

Comprehensive Plan

City of Old Town

April, 1995



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CHAPTER 1. HISTORY

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

In 1774, Joseph Marsh built upon the south end of the island that now bears his name. The economic development of Old Town began in 1798 when Richard Winslow built a water powered sawmill near the present downtown. Old Town quickly became a leader in the lumber industry, due to its abundant water power, access to the north woods, flatwater stretches above the City available for booming logs, and access to markets. By 1840, friction with the settlements in what is now Orono caused the separation of the towns.

The second railroad in the country (the "Veazie Railroad") ran from Bangor to Old Town and provided transportation for lumber products to reach port. This gave Old Town a huge transportation advantage over other towns. By 1860, Old Town was the largest supplier of lumber in the United States, and Bangor was one of the busiest ports.

Today's settlement patterns reflect the lumber industry. Pea Cove was the center of log booming, where logs were sorted for delivery to mills. What is now called the Milford Dam is located near the waterfall that powered many of the earliest sawmills. Commercial activity in what is now downtown Old Town began around 1832 to serve the workers, sawmill operators, and river drivers who congregated in this area. Housing sprang up around downtown. The Stillwater area grew up around the ledges in Stillwater; Great Works grew up around the sawmills and later pulp mill at the falls.

Old Town's transportation advantages continued through the mid and late nineteenth century. The Penobscot River is navigable above Old Town for quite a distance, providing access to northern markets. A fleet of stern wheelers operated on the upper river beginning in 1848. By the late nineteenth century, new road construction and the expansion of the railroad system reduced Old Town's transportation advantages and led to a reduction in Old Town's rate of growth. Old Town's population actually declined from 1870 to 1880, due mostly to a fire in 1878 that destroyed the entire block of mills at the falls.

During the 1880's, Old Town's economy began shifting away from sawn lumber and wood products and began to diversify. This decade saw the establishment of the Penobscot Chemical

Fibre Company in Great Works in 1882. This was the first pulp and paper mill in Maine, and is the precursor of the James River mill. A dam was constructed at the falls in 1888, just above the present Milford dam, which led to the first woolen mill. By 1937 the Great Depression closed most of the woolen mills, with the last one closing in the late 60's.

The 1890's through 1910 saw more diversification of Old Town's economy. More woolen mills were constructed. A greater emphasis was placed upon canoe manufacturing. The Old Town Canoe Company, organized around 1900, is, today, the largest canoe manufacturer in the world. The Pie Plate factory dates from this era, and remained open through 1980. Hydroelectric plants were constructed at Stillwater in 1904 and at the new Milford dam in 1906.

The first municipal water system was installed in 1889, followed by the first sewers in 1892. The fire department was originally organized in 1885, and the library in 1896. Electrification began in 1888, and the first telephone switchboard was installed in 1898. A city health care system was in place in 1903, when, for a \$6.00 annual fee, all necessary hospitalization services would be provided by the Old Town Hospital Company. The increased complexities of local government led to Old Town's incorporation as a city in 1891, under the mayor/alderman form of government. The City switched to the council/manager form of government in 1945.

The 1930's and 1940's saw growth in the shoe industry, which in Old Town dates from 1860. The original products were river drivers' shoes and boots. The shoe factories originally occupied the spaces left vacant by the decline of the woolen industry, and later constructed new facilities. By the mid 1930's, three shoe factories employing a total of nearly 1,000 workers were in operation. Today one remains.

The late 1930's saw Old Town's downtown emerge as a center for clothing retailers. By 1950, clothing stores gave Old Town an identification among University students and area residents that continued through the mid 1960's. With the closing of Cutler's retail operations in late 1993, none remain.

The 1950's and 1960's saw the economic mainstay of the community remain with pulp and paper, wood products, canoes, and shoes. By 1970, the last woolen mill closed its doors, and several shoe shops closed. Improvements in regional transportation symbolized by the construction of the interstate highway led to the decline of Old Town as a commercial center, as Bangor grew in importance, but made it easier for Old Town residents to work in Bangor. Today, nearly as many Old Town residents work in Bangor as work in Old Town. The University of Maine also grew during this period. The University provides employment opportunities to Old Town residents. The University also places residential pressure on the community, as students seek housing.

The 1970's showed a decline in Old Town's importance. The downtown was hurt by the ascent of Bangor as a regional shopping center and the development of a shopping center on

Stillwater Avenue. The woolen mills were gone, and shoe shops were shrinking. The Pie Plate factory closed at the end of the decade. The 1980's and early 1990's showed a turn-around. The shopping center on Stillwater Avenue filled and prospered. The economy continued to diversify through the success of small local businesses such as Cyr Bus and LaBree's Bakery. The Sewall Company, by utilizing the Old Town airport and keeping abreast of new technology, solidified its position as a leader in photogrammetry and expanded its downtown operations. Old Town Canoe came up with an innovative canoe design - the Discovery - which is tough, relatively inexpensive, and packs well for shipping. This allowed Old Town Canoe to reclaim leadership in world wide canoe manufacturing and to become a major player in the exporting of canoes to Europe and Japan. The James River Corporation pulp and paper mill, although suffering from an industry wide slump, has, to date, avoided major layoffs, unlike other Maine mills. The downtown area, although losing its status as a clothing center, has remained the office and business center of Old Town through the Sewall Company, City Hall, all three local banks, and various professional offices. The downtown has also had some recent success as a discount, specialty, and furniture center. The new Old Town Canoe factory store, located on North Main Street, has been successful.

Several observations are conspicuous in the social and economic history of Old town. In the long term, those industries exhibiting the greatest stability have been directly related to the wood resource. Examples are James River Corporation (pulp and paper), Stillwater Lumber (lumber), and the Sewall Company (resource consultants, photogrammetry). With few exceptions, the successful companies in Old Town, such as Cyr Bus, H.E. Sargent, LaBree's Bakery, Old Town Canoe, R.J. Morin, Governor's Restaurant, and the Sewall Company were not transplanted into the community but have been the product of local inventive genius and entrepreneurship. Old Town has also traditionally held a close relationship to the Penobscot River - whether for log driving, powering sawmills, transportation, hydropower, or as a medium to float canoes.

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CHAPTER 2. POPULATION

Population Trends

Since its incorporation in 1840 through 1960, Old Town's population grew steadily, with the exception of the years from 1870 to 1880. This decline may have been due to declines in the lumber industry. Growth from 1880 to 1960 can be attributed to diversification of the economy, with the development of pulp mills, shoe and woolen factories, and canoe manufacturing. The population began to level off around 1960, as surrounding towns such as Milford experienced growth, and is expected to remain around 8,500 for the foreseeable future.

Table 2-1 provides total year-round population for the City of Old Town, together with the percentage change from decade to decade and forecasts for the future. In Table 2-2, the percentage changes from decade to decade for Penobscot County and the State of Maine are provided for comparison purposes.

TABLE 2-1
OLD TOWN HISTORICAL GROWTH AND PROJECTIONS

Year	Population
1840	2,345
1850	3,087
1860	3,860
1870	4,072
1880	3,395
1890	5,312
1900	5,763
1910	6,317
1920	6,956
1930	7,266
1940	7,688
1950	8,261
1960	8,626
1970	8,741
1980	8,422
1990	8,317
1993 (estimated)	8,377
2000 (forecast)	8,460
2005 (forecast)	8,342

Source: U.S. Census, Old Town Planning Office.

TABLE 2-2
HISTORICAL GROWTH COMPARISONS
COUNTY AND STATE

	Old Town		Penobscot County		State	
	#	% Change	#	% Change	#	% Change
1890	5,312	-	72,865	-	661,087	-
1900	5,763	8.5	76,246	4.6	694,466	5.0
1910	6,317	9.6	85,285	11.9	742,371	6.9
1920	6,956	10.1	87,684	2.8	768,014	3.4
1930	7,266	4.5	92,379	5.	797,423	3.8
1940	7,688	5.8	97,104	5.1	847,226	6.2
1950	8,261	7.5	109,198	12.4	914,950	8.0
1960	8,626	4.4	126,346	15.7	970,689	6.1
1970	8,741	1.3	125,393	-0.7	993,722	2.8
1980	8,422	-3.6	137,015	9.3	1,124,660	13.2
1990	8,317	-1.2	146,601	7.0	1,227,928	9.2

Source: U.S. Census, Old Town Planning Office.

Household size has been declining for a number of decades. It is anticipated that household size will continue to decline slowly, and then level off sometime after 2005. It is not expected that household size will ever again reach 1980 levels. Beyond the year 2005 there may be a rise due to the anticipated construction of larger houses in the rural areas of the City, partially offsetting the smaller household sizes associated with more urban areas. Housing construction in Old Town is expected to continue at its present rate of approximately 25 units per year.

TABLE 2-3
HOUSEHOLD SIZE/POPULATION PROJECTIONS

	Household Size	Households	Population
1970	3.26	2,681	8,741
1980	2.73	3,085	8,422
1990	2.54	3,276	8,317
1993 (Estimate)	2.50	3,351	8,377
2000 (Forecast)	2.40	3,525	8,460
2005 (Forecast)	2.30	3,650	8,342

Source: U.S. Census, Old Town Planning Office.

CHART 2-1

**POPULATION 1880 - 1990
FORECAST THROUGH 2005**

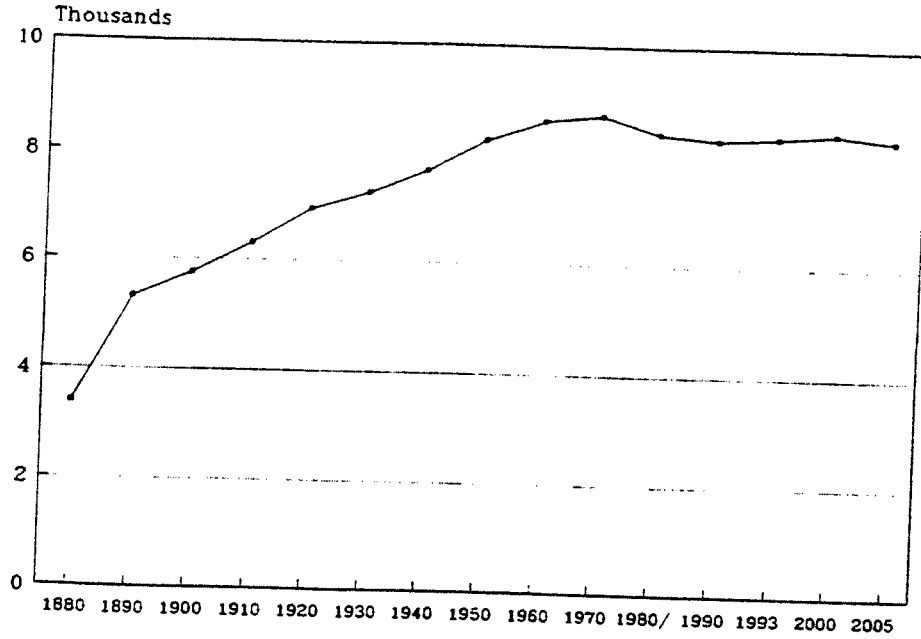


CHART 2-2

**POPULATION PROJECTIONS
1993-2005**

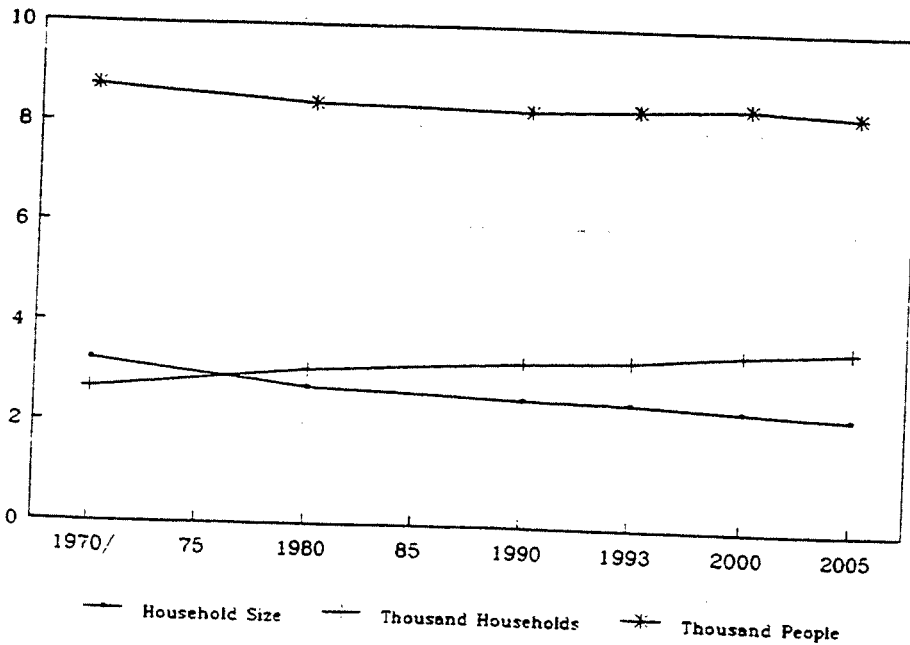


Table 2-4 compares Old Town's growth rate with growth rates of nearby towns for the period from 1970 to 1990. Table 2-4 demonstrates that more urban areas such as Bangor and Brewer also lost population during this period. Orono's population fluctuates with enrollments at the University of Maine. Some of Old Town's decline during this time period is probably attributable to enrollment changes at the University. Milford is a town in the area undergoing suburbanization.

TABLE 2-4
COMPARABLE GROWTH RATES
1970-1990

	1970	1980	1990	% Change 1970 - 1990
Old Town	8,741	8,422	8,317	-4.9
Bangor	33,168	31,643	33,181	0.0
Brewer	9,300	9,017	9,021	-3.0
Lincoln	4,759	5,066	5,587	17.4
Milford	1,828	2,160	2,884	57.8
Millinocket	7,742	7,567	6,956	-10.2
Orono	9,989	10,578	10,573	5.8

Source: U.S. Census.

Age Group Characteristics

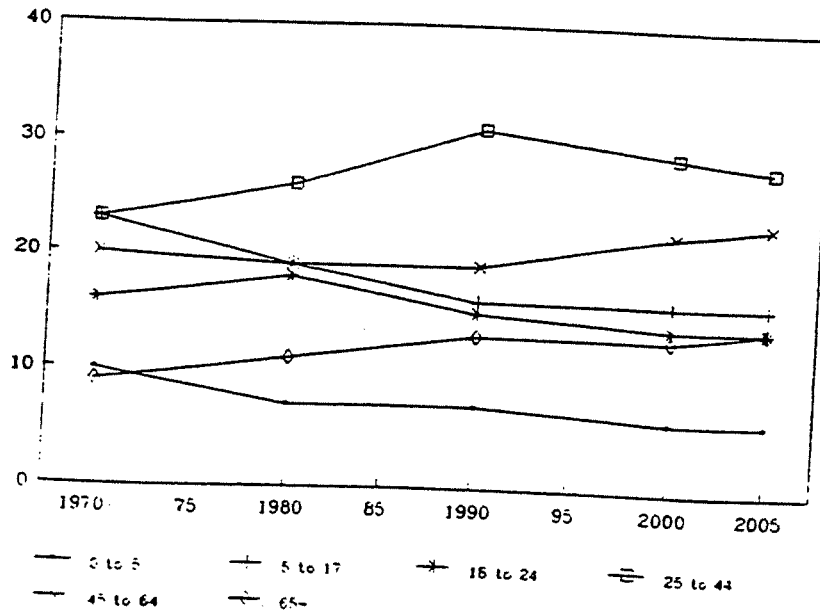
Table 2-5 shows historical and anticipated population changes by age group. Although Old Town's total population is expected to remain relatively stable, there will be radical changes in the age distribution. Specifically, there will be fewer preschool children, less young adults (18 to 44), many more older adults (45 to 64), and more retirees. Planning for future public facilities and services will have to take these trends into account.

TABLE 2-5
AGE DISTRIBUTION

	1970	1980	1990	2000	2005	1990 to 2005 (proportion)
0-5	10	7	7	6	6	-14.3
5-17	23	19	16	16	16	0.0
18-24	16	18	15	14	14	-6.7
25-44	23	26	31	29	28	-9.7
45-64	20	19	19	22	23	21.1
65+	9	11	13	13	14	7.7

Source: U.S. Census and Old Town Planning Office.

CHART 2-3
POPULATION BY AGE



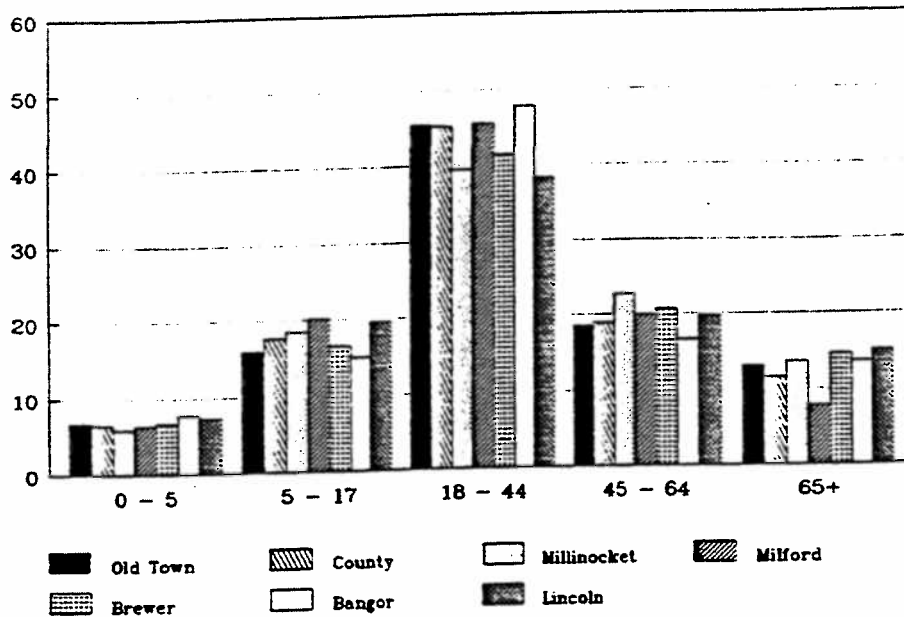
Source: U.S. Census

Population by Age

Old Town's 1990 age distribution closely follows Penobscot County's. The population is expected to continue to age, which will affect the demand for services such as health care in the future. Population age comparisons are shown in Chart 2-4 and Table 2-6.

CHART 2-4

**POPULATION BY AGE
Percent of Total**



Source: U.S. Census

TABLE 2-6

AGE COMPARISONS - 1990

Age Category	Percent Distribution						
	Old Town	County	Millinocket	Milford	Brewer	Bangor	Lincoln
0-5	6.8	6.5	5.9	6.4	6.7	7.7	7.3
5-17	16.0	17.7	18.4	20.2	16.5	14.9	19.6
18-44	45.5	45.2	39.5	45.6	41.5	47.8	38.4
45-64	18.5	18.9	22.7	19.9	20.7	16.6	19.8
65+	13.1	11.6	13.6	7.8	14.6	13.6	15.0

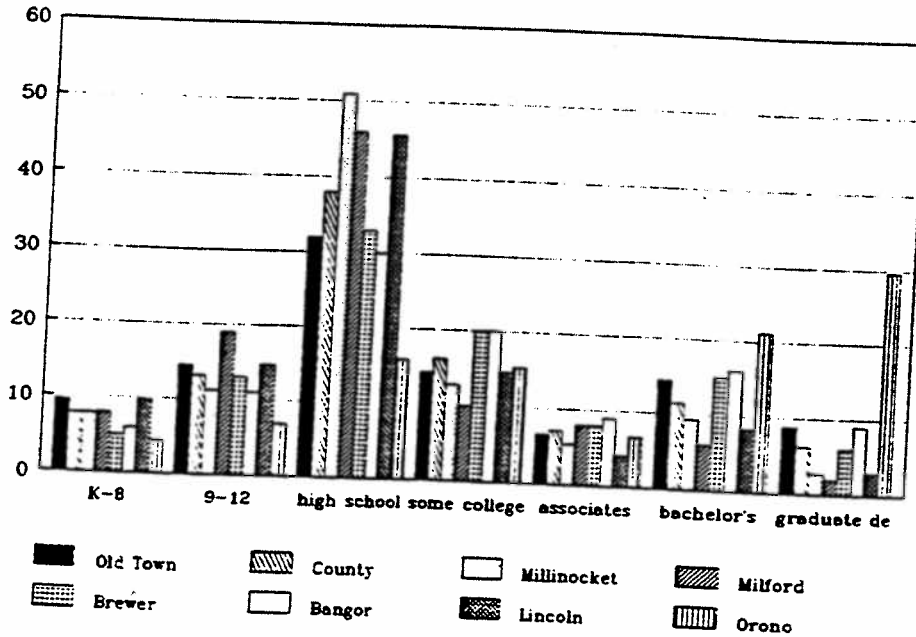
Source: U.S. Census and Old Town Planning Office.

Educational Attainment

Old Town has a higher portion of residents who have not finished high school than other towns in the area or the County as a whole. This points out the need for continuing education. Interestingly enough, Old Town also has a higher proportion of residents with an education past high school than other towns in the area (except Orono) and the County as a whole, pointing out the importance of the University of Maine to Old Town.

CHART 2-5

**EDUCATION ATTAINMENT
Persons 25 and Over**



Source: U.S. Census.

CHAPTER 3. ECONOMY

In general, economic conditions in Old Town appear healthy when compared with that of other Penobscot County communities. There is a relatively strong industrial and commercial base. Although the James River Corporation dominates the tax base (constituting 37% of it), Old Town enjoys a diversity of industrial, service and commercial businesses. James River, J.W. Sewall, Old Town Lumber, Stillwater Lumber and Diamond Occidental are natural resource based industries. Other successful local companies include LaBree's Bakery, Cyr Bus and Old Town Canoe. Table 3-1 contains a list of major taxpayers in the City of Old Town. Businesses such as James River, H.E. Sargent, and Cyr Bus also pay a significant amount of excise tax for their vehicles.

TABLE 3-1

MAJOR TAXPAYERS

	Real Estate Valuation	Personal Property Valuation	Total Value	Total Tax	%
James River Corp.	39,270,900	94,648,700	133,919,600	2,249,849	37.4
Bangor Hydro-Electric	10,945,100		10,945,100	183,878	3.1
Epstein Et Al	6,520,800		6,520,800	109,549	1.8
Penobscot Shoe	4,027,900	1,271,700	5,299,600	89,033	1.5
Sargent H.E. Inc.	1,659,600	3,595,100	5,254,700	88,279	1.5
Dorsey Et Al	3,553,300	4,100	3,557,400	59,764	1.0
Sewall J.W. Co.	2,337,800	1,091,700	3,429,500	57,616	1.0
Penobscot River House	3,321,100	48,800	3,369,900	56,614	.9
LaBree Et Al	2,754,400	393,400	3,147,800	52,883	.9
Old Town Canoe	1,637,000	772,400	2,409,400	40,478	.7
Olsen/Goslin Interests	2,256,600	1,500	2,258,100	37,936	.6
Lincoln Green Assocs	1,562,400		1,562,400	26,248	.4
Penobscot Terrace Assoc	1,514,700		1,514,700	25,447	.4
Shop & Save Supermarket		1,253,500	1,253,500	21,059	.4
Peterson/Letourneau	1,221,200	3,100	1,224,300	20,568	.3
Dow Philip	1,156,000	6,800	1,162,800	19,535	.3
Folsom Owen J Et Al	871,400	285,000	1,156,400	19,428	.3
Downeast/O.T. Lumber	422,100	535,000	957,100	16,079	.3
Stillwater Lumber	491,600	390,500	832,100	14,819	.2
James River Timberlands	485,900	315,900	801,800	13,470	.2
McDonalds/Quagliaroli	584,500	197,100	781,600	13,131	.2
Carpenter Walter	668,200		668,200	11,226	.2
Cyr John T. Inc.	442,200	29,700	471,900	7,928	.1
TOTAL:				\$3,234,818	53.8

Old Town's economy is closely tied to that of the greater Bangor area which has become the retail, wholesale and service center for all of Eastern Maine. As such, it is important to view the City's economy in the context of this larger regional area.

Manufacturing

Manufacturing has long been a mainstay of the City's economy. For example, in 1860 Old Town was the largest producer of lumber in the country, with sawmills powered by water power. With the decline of the lumber industry, Old Town's water power was utilized for wool and shoe production, and then electricity. The James River Corporation pulp and paper mill dates back to 1882, and was the first in Maine. Old Town Canoe dates back to 1900, and is the world's largest canoe manufacturer. LaBree's Bakery started as a small family-owned company and has been extremely successful, while retaining family ownership. The 1993 Maine Manufacturing Directory lists a number of manufacturing firms in Old Town, as shown below (the number of employees, where given, is shown in parentheses):

Howlands Printing

James River Corporation - hardwood/softwood kraft pulp, sanitary tissue products (918)

LaBree's Bakery - (doughnuts, cakes and pastries, frozen dairy products (200)

Old Town Canoe Co. (75) - canoes

Paul's Cabinet Shop - kitchen cabinets

Penobscot Shoe Co. - women's casual footwear (70)

Penobscot Times Inc. - newspaper publishers and printing (9)

White Sign - reflectorized signs, safety signs, construction barricades (8)

Table 3-2 provides a breakdown of manufacturing activity as reported in the 1991 Census of Maine Manufactures, published by the Maine Department of Labor. Old Town's value of product (\$224 million) is substantial, amounting to 15% of the County's total value. This is largely due to the James River Corp. The average manufacturing wage in Old Town was larger than that of any jurisdiction shown, and the number of manufacturing workers (1,320) was 17% of the total number of manufacturing workers in Penobscot County.

TABLE 3-2
SUMMARY - MAJOR MANUFACTURING ACTIVITY*

	1991		
	Value of Product	Average Wage	# of Workers
Old Town	223,624,825	28,787	1,320
Bangor	243,867,332	25,608	1,786
Brewer	150,665,270	27,876	858
Orono	14,896,797	14,392	171
Penobscot County	1,479,368,174	25,797	7,758
State of Maine	10,798,860,463	25,413	92,940

Source: Census of Maine Manufactures, 1991.

* Data not available for Millinocket, a comparison community.

Table 3-3 provides a statistical overview of how Old Town's manufacturing base changed between 1980 and 1991. The total value of product increased from \$127 million in 1980 to \$224 million in 1991, for a gain of 76%. More important, the value of product as a percentage of the total County value of product increased from 12.8% to 15.1%, while average wages increased from 106.2% of County manufacturing wages to 111.6% of County manufacturing wages. During that same period, the number of workers declined slightly, but Old Town's manufacturing workers as a percentage of County workers increased from 9.8% in 1980 to 17.0% in 1991. Although the number of manufacturing jobs in Old Town has been fairly steady, the percentage of Old Town residents employed in manufacturing declined from 29% in 1980 to 13% in 1990. This decline is due in part to Old Town workers moving to adjacent communities such as Milford and Bradley.

TABLE 3-3
CHANGES IN MANUFACTURING ACTIVITY
(in thousands of dollars)
OLD TOWN

	1980	1985	1989	1990	1991
Value of Product (000's)	127,852	171,155	279,119	259,432	223,625
Value as Percentage of County	12.8	13.8	17.6	16.7	15.1
Average Wages	16,062	21,412	26,246	27,762	28,787
Wages as Percentage of County	106.2	104.5	104.5	104.7	111.6
Number of Workers	1,361	1,369	1,416	1,353	1,320
Workers as Percentage of County	9.8	10.1	11.7	12.0	17.0

Source: Census of Maine Manufactures, 1980, 1985, 1989, 1990, 1991.

Labor Force

1992 Employment. Table 3-4 provides an overall summary of the employment picture for Old Town, 6 comparison communities, Penobscot County and the State of Maine, based on data obtained from the Maine Department of Labor. Old Town had the same 1992 unemployment rate as the State of Maine (7.1%), and fared slightly better than Penobscot County as a whole (7.4%). The City's 1992 unemployment rate was lower than all comparison communities except Bangor (6.8%) and Orono (2.5%).

TABLE 3-4
SUMMARY OF EMPLOYMENT, UNEMPLOYMENT

	1992			
	Labor Force	Employed	Unemployed	Unemployment Rate
Old Town	4,475	4,159	316	7.1
Bangor	17,928	16,714	1,214	6.8
Brewer	5,066	4,689	377	7.4
Lincoln	2,302	2,067	235	10.2
Milford	1,380	1,224	156	11.3
Millinocket	2,767	2,520	247	8.9
Orono	4,982	4,858	124	2.5
Penobscot County	71,820	66,523	5,297	7.4
STATE	662,000	615,000	47,000	7.1

Source: Civilian Labor Force Estimates 1988-93, Maine Department of Labor.

Annual Unemployment Rates. Table 3-5 documents the rise in unemployment that occurred as a result of the 1989 recession. Old Town's unemployment rate has increased each year since 1988, reaching a peak for the first 9 months of 1993. Despite these increases, Old Town fared better than most of the other jurisdictions shown in Table 3-5. For example, the City's 1990 and 1991 unemployment rates were lower than all jurisdictions except Orono. In 1992, only Bangor and Orono had lower rates. For the first 9 months of 1993, Old Town's rate (7.5%) was lower than all jurisdictions except Brewer (7.3%) and Orono (3.0%). The overall employment picture shown below is not encouraging, but there may be a ray of hope in Old Town's unemployment rates for July, August and September of 1993 (6.3%, 4.6%, and 5.3%, respectively).

TABLE 3-5
ANNUAL UNEMPLOYMENT

	1988-93					
	1988	1989	1990	1991	1992	1993*
Old Town	3.4	3.6	4.2	6.4	7.1	7.5
Bangor	3.3	3.6	5.0	7.6	6.8	8.1
Brewer	3.8	3.4	4.5	6.9	7.4	7.3
Lincoln	5.0	5.5	6.2	10.4	10.2	11.6
Milford	4.2	5.1	7.0	12.7	11.3	11.6
Millinocket	5.0	5.8	6.6	10.3	8.9	9.1
Orono	2.3	2.1	2.5	2.9	2.5	3.0
Penobscot County	3.9	4.2	5.4	8.0	7.4	8.2
STATE	3.8	4.1	5.1	7.5	7.1	8.1

* First 9 months.

Source: Civilian Labor Force Estimates 1988-93, Maine Department of Labor.

Employment by Occupation. Table 3-6 contains an occupational breakdown for Old Town, Penobscot County, and the State of Maine for 1990, as reported in the 1990 Census. Occupational patterns appear to be very similar for all three jurisdictions, except that Old Town has a higher percentage of people in the Professional Specialty category (19%) than either Penobscot County or the State.

TABLE 3-6
OCCUPATIONS OF EMPLOYED RESIDENTS
16 YEARS AND OVER

OLD TOWN - 1990

	Old Town		Penobscot County		State	
	#	%	#	%	#	%
Executive, Administrative	351	9	6,694	10	61,376	11
Professional, Specialty	76	19	9,713	14	79,155	14
Technicians, Related Support	201	5	2,502	4	18,523	3
Sales Occupations	451	11	7,597	11	62,139	11
Administrative Support	516	13	9,578	14	82,893	14
Private Household	32	1	300	1	2,495	1
Protective Services	84	2	1,153	2	7,867	1
Service Occupations	521	13	8,988	13	69,848	12
Farming, Forestry, Fishing	33	1	1,325	2	15,773	3
Precision Production, Craft, Repair	525	13	8,658	13	76,847	13
Machine Operators, Assemblers	226	6	5,020	7	45,653	8
Transportation, Material Moving	115	3	3,171	5	24,897	4
Handlers, Equipment Cleaners, Helpers, Cleaners	<u>184</u>	5	<u>2,690</u>	4	<u>24,376</u>	4
TOTAL	4,003		67,389		572,842	

NOTE: Percentages may not total 100 because of rounding.

Source: 1990 Census, Summary Tape, File 3.

Employment by Industry. Table 3-7 contains a breakdown of the labor force by industry for Old Town, the County and the State. Two important distinctions emerge. Only 13% of the City's labor force is engaged in manufacturing, compared with 17% for the County and 20% for the State (in 1970, 33% of Old Town's labor force was engaged in manufacturing). On the other end of the spectrum, 28% of Old Town's labor force was employed in education, compared with only 13% countywide and 9% at the State level. A ranking of the City's industries by employment levels shows that the highest category is Educational Services (28%) followed by Retail Trade (18%) and Manufacturing (13%). The relatively high employment in Educational Services shows the importance of the University of Maine to the local economy, as well as the function of the Old Town school system in serving surrounding communities.

TABLE 3-7
LABOR FORCE EMPLOYMENT BY INDUSTRY
OLD TOWN - 1990

	Old Town		Penobscot County		State	
	#	%	#	%	#	%
Agriculture, forestry, fisheries	12	-	1,256	2	15,730	3
Mining	-	-	58	-	533	-
Construction	227	6	4,324	6	42,026	7
Manufacturing, non-durable goods	443	11	7,839	12	54,741	10
Manufacturing, durable goods	90	2	3,697	5	57,890	10
Transportation	94	2	2,825	4	19,567	3
Communications and other public utilities	83	2	1,580	2	12,710	2
Wholesale Trade	177	4	2,789	4	20,818	4
Retail Trade	701	18	13,121	19	105,312	18
Finance, insurance, real estate	164	4	2,739	4	31,992	6
Business and repair services	97	2	2,198	3	19,839	3
Personal services	93	2	2,151	3	18,322	3
Entertainment, recreation services	50	1	698	1	5,333	1
Health services	316	8	6,684	10	52,675	9
Educational services	1,130	28	8,685	13	53,685	9
Other professional and related services	213	5	3,952	6	35,588	6
Public Administration	113	3	2,793	4	25,081	4
TOTAL	4,003		67,389		572,842	

NOTE: Percentages may not total 100 because of rounding.

Source: 1990 Census, Summary Tape File 3.

Commuting Patterns. Where do the residents of Old Town work? Table 3-8 provides an overview of where Old Town's labor force works, as reported in the 1990 Census. The table lists every community in which at least 10 Old Town residents work. A number of the City's workers travel great distances to their places of employment (Lewiston - 11; Millinocket - 18; Rumford - 23; and Texas - 12). Table 3-8 also shows that the largest single block of the labor force works in Old Town (1,156 people, or 30% of the work force). A total of 3,278 workers, or 84% of the total work force, are employed either in Old Town, Orono, or Bangor. This is an important point, as the employment situation at the University of Maine, as well as the success of Bangor as an employment center, have as great an impact on job seekers and workers as the activities of local businesses.

TABLE 3-8
OLD TOWN LABOR FORCE
LOCATION OF WORK - 1990

	#	%		#	%
Old Town	1,156	29.5	Glenburn	16	.4
Bangor	1,063	27.2	Greenbush	15	.4
Orono	1,059	27.1	Alton	14	.4
Brewer	127	3.2	Enfield	14	.4
Milford	84	2.1	Texas*	12	.3
Veazie	37	.9	Greenville	11	.3
Lincoln	32	.8	Lewiston	11	.3
Penobscot I.R.	26	.7	Newport	11	.3
Fairfield	23	.6	Plymouth	11	.3
Rumford	23	.6	Greenfield	10	.3
Hampden	22	.6	Hermon	10	.3
Orrington	21	.5	Other	<u>87</u>	2.2
Millinocket	18	.5	TOTAL	3,913	

* Mostly Merchant Marine.

Source: 1990 Census.

Where do the people live who work in Old Town? As shown in Table 3-9, fully a third (1,156, or 33.5%) of the people working in Old Town also live in the City. However, many also come from the smaller communities surrounding the City. The largest block of "outsiders" comes from Milford (455 people, or 13%), followed by Bangor (296, or 9%), and Orono (256, or 7%). Milford has an extremely large (30%) percentage of its residents employed in manufacturing. This reflects the trend of manufacturing workers who work in Old Town to move to outlying areas such as Milford, Greenbush, Bradley and Alton.

TABLE 3-9

**RESIDENCE OF PEOPLE WHO
WORK IN OLD TOWN**

	#	%		#	%
Old Town	1,156	33.5	Winterport	26	.8
Milford	456	13.2	Greenfield	24	.7
Bangor	296	8.6	Holden	24	.7
Orono	256	7.4	Hampden	23	.7
Greenbush	152	4.4	Argyle	20	.6
Bradley	144	4.2	Lincoln	20	.6
Brewer	133	3.9	Carmel	19	.6
Alton	91	2.6	Passadumkeag	19	.6
Glenburn	60	1.7	Sebec	15	.4
Penobscot I.R.	55	1.6	Corinth	14	.4
Veazie	48	1.4	Charleston	13	.4
Hermon	44	1.3	Enfield	12	.3
Hudson	33	1.0	Bradford	11	.3
Lagrange	31	.9	Levant	11	.3
Howland	30	.9	Other	185	5.4
Eddington	28	.8	TOTAL	3,449	

Source: 1990 Census.

Income

Per Capita Income. Table 3-10 contains a breakdown of per capita income for Old Town, 6 other comparison communities, the County and the State for 1980 and 1990. The City's per capita income jumped from \$5,720 in 1980 to \$12,311 in 1990, for a gain of 115% during the decade. Unfortunately, this growth rate did not keep pace with the growth rate in Bangor (117%), Orono (129%), the County (119%), or the State (125%). For both 1980 and 1990, per capita income in Old Town was higher than that of Lincoln, Milford, Orono and Penobscot County, but lower than the other jurisdictions. The City's per capita income as a percentage of

the County's per capita income has stayed about the same (102% in 1980; 101% in 1990). Relative to State figures, per capita declined from 99% in 1980 to 95% in 1990. This decline reflects growing income disparities between northern and southern Maine.

Family Income. Family income is a slightly different story. As shown in Table 3-10, the City's median family income grew from \$17,139 in 1980 to \$30,753 in 1990. This 1980-90 growth (79%) was on a par with that of Brewer and Lincoln, and even ahead of that of Millinocket, but it lagged the growth of the remaining communities, the County (89%) and the State (101%). Old Town's 1990 median family income was smaller than that of any other jurisdiction shown in the table except Lincoln. Between 1980 and 1990, Old Town's family income, as a percentage of County family income declined from 103% to 97%. A similar decline occurred with respect to State median family income (106% to 95%).

Poverty. Family poverty levels in Old Town increased from 8.6% in 1980 to 10.3% in 1990. The City's 1990 rate was higher than that of any jurisdiction shown in Table 3-10 except Bangor (11.5%) and Lincoln (13.1%). *

TABLE 3-10
INCOME CHARACTERISTICS
1980 AND 1990

	<u>Per Capita Income \$</u>			<u>Median Family Income \$</u>			<u>% of Families Below Poverty</u>	
	1980	1990	% Change	1980	1990	% Change	1980	1990
Old Town	5,720	12,311	115	17,139	30,753	79	8.6	10.3
Bangor	6,185	13,418	117	16,246	32,156	98	9.8	11.5
Brewer	6,590	13,941	112	18,149	32,262	78	7.5	8.6
Lincoln	5,225	10,429	100	16,977	30,075	77	11.4	13.1
Milford	5,494	10,959	99	16,788	31,000	85	7.3	7.7
Millinocket	6,829	14,321	110	22,001	36,162	64	5.0	7.9
Orono	4,478	10,248	129	20,118	42,055	109	6.8	5.0
Penobscot County	5,593	12,231	119	16,711	31,584	89	9.6	9.5
STATE	5,768	12,957	125	16,167	32,422	101	9.8	8.0
Old Town as % of County	102	101	-	103	97	-	-	-
Old Town as % of State	99	95	-	106	95	-	-	-

Source: 1990 Census, 1980 Census.

* The 1990 poverty level in Old Town was \$5,980 for a family of 1; \$8,020 for a family of 2; \$10,060 for a family of 3; \$12,100 for a family of 4; \$14,140 for a family of 5; \$16,180 for a family of 6; \$17,220 for a family of 7, and an additional \$2,140 per person for each family member beyond 7.

Table 3-11 further illustrates the fact that family income in Old Town lags behind levels at the County and State level. There is a slightly greater percentage of Old Town households at the lower income levels than in either of the other two jurisdictions, and a slightly lower percentage of households in the upper income brackets. The biggest difference is in the \$25,000 - \$34,999 category (14% of Old Town households; 19% at County level and 19% at State). Table 3-11 reflects in part the fact that many people with higher paying manufacturing jobs have moved from Old Town to outlying communities.

TABLE 3-11

**FAMILY INCOME LEVELS
1990**

	Old Town		Penobscot County		State	
	#	%	#	%	#	%
Less than \$5,000	51	2	1,242	3	8,468	3
\$5,000-\$9,999	187	9	2,501	7	19,473	6
\$10,000-\$14,999	197	9	3,199	8	26,090	8
\$15,000-\$24,999	493	22	7,503	20	61,944	19
\$25,000-\$34,999	307	14	7,147	19	64,072	19
\$35,000-\$49,999	489	22	8,658	23	75,575	23
\$50,000-\$74,999	365	17	5,849	15	52,504	16
\$75,000-\$99,999	56	3	1,248	3	12,488	4
\$100,000-\$149,999	27	1	630	2	6,482	2
\$150,000 or more	<u>24</u>	1	<u>443</u>	1	<u>3,735</u>	1
	2,196		38,420		330,831	

Note: Percentages may not total 100 because of rounding.

Source: 1990 Census, Summary Tape File 3.

Retail Economy

Data on taxable retail sales can provide a basis for analyzing the strength and composition of the local retail economy. As shown in Table 3-12, Old Town's total taxable retail sales constitute a very small but growing percentage of the retail economy of the Bangor Economic Summary Area (ESA). The Bangor ESA is composed of Bangor, Brewer, Indian Island, Old Town, Orono and Veazie. Retail sales in Old Town are also growing relative to retail sales at the State level. Old Town's growth in retail sales for the 1985-92 period (93%) far exceeds that of the Bangor ESA (37%) or the State as a whole (39%).

During the 1985-92 period, taxable retail sales in the Bangor ESA constituted a significant and stable percentage of overall State sales. The bulk of the taxable retail sales activity occurs in Bangor.

TABLE 3-12

**TOTAL CONSUMER TAXABLE RETAIL SALES
(In Thousands of Dollars)**

	City of Old Town	Old Town Percentage of Bangor ESA	Old Town Percentage of State	Bangor ESA	Bangor ESA Percentage of State	STATE
1985	16,352	2.9	.29	558,800	9.8	5,709,977
1986	17,845	3.0	.28	603,251	9.5	6,362,236
1987	20,338	3.0	.28	677,528	9.4	7,179,076
1988	24,395	3.3	.31	742,888	9.5	7,815,359
1989	27,585	3.7	.36	745,784	9.6	7,736,592
1990	29,343	4.0	.39	727,132	9.7	7,462,830
1991	29,542	4.0	.40	733,191	9.9	7,376,304
1992	31,577	4.1	.40	767,139	9.7	7,912,583

Source: Maine Retail Sales Quarterly Reports, Annual Review, 1992, 1987, Maine State Planning Office.

Taxable retail sales information can be categorized into six product groups. These groups are defined by the Maine State Planning Office as follows:

1. Building Supply. Business durable equipment sales to consumers. Example: Stillwater Lumber, Beaton Hardware.
2. Food Stores. All food stores from the large supermarkets to the small corner food stores. The values here are non-food items only since food eaten in the home is not taxable. Example: Doug's Shop 'n Save, Harris Grocery, Martin's Store.
3. General Merchandise Stores. Clothing, furniture, shoes, radio, TV, household durable goods, home furnishings, and products typically found in a large department store. Example: Canoe City Appliance, Old Town Furniture, Fashion Bug.
4. Other Retail. This group includes a wide selection of taxable retail stores not covered elsewhere. Examples are dry goods stores, drug stores, jewelry stores, sporting goods stores, antique dealers, morticians, book stores, photo supply stores, gift shops, and others. Example: Rite-Aid, McCrory's.
5. Auto. This sale group includes auto dealers, auto parts, aircraft dealers, motorboat dealers, the leasing of automobiles, etc. Example: Old Town Auto, Dube's Auto Parts.
6. Restaurants and Lodging. All stores selling prepared food for immediate consumption. The lodging group includes only rentals tax. Example: McDonald's, Governor's.

The composition of Old Town's retail economy differs significantly from that of the Bangor ESA and the State as shown in Table 3-13. Old Town has a larger percentage of its sales in the Food Stores category (35%) than either the Bangor ESA (10%) or the State (14%). The General Merchandise category in Old Town is smaller (11%) than in the Bangor ESA (30%) or the State (21%). Likewise, the Auto Transportation category for the City is smaller (10%) than either of the other jurisdictions (both 22%), but the Restaurant-Lodging category is slightly larger (19% vs. 16% and 17%, respectively).

TABLE 3-13

TOTAL CONSUMER SALES BY PRODUCT GROUP
(in thousands of dollars)
1992

	<u>Old Town</u>		<u>Bangor ESA</u>		<u>STATE</u>	
	Total	% of Total	Total	% of Total	Total	% of Total
Building Supply	4,680.8	15	88,684	12	1,002,917	13
Food Stores	10,994.5	35	73,954	10	1,101,416	14
General Merchandise	3,392.9	11	230,678	30	1,680,901	21
Other Retail	3,327.7	11	84,913	11	1,001,259	13
Auto Transportation	3,062.9	10	167,857	22	1,778,972	22
Restaurant-Lodging	<u>6,118.8</u>	19	<u>121,053</u>	16	<u>1,347,119</u>	17
TOTAL CONSUMER	31,577.7		767,139		7,912,584	

Source: Maine Retail Sales Quarterly Report, Annual Review, 1992, State Planning Office.

Table 3-14 shows the extent to which Old Town is "capturing" its share of taxable retail sales. The City's actual taxable sales in any given category can be compared with the expected sales as derived from per capita sales at the State level. As shown in Table 3-14, Old Town exceeds expected sales only in the food stores category. The actual numbers in Table 3-14 may indicate room for growth in Old Town's taxable sales (except food stores), however, the Bangor ESA is so dominant that there is probably no need to expand commercial areas to any great extent.

TABLE 3-14

MARKET CAPTURE - 1992

Old Town Population - 8,317 (.68% of State)
Bangor ESA Population - 63,201 (5.15% of State)
State Population - 1,227,928

	Old Town Sales	Old Town Expected Sales	% Actual Expected	Bangor ESA Sales	Bangor ESA Expected Sales	% Actual Expected	State Sales
Building Supply	4,680.80	6,819.84	68.64	88,684.00	51,650.23	171.70	1,002,917.00
Food Stores	10,994.50	7,489.63	146.80	73,954.00	56,722.92	130.38	1,101,416.00
General Merchandise	3,392.90	11,430.13	29.68	230,678.00	86,566.40	266.48	1,680,901.00
Other Retail	3,327.70	6,808.56	48.88	84,913.00	51,564.84	164.67	1,001,259.00
Auto Transportation	3,062.90	12,097.01	25.32	167,857.00	91,617.06	183.22	1,778,972.00
Restaurant/Lodging	6,118.80	9,160.41	66.80	121,053.00	69,376.63	174.49	1,347,119.00
Total Taxable	31,577.70	53,805.57	58.69	767,139.00	407,498.08	188.26	7,912,584.00

University of Maine

The University of Maine is a significant force in Old Town's economy. Many residents are employed in various capacities by the University. The University not only provides employment, but also education and training. The relatively high (28%) proportion of the labor force employed in educational services is a result of employment at the University and the fact that a large number of non-residents attend Old Town's public schools on a tuition basis.

The University's land also has importance to the local economy. The University has conducted over 100 years of research on the University forest, and the University undertakes selective cutting activities which support the timber and paper industries. The University farm also employs local people and contributes to agriculture-related education and research.

Forestry

Forestry, and forestry-related businesses, are also important components of the local economy. James River Corporation is a major employer (kraft pulp; sanitary tissues); the James Sewall Company provides forestry-related services to a client base over a multi-state area and owns extensive forest tracts in the City. There are several tree farms in the City and at least two Christmas tree farms, and the University owns extensive lumber forestland. There are two sawmills including Stillwater Lumber (sawmill plus lumber yard) and Old Town Lumber (cuts timber which is shipped to Kenduskeag for construction of log homes).

Economic Development Advisory Committee

The Economic Development Advisory Committee is a nine member board charged with advising the City Council on economic development issues. Recent activities of the Committee include identifying problems with the zoning ordinance on such items as site plan review, parking requirements, shopping center development, and the downtown area, and working with the Planning Board and Council to address these problems. The Committee has also identified problems with the downtown area and attempted to address them through such activities as grant applications and leasing spaces in the municipal parking lot. The Committee also advises the Council on the Urban Development Action Grant revolving loan program, with the chairman of the committee serving on the loan committee.

Current concerns of the Committee include the following:

1. Appearance of the downtown
2. Overall business climate
3. Availability of land for commercial development
4. Availability of land for industrial development, particularly for small industries.

Past Efforts at Economic Development

Old Town has had two extremely successful economic development programs in recent years. The first involved a Community Development Block Grant program on Treat and Webster Island. Although the major emphasis of the program was slum clearance, two small businesses were relocated. These two businesses - John Cyr and Sons and LaBree's Bakery - were both relocated to the Old Town Industrial Park on Gilman Falls Avenue. They each received a Small Business Administration loan to help them expand. Today, they are both extremely successful. LaBree's Bakery has grown from a business occupying a small house to one that serves the Northeastern United States, and employs nearly 200. Cyr Bus has also greatly expanded and now employs 150 (30 fulltime), and runs bus tours throughout the country.

The second program was an Urban Development Action Grant in the amount of \$960,000 awarded around 1979. This grant went to downtown improvements, to demolish several decaying buildings, and construct replacement buildings. The key component of the grant was providing a \$360,000 revolving loan fund. To date, \$681,121 in loans has been made from this fund, including \$166,244 in 1993. Of the 46 loans made, only three have defaulted. Nearly 93% of the monies loaned have either been repaid or represent current accounts. This program has helped existing businesses expand, and has helped new businesses start up. This program has proven to be an excellent one, and has greatly helped the economy of Old Town through job creation and tax base diversification. The City has identified the downtown area as having highest priority for assistance, although the funds are available for projects throughout the City.

Downtown Old Town

Downtown Old Town started as the commercial center serving the mills at the falls on the Penobscot and evolved to being a regional hub, serving towns such as Milford, Bradley, and Greenbush in addition to Old Town. The emergence of the retail area including and surrounding the Bangor Mall, together with the success of Old Town Plaza on Stillwater Avenue, has resulted in the decline of downtown as a retail center. Downtown still functions as a financial, office, and community center, with three banks, the City Hall and Library, and the James W. Sewall Company. Retail use, although still present, is now mostly discount items.

The appearance and condition of the downtown area were identified as major concerns in the questionnaire responses. A recent (June 1994) study of ten of the structures indicated that the structures are fundamentally sound. The City should explore programs to maintain and enhance this area.

CHAPTER 4. HOUSING

Old Town is an industrial community which dates back to the late 1700'S. Early settlements formed near river rapids, where water driven sawmills were the chief economic activity. These areas, the central area of Old Town, Great Works on the Penobscot River, and Stillwater Village on the Stillwater River, remain today as the residential areas of highest density.

Historically, Old Town was the home of mill workers who worked in the City's factories. Today, however, the community is also home to people whose occupations and activities lie outside the community. Persons affiliated with the University of Maine, employed in Bangor, local industrial workers, and woodsmen employed in forestry are among the diverse residents of Old Town. The industrial work force of Old Town manufacturers and the city residential community are no longer one and the same, since both elements are part of a larger region.

Old Town can be delineated into a number of distinct residential neighborhoods, such as the central core area, Treat and Webster Island, Pea Cove, Great Works, Stillwater Village, Pushaw, and West Old Town. Each area is long established, and residents have a certain identity and pride of their own. The core area, Stillwater Village, Treat and Webster Island, and Great Works are the high density residential areas where the majority of Old Town's population lives. These middle income areas are characterized by sound, well-maintained, single and multi-family homes of traditional late 19th and 20th century architecture. Lot frontages are generally small and homes quite close together. Much of Old Town's housing stock (44.5%) was constructed prior to 1940.

Newer developments in Old Town include the Blueberry Hill development north of the core area, new homes south of Perkins Avenue, the Kirkland Road area near I-95 and on Poplar Street. These areas have modern style homes, on larger lots than in the older portions of the city.

Total Housing Units

Based on 1990 Census figures, there were 3,547 housing units in Old Town, which represents an increase of 142 units, or 4.2%, over the 1980 level of 3,405 units. As shown in Table 4-1, Old Town has experienced the smallest housing gain, both numerically and percentage-wise, of any of the comparison communities. Old Town's housing growth also lagged behind that of Penobscot County (14.9%) and the State as a whole (17.2%). A housing unit as defined by the Census may be any living quarters (except group quarters) where the occupants live and eat separately from other persons, including but not limited to houses, apartments, mobile homes, and rented rooms occupied on a relatively permanent basis.

TABLE 4-1
CHANGES IN TOTAL HOUSING STOCK

Municipality	Total # Units		Increases	
	1980	1990	1980-90	
			#	%
Old Town	3,405	3,547	142	4.2
Bangor	12,792	14,366	1,574	12.3
Brewer	3,534	3,780	246	6.7
Lincoln	2,317	2,569	252	10.9
Milford	805	1,178	321	39.9
Millinocket	2,715	2,874	159	5.9
Orono	2,349	2,687	338	14.4
Penobscot County	53,415	61,359	7,944	14.9
Total State	501,093	587,045	85,952	17.2

Source: U.S. Census, 1980 and 1990.

Occupancy

The 1990 Census data summarized in Table 4-2 provides an overview of housing occupancy characteristics for Old Town, as well as comparison data for other jurisdictions. Most (97.4%) of the City's dwellings are year-round units (the 92 seasonal units reflect a decline from 123 units in 1980; this may be due to the conversion of a number of units from seasonal to year-round use). The City's relatively high percentage of renter-occupied units (39.5%) includes student housing.

TABLE 4-2

HOUSING OCCUPANCY CHARACTERISTICS - 1990

	Total Dwellings	Total Year-Round	Total Seasonal	Total Occupied	Owner Occupied	Renter Occupied
Old Town	3,547	3,455 (97.4)	92	3,204	1,939 (60.5)	1,265
Bangor	14,366	14,313 (99.6)	53	13,392	6,491 (48.5)	6,901
Brewer	3,780	3,722 (98.5)	58	3,619	2,318 (64.1)	1,301
Lincoln	2,569	2,196 (85.5)	373	2,096	1,621 (77.3)	475
Milford	1,178	1,113 (94.5)	11	1,116	915 (82.0)	201
Millinocket	2,874	2,863 (99.6)	13	2,704	1,960 (72.5)	744
Orono	2,687	2,591 (96.4)	96	2,452	1,242 (50.7)	1,210
Penobscot County	61,359	57,321 (93.4)	4,038	54,063	37,679 (69.7)	16,384
State of ME	587,045	499,006 (85.0)	88,039	465,312	327,928 (70.5)	137,384

Source: U.S. Census, 1990.

Between 1980 and 1990, Old Town's population declined from 8,422 to 8,317, a loss of 105 people, or 1.2 percent. Yet at the same time, the number of housing units increased by 142. The numbers reflect the fact that occupancy rates, expressed as persons per dwelling units, have been declining in Old Town and throughout Maine for a number of years. Occupancy rates for Old Town and the comparison jurisdictions are shown in Table 4-3 (the declining occupancy rate is an indication that building activity cannot be used as an accurate gauge of population growth).

TABLE 4-3

**DECLINE IN OCCUPANCY RATES
(Persons per Dwelling)**

Municipality	1980	1990
Old Town	2.73	2.53
Bangor	2.49	2.31
Brewer	2.72	2.46
Lincoln	2.83	2.63
Milford	2.94	2.72
Millinocket	2.90	2.50
Orono	2.57	2.50
Penobscot County	2.80	2.57
State of Maine	2.75	2.56

Source: U.S. Census, 1980 and 1990.

Structure Types

Table 4-4 contains a breakdown of housing units by housing type, as reported in the 1990 Census. The category "multi-family dwellings" includes duplexes, which the Census did not tabulate separately.

TABLE 4-4
TOTAL HOUSING UNITS BY TYPE OF STRUCTURE - 1990

	Single-family Dwellings		Multi-family Dwellings		Mobile Homes		Total #
	#	%	#	%	#	%	
Old Town	1,816	51.2	1,359	38.3	372	10.5	3,547
Bangor	5,489	38.2	7,648	53.2	1,229	8.6	14,366
Brewer	2,203	58.3	1,457	38.5	120	3.2	3,780
Lincoln	1,755	68.3	352	13.7	462	18.0	2,569
Milford	613	54.4	176	15.6	337	29.9	1,126
Millinocket	1,782	62.0	732	25.5	360	12.5	2,874
Orono	1,231	45.8	1,205	44.8	251	9.3	2,687
Penobscot County	35,817	58.4	15,791	25.7	9,751	15.9	61,359
State of Maine	378,413	64.5	140,613	23.9	68,019	11.6	587,045

Source: U.S. Census, 1990.

Mobile Homes

There has been a steady increase in the number of mobile homes in Old Town, from 289 in 1980 to 372 in 1990 (an increase of 83 units, or 29%).

The City has a total of 7 mobile home parks. The first two were opened in Stillwater Village in the early 1950's, and access to five of the existing parks is today from outer Stillwater Avenue. One other park is located near Great Works, while a small one is near the junction of Kirkland Road and Bennoch Road. Although all seven parks are within easy commute of the University of Maine, not all of them cater to the student clientele.

Old Town's City Council adopted its first mobile home and trailer park ordinance in December, 1957, but mobile homes were permitted on individual lots in outlying areas until 1974 when they were restricted to parks. In response to a legislative mandate, the City changed its ordinance in the early 1980's to allow manufactured housing (mobile and modular homes) to be located on individual lots in certain areas of the City.

There is a safety concern related to mobile homes built prior to 1976, when the first codes were put in place for mobile home construction. The major problems in the older homes are life safety issues such as egress windows, inadequate wiring, and furnaces. An ordinance is needed to address this problem. Most of the older homes in the City are owned by the owners of the trailer parks. Some of these parks, especially along Stillwater Avenue, are expected to be removed as the land becomes more valuable for commercial development.

Multi-family Dwellings

There has been a long-standing need for rental apartments in Old Town for students, elderly, and low and moderate income persons. Apartments have, for the most part, been located in two and three unit buildings, converted from single-family dwellings at some point in time. Accordingly, the older multi-family structures are found in the high density residential area near downtown, and in Stillwater Village. There have been a number of newer multi-family structures located throughout the community.

The demand for student housing has been met primarily by the private sector, but the University provides some housing for married students at University Park. The complex consists of 120 housing units in 36 separate buildings. The Park is wholly owned by the University of Maine, which reserves unsubsidized family housing for faculty, administration, and students of the University. Residences are one, two, and three bedroom units, but do not provide for single student housing. The University pays no property tax but provides education funds to Old Town in lieu of taxes.

Over the years, there has been continued pressure for the construction of multi-family housing, and citizen opposition to it. In 1984, Stillwater area residents forced a referendum which was successful in prohibiting future multi-family developments in that area.

Seasonal Homes

The number of seasonal dwellings in Old Town declined from 141 in 1970, to 123 in 1980, and 92 in 1993. Most of the City's seasonal dwellings are located on the shore of Pushaw Lake. The decline in numbers reflects the fact that over the years, a number of seasonal dwellings have been converted to year-round use.

Developable lakeshore property is virtually exhausted in Old Town, and has been for several decades. Pushaw Lake is fully developed in the Old Town sector. Mud Pond (Perch

Pond) is undeveloped residentially and, with the exception of Sewall Park, much of the surrounding shore is wetland. Presently undeveloped land does not have the recreational potential to attract seasonal visitors. It is therefore likely that seasonal development in the future will be minimal.

Although there is little or no developable lake front left in Old Town, the Planning Board has approved new seasonal developments not on the lake. The developers have used the lack of frontage requirements in the Zoning Ordinance for seasonal residences as a loophole to get the developments approved. The Planning Board is concerned that even seasonal units may require City services, such as fire protection, and that pressure will be placed on the City to allow conversions to year round units.

Living Conditions

Homes in Old Town, by virtue of their urban nature, are well serviced by municipal water and sewers. In 1990, 87.5 percent of all housing units were connected to the public water system, a figure that is far higher than comparable figures for Penobscot County and the State of Maine (see Table 4-5). In general, the areas with public water are also sewerred. In 1990, 86.0 percent of the housing units in Old Town were served by public sewers. In general, private sewage disposal is not a problem in Old Town, due to strict enforcement of the State Plumbing Code.

TABLE 4-5

LIVING CONDITIONS

	% of Unit With Public Water	% of Unit With Sewer	Lacking Complete Plumbing	Lacking Complete Kitchen
Old Town	87.5	86.0	.5	-
Bangor	96.0	94.7	.6	.9
Brewer	91.0	90.1	.4	.1
Lincoln	57.0	51.5	11.4	7.0
Milford	68.2	61.8	2.9	.6
Millinocket	99.1	98.3	.3	.8
Orono	82.2	79.7	.6	1.2
Penobscot County	57.6	54.6	4.1	2.7
State of Maine	53.2	45.4	3.5	2.5

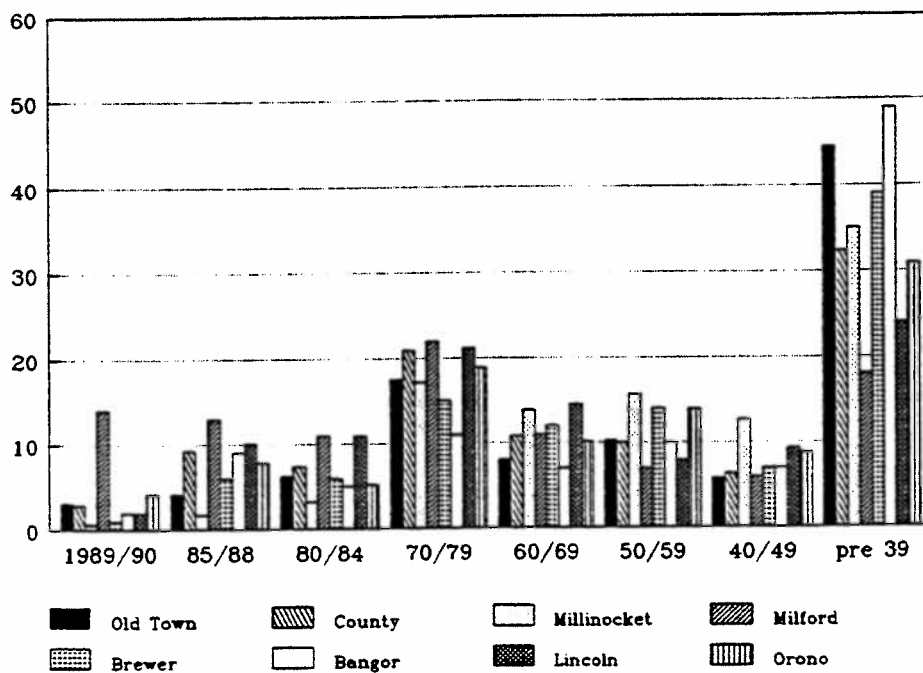
Source: U.S. Census, 1990.

Statistics on the lack of complete plumbing and/or kitchen facilities have been used as a measure of the extent of substandard housing in a community. This data, as shown in Table 4-5, might suggest that Old Town does not have a problem with substandard housing.

Statistics on the age of housing have sometimes been used as a measure of the extent of substandard housing. In Old Town, this is not a reliable gauge. As shown in Chart 4-1, Old Town's housing stock is the second oldest in the area, trailing only Bangor, with approximately 45% of the housing units constructed prior to 1939. Although the housing is old, it is generally in good repair. City officials are concerned that residents may need housing rehabilitation assistance in order to continue to maintain this housing in good repair.

CHART 4-1

YEAR DWELLING CONSTRUCTED



Housing Costs

Housing costs in Old Town are less than those in surrounding communities, and are lower than all the jurisdictions shown in Table 4-6, except Lincoln, both for owners and renters. Monthly housing costs are further illustrated in Charts 4-2 through 4-5. The median value of a single-family dwelling in Old Town was \$68,800, slightly below the median value for Penobscot County (\$69,100), and well below the median value for Orono (\$90,700) and other immediately surrounding communities.

TABLE 4-6

HOUSING COSTS

	Median Owner Costs				Median Rental Costs		Median Value Owner-Occupied Value
	With Mortgage	% of Income	Without Mortgage	% of Income	Median Gross Rent	% of Income	
Old Town	563	17.5	203	13.9	376	29.5	68,800
Bangor	680	18.8	255	14.2	411	26.5	76,800
Brewer	740	20.3	266	15.7	416	26.1	82,900
Lincoln	500	21.5	197	12.5	368	30.1	56,100
Milford	543	20.3	202	12.7	404	30.2	72,800
Millinocket	568	15.8	229	13.7	368	20.3	53,100
Orono	755	19.7	281	11.7	434	32.2	90,700
Penobscot County	610	19.3	217	13.1	397	26.9	69,100
State of ME	664	21.4	222	13.4	419	26.8	87,400

Source: U.S. Census, 1990.

CHART 4-2

MONTHLY HOUSING COSTS
HOMEOWNERS WITH MORTGAGES

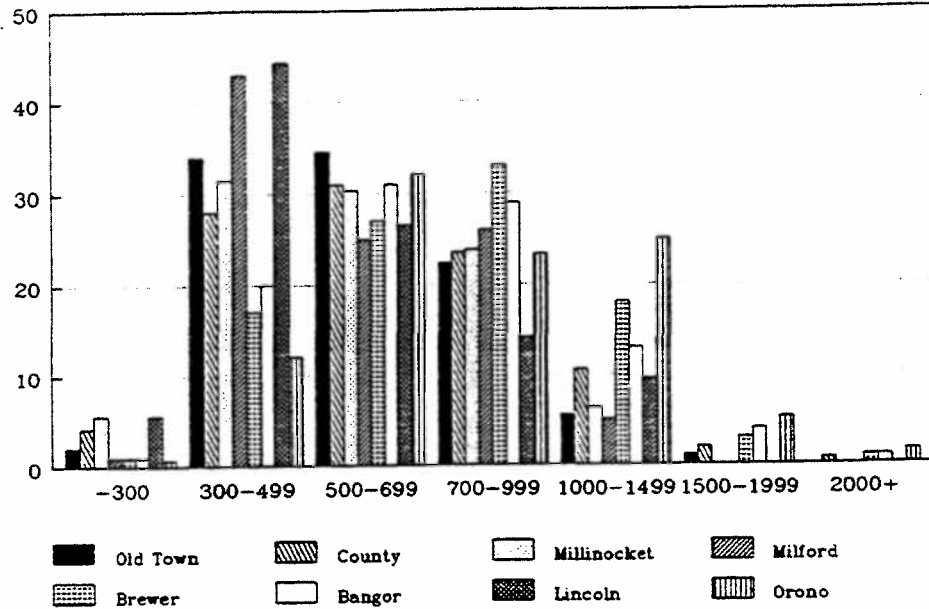


CHART 4-3

MONTHLY HOUSING COSTS
PROPERTY NOT MORTGAGED

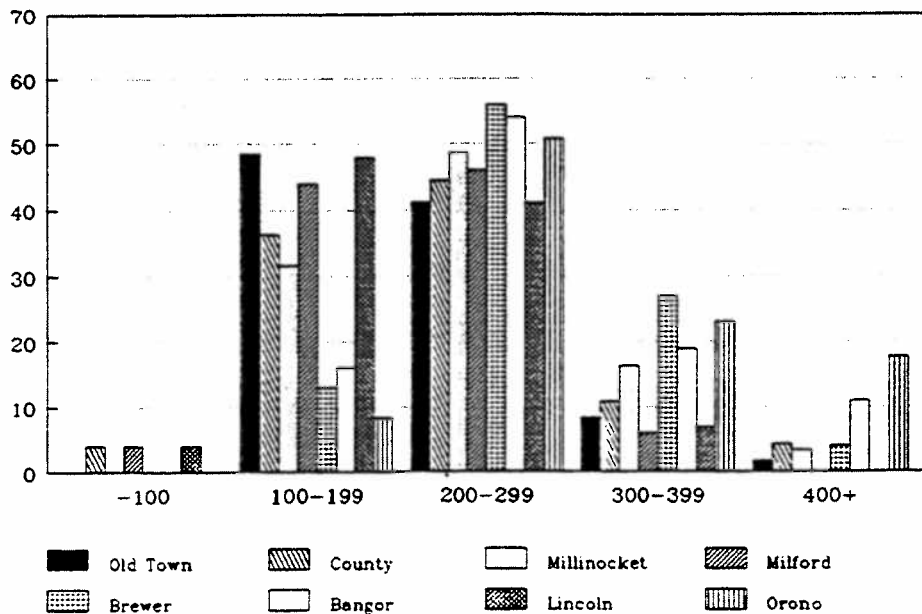


CHART 4-4

MONTHLY OWNER COST
PERCENTAGE OF HOUSEHOLD INCOME

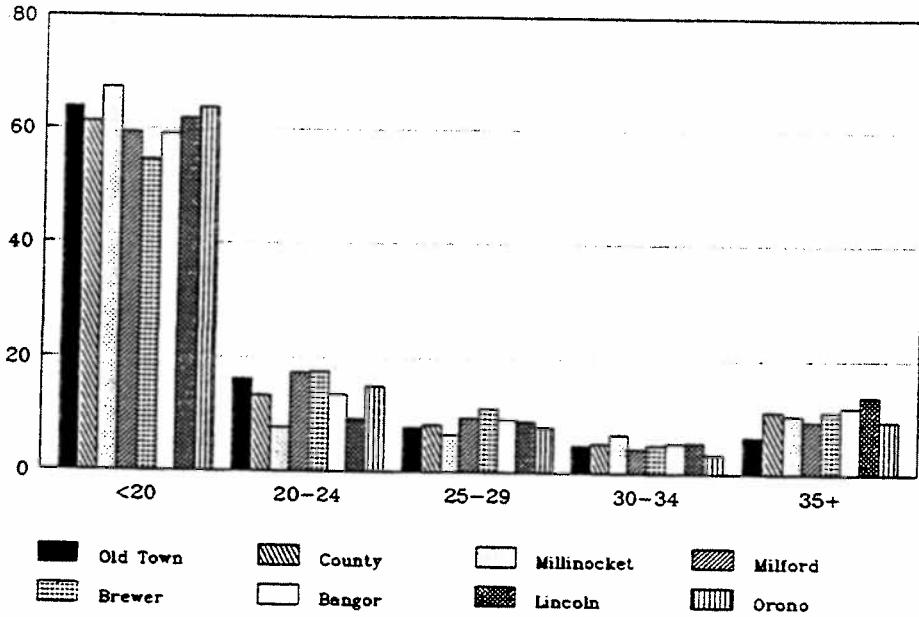
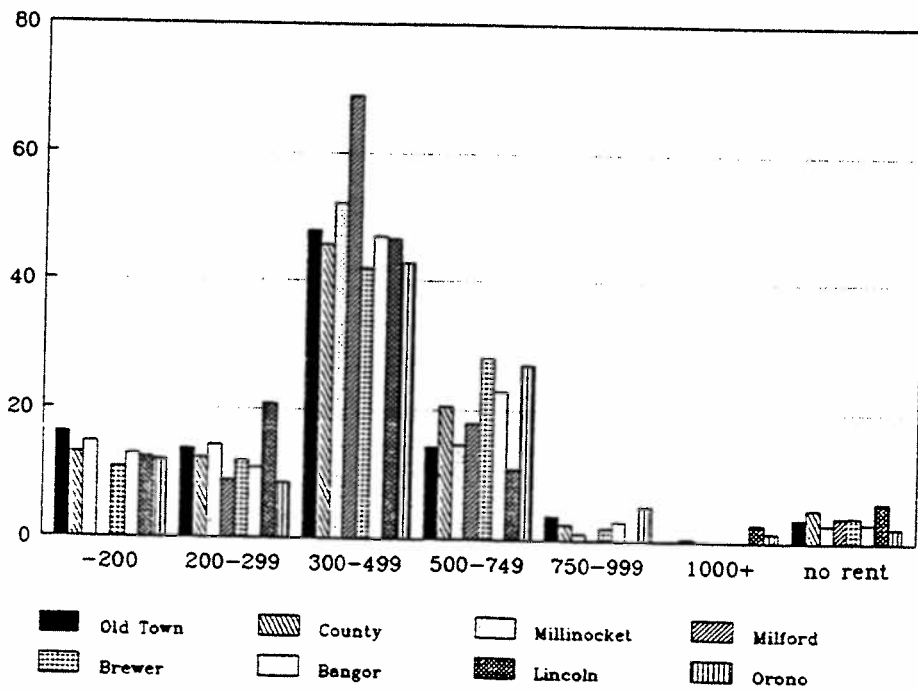


CHART 4-5

MONTHLY RENT



Subsidized Housing

Table 4-7 contains a summary of subsidized housing in the City as of March, 1991. As of that date, there were 240 subsidized elderly housing units and 256 subsidized family units.

TABLE 4-7

SUBSIDIZED APARTMENT UNITS

	Elderly	<u>Total Units</u>	Family
Dow Apartments I	4		0
Dow Apartments II	6		0
Dow Apartments III	0		8
Maison Rue Belanger	8		0
Whim Station I	0		24
Whim Station II	0		24
Whim Station III	0		24 *
Bickmore Manor	13		0
Lincoln Green	0		30
Penobscot Terrace	41		0
Penobscot River House	80		0
Marsh Island	50		0
Meadow Lane/Pembroke	0		36
Scattered Sites	<u>38</u>		<u>110</u>
	240		256

* Whim Station III not included in original data obtained from Maine State Housing Authority.

Source: Maine State Housing Authority.

In addition to the above, data from the State Bureau of Taxation indicates that in 1990 there were 199 tax and rent refunds totaling \$59,858 under Maine's elderly tax and rent refund program.

Table 4-8 contains a summary of subsidized housing units for Old Town and the comparison communities as of 1991. This data shows that Old Town had the highest number of subsidized units per thousand people (based on 1990 Census figures) than any of the comparison communities.

TABLE 4-8
SUBSIDIZED APARTMENT COMPARISON

	Elderly Units	Family Units	Total Units	Units per 1,000 Population
Old Town	240	232 *	474	57
Bangor	645	1,099	1,744	53
Brewer	154	241	395	44
Lincoln	88	52	140	25
Milford	0	12	12	4
Millinocket	111	10	121	17
Orono	102	261	363	34**

* Figure does not include 24 units in Whim Station III.

** Figure would be higher if students living in dormitories were not included in 1990 Census totals.

Source: Maine State Housing Authority, 1990 Census.

Housing Affordability

Table 4-9 contains housing affordability information for the Bangor Metropolitan Statistical Area (MSA) based on information prepared by the Maine Department of Economic and Community Development. The affordable rents are based on the Department of Housing and Urban Development guidelines that a household can afford to spend no more than 30 percent of its gross monthly income on rent and basic utility and energy costs. The data shown in the table incorporates assumptions about the percentage of income that each income group spends on utility and energy costs.

TABLE 4-9

**BANGOR MSA HOUSING AFFORDABILITY
(1990 Median Annual Household Income = \$31,600)**

Income Group	Income Range	% of Total Households	Affordable Monthly Rent	Affordable Selling Price
Very low	Up to \$15,800	29	Up to 300	Up to \$27,900
Low	\$15,800 to \$25,280	19	Up to 550	Up to \$50,900
Moderate	\$25,280 to \$47,400	33	Up to 1,071	Up to \$99,600

Source: Maine Department of Economic and Community Development.

The affordable selling prices are based on the Department of Housing and Urban Development guidelines that a household should spend no more than 30 percent of its gross monthly income on monthly mortgage, mortgage insurance, homeowners' insurance costs, property taxes, and basic utility and energy costs. The data incorporates assumptions about the typical down payment rate, the prevailing conventional mortgage interest rate, the typical conventional mortgage term, the typical relationship between mortgage amount and mortgage insurance premium, the typical relationship between house value and homeowners' insurance premium, average County full value property rates, and the percentage of income that each income group spends on utility and energy costs.

Housing affordability is a major issue on a national level. In Old Town, relatively low prices for existing housing, coupled with MSHA (Maine State Housing Authority) and FmHA (Farmer's Home Administration) programs, make owning a home within reach of many families. MSHA and FmHA programs offer low interest rates and low down payments. Families who make more than the income guidelines may still have difficulty affording a home.

Based in part on the 1989 median selling price of a home in Old Town (\$65,000), the Real Estate Transfer tax, and the data in Table 4-9, housing affordability is not a problem for low and moderate income residents. City officials report that there are many apartments available for under \$550/month, and a modest home can be purchased for about \$50,000.

There are currently approximately eight single family houses in Old Town on the market in the range from \$28,800 to \$49,000, and a like number from \$50,000 to \$59,000.

Housing for very low income residents is a concern. The major supply of housing for these residents consists of older mobile homes located in one of the mobile home parks in the City.

Old Town Housing Authority. The Housing Authority is a public non-profit agency, with a Board of Commissioners appointed by the Council. Almost everything the Authority does is through a contract with the Department of Housing and Urban Development (HUD). As such, there is a high level of accountability.

The Authority owns some facilities, manages other facilities, and administers a rental assistance program. As a general guide, 30% of family income constitutes the rent, including all utilities. The Authority is considering a cap on public housing program rents. There are fewer working families in the facilities than in the past, as better jobs are obtained and rents go up accordingly.

Marsh Island Apartments contains 50 units for the elderly. Pembroke and Meadow are family housing. Bickmore Manor and Penobscot Terrace are privately owned but managed by the Authority. The rental assistance program (Section 8) has approximately 150 units in the program. Tenants are required to locate apartments in the private market, and then pay 30% of their income as rent. The program picks up the rest. Apartments are located in Old Town, and within a ten mile radius.

Marsh Island serves two meals a day seven days a week and offers housekeeping, laundry, and other services. The Authority also helps the tenants obtain other community services.

The Housing Authority sees their future direction as follows:

1. Serve an aging population.
2. Provide and refer services to families in family housing and Section 8 units to try to get them "unstuck" in life. Possibilities include counseling and job training.
3. Outreach to lower income families.

Section 8 (rental assistance) is intended for families and households with less than 50% of the median income (very low income). Public housing projects serve people with up to 80% of the median income (low income).

Programs for renters who earn from 80 to 120% of median income (moderate income) don't exist. Census data indicates that families making \$25,000 to \$35,000 per year constitute 14% of Old Town families, vs. 19% for the County.

There are a large number of young single parent families, with a continuing need for two-bedroom apartments.

Much of the general need for affordable housing seems to be met in Old Town. People seem to be able to move from one subsidized unit to another, due to many different programs. This also seems to be true for handicapped units. There are a large variety of choices in the area.

Recent housing constructed meets the demand for handicapped accessible housing. Waiting lists aren't very long, and the Housing Authority must go deeper into the waiting list when there is a vacancy.

Housing Authority officials fear that, if a great many more subsidized units are built, that there might be trouble filling the units. The State statistics show no great overall need.

CHAPTER 5. CULTURAL RESOURCES

Cultural resources located in Old Town include the Old Town Public Library and the Old Town Museum. The library, located across from City Hall on Middle Street, serves City residents for free. A small fee will be charged commencing in the summer of 1994 for out-of-town borrowers, due to an elimination of financial support from surrounding towns. The library has been in existence from the 1890's and recently underwent a major expansion. The library building is currently adequate for the expected needs of the community for the foreseeable future. The library collection is in the process of being automated, with continued automation expected as technology becomes more available and affordable. The circulation in fiscal year 1991/92 was approximately 120,000, with a collection of approximately 40,000 hard cover books. The library has an inter-library loan agreement with Bangor Public Library and the Maine State Library. Programs run from the library include book deliveries to elderly housing projects, financial planning seminars for seniors, art displays, children's story hour, and a summer reading program. The library has three meeting rooms available for community groups.

The Old Town museum is located on North Fourth Street adjacent to the boat ramp. The museum is open in the summer months and contains historical artifacts and displays. Weekly programs are given at the museum, emphasizing Old Town's history and traditional crafts.

In addition to the cultural resources available in Old Town, the resources of the University of Maine in neighboring Orono are also available to Old Town residents. Available resources include the Maine Center for the Arts, Hauck Auditorium, the Fogler Library, the Hudson Museum, and the Alford Arena. Nearby Bangor offers the Bangor Public Library, the Penobscot Theater, movie theaters, and numerous museums.

Churches located in Old Town include the American Baptist Church, the Apostolic Church of Old Town, the Federated Church of Stillwater, the Kingdom Hall of Jehovah's Witnesses, the Old Town United Methodist Church, the Old Town Wesleyan Church, the Pentecostal Church, the Holy Family Roman Catholic Church, St. James Episcopal Church, and the United Baptist Church. Most of the local churches have active church groups and contain meeting rooms.

Fraternal groups active in the City include the American Legion, the Elks, the Kiwanis, the Knights of Columbus, Rotary International, the VFW, DAV, the Masonic Lodge, and the Grange. The Elks, the Knights of Columbus, the VFW, the Masons, and the American Legion all have facilities. In addition to the above groups, the Old Town-Orono YMCA offers facilities and programs from its location in the shopping center on Stillwater Avenue. The YMCA is constructing a therapeutic pool (warm water, with handicapped access).

Old Town does not have a snowmobile club. Residents interested in snowmobiling generally join the Pine Tree Snowmobile Club in Milford.

Parent-Teacher Clubs are active in the Herbert Gray, Jefferson Street, and Sargent schools. Various youth groups, such as Boy Scouts and Girl Scouts, are active in the City. Sporting programs for youth include Little League baseball, American Legion Baseball, Youth Hockey, the Swim Club, a running club, and a Gymnastics Club. In addition, the High School offers a full range of interscholastic sports.

Recreation Programs

Old Town has a Recreation Department which consists of a Recreation Director, a Pool Director, a maintenance person, and an advisory committee. In addition, the department employs numerous part time and seasonal workers. The department is responsible for maintaining ball fields at the High School, the Middle School, Sargent School, the Knights of Columbus, and the YMCA. In addition, the department maintains Binnette Park, City Center Park, North Fourth Street Park and Boat Launch, Sewall Park, Spencer Park, Stillwater Park, the Historical Museum, the Old Town Community Center, and the Treat and Webster Community Center. The department also maintains and operates three playgrounds, an outdoor hockey rink, two skating rinks, outdoor tennis and basketball courts, three wading pools, and the swimming pool.

Past programs sponsored by the department include Tap and Ballet dance lessons, self defense lessons, ladies exercise class, arts and crafts, preschool cooking, adult volleyball, senior citizens club, stamp collecting, Halloween party, Old Fashioned Christmas, swim classes, lap swim, competitive swim, basketball, cross country skiing, Easter party, father-daughter dance, mother-son dance, life saving instruction, open gym, parents/tots playtime, skating party, downhill skiing, and a walking fitness program.

Recreation Facilities

Recreation facilities include the bandstand in Binnette Park on North Main Street, City Square park, North Fourth Street Park with picnic and boat launching facilities on the Penobscot River, Sewall Park with picnic and boat launching facilities on Mud Pond, Spencer Park with its view of the falls at the Milford Dam, Stillwater Park, lighted outdoor basketball courts, two little league fields, two senior league fields, a softball field, two farm league fields, two sets of lighted tennis courts, two community centers, a bike path system leading from Perkins Avenue to Stillwater Avenue, with a connection to the University of Maine, an outdoor hockey rink, five playgrounds, three wading pools, and two skating rinks.

Facilities of the University of Maine are also available, including the fieldhouse. Cross country skiing is available in the University forest on either side of Stillwater Avenue. The area

between Stillwater Avenue and the University has trails specifically marked and maintained for skiing, as well as numerous other skiable roads and trails. The area to the north of Stillwater Avenue also contains many marked trails, although it is not specifically maintained for skiing. These areas are also heavily used for mountain biking, walking, and running. Hirundo Wildlife Refuge in nearby Alton is popular for hiking and cross country skiing.

Adequacy of Recreation Facilities

One of the ways to analyze a community's recreation facilities is to utilize standards established by the National Recreation and Parks Association. These standards are listed in Table 5-1 and are compared with the City's existing facilities. This analysis reveals that Old Town enjoys excellent recreation facilities. Possible improvements include another playground and additional softball fields.

TABLE 5-1
COMPARISON OF CITY RECREATION FACILITIES TO NATIONAL STANDARDS

Facility	National Standard	Required to Meet Standard	Facility
Baseball	0.17 per 1,000	1.4	4
Softball	0.33 per 1,000	2.7	2
Soccer	0.22 per 1,000	1.8	3
Basketball	0.5 per 1,000	4.2	4
Tennis	0.5 per 1,000	4.2	4
Recreation Halls	0.1 per 1,000	0.8	2
Playgrounds	0.5 per 1,000	4.2	3
Picnicking	2 tables per 1,000	16.8	6 tables (2 areas)
Swimming	1 pool/beach per 15,000	1	2
Nature Study	1	1	1
Walking/Jogging Paths	1 system	1	3
Cross Country Skiing	1 system	1	3

Natural Areas and Scenic Areas

Although Old Town does not have any large hills, many scenic areas exist in the City. Popular views include the falls at the dams - Milford Dam in the downtown, Gilman Falls dam on Route 43, and the Stillwater dam in Stillwater. Another popular view is that from "high head" (South Main Street heading north from Orono) of the paper mill and Great Works Dam. Outer Kirkland Road has a view of Katahdin on a clear day. Other scenic areas include the view of the Stillwater River from Route 116 at Birch Stream, Poplar Street at the bog, Sewall Park on Mud Pond, views of the Stillwater River from Bennoch Road, and College Road through the University Forest.

Unique areas in the City include Hirundo Wildlife Refuge, which is partly in Old Town. Artifacts have been found in this area along Pushaw Stream. Other unique natural resources are the University Forest, with its intensively studied ten acre plots, the University research farms, including the Bennoch Road sustainable agriculture farm, and Sewall's virgin pine grove.

Outdoor recreation opportunities available include hiking, hunting, fishing, cross country skiing, biking, and canoeing. The University Forest and Hirundo Wildlife Refuge offer hiking and cross country skiing. The University Forest south of Stillwater Avenue has a system of bicycle paths connecting Old Town with the University. Pushaw Stream from Route 43 to the Bennoch Road is a popular canoe route. Other canoe routes include the Penobscot and Stillwater Rivers and Birch Stream. The Stillwater River below the Stillwater Dam contains a short section of standing waves in the spring, which is a popular kayaking spot.

Hunting is not permitted on Marsh Island or in Hirundo Wildlife Refuge. Popular hunting areas include either side of Route 43 and outer Kirkland Road, and the area west and north of Mud Pond. Popular fishing areas include the Stillwater and Penobscot Rivers for bass, and Birch and Pushaw Streams for springtime trout fishing. Birch and Pushaw Streams offer bass fishing when the water warms up. Pushaw Pond, Pushaw Stream, and the logan on the Stillwater River offer ice fishing.

The logan on Pushaw Stream, Pushaw Stream itself, and the outlet from Mud Pond are considered excellent for waterfowl nesting. Excellent areas for wildlife viewing includes Marsh Island, which has been a wildlife refuge for a long time. Deer, moose, and bear are plentiful on the Island.

Much of the University forest was acquired by the Federal government during the depression. The three purposes of the forest are research, education, and recreation. The airport was part of the original tract. The property was deeded to the University in 1952. In the 1960's, provisions were made that allow for selling of parts of the forest if the money is used to purchase additional land. The forest presently consists of 1,200 acres in the triangle bounded by Gilman Falls Avenue, College Avenue, and Stillwater Avenue. Another 500 acres are located south of Stillwater Avenue. The forest has been divided into a 10 acre grid system for research

and educational purposes. The University expects to make an income from the forest. The wood is marketed to local sawmills.

The University is presently working with Bangor Hydro-Electric on recreational enhancements to the area involving improving access to the Stillwater River. The possibility of providing a handicapped accessible fishing access is being explored. Recreation use of the University Forest is very high. Wildlife is also abundant, with deer, bear, moose, and coyote. There are approximately 50 deer per square mile, with 20 deer per square mile considered a deeryard. Approximately 60 deer per year are hit by automobiles in Old Town. In addition to the main part of the forest, the University owns 300 acres of the former Patton lot in West Old Town near the highway. 120 acres of this is a bog. This area is utilized heavily for research.

Historical and Archaeological Resources

Old Town is rich in prehistoric archaeological sites due to the presence of the Penobscot Indian Nation. The State lists 107 known prehistoric sites. All or most of these sites are located along the banks of the Penobscot and Stillwater Rivers, and tributary streams. Development in these areas is restricted by shoreland zoning and resource protection zoning. The State indicates that five of these sites may be eligible for listing in the National Register of Historic Places. It is unknown how many of the listed sites are located within the jurisdiction of the Penobscot Nation, and how many are located within City limits. The banks of the Penobscot and Stillwater Rivers have been extensively surveyed as part of the hydroelectric relicensing process. The State identified the need for studies of the Pushaw Lake shoreline and upper Pushaw Stream.

No historic archaeological sites have been located in the City. No professional survey for historic archaeological sites has been conducted in Old Town. Two buildings in Old Town - St. James Episcopal Church and the Stillwater Post Office - have been listed on the National Register of Historic Places. A comprehensive survey may reveal additional structures eligible for listing, although no such survey is planned.

CHAPTER 6. PUBLIC FACILITIES AND SERVICES

The City provides a wide variety of services and generally enjoys excellent facilities. The Council deserves credit for developing these facilities as a part of an ongoing, long term capital improvements budget. Recent examples of state of the art improvements include the transfer station, the recycling center and recycling programs, and the sand and salt storage shed. Reserve funds are maintained to handle emergencies, such as a recent project at the sewer plant which replaced expensive equipment without raising sewer rates.

Sewage Treatment

The Old Town Sewer District serves approximately 1,900 customers, representing almost 3,000 dwelling units in Old Town, or approximately 93 percent of the population. Most of the built up area of Marsh Island, Treat and Webster Island, and Stillwater Village is served by public sewer. The sewer system is run as a department of the City, with a three member advisory committee.

The design flow of the sewage treatment plant, located on Congress Street, is 1.7 million gallons per day. The plant meets the City's needs for the foreseeable future. Until fairly recently, the average flow was 1.0 million gallons; a new force main increased the flow by approximately 0.3 million gallons per day. The area served by the force main was formerly served by the Orono plant. The new force main and trunk line helped relieve some capacity problems on the Stillwater Avenue trunk line, the system's only major problem. There are approximately 25 miles of sewers in Old Town.

Milford was contracted to provide 8.22 percent of the flow, but recent negotiations have raised Milford's allotment to 13.22 percent. Future negotiations in the Town of Milford will allow Milford's share to increase to 15 percent.

Although the plant has excess capacity, the State has a policy that, if a 10,000 gallon/day user is added, for every gallon in, 5 gallons should be removed. This is a policy, not a regulation or law. The problem for Old Town is that the infiltration problem has largely been solved, so it is difficult to make further reductions. Milford is still in the process of reducing infiltration. There have not been any combined sewer overflows since October 1989.

Possible extensions of the sewer system are College Avenue Extension and the Highland Avenue/Hilliard Street area. The investment of \$100,000 will extend the sewer up Gilman Falls Avenue past Folsoms, but few customers would be added. The possible extension of the sewer

up Kirkland road and Poplar Street was investigated, and determined not to be feasible for financial reasons. The Sewer Department doesn't take the initiative for sewer extensions, but acts on requests from property owners.

Water Supply

Approximately 95 percent of the population of Old Town is served by public water. The water system serves the built up areas of Marsh Island, Treat and Webster Island, and Stillwater Village. The Water District is not a municipal department, but is a quasi-public company.

The original water company was formed in 1891. In 1928, Milford and Old Town formed a district and purchased the system. The current Water District is served by three trustees, two from Old Town and one from Milford. The District also sells water to Bradley and Orono. The Orono portion served is the area near the Stillwater Avenue interchange, including the Black Bear Inn.

In 1929, sand filters were added to the system. The site of the sand filters is now the Old Town Museum on North Fourth Street. In 1958 and 1959, approximately 400 test wells were drilled to find a new source of good quality water. The tests located sufficient supplies, but iron and manganese presented water quality problems. Sites for new wells were located in the sand and gravel aquifer along the Stillwater River, and gravel packed wells were drilled in 1960. The problem with these wells is that, as more water is drawn down, iron and manganese migrate into the wells. In 1967, a filter plant was constructed to handle iron and manganese from one well. Today, three out of the four wells are filtered. Water storage is provided through two standpipes totaling 2 million gallons. A looped system has been run to Milford. A new filtration plant was added in 1993.

The District can get 1,700 gallons per minute out of the wells, or approximately 2.5 million gallons per day. The average consumption is 1.2 million gallons a day. The problem with drawing down the 2.5 million for a long period is the massive filtration needs to handle iron and manganese. Future filtration requirements include radon.

A future major user would be required by the Water District to pick up the costs associated with filtration, supply, and distribution. The capacity is there. The present system should supply needs for the next twenty years. A new well field would need a new filter plant.

The industrial park on Gilman Falls Avenue is served by a 6 inch line. This area could service a 500,000 gallon per day user, but not a 1,000,000 gallon per day user. The system delivers a minimum pressure of 50 pounds, well above State requirements.

Police Protection

The Old Town Police Department, located in the basement of the City Hall, has 13 officers, including the Police Chief, and four dispatchers. There are also 10 part time reserve officers. The Department receives nine to ten thousand calls for service a year. The work load for most types of complaints has remained relatively constant, but there has been an increase in party complaints. A typical year might see 30 or 40 burglaries, 200 thefts, 30 assaults, 100 OUI arrests, 450 automobile accidents, 350 animal complaints, and 650 calls to assist other departments. Assistance calls require the presence of an officer. The Department does not do homicide investigations, but handles everything else. One officer acts as the detective, and two have received training as DARE (Drug Awareness Resistance Education) officers. Another officer was formerly assigned to the Maine Drug Enforcement Agency, which covered all his expenses. This provided localized drug enforcement, and the officer has received an extremely high level of training.

Challenges facing the Department include the challenge of doing more with less, and the fact that we live in an increasingly litigious society. Training is extremely important, as is the setting of clear policies to deal with different situations. High risk items requiring training include use of excessive force, accident training, hazardous materials, first aid, blood borne pathogens, and civil rights. The City has formed a regional training council with nearby communities. In-house specialists will provide training. The City has also formed a regional candidate application pool with nearby communities. The city has mutual aid agreements with Orono, Bradley, Milford, and the Penobscot Indian Nation. There may be potential for a higher level of cooperation with other departments, including combining dispatching services.

One of the more common calls for services involves party complaints. Warnings are issued the first time, with arrests possible for repeated violations. The Police Department must be called in order to respond. Old Town keeps two officers on the street at any one time.

The Department maintains five cruisers (3 marked, one Chief's, one detective's) and replaces two per year. Old cruisers rotate through other municipal departments.

The Department's major needs are an interview room and a squad room. Present space, in the basement of City Hall, is extremely cramped.

Public Works

The Public Works Department, located on the Airport Road, has 19 employees, three of which are on solid waste collection and one on curbside recycling. The Department plows and sands streets and sidewalks and picks up trees. A rough schedule of department activities is as follows:

April: Sweep sand, spring cleanup

May: Cemeteries

June: Summer projects

July, August, September: Major summer projects. Recent projects have been Kirkland Road, Poplar Street, Airport Road, and Oak Street.

Other: clean catch basins, roadside mowing.

Highway Maintenance: The City maintains 51 miles of road, including 10 miles of gravel road. The City has a contract with the State to plow Routes 2, 2A, 43, and 116, with the State responsible for summer maintenance. Most roads are in fair to good condition. The City will start a pavement management program to set priorities for repaving. In the past, pavement projects have been largely based on a complaint basis.

Cemetery Maintenance, including lot location, is also a responsibility of the Department.

Solid Waste: Old Town has curbside garbage pickup. All solid waste is brought to the transfer station on Gilman Falls Avenue. Alton and the Penobscot Indian Nation also use the transfer station. The transfer station site contains the recycling center, the white goods pile, and the demolition landfill. The compost site and City garage are nearby. The expected life of the demolition landfill is twenty years. The transfer station and demolition landfill are operated through a contract with Sawyer's. Waste is hauled from the transfer station to PERC. Old Town's share of the waste hauled to PERC in 1993 was approximately 5,000 tons.

Recycling: Old Town has a curbside recycling program. Recycling pickup is done on a weekly basis, on the same schedule as trash pickup. The City picks up glass, cans, aluminum, newspapers, brown paper bags, and magazines. In addition, cardboard, waste oil, office paper, and mixed paper are accepted at the recycling center. The City picks up office paper from most of the larger businesses in the City. Old Town's reported recycling rate for 1993 was 37.6 percent, which exceeds State goals. The City has a separate pickup for leaves and yard waste, which are composted. The City recovers about 30 percent of the winter sand used. This material, together with material removed from ditches, is mixed with compost and used as topsoil for various projects.

The City garage, located on the Airport Road, is relatively new and is adequate for the foreseeable future. The roof may need replacing. The garage could be expanded if necessary. The sand and salt shed is also relatively new. The City's equipment is generally in good condition. In the long term, supply of gravel may be a problem. In five years, the City might have to start paying for gravel as the present municipal pit in Alton is used up.

Major equipment includes seven 6-ton trucks, a street sweeper, a garbage truck, a recycling truck, a horizontal baler, a screening plant, and two large snowblowers. In addition, the Department also has a wide range of other equipment, such as small trucks and mowers. All

major equipment is replaced on a rotating schedule, with the city Council annually approving a five year capital equipment schedule. For instance, the large 6-ton trucks are on a seven year schedule, with one truck replaced annually.

Fire Protection, Ambulance Service

The Old Town Fire Department, located adjacent to City Hall, has 22 full time firefighters, including the Chief and three assistant chiefs. The Call Department comprises an additional eleven firefighters. The Fire Department includes the ambulance service. Major pieces of equipment include two pumpers, one aerial, two ambulances, one rescue truck, the Chief's car, and the bucket truck. All major equipment is replaced on a rotating schedule, with the City Council annually approving a five year capital equipment schedule. For instance, the ambulances are on a six year schedule. There may be a potential for sharing equipment and stations with surrounding departments.

The Department has mutual aid agreements with Milford, Bradley, Alton, Bangor, and Orono. The Department is exploring providing a higher level of coverage to Milford. The Department provides ambulance service via contracts to Greenfield, Greenbush, Milford, Bradley, the Penobscot Indian Nation, Argyle, and Alton.

Possible future needs of the Department include a substation in the Bennoch Road/Kirkland Road area. The substation would contain a pumper and three firefighters. This location would provide better access to the Interstate and to Pushaw Lake. The Department would also like to implement a dry hydrant system to serve the rural areas of the City. A tanker system may be an alternate to the dry hydrant system.

City Administration (City Manager, City Clerk, Finance, Assessor, Code Enforcement, City Planner, General Assistance)

The City has a Council-Manager form of government. The major needs of City Administration are storage and organization. Dead storage is presently in the basement of the Community Center. This is not a suitable storage facility, as it is prone to mildew. The second floor of the Community Center contains a record storage room which is nearly full. Vault storage needs are met for the foreseeable future, although the City Clerk pointed out the need for better shelving. Other equipment purchases identified included a shredder and computer for the manager and automation for the excise tax collections.

The City Manager's Administrative Assistant does not have an adequate work space. There is also no reception area at the Manager's office. Improving the situation would necessitate reducing the size of the conference room or eliminating it entirely. The Administrative Assistant has also mentioned the need for an additional conference room. The Code Enforcement Officer needs an accessible conference room to meet with builders. Current meetings are crammed into the lunchroom. The City Planner is currently upstairs in the Community Center. This leads to

inefficiencies as he works closely with the Code Enforcement Officer and City Manager, and often requires access to the Assessor's records. Members of the public often are directed back and forth between buildings, leading to frustration.

The major issue with handicapped accessibility with the City Hall is the lack of an accessible bathroom. None of the existing bathrooms could be easily retrofitted. It is also possible that the presence of the Code Enforcement Officer and Welfare Director on the ground floor would require installation of an elevator, although people could go outside and around. The Planner's Office is also not accessible, but programs can generally be delivered as appropriate.

Removing the Police Department from City Hall would solve the City Hall space problem. Conversely, removing non-police functions from the ground floor of City Hall would solve the police space needs. There is room to add onto City Hall and the Fire Department to address all space needs. A study of space needs and availability is recommended. Such a study should look at City Hall and the Community Center, but should not include the Library as a resource for meeting the needs of City Hall.

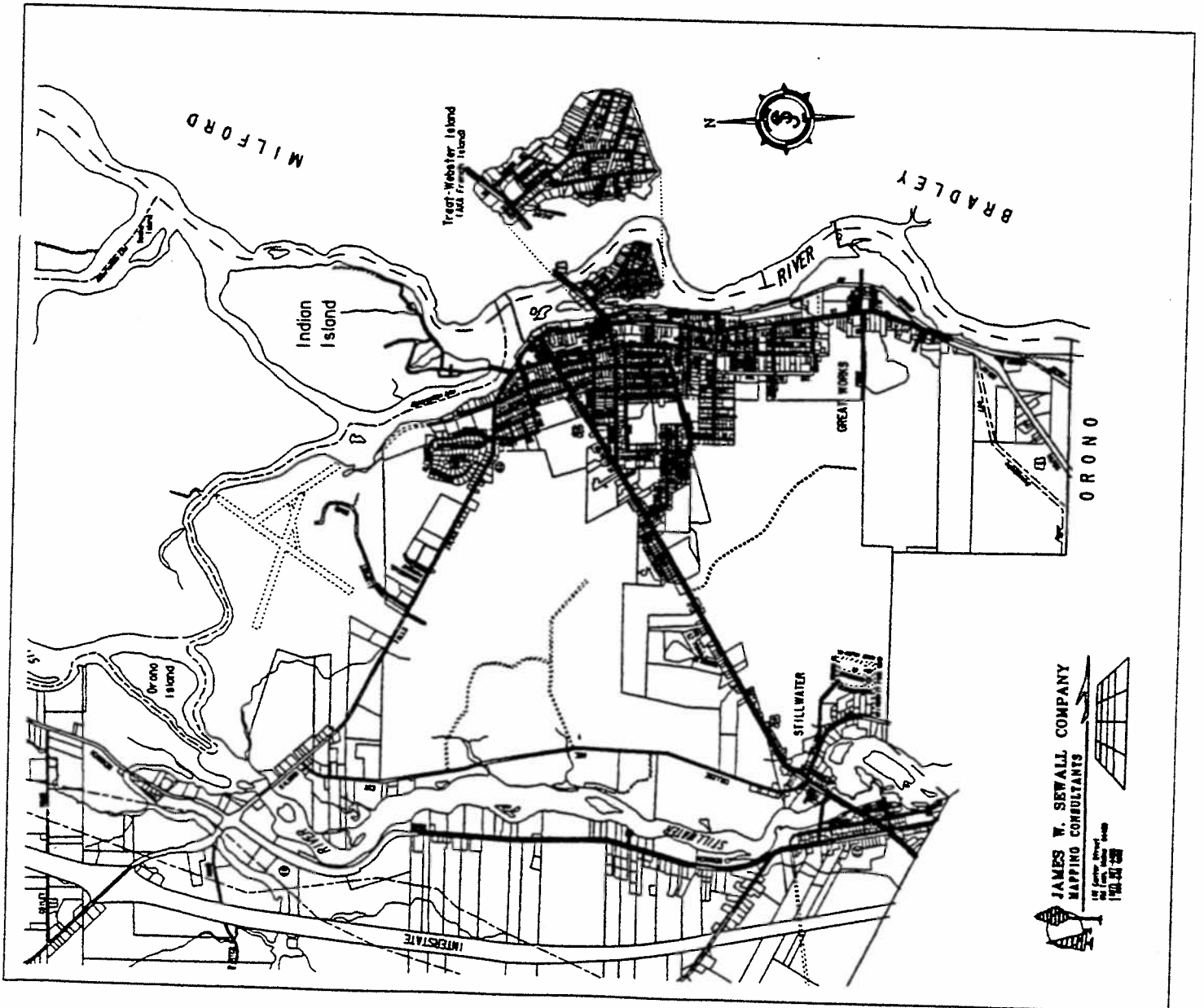
Education

The Old Town School Department maintains a high school, a middle school, and four elementary schools. A goal of the School Department in the long term is to consolidate the elementary schools. This would involve construction of a new school. The three older schools would be closed, and the Sargent School could be utilized as a regional special education center. Other needs include complying with the Americans with Disabilities Act, with approximately \$120,000 worth of improvements required in the Middle School and High School. In addition, the high school is still using six portable classrooms. The replacement or elimination of these classrooms will need to be addressed.

City of Old Town Water Lines

Map 6-1

Revised by
Maine Tomorrow
June, 1994



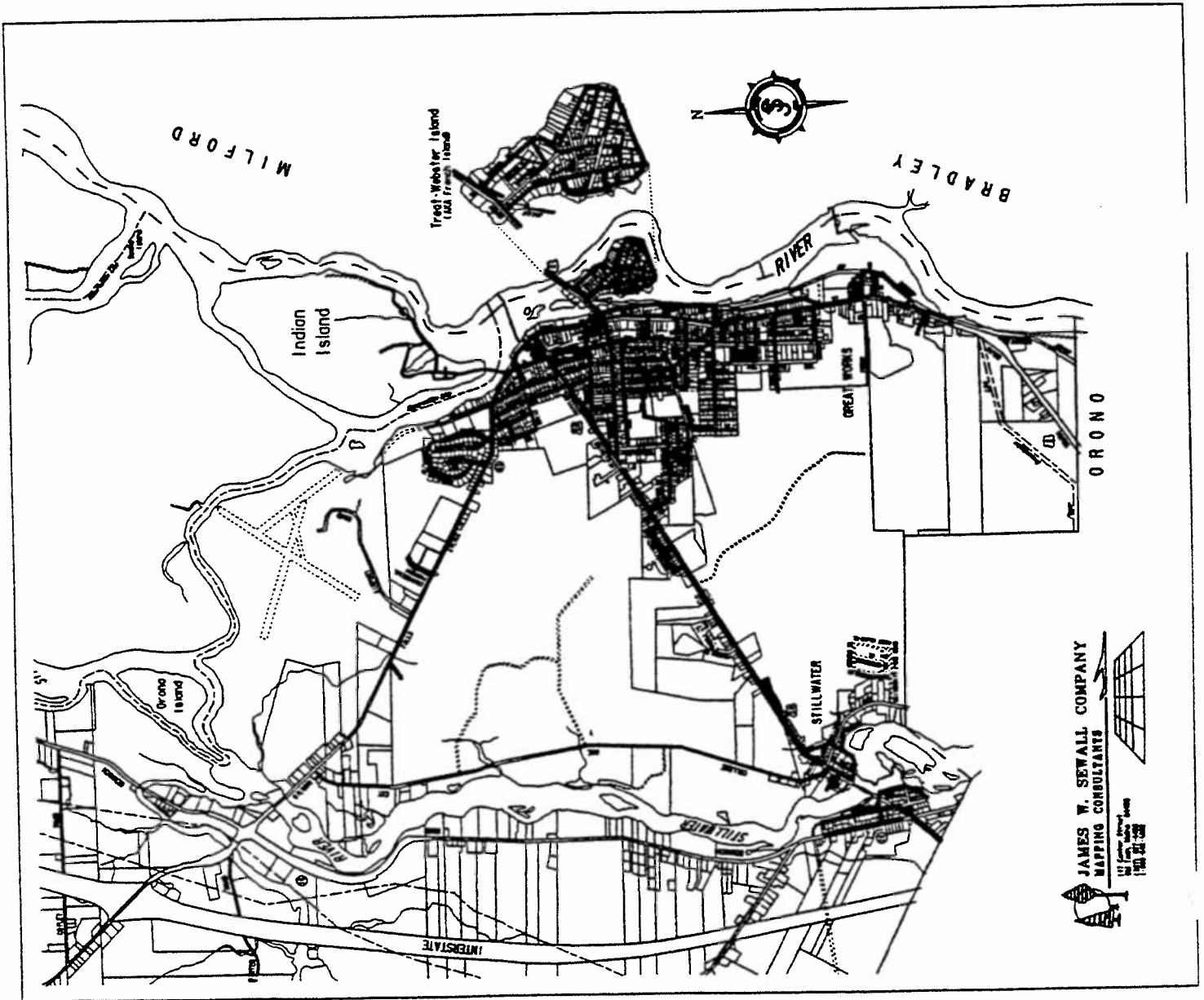
JAMES W. SEVALL COMPANY
MAPPING CONSULTANTS
1100 State Street
Portland, ME 04102
(603) 875-1234

City of Old Town Sewer Lines

Map 6-2

Revised by
Maine Tomorrow
May, 1994

6-8



CHAPTER 7. NATURAL RESOURCES

Overview

The City of Old Town is located in the southern portion of Penobscot County along the western banks of the Penobscot River approximately 8 miles north of Bangor. Most of the developed portion of the City of Old Town is located on Marsh Island, which was created by the divergence of the Stillwater River from the Penobscot. The rural areas in the western portion of Old Town are dominated by the presence of Pushaw Stream and an extensive bog area known as Caribou Bog, an important natural system associated with Pushaw Lake. The northern end of the City is also a poorly drained low area consisting of Alton Bog, Birch Stream, and the long meander of the Stillwater River.

Approximately 60% of the City's land area is gently rolling and forested; 12% is considered developed; 18% is swamp, wetland, and/or bog; and 8% is open water. Major water bodies include the Penobscot River, the Stillwater River, Pushaw Stream, Birch Stream, Pushaw Lake, and Mud Pond (aka Perch Pond).

Topography and Geology

The topography in the majority of the community is flat to gently rolling, with most elevations ranging between 100 and 200 feet above sea level. The highest elevation in the community appears to be Fairdale Hill (240 feet).

The topography of the City is a result of events that occurred during the last ice age when ancient oceans extended over parts of the State and glaciers scraped, scoured, and coated other areas with glacial tills, sands, and clay. The City is generally made up of fine-grained glaciomarine deposits that accumulated on the ocean floor consisting of silt, clay, sand, and minor amounts of gravel. Glacial stream deposits, consisting of sand, gravel and silt, predominate along the Penobscot River, and a gravel and sand esker extends along Route 16 adjacent to the Stillwater River through and beyond Pea Cove.

Aquifers

Sand and gravel aquifers in Maine were deposited by glacial melt-water streams 10,000 to 13,000 years ago. Wells which are properly constructed in these aquifers have the capacity to yield large volumes of water. The Maine Geological Survey has identified an extensive aquifer which lies on the western side of the Stillwater River and extends from the City's southern

boundary to Gilman Falls Avenue; it then continues north along Route 16 to the City's northern border. Route 16 is situated on top of the aquifer for its entire length in Old Town. The Maine Geological Survey has classified this aquifer as having surficial deposits with moderate to good potential groundwater yield, generally in excess of 10 gallons per minute, and as high as 50 gallons per minute. There is also a small sand and gravel aquifer along the Penobscot River at Great Works and a small gravel aquifer along the Penobscot River straddling the Old Town/Orono line, but mostly in Orono. Map 7-1 shows the location of these aquifers.

Soils

The U.S. Soil Conservation Service has prepared a medium intensity soil survey for the City of Old Town at a scale of 1 inch/1,320 feet, and has also prepared a handbook entitled, "Soil Survey Data for Growth Management," which rates the suitability of each soil type for various uses including septic (subsurface sewage disposal) systems and dwellings. The individual soil survey sheets and the handbook are maintained by the City Planner as a reference document for planning purposes.

A review of the soil survey confirms what most of the City's residents already know; there are extensive areas of swampland and bogs, particularly in the western portion of the community. The wetlands map prepared by the City of Old Town (see Map 7-3) is based on soil survey information and generally shows the location of wetland and/or hydric soils in Old Town. Some of the remaining soils also have serious limitations for septic tanks and dwellings.

Wetlands

The U.S. Fish and Wildlife Service defines wetlands as follows:

"Wetlands are lands transitional between terrestrial and aquatic systems where the water table, usually at or near the surface of the land, is covered by shallow water. For purposes of this classification, wetlands must have one or more of the following three attributes: 1) at least periodically, the land supports predominantly hydrophytes (wetland vegetation); 2) the substrate is predominantly undrained hydric (waterlogged) soil; and 3) the substrate is nonsoil and is saturated with water or covered by shallow water at some time during the growing season of each year." (Cowardin, et al. 1979).

The Maine Geological Survey of the Maine Department of Conservation has mapped 20 wetlands in Old Town of ten acres or more on maps of 1:50,000 scale. The wetlands were identified based on aerial photographs at a scale of 1:40,000. The wetland boundaries, which are shown on Map 7-2, represent the limits of the wetlands at the time the photographs were taken; actual areas of the wetland will vary seasonally. The wetlands map which the City prepared (see Map 7-3), based on soil types generally includes all of the wetlands identified by the Maine Geological Survey as well as additional wetland areas.

TABLE 7-1

SUMMARY OF WETLANDS INFORMATION
 PREPARED BY MAINE GEOLOGICAL SURVEY FOR OLD TOWN

MGS Wetland Number	Maine Inland Fisheries and Wildlife Wetland Type	Soil Type
164	Bog	Peat and Muck Biddeford Silt Loam, 0-3% slopes Saco Silt Loam
174	Wooded Swamp Inland Deep Fresh Marsh Inland Shallow Fresh Marsh	Biddeford Silt Loam, 0-3% Slopes Saco Silt Loam
175	Wooded Swamp	Saco Silt Loam
176	Wooded Swamp Inland Fresh Meadow	Saco Silt Loam
177	Wooded Swamp Bog	Peat, Moderately Fibrous Peat and Muck
178	--	Peat and Muck
179	Bog	Peat, Moderately Fibrous
208	Bog	Peat, Moderately Fibrous Peat, Coarsely Fibrous Biddeford Silt Loam, 0-3% Slopes Peat and Muck
209	Bog	Peat, Moderately Fibrous Marsh
210	Bog	Biddeford Silt Loam, 0-3% Slopes
211	Bog	Peat and Muck
213	--	Saco Silt Loam

MGS Wetland Number	Maine Inland Fisheries and Wildlife Wetland Type	Soil Type
214	Shrub Swamp	Biddeford Silt Loam, 0-3% Slopes Scantic Silt Loam, 0-8% Slopes
215	Inland Fresh Meadow	Saco Silt Loam Biddeford Silt Loam, 0-3% Slopes Scantic Silt Loam, 0-8% Slopes Burnham Silt Loam, 0-3% Slopes
216	Inland Fresh Meadow	Mixed Alluvial Land Biddeford Silt Loam, 0-3% Slopes Scantic Silt Loam, 0-8% Slopes
217	--	Biddeford Silt Loam, 0-3% Slopes
218	--	Biddeford Silt Loam, 0-3% Slopes
219	--	Scantic Silt Loam, 0-8% Slopes Biddeford Silt Loam, 0-3% Slopes
220	Bog	Peat and Muck Peat, Moderately Fibrous
222	--	Peat and Muck Allagash F Sandy Loam, 2-8% Slopes Red Hook and Atherton F Sandy Loams, 0-8% Slopes

Wetlands of ten acres or more which are not part of a great pond or river are protected by the State's Natural Resources Protection Act, Title 38 M.R.S.A. Sections 480-A through 480-U. This includes both mapped and unmapped ten-acre wetlands, including forested wetlands. This Act requires that a permit be obtained from the Board of Environmental Protection for the following activities in a regulated wetland: 1) dredging, bulldozing, removing, or displacing soil, sand, vegetation, or other materials; 2) draining or otherwise dewatering; 3) filling; or 4) any construction, repair, or alteration of any permanent structure.

The Mandatory Shoreland Zoning Act, Title 38 M.R.S.A. Sections 435-488, requires that municipalities regulate the land area immediately around non vegetated freshwater wetlands of

ten acres or more. The Department of Environmental Protection's Shoreland Zoning guidelines stipulate that the resource protection district must be applied to moderate to high value wetlands identified as of 1973. The guidelines cover wetlands that the Maine Geological Survey has identified and uses the ratings established by the Maine Department of Inland Fisheries and Wildlife.

Under the State's Shoreland Zoning Guidelines, non-vegetated freshwater wetlands are defined as wetlands which:

- a) are 10 or more acres, OR
- b) are less than 10 acres but when combined with an adjacent waterbody (except streams or rivers) total 10 or more acres, AND
- c) are characterized by a prevalence of vegetation typically adapted for life in saturated soils.

Water Resources

Lakes. Old Town's two lakes are Pushaw Lake and Mud Pond (aka Perch Pond).

Mud Pond is located in the western portion of the community and entirely within the City's borders. The watershed of Mud Pond is 2,218 acres, or 9% of the City's total land area, and is located entirely within Old Town. The shoreline of Mud Pond is entirely undeveloped. The Department of Environmental Protection does not maintain any data on the pond's water quality. The watershed of Mud Pond is 99 percent undeveloped. The only easily developable land on Mud Pond is owned by the City and is utilized for park purposes.

Pushaw Lake is located on the southwestern border of the City, but only about 20% of the shoreline of the lake is located in Old Town. Moreover, only 2.4% (1,156 acres, or 4% of the City's total land area) of the Lake's total watershed lies in Old Town. The remainder of the lake's watershed (75.24 square miles) lies in 6 other communities as follows:

<u>Community</u>	<u>Percentage of Direct Drainage Area</u>
Bradford	17.4%
Charleston	21.7%
Corinth	12.9%
Glenburn	10.7%
Hudson	37.0%
Orono	2.9%

Opportunities for new shoreline construction on Pushaw Lake in Old Town are extremely limited if not non-existent. Due to the lack of remaining developable land on Pushaw Lake and Mud Pond, a phosphorus control program is not a priority of the City.

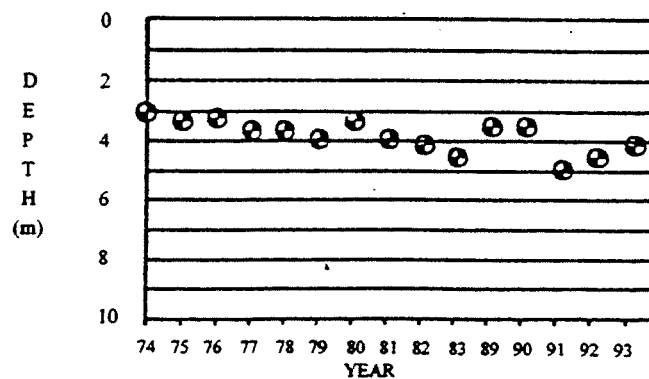
Data obtained from the Department of Environmental Protection indicate that the maximum depth of the lake is 28 feet, and the mean depth is 11 feet. The lake has a surface area of 5,055.6 acres, and a flushing rate (the rate at which water in the lake is replaced) of 1.96 flushes per year. The Department of Inland Fisheries and Wildlife has classified this lake as a warm water lake for fisheries management purposes.

The Department of Environmental Protection has classified the water quality of Pushaw Lake as Moderate/Stable. Lakes in this classification have an average secchi disk transparency (SDT) of 3.1 to 6.1 meters (10 to 20 feet) but do not have summer algae blooms (minimum SDT is greater than 6 feet). Algae levels are moderate (chlorophyll A 4 to 7 ppb) as are phosphorus concentrations (10 to 20 ppb). Despite their relatively high nutrient and algal levels, lakes in this category do not appear to have a high risk of developing algae blooms because of (1) high water color (>30 SPU), (2) consistently high summer oxygen levels in the metalimnion, and/or (3) very stable algae and nutrient levels with little seasonal variation.

The Department of Environmental Protection maintains water quality test data for many of Maine's lakes, including Pushaw Lake. In general, data on color, pH (acidity), and transparency (secchi disk) are gathered by volunteers. Up until the 1993 budget cuts, the Department of Environmental Protection generally gathered data on chlorophyll and phosphorus, and calculated the trophic status indices. Table 7-2 contains a summary of the Department's yearly mean transparency data as measured by the secchi disk. Based on an evaluation of this data, as well as other water-quality data supplied by the Department, the quality of Pushaw Lake has remained stable since the mid 1970's, although there has been one documented algal bloom.

TABLE 7-2

YEARLY MEAN TRANSPARENCY DATA



NOTE: The greater the depth of the Secchi disk reading (the depth at which a person can no longer see the disk) the better the clarity of the water, and hence water quality, will be.

For many years, the high spring water levels of Pushaw Lake flooded a number of cottages and saturated septic tanks and leach fields. However, as cottages have been converted to year-round use, these problems have been addressed by the owners through strict enforcement of the plumbing code. Rising water in Pushaw Stream occasionally backs up and floods Poplar Street, cutting off access to the Old Town shore of the lake.

Rivers and Streams

The Penobscot River, which flows along the eastern edge of Old Town, has a drainage area of approximately 8,910 square miles, lying entirely within the State of Maine. It flows in a southerly direction to the head of tide at Bangor and flows into Penobscot Bay. In Old Town, the banks of the Penobscot River are moderately steep except in the sparsely populated areas north of the Stillwater River. There are two dams on the Penobscot River in Old Town. The Milford Dam is located approximately 2,000 feet downstream of Indian Island. The Great Works Dam is approximately 7,000 feet upstream of the southern corporate limits of Old Town.

The Stillwater River splits away from the Penobscot River at the north end of Orson Island, flows southerly through Stillwater Village, and rejoins the Penobscot River 12 miles downstream in the City of Orono. The Penobscot and Stillwater Rivers are also connected by a deadwater channel at the south end of Orson Island. Above the deadwater channel, the Stillwater River has very flat banks and contains numerous braided islands. Below this point, the banks are moderately steep and relatively clear of natural obstructions. There are, however, three dams on the Stillwater River. The Orono Dam is located near the confluence of the Penobscot and Stillwater Rivers to the south of the City. The Stillwater Dam is approximately 1,000 feet upstream from the Old Town-Orono corporate limits. The Gilman Falls Dam is located about 3,500 feet downstream of the deadwater channel.

Pushaw Stream joins the Stillwater River from the west just downstream of the deadwater channel. The drainage area of this stream including Pushaw Lake is approximately 230 square miles. In Old Town the banks of Pushaw Lake and Pushaw Stream are quite flat. Near West Old Town, however, the channel of Pushaw Stream is constricted by a natural ledge formation. Caribou Bog lies upstream of this constriction and runs along the eastern side of Pushaw Lake.

Other streams in Old Town include Birch Stream, Mud Stream, Dead Stream, Pug Brook, Judkins Brook, and an unnamed stream draining into Pushaw Stream near its confluence with the Stillwater River. All of the smaller rivers and streams in Old Town drain into the Penobscot River. All of the City's rivers and streams, including the Penobscot River, are statutorily classified as Class B waters. Class B waters are suitable for drinking water supplies after treatment, for recreation in and on the water, and as habitat for fish and other aquatic life.

Floodplains

Low-lying areas of Old Town are subject to periodic flooding caused by the overflow of the Penobscot and Stillwater Rivers and Pushaw Stream. The most severe flooding occurs in the early spring as a result of snow melt and heavy rains, in conjunction with ice jams. Floods, generally lower in magnitude, have also occurred in the fall as a result of hurricanes and tropical storms. Repeated damage to bridges and other important structures in the flood plains of the Penobscot and Stillwater Rivers has occurred during such floods as those that occurred in 1846, 1853, 1901, 1923, 1936, 1940, 1950, 1958, 1973, 1974, 1975, and 1987. The two largest floods occurred in 1923 and 1936 with frequencies of 120 and 35 years, respectively. (A flood with a frequency of 120 years has a 1 in 120 chance of occurring in any one year and on average, will occur once every 120 years.) The flood of 1936, although not as high in flow, resulted in considerable damage due to huge ice jams. Extensive damage to property, streets and structures occurred during each of these floods.

Man-made obstructions to the natural flow in the Penobscot and Stillwater Rivers cause additional flooding to occur. The Maine Central Railroad Bridge and Route 2 highway bridge over the west channel of the Penobscot River are low enough to cause significant obstructions to the flow. The Stillwater Avenue Bridge over the Stillwater River also obstructs flow during flooding situations.

Areas along the shoreline of Pushaw Lake and Pushaw Stream are subject to frequent flooding aggravated by a ledge constriction in the Pushaw Stream near West Old Town and poorly drained organic soils. The most recent floods occurred in 1969, 1970, 1972, 1976, 1983, 1987 and 1993. During these floods, the backwater from West Old Town caused extensive flooding into Caribou Bog, blocking Poplar Street (some flooding of Poplar Street occurs almost yearly). The large storage area behind this constriction prolongs the duration of flooding conditions.

The National Flood Insurance Program is administered by the Federal Emergency Management Agency (FEMA). The program has been designed to provide flood insurance for existing properties and to discourage additional development within the 100-year floodplain. A 100-year flood is a flood that has one chance in 100 of being equaled or exceeded in any one year period. Floodplains are best suited for uses such as open space, recreational uses not requiring major structures, and wildlife habitat.

The Federal Emergency Management Agency prepared and published a Flood Insurance Study for Old Town in 1977, which examined the existence and severity of flood hazards in Old Town. The study addressed the City's most significant flooding problems. The Penobscot and Stillwater Rivers were studied by detailed methods for the length of their reaches within Old Town. Pushaw Stream was studied in detail from the Gilman Falls dam upstream to the City's corporate limits. All other areas were studied by approximate methods. Map 7-4 shows the location of the City's floodplains.

Forest Resources

The forest resources of Old Town include both hardwood and softwood stands. Statistics on the number of acres classified under the Tree Growth law indicate that of the 5,999 acres so classified, 32% (1,923 acres) is hardwood, 19% (1,151 acres) is softwood, and 48% (2,925 acres) is mixed acreage.

Old Town's economy has historically been based on forest resources. Old Town's location at the end of the Penobscot River log drives, coupled with available waterpower and good transportation, made Old Town the largest producer of sawn timber in the world in 1860. Forest resources continue to play an important role in Old Town's economy. Old Town contains a pulp and paper mill - the James River Corporation in Great Works - as well as two major sawmills. Old Town Lumber in Pea Cove produces logs which are made into log homes. Stillwater Lumber produces dimensional lumber. The James Sewall Company has long been a resource consultant to the forest products industry. James River Timberlands manages James River's remaining timberlands and procures wood for the mills. The University of Maine in nearby Orono conducts forest research. Much of the research occurs in forests located in Old Town.

Major forest landowners in Old Town include the University of Maine (3,421 acres in Old Town, most of which is forested), the James Sewall Company (3,324 acres), the James River Corporation (742 acres, 100 of which will be used for a landfill), the City of Old Town (637 acres, some of which are used for landfill and airport use), and the Penobscot Indian Nation (120 acres, not including reservation lands). Total acreage in tree growth, including the Sewall and Penobscot properties, is 4639 acres. An 859 acre parcel was recently removed from tree growth for the purpose of being subdivided after having been clear-cut. Due to the extremely large size of the proposed lots (only 15 lots on 859 acres, for an average size of nearly 60 acres), it is anticipated that some forest activity will take place on this property in the long term.

Large parcels include the following:

1. University of Maine - Hirundo Wildlife Refuge: 718 acres in Old Town, used as wildlife refuge, larger adjacent parcel in Alton.
2. University of Maine, West Old Town (former Patton piece): 297 acres, including 100 acre bog, used for research.
3. University of Maine, University Forest: 1,075 acres north of Stillwater Avenue and east of Stillwater River. Used for research, education, and recreation. Selected cutting occurs on this site. Wood is sold to local sawmills and pulp mills.
4. University of Maine, Pushaw Lake: 170 acres of lake frontage.

5. University of Maine, University Farm: 911 acres in Old Town south of Stillwater Avenue. Connects to main campus. More than half the acreage in Old Town is forested, and is managed for forestry and recreation.
6. University of Maine, Stillwater tracts: 250 acres west of the Stillwater River, mostly used for agriculture, but some is forested.
7. City of Old Town, Sewall Park: 30 acres, mostly forested, on Mud Pond, used for recreation.
8. City of Old Town, Landfill: 93 acres, more than half forested.
9. City of Old Town Airport: 604 acres used for airport and related purposes. Much of the land is forested.
10. James River Corporation, West Old Town: 742 acres slated for landfill. The landfill and adjoining development will occupy approximately 100 acres. The remaining 640 acres, mostly wooded, has had a forest management plan implemented.
11. James Sewall Company, 3,324 acres in 6 tracts. This company is the largest private woodlot owner in Old Town. The Sewall Company harvests an equivalent of 1,000 cords of wood annually from the property. The land is also used for recreation. The company has implemented a permit system for recreation. Wood from the property goes to mills such as James River and Scott Paper, as well as local sawmills. Most of the wood harvested is pulpwood, but hemlock, white pine, and white birch logs are also produced. Present policy is not to harvest healthy pine. The wood is harvested on a marked wood basis, with one-half the volume per acre removed. The present management strategy calls for taking the worst trees, and not doing anything that doesn't improve the property. The land has little opportunity for residential development because of the necessity of constructing roads for access. The land supports relatively high yields due to good soils and tolerant species. Intensive management can result in cutting harvesting time from 80 years to 40 years. One problem identified in selling pulp wood to James River is that James River takes chips and does not accept four foot logs. Logs would have to be shipped to Milo for chipping.
12. Other parcels: 1,315 acres in tree growth.

Critical and Natural Heritage Areas

The State Department of Economic and Community Development administers the Natural Areas Program. The program includes data on Critical Areas and Natural Heritage Areas. Critical areas are officially recognized and registered areas which contain natural features of State significance - either highly unusual natural features, or outstanding examples of more common features. They may include exceptional plant or animal habitat, areas of great

geological or historical interest, and outstanding scenic areas. The Natural Heritage Program inventories the status and locations of rare plants, and natural communities.

According to information obtained from the Maine Natural Heritage Program, there are a number of rare plant species in Old Town, but no critical areas.

Table 7-3 provides the name and status of each known occurrence of rare plants in Old Town.

TABLE 7-3

SUMMARY OF MAINE NATURAL HERITAGE PROGRAM
RARE AND ENDANGERED PLANTS

1. Critically imperiled in Maine because of extreme rarity (five or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State.

Amelanchier humilis (Low shadbush) last seen in 1971; considered by the State to be endangered.

Ceratophyllum muricatum (Prickly hornwort) last seen in 1898; considered by the State to be threatened.

Cypripedium arietinum (Ram's-head lady's slipper) last seen in 1886; considered by the State to be threatened.

2. Imperiled in Maine because of rarity (6-20 occurrences or fewer remaining individuals or acres) or because of other factors making it vulnerable further decline.

Carex tenuiflora (Sparse-flowered sedge) last seen in 1982.

Erigeron hyssopifolius (Hyssop-leaved fleabane) last seen in 1990.

Hedyotis longifolia (Long-leaved bluet) last seen in 1990.

Littorella americana (American shore-grass) last seen in 1985.

Plantanthera flava (Pale green orchis) last seen in 1933.

Spiranthes Lucida (Shining ladies' tresses) last seen in 1946; considered by State to be threatened.

Viola novae-angliae (New england violet) last seen in 1990; also listed at federal level as category 2 plant which may qualify as threatened or endangered, but insufficient data exists to determine true status.

Table 7-3 (continued)

3. Rare in Maine

Carex oronensis (Orono sedge) last seen in 1989; considered by the State to be endangered; also listed at federal level as category 2 plant which may qualify as threatened or endangered, but insufficient data exists to determine true status.

Wildlife Resources

Based on data obtained from the Department of Inland Fisheries and Wildlife (IFW), there are a number of deer wintering areas and waterfowl and wading bird habitats in Old Town (see Map 7-5).

Deer wintering areas are areas with softwood cover which provide deer with shelter from radiant heat loss as well as improved mobility in snow. The softwood canopy moderates the effect of winter by maintaining warmer than average temperatures and greatly reducing wind velocity. The Department has identified deer yards at Caribou Bog, Mud Pond, and Birch Stream. The deer yards at Caribou Bog and Mud Pond are currently zoned Resource Protection.

Waterfowl and wading bird habitat includes breeding and feeding habitats, migration habitat, roosting and loafing habitat, and wintering habitats. IFW has identified 14 waterfowl and wading bird habitats, as summarized in Table 7-4. Two of these areas have been rated as high value habitats, four have been rated as moderate value habitats, and eight have not been rated. The majority of these areas are currently zoned Resource Protection.



TABLE 7-4

SUMMARY OF WATERFOWL AND WADING BIRD HABITAT

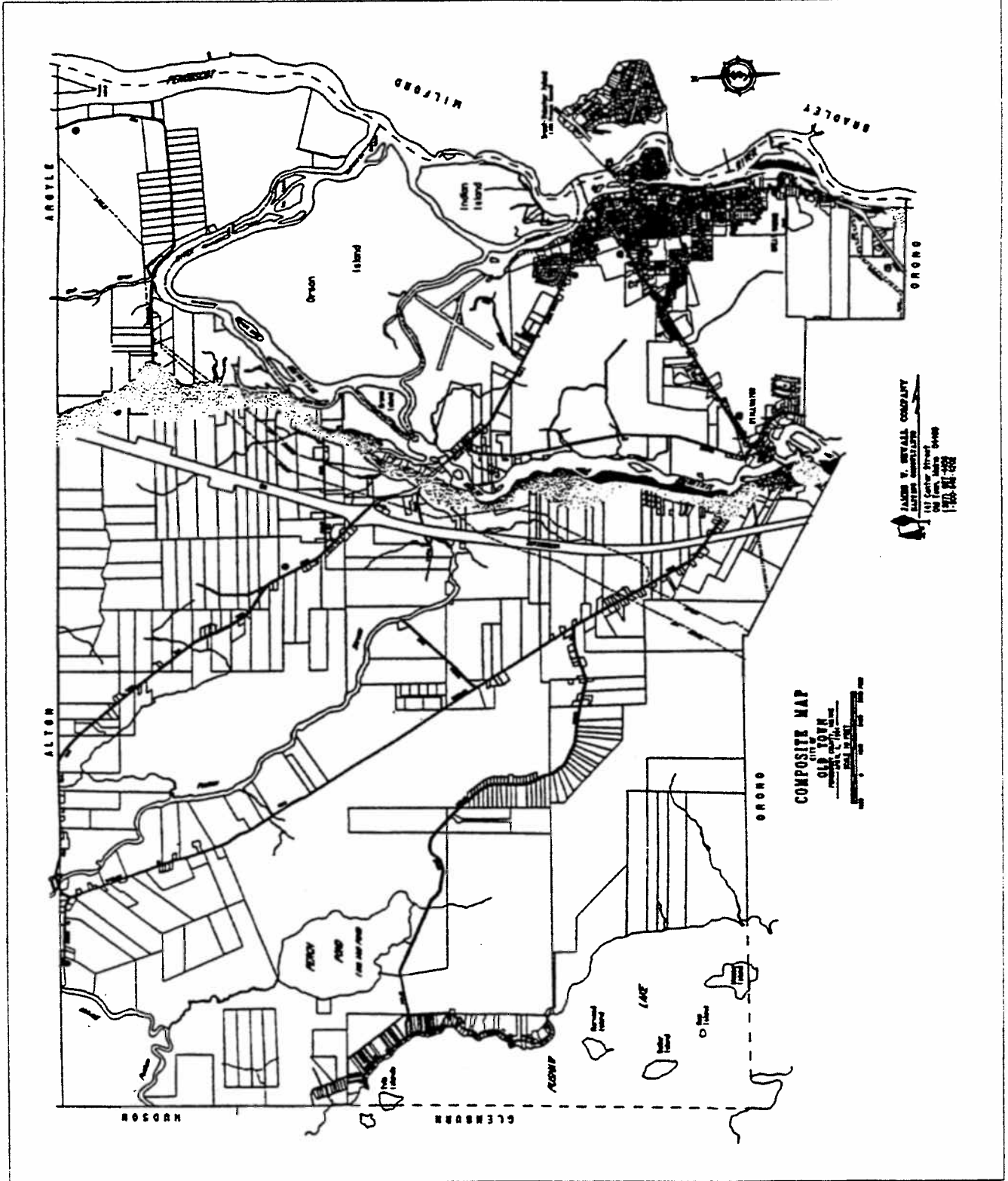
Location	WWH Number	Rating
Farnsworth's E of I-95	WWH 112450	Ind
Mud Pond and Caribou Bog	WWH 112444	Mod
Penobscot River	WWH 112151	Mod
Penobscot River	WWH 112155	High
Penobscot River	WWH 112458	Ind
S of W Old Town on Pushaw Stream	WWH 112446	High
SE of W Old Town	WWH 112445	Ind
Stillwater River	WWH 112454	Ind
Stillwater River	WWH 112456	Mod
Stillwater River	WWH 112457	Ind
Trib to Judkins Brook	WWH 112453	Ind
Trib to Pushaw Stream	WWH 112449	Ind
W of French Settlement	WWH 112447	Ind
Penobscot River	WWH 112152	Mod

**City of
Old Town**
**Sand & Gravel
Aquifers**
Map 7-1

Revised by
Maine Tomorrow
July, 1994

Aquifers Legend	
	> 10 Gallons per Minute Aquifer
	> 50 Gallons per Minute Aquifer

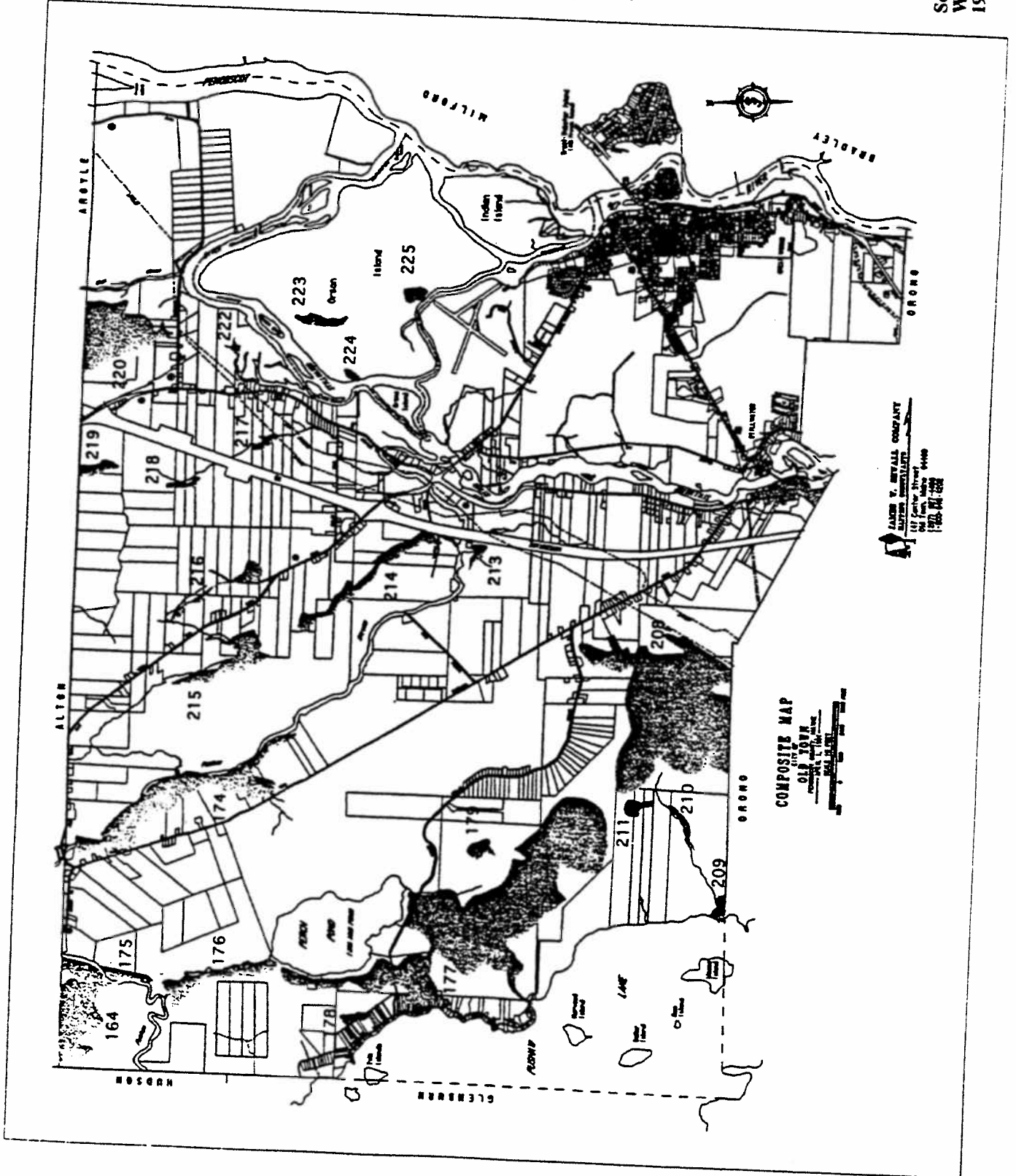
Source: M.G.S. Significant
Sand and Gravel Aquifers
Map, 1992

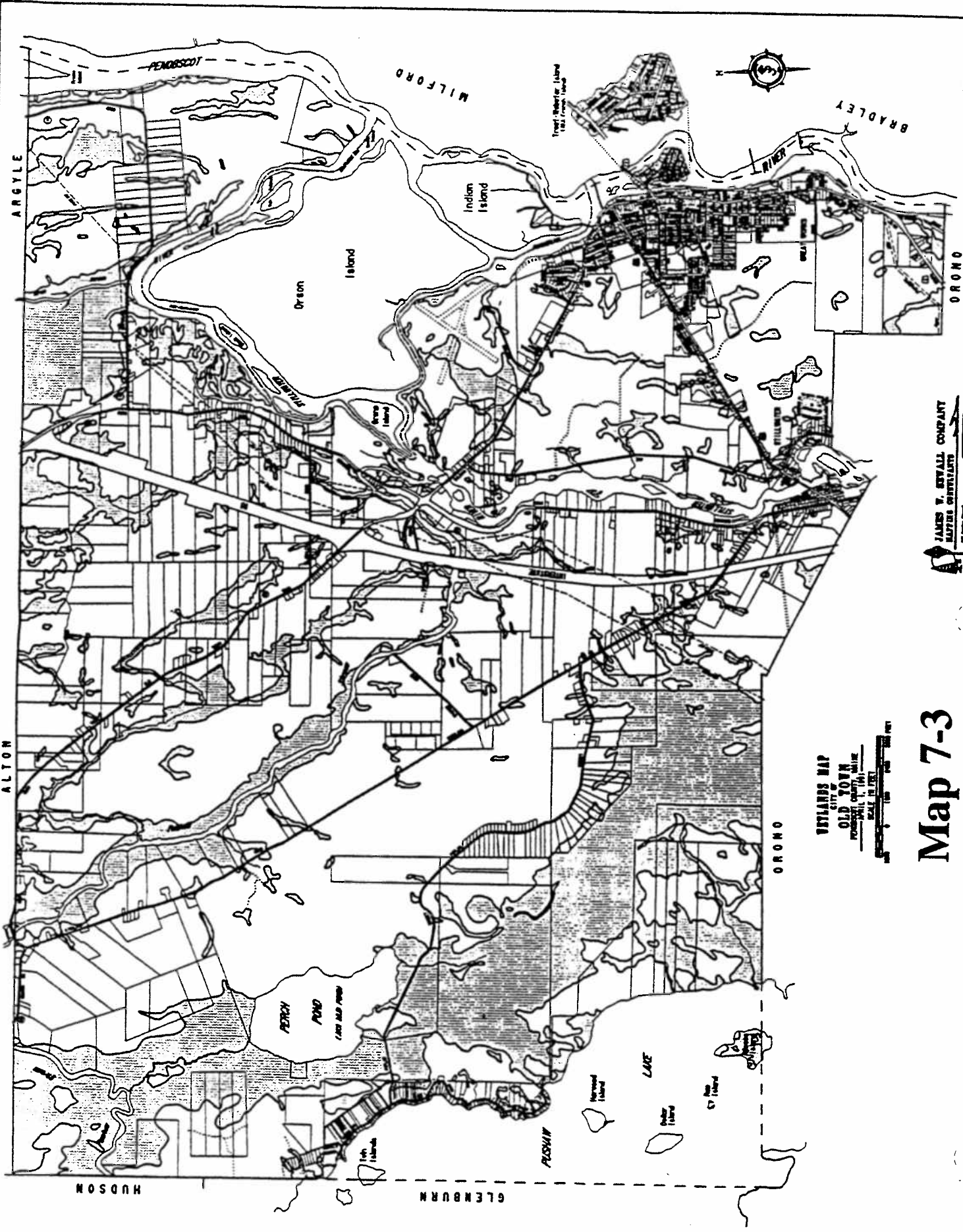


**City of
Old Town
Fresh-Water
Wetlands
Map 7-2**

Revised by
Maine Tomorrow
July, 1994

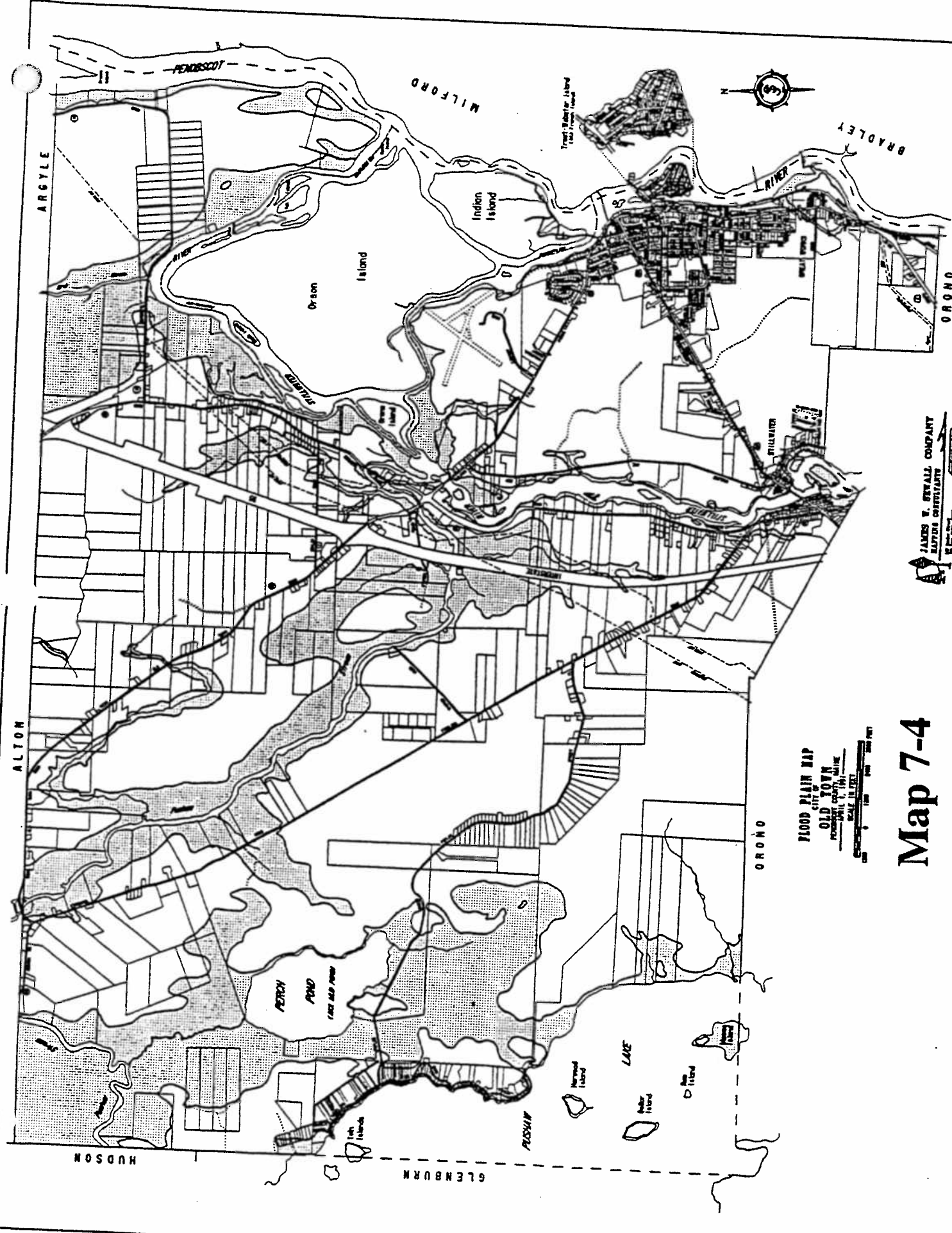
Source: M.G.S. Fresh-
Water Wetlands Map,
1983





Map 7-3

JAMES V. SWALL COMPANY
 MAPS AND CHARTS
 155 N. 10th St.
 MILWAUKEE, WIS.



FLOOD PLAIN MAP
 OLD TOWN
 PROJECT 117-11-1
 DATE 11-1-1971

Map 7-4

Sheet 7-17





City of Old Town

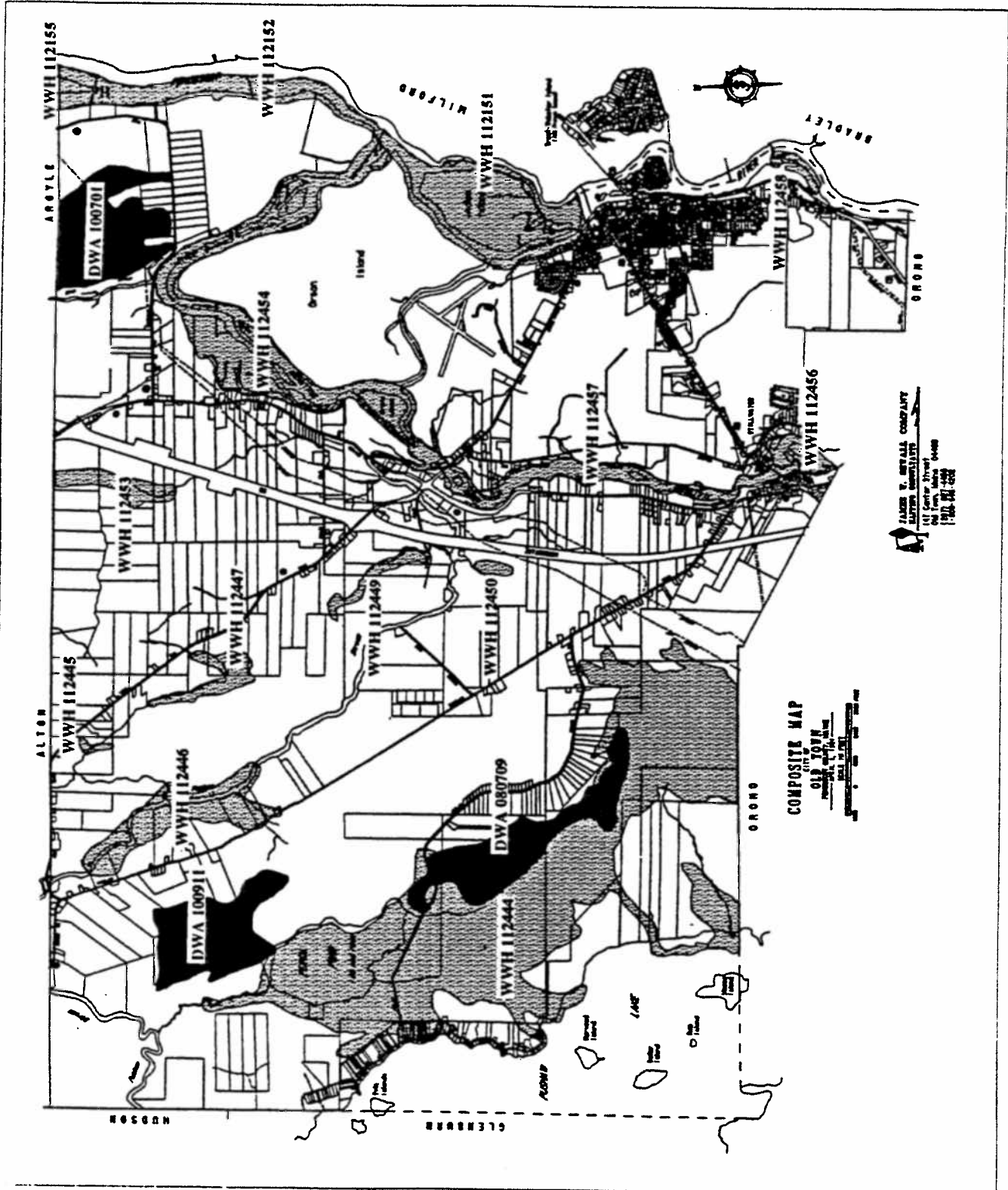
Deer Wintering Areas and Waterfowl & Wading Bird Habitat Areas

Map 7-5

Revised by
Maine Tomorrow
 July, 1994

Legend

-  Waterfowl & Wading Birds Area (WWH)
-  Deer Wintering Area (DWA)



CHAPTER 8. TRANSPORTATION

Highways and Roads

Classification. The largest and most important component of Old Town's transportation system is its road network. The roads in Old Town fall into 4 categories:

1. Controlled Access Highways - These are highways which serve through traffic and have very few access points. Access to abutting land is generally prohibited. Interstate 95 is the only controlled access highway in Old Town.
2. Arterials - These are major roadways which serve long distance through traffic. Example: Route 2A/Stillwater Avenue.
3. Collectors - These are roadways which connect local streets with arterials. Example: Brunswick Street.
4. Local Streets - These are roads which directly serve abutting properties. Examples include High Street, Gilmore Court and Summer Street.

Based on data provided by the Maine Department of Transportation, there are 74.65 miles of roads in Old Town, not counting the Interstate. These include 14.34 miles of arterials, 18.94 miles of collectors, and 41.37 local miles.

Private Vehicle Use. In its most recent 10-year capital improvements plan, "Transportation to the Year 2002," the Maine Department of Transportation reports that vehicle miles of travel in Maine have nearly doubled since 1970. Between 1980 and 1990, there was a 62% increase on the State maintained system, and a 40% increase on local roads. Reasons for this increase include more licensed drivers, more single-occupant vehicles on the road at one time, inexpensive gasoline, cars that get more miles per gallon and last longer, and a declining reliance upon public transportation.

State trends are evident in Old Town. The City's population has remained relatively stable for decades, and the road network has been in place with relatively little change for at least that length of time. However, the number of vehicles traveling on the City's streets has increased dramatically in recent years. Table 8-1 includes a summary of traffic counts for specific locations in Old Town over a 10-year period. While the time period differs from that reported in the State report, traffic has increased by a similar magnitude in many cases. Table 8-1 also shows that much of the increase in vehicle miles traveled occurred during the 1980's, but leveled off at about the time the 1990 recession hit.

TABLE 8-1

GROWTH IN TRAFFIC COUNTS AT SELECTED LOCATIONS

ROAD	1983	1986	1987	1988	1989	1990	1991	1992	1993	ANNUAL AVERAGE CHANGE	ANNUAL AVERAGE CHANGE SINCE 1988
<u>ROUTE 2</u>											
At Old Town/Orono line	5,270		6,080	5,780	6,640	7,780		7,640		5%	8%
At Bridge	11,930	12,630									
At OT/Milford line	10,410	12,610		13,970	13,910	16,330	15,110	15,630	14,920	4%	1%
<u>STILLWATER AVENUE</u>											
SW of Center St.	10,330				15,880	16,150	15,350	16,010	16,430	6%	1%
NE of College	9,850	12,270		14,140							N/A
SW of College	10,970	11,580							20,630	9%	N/A
At Stillwater Bridge	12,600		15,480	14,470		20,660	18,110	17,760	18,150	4%	5%
Between Interstate, Bennoch Road	10,970	11,660		15,670		17,330		16,960		6%	2%
<u>CENTER STREET</u>											
At Stillwater Ave.	9,300							14,910		7%	N/A
West of Route 2	7,580	9,160	9,910	10,420		11,040	13,130			9%	9%
<u>COLLEGE AVENUE</u>											
N of Stillwater Ave.	810	680							1,130		-
S of Stillwater Ave.	7,970						11,490			6%	-
At Old Town/Orono line	7,410	9,050	9,030		11,130	11,740	11,770	11,840		7%	2%
<u>MAIN STREET</u>											
S of Brunswick	4,050	5,070		4,500							-
S of Stillwater Ave.	5,820	6,760		6,550							-
S of Center St.	8,100	8,080					13,130			7%	-
<u>ROUTE 43</u>											
At Stillwater Ave.	2,485	2,980	3,250	3,440	3,770	3,390	3,280		3,500	4%	0%
<u>BENNOCH ROAD/ ROUTE 16</u>											
N of Gilman Falls Ave.	1,640			2,070			2,280				3%
S of Gilman Falls Ave.	790			1,100			890				-6%
S of Stillwater Ave.	7,970						11,490			6%	-

According to the 1990 Census, 94% of Old Town's work force, or 3,672 people, drove a car, truck or van to work. Of these 3,672 people, 3,145, or 86%, drove alone. Only 32 people, representing less than 1% of the population, took the bus. The remaining workers either rode a motorcycle or bicycle, walked to work or worked at home.

Stillwater Avenue Traffic Study. In 1988, the Maine Department of Transportation prepared a traffic planning report on Stillwater Avenue for BACTS (Bangor Area Comprehensive Transportation Study). Major conclusions and recommendations are summarized below:

Conclusions:

- Peak hour traffic along the length of Stillwater Avenue operates at a level of service D which is considered to be acceptable in an urban environment. By 1990, the Level of Service will deteriorate from D to E which is not acceptable; by the year 2008, peak hour traffic will reach its maximum carrying capacity (*note: traffic volumes have leveled off since 1988, and Stillwater Avenue continues to operate at Level of Service D.*)
- Lane configurations at the College Avenue intersection are awkward (*note: this was addressed in the summer of 1994.*)
- Based on a review of accident data, the intersection of Stillwater Avenue and Center Street is a high accident location (*note: this is scheduled to be addressed in 1995.*)

Recommendations:

- Consideration should be given to widening Stillwater to 4 lanes and constructing a sidewalk at the northerly end. (Widening might not be necessary.)
- Lane configurations at the College Avenue intersection should be reconfigured according to the recommendations of the BACTS Transportation System Management Plan.
- The Stillwater/Center Street intersection should be improved in accordance with the recommendations of the BACTS Transportation System Management Plan.

The recommendation for widening Stillwater was made during the mid-1980's, when traffic volumes in Old Town were increasing. Traffic volumes have leveled off since that time. Moreover, the recommendation was also made prior to passage of the Federal Intermodal Surface Transportation Efficiency Act and Maine's Sensible Transportation Policy Act. Both of these laws require extensive study and use of other modes of travel prior increasing road capacity.

Pavement Management. In 1989, BACTS prepared a pavement management program which included a detailed evaluation of pavement conditions in the BACTS area and a methodology for determining pavement improvement priorities. To date, this system has been implemented on the arterials and collectors in the BACTS system, but not on other roads.

Accident Summary. The Maine Department of Transportation keeps records on the number and severity of vehicular accidents for each community. A Critical Rate Factor (CRF) is compiled for each accident location. The CRF is a comparison of the actual accident rate to the expected accident rate based on road type, vehicle miles traveled, and statewide average accident ratio. A CRF greater than one indicates an accident rate higher than should be expected at that location based on statewide data. Table 8-2 displays accident locations in Old Town for the 3-year period January 21, 1990 to December 31, 1992. The table includes only those locations with a CRF greater than 1 and 8 or more accidents.

TABLE 8-2
HIGH ACCIDENT LOCATIONS IN OLD TOWN 1990-92 AND 1991-93

Location	1990-92		1991-93	
	# Accidents	CRF	# Accidents	CRF
Intersections				
Route 2, 2A Main and Center	25	1.23		
Route 2, Water Street	11	1.27		
Route 16, Franklin Street (Stillwater)	19	1.28		
Route 2A, College Road (Stillwater/ College)	19	1.24		
Stillwater, Spring	12	1.67	10	1.20
No. Brunswick, Stillwater Roads	8	1.23	8	1.27
Center/Fourth			10	1.15
Stillwater Avenue	28	1.22	31	1.26

The 1993 citizens survey asked about the respondents' perceptions of the frequency of area traffic problems. The locations with the combined highest percentage of respondents indicated always a problem or often a problem include Stillwater/ College (62%), Stillwater Avenue (57%), Stillwater Avenue at the shopping center (52%), Center Street (48%), Main/ Center (44%), Stillwater/Bennoch (42%), and Center Street/Treat and Webster Island (41%).

Bus Services

Public Transit. The Bus is a fixed route public transit system operated by the City of Bangor which serves Old Town 6 days a week. Service is provided along the Route 2 corridor from downtown Bangor to downtown Old Town at Stillwater Avenue; it then loops back Stillwater Avenue and College Avenue to Route 2 in Orono. The Old Town route is served by 2 Orion vehicles with a 33-person capacity and a wheelchair step lift.

According to MDOT's report "Transportation to the Year 2002," which was printed in 1992, The Bus is one of the few transit systems in the State that experienced a ridership increase since 1987 (+40,000, or 9%). The ridership increase is the largest in the State.

Demand Response. Penquis CAP is a private, non-profit corporation which provides demand response service to all of Penobscot and Piscataquis counties, including Old Town. Penquis CAP is the coordinator of all social services transportation in MDOT region 3, and is also a rural public transportation provider. Demand response is offered to the general public, Medicaid recipients, and agency clients (such as the Departments of Human Services and Mental Health and Retardation) through the Penquis CAP dispatcher. Service is provided either through Penquis CAP personnel or volunteer drivers in private cars. Subscription service is offered to those needing repetitive services and is provided either by Penquis CAP personnel or by agencies utilizing Penquis CAP vehicles.

Intercity Bus Service. Vermont Transit, a wholly owned subsidiary of Greyhound, provides service between Bangor, Portland and Boston by way of two routes. Both routes extend down I-95 from Bangor to Augusta. One route then proceeds down Route 202 to Lewiston and either picks up the Turnpike or continues down 202 to Portland, depending upon passenger drop-offs. The other proceeds down I-95 to Brunswick, then follows 295 to Portland. Continental Trailways provides service between Bangor and Boston. Its terminal is located on Union Street near the Bangor Airport. Cyr Bus provides daily service between Bangor and Houlton and stops in Old Town. Cyr Bus connects to both of the other bus terminals located in Bangor, as well as Bangor International Airport.

Taxi Service

There is one taxi service operating in Old Town; Old Town Taxi.

Air Transportation

The City of Old Town owns Dewitt Field, which is a General Aviation airport located on about 360 acres of land on the north end of Marsh Island. The airport's primary runway is 3,600 feet in length and 100 feet in width; the secondary runway measures 3,200 feet by 100 feet. In 1991, there were about 59,000 flight operations and 37 based aircraft at the facility. The State's Aviation Systems Plan reports that the airport was at 33% of capacity in 1991. This figure was projected to grow to 35% by 1994, and 36% by 2000. There is a seaplane base located at the Airport. The Maine Forest Service (MFS) is headquartered there. MFS also has its own seaplane base at the Airport.

The State's Aviation Systems Plan recommends that Dewitt Field be designated as a reliever airport for non-commercial flights when additional capacity is needed at Bangor International Airport. This would make Dewitt eligible for federal funds earmarked specifically for improvements at reliever airports. Most of the funding for airport improvements (approximately 90%) comes from the Federal Aviation Administration. Long term improvements identified in the Aviation Systems Plan include extending the primary runway to 5,000 feet, adding a parallel taxiway, expanding the terminal, adding parking, and providing various lighting and navigational aids and improvements.

Commercial passenger service is available to Old Town residents through nearby Bangor International Airport. Bangor is one of the State's most important and busiest airports. Between 1970 and 1990, the number of enplanements (people getting on a plane) increased ten-fold, from 85,220 in 1970 to 846,066 in 1990 (in 1990, the number of enplanements in Bangor exceeded Portland's for the first time). In 1980, Portland and Bangor accounted for 84 percent of all Maine's enplanements; this rose to 96 percent in both 1989 and 1990.

Rail Transportation

The Maine Central Railroad line that extends from Portland to Mattawamkeag runs through Old Town and provides freight service to the James River Paper Company and other local businesses. This line is owned by Guilford Transportation Industries and is operated by the Springfield Terminal Railway Company. Guilford also owns the Boston and Maine Corporation line which connects with the Maine Central line in Portland and runs to the New Hampshire border. It connects to points west and south through connections with Conrail in Massachusetts and the Delaware and Hudson in New York. Data on freight to and through Old Town is not available.

The State is currently involved in a project to restore passenger rail service between Portland and Boston which is to be operated by AMTRAK. Depending upon the success of this venture, passenger rail service eventually may be extended to the Bangor area. However, any extension of service would involve feasibility studies, track, crossing and bridge upgrades, and the establishment of stations, parking lots, feeder buses and similar support facilities.

Bicycle and Pedestrian Facilities

Old Town has an extensive sidewalk network serving the downtown and other urbanized portions of the community. Sidewalks are repaired and upgraded by the City on an "as needed" basis. There is a serious sidewalk deficiency along Stillwater Avenue. While sidewalks exist on the south side of Stillwater, extending from the urban area as far as Old Town Plaza, there are no sidewalks on the north side beyond the Center Street intersection with Stillwater. BACTS has identified the lack of a sidewalk as a safety hazard because a number of pedestrians travel along the north side of Stillwater.

The University maintains an extensive trails network for bicycles, jogging, walking and cross-country skiing which extends into Old Town and connects with trails maintained by the City. The Old Town portion of this system extends from the University to University Park housing complex, then to an area in back of Old Town Plaza. The trail then splits, with one fork extending to Stillwater Avenue and another extending to Perkins Avenue. One deficiency of this system is that there is no direct connection to Old Town Plaza. A direct connection would enhance the ability of residents of University Park and other areas to use the trail system for their shopping needs.

Access Management

The land adjacent to arterials such as Stillwater Avenue is an attractive, convenient location for business and residential development. However, uncontrolled linear development along the arterial (strip development) reduces its traffic-carrying capacity and increases safety problems. Increasing congestion and traffic accidents create a need for expensive highway improvements (new road, third lane, median divider, left-turn lanes, deceleration lanes). Public budgets at all levels are tight; construction money is and will be limited.

Access management can control driveways and commercial entrances along an arterial to promote safety and preserve the capacity of the highway to carry traffic without having to widen the road or make other capital improvements. Access management means:

- Limiting the number of conflict points (driveways) that a vehicle may encounter
- Separating conflict points (driveways)
- Removing the slower turning vehicles as efficiently as possible.

Access management deals primarily with a narrow strip of land adjacent to the arterial.

Access management doesn't prevent strip development; it merely addresses, through local ordinance provisions, traffic problems arising from development. Planning and zoning are needed to address overall patterns of growth and aesthetic issues arising from strip development.

CHAPTER 9. LAND USE INVENTORY AND ANALYSIS

Overview

Old Town's current land use reflects its industrial past. The economic development of Old Town began in 1798 when Richard Winslow built a water powered sawmill near the present downtown. Old Town quickly became a leader in the lumber industry, due to its abundant water power, access to the north woods, flatwater stretches above the City available for booming logs, and access to markets. The second railroad in the country ran from Bangor to Old Town and provided transportation for lumber products to reach port. This gave Old Town a huge transportation advantage over other towns. By 1860, Old Town was the largest supplier of lumber in the United States, and Bangor was one of the busiest ports.

Today's settlement patterns reflect the lumber industry. Pea Cove was the center of log booming, where logs were sorted for delivery to mills. Pea Cove is now a small residential community. This area is not expected to undergo much growth, due to the lack of public water and sewer in the area. What is now called the Milford Dam is located on the waterfall that powered many of the earliest sawmills. Industrial activity grew up in this area, and continues through businesses such as Old Town Canoe. Commercial activity in what is now downtown Old Town began around 1832 to serve the workers, sawmill operators, and river drivers who congregated in this area. Downtown is still an important local commercial center, although Stillwater Avenue has superseded downtown as the principal commercial area. Housing sprang up around downtown, to serve the factories and businesses in the area. The residential areas surrounding downtown continue to provide housing for a majority of Old Town's citizens. The presence of public water and sewer in this area has helped it grow. The Stillwater area grew up around the ledges in Stillwater. Although Stillwater village is not a commercial center, it remains a desirable residential community. Great Works grew up around the sawmills and later the pulp mill at the falls. The James River pulp and paper mill dominates Great Works. James River controls additional land in the area for future expansion. The water and sewer systems serve Stillwater Village, Stillwater Avenue, Downtown and surrounding neighborhoods, Great Works, lower Gilman Falls Avenue, and College Avenue. A vast majority of Old Town's development is concentrated in these areas.

Compact Urban Area

Old Town has a compact urban area, reflecting its industrial past and the influence of the University of Maine as a major landholder. City services such as water and sewer lines serve this compact area, but do not generally extend out from the City center. Controlling utility extensions will help to continue to maintain the compact center. Outlying growth can be

controlled through strict application of building and plumbing codes, together with land use controls which discourage dense development. Much of the undeveloped land which is served by public water and sewer is owned by the University.

Old Town is in excellent shape with respect to public facilities and services, such as schools, public works, water, sewer, police, and fire. Most of these facilities are located near downtown, reflecting the historic settlement patterns. Even the public works facilities off Gilman Falls Avenue are fairly centrally located.

Open Space/Rural Areas

Significant agricultural and forest resources in Old Town are owned by the University of Maine. Much of the University property could be served by water and sewer. The University property forces Old Town's urban area to remain compact, as well as providing a wide range of recreation opportunities and open space to residents. This is a unique situation. There is a need for the City to work with the University towards a long range plan for the uses of this property. Some of the property, especially along Stillwater Avenue near the shopping center, is extremely valuable for Old Town's continued economic growth. The vast majority of the property is valuable to the University for educational purposes and to the City for recreational purposes. University control of much of the developable land in the City forces Old Town to look towards outlying areas to accommodate some growth.

Old Town has two great ponds: Pushaw Lake and Mud Pond. In addition, significant wetland areas exist west of the interstate. Pushaw Stream flows through the western part of the City. Old Town restricts further development of the shoreline through shoreland zoning and resource protection zoning. Opportunities for new shoreline construction on Pushaw Lake in Old Town are extremely limited if not non-existent, although there is a trend to convert cottages to year-round use.

Both the entire lake and the entire watershed of Mud Pond is within Old Town, and is entirely undeveloped. The only easily developable land on Mud Pond is owned by the City, and is dedicated parkland. Rivers in Old Town include the Penobscot and Stillwater Rivers. These rivers are why Old Town exists, as they were used to drive logs and power sawmills. The riverfronts are largely undeveloped, except in Stillwater Village, downtown Old Town, and Great Works. Future development along these rivers and Pushaw and Birch Streams is restricted through shoreland zoning, resource protection zoning, and the floodplain ordinance.

Old Town has a good park system for a City its size, including playgrounds, ballfields, and boat launches. The City has a boat launch on the Penobscot River and one suitable for small boats on Mud Pond. There is no formal launch on Pushaw Lake in Old Town, but there is one in nearby Orono. The City has worked with the University and Bangor Hydro-Electric to improve access to the Stillwater River. The University Forest provides miles of roads and trails which

are used by walkers, runners, mountain bikers, and cross-country skiers. A bike path system connects the University with Old Town. Large tracts in West Old Town provide excellent deer hunting.

Residential Trends

During the past 10 years, residential growth in Old Town has been modest relative to other areas of the State. While the City does not compile detailed statistics on the amount of land used for residential purposes, data from the U.S. Census shows that the total number of dwelling units in the City (year-round plus seasonal) increased from 3,405 units in 1980 to 3,547 units in 1990, for a gain of 142 units. During the same period, the City's population declined by 105 people. The net increase in housing units can be attributable to the decline in household occupancy rates, from 2.73 persons per household in 1980 to 2.54 persons per household in 1990.

During the past 10 years, residential growth occurred piecemeal, rather than in large blocks. No large subdivisions were submitted to or approved by the City. While there may have been many factors contributing to the City's modest level of growth, there are two that deserve attention because they will affect future development. The first is the extensive amount of wetlands and floodplains, particularly in the area west of Kirkland Road. The second is the amount and location of open space in the community (see Map 9-1, City of Old Town Open Spaces). Based on tax parcel data, over half of the City's land area is open space, including 22 parcels of land (totaling 5,095 acres) which are classified under the Tree Growth Tax Law, and 25 parcels (totaling 3,576 acres) owned by the University. The University controls the most easily developable land.

The Old Town Planning Office projects that the City's population in the year 2005 (8,342) will be virtually the same as it was in 1990 (8,317), but that the average household size will decrease from 2.54 in 1990 to 2.30 by 2005. This decrease in household size, coupled with a slight population increase, will generate a need for an additional 353 dwelling units between 1990 and the year 2005. This 15-year need can be reduced to 235 units for the 10-year period 1995-2005. The 10-year need can be at least partly absorbed by vacant year-round housing units (there were 251 year-round vacancies in 1990), by the conversion of seasonal dwellings (there were 92 seasonal units in 1990), by urban infill (there are approximately 60 undeveloped lots located on the City's water and sewer systems), by construction of congregate housing, and by the development of other vacant land within the urban area (for example, the area at Great Works lying north of Penney Road and south of Bowdoin Street and the South Fourth Street area).

Commercial and Industrial Trends

From the City's earliest history until the mid-20th century, commercial activity was centered in the downtown. In recent years, the City has made a number of significant investments in the downtown in terms of infrastructure and appearance that have greatly improved the atmosphere for future growth and business attraction. The appearance and

maintenance of downtown buildings was identified in the questionnaire responses as being a major concern.

While the downtown area still contains the largest concentration of businesses, other commercial areas have emerged in recent decades. There is now a great deal of commercial activity along Stillwater Avenue. Commercial growth in recent years has been guided by the City's zoning ordinance, which places the downtown in the C-1 (Commercial Business) zone, portions of Stillwater Avenue in the C-3 (Highway Commercial) and C-4 (Shopping Center) zones, and a small portion of Treat-Webster Island in the C-3 Zone. There are a number of home occupations located throughout the community, as well as neighborhood grocery stores. The R-3 and R-3A zones support a wide range of business activities in outlying areas.

The City's major industrial areas include the site of the James River Corporation at Great Works on the Penobscot River, undeveloped land which the company owns at Great Works, and the airport property off Gilman Falls Avenue. There is also an area zoned for light Industry and warehousing adjacent to Interstate I-95.

In recent years, the City has identified the need to broaden the tax base. The James River paper mill has dominated the tax base, but recently was awarded a major tax abatement. Successful companies in Old Town, such as Cyr Bus, H.E. Sergeant, LaBree's Bakery, Old Town Canoe, and the Sewall Company were not transplanted into the community but have been the product of local inventive genius and entrepreneurship. It might be difficult to locate a similarly sized business on available land in Old Town. A lack of commercially zoned property has also been identified as a problem.

OLD TOWN ZONING ORDINANCE

Old Town's zoning ordinance is well balanced with regard to economic development and neighborhood character. Old Town has a fairly diverse economy and an economic climate which promotes job opportunities and overall economic well-being.

The City's Zoning Ordinance establishes 11 zones or land use districts, as shown on the zoning map at the end of this report. The following is an overview of these zones

R-1 Low Density Residence

Uses: Single-family dwellings, home occupations, two-family dwellings, elderly housing, schools, churches, public facilities, agriculture, neighborhood grocery stores

Lot Size: Residence - 9,000 sq. ft. plus an additional 1,500 sq. ft. for two-family; elderly housing - 7,000 square feet plus 700 for each additional unit; all others - 12,000 sq. ft.

R-2 General Residence

Uses: Multifamily, boarding home, private clubs, recreation buildings, nursing homes, hospitals, motels.

Lot Size: Residence - 9,000 sq. ft. plus an additional 1,000 sq. ft. for each additional unit; elderly housing - 7,000 square feet plus 700 for each additional unit; all others - 9,000 sq. ft.

R-3, R-3A Rural Residence and Farming

Uses: Forestry and agriculture, single-family dwellings, mobile home parks, multi-family dwellings, schools, neighborhood or grocery store, offices, utilities, recreation facilities, sawmills, sand and gravel removal, campgrounds, hotels, motels, inns, boarding houses, art galleries and pottery studios, antique sales and auction barns, airports, junkyards, gasoline stations, slaughter houses.

Lot Size: 1 acre, except 5 acres for elderly housing.

R-4 Seasonal Residence

Uses: Single-family dwelling, recreation facilities

Lot Size: 1 acre for year-round dwelling, 30,000 sq. ft. otherwise.

C-1 Commercial Business

Uses: Multi-family dwellings, mixed-use structures, offices, parking garages or lots, amusement facilities, hotels, motels, commercial schools, clubs, service organizations, cultural uses, public and governmental facilities, any retail or service businesses conducted within buildings, clinics, hospitals, wholesale businesses, retail uses involving outdoor sales, newspaper and print plants.

Lot Size: None

C-3 Highway Commercial

Uses: Offices, parking garages or lots, amusement facilities, hotels, motels, commercial schools, clubs, service organizations, cultural uses, public and governmental facilities, any retail or service businesses conducted within buildings, retail or service businesses customarily serving motorists, outdoor recreation or amusement services, any retail uses involving the outdoor display of merchandise.

Lot Size: 1 acre without municipal sewer; 10,000 sq. ft. with municipal sewer.

C-4 Shopping Center

Uses: Retail businesses where goods are displayed or sold indoors, banks, restaurants, theaters, professional offices, laundromats, barber shops/beauty shops, physical fitness facilities, YMCA, elderly and congregate housing.

Lot Size: None

I-1 Industrial

Uses: Processing, Manufacturing, or other industrial uses which are not injurious or noxious, bulk oil and fuel tanks, warehouses, truck terminals and storage, wholesale businesses, industrial research laboratories, municipal uses, public utilities, residential uses only when clearly incidental or accessory to industrial uses, retail and other businesses customarily serving or consistent with industrial uses, automotive and other maintenance shops, landfills.

Lot Size: None

I-2 Light Industry and Warehousing

Uses: Forestry and agriculture, single family dwellings and home occupations, commercial greenhouses, professional offices, public utility and communications structures, semi-public and private recreation facilities, cemeteries, sawmills, agricultural products storing and processing, schools, public facilities and grounds, wholesaling and warehousing, storage and sale of building materials, storage of petroleum products, landfills, assembly and packaging, gasoline service stations, automotive storage and repair.

Lot Size: 1 acre

P Resource Protection

Uses: Non-intensive recreational uses, motorized vehicular traffic, forest management, fire prevention, wildlife management, soil and water conservation, mineral exploration, surveying and resource analysis, emergency operations, harvesting of wild crops, timber harvesting, structures accessory to permitted uses, piers, docks, wharves, breakwaters, causeways, marinas, bridges over 20 feet in length, agriculture, road construction, small non-residential facilities for educational scientific or nature interpretation purposes, public and private parks and recreational areas, public utilities, filling.

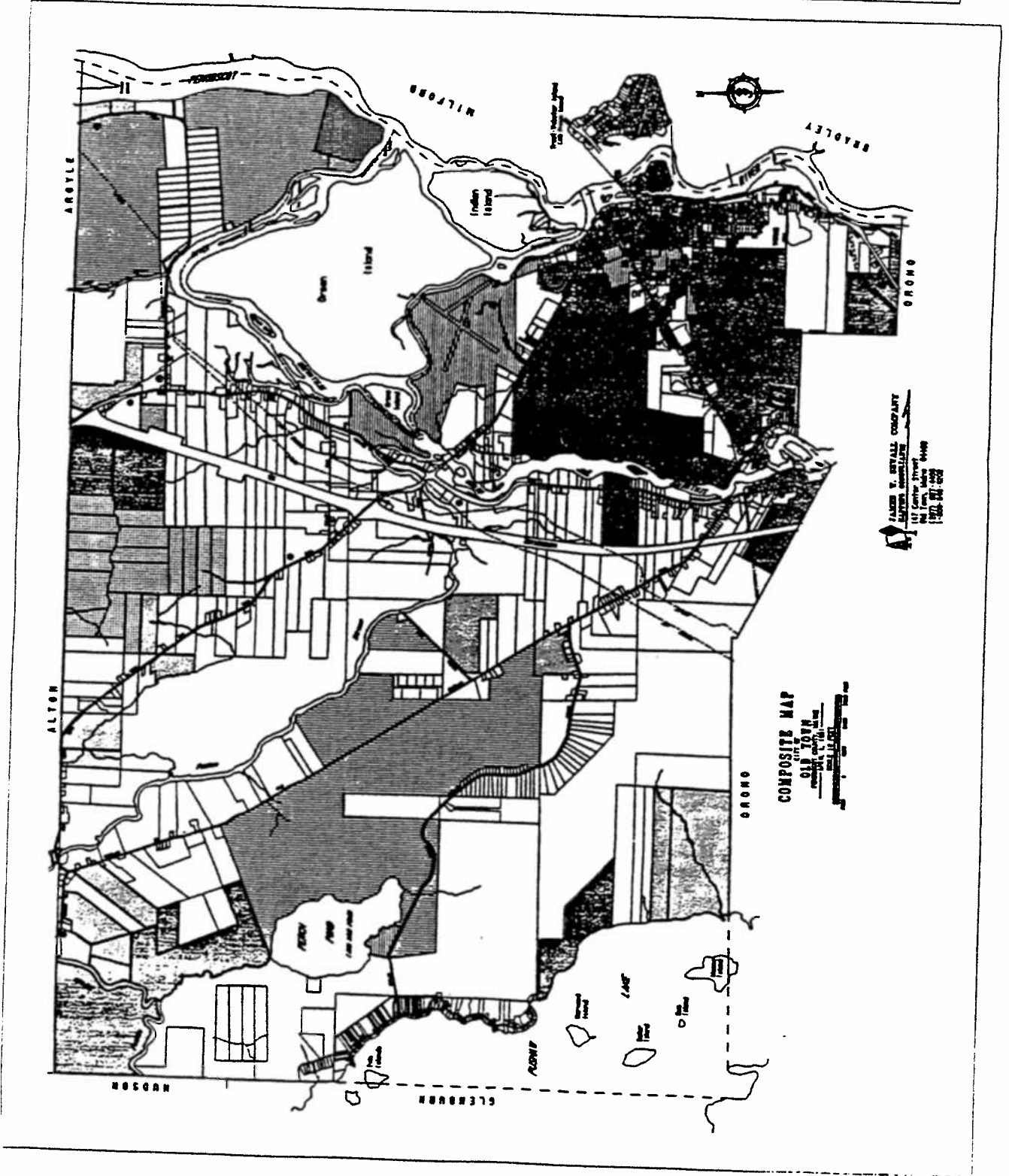
Lot Size: None

City of Old Town Open Spaces

Map 9-1

Revised by
Maine Tomorrow
April, 1994

Open Spaces Legend	
	Tree Growth Parcel
	City of Old Town Parcel
	University of Maine Parcel
	James Sewall Co. Parcel Tree Growth
	James River Corp. Parcel
	Proprietor Nablos Parcel Tree Growth



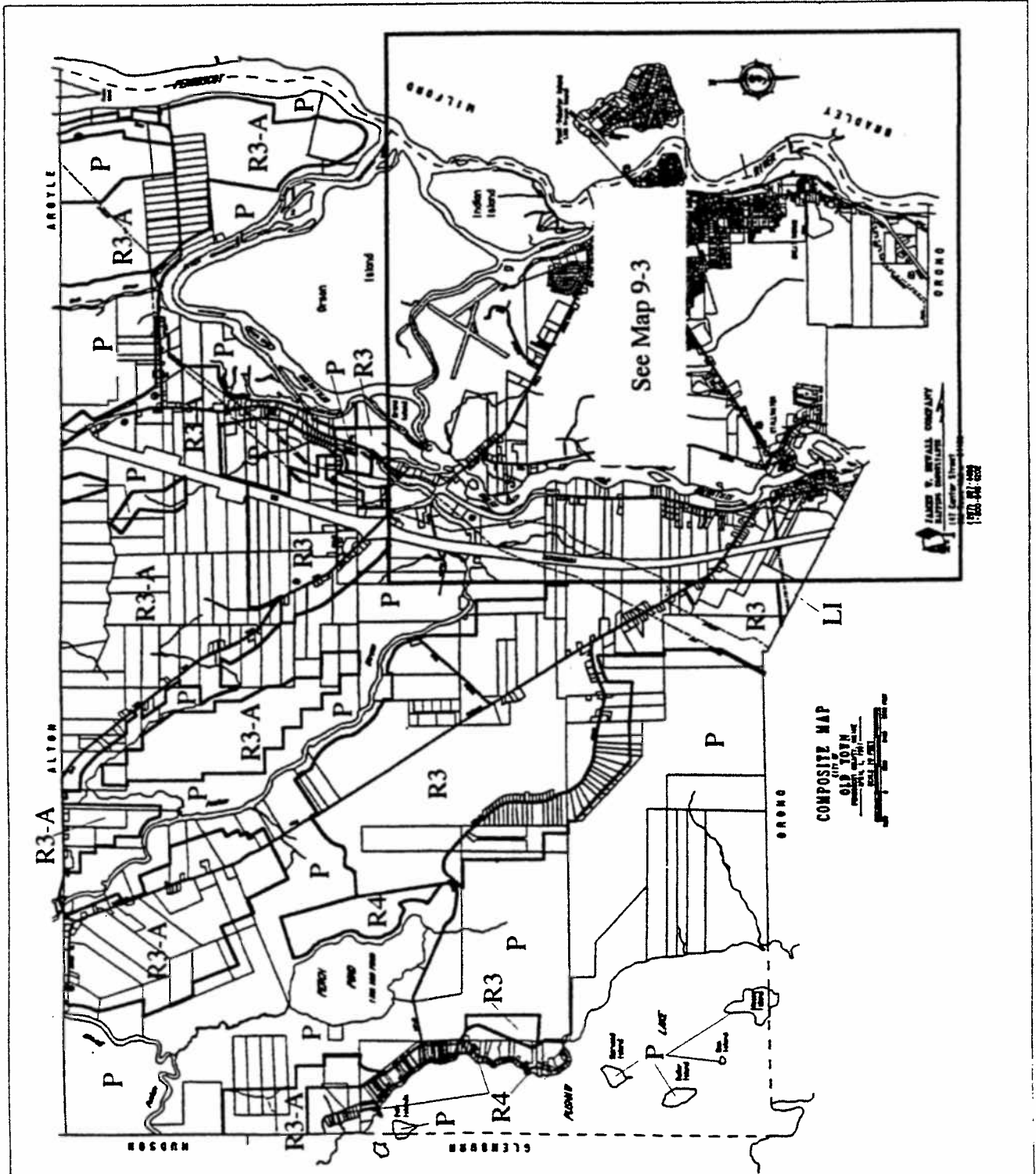
City of Old Town

Zoning

Map 9-2

Revised by
Maine Tomorrow
October, 1994

Zoning Legend	
P	Resource Protection
LI	Light Industrial & Warehouse
R3	Rural Residence & Farming
R3-A	Rural Residence & Farming
R4	Seasonal Residence



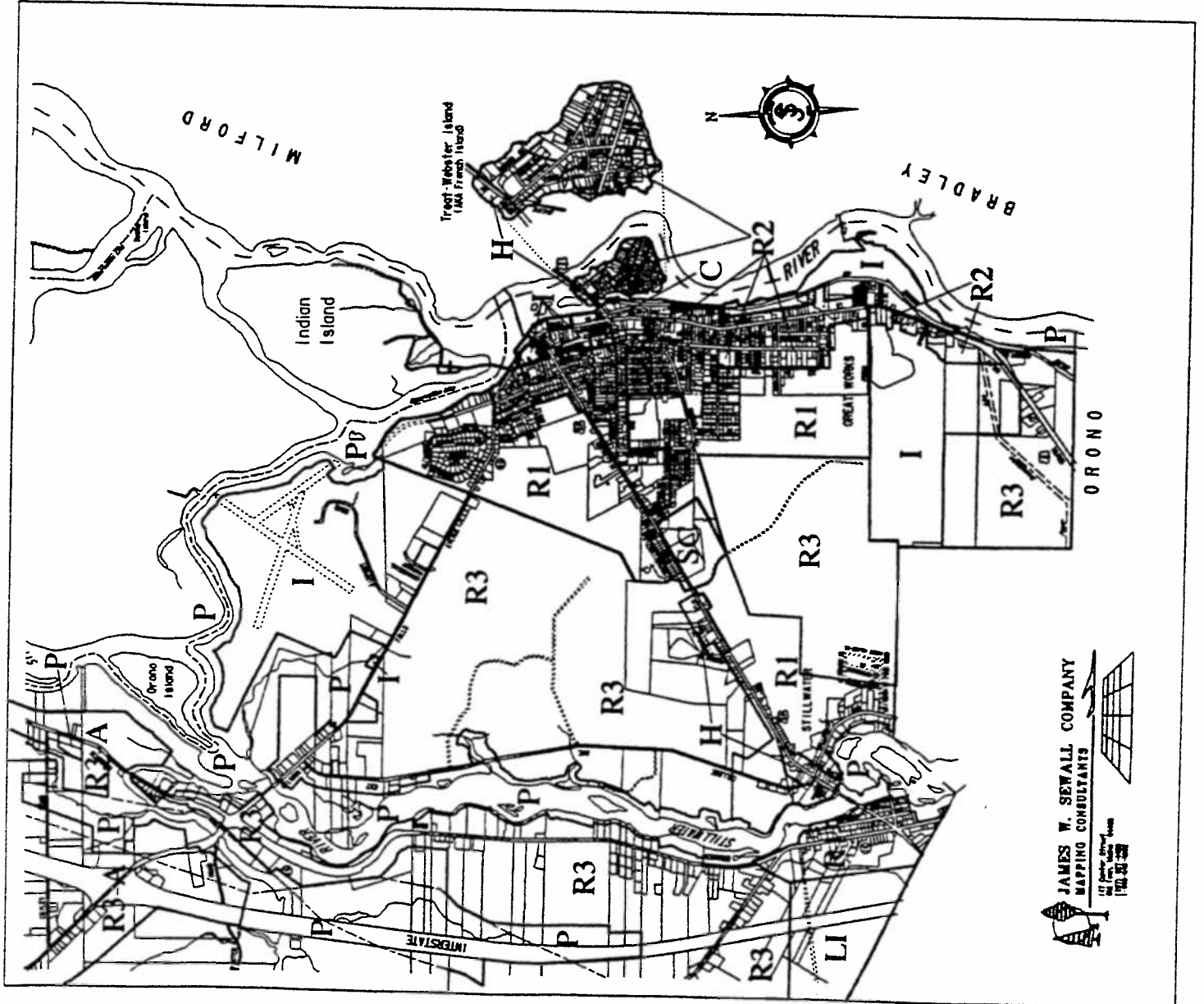
City of Old Town

Zoning

Map 9-3

Revised by
Maine Tomorrow
October, 1994

Zoning Legend	
P	Resource Protection
C	Commercial Business
H	Highway Commercial
I	Industrial
LI	Light Industrial & Warehouse
R1	Low Density Residence
R2	General Residence
R3	Rural Residence & Farming
R3-A	Rural Residence & Farming
SC	Shopping Center



JAMES W. SEWELL COMPANY
MAPPING CONSULTANTS
111 Centre Street
Orono, ME 04473
(207) 838-3333

CHAPTER 10. MUNICIPAL FINANCES

Overview

Old Town has a relatively high per capita valuation (\$44,139) and a relatively low State school subsidy rate. During the period 1987-92, the total valuation of the City rose 67%, and the property tax assessment rose 31%.

City revenues and expenditures have remained relatively stable during the past six years, although there have been changes in individual categories. On the revenue side, educational funds constitute the single largest category (44% in fiscal year 1993), followed by property taxes (40%). On the expenditure side, education is by far the largest category (65% in fiscal year 1993), followed by public works (8%). The City has very little debt. The City's total debt in 1992 was \$1.6 million, or about 4/10ths of a percent of the City's total valuation. By law, the City's debt cannot exceed 15% of the total valuation.

Comparative Valuation Figures

Municipalities in Maine derive a significant portion of their revenues from property taxes, and Old Town is no exception. Therefore, a review of the City's finances should logically start with a consideration of its total valuation, or the sum total of the assessed valuation of all land and buildings in the community, combined with the value of all personal property.

Table 10-1 contains a summary of comparative valuation figures for Old Town and a number of nearby communities. This information is based on full value property valuations and does not necessarily reflect the City's actual valuation. State valuation figures are calculated using uniform assessment averages for the State as a whole. The percentage difference between what the State sets as a valuation and what the community actually assesses is the ratio. Communities with ratios under 70 percent are required by the State to undertake a revaluation.

Table 10-1 shows that Old Town's 1993 State valuation (\$367.1 million) is significantly less than Bangor's (\$1.397 billion), but is on a par with that of Brewer (\$353.1 million) and Millinocket (\$389.5 million). The full value per capita figure (the amount of State valuation for each man, woman, and child in Old Town) is \$44,139, which is higher than that of any other community in the table except Millinocket (\$55,995).

TABLE 10-1

COMPARATIVE VALUATION FIGURES

	1990 Census	1993 State Valuation	Full Value Per Capita
Old Town	8,317	367,100,000	\$44,139
Bangor	33,181	1,397,050,000	42,104
Brewer	9,021	353,350,000	39,170
Lincoln	5,587	220,200,000	39,413
Milford	2,884	80,300,000	27,843
Millinocket	6,956	389,500,000	35,995
Orono	10,573	206,900,000	19,569

Source: Division of Property Tax, Maine State Bureau of Taxation.

Comparative Tax Information

Table 10-2 contains comparative property tax assessment and tax spending information for Old Town and nearby communities. Based on this information, Old Town's level of taxation appears to be reasonable, relative to the other communities. The City had the fourth highest 1992 property tax assessment (\$6.2 million), as well as the fourth highest property tax spending per capita. On a per capita basis, property tax spending in Bangor, Brewer and Millinocket outpaced Old Town. Old Town's municipal tax rate (13.80 mils) was lower in 1992 than any other community shown in Table 10-2.

TABLE 10-2

COMPARATIVE TAX INFORMATION

	1992 Tax Assessment	Tax Spending Per Capita	Local Tax Rate Per \$1,000
Old Town	6,232,266	\$749	13.80
Bangor	27,092,725	817	21.40
Brewer	7,098,018	787	19.70
Lincoln	3,073,870	550	17.00
Milford	1,354,165	608	14.50
Millinocket	8,603,143	1,243	24.30
Orono	4,043,647	413	19.00

Source: Division of Property Tax, Maine State Bureau of Taxation.

Municipal Revenue Comparisons

Table 10-3 contains a comparative summary of municipal revenues for Old Town, the five comparison communities, Penobscot County and the State. The revenue categories contained in Table 3 are not from the same calendar year, but provide a rough basis for comparison purposes. Old Town's per capita municipal revenue (\$1,226), excluding tuition receipts, is on a par with that of Bangor, Brewer, Lincoln, Milford, and the County average, but is slightly below the State average (\$1,422) and considerably below the figure for Millinocket (\$1,852). In 1992-93, Old Town received far more in school tuition receipts than any other municipality shown in Table 10-3 (\$2.1 million).

TABLE 10-3

SELECTED MUNICIPAL REVENUE COMPARISONS

Municipality	1992 Tax Assessment ¹	1991 Excise Tax ¹	1992/93 State Revenue Sharing ³	1992/93 State School Subsidy ³	Per Capita Municipal Revenue	1992/93 Tuition Receipts
Old Town	\$6,232,266	\$657,870	\$434,386	\$2,879,903	\$1,226	\$2,113,925
Bangor	27,092,725	2,286,243	2,131,691	8,672,157	1,211	-
Brewer	7,098,018	706,383	534,094	3,424,026	1,304	1,807,071
Lincoln	3,073,870	415,507	289,850	3,108,755	1,233	103,905
Milford	1,354,165	212,766	240,730	2,015,962	1,326	-
Millinocket	8,603,143	662,758	566,020	3,050,495	1,852	287,299
Orono	4,043,647	359,636	694,210	2,240,534	694	523,444
County Average	1,511,585	175,757	130,527	1,154,451	1,267	
State Average	1,975,578	179,811	124,494	1,031,372	1,422	

Sources: 1. Division of Property Tax, Maine State Bureau of Taxation.
 2. Maine Treasury Department.
 3. Maine Department of Education and Cultural Services.

Table 10-4 provides a comparison summary of revenue categories of Old Town and each of the comparison communities. Again, the revenue categories contained in Table 4 are not from the same calendar year, and therefore may not reflect actual municipal budget figures. Nevertheless, they provide a rough basis for comparison purposes.

TABLE 10-4

SUMMARY OF SELECTED REVENUES

	Total Revenue	% Tax Assessment	% Excise Tax	% Revenue Sharing	% State School Subsidy
Old Town	\$10,195,425	61	6	4	28
Bangor	40,182,816	67	6	5	22
Brewer	11,762,521	60	6	5	29
Lincoln	6,887,982	45	6	4	45
Milford	3,823,623	35	6	6	53
Millinocket	12,882,416	67	5	4	24
Orono	7,338,027	55	5	9	31

Historical Valuations and Taxes

Table 10-5 contains a summary of State valuations, local taxes, tax rates and the local/state tax ratio, for Old Town for the years 1987-92, as reflected in the municipal valuation returns compiled by the State Property Tax Division.

During the 1987-92 period, Old Town's total State valuation increased by 67%, rising from \$228.6 million in 1987 to \$382.6 million in 1992. The State's valuation figures for any given year are two years old, and therefore do not reflect the recent revaluation of the mill. Total property tax assessments rose 31% during the 1987-92 period, from \$4.8 million in 1987 to \$6.2 million in 1993.

TABLE 10-5

HISTORICAL VALUATIONS AND TAXES

	State Valuation	Municipal Valuation	Old Town Tax Assessment	Tax Rate
1987	228,600,000	247,458,200	4,751,197	17.99
1988	232,450,000	254,903,800	4,894,214	16.73
1989	264,050,000	360,038,800	5,148,555	14.30
1990	292,400,000	444,044,200	5,372,935	12.10
1991	351,100,000	443,075,500	6,025,827	13.60
1992	382,600,000	451,613,500	6,232,266	13.80
1993	-	357,877,500	6,012,342	16.80

Table 10-6 provides insight into how Old Town's tax base has changed over the years by showing the percentage breakdown, by year, for major categories of land uses.

TABLE 10-6

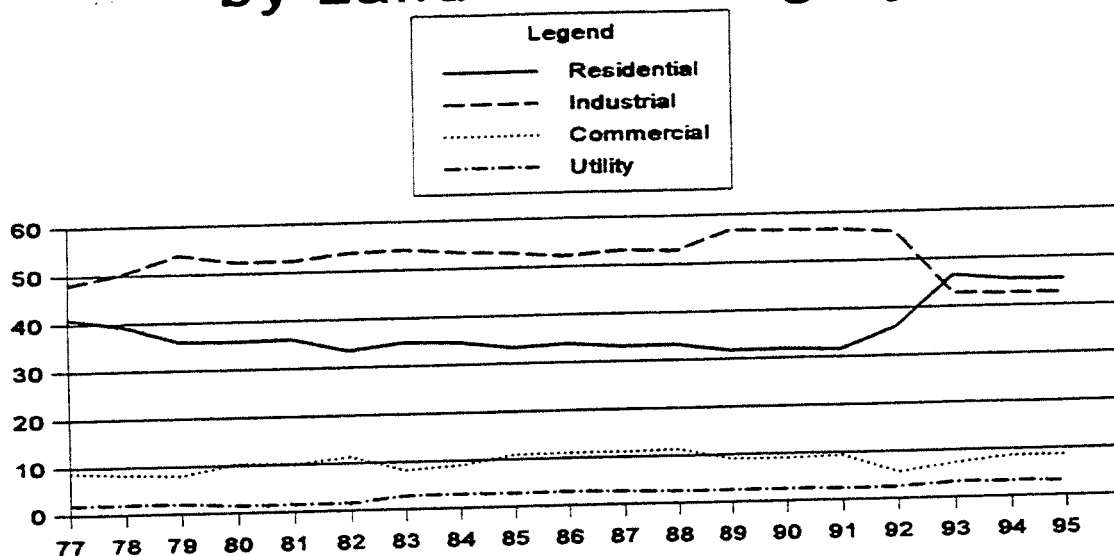
OLD TOWN HISTORICAL ASSESSMENTS BY LAND USE CATEGORY

Fiscal Year	Residential	Industrial	Commercial	Utility
1977	41	48	9	2
1978	40	50	8	2
1979	36	54	8	2
1980	36	52	10	2
1981	36	52	10	2
1982	34	54	11	1
1983	35	54	8	3
1984	35	53	9	3
1985	33	53	11	3
1986	34	52	11	3
1987	33	53	11	3
1988	33	53	11	3
1989	32	57	9	2
1990	32	57	9	2
1991	32	57	9	2
1992	36	56	6	2
1993	47 *	43 *	7	3
1994	45	43	9	3
1995	45	43	9	3

* Change reflects James River's assessment being reduced by \$100,000,000.

Chart 10-1

Historical Assessments by Land Use Category



Note: Change in FY 1993 reflects James River's assessment being reduced by \$100,000,000.

Revenues and Expenditures

Table 10-7 provides a more detailed look at city finances, as reflected in a summary of general fund revenues and expenditures for Old Town for the period 1987-93. The table shows a rise in expenditures between 1987 and 1990, levelling off in the 1990s. Based on price deflators published by the U. S. Department of Commerce, Bureau of Economic Analysis, the average unit of government saw expenditures rise from a baseline of 100 in 1987 to 122.4 in 1993. By converting Old Town's expenditure to this system the City's expenditures rose from 100 in 1987 to 152.4 in 1993, or roughly twice the national average.

TABLE 10-7

ACTUAL REVENUES AND EXPENDITURES
FOR THE YEAR ENDING JUNE 30

	1987	1988	1989	1990*	1991	1992	1993	1994
Revenues - General Fund								
Property Taxes	5,207,017	4,927,880	5,137,467	2,618,499	5,373,586	5,993,572	5,591,119	6,017,984
Other Taxes	614,061	711,108	712,294	411,875	689,667	656,426	634,357	687,426
Licenses, Permits, Fees	24,229	39,147	46,014	21,478	50,534	52,388	74,465	92,901
Fines, Penalties	69,430	44,356	39,691	20,092	32,849	83,960	58,678	103,041
Revenues on Property	62,184	47,499	53,087	29,532	57,505	59,773	63,781	55,182
Charges for Service	98,213	138,000	142,849	84,413	215,316	291,170	419,765	430,182
Other Revenue	210,257	246,720	394,518	163,681	296,806	172,477	438,769	137,631
Intergovernmental								
Education	3,307,115	3,906,136	4,474,679	2,852,432	5,580,705	6,249,840	6,203,730	6,081,009
Federal Revenue								
Sharing	11,907	-	-	-	-	-	-	-
Intergovernmental -								
Other	597,348	613,465	741,098	372,219	809,779	574,297	487,096	539,921
Education - Other	-	-	-	-	-	-	-	91,629
Interest on Investments	-	-	-	-	-	-	-	231,703
Total Revenues	10,201,761	10,674,310	11,741,698	6,574,220	13,106,748	14,133,903	13,971,760	14,468,609
Expenditures - General Fund								
Central Services	1,117,032	696,592	817,143	391,084	521,431	416,620	415,968	396,943
City Clerk	40,359	90,302	69,467	50,082	123,172	107,372	121,732	42,180
City Manager	208,450	126,080	154,472	83,114	160,241	164,599	185,816	163,693
Airport	-	28,311	31,855	20,950	30,204	27,971	42,568	42,333
Code Enforcement	43,389	36,298	49,915	25,364	85,276	84,990	86,975	90,885
Capital Improvements	140,112	367,909	430,337	171,605	410,742	207,424	152,030	320,899
Assessors	87,985	76,554	81,934	44,955	94,401	91,324	74,060	77,202
Fire Department	676,944	709,926	793,737	416,263	869,385	1,022,822	1,026,053	1,077,287
Police Department	486,310	552,136	640,003	322,691	705,486	701,368	727,512	765,554
Public Works	558,316	555,215	620,148	332,536	976,370	1,103,534	1,137,539	1,232,002
Landfill	91,378	114,206	106,375	54,076	48,405	223	7,308	-
Human Services	338,921	312,099	352,421	201,480	417,160	418,960	426,303	553,074
County Tax	-	-	-	-	309,944	326,523	313,732	292,212
Education	5,461,179	5,914,391	6,960,074	3,938,873	7,989,258	8,963,409	9,219,958	9,125,720
Debt Service Principal	-	122,887	122,887	42,887	122,887	80,000	90,000	90,000
Debt Service Interest	-	196,081	204,792	57,816	93,925	83,000	72,751	62,265
Reserved Fund	-	-	-	273,684	846,549	-	-	-
Total Expenditures	9,250,376	9,898,988	11,435,559	6,427,461	13,804,834	13,800,145	14,100,545	14,332,249
Difference Revenues/ Expenditures	+951,385	+775,322	+306,139	+146,759	-698,087	+333,758	-128,545	+136,360

Source: City of Old Town Annual Reports.

*6-month period 1/1/90 to 6/30/90; in 1990 the City changed its fiscal year from a calendar year to a July 1-June 30 fiscal year

Long Term Debt

Table 10-8 contains a summary of Old Town's long term debt. As shown in table 10-7, the City's 1993 long-term debt was about the same as it was in 1987. The debt load in 1993 was very modest, representing only 4/10ths of one percent of the City's State valuation.

TABLE 10-8
LONG TERM DEBT
PRINCIPAL BALANCE - YEAR END

	1987	1988	1989	1990	1991	1992	1993	1994
<u>GENERAL OBLIGATION BONDS</u>								
Public Improvement - 1981 (1,495,000; Term 1982-2001)	990,000	910,000	830,000	830,000	750,000	670,000	580,000	490,000
Sewer Bond - 1979 (499,980; Term 1979-2009)	366,652	349,986	333,320	333,320	316,654	299,988	283,322	266,656
Public Improvement - 1981 (100,000; Term 1982-91)	40,000	30,000	20,000	20,000	10,000	-	-	-
School Addition - 1988 (975,000; 1988-98)	-	975,000	840,000	840,000	705,000	570,000	435,000	300,000
<u>GENERAL OBLIGATION/CAPITAL LEASES</u>								
Fire Truck - 1984 (300,210; Term 1985-91)	171,549	128,662	85,775	42,887	-	-	-	-
Backhoe - 1987 (39,941; Term 1988-91)	19,941	15,450	10,644	10,644	5,502	-	-	-
Tandy Computer Leasing - 1990 (96,732; terms 1990-95)						57,752	40,137	20,934
Computer Equipment - 1993 (72,833, Term 1993-97)								55,833
Music Equipment - 1993 (10,442; Term 1993-97)								10,442
TOTAL	1,588,142	2,409,098	2,119,739	2,076,851	1,787,156	1,597,740	1,338,459	1,141,096

CHAPTER 11. SUMMARY OF FINDINGS

Old Town is located on the Penobscot River, approximately twelve miles north of Bangor. Old Town's location and abundance of waterpower lent itself to industrial development in the nineteenth century. The most heavily developed section of Old Town is concentrated near the falls. Further development in Old Town is largely constrained by the presence of the University of Maine in nearby Orono, with its vast forest and farm tracts located in Old Town.

Old Town's population, and school age population, is expected to remain relatively constant for the foreseeable future. There will be demands for additional dwelling units. Most of the developed portion of Old Town is served by public water and sewer. Unfortunately, most of the undeveloped land served by water and sewer is owned by the University. This will result in additional pressures to build in the rural areas of the City.

Old Town's compact nature and industrial past has allowed the City to develop and maintain excellent public facilities and services. The City has excellent police, fire, and ambulance services. The public works department, including the solid waste transfer station, recycling center, sand and salt shed, and city garage, has modern facilities. The library recently completed an expansion. Parks and playgrounds are located throughout the City. The challenge in most of the public facilities lies in maintaining them. Space needs of administrative and public safety departments need to be studied.

The school department has four elementary schools, a middle school, and a high school. Three of the elementary schools are old and will need replacing. The others are in good condition but require modifications for handicapped access. The school department is investigating the feasibility of constructing one elementary school to serve the entire community, with the remaining elementary school being designated for special education. In addition, the issue of temporary classrooms at the high school will have to be addressed.

Old Town's economy is closely tied with Bangor's and the University of Maine when it comes to employment opportunities. Old Town's tax base is dominated by the James River Corporation, which constitutes 37% of the total. Old Town needs to diversify its tax base to protect against large swings in the tax rate caused by mill shutdowns or large abatements. There is potential for some industrial development on Gilman Falls Avenue near the airport, but additional land will be required.

Natural resources in Old Town are largely associated with the Penobscot and Stillwater Rivers, Pushaw Stream, Mud Pond, and Pushaw Lake. Large wetland areas border Pushaw

Stream. Caribou Bog takes up much of the western portion of the City, especially north and south of Mud Pond. Ordinances are in place to protect these resources. Care must be taken in preparing and administering these ordinances to insure that natural resource-based industries such as forestry are not prohibited.

Future land use patterns will reflect the present layout of the City. Infill residential growth will occur in the sewered areas. Small scale commercial growth will occur on Stillwater Avenue and downtown. Some industrial development will occur on Gilman Falls Avenue near the airport. Small scale, limited development will continue to occur in the more rural areas of the City.

CHAPTER 12. POLICIES/STRATEGIES

ECONOMY

GOAL: Promote an economic climate which increases job opportunities and overall economic well being.

POLICIES	STRATEGIES	Responsibility	Date
1. <u>Small Businesses and Industries.</u> Encourage the creation and growth of small business and industries to ensure the continuation of a well diversified economy.	<p>a. <u>Revolving Loan Fund.</u> Continue to administer the City's revolving loan fund with the aim of encouraging the creation of locally owned and operated businesses, and diversifying the mix of Old Town's economy. Periodically advertise the availability of the fund to the community at large.</p> <p>b. <u>Ordinance Revisions.</u> Investigate and revise City ordinances and policies to encourage businesses while protecting neighborhoods.</p> <p>a. <u>Encourage Location.</u> Explore options and, where feasible, implement actions to encourage industries to locate in the industrial park. Options include:</p> <ul style="list-style-type: none"> - obtaining permits and pre-approvals in advance of inquiries from interested firms; - systematically marketing/advertising the availability of sites; - conducting a comprehensive wetlands inventory to more precisely determine the extent and location of buildable land; - constructing a "spec" building to attract potential businesses. 	City Staff/ Loan Committee	Ongoing
2. <u>Industrial Park.</u> Encourage full utilization of the existing industrial park.	<ul style="list-style-type: none"> - obtaining permits and pre-approvals in advance of inquiries from interested firms; - systematically marketing/advertising the availability of sites; - conducting a comprehensive wetlands inventory to more precisely determine the extent and location of buildable land; - constructing a "spec" building to attract potential businesses. 	Planning Board/ Council	Ongoing
3. <u>Areas for Growth.</u> Ensure that there are sufficient geographical areas in the community so as to create opportunities for additional economic growth.	<p>a. <u>New Business Sites.</u> Designate additional sites for the development of small industries and businesses.</p> <p>b. <u>New Commercial Areas.</u> Create additional areas for concentrated commercial development; discourage residential development in these locations.</p> <p>c. <u>R-3 District.</u> Continue to allow resource-based industries in the R-3 district.</p> <p>d. <u>Home Occupations.</u> Keep the allowable range of permitted home occupations and include language in the zoning ordinance to ensure that the range of home occupations does not infringe upon the residential neighborhood or the environment and, when located in the R-3 district, is compatible with the rural character of the district.</p> <p>e. <u>R-3 New Businesses.</u> Explore the possibility of allowing additional, small scale, non-intrusive industrial and commercial uses in R-3 zones, subject to a special exception permit granted by the Planning Board.</p>	Planning Board/ Council	June 1996
		Planning Board/ Council	June 1996
		Planning Board/ Council	Ongoing
		Planning Board/ Council	June 1996
		Planning Board/ Council	June 1996

POLICIES

STRATEGIES

Responsibility Date

- 4. **Downtown Appearance.** Improve the appearance and condition of the downtown.
 - f. **University Land.** Continue discussions with the University regarding the future use of University land, particularly those parcels that could be served by water and sewer.
 - a. **Downtown Grants.** Apply for grants, including funds from the Community Development Block Grant Program, to enhance and improve the downtown. Include funds to provide public investment in the renovation of downtown buildings including funds aimed at attracting small shops and businesses.
 - b. **Downtown Competition.** Take care that the range of allowable home occupations does not compete with downtown storefronts.
 - c. **Unplanned Development.** Avoid large unplanned commercial development.

City Council Ongoing

City Staff Ongoing

Planning Board/
Council Ongoing

Planning Board/
Council Ongoing

HOUSING

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

GOAL: Encourage and promote affordable, decent housing opportunities for all citizens of Old Town.

POLICIES

1. Mobile Home Safety. For safety reasons, limit the extent to which older mobile homes may be located in the City.
2. Mobile Home Parks. Provide for comprehensive review of mobile home parks.
3. Multi-Family Dwellings. Continue to allow multi-family dwellings, but tighten up density and parking requirements, except for elderly housing.
4. Review of Multi-family Dwellings. Provide for closer City review of large multi-family developments.
5. Housing Conditions. Take steps to address substandard housing conditions in Old Town.
6. Affordable Housing. Take steps to ensure that housing remains affordable in Old Town.
7. Elderly Housing. Provide for future needs of elderly population.
8. Seasonal Developments. Ensure that seasonal developments do not impose a burden on City services, and that they provide safe access for emergency vehicles (fire, police, ambulance).

STRATEGIES

	Responsibility	Date
a. <u>Older Mobile Homes.</u> Prohibit mobile homes manufactured prior to June 15, 1976, unless applicants can demonstrate that these units meet specific safety standards.	Planning Board/ City Council	June 1996
b. <u>Safety Standards.</u> Amend the City Ordinance to include safety standards for mobile homes manufactured prior to June 15, 1976.		
a. <u>Mobile Home Park Standards.</u> Amend the mobile home park standards contained in the Zoning Ordinance to conform to statutory requirements and to provide for a more comprehensive review of new park proposals and park expansions.	Planning Board/ City Council	June 1996
a. <u>Parking.</u> Amend the Zoning Ordinance to require that no off-street parking space shall be located within a required front yard.	Planning Board/ City Council	June 1996
b. <u>Density.</u> Amend the Zoning Ordinance to prohibit densities greater than 12 dwelling units per acre.	Planning Board/ City Council	June 1996
a. <u>Special Exception Review.</u> Amend the Zoning Ordinance to require that multi-family projects involving 3 or more units in R-2 zones be subject to Special Exception Review.	Planning Board/ City Council	June 1996
a. <u>CDBG Application.</u> Apply for Community Development Block Grant funds to be used for the rehabilitation of substandard housing units in the City.	City Planner/ City Council	Ongoing
a. <u>Subsidized Housing.</u> Continue to allow subsidized housing units within the City.	City Council/ Housing Authority	Ongoing
b. <u>Housing Types.</u> Continue to allow a wide range of housing types in the City.		
a. <u>Congregate Housing.</u> Develop congregate housing and other types of housing serving elderly needs. Set aside land for such housing.	Housing Authority	
a. <u>Road Standards.</u> Adopt standards for roads serving seasonal developments.	Planning Board/ Council/Housing Authority	June 1996

CULTURE

GOAL: Ensure that Old Town's residents continue to enjoy a broad diversity of cultural opportunities.

Promote and protect the availability of outdoor recreation opportunities, including access to surface waters, for all citizens of Old Town.

POLICIES		STRATEGIES		Responsibility	Date
<u>Library</u>					
1.	Ensure financial support for the library from non-City users.	a.	<u>Fee System.</u> Implement a fee system for out-of-town users; continue the fee system until and/or unless financial support is received from surrounding towns.	City Council	Ongoing
<u>Recreation Facilities</u>					
1.	Continue to provide a broad range of recreation facilities and programs for the citizens of Old Town.	a.	<u>Funding.</u> Ensure that sufficient funds are appropriated on a yearly basis to support an active, broad-based recreational program, and to provide for the maintenance and upkeep of recreational facilities.	City Council	Ongoing
2.	Provide for additional and improved public access to the City's major water bodies.	b.	<u>Ball Fields.</u> Take steps to acquire and/or develop additional ball fields, utilizing Federal and State funds to the maximum extent possible.	City Council/ Recreation Dept.	Ongoing
		a.	<u>Access Plan.</u> Charge the Conservation Commission with the responsibility of evaluating opportunities and potential sites for additional and/or improved access to the City's water bodies; request that a report be submitted to Council within a 12-month time frame.	City Council	1995
		b.	<u>Funding.</u> Utilizing the recommendations of the Conservation Commission, consider applying for State funds to establish additional public access sites.	City Council	1996
		c.	<u>Coordination.</u> Continue to work with the University and Bangor Hydro on the establishment of recreational enhancements along the Stillwater River.	Recreation Director	Ongoing
<u>Historic, Archaeological Sites</u>					
1.	Protect prehistoric, historic, and archaeological resources from adverse land use impacts.	a.	<u>Resource Protection District.</u> Continue to protect prehistoric, historic, and archaeological resources adjacent to the Penobscot and Stillwater Rivers through Resource Protection District designation.	Planning Board/ City Council	June 1996
		b.	<u>Survey Grant Application.</u> Apply to the Maine Historic Preservation Commission for a grant to perform a survey of structures, sites, and locations, to determine those either of local significance, or eligible for the National Register.	City Council	1996
		c.	<u>Other Ordinance Provisions.</u> Following completion of the survey (see "b" above), amend local ordinances to include standards to assess impacts upon historic structures, sites and locations by allowing the Planning Board to require either a survey of the site or consultation with a qualified professional.	Planning Board/ City Council	1997

PUBLIC FACILITIES

GOAL: Maintain and improve the City's public facilities and services.

Plan for, finance and develop an efficient system of public facilities to accommodate growth and development.

POLICIES

General

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

STRATEGIES

- a. Capital Improvements Plan. Continue to develop annually a capital improvements plan for financing the replacement and, where necessary, the expansion of public facilities and services required to meet the future needs of the community.
- b. Reserve Accounts. Use reserve accounts to fund at least a portion of major capital projects.
- c. Technology Needs. Study future technology needs and incorporate said needs into the capital improvements program appropriations.

Sewage Treatment

1. Ensure that new developments can be served by the City's sewer system.

2. Extend sewers to areas needing treatment where feasible.

3. Ensure that development in rural areas is located on land that is capable of supporting a subsurface sewage disposal system that meets the requirements of the State's Plumbing Code.

Water Supply

1. Take steps to protect the City's water supply from possible contamination.

Responsibility	Date
City Manager, Department Heads, City Council	Ongoing
City Council	Ongoing
City Manager/ Department Heads/City Council	Ongoing
City Manager, Council, Sewer Advisory Board	Ongoing
City Manager, Council, Sewer Advisory Board	Ongoing
City Council	Ongoing
Planning Board, City Council, Code Enforcement Officer	Ongoing
Planning Board, City Council	June 1996
Planning Board, Old Town Water District	Ongoing

POLICIES

STRATEGIES

Responsibility Date

2. Minimize additional filtration costs to the City that may be imposed by new major water users.

a. New Major Water Users. Require that any new major water user, or major expansion of an additional use, pay the costs of additional filtration necessitated by the additional service.

Old Town Water District Ongoing

Police Protection

1. Continue to provide a high level of services to the citizens of Old Town.

a. Facility Needs Study. Undertake a study of options for addressing the Police Department's shortage of space.

City Council 1996

b. Regional Cooperation. Continue to work with surrounding communities on issues of regional concern and to ensure a continued delivery of services in a cost effective manner.

Police Dept. Ongoing

Fire Protection

1. Continue to provide a high level of fire protection services to the citizens of Old Town.

a. Regional Cooperation. Continue to work with surrounding communities through the mutual aid system.

Fire Department Ongoing

b. Substation. Explore the feasibility of developing a substation in the Bennoch Road/Kirkland Road area.

City Manager, Fire Department, City Council Ongoing

2. Ensure that in rural areas, adequate supplies of water are available for fire fighting purposes.

a. Dry Hydrant. Continue to work on a system of dry hydrants to serve the rural areas of the community.

Fire Department, City Manager, City Council Ongoing

Public Works

1. Continue to provide a high level of public works services to the citizens of Old Town.

a. Public Works Activities. Continue to meet the public works needs of the City in a cost effective manner.

Public Works Department Ongoing

2. Continue to manage the City's solid waste flow in a cost effective manner.

b. Gravel Supply. Evaluate alternatives for an additional gravel supply site.

Public Works Department 1996

a. Recycling. Continue the City's successful recycling efforts and encourage more citizens to participate. Continue to explore new and/or expanded markets for recycled materials.

Public Works, City Council Ongoing

b. Transfer. Continue to manage the City's solid waste flow through the transfer station/recycling facility.

Public Works, City Council Ongoing

c. Volume Monitoring. Continue to monitor the volume of waste placed in the demolition site and plan for additional space.

Public Works, City Council Ongoing

City Administration

1. Provide for sufficient space to allow the City to deliver services in a cost effective manner.

a. Facility Needs Study. Undertake a study of options for addressing the shortage and efficiency of space. Include Police and Fire Department needs, administrative needs, and document shortage needs.

City Council 1995

POLICIES

STRATEGIES

		Responsibility	Date
2. Upgrade City Hall facilities.		City Council	Ongoing
<u>Schools</u>			
1. Ensure that the City's schools continue to meet the educational needs of the community.	a. <u>Handicapped Access.</u> Provide for a handicapped accessible bathroom in City Hall.	City Council	Ongoing
	a. <u>ADA Compliance.</u> Take steps to comply with the requirements of the Americans with Disabilities Act at both the High School and Middle School.	School Board, City Council	Ongoing
	b. <u>Facility Needs Evaluation.</u> Undertake a study of options for providing sufficient space to eliminate the six portable classrooms used throughout the system.	School Board, City Council	Ongoing
	c. <u>Elementary Consolidation.</u> Investigate the feasibility of consolidating elementary schools.	School Board, City Council	Ongoing
	d. <u>Enrollment.</u> Generate school enrollment projections for all of the towns served by the Old Town system.	School Board	Ongoing

NATURAL RESOURCES

GOAL: Protect the quality and manage the quantity of Old Town's water resources including lakes, aquifers, rivers and streams.

Protect Old Town's critical natural resources including, without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas. Continue to allow forest management activities in these areas.

POLICIES	STRATEGIES	RESPONSIBILITY	TIME FRAME
<p><u>Wetlands</u></p> <p>1. Provide protection to State-identified wetlands which are 10 or more acres in size, are non-vegetated, and identified by the State as moderate to high value for wildlife purposes.</p>	<p>a. <u>Ordinance Provisions</u>. Continue to protect these wetland areas through shoreland zoning regulations.</p>	<p>Planning Board/ City Council</p>	<p>Ongoing</p>
<p><u>Water Bodies</u></p> <p>1. Continue to protect the waters and shorelands of Pushaw Lake, Mud Pond, the Penobscot River, the Stillwater River, Birch Stream and Pushaw Stream.</p>	<p>a. <u>Plumbing Code</u>. Continue strict administration of the State plumbing code.</p> <p>b. <u>Shoreland Zoning</u>. Continue strict administration of the City's shoreland zoning requirements. Continue to allow forest management activities.</p> <p>c. <u>Lake Monitoring</u>. Encourage the Pushaw Lake Association to continue voluntary water quality monitoring efforts.</p> <p>d. <u>Watershed Protection</u>. Explore participation in a regional watershed protection effort for Pushaw Lake.</p>	<p>Code Enforcement Officer</p> <p>Code Enforcement Officer</p> <p>Planning Board/ City Council</p> <p>Pushaw Lake Association, City Council</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>June 1996</p>
<p><u>Floodplains</u></p> <p>1. Avoid the problems associated with floodplain development and use.</p>	<p>a. <u>Flood Hazard Regulations</u>. Continue strict administration of the flood hazard regulations contained in the City's Zoning Ordinance.</p> <p>b. <u>Ordinance Provisions</u>. Amend the Zoning and Subdivision Ordinances to limit the extent of filling in floodplain areas. Continue to allow roads associated with forest management activities.</p>	<p>Code Enforcement Officer</p> <p>Planning Board/ City Council</p>	<p>Ongoing</p> <p>June 1996</p>
<p><u>Aquifers</u></p> <p>1. Protect the aquifer system which lies along the Stillwater River/Route 16.</p>	<p>a. <u>Ordinance Provisions</u>. Amend the Zoning Ordinance to prohibit land use activities such as petroleum storage facilities over the aquifer.</p>	<p>Planning Board/ City Council</p>	<p>June 1996</p>
<p><u>Soils</u></p> <p>1. Ensure that soils are suitable for the intended purpose.</p>	<p>a. <u>Ordinance Provisions</u>. Amend the Zoning and Subdivision Ordinances to require that high intensity soil surveys be performed when appropriate and submitted as part of the development review process.</p>	<p>Planning Board/ City Council</p>	<p>June 1996</p>

POLICIES

STRATEGIES

RESPONSIBILITY TIME FRAME

2. Discourage unplanned development on hydric (wetland) soils.

- a. Ordinance Provisions. Include standards in the Zoning and Subdivision Ordinances to regulate development on hydric soils. Continue to allow forest management activities in these areas. Recognize that available land for commercial and industrial development is limited.

Planning Board/
City Council June 1996

Wildlife Resources

1. Protect and manage unique wildlife resources from adverse land use impacts.

- a. Shoreland Zoning. Continue strict administration of the City's Shoreland Zoning Ordinance.

Code Enforcement Officer Ongoing

- b. Development Review. Amend the Zoning and Subdivision Ordinances to include consideration of mitigation measures to be taken when developments would exert a significant impact on fish and wildlife resources, and a consideration of retaining fish and wildlife travel corridors to the maximum extent possible.

Planning Board/ June 1996

Waterfowl Habitat

1. Protect waterfowl nesting areas from adverse land development impacts.

- a. Ordinance Provisions. Continue to protect waterfowl nesting areas through the shoreland zoning provisions of the Zoning Ordinance.

Planning Board/
City Council June 1996

Environmental Resources

1. Ensure that environmental resources of all types are taken into account during the development review process.

- a. Site Plan Review. Expand the Site Plan review criteria contained in the Zoning Ordinance to include a consideration of environmental criteria and resources, and require that environmental impacts be minimized or avoided, and that unique resources be preserved or maintained to the maximum extent possible.

Planning Board/
City Council June 1996

- b. Subdivision Ordinance. Expand the subdivision review criteria contained in the Subdivision Ordinance to include a consideration of environmental criteria and resources, so that environmental impacts are minimized or avoided, and unique resources are preserved or maintained to the maximum extent possible.

Planning Board/
City Council June 1996

TRANSPORTATION

GOAL: Maintain and provide safe and efficient roads throughout the City.

Plan for and support a multi-modal transportation system.

POLICIES		STRATEGIES		
		Responsibility	Date	
1.	Work with other communities to improve transportation services in the region.	a. <u>BACTS</u> . Continue to work with and support the Bangor Area Comprehensive Transportation Study (BACTS) to evaluate transportation problems and formulate cost effective strategies for improvements.	Planning Dept. City Council	Ongoing
2.	Plan for and implement actions on Stillwater Avenue to improve traffic conditions and/or avoid deteriorating conditions.	a. <u>College Avenue Intersection</u> . Change lane configurations as recommended by BACTS. b. <u>Stillwater/Center Street Intersection</u> . Implement intersection improvements recommended by BACTS. c. <u>Access Management</u> . Amend the Zoning Ordinance to include access management standards along the entire length of Stillwater Avenue and Center Street.	MDOT MDOT Planning Board/ City Council	Completed 1995 June 1996
3.	Provide for cost effective maintenance of City streets and roads.	a. <u>Pavement Management - Arterials and Collectors</u> . Continue to administer the pavement management system on the City's arterials and collectors.	Public Works, City Council	Ongoing
4.	Continue to maintain and improve the City's airport.	a. <u>Dewitt Field</u> . Continue to work with the Maine Department of Transportation on the implementation of the Aviation Systems plan; continue to provide the local share of scheduled improvements.	City Council	Ongoing
5.	Continue to maintain and improve pedestrian and bicycle facilities.	a. <u>Sidewalk Maintenance</u> . Continue to maintain the City's sidewalks on an "as needed" basis. b. <u>Stillwater Sidewalk</u> . Install a sidewalk on the north side of Stillwater Avenue from the Center Street intersection to the shopping plaza. c. <u>Pedestrian/Bicycle System</u> . Implement bicycle/pedestrian facility improvements in accordance with BACTS planning efforts; participate in State funding programs through MDOT to the maximum extent possible.	Public Works Public Works, City Council Public Works, City Council	Ongoing Ongoing Ongoing
6.	Support public transportation.	a. Continue to support The Bus.	City Council	Ongoing

LAND USE

GOAL: Encourage orderly growth and development in specific areas of the Community, while protecting the City's rural character, making efficient use of services and preventing development sprawl.

POLICIES

1. Provide for future residential, commercial and industrial growth, recognizing that rural areas are protected by the resource protection district, by land areas owned by the University, and by existing zoning and subdivision requirements and by suggested changes to the R-3 Zone set forth under policy 2.

STRATEGIES

Responsibility	Date
Planning Board/ City Council	June 1996

a. Growth Areas

Areas recommended for future growth, as shown on Map 12-1, Proposed Future Land Use, include the following:

Residential Growth

1. An area at Great Works north of Penny Road (already zoned R-1)

Commercial Growth

1. High Head (South Main Street), which has evolved into an office area through R-3 zoning. This area is not proposed for a zone change.
2. South side of Stillwater Avenue between the Methodist Church and the shopping center. Presently University land.
3. Rear of the commercial strip between Sullivan's and Dunkin' Donuts, extending back to include private land south of the University Forest.
4. Older trailer parks east of College Avenue near College Avenue/ Stillwater Avenue intersection. (Rear of Madleigh's, southeast of KFC).
5. (longer term) Route 43 between I-95 and Pushaw Stream. This area is not currently recommended for rezoning.

Industrial Growth

1. Two industrial areas at the Airport (already zoned Industrial I-1).
2. Utilization of the James River Corporation land at Great Works (already zoned I-1).

Low Density Industrial and Commercial Growth

Most of the undeveloped land in Old Town which is suitable for commercial or industrial development and served by public water and sewer is owned by the University of Maine. Old Town has historically addressed this problem by allowing a wide variety of uses following Planning Board review in the R-3 zones. These areas are not served by public utilities. There are no specific areas of the R-3 zones which are more suitable for development than other areas. The City wishes to maintain the policy of allowing development in these areas

POLICIES

STRATEGIES

Responsibility Date

on a case by case basis following Planning Board review. This policy has served the City well by allowing small scale economic development to occur without leading to uncontrolled sprawl or adverse neighborhood impacts. This policy has also allowed the City to escape the strip zoning trap, as the only alternative would be uncontrolled strip commercial zoning along Stillwater Avenue, with its resultant traffic and neighborhood impacts. The City recognizes that the present Zoning Ordinance is too lenient regarding uses and densities allowed in residential zones.

- b. University Land. Continue discussions with the University regarding the future use of University land, particularly those parcels that could be served by water and sewer.

City Council Ongoing

- 2. Fine tune the City's Zoning Ordinance to allow appropriate development in growth areas and avoid inappropriate growth in the rural areas of the community.

Zoning Changes

The City acknowledges that there are some uses presently permitted in residential zones which might not be appropriate as presently regulated, or appropriate at all. In addition, some uses appear to be over regulated. Specific examples, by zone, are as follows:

R-1 Zones:

- a. Churches, schools, and public facilities and grounds are presently allowed as of right. Due to possible adverse neighborhood impacts of these uses, such as traffic and stormwater runoff, these uses should require special exception review.
- b. Review criteria for two-family structures in R-1 zones should be clarified.
- c. The minimum square footage threshold for uses requiring site plan review should be lowered to 1500 square feet, with the understanding that single family houses and accessory buildings are exempt.

R-2 Zones:

- a. One and two-family dwellings should be allowed as of right, provided that minimum lot sizes and frontages are met.
- b. Multifamily developments of three or more units should require special exceptions. Maximum densities, except for elderly housing, should not exceed twelve units per acre.
- c. Boarding houses should require a special exception.
- d. Uses requiring a special exception in the R-1 zone should also require a special exception in the R-2 zone.
- e. Nursing homes should continue to be allowed by special exception in the R-2 zone. Hospitals, hotels, motels, or inns should no longer be allowed.

Planning Board/
City Council June 1996

STRATEGIES

f. The minimum square footage threshold for uses requiring site plan review should be lowered to 1500 square feet, with the understanding that single and two-family houses and accessory buildings are exempt.

g. Elderly housing developments with greater than 12 units per structure should be permitted, providing that all other densities are met.

R-3 Zones

a. Veterinary hospitals or boarding kennels should require special exceptions, rather than being permitted as of right.

b. Professional offices, public utility and communications structures, semipublic and private recreation facilities and grounds, sawmills, facilities for the processing of agricultural products, schools, and public facilities and grounds should require special exceptions, rather than being permitted as of right.

c. Hotels, motels, inns, boarding houses, restaurants, nursing homes, and hospitals should only be permitted in extraordinary cases by special exception.

d. Multifamily dwellings with five units or more should not be permitted.

e. Two-family dwellings should be permitted without Planning Board review, provided that the lot is at least two acres with 200 feet of frontage.

f. Multifamily dwellings of three to four units should be permitted, subject to Planning Board review, provided that there is at least one acre per unit and a minimum lot frontage of 200 feet.

R-4 Zones:

a. Change wording to "Lake Residence."

b. Do not require special exceptions for decks.

Frontage. Amend the Zoning Ordinance to increase the additional frontage required for multi-family developments from 10 feet per additional unit to 15 feet per each additional unit.

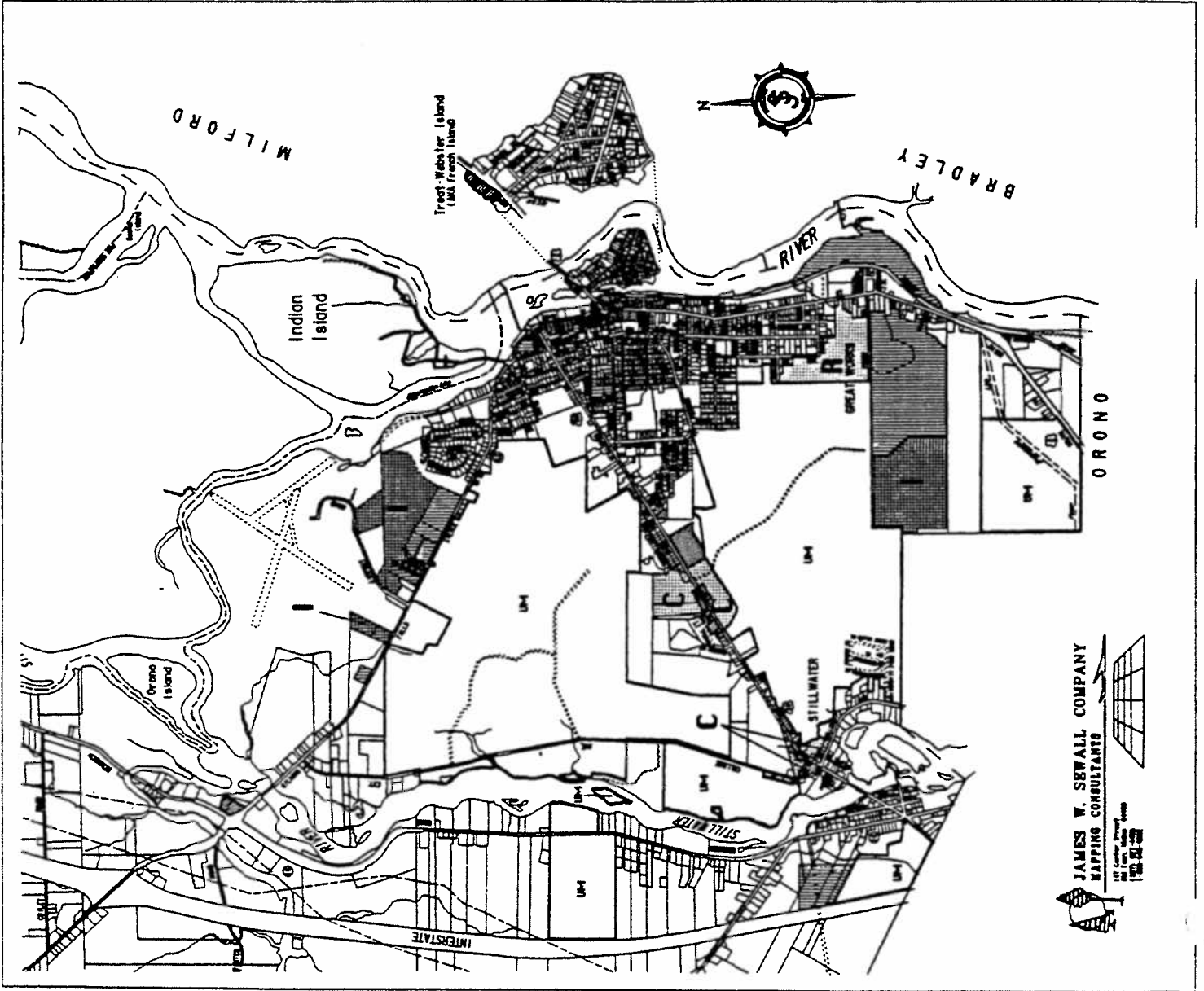
City of Old Town

Proposed Future Land Use

Map 12-1

Revised by
Maine Tomorrow
May, 1994

Land Use Legend	
Existing Land Use	
UM	University of Maine
[Hatched Box]	Existing Commercial
[Hatched Box]	Existing Industrial
Proposed Land Use	
C	Proposed Commercial
[Hatched Box]	Proposed Industrial
[Hatched Box]	Proposed Residential



JAMES W. SEWALL COMPANY
MAPPING CONSULTANTS
115 Center Street
Old Town, Maine 04468
1-800-851-1111

CHAPTER 13. REGIONAL COORDINATION

Old Town has taken, and is committed to take, a number of steps to fulfill the State mandate for a regional coordination program.

1. **Comprehensive Plan Review.** A copy of the City's draft goals, policies and implementation strategies was sent for review and comment to the following adjacent communities: Orono, Glenburn, Hudson, Alton, Milford, and Bradley. A copy of the draft Plan was submitted to the Eastern Maine Development Corporation with a cover letter requesting comments and suggestions, particularly as the Plan might affect neighboring communities.
2. **Regional Coordination Strategies.** Old Town's Comprehensive Plan contains a number of strategies which will result in ongoing regional coordination. These are summarized in the paragraphs below.
 - A. Under Public Facilities, sewage treatment strategy "b" calls for monitoring efforts in Milford to remove infiltration so that it does not adversely impact Old Town's options to service new growth.
 - B. Under Public Facilities, police protection strategy "b" calls for continuing to work with surrounding communities on issues of regional concern and to ensure a continued delivery of services in a cost effective manner.
 - C. Under Public Facilities, fire protection strategy "a" calls for continuing to work with surrounding communities through the mutual aid system.
 - D. Under Public Facilities, water body strategy "c" calls for encouraging the Pushaw Lake Association to continue voluntary water quality monitoring efforts. Strategy "d" calls for exploring participation in a regional watershed protection program.
 - E. Under Transportation, strategy "1.a" calls for continuing to work with and support the Bangor Area Comprehensive Transportation Study (BACTS) to evaluate transportation problems and formulate cost effective strategies for improvements.
 - F. Under Transportation, strategy "4.a" calls for continuing to work with the Maine Department of Transportation on the implementation of the Aviation Systems Plan.

- G. Under Transportation, strategy "5.c." calls for implementing bicycle/pedestrian facility improvements in accordance with BACTS planning efforts.

CHAPTER 14 CAPITAL INVESTMENT STRATEGY

The City of Old Town has a comprehensive, 5-year Capital Improvements Plan aimed at maintaining and improving the City's public facilities and equipment. The Capital Improvements Program (CIP) is updated annually and serves as a blueprint for the City's capital expenditures. It is generally implemented according to schedule.

Population Growth and Capital Needs

The Old Town Planning Office has prepared population projections which suggest that the City's 1990 population (8,317) will increase by the year 2000 to 8,460 (a gain of 143 people, or 1.7%), but will then decrease by the year 2005 to 8,342 people, for a net gain over the 15-year period of only 25 people, or less than a third of a percent. Given the fact that the population level is expected to be relatively static, and the fact that the City's public facilities generally have adequate capacity, The City will not have to make any significant capital investments to accommodate its anticipated future population growth.

Future capital investments will continue to be needed to replace aging equipment, to meet Federal and State mandates, and to maintain and improve existing facilities.

Capital Improvement Needs

A capital improvements program is a schedule of improvements that generally cost \$5,000 or more, that don't recur annually, that have a useful life of three or more years, and that result in fixed assets. Old Town's schedule of public improvement expenditures, which is primarily equipment based, is summarized in Table 14-1 for the years 1994-1998. Total capital improvement expenditures range from a low of \$84,200 in 1995 and 1996 to a high of \$357,200 in 1998. It should be emphasized that the information shown in Table 14-1 is based on the October, 1993 Capital Improvements Program which will be revised in subsequent years. Old Town's Capital Improvements Program is based on a detailed inventory of the City's capital equipment, including an estimate of life cycle costs, replace costs, trade-in value, and depreciation costs. The City attempts to stagger capital facility costs so that capital expenditures are spread out over time, rather than being lumped into a one or two year period.

TABLE 14-1
SUMMARY OF CAPITAL EXPENDITURES
1994-1998

	1994	1995	1996	1997	1998
Photocopier			9,000		
Voting Machine					10,000
Voting Machine					10,000
Engine 2					236,000
Ambulance 40	74,000				
Ambulance 41				35,000	
REC PK				11,500	
REC Tractor				16,000	
PW PK				11,500	
1-Ton Dump					26,000
6-Ton Dump	40,000				
6-Ton Dump	40,000				
6-Ton Dump		40,000			
6-Ton Dump			47,000		
6-Ton Dump					47,000
Refuse Packer	81,500				
Snowplow	42,500				
Air Compressor	14,000				
LO BD Truck	16,000				
LO BD Truck		16,000			
Tractor/Mower	18,000				
Recycle Truck				55,600	
Police Cruiser	14,100				14,100
Police Cruiser	14,100				14,100
Police Cruiser		14,100			
Police Cruiser		14,100			
Police Cruiser			14,100		
Police Cruiser			14,100		
Police Cruiser				14,100	
Police Cruiser				14,100	
TOTAL	354,200	84,200	84,200	157,800	357,200

Source: Old Town Capital Improvements Program.