. These figures only apply to arterial and collector streets.

Not only is the funding fragmented but the various levels of government involved in the origination of policy to deal with transportation infrastructure is counterproductive to the development of an integrated system of transportation facilities which will allow for the most efficient movement of goods and people regardless of transportation mode.

II. TRANSPORTATION PLANS

Planning Context

The physical planning of the City is intricately connected to its transportation system. As noted elsewhere the shape and history of the City of Bangor has largely been determined by availability of various transportation links and facilities over time. It is well understood that decisions in the transportation area will continue to shape the physical development of the City in the future. Also, dealing with transportation systems and facilities is an important part of infrastructure and fiscal planning for the City.

Planning Resources

There are a number of specific transportation elements that have been studied at the BACTS level, as well as, those prepared for specific terminal areas or facilities within the City itself. The City has a Harbor Plan, which was developed in 1989. The City periodically updates its Airport Master Plan (a requirement of the Federal Aviation Administration) and the most recent plan is also an appendix to this document. The Regional Planning Transportation entity "BACTS " has developed a number of plans in recent years that have direct relevance to the City and the urbanized area of the Metropolitan Statistical Area. These include a BACTS Area Transportation Plan; BACTS Area Public Transportation Study; a BACTS Area Major Street and Highway Plan; a BACTS Intermodal Facility Feasibility Study; a BACTS Regional Pedestrian and Bicycle Plan; the Central Business District Traffic Circulation Study for the downtown as well as a Stillwater Avenue Corridor Study completed in 2005. The latter two studies are also adopted as appendices to this document. BACTS is also undertaking a study to improve Traffic Signal Function.

TRANSPORTATION ELEMENT

III. SHORT-TERM TRANSPORTATION IMPROVEMENTS

In addition to the overall goals and objectives cited at the end of this element there are a number of short-term transportation improvements which have been identified through many of the studies noted above.

Highway Improvements

A number of highway improvements will likely be needed in the foreseeable future, including the following:

- Bangor Mall Area – As development and traffic growth continues, capacity of the streets serving this area will need to be increased. A primary need is to widen Stillwater Avenue to five lanes between the Interstate ramps and Hogan Road. Additional anticipated improvements include interconnections between new developments that may occur on the northwesterly side of Stillwater to provide an alternate travel route between Hogan and the Interstate ramps, careful location of access drives, access management, new signals, a new connector road east of Kittredge Road, and possible modifications to the Interstate ramps at Hogan Road. All of these are described in greater detail in the 2005 Marsh/Mall Task Force Report appended to this document.
- Southerly section of Stillwater Avenue through residential area – The BACTS Stillwater Avenue Corridor Study recommends a number of improvements through this section of Stillwater Avenue to reduce congestion and improve the residential character.
- Union Street – The portion of Union Street from Vermont Avenue to Griffin Road carries a considerable volume of traffic. Eventually the existing four lane configuration should be widened to five lanes to provide a center dual turn lane. Right of way to achieve this currently exists.
- Airport Access – The City and Maine Department of Transportation support improved vehicular access to Bangor International Airport from the Interstate. The Airport Master Plan includes a conceptual alignment for a new access road that would connect Godfrey Boulevard to Hammond Street crossing Maine Avenue and bisecting the current Public Works site.
- Traffic Signal Improvements – As noted elsewhere, many of Bangor's traffic signals are old. In recent years many have been upgraded and several main corridors are now integrated systems. Upgrades to the entire system should continue, with the goal of remote connections to the Public Works Electrical Department that will allow office review and control of the overall system.

TRANSPORTATION ELEMENT

In the downtown area the Downtown Circulation Study recommended maintenance of the existing rotary traffic circulation system, albeit with major realignment of some of the lanage to reduce speeds and to enhance pedestrian safety and convenience. Also, this study proposed a complete resignalization of the downtown to upgrade what are now sadly out-of-date and nonfunctional controllers at the various intersections and allow for an integrated system (such as in the Mall area) which will give the City a much better capability of managing traffic flows in this critical-area. Implementation of these recommendations is underway and need to be completed.

For a number of years now, the Main Street approach to the downtown has been seriously hampered by the configuration of the Railroad Street, Summer Street and Main Street intersection. The proposed relocation of this intersection to Cedar Street would allow much smoother flows to and from Summer Street as well as meeting the need to address the changing access needs of the Front Street Waterfront. Funding has been secured and the project should be completed as soon as possible.

Highway System Management

The management needs of the City's highway system in the 21st Century are quite different from those that the City has lived with in recent decades. The City has begun using a pavement management system (developed by BACTS) which allows for much better decisions on the timing of resurfacing, etc. The City needs to continue focusing on improving striping and signage of the highway system. In recent years the City has experimented with the use of materials other than paint for permanent markings for crosswalks and lanage striping in the downtown, for example. Overhead signage on major arterials has been recognized as a more effective way to provide motorists with anticipated lane choices in a timely fashion. With a heavy dependence upon visitors and tourist traffic in the City the issues of striping and signage become much more critical than they have been in the past. The City's signal system, likewise, needs to be more sophisticated and provide the capability for more extensive interconnection. Money spent on traffic controls can increase the lifetime and return on travelway investment.

It has been noted for some time, and again articulated in recent Planning Board neighborhood meetings that a more proactive approach needs to be taken to deal with increasing traffic volumes and speeds in residential neighborhoods. As more people use automobiles more frequently, the traffic in what were formally quiet residential neighborhoods becomes a greater management problem. Techniques of "traffic calming" which are being tried around the country should be investigated, for some of the more highly traveled residential collector streets and busy intersections (which do not warrant signals) can be made safer and less intimidating to nonvehicular use.

Regional Concerns

One of the major objectives of the Transportation Element of the Comprehensive Plan

TRANSPORTATION ELEMENT

(as has been noted elsewhere) is to provide for the interconnection of transportation systems whether it be for the movement of freight or passengers. The interconnection of these elements as well as the interconnection of the local system to the area and regional system is an important concern for the City. As the City becomes increasingly aware of the value of tourism to the area and to its own economy, passenger movements between modes and on the highway system need to be better integrated, more convenient, and safer.

- **Intermodal Freight Facility** – A recent example of regional interest is an intermodal facility to transfer freight from trucks to the railroad system. The Intermodal Feasibility Study prepared for BACTS clearly illustrates the need for and feasibility of such a facility in the long run. A trial intermodal facility was set up a few years ago at the B&A Railroad freight yard at Northern Maine Junction, but operation ceased. The intermodal concept still has potential benefits and pursuit of railroad and trucking industry support should continue.
- **East-West Highway** - For a number of years now there has been concern about the lack of high capacity, high quality highway facilities to handle east-west movements in Maine and northern New England. Interest for the so-called “East-West Highway” remains strong with positive implications for the City of Bangor which is at the crossroads of the interstate system, since the Veteran’s Remembrance Bridge and I-395 Spur ties into the I-95/I-395 Interchange in the southwest quadrant of the City. The importance of such a facility to the region is one that the City of Bangor has clearly recognized and supports. Not only is the I-95/I-395 the most important interchange in this region, but it is in close proximity to rail spur access and the only major jetport north of Portland - Bangor International Airport. Maine Department of Transportation has proposed a I-395 to Route 9 connector which is an important piece of the East-West Highway concept and the City should continue support of that project.
- **System Integration** - Along with the East-West Highway concept there is considerable interest in providing visitors to the State with alternative transportation to various areas such as Mt. Desert Island, where automobile access has become extremely congested in recent years. The Maine Department of Transportation has proposed the addition of high-speed ferries to link coastal locations. The City of Bangor is one potential port for such a water passenger transportation system, and has received Federal funding to construct a heavy vessel/ferry dock on our waterfront. Given the rail access to the City along with a very active air terminal, the ferry/heavy vessel dock will be an important asset. There is tremendous potential for the City to continue its role as a major activity hub in this whole area of Maine and the Maritimes if the integration of the various transportation systems can be encouraged in the future development of the City. Tourists may choose to leave their automobiles behind and use various mass transportation modes when they visit the State in the future. The City fully supports access to and interconnection with such passenger movements.

TRANSPORTATION ELEMENT

- Increase Interstate Weight Limit – Currently the maximum interstate legal weight is 80,000 lbs, whereas the load limit on State roads is 100,000 lbs. This disparity forces fully loaded tractor trailers to travel through highly developed areas on roads and streets that are not nearly as suitable for such use as the Interstate system. The actual net payload for a 100,000 pound truck is 50% greater than for a 80,000 pound truck, which means 50% more trips if weight is limited to 80,000 pounds. Unfortunately, raising the Interstate weight limit requires Congressional approval and there has been opposition. In the interest of safety, economy, and efficiency, we must continue to press for this change.

Street System

The City's streets should operate as a system of interconnected travelways that funnel traffic from low order access streets to higher order collector and arterial streets. This system, known as a functional classification, operates as a hierarchy of streets. Access management becomes a key component of free flowing arterial streets as does traffic calming and other design standards to discourage through traffic on lesser streets.

Local Street Standards

The City of Bangor has been well served by planning and engineering professionals who oversee the design of local residential, commercial and industrial streets. Although the current Ordinance contains some basic geometric standards, construction standards are not codified. It is strongly recommended that an integrated set of road construction standards be incorporated into the Subdivision standards.

Pedestrian Systems.

Bangor Citizens have expressed a strong interest in pedestrian linkages throughout the City. The City has an extensive existing sidewalk system throughout the urban core of the city and scattered park systems, but a coordinated interconnected system has not been formally established. Bangor Beautiful has attempted to bring together the key planners to formally establish certain routes with only limited success. The City in conjunction with the Planning Board, Parks & Recreation, Bangor Beautiful, Bangor Land Trust, key property owners and other interested parties should make a concerted effort to establish a pedestrian system plan. Such a plan could provide a priority list of sidewalk extensions and improvements, locate opportunities for off road trail systems, and find a means to provide pedestrian interconnections between various parks and open spaces.

The pedestrian system plan needs to be fully coordinated with an overall Open Space, Recreation and Transportation Plan.

Sidewalks

TRANSPORTATION ELEMENT

The present development guidelines do not require new development to include pedestrian improvements except for only the highest level of roadway. Since the majority of new development involves constructing low volume roadways, sidewalk improvements are seldom included. While there seems to be increased interest in developing new sidewalks, the economics need to be carefully considered. In most new development projects the need for specific sidewalk improvements is usually limited, due to low volume of traffic and pedestrian activity. That factor is further compounded by the City's obligation to perpetual maintenance. Existing collector roadways without separated sidewalks are a much higher priority, but clearly compete for funding with other City projects. It does not seem to make good economic sense to add the cost of sidewalks to housing and development costs in an area where they will see limited use at best.

One potential funding strategy would be to levy a development assessment per unit to a dedicated fund for the construction of sidewalks and pedestrian systems in high demand locations adjacent to areas being developed. This system would not be unlike the methodology used for off-site improvements in the Mall area where a special assessment is levied on a per square foot basis. A priority system could be developed based on population densities, roadway speeds and volumes, proximity to schools, parks and other pedestrian ways.

Traffic impact policy

The City's Land Development Code offers few specifics in regards to traffic submissions, approval standards and off-site improvements. The Land Development Code should be reevaluated in terms of its traffic impact thresholds and applicable submission and review standards. The City should also consider adoption of access management guidelines, especially on arterials.

Presently, the City relies heavily on the Maine Department of Transportation's permitting system to evaluate traffic impacts and designating off-site improvements. While this system works for most large projects, others which may warrant evaluation are below the MDOT threshold. The cumulative impact of small projects is not currently addressed by existing requirements. This issue and possible solutions should be explored.

IV. TRANSPORTATION GOALS AND OBJECTIVES

GOAL NO. 1 – Establish and Maintain an Efficient Flow of Goods and People Into, Out of, and Within the City of Bangor on the Street and Highway System.

Objective

TRANSPORTATION ELEMENT

To optimize investment in street and highway facilities and highway maintenance with the resulting efficient street and highway system.

Recommended Policies

1. Maintain and protect arterial street traffic carrying capacity.
2. Establish right-of-way management procedures which include a more sophisticated database and a coordinated permitting program for all actions within the public right-of-way.
3. Upgrade transportation systems infrastructure improvement and maintenance programs through provision of additional resources and better management.
4. Improve mechanisms for coordination of State and Federal Highway planning and funding with local highway system needs through the regional transportation process.
5. Develop a street maintenance program which prioritizes major arterial maintenance and insures adequately funded regular maintenance schedule for all streets within the system.

GOAL NO. 2 – Provide Alternatives to the Automobile for Bangor Citizens.

Objective

To provide an alternative to those unable to have automobiles and to reduce congestion in the most densely developed areas of the City through provision of a bus transit system or other transportation modes.

Recommended Policies

1. Promote increased use of the bus transit system by providing reliable quality service and by increasing promotion of the system's availability and schedule.
2. Strive to maintain a consistently well-defined service system to encourage confidence in the reliability of service.
3. Stabilize costs and fares to the maximum extent possible.
4. Optimize transfer convenience within various routes of the system.
5. Promote bicycle use, walking, and other alternatives to the automobile

TRANSPORTATION ELEMENT

where appropriate.

6. Adopt land use policies and requirements that encourage safe pedestrian trips, such as mixed use.
7. Support urban development densities that complement and support transit use. Revise development standards to include standards for transit stops, pedestrian movements, and bike lanes.
8. Encourage transit (bus) as a comparable transit means in terms of parking reduction and traffic mitigation measures where development supports full utilization of transit.
9. Explore alternate sources of funding for transit service where it can be linked to gains in employment and retail sales.
10. Consistently require access management measures on arterial roadways.
11. Integrate transit into multimodal surface transportation system with automobiles, pedestrians and bicycles.

GOAL NO. 3 – Integration of Transportation Facilities to Optimize Accessibility of the City of Bangor to National and International Markets.

Objective

To use the full-range of transportation facilities and the various modes available in the City of Bangor to provide easy access to the City from outside of the immediate area.

Recommended Policies

1. Protect the aeronautical facilities and necessary areas of future aeronautical use in the Airport from nonaeronautical development.
2. Protect Airport approach areas from incompatible development which might curtail future Airport use.
3. Provide for noise easements in Airport fringe areas where fee simple interest by the City is not contemplated or feasible.
4. Provide for effective integration of the major street and highway system

TRANSPORTATION ELEMENT

with the Airport complex.

5. Integrate intercity bus service with the City's transportation system.
6. Integrate the intercity rail system with City transportation systems to facilitate access to freight generating sites.
7. Integrate its harbor facility with the City's transportation systems.

GOAL NO. 4 - Development of a Coordinated System of Street and Highway Access and Development Through Planning and Design.

Objective

To provide for arterial street construction standards and operation and maintenance which is integrated into anticipated land use development and the specific design and review standards of individual site developments.

Recommended Policies

1. Anticipate right-of-way needs through Official Map action and required dedications for identified arterial streets.
2. Street system design shall avoid through traffic streets in residential areas as much as possible. Design of subdivisions should encourage the use of short local loop streets and cul-de-sacs.
3. Require dedication of street right-of-way and right-of-way widenings as a routine practice in the subdivision process and as necessary with other development approvals.
4. Protect the functionality of arterial streets, frontage streets, common driveways with well spaced curb cuts in both residential and commercial/industrial locations.
5. Utilize appropriate design standards to provide for adequate off-street parking to minimize the need for on-street parking in developing areas.
6. Private streets shall only be allowed in locations where they will primarily serve site access traffic. Adequate precaution shall be taken to eliminate any future public maintenance responsibilities for such streets.
7. Provide specific guidance for arterial street standards and adjoining development standards in arterial street corridors.

TRANSPORTATION ELEMENT

8. Upgrade the data base of street and highway facilities to facilitate better management of maintenance programs for streets, highway, and bridges and to provide detailed information on all improvements within public right-of-ways including various utility systems, etc.
7. Improve evaluation of design adequacy for street and highway structures in the development review process through the provision of more detailed soils analysis, drainage and specific structure details.
8. Coordinate local review standards to effectively capture high trip generation uses and requisite traffic evaluation review standards.
9. Implement designs to ensure pedestrian safety and traffic calming measures where appropriate.

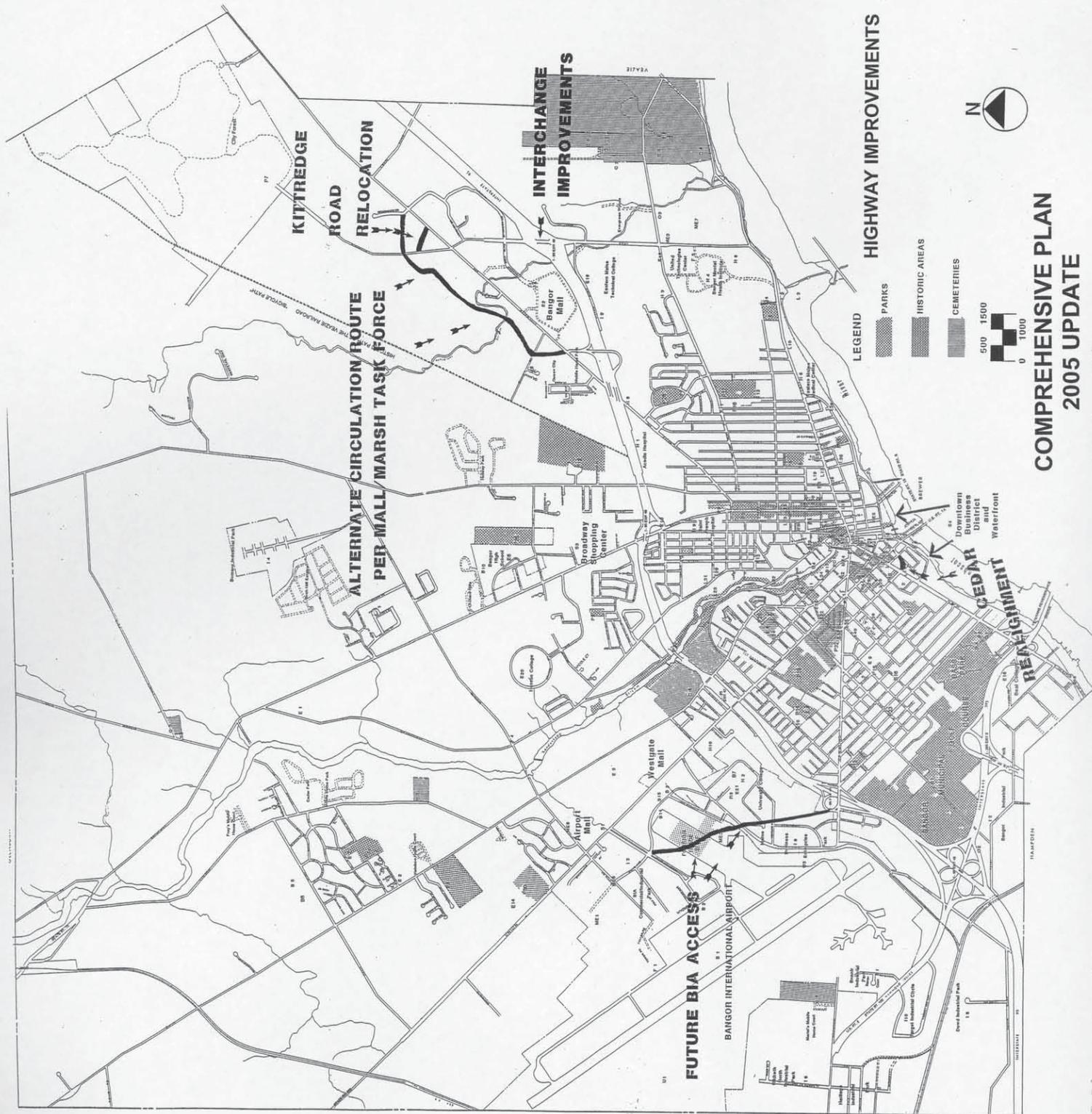
GOAL NO. 5 - Utilize a "Complete Streets" approach in reconstruction and new roadway design Provide for safe movement of pedestrians and other non-automobile traffic in the community.

Objective

To integrate pedestrian, bicycle, wheelchair and other non-automobile movements into the transportation rights-of-way in the City.

Recommended Policies

1. Formally identify a pedestrian sidewalk system on major streets and in residential areas. Whenever possible sidewalks should be separated from vehicular travel lanes.
2. Develop a program to widen pavement and designate pedestrian/bike lanes on existing major arterial streets which lack sidewalks.
3. Upgrade existing sidewalks in developed areas. In order to reduce long-term maintenance costs, the City should consider opportunities for eliminating sidewalks on one side of a street and replacing these sidewalks with a landscaped esplanade.
4. Provide clearly marked and properly designed interconnections between various automobile, pedestrian and other pathways in the City which are handicapped accessible.



HIGHWAY IMPROVEMENTS

- LEGEND**
- PARKS
 - HISTORIC AREAS
 - CEMETERIES



**COMPREHENSIVE PLAN
2005 UPDATE**

PLANNING ELEMENT NO. 5

PHYSICAL DEVELOPMENT PLAN

I. PURPOSE

The function of this element in the Comprehensive Plan is to put forth policies for the future development of the City. They include: the anticipation of the location of various activity types in the future; the coordination of infrastructure improvements and the delivery of City services with such development; the provision of guidelines for the timing and design of public and private sector actions in the development process; and; the integration of special subareas and major facilities of the City into the overall physical development program, as well as the definition of individual plans for those specialized subareas' future development.

II. EMERGING CONDITIONS

In recent years it has become increasingly clear that there was a need to establish policies for the whole area within the political boundaries of the City and that the varying conditions found within that area require policies that deal with three rather widely diverse sets of conditions in the City: first, the old built-up area of the City (really established by 1875), second, the developing area of the City, which will meet the needs for urban development for the foreseeable future; and third, that area of the community which will not be developed with urban services and traditional urban patterns, but which has primarily, a rural and resource utilization character. (See Use Policy Areas Map.) This need was first recognized in the 1990 Plan Revision. The 2005 Update seeks to further review those policies and highlight areas that warrant attention.

The continued growth and change in the City is most notable in the Bangor Mall area. The rapid development in the Mall area led to ever more intense and organized opposition. This diversity of interests has resulted in the creation of the Bangor Mall/Penjajawoc Marsh Task Force Report, a blueprint for balancing environmental and development interests around the Penjajawoc Marsh.

On the one hand, the City is asked to address a wider range of environmental and development concerns and on the other hand there are severe limits to the resources available to the City to deal with such problems. Further, the patchwork of regulatory standards and processes which evolve from federal and state statutes restrict the flexibility of the City in seeking its own solutions by developing and implementing its own policies.

III. INFLUENCE OF GEOGRAPHIC SETTING

Development Determinants

In the case of the City of Bangor there are several natural features which shape and have shaped both economic activity and the physical arrangement of land uses in the City over time. (See Dominant Elements Map.) The City has been shaped by its location at the confluence of the Penobscot River and the Kenduskeag Stream over time and the influences of these water bodies can be felt in many of the day-to-day development decisions being made in the City today. Also, extensive wetlands and boggy areas in the northeast quadrant of the City and in the Penjajawoc Stream watershed have been the major influence on lack of development in that area. The transportation system has further shaped the City both in terms of the influence of access on land use and as major physical features in the City which shape landforms. In fact, the southwest corner of the City is almost totally dominated by the juxtaposition of the Airport runway and the interstate highway system and the presence of these features largely dictates that these be high intensity use areas. In addition, there are several high activity arterial street corridors, which have developed as transportation arteries with associated high levels of development in recent years. These include Main Street, Union Street, Broadway, State Street and the Hogan Road/I-95/Stillwater Avenue corridor. These corridors differ somewhat in their historical development and their present levels of traffic and mixes of land use, but they have in common traffic volumes of arterial street magnitude (in general, in excess of 15,000 average daily traffic) and a predominance of commercial and service uses, as well as large scale institutional uses.

In addition to the transportation features and their associated development and the major natural features of the community, the basic landforms and topography of the City also influence the ease with which various utilities and other services can be provided. For the foreseeable future urban development in the City of Bangor will probably be limited to the urban growth boundary indicated on the dominant elements and land use concepts maps. This line largely reflects the limits of drainage areas, that would be served by a gravity feed sewer system and storm drainage facilities, as well as the influence of unusable wetlands and other natural features.

Land Use Concepts

Building on the major determinants discussed above, and present land use, a pattern for a generalized picture of development of the City evolves. The Airport runway and its associated aeronautical support areas is one use complex. This area has been well defined by Airport Master Planning and the Airport Peripheral Land Study. Those areas immediately adjacent to the Airport complex and associated with the I-95 and I-395 corridors will continue to be used for a range of commercial and industrial uses with the creation of high value sites within this complex for the siting of a "business park" type

PHYSICAL DEVELOPMENT ELEMENT

complex. (See Land Use Concepts Map.)

The arterial street corridors mentioned above lend themselves to a range of higher intensity uses which have high traffic generating characteristics and can, therefore, be provided for with arterial street improvements. Union Street in the immediate area of the Airport would continue to be an area of commercial activity, which is compatible with the Airport associated development as well.

A central concept in the future planning of the City (which has been present in previous plans) is the use of the Kenduskeag Stream Valley as an open space and relief element in the City's urbanization pattern. While tightly designed urban parks carry this element through the core of the downtown, a more rural and expansive open space element was created by the Kenduskeag Stream Park Project in the late 70's which started at Franklin Street and extended most of the way to Bullseye Bridge. Because of steep slopes and floodplain conditions, resource protection zoning extends the open space element further out the Kenduskeag Stream Valley to the Glenburn town line. On the more gentle slopes outside of the resource protection areas and along the secondary collector streets adjacent to the Stream, lower density residential uses appear to provide additional long-term relief from some of the higher density development, which has expanded outward from the old downtown core.

The Broadway street corridor has a range of high-density development including retail and service complexes, institutional complexes and some high-density residential development as well. The Hogan Road and Stillwater Avenue area has recently been identified as an almost exclusive area for traditional commercial development ranging from the high value retail uses at Bangor Mall to office and business park complexes away from the high exposure arterial frontage locations. There is an extensive institutional complex in this area, also, which extends from the west side of Hogan Road north of Mt. Hope Avenue to the Penobscot River on both the east and west side south of Mt. Hope Avenue and southwest along the river to include the Eastern Maine Medical Center area.

The old urban core of the City has been reviewed extensively from a land use standpoint and while the basic pattern of an institutional, office and retail downtown center abutted by much higher density residential use than found elsewhere in the community is proposed to be continued in the future, there was a concerted effort to lower the projected densities and housing types in many of the existing old residential neighborhoods in both the east and west side of the inner City since the 1990's. (See Land Use Concepts Map.)

Urban Growth Boundary.

The urban growth boundary alluded to above, divides the area reserved for future urban development from the area that is anticipated to be rural in nature for the foreseeable future. (See Development Policy Map.) While its location is not defined with a

PHYSICAL DEVELOPMENT ELEMENT

surveyor's precision, it delineates the approximate dividing line between two different sets of policies. Namely, that area outside of this line is to be considered "rural" with a set of policies providing guidelines for its use in the planning process, and those areas inside the urban growth boundary are either reserved for future urban development or have a set of specific development policies representing the City's current policy on their use and development.

Primary Service Area Boundary.

The concept of the Primary Service Area was developed in the Community Facilities Element of the Plan and is shown on the Development Policy Map as a critical planning tool for the current development policies of the City. What this boundary represents is not intended to be a deterrent to development of the City but rather the delineation of the area in which the City has a positive commitment to provide a full range of services. (While the basic services which form the definitional criteria for the primary service area boundary are present, there are other services which are not 100% available within all parts of this area.) Within that area of the City which lies inside the primary service area boundary there is ample acreage for a full range of uses for residential, commercial, industrial, and other necessary activities to support the economic life of the City. As indicated in the Community Facilities Element, however, the Primary Service Area boundary does represent as a City policy, the limits of the necessary range of urban services to support urban development properly. Through this tool the City can concentrate its efforts on adequately servicing an adequate acreage for various uses, without being over extended by the provision of some one or two basic utilities, for example, to areas, which are not feasible or efficient to service otherwise. Also, this boundary provides the outer limits of urban zoning districts.

Planning Areas.

To facilitate the discussion of the City's development policy in the various geographic areas within the Primary Service Area boundary, the City has been divided up into planning areas. (See Development Policy Map.) Specific development policy in each of the areas is outlined below:

Institutional Area. The area south of Mt. Hope Avenue along Hogan Road and west of the Hogan Road and State Street intersection along State Street to Hancock Street Extension is largely comprised of a number of large institutional uses. These institutions have all grown in recent years and as well as being centers of employment, they provide (in some cases) high levels of visitor traffic generation. As in other areas of high intensity activity, there needs to be careful traffic planning to accommodate the increase in trips in these areas as well as the thru travel for local and area-wide traffic. In this particular case the Hancock Street Extension and State Street/Hogan Road corridor is a primary route in the overall circulation system of the City.

PHYSICAL DEVELOPMENT ELEMENT

The City should recognize that this area needs to be treated as any other high intensity activity area and proper development review standards and arterial street policies should be used to protect the appearance and functionality of this area of the City-

East Side Area. The area delineated as the East Side Area of the City is, primarily, a residential complex which is made up some of the finest old neighborhoods in the City and some of the finest new residential construction in the City including an innovative, residential, urban renewal project between Stillwater Avenue and Mt. Hope Avenue carried out by the City in the late 1960's; and a significant Historic Preservation District lying between French Street and Pine Street along the Broadway arterial from Broadway Park to State Street. As an older part of the City some of the in-town neighborhood areas have residues of previous business activity, which are at present in conflict with the heavily residential nature of this area. Notably on Garland Street, Center Street and State Street, there are conflicts in land use, which are the product of the evolutionary process which has gone on in this area over the past century. There is a need for innovative policies and development review standards in, particularly, the older built-up sections of this planning area. Past policies have not made the distinction between housing type and density in many of the fine single family residential neighborhoods has been altered. Prior zoning and land use policy in many of these areas permitted an increase in density through multi family conversions, which was inappropriate for primarily, single-family detached neighborhoods. The City should continue its policy of tying development standards to the residential densities of the area and prohibiting apartment conversions in those single-family areas already at high densities for such use.

The most noticeable example is the State Street corridor, which formerly was a commercial area of some vitality along with some large residential structures. More recently the retail and service uses have gone out of this area leaving properties which are not easily adaptable to residential use and which have some market potential for less intensive business activities, such as office uses. The City should provide development policy in this area which will allow for adaptive reuse of the many fine structures in this area through an appropriate set of development standards for reuse of the type of structures on the type of lotting available in this area. Also, there is clearly a market for office use in this area and there has been a demonstrated need city-wide for office use areas which are not competing with high priced retail locations. The continued effort to upgrade park and open space facilities and other amenities such as sidewalks esplanades and streetscapes within these fine residential neighborhoods should receive a high priority in the East Side Area.

Outer Broadway Area. This area of the City has recently received a large percentage of new housing in the City that includes single-family subdivisions, mobilehome parks, and innovative attached residential, condominium and

PHYSICAL DEVELOPMENT ELEMENT

modern garden apartment complexes. Within this area there is additional serviced land which can continue to provide opportunities for new housing types that can meet market needs. This area should be promoted as an area of quality residential opportunities in the City. The Community Facilities Plan proposes additional sites for park and recreation facilities and schools to complete the range of services available to support the growing residential complexes in the area. Also, there are some retail and service establishments available in this area to service its population as well as adjacent residential neighborhoods of the City.

The Bangor Shopping Center is both a neighborhood and citywide facility. If this area is to continue to be the vital growing area of the City that it has been in the past 20 year period then the City should put a priority on improving arterial street capacity and developing a corridor plan for Broadway through this area. Development policy for this area should provide for a wide range of housing types and complexes while insuring the highest quality site development standards.

Downtown Area. In the appendix of this Planning Element is a statement of the current plan for the downtown. The City has over the past 30 years undertaken a major commitment to redevelop and upgrade its downtown area. In the past few years with the expansion of the parking garage, the City has demonstrated its continued commitment to this area. Review of the Community Survey undertaken as part of the 1989 Comprehensive Plan Revision indicates strong support for the future functionality and role of the downtown area in the future development of the City. The City should continue its commitment to promoting excellence in construction, provision of improved streetscapes, parking facilities, and overall promotion of this critical nerve center of the City's service center role in this section of the State and the northeast. The unique complex of institutional and private professional service establishments with a vital retail and service support sector in the City's downtown has a far reaching import to the vitality of the City's economy and its role in the area. Downtown and its associated zoning district are intended for highly concentrated dense development. In 2004 after years of an ever-changing policy the Land Development Code totally eliminated the off-street parking requirement for development in the District. In such a change the City itself takes on the responsibility to provide for the parking needs of downtown projects. (See Downtown Plan in the Appendix and Economic Development Goals.)

Waterfront Area. Over the past 20 years the City has been planning, designing and redeveloping the former industrial area stretching from the Kenduskeag Stream to the former rail yards along Main Street as far as the 395 bridge. Development standards in review of projects undertaken in this area need to be accomplished both through ordinance requirements and through the review process where the City itself is the landowner or is participating with other landowners in redevelopment decisions. The right proportion of public to private space is key to this redevelopment being successful. The "waters edge" is seen

PHYSICAL DEVELOPMENT ELEMENT

as a high value public amenity that needs to be kept open and public. The range of private space from residential uses to less private shops, offices, hotel and conference spaces leads to a very open waters edge with potential public performance spaces, walking paths and other open spaces. The linkage between the waterfront area, the Auditorium/Civic Center Complex and the City's Downtown has already been established and if this synergy is to come to fruition, the City must place a high priority on high quality development in this area. The reuse of the Waterfront Area is an opportunity that comes but once per century and should not be squandered. (See Waterfront Area Plan.)

Bass Park/Golf Course Area. The strategic location of the Bass Park and Golf Course location provides both an opportunity for a highly visible and highly accessible site in the area of the Bass Park/Civic Center facilities and an ideal buffer in the form of the Golf Course and the Fairgrounds areas between the West Side Area, the Industrial Park and I-395 Spur, and the Runway approaches to the Airport, providing both visual relief and physical separation of some highly incompatible activities. This crucial area has both the potential for providing a great deal of pleasure and economically positive activity to the City and the ability to continue to play its crucial role in separating these other planning areas. With the arrival of Penn National on the scene there is potential for significant change at Bass Park. The redevelopment of Bass Park into a Racino complex must be done with care to insure adequate handling of traffic patterns away from adjacent residential neighborhoods. Effective buffering standards to protect small adjacent residential properties from adverse impacts of noise and light pollution. Finally the development scheme needs consider its impact on the State Fair and Bangor Auditorium.

Industrial Park Area. The so-called Industrial Park Area is the result of some very significant long-range planning on the part of the City which started with its Downtown Urban Renewal Project in the early 60's and now has become a centerpiece for industrial park development to attract new business to the City. The I-395 and I-95 interchange with its close proximity to the Airport and rail service is ideally suited for its industrial park function and has the added advantage of being buffered from residential development on the West Side Area and other residential areas of the City by the Bass Park Complex, the Municipal Golf Course, and the Airport Area itself. Uses to the west in Hermon and the south in Hampden are also compatible industrial park type uses and this interchange is really at the center of an extensive growing industrial park complex shared by the towns of Hermon and Hampden. The City should continue to promote this type of use of this area and attempt to maintain high standards in the development of those kinds of uses and industrial park complexes. The arterial street capacity of this area should be jealously guarded and where there are deficiencies as in some areas of Odlin Road, a high priority should be placed on their upgrading to insure adequate and efficient access to this vital area of the City. As was discussed in the Economic Development Section of the plan

PHYSICAL DEVELOPMENT ELEMENT

Bangor's industrial districts are in need of serious modernization. Older development standards are ill suited for modern day business technology and other out-dated development restrictions are impairing reasonable market based decisions.

Airport Area. The Airport Planning Area indicated on the Development Policy Map includes both the areas that were part of the former Dow Air Force Base Complex to the northeast of the runway and aeronautical support areas and land to the southwest of the runway proper which is at least partially connected to the Industrial Park area noted above in terms of market and use. However, much of this area has the unique advantage of having Airport influence and is under the control of the City as to its future development. The Airport Peripheral Land Study produced a plan, that is a part of this Element, which details a marketing and development strategy and provides development design guidelines for this area. The adoption of the policies and specific planning strategies included in that study should go a long way toward making this area a more vital and functional part of the City and should complement the Industrial Park Area noted above in terms of providing unique opportunities not available in those areas. That Study clearly places the highest priority in the Airport complex on the support of aeronautical activity and the Airport Master Plan Update provides a companion plan for the aeronautical facilities, which is included in the Appendix to this Element. The Land Development Code has long provided the reuse and redevelopment of the airport property with extreme flexibility. Since the inclusion of the BIA properties in the State of Maine's Site Location of Development Permit restrictions the time appears right to develop appropriate development standards for airport peripheral lands projects. The development standard "subject to Planning Board review" is an unwarranted development standard and should be eliminated.

As was seen in the development of Land Use Policy for the Airport/Industrial Parks/ Outer Hammond Street and Maine Avenue these areas have to be viewed as a continuous integrated development area. Where one development type leaves off the next use type immediately abuts it.

West Side Area. Like the East Side Area, the West Side Planning Area includes some well established residential neighborhoods of the City. Comprised of a range of truly historic residential areas and structures as well as high quality twentieth century residential buildings and modern single-family homes, this area is home to a large number of Bangor residents. The primarily residential character of this area cannot be overlooked even though there are vestiges of arterial street commercial use, particularly, on Hammond Street. The primary focus in this area should be the preservation of the residential values and the neighborhoods in which these people live. The City has ample recreational and school sites within the area, but they need to be well maintained and upgraded as indicated in the Community Facilities Plan. Once again, there is a need for

PHYSICAL DEVELOPMENT ELEMENT

arterial corridor planning to mitigate the higher traffic volumes in these arterial street locations from the vital residential areas along these corridors. This can be accomplished by careful review of commercial development along the Hammond Street arterial reducing curb cuts and undertaking access management. Historic nonconforming uses should only be allowed expansion after a careful review of impacts on adjoining properties and traffic impacts. Policies which insure off-street parking and adequate open space and street capacity for any higher intensity residential use in these areas need to be developed in the City's Zoning Ordinance.

Similar to the State Street Area, Hammond Street has vestiges of previous commercial activity when it was a major Route 2 arterial through this section of the City connecting to points south and west of Bangor. Special treatment needs to be considered for those former commercial areas in conjunction with arterial street treatment. As with State Street mixed use is an ideal option where low volume trip generation can be assured.

Outer Ohio Street Area. This area of the City is a prime residential area, which currently provides for a range of housing types with opportunity for additional housing in the near future. An outgrowth of the provision of military housing, the area now has a full range of urban services available for the most part and in since the later 1980's received attention due to its comparatively lower land values for a variety of new housing including newer mobilehome park construction, manufactured housing subdivisions and conventional single-family subdivisions. Also, some of the new multi-family housing of the City has been built in this area. Due to the historical development of housing complexes on the outer reaches of this area by the military, there are some unserved areas closer to the City center which have potential for urban housing development in the future. This area needs to have development policy that provides for flexibility of housing types but assures the highest quality of housing construction to stabilize the residential values presently established. The establishment of a forest preserve on Axel Gren Property (Brown Woods) bequeathed to the City (as noted in the Community Facilities Element) has provided an urban forest preserve comparable to the Prentiss Woods Site off Grandview Avenue. The protection of open space and residential amenity in this area should be given the highest priority by the City in its development standards and its review processes.

The Union Street area has since the 1980's seen continued redevelopment and transformation. The City in the 1980's took a strong stand as to the development and zoning policy of this commercial corridor. Automobile service and other high traffic generators were discouraged and retail and service businesses were promoted. The policy has proved to be a growing success as investment on Union Street grows year by year. Further out Union Street, beyond Downing Road are the limits of the City's Urban Service area. Given the potential for

PHYSICAL DEVELOPMENT ELEMENT

airport expansion and obvious noise levels due to its proximity the area is not intended for higher or even medium density residential development at this time.

Rural Area For many years Bangor's rural areas were seen as future staging areas for urban development. These temporary holding zones were not given much thought as development areas in their own right. The idea of a large geographical area of the community being a sort of policy no man's land in wait of some unknown urban land form at some unknown date in the future does not provide the City with a day-to-day basis for making decisions in these areas. Therefore, it is proposed that the rural area (that area outside of the urban growth boundary) be divided into two broad rural development policy areas. First, there is the area east of Pushaw Road including Outer Essex Street area and the remainder of the northeast corner of the City, which is dominated by poor soil conditions, wetlands and inaccessible wooded areas. (See Development Policy Map.) The City's policy for this area should be to discourage development uses of any type and to encourage a range of resource oriented uses and activities including traditional agriculture and forestry as well as formal establishment of forest preserves and wildlife refuges, particularly, in such ideally suited areas as the upper reaches of the Penjajawoc Stream drainage area. Therefore, Ordinance provisions and development guidelines should provide for large lots and a very limited range of development. (See Resources Element) As was discussed in the Mall Marsh Task Force Report (See Appendix) cluster development offers an opportunity to preserve rural open space and provide for development.

Secondly, there are several arterial corridors in the northwest corner of the City which (with some limited exceptions) contain better suited soil conditions for developmental use and established facilities and land uses, which lend themselves to what we might call rural development. This area of the City has a rail siding with warehouse facilities off Outer Broadway near the Glenburn town line, several rural residential subdivisions on Outer Ohio Street and a number of rural residences and structures along Union Street, Ohio Street, Finson Road, Broadway, Hudson Road and Pushaw Road. The City's development policies in this area should clearly preclude the provision of a wide range of urban services, particularly, sewer and water, but should allow for reasonable use of those areas with suitable soil conditions for normal rural residence and other such development uses. Lot sizes in these areas should be adequate to provide for on-site waste disposal so as not to force premature extension of City sewer or other services, however. The City should through the Land Development Code promote open space uses such as farming, golf courses, riding stables nurseries and other uses which maintain large acreages of open land. Other low impact uses such as Bed & Breakfast Inns, cottage industries, and small home based activities should be considered.

The previously zoned and used industrial area along the rail siding should

PHYSICAL DEVELOPMENT ELEMENT

continue to be so used, but the expansion of industrial and commercial uses in rural areas should be discouraged.

Open Space and Relief System

In addition to the various planning areas with their specific policies, the concept of an extensive and largely linked, open space and relief system alluded to under the discussion of land use concepts should become a part of the City's overall development policy. As indicated in the discussion of dominant elements under the heading of major determinants of development policy, the Kenduskeag Stream, for example, has provided an opportunity for both active and passive recreation as well as a simple relief element from the increasing urban development of the City. Previous planning efforts have consciously promoted the linking of the Kenduskeag Stream and formal urban parks all the way to the Penobscot River. The ongoing proposals for redevelopment of the Penobscot River Waterfront include open space elements and pedestrian walkways along the riverfront itself to continue this open space system. The development policy map indicates an extension of this concept northeasterly along the Bangor bank of the River all the way to the easterly town line at Veazie. Another key planning concept for the development along the Kenduskeag Stream is the maintenance of a density continuum. The stream edges should be protected from development as green ways and trail systems. Low-density housing should extend from the open areas to the adjacent collector roadways; Ohio street and Kenduskeag Avenue. Only beyond those collector roadways should high-density residential uses be considered. Commercial development within these low-density areas should be limited to only those preexisting developments, which are grandfathered nonconformities.

Also, the Bass Park/Golf Course area has frequently been identified as a major open space and relief element in that section of the City. This element nearly connects to the Penobscot River Waterfront on the lower Main Street area. Special care should be taken if the Racino development takes place in Bass Park that the connection between the golf course green belt and the waterfront is not lost altogether. Noted on the Development Policy Map are two urban forest preserves one existing at Prentiss Woods and the other at the Axel Gren (Brown Woods) bequest site on Outer Ohio Street. A further permanent feature in the City's Land Use Policy should be the creation of extensive forest preserves on City owned land in the northeast corner of the township where extensive wetlands intermingle with limited knolls of better suited soils for forest production. In the same complex and adjoining it is the upper Penjajawoc wetland area which is proposed for development as a wildlife refuge. The concept of extensive unused open space lands in this area of the City has been in the City's plans for a number of years.

Citizens responding to the Community Survey placed a high value on the provision of open space, landscaping and tree planting within existing and developing urban areas of the City. Over 85% of responses indicated "high importance" or "average importance" of inclusion of these elements in the future.

IV. ZONING POLICY

Introduction

The application of zoning provisions to private property must be based on the "Comprehensive Plan." One of the weaknesses of the City's prior Comprehensive Planning was the over-reliance on the "Proposed Land Use" Map as the basis of zoning decisions without clear linkage to the variety of underlying factors which comprise "land use policy."

The intent of this Plan is to spell out development policy in the Physical Development Plan Element and to develop "zoning policy" as an implementation element which will also, be part of the plan and provide the basis for actual zoning provisions. The application of urban zoning districts to property will be based upon the limits of the Primary Service Area and both overall and sub-area development policies spelled out in this Element.

TRANSITION AREAS

Introduction

The 2005 Comprehensive Plan identified 28 areas of the City where based on changing development trends further review was warranted. The following section discusses some detail of the activity, that has occurred in those areas, and a discussion of City's development policy.

Area 1 The Waterfront, Downtown and Main Street

In addition to the City's public improvements in the waterfront area, there has been some conversion of existing buildings to residential condominium units and some modifications to existing commercial space. The proposed residential condominium project is a significant investment in the waterfront area proposing high value residential units.

The Waterfront Master Plan envisions a few locations for high-density, high value housing. Public use areas such as the river's edge should be avoided as locations due to potential conflicts. Open space should primarily be provided through the planned public spaces and not delineating separate private spaces in this valuable public resource.

Continued activity downtown has lead to an expansion of the City's parking garage while numerous downtown buildings have been renovated.

PHYSICAL DEVELOPMENT ELEMENT

One element worthy of review is the downtown boundary in the Land Use Concepts Map. The Downtown Development District has some significant flexibility that may not be appropriate when beyond the traditional downtown core. The downtown district already supports the development of a wide variety of mixed commercial and residential uses with numerous incentives including intensive site use and the absence of a parking requirement. These factors make the district highly desirable for development.

Transition Area 1 includes Main Street from Union to Buck Street. This area has seen significant investment and expansion. Projects include the expansions of Shaw's Supermarket, ERA Dawson/Bradford Real Estate office, and Merrill Merchants Bank as well as the redevelopment of the former Miller's Restaurant as Penn National's interim casino facility "Hollywood Slots". Unfortunately that redevelopment did little to improve the nonconforming parking lot design or improve access management problems.

The transition from commercial development along Main Street to the older single-family dwellings further back needs to provide adequate buffers and transition yards. Further, traffic should be directed to Main Street and not back through neighborhoods.

Lower Main Street

Lower Main Street, U.S. Route 1A, has had an arterial street function for a number of years and recent improvements to the area highway system has only reinforced that function. The I-395 spur and the construction of the Veteran's Remembrance Bridge has made this old arterial an important access link to the City in the present highway system. Further recent reconstruction, that added a fifth lane and established curbs and esplanades has upgraded the street itself so that it has ample capacity for present traffic needs.

Similar to other older arterial street areas, this corridor suffers from poor signage, high frequency of curb cuts and at some locations an unfortunate juxtaposition of architectural types of buildings reflecting prior use on the one hand or inexpensive functionality on the other. While some curb cuts have been better defined in the recent reconstruction project (by curbing, etc.) there are still many which are too close to one another because of small, substandard lots under prior development patterns. Lack of off-street parking on many of these smaller lots also contributes to less than ideal business conditions.

As in other arterial street areas, concerns about corridor appearance and the proliferation of curb cuts would lead one to recommend further upgrading of the right-of-way area and upgrading of, particularly, the fronts of commercial properties along this street. Inevitably, there will be future redevelopment of some of the smaller functionally obsolete buildings on small lots for larger scale commercial use. These objectives were achieved with varying results with the Shaw's, ERA Dawson/Bradford, and Penn National projects. This will create an opportunity for enhancement of property values, business activity and for upgrading such sites through development standards in

PHYSICAL DEVELOPMENT ELEMENT

the City's Land Development Code.

Since this area continues to be an important "front door" to the City, it may merit additional attention in terms of streetscape elements and the improvement of signage and other influential elements on abutting commercial properties.

Bass Park, Transition Area 2, has been the center of much discussion. Initially, attention focused on the construction of a new civic center and how that would fit in with the use of Bass Park for harness racing and the State Fair. Subsequently, voters in Bangor and Statewide voted to support a casino development adjacent to Bass Park as a 'Racino.' The potential for a casino building and associated hotels, restaurants, and other accessory uses has both positive and negative side effects.

There is a small older residential neighborhood composed primarily of single-family houses and zoned Urban Residence 2 District that is in a tenuous location between I-395 and Bass Park. The City should strongly encourage effective buffers from adjacent dissimilar uses such as the few multi-unit buildings and business properties that exist along the Main Street Frontage. Given the small lot sizes and potential to disrupt adjacent uses the City should maintain consistent and compatible uses in the neighborhood.

Further south on Main Street beyond I-395 is **Transition Area 15**. The relocation of Beal College to a new location on Farm Road opened up the opportunity for the growing Manna Ministries to occupy their former building (the old City Farm, then City Hospital) on Main Street. The other civic and institutional use in the area is Bangor Parks & Recreation in the old armory building.

There is a small concentration of single-family homes along Olive, Thatcher and Dillingham Streets. The homes are surrounded on all sides by commercial and industrial developments. Changes to more intensive zoning types should be undertaken carefully such that adequate buffers and transitions can safeguard the remaining residential properties

State Street

State Street, which is also U.S. Route 2, formerly the major access to the City from the north, has undergone a series of changes in its function in the transportation system and in the use of abutting properties over the years. In the 19th Century development pattern of the City this area was primarily a residential area within easy walking distance from the various economic activities centered around the junction of the Kenduskeag Stream and the Penobscot River. Subsequently, there was some overflow of business activity from the downtown area, which extended through the first two or three blocks of the street beyond Broadway and Oak Street on the top of State Street hill. Residential densities became less and residential structures smaller the further out State Street from the downtown that they were located.

PHYSICAL DEVELOPMENT ELEMENT

When the automobile influence exerted itself in the middle part of the 20th Century gasoline service stations and other commercial uses became scattered along the street, particularly at busy intersections. More recently, the expansion of the hospital at the far end of the street has been accompanied by the de-emphasis of the street in the regional highway system both because of the opening of the interstate north of Bangor in the early 1960's and the subsequent extension of Hancock Street to State Street in the late 70's connecting State street traffic to the river crossings and downtown to the south.

The resulting pattern of development that one finds in the State Street area between Broadway and the hospital is a mixture of multi-family residential uses, commercial uses, office uses and a scattering of civic, religious and other uses. Even the large stately houses that over look the former fields, and which are now occupied by EMMC, have begun to evolve into office buildings, parking lots and other market driven uses.

While conversions of old residential structures (particularly, the ground floor and in some cases all floor area) done sympathetically to the original architecture can create a pleasant and functional building and site, many of such uses have not been fortunate enough to be so successful. Attempts at adaptation of ground floor fronts of existing residential buildings have sometimes created architecturally incongruous facades and encroached upon the already limited space between buildings and the street. Visibility is limited entering and exiting sites with buildings close to the travel way and off-street parking is lacking on small lots covered with large buildings. Narrow lotting encourages numerous driveways within some of the less generously platted lots which leads to traffic problems by entering and exiting traffic from what is still a busy arterial street.

The proliferation of driveways and undefined open curb areas in some blocks has created hazards and confusion for the traveling public and those using the area. The presence of on street parking in such an area is almost a necessity because of limitations in many blocks of land for off-street parking. Also, it has been suggested by some that such on-street parking, while it can present problems of visibility if permitted to encroach on intersections, provides some buffer from the heavy peak hour travel which the street experiences.

Developments in **Transition Area 11** were largely customary alterations and expansions at EMMC, such as the recent Webber III Building consisting of 91,000 square feet of new medical office space. Since the rapid expansions of the late seventies, building expansions there have limited the available surface parking spaces and now required parking is met at several remote locations. Those locations include the downtown parking garage and a shuttle lot off of Sylvan Road. The Hospital developed a unique housing project for medical students on Spruce Street causing some concern about EMMC expanding across Hancock Street Extension. The Hospital has Planning Board approval to construct an electrical cogeneration facility next to the existing heating plant.

PHYSICAL DEVELOPMENT ELEMENT

The residential properties adjacent to Eastern Maine Medical Center are in a similar situation as those next to St. Joseph Hospital. The intent of the City's Land Use Policy is to try to anticipate that activity and guide it in a direction that will benefit both the Hospital and the adjacent neighborhood. EMMC has already found it necessary to move some facilities to other locations within and beyond the city. The integrity of adjacent neighborhoods to the north across State Street should be preserved.

If the area is to retain its viability some of the deteriorating influences need to be addressed in the City's policy for use and reuse of this street. The City should initiate a program to upgrade the esplanades along this wide street to provide for attractive landscaping and, particularly, trees, which have both a visual and environmental effect upon those using the area.

It would be unlikely that this stretch of an arterial street would revert to a predominantly residential use in the foreseeable future. It should be recognized that all of the properties fronting on State Street adjoin residential properties in established neighborhoods. Therefore, a policy which would encourage wholesale reuse of properties fronting the street for commercial activities, particularly without limitations on the extent and intensity of such commercial use, would not only have a detrimental effect upon the strip itself but would affect numerous properties and the property values of well established residential areas of the City.

Therefore, along State Street it appears desirable to permit low intensity, office use of particularly ground floor areas or even throughout buildings which can provide off-street parking on their sites and without increasing the number of automobile access points to the street. At the same time, drive-in businesses and the traditional gasoline service stations (which have almost all disappeared to other uses on State Street at this time) should be discouraged at all costs in order to limit turning movement and other traffic hazards and to discourage those uses which have more impact on the residential properties to the rear. Further, there should be stringent site development standards and even minimum architectural standards for reuse and redevelopment of properties in this area in order that such activities be carried out in a manner sensitive to the predominant architectural types and building bulks and shapes of the area. Parking lot landscaping, green space, and signage control should be strongly encouraged. Redevelopment of multiple parcels into a single development site is also a practice that should be encouraged. Also, the City itself should take the lead in improving and upgrading the esplanades and planting in this area.

Just Beyond EMMC in a growing Institutional area is **Transition Area 13** that includes the expansion of the Maine Veteran's Home on State Street, the development of a car wash on the corner of State Street and Hogan Road, and the development of a building with multi-unit hotel suites for corporate rentals at the Sites property on State Street.

This portion of State Street and Hogan Road has commercial development along the frontage and single-family housing on Hogan Road. The Sites property is a mixture of

PHYSICAL DEVELOPMENT ELEMENT

residential apartments and motel efficiency units. The residential development on Meadowbrook Road should be protected from encroachment. Low-density residential development in this area is desirable. Properties on Hogan Road may be more suited to multi unit complexes to try to overcome some of the limitations of the steep terrain.

Broadway

Broadway like several of the City's corridors has a wide variety of diverse areas and uses, from central Bangor the rich historic stretch from State Street to Broadway Park, the transitioning stretch between Broadway Park and Interstate 95, the commercial corridor from the Interstate to Husson Avenue, an institutional and residential section between Husson Avenue and Griffin Road, and the developing stretch beyond Judson Boulevard to the extents of our urban service area.

The Broadway Commercial Corridor is a product of the introduction of the interstate highway system into the edge of the old urban area of the City around 1960 at its junction with a major arterial highway - Route 15. While there were one or two non-residential uses in the immediate area of the I-95 and Broadway interchange, most of the commercial development in the area came as a result of the introduction of the interstate interchange. The subsequent pattern of development is very typical of linear commercial developments along a high-traffic arterial.

Much of the development in this area has taken place prior to the City's adoption of minimal site development standards in its 1974 Zoning Ordinance.

Transition Area 4 is bounded by Interstate 95 on the north, Center and Essex Streets on the west and east respectively, and Congress Street and Stillwater Avenue on the south. The area includes the residential areas, the Mary Snow School, St. Joseph Hospital, medical and office complexes on Essex Street, Dakin Park, and the former Naval Reserve property.

In recent years St Joseph Hospital replaced its mobile MRI services with a permanent addition to the building. The Hospital expanded its parking facilities along the former French Street to accommodate existing Staff needs.

The incremental expansion of St. Joseph Hospital since its last major addition in the late 1980's has been a continued concern of the adjacent residential properties which often see the institutional zoning creeping ever closer to their properties. The Planning Policy of the early 1990's was an attempt to facilitate the hospital's reorientation of its front door towards Broadway. This reorientation has been largely successful. As the hospital services expand and it continues to modernize, new land area will be needed and outlying parking areas will likely expand. The intent of the City's Land Use Policy is to try and anticipate the activity and guide it in a direction that will benefit both the hospital and the adjacent neighborhood. Maintaining the integrity of the West Side of Center

PHYSICAL DEVELOPMENT ELEMENT

Street and the Little City Neighborhood and properties south of Congress Street is of high importance.

The Broadway corridor between Husson Avenue and the junction of Center Street and Broadway is largely a commercial strip with a mixture of automotive uses, drive-in businesses, general merchandise retail sales, enclosed recreational facilities and the occasional residential use. The four-lane arterial street has recently recorded the highest average annual daily traffic counts in the City. Most development has little or no front yard with a paved sidewalk immediately abutting the travel way thus eliminating any planted esplanades or opportunities for trees and other amenities. Proliferation of advertising signs and outdoor displays are prominent along the roadway.

Lack of control over site developments and curb cuts have lead to a proliferation of access points to this major arterial street which has rendered this section of Broadway a somewhat hazardous and very congested area for automobiles.

As discussed in the State street recommendations a recent zone change beyond the former ML Coffin property embraced the concepts of access management, added green space, internal parking lot landscaping, and façade standards.

It is recommended that pedestrian crosswalks be better identified and better protected at one or two key locations where there are traffic lights and at new signal locations. Pedestrian origins and destinations are the surrounding residential neighborhoods and Bangor High School campus nearby to the north.

As in many other commercial strips in the City, there is a need for additional trees and esplanade landscaping to soften the impact of traffic on adjacent sites and to soften the visual effect of the somewhat cluttered commercial landscape. Further, trees provide a welcome environmental buffer as well by reducing winds in inclement times and reducing heat in peak summer conditions.

An overlay district for this corridor and for one or two other similar ones might be employed as a zoning technique to provide specific remedies to problems identified in such areas. (See street cross section and plan view exhibits.)

Transition Area 5 is the developing area north of Griffin Road. In 2003, Judson Heights expanded by 57 lots. The previously approved and unbuilt 300 plus unit expansion of the Birch Hill Estates Mobile Home Park was scaled back to only 19 lots. In anticipation of those expansions, 225 acres were rezoned to a mix of commercial and low-density residential zoning (71 acres LDR, 104 acres HDR, and 49 acres S&PS).

The existing vacant properties along Broadway beyond Burleigh Road to the intersection of Kenduskeag Avenue offer some opportunities for high-density housing where utility service is available. The commercial development along the Broadway frontage has, to date, not been a significant traffic problem. However, increasing traffic

PHYSICAL DEVELOPMENT ELEMENT

volumes on Broadway should cause the City to be cautious in adding continued linear commercial zoning and place a strong emphasis on access management. Within **Transition Area 5** it's recommended that the high-density residential and institutional zones remain on the West Side of Broadway. Areas beyond public sewer service should remain Rural Residence and Agricultural.

Extending west from Broadway is Transition area 6 Griffin Rd & Kenduskeag Ave

This Transition Area was largely impacted by various expansions at Husson College. The College facilities went through a moderate amount of growth and new development of campus facilities. The most neighborhood reaction came from the use and development of Husson's Winkin Sports Complex for professional baseball. Traffic, lighting and sound impacts were all key concerns to area neighbors. Just beyond Husson a number of multi-unit housing projects were constructed on High Density Residential lots off of Husson Avenue.

The Planning Office has long held the development policy of increasing the intensity of development (density) the farther it is from the Kenduskeag stream. The area immediately adjacent to the stream should be high value open space and protected from intensive development. Moving out from there, areas should be developed as low-density residential housing and low density attached housing. Further from the stream, crossing Ohio Street or approaching Broadway is where the development should transition to a higher density housing type. This may be in the form of small residential lots or townhouses or multifamily housing projects.

Union Street

Union Street, like Broadway, State Street, and Main Street can be divided into several distinct planning areas. The urban core from Main Street to Hammond Street, the older residential sections from Hammond Street out to Vermont Avenue (formerly Westland Avenue) and the commercial corridor from Vermont Avenue to Griffin Road.

Transition Area 7, the Union Street Commercial Area, from Vermont Avenue to Griffin Road, was developed as a result of the combination of the Air Force Base on the southwest side of it and the proximity of an interstate interchange to an existing arterial street. The introduction of the Air Force Base and the associated housing complexes in this heretofore basically undeveloped rural area of the City in the 1950's and early 1960's stimulated development of two small shopping centers in what were old agricultural fields. Since that time there have been a number of small individual site developments catering to the traveling public such as fast-food restaurants, drive-in banks, and auto service establishments. The City is now just seeing the benefits of its site plan and zoning ordinance standards which have been in effect since the mid 1970's. As site developments turn over and are redeveloped they tend to be developed more consistently with the City's modern standards. This can be seen in the make over of the Westgate shopping center, and the development of the former McDonalds as a

PHYSICAL DEVELOPMENT ELEMENT

credit union.

The Airport Peripheral Lands Study (1990) noted the barren landscape on the front of the Airport and the unattractive frontage on the northeast side of Union Street as a detriment to development of the Airport lands and as a negative impact to those arriving in Bangor or leaving by air.

Godfrey Boulevard and this section of Union Street are a key gateway of the City and as such should be developed with the highest standards. The contrast is very apparent between the structured development of Telcom Drive and that of the Airport Plaza. Both projects were City developments site, but were handled in very different ways. A streetscape planting effort along the fronts of many of these commercial properties would provide an immediate visual improvement as well as some environmental relief from extensive paved areas. Also, any redevelopment of commercial sites in this area by private individuals should carry responsibility for additional landscaping and green space to soften the harsh pavement and buildings complexes, which presently exist. Curb cuts have not been an extreme problem in this area, but future control of highway access from adjacent sites would also be an important objective of development review in this area so as to minimize traffic conflicts from a high volume arterial.

Beyond the commercial area is **Transition Area 9**. The portion of Union Street beyond the Penobscot Job Corps is presently unserved by both water and sewer utilities. Should the availability of both sewer and water utilities become available a low to moderate density residential development would be recommended policy. In keeping with a policy of directing more intense development to fully serviced areas in the center of the city, outer fringe areas should be developed as low-density housing.

East of Union Street is **Transition Area 14** along Ohio Street from Westland Street and Mount Pleasant Cemetery to Griffin Road. This development area has the same development policy as Transition area #6, a development policy of increasing the intensity of development moving outward from the Kenduskeag Stream. Two projects were developed in this area recently, the Sunbury Village retirement home consisting of a 115-unit building in the High Density Residential District and the Bean Estates single-family subdivision in the Low Density Residential District.

The area immediately adjacent to the Stream should be considered high value open space and protected from intensive development. Both sides of the stream should be developed as low-density residential housing and low density attached housing. Further from the stream across Ohio Street and approaching Union Street is where the development should transition to a higher density housing type. This may be in the form of small residential lots or townhouses or multifamily housing projects and mobile home parks. The Bean Estates and Sunbury Village retirement developments are examples of development types and densities consistent with that policy.

The Older Urban Core

PHYSICAL DEVELOPMENT ELEMENT

Harlow and Curve Streets Transition Area 16

In anticipation of redevelopment the City acquired and razed 8 dilapidated houses. After exploring several redevelopment opportunities the City has redeveloped the site to provide parking for Penquis Cap's building on Harlow Street.

Curve Street and the surrounding property is a site in transition. In 2000, the City acquired and cleared several very small residences along Curve Street. The adjacent neighborhood properties are a variety of multi family structures and commercial development along Harlow Street. Some other older commercial uses are intermixed. The Curve Street development policy has been to maintain the mix of residential and commercial land uses. This would be an ideal site for a mixed use or assisted multi-family project.

The urban core's mix of commercial and residential properties is well represented by Union Place, **Transition area 17**. In 2000 the City acquired and demolished 6 buildings that contained 19 dilapidated and overcrowded housing units. The Union Place redevelopment anticipated an assisted multi-family housing project. Development interest in a mixed-use commercial project received only partial support and the agreements were never finalized.

The adjacent neighborhood properties are a variety of multi family structures and commercial development along Hammond Street. The Union Place site is somewhat different in its proximity to two major arterials, Hammond Street and Union Streets. The existing policy is to support multi family development at a lower density than originally existed. It may be more likely that this site be developed as a mix of residential and commercial land uses. The Curve Street and Union Place redevelopments should be careful not to let commercial development overwhelm existing adjacent residential properties though design and adequate buffering.

Transition Areas 25 – Hammond Street, 26 – State Street, 27 – Garland Street, and 28 – Mount Hope Avenue

These locations were identified due to a significant number of nonconforming developments both in terms of use and in terms of lot sizes and physical development nonconformities. These streets once connected various neighborhoods together and provided the neighborhood services of their day. Corner markets, barbershops, etc; largely have given way to other retail and office activities (most all of which requires parking). A second wave of development that followed later added neighborhood filling stations every 200 yards. Traveling down State Street today, one can see a wide variety of reuse options that these old filling stations have been put to. The Land Development Code provisions relative to the reuse of nonconformities should be reviewed to ensure that residential reuse as multi-unit structures or mixed use buildings would not be excluded as an option.

PHYSICAL DEVELOPMENT ELEMENT

Transition Areas 20 – Mount Hope Avenue West and 21 – Mount Hope Avenue East

These transition areas are east and west of Hogan Road and identify two areas of Mount Hope Ave that are undeveloped or just being developed. The existing development policy is for low-density residential housing. There does not seem to be any reason at this time to alter that development policy. Hampden Home Builders obtained approval of a 70-lot residential subdivision just east of the Evergreen Woods Office Park and confirmed this location as a marketable site for housing. With its proximity to Hogan Road commercial development pressure occasionally looks at these areas for potential sites. The large site bounded by Howard Street, Mount Hope Avenue, and Garland Street is presently zoned Urban Residence 1 and offers less development options as would Low Density Residential. This is largely based on whether one views the parcel as an older urban parcel or a parcel in the developing area. The Pilgrim Presbyterian Church was granted a contract zone change to allow for a moderate expansion of the existing facility.

The Airport Industrial/Commercial Complex

Transition Area 8 – Maine Avenue Corridor

This designated Transition area extends along Maine Avenue from Hammond Street to Griffin Road. The zoning is Industrial, Government and Institutional, Airport, Shopping and Personal Service, and General Commercial and Service. The existing Land Use Policy is almost entirely commercial. The Zoning Policy starts at Maine Business Enterprise Park, **Transition Area 23**, as Industrial, changes to Government and Institutional Service at UCB and at the Army Guard property on Hayes Street. As Maine Avenue gets to GE the zoning policy changes back to industrial. North of Florida Avenue and the City's Public Works facilities, Motor Pool and recycling Center all identified as Government and Institutional Service. The land immediately adjacent to Godfrey Boulevard is designated as industrial again. As Maine Avenue reaches Griffin Road the Zoning Policy is commercial. This Transition area has experienced a good deal of development in the last five years with two medical facilities in the Maine Business Enterprise Park, several expansions at University College Bangor. Minor changes have occurred at the City facilities of Motor Pool and Bus Facility. General Electric had a few significant expansions at Florida Avenue and Griffin Road. Additional development has occurred in the Airport Plaza and two new projects were added to the Telcom Drive Business Park.

It is recommended that the UCB campus and City and Army Guard Facilities be designated as Government and Institutional Service areas. An amended new district may best serve Maine Business Enterprise Park and other commercial development areas that would support "Business Park" type uses such as the LL Bean Call Center project. These are the types of developments that are occurring in the Telcom Drive

PHYSICAL DEVELOPMENT ELEMENT

Subdivision, the Maine Business Enterprise Park, and in the BIA Commercial/Industrial Park.

The City has long designated land adjacent to the Airport as a specific Airport Development District (ADD). After the close of Dow Air Force Base the zoning provisions were made very flexible to meet the varied reuse options which might occur on land adjacent to the Airport. While that reuse continues today many uses that might fit a traditional commercial zone will not fit the limited set of uses in ADD (Chapter 165-95). The second drawback to the AD District is a total lack of site development standards “subject to land development permit review by the Planning Board and the FAA.” That, in part, suggests that the Planning Board could set a different standard for each application before it. Given that BIA is largely covered by a Site Location of Development Permit some City development standards would not be an undue burden. As an indication of this, when a portion of Florida and Maine Avenues was rezoned to ADD for a General Electric expansion, it was done via a contract zone change to add some development standards.

Industrial Parks

As was noted above Maine Business Enterprise Park is a highly valuable asset for certain developments. The park is the location of the Malcolm Jones Technology Center of Bangor Savings Bank, Northeast Cardiology, and under construction, Sunbury Primary Care.

The BanAir Industrial Park has likely been the most active City development park in recent years. Several new projects have been permitted as well as some expansions. Target Industrial Park and Dowd Industrial Parks are older and have fewer available lots but both have seen some recent development activity.

The Land Development Code presently includes two industrial zoning districts; Urban Industry District and Industry and Service District. The Urban Industry District (UID) was designed for older industrial developments that were constructed in dense urban settings and likely prior to modern development standards. These originally were in areas of the downtown and the waterfront and adjacent to rail sidings. The District allows for a wide range of uses and requires few of the typical development standards in most Bangor commercial/industrial developments.

The second Industrial District is the Industry & Service District. The Industry & Service District (I&S) is the City’s Industrial Park District. I&S does have provisions for Impervious Service Ratios and Buffers typical of current development standards. I&S is the zoning district we would expect to see in new industrial parks. The drawback to the Industry and Service District is that its list of permitted and conditional uses is very much based on an older concept of industry.

Manufacturing, heavy or light is much less common in Bangor’s industrial parks today.

PHYSICAL DEVELOPMENT ELEMENT

Industrial development of the last 20 years has been more technology based, with information services, data processing, and other service type industries dominating.

The dilemma of these two industrial zoning districts is complicated by the location in which they have occasionally been used. BanAir Industrial Park, a new developing Park, is zoned UID, and Bangor Industrial Park which was developed in the 1950's and 1960's is zoned I&S which is exactly the reverse of what the underlying design of the districts say. Maine Business Enterprise Park (MBEP) is zoned I&S but contains a medical complex and an information processing center with a second medical office under construction.

As noted above the creation of a new district for MBEP and a retooling of UID and I&S is long overdue.

Stillwater Avenue/Hogan Road Corridor

Background

Until 1977 development in the Stillwater Avenue and Hogan Road area was limited to a restaurant and gas station at the interchange and a small shopping center on Hogan Road a few hundred feet north of the interchange (K-Mart area). Much of the land area along Stillwater Avenue was used for pasture with a few scattered single-family residences along the Stillwater Avenue frontage. With the construction of the Bangor Mall in 1977, the economics, and therefore, the land use of the area changed dramatically.

The Bangor Mall area has had a large number of large scale building complexes added to it over the past decades. With the exception of a few drive-in uses on Hogan Road north of the interchange and the presence of several small restaurants in the Bangor Mall Boulevard area, much of the development has been on a larger scale with extensive off-street parking lots and small multi-use buildings complexes, or larger single site developments such as the Shaw's, Wal-Mart, and Sam's Club sites.

The resulting development pattern is at present somewhat different from that experienced in other areas of the community. One thing noted in the analysis of the Mall Area was the almost total lack of tree cover in the existing landscaping when development started to occur in the late 70's. As much of the area was old farm and pasture, there are very few trees and relatively little other vegetation in the whole area. In fact, many of the small trees and shrubs planted on the individual site developments have provided for an increase in vegetation rather than the typical situation where wooded areas are cleared for development. The resulting landscape is somewhat barren for an area that was quite rural 25 years ago.

Also, because most of this development had taken place since the City's 1974 Zoning Ordinance was adopted, there has been some evidence of landscaping and planting

PHYSICAL DEVELOPMENT ELEMENT

and minimal control of curb cuts. The opportunity is fast approaching when it will be too late to set the tone of this corridor and to establish reasonable regulation of curb cuts and guidelines for the high quality landscaping. As such it represents an ideal opportunity for corridor planning which integrates site developments with traffic carrying capacity. The 2005 corridor study makes a strong case for access management.

However, the City should make a decision as to what philosophy it wishes to employ in this corridor as the type of specific highway improvements and requirements for site development improvements on the front of various commercial uses will dictate how the area is to be used and by whom. If the area is to be predominantly automobile oriented, then there will be impediments to pedestrian use such as those experienced in other high volume arterial commercial streets.

Traffic Conditions

The Stillwater Avenue Corridor Study along with the Mall Marsh Plan has outlined the broad implications of continued development of this area in terms of problems of access to it from the interstate and Stillwater Avenue. The Corridor Study proposes to add lanes to Stillwater Avenue to increase its traffic carrying capacity (as was contemplated at the time that the Mall was constructed when additional right-of-way was purchased in this section of Stillwater Avenue to accommodate future widenings). Regardless of what major access improvements to the area are undertaken, it is anticipated that traffic on both Hogan Road and Stillwater Avenue will continue to increase. Provision should be made to accommodate additional development and additional traffic through these areas.

As has been noted, there is a need for additional planting and vegetation in the whole Bangor Mall Area and the City should take the lead in those public open space areas with a planting program. Also, development guidelines for the area should ensure that both trees and other vegetation are included in ample amounts with private sector development.

Curb cut spacing of undeveloped areas of arterial streets can be mandated and should be through site plan review standards and access management controls in the City's Land Development Code. Evaluation of the City's existing landscaping and buffer standards should continue.

The City should consider the use of a variety of financial vehicles, such as special assessment districts and Impact fees to provide the necessary resources for the upgrading of arterial streets and other improvements in this area to keep pace with its fairly rapid rate of development. For example, there is a need for pedestrian amenities including sidewalks on the arterial streets within the Mall Area to provide for a safe separation of vehicular and pedestrian traffic. Increasingly, visitors to this area and its motel space, and employees without cars or bus riders are moving about on foot or by bicycle. Pedestrian crossing points will become evermore important as volumes

PHYSICAL DEVELOPMENT ELEMENT

increase.

The City should begin to landscape this area along the street rights-of-way and drainageways such as the Penjajawoc Stream. The stream corridor could serve as an green way and pedestrian link as well as improving the overall micro-climate of the stream itself.

Rural Frontage – Transition Area 19

Development along unserved rural portions of the City occurred in all locations; Outer Stillwater Avenue, Outer Ohio Street, Outer Essex Street, etc. Most all of the development was single-family detached housing. One property was rezoned to Contract Neighborhood Service District to allow for a Bed & Breakfast use at an existing residence. Home Occupation standards have allowed nursery, forestry, and tree surgeon uses. Dog kennels and veterinary clinics are conditional uses in the RR&A District of which there were a few new projects and one expansion.

The development of rural land based on the density of .5 to .66 units per acre has worked fairly well. More properties struggle with the necessary road frontage than with minimum areas required. Bangor should continue to direct multi family and other more intensive development to more urban locations. While the district is residential and agricultural, very little land area is devoted to agriculture. Some consideration should be given to design options that promote or encourage preservation of open space as natural rural areas protected from development. Cluster design or transfer of development rights options should be considered. While not a housing issue, accessory and customary non-residential rural uses should be considered. Existing home occupation language has allowed moderate size landscape businesses in rural locations while not specifically indicated. Open space uses such as tree farms, U-pick agricultural operations, riding stables, golf courses all can aide in preservation of “open” space.

Transition Area 18 is the City Forest, a 650-acre forest tract located in the northeast corner of the City. The popularity of the trail system has lead to the need for additional parking areas and strict access control. The further development of the connecting Orono Bog Board Walk continues to attract additional users. The development of the Walden Parke Subdivision donated 205 acres of land to the newly established Bangor Land Trust. This land in conjunction with the City Forest represents an extensive landmass of upland and wetland habitat now being protected. While the forest is very large care needs to be taken to balance natural beauty and wildlife areas with public improvements.

Transition Area 3, the Penjajawoc Marsh. While no activity has occurred in the marsh itself concerns over the impact of adjacent land use and development has lead to the Penjajawoc Marsh/Bangor Mall Task Force’s review of existing development guidelines and the proposal of some new land use controls.

PHYSICAL DEVELOPMENT ELEMENT

The marsh itself is approximately 300 acres of wetland. The marsh stands out in its accessible location from nearby roadways, its interior access via the former Veazie Railroad bed, its adjacency to forested tracts and its proximity to existing and former agricultural lands. That variety of land cover offers habitat to a wide range of species. The Marsh/Mall Task Force Report uses a unique set of development standards to provide protection for the marsh, offering solutions for future acquisitions and access while preserving existing land uses to the extent possible. The Task Force Final Report is included in the Comprehensive Plan Appendices.

V. DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

GOAL NO. 1 - The City of Bangor shall strive to provide the best possible living environment for its citizens through promotion and protection of the quality of life in the community and creation of economic opportunity for individuals.

Objective

The City of Bangor shall act to promote a healthy urban environment.

Recommended Policies

1. The City shall restrict activities, that generate high noise levels or air or water pollution through enforcement of appropriate standards for various land uses.
2. The City shall increase safety and reduce traffic congestion by the provision of proper driveway spacing and the integration of protection of arterial street capacity into the development process in arterial street corridors.
3. The City shall provide project design review through its ordinances to enforce minimum design standards in the coordination of physical features in development projects.
4. The City shall promote the creation and maintenance of open space and outdoor recreation areas as well as planting and landscaping in public areas and highway rights-of-way.

Objective

The City shall provide for an ample amount of area to accommodate a vital mix of economic activities in the most appropriate areas of the community so as to promote economic development objectives.

PHYSICAL DEVELOPMENT ELEMENT

Recommended Policies

1. The City shall provide for an adequate amount of acreage with urban services and other marketable characteristics for a range of economic activities and endeavor to avoid placing artificial constraints on the availability of land for economic activity through land use regulation.
2. The City will promote or provide the necessary infrastructure improvements to areas of high levels of economic activity to support the viability of such areas.

GOAL NO. 2 - The achievement of the most functional ~~special~~ **spatial** arrangement of activities in the community.

Objective

The City of Bangor shall adopt land use controls, to minimize conflicts between incompatible activities.

Recommended Policies

1. The City shall establish high design standards in the Project Site Plan Review Process.
2. The City shall encourage infill projects on vacant land in serviced sites within the urban area.
3. The City shall coordinate the timing and location of development with the provision of infrastructure and service capability.
4. The City shall allow for flexible and efficient arrangement within housing and other complexes through proper land use controls.
5. The City shall create opportunities for the optimum mix of dynamic and complimentary uses in business areas.
6. The City shall protect the residential neighborhoods from external auto traffic and other unnecessary intrusions.
7. The City shall protect established, predominantly single-family neighborhoods from introduction of conflicting uses and multi-family conversions.

PHYSICAL DEVELOPMENT ELEMENT

GOAL NO. 3 - The achievement of an integrated balance between the natural and man made environment.

Objective

The City shall strive for the preservation of critical environmental areas and sensitive treatment of development sites to create built-up areas that are harmonious with the surrounding natural landscape.

Recommended Policies

1. The City shall avoid or prohibit the development of wetlands, floodplain areas and other critical natural resource sites.
2. The City shall require landscaping and revegetation of development sites that respect natural drainage and promote natural ground cover within areas of pavement and buildings.
3. The City shall establish linkage between significant natural areas of the community through formal open space elements such as parks and pedestrian walkways.
4. The City shall provide for special treatment of waterfront areas to maintain visual and physical accessibility and to protect the character of these natural features.
5. The City shall provide a reservation of open space and natural relief from urban development through City sponsored sites and mandated dedications in large-scale private sector site developments.
6. The City shall require maintenance of existing trees and landscaped areas.
7. The City shall promote the use of appropriate vegetation such as by use of native species in landscaping requirements.
8. The City shall promote environmental stewardship and public environmental education.

GOAL NO. 4 - Conservation of the historic and cultural resources of the community.

Objective

The City of Bangor shall continue its support of the preservation and enhancement of cultural resources by fulfilling a role of coordinating public and private actions.

PHYSICAL DEVELOPMENT ELEMENT

Recommended Policies

1. The City shall promote a comprehensive inventory of historic, architectural, ecological, and scenic sites within the City to be maintained by groups with special interests and expertise in these areas.
2. The City of Bangor shall continue to provide Staff support for the Historic Preservation Commission. There should be close coordination between the Commission and City Officials to ensure that development policies are being administered in a harmonious fashion.
3. Existing codes and ordinances shall be revised in order to ensure that preservation and rehabilitation efforts are encouraged.
4. The City of Bangor shall be sensitive to the impact of redevelopment activities upon historic buildings or sites.

Objective

The City shall promote public awareness of the importance of cultural resources and the City's heritage to residents of the community and to visitors.

Recommended Policies

1. The City shall promote education programs, which promote public awareness of the important cultural heritage of Bangor.
2. Historical features and significant architectural resources within the City of Bangor shall be incorporated into the City's promotion of tourist and visitor activities.

GOAL NO. 5 - Establishment of the most efficient system possible for the provision of infrastructure and delivery of City services in support of development.

Objective

To support development with necessary infrastructure and services in a timely and high quality manner.

Recommended Policies

1. Preserve the capacity of major arterial streets through placing of curb cuts, intersection traffic controls and geometrics.

PHYSICAL DEVELOPMENT ELEMENT

2. Maintain and improve the existing infrastructure system to support established development as well as developing areas.
3. Coordinate the provision of a full range of City services in developing areas through the primary service area concept.
4. Discourage urban sprawl and “leap-frogging” development.
5. Anticipate capital resources needed to fund major infrastructure improvements through linkage between fiscal policy and overall development policy.

GOAL NO. 6 - Enhance the appeal and livability of the City through application of Community Design Standards.

Objective

To promote a scale sympathetic to human use in urban development by the provision of minimum design standards in the City's Land Development Ordinances.

Recommended Policies

1. Require large parking lots be well landscaped in order to present a pleasing image from major streets.
2. Required landscaping should include a mix of coniferous and deciduous plants.
3. Whenever possible, landscape materials rather than artificial fencing shall be used to screen or buffer potentially incompatible uses.
4. City ordinances shall require that all landscaping required as part of site development approval shall be maintained in a healthy condition or replaced.
5. Development standards for the City shall encourage compatible architectural styles and development, which is sensitive to the surrounding natural environment.
6. The City shall discourage visual clutter along major streets, which is created by proliferation of signs, garishly designed or unattractively painted buildings.

PHYSICAL DEVELOPMENT ELEMENT

7. Development standards shall discourage "clear-cutting" of wooded areas and encourage the incorporation of existing valuable trees into the development project.
8. The City shall require higher standards of buffering between residential areas and commercial/industrial sites.
9. The City's policies shall encourage rehabilitation of older neighborhoods in order to preserve a sense of the City's history and provide for a diversity of architectural styles and housing opportunity within the community.

Objective

To establish an efficient and thorough development review process to assure compliance with various design guidelines and other review standards.

Recommended Policies

1. The City shall continue to coordinate and simplify permitting/ordinance procedures and create a more understandable process.
2. The City shall review subdivision ordinance requirements and ensure that requirements conform to the public infrastructure needs of subdivision and community standards.
3. The City shall enhance coordination between various boards involved in development review (Board of Appeals/Planning Board/Historic Preservation Commission) by regular training and information sharing.
4. City Ordinances shall permit a wide range of development patterns especially for residential development, which permits cost-effective provision of utilities and other City services.
5. Ordinances shall recognize the different needs of developed areas of the City and newly developing areas -- therefore, providing a different set of development standards and other regulations.

GOAL NO. 7 - Limit development sprawl, maintain and support redevelopment and growth in the older developed portions of the City.

Recommended Policies

1. Develop land use tools and incentives to support development in the core of the City.

PHYSICAL DEVELOPMENT ELEMENT

GOAL NO. 8 Provide a land use framework to accomplish the objectives of the Comprehensive Plan.

Recommended Policies

1. Continue to utilize the Land Use and Zoning Policy Maps as a geographic basis, with additional policy guidance on selected land use categories.
2. Create land use nonconformities only as a last resort.

Seek reuse options for nonconforming structures.

Relocate and redevelop nonconforming uses whenever possible.

3. Support the efficient development and growth of various institutions within the City.

Assist in finding appropriate locations for existing institutions to grow

Support reasonable development densities for vertical growth where compatible

4. Development incentives should be provided for:

Mixed use – mixed income

Housing rehabilitation

Increased development density where appropriate

GOAL NO. 9 - Revitalize the waterfront along Main Street.

Recommended Policies:

Utilize the water's edge as public open space.

Encourage private development that enhances the waterfront as a pedestrian and public space.

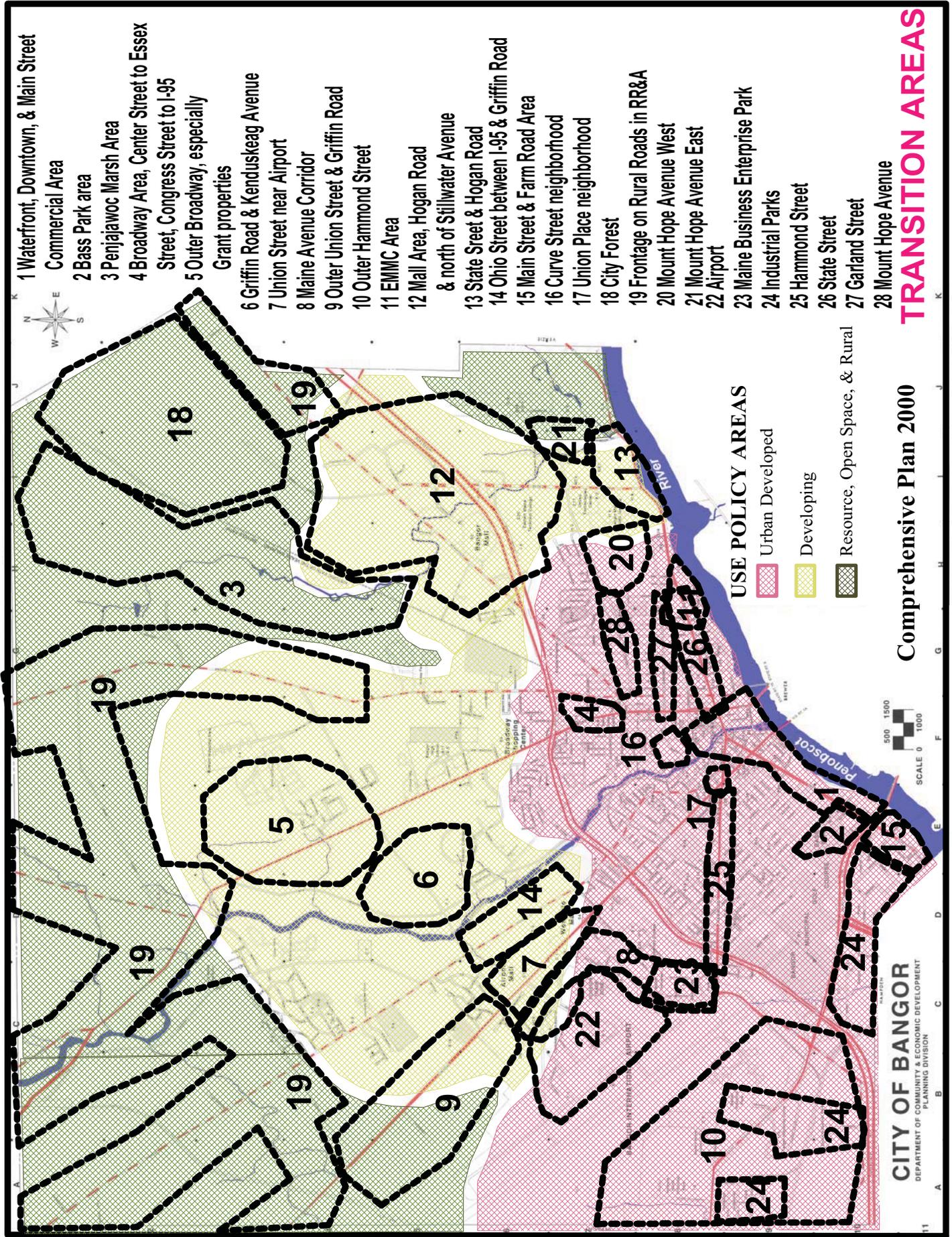
PHYSICAL DEVELOPMENT ELEMENT

Enact development standards that include design review and encourage compact development, recognizing the high value of waterfront acreage.

GOAL NO. 10 - Maintain the rural areas of Bangor for the traditional rural use of farming, forestry, and other open space uses.

Recommended Policies

1. The rural boundary should be based on the logical extension of public services, primarily gravity sewer and public water services. Utility extensions should be intended to serve substantial developable areas, and avoid limited development areas and they should not encourage development in sensitive environmental areas.
2. Discourage facilities and institutions that would be better suited to fully serviced areas of the community with better access to fire, police, transit, sidewalks and other services.
3. Allow residential housing but limit major residential subdivisions to compact efficient designs that preserve open space.



- 1 Waterfront, Downtown, & Main Street Commercial Area
- 2 Bass Park area
- 3 Penjajawoc Marsh Area
- 4 Broadway Area, Center Street to Essex Street, Congress Street to I-95
- 5 Outer Broadway, especially Grant properties
- 6 Griffin Road & Kenduskeag Avenue
- 7 Union Street near Airport
- 8 Maine Avenue Corridor
- 9 Outer Union Street & Griffin Road
- 10 Outer Hammond Street
- 11 EMMC Area
- 12 Mall Area, Hogan Road & north of Stillwater Avenue
- 13 State Street & Hogan Road
- 14 Ohio Street between I-95 & Griffin Road
- 15 Main Street & Farm Road Area
- 16 Curve Street neighborhood
- 17 Union Place neighborhood
- 18 City Forest
- 19 Frontage on Rural Roads in RR&A
- 20 Mount Hope Avenue West
- 21 Mount Hope Avenue East
- 22 Airport
- 23 Maine Business Enterprise Park
- 24 Industrial Parks
- 25 Hammond Street
- 26 State Street
- 27 Garland Street
- 28 Mount Hope Avenue

USE POLICY AREAS

- Urban Developed
- Developing
- Resource, Open Space, & Rural

CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

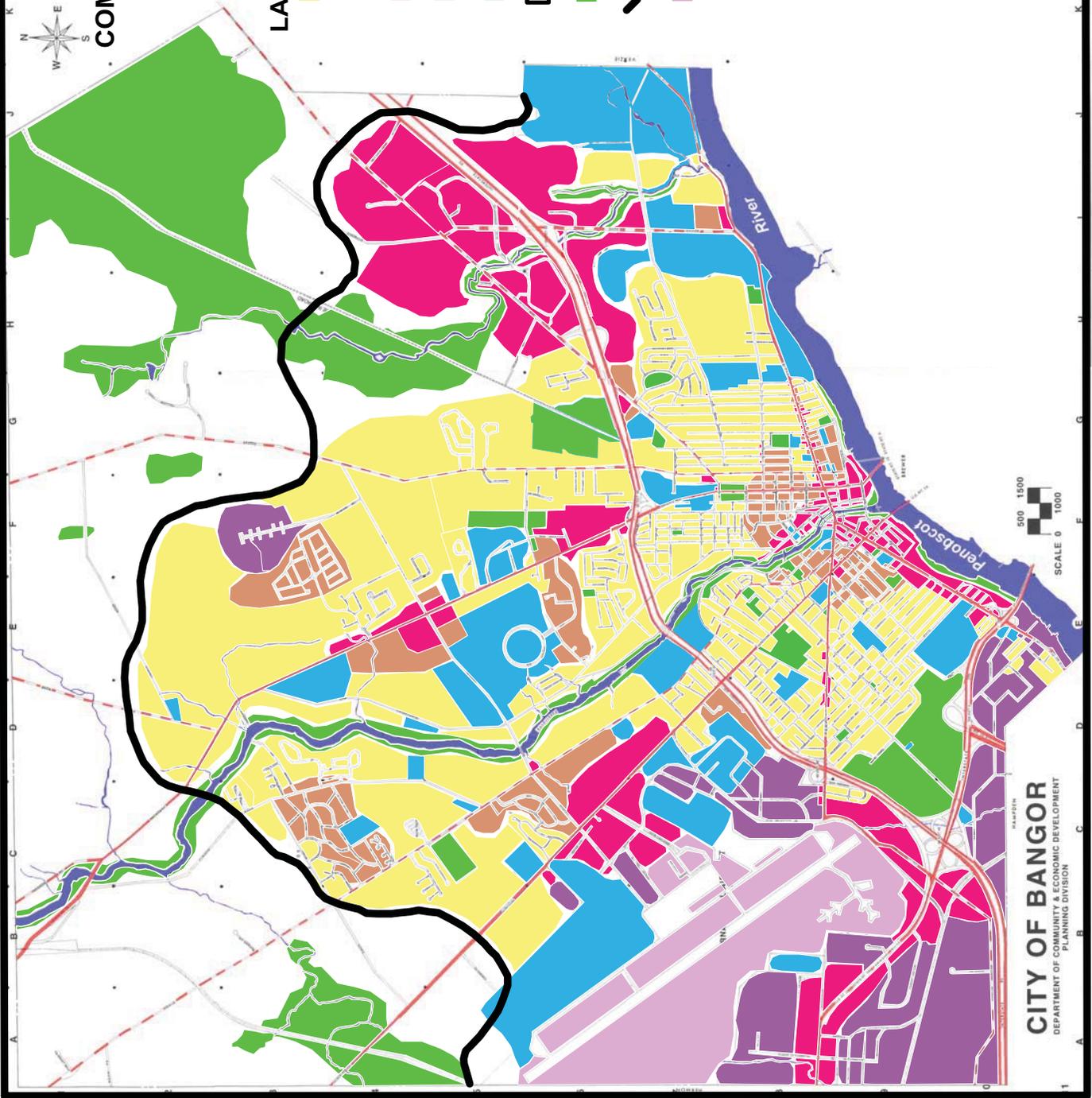
Comprehensive Plan 2000

TRANSITION AREAS

COMPREHENSIVE PLAN 2005 UPDATE

LAND USE CONCEPTS

- LOW DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- RURAL
- OPEN SPACE
- URBAN DEVELOPMENT
- AIRPORT



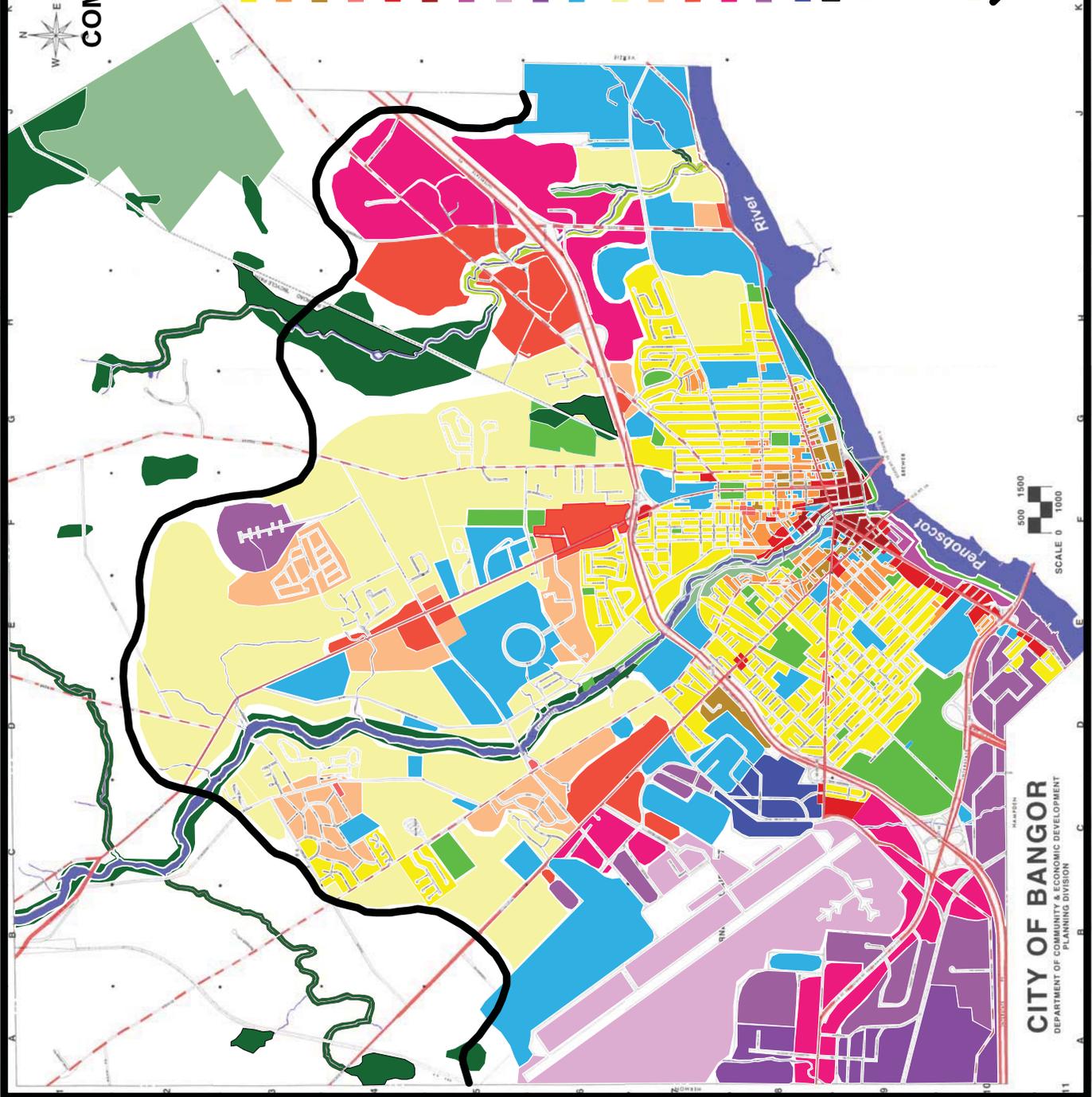
CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

COMPREHENSIVE PLAN 2005 UPDATE

ZONING POLICY

- URD-1 - Urban Residence 1
- URD-2 - Urban Residence 2
- MSD - Multi-Family & Service
- NSD - Neighborhood Service
- USD - Urban Service
- DDD - Downtown Development
- WDD - Waterfront Development
- ADD - Airport Development
- UID - Urban Industry
- G&ISD - Government & Institutional Service
- LDR - Low Density Residential
- HDR - High Density Residential
- S&PS - Shopping & Personal Service
- GC&S - General Commercial & Service
- I&S - Industry & Service
- BSP - Business & Service Park
- RR - Rural Residence & Agriculture
- P&O - Parks & Open Space
- P&O & RR&A - City Forest and Kenduskeag Stream
- RP - Resource Protection
- SP - Stream Protection

Urban Development



CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION

PLANNING ELEMENT NO. 6

FISCAL POLICY PLAN

I. INTRODUCTION

Profile of the Government

The City of Bangor provides a full range of municipal services including police and fire, highways and sanitation, health and welfare, parks and recreation, education, public transportation, planning, business and economic development, code enforcement, and general administrative services. Bangor International Airport, sanitary sewer services, the Bass Park Complex, parking, golf course, economic development, and a transitional housing complex are accounted for in the City's Enterprise Funds. Enterprise Funds are used to account for operations that are financed and operated in a manner similar to private business enterprises.

The annual budget serves as the foundation for the City's financial planning and control and is prepared by fund, function, and department. The budget, which must be in balance, contains estimates of all non-tax revenues and receipts expected to be received during the next fiscal year, the expenditures necessary to support City operations, debt service requirements, and the tax levy required to achieve a balance between revenues and expenditures.

Factors Affecting Financial Condition

The City is the economic, educational, recreational, distribution, and health care center for the central, eastern, and northern Maine regions. Bangor also serves as northern New England's economic link to the Canadian Maritimes and Eastern Quebec. The City is a major center for the communication, banking, commercial, industrial, healthcare, and governmental sectors of the State.

Bangor has a stable and varied economic base. Major employers include a diversified mix of health care, educational, professional, retail, manufacturing, and governmental entities. Bangor's 2004 unemployment rate of 4.3% continues to be below both state and national rates.

Bangor is the second largest retail market in Maine after Portland. The Bangor Mall, Airport Mall, Broadway commercial center, Union Street commercial corridor, and the Bangor Center Development District (downtown) have long established Bangor as the regional hub of the eight-county Eastern Maine retail market. Bangor's retail sector serves an extensive geographic area ranging from Eastern Maine to the Canadian Maritimes with a population exceeding 3.1 million. With less than three percent of the State's population, Bangor's

FISCAL POLICY PLAN ELEMENT

share of the State's retail sales has remained in excess of 9% since 1999. Over the same period, Bangor's share of County sales has grown significantly to just over 70%.

Further evidence of continuing growth is the City's assessed value of real and personal property, which has increased on average 3% per annum for the last ten years. Tax base growth coupled with the City's focus on controlling budgetary growth, has resulted in a reduction in the City's tax rate (4.75% from 1996 to 2005).

The City is committed to preserving its viable economic base while creating new opportunities for future economic growth. To achieve these objectives, the City is proactive in supporting economic activity through planned capital improvements, innovative financing, and aggressive marketing.

Long-term Financial Planning

The City prepares a five-year capital plan that is updated at least biannually as part of the overall budget process. The plan identifies all anticipated capital investments as well as potential funding sources.

The City has begun construction of a new police station. It is anticipated that this project will cost approximately \$8 million. Through the relocation of the station, two additional goals will be achieved: improved police visibility and the provision of additional space adjacent to the Penobscot County offices to allow for its future expansion.

Progress continues in the redevelopment of almost a mile of prime Penobscot River frontage extending from the City's downtown area to the Bass Park Complex. A majority of the infrastructure has been completed, for which the City has been successful in obtaining partial funding from both State and Federal agencies. Current plans call for some \$180 million in development including: a headquarters hotel and high-technology conference center, new class A office space, restaurant and retail space, residential apartments and condominiums, and other private sector projects.

In November 2003, a statewide referendum was approved that authorized installation of slot machines at harness racing facilities in Maine after local voter approval. The City of Bangor is the only location in the State of Maine that has met this requirement. Penn National Gaming opened a temporary gaming facility containing 475 slot machines in November 2005 and anticipates breaking ground for the permanent facility in 2006. Under the agreement, the City will receive a percentage of gross slot revenue as well as land lease payments and property taxes on new development. In October 2005, the City established a special revenue fund to account for all such payments. In addition, the Council Order specifies that the primary use of the funds received will be to construct a new arena in Bangor to replace the Bangor Auditorium.

Over the years, the City has invested significant resources and effort into improving our local environment to protect our natural resources. In recent years, the City has performed

FISCAL POLICY PLAN ELEMENT

environmental remediation work on the waterfront, a former gas works site, a former laundry/dry cleaning establishment, undertaken significant sewer system improvements and a project to direct all de-icing fluid used at Bangor International Airport directly to the treatment plant. In addition, the City continues to acquire property to expand the City forest as both an open space element and in an effort to protect wetlands and watersheds in the Northeast quadrant of the City.

II. FINANCIAL HIGHLIGHTS – 2005

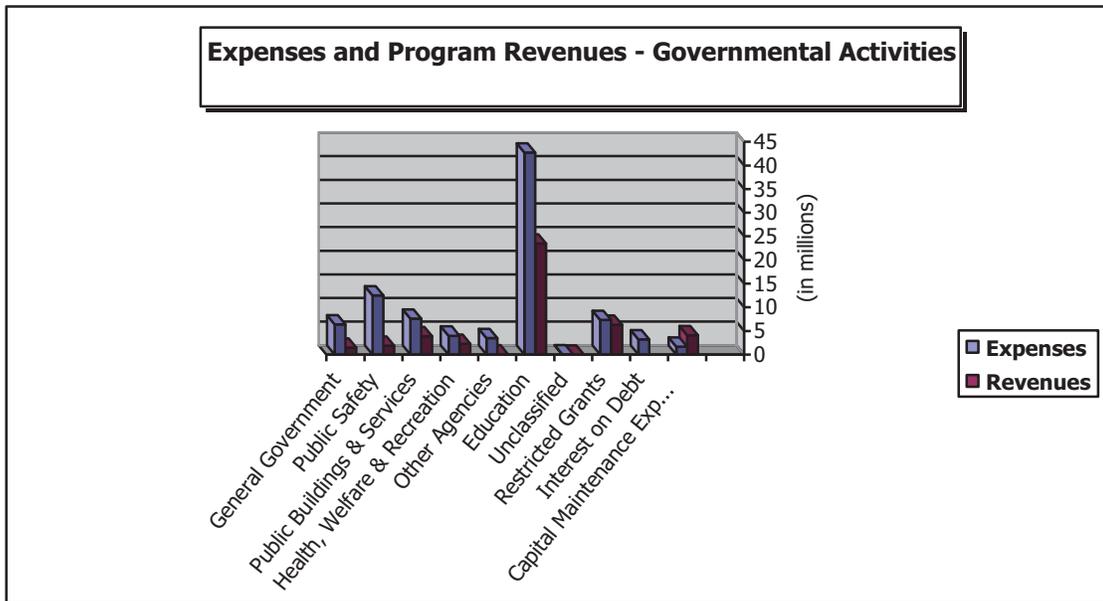
Governmental Activities

The City of Bangor has a fund balance policy. The City strives to maintain a general fund unreserved/undesignated fund balance of 5% - 10% of current expenditures less debt service. At the end of the current fiscal year, the unreserved undesignated fund balance for the general fund was \$6.2 million, or 8.4% of the general fund expenditure base.

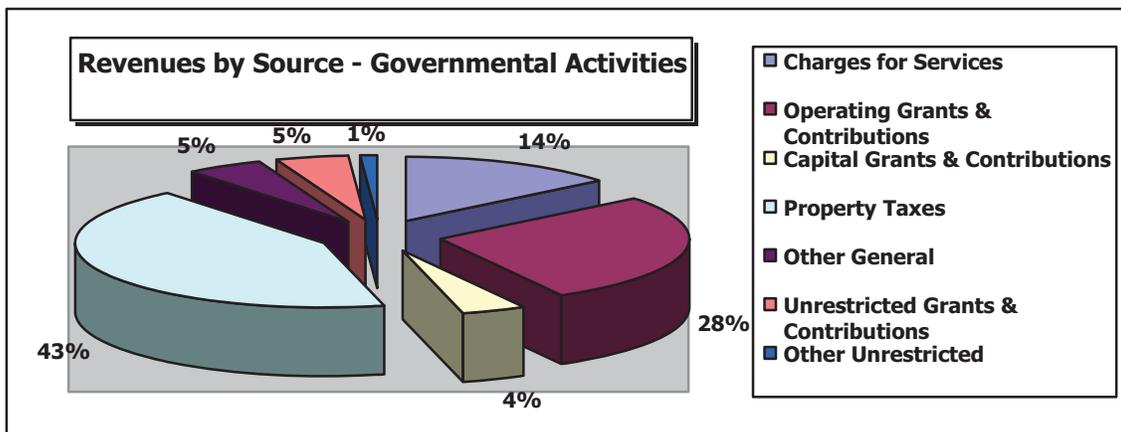
The cost of all governmental activities was \$88.8 million. The amount of the total financed by the City's property taxpayers was \$40.3, million or 45.4%. Those who directly benefit from the program provided \$13.4 million in payments, and other governments and organizations subsidized certain activities with operating grants and contributions in the amount of \$25.9 million. Capital grants and contributions accounted for \$4.1 million. The City also received \$10.3 million in other general revenues such as State Revenue Sharing, motor vehicle and boat excise taxes, homestead exemption, and interest earnings.

FISCAL POLICY PLAN ELEMENT

Total governmental activities expenses increased 3.2% over the prior year. The largest single increase was in the Education function. This increase was directly attributable to increased wages and benefits, specifically health insurance.



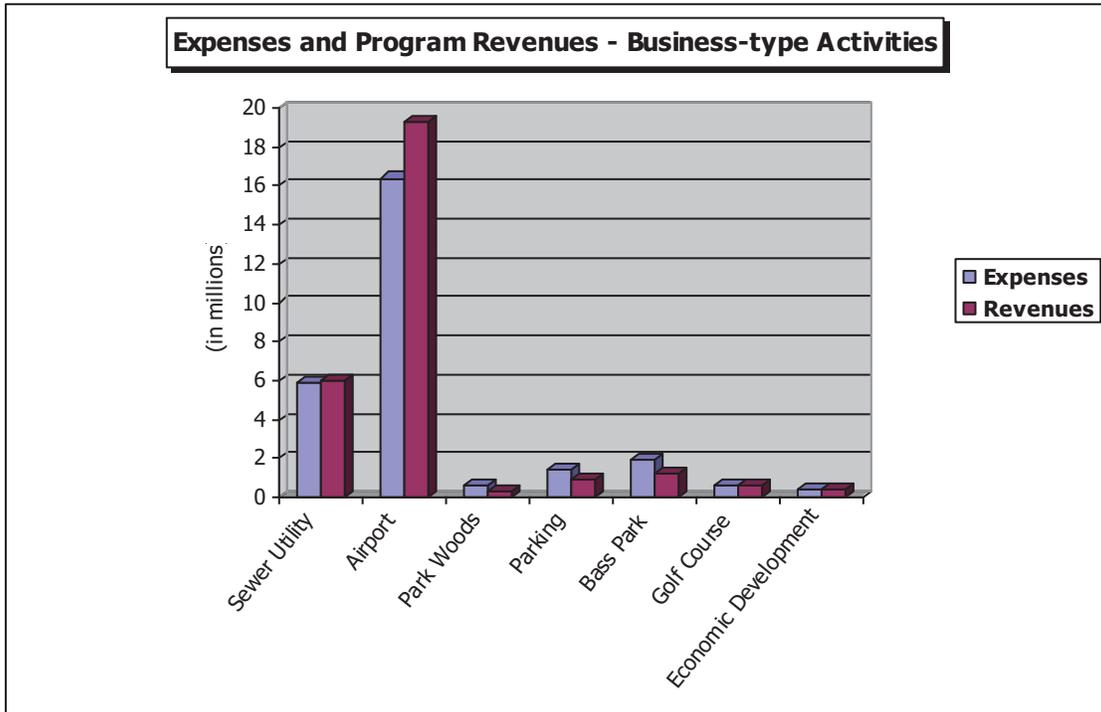
Total governmental activities revenues increased 5.3%. Capital grants and contributions increased \$2.0 million due to state and federal grants received in conjunction with infrastructure improvements along the waterfront. There was a slight increase in property tax revenue due to continued growth in taxable valuation. In addition, the growth in the stock market was responsible for increased earnings in investments. Lastly, as State general assistance claims increase, so does the reimbursement from the State of Maine.



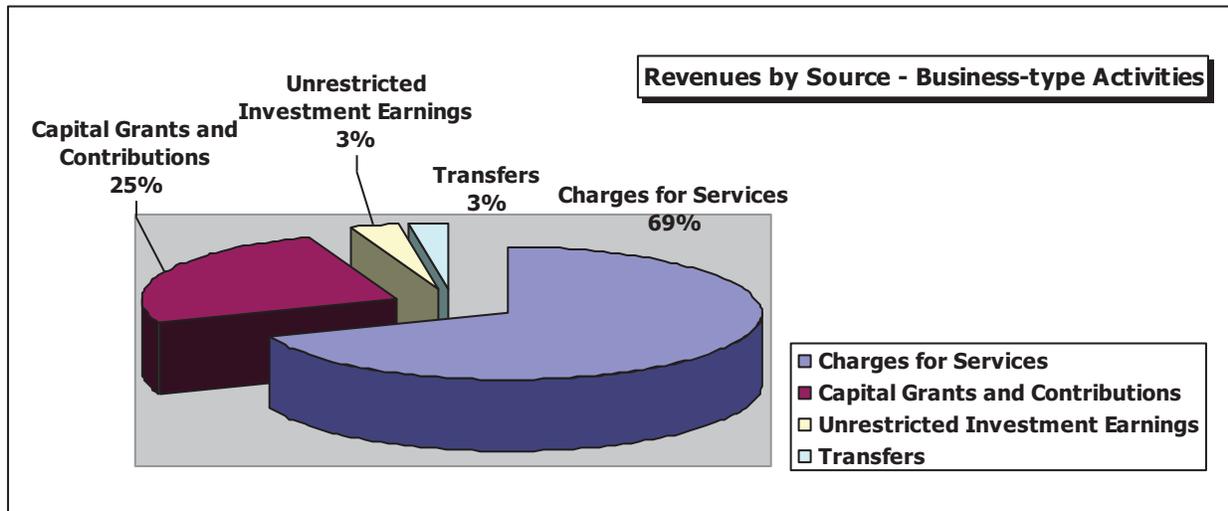
FISCAL POLICY PLAN ELEMENT

Business-type Activities

Total expenses of business-type activities increased 1.45 million (5.6%), while total net assets increased by \$3.4 million. The majority of both increases are attributable to the operation of the Airport.



FISCAL POLICY PLAN ELEMENT



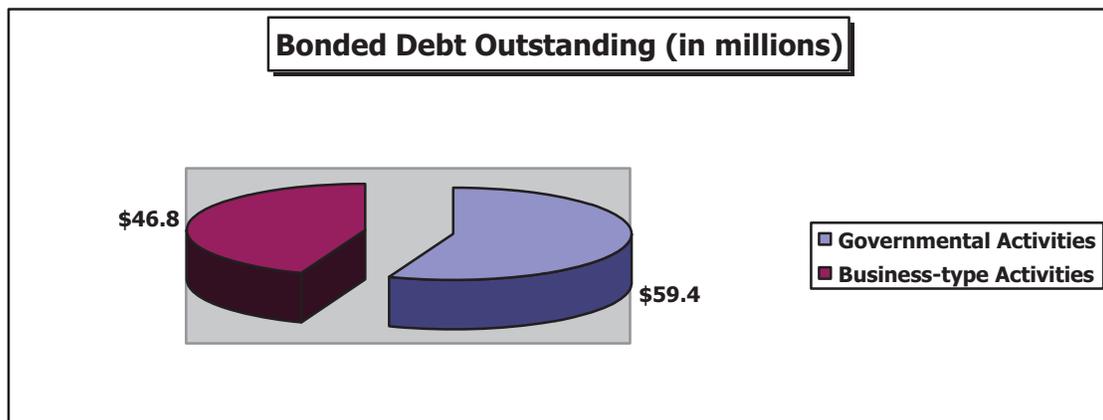
Total business-type activities revenues increased by \$5.1 million. This increase is attributable to additional capital grants and contributions and the continued upswing in the investment market. The increase in capital grants and contributions is not unexpected. The source of funding of Airport capital projects is cyclical in nature. In one year the majority may be provided by grants while the following year's may be primarily supported with local monies such as passenger facility charges previously collected by the Airport.

Capital assets

Major capital asset events during the current fiscal year included the following;

- Investment of \$3.4 million in infrastructure on the City's waterfront
- Improvements to local roads and sidewalks in the amount of \$1.1 million through state and local funding sources
- Replacement of municipal vehicles at a cost of .7 million, including a fire pumper truck
- Upgrade of the City's BAT Community Connector (public transit) Storage facility in the amount of \$400 thousand
- Continuation of the City's aggressive combined sewer overflow program in the amount of \$1.8 million
- State, federal, local, and defense department funding to finance \$6.5 million toward the reconstruction of runways, taxiways, perimeter roads, and ramps at Bangor International Airport
- Additions and improvements to properties leased by Bangor International Airport.
- Construction of a deicing fluid collection system and fuel truck containment area at Bangor International Airport in the amount of \$1.3 million.

FISCAL POLICY PLAN ELEMENT



Debt Administration

At fiscal year end, the City had a total outstanding bonded debt of \$106.2 million, a decrease of \$2.7 million during the year. The decrease is due to \$5.5 million in debt that was issued in June 2004 that was applied in 2005 to refund \$5.3 million in debt issued in 1994. The City's general obligation debt maintained a "AA-" rating from Standard & Poor's and a "Aa3" rating from Moody's.

State statutes limit the amount of general obligation debt a governmental entity may issue to 15% of its total State assessed valuation. The current debt limit for the City is \$279.2 million, an amount which is significantly in excess of existing general obligation debt.

Economic Factors and Next Year's Budget and Rates

- The unemployment rate for the City of Bangor for calendar year 2004 is 4.30%, which compares favorably to the State's rate of 4.60%.
- The City's share of retail sales remains in excess of 9% of total statewide sales and 70% of county sales, while Bangor represents less than 3% of the state's population.
- The increased supply of new residential lots that began in 2002 continues in the current fiscal year. Developers continue to construct new housing without a need for the City to significantly improve infrastructure to accommodate this growth.

Beginning in late 2004 and continuing into early 2005, the Maine State Legislature completed work on a sweeping change that affects all levels of Maine's governments. Commonly referred to as LD 1, this legislation was crafted in response to several citizen initiated referendums that appeared on the statewide ballot in November 2004. At that

time, voters approved a measure calling for the State to fund 55% of the total cost of local K-12 education. A second initiative that would have severely limited local revenues, while defeated by the voters, led many to conclude that Maine citizens were seeking appropriate limitations on Maine's overall state and local tax burden. LD 1 established a system designed to limit the increase in the municipal property tax levy and spending on education

FISCAL POLICY PLAN ELEMENT

while ramping up the State's share of education costs through the Essential Programs and Services funding model.

The implementation of LD 1 complemented a number of long-standing objectives of officials of the City of Bangor including controlling the rate of increase in property taxes and seeking additional State funding for the Bangor School Department.

In addition to the changes brought forth by LD 1, the State enacted several other measures to provide property tax relief to its residents. These include doubling the base homestead exemption on owner-occupied residential property to \$13,000 and removing the schedule for reducing the homestead exemption for residential properties valued in excess of \$125,000. The State also expanded the so-called "Circuit Breaker Program" that provides property tax relief to low-income homeowners and renters.

Management continues to track other areas of revenue and expenditure concerns. On the revenue side, we are focusing on flat rates of return on investments and the ability of automobile excise tax collections to keep pace with its recent trend of 4.5% average annual increases. As for expenses, insurance costs have proven volatile. We anticipate returning to near double-digit increases for employee health insurance and somewhat lower increases for commercial insurance coverage. We are also concerned with increases in energy costs and have begun implementing a series of short and long term efforts to reduce the City's energy use. Finally, due to the impending construction of a new police station, the City will be faced with increased debt service in coming years. We anticipate limiting the issuance of general obligation bonds for other projects in the near term in order to minimize the impact on the taxpayer.

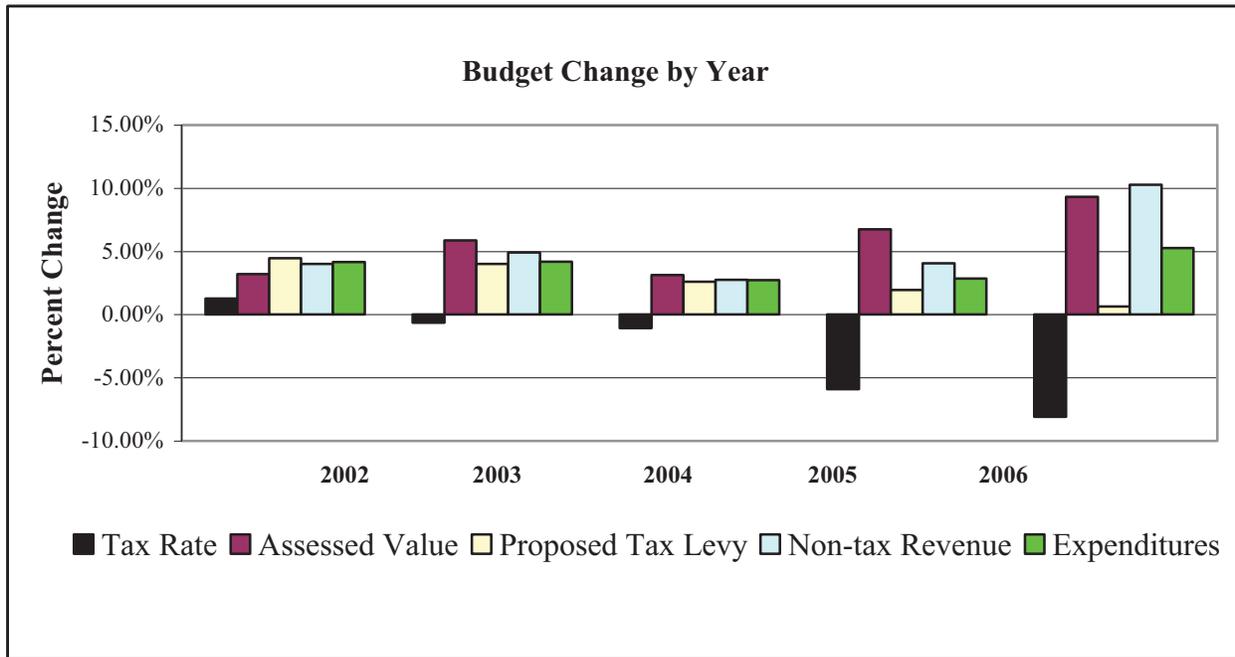
FISCAL POLICY PLAN ELEMENT

Table One: Percent Change of Selected Budget Items

	2001	2002	2003	2004	2005	2006 ¹	Percent Change from 2001 to 2006
Assessed Value	\$1,537 M ²	\$1,588 M	\$1,687 M	\$1,742 M	\$1,868 M	\$2,060 M	34
Expenditures	\$62M	\$64 M	\$67 M	\$69 M	\$71 M	\$75 M	22
Tax Rate	23.45	23.75	23.60	23.35	22.05	20.40	-13

Table Two: City of Bangor Municipal Budget by Year

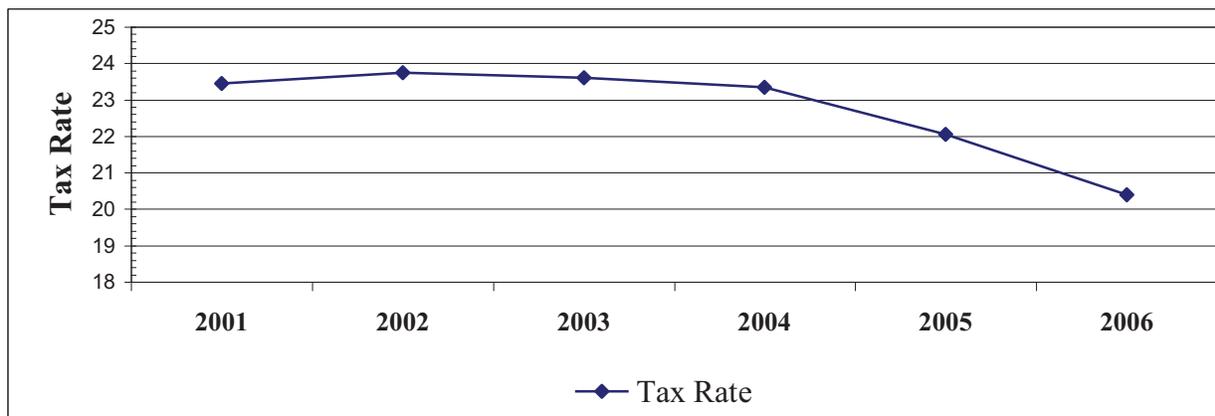
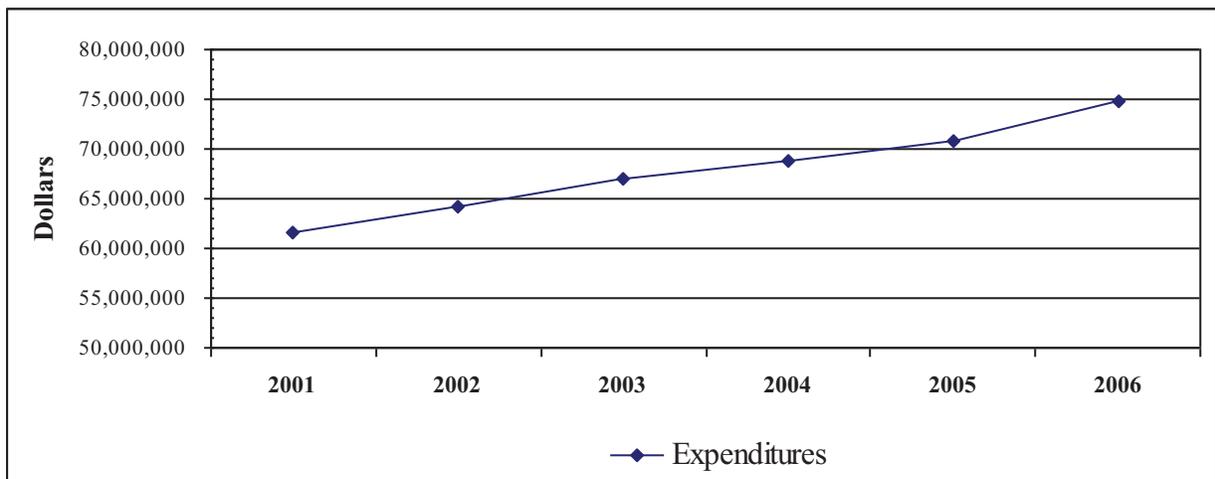
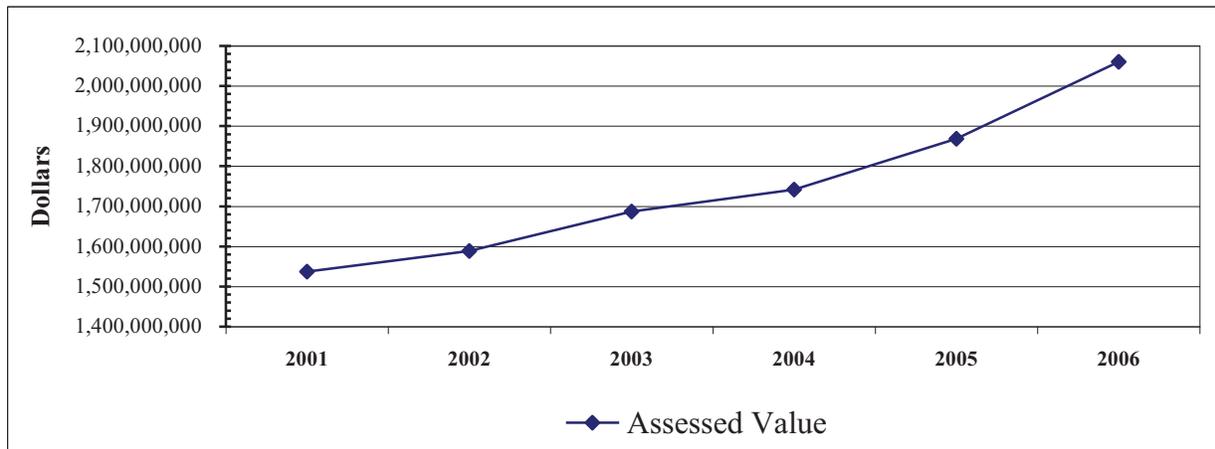
	2001	2002	2003	2004	2005	2006
Assessed Value	\$1,537 M	\$1,588 M	\$1,687 M	\$1,742 M	\$1,868 M	\$2,060 M
Expenditures	\$62 M	\$64 M	\$67 M	\$69 M	\$71 M	\$75 M
Non-Tax Revenue	\$29 M	\$30 M	\$32 M	\$32 M	\$34 M	\$38 M
Proposed Tax Levy	\$34 M	\$36 M	\$38 M	\$39 M	\$39 M	\$40 M
Tax Rate	23.45	23.75	23.60	23.35	22.05	20.40



1 Estimated Annual Municipal Budget.

2 Millions of dollars.

FISCAL POLICY PLAN ELEMENT



II. RECOMMENDED GOALS AND POLICIES

In realizing that the City of Bangor has an important responsibility to its citizens in managing municipal resources and providing services desired by the public, the City shall develop comprehensive policies which will guide the important decisions made by the City Council and management which will have substantial fiscal impact.

Objective

Short-term policies shall be developed which will define resource management actions and promote a variety of alternative revenue sources.

Recommended Policies

1. The City's physical development plan shall institute policies that ensure that growth in the City public service delivery system is coordinated and designed to promote efficient expansion of a full range of City services. In reviewing development proposals, it should be recognized that in addition to the capital costs of various system expansions future operational costs represent a major fiscal impact.
2. The City of Bangor must closely analyze those major facilities operated by the City which are specialized functions. Examples include Bangor International Airport, the City Nursing Facility and the Bass Park Complex. The City must make decisions on its long-term role in each of these functions and ensure that the capital and operational needs of the facilities are incorporated into the City's financial planning.
3. The City shall continue to explore methods by which privatization of services could benefit the public and result in a positive fiscal impact. Consideration of privatization should be based on the following premises.
 - a. a clear improvement in service levels would result.
 - b. There is sufficient competition within the particular field that will assure continued competitive private sector service.
 - c. Significant cost savings
4. Specialized services provided by the City of Bangor but not ordinarily functions of City government shall be considered for private management. The previously described criteria shall be used as the basis for such an evaluation.
5. The City shall continue to promote a balanced tax base and support an

FISCAL POLICY PLAN ELEMENT

- economic development program which will encourage commercial and industrial growth in the City.
6. The City of Bangor shall place a greater emphasis on maintenance of the existing public infrastructure and community facilities in recognition that lack of maintenance results in major repair costs in future municipal budgets.
 7. In order to facilitate maintenance programs, public works department efforts shall be directed towards maintenance activities versus construction activities whenever possible. Major construction projects shall be done by private contractors.
 8. The City of Bangor shall strive to limit discretionary borrowing because of the high demand for mandated borrowing in areas such as sewage treatment. Bond financing should be limited to non-recurring expenditures in excess of \$50,000.
 9. The City's Capital Improvement program shall be a critical element of the City's fiscal and development policy. Increased emphasis shall be placed on linkage to land use planning and to specific and realistic financing strategies for each proposed capital improvement.
 10. Tax Increment Financing (TIF) shall be judiciously used in promoting development within the City. TIF should be used in deteriorated areas and in open areas suitable for economic development projects and only if the City Council determines that investment in public facilities is necessary to stimulate private investment or reinvestment.
 11. The City shall systematically and periodically review all applications, licenses and permit fee schedules to ensure that these revenue sources are kept up to date. While the City should be sensitive to the input of fees and services particularly as they affect lower income residents, the overall objective shall be to recover the City's total cost for such activities.
 12. The City of Bangor should strive to evaluate methods to recover costs of providing services to tax exempt properties within the City. Priority should be placed on working with larger institutions with significant cash flows.
 13. Tax base sharing should be pursued with communities adjoining Bangor. This concept allows Bangor to provide services to other communities and also benefit from taxes generated by development resulting from the provision of such service.
 14. Bangor should require new development to finance the cost of public

FISCAL POLICY PLAN ELEMENT

improvements directly attributed to the development project. The concept of impact fees should be investigated as an additional method of allocating the cost of public facilities. Special care should be taken to ensure that the imposition of impact fees will not place the City of Bangor in a competitive disadvantage when promoting development within the community. Two specific areas which warrant consideration:

- a. sidewalk construction on collector and arterial roadways
 - b. off-site traffic improvements for projects not large enough to require MDOT permitting
15. Through the procurement process, the City should implement the "life cycle cost" approach to evaluating bids. The purpose of this approach is to select products that will result in the least operating costs to the City rather than solely the low bid price.

Objective

The City of Bangor shall pursue a long term strategy of diversifying its revenue base and managing its resources.

Policies

1. The City should aggressively support municipal access to a sales tax. Revenues from such a sales tax should be returned to the municipality where the funds were collected. Such an inflation responsive revenue source would provide tremendous and immediate property tax relief.
2. The City should strongly support a local option meal and lodging tax. Such a tax would be largely paid by non-Bangor residents and help to compensate for the impact upon municipal services created by tourists and visitors. It would also assist in required upgrading of the City's tourist and visitors facilities and services.
3. The City should develop a comprehensive program to develop fees that implement the goal of diversifying the City's revenue base and assigning the costs of municipal services to the users of such services. Possible examples include utility franchise fees, drainage fees, excise taxes etc. Where necessary, state legislation permitting such diversification should be promoted.
4. In the face of continued increases in the cost of solid waste disposal the City should consider developing an enterprise fund with a supporting fee system. Such a system could be designed to encourage recycling efforts and reflect the "user pays" philosophy of financing municipal services.

FISCAL POLICY PLAN ELEMENT

5. The City of Bangor should promote a regional approach to supplying municipal services. Efforts are currently underway in the areas of solid waste and should be expanded to include other opportunities where services can be supplied more efficiently and effectively at the regional level.

PLANNING ELEMENT NO. 7

NATURAL RESOURCES

INTRODUCTION

The following sections detail the physical resources, water resources and critical natural resources found within Bangor. These features contribute to the quality of life and economy of the city, though they also pose constraints for land use.

Bangor residents in the Planning Board's 2005 neighborhood forums showed strong support for natural resources and protecting Bangor's open spaces.

PHYSICAL RESOURCES

Surficial Geology

Surficial materials cover the bedrock surfaces that comprise the earth's outer crust. According to surficial geology maps published by the Maine Geological Survey for the Bangor area (Borns and Thompson, 1981. Thompson, 1977.), the surficial geology in the Bangor area is generally of glacial origin with the exception of stream alluvium consisting of flat to gently sloping silt, sand and gravel, and swamp and tidal marsh deposits consisting of flat lying, poorly drained peat, clay, silt and sand. The glacial deposits include till (sand, silt, clay and stones), ice contact deposits such as kames, eskers and deltas (typically sand and gravel) and glacial marine deposits (the poorly drained silt-clay facies of the Presumpscot Formation). Glacial marine deposits may limit or prohibit construction activities due to slope stability and drainage problems. Sand and gravel deposits are of commercial value and have been exploited extensively within the city.

Steep Slopes

Steep slopes are primarily concentrated along the course of Kenduskeag Stream and its tributaries and on the Penobscot River, above the railroad from Williams Playground, upstream to the dam. Steep slopes pose problems for development, especially when associated with glacial marine deposits.

Bedrock Geology

Bedrock in the vicinity of Bangor is of the Silurian-Devonian Vassalboro and Fall Brook Formations and the Silurian Kenduskeag Unit of the Waterville Formation. Generally these rocks are meta-sedimentary sandstones, phyllites, siltstones

NATURAL RESOURCES ELEMENT

and conglomerates. Bedding is generally steep to vertical, striking northeast and dipping to the northwest. Cleavage is generally steep to vertical, striking northeast and dipping northwest. Bedding and cleavage are not parallel in most locations. While most bedrock in the Bangor area is of little commercial value there is one existing rock quarry.

WATER RESOURCES

Ground Water

Aquifers are places where water is stored in either the bedrock or surficial materials above bedrock. The amount of water they are capable of supplying to a well is classified in gallons per minute (gal/min). Moderate to good aquifers are those with "yields generally greater than 10 gal/min to a properly constructed well." Good to excellent aquifers are those with "yields generally greater than 50 gal/min to a properly constructed well." (Maine Geological Survey, 1992).

Bangor's three Significant Sand and Gravel Aquifers are shown on the Environmental Features Map. They are located along the Pushaw Road north of Broadway to the city boundary and between the Penobscot River and the Veazie Town line east of Meadowbrook Road. These aquifers are classified as moderate to good with the exception of a small area along Pushaw Road between Broadway and Church Road which is classified as "good to excellent." Only two were included in Bangor's Comprehensive Plan Revision of 1989. More recent information contained in the Significant Sand and Gravel Aquifers 7.5 Minute Quadrangles produced by the Maine Geological Survey identifies an additional one along Pushaw Road near Church Road.

Bedrock aquifers are more difficult to identify and quantify but they are also important for water supply purposes. Their extent and occurrence in Bangor, however, are not well studied.

Historically, a small portion of Bangor residents lived in the rural areas outside the public water and service area. Of late, these areas have become a popular choice for new residential construction.

Watersheds and Surface Waters

The Penobscot River is Bangor's primary water feature and perhaps most valuable asset. The river links the city with the sea which pushes the tide up as far as the former Bangor Dam.

Most of the city is situated within watersheds where runoff drains directly into the Penobscot or its tributaries. These tributaries include: Kenduskeag Stream, Penjajawoc Stream/ Meadow Brook, and several small

NATURAL RESOURCES ELEMENT

streams.

The Penobscot River is a Class "B" water from the confluence of the Mattawamkeag River downstream to Bangor and south to Penobscot Bay. Kenduskeag Stream is a Class "B" water above Bullseye Bridge (Griffin Road) and a Class "C" water below Bullseye Bridge. Arctic Brook Penjajawoc Stream, Shaw Brook Unnamed (Pushaw) Brook do not attain water quality classification due to aquatic life impairment. The Penjajawoc Stream and Meadow Brook both fail to meet dissolved oxygen standards.

Runoff in the northwestern part of Bangor International Airport on the west side of the city drains to George Pond in Hermon. According to the Maine Department of Environmental Protection, Land and Water Bureau, 294 acres (3.6 %) of the George Pond watershed lies within the Bangor City limits. The state classifies the 2284 ~~44.5~~-acre pond, located in Hermon, as "moderate to ~~stable~~ sensitive." ~~This means that the pond cannot assimilate more than 1.41 pounds of phosphorus per acre per year from stormwater runoff in the watershed without a noticeable decline in water quality.~~

Flood Plains

Flood plains are found along all waterways and major wetlands within the City of Bangor. They are important "overflow" areas where water bodies spread out during high flows caused by heavy rain or spring thaw. Because of the steep banks of the Penobscot River and its tributaries, flooding is not a major problem, except for the parking lots near the confluence of the Kenduskeag Stream.

CRITICAL NATURAL RESOURCES

Wildlife Habitat

Recognition is growing about the importance of protecting the diversity of plant and animal species by conserving large tracts of interconnected and undeveloped land area as open space and setting aside specific habitats required by particular species. Information provided by the Maine Department of Inland Fisheries and Wildlife (June 1991). The map "WILDLIFE HABITAT, Legally Adopted Or Candidate Essential and Significant Wildlife Habitats As Provided By Title 30 M.R.S.A. Sec. 4960 through 4960-F, BANGOR CITY" is included as part of this comprehensive plan by reference. It should be noted that significant study has been given to the Penjajawoc Marsh since that 1991 inventory.

According to the map, there are no areas of wildlife habitat within the City of Bangor designated as "Essential" under Maine's Amendment to the Endangered Species Act. The Bald Eagle was downgraded from "endangered" to "threatened"

NATURAL RESOURCES ELEMENT

on the federal list, but is still considered “endangered” under Maine law. Even when State regulations are amended to reflect the federal change, Eagle habitat will still be protected.

The only one area, within the City of Bangor, the Penjajawoc Marsh, has been explicitly investigated as to "Significant Wildlife Habitat" under the Natural Resources Protection Act. There area 4 deer yards and 6 other wetlands are considered “candidate sites.” The legal status of a candidate site is “indeterminate,” a term meant to raise a red flag in the development permitting process so that a field check will be made before a permit is issued.

Penjajawoc Marsh

Penjajawoc Marsh is a large emergent freshwater marsh with expanses of cattail, sedges, and alder. The marsh was likely altered in the early 1800's when a railroad right-of-way was constructed. This right-of-way still exists today, yet the stream has breached a small section of the embankment. Rocks and fill have been placed in the narrow stream channel to facilitate the passage of farm equipment over the stream. This debris has served to impound the stream and maintain a large emergent wetland. In recent years, beaver have further impounded Penjajawoc Stream downstream from the old railway and effectively doubled the open water component of the wetland. Although the Bangor Mall can be seen from the marsh, most of the adjacent upland habitat surrounding the wetland is still in agriculture or forested habitats, buffering the wetland from nearby development and human activity.

In 2001 Maine Department of Inland Fisheries and Wildlife (MDIF&W) conducted additional surveys of the marsh. The following information is derived from MDIFW results of that and previous efforts. An impressive list of over 180 bird species has been recorded, including many rare species of wading and marsh birds. In addition to the rare species listed in the table below, other noteworthy species at the marsh include the pied-billed grebe, American bittern, Virginia rail, sora, green herons (*Butorides striatus*), and great blue herons (*Ardea herodias*). Bobolinks (*Dolichonyx oryzivorous*) and northern harriers (*Circus cyaneus*) have been observed in the surrounding uplands.

Observations by IF&W staff over the past 14 years suggest that habitat on the lower, beaver-flooded portion of the marsh is changing, as many shrubs are dying, allowing emergent vegetation to become established. However, the existing live shrub habitat, especially from the beaver dam to Stillwater Avenue, appears to remain attractive to species like green herons and several species of waterfowl. The upper portion of the marsh has an interspersed of broadleaved emergent vegetation (cattails) and open water. This mix of cattails and open water is attractive to many different species such as **black terns (*Chlidonias niger*)** and **common moorhens (*Gallinula chloropus*)**. The cattail vegetation

NATURAL RESOURCES ELEMENT

itself is especially attractive to least bitterns, marsh wrens, and other species. The vegetation in Penjajawoc is close to a “hemi-marsh” condition. This means that emergent vegetation (like cattails) comprise about 50% of the area of the marsh and is highly channelized and interspersed by areas of open water. Several vegetative types are present, adding to the marsh’s structural diversity. These types include cattail, emergent grasses and sedges, open water with aquatic bed (floating leaved) species, shrub-scrub (live and recently flooded), wet meadow and forested wetland.

Habitat in the upper portion of the marsh also appears to be changing. Dense cattail growth has proliferated, covering some of the most valuable hemi marsh portions of the upper marsh in recent years. In the absence of water control structures, future marsh conditions will likely continue to change. Current vegetation trends suggest the lower marsh (beaver dam) will continue to improve in habitat quality and the upper marsh (above the railroad bed) may diminish in value for some birds that require open water or a high degree of interspersion.

The undeveloped uplands associated with the Penjajawoc Marsh are also very important and contribute greatly to the wildlife diversity present at the marsh. Several species of waterfowl, such as American black ducks (*Anas rubripes*), forage in the marsh itself, but may also nest in the upland forests and fields. American bitterns also use the uplands associated with the marsh and were regularly observed in the nearby hayfields. The undeveloped upland habitats around Penjajawoc buffer the marsh from human activity, noise and light. Finally, the associated uplands also provide habitat for several other species of management concern such as bobolinks and northern harriers.

<i>Rare Bird Species of the Penjajawoc</i>	
Common Name	Scientific Name
State Status	
Endangered	Sedge wren <i>Cistothorus platensis</i>
Endangered	Black tern <i>Chlidonias niger</i>
Sp. Concern	American coot <i>Fulica americana</i>
Sp. Concern	Least bittern <i>Ixobrychus exilis</i>
Threatened	Upland Sandpiper <i>Bartramia longicauda</i>
Sp. Concern	Common moorhen <i>Gallinula chloropus</i>
Threatened	Bald eagle <i>Haliaeetus leucocephalus</i>

The Endangered Status of the Sedge Wren and Black Tern entitle it to be protected by IF&W designating an Essential Habitat. Through the State Rule making process the habitat necessary to protect the species would be developed by IF&W. Unfortunately without an adopted habitat plan, no specific protection can yet be afforded.

The Upland Sandpiper is listed although not documented in the Marsh since 1993. The Bald Eagle is not known to nest in the Marsh area but forages there

NATURAL RESOURCES ELEMENT

occasionally.

MANAGEMENT REGULATORY RECOMMENDATIONS

Wetlands may be vulnerable to degradation from adjacent development, and buffers can play a major role in protection. While different species can have different buffering requirements, wider buffers provide better protection for riparian and wetland-dependent species. The State Shoreland Zoning standards specify a minimum 75' buffer in which very little harvest or clearing is allowed, with less stringent restrictions specified within 250' of the wetland border. Better protection will be afforded to the wetlands and waterways if minimal alteration occurs within 250' of the wetland/upland border. Through the Bangor Mall/ Penjajawoc Marsh Management Commission a set of minimum development standards and innovative development approaches seeks to provide a better wildlife buffer in the Marsh area.

- Invasive, non-native plants such as purple loosestrife (*Lythrum salicaria*) can significantly alter the composition and function of open wetlands, particularly in urban or suburban areas where there has been some type of soil disturbance. Monitoring and prompt removal or treatment can limit the impact of such species.
- Timber harvesting in forested wetlands may alter vegetation composition, raise the water table, and cause soil compaction. At a minimum, harvesting should comply with Best Management Practices Maine Forest Service (eg., operate on frozen ground) and shoreland zoning ordinances. More formal protection of mature stands of forested bog could reduce or eliminate these sources of habitat degradation.

The "Deer Winter Areas" include:

- one (in two sections) on the west side of the city, north of the airport;
- one large area between Pushaw Road and Essex Street in the vicinity of Church Road;
- one large area east of Essex Street which may have been cut over, and;
- one small area straddling the Veazie town line north of Mount Hope Avenue.

The 6 candidate Waterfowl and Wading Bird Habitat wetlands include:

- three that straddle the Corporate Boundary, one each on the east, north and west of the city;
- three in the area between Essex Street and Stillwater Avenue (the largest surrounding a length of Penjajawoc Stream), and;
- one small area just east of Essex Street north of Burleigh Road.

NATURAL RESOURCES ELEMENT

The majority of the wildlife areas identified by the State are zoned by the City as Resource Protection or Rural Residential and Agricultural. In addition to avoiding their destruction, residential septic systems and agricultural practices need to be monitored in these areas to maintain water quality.

According to the MDIFW the Penobscot River in Bangor up to the dam is a Class "C" Coastal Wildlife Concentration Area. No regulatory status accompanies this designation which was formulated for oil spill clean-up contingency purposes.

Endangered Species

According to the Maine Department of Marine Resources (MDMR), Atlantic Salmon spawning areas are also found within city limits on Kenduskeag Stream, and possibly in the Penobscot River although this is not yet documented. The Gulf of Maine Distinct Population Segment (DPS) of Atlantic salmon was listed as endangered on December 17, 2000. The Gulf of Maine DPS includes all naturally reproducing remnant populations of Atlantic salmon from the Kennebec River downstream of the former Edwards dam site, northward to the mouth of the St. Croix River. The Penobscot and its tributaries downstream from the site of the Bangor Dam are included in the range of the Gulf of Maine DPS. The State of Maine does not list the Atlantic salmon as endangered or threatened. As noted-Sedge Wren and Black Tern in the Penjajawoc Marsh are listed as endangered in Maine.

Wetlands

Traditionally wetlands were regarded as a physical obstacle to development and agriculture. Today they are considered a valuable habitat for many plant and animal species and a critical resource for the welfare of both ground water and surface water. In addition, wetlands along rivers and streams are valued for flood and silt control. In addition to their ecological value construction in wetland's poor soils if not adequately considered in the design process can lead to instability subsidence, and potential failure. As a result of this evolving understanding there are many restrictions governing development on or near wetlands.

Freshwater Wetlands.

Freshwater wetlands are defined as those areas commonly referred to as "swamps, bogs, marshes, or heaths, inundated or saturated by surface or ground water at a frequency and for a duration sufficient to support, and which under normal circumstances do support, a prevalence of wetland vegetation typically adapted for life in saturated soils." Wetlands are transition zones between terrestrial and aquatic ecosystems where the water table is at or near the surface, or the land is covered by shallow water. The wetland definition used by the Federal Government and the State of Maine is "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do

NATURAL RESOURCES ELEMENT

support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands usually include swamps, marshes, bogs, and similar areas." Implicit in this definition are three parameters which characterize most wetlands. First, the land supports a plant community dominated by hydrophytes (water loving plants). Hydrophytes include obligate wetland species, such as cattails, as well as plants which are equally adaptable to wet or dry soils, such as red maple. Second, undrained hydric (wetland) soils are present. Hydric soils have colors or textures which indicate prolonged saturation during the growing season. Third, the soil is generally saturated at or near the surface for two weeks or more during the growing season.

Wetland Inventories.

Wetlands in Bangor have been inventoried and mapped, based on the medium intensity soil survey conducted by the USDA/SCS (hydric soils); by inventories conducted by the Maine Geological Survey {1983}; and Inland Fisheries & Wildlife Habitat Conservation Report (1990), by United States Department of the Interior Fish and Wildlife Service, National Wetlands Inventory (NWI) {1992} These various inventories are by no means complete and additional ground surveys will expand the number and sizes of wetlands as defined by the state and federal governments (specifically the Federal Wetlands Delineation Manual). The 1983 inventory by the Maine Geological Survey (MGS) and subsequent Inland Fisheries & Wildlife habitat ratings identified 6 wetlands of 10 acres or more in, or partially within, the boundaries of Bangor. Those 6 wetlands range from over 100 acres in size to approximately 10 acres in size. In total, about 600-acres are mapped; however, it should be noted that much more extensive areas would meet other state and federal wetland definitions. The 1983 inventory and 1990 habitat ratings are important, as they are used by the State for the purposes of Shoreland Zoning. The Maine Department of Inland Fisheries and Wildlife (IF&W) evaluates those wetlands as to wading bird and waterfowl habitat. That rating is then used in determining the level of protection the wetland receives. Recently, the Department of Environmental Protection has recommended the use of Beginning With Habitat maps for the purpose of wetland inclusion for the purpose of Shoreland Zoning. It is noted here that while it is understood that the 1983 wetland inventory is an inaccurate mapping of wetlands, that is the only official wetland listing provided to the City by the State.

Wetland Regulation.

Wetlands are regulated at all levels; Federal, State, and local. The State of Maine developed its present system for wetland permitting in 1995. The system uses a three tiered hierarchy based on a number of factors; including the presence of endangered or threatened species and significant wildlife habitat, proximity to great ponds, coastal wetlands and streams or open water, as well as the plant community. Federal regulations covering discharge of fill in wetlands have been adopted under Section 404 of the Clean Water Act. The latest federal delineation method (Federal Interagency Committee, 1989) was suspended in 1990. That methodology required a comprehensive examination of a site's vegetation, soils, and hydrology, and when properly applied, results in a wetland boundary, which includes much of what might

NATURAL RESOURCES ELEMENT

traditionally be described as the wetland-upland transition zone. With the possible exception of some truly isolated wetlands, all coastal and freshwater wetlands fall under federal jurisdiction.

The State of Maine Natural Resources Protection Act (NRPA) developed a revised wetland permitting system in 1995 which is coordinated with the Army Corps of Engineers. The revised permitting system allows applicants to file one application which is forwarded to the Corps by the DEP. The system creates two distinct categories of wetlands those of “special significance” and those without. *To be a wetland of special significance it must contain one of the following elements: within 250 feet of a coastal wetland within 250 feet of the normal high waterline or within the same watershed as a lake or pond classified as GPA freshwater wetlands containing 20,000 of aquatic or emergent marsh vegetation or open water freshwater wetlands within the 100 year flood plain freshwater wetlands containing significant wildlife habitat freshwater wetlands containing peat lands freshwater wetlands within 25 feet of a river, stream or brook.* Wetlands, which are not determined to be of significance, are subject to a multi-tiered review process.

Permit by Rule - Disturbance of less than 1/10th of an acre (4,356 square feet) of a wetland

Tier I review - Disturbance of more than 1/10 of an acre to 15,000 square feet.

Tier II review - Disturbance of 15,000 square feet to 1 acre (43,560 square feet).

Tier III review - Disturbance of greater than an acre or disturbance of a wetland of special significance.

Tier I and II must meet the following guidelines: Alteration of freshwater wetlands must be avoided to the extent feasible considering cost, existing technology and logistics based on the overall purpose of the project. The area of the freshwater wetland to be altered must be limited to the minimum amount necessary to complete the project. Erosion control measures must be used to prevent sedimentation of protected natural resources. A 25 foot buffer strip must be maintained between the activity and any river stream or brook. The project must meet the applicable water quality standards. On a local level, Bangor’s Land Development Code regulates wetland alteration through State mandated Shoreland Zoning and provisions in the Subdivision Ordinance. The Mandatory Shoreland Zoning provisions only protect large (10 acre) non-forested wetlands. That protection is based on it’s habitat value as assigned by Inland Fisheries and Wildlife.

Wetland Policy.

While the State of Maine Subdivision Law provides that all subdivisions delineate freshwater wetlands and State and Federal regulations are in place regarding impacts no local level policy is in place aside from wetlands within the Shoreland Zone. While

NATURAL RESOURCES ELEMENT

there is no specific reason to develop separate local regulations, coordination with existing State and Federal wetland rules will insure more consistency in local approvals. The City has largely followed a policy of requiring all subdivision lots to have an accessible upland building site with minimal wetland impact. The City could further that policy by requiring developers to provide documentation of State approvals prior to finalizing local approvals. Wetlands can often be poorly suited areas for road construction, active recreation areas, and building sites due to seasonal wetness, poor soils, and wildlife attributes. Those that do serve as high value habitat should be considered as candidates for preservation and open space designation.

Marine Fisheries

The Maine Department of Marine Resources (MDMR) reports no significant commercial fisheries in the Penobscot River at Bangor. Lewis N. Flagg, Director of the Anadromous Fish Division at MDMR reports that the following fish of interest to anglers are found within the City of Bangor: Atlantic Salmon; Rainbow Smelt which spawn at Bangor Pool in the Penobscot River; Shad; Alewife; and Blueback Herring. He suspects that Atlantic Sturgeon and Shortnosed Sturgeon are spawning in the Penobscot River, based upon reported harvest of these species in the estuary downriver, but none have so far been documented in the vicinity of Bangor.

Freshwater Fisheries

Kenduskeag Stream is a documented spawning area for Atlantic Salmon. The Kenduskeag Stream fishery includes Atlantic Salmon, Brook Trout and Black Bass. Bangor Pool in Penobscot River is popular among anglers and several of the small brooks and streams in Bangor have a limited Brook Trout population.

POTENTIAL THREATS AND CONFLICTS

Physical Resources

Steep slopes along Kenduskeag Stream and the Penobscot River are regulated as part of Bangor's Shoreland Zoning. Areas outside of these shorelands are not currently singled out for special protection.

Water Resources

Ground Water. Over 90% of Bangor citizens place high importance on aquifers and ground water according to the public opinion survey. Fortunately, Bangor's three Significant Sand and Gravel Aquifers are located outside of water and sewer service areas where development is more concentrated and likely to contaminate.

The two aquifers in the Pushaw Road area are in the Rural Residence and Agricultural District (RR & A) and Resource Protection District. The major threat to ground water in

NATURAL RESOURCES ELEMENT

these and other rural areas on private wells is primarily from sub-surface wastewater disposal and one remaining dairy farm. This potential threat is dependent upon the design and density of disposal systems, and how closely they are located to wells.

Control of residential lot size, in conjunction with adequate separation distances between wells and septic systems, is one of the most effective ways of protecting this resource. The current lot size in the RR & A District is 1.5 acres per dwelling unit. This minimum is large enough to adequately separate on-site wells and septic systems on most soils and avoid nitrate contamination, depending upon the slope, but may not be enough on sand and gravels or shallow to bedrock soils where greater separation distances may be needed in rural areas. The City will continue to rely upon the State Plumbing Code.

The aquifer on the Veazie town line is zoned Government and Institutional Service (G & ISD) because of the cemeteries located in the area. The area is largely open space.

Only two landfills are shown on the Maine Geological Survey Significant Sand and Gravel Aquifers Maps, though several others are locally known, i.e. a nuisance landfill near Broadway and Essex Streets. Landfills present a potential threat to surface water and ground water. Secure landfills minimize the risk to the environment by utilizing design and construction methods, which limit the exposure of waste to the environment. Historically, landfills were located in old gravel pits, wetlands or other areas generally considered to be of no use. These old, poorly located landfills are of the most concern. One of the two landfills identified within the city is located over a Significant Sand and Gravel Aquifer between Pushaw Road and Church Road. The presence of this landfill may severely limit the future development of the ground water resource in this area. This landfill has been sold by the city and has not been active for 20-30 years.

Lakes and Ponds. Phosphorus loading is a concern for George Pond in Hermon. The introduction of excessive amounts of phosphorous to lakes and ponds increases the rate of eutrophication by causing the rapid growth of green algae (algal bloom). Phosphorous may be released to the environment from disturbed soils, pavement, fertilizers, animal waste and septic system effluent.

While development in the George Pond watershed could overload the lake and trigger an algae bloom, the threat from Bangor's share of the watershed is not very great because of the location of the Bangor International Airport and poor land quality. The area off the Downing Road is ledgy. No lots in an existing 4-5 lot subdivision there have been sold. The City owns the land from the top of the hill to the airport and leases it to the National Guard. Phosphorus controls would be overkill in Bangor given the City's share of the watershed, but effective stormwater controls should be applied to the little, if any, development that is expected to occur there.

Floodplains. Much of the city's floodplains are included in the shoreland zone, though floodplains along Osgood Brook and around some wetlands on the Orono border are

NATURAL RESOURCES ELEMENT

not. The City has a Flood Damage Prevention Ordinance which is required by the National Flood Insurance Program and limits the encroachment of development on the 100-year flood plain.

Rivers and Streams. Maine has achieved much success in cleaning up point sources of pollution to the Penobscot River and Bangor has been doing its part. Most recently, the City prepared and is implementing through its capital investment program a 7 year plan for removing combined sewer overflows. The most significant threat to water quality remaining appears to be from stormwater runoff, especially from urban sources that have few natural buffers to reduce sediment and contaminant loading. Stormwater management has evolved in Bangor as elsewhere coming to review not only quantity but quality of runoff.

Stormwater Management

Urban land uses such as roads, buildings, parking, and associated lawns place a number of stresses on the aquatic communities living in the streams draining through these areas. The inability of impervious land cover to absorb precipitation causes elevated frequency and duration of erosive flows, resulting in channel widening and down cutting in some places and deposition of eroded sediments in others. These habitat-disturbing events occur so frequently that a stable community of aquatic insects often cannot be maintained. Lack of infiltration can also cause extreme reductions in base flow, and the resultant loss of velocity and elevation of temperature can stress both insect and trout populations. Loss of riparian cover and the shade it provides can stress the aquatic community by elevating temperature; eliminating leaf fall, a healthy stream's primary food and energy source; and eliminating large, woody debris, a major component of stream habitat. Stormwater runoff from urban land uses carries a variety of pollutants that can result in the loss of sensitive species. These include nutrients, which result in excessive growth of attached algae and loss of dissolved oxygen, as well as heavy metals and hydrocarbons, which can be toxic to aquatic life.

As a result of these urban stresses, the aquatic life in streams draining urban and urbanizing areas is often impaired. Sensitive fish and insect species may be absent, and there may be heavy accumulations of organic material because the stream community is not functioning properly. The degree to which these effects are seen tends to correlate strongly with the density of urban uses in the watershed, which is often quantified by estimating the percentage of the watershed that is covered by impervious land uses.

The Impervious Ratio Connection

Impervious areas are roads, parking lots, sidewalks, rooftops, and other impermeable areas in the watershed. The percentage of the watershed that is impervious can be used as an indicator to estimate the impact of land development on aquatic systems. The Maine Department of Environmental Protection has studied many streams in Maine to determine whether the indicator works in Maine. They found no streams with

NATURAL RESOURCES ELEMENT

watersheds of over 10% imperviousness, which have been examined in Maine, have been found to meet Class B standards. In other words, all have shown detrimental impact to the aquatic community of the stream. Growth in watersheds below 10% can be expected to result in detrimental impacts on streams as imperviousness approaches 10%, unless steps are taken to control the quantity (frequent high flows) and quality (pollutant load) impacts from stormwater runoff.

Streams Most at Risk

The new water quality standards indicate that “~~streams most at risk from development~~” **Non attainment Streams** be identified either by their current, impaired quality or by the percent imperviousness of their watersheds. Streams that currently do not meet aquatic life standards or the dissolved oxygen standards as a result of urban effects, are called impaired streams, would automatically be considered “most at risk”. In addition, streams that either currently meet standards or have not been monitored to determine if they meet standards would be considered “most at risk” if the percent imperviousness of their watersheds is 7% or greater. The 7% threshold was chosen for several reasons. Based on a large amount of data both in Maine and throughout the country, that once stream watersheds exceed 10% imperviousness their aquatic life will start to show significant signs of degradation. If substantial stormwater quality and quantity controls can be placed on new development in stream watersheds before they reach the threshold of impairment, perhaps impairment can be avoided. Requiring these controls in watersheds that are currently at or above 7%, but are not yet above 10%, will give these streams a chance to avoid impairment, or at least to postpone it.

Most of the streams that have watersheds with 7% or more imperviousness are small (first or second order) streams. The majority of them have at least some commercial development in them, and often most of the imperviousness is associated with commercial development.

Impaired Watersheds

Bangor has 5 watersheds which are listed as Impaired; Shaw Brook, Birch Stream, and unnamed brook off Finson Road, Artic Brook and Penjajawoc Stream including Meadow Brook. (these watersheds are shown on Maps Bangor East and Bangor West).

Stream Name	Watershed % Impervious	Land Area (sq. mi)	Biomonitored Date	Impaired	Dissolved Oxygen Violation	TMDL Schedule
Arctic Brook	21.7 27	0.97	1997	yes	?	2004-2011
Birch Stream	31.2 37	1.49	2001	yes	Yes	2005 ISSUED
Penjajawoc Str. Including Meadow Brook	5.8 11	8.57	2001	yes	Yes	2004 2011
Shaw Brook	9.0 18	5.48	2001	yes	?	2008-2011

NATURAL RESOURCES ELEMENT

Unnamed Str. Capehart Brook	41.7-17	.71	1997	yes	?	2004 2011
--------------------------------	---------	-----	------	-----	---	-----------

~~While previous impervious data was compiled from~~ It should be noted that the data currently used to estimate watershed imperviousness is from a 1992 LandSat satellite imagery, and therefore represents a historic level of watershed development, and hence a very conservative estimate of current imperviousness. In many of areas a lot of commercial development has occurred in the last decade, and many of these watersheds that were 7% or 8% in 1992 may now be approaching, or even exceeding, 10%. ~~Bangor flew the City in the Fall of 2009 providing fairly exact impervious numbers.~~

New Methodology

Throughout the 1980's and 1990's stormwater management was largely a function of managing stormwater runoff rates to eliminate potential adverse impacts down stream. By analyzing pre development and post development peak flows stormwater detention devices could mitigate or spread out the high peak flow periods. In 1996, the State of Maine adopted its first stormwater management law, but with limited data it did not deal with water quality issues on rivers and streams. The basic threshold for applicability is one acre of disturbance.

The existing theory of controlling only peak flows and reducing suspended solids is in question as total volume increases are adversely impacting downstream areas and percentage of suspended solids tends to eliminate the least damaging larger suspended solids, while allowing more damaging fines to be discharged.

It is recognized that treatment of water quality needs to take place on more than a project by project basis but the treatment of the entire watershed including existing older development. To that end the DEP has proposed a program to develop Local Watershed Management Plans (LWMP).

Bangor's Role

New rules came into place in November 2005, that regulate existing and proposed sources in impaired watersheds. While the stormwater rules are largely a state regulatory function the City has a great deal to gain from the maintenance of good water quality and improvement of water quality in its current impaired waters. As is noted above watershed wide programs will have a much greater impact than a project by project approach. The City should include stormwater quantity as well as quality in its review standards. Stormwater approvals should also include provisions for inspection and maintenance over time. The City's Land Use Regulations should require the use of Best Management Practices. ~~As noted there are five nonattainment streams in Bangor, Sucker Brook in Hampden (shared watershed) is likely to be added. Watershed protection strategies have been debated including City-wide mitigation standards, regardless of watershed status, a stormwater utility system to equalize the relative impacts of large developments versus small developments and those employing~~

NATURAL RESOURCES ELEMENT

stormwater mitigation and treatment systems. Stormwater regulation is a complicated methodology that requires careful planning and post construction maintenance and monitoring. Basic development regulations such as impervious surface ratios alone (limiting impervious area) do not by themselves direct green space, buffers and filter systems to the most effective locations.

Critical Natural Resources

Wetlands. The majority, though not all, of remaining wetlands are located outside of public water and sewer service areas so they are not currently under as much development pressure as they might otherwise be. Still, the City, landowners, and developers considering land use changes need to be aware of wetland locations so they may comply with state regulations. Bangor has already placed many of the larger ones in the Resource Protection District, and may want to consider other ones classified by the State as “Significant” for such designation. Zoning protection alone, however, cannot guarantee their fate. Improper wastewater disposal, agriculture, and/or other land use practices in surrounding areas can introduce phosphorous, sediments, and other contaminants to surface and ground waters. To protect their values, the State regulates wetlands through the Natural Resources Protection Act (NRPA). The NRPA now extends protection to any wetland. A permit is required for any activity, which presents a threat or potential threat of soil materials being washed into a wetland.

Wildlife Habitat. The majority of the waterfowl and wading bird habitats identified in Bangor by the State are wetlands included in the resource protection district, though some are in the Rural Residence and Agriculture District. As mentioned earlier, residential septic systems and agricultural practices in adjacent areas can threaten wetland water quality and impact wildlife.

Only a portion of one of the four deer winter areas is included in a resource protection district. All need to be field checked as part of the Site Law permitting process which Bangor administers on behalf of the Department of Environmental Protection (i.e. delegated authority). They are not protected from small developments and other land use activities such as forestry that could destroy their habitat value.

Bangor should develop an open space and outdoor recreation plan to target priority areas for conservation and acquisition. Large interconnected tracts of land, special habitats, and wildlife corridors are needed to maintain species and biodiversity. Two important areas are getting a good deal of attention. These include the Penjajawoc Marsh and City-owned forest reserve in the northeast corner of the City. The railroad line between Orono and Bangor cuts through the marsh and is intermittently used as an outdoor recreational pathway.

Fisheries. Fisheries can be impacted by poor water quality, the removal of shoreland vegetation, and obstructions or fluctuations in flow, among other factors. The shorelands of Kenduskeag Stream, Meadow Brook, Osgood Brook, Great Brook and

NATURAL RESOURCES ELEMENT

the Penobscot River are protected through local zoning regulations, but not all others. Fortunately, the few that are not protected through local shoreland zoning are not extensive. Obstructions such as dams are regulated under Federal Energy Regulation Commission or State regulations.

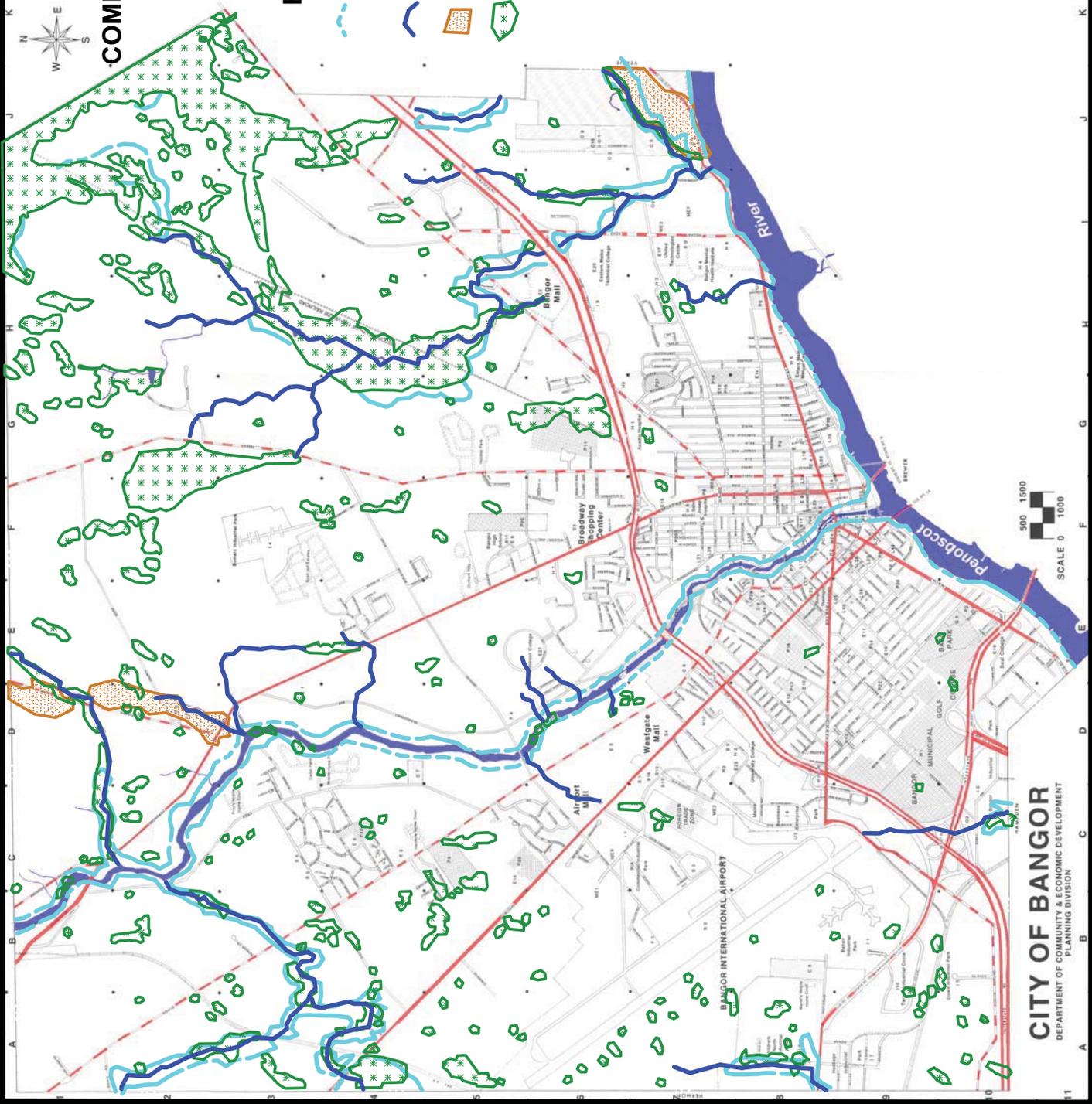
Protection Strategies

Shoreland Zoning is the City's primary tool in wildlife and habitat protection. The Mall/Marsh Plan in the Plan's Appendix provides specific setback and development recommendations for property adjacent to the Penjajawoc Marsh.

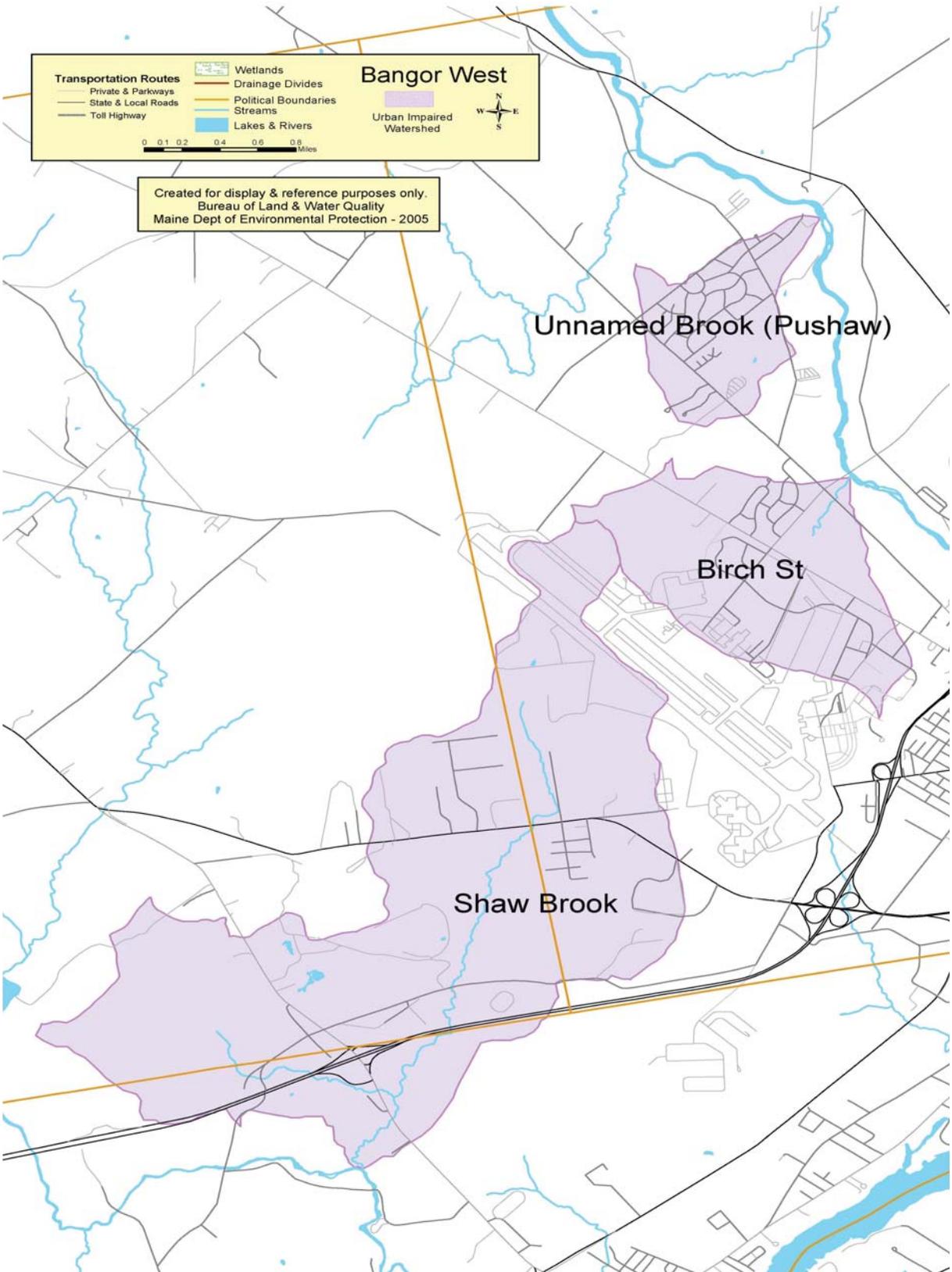
COMPREHENSIVE PLAN 2005 UPDATE

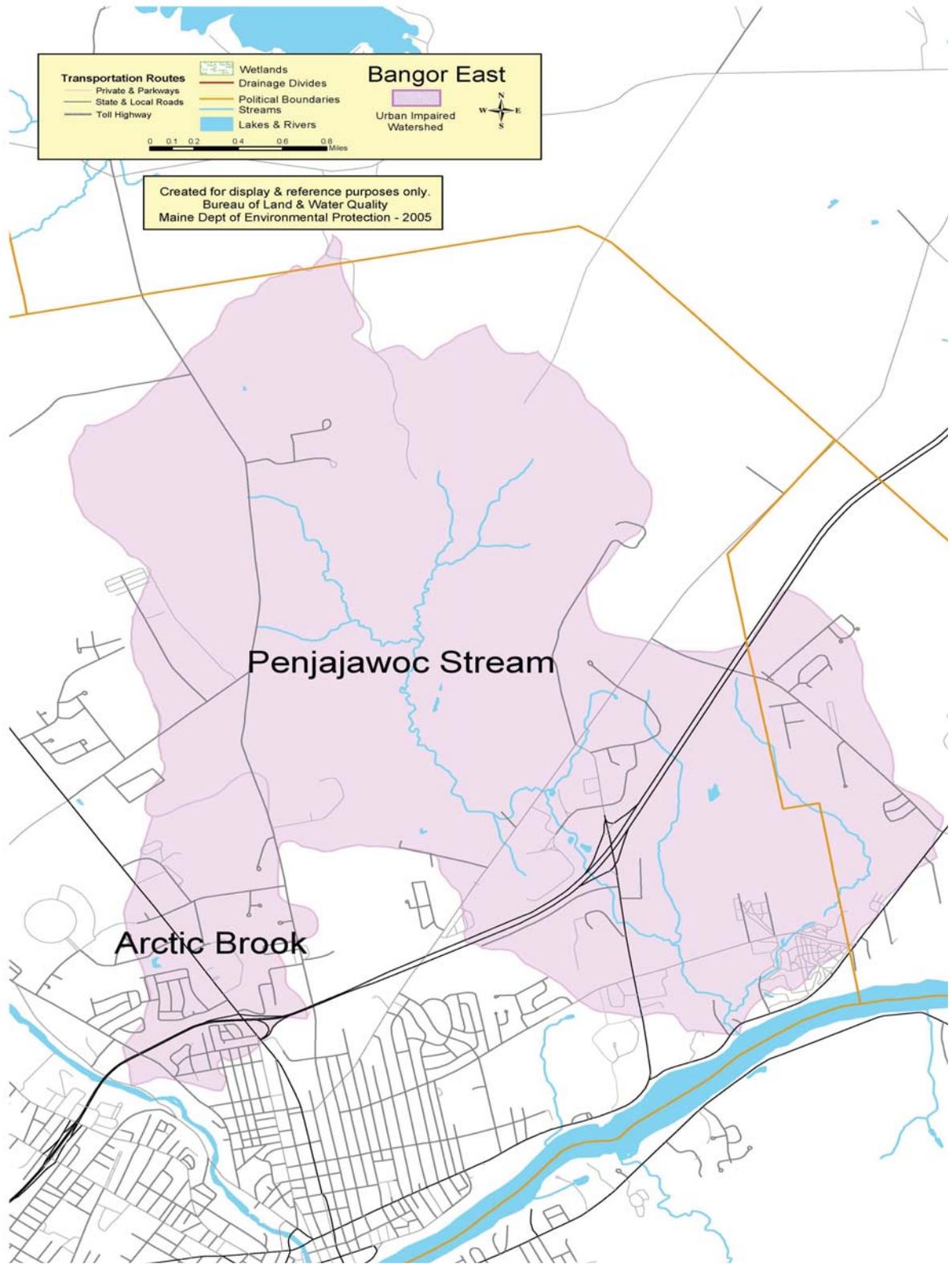
ENVIRONMENTAL FEATURES

-  100 Year Flood Hazard Boundary
-  Streams & Brooks
-  Sand & Gravel Aquifers
-  Fresh Water Wetlands



CITY OF BANGOR
DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT
PLANNING DIVISION





PLANNING ELEMENT NO. 8

HISTORIC AND CULTURAL RESOURCES ELEMENT

Bangor's Historic Policy and Plan

The City of Bangor is committed to preserving, protecting and enhancing buildings, places and areas within the City which possess particular historic or architectural significance in order to promote the educational, cultural and economic welfare of its residents and visitors. To achieve these objectives, the City has been proactive in identifying and regulating its historic and archeological resources. These steps include compilations of local history, inventories of historic structures, and adoption of a Historic Preservation Ordinance.

The Council and citizens of Bangor recognize that historic preservation provides multiple values to the City in present and future times. Bangor has many structures that represent valuable examples of period architecture. Clusters of historic buildings provide strong, stable neighborhood districts. These buildings and districts provide a living history and educational opportunity for students of all ages.

The City of Bangor's **Historic Preservation Ordinance** was adopted by the City Council in 1976. The ordinance identifies historic districts, landmarks, and sites. The Ordinance identifies thirty-three structures as historic landmarks within the City. In addition, the Ordinance designates nine neighborhoods as **Historic Districts**, namely:

1. Thomas Hill Historic District.
2. Broadway Historic District.
3. High Street Historic District.
4. Bangor Theological Seminary Historic District.
5. Whitney Park Historic District.
6. West Market Square Historic District.
7. Great Fire Historic District.
8. State Street Historic District.
9. Main Street Historic District

The Historic Preservation Commission is charged with protecting the City's historic resources through the issuance of a *Certificate of Appropriateness* after a public hearing on the application. *Certificates of Appropriateness* are required for additions, reconstructions, alterations, demolitions, improvements, and moving of historic structures, and for the addition of signs.

The City uses the standards and requirements contained in the Ordinance and the Secretary of the Interior's **Standards for Rehabilitation** in reviewing applications for *Certificates of Appropriateness*.

HISTORIC AND CULTURAL RESOURCES ELEMENT

The City recognizes that many historic structures are large buildings with costly rehabilitation and maintenance requirements. To offset these costs, Bangor's ordinances allow for a wider range of professional uses of historic structures. Such flexibility in use provides incentives to restore and maintain historic structures. Further some consideration should be given to allow a percentage of off-street parking requirements be met by available on-street parking thus preserving some green space adjacent to historic structures without overburdening the public parking spaces available. Historic districts could also allow a greater distance to off-site off-street parking than non-historic properties. The City also recognizes that some old structures are beyond repair, and constitute health and safety hazards to their neighborhoods. The City weighs the merits of "old" versus "new" in its neighborhood revitalization efforts.

Commission for Cultural Development

On November 22, 2004, the Bangor City Council created the Commission for Cultural Development. The Commission was established to develop an "Arts & Cultural Policy", based on a 5-year vision statement and strategic objectives that support the vision statement and based on an assessment of Bangor's cultural needs and assets. Said policy shall:

- i. identify those features that are essential to a favorable economic environment for artists, including venues for marketing their products and services, and affordable housing;
- ii. identify an appropriate balance for arts/culture/humanities amidst the entire spectrum of community needs, remaining mindful of our citizens' basic unmet needs; and
- iii. assess the quality and economic impact of existing cultural assets.

The Bangor Cultural Plan

The Plan is concerned with the social, educational, artistic and economic impact of arts, humanities and culture, and should be dynamic - responding appropriately to changes in those areas.

Art and culture are relevant, meaningful, inspiring, central to the integrity of ones being, and strong contributors to the community's unique sense of place.

Art and culture are not only for the affluent, and art in public places is for the benefit of everyone. Art and cultural activities should be accessible to the disabled, the elderly and to low-income people.

HISTORIC AND CULTURAL RESOURCES ELEMENT

Art and culture are engines of economic growth, and as such will be nurtured to achieve their economic benefits and to attract and retain the creative workforce and residents necessary for our community to thrive.

Municipal funding in support of arts, cultural and humanities activities, organizations, and public art collections is for the purpose of helping to sustain the level of activity and accessibility that meets the community's needs.

The City's on-going activities to conserve its historic and cultural resources have led to the development and adoption of the following policies:

Recommended Policies

- Encourage appropriate and economically viable uses of Bangor's historic structures to provide incentives and offset conservation costs.

Goals

- Strengthen civic understanding of and appreciation for Bangor's Native American and Non-Native American history.
- Preserve and maintain historic, cultural and archeological records, sites, structures, and districts that serve as valuable resources and reminders of Bangor's past.
- Preserve the economic development and vitality of Bangor's Downtown District.
- Preserve and enhance the character and livability of Bangor's traditional neighborhoods.
 - Integrate historic, cultural and archeological preservation into Bangor's overall planning process and plans.

GOAL: A locally based and supported collaborative of artisans located in the downtown.

Recommended Policies

- To develop economic incentives for fostering new and existing art studios in the downtown.
- To provide appropriate resources to insure the public awareness of the Downtown Arts District and sustain the ongoing efforts of the Cultural Commission and support Staff.

HISTORIC AND CULTURAL RESOURCES ELEMENT

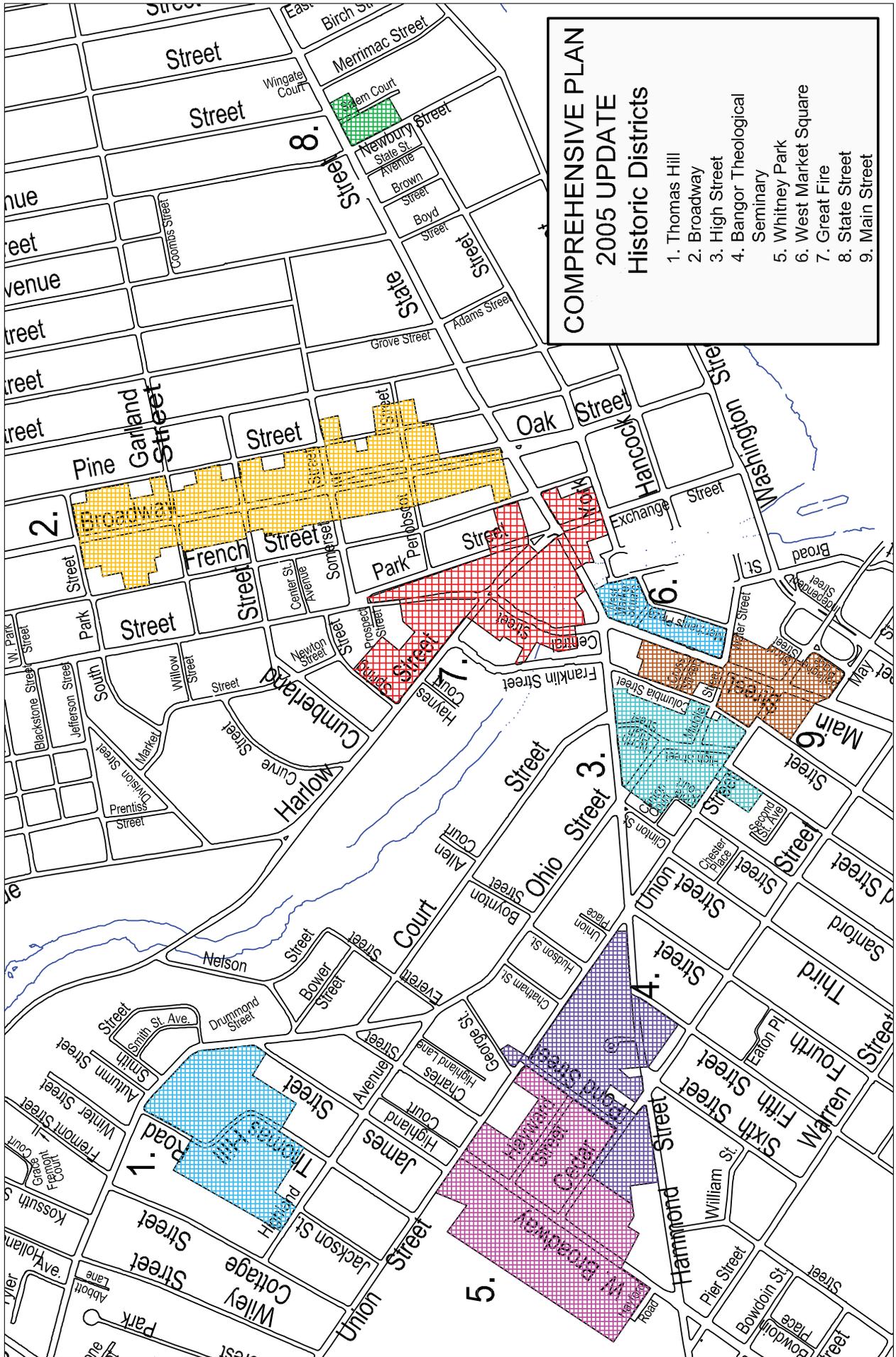
GOAL: To include public art in public facilities or in development or redevelopment on City property or projects utilizing City funds.

Recommended Policies

Adopt percentage for art guideline.

The following implementation strategy will guide the subsequent updating of Bangor's policies, programs and ordinances.

- Continue to support and participate in programs that enhance the conservation of Bangor's historic, cultural and archeological resources.
- Continue to support the work of Bangor's Historic Preservation Commission through annual appropriations and external funding sources.
- Investigate financial programs and funding sources for rehabilitation projects.
- Develop Site Plan Review Guidelines that conserve and promote "Bangor architectural styles" to include street widths and curbs, sidewalk designs, street lighting, public spaces, parking, and signage.



**COMPREHENSIVE PLAN
2005 UPDATE
Historic Districts**

1. Thomas Hill
2. Broadway
3. High Street
4. Bangor Theological Seminary
5. Whitney Park
6. West Market Square
7. Great Fire
8. State Street
9. Main Street

STATE AND REGIONAL CONSIDERATIONS ELEMENT

PLANNING ELEMENT NO. 9

STATE AND REGIONAL CONSIDERATIONS

I. PURPOSE

The purpose of this Element in the City's planning phase is to meet the requirements of the State Growth Management Law so that the Plan can ultimately be certified by the Office of Comprehensive Planning and secondly, to review the various interactions between State and Regional goals and policies with the City's planning efforts and its goals and issues. As such, it is appropriate to note here some of the basic requirements of the State Growth Management Law itself, to discuss regional policies and regional issues in the planning area, and, finally, to explore the interaction between the various levels of state area and local government.

II. STATE GROWTH MANAGEMENT LAW

The so-called "State Growth Management Law" is a reasonably complex legislative act which provides for the following:

1. Sets up some State goals:
 - A. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl;
 - B. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;
 - C. To promote an economic climate which increases job opportunities and overall economic well-being;
 - D. To encourage and promote affordable, decent housing opportunities for all Maine citizens,
 - E. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal areas;

STATE AND REGIONAL CONSIDERATIONS ELEMENT

- F. 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;
 - G. To protect the State's marine resources industry, ports harbors, from incompatible development and to promote the shore for commercial fishermen and the public.
 - H. To safeguard the State's agricultural and forest resources from development which threatens those resources;
 - I. To preserve the State's historic and archeological resources; and
 - J. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.
- 2. Requires a general organization process including designating a local planning committee, development of a citizen participation program, and regional interaction during the plan development process.
 - 3. Outlines a comprehensive planning process.
 - 4. Provides for State and Regional council review of the Comprehensive Plan.
 - 5. Mandates an implementation program at the local level.
 - 6. Provides for on-going monitoring of the local growth management program and plan amendment.
 - 7. Provides for State technical and financial assistance.

III. REGIONAL ISSUES

Under the Growth Management Law the regional planning entity in the area in which the City is located is to outline regional issues and goals or objectives and provide them to the local community for consideration in the process of developing its local growth management program. The Penobscot Valley Council of Governments which includes an extensive geographic area of the State has developed subarea issues for use of communities in complying with this element of the Growth Management Law. These policies are:

- 1. Establish systems for disposal of waste which minimize costs and environmental impact and which maximize recycling.

STATE AND REGIONAL CONSIDERATIONS ELEMENT

2. Protect regional water resources by ensuring compatible efforts by municipalities which share a water resource including lakes, aquifers, great ponds, rivers, streams, and wetlands.
3. Plan for the optimum use, construction, maintenance, and repair of roads.
4. Ensure forest management practices do not have a long lasting negative impact on forest land and other natural resources and ensure no unnecessary loss of forest land occurs.

The regional issues developed by the Penobscot Valley Council of Governments have been addressed for the most part elsewhere in this document. However, in order to identify them in the context of this section, the following summary is included here.

First, the City has been a leader in coordinating efforts for handling solid waste disposal in the area and has participated actively in the formation and use of the Penobscot Valley Refuse Disposal District, which entered into an agreement with the PERC Incinerator to incinerate the area's solid waste after the mandatory closing of area landfills. Furthermore, the City has been a leader in establishing recycling as a way of reducing the amount of waste generated in this area. Also, the City has been involved in regional efforts to establish facilities for handling other waste materials such as demolition debris.

The Natural Resources Element of this Plan identifies shared water resources and drainage areas to ensure that the City is aware of the implications of multiple community use of such areas. The Penobscot River and adjacent land use shared with Brewer is clearly identified as a regional asset in the City's planning.

The City is actively involved in the area Metropolitan Planning Organization (MPO) which includes the seven communities of the urbanized area of the Bangor Region in an overall transportation planning effort which includes not only plans for the street system, but also for alternate modes of passenger movement, rail freight, air and other aspects of the area's transportation system. Through its participation in BACTS, the City is constantly involved in the area's transportation systems planning.

As noted in the Natural Resources Element of the Plan, there is relatively little commercial forest land located within the City limits of the City of Bangor (most of the City was used for agricultural purposes at one time or another). The City does have its own forest preserve which it is managing as a recreational and forest growth complex which benefits both the City itself in terms of providing an extensive natural site for the enjoyment of its citizens and those of the area and a buffer to the intensive urban development of the City against its neighbors to the northeast. Bangor has had some involvement with the Penobscot River Restoration Project.

STATE AND REGIONAL CONSIDERATIONS ELEMENT

In fact, the City's present plan of development has little urban impact on its neighbors with the exception of the commercial/industrial complex in the southwest corner of the City which it shares with both the towns of Hermon and Hampden, these two neighboring communities and the City of Bangor have been dialoguing for some time about the joint development and sharing of urban services in these important business areas of all three communities.

As noted in the Natural Resources Element, stormwater quality and watershed planning may well involve adjacent communities in the development of a watershed management plan where watersheds cross municipal boundaries. Presently a regional effort is being made at water quality education.

IV. INTERGOVERNMENTAL POLICY

The City clearly recognizes that it has serious limitations placed upon it by current State laws and mandates. The effect of intergovernmental policy on the ability of the City to provide resources to solve its problems and to implement its own policies is well known. It appears that State policies must be made more accommodating to municipal processes and needs. Part of the implementation strategy of this Plan will involve prioritizing those areas where the City feels it must advocate changes in State policy.

While on the subject of the Regional Planning Council, it may be timely to consider how that organization is presently structured. Just as PVCOC has, realistically, had to breakdown its vast planning area into some kind of manageable subregions to provide for relevant issues to local communities, there appears to be a need in the Bangor area for identification of a Penobscot River valley subarea or an urbanized area which would have a number of communities in the immediate area which share common concerns to provide for a more relevant regional forum from which to discuss areas of mutual concern. It is Staff's recommendation that PVCOC be requested to look into such a designation of an urban subregion based on local interest and other criteria. (The original Penobscot Valley Regional Planning Commission was just that - an association of a few cities and towns in this immediate area.

Subsequently, the State designated a large geographic area for a planning region for which the existing entity was to take responsibility.)

There are a number of concerns for regional problems and service delivery options (such as those discussed above) which affect the City's resources and operating capabilities. Already, it is clear that with the existence of a separate unit of government at the county level, quasi-governmental entities like the Eastern Maine Development District and the Penobscot Valley Council of Governments and the Metropolitan Transportation Planning Organization there is a need for coordination of the policy making activities and the thrust of various regional programs and services. The whole question of the future role and funding of county government is one which has been identified as an on-going concern for local cities and towns, for example. As noted

STATE AND REGIONAL CONSIDERATIONS ELEMENT

above the Penobscot Valley Council of Governments does not necessarily offer a regional forum which is tailored to the mutual concerns of towns and cities in this immediate area. The regional transportation planning entity is mandated as the Urbanized Area of the Standard Metropolitan Statistical Area, which may or may not make sense from an overall planning and resource allocation standpoint. It appears that it may be time to sort out the scope and relevance of some of these area-wide activities in order to simplify and coordinate the process with the benefit of making it easier for area cities and towns to participate in and benefit from such activities.

Recommended Policies:

1. Look for opportunities to save money by economies of scale, joint purchasing agreements and administrative consolidation.
2. Increase the efficiency of delivering services by using scarce resources with the utmost care, decreasing redundancy and joint planning.
3. Facilitate regional economic development.
4. Facilitate coordination of regional health care providers to improve public health.
5. Work collaboratively with the State and other communities in the region to provide access to information on the full spectrum of resources and services available in the Bangor Region, from transit and parking to tourism and historical resources, employment and government agencies. Such access should be available in as many forms and formats as available.
6. Effectively manage outside funding opportunities with maximum efficiency. Federal investments should promote planning and collaboration across jurisdictional boundaries.
7. Regional endeavors should be investigated where there is a clear and defined objective and potential for improved service and cost savings for all parties even if savings are derived over an extended period. Communities should participate out of shared interest and value. Decision making should be done equitably giving value to each community based on representative and balanced formulas.
 - Defined objective
 - Membership by choice

STATE AND REGIONAL CONSIDERATIONS ELEMENT

- Decisions made by consensus
- Resource requirements and distributions weighted by equitable measures

**City of Bangor
Implementation Plan**

Adopted July 2000 - Updated April 2006

Element	Action	Status	Units Responsible
I Housing	1. Implement residential development policies through new land use regulations.	On-Going	Planning Division, Legal Division, Planning Board, City Council
	2. Review HDR Development Types and related Densities	To Be Done	Planning Division, Legal Division, Planning Board, City Council
	3. Develop Definitions for housing types	To be Done	Planning Division, Legal Division, Planning Board, City Council
	4. Review URD2 Development Guidelines	To Be Done	Planning Division, Legal Division, Planning Board, City Council
	5. Review Cluster Development options	To Be Done	Planning Division, Legal Division, Planning Board, City Council
	6. Review Flag lot provisions	To Be Done	Planning Division, Legal Division, Planning Board, City Council

**City of Bangor
Implementation Plan**

Adopted July 2000 - Updated April 2006

Element	Action	Status	Units Responsible
III Economic Development	1. Implement economic development siting and land use policies through revised Land Development Ordinance.	On-Going	Community and Economic Development Department, Planning Division, Legal Division, Planning Board, City Council
	2. Develop a Business Park District	To Be Done	Community and Economic Development Department, Planning Division, Legal Division, Planning Board, City Council
	3. Revise and Update the Industry & Service District and Urban Industry District	To Be Done	Community and Economic Development Department, Planning Division, Legal Division, Planning Board, City Council
	4. Develop land use regulations to assure future compatibility of Airport Activities and adjacent land use.	On-Going	Planning Division, Bangor International Airport, Legal Division, Engineering Division, Maine Department of Transportation, Federal Aviation Administration
	5. Implement the Airport Peripheral Area Plan including:		
	A. Upgrading of appearance of facilities and landscape	Update	Bangor International Airport, Public Works, Planning Division
B. Development of viable business park complexes	On-Going	Community and Economic Development Department, BanAir Corporation, Planning Division	
C. Circulation improvements	In Progress	Engineering Division, Planning Division, MDOT, FAA	
6. Implement Waterfront Development policies through project review and revision of land development standards.	On-Going	Community and Economic Development Department, Planning Division, Engineering Division, and City Council	

**City of Bangor
Implementation Plan**

Adopted July 2000 - Updated April 2006

Element	Action	Status	Units Responsible
III Community Services	1. Implement open space policies by amending development review requirements.	On-Going	Planning Division, Engineering Division, Planning Board, City Council
	A. Adopt City-wide Open Space Plan	To Be Done	Planning Division, Planning Board, City Council, Other Interested Parties
	B. Review and Update Open Space Provisions In Land Development Code	To Be Done	Planning Division, Engineering Division, Planning Board, City Council
	C. Update Street Design Standards in Subdivision Section	To Be Done	Planning Division, Engineering Division, Planning Board, City Council
IV. Transportation	1. Develop bicycle and pedestrian linkage system connecting major open spaces and recreation	In Progress	Community and Economic Development Department, Planning Division, Engineering Division, MDOC, MDOC
	2. Review traffic movement impact fee	To Be Done	Planning Division, Engineering Division, City Council
	3. Review pedestrian system impact assessment	To Be Done	Planning Division, Engineering Division, City Council
V. Physical Development	1. Review and revise Land Development Code.	On-Going	Planning Division, Legal Division, Community and Economic Development Department, Planning Board, City Council
VI. Natural Resources	1. Review stormwater runoff provisions of City Ordinances for quality factors.	To Be Done	Engineering Division, Planning Division, Code Enforcement Division
	2. Review Ordinances to clarify wetlands in subdivision lots.	To be Done	Planning Division, Legal Division, Planning Board, City Council
VII. Historic, Archeological, and Cultural Resources	1. Review Parking Requirements for Historic Reuses	To Be Done	City Council, Historic Preservation Com., Code Enforcement, Planning Division

RECOMMENDATIONS FOR APPENDICES

APPENDIX	TITLE	AUTHOR	DATE	NOTES	DISPOSITION
A	Airport Master Plan	Hoyle Tanner TYLIN - Hunter Ballew	1990	Superseded by 2002 Edwards & Kelcey version	replace with current version
B	Harbor Management Plan		1990	Dated, likely superseded by Waterfront Plan	delete from plan
C	Airport Peripheral Lands Study	Chadbourne Associates	1990	Dated but the core concepts are valid. Would be of value to be updated given current market conditions and development activity.	delete from plan
D	Bangor Mall Subarea Plan	Planning Office Staff	1989	Dated, evaluated Mall area growth and planned new land use areas, and traffic improvements	delete from plan
E	Downtown Redevelopment Plan, Bangor Center Revitalization Plan	Community Development	1990	Dated, conflicts with later Downtown circulation plan	check for current version or delete from plan
F	Penobscot River Waterfront Redevelopment Plan	Community Development	1996	Dated, concepts have been further refined	check for current version or delete from plan
G	Downtown Circulation Plan	DeLuca Hoffman	1996	A brief synopsis and status of recommendations could be included in Transportation Element	delete from plan
H	Stillwater Avenue Corridor Study	DeLuca Hoffman	1997	Dated, but updated in 2004 by Gorrill Palmer	replace with 2004 version
	Penjajawoc Marsh/Mall Task Force Final Report	Mall/Marsh Task Force	2005	added, location undefined	provide Appendix designation