

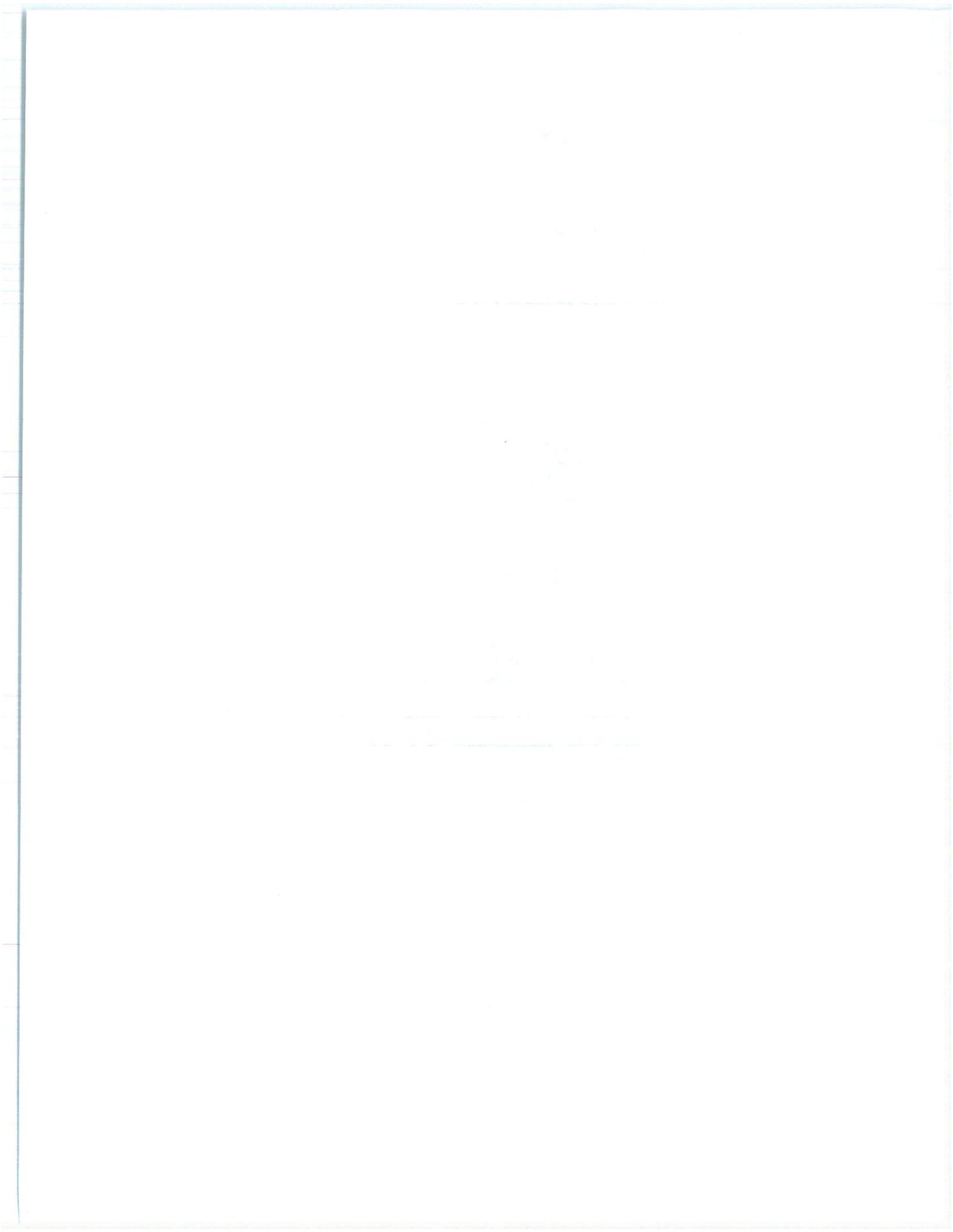
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CITY OF BREWER
COMPREHENSIVE PLAN



DECEMBER 2014

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Introduction

Purpose

This document is a statement of policy about the kind of community that citizens and business people want Brewer to be in the years ahead. It contains specific direction for City actions over the next 10 years.

Planning Process

The work on this Plan began in the fall of 2012, when the City Council appointed a Comprehensive Plan Committee composed of City officials, staff, citizens and members of the business community.

Committee members:

Allen Campbell, Chair
Janet McIntosh, Vice-Chair
Daniel O'Connell
David Hanna
Kevin Birch
Michael Fitzpatrick
Richard Manzo

Linda Johns, City Planner
Frank Higgins, City Engineer
D'arcy Main-Boyington, Economic Development Director
Nicole Gogan, Deputy Director Economic Development
Beverly Uhlenhake, City Council Liaison

Planning Consultant

Rich Rothe, Rothe Associates

With Assistance from:

Assessing Department
Brewer Library
City Manager's Office
City Clerk's Office
Code Enforcement Office
Economic Development Department
Engineering Department
Environmental Services Department
Finance Department
Parks & Recreation Department
Planning Department

Public Safety Department
Public Works Department
Technology Department
Water Department
Brewer City Council
Brewer Historical Society
Brewer Housing Authority
Brewer Land Trust
Brewer School Department
Brewer Planning Board

Public Events

The Comprehensive Planning Committee sought and received public input at a number of events including:

- Open house June 23, 2013, from 5 p.m. to 7:00 p.m. at the Brewer Auditorium. This event was widely publicized and well attended.
- Brewer Days Celebration, September 6 – 8, 2013. The Committee had a table at the event and obtained public input.
- Brewer Winterfest Celebration, February 22, 2014. The Committee had a table at the event and obtained public input.
- Website: Comprehensive Plan materials drafts of inventories and goals, policies and strategies, as well as Committee minutes were posted on the City's website.
- Committee meetings: Between December 10, 2012, and July 7, 2014, the Committee met every two weeks for a total of 35 times at the Brewer City Hall. These meetings were posted and open to the public.
- Public Hearing November 20, 2014 at the Brewer Auditorium. The public had questions about the plan, but also expressed widespread support for the draft Plan.
- Planning Board meeting December 1, 2014. The Planning Board voted to recommend submitting the draft Plan to City Council.

State Requirements

The Comprehensive Plan has been written to comply with state requirements for comprehensive plans and to ensure that Brewer continues to be eligible for state grants and services that are contingent on having a comprehensive plan that meets state requirements.

Comprehensive Plan Inventory

This Comprehensive Plan includes a detailed inventory and analysis of conditions in Brewer by subject matter including chapters on population, economy, housing, transportation, public safety, municipal government, municipal finances, schools, public works, water supply, wastewater and stormwater, solid waste, recreation, water resources, natural resources, history and land use.

Goals, Policies, Strategies

The Comprehensive Plan also includes a vision for the future, recommended goals, policies and strategies by topic area, and a future land use plan. This portion of the plan provides the legal basis and direction for revising the City's land use ordinances. If Brewer's ordinances are challenged, the courts will look to the Comprehensive Plan to ensure that the ordinances are consistent with the plan.

Brewer Comprehensive Plan

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Brewer's Vision

The City of Brewer can capitalize on the economic opportunity made possible by its urban location and access to an excellent highway network, and at the same time maintain safe and quiet residential neighborhoods, high quality schools, river and neighborhood parks and paths, a friendly atmosphere, distinct rural and developed areas, and an affordable tax rate.

Based on this vision, the following goals will provide overall direction for the city's comprehensive plan, including the policies and implementation strategies relating to land use, public services, natural and cultural resources, economic development and taxes.

1. **Valued assets.** The City's primary goal is to retain, enhance and build upon the assets that residents and business people value most about Brewer. These include our:
 - a. high quality school system;
 - b. high quality municipal services;
 - c. safe, friendly, attractive, and quiet residential neighborhoods that are separate from our commercial areas;
 - d. attractive areas for business growth
 - e. attractive parks and variety of recreational opportunities;
 - f. convenient access to other locations in the region and Maine;
 - g. willingness to work with our municipal neighbors;
 - h. The Brewer Performing Arts Center; and
 - i. Penobscot River waterfront and corridor.

We also want to respect and promote our historic heritage, natural resources, and diverse housing opportunities.

2. **City government.** We want a nimble city government characterized by foresight, civility, leadership, and team work; guided by a long range vision and capital improvement plan; and capable of healthy self-evaluation and quick adjustments as conditions and needs change.
3. **Cost of government.** We are willing to pay for a high quality school system, better roads, a more attractive community, recreational facilities, pedestrian pathways, and other city services, but only in the framework of a relatively stable tax rate that grows only slowly and predictably, and depends upon an expanding, sustainable, and diverse tax base.
4. **Economy.** We want Brewer to be a place where an individual or corporation can start a business with relative ease, and expect it to thrive; and where workers have the skills to hold well-paying jobs and participate in the global economy. We recognize the importance of our local economy in providing jobs, services, and products to people in the city, region, and beyond. We want continued strong cooperation in helping businesses to locate, expand, and stay here, and expect in return support and respect for this community and its people, neighborhoods, regulations, infrastructure, and natural

environment. We want to encourage businesses to continue to invest in the community. We want Brewer to continue to have a diverse economy and be a major player in the region's economy.

5. **Community.** We want:
 - a. strong community identity, pride, and spirit characterized by cooperation and positive action;
 - b. active involvement in city affairs from many residents and businesses and from all neighborhoods;
 - c. a strong sense of a close knit community of caring; and
 - d. support for the children, elderly, and others in our community most in need.
6. **Centers of activity.** We recognize the importance of centers of activity in Brewer where people can shop, obtain services, and take advantage of recreational, social, cultural, governmental, and/or educational opportunities. We will strive to ensure these areas are well planned so they function effectively, and, to the extent possible, are connected to neighborhoods by pedestrian and bicycle paths and public transportation.
7. **Visual appearance.** We want private and public investment in the beautification of our city, especially at city entrances, in commercial-shopping areas, neighborhoods, and rural areas, and along the riverfront.
8. **Traffic and safety.** We envision streets that are safe for pedestrians, cyclists, and motorists; and, in residential areas and centers of activity, traffic that is controlled, slow, quiet, and appropriate.
9. **Recreation.** We want ready access to parks, pathways, and other recreation areas from every neighborhood in the city and along the river front. We envision pathways linking all parts of our city and providing opportunities for people to exercise and enjoy the out-of-doors, especially along the riverfront and without interference from vehicular traffic.

History

Beginnings. Brewer, Maine, is the hometown of some very famous and important people. It is also the beginning of settler-life along the Penobscot River. From humble beginnings there arose an important and vibrant community that in the 1800's was one of the most important areas in the Northeast United States. Today, the spirit of our forefathers lives on in a City that is successful and energetic.

Well over two hundred years ago a young man, named John Brewer, left his home in Massachusetts and took a small sailing vessel along the coast of Maine to the Penobscot River and the present site of Brewer. He built a dam and sawmill at the mouth of the Segeunkedunk stream and built a small cabin for himself and his family. Other settlers came with him to form the beginnings of a township that would eventually incorporate the area of Brewer, Orrington and Holden. There were a couple of other settlers that had come the year before, but it was Brewer who built the first major colony.

John Brewer and the settlers had just begun to make their town when the Revolutionary War began. The British occupied the area north of the Penobscot River and built a fort at Castine in which to secure this land from the revolutionary colonists. Of course this was very disturbing to the settlers. John Brewer had become a captain in the militia and was the spokesman for the settlers with the British. When the colonists, who were now Americans, sent a large number of ships to take the fort at Castine, it was John Brewer who was able to give the fleet commander information that would have been beneficial to the American cause. Unfortunately the fleet commander did not follow the information and a British fleet intercepted and defeated the Americans. Some of the American ships that were destroyed are still in the waters off of Brewer and part of one has been recently uncovered.

With the defeat of the American fleet and their failure to take the fort, it was John Brewer who aided the wounded and saw to their safety. By then it was becoming increasingly dangerous for Brewer and he took his family back to Massachusetts for the duration of the war. Many other settlers did likewise, but some stayed in their homes and the settlement was maintained.

After the Revolutionary war, John Brewer and many other settlers returned to their homes. A group of them petitioned to have the area incorporated and the area became known as Orrington. It wouldn't be until 1812 that Brewer separated from Orrington and had its own government.

Business and Industry. During the 1800s, Brewer began to grow as a town. The skills of the inhabitants and the natural resources of the area allowed for the development of many important businesses. That combination of individual ability and available resources continues to this day. Until modern times, the river was the major "road" and since the Penobscot River is one of the largest and most powerful rivers in New England, it supported many businesses. Originally the streams emptying into the river allowed for dams which powered the mills; sawmills for creating lumber and grist mills for grinding corn and grains. Later the river itself would have dams, which created power plants, paper mills, and textile mills. Originally, however it was the small streams that were the power source. Also the river paved the way for log drives started in the great north woods and the use of these logs for lumber, shipbuilding and shingle making.

One of the major industries of the Brewer area in the 1800s was shipbuilding. These were the days of the great wooden ships and Brewer was the center for building some of the great wooden sailing ships in America. Great rafts of logs were driven down the river to Brewer, sawed into lumber or made into masts and other spars, then used in building ships in the great boatyards of Brewer. Even when most wooden ships were replaced by steel, Brewer produced some wonderful wooden steamboats. It was the time of lumber barons, famous captains, and the wealth of the area.

Another major industry was ice-harvesting. Very large ice houses were built along the Brewer shore to house the tremendous amounts of ice that could be obtained. During the winter, the river froze over and large blocks of ice were sawed from the river to be moved to the ice houses by ramps. Each company had a section to harvest. In the ice-house the blocks of ice were stored in sawdust to prevent melting until the next spring. Once the river was open, ships could load a cargo of ice blocks and transport them to large cities for ice-boxes. Penobscot River ice harvesting was a major source of refrigeration until the development of the electric refrigerator.

Brewer took advantage of its soil to develop a major industry. Much of the area is clay and clay makes bricks. There was a time when many brick companies produced a product that was shipped all over. It made good ballast for the sailing ships, so that captains could derive an extra source of income from their voyages. Brewer brick making continued well into the twentieth century.

With the decline of the wooden ships and the development of modern refrigeration, the fortunes of the area began to decline. The area which once rivaled Boston was fading. There were still small businesses and industries, but the boom times were over. But Brewer always was able to maintain itself in the world. Eastern Manufacturing produced paper from rags and later from wood pulp and that anchored the City for many years. Recently a new company, Cianbro, has taken over the former site of Eastern Manufacturing and produced metal modules for shipment anywhere in the world.

Famous People. Joshua Lawrence Chamberlain is a true American hero. He was born in 1828 in a small house that still exists along North Main Street. He grew up in a strong family that had both military and religious foundations. During the battle of Gettysburg, Chamberlain's bravery and daring secured the extreme flank of the union army and prevented the confederates from surrounding them. His action probably saved the battle and turned the tide of war. For his gallantry in many of the major battles of the war, he was brevetted to Major General and was chosen to receive the confederate surrender of arms at Appomattox. He was four times governor of the state of Maine and president of Bowdoin College. For years after his death he was all but forgotten. Then Michael Shaara wrote "the Killer Angels" which was the basis of the movie "Gettysburg" and Chamberlain was re-discovered. Today he is recognized as a man of extreme courage and morality. Brewer can be extremely proud of this hero.

Charles Eugene Tefft was born into a well-recognized Brewer family. He was a teen living in the family house on Center Street when he sculptured the bust of Joshua Lawrence Chamberlain. He then created a sculpture which came in second in national competition and he received a scholarship to an artisan school in New York. Tefft spent a career creating sculptures that are in major cities around the United States and was recognized as one of America's finest sculptors.

Adapted from Brewer website write-up prepared by David Hanna.

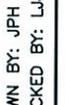
Education – Brewer School over the Years. By 1882, in a time before school buses, there were 11 schoolhouses in local neighborhoods, plus a free high school at the ferry village (its classes were held at the town hall, then later at the Brimmer Street School).

The advent of buses made it possible for schools to serve broader areas. By the 1960s, Brewer had six schools that served grammar school children; Capri Street School, Pendleton Street School, State Street School (1948), and Washington Street School (1952). There was also the Junior High School on Somerset Street (originally built as the high school in 1926), and the Brewer High School, built in 1958.

With all the schools aging, in 2011 a new school, built to replace all the K-8 schools, opened on the site of the former Pendleton Street School (which had closed due to a mold problem several years before). The new Brewer Community School was designed to echo the history of Brewer, with its various wings designed to reflect five themes: shipbuilding, the river, ice harvesting, brick-making, and papermaking. Hallways use colors and motifs to convey those themes, and historical photos adorn the walls throughout. In 2011, Brewer voters approved a referendum to accept \$5.4 million in interest-free federal funding to renovate the high school.

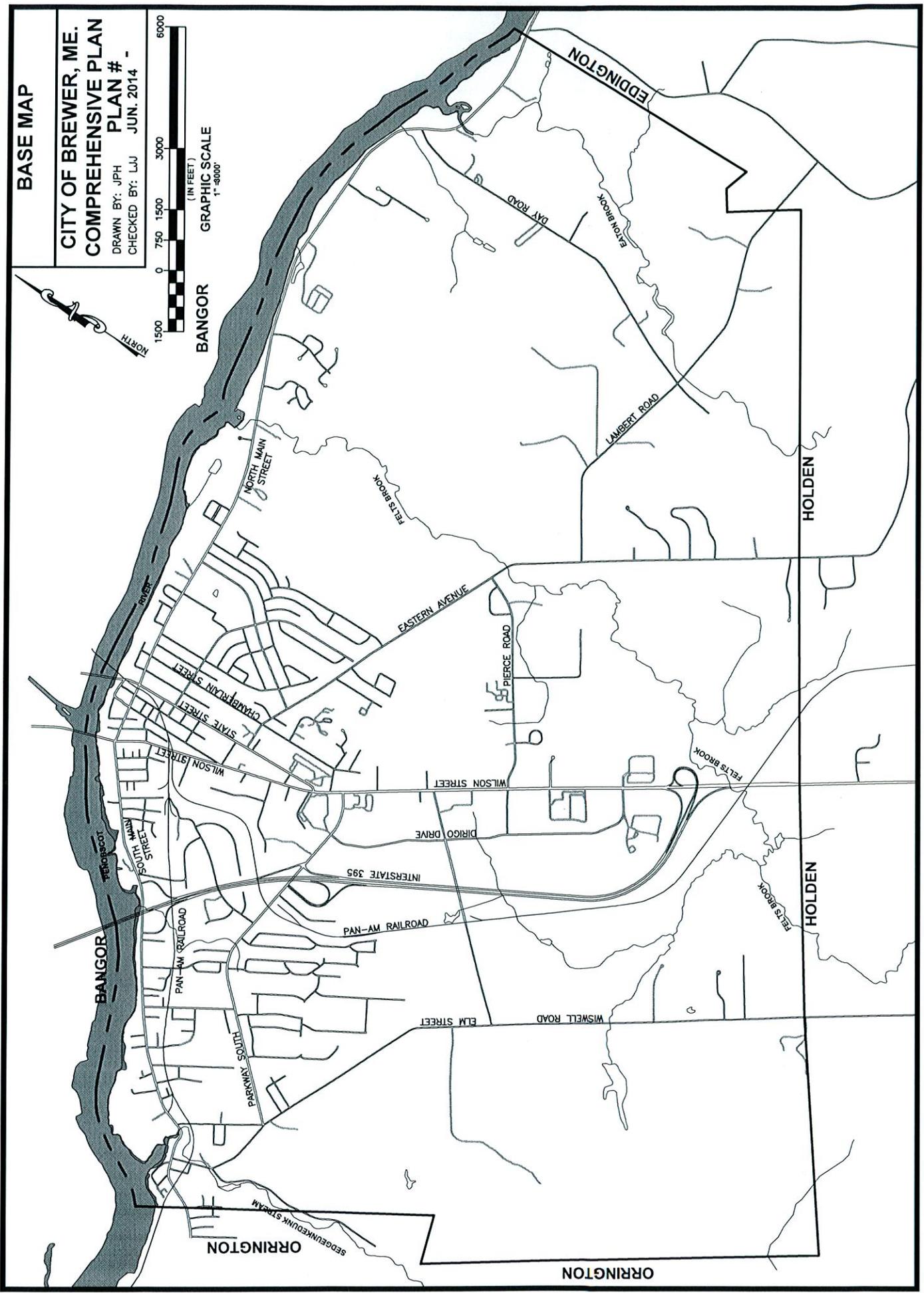
BASE MAP

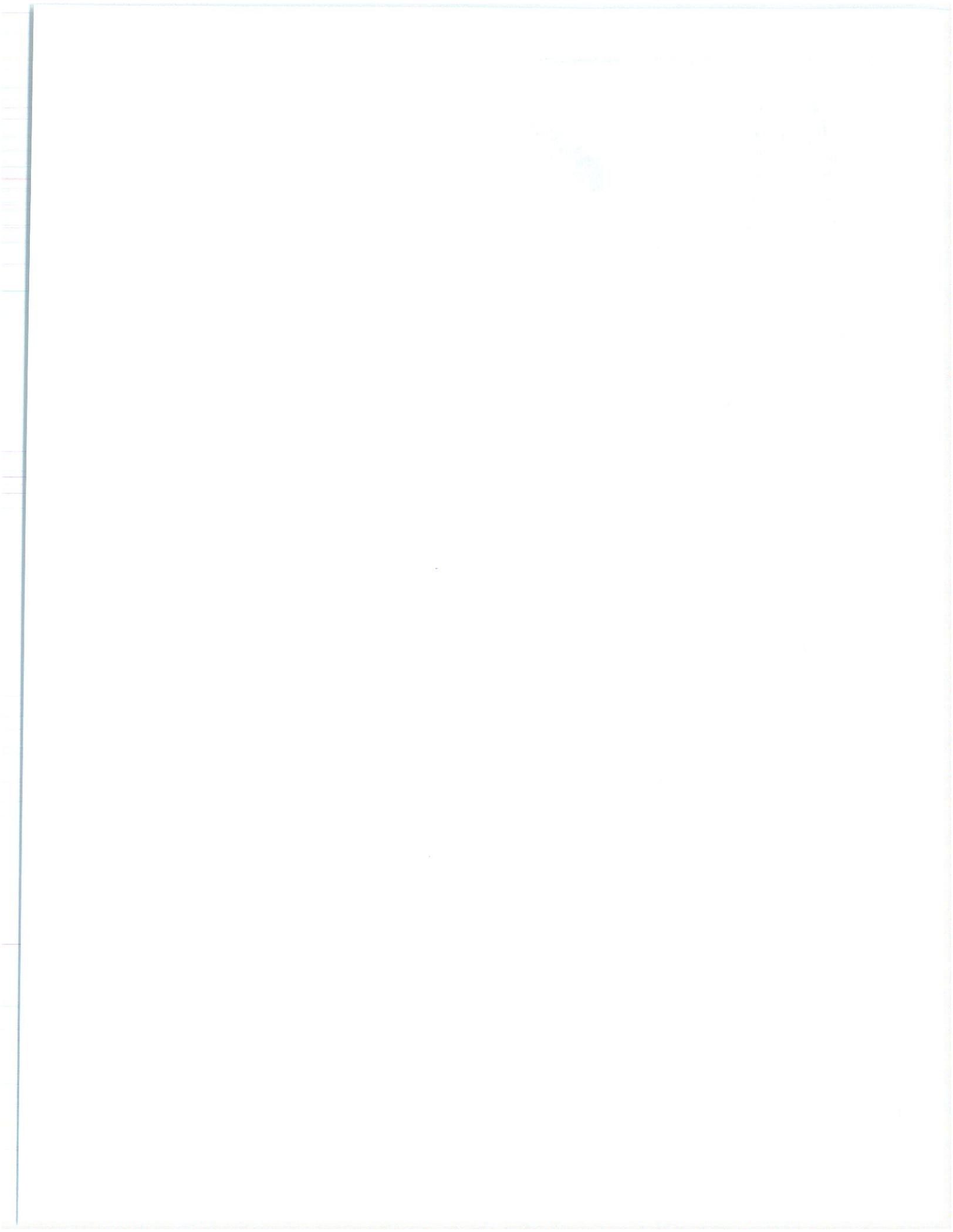
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PLAN # _____
DRAWN BY: JPH
CHECKED BY: LJJ JUN. 2014 -**



**GRAPHIC SCALE
1" = 3000'**

BANGOR





1. Population

For most of its history, Brewer has had a relatively stable population. However, there were three periods of rapid growth, each of which set the tone and pattern for the half-century which followed.

First period of growth - the small manufacturers of 1830-1850. Brewer was incorporated in 1812. At the time, it was a small farming community of about 1,000 people. So it remained for the next 30 years. But then, from 1830 to 1850, Brewer's population grew by one and a half times, from 1,078 to 2,628. This was the time of the establishment of small manufacturing industries in Brewer which were to dominate the City's history throughout the 19th century – shipbuilding, brick-making, lumber and leather tanning.

Second period of growth – ice and paper in 1880-1910. For the rest of the 1800s, Brewer's population grew slowly, reaching 3,170 in 1880. In the 1880s, there was a boom in the ice cutting industry. The ice harvest on the Penobscot increased tenfold, and 1,300 men were employed. In the 1890's, a new and more enduring industry opened in Brewer – paper making. Eastern Manufacturing opened, and soon employed more than 500 men and women.

At that time, workers did not have the option of living in the countryside and commuting to the job (as is the case today). So the people moved to Brewer instead, and the City's population grew to 5,667 by 1910.

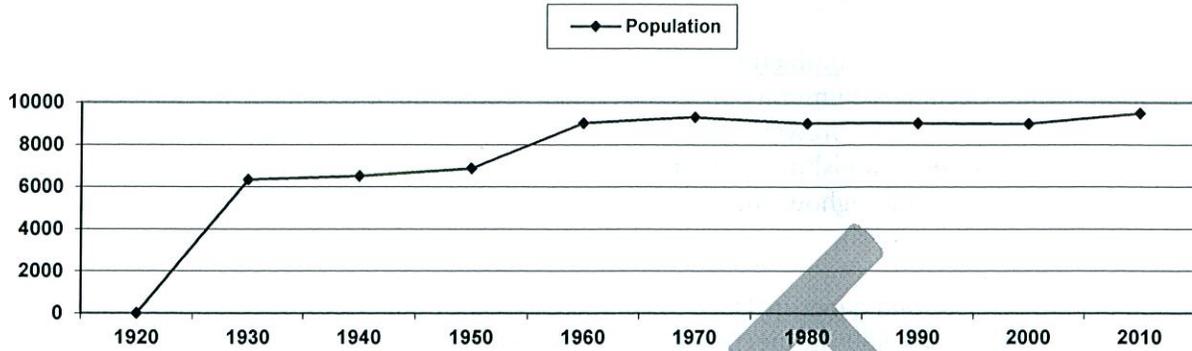
Third period of growth – the post-war 1950s bloom. Again, through much of the 1900s, Brewer's population fluctuated around 6,000 people. But after World War II Brewer and the Bangor area boomed. A major impetus was the establishment of Dow Air Force base in Bangor as a key component of the Strategic Air Command. Brewer's population in this period grew by a third, from 6,862 in 1950 to 9,009 in 1960.

The rapid growth in the 1950s came to a halt in the 1960s, as the Bangor area became one of the first in the nation to experience “defense conversion,” with the closing of Dow Air Force base. Dow Air Force base was soon converted to civilian use, and is looked to today as a model of how defense conversion is supposed to work. But the economic revival in Bangor no longer automatically included Brewer, or even Bangor itself. The automobile allowed people to “spread out,” first in the location of their homes, then in the location of businesses and industries.

The result is that Brewer's population changed very little between 1960, when there were 9,009 people, and the year 2000, when there were 8,987 people. The lack of suitable land may have been one of the reasons for Brewer's lack of growth. However, between 2000 and 2010, Brewer's population stood at 9,482, reflecting a gain of 495 people, reflecting a gain of 6%. This growth rate was the same as Penobscot County but greater than the State as a whole (4%).

Brewer' historical growth patterns since 1920 are shown in the chart below and are summarized in Table 1 which also shows figures for Penobscot County and the State.

**Chart 1
Brewer's Population Growth Since 1920**



**Table 1
Population of Brewer, Penobscot County, and Maine
1920-2010**

Year	Brewer	Penobscot County	Maine
1920	6,064	87,684	768,014
1930	6,329	92,379	797,423
1940	6,510	97,104	847,226
1950	6,862	108,198	914,950
1960	9,009	126,346	970,689
1970	9,300	125,393	992,048
1980	9,017	137,015	1,124,660
1990	9,021	146,601	1,227,928
2000	8,987	144,919	1,274,923
2010	9,482	153,923	1,328,361
1970-80 change	-3%	9%	13%
1980-90 change	0%	7%	9%
1990-00 change	0%	-1%	4%
2000-10 Change	6%	6%	4%
1960-10 change	5%	22%	37%

Source: U.S. Census

Comparative Population Change

As shown in Table 2 on the next page, Brewer's 2000-2010 growth rate of 6% was greater than that of Bangor (5%), the same as that of Orrington (6%), but less than that of all other adjacent communities.

Table 2
Comparative Population Change 1980 – 2010

	1980	1990	2000	2010	% Change 1980-90	% Change 1990-00	% Change 2000-10
Brewer	9,017	9,021	8,987	9,482	0%	0%	6%
Bangor	31,643	33,181	31,473	33,039	5%	0%	5%
Eddington	1,769	1,947	2,052	2,225	10%	5%	8%
Hampden	5,250	5,974	6,327	7,257	14%	6%	15%
Holden	2,554	2,952	2,827	3,076	16%	-4%	9%
Orrington	3,244	3,309	3,526	3,733	2%	7%	6%

Source: U.S. Census, 1980, 1990, 2000, 2010

Age Distribution

Table 3 contains a summary of age distribution for Brewer, a number of adjacent communities, Penobscot County and the State for 2010. Brewer is one of the older communities (median age 41.1) in the immediate area, but the City is slightly younger than the State as a whole (median age 42.7).

Table 3
Percent of Population by Age in 2010

	Under 5		5-17		18-44		45-64		65 +		Median
	#	%	#	%	#	%	#	%	#	%	
Brewer	502	5	1,412	15	3,330	35	2,616	28	1,622	17	41.1
Bangor	1,812	5	4,058	12	13,918	42	8,497	26	4,754	14	36.7
Eddington	111	5	335	15	703	32	739	33	337	15	44.1
Hampden	418	6	1,370	19	2,239	31	2,287	32	943	13	40.8
Holden	118	4	494	16	852	28	1,175	38	437	14	46.4
Orrington	179	5	639	17	1,140	31	1,272	34	503	13	43.5
Penobscot. Co.	7,983	5	22,372	15	56,860	37	44,455	29	22,253	14	39.9
Maine	69,520	5	205,013	15	432,072	33	410,676	31	211,080	16	42.7

Source: U.S. Census, 2010

Table 4 provides an overview of how the City's population changed during the 2000-2010 decade. The changes are quite dramatic. There was an overall loss in the school age population (5-17) of 112 people, a loss of 79 people in the 18-44 age category, but large gains in the 45-64 category (553 people) and in the 65+ category (124 people).

	Number			Percent of Total Population	
	2000	2010	Change 2000-2010	2000	2010
Under 5	493	502	9	5	5
5-17	1,524	1,412	-112	17	15
18-44	3,409	3,330	-79	38	35
45-64	2,063	2,616	553	23	28
65+	1,498	1,622	124	17	17
Total	8,987	9,482	495	100	100

Source: US Census, 2000, 2010

Household Size

The average household size in Brewer (2.25 in 2010) has been declining since 1990, as it has in Penobscot County, the State of Maine and nearby comparison communities (see Table 5). In the year 2010, the number of persons per household in Brewer was smaller than any of the jurisdictions shown in the table except Bangor. In general, a lower number of persons per household reflects a lower percentage of school age children in the general population.

	1990	2000	2010
Brewer	2.46	2.30	2.25
Bangor	2.31	2.12	2.13
Eddington	2.63	2.46	2.37
Hampden	2.73	2.60	2.53
Holden	2.61	2.45	2.37
Orrington	2.69	2.52	2.53
Penobscot Co	2.57	2.38	2.33
Maine	2.56	2.39	2.32

Source: U.S. Census Table DP-1

Household Type

Table 6 contains a summary of households by type for Brewer and the State of Maine, as shown in the 2010 Census. Brewer has a smaller percentage of family households (58.5%) than the State (62.9%), as well as married couple families (43.3% vs. 48.5%). Brewer has about three times as many females 65 years and older living alone (403) as males (142). About a quarter of the households in Brewer (27.1%) have children under the age of 18, and about a quarter (27.6%) are occupied by people 65 years or older.

	Brewer		Maine	
	#	%	#	%
All Households	4,163	100	557,219	100.0
Family Households	2,448	58.8	350,621	62.9
Married couple Families	1,804	43.3	270,088	48.5
Male householder, no wife	176	4.2	25,085	4.5
Female Householder, no husband.	468	11.2	55,448	10.0
Non-Family Households	1,715	41.2	206,598	37.1
Householder Living Alone	1,324	31.8	159,533	28.6
Male	526	12.6	69,412	12.5
Male 65+	142	3.4	18,130	3.3
Female	798	19.2	90,121	16.2
Female 65+	403	9.7	44,807	8.0
Households with children <18	1,128	27.1	154,800	27.8
Households with people >65	1,147	27.6	151,281	27.1
Persons in Group Quarters	130	1.4	35,545	2.7
Institutionalized	106	1.1	12,409	0.9

Source: U.S. Census, 2010 DP-1

Educational Attainment

Based on 2009 American Community Survey data, approximately 90.5% of the City's population that is 25 years and older have at least a high school diploma (compared to 91.0% at the County level and 90.9% at the State level), and 28.9% have at least a bachelor's degree (compared to 22.7% at the County level and 28.4% at the State level).

	% High School Grad or Higher	% Bachelor's Degree or Higher
Brewer	90.5%	28.9%
Penobscot County	91.0%	22.7%
Maine	90.9%	28.4%

Source: American Community Survey (Census Table S1501)

Per Capita and Median Household Income

Based on 2009 American Community Survey data, incomes in Brewer are comparable to most surrounding communities, the County and State. Per capita income in Brewer (\$26,482) was higher than Bangor, Eddington, Penobscot County and the State, but lower than Hampden, Holden and Orrington. The City's median household income (\$44,556) was lower than all jurisdictions shown in Table 8 except Bangor and Penobscot County. Brewer had a lower poverty rate (12.6%) compared to the other jurisdictions shown in the table except Hampden, Holden and Orrington.

	Per Capita Income (Table B19301)	Median Household Income (Table B19013)	% Below Poverty (Table S1701)
Brewer	\$26,482	\$44,556	12.6%
Bangor	\$23,885	\$34,993	23.3%
Eddington	\$24,981	\$49,052	13.3%
Hampden	\$34,177	\$84,358	4.5%
Holden	\$30,684	\$53,919	9.3%
Orrington	\$27,986	\$68,135	2.1%
Penobscot County	\$21,787	\$40,669	17.6%
Maine	\$25,802	\$46,033	14.1%

Source: American Community Survey

Population Projections

In February of 2013, the Governor's Office of Policy and Management prepared population projections for Maine including town projections that were calculated using two pieces of information:

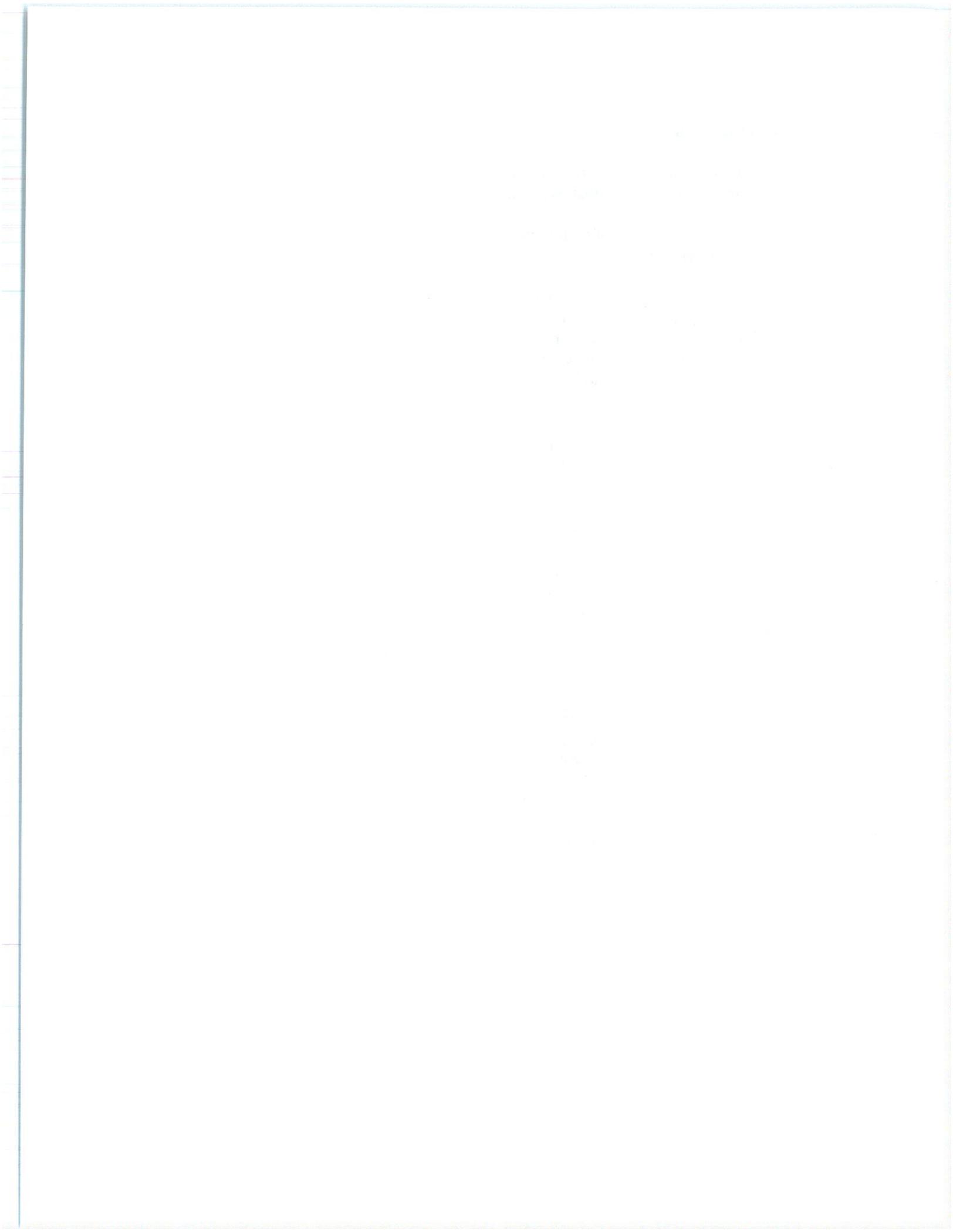
1. The recent historical growth of each town's share of its county's population, and
2. County population projections.

The projections use linear regression analysis to estimate a constant rate of growth for each town's share of their county population between 1990 and 2000, or 2000 and 2010, whichever historical time period produced the regression with the slope closest to zero. This growth rate is then extrapolated into the future, using county population projections to project the population for each town in 2015, 2020, 2025 and 2030 (source: Town Population Projections 2015-2030, Governor's Office of Policy and Management, February, 2013).

In 2010, Brewer had a population of 9,482 people. The Governor's Office of Policy and Management estimates that the City's population will decline slightly to 9,456 by 2015, then increase to 9,516 by 2020, and 9,572 by 2025. The projected growth between 2015 and 2025 is 116 people, or 1.2%.

Analysis

1. **Future rate of population change.** Based on State population estimates, Brewer's population is expected to grow by 116 people or 1.2% over the next 10 years with significant increases in the "45-64" and 65+ age categories. At the same time, Brewer may also see an increase in younger and middle-age people as employment opportunities increase. For example, expansion of the Eastern Maine Health Care facility will result in a larger work force, including people who may be attracted to Brewer because of its high quality school system.
2. **Likely demand for services.** Many of the people moving into Brewer will be looking to benefit from the City's service (police, fire protection, community center, transit services, convenient shopping, outdoor recreation opportunities, Brewer Housing Authority, educational opportunities including the new state-of-the-art pre-K to 8th grade Brewer Community School and indoor recreation opportunities through the Department of Parks and Recreation programs).
3. **Impact of seasonal population.** Brewer does not have a significant resident seasonal population.
4. **Accommodation of daytime workers.** Brewer has invested in a number of facilities that benefit daytime workers. These include:
 - New sidewalks on Dirigo Drive that are part of the community's trail system;
 - Expansion of transit routes to serve more businesses
 - Early morning and late afternoon classes sponsored by the Brewer Parks and Recreation Department
 - Traffic improvements on Wilson Street including a fifth lane and traffic signal improvements to enhance traffic flow
 - Additional parking on North Main Street
 - Additional park and ride lots at convenient locations



2. Economy

The Maine Economic Outlook

The New England Economic Partnership (NEEP) is a member-supported, non-profit organization dedicated to providing objective analyses and forecasts. For more than 25 years, NEEP has identified and researched economic issues relevant to New England. Twice a year, NEEP publishes macroeconomic forecasts of the New England region and its six individual states. Excerpts from the NEEP Maine Economic Outlook, 2012, written by Professor Charles Colgan of the Muskie School of Public Service, include the following:

- “The Maine economy has essentially been flat for the past three years, with only minimal job growth relative to the bottom of the recession. The main reason is that sectors that have shown growth in the U.S., such as manufacturing and professional and business services, have shown continued decline in Maine.”
- “There are some positive signs in the second half of 2012 in the retail and housing markets pointing to more growth in 2013 and the forecast is for 2013 to be at least consistently positive, with a strong recovery in 2014. But Maine will be more than a year behind the U.S. in recovering employment to pre-recession levels.”
- Overall, the Recession hit Maine a little less severely than the U.S. Job losses totaled 28,300 or about 4.6% (on a quarterly basis), compared with the U.S. loss of 5.8%.”
- “Through (the third quarter of) 2012, the U.S. has recovered almost two thirds (64%) of the jobs lost, or about 5 million jobs. But Maine has only recovered 17% of the jobs lost, or 5,000 jobs out of 28,000.”
- “From the trough (of the recession) quarter to the end of (the third quarter of) 2012, Maine has exceeded (the) U.S. in employment growth only in retail. It has lagged every other sector, and particularly troubling are the performance of the manufacturing and business services sectors. Manufacturing employment has grown by 1.9% in the U.S. relative to the trough, but in Maine after some quarters of modest growth, has dropped even below the worst quarter of the recession period by an additional 3.3%...While the forecast is for manufacturing to add jobs ... once the recovery gets seriously underway...manufacturing now employs less than half the people it did 40 years ago...(and) is very unlikely to return to pre-recession employment levels.”

Although not discussed in the 2012 NEEP report, the 2011 NEEP report noted that education and health care “...has been the workhorse of job creation in Maine, New England, and the U.S. since the beginning of the last decade... This sector will continue to add the most jobs of any sector, accounting for about half the projected growth in employment out to the end of 2015.” The 2011 report also noted that population is growing in Maine’s major cities for the first time in decades.

Brewer Overview

Brewer’s location in the region has many economic advantages. It has excellent highway access to the rest of the State and to Canada, the coast, the river, the airport, and to the Bangor metropolitan area. It has good schools and is adjacent to major hospitals and institutes of higher learning. It also has a staff dedicated to helping business locate and expand within the City.

Brewer is an employment center for the region. Over 800 more people come into Brewer to work than leave Brewer to work elsewhere, but a quarter of Brewer residents work in the community; the rest commute to Bangor and other locations.

Recent Economic Highlights

City Accomplishments:

Project reviews

- Implemented a streamlined "one stop" team approach to meeting with developers to assist them in understanding and meeting regulations.

Infrastructure

- Invested in infrastructure to accommodate development (parking lots, intersection realignments, improved and new traffic signals throughout the City; widening traffic lanes on Wilson Street);
- Designed and constructed Dirigo Drive;
- Invested in the community by constructing two new state-of-the-art public facilities for the Fire/Police Public Safety Building, the new Public Works building, a new community center (through the Brewer Housing Authority), and the PreK-8th grade Brewer Community School;
- Completed a new Performing Arts Center in the Brewer Community School.

Waterfront

- Developed a waterfront master plan;
- Developed concept and construction plans and funding for Waterfront Trail;
- Completed \$4 million shore stabilization project and Children's garden along the waterfront.

Development enhancements

- Established an impact fee district that allowed the City to construct a number of needed infrastructure projects on the Wilson Street/Dirigo Drive corridor;
- Optimized use of tax increment financing to increase the amount of dedicated funding for economic development. TIFs help ensure an adequate and steady supply of funding for ED purposes and at the same time shelter assessed valuation from state revenue sharing, general purpose aid to education and county tax calculations such that the City pays less in tax and receives more in revenue. Since FY09 TIF funds have paid for 100% of the ED departments operating budget;
- Reviewed city ordinance to ensure that they are business-friendly;
- Created a revolving loan fund that can be used by businesses for environmental remediation projects.

Business Parks

- Designed new Brewer Business and Commerce Park along Wiswell Road and brought water and sewer to the park;
- In partnership with the Brewer Economic Development Corporation, developed a smaller business park on Liberty Drive which is already partially filled.

Marketing

- Became a Founding Partner of the Cross Insurance Center, a regional conference center and arena located in Bangor. Being a partner allows the City of Brewer and Brewer businesses to market themselves within the arena itself and in all their electronic media;
- Completely overhauled the City's website and added social media to its marketing strategy;
- Established a marketing campaign at the local, regional and state level, making Brewer known for its aggressive business development efforts and progressive approach to problem solving;
- Recognized by the State of Maine as a 2012 Certified Business-Friendly community.

Private Development

- Eastern Maine Healthcare Systems constructed two high-rise buildings on a 77-acre medical campus on Whiting Hill that is home to EMHS' corporate headquarters, the Lafayette Family Cancer Center, the EMMC Breast Surgical Practice, and the Raish Peavy Haskell Children's Cancer and Treatment Center;
- Cianbro Corporation redeveloped and now occupies the former Eastern Fine Paper site on the Penobscot River with products shipped globally;
- Major retail area expanded on outer Wilson Street with the addition of Lowe's and WalMart;
- Maritimes & Northeast Pipeline compression station constructed;
- Machias Savings Bank constructed a new 12,400 square foot bank building;

Employment in Brewer

Brewer has a diversified economic base, as indicated by the number of firms and employees in the communities. Table 1 shows the average annual number of employees in the City of Brewer that are covered by unemployment insurance (non-covered employees are not reflected in the table).

Sector	# Firms	Average Employment	% of Total
Total all Industries	370	5,875	
Construction	41	269	4.6%
Manufacturing	13	324	5.5%
Wholesale Trade	26	292	5.0%
Retail Trade	71	1,398	23.8%
Transportation, Warehousing	9	288	4.9%
Information	3	45	0.8%
Finance, Insurance	21	139	2.4%
Real Estate, Rental, Leasing	6	37	0.6%
Professional, Technical Services	28	168	2.9%
Administrative, Waste Services	30	777	13.2%
Health care, Social Services	37	721	12.3%
Arts, Entertainment, Recreation Services	6	52	0.9%
Accommodation, Food Services	32	635	10.8%
Other Services except Public Administration	32	173	2.9%

Source: Maine Department of Labor

Employment of Brewer Residents by Industry

Table 2 contains a breakdown of the labor force by industry for Brewer, Penobscot County and the State of Maine as reflected in the 2010 Census. The employment breakdown for Brewer is roughly comparable to that of the County and State with several exceptions. The number of Brewer residents employed in manufacturing (5.9%) is less than in Penobscot County (7.2%) and the State (10.1%), while the number of Brewer residents employed in wholesale trade (5.4%) and retail trade (17.4%) is higher than the other two jurisdictions. Brewer also has a higher percentage of its residents employed in the “finance, insurance, real estate and rental and leasing” (8.6%) and “arts, entertainment, recreation, accommodation and food services” (11.3%) than the other two jurisdictions.

	Brewer		Penobscot County		State	
	#	%	#	%	#	%
Agriculture, forestry, fishing, hunting, mining	38	0.8%	1,646	2.2%	16,245	2.5%
Construction	372	7.4%	4,751	6.3%	50,617	7.7%
Manufacturing	295	5.9%	5,431	7.2%	66,406	10.1%
Wholesale trade	273	5.4%	2,019	2.7%	17,734	2.7%
Retail trade	874	17.4%	10,580	14.1%	89,202	13.6%
Transportation and warehousing, utilities	234	4.6%	3,782	5.0%	26,200	4.0%
Information	121	2.4%	1,492	2.0%	13,702	2.1%
Finance, insurance, real estate, rental and leasing	433	8.6%	3,736	5.0%	40,370	6.1%
Professional, scientific, management, administrative	326	6.5%	5,120	6.8%	54,851	8.3%
Educational, health, social services	1,284	25.5%	23,707	31.6%	171,491	26.1%
Arts, entertainment, recreation, accommodation and food services	571	11.3%	6,307	8.4%	53,495	8.1%
Other services (except public admin)	79	1.6%	3,239	4.3%	29,699	4.5%
Public administration	133	2.6%	3,123	4.2%	27,544	4.2%
Total	5,033	100%	74,933	99.8%	657,556	100%

Source: 2010 Census Table DP03

Employment

As shown in Table 3, there were 5,332 Brewer residents who were in the labor force in 2010. There were 5,033 people who were employed, and 299 who were unemployed. Brewer's 2010 unemployment rate (5.6%) was slightly higher than all other jurisdictions shown in the table except for that of Eddington (10.1%), Penobscot County (6.3%) and the State of Maine (6.5%).

	Civilian Labor Force	Employed	Unemployed	Unemployment Rate
Brewer	5,332	5,033	299	5.6%
Bangor	17,771	16,932	839	4.7%
Eddington	1,158	1,041	117	10.1%
Hampden	4,130	4,047	83	2.0%
Holden	1,510	1,442	68	4.5%
Orrington	2,197	2,109	88	4.0%
Penobscot County	80,012	74,933	5,079	6.3%
Maine	703,391	657,556	45,835	6.5%

Source: U.S. Census 2010 Table DP03

Place of Work

According to the 2010 Census as shown in Table 4, of the 4,903 residents of Brewer who reported their job locations, 1,418, or about 29.9%, were employed by businesses located in Brewer. The remaining 3,485 people, or 71.1%, worked outside of Brewer.

	Place of Work Total	Worked in Place of Residence	
		#	%
Brewer	4,903	1,418	28.9%
Bangor	16,623	11,878	71.5%
Penobscot County	38,403	19,436	50.6%
Maine	303,302	129,511	42.7%

Source: U.S. Census, 2010, Table B08008

Means of Commuting to Work

As shown in Table 5, a greater percentage of Brewer residents (86.7%) drove alone to work by car, truck or van than at the County (79.6%) or State level (78.6%). Moreover, a slightly smaller percentage carpooled (7.8%) than in the other two jurisdictions (10.1% in the County; 10.1% in the State). Mean travel time to work for Brewer residents (16.7 minutes) is less than it is for Penobscot County (21.5 minutes) and the State of Maine (22.8 minutes). Approximately 2.4% of the workforce in Brewer worked at home in 2010. Comparable figures for the County and State were 3.5% and 5.1%, respectively.

	Brewer		Penobscot County		Maine	
	#	%	#	%	#	%
Workers 16 and over	4,903	100%	72,656	100%	641,796	100%
Car, truck or van – drove alone	4,252	86.7%	57,847	79.6%	504,614	78.6%
Car, truck or van - carpooled	382	7.8%	7,310	10.1%	64,708	10.1%
Public Transportation	28	0.6%	708	1.0%	4,107	0.6%
Walked	50	1.0%	3,110	4.3%	26,002	4.1%
Other Means	72	1.5%	1,136	1.6%	9,828	1.5%
Worked at Home	119	2.4%	2,545	3.5%	32,537	5.1%
Mean Travel Time to Work in minutes	16.7	-	21.5	-	22.8	-

Source: 2010 Census Table DP03

Income Levels

The residents of Brewer have higher incomes than the population as a whole in Penobscot County. The higher incomes that residents enjoy may be due in part to the relatively high percentage of management and professional people who live in town but work elsewhere. As shown in Table 6, Brewer had a much smaller percentage of households making less than \$25,000 (25.9%) compared to 29.5% in Penobscot County. Slightly less than a third of Brewer households (29.2%) fall in the

\$50,000-\$99,999 income range compared to 30.5% at the County level and 32.5% at the State level, but a higher percentage of Brewer households made more than \$100,000 than at the County and State levels. A total of 580 households in Brewer fell within the \$100,000 - \$199,999 range, while 99 households made \$200,000 or more.

	Brewer		Penobscot County		Maine	
	#	%	#	%	#	%
Less than \$10,000	410	9.9%	5,102	8.2%	39,795	7.2%
\$10,000 - \$24,999	666	16.0%	13,284	21.3%	103,249	18.7%
\$25,000 - \$49,000	1,187	28.6%	17,329	27.8%	148,593	27.0%
\$50,000 - \$99,999	1,214	29.2%	18,980	30.5%	179,154	32.5%
\$100,000 - \$199,999	580	14.0%	6,524	10.5%	68,519	12.4%
\$200,000 or more	99	2.4%	1,063	1.7%	11,815	2.1%
Total	4,156	100.1%	62,282	100%	551,125	99.9%
Median household income	\$44,566	-	\$42,658	-	\$46,933	-

Source: 2010 Census Table DP03

Income Sources

As shown in Table 7, a little over 74% of the households in Brewer reported income from earnings, with mean earnings of \$63,748 – significantly above mean earnings of \$57,484 at the County level and \$60,720 at the State level. Almost a third of Brewer's population (30.3%) reported income from social security. In Brewer, the mean social security income was \$16,179 (higher than County or State figures) but the mean retirement income was \$16,142 (lower than the County figure of \$16,744 and the State figure of \$18,764).

	Brewer		Penobscot County		Maine	
	#	%	#	%	#	%
With earnings	3,079	74.1%	46,875	75.3%	421,594	76.5%
Mean earnings (dollars)	\$63,748	-	\$57,484	-	\$60,720	-
With social security income	1,258	30.3%	19,487	31.3%	174,343	31.6%
Mean social security income	\$16,179	-	\$14,473	-	\$14,720	-
With Supplemental Security Income	191	4.6%	3,649	5.9%	26,474	4.8%
Mean Supplemental Security Income	\$6,381	-	\$7,737	-	\$8,273	-
With public assistance income	234	5.6%	3,834	6.2%	25,487	4.6%
Mean public assistance income	\$2,870	-	\$2,728	-	\$2,952	-
With retirement income	874	21.0%	11,025	17.7%	103,348	18.8%
Mean retirement income	\$16,142	-	\$16,744	-	\$18,764	-

Source: 2010 Census Table DP03

Analysis

1. **Significant change in the economy and how it may affect the local population, employment, and municipal tax base.** The Maine economy has not yet recovered from the recession of 2008, but there has been some improvement in the economy of the greater Bangor/Brewer area.

Brewer's population is getting older (over 30% of households receive social security income), and it appears that a growing portion of the population is on a fixed income. This may make it harder to raise property taxes to pay for needed city services. Brewer may have to rely more heavily on non-residential property taxes to fund city services.

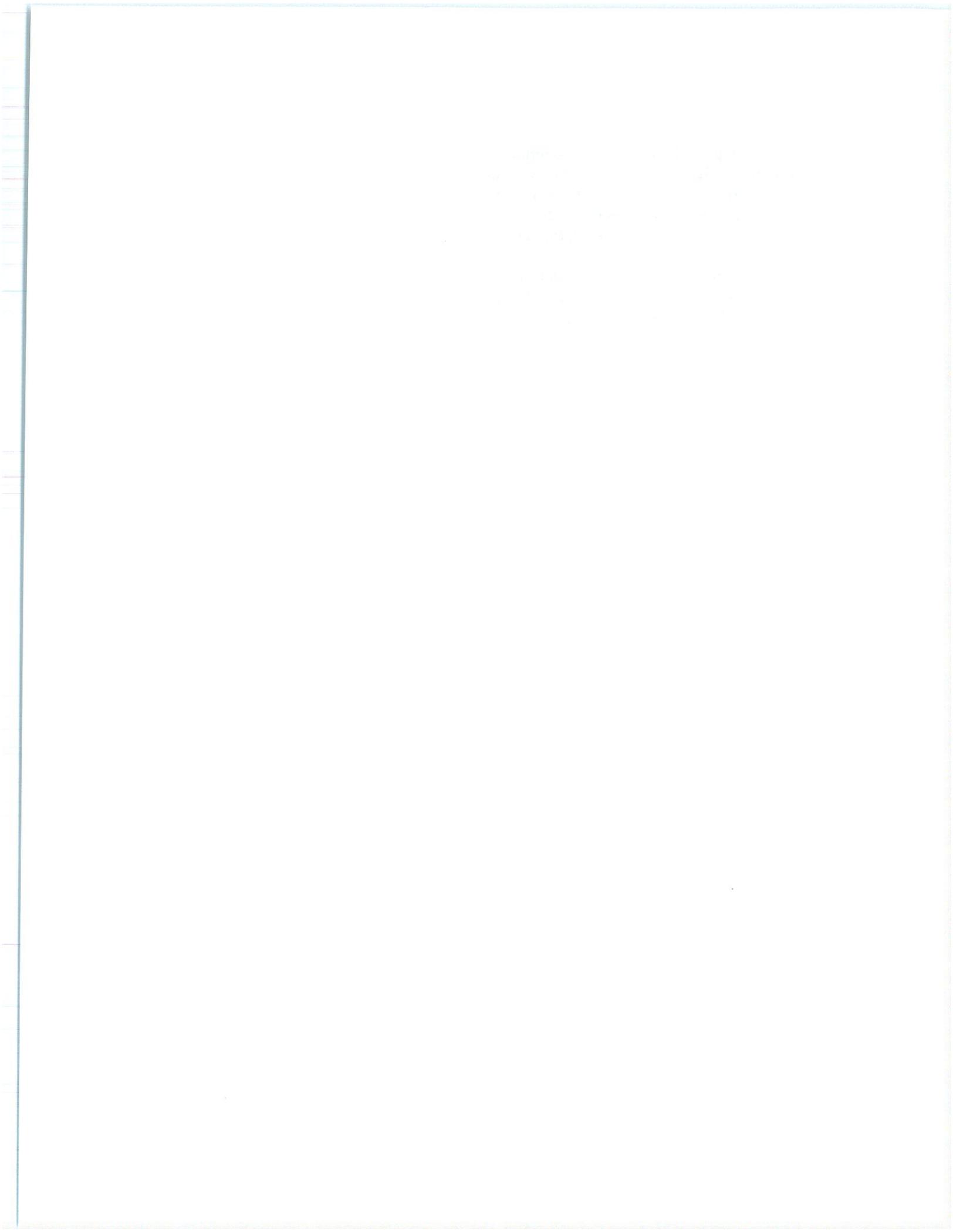
2. **Defined priorities for economic development and whether these priorities are reflected in regional economic development plans.** Brewer does not have a written set of economic development priorities other than those set forth in the 1995 comprehensive plan. However, Brewer does operate on the general principles of a more streamlined, efficient, and business-friendly government. Moreover, Brewer is heavily involved and has taken a leadership role in a number of regional economic development organizations and initiatives. These include:

- Bangor Region Development Alliance
- Bangor Region Chamber of Commerce Board
- Greater Bangor Convention and Visitors Bureau
- Bangor Area Target Development Corporation
- Action Committee of 50
- Mobilize Eastern Maine (informal working group)

3. **Existence and condition of traditional downtown.** There is a small one-block section of the downtown along the waterfront that resembles a traditional downtown, but it has been deteriorating. There are other commercial buildings along Main Street, but they are spread out. The zoning may need to be changed in this area to encourage private investment.
4. **Importance of tourism to the local economy.** Brewer is not a tourist destination, although people who come to shop in Bangor and Brewer sometimes stay in a local hotel.
5. **Role of home occupations in the community.** There are a number of restrictions on home occupations, some of which may unnecessarily limit entrepreneurship in the community.
6. **Appropriate areas within the community for industrial or commercial development and whether there are performance standards to assure compatibility with surrounding land uses and landscape.** Brewer has several industrial zones and industrial parks, as well as a professional business district. Performance standards include requirements for landscaping and storm water, but there may be a need to consider noise standards.
7. **Availability of public facilities, including sewer, water, broadband access or three-phase power.** While water and sewer services are generally available, natural gas is not available in a number of industrial and commercial areas. Dirigo Drive is not served by electricity. The business park currently being developed has water and sewer, but not natural gas.

8. **Whether regional economic development incentives such as TIF districts encourage development in growth areas.** Brewer has a number of Tax Increment Financing (TIF) Districts that are used only for proposed projects on a case-by-case basis. Brewer uses these TIFs to incent specific types of development and specific locations for development, but does not create TIF districts until an appropriate end-user has been found.
9. **Use of Brewer's unique assets such as recreational opportunities, historic architecture, civic events, etc. for economic growth.** Brewer has highlighted some of the city's assets in marketing efforts such as its website.

DRAFT



3. Housing

Introduction

Housing characteristics within a community are an important consideration in the comprehensive plan. This section of the Comprehensive Plan profiles the housing stock in Brewer and assesses the overall affordability of housing.

Changes in Total Housing Stock

Table 1 includes a summary of the changes in total housing stock since 1990 in Brewer, a number of nearby communities, Penobscot County, and the State of Maine. According to Census figures, Brewer's housing stock increased by 7.5% between 1990 and 2000, one of the smallest increases of the jurisdictions shown in the table. Between 2000 and 2010, the number of housing units in Brewer increased by 9.7%, also one of the smallest increases of the jurisdictions shown in the table.

	<u>Total Number of Units</u>			<u>Increases, 1990-2000</u>		<u>Increases 2000-2010</u>	
	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Brewer	3,780	4,064	4,457	284	7.5%	393	9.7%
Bangor	14,366	14,587	15,674	221	1.5%	1,087	7.5%
Eddington	843	920	1,037	77	9.1%	117	12.7%
Hampden	2,288	2,545	3,030	257	11.2%	485	19.1%
Holden	1,333	1,320	1,480	-13	-1.0%	160	12.1%
Orrington	1,376	1,489	1,612	113	8.2%	123	8.3%
Penobscot County	61,359	66,847	73,860	5,488	8.9%	7,013	10.5%
State of Maine	587,045	651,901	721,830	64,856	11.0%	69,929	10.7%

Source: U.S. Census, 1990, 2000, 2010

Selected Characteristics of Housing Units

Table 2 contains 2010 Census information on selected housing characteristics including total dwelling units, the number and percentage of year-round dwelling units, and the number and percentage of seasonal dwellings. In 2010, 99.3% of the housing units in Brewer were year-round dwelling units, compared with 91.6% in Penobscot County and 83.6% in Maine.

Table 2
Year-Round and Seasonal Dwelling Units – 2010

	Total Dwelling Units	Year Round Dwelling Units		Seasonal Dwelling Units	
	#	#	%	#	%
Brewer	4,457	4,425	99.3%	32	0.7%
Bangor	15,674	15,551	99.2%	123	0.8%
Eddington	1,037	980	94.5%	57	5.5%
Hampden	3,030	2,979	98.3%	51	1.7%
Holden	1,480	1,358	91.8%	122	8.2%
Orrington	1,612	1,550	96.2%	62	3.8%
Penobscot Co.	73,860	67,661	91.6%	6,199	8.4%
State of Maine	721,830	603,520	83.6%	118,310	16.4%

Source: U.S. Census, 2010

Table 3 shows that in 2010, 93.4% of the dwellings in Brewer were occupied. This was a higher percentage than any jurisdiction shown in the table except Hampden (94.5%). In Brewer, 60.5% of the housing units were owner-occupied units. This was a smaller percentage than the other jurisdictions except Bangor (46.2%).

Table 3
Occupied Dwelling Units

	Occupied Dwelling Units		Owner Occupied Dwelling Units		Renter Occupied Dwelling Units	
	#	%	#	%	#	%
Brewer	4,163	93.4%	2,519	60.5%	1,644	39.5%
Bangor	14,475	92.4%	6,692	46.2%	7,783	53.8%
Eddington	930	89.7%	763	82.0%	167	18.0%
Hampden	2,862	94.5%	2,252	78.7%	610	21.3%
Holden	1,298	87.7%	1,110	85.5%	188	14.5%
Orrington	1,478	91.7%	1,256	85.0%	222	15.0%
Penobscot Co.	62,966	85.3%	42,981	68.3%	19,985	31.7%
State of Maine	557,219	77.2%	397,417	71.3%	159,802	28.7%

Source: U.S. Census, 2010

Housing Types

The predominant housing type in Brewer is the single-family dwelling. Table 4 contains a breakdown of housing units in 2010 by housing type, as reported in the 2010 Census. In 2010, 62.0% of the housing units in Brewer were detached, single family dwellings. This is a smaller percentage than any other jurisdiction shown in the table except Bangor (41.7%). Brewer has a lower percentage of mobile homes (5.6%) than the other jurisdictions. While mobile homes can be a form of affordable housing, multi-family dwellings can serve that role as well, and Brewer has the second highest percentage of multi-family units (22.1%).

Table 4
Housing Unit by Type of Structure

	Single Family Detached	Single Family Attached	Mobile Home	Duplex	Multi - Family	Boat, RV, Van, Etc.	Total
Brewer	2,713 62.0%	65 1.5%	243 5.6%	389 8.9%	967 22.1%	0	4,377
Bangor	6,497 41.7%	553 3.5%	1,187 7.6%	1,381 8.9%	5,957 38.2%	12 0.1%	15,587
Eddington	714 71.8%	6 0.6%	175 17.6%	34 3.4%	66 6.6%	0	995
Hampden	2,523 85.5%	98 3.3%	175 5.9%	78 2.6%	78 2.6%	0	2,952
Holden	1,238 79.9%	0	242 15.6%	18 1.2%	51 3.3%	0	1,549
Orrington	1,480 89.4%	0	101 6.1%	26 1.6%	49 3.0%	0	1,656
Penobscot Co.	46,682 64.0%	1,105 1.5%	9,643 13.2%	3,665 5.0%	11,836 16.2%	26 0.0%	72,957
State of Maine	495,685 69.4%	15,621 2.2%	64,221 9.0%	37,570 5.3%	101,010 14.1%	163 0.0%	714,270

Source: U.S. Census, 2010

Housing Affordability

The State's growth management law requires that each municipality "...shall seek to achieve a level of 10% of new residential development, based on a 5-year historical average of residential development in the municipality, meeting the definition of affordable housing." Affordable housing is defined as an owner-occupied unit whose price results in a monthly housing cost that does not exceed 30% of the household's gross monthly income. Monthly cost includes mortgage principal and interest, insurance, real estate taxes and utilities. A rental unit would follow the same formula, where the monthly rate includes utilities. State law (Title 30-A MRSA Section 5002, subsection 2) defines affordable housing as follows:

"Affordable housing" means decent, safe and sanitary dwellings, apartments or other living accommodations for low-income and moderate-income households. The Maine State Housing Authority may define "affordable housing" by rule. Affordable housing includes, but is not limited to:

- A. Government-assisted housing;
- B. Housing for low-income and moderate-income families;
- C. Manufactured housing; and
- D. Group and foster care facilities."

Home Ownership Affordability

The Maine State Housing Authority has developed an Affordability Index to help municipalities quantify the extent to which housing in their communities is affordable. The Index refers to the percentage of the median value home in an area that can be afforded by a household with the median income in the same area. The index considers interest rates, insurance and tax costs. A resulting value greater than 1.0 means that the median income household should be able to afford more than the median priced home. A value of less than 1.0 means that the median income household will likely be unable to afford the median priced home.

Brewer Affordability Index. Affordable housing is a problem for some people in Brewer. Based on information obtained from the Maine State Housing Authority as shown in Table 5, the median priced home in Brewer was not affordable to the median income family in 2009. According to Table 5, 53.9% of households in Brewer could not afford the median home in 2009. The median home price in 2009 was actually lower than in all other municipalities shown in the table except Bangor, but it was more than a majority of households could afford because of Brewer's relatively lower median income. Even in jurisdictions with an affordability index above 1, between 40% and 50% of households could not afford the median home.

Year	Index	Median Income	Median Home Price	Median Income can Afford	Income Needed for Median Home	Households Unable to Afford Median Price
Brewer	0.92	\$44,647	\$132,500	\$122,402	\$48,330	53.9%
Bangor	0.74	\$34,174	\$126,250	\$93,589	\$46,100	62.9%
Eddington	0.98	\$48,077	\$143,900	\$140,911	\$49,097	49.8%
Hampden	1.16	\$69,763	\$173,000	\$200,279	\$60,261	40.0%
Holden	1.12	\$64,813	\$164,125	\$183,139	\$58,084	45.3%
Orrington	1.06	\$53,854	\$152,500	\$162,085	\$50,669	46.3%
Penobscot Co.	1.03	\$42,300	\$121,000	\$124,481	\$41,118	49.1%

Source: Claritas and State Multiple Listing Service

Rental Affordability

Rental housing is important in meeting the needs for affordable/work force and elderly housing. The Affordability Index developed by the Maine State Housing Authority refers to the percentage of the median rent in an area that can be afforded by a renter household with the median income in the same area. The index considers the household not using more than 30% of gross income for rents. A resulting value greater than 1.0 means that the median income household should be able to afford more than the average rent. A value of less 1.0 means that the median income household will likely be unable to afford the median rent.

As shown in Table 6, the Brewer household with the median renter income in 2009 could not afford the average rent for a two-bedroom apartment. In fact, approximately 53.3% of renter households could not afford the 2009 average rent.

Year	Index	Renter Median Income	Average 2-BR Rent	Median Income can Afford	Income Needed for Average 2-BR Rent	Households Unable to Afford 2 Br Rent
Brewer	0.92	\$32,374	\$884	\$814	\$35,374	53.3%
Bangor	0.72	\$25,037	\$865	\$626	\$34,597	66.1%
Eddington	0.96	\$31,405	\$815	\$785	\$32,611	52.1%
Hampden	1.11	\$46,785	\$1,050	\$1,170	\$41,993	44.2%
Orrington	1.08	\$39,124	\$905	\$978	\$36,195	44.3%

Source: Claritas and State Multiple Listing Service

Brewer Housing Authority. The Brewer Housing Authority was established in 1972 to assist low-income families with decent, safe and affordable housing opportunities. Using a variety of federal assistance programs, the Authority helps address the need for affordable housing. It currently owns and manages the following properties:

Elderly Housing		
BHA Property	# Units	Description
Heritage	50	48 1-bedroom; 2 two-bedroom
E. Charles Dartnell	32	30 1-bedroom; 2 two-bedroom
Dirigo School Project	8	2 Efficiency; 6 one-bedroom
Chamberlain Place Sr. Housing	32	28 1-bedroom; 4 two-bedroom
Somerset Place Sr. Housing	28	28 one-bedroom
Total	150	
Family Housing		
Scattered sites	20	12 one-bedroom; 8 two-bedroom
Norumbega Park I	12	6 two-bedroom; 6 three-bedroom
Norumbega Park II	10	10 three-bedroom
Norumbega Park III	10	10 three-bedroom
Gerald D. Robertson Apts.	20	7 two-bedroom; 13 three-bedroom
Ellen Leach Memorial Home	90	84 one-bedroom; 6 two-bedroom
Total	162	

The BHA accepts applications from Brewer residents as well as residents of other communities. The growing number of housing units serves to draw people from other areas into the community, and may account for some of the population increase reflected by the Census during the 2000-2010 period. The demand for BHA's units, as reflected by the number of people on its waiting list, is an

indication of the need for affordable housing in Brewer and the surrounding region. The waiting list as of mid-December, 2012, included a total of 331 applicants:

Public Housing

Elderly housing: 22 Brewer residents; 45 non-residents

Family housing: 10 Brewer residents; 20 non-residents

Section 8: 81 applicants

Dirigo Project: 28 applicants

Ellen M. Leach Memorial Homes: 39 Brewer residents; 86 non-residents

Applications are not yet being accepted for Chamberlain Place Senior Housing or Somerset Place Senior Housing as both projects are in the permitting/construction stage.

Analysis

- 1. Number of housing units needed to accommodate growth.** During the next 10 years, if Brewer's population increases by 400-600 people, there will be a need for another 178-267 housing units if the average household size (2.25 persons per household in 2010) remains the same. The population is getting older, which means more single-occupancy housing.
- 2. Affordability of housing for those earning the median income and those earning 80% of the median income; local and regional efforts to address this issue.** Affordability is a problem in the community, but as noted in the discussion of the Brewer Housing Authority, above, the BHA has been proactive in addressing the need.
- 3. Conversion of seasonal dwellings.** Brewer has very few seasonal dwellings (32 units documented in the 2010 Census), so conversion of these units is not an issue.
- 4. The need for additional low and moderate income family, senior, or assisted living housing.** There is a need for additional affordable housing as reflected by the Brewer Housing Authority's waiting list.
- 5. Substandard housing units.** Substandard housing exists but is being addressed. For the past six years, a City team consisting of the Code Enforcement Officer, the Human Services Director and the Fire Inspector have been inspecting multi-family housing units throughout the City. The City has been active in using Community Development Block Grant funds to rehabilitate substandard housing.
- 6. Impact of regulations on workforce housing.** The Land Use Ordinance is silent on the issue of whether modular housing should be permitted in residential districts. Modular housing could play a role in providing affordable housing for people working in the City.

4. Transportation

Introduction

The location of transportation routes is important to development patterns and the overall economic health of Brewer and the surrounding region. Brewer's transportation system consists of state, local and private roads and bridges, sidewalks and trails, as well as rail and transit systems. This multi-modal system is extremely important to existing and future development characteristics, both at the local and regional levels.

BACTS

BACTS is the Bangor Area Comprehensive Transportation System. It is the organization designated by the federal government and Maine state government to carry out transportation planning on the Greater Bangor urbanized area. The BACTS area includes Bangor, Brewer, and major portions of Hampden, Orono, Old Town, Milford, Bradley, Orrington, and the Penobscot Indian Nation.

BACTS evaluates and approves proposed transportation improvement projects and facilitates communication between its member communities and state and federal transportation agencies. It provides opportunities for public participation in transportation planning, and funding decisions. It also sponsors and conducts studies to assist in the transportation planning process.

BACTS is governed by a policy committee and a technical committee. The members of these committees are drawn from municipal officials (both elected and appointed) of the member cities and towns, a member from the Maine Department of Transportation, Federal Transit Administration and Federal Highway Administration. In addition, there are non-voting members on the policy committee representing the Bangor Region Chamber of Commerce, and the Comprehensive Economic Development Strategy Transportation Subcommittee. There is a staff of four; a director, a transportation planner, a technician and an office manager, with offices at 12 Acme Road in Brewer.

Highway System

The overwhelming majority of people and goods are transported over the highway system in Brewer and the region. As described in the BACTS Long Range Transportation plan, "The present day network has been shaped by a number of historical factors including:

- The formation of compact urban centers around major waterways in the 18th and 19th centuries, and the development of primitive roadways for pedestrians and horse-borne travelers and traders;
- The mass production of motor vehicles and subsequent construction of the Maine state highway system from 1925 to 1960, including the construction of Interstate I-95 during the 1950s and subsequent development in areas close to the exit ramps; and
- The opening of the I-395 spur including the third Penobscot River Bridge in the mid-1980s."

Highway classifications. There are a total of 63.67 miles of road in Brewer including 3.04 miles of federal highway, 11.53 miles of State highways, 4.59 miles of collector roads, and 44.52 miles of local

roads. The City of Brewer is responsible for winter maintenance of all highways and roads in the City except I-395 and a small portion of outer Wilson Street.

Arterial highways: These are the major travel routes in the state. These roads carry high speed, long distance travel and attract a significant amount of federal funding. The state is responsible for road repair and resurfacing on arterial highways. Brewer's arterials include:

Route	Centerline Miles
Interstate I-395	3.04
15/South Main Street	2.26
9/178 North Main Street	4.01
Parkway South from Wilson to I-395	0.54
1A/State Street	1.16
1A Wilson Street	3.39
Betton Street	0.09
Penobscot Street	0.08
Total	11.53

Collectors. These roads collect and distribute traffic between local roads and arterials. These roads are eligible for federal and state funding. Collectors in Brewer include:

Route	Centerline Miles
Eastern Avenue	1.39
Elm Street	0.5
Mill Street	0.48
Parkway South (S of I-395)	1.21
Pierce Road	1.01
Total	4.59

Local Roads. Local roads are designed primarily to serve adjacent land areas and usually carry low volumes of traffic.

Traffic volumes. MaineDOT and BACTS monitor traffic volumes and traffic growth in the City of Brewer using fixed and movable monitoring systems. The following table shows Annual Average Daily Traffic (AADT) on several major roads during the period 2003/04 to 2011/12. Traffic volumes are not measured every year at every location. According to the BACTS long range plan, traffic in the region is no longer increasing as it was up to 2003. Traffic decreases began occurring before the recession began and were probably connected to increased fuel costs.

AADT on Major Roads 2003/04 – 2011/12						
Route	2003	2004	2006	2008	2011	2012
US 1A (Wilson St) SE/O SR 9/15 (N Main)	10,460	10,790	9,150	9,520	9,100	
US 1A (Wilson St) SE/O Parkway South		22,830	17,990	21,010		
US 1A @ Holden TL	23,330	20,160	20,080	20,290	20,120	21,660
SR 9/15 (N Main St) NE/O US 1A (Wilson St)	16,020		13,450	12,270	11,180	
SR 15 (S Main St) SW/O US 1A (Wilson St)	17,580	16,010	11,130		13,780	
SR 15 (S Main St) @ Orrington TL	11,410		11,130	9,140	10,060	
I-395 EB W/O S Main St Ramp	14,650	15,190		14,910		
Parkway South E/O I-395 Interchange	14,660				14,000	

High crash locations. Each year, MaineDOT publishes a list summarizing the previous three years' worth of crash data and identifies high crash locations statewide. The standard comparison statistic is known as the Critical Rate Factor (CRF). The CRF is determined by comparing the historical crash rate on a section of roadway (link) or intersection (node) to what would be expected based on road type, traffic volumes, and a statewide average of crash rates at similar locations. A CRF greater than 1.0 indicates that the number of crashes exceeds expectations (the location is more dangerous than average) while a CRF less than 1.0 indicates that the location is safer than average. A node or link must have a CRF of more than 1.0 and at least eight reportable crashes over a three-year period to meet the criteria for listing as a high crash location. BACTS has compiled a list of highway crash locations that are especially serious due to a CRF greater than 3.0, 20 or more crashes in a three-year period, or both. The only Brewer location on this list is Route 1A and Business Route 9 (CRF of 1.04, 41 crashes).

Critical problem areas. BACTS has identified a number of highway segments in the region as critical problem areas because the current and predicted traffic volumes and land use demands already exceed the capabilities of the existing road design. If left unaddressed, these roadways could prove to be a hindrance to future growth and development within the region. The only highway segment on this list in Brewer is Wilson Street (1A) from Acme Road to I-395.

BACTS truck route study. In 2007, BACTS commissioned a study that identified a list of spot improvements needed at specific locations needed to accommodate trucks on the region's roads. Needed improvement in Brewer include:

- State Street at Wilson Street
- Wilson Street at North Main Street
- Route 15 near the Orrington Town Line
- State Street at North Main Street

Major river crossings. While there are a number of bridges in Brewer, the three most important ones cross the Penobscot River and connect Brewer and Bangor. These bridges are the Veterans Memorial Bridge on I-395, the Joshua Chamberlain Bridge on U.S. 1A/Route 9, and the Penobscot Bridge on Route 15.

Highway projects. There are several transportation projects that are funded through BACTS or directly by the Maine Department of Transportation that are either underway or are scheduled for FY 2014/15. These include:

BACTS Projects

- Wilson Street widening from Parkway South to Green point Road to accommodate a fifth turning lane;
- Pavement Preservation: State Street from the Penobscot Bridge to Eastern Avenue, and from Mullen Way to Wilson Street;
- Pavement Preservation: Wilson Street from Parkway South to Main Street; and

MaineDOT Projects

- Construction of waterfront bicycle and pedestrian trail;
- Route 1A near the Holden Town Line.
- Painting of Joshua Chamberlain bridge.

Public Transportation

Community Connector. The City of Brewer is served by Community Connector (formerly Bat Community Connector), a fixed route bus system owned and operated by the City of Bangor. Community Connector operates within and serves the urbanized areas of Bangor, Brewer, Hampden, Veazie, Orono and Old Town as well as the University of Maine at Orono. The routes are within walking distance of 95% of the population of the six communities.

Community Connector provides service system-wide Monday through Friday. Saturday service is available in all communities except Hampden. The basic hours of operation are from 6:15 a.m. to 6:15 p.m. Except for the Mall Hopper and the Black Bear Orono Express, all buses offer service to and from a central point (Bangor Depot) located at Pickering Square in downtown Bangor. Most buses are scheduled to depart from the downtown terminal 15 minutes before or after the hour. Schedules are designed to allow quick and easy transfers between buses at Pickering Square.

There are two routes serving Brewer:

- **Brewer North** – a single bus serves this route. The route begins at Bangor Depot, travels north on Main Street in Brewer, then serves neighborhoods north of Wilson Street before arriving at Wilson Street via Washington Street, State Street, and Chamberlain Street. The route then continues on Wilson Street to the LaFayette Family Cancer Center before reversing direction and returning through North Brewer to Bangor Depot. Buses run every hour on weekdays and on Saturday. During the year ending in May of 2013, monthly ridership (boardings) ranged from a low of 4,328 (September) to a high of 5,079 (June).
- **Brewer South** – a single bus serves this route as well. The route begins at Bangor Depot, travels through the southern part of Brewer along South Main Street, Elm Street, Parkway South and outer Wilson Street as far as the LaFayette Family Cancer Center and back. Buses run every hour on weekdays and on Saturday. During the year ending in May of 2013, monthly ridership ranged from a low of 4,204 (February) to a high of 5,542 (June).

Total City ridership on the two routes combined for the year ending May, 2013, ranged from a low of 8,76 (February) to a high of 10,621 (June).

The LYNX. The LYNX is a service of Penquis that provides door-to-door service in Brewer for seniors, low income customers, people with disabilities, the general public and customers of MaineCare, Maine Department of Health and Human Services and many other social service agencies. Service is provided with accessible vans/light duty buses, volunteer drivers, taxis, and the MaineCare friend and family reimbursement program.

Bicycle and Pedestrian Facilities

The 1996 BACTS Pedestrian Plan includes an inventory and maps of existing roads with sidewalks throughout the BACT area, including Brewer. This plan has been updated several times, most recently in 2009. The 2009 update includes sidewalks within $\frac{3}{4}$ mile of the current bus routes.

A portion of the East Coast Greenway come through Brewer. The trail extends from the Joshua Chamberlain bridge, along Parkway South below I-395, and out Wiswell Road to Route 1A towards the Acadia region.

The BACTS Long Range Plan notes that while there has been a great deal of progress in making communities more bicycle and pedestrian friendly, there are still serious deficiencies in all communities. Some of these include:

- Many sidewalks are not ADA compliant
- Sidewalks are nonexistent on at least one side of many urban streets
- Crosswalks are missing or are difficult to see at the majority of intersections in the BACTS area
- Many intersections are not yet ADA compliant for pedestrians
- Few intersections contain bike lane markings, land striping or advance bike lane signage to alert motorists to the potential for cyclists within intersections.

BACTS recently completed a Safe Routes to School study that recommended the construction of several sidewalks:

- Extend the sidewalk on the north side of Parkway South to Elm Street;
- Add a sidewalk on Grove Street;
- Build the walkway on the City owned property across from the schools which will align with the current crosswalk on Parkway South in front of the school and connect Sherwood Forest neighborhoods to the crosswalk.

Air Transportation (from BACTS Long Range Transportation Plan)

Commercial passenger service is available to residents of Brewer through Bangor International Airport (BGR), while general aviation service is available at both BGR and DeWitt Field in Old Town.

BGR offers domestic air service to the region and serves as a transit point for commercial and international flights. The Airport is also home to the 101st Maine National Guard Air Refueling wing. BGR is the closest full service US airport to Europe with fuel and customs services available 24 hours

a day, seven days a week. The airport, known as a world class transatlantic facility has all weather access, CAT III, ILS, an 11,440 foot runway, and is capable of handling any aircraft flying today. The Brewer Airport is a small, privately owned airport that is not used very much. Its future is uncertain.

Rail Transportation (from BACTS Long Range Transportation Plan)

Two rail systems, 1) Pan AM and 2) Montreal, Maine and Atlantic (MMA), operate in the region and provide freight rail connections to Canada and the remainder of the United States. Total tonnage of goods hauled by Maine's railroads continues to decline, as is the case nationally. There are no passenger rail facilities in the region.

Pan Am Railways. The largest regional railroad in Maine is Pan Am Railways (formerly Guilford Industries). It owns three railroad companies operating in Maine: the Boston and Maine Corporation, the Maine Central Railroad Company, and the Springfield Terminal Railway Company, which operates the rights-of-way of the other two companies. The Boston and Maine line extends from the New Hampshire border to Portland, where it connects with the Maine Central line.

The Maine Central and the Springfield Central lines (Guilford Industries) extend from Portland, through Waterville, through Northern Maine Junction in Hermon, then through the BACTS area (along the Penobscot River in Bangor, Orono, Old Town), Lincoln, and Mattawamkeag. Springfield Central serves the James River paper mill in Old Town. The line crosses the Penobscot River from Bangor into Brewer where a branch line extends down to the Verso paper mill in Bucksport. A second rail line, known as the Calais Branch and now owned by the State of Maine, extends from Brewer to Calais. The Calais Branch has been inactive since 1985 and MaineDOT has proposed several options for the line's reuse including freight and passenger rail traffic, bus service, and a recreational trail for hikers, bikers, and snowmobiles. The Calais Branch east of Ellsworth has been converted to a multi-use trail while a portion of the line west of Ellsworth is being leased by the Downeast Scenic Railroad for excursion trips.

Typical products hauled by Pan Am for the paper mills include finished paper rolls, clay, tapioca, chlorine, and other chemicals.

Montreal, Maine, and Atlantic Railroad. The Montreal, Maine, and Atlantic Railroad (MMA) extends from the Mack Point pier facility in Searsport to Northern Maine Junction in Hermon (located just west of Bangor International Airport), through the northwestern corner of Bangor north to the Millinocket area and Aroostook County. MMA hauls coal, salt, chemicals and petroleum to the BACTS area, Northern Maine Junction, the paper mills in Bucksport and East Millinocket, and north to Aroostook County destinations.

Roadway bridge heights along the rail line are high enough so as to permit double stacking of shipping containers on the MMA railroad from Searsport, through Northern Maine Junction and on to Montreal and western U.S. and Canadian markets. This rail corridor is the only rail connection with a Maine port that has double stack capacity. The rail line has no clearance restrictions as the clear zone is 16 feet wide throughout the corridor.

Currently, there is one train per day in the corridor. Although, the rail line itself could handle more freight movements, rail traffic is metered by the rate at which warehousing and oil tanks can handle the commodities.

Marine Transportation (from BACTS Long Range Transportation Plan)

Penobscot Bay and River. Historically, the Penobscot River played a key role in shaping the development of central and eastern Maine. Beginning in the late 1700s, the river was used to provide transportation to the region, to power sawmills, and to float and boom logs used in the 1800s in the lumber and ship-building industries. The river was later used to generate power and support pulp and paper mills as well as other industries. Settlement patterns of the corridor communities along the Penobscot reflect the importance of the river to their respective historical economies.

The importance of the River to the economy of the region has declined in recent years as the movement of fuel, raw materials and products have moved away from Maine's coast and inland rivers to trucks, rail lines, and pipelines. There is no passenger marine service and minimal commercial marine transportation in the corridor other than occasional asphalt and petroleum barge shipments. However, new manufacturing opportunities have arisen in Brewer that may return the Penobscot River to its status as a vital transportation asset linking eastern Maine communities to world markets.

The Penobscot River's controlling depth in the marked channel is 13 feet between Winterport and Bangor. Buoys, day-beacons, and a lighted buoy to a point about 1.5 miles downstream of Brewer mark the channel. The head of navigation for commercial vessels is immediately downstream of the Joshua Chamberlain Bridge, while smaller recreational vessels can travel to a point about one mile upstream of the Penobscot Bridge. Ice impedes but usually does not prevent navigation above Winterport for nearly 5 months of the year, beginning around December. The river is kept free of ice to a point just upstream of the I-395 Veterans Remembrance Bridge by a Coast Guard icebreaker. However, the Coast Guard has suggested that future ice-breaking operations may be limited, or may cease altogether due to declining commercial marine traffic upstream of the Bucksport area.

Cianbro, a heavy industrial and civil engineering construction company, has redeveloped the former Eastern Fine Paper mill site into a modular construction facility. The Eastern Manufacturing Facility features a deep water bulkhead that will accommodate large ocean-going barges for transporting 1,000 ton modules for industrial process plants. Cianbro has also constructed a smaller commercial dock system located immediately upriver of the deep water bulkhead which will be available to meet the marine shipping needs of other area businesses.

Analysis

1. What are the transportation system concerns in the community and region? What, if any, plans exist to address these concerns?

- The major concern has always been adequate funding for proper maintenance.
- Lack of coordinated signal systems on major corridors, specifically Wilson Street, is also a problem.
- The relationship between projected residential and commercial growth areas and the City's street system needs to be addressed.

- There is a need to upgrade outer rural roads to serve anticipated transportation from future development into urban connectors (e.g. Wiswell Road, Eastern Avenue, Day Road, Lambert Road, Mill Road). There are no sidewalks and the shoulders along most of these connectors are not in good shape.

2. Are conflicts caused by multiple road uses, such as a major state or U.S. route that passes through the community or its downtown and serves as a local service road as well?

One conflict is that North and South Main Street and Route 15 pass through the downtown. The City has made several road realignments, but traffic will always be an issue.

Multiple uses of roadways create conflicts. For example, there are no bicycle signs, there are very few bike lanes, and there are no shoulders along many roads.

Brewer has taken steps to address some of the conflicts. The City has been upgrading many of its traffic signals with pedestrian signal count-downs to improve safety. The City has also worked with MaineDOT on the planned project to widen Wilson Street between Parkway South and Green Point Road by adding a center turning lane.

3. To what extent do sidewalks connect residential areas with schools, neighborhood shopping areas, and other daily destinations?

Both the Brewer Community School and the High School are served with sidewalks that connect with other locations in the community. However, a recent Safe Routes to Schools study identified several areas where sidewalks are needed to provide better pedestrian connections to the community. Brewer's subdivision regulations require that at least one sidewalk be constructed to serve residents of the development and connect to the existing sidewalks where available.

4. How are walking and bicycling integrated into the community's transportation network (including access to schools, parks, and other community destinations)?

Brewer has a fairly extensive network of sidewalks (41 miles), but as noted above, a recent Safe Routes to Schools study identified several areas where sidewalks are needed to provide better pedestrian connections to the community. Bicycling has not been well integrated into the community. A number of sidewalks are in need of repair.

There is an unused railroad spur owned by Pan Am that has the potential to become part of a regional bicycle and pedestrian trail network.

5. How do state and regional transportation plans relate to your community?

Brewer works closely with BACTS, the Metropolitan Planning Organization for the Bangor/Brewer area.

6. What is the community's current and approximate future budget for road maintenance and improvement?

The City currently invests about \$300,000 to \$400,000 in road maintenance and minor improvements. Major capital improvements are funded more sporadically as funding is available. There is typically a backlog of unfunded improvements on the order of \$2 million to \$5 million.

7. Are there parking issues in the community? If so what are they?

There are a number of parking issues in the community. While there is on-street parking in the downtown, there are relatively few City-owned parking lots. Additional off-street parking may be needed as the downtown continues to grow. Additional parking is needed at the sites of several former schools.

8. If there are parking standards, do they discourage development in village or downtown areas?

Parking standards may have inhibited the redevelopment of the downtown, but significant changes were made when the City recently enacted the Downtown Development zoning district (up to 24 on-street parking spaces may be counted towards meeting parking requirements). There is a need to re-examine the number of spaces that are required for new development (existing standards may be too strict), and to consider innovations such as shared parking spaces.

9. Do available transit services meet the current and foreseeable needs of community residents? If transit services are not adequate, how will the community address the needs?

Community Connector appears to be serving the needs of the community, although there is no evening or Sunday service. Ridership has continued to grow and averages 9,000 to 10,000 boardings each month. There is a need to locate and construct designated bus stops with shelters along arterials and at major destination points.

10. If the community hosts a transportation terminal, such as an airport, passenger rail station, or ferry terminal, how does it connect to other transportation modes (e.g. automobile, pedestrian, bicycle, transit)?

Not applicable.

11. If the community hosts or abuts any public airports, what coordination has been undertaken to ensure that required airspace is protected now and in the future? How does the community coordinate with the owner(s) of private airports?

There is one small, privately owned airport in Brewer that is not used very much. Its future is uncertain.

12. If you are a coastal community are land-side or water-side transportation facilities needed? How will the community address these needs?

There is no known demand at this time for a public ferry, water taxi or other form of water transportation, so there is no need for land-based facilities to provide services. Cianbro has piers for barges.

13. Does the community have local access management or traffic permitting measures in place?

The City's site plan review and subdivision ordinances include permit requirements for developments that will generate traffic. The City also regulates driveway entrances and requires local street opening permits.

14. Do the local road design standards support the community's desired land use pattern?

Yes. The City has adopted standards for different types of roads. These standards require larger cul-de-sacs, street trees, sidewalks and closed drainage systems. Private roads serving developments are not allowed.

15. Do the local road design standards support bicycle and pedestrian transportation?

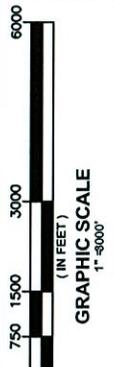
Local standards support pedestrian facilities (sidewalks are required in new developments) but not bicycle facilities.

16. Do planned or recently built subdivision roads (residential or commercial) simply dead-end or do they allow for expansion to adjacent land and encourage the creation of a network of local streets? Where dead-ends are unavoidable, are mechanisms in place to encourage shorter dead-ends resulting in compact and efficient subdivision designs?

Developers are required to set aside connectors to adjacent land. There is a limit of 15 lots that can be served by a dead-end street.

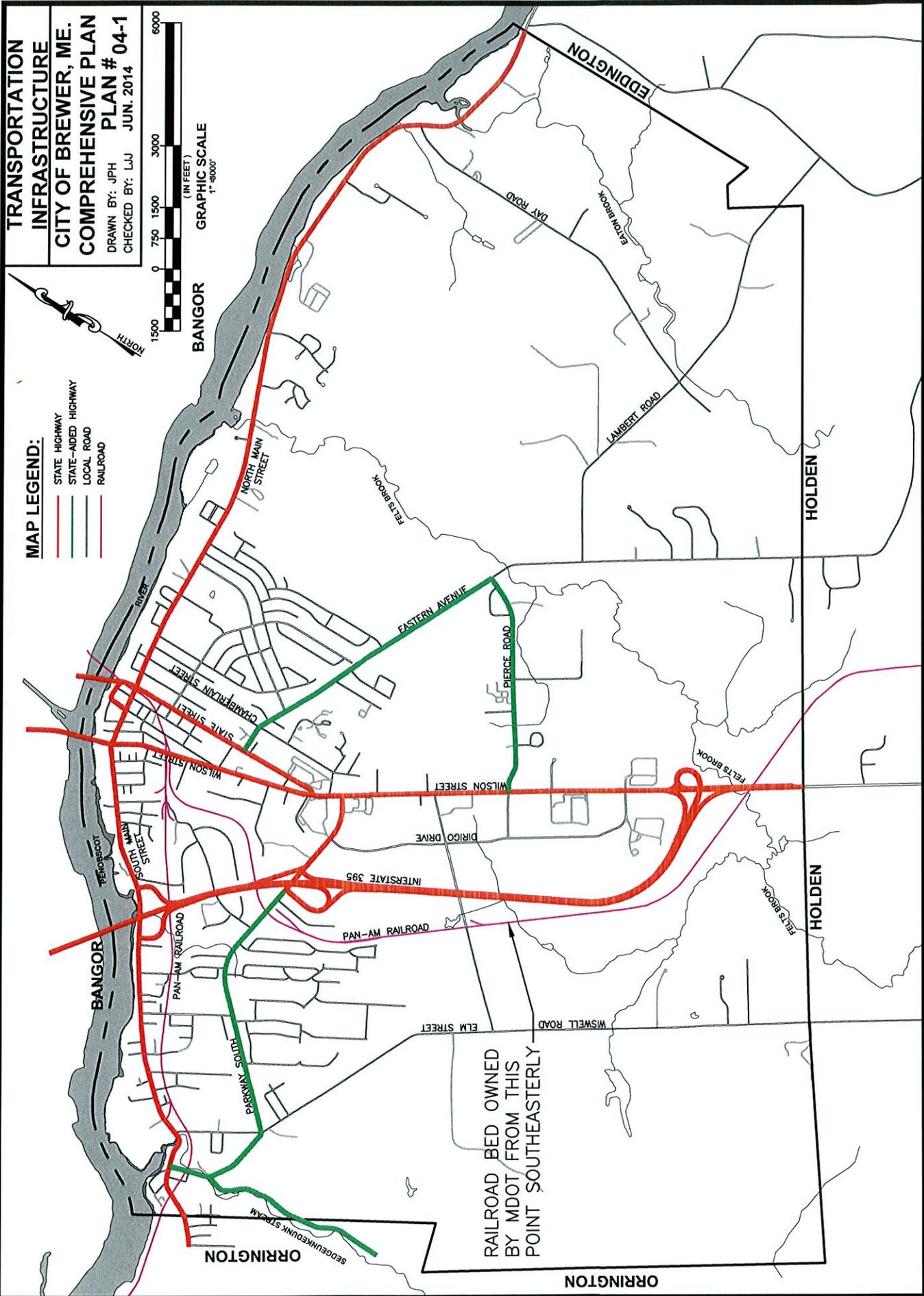
**TRANSPORTATION
INFRASTRUCTURE
CITY OF BANGOR, ME.
COMPREHENSIVE PLAN
PLAN # 04-1**

DRAWN BY: JPH
CHECKED BY: LJJ
JUN. 2014



BANGOR

- MAP LEGEND:**
- STATE HIGHWAY
 - STATE-ADDED HIGHWAY
 - LOCAL ROAD
 - RAILROAD



RAILROAD BED OWNED
BY MDOT FROM THIS
POINT SOUTHEASTERLY

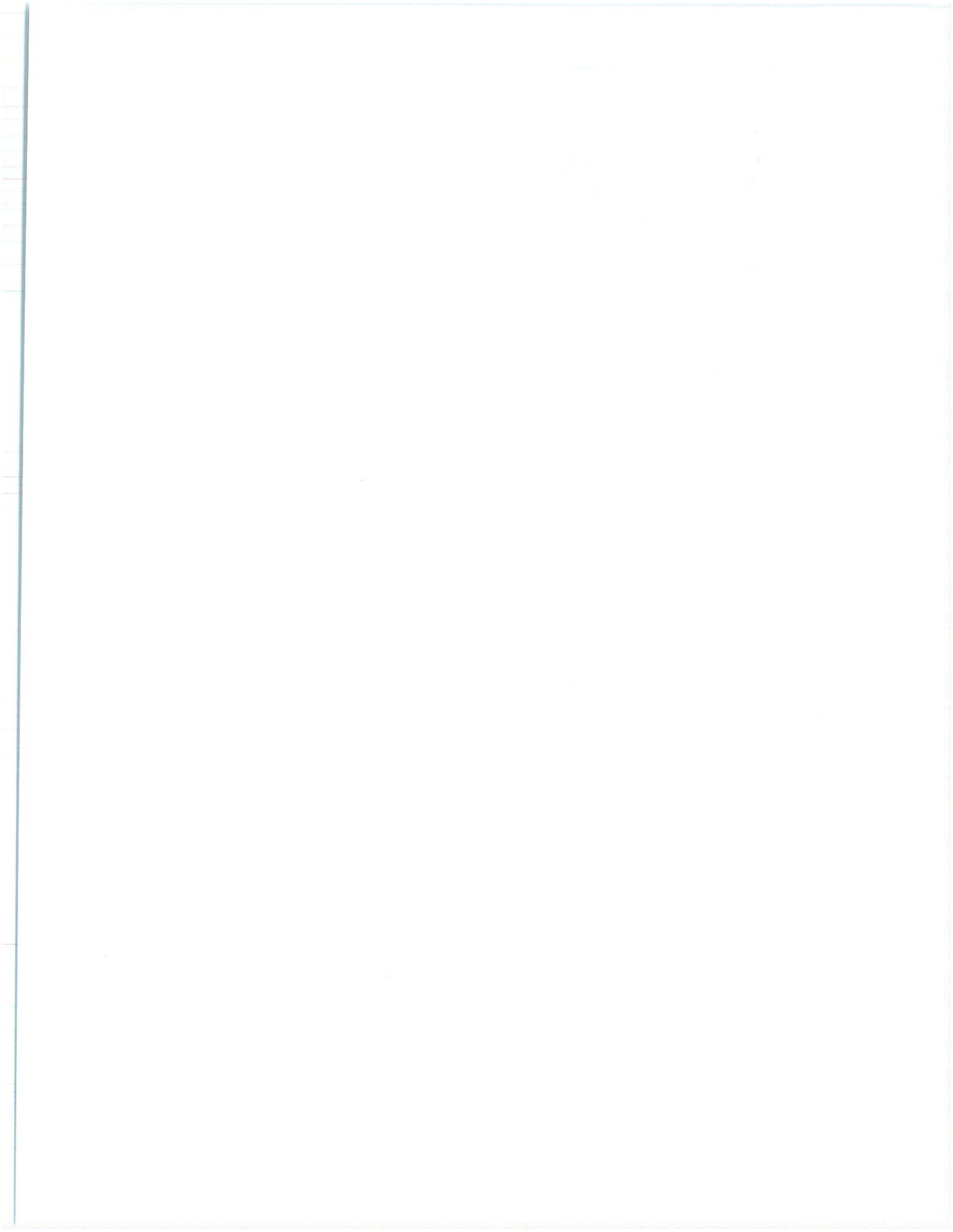
ORRINGTON

ORRINGTON

HOLDEN

HOLDEN

EDINGTON



5. Public Safety

Public Safety Division/Public Safety Building

Since September, 2012, Brewer's police, fire, ambulance and rescue services have been consolidated into a single Public Safety Division, headed by a Public Safety Chief and located in the Public Safety Building on Parkway South. This 30,000 square-foot facility houses the Police Department and Fire Department in two separate but connected wings. The site is adjacent to the Interstate and is in a central location. The Public Safety Building contains administrative space, garage bays for fire trucks and police cruisers, living space for Fire Department staff, several all-purpose meeting/training rooms, modern technology upgrades and specialty equipment, and a museum.

Police Department

The Brewer Police Department is a full service department with 21 sworn, full-time officers. In 2011, the Department answered over 8,000 calls for service. There are three major divisions in the Police Department:

- **The Administrative Division** consists of five employees; the Chief of Police (who also serves as Public Safety Director), the Captain of Police, the Patrol Lieutenant, an Administrative Secretary, and a Receptionist. This division is responsible for managing all activities of the Department and working with local citizens and government agencies.
- **The Patrol Division** consists of 15 uniformed personnel; three sergeants, four corporals, and eight patrol officers. Two patrol officers are assigned as School Resources Officers and spend their days at the Community School and High School. They are responsible for working with students, teachers and administrators to educate and ensure the safety of the students.

The other patrol officers are responsible for patrolling the streets of Brewer, apprehending criminal offenders, responding to a wide variety of citizen calls for assistance, and enforcing traffic laws. Other activities include taking part in community policing programs, conducting drug investigations, and performing other proactive activities aimed at maintaining public safety.

- **The Detective Division** includes three Detectives who are responsible for investigating a range of crimes, mostly felonies. One detective is assigned to the Federal Drug Task Force. The Division is also responsible for maintaining crime statistics, maintaining all evidence, conducting license inspections, and undertaking other duties that may be assigned by the Administrative Division.

Fire Department

The Fire Department consists of 17 full-time fire-fighters; three captains, one lieutenant, and 13 fire fighters. The Department's part-time, on-call personnel who are paid on an on-call basis consists of three firefighters. Dispatching is provided by the Penobscot County Regional Communications Center.

There are two ambulances housed at the Fire Department, both of which are privately owned. The first ambulance is staffed by a paramedic provided by the ambulance owner and a Brewer driver (one of the firefighters). The second ambulance is manned by Fire Department personnel. Proceeds from ambulance runs are divided between the ambulance owner and the City of Brewer.

The Department has mutual aid agreements for firefighting with seven communities: Orrington, Bucksport, Holden, Dedham, Clifton, Eddington and Bangor. The Department can respond to calls for assistance from other communities, and provides ambulance service within a range of about 60 miles from Bangor.

Vehicles owned by the Department include:

- A 1947 American Lafrance truck that is now housed in the Museum
- Engine 301: 2002 Pierce Dash Rescue Pumper. It holds 750 galls of water and pumps up to 2,000 gallons per minute (GPM).
- Engine 302: 1990 Pierce Arrow Pumper. It holds 750 galls of water and pumps up to 1,250 GPM.
- Engine 303: 2009 Midi-pumper. It holds 750 galls of water and pumps up to 750 GPM It's equipped with a CAFS (compressed air foam system) and holds 400 gallons of foam.
- Engine 305: 2000 Pierce Dash Pumper/Ladder. It has a 105-foot aerial ladder with a pre-piped waterway on the end of the ladder. It holds 500 gallons of water and pumps up to 2,000 GPM.
- Special Operations Trailer: has a variety of equipment including:
 - Spill mitigation equipment
 - Hazmat equipment
 - Below grade rescue equipment
 - High angle rescue equipment

There were about 4,000 Fire Department calls in 2012, of which about 92% were for emergency medical services.

The Fire Department relies heavily on fire hydrants for fire-fighting purposes. The national standards for hydrants is something that used by municipalities across the nation including Brewer. The practice is to paint the top of hydrant red, orange, green or blue. Each color is associated with how many gallons per minute that hydrant can supply:

Red	0-499 gallons per minute
Orange	500-999 gallons per minute
Green	1,000-1,499 gallons per minute
Blue	1,500 + gallons per minute

The ISO rating for Brewer is currently "4" within five miles of the Public Safety Building. The rating system for ISO ranges from 1 which is the highest rating to 10 which is the lowest. The ISO stands for an overall rating. In doing so they look at the Fire Department's staff numbers, engines, pumpers, ladder trucks and dispatching services. Another important part of this evaluation and rating is the water department. In fact 50% of the overall rating is based on the number of engine companies and the amount of water a community needs to fight a fire. When making their assessment they also evaluate the fire companies/departments in the area. They look at equipment on the engines to ensure that

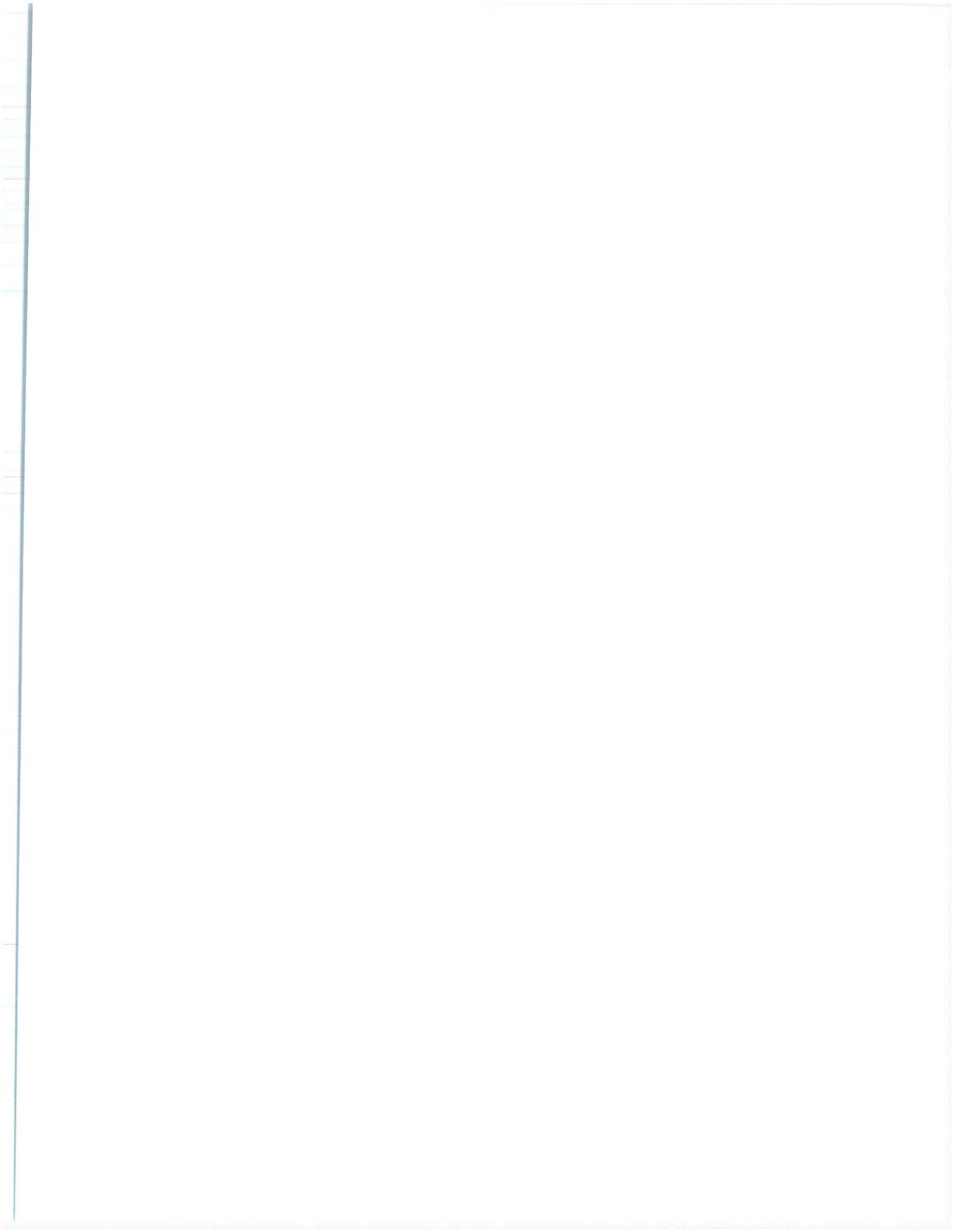
nozzles, hoses, breathing apparatus, and appliances are all in working order. ISO will also check ladders both ground and aerial, saws, fans for smoke and salvage covers such as tarps.

There is also an administrative component where the ISO will inspect training records and type of training. How many staff members receive the training along with maintenance systems for equipment and fire fighters response to emergencies. The Water department and the community's ability to provide water is 40% of the grading. This part of the survey focuses on if there is sufficient water supply to suppress a fire beyond what is consumed on a daily basis.

Challenges

Challenges facing the Public Safety Division include:

- **Staffing.** Maintaining adequate police and firefighter staffing in an era of tight municipal budgets.
- **Fire truck replacement.** Replacing a fire truck is extremely expensive (\$800,000 to \$900,000).
- **Drugs.** The flow of illegal drugs into Brewer is a constant challenge that results in a number of related crimes. Heroin and bath salts have been particularly troublesome. The Police Department has an active education and enforcement program.
- **Firing range relocation.** The firing range, which is important for training and certification for Brewer officers as well as officers throughout the region, is located at the Business and Commerce Park. The City will need a new site before the old one closes.
- **Cold storage room.** There is a need for a cold storage room for secure storage of large evidence items.



6. Municipal Government

The City of Brewer is governed by the City Council/Mayor/City Manager form of government that includes both elected and appointed officials. The City Council is composed of five residents who are elected to the Council with staggered terms of office. The Mayor and Deputy Mayor are elected by the City Council. Under this system the elected City Council is the governing body. It establishes policy and instructs the City Manager to implement those policies.

Municipal Departments

There are 15 departments that are responsible for running the City of a day-to-day basis. These include:

Assessing Department. The Assessor's Office has the following duties and responsibilities:

- To determine the valuation of all taxable property in the municipality whether it is real estate or personal property and to determine exemption eligibility.
- To determine exemption eligibility.
- To establish an acceptable level of assessment performance and quality as prescribed by State Statute.
- To conduct annual sales ratio studies. To provide Maine Revenue Services with completed Sales Analysis Return annually as well as the Municipal Valuation Return.
- To review abatement requests and defend decisions before the Board of Assessment Review, State Board of Property Tax Review and Superior Court.
- To physically inspect and inventory each real estate parcel and personal property account every four years.
- To maintain current records regarding ownership and extent of taxation and maintenance of property tax maps.
- To maintain the street number book and assigning of new numbers. To administer the Homestead Exemption.
- To process Business Equipment Reimbursement Forms (BETR).
- To administer the Business Equipment Tax Exemption (BETE).

City Clerk. The City Clerk maintains all city records, conducts elections in accordance with State Law, prepares City Council meeting agendas and minutes, issues City Licenses, and provides information to both City officials and the general public.

City Manager's Office. The City Manager is appointed by the City Council as the City's chief administrative officer and is responsible to the Council for the administration of all City affairs in the charge by or under the Charter. The City Manager is given the following powers and duties under the Brewer City Charter:

- To see that the laws and ordinances are enforced, and delegate to the Chief of Police the active duties connected therewith regarding criminal misdemeanors.
- To exercise control over all departments and divisions created herein or that may hereafter be created.

- To make appointments as provided by the charter.
- To attend meetings of the City Council and recommend for adoption, such measures as may deem expedient.
- To keep the City Council fully advised as to the business and financial condition and future needs of the City, and to furnish the City Council with all available facts, figures, and data connected therewith, when so required.

Code Enforcement Office. The Code Enforcement Department is responsible for issuance of all building, electrical, plumbing, oil burner, street opening, and sign permits for new construction as well as alterations and remodels. Many of these permits require multiple inspections helping assure compliance with applicable codes. Code Enforcement is also responsible for all health inspection and health related complaints throughout the city. This office is also responsible for responding to complaints regarding landlord/tenant disputes, junk cars, and property maintenance. The Code Officer is a staff resource person for the Planning Board and Board of Appeals. The office also works closely with the Planning Office on site plan review applications.

Economic Development Department. Brewer's Department of Economic Development was established to increase wages and create jobs for City residents and those who live in the Brewer region; to expand the City's tax base, thereby reducing the tax burden on Brewer residents; to promote development consistent with the City's values and needs; and to help Brewer to become an economic leader in the State of Maine.

The primary objective of this Department is the creation of an environment in Brewer that is conducive to business attraction and growth, with special emphasis on encouraging projects consistent with the City's Comprehensive Plan. Objectives are to be achieved through business attraction efforts and quick turn-around customer service, community outreach, planning and implementation designed to capitalize on broader economic trends, the creative use of incentives and facilitation services designed to support business growth, and the development of partnerships with neighboring communities to advance regional development goals. The Department of Economic Development also takes on leadership roles in regional and State development organizations in order to impact regional and State policy and advance the development-related interests of the City of Brewer.

Engineering Department. The Engineering Department provides a number of services for the City of Brewer:

- Administer capital infrastructure projects including all major reconstructions of streets sanitary sewers or storm drainage facilities.
- Provide construction management and contract administration services for special projects such as the new Business and Commerce Park currently being designed on City-owned property behind the landfill on Elm Street.
- Provide operational and maintenance control of the City's traffic signals.
- Provide technical review and advisory services for the City Planner and the Planning Board for all new site plans and subdivisions proposed within the City of Brewer.
- Provide design services and technical support for smaller in-house projects constructed by the City's other departments such as Water, Public Works, Fire and Parks and Recreation. These

may include projects such as a Library heating system replacement, a new outdoor skating rink, abatement and demolition of the abandoned Washington Street School Building and the old Public Safety Building and construction of new public parking facilities.

Environmental Services. The Environmental Services Department was created in 1998 to take on the management responsibility for all the City's environmental related programs. The most commonly used services are the Solid Waste Management Programs that include the landfill, recycle drop-off area, Zero-sort recycling, Pay-as-You-Throw and Universal Waste Collection (collection schedule) program.

The Department is also responsible for the management of the Water Pollution Control Facility (located on Oak Street), Sewer and Stormwater collection and conveyance systems, Stormwater Management Program and CSO Abatement Program.

These programs are dedicated to providing a safe, clean and healthy environment for all Brewer residents and businesses, while complying with all Maine Department of Environmental Protection (MDEP) environmental laws and regulations.

Finance Department. The goal of this department is to continually serve the public while collecting taxes and fees and administering the City's finances. The department is responsible for managing debt service and investments, tracking fixed assets and reporting in a timely manner on the many critical City functions through its financial reports.

Library. The Brewer Public Library is now in its 105th year of service to the residents of Brewer and surrounding communities. The library strives to provide equal access to information for people of all ages and backgrounds, promote lifelong learning and literacy and preserve our culture and history for future generations.

Parks and Recreation Department. The Brewer Parks & Recreation Department organizes, promotes, and supervises a comprehensive recreational, cultural, and social program that employs the leisure time of the citizens in a wholesome and constructive manner. The Brewer Auditorium serves as the community center for the city and is used extensively year-round for a wide range of recreational programs for individuals of all ages, as well as numerous rentals and special events. The Parks & Recreation Department serves the community with eight full time staff and sixty part-time, seasonal employees. The parks & cemeteries staff provides maintenance and supervision of all 19 parks and athletic facilities, 3 cemeteries, along with mowing and trimming of school, city hall, and municipal properties. The recreation division staff supervises programs that include the municipal swimming pool, adult and youth sport leagues, open gym activities, and the afterschool program. A seven member Parks & Recreation Advisory Commission, meeting quarterly, offers advice and support on parks and recreation programs, projects, and issues.

Planning Department. The Planning Department works on updates to plans and ordinances such as the Comprehensive Plan and the Land Use Code, which are the basis for how the City develops. This department reviews development projects and works with applicants through the site plan and subdivision process. The Planning Board and Conservation Commission also fall under the Planning Department and therefore prepares agendas, minutes, advertising, project packets, memos, draft orders, and general staff support. The Planning Department oversees the City

Technical Review Committee and provides technical expertise to other City departments and the Brewer school system.

The Planning Department also assists on community planning and projects. Such items include parks and trails, open space plans, annual streamside cleanup, the Brewer Land Trust, and community service projects.

The City Planner also serves on many City committees and ad-hoc committees as designated by the City Council. Such committees include the Technical Review Committee, Stormwater Post-Construction Review Committee, Stream Cleanup Committee, E-911 Committee, and the School Re-Use Committee. Many regional organizations such as the Bangor Area Comprehensive Transportation System, Maine Association of Planners, the Penobscot Valley Community Greenprint, the Lower Penobscot Watershed Coalition, and Maine Department of Transportation Public Advisory Committees also have participation by the City Planner.

Public Safety (Police & Fire). The Brewer Police Department is a professional police agency staffed by three administrative officers which are the Director Public Safety (Chief of Police), a Deputy Police Chief, and a Patrol Lieutenant. The patrol division is staffed by 13 uniformed patrol officers, which includes three Sergeants, three Corporals, and six Patrol Officers. The Criminal Investigations Division is staffed by two positions, a Detective Sergeant and one Detective. The department also has two full-time School Resource Officers (SRO's) whose primary duties are performed in the Brewer High School and Brewer Community School.

The Brewer Fire Department has a total of twenty-one fire department members. Currently there is one Director of Public Safety (Fire Chief), One Deputy Fire Chief, three Captains, one Lieutenant, 13 firefighters and two call firefighters. The Brewer Fire Department provides fire suppression, public fire education, fire code inspections, hazardous materials mitigation, environmental accident mitigation, water and other rescue services as well as emergency medical services. Utilizing two ambulances, the Department also provide emergency medical services in Holden, Clifton, Dedham, Eddington, Orrington, Amherst, Aurora and Osborne, producing income to the City. The Brewer Fire Department provides emergency medical services at the Paramedic license level with Brewer Fire Department staff and utilizing paramedics from Capital Ambulance.

Public Works Department. The Public Works Department is responsible for the maintenance of City streets, sidewalks, City-owned parking lots, storm water system, street signs and snow removal. The department is also depended upon to provide manpower support to all City departments as well as construction support to some City departments including Sewer, Water, Parks & Recreation, Engineering, Economic Development, Schools and Solid Waste.

Technology Department. The Brewer Technology Department provides access to information systems and computer technology to support the operations of all the City Departments. The Technology Department promotes the efficient use of technology through coordinated planning and acquisition of services, while staying current with technology applications and solutions. The Technology Department supports the computer and network needs of 100 plus users/workstations with multiple servers within the city departments.

Water Department. The Brewer Water Department is responsible for supplying the City of Brewer, and parts of Eddington, Holden and Orrington, with water obtained from Hatcase Pond, located in Dedham and Eddington. The Department serves about 9,000 people through 3,700 individual service connections, utilizing 20 miles of transmission mains and more than 40 miles of distribution lines. The Department's current staffing level is 10 full time positions and ½ part-time position to treat, maintain, repair, bill, and provide customer support, and meet state and federal requirements.

Boards and Committees

The Brewer City Council has established several standing committees with concentration in specific areas of local government policy.

The following is a list of current appointed boards and committees:

- **Board of Appeals**

The Board of Appeals consists of 7 regular members and up to 3 alternate members appointed by the City Council for 3-year terms each. The Board is empowered to:

- (1) Hear appeals of decisions, orders, rules or failure to act of the Code Enforcement Officer or any other official, person or board having jurisdiction to issue an order in connection with the use and occupancy of land normally denominated zoning;
- (2) Hear appeals from decisions of the Municipal Officers relative to the denial, suspension or revocation of an amusement license;
- (3) Hear appeals from rulings or decisions of the Code Enforcement Officer relative to the Housing Code;
- (4) To exempt an owner of property from connecting to a public sewer as required by Chapter 31 of the City Ordinances;
- (5) Hear complaints or disputes of any City employee regarding the application, meaning or interpretation of the City's personnel policies or agreements governing work activity and conditions of employment for City employees;
- (6) Decide appeals under the zoning ordinance;
- (7) Hear appeals of decisions of the Human Services Director.

- **Board of Assessment Review**

The Board of Assessment Review consists of 5 members appoint by the City Council for 3-year terms each.

The Board is empowered to hear appeals from the City Assessor's decisions on tax abatement requests.

- **Cemetery Board**

The Cemetery Board consists of 3 members appointed by the City Council for 3-year terms each. The Board is empowered to:

- (1) Set rules and regulations for the operation of all City owned cemeteries.

- (2) Present recommendations to the City manager on the appointment of a Superintendent.
- (3) Appoint a clerk.
- (4) Establish prices for cemetery lots. (All of the above are subject to approval by the City Council.

- Conservation Commission

The Conservation Commission consists of seven (7) members who are appointed for 3-year terms each.

The commission conducts research in conjunction with the Planning Board, into the local land areas and seeks to coordinate the activities of conservation bodies organized for similar purposes and may advertise, prepare, print and distribute books, maps, charts plans and pamphlets which in its judgment it deems necessary. It keeps an index of all open areas, publicly or privately owned, within the City, including open marsh lands, swamps and other wet lands for the purpose of obtaining information pertinent to property utilization, protection, development or use of such open areas and may recommend to the City Council or any City body or board, or any body politic or public agency of the State of Maine, a program for the better utilization, protection, development or use of such areas, which may include the acquisition of conservation easement.

The Commission assists the City Planner on the supervision of the public shade trees (all trees within or upon the limits of any highway; street trees), updates to the Brewer Community Forest Management Plan, and other reports and/or documents pertaining to public shade trees as necessary.

The Commission may acquire land in the name of the City for any of the purposes set forth in this Article with the approval of the City Council. The Commission may receive gifts in the name of the City for any of its purposes and administers the same for such purposes subject to the terms of the gift.

- Brewer Housing Authority

The Brewer Housing Authority has five regular members and two subsidized housing resident members. Members are appointed for 5 year terms. The members (called commissioners) meet on a regular basis on the fourth Monday of each month.

The Authority functions as an administratively independent Authority. It functions to assist residents of the City and state in securing decent, safe housing at prices they can afford. The Authority works with a variety of State and Federal programs to accomplish its objectives.(ref. M.R.S.A. Title 30-A § 4723)

- Library Board of Trustees

This board consists of 5 members elected to 3 year terms each.

The Trustees manage and invest the trust properties of the Department in accordance with the laws of Maine and the instrument which created the trust.

- Parks and Recreational Advisory Commission
This Commission's complement is seven (7) members appointed by the City Council and who serve for three (3) year terms each. They meet quarterly on the second Wednesday of that month with the Director of Parks, Conservation, and Recreation.

The Commission advises the Director, City Manager and the City Council on the care and superintendent of Public parks, playgrounds, athletic fields, skating areas and other lands and building and advises on the expenditure of all moneys appropriated for the improvement of the same. The Commission also advises the Director on recreational and cultural programs for the benefit of the citizens of Brewer.

- Planning Board
The Brewer Planning Board complement is seven (7) regular members and TWO (2) associate members. Each serves for a term of three (3) years. The Board meets regularly on the first Monday of each month and more often as demands dictate.

This body serves as a study and planning agency for the City. It is responsible for the preparation and amendment of the Comprehensive Plan for the City. The Board acts as the Site Plan Review and Subdivision Approval Authority under the City's Land Use Code, the Reviewing Authority for Planned Unit Development under said code, and the reviewing authority under the Mobile Home Park Ordinance. Public Hearings are held by the Board on proposed amendments to the Land Use Code and Zoning Map, site plan review applications and on land subdivision proposals.

- E911 Committee
The E-911 (Enhanced 9-1-1) was established with the authority to assign road names and numbers to all properties. The committee is responsible for maintaining a city street map, an alphabetical list of property owners showing assigned property numbers, and an alphabetical list of all streets, roads and ways with property owners listed in order of their assigned numbers. The committee members are appointed by the Chairman of the City Council (Mayor).
- Historic Resources Advisory Committee
- Comprehensive Plan Committee
- Registration Appeals Board
- Registrars, Wardens and Ward Clerks
- Solid Waste Advisory Committee
- Technical Review Committee (City Staff)
- Stormwater Management Plan Committee (City Staff)
- Streamside Cleanup Committee (City Staff)
- Safety Committee (City Staff)
- Wellness Committee (City Staff)
- BACTS Policy and Technical Committee representatives (City Staff)

The City Council also appoints members to Ad Hoc Committees as required. Examples of current and previous Ad Hoc committees are:

- Housing Development Advisory Committee
- Doyle Field Committee
- School Relocation Committee
- Vacant School Site Reuse Committee

The following is a list of elected boards and committees:

- Superintending School Committee
- High School District Trustees

Other

Other positions outside of City Staff include:

- Harbor Master – This position is currently shared with the City of Bangor as the two municipalities share the Penobscot River and harbor.
- Animal Control Officer

Major City-Owned Properties

The table below contains a listing of major publicly owned properties, parks and facilities in the City of Brewer.

Key:

MO - Municipally Owned

ME - Municipal Easement

SCH - Municipal School Department

SCR - State, County, or Regional

NAME/PARCEL	TYPE	LOCATION	MAP LOT	ACRES	NOTES
MAJOR PARKS					
Brewer Auditorium Complex	MO	Wilson St & State St	M31 L21	8.90 Ac	Auditorium, Pool, Doyle Field
Children's Garden	ME	South Main St	p/o M28 L189		Gardens
Eastern Park	MO	South Main St	M26 L27	2.98 Ac	Playground
Fling Street Park	MO	Fling Street	M29 L31	0.42 Ac	Playground
Indian Trail Park	MO	North Main Street	M37 L1	7.5 Ac	Walking trails
Maple Street Park	MO	Maple Street	M28 L1	7.60 Ac	Ballfield
Mullen Park	MO	Mullen Way, Wilson, State	M50 L12	4.4 Ac	Playground
Sherwood Forest	MO	Friar Tuck & Rotherdale	M48 L74	10.86 Ac	Walking trails
Sunset Memorial Park	MO	Parkway South	M42 L155	6.27 Ac	Courts
Dougherty Recreational Complex	MO	100 Washington Street	M34 L56	8.3 Ac	Ballfields

NAME/PARCEL	TYPE	LOCATION	MAP LOT	ACRES	NOTES
MINOR PARKS					
Boat Landing	MO	North Main Street	M18 L12	1.13 Ac	Penobscot River boat landing
Centennial Monument	SCR	South Main St & River	M27 L17	0.44 Ac	Monument (State of Maine)
Chamberlain Freedom Park	SCR	North Main Street	M33 L158	0.50 Ac	Monuments (State leased to Brewer Historical Society)
McCarthy Park/Scenic turnouts	MO	South Main St & River	M27 L1	0.23 ac	Penobscot River
McCarthy Park/Scenic turnouts	MO	South Main St & River	M27 L3	0.20 Ac	Penobscot River
McCarthy Park/Scenic turnouts	MO	South Main St & River	M27 L4	0.34 Ac	Penobscot River
McCarthy Park/Scenic turnouts	MO	South Main St & River	M27 L6	0.09 Ac	Penobscot River
McCarthy Park/Scenic turnouts	MO	South Main St & River	M27 L7	0.14 Ac	Penobscot River
Scenic turnout	MO	South Main St & River	M27 L14	0.21 Ac	Penobscot River
State Street Hill	MO	State St & North Main St	M30		Clock
Veteran's Park	MO	Penobscot Square & River	M30		Picnic table structure
Brewer Riverwalk	ME	Along Penobscot River			Trail
FACILITIES/OTHER					
Brewer City Hall	MO	80 North Main Street	M29 L130	0.50 Ac	City Hall
City Hall Parking Lot	MO	Church Street	M30 L4	0.50 Ac	
Brewer Public Library	MO	100 School St	M28 L14	1.88 Ac	Library and Park
Public Safety Building	MO	151 Parkway South	M13 L37	2.5 Ac	Police & Fire Station
Brewer Community School	SCH	92 Pendleton St	M42 L1	19.44 Ac	PreK-8 grade school, track
Performing Arts Center	SCH	Brewer Community School	M42 L1		
Brewer High School	SCH	79 Parkway South	M13 L36	28.15 Ac	High School, tennis courts
School Admin Offices	SCH	Parker St & Center St	M31 L49A		And gymnasium
vacant land	SCH	Highland Street	M31 L14	0.19 Ac	
vacant land	MO	Center St & Highland St	M31 L 38-1	1.85 Ac	
former Capri Street School site	MO	49 Capri Street	M44 L13	6.75 Ac	Multi-purpose field, playground
Public Works Facility	MO	221 Green Point Road	M12 L9	5.8 Ac	And other City departments
Hatcase Pond water supply facility, tanks, and lines	MO	Dedham, Eddington, and Holden, Maine			
Water Tank	MO	Dirigo Drive	M2 L10C	0.21 Ac	Water Tank
Wastewater Treatment Plant	MO	37 Oak Street	M51 L4	11.3 Ac	Waste Water Treatment Plant
Landfill	MO	Elm Street	M6 L13	71.79 Ac	Landfill
Landfill	MO	Wiswell Road	M6 L18	114.98 Ac	Landfill
Landfill	MO	Elm Street	M11 L1	35.0 Ac	Landfill
North Brewer Cemetery	MO	Day Road	M18 L63	1.75 Ac	Cemetery
Oak Hill Cemetery	MO	South Main Street	M28 L156	10 Ac	Cemetery
Woodlawn Cemetery	MO	North Main Street	M16 L22	65 Ac	Cemetery
Parking Lot	MO	Acme Road	M13 L39	6.12 Ac	
Parking Lot	MO	Acme Road	M13 L44	2.27 Ac	
Parking Lot	MO	122 South Main Street	M28 L47	0.36 Ac	
Brewer Armory	SCR	133 Elm Street	M21 L31	5.5 Ac	State of Maine

Source: City of Brewer

Library

The Brewer City Library is located at 100 South Main Street in a former school building. Its services include books, periodicals, full-text newspapers, public access computers, story time, a knitting club, a book club, fax service, photocopy service, Passport Agent Services, downloadable ebooks and audios,

Municipal Government

24/7 WiFi access (both inside and outside), and the only toddler sized play equipment in the area. The History Room houses a collection of Brewer historical information, including primary documents (letters, etc.), Brewer High School yearbooks, genealogical registers (from the local area and the state), Brewer cemetery records, Chamberlain family artifacts (including portraits of the Chamberlain parents, a bust of Joshua Chamberlain himself, and a commendation document signed by Abraham Lincoln), and antique items from the Eastern Fine Paper mill.

Regional Coordination

Brewer coordinates with a number of communities in the greater Bangor/Brewer area, and has been a leader in the area of regional coordination. The City's efforts are highlighted in the paragraphs below.

Economic Development. The City is a Founding Partner of the Cross Insurance Center, a regional conference center and arena located in Bangor. Being a partner allows the City of Brewer and Brewer businesses to market themselves within the arena itself and in all their electronic media. Brewer is also heavily involved and has taken a leadership role in a number of regional economic development organizations and initiatives. These include:

- Bangor Region Development Alliance
- Bangor Region Chamber of Commerce Board
- Greater Bangor Convention and Visitors Bureau
- Bangor Area Target Development Corporation
- Action Committee of 50
- Mobilize Eastern Maine (informal working group)

Harbor Master. Bangor and Brewer share a harbor master.

Housing. The Brewer Housing Authority accepts applications from Brewer residents as well as residents of other communities. The growing number of housing units serves to draw people from other areas into the community, and may account for some of the population increase reflected by the Census during the 2000-2010 period. The waiting list as of mid-December, 2012, included a total of 331 applicants.

Library. The Library and its programs are open to people outside of Brewer.

Parks and Recreation. The Brewer Parks and Recreation programs are offered to non-Brewer residents. The Brewer Land Trust and the Bangor Land Trust work together on land holdings and events.

Performing Arts Center. The Performing Arts Center at the Brewer Community School is used for regional events.

Planning. Brewer participates in a number of regional initiatives that impact Brewer including the Bangor Area Comprehensive Transportation System, the Penobscot Valley Community Greenprint, the Lower Penobscot Watershed Coalition, Maine Department of Transportation Public Advisory Committees and the HOP (Heart of Penobscot) Trails.

Public Safety. The Public Safety Department has mutual aid agreements for firefighting with seven communities: Orrington, Bucksport, Holden, Dedham, Clifton, Eddington and Bangor. The Department can respond to calls for assistance from other communities, and provides ambulance service within a range of about 60 miles from Bangor. The Department also provides classroom space for regional training sessions and also the firing range for regional entities to use for practice.

Public Works. When feasible, the Public Works Department makes purchases with Bangor and/or other communities.

Regional events. The City organizes the Joshua Chamberlain Golf Classic Tournament each year with proceeds going to regional charities. City employees volunteer on charity walks and campaigns such as United Way and Walk for the Homeless. City staff also work on projects, studies, and workshops with organizations such as the University of Maine, EMDC, and NEMO stormwater.

Schools. The School Department accepts tuition students from surrounding communities. For the current school year, the student body includes tuition students from nearby communities including students from Holden, Clifton, Dedham, Aurora, Eddington, Orrington and private schools.

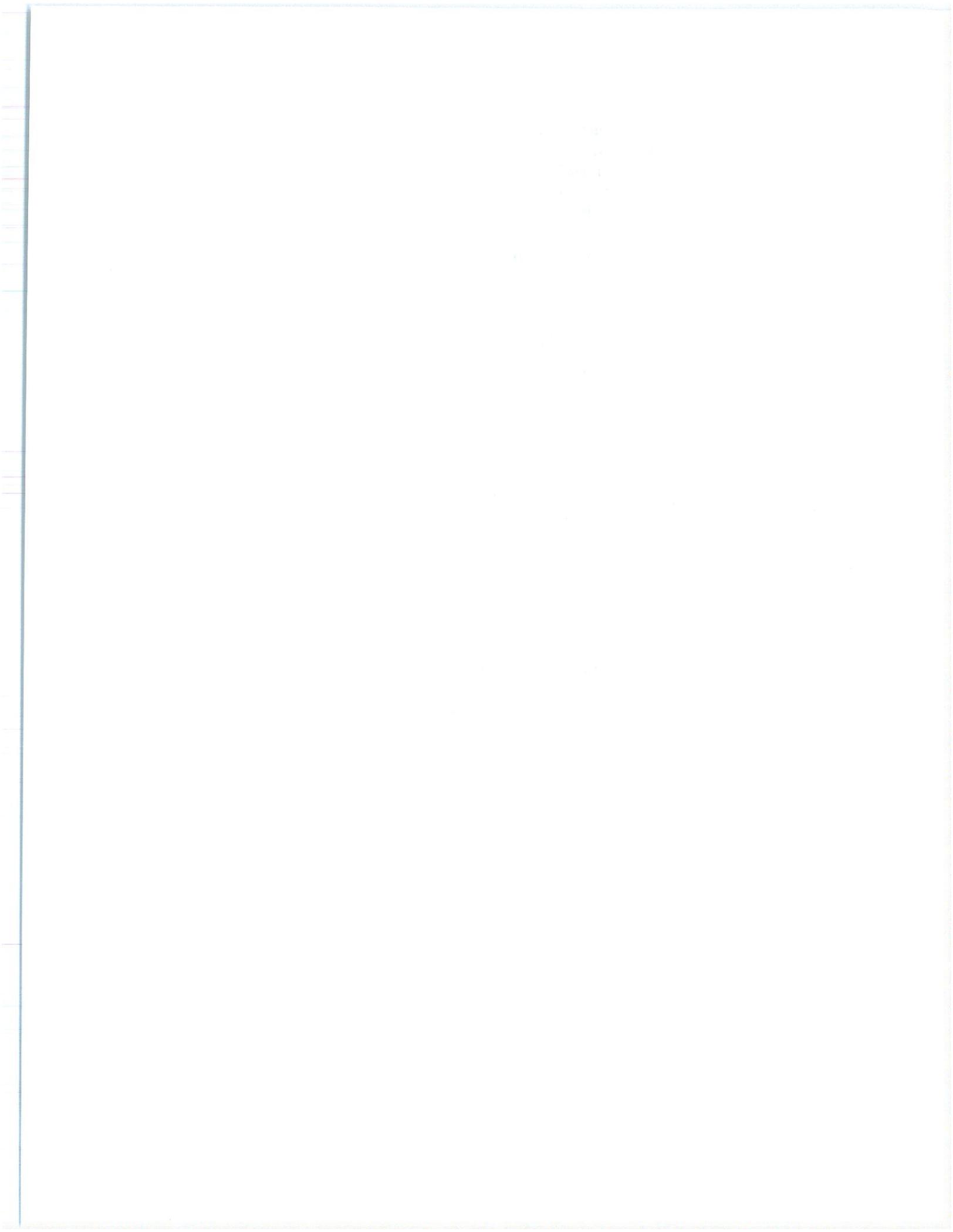
Solid waste. Each year, the City of Brewer participates in the Regional Household Hazardous Waste Program which is scheduled for the first Saturday in October. Waste that is accepted by the program includes paint, thinner, gasoline, used motor oil, pesticides and fertilizer.

Transportation. Brewer works closely with BACTS, the Metropolitan Planning Organization for the Bangor/Brewer area. BACTS is the Bangor Area Comprehensive Transportation System. It is the organization designated by the federal government and Maine state government to carry out transportation planning on the Greater Bangor urbanized area. The BACTS area includes Bangor, Brewer, and major portions of Hampden, Orono, Old Town, Milford, Bradley, Orrington, and the Penobscot Indian Nation.

Wastewater treatment. The City accepts septic tank wastes from area haulers at the City's wastewater treatment facility.

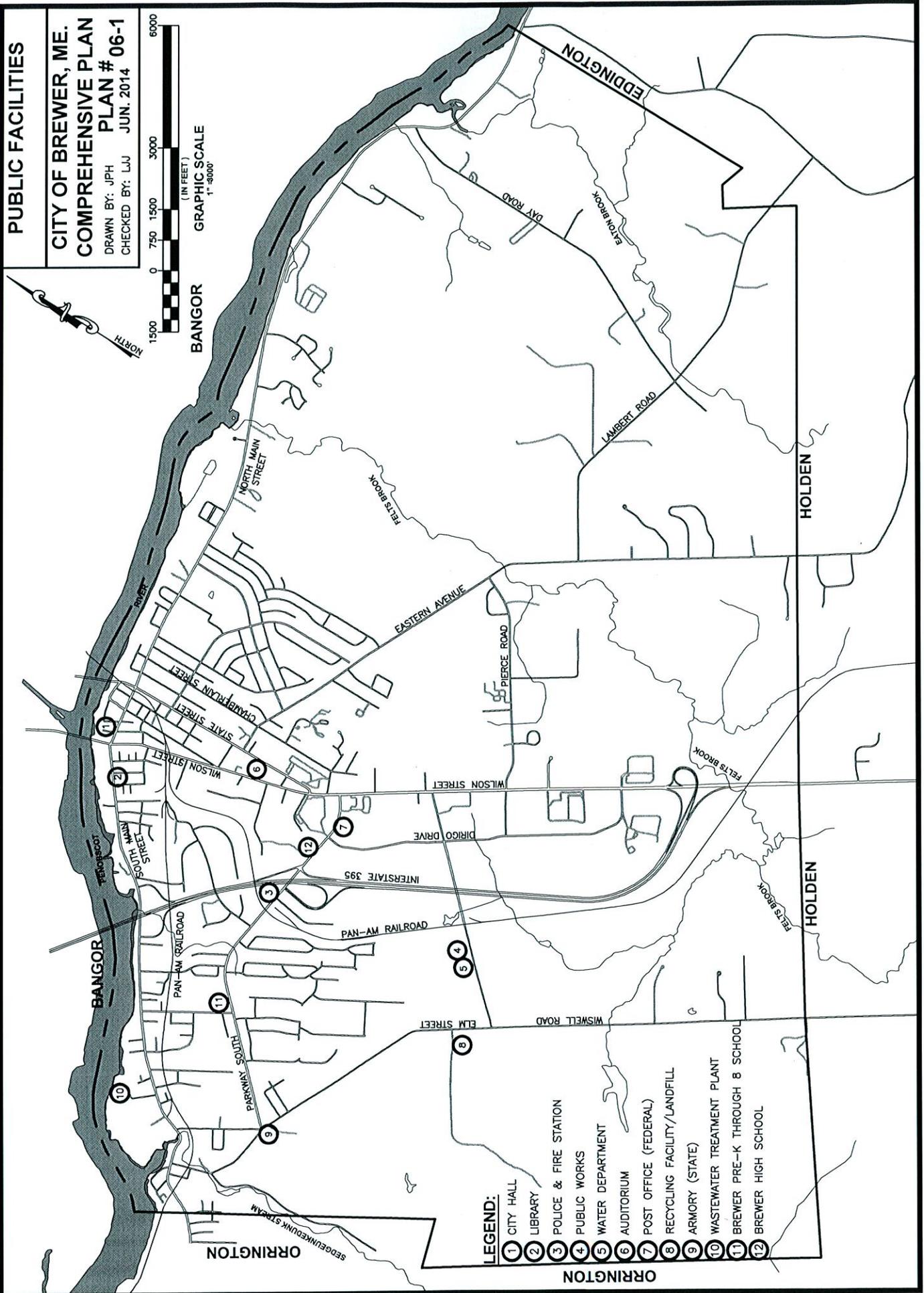
Water resources. The City of Brewer has partnered with local citizen volunteers in its annual cleanup of stream corridors, which has now expanded to City-wide locations. In addition, the Water Department has worked closely with landowners to help protect the quality of Hatcase Pond. The City also participates with the Brewer Land Trust, the Bangor Area Stormwater Group, and the Lower Penobscot Watershed Coalition for education resources.

Water supply. The Brewer Water Department is responsible for supplying the City of Brewer, and parts of Eddington, Holden and Orrington, with water obtained from Hatcase Pond, located in Dedham and Eddington. The Department serves about 9,000 people through 3,700 individual service connections, utilizing 20 miles of transmission mains and more than 40 miles of distribution lines. The water systems of Bangor and Brewer interconnect in Eddington which allows full coverage of water supply to the other community if needed.



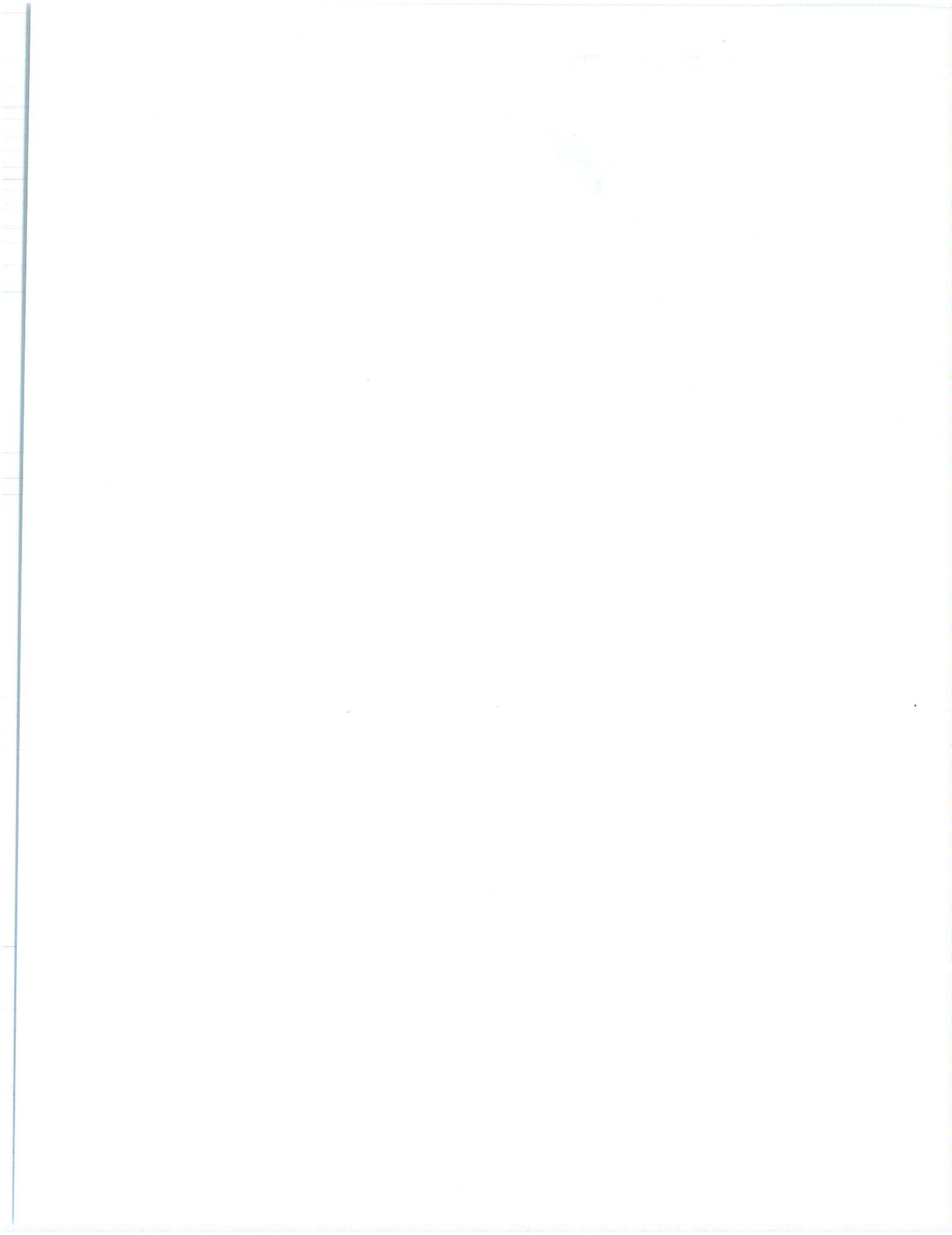
PUBLIC FACILITIES

**CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 06-1**
DRAWN BY: JPH
CHECKED BY: LJJ JUN. 2014



LEGEND:

- 1 CITY HALL
- 2 LIBRARY
- 3 POLICE & FIRE STATION
- 4 PUBLIC WORKS
- 5 WATER DEPARTMENT
- 6 AUDITORIUM
- 7 POST OFFICE (FEDERAL)
- 8 RECYCLING FACILITY/LANDFILL
- 9 ARMORY (STATE)
- 10 WASTEWATER TREATMENT PLANT
- 11 BREWER PRE-K THROUGH 8 SCHOOL
- 12 BREWER HIGH SCHOOL



7. Municipal Finances

Historical Valuations and Taxes

Both the City of Brewer and the State of Maine compute valuations for the City (“valuation” in this context is the sum total of the value of all properties in the City). The State compiles and adjusts its figures to reflect actual property transactions, and hence market values. In theory, Brewer’s valuations will reflect market value only in those years in which the City conducts a revaluation and adjusts values to reflect market conditions. Brewer completed a revaluation in 2006. State valuation figures for any given year are two years old, and thus do not reflect recent changes in property values. State law requires that when a municipality’s valuation drops below 70% of the State valuation, a revaluation must be undertaken.

Table 1 provides a summary of Brewer’s State valuation, municipal valuation, the property tax commitment and tax rate for the years 2005 through 2014 (the most recent year for which data is available), as reflected in municipal valuations prepared by the Maine Revenue Services Bureau and in data compiled by the City of Brewer. During the period 2005 through 2014, Brewer’s valuation rose from \$598.3 million to \$772.6 million, a gain of about 29%. Property taxes during that period have fluctuated somewhat, but have remained relatively stable.

A high valuation does not necessarily mean that taxes are high. A community with a high valuation can raise a given sum of money with a relatively low tax rate, whereas a community with a low valuation can raise the same amount of money only with a higher tax rate.

Year	State Valuation in \$	City Valuation in \$	Brewer Tax Commitment in \$	Tax Rate
2005	551,650,000	598,279,600	12,670,545	0.02118
2006	623,450,000	616,588,800	12,366,860	0.02006
2007	677,700,000	656,676,100	12,411,178	0.01890
2008	738,950,000	735,732,800	13,279,989	0.01805
2009	746,850,000	786,195,600	14,112,223	0.01795
2010	746,500,000	781,762,800	14,032,642	0.01795
2011	737,900,000	778,524,400	13,974,513	0.01795
2012	732,150,000	773,256,900	13,879,973	0.01795
2013	716,000,000	779,637,300	14,805,312	0.01899
2014	715,750,000	772,610,300	16,163,007	0.02092

Sources: Municipal Valuation Returns, 2005-2011, Maine Revenue Services; City of Brewer

Valuation Comparisons

State valuation comparisons and full value per capita valuations are two measures of a community's wealth relative to other communities. Table 2 contains a summary of State valuations and per capita valuations for Brewer and a number of comparison communities with similar populations. Brewer's 2011 per capita valuation (\$77,821) is higher than that of Bangor, Old town, Orono, Presque Isle, Winslow and Penobscot County as a whole, but lower than per capita valuations for Ellsworth, Rockland, Winslow and the State of Maine as a whole.

Table 2 also contains 2011 local taxes per capita. While Brewer compares favorably with most of the jurisdictions shown in the table, these figures do not reflect the extent to which commercial and industrial properties contribute to tax payments. Note: The 2011 tax commitment shown in the state's Municipal Valuation Report is actually the Brewer tax commitment for FY 2012. It is not known whether the FY 2011 data for other communities is also for another fiscal year.

	2010 Population	2011 State Valuation in \$	Full Value Per Capita	2011 Tax Commitment	Local Taxes Per Capita
Brewer	9,482	737,900,000	\$77,821	\$13,879,973	\$1,464
Bangor	33,039	2,446,650,000	\$74,053	\$48,436,059	\$1,466
Ellsworth	7,741	1,086,500,000	\$140,357	\$15,597,761	\$2,015
Old Town	7,840	506,600,000	\$64,617	\$8,787,951	\$1,121
Orono	10,362	414,600,000	\$40,012	\$8,816,656	\$851
Presque Isle	9,692	565,150,000	\$58,311	\$12,085,137	\$1,247
Rockland	7,297	792,050,000	\$108,544	\$14,513,098	\$1,989
Topsham	8,784	837,800,000	\$95,378	\$15,022,904	\$1,710
Winslow	7,794	580,150,000	\$74,435	\$8,743,500	\$1,122
Penobscot Co	153,923	10,687,200,000	\$69,432	\$174,845,116	\$1,136
Maine	1,328,361	163,424,200,000	\$123,027	\$2,100,857,920	\$1,582

Source: 2011 Municipal Valuation Returns, Maine Revenue Services and calculations

Industrial Valuation

According to information provided by the City of Brewer, 45% of the City's valuation comes from commercial/industrial/personal property, and 55% comes from residential property. Table 3 shows that industrial property in Brewer constitutes 3% of the tax base, which is more than some of the other jurisdictions shown in the table but less than half the percentage in Old Town, Rockland and Winslow. The State's Municipal Valuation Returns reports do not reflect commercial valuation, so comparisons with other communities cannot be derived from those reports. Note: The 2011 data shown in the state's Municipal Valuation Report is actually Brewer data for FY 2012. It is not known whether the FY 2011 data for other communities is also for another fiscal year.

Table 3
Industrial Valuation

	2011 Municipal Valuation	2011 Industrial Valuation	% Industrial of Total	2011 Tax Rate	2011 Amount Raised from Industrial
Brewer	\$773,256,900	\$25,539,100	3%	0.01795	\$458,427
Bangor	\$2,522,711,400	\$95,840,300	4%	0.01920	\$1,840,134
Ellsworth	\$1,071,274,810	\$21,900,600	2%	0.01456	\$318,873
Old Town	\$480,215,900	\$26,878,800	6%	0.01830	\$491,882
Orono	\$413,927,500	\$1,649,700	0.4%	0.02130	\$35,139
Presque Isle	\$514,261,150	\$27,036,400	5%	0.02350	\$635,355
Rockland	\$772,795,400	\$50,669,900	7%	0.01878	\$951,581
Topsham	\$930,210,790	\$16,537,460	2%	0.02130	\$352,248
Winslow	\$564,096,800	\$47,207,600	8%	0.01550	\$731,718

Source: 2011 Municipal Valuation Returns, Maine Revenue Services and calculations

Residential Taxes

Taxes on homes in Brewer are roughly equivalent to the other jurisdictions shown in Table 4. The tax on the median value home (2010 Census) is \$3,003, which is above five of the jurisdictions and below three of them. However, since the median value home constantly changes, it may be more meaningful to pick a single home value for all jurisdictions and compare the potential taxes. Using a figure of \$175,000, Brewer's taxes would be below all jurisdictions except Ellsworth and Winslow.

Table 4
Tax on Median Value Home

	2011 Tax Rate	Median Home Value	Tax on Median Value Home	Tax on \$175,000 Home
Brewer	0.01795	\$167,300	\$3,003	\$3,141
Bangor	0.01920	\$149,400	\$2,868	\$3,360
Ellsworth	0.01456	\$172,600	\$2,513	\$2,548
Old Town	0.01830	\$139,100	\$2,546	\$3,203
Orono	0.02130	\$190,500	\$4,058	\$3,728
Presque Isle	0.02350	\$110,000	\$2,585	\$4,113
Rockland	0.01878	\$178,200	\$3,347	\$3,287
Topsham	0.02130	\$208,000	\$4,430	\$3,728
Winslow	0.01550	\$138,400	\$2,145	\$2,713

Source: 2011 Municipal Valuation Returns, Maine Revenue Services and calculations

Municipal Revenues and Expenses

Table 5 on the next page contains a summary of City revenues and expenses for the period FY 2010 through FY 2013. The information in Table 5 is taken from the City's annual audits but does not show any of the detailed breakdowns contain in those reports. As shown in Table 5, there has not been much fluctuation in the various categories during the four-year period.

Revenues	2010	2011	2012	2013
Taxes	\$15,758,951	\$15,423,197	\$15,481,028	\$16,361,331
Licenses and permits	334,281	397,916	427,092	360,450
Intergovernmental	9,293,016	10,761,313	11,195,321	10,604,338
Local sources	6,284,103	4,985,598	4,811,011	4,999,529
Interest earned	47,082	32,399	23,010	11,999
Total revenues	\$31,717,433	\$31,600,423	\$31,937,462	\$32,337,647
Other financing sources				
Reserves and carry forwards	\$9,921	\$15,300	\$4,861	\$6,000
Transfers from other funds	156,516	373,352	421,723	361,340
Transfers to other funds	-	-	-22,000	-312,680
Total other financing	\$166,437	\$388,652	\$404,584	\$54,660
Expenditures				
Administration	\$1,885,630	\$1,680,336	\$1,758,726	\$1,738,949
Protection	4,260,272	4,153,955	4,203,418	4,335,989
Public services	253,815	256,477	297,092	166,141
Public works	1,834,957	1,917,650	2,048,852	2,117,653
Unclassified	2,673,873	2,718,608	2,748,029	2,705,159
Education (see note)	16,543,241	18,001,032	18,341,028	19,180,056
Debt service principal	2,539,466	1,348,578	1,351,588	1,501,735
Debt service interest	972,225	779,348	820,460	624,348
Assessments	1,200,760	839,247	870,461	1,096,333
Total expenditures	\$32,164,239	\$31,695,231	\$32,439,654	\$33,466,363

Source: City of Brewer Annual Financial Reports, 2010-2013

Note: The increase in Education expenditures from 2010 to 2011 was due to commencement of debt service payments on the Brewer Community School. The State pays 93% of this BCS debt service.

Some of the City's major revenue sources for FY 2012 that are not shown separately in Table 5 include:

- Property taxes: \$13,946,616
- State aid for education: \$9,676,726

• School department tuition and fee revenue:	\$2,745,718
• Vehicle excise taxes:	\$1,441,723
• TIF revenues:	\$996,980
• State revenue sharing:	\$965,668
• Parks and Recreation:	\$395,130
• Public Works:	\$396,522
• Ambulance fees:	\$362,786
• Homestead Exemption:	\$182,282
• State Local Road Assistance Program:	\$134,300
• Cable television:	\$114,284

Grants. Over the past decade, the City has increased its use of alternative sources of revenue to supplement tax dollars. The City has aggressively pursued grant opportunities and been successful at bringing tens of millions of dollars to the community to support important development projects including stabilization of the Penobscot River shoreline, the start of the waterfront trail, remediation and redevelopment of the former Eastern Fine Paper mill site and the former school properties, and multiple water and sewer improvement projects, among others.

TIF Revenue. In this time period, the City has also effectively used tax increment financing (TIF) to generate revenue dedicated for approved infrastructure improvements and economic development expenses. The TIF program allows the City to capture a portion of new taxable value generated by a project and use those new tax revenues for certain state-approved expenses in support of economic development. In some cases, a fraction of the new tax revenue might be returned to the company to support its business operations. However, in Brewer, the City retains most of the TIF revenue and uses the funds to pay for approved operating and capital expenses related to economic development. In FY13, the City returned just 7% of TIF revenue to companies.

The most significant benefit TIFs provide is a tax-sheltering effect. Tax value that is included in a TIF district is excluded from our State Assessed Valuation, which is used to calculate our State revenue sharing, State aid to education and County tax amounts. By sheltering tax value in TIFs, we lower our state valuation, which in turn results in higher revenue sharing and education subsidies and lower County tax bills. As part of the most recent TIF approved in 2010, the City calculated that \$0.53 of every new, unsheltered tax dollar generated in Brewer leaves the City as a result of lower subsidy payments or higher tax payments. In contrast, the City gets to keep—and use in the community—100% of tax dollars generated in TIF districts.

Impact Fees. Impact fees are another economic development tool the City uses. Impact fees are a charge on new development to help fund and pay for the construction or expansion of needed infrastructure improvements to support the development zone. Brewer has one impact fee zone that extends along Wilson Street from Parkway South to I-395 and across to Dirigo Drive. All business proposals within the zone are evaluated to determine whether they generate new vehicle trips and new water and/or sewer usage. If so, the impact fee they owe is determined by that specific growth impact. The fees collected support the cost of nine specific infrastructure improvements the City made to facilitate development in this zone.

Long-Term Debt

According to the Annual Financial Report (audit) for the year that ended June 20, 2012, the City of Brewer had total bonds outstanding as of that date of \$40,892,788. This included \$18,751,868 for governmental activities and \$22,140,920 for business-type activities (water and sewer).

State law limits the amount of general obligation debt a municipality may issue to 15% of its total assessed valuation, with a further limit of no more than 7.5% of state assessed valuation in enterprise fund debt. The current debt limit for the City of Brewer is \$109,822,500 and \$54,911,250 for its water and sewer funds.

Brewer is rated Aa3 by Moody's Investors Service and AA- by Standard and Poor's. The City received its most recent upgrades from both firms in 2010. The City is proud of its strong bond rating, which speaks to the City's sound financial management and overall fiscal health. A high bond rating assists the City in obtaining long term bond financing at favorable interest rates.

Analysis

1. **How future capital investments identified in the plan will be funded.** Future capital investments identified in the Comprehensive Plan will be funded through the City's Capital Improvements Program.
2. **Borrowing capacity.** As documented in the Annual Financial Report, Brewer has sufficient borrowing capacity to fund future capital obligations. As of June 30, 2012, the City's total debt amounted to 37% of its statutory limit.
3. **Extent to which Brewer shares capital investments with neighboring communities.** Brewer works closely with a number of communities in the sharing of its capital assets. Examples include public safety (police, fire, ambulance), sewage treatment septic tank waste services) and water supply.

8. Schools

The Brewer School Department has a unique governing structure. In addition to the elected School Committee that oversees the Superintendent of Schools and makes policy decisions, there is also an elected District Board of Trustees. The Trustees are charged with owning and maintaining the school buildings and grounds. Both boards work together closely to provide the educational programming and facilities to meet the needs of our city.

The City of Brewer has placed a high priority on the quality of its school system, both in terms of its curriculum and facilities. The City educates a combined total of about 1700 students including roughly 970 students at the new Brewer Community School (grades pre-K through 8) and 733 at Brewer High School (grades 9-12). The School Department accepts tuition students from surrounding communities. For the current school year, the student body includes tuition students from nearby communities including students from Holden, Clifton, Dedham, Aurora, Eddington, Orrington and private schools.

As shown in the following table, total enrollment has fluctuated, but has not dropped significantly as it has in other school systems.

Brewer School Department 5-Year Enrollment Overview					
Grade	2008-09	2009-10	2010-11	2011-12	2012-13
4 Year Olds	33	60	55	58	62
K	97	92	118	87	93
1	114	87	97	105	96
2	113	115	88	96	109
3	113	112	110	83	93
4	96	110	116	106	84
5	92	95	105	120	108
6	96	95	93	100	118
7	87	90	99	98	106
8	108	87	93	94	101
Total Community School	949	943	974	947	970
9	204	228	212	181	194
10	189	192	196	187	183
11	181	159	175	186	171
12	211	180	160	166	185
Total High School	785	759	743	720	733
Total School Department	1,734	1,702	1,717	1,665	1,703

For years the Brewer School Department had five school buildings spanning Pre-K through eighth grade; one of which was closed in 2004 due to severe structural deficiencies. Hence, students in the affected school were relocated to temporary portable classrooms located on the remaining school sites. This caused an overcrowding situation in already inadequate buildings constructed between 1925 and 1957. These schools were simply unable to meet today's educational needs. In 2007 Brewer voters overwhelmingly approved construction of a new \$33m school housing all Pre-K to grade eight students under one roof. Maximizing common spaces to minimize construction costs were but one of the principal advantages of this arrangement. More importantly, there were numerous educational advantages and possibilities for educating all our elementary students at one site.

The new Brewer Community School was constructed to create five separate wings located on two stories. The first floor contains wings housing Pre-K and kindergarten, first and second grades while the second floor houses wings containing third and fourth grades, fifth and sixth grades and seventh and eighth grades. Such an arrangement facilitates developmentally appropriate cross grade groupings to maximize instructional effectiveness. The school design incorporates Brewer's economic history with wings themed to reflect; the Penobscot River, ice harvesting, forestry and papermaking, maritime industry, and brick manufacturing. The school is located in a rather densely populated residential area thus encouraging many children to become more physically active by walking or biking to their neighborhood school. Moreover, Brewer voters approved \$2.5m locally to fund a state of the art performing arts center. This addition adds a vibrant cultural dimension to the city.

The citizens of Brewer also voted to borrow \$8.1 million for renovations to the high school including improvements to security, kitchen facilities, cafeteria, offices and the addition of a lecture hall.

Both Brewer Community School and Brewer High School incorporate the latest technologies and will serve our students and community well into the future.

Pendleton, Washington, State and Capri Street Schools have all be demolished. The site of the former Pendleton Street School is now part of the Brewer Community School property; the Washington Street School site is now the Dougherty Recreational Complex; the State Street School site has been approved for a new multi-family building; and Capri Street School is currently recreational fields with the potential sale of a few house lots. The Brewer Housing Authority purchased the former Middle School with approval to renovate it for senior housing.

Maintaining a high quality school system and managing facilities is a challenge exacerbated by uncertain state funding levels and tight municipal budgets. The city has taken on a greater portion of school funding as the state has shifted costs to the local property tax base. Balancing the financial obligations within the community to provide services will prove challenging in the future.

9. Public Works

The Public Works Department (PWD), headquartered in the public works building, is responsible for operating the landfill, maintaining city sewers and storm drains, maintaining and snowplowing roads and sidewalks, designing construction projects and overseeing contractual construction projects. The PWD maintains all City vehicles and equipment, undertakes equipment reconditioning to save the City money, and contracts with the Water Department and Environmental Services Department for projects.

The PWD maintains and operates the fueling facility for the City, School Department and the Brewer Housing Authority, using a MEMS database and fuel key system to track fuel use. The PWD works with the City of Bangor where feasible on the purchase of rock salt, painting, materials and parts.

Safety is an important component of the Department's mission and is supported by an in-house safety committee and approximately 50 policies on safety. On-going training through conferences and workshops takes place on topics such as traffic control, storm water technologies and stream barriers.

Staff

The Department has a total staff of 19 people (down from a total of 26 in 1995). The staff includes a Director, Office Manager, Purchasing Agent, Shop Foreman, two Mechanics, two Sewer technicians (who work under the Environmental Services Department), a Recycling Coordinator, a Landfill Operator, and nine staff members who work on the outside crew. The PWD utilizes a summer crew for projects such as painting crosswalks (the number of intersections to be painted has doubled over the years).

Responsibilities

The Department performs a wide range of functions to help the City of Brewer and its departments serve its residents and businesses. These include:

Winter plowing. Plowing, sanding and salting streets and sidewalks (63 miles of road including 14 miles of state and state aid road, 49 miles of local roads, 41 miles of sidewalks). Keeping roads clear and passable is a major priority of the PWD.

Street and sidewalk maintenance. Maintenance, repair and minor construction of roads, crosswalk painting, street sweeping.

City vehicle and equipment maintenance: maintenance of all city vehicles and heavy equipment (about 100 units). The Department keeps detailed records on each vehicle and reminds other departments when required maintenance is due.

Fuel facility. Maintaining and operating the fuel facility for all City vehicles.

Purchasing: purchase of supplies and equipment.

Landfill: operation of the landfill and recycling center.

Signs: maintenance, repair and replacement of all signs.

Sewer lines: maintenance of sanitary sewer lines and the storm water system.

Construction: minor construction projects for all city departments on projects that can be completed in six weeks to two months);

Trees and brush: maintenance of street trees, removal of brush and storm debris on City property.

Traffic control: coordination with Public Safety on traffic control projects.

Special projects: deployment of crews for spring clean-up, leaf collection, Christmas tree recycling, and misc. projects such as tearing down old buildings for City projects and assisting in railroad crossing work).

Equipment. Utilization, maintenance and reconditioning a wide range of equipment to meet its responsibilities. Major pieces of equipment include:

- Dump trucks with plows (7)
- 1-ton trucks (3)
- Double axle truck (1)
- Pick-up trucks (7)
- Street sweeper (2)
- Storm water truck
- Vacter sewer flusher truck (belongs to Environmental Services Department)
- Tractor trailer with low bed trailer plus 25-yard dump trailer and tanker trailer
- Front end loader (2)
- Skid steers (2)
- Backhoe loader
- Bulldozer
- Grader
- Excavator
- Trash compactor
- Trackless sidewalk plows (2)
- Bombardier sidewalk plow

Challenges

- Department responsibilities have continued to increase without an increase in staff;
- The Department relies on summer staff to fulfill responsibilities such as painting intersections, but funding these part-time positions is a challenge.

10. Water Supply

The Brewer Water Department supplies the City of Brewer, and parts of Eddington, Holden and Orrington, with water obtained from Hatcase Pond, located in Dedham and Eddington. The Department serves about 9,000 people through 3,700 individual service connections, utilizing 20 miles of transmission mains and more than 40 miles of distribution lines.

The mission of the Brewer Water Department includes the following:

- To provide high quality drinking water to its customers.
- To provide continuous, uninterrupted service to its customers.
- To do so at the most reasonable cost possible.
- To hold the protection of Hatcase Pond, and its watershed, above all other considerations.

Hatcase Pond

Hatcase Pond has been the City's water supply since the 1950s. From the beginning, the Brewer Water District and now the Brewer Water Department, have realized the importance of protecting this 164 acre, pristine water supply. Today the Department owns over 300 acres of the 1,707 acres in the watershed, and has acquired conservation easements on an additional 1,091 acres. The remaining 300 acres are owned by approximately 15 different families, with the majority of the acreage located more than one-half mile from the pond.

The Department maintains an active monitoring program of all land use activities in the watershed with the goal of maintaining a high quality water supply for current and future customers. The Brewer Water Department is only one of ten public water utilities in Maine that has been granted a federal waiver (December, 1991) from the requirement for filtration. The waiver, in addition to saving rate payers a multi-million dollar investment in filtration facilities, recognizes the quality of the water and the Department's watershed protection activities.

The Department has a pump station located at one end of Hatcase Pond with a pumping capacity of 2.8 million gallons a day (MGD). The Brewer water system uses an average about 817,500 gallon per day. The maximum amount of water that can be sustainably withdrawn from Hatcase Pond is 4 MGD.

Water Treatment

The Water Department's treatment plant is located in Eddington, about a mile from Hatcase Pond. The Department uses ozone gas, a powerful disinfectant, to provide primary disinfection. Chloramine, a combination of chlorine and ammonia, is used to provide a disinfectant residual in the distribution system. Ozone levels at the plant and chloramine residuals in the distribution system are constantly monitored to ensure that adequate disinfection has occurred, prior to delivery of the water to the customer. Since surface waters in Maine are naturally acidic, sodium carbonate (soda ash) is added to raise the PH and alkalinity of the water to make it less corrosive to metal pipes. The final treatment consists of the addition of fluoride to promote improved dental health.

The federal Safe Drinking Water Act directs the state, along with the Environmental Protection Agency (EPA), to establish and enforce minimum drinking water standards. These standards set limits on certain biological, radioactive, organic and inorganic substances sometimes found in drinking water. Two types of standards have been established. Primary drinking water standards set achievable levels of drinking water quality to protect public health. Secondary drinking water standards provide guidelines regarding the taste, odor, color, and other aesthetic aspects of drinking water that do not present a health risk. The Department's three plant operators continuously maintain and monitor the treatment systems to ensure the highest quality water possible. Brewer's drinking water continues to meet or exceed all federal and state drinking water standards. In fact, Brewer is one of only 14 municipalities in the nation with a filtration waiver from the federal government (12 of the 14 municipalities are located in Maine – Bangor is also one of the 14). The waiver is important because adding filtration would be extremely expensive.

In response to the requirements of the Safe Drinking Water Act, the Department is planning to add ultra-violet treatment to the water to treat for potential cryptosporidium.

Water Storage

The Department owns three standpipes which collectively can store 2.8 million gallons of water. The newest standpipe is located in Brewer on Whiting Hill. The second standpipe is located off Levenseller Road in Holden, and the third is located in Eddington (the Eddington storage reservoir). The standpipes help maintain adequate water pressure throughout the system and allow the pumps at the water treatment plant to shut down for 11-12 hours each day. Brewer's water system is inter-connected with Bangor's water system at two locations so that either system can provide emergency back-up by opening gate valves that are normally in the closed position.

Distribution System

Brewer's water distribution system includes 20 miles of transmission mains and about 40 miles of distribution lines, most of which are ductile iron pipe. Pipe sizes throughout the system range from 20-inch transmission mains to ¾-inch service lines. Fire protection is provided throughout the service area by 430 fire hydrants which are located primarily in Brewer but also in Holden, Eddington and Orrington. These hydrants are color-coded by the amount of water they can deliver to assist the Fire Department in responding to fires.

Challenges

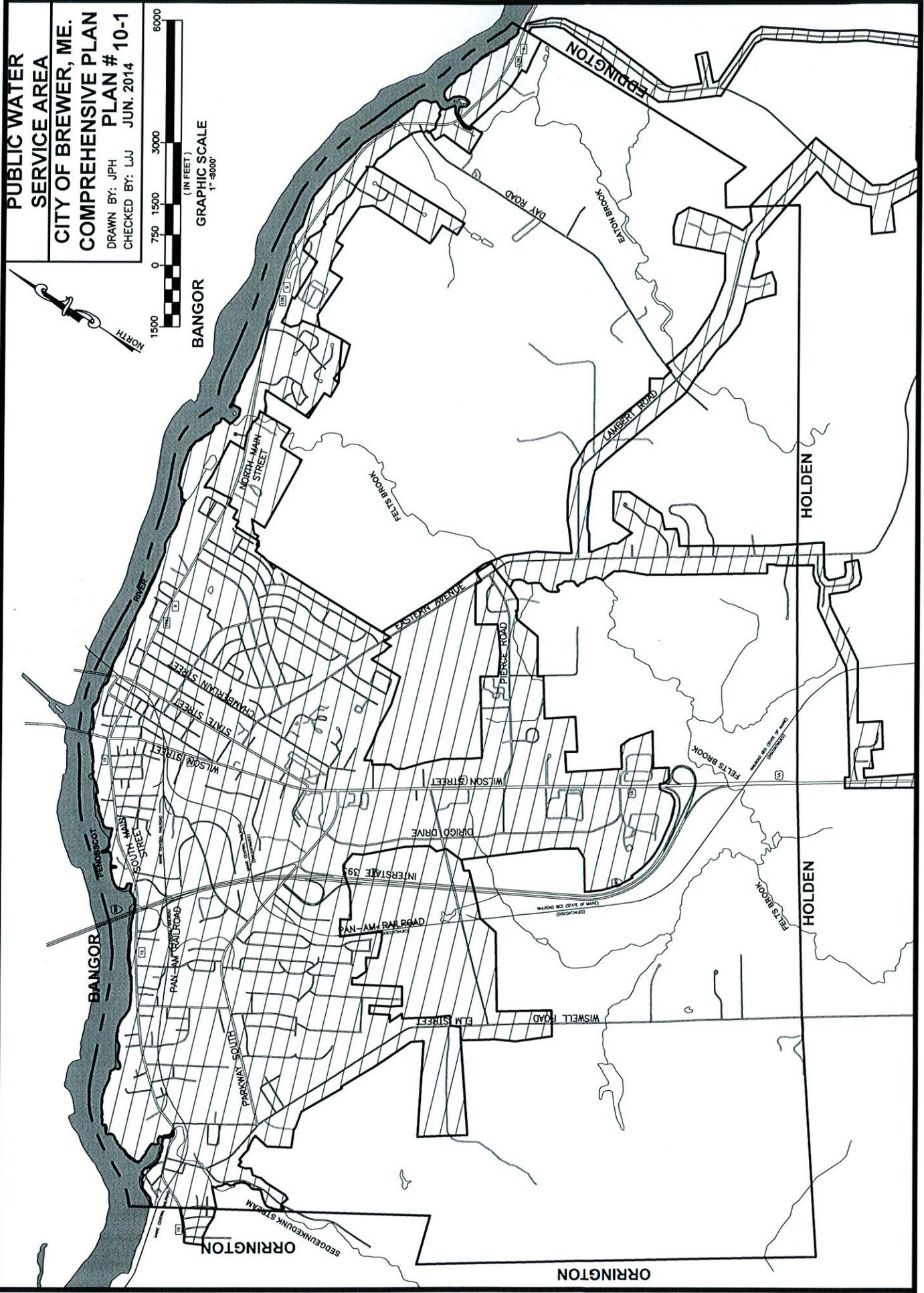
There are about 40 services that are subject to freezing, primarily in the North Main Street area. Many of these lines are shallow lines located over ledge that need to be insulated.

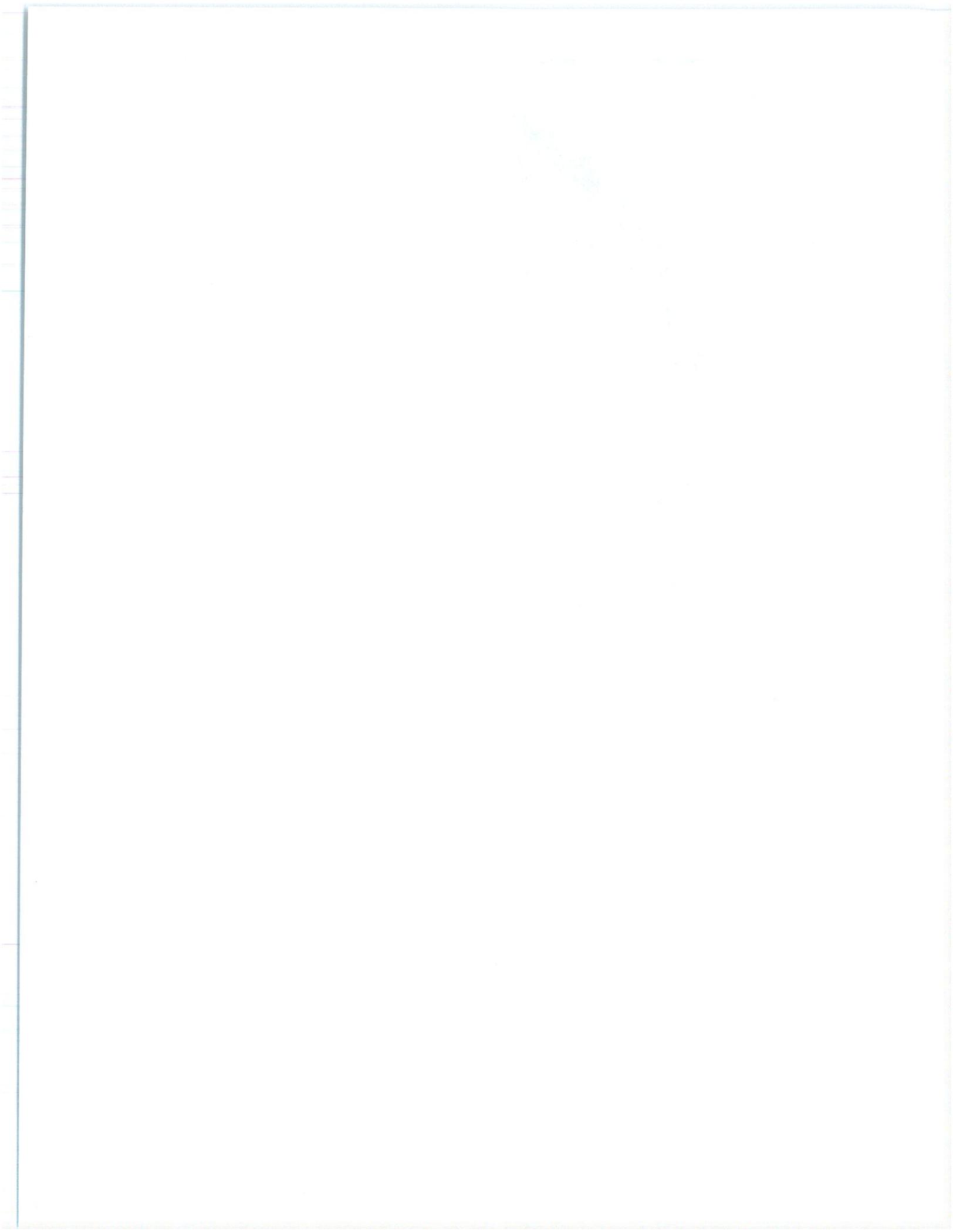
PUBLIC WATER SERVICE AREA
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 10-1

DRAWN BY: JPH
CHECKED BY: LJJ
JUN. 2014



BANGOR
(IN FEET)
GRAPHIC SCALE
1" = 3000'





11. Wastewater and Stormwater

The City of Brewer is served by a public sewer system that includes 53 miles of sewer lines, 1200 manholes, 14 pump stations, and a state-of-the-art, activated sludge, Water Pollution Control Facility located along the Penobscot River just north of the Cianbro building. Wastewater is collected from a sewer population of 9,100 users including residents of Brewer, most businesses in the community, and about 20 locations in Orrington.

Storm/Sanitary Sewer Separation

In 2012, the City completed 20 years of sewer separation projects at a cost of approximately \$17 million. The debt to complete the projects is being paid for by the City sewer users in their quarterly sewer bill. Prior to the sewer separation projects, 75% of the City sewer system was combined which means the sanitary and the stormwater flowed in the same pipe. The combined sewers allowed stormwater to enter from catch basins, roof and cellar drains, brooks, swales and streams. In 1993 the City completed 48 months of flow monitoring in the sewer system and estimated that 750 million gallons of untreated combined sewer was being discharged through the City's 10 combined sewer overflows (CSO) each year. During peak ground water and wet weather events, total sewer system daily flow could surpass 40 million gallons per day which exceeded the treatment plant's capacity of 5.2 million gallons per day, therefore, excess flows, including untreated sewage, were discharged to the Penobscot River. Untreated CSO discharges were an accepted practice when the treatment plant was constructed in 1975, but by the mid-1980s, federal and state regulations required that storm and sanitary flows be separated. Much of the sewer separation effort involved installing new PVC sanitary lines, and using the old brick and clay sewer lines to convey stormwater directly to the Penobscot River. There are currently about 70 stormwater dischargers to the Penobscot River.

A 2013 update of the 1994 CSO Master Plan, which is required under the terms of the City's wastewater discharge license from the Maine Department of Environmental Protection, will include an assessment of the impacts that each completed project has had on CSO discharges as well as the status of the City's CSO abatement program. The update will also address remaining problem areas, including any cross-connections and locations where water may still be entering the system.

Stormwater Management

The City of Brewer is served by a public stormwater collection and conveyance system which consists of 65 miles of pipe, 1650 catch basins and over 70 stormwater discharge locations. The City has taken several significant steps to manage stormwater flows, as mandated by federal and state requirements. In 2003, the City was one of 28 communities in Maine to receive a General permit to discharge stormwater to the waters of Maine. The permit required the City to develop, implement and enforce a Stormwater Program Management Plan implementing six minimum control measures (MCM), which are designed to reduce discharge of pollutants from its regulated stormwater system to the maximum extent practicable, to protect water quality, and to satisfy the appropriate water quality standards of the Clean water Act. The six minimum controls are as follows:

1. Public Education and Outreach on Stormwater Impacts- To raise awareness that polluted stormwater is the most significant source of water quality problems for Maine waters.

2. Public Involvement and Participation- Involve the public in both the planning and implementation process of improving water quality and reducing stormwater pollution via the stormwater program.
3. Illicit Discharge Detection and Elimination- Develop, implement and enforce a program to detect and eliminate illicit discharges and non-stormwater discharges to the City stormwater collection system.
4. Construction Site Stormwater Run-off Control- Develop, implement and enforce a program, to reduce pollutants in any stormwater runoff to the City's regulated stormwater collection system, from construction activities that result in a land disturbance of greater than or equal to one acre.
5. Post Construction Stormwater Management – Develop, implement and enforce a program to address stormwater run-off from new development and redevelopment projects that shall ensure that controls are in place that will prevent or minimize water quality impacts.
6. Pollution Prevention/Good Housekeeping for Municipal Activities- Program that has the ultimate goal of preventing or reducing pollutant runoff from municipal activities.

Additionally, the City's Site Plan and Subdivision ordinances require that all development meet Low Impact Development (LID) requirements for managing stormwater on-site. In addition, the City facilitates an annual stream clean-up effort undertaken by volunteers. Each year, these volunteers collect 4-6 tons of debris from the City's various stream corridors and waterways.

Water Pollution Control Facility

Brewer's Water Pollution Control Facility came on line in 1975 and, until 2004, treated sanitary waste from the City of Brewer and as well as process wastewater from Eastern Fine Paper. From 1994 to 1998, the treatment plant was upgraded at a cost of \$7 million to meet federal and state requirements and is now a leader in pollution control technology. For example, Brewer installed an innovative selector basin to control bacteria growth because the basin favors microbes that are effective in producing clean water.

The capacity of the treatment plant is 5.2 million gallons a day (MGD), but the average daily flow for 2012 was 1.85 MGD or about 36% of capacity. The excess treatment capability is the result of the closure of Eastern Fine Paper. The City realizes an annual income of about \$250,000 from accepting hauled wastewater specifically septic tank pumpers.

The sludge from the treatment plant is run through a belt filter press and is then loaded and trucked to Soil Prep, a compost facility in Plymouth. After removing 98% of contaminants, treated wastewater is discharged to the Penobscot River. The treatment plant employs seven full-time people and has an total operating budget of \$2,669,454, \$1,347,602 for operation and maintenance of the Brewer water Pollution Control Facility and the 14 pump stations, \$238,558 for the operation and maintenance of the City sewer collection system and \$1,083,294 for debt service. During 2012, the wastewater treatment plant generated about 3,800 cubic yards of sludge (2,655 wet tons).

Awards and Recognition

Over the years, the City has received numerous awards for its collection system and waste treatment plant:

Collection system awards

- National CSO Second Place Award in 2001 from the Environmental Protection Agency (EPA) for Combined Sewer Overflow Program Excellence;
- Charles Perry Award in 2002 from the Maine Wastewater Control Association (MWWCA) for Excellence in Operation and Maintenance of a Wastewater Collection System;
- Steve Ranney Award in 2007 from the Maine Department of Environmental Protection for Stormwater Management Program Excellence.

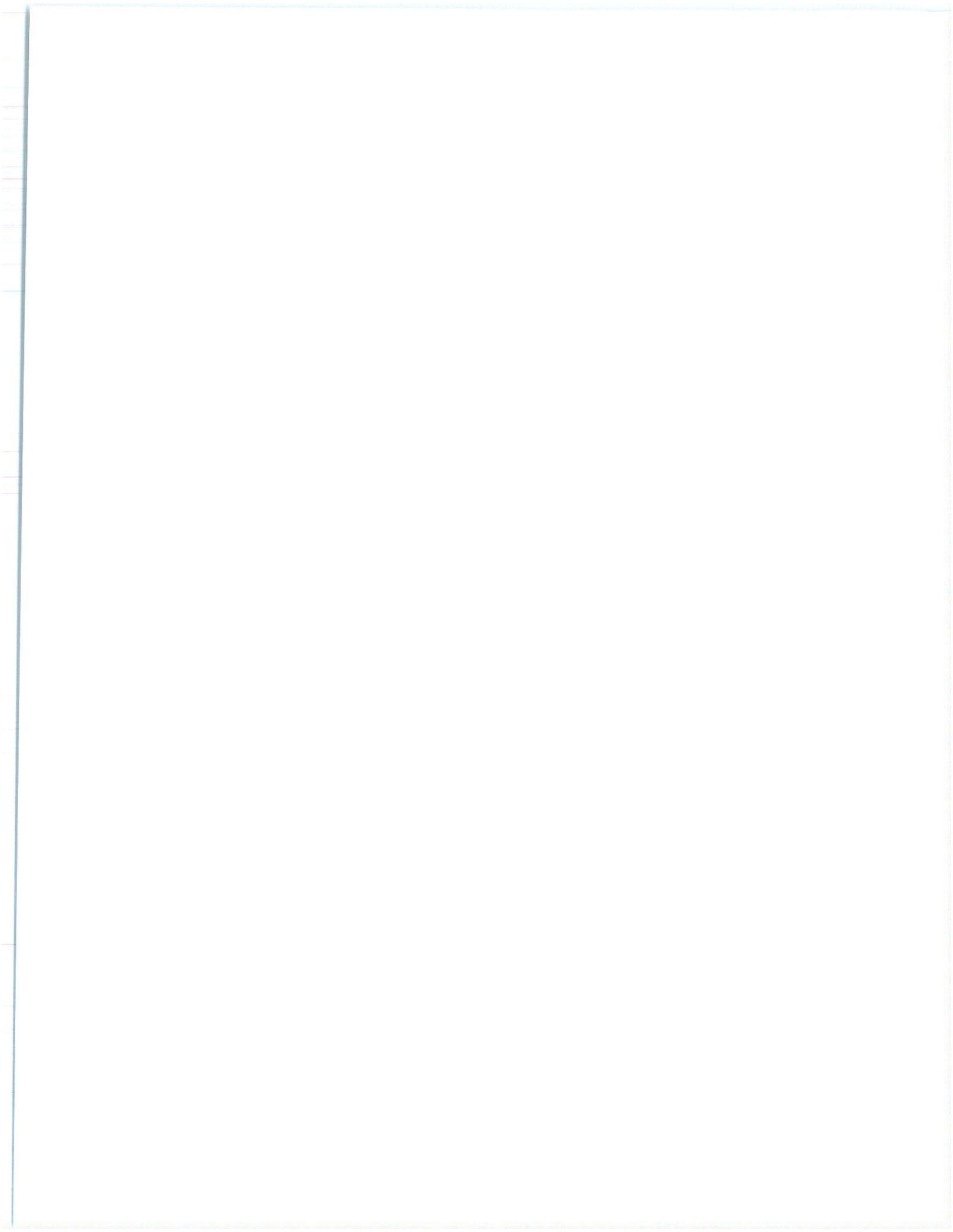
Treatment plant awards

- Richard B. Goodnow Award, received in 1995 from the Maine Wastewater Control Association in Recognition of Excellence in Operation and Maintenance of a Municipal Facility in Maine;
- George W. Burke Facility Safety Award received in 1997 from the New England Water Environmental Association (NEWEA) in recognition of the Excellence of its Active and Effective Safety Program and Safety Record;
- Lee A. Agger Environmental Training Award received in 2001 from JETCC for Meritorious Support and Service in Training Environmental Professionals in the State of Maine.

Challenges

Challenges facing the waste collection and treatment system include:

- Identifying and correcting cross connections and any remaining groundwater/stormwater inflows;
- Upgrading pump stations;
- Educating the public about products that damage pump stations and plug sewer lines (such as reinforced wipes);
- Upgrading the treatment plant as needed (e.g. main electrical entrance, concrete repair, automation);
- Maintaining a high level of citizen interest in voluntary clean-up efforts.
- Continue to identify ways to save on operating costs, specifically energy costs at the facility.
- Complete sewer separation projects identified by the Master Plan Update
- Identify inexpensive methods of treating polluted stormwater prior to discharging to the waters of Maine.

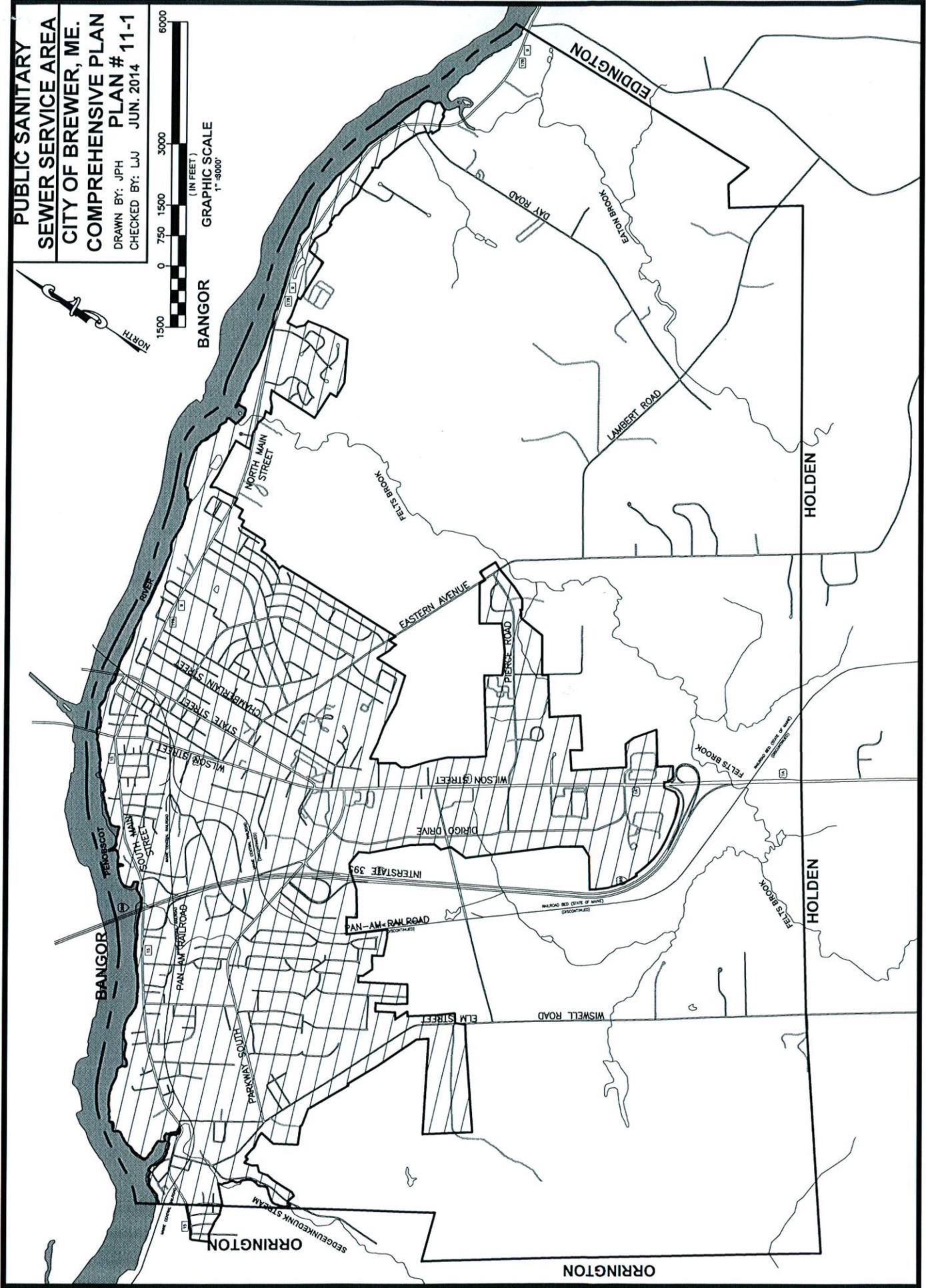


**PUBLIC SANITARY
SEWER SERVICE AREA
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 11-1**

DRAWN BY: JPH
CHECKED BY: LJJ
JUN. 2014



BANGOR
GRAPHIC SCALE





12. Solid Waste

The City of Brewer provides a wide range of solid waste disposal services for its residents. On January 1, 2011, the City instituted two programs to help offset rising solid waste disposal costs: the PAYT program, and the Zero Sort recycling program, both of which are described in the paragraphs below. City officials estimate that PAYT and Zero Sort result in a net benefit of about \$200,000 to the City's budget. Brewer still spends about \$570,000 per year on its solid waste programs.

Based on information from Brewer's Environmental Services Department, Brewer recycled about 42% of its total solid wastes.

Curbside Trash Pickup

The City contracts with Pine Tree Waste to provide weekly trash pickup for single family dwellings and multi-family dwellings of four or fewer units. Under the PAYT (Pay as You Throw) program, households are charged for refuse collection based on the amount of trash they throw away. All trash must be in Brewer's official PAYT bags which are orange and imprinted with the City's logo. The PAYT bags come in two sizes (15 at \$1.25 ea. and 33 gallons at \$2.00 ea.) and can be purchased at a number of Brewer businesses. There is no limit on the number of PAYT bags that can be left at the curb for trash pickup.

In 2012, Pine Tree Waste collected 1,430 tons of trash from Brewer residents and delivered it to PERC for disposal. This amount represents a substantial reduction from 2,897 tons collected in 2010, prior to zero sort recycle and PAYT.

Zero Sort Recycling

This is a system in which a wide variety of recyclables are collected together without having to separate them including paper, cardboard, plastic, glass, aluminum, and tin cans. Residents can place a free "Recycling" sticker on any container, fill it with recyclables, and place it curbside every other week on the same days as regular trash pickup. Curbside recycling is available for single family dwellings and multi-family dwellings of four or fewer units. In 2012, residents recycled 743 tons of zero sort recyclable materials (curbside and drop-off area combined). This is a substantial increase from 281 tons recycled in 2010, prior to zero sort recycle and PAYT.

Construction/Demolition Debris (CDD) Landfill

The Brewer Landfill, located at 403 Elm Street, provides a place for the orderly disposal of construction demolition debris, bulky waste, and the recycling of brush, leaves and metal. The CDD is open to Brewer residents only.

- **Permit:** Brewer residents who use the landfill must have a vehicle permit card in their possession or purchase one at the landfill gate house.
- **Construction/demolition debris:** For construction or demolition debris, there is a fee that varies according to the size of the vehicle. In 2012, Brewer residents and the City used 14,890

cubic yards of capacity in the City's CDD landfill. At current rates, the life expectancy of the landfill is about 10 years.

- **Other:** There are also fee schedules for the disposal of tires, white goods (additional fee for freon-containing appliances), propane tanks and mattresses.
- **Metal recycling:** Residents can dispose of metal at the metal storage portion of the landfill at no charge. A total of 167 tons of metal was removed from the landfill in 2012.
- **Recyclables:** Residents can leave their recyclables at a recycling drop off center at the entrance to the landfill 24 hours a day at no charge. The area is monitored by security cameras and is accessible 24 hours a day.
- **Leaf composting pile.** Brewer residents may dispose of their leaves, garden materials, vegetable food waste and grass clippings at the leaf composting area of the landfill during regular landfill hours free of charge. The City produces about 800 to 1,000 cubic yards of compost each year which is made available to Brewer residents. Twice per year, leaves and garden wastes are collected curbside by the Public Work Department and taken to the leaf composting pile.
- **Brush recycling.** Brewer residents may dispose of brush at the brush storage area of the landfill at no charge. Brush is stockpiled for a year and in October, a contractor is hired to grind, haul and dispose of the brush. In 2012, there was 364 tons of ground material removed from the landfill.

Universal Waste

Universal wastes are wastes that may contain hazardous amounts of toxic materials such as mercury, lead and PCBs. They include:

- Computers and almost all electronic equipment
- Computer monitors and TVs
- Fluorescent light bulbs
- Mercury-containing thermostats and thermometers
- Non-leaking PCB lighting ballasts
- Certain batteries

Residents can take their universal waste items to the universal waste building which is located at the Brewer Water Pollution Control Facility at the end of Oak Street in South Brewer.

In 2012 Brewer residents recycled 19 tons of CRT (TV's and monitors), 9 tons of computer components and electronics, 8400 LF of lamps, 400 pounds of ballast, and 200 pounds of rechargeable batteries.

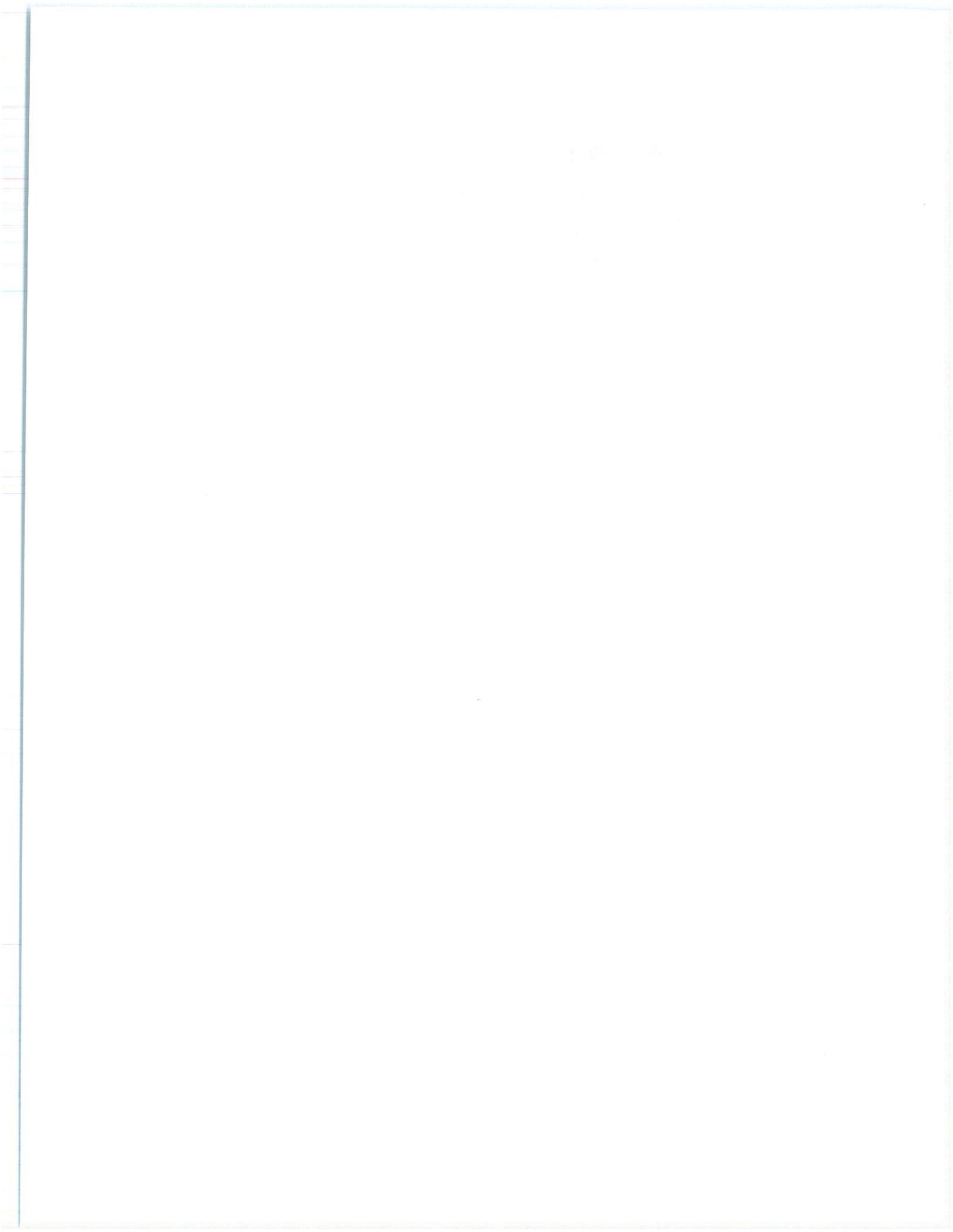
Household Hazardous Waste Program

Each year, the City of Brewer participates in the Regional Household Hazardous Waste Program which is scheduled for the first Saturday in October. Waste that is accepted by the program includes paint, thinner, gasoline, used motor oil, pesticides and fertilizer. In 2011, 56 Brewer residents recycled 2,700 pounds of household hazard waste. In addition, the City of Brewer recycled 2,000 pounds of household hazard wastes.

Closed Municipal Solid Waste Landfill Leachate

In 2012, 2.641 million gallons of landfill leachate were pumped to the Brewer Water Pollution Control Facility for treatment.

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13. Recreation

Regional Overview

Within a relatively short drive, Brewer residents have a multitude of choices for recreation and enjoyment of cultural events throughout the seasons. Proximity to both outdoor and cultural activities is frequently stated as a primary determinant in a Maine location by residents and chief executive officers alike. Brewer can use its location as an asset.

People who enjoy the outdoors can walk, boat, canoe, hike, bike, hunt, fish, ice fish, ice boat, sightsee, rock climb, golf, swim, camp, ski, slide, skate, observe nature, snowmobile, and enjoy many more activities in Maine's premier settings. For example, major ski facilities such as Sugarloaf are approximately two hours away; Acadia National Park, only an hour and a half away, offers hikers, bikers, campers, boaters, and sightseers a variety of coastal activities; and closer to home, the Kenduskeag Stream and the Penobscot River are both available for boating, kayaking, fishing, white water rafting, and other water sports. Several swimming areas, public and private, are also available, within one hour of Brewer. These include Swan Lake State Park in Swanville and Jenkins Beach on Green Lake in Ellsworth. The Bangor Y is just across the river in Bangor. Other resources include the Fields Pond Audubon Center and the Curran Homestead.

Brewer residents can also attend plays, lectures, exhibits, and concerts nearby at the University of Maine at Orono, at the new Cross Insurance Center in Bangor, and at the Performing Arts Center in the new Brewer Community School.

Brewer Parks and Recreation Department

The Brewer Parks and Recreation Department organizes, promotes and supervises a comprehensive recreational, cultural and social program for the citizens of Brewer. The Department serves the community with eight full time staff and 60 part time, seasonal employees. The parks and cemeteries staff provides maintenance and supervision of all 19 parks and athletic facilities, three cemeteries, and mowing and trimming of school, city hall and municipal properties.

The recreation division staff supervises over 93 programs that include the municipal swimming pool, after school activities, adult and youth sport leagues, the after-school program, Zumba, snowboard and ski lessons, youth basketball leagues, Brewer Hometown Band concerts, adult softball and volleyball, youth soccer, two summer day camp programs, swim lessons, numerous summer individual activities, and seasonal special events.

Parks and Playgrounds

The City of Brewer has a wide variety of park and recreation facilities available to its citizens:

Brewer Auditorium Complex. The Brewer Auditorium Complex is the focal point of community recreation activity. It consists of the community center, Doyle Field, Community Playground, and Municipal Swimming Pool. Doyle Field is a 4-acre facility that provides a lighted football and softball field. Stadium seating accommodates 1,500 for athletic events and the site is also used extensively for

sliding, skating and cross-country skiing during the winter months and for special events and day camp activities during the warmer months. The Community Playground, located adjacent to the auditorium, is accessible to those with disabilities and can accommodate up to 100 youngsters at a time. The Brewer Municipal Swimming Pool is one of the largest outdoor pools in Eastern Maine and is open for 10 weeks during the summer season.

Brewer Riverwalk and Penobscot Landing Children's Garden. Located on the waterfront behind Dead River Oil, this half-acre park features themed plantings, walking paths, a waterfall and an area for events such as weddings or performances. The planned waterfront trail will run adjacent to the site.

Boat Launch. Located on North Main Street, this site serves as access to the Penobscot River. Picnic tables and benches are also on the site.

Caldwell Ice Rink. This lighted outdoor ice rink is located adjacent to Penobscot Ice Arena at the end of Acme Road.

Capri Street Park. This facility has a full size soccer field in addition to play structures.

Dougherty Recreational Complex. The former Washington Street School complex has been renamed and is currently in the process of being renovated into a multi-use recreational facility that will feature two improved little league fields, multipurpose athletic field, 1/3 mile paved walking path, new playground, paved parking lot, and other amenities. The scheduled date for completion is the spring of 2015. Funding for this project has been made possible by Eastern Maine Healthcare Systems, City of Brewer, and a matching grant from the Land and Water Conservation Fund.

Eastern Park. Located on South Main Street, this 1.5-acre park has two playground sites, picnic tables, benches, and a scenic view of the Penobscot River.

Fisherman's Park/Scenic Turnouts. Located along South Main Street overlooking the Penobscot River, these areas provide picnic tables, benches, and views of the river.

Fling Street Park. This quarter-acre park is located on Fling Street and has been recently renovated to include playground equipment.

Indian Trail Park. This 4-acre park, located in North Brewer, provides picnic tables, benches, views of the Penobscot River, and a sliding hill. A walking trail that overlooks the Penobscot runs along the park and beyond.

Maple Street Park. This 6-acre park, once the site of a junkyard, has been transformed into a neighborhood park. Located adjacent to Maple Street in South Brewer, the complex features a 1/3 mile paved walking path, baseball field, soccer field, picnic tables and benches.

School Street Park. This small pocket park, located off South Main Street next to the library, contains playground equipment for tots along with a picnic table and shade trees.

Sherwood Forest. Located off Friar Tuck Lane, this 10-acre wooded park has a newly constructed loop trail for walking. The Brewer Land Trust, as well as other organizations, have worked hard to create the system of trails.

Sunset Park. This 2-acre park, located on Parkway South, contains two completely fenced-in basketball courts and a park area where the Brewer Hometown Band performs one of its many summer concerts.

Tennis Courts. There are four outdoor, lighted tennis courts located at Brewer High School.

Veteran's Park. Completed in 1998, this park is located next to the Penobscot Bridge and provides vistas of the river. It has a sheltered picnic table and benches.

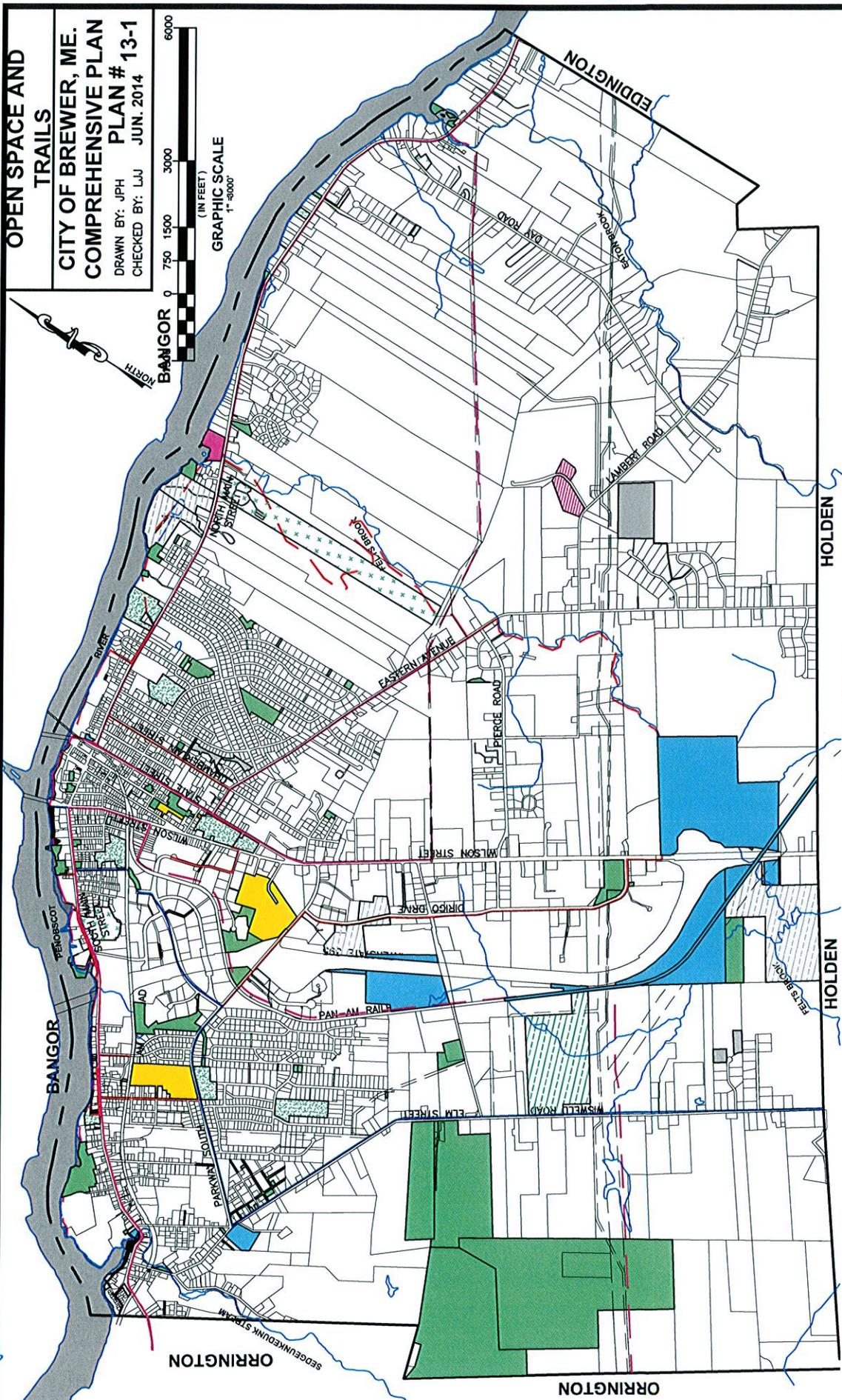
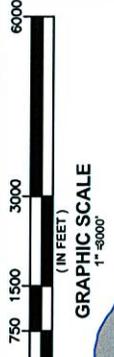
Analysis

- 1. Adequacy of recreational facilities and programs to accommodate projected growth or changes in age groups.** In general, most recreational facilities and programs appear to be adequate for the next 10 years. However, the Doyle Field surface needs to be upgraded (see also #2, below).
- 2. The need for certain types of services or facilities to be upgraded or enlarged.** The outdoor municipal swimming pool needs to be replaced.
- 3. The extent to which important tracts of open space commonly used for recreation are publicly-owned or otherwise permanently conserved.** Most are publicly owned. The inactive portion of the railroad line is used by the public for walking and snowmobiling. It would be desirable to acquire an easement to improve as a trail for more to use.
- 4. Community mechanisms such as an open space fund or partnership with a land trust, to acquire important open spaces and access sites, either outright or through conservation easements.** The Brewer Land Trust both owns and holds conservation easements within the City and regionally.
- 5. Public access to the community's significant water bodies.** There is a public boat landing off North Main Street into the Penobscot River and several other locations for river visibility and walking. The City has been approached about improving a site for hand-held boat access by the Penobscot Riverkeepers.
- 6. Maintenance of recreational trails and use conflicts on these trails.** Brewer has a limited number of trails but anticipates additional trails being added to the system. The Parks and Recreation Department is responsible for maintaining city trails. There do not appear to be any conflicts between different users of the trails.
- 7. Restriction of access to private lands. This does not appear to be a problem.** By way of example, the ITS snowmobile trail runs through Brewer with no known issues.

8. **Extent of partnering with neighboring communities.** The Brewer Parks and Recreation programs are offered to non-Brewer residents. The Brewer Land Trust and the Bangor Land Trust work together on land holdings and events.
9. **Adequacy of non-recreational facilities.** Cemetery expansion will need to be addressed within ten years. The City owns more land at the Woodlands Cemetery but the land needs to be prepared for future burials.
10. **Extent to which investments in facility improvement are directed to growth areas.** The Washington Street athletic complex (former school site undergoing improvements) is located on the north side of town. This gives a recreation site on the north side where more recent large subdivisions are located.

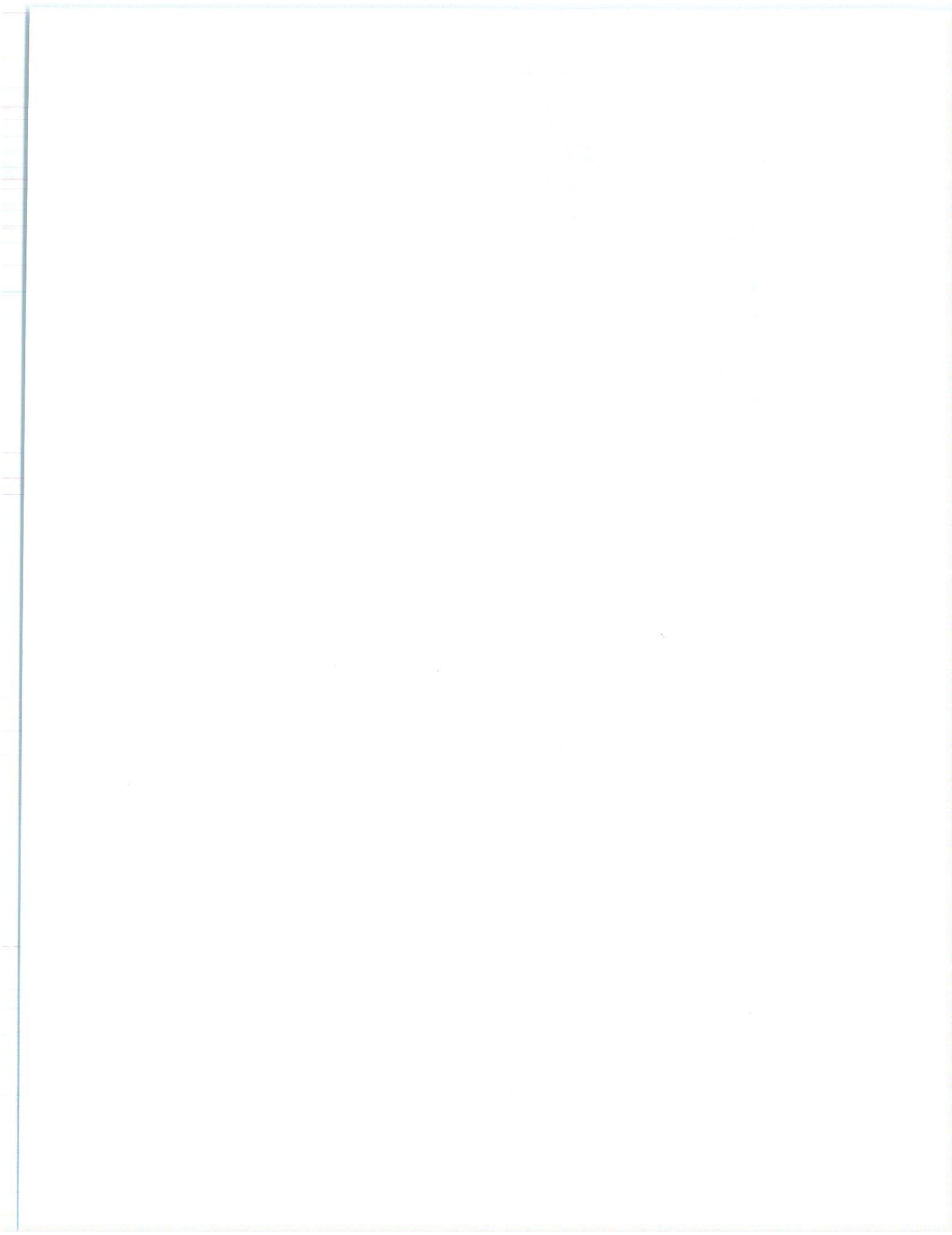
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OPEN SPACE AND TRAILS
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
 DRAWN BY: JPH PLAN # 13-1
 CHECKED BY: LJJ JUN. 2014



MAP LEGEND:

- | | | | | | |
|---|--|---|--|---|--|
|  | PUBLIC SCHOOL |  | CITY OWNED PARCEL |  | CITY OWNED PARK |
|  | CITY OWNED CEMETERY |  | CITY HELD EASEMENT |  | CITY HELD EASEMENT (TRAIL) |
|  | CITY HELD CONSERVATION EASEMENT |  | STATE OWNED PARCEL |  | HOMEOWNER ASSOCIATION, PRIVATE DEED RESTRICTED, OR SUBDIVISION OPEN SPACE PARCEL |
|  | PRIVATELY OWNED CONSERVATION RELATED PARCEL |  | BREWER ECONOMIC DEVELOPMENT CORPORATION CONSERVATION EASEMENTS |  | BREWER LAND TRUST OWNED PARCELS |
|  | BREWER LAND TRUST HELD CONSERVATION EASEMENT |  | CITY TRAIL - OFF ROAD |  | CITY TRAIL - ROADWAY OR SIDEWALK |
|  | CITY TRAIL - ROADWAY OR SIDEWALK |  | EMDC TRAIL - OFF ROAD |  | EMDC TRAIL - ROADWAY OR SIDEWALK |
|  | EMDC TRAIL - ROADWAY OR SIDEWALK |  | EAST COAST GREENWAY | | |



14. Water Resources

The Penobscot River

Overview. The Penobscot River is Brewer's primary water resource. It forms the western boundary of the City, providing a link between the City and the sea. The Penobscot River watershed is new England's second largest watershed, draining an area of 8,570 square miles including about a quarter of the State of Maine. It includes most of Maine's pristine bogs and ponds as well as Baxter State Park near its center. A system of upstream dams, the relatively gradual fall of the river, averaging only three feet per mile, and the presence of extensive wetlands in the eastern part of the basin has in the past served to minimize flooding in Brewer. River and estuary meet in Brewer where tidal fluctuations are about 6.5 feet.

Watersheds. All of Brewer's surface waters flow into the Penobscot River, either directly or through its tributaries including Eaton Brook, Felts Brook, and Sedgeunkedunk Stream. The four major watersheds of the City are the Penobscot Watershed (draining most of the urbanized area closest to the Penobscot), Felts Brook Watershed (draining most of the central, rural area portion of the community including Wilson Street), Eaton Brook Watershed (draining the northern quarter of the community) and Sedgeunkedunk Watershed (draining a small area in the southwestern part of Brewer).

Water quality. The Penobscot River is a Class "B" water from the confluence of the Mattawamkeag River downstream to Brewer and south to Penobscot Bay. Eaton Brook, Felts Brook, and Sedgeunkedunk Stream are also Class B waters. According to state law, Title 38 M.R.S.A. Section 465, Class B waters are the third highest classification of water bodies. Class B waters must be of such quality that they are suitable for drinking water supply after treatment, fishing, agriculture, recreation in and on the water, industrial process cooling water, hydroelectric power generation, navigation, and as habitat for fish and aquatic life.

The Maine Department of Environmental Protection (DEP) monitors Penobscot River water quality on a periodic basis. One major focus of recent efforts has been to measure the effectiveness of DEP's to improve low dissolved oxygen (DO) levels caused by excessive phosphorus. According to the report "Penobscot River Phosphorus Waste Load Allocation Ambient Monitoring Plan Report – 2012," published in May of 2013, in terms of dissolved oxygen levels, the upper portion of the river (above the Old Town area) appears to be in good condition. However, the lower portion of the river is still experiencing significant day/night DO swings which should improve following dam removal efforts. Based on a discussion with the author of the report, Robert Mohlar, Professional Engineer, the overall quality of the Penobscot River (in terms of dissolved oxygen) has improved markedly in recent decades.

Brewer has made significant contributions to the improved quality of the Penobscot River through improvements at its wastewater treatment plant, by its investment in separating its storm and sanitary sewers, and by its ongoing efforts to involve citizens in keeping its tributaries and adjacent shorelands clear of trash and debris (see Sanitary Sewer System inventory).

Penobscot River Restoration Project. One of the most significant changes to affect the Penobscot River in many decades is the implementation of the Penobscot Restoration Project. The following

paragraphs are adapted, with permission from the Penobscot River Restoration Trust website (<http://penobscotriver.org>).

“The Penobscot River Restoration Project is one of the largest, most creative river restoration projects in our nation's history. In an unprecedented collaboration, the Penobscot Indian Nation, seven conservation groups, hydropower companies PPL [Pennsylvania Power and Light] Corporation and Black Bear Hydro, LLC, and state and federal agencies, are working together to restore 11 species of sea-run fish to the Penobscot River, while maintaining energy production. Successful implementation of the project will revive not only native fisheries but social, cultural and economic traditions of New England's second largest river- the Penobscot.”

“The Penobscot River Restoration Trust is the non-profit responsible for implementing the restoration effort, including purchase of the Veazie, Great Works, and Howland dams in 2010. The Penobscot Trust removed the Great Works Dam in 2012, and the Veazie Dam in 2013. The Trust plans to decommission and build a bypass around the Howland Dam. Combined with additional fish passage enhancements at four other dams owned by Black Bear Hydro, the project will significantly improve access to nearly 1,000 miles of habitat for sea-run fish. Energy enhancements at Black Bear Hydro facilities means energy production will remain at least the same as when the Project began, and likely increase. The Penobscot Trust board includes representatives from the Penobscot Indian Nation, American Rivers, Atlantic Salmon Federation, Maine Audubon, Natural Resources Council of Maine, Trout Unlimited, and The Nature Conservancy, along with three additional directors.”

Water Supply – Hatcase Pond

(See Water Supply inventory)

Groundwater Resources

Groundwater is water that is derived from precipitation that infiltrates the soil, percolates downward, and fill the tiny, numerous spaces in the soil and cracks or fractures in the bedrock below the water table. Wells draw water from permeable layers or zones in the saturated soil and fractured bedrock. In general, the saturated areas that will provide adequate quantities of water for use are called aquifers. Two major types of aquifers occur in Maine – sand and gravel aquifers and bedrock aquifers. Wells in sand and gravel aquifers yield from 10 gallons per minutes (gpm) up to 2,000 gpm, while wells in fractured bedrock generally yield from 2 to 25 gpm.

Maps of significant sand and gravel aquifers have been published by the Maine Geological Survey. According to this information, there are two sand and gravel aquifers in Brewer. One aquifer extends for 1.75 miles along the bank of the Penobscot River, from North Brewer southward. The second aquifer underlies much of the former Eastern Fine Paper mill site. Since Brewer is served by a municipal water system, it is unlikely that either of these aquifers will be needed to augment the municipal water supply or support private wells.

Bedrock aquifers are more difficult to identify and quantify, and their extent and occurrence in Brewer have not been studied.

Floodplains

A floodplain is the flat expanse of land along a river or shoreline that is covered by water during a flood. Under the federal Flood Insurance Program, the 100-year flood (which has a 1% chance of occurring during any single year) is called the flood hazard area. During a flood, water depths in the floodplain may range from less than a foot in some areas, to over 10 feet in others. Floodplains along rivers and streams usually consist of a floodway, where water flows, and a flood fringe, where stationary water backs up. The floodway will usually include the channel of a river or stream as well as some of the land area adjacent to its banks. Flooding often occurs in the spring months, from rapid runoff caused by heavy rains combined with snowmelt. Flooding can also occur at other times of the year, and can be complicated by tides. Hurricanes and tropical depressions can also result in flooding.

The main floodplains in Brewer are found along the Penobscot River, Eaton Brook and upper Felts Brook. They are not extensive and do not serve as agricultural lands. The most extensive areas subject to flooding are on the Penobscot River between Eaton and Felts Brooks, and at the east end of Wilson Street on Felts Brook. However, because of the steep banks of the Penobscot River, flooding is not a major problem. Removal of the Great Works Dam in 2012, and the Veazie Dam in 2013 may have an impact on flooding in Brewer, but the nature of the impact is unknown.

The City of Brewer regulates development in floodplains identified by the Federal Emergency Management Agency. Regulations are set forth in Article 8, Floodplain Management, of the Land Use Code of the City of Brewer. Property owners within the flood hazard area qualify for federally subsidized flood insurance, and are subject to the requirements of Brewer's ordinance. FEMA's floodplain maps are now out-of-date, especially in light of the removal of the Great Works and Veazie dams.

Lakes

There are no lakes in Brewer. Fields Pond is the only lake in the greater Brewer area with its watershed partly within City limits. Only 7.8% of its drainage is within Brewer and that part, in the southeast corner of the City, is undeveloped and swampy. This part of the pond's watershed does not appear to be at risk from development that might threaten the water quality of the pond.

Analysis

- 1. Are there point sources (direct discharges) of pollution in the community? If so, is the community taking steps to eliminate them?**

The City of Brewer has addressed direct discharges of pollution. As documented in the sanitary sewer inventory, Brewer is served by a Water Pollution Control Facility that is now a leader in pollution control technology. In 2012, the City completed 20 years of storm/sanitary sewer separation work. The City has an active program aimed at detecting and eliminating illicit discharges and non-storm water discharges to the City's storm water collection system.

2. Are there non-point sources of pollution? If so, is the community taking steps to eliminate them?

The City has addressed non-point sources of pollution. Brewer has enlisted the help of volunteers in its annual spring cleanup along streams and brooks. Each year, these volunteers collect 4-6 tons of debris from the City's stream corridors. In addition, the City's Site plan and Subdivision ordinances require that all development meet Low Impact Development requirements for managing storm water on-site.

3. How are groundwater and surface water supplies and their recharge areas protected?

As documented in the water supply inventory, Brewer receives its water from Hatcase Pond, located in Dedham and Eddington. The City's Water Department owns over 300 acres of the 1,707 acres in the watershed, and has acquired conservation easements on an additional 1,091 acres. The Department also closely monitors land use activities in the watershed with the goal of maintaining high water quality for current and future customers. Brewer does not utilize ground water for its municipal water system, and has therefore not actively protected the two small sand and gravel aquifer areas along the Penobscot.

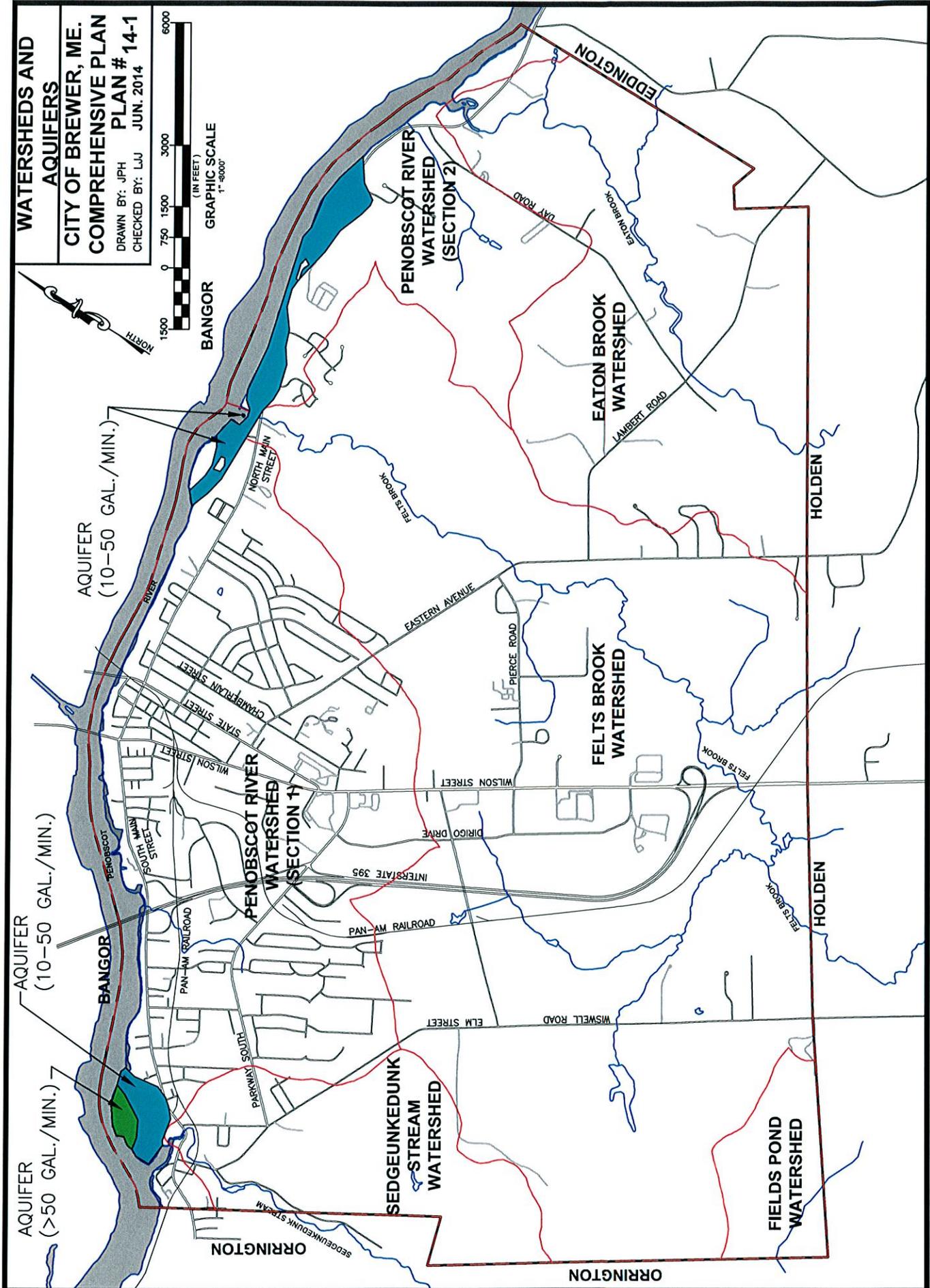
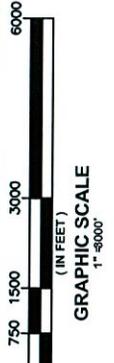
4. Do public works crews and contractors use best management practices to protect water resources in their daily operations (e.g. salt/sand pile maintenance, culvert replacement street sweeping, public works garage operations)?

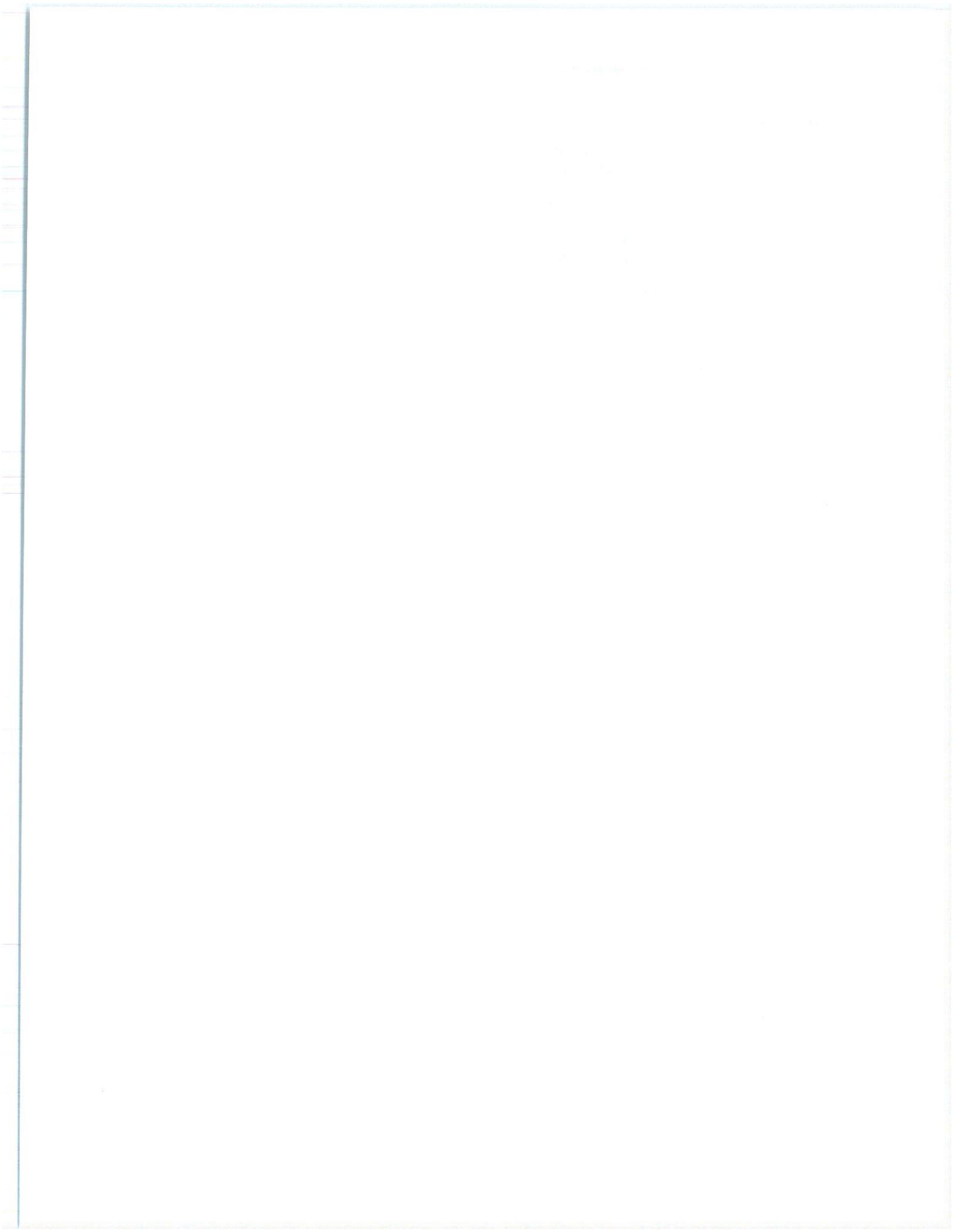
The Public Works Department utilizes best management practices in its daily operations. There is a Spill Prevention Control and Countermeasures (SPCC) Plan in place for the entire public works garage operations including a SPCC for the gas pump area. A new sand/salt storage building was constructed in 2005. Public Works uses erosion and sedimentation control measures as required on all project sites. Every street is swept every spring and all 1600+- catch basins are cleaned yearly. Ditching and culvert replacements are performed as needed. Public works would benefit by the addition of a tailgate mulcher. Crews currently hand-mulch all exposed areas by hand.

5. Are there opportunities to partner with local or regional advocacy groups that promote water resource protection?

The City of Brewer has partnered with local citizen volunteers in its annual cleanup of stream corridors, which has now expanded to City-wide locations. In addition, the Water Department has worked closely with landowners to help protect the quality of Hatcase Pond. The City also participates with the Brewer Land Trust, the Bangor Area Stormwater Group, and the Lower Penobscot Watershed Coalition for education resources.

WATERSHEDS AND AQUIFERS
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
 DRAWN BY: JPH PLAN # 14-1
 CHECKED BY: LJJ JUN. 2014





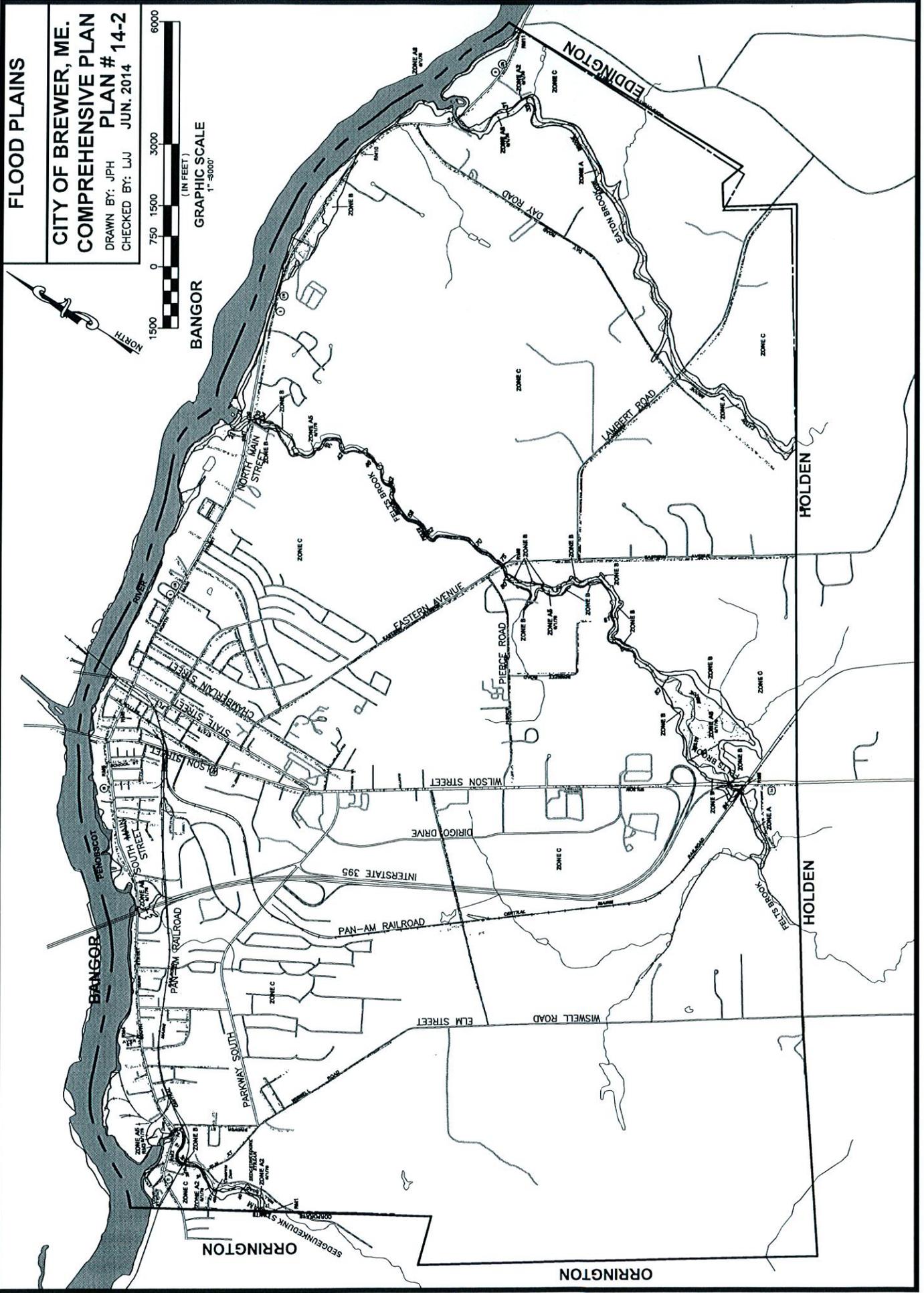
FLOOD PLAINS

**CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 14-2**

DRAWN BY: JPH
CHECKED BY: LJW JUN. 2014



BANGOR



ORRINGTON

ORRINGTON

HOLDEN

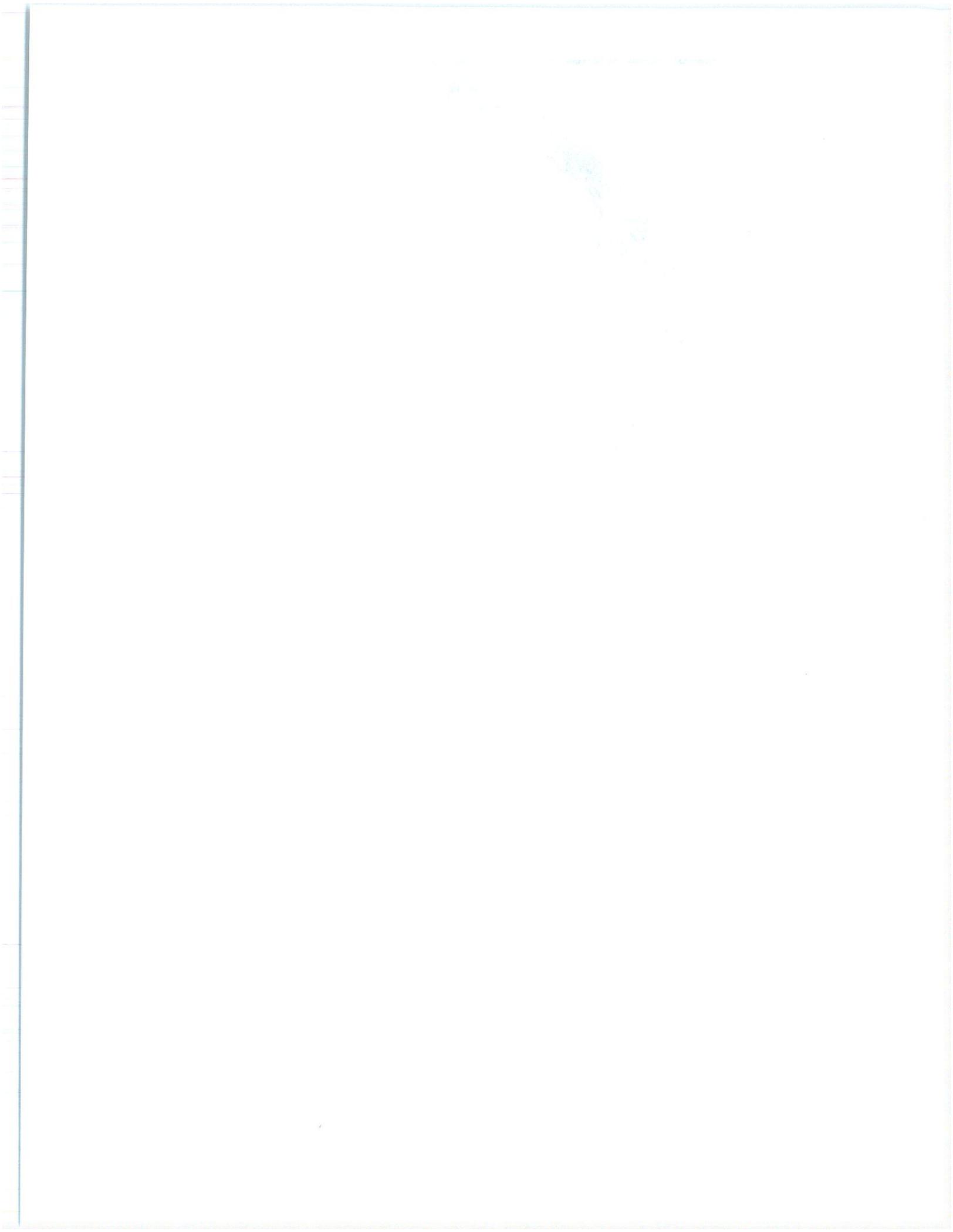
HOLDEN

EDDINGTON

BANGOR

BANGOR

BANGOR



15. Natural Resources (including Critical Natural Resources)

Introduction

The natural environment of Brewer provides a backdrop to life in the community. The topography, the soils, plants, wildlife and wetlands have an intrinsic value themselves and help shape the City's economy, future growth and development patterns and quality of life.

Note: Critical natural resources, as defined in the state comprehensive plan rule, includes:

- *Resource Protection District areas;*
- *Wetlands of special significance defined in Maine Department of Environmental Protection wetlands and water bodies protection rules;*
- *Significant wildlife habitat as defined in the Natural Resources Protection Act;*
- *Threatened, endangered and special concern animal species habitat identified and mapped by Maine Department of Inland Fisheries and Wildlife (MIFW);*
- *Significant freshwater fisheries spawning habitat as identified and mapped by MIFW or the Department of Maine Resources;*
- *Natural communities that are critically imperiled or rare as defined and mapped by the Maine Natural Areas Program; and*
- *Areas containing plant species declared to be threatened or endangered by the Maine Department of Conservation.*
- *National Natural Landmarks designated by the National Park Service pursuant to its National Natural Landmark Program.*

Topography

Brewer's 18 square miles of area (10,106 acres) is relatively flat with few high hills. The predominant topographical features are the fairly steep sided brooks (Eaton, Felts and Sedgunkedunk) and the steep slopes north of downtown on the banks of the Penobscot River. Elevations in the community range from 35 feet above sea level to 225 feet.

There are an estimated 1,000 acres of steep slopes in excess of 15% in Brewer. This largely undeveloped land, much of which is in the Shoreland Zoning Protection District, is stabilized by forest cover which generally prevents erosion and filters run-off before it enters adjacent brooks or the Penobscot.

About 70% of the community (roughly 7,300 acres) consists of land with slopes less than 15%. However, many of the flattest areas are poorly drained, wet and generally unsuitable for development.

Soils

Soils are extremely important to community development. They are the underlying material upon which roads, buildings, and other uses occur. Development upon or in soils that are unsuitable for the proposed uses will likely increase development and construction costs, and may cause environmental degradation.

Three major types of soils overlie Brewer's bedrock: glacial outwash soils, found in large areas along the Penobscot River; marine silts and clays, which are present in the central area and are by far the most widespread deposits, and glacial tills, which are found primarily in the hilly areas. Minor alluvial materials are found along the three streams which flow across the City to the Penobscot.

The City of Brewer requires site specific soil tests as part of its development review process to ensure that soils are suitable for the proposed use.

Agriculture

The Maine Department of Agriculture, Conservation and Forestry has prepared a map showing prime farmland and farmland of statewide significance. The two designations are based on generalized soil types, rather than existing farming operations. There are no state or local regulations limiting the use of these farmland soils for non-farming purposes. Extensive areas of prime farmland and farmland of statewide significance underlie most of the built-up areas of the city, land areas along the three major streams, an area between outer Wilson Street and Eastern Avenue, and an area of land between Wiswell Road and I-395. As of this writing, there are no large farms in Brewer.

Forestry

Based on a review of a recent aerial photograph, approximately 80% of the rural areas of Brewer are forested. The other 20% includes open fields, non-forested wetlands and roads. Forest harvesting records from the Department of Agriculture, Conservation and Forestry indicate that there have been very few commercial harvesting operations in recent years.

Wetlands

Wetlands perform a variety of functions. They serve as "natural sponges" that control water runoff by providing a buffer for excess water while allowing a steady, even release of that excess to both the surface and ground water. Wetlands perform a cleansing function by absorbing some physical and chemical pollutants from the runoff. Wetlands can also be important wildlife habitats.

Brewer's topography and soils are conducive to wetlands which range in size from small forested wetlands to large wetland areas. Major wetlands identified by the National Wetlands Inventory NWI are located:

- North of Eaton Brook just south of the Brewer/Eddington line;
- South of Day Road;
- Along portions of Eaton Brook;
- Along Felts Brook near the Brewer/Holden line including an area of outer Wilson Street;
- In the vicinity of Wilson Street and Dirigo Drive;
- South of I-395 and west of Green Point Road;
- South of Wiswell Road in the southeastern corner of the City.

Wetland protection. Brewer's wetlands are protected by a number of regulatory agencies including the Army Corps of Engineers and the Maine Department of Environmental Protection, both of which require that permits be obtained prior to altering designated wetland areas. In addition, Brewer has enacted the Shoreland Zoning Protection District (Section 308 of the Land Use Code) in accordance with state shoreland zoning requirements.

The Shoreland Zoning Protection District applies to all land areas within 250 feet, horizontal distance, of the upland edge of the normal high-water line of the Penobscot River; within 250 feet, horizontal distance, of the upland edge of a state designated coastal or inland wetland, and within 85/75 feet, horizontal distance, of the normal high-water line of a qualifying stream. There are three sub-districts:

1. The Resource Protection District (residential, commercial and industrial structures are prohibited);
2. The Stream Protection District (applies to all land within 85 feet, horizontal distance, of the normal high water line of Eaton Brook and Felts Brook, and 75 feet, horizontal distance, of Sedgeunkedunk Stream, exclusive of lands areas within 250 feet of the Penobscot River or inland coastal wetlands; and
3. The Overlay Protection District (underlying uses are permitted, subject to shoreland zoning standards).

The Resource Protection District applies to areas within 250 feet, horizontal distance, of all City wetlands rated "moderate" or "high" value by the Maine Department of Inland Fisheries and wildlife.

High Value Plant and Animal Habitats

Wildlife can be considered a natural resource similar to surface waters or forests. Brewer's wildlife species are a product of the land, and are thus directly dependent on the land base for habitat. According to "Beginning with Habitat," Map 2, published by Maine's Beginning with Habitat Program, there are a number of high value plant and animal habitats in Brewer.

- **Rare, Threatened or Endangered Wildlife.** These include bald eagle habitats (based on species sightings) along the Penobscot River near the northern and southern boundaries of the City, as well as a Great Blue Heron habitat just south of Wiswell Road between its intersection with Green Point Road and the Brewer/Holden line. The Resource Protection District described above applies to "Class C" focal points for wintering bald eagles.
- **Rare or Exemplary Plants and Natural Communities.** There are several sites along the Penobscot River just north of I-395 which contain the following plants: Estuary Bur-marigold, Parker's Pipewort and Pygmyweed.
- **Significant Wildlife Habitats.** Significant wildlife habitats in Brewer include:

Deer wintering area – these are forested areas used by deer to avoid deep snow/cold. There is one such area along Eaton Brook north of Day Road and south of the Brewer/Eddington line.

Inland waterfowl/wading bird habitat – these include freshwater breeding, migration/staging, and wintering habitats for inland waterfowl or breeding, feeding, loafing, migration, or roosting

habitats for inland wading birds. Areas in Brewer include Eaton Brook at the Brewer/Holden line; Felts Brook at the Brewer/Holden line; an area south of I-395 and west of Green Point Road; and an area along and south of Wiswell Road midway between the Green Point road intersection and the Brewer/Holden line.

Tidal waterfowl/wading bird habitat - these include breeding, migration/staging, or wintering habitats for coastal waterfowl or breeding, feeding, loafing, migrating, or roosting areas for coastal wading birds. Tidal waterfowl/wading bird habitats include aquatic beds, eelgrass, emergent wetlands, mudflats, seaweed communities, and reefs. Areas in Brewer include most of the shoreland along the Penobscot River from an area just north of I-395 south to the Brewer/Orrington line.

Atlantic Salmon rearing habitat – there is one area in Brewer consisting of about a half-mile of Felts Brook adjacent to the Penobscot River.

Atlantic Salmon spawning habitat – there are two areas in Brewer including the Penobscot River between Eaton Brook and the Brewer/Eddington line, and approximately a half-mile of Felts Brook adjacent to the Penobscot River.

- **Undeveloped habitat blocks.** These are natural areas likely to provide core-habitat blocks and habitat connections that facilitate species movements between blocks. Undeveloped habitat blocks provide relatively undisturbed habitat conditions required by many of Maine's species. In Brewer, undeveloped habitat blocks include the following areas exclusive of land within 250-500 feet of existing roads:
 - 508 acres between Day Road and the Brewer/Eddington line;
 - 1,259 acres south of Day Road and west of Lambert Road;
 - 717 acres bounded by Lambert Road, and Eastern Avenue extending into Holden;
 - 3,345 acres bounded by 1A, Eastern Avenue, Pierce Road extending into Holden;
 - 117 acres bounded by Wilson Street, Pierce Road, Eastern Avenue;
 - 976 acres south of I-395 and east of Green Point Road extending into Holden; and
 - 1,673 acres south of Wiswell Road extending into Orrington and Holden.

There are no state or local regulations that specifically address development in undeveloped habitat blocks.

Inland Fishery

Beginning with Habitat Map 1 shows that Eaton Brook, Felts Brook and Sedgeunkedunk Stream provide suitable habitat for brook trout. There are no great ponds in Brewer.

Marine Fishery

Removal of the Great Works Dam in 2012, and the Veazie Dam in 2013, and the projected bypass of the Howland Dam, will likely impact the marine fishery in Brewer. The Penobscot River Restoration Trust anticipates that the dam removal/bypass effort will significantly improve access to nearly 1,000

miles of habitat for sea-run fish including alewife, striped bass, Atlantic salmon, rainbow smelt, blueback herring, American shad, sea lamprey, Atlantic sturgeon, and brook trout.

Analysis

- 1. Are any of the community's critical natural resources threatened by development, overuse, or other activities?**

Section 417 of the City's Land Use Code stipulates that no more than 50% of the required minimum lot area shall be met by including one or a combination of flood plain areas and/or wetlands. Section 435 requires that any project involving a significant wildlife or fisheries habitat or a unique natural areas shall include mitigation measures aimed at minimizing the adverse impact of development on those resources.

- 2. Are local shoreland zone standards consistent with state guidelines and with the standards placed on adjacent shorelands in neighboring communities?**

Section 308 of the City's Land Use Code (Shoreland Zoning Protection District,) complies with the state's shoreland zoning guidelines.

- 3. What regulatory and non-regulatory measures has the community taken or can the community take to protect critical natural resources and important natural resources?**

As described above, Brewer has implemented ordinance provisions aimed at protecting critical natural resources. Non-regulatory measures include public education and the incentives contained in the tree growth tax law and farm and open space tax law.

- 4. Is there current regional cooperation or planning underway to protect shared critical natural resources? Are there opportunities to partner with local or regional groups?**

The City supports the efforts of the Brewer Land Trust, the Bangor Area Stormwater Group, and the Lower Penobscot Watershed Coalition. In addition, the Penobscot River Restoration Trust has been active in restoring a number of sea-run fish species in the Penobscot River by eliminating several dams and increasing power production at others.

Analysis - Marine Resources

- 1. Is coastal water quality being monitored on a regular basis?**

The Maine Department of Environmental Protection monitors the quality of the Penobscot River on a regular basis.

- 2. Is there a local or regional plan in place to identify and eliminate pollution sources?**

As described in the sanitary sewer system inventory, the City of Brewer has separated its storm and sanitary sewers and has an active program aimed at identifying and eliminating pollution

sources. In addition, every street is swept every spring and all 1600+- catch basins are cleaned yearly.

The City of Brewer has partnered with local citizen volunteers in its annual cleanup of stream corridors, which has now expanded to City-wide locations. In addition, the Water Department has worked closely with landowners to help protect the quality of Hatcase Pond. The City also participates with the Brewer Land Trust, the Bangor Area Stormwater Group, and the Lower Penobscot Watershed Coalition for education resources.

3. Has closing of clam or worm flats threatened the shellfishing industry, and are sources of contamination known? If so, are sources point (direct discharge) or nonpoint sources?

Not applicable to Brewer.

4. Are traditional water-dependent uses thriving or in decline? What are the factors affecting these uses? If current trends continue, what will the waterfront look like in 10 years?

There are several water-dependent uses along Brewer's waterfront including Cianbro's Eastern Manufacturing Facility which depends on the Penobscot River for shipping large industrial modules, and a local boatyard business. Other uses include a boat launch for motorized watercraft, and a carry-in launch for kayaks and canoes near the Chamberlain Bridge. There are a number of moorings for watercraft, and Brewer shares a harbormaster with the City of Bangor. Cruise ships are able to come up the river as far as the Chamberlain Bridge. The importance of the River to the economy of the region has declined in recent years as the movement of fuel, raw materials and products have moved away from Maine's coast and inland rivers to trucks, rail lines, and pipelines.

5. Is there reasonable balance between water-dependent and other uses, and between commercial and recreational uses? If there have been recent conversions of uses, have they improved or worsened the balance?

There has been very little development along the river, so there have not been conflicts between water-dependent uses and other uses. Brewer is reviving its waterfront through efforts such as the construction of the waterfront trail system and a recent change to the Land Use Code aimed at encouraging private investment in the downtown/waterfront area.

A private company, Cianbro, has redeveloped the former Eastern Fine Paper mill site into a modular construction facility. The Eastern Manufacturing Facility features a deep water bulkhead that will accommodate large ocean-going barges for transporting 1,000 ton modules for industrial process plants. Cianbro has also constructed a smaller commercial dock system located immediately upriver of the deep water bulkhead which will be available to meet the marine shipping needs of other area businesses.

6. How does local zoning treat land around working harbors?

There are a number of residential and non-residential zoning district that govern the uses of land along the Penobscot River. The non-residential districts include Convenience Business (CB) and Industrial (IND). Neither district specifically allows for water-dependent uses. As described above, Brewer made a recent ordinance change aimed at encouraging more private investment in the downtown/waterfront area.

7. Is there a local or regional harbor or bay management plan? If not, is one needed?

Not applicable to Brewer.

8. Are there local dredging needs? If so, how will they be addressed?

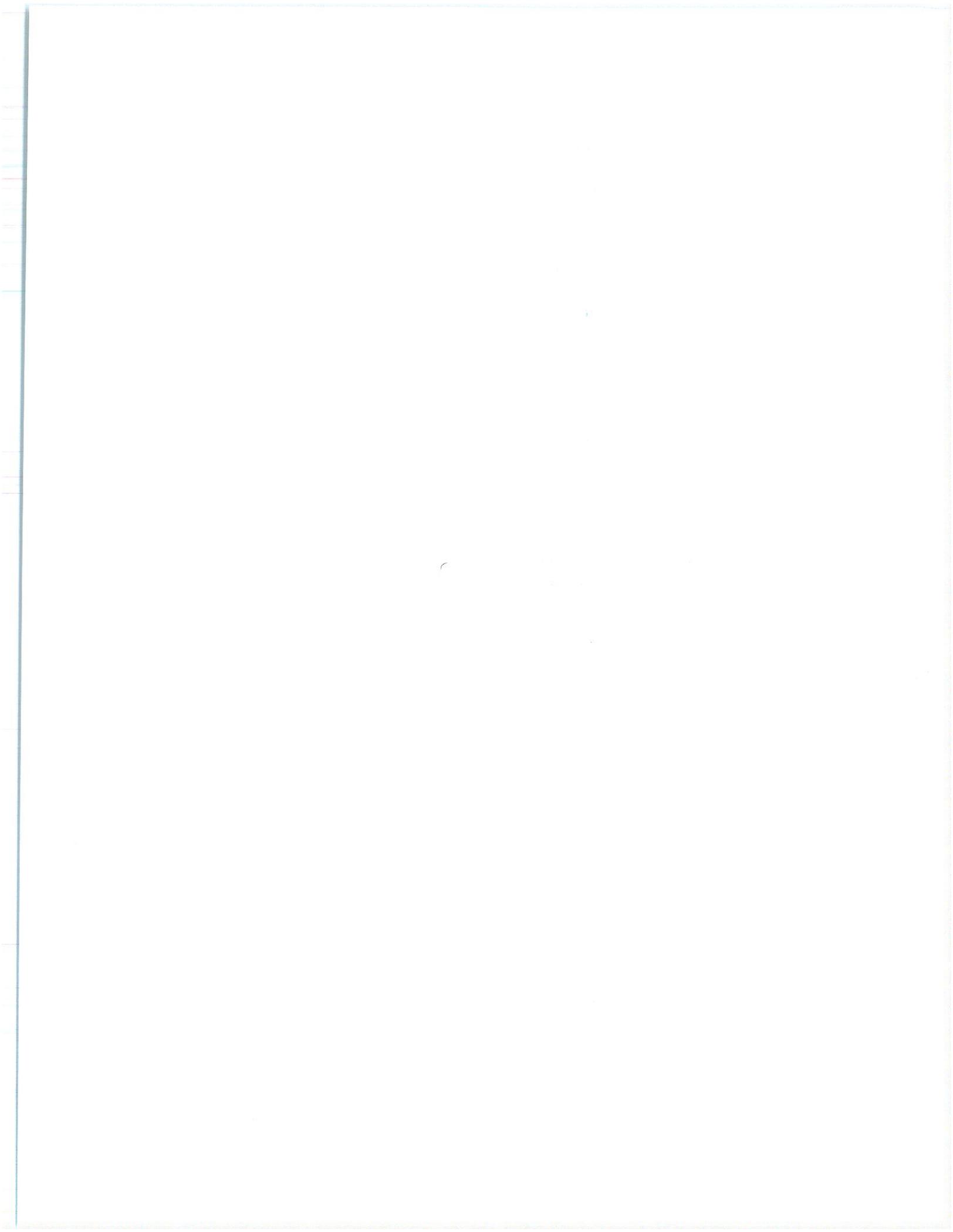
There is a federal navigational channel on the Penobscot river which extends to the Joshua Chamberlain Bridge. There does not appear to be a dredging need at this time. The Penobscot River's controlling depth in the marked channel is 13 feet between Winterport and Bangor/Brewer. Navigation for commercial vessels is immediately downstream of the Joshua Chamberlain Bridge.

9. Is there adequate access, including parking, for commercial fishermen and members of the public? Are there opportunities for improved access?

There is a great deal of recreational fishing in Brewer. There is one boat launch for the general public. Located on North Main Street, this site serves as access to the Penobscot River. Picnic tables and benches are also on the site. The City has recently constructed a kayak/canoe carry-in facility on the river below the Joshua Chamberlain Bridge and the remains of the Bangor Dam.

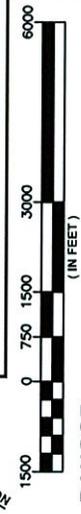
10. Are important points of visual access identified and protected?

There are a number of important points of visual access along the Penobscot River that have been identified and protected. These include views along the river at Indian Trail Park and at Fishermens' Park and the Penobscot Landing trail. The remains of the former Bangor Dam are now owned by the Brewer Land Trust. One potential use of this site is to construct a deck on the wing wall that would allow more recreational fishing access to the river.

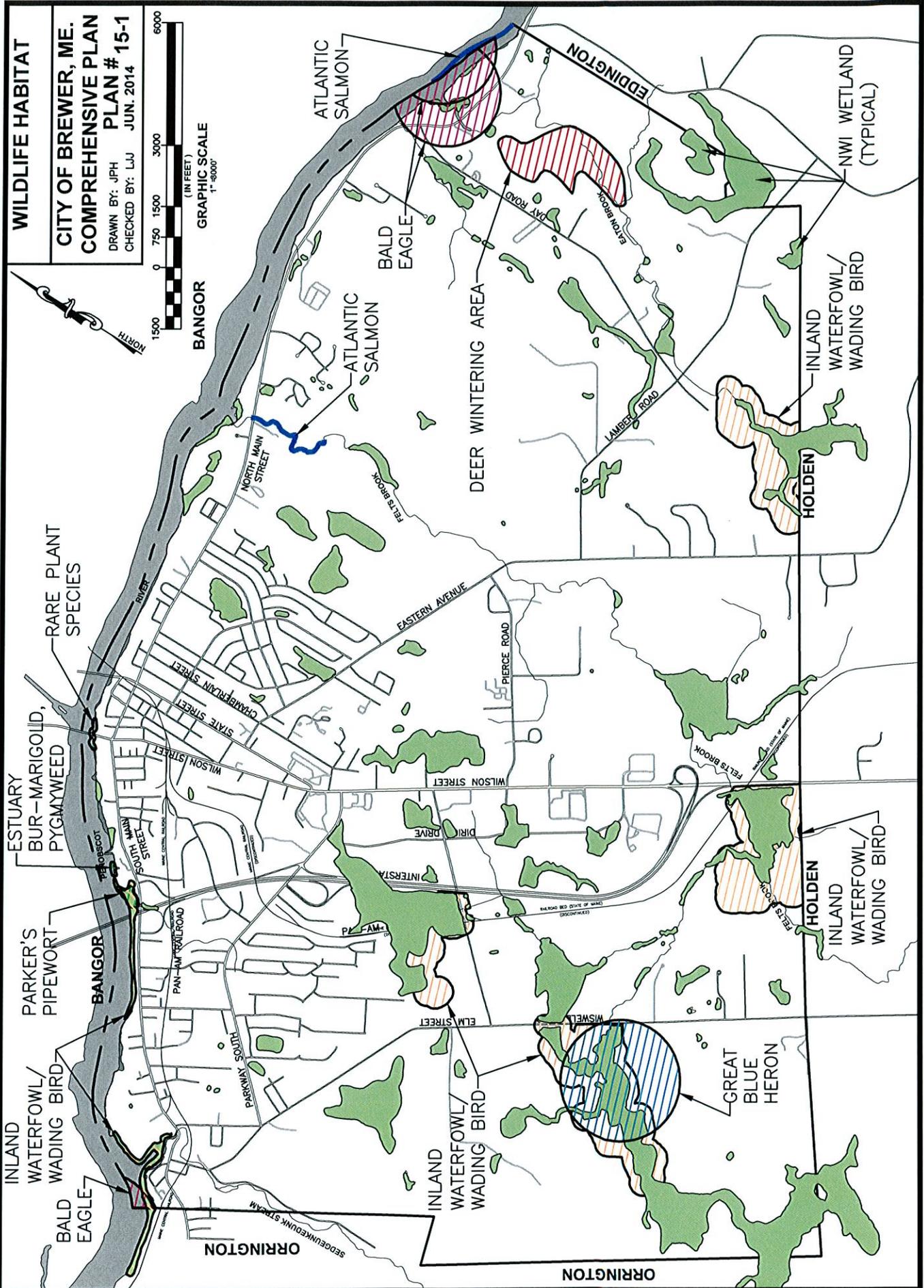


WILDLIFE HABITAT

**CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 15-1
DRAWN BY: JPH
CHECKED BY: LUJ
JUN. 2014**



BANGOR



ESTUARY
BUR-MARIGOLD,
PYGMYWEED
RARE PLANT
SPECIES

PARKER'S
PIPEWORT
BANGOR

INLAND
WATERFOWL/
WADING BIRD
BALD
EAGLE

ORRINGTON

ATLANTIC
SALMON

ATLANTIC
SALMON

BALD
EAGLE

DEER WINTERING AREA

INLAND
WATERFOWL/
WADING BIRD

ORRINGTON

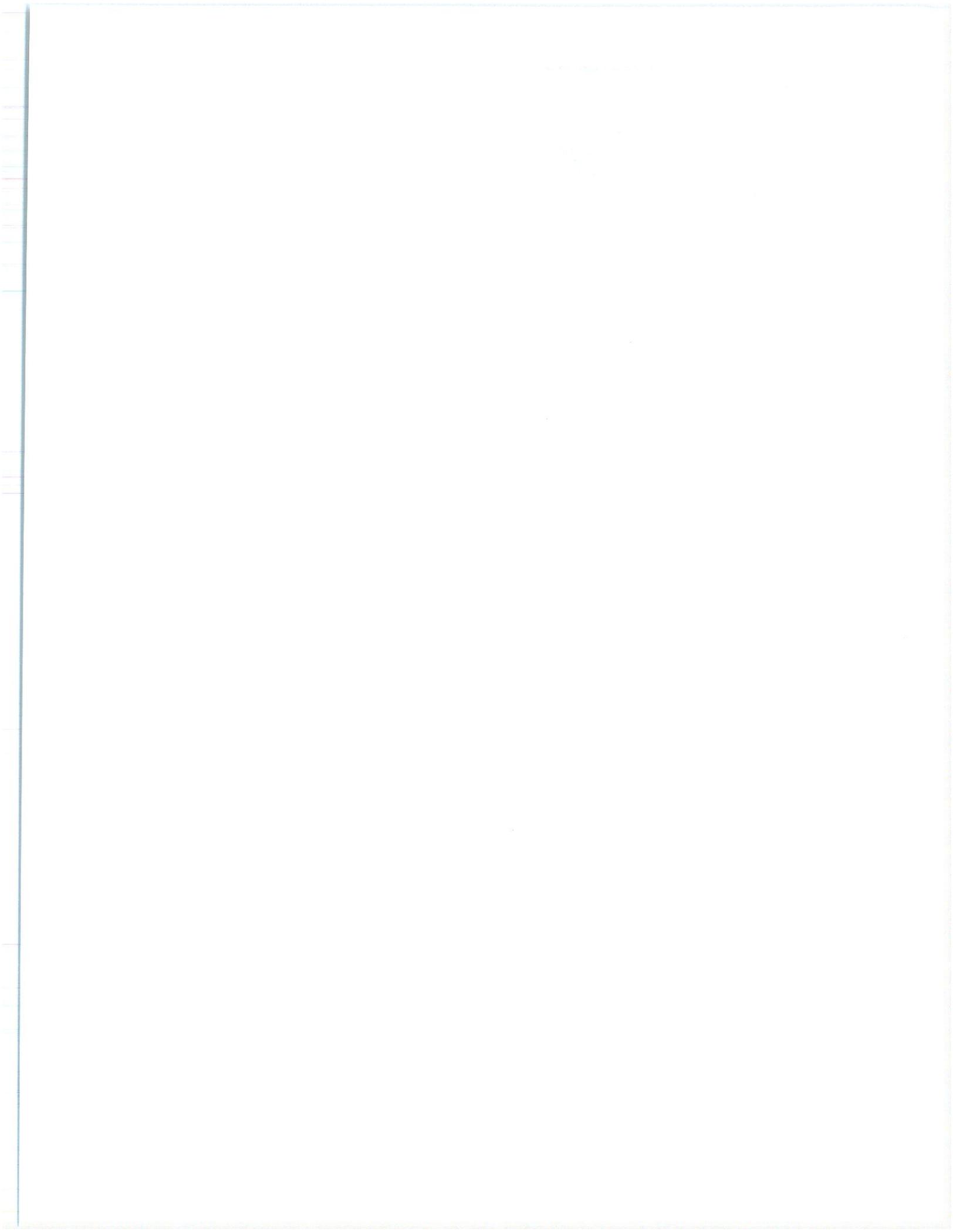
GREAT
BLUE
HERON

HOLDEN
INLAND
WATERFOWL/
WADING BIRD

HOLDEN

INLAND
WATERFOWL/
WADING BIRD

NWI WETLAND
(TYPICAL)



16. Historical and Archaeological Resources

Introduction

From the earliest times, until the advent of the automobile, settlement in Brewer centered on the Penobscot River. This section provides a brief overview of the major places and structures that have been the backdrop to important events in the lives of those who have lived and toiled along Brewer's waterfront.

Archaeological Sites

There are two types of archaeological sites (Native American, before European arrival), and historic archaeological sites (mostly European-American, after written historic records, about 1600 A.D.). Prehistoric sites include campsites or village locations, rock quarries and workshops (for making stone tools), and petroglyphs or rock carvings.

Prehistoric archaeological sites. Native Americans have lived, camped, hunted and fished along the river at numerous sites and there are many tales of the Penobscots' and Abenakis' exploits in the area. Documented evidence of their settlements, however, is sparse. Most commonly, prehistoric archaeological sites are located within 50 meters of canoe-navigable water, on relatively well-drained, level land. The Maine Historic Preservation Commission (MHPC) has identified and mapped the general location of six sites in Brewer. Four are located along the Penobscot River, one is located on Eaton Stream in North Brewer, and one is located away from the river in South Brewer.

Historic archaeological sites. Historic archaeological sites may include cellar holes from houses, foundations for farm buildings, mills, wharves and boat yards, as well as near-shore shipwrecks. MHPC has identified 10 historic archaeological sites, as shown in the table below.

Historic Archaeological Sites in Brewer			
MHPC #	Site	Description	Time Period
ME 054-001	"Rosa Mueller"	American wreck, schooner	July 29, 1090
ME 054-002	Holyoke House well	Anglo-American well, undergr. rr	Late 1820's?
ME 054-003	Brewer's Mill	Anglo-American mill, saw mill	1770-early 20 th c.
ME 054-004	Phinney	Unidentified wreck, vessel	Rev. War
ME 054-005	Felts Brook Barn Complex	American farmstead	19 th century
ME 054-006	Brewer Steam Brick Co.	American brickyard, after	1859-1890
ME 054-007	"Ignazio"	American wreck, unidentified	August, 1869
ME 054-008	Aldrich's saw mill	English mill, saw mill ca.	1823 to 1840-50s
ME 054-009	Rider's brick yard	English brickyard, ca.	1858-1859
ME 054-0010	Brewer Cove Shipwreck	American wreck, unidentified	Poss. Rev. War

Source: Maine Historic Preservation Commission

The remains of one of the American vessels destroyed in the 1779 Penobscot Expedition has been discovered by Kustom Steel Boatyard's owner, Brent Phinney, and the site is listed on U.S. Navy mapping as the "Phinney site." The site is midway between the present "Schooners Restaurant on the Brewer side and the Harbor Master on the Bangor side.

Historic Structures

According to information from the Maine Historic Preservation Commission, there are two structures listed on the National Register of Historic Places.

- Penobscot Salmon Club and Pool, off North Main Street, on the river and
- Daniel Sargent House, at 613 South Main Street.

Based on survey data, the MHPC has identified three additional properties that may also be eligible for listing in the national register:

- House, 508 South Main Street
- House, 596 South Main Street
- Brewer Armory, 133 Elm Street

Brewer Register of Historic Places (updated through March, 2013)

The Brewer Register of Historic Places is a program to increase awareness of Brewer's history by developing a registry that recognizes houses over 100 years old, residences of historic figures and important historic city sites. The program is a partnership between the City of Brewer and the Brewer Historical Society (a 501 c3 corporation that is not a City entity). This register is open to all Brewer property owners and is a non-regulatory recognition of the value of Brewer's past history.

The City of Brewer, through the City Council's Historic Resources Advisory Board (created by the City Council in 2008 to work with the Brewer Historical Society), provides a clearinghouse for historic place recognition. The Brewer Historical Society maintains the documentation of the registry.

The program is promoted to the citizens of Brewer as a way to become actively involved in the City's history by displaying a sign on the outside of a qualified property that depicts the homeowner's naming of the house, the date the property was built, a replica of the historic Brewer seal and the Brewer Historical Society designation at the bottom. The owner pays a nominal fee for the sign.

Properties include:

1. 350 North Main Street (birthplace and childhood home of Civil War hero General Joshua Lawrence Chamberlain); early American Cape Cod house, 1 story, built in 1818 and rebuilt using dormers in 1900 into a Gothic Cottage style house.
2. 5 East Summer Street (Fiddlehead Inn); Victorian, 2.5 story house with Queen Anne features, built around 1885
3. 173 Wilson Street (Fannie Hardy Eckstorm house); Classic Revival, mid 19th Century, 1.5 story with many original details still present
4. 199 Wilson Street (Brewer Historical Society Clewley Museum); Classical Revival, built around 1880

5. 60 Parker Street (home and original business premises of Old Footman Dairy); Victorian-Queen Anne, 2.5 story with attached carriage house, built around 1880
6. 57 Parker Street (parsonage of the Methodist Episcopal Church of Brewer from 1873-1922); Early American style, 1.5 story, Cape Cod with door window, built pre-Civil War
7. 7 Howard Street; Federal Revival style, 2.5 story, built around 1870
8. 34 Brimmer Street; Queen Anne, 2.5 story, built in 1907
9. 80 Chamberlain Street (homestead of Joshua L. Chamberlain, Jr.; Classical Revival, 2.5 story, door window lights, fine wooden corners, early turned molding at roof; built around 1835
10. Oak Hill Cemetery; started in 1825
11. North Brewer Cemetery; acquired in 1840
12. Chamberlain Freedom Park; built in 1997
13. 105 Union Street; Classical Revival, 2 story, built around 1870
14. 484 Day Road; New England Farmhouse, homestead started about 1860

Educational Resources

Brewer has made a significant commitment to providing educational resources highlighting its historical cultural heritage. These include several parks which have oral and/or cultural significance including Chamberlain Freedom Park, Indian Trails Park, the Rocks Park (pocket park on the river near the I 395 exit) and the proposed Brewer Historic Waterfront Trail with its conceptual educational stations on the history of the river. Other educational resources include the City's website, the Brewer Historical Society website, and historical displays contained at the Library and the new Community School.

Other Historic Information

The special significance of the river and the resources along its banks is well illustrated in "A Pictorial History of Brewer, Maine," published in 1976. Yet, today there is little to show of this proud history, and none of the old shipyards, brickyards, ice houses, or mill sites can be readily identified. A few notes from that History make the point:

- Between 1849 and 1919, 163 barques, brigs, schooner, sloops and ships were built in shipyards like Barbour's, Charles Cooper & Co., Joseph Oakes & Son, Dunning, and others.

- In 1870, Brewer's 18 brickyards employed 126 "hands" and made over 11.25 million bricks; the brickyards flourished because of the excellent brick clays found near good wharfage on the riverfront. The brick industry thrived from before 1850 until about 1919.
- In 1883, the "Mining and Industrial Journal" reported that there were four very large mills, running on steam, on the waterfront. They noted the existence of a planing and box mill, house finishing mills, brush manufacturers, a molding mill and the Dirigo Steam Mill which manufactured long lumber, clapboards, shingles, lathes, pickets and fish flakings. (As early as 1836, the "Niles Register" reported 200 sawmills within a few miles of Bangor manufacturing 1,500,000 feet of boards daily!).
- Between 1879 and the turn of the century, some 13 ice companies operated huge ice houses on the Penobscot in Brewer. Up to half a million tons were harvested on the Penobscot annually and, at the height of the trade a cargo of 2,000 tons was not infrequent.
- In 1889, the Eastern Manufacturing Company (later Eastern Fine and now Cianbro) was organized for the purpose of building a pulp mill at Sargent Point. Constructed on the site of a number of sawmills, Eastern Manufacturing expanded steadily for the next 30 years under F.W. Ayer's and John Sullivan's leadership.

Analysis

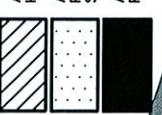
1. **Evidence of historic patterns of settlement.** Many of the older, smaller lots (many still have the older homes) are located in South Brewer which serviced the mill. North Brewer has the old "river lots", long narrow parcels running up from the river.
2. **Protective measures currently existing for historic and archaeological resources and their effectiveness.** The City of Brewer and the Historical Society have established a partnership to administer the Brewer Register of Historic Places, but participation is strictly voluntary.
3. **Site plan and/or subdivision requirements.** The Land Use Code requires applicants for major projects to contact State agencies for their input on state-identified historic or archaeological sites.
4. **State of repair of significant historic resources and whether the community can provide preservation incentives.** Properties on the National Register of Historic Places are generally in good condition. The Brewer Register of Historic Places provides an incentive to preserve properties on a voluntary basis by appealing to landowners' sense of civic pride in the historic importance of their properties.

Archaeological Sites

CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 16-1
DRAWN BY: JPH
CHECKED BY: LJJ
JUN. 2014

MAP LEGEND:

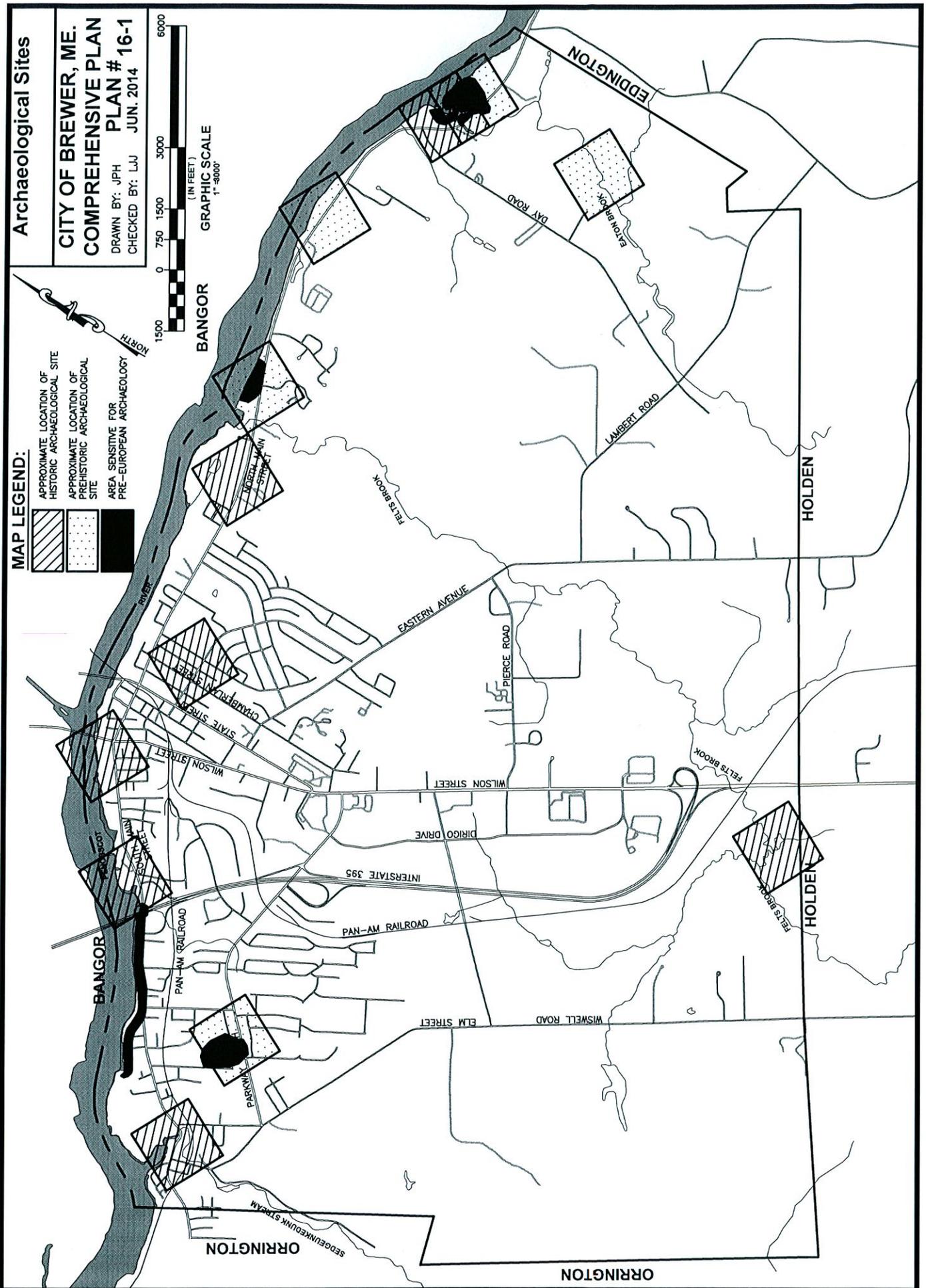
- APPROXIMATE LOCATION OF HISTORIC ARCHAEOLOGICAL SITE
- APPROXIMATE LOCATION OF PREHISTORIC ARCHAEOLOGICAL SITE
- AREA SENSITIVE FOR PRE-EUROPEAN ARCHAEOLOGY

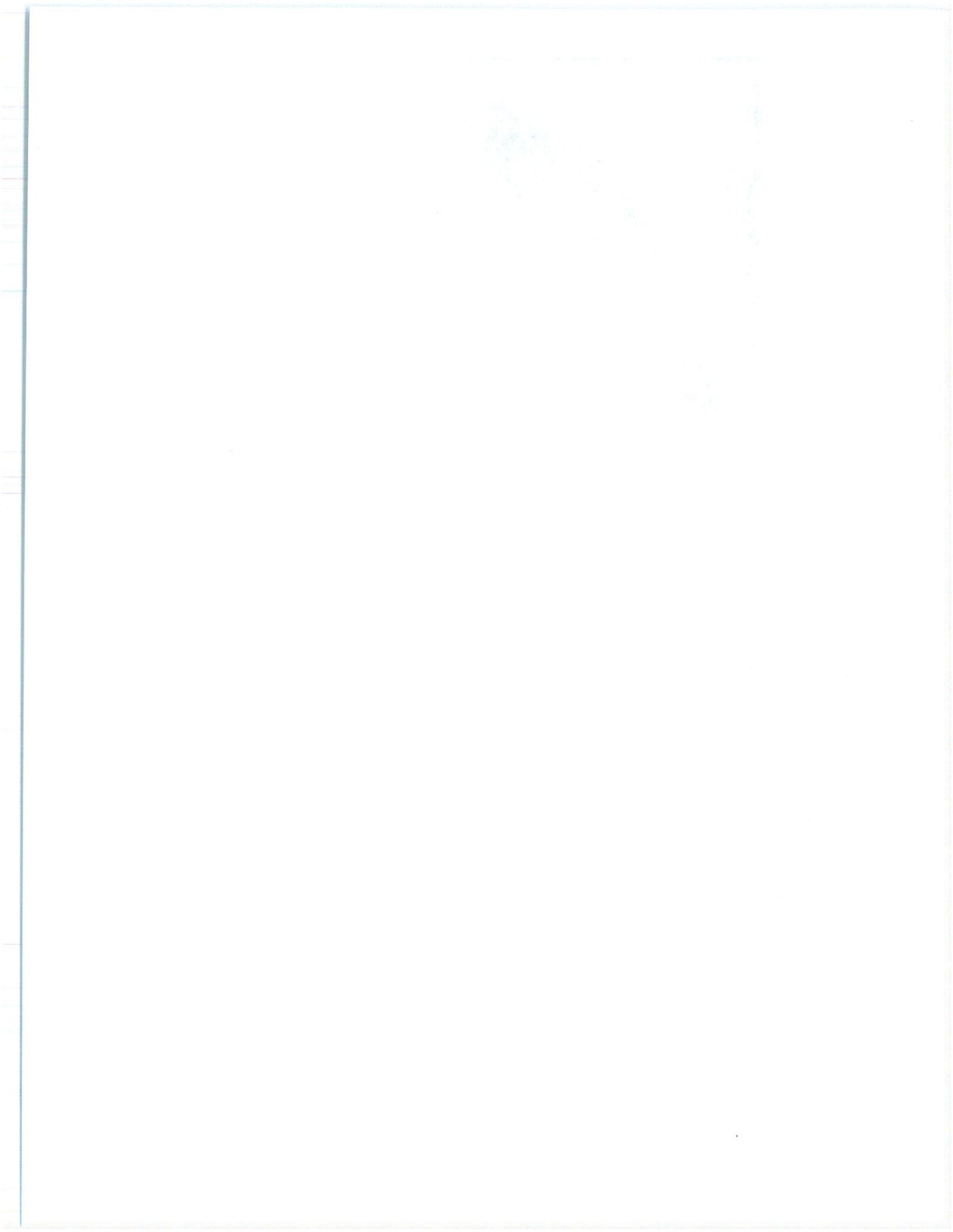


BANGOR



(IN FEET)
GRAPHIC SCALE
1" = 3000'





17. Land Use

Historical Development Patterns

Brewer's early growth is concisely summarized in the following piece from James Vickery's "A Pictorial History of Brewer, Maine", 1976 (see the History section of this Plan for a more detailed discussion of Brewer's past).

"Two centuries ago what is now the City of Brewer was a scattered settlement known as New Worcester named for that Massachusetts town from which came Col. John Brewer. Brewer came here in 1771 and built his house and mill. Hostilities of the Revolutionary War caused most families to abandon their homes and return to their former abodes. In 1783 and 1784 the settlement was resumed. The present site of Brewer was a part of Orrington, but in 1812 Brewer was incorporated as a town. Between this time and 1850 it remained a small village, rural in appearance. After mid-century, Brewer grew rapidly; industries such as shipbuilding, saw mills, and brick making attracted people here, as well as overflow of the populace from Bangor. It had its first free public high school in 1873. The construction of the Eastern Manufacturing Co. attracted more families. In 1889 Brewer became a city. During the next fifty years the city prospered although the brick, lumber, and ice industries declined, and the city changed from one of industry to a more residential community. After World War II, motels, shopping centers, and suburbia appeared..."

As described in the City's 1995 Comprehensive Plan, Wilson Street was a commercial/retail corridor by 1970. Commercial and manufacturing growth in the decades since 1970 has been at least partially due to the City's positive efforts to attract such uses and the access that the Parkway South I-395 interchange provides to the Interstate system.

Since the 1960s, a great deal of Brewer's residential growth has occurred away from the downtown, particularly along North Main Street, Day Road, Eastern Avenue and the Wiswell Road. Growth has occurred on the edges of the built-up, sewered part of the City, including subdivisions, apartments and elderly housing projects.

Development Highlights – Last 10 Years

Waterfront. The Brewer waterfront has been steadily changing over the past ten years. The Penobscot Landing waterfront master plan, which was completed in 2000, contains concepts for the waterfront within the more urban area of the City.

Downtown. Changes in the downtown have included:

- Betton Street was moved slightly so that it created a four-way intersection with Parker Street. In addition, Center Street was designated as a one-way.
- The realignment of Betton Street also allowed for additional on-street public parking.
- The Downtown Development zoning district was created in 2013 encompassing a two-block area between Betton Street, State Street, North Main Street and Penobscot Street. Since this

new zoning district was created, three site plans have been approved for commercial uses and upstairs apartments.

South Brewer. There have been a number of major changes in South Brewer:

- Eastern Fine Paper closed and the City was left with site cleanup and finding a new business. The site was cleaned up primarily using Brownfield money. Cianbro now owns the property and manufactures modules, which leave the site via barges down the Penobscot River.
- Condominiums were constructed off Cove Street by a private entity.
- Upgrades were made to the City wastewater treatment facility including shore stabilization along the Penobscot River.
- MDOT grant allowed the City to install and make improvements to Cianbro's entrance and the I-395 ramps.

North Brewer. North Brewer improvements have included the following:

- The City made upgrades to the public boat launch.
- The Brewer Land Trust acquired ownership of the 4-acre parcel of land at the end of the old Bangor Dam. The Trust hopes to improve the site for public access to the river.

Changes in other areas. In addition to improvements described above, other changes, both private and municipal, have taken place elsewhere.

- Shoreline stabilization was completed along the Penobscot River. Portions in the form of rip-rap and other sections were straight-wall.
- The Brewer Public Works facility was moved from its Hardy Street location to Green Point Road. The old site was cleaned up and graded.
- The former Public Safety building on South Main Street was moved to Parkway South and the former site currently parking for waterfront users.
- The Children's Garden was created with a variety of plantings and hardscape. Weddings and other events are often held there.
- The first phase of the Brewer Riverwalk was completed including a multi-use paved surface with lights and benches, and a hand launch boat access point (canoe/kayak). Railings along the river on both the Brewer and the Bangor sides match for a cohesive design.
- The old Archer Block (corner of Wilson St and North Main St) was acquired by the City, demolished, and a new parking lot constructed for public parking.
- The Brewer Library was moved from the City Hall addition to the former school building at 100 South Main Street. The new location provides an improved facility and better parking.
- JR Redemption site underwent remediation by EPA. The site is now capped.
- Completed sewer separation projects have virtually eliminated sewer overflows throughout the City.
- MaineDOT repainted the Joshua Chamberlain Bridge last year.

- Site plans have included the restaurant at the end of the Joshua Chamberlain Bridge (was the Muddy Rudder, then Schooners, and now High Tide with a dental office upstairs); Dirigo School Apartments amendment; All Points Insurance; and B&L Auto.
- Phase II of the Brewer Riverwalk has begun with concept plans and meetings with MDOT.

Subdivisions approvals. Since 2004, the Brewer Planning Board has approved 12 residential subdivisions with a total of 134 lots, and 15 commercial subdivisions with a total of 46 commercial structures or lots. To date, not all of the subdivisions have been built.

Site Plan approvals. Since 2004, the Brewer Planning Board has approved 144 site plan review applications, mostly for non-residential developments. These approvals have included 50 projects on outer Wilson Street, nine projects on Dirigo Drive, 17 multi-family projects or commercial developments with some apartments, and 68 projects located in other parts of the community.

Land Use Ordinance

The City of Brewer has a Land Use Ordinance that includes provisions for zoning, site plan review, subdivision review, floodplain management, roads and streets, mobile home parks, telecommunication facilities and impact fees.

Zoning. The City of Brewer is divided into a number of zoning districts, as described below. Specific uses allowed in each district, either with a permit from the code enforcement officer or after site plan review and approval of the Planning Board, are set forth in a schedule of uses in Section 306.5 of the Land Use Ordinance.

- **Rural District (Rural).** The purpose of this district is to provide for areas within the city for very low density residential development while protecting the rural character of these portions of the city. Development within the area should be sensitive to the rural nature of the district and should preserve open space to the maximum extent possible.
- **Low Density Residential District (LDR).** This district is intended to provide for housing mixed with complementary recreational and institutional uses in a low density setting immediately adjacent to the urban area.
- **Medium Density Residential District.** This district is aimed at providing zones where a majority of the city's population can reside with a balance between urban living and open space. The district is intended to encourage quality single family housing. The lots are designed to be served by off-lot utilities. Protection of established residential neighborhoods from undesirable impacts is an important value in this district.

The MDR-1 district provides for single-family housing and closely related ancillary uses.

The MDR-2 district provides for single-family and two-family housing

- **High Density Residential District (HDR).** This district encompasses portions of the city which were developed in the 19th and early 20th centuries. Serviced by public utilities, it

exhibits a mix of residential housing types, plus attendant community services such as churches.

- **High Density Residential District-2 District (HDR-2).** The purpose of this district is to provide for a harmonious mixture of residential uses in close proximity to urban services.
- **Convenience Business District (CB).** The purpose of this district is to permit a variety of uses which are predominantly retail and service oriented. This district permits a mixture of residential uses, governmental and retail uses, so as to provide vitality to the neighborhood. Structures in the district were developed in the 19th and early 20th centuries and are served with municipal water and sewers facilities.
- **General Business District GB).** The purpose of this district is to provide for a variety of commercial uses, including highway oriented types. The area is intended to be the location for the community's major shopping facilities, including shopping centers. The standards of the district are intended to encourage developments which have controlled vehicular access.
- **Industrial District (IND).** The purpose of this district is to provide for industry and warehousing in which high value industrial and warehousing installations in campus arrangements are encouraged.
- **Industrial District Two (IND-2).** The purpose of this district is to provide for industrial and warehousing uses which are compatible with the Brewer Airport and do not require on-lot water and sewer facilities.
- **Office Residential District OR).** The purpose of this district is to provide an orderly transition of older residential areas along major traffic arteries to low intensity office and service uses, as well as multi-family housing. The district, located on arterial roads, contains a mix of residential types and construction styles dating to the 19th century. The district is served by municipal water and sewer facilities. The aim of the district is to provide for a variety of housing types and planned professional office/institutional uses that are compatible with neighborhood character and architectural styles.
- **Professional Business District (PB).** The purpose of this district is to provide for professionally-oriented commercial development in areas located near significant public infrastructure. The area is intended to include office-oriented uses, professional services, and research and development facilities along with retail and commercial enterprises that are supportive of such development. The standards of the district are intended to encourage refined and compatible aesthetic themes across property lines, including landscaping and signage, and provide for the development of thematic or campus-style projects.
- **Downtown Development District (DD).** The purpose of this district is to allow for a variety of retail, entertainment, service businesses and office uses which are characteristic of a walkable central business district. Residential uses are combined with commercial uses but are limited to the upper floors of multi-story buildings. The district is served by municipal water and sewer facilities, as well as on-street parking and nearby parking facilities.

In addition to these zoning districts, there are two floating zones that can be utilized through contract zoning for eligible projects. These are:

- **Adaptive Reuse District (AR).** The purpose of this floating zone is to allow for the reuse of certain existing municipal or school buildings. If a site meets the eligibility requirements, a contract zone into the AR district would allow for specific new uses and design standards.
- **Adaptive Residential Multi-unit District (ARM).** The purpose of this floating zone is to allow for a diversity of residential housing opportunities for people of different incomes, family types, and lifestyles. If a project meets the eligibility requirements and development standards, a contract zone into the ARM district would allow for large-scale developments with a higher density of dwelling units.

There are also two overlay districts that establish additional requirements on the underlying districts. These include:

- Shoreland Zoning Protection District
- Manufactured Housing District

The table below summarizes some of the dimensional requirements for the districts described above.

Zoning Overview of Dimensional Requirements							
District	Minimum Lot Area (Square Feet)			Minimum Lot Frontage Feet			Max building height in feet
	Off-lot sewer, water	On-lot sewer, public water	On-lot sewer and water	Off-lot sewer, water	On-lot sewer, public water	On-lot sewer and water	
Rural	60,000	70,000	120,000	200	200	200	35
LDR	40,000	50,000	60,000	150	150	150	35
MDR-1	15,000	30,000	40,00-0	100	125	150	35
MDR-2	7,000	30,000	40,000	75	125	150	35
HDR	7,000	n.a.	n.a.	50	n.a.	n.a.	35
HDR-2	15,000	n.a.	n.a.	100	n.a.	n.a.	65
CB	2,000	n.a.	n.a.	25	n.a.	n.a.	65
GB	40,000	n.a.	n.a.	200	n.a.	n.a.	n.a.
IND	30,000	80,000	200,000	150	200	400	n.a.
IND-2	40,000	80,000	200,000	200	200	400	n.a.
OR	7,000	n.a.	n.a.	100	n.a.	n.a.	35
PB	20,000	n.a.	n.a.	150	n.a.	n.a.	90
DD	1,500	n.a.	n.a.	25	n.a.	n.a.	65

Source: Brewer Land Use Code

In addition to the district requirements, the Land Use Code contains a number of performance standards regulating specific uses and sites. These standards apply to projects requiring code enforcement officer approval as well as those requiring approval by the planning board. The standards include:

- Accessory living quarters
- Airport approach
- Archaeological/historical sites
- Automobile graveyard, recycling facility, junkyards
- Camping park
- Conditional uses
- Commercial vehicles in residential districts
- Construction in flood hazard areas
- Conversions – single-family to multi-family
- Day care
- Electromagnetic radiation
- Excavation, removal and filling of land
- Fire and safety
- Home occupations
- In-law apartments
- Land not suitable for development
- Lighting
- Multi-family dwellings in LDR districts
- Noise
- Odors
- Outside storage
- Parking and loading
- Planned unit development
- Planned group development
- Planting
- Recycling center other than automobile recycling
- Sanitary provisions
- Shipping container as storage buildings prohibited
- Signs
- Temporary structures
- Trailers
- Vibration
- Water quality
- Wildlife/natural areas preservation
- Yards and setbacks
- Narcotic treatment facilities

- Medical marijuana dispensaries and cultivation facilities

Site Plan Review. The purpose of site plan review is to provide for Planning Board review of certain uses which have a potential for significant impact, but which when properly designed with respect to their surroundings can become acceptable uses. The Site Plan Review provisions of the Land Use Code require review and approval of the Planning Board, are set forth in a schedule of uses in Section 306.5 of the Land Use Ordinance. Major projects that are subject to site plan review include:

1. Drilling or excavating natural resources in excess of 30,000 square feet.
2. Hazardous activities involving the consumption, generation of handling of hazardous wastes, oil, and low level radioactive wastes.
3. Any building occupying a ground area in excess of 20,000 square feet.
4. Any project where buildings and parking lots, roads, paved areas, or other areas to be stripped and graded occupy a ground area in excess of 60,000 square feet.
5. Any multi-unit housing development involving three or more housing units.
6. Any project which is a conversion of an existing project meeting the above descriptions.

The standards used by the Planning Board in evaluating site plan review applications include:

- Compatibility with land uses (of adjacent properties)
- Compatibility with the landscape
- Erosion
- Storm water
- Access
- Road system impact
- Landscaping and planting
- Outdoor lighting
- Outdoor recreation
- Wastewater
- Sufficient water
- School system (impact)
- Developments in flood hazard zones
- Impact on abutting properties

Subdivision Review. This portion of the Land Use Code requires that subdivisions as defined by statute be reviewed and approved by the Planning Board. The law includes review criteria which must be used by the Planning Board. The City's Land Use Code makes reference to these criteria but also includes performance standards and design guidelines to clarify the statutory review criteria.

Performance standards

- No pollution
- Sufficient water
- Impact on existing water supplies

- Soil erosion
- Traffic conditions
- Sewage disposal
- Solid waste
- Natural beauty, aesthetics, historic sites, wildlife habitat, rare natural areas, public access to the shoreline
- Conformance with zoning districts and performance standards
- Adequate financial and technical capacity
- Ground water protection
- Floodplain management
- Freshwater wetlands
- Storm water management
- Open space and common land
- Phosphorus impact on watersheds of great ponds

Design guidelines

- Sufficient water
- Street design criteria
- Impact on natural beauty, aesthetics, historic sites, wildlife habitat, rare natural areas, public access to the shoreline
- Storm water management
- Blocks
- Lots
- Monuments
- Cluster subdivisions
- Phosphorus export
- Utilization of the site
- Historic and archaeological resources

Floodplain Management. The Floodplain Management provisions of the Land Use Code require that a permit be obtained prior to construction or other development in any areas of special flood hazard as identified by FEMA (Federal Emergency Management Agency).

- New structures must be elevated such that the first floor is above the level of the base flood (the elevation of the 100-year flood as determined by FEMA).
- New non-residential structures that are not elevated must be flood-proofed.
- Repairs, improvements and additions to existing structures in areas of special flood hazard areas may be made provided the value of such changes does not exceed 50% of the market value of the structure.

Roads and Streets. The Land Use Code contains standards for the design and construction of streets and access points to streets.

Mobile Home Parks. The Land Use Code also regulates new or expanded mobile home parks including their location, dimensional requirements, and construction.

Telecommunication Facilities. The Land Use Code requires that all telecommunication facilities be limited to 195 feet in height. Other standards include provisions for access, construction, design strength, anchoring, grounding and setbacks.

Land Use Issues, Opportunities

Residential development issues

1. **Condominiums.** Currently, condominiums are not technically permitted in Brewer because of lot size requirements in districts where multi-family dwellings are allowed.
2. **Consistency of assessing records.** The City's assessing records do not make a distinction between in-law apartments and two-family structures. This creates confusion in the for the public and creates enforcement difficulties.
3. **Residential back lot development.** The City's zoning ordinance does not allow back lot development.
4. **Private roads.** Brewer's Land Use Code does not allow development on private roads. This limits the potential for a wider range of residential developments, such as gated communities and back lot development (land currently lacking public road frontage).
5. **Density.** The City's Land Use Code limits the construction of higher density multi-family dwellings in areas where greater density could be accommodated.
6. **Multi-family Density bonuses.** Brewer's Land Use Code does not include a density bonus that would allow greater density in some cases in exchange for a public benefit such as a trail easement, land for public open space or construction of a bus shelter.
7. **Building height.** Brewer currently limits building height to 35 feet in most residential districts (but 65 feet in HDR-2 and 100 feet in DD). A greater height standard in appropriate areas would allow for the construction of four and five story buildings.
8. **Transient housing.** There is a need for the City to tighten up ordinance provisions to ensure that transient accommodations such as motels and hotels are used for temporary occupancy and not apartments.
9. **Subdivision open space.** The City's Land Use Code does not include a minimum open space requirement.
10. **Open space/cluster development.** The City does not require that subdivisions outside the growth area as identified in the Comprehensive Plan be open space/cluster development.

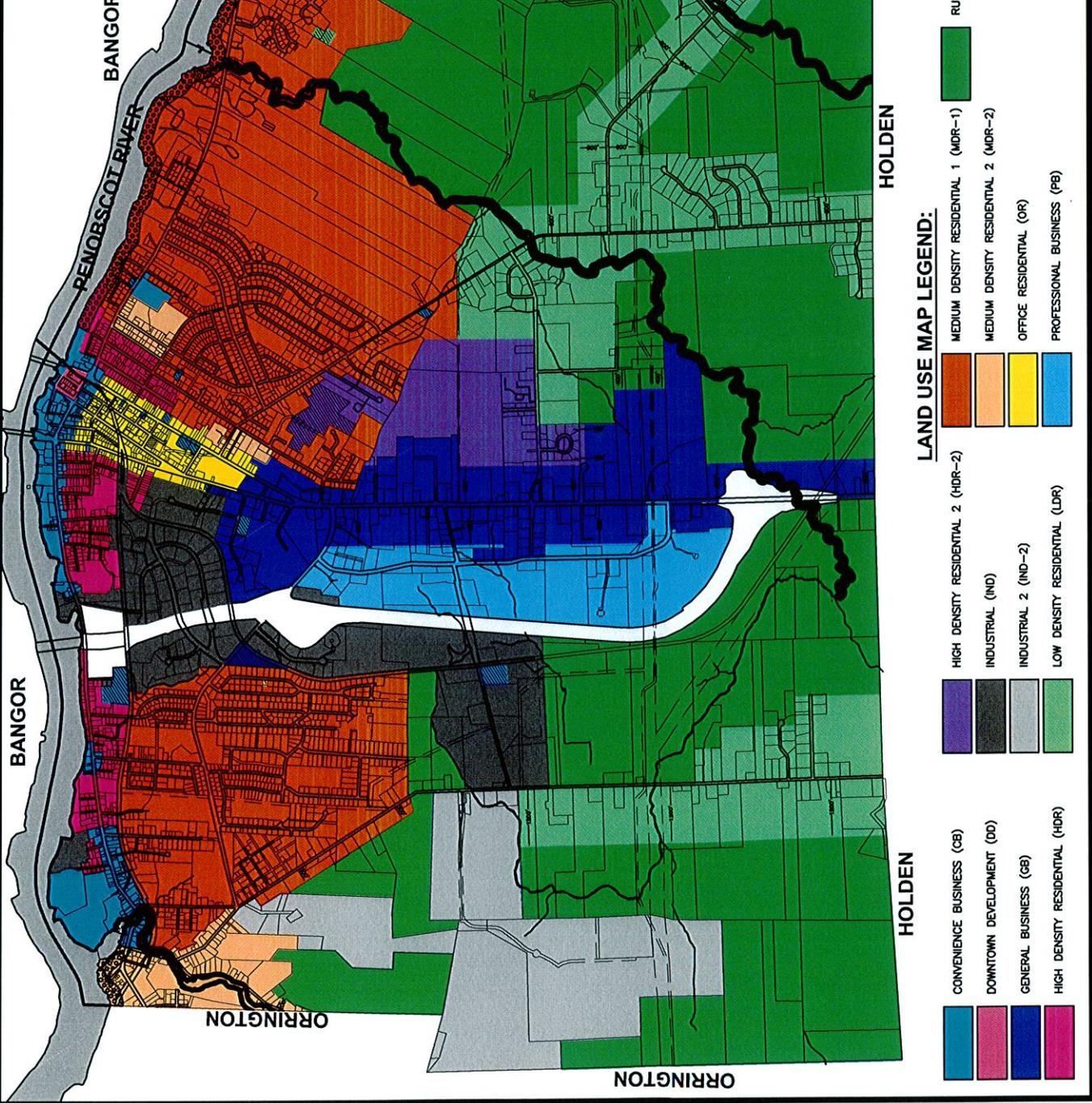
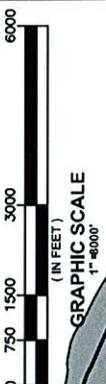
- 11. Density bonus.** The Land Use Code does not contain a density bonus provision for any subdivision that provides publicly beneficial open space in excess of required minimums.

Commercial development issues

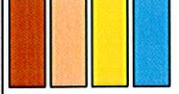
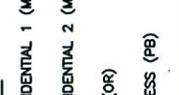
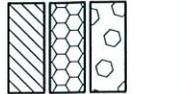
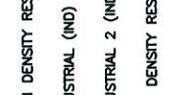
- 1. Administrative review.** The Land Use Ordinance does not include a mid-level administrative review for minor commercial projects that would be more than a review by the Code Enforcement Officer, but less than a full review by the Planning Board (site plan review, detailed plans and specifications, public hearing, etc.). This would require a review of uses in the land use matrix (Section 306 of the Land Use Ordinance) to determine which ones would be subject to the mid-level review.
- 2. Adaptive Reuse District.** The Adaptive Reuse District (an overlay district) does not include privately owned buildings. Currently, the Adaptive Reuse District applies only to the reuse of municipal buildings and public schools. Broadening the Reuse District could encourage the redevelopment of vacant or under-utilized buildings to more productive uses that might otherwise be prohibited
- 3. Parking requirements in the Convenience Business (CB) District.** Currently, requirements for on-site parking are a development barrier for some properties. The Land Use Ordinance could be changed to allow on-street parking to meet a portion of the parking requirements (for example, up to four commercial parking spaces). On-site parking requirements could still be retained for residential dwelling units.
- 4. Outside storage of merchandise.** Currently, some retail establishments display merchandise outside and some establishments use outside storage containers (which is prohibited by Sections 423 and 429 of the Land Use Ordinance) to store their merchandise. There is a need to include additional provisions in the Land Use Ordinance to better regulate outside storage.
- 5. Business signs.** There is a need to research options for timed digital signs, neighborhood signs, and public information signs that take into account public safety and the public benefits of such signs.
- 6. Multiple uses on a single lot.** The Land Use Ordinance currently requires that the frontage be met for the first use, and that there be 50 feet of additional frontage for the second use, and 25 feet of additional use for the third use. This can result in excess frontage for certain types of uses such as a mini-mall or a business with one or more apartments.
- 7. Waterfront redevelopment.** The Land Use Ordinance contains provisions which may constrain redevelopment efforts along the waterfront. The creation of a separate waterfront district with provisions geared to its redevelopment would help support public and private efforts to improve this important City asset.

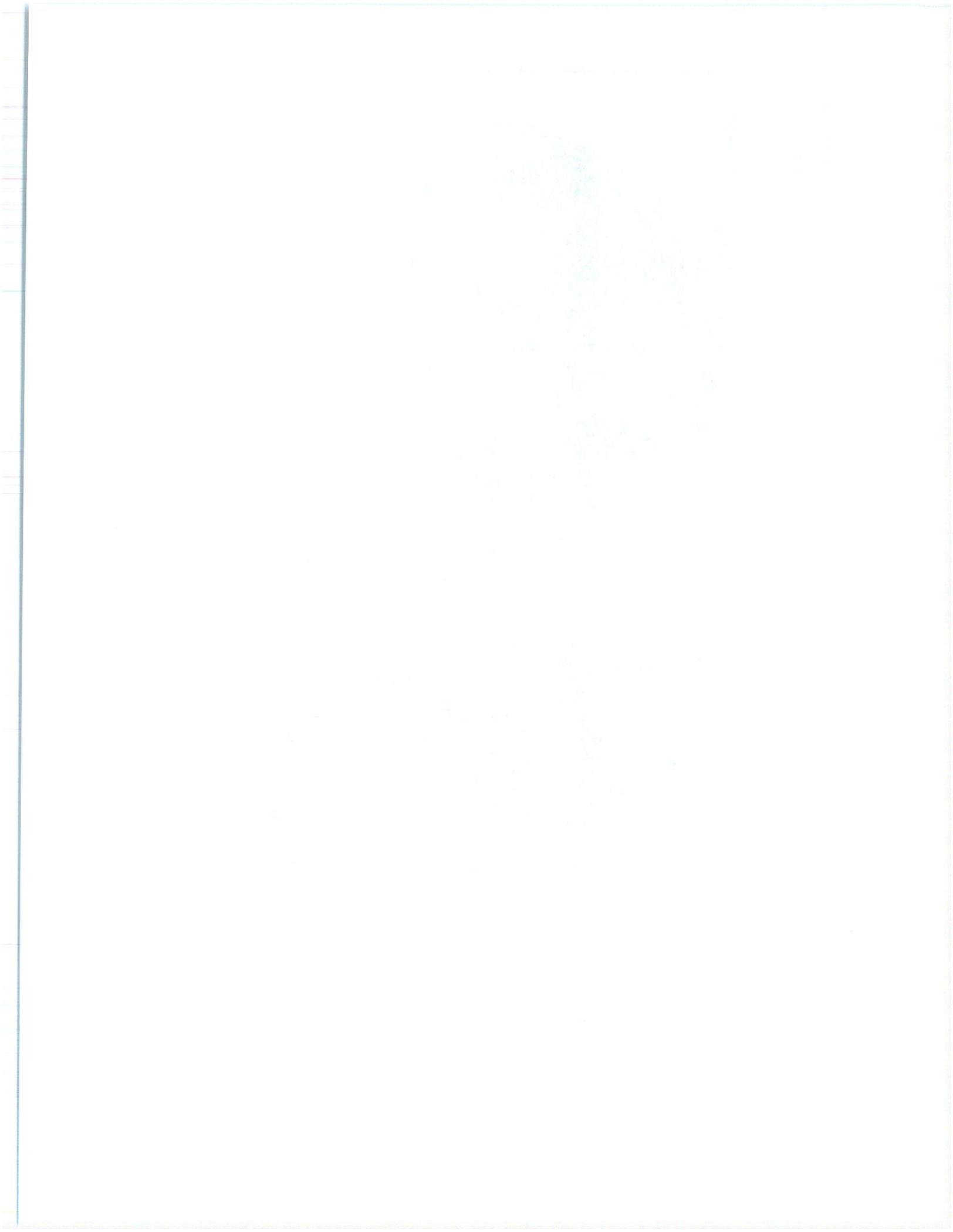
**CURRENT
LAND USE MAP
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 17-1**

DRAWN BY: JPH
CHECKED BY: LJJ
JUN. 2014



LAND USE MAP LEGEND:

- | | | | | | | | |
|---|--------------------------------|---|------------------------------------|---|--------------------------------------|---|--|
|  | CONVENIENCE BUSINESS (CB) |  | HIGH DENSITY RESIDENTIAL 2 (HDR-2) |  | MEDIUM DENSITY RESIDENTIAL 1 (MDR-1) |  | RURAL |
|  | DOWNTOWN DEVELOPMENT (DD) |  | INDUSTRIAL (IND) |  | MEDIUM DENSITY RESIDENTIAL 2 (MDR-2) |  | CONTRACT USE ADAPTIVE REUSE (C-AR) |
|  | GENERAL BUSINESS (GB) |  | INDUSTRIAL 2 (IND-2) |  | OFFICE RESIDENTIAL (OR) |  | CONTRACT USE ADAPTIVE RESIDENTIAL MULTI-UNIT (C-ARM) |
|  | HIGH DENSITY RESIDENTIAL (HDR) |  | LOW DENSITY RESIDENTIAL (LDR) |  | PROFESSIONAL BUSINESS (PB) |  | |



City of Brewer Comprehensive Plan

Draft Goals, Policies, Strategies

December, 2014

**City of Brewer Draft Goals, Policies, Strategies
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Brewer's Vision

The City of Brewer can capitalize on the economic opportunity made possible by its urban location and access to an excellent highway network, and at the same time maintain safe and quiet residential neighborhoods, high quality schools, river and neighborhood parks and paths, a friendly atmosphere, distinct rural and developed areas, and an affordable tax rate.

Based on this vision, the following goals will provide overall direction for the city's comprehensive plan, including the policies and implementation strategies relating to land use, public services, natural and cultural resources, economic development and taxes.

1. **Valued assets.** The City's primary goal is to retain, enhance and build upon the assets that residents and business people value most about Brewer. These include our:
 - a. high quality school system;
 - b. high quality municipal services;
 - c. safe, friendly, attractive, and quiet residential neighborhoods that are separate from our commercial areas;
 - d. attractive areas for business growth
 - e. attractive parks and variety of recreational opportunities;
 - f. convenient access to other locations in the region and Maine;
 - g. willingness to work with our municipal neighbors;
 - h. The Brewer Performing Arts Center; and
 - i. Penobscot River waterfront and corridor.

We also want to respect and promote our historic heritage, natural resources, and diverse housing opportunities.

2. **City government.** We want a nimble city government characterized by foresight, civility, leadership, and team work; guided by a long range vision and capital improvement plan; and capable of healthy self-evaluation and quick adjustments as conditions and needs change.
3. **Cost of government.** We are willing to pay for a high quality school system, better roads, a more attractive community, recreational facilities, pedestrian pathways, and other city services, but only in the framework of a relatively stable tax rate that grows only slowly and predictably, and depends upon an expanding, sustainable, and diverse tax base.

4. **Economy.** We want Brewer to be a place where an individual or corporation can start a business with relative ease, and expect it to thrive; and where workers have the skills to hold well-paying jobs and participate in the global economy. We recognize the importance of our local economy in providing jobs, services, and products to people in the city, region, and beyond. We want continued strong cooperation in helping businesses to locate, expand, and stay here, and expect in return support and respect for this community and its people, neighborhoods, regulations, infrastructure, and natural environment. We want to encourage businesses to continue to invest in the community. We want Brewer to continue to have a diverse economy and be a major player in the region's economy.
5. **Community.** We want:
 - a. strong community identity, pride, and spirit characterized by cooperation and positive action;
 - b. active involvement in city affairs from many residents and businesses and from all neighborhoods;
 - c. a strong sense of a close knit community of caring; and
 - d. support for the children, elderly, and others in our community most in need.
6. **Centers of activity.** We recognize the importance of centers of activity in Brewer where people can shop, obtain services, and take advantage of recreational, social, cultural, governmental, and/or educational opportunities. We will strive to ensure these areas are well planned so they function effectively, and, to the extent possible, are connected to neighborhoods by pedestrian and bicycle paths and public transportation.
7. **Visual appearance.** We want private and public investment in the beautification of our city, especially at city entrances, in commercial-shopping areas, neighborhoods, and rural areas, and along the riverfront.
8. **Traffic and safety.** We envision streets that are safe for pedestrians, cyclists, and motorists; and, in residential areas and centers of activity, traffic that is controlled, slow, quiet, and appropriate.
9. **Recreation.** We want ready access to parks, pathways, and other recreation areas from every neighborhood in the city and along the river front. We envision pathways linking all parts of our city and providing opportunities for people to exercise and enjoy the out-of-doors, especially along the riverfront and without interference from vehicular traffic.

Note: Goals, policies and strategies which continue existing actions and are high priority items; all other goals, policies and strategies are medium priority.

ECONOMY		
Goals:		
1. Promote an economic climate which increases job opportunities and overall economic well-being. 2. Add commercial and industrial property to the tax rolls so that total assessed values (taxable and exempt) in Brewer increase by an average of two percent (2%) per year, after inflation.		
Policies	Strategies	Responsibility
1. Financial commitment. Continue the City's financial commitment to economic development.	A. Economic development staff. Continue to provide staff to support the City's economic development initiatives.	City Council
	2. Business-friendly ordinances. Ensure that city ordinances are business-friendly.	A. Ordinance simplification. Continue to simplify and clarify rules on permitted uses, non-conforming uses, setbacks, and other requirements in consultation with the public.
	B. Allowed uses. Continue to review allowed uses in all zoning districts, in consultation with the public, to ensure that potentially compatible uses are not inadvertently excluded from the various districts.	Staff, City Council
	C. Downtown district. Review and potentially expand the downtown district for portions of Main Street.	Staff, City Council
3. Existing business support. Continue support for existing businesses.	A. Brewer Business Resources Program. Continue to provide free business training for all Brewer businesses.	Economic Development Dept.
	B. Revolving Loan Program. Further capitalize the revolving loan fund for business improvements.	City Council, Economic Development Dept., Finance Dept.

Policies	Strategies	Responsibility
(3. Existing business support)	C. Marketing. Continue marketing efforts for existing businesses such as marketing events at the Cross Insurance Center and through the City's website.	Economic Development Dept.
4. Marketing. Continue marketing efforts to attract businesses.	A. Regional organizations. Continue to work with regional organizations and other communities to attract new businesses to Brewer; continue being a leader and model community for input on business-related issues.	Economic Development Dept., Staff
	B. Development incentives. Continue to utilize Tax Increment Financing (TIF) Districts to assist business development and provide financial benefits to the city, and consider regulatory incentives where applicable and appropriate.	Economic Development Dept., City Council
	C. Coordinated business outreach. Continue current policy of having multiple department heads available for meetings with prospective businesses.	Staff
	D. Professional and value-added businesses. Continue to work with prospective businesses to encourage development of professional and value-added businesses.	Staff
	E. Future locations for business growth. Develop concept plans for new business locations in the city, including the redevelopment of sites now devoted to other uses.	Staff
5. Waterfront. Plan for the development and enhancement of the waterfront.	A. Waterfront/riverwalk plan update. Update the Waterfront/riverwalk master plan and Penobscot Landing Multi-Use Trail Plan and continue to implement where feasible.	Staff
6. Public improvements. Fund public improvements needed to support economic development.	A. Business and Commerce Park. Continue to extend needed infrastructure to the Brewer Business and Commerce Park (including natural gas and three-phase power) and construct the park.	Staff, City Council

HOUSING

Goals:

1. Maintain the existing housing stock in good repair.
2. Develop and maintain quality affordable housing at an adequate level, consistent with the demographics of housing needs.
3. Continue to provide a diversity of housing opportunities for people of different incomes, family types, and lifestyles.
4. Meet the state goal of having at least 10% of new residential development be affordable.

Policies	Strategies	Responsibility
1. Safety, quality. Ensure safe, quality housing.	A. Code enforcement. Continue to provide consistent, multi-departmental code enforcement on basic health and safety issues.	Code Enforcement Officer, Fire Department
2. Affordability. Encourage the development of affordable housing.	A. Federal rent subsidies. Continue to seek federal rent subsidies for existing apartments, so that families can afford decent places, and landlords get an adequate return to afford repairs	Brewer Housing Authority (BHA)
	B. Housing rehabilitation. Continue to pursue federal and state aid, such as Community Development Block Grants (CDBG grants), to encourage the rehabilitation of older properties.	Staff
	C. Manufactured housing. Amend city ordinance(s) to clarify the fact that manufactured housing units other than mobile homes are allowed where site built housing is allowed.	Staff, City Council
	D. Mobile home parks. Continue to allow mobile home parks where they are currently permitted.	Staff, City Council
3. Diversity. Encourage diversity of housing opportunities.	A. Housing variety. Ensure that ordinances continue to allow a variety of types of housing for families at different income levels.	Staff, Planning Board, City Council
	B. Incentives for growth area development. Investigate incentives for encouraging development close to built-up areas, near services and public transit.	Staff, Planning Board

Policies	Strategies	Responsibility
(3. Diversity)	C. Condominiums. Consider ordinance amendments to allow condominium developments in appropriate areas of the community.*	City Council
	D. Riverfront development. Encourage multi-family development in the waterfront area in conformance with the proposed Waterfront Zoning District (see Land Use 5G).	Staff, City Council
	E. Specialty residential development. Consider ordinance amendments to allow specialty housing developments such as gated communities, golf course communities, efficiency apartments, and small-house developments.*	Staff, City Council

* This may require modifying the requirement that all development have public road frontage.

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TRANSPORTATION

Goals

1. Make city streets safe for pedestrians, cyclists, and motorists, especially in residential areas and centers of activity, ensuring that traffic is controlled, slow, quiet and appropriate.
2. Continue to improve the visual appearance of city gateways and regional highways in Brewer to convey an image of community caring and pride.
3. Welcome shoppers, workers, visitors, and business owners with a street system that provides clear direction, convenience, parking, and visibility.
4. Be proactive in preparing for an increase in vehicular traffic during the next 10 years.
5. Encourage new development to locate in or near existing core areas to reduce transportation demands and encourage the use of public transportation.
6. Create and sustain more opportunities for people to use alternatives to the automobile by interconnecting neighborhoods and centers of activity with pedestrian and bicycle paths and public transportation links. Make sure these alternatives are easily accessible and readily available to older citizens and those with disabilities.

Policies	Strategies	Responsibility
Traffic		
1. Transportation system. Continue to prioritize community and regional needs associated with safe, efficient and optimal use of transportation systems. Continue to efficiently preserve or improve the transportation system. <i>(from state minimums)</i>	A. BACTS. Continue active participation in the BACTS planning and policy process.	City Engineer, City Planner
	B. Prioritized investments. Continue to update and implement a prioritized improvement, maintenance and repair plan for the City's transportation network. <i>(from state minimums)</i>	City Council, City Engineer, Public Works Dept.
	C. Standards for efficient growth. Maintain standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections. <i>(from state minimums)</i>	City Council, Planning Board
2. Traffic efficiency. Provide for traffic efficiency improvements whenever possible rather than new construction or rerouting projects on South and North Main, Wilson, and State Streets, to reduce noise and congestion, improve visual quality, and strengthen economic potential.	A. Enforcement. Continue to enforce speed limits on these routes.	Public Safety Department
	B. Traffic lights, pavement. Maintain coordinated traffic lights and maintain smooth pavement for more efficient traffic flow.	City Engineer, Public Works Dept.
	C. Signage. Continue to review and revise sign regulations to improve visibility, visual appearance, and legibility, and explore directional signs to public places.	City Council, Planning Board, Sign Committee
	D. Green Point access to I-395. Continue to advocate for an access to I-395 from Green Point Road.	City Council, City Staff

Policies	Strategies	Responsibility
(2. Traffic efficiency)	E. I-95 and I-395 Weight Limits. Continue to advocate for making higher truck weight limits on I-95 and I-395 permanent so as to minimize truck traffic impacts on local streets.	City Council, City Engineer, City Planner
	F. Transportation impacts on Brewer. Work with BACTS to monitor the impacts of Federal/State projects on Brewer.	City Engineer, City Planner
	G. Impact Fees. Continue to analyze existing and future use of impact fee districts to help mitigate needed traffic improvements which are due to growth in traffic from new developments. Continue to ensure that developers pay a portion of the costs rather than the citizens.	Planning Board, Staff, City Council
	H. Regional safety efforts. Continue to participate in regional safety efforts and incident protocols.	Staff
	I. Connectivity. Investigate the feasibility of a future throughway which would efficiently connect the residential growth areas along North Main Street to the commercial growth areas along Wilson Street and Dirigo Drive and relieve congestion on State Street.	City Council, Staff, City Engineer
Public Transportation		
3. Transit. Promote public transportation utilizing stops, hours, and routes designed to meet a broad range of needs.	A. Bus stops and logo. Continue to work with BACTS to study suitable locations for bus stops and provide well-marked, safe and attractive bus stops with shelters where appropriate.	City Engineer, City Planner, Economic Development Dept.
	B. Future development. Encourage high-density development in areas that can be served by transit.	Planning Board/City Council
	C. Routing. Continue to monitor bus routing and work with the city of Bangor to adjust routes when warranted.	City Engineer, City Planner, Economic Development Dept.

Policies	Strategies	Responsibility
Bike Lanes, Bikeways, Sidewalks and Trails (see also recreation strategies)		
<p>4. City initiatives. Continue to plan for and provide bikeways and trails that:</p> <ul style="list-style-type: none"> • Are safe and well-marked; • Enable people to shop, recreate, and get to work, schools, parks, and open spaces without having to use their vehicles; • Interconnect neighborhoods, city parks, and open spaces, and tie into regional routes; • Provide a variety of settings for both walkers and bikers, but not necessarily the same routes. 	<p>A. Sidewalks. Continue to maintain Brewer’s existing sidewalks and continue upgrades to make them accessible to people with disabilities.</p>	Public Works Dept.
	<p>B. Open space and trails plan. Continue to update the open space and trails plan.</p>	Parks and Recreation Advisory Committee (PRAC), Staff, School Superintendent
	<p>C. State programs. Continue to participate in state programs such as the Safe Routes to Schools program.</p>	PRAC, Parks and Recreation Dept., City Planner, Public Works Dept., School Superintendent, Staff
	<p>D. Bike lanes. Continue to provide bike lanes on city streets where feasible.</p>	City Engineer, Public Works Dept.
<p>5. New or expanded development. Encourage pedestrian walkways in new or expanded developments.</p>	<p>A. Land Use Ordinance. Revise the Land Use Ordinance, if necessary, to encourage the establishment of sidewalks and/or pedestrian walkways.</p>	Planning Board, City Council

PUBLIC SAFETY

Goals:

1. Continue to provide high quality customer service and provide rapid public safety response to all parts of the City.
2. Maintain an ISO fire protection rating of at least 4.

Policies	Strategies	Responsibility
<p>1. Staff. Continue the City's financial commitment to providing high quality public safety services.</p>	<p>A. Public safety staff. Continue to provide the staff needed to support the City's public safety services.</p>	<p>City Council</p>
<p>2. Capital Investments. Continue to make the capital investments needed to ensure high quality public safety services.</p>	<p>A. Capital improvement plan. Continue to meet public safety capital needs through the City's capital improvement planning process.</p>	<p>City Council, Public Safety Dept.</p>
	<p>B. Cold storage room. Construct a cold storage facility at the Public Safety site for storage of bulky evidence items.</p>	<p>City Council, Public Safety Dept.</p>
	<p>C. Firing range. Establish a replacement firing range for police training and certification purposes.</p>	<p>City Council, Public Safety Dept.</p>
<p>3. Collaboration. Continue to work cooperatively with other municipalities and agencies to save money and improve service.</p>	<p>A. Cooperative policing. Continue to work with other agencies and municipalities on criminal investigations, policing, training and emergency response,</p>	<p>Public Safety Dept.</p>
	<p>B. Mutual aid. Continue mutual aid agreements and informal arrangements with other municipalities in the areas of training, fire-fighting, rescue and ambulance services.</p>	<p>Public Safety Dept.</p>
	<p>C. Public/private ambulance service. Continue partnerships with the private sector in the provision of ambulance services as long as it remains cost-effective and efficient.</p>	<p>Public Safety Dept.</p>
	<p>D. Safety training efforts. Continue to participate in regional safety efforts and incident protocols.</p>	<p>Public Safety Dept.</p>
<p>4. Public education. Continue public education efforts aimed at public safety and drug awareness.</p>	<p>A. Partnership with schools. Continue the police/school partnership aimed at educating youth about the dangers of drugs and encouraging healthy lifestyles.</p>	<p>Public Safety Dept.</p>

EDUCATION (Pre-K – 12)

Goals:

1. Provide the highest quality education for Brewer citizens, meeting the individual needs of students in a safe, nurturing, and healthy environment.
2. Empower students to enter the work force and/or go on to higher education with a competitive edge, and be well prepared for life-long learning.
3. Implement the most recent Brewer School Department Vision and Mission Statements by setting and achieving short and long term goals.

Policies	Strategies	Responsibility
<p>1. Priority programs. Review the findings of the educational audit to assess and plan curriculum.</p>	<p>A. Planning. Review and revise as needed the Vision & Mission Statements for the Brewer School Department and curriculum audit. Set short and long term goals for the next 5 years.</p>	<p>Superintendent, Administrative Team, School Committee</p>
<p>2. State funding. Continue to seek additional state funding support.</p>	<p>A. Legislative work. Work with Brewer’s legislative delegation to fully fund the state formula for state support of education and to shift reliance for local funding from the property tax to a more progressive revenue source.</p>	<p>City Manager, Superintendent, School Committee, City Council</p>
<p>3. Public education. Support Brewer’s schools with more than money. Recognize that a well-educated citizenry has cultural and societal value and provides the cornerstone of a democratic society.</p>	<p>A. Educators. Attract the best qualified educators available.</p>	<p>Superintendent, School Committee</p>
	<p>B. Recreation program partnership. Continue to work with the Recreation Department on programs and activities that benefit students and the community at large.</p>	<p>Superintendent, School Committee, Parks and Recreation Department</p>
	<p>C. Community based education. Continue to work with the City and community organizations (e.g. Public Works, Public Safety, Historical Society) on programs and activities that benefit students and the community at large.</p>	<p>Superintendent, School Committee, Parks and Recreation Department</p>
	<p>D. Multi-use events. Continue to make the schools and athletic facilities available for multi-use events and programs.</p>	<p>Superintendent, School Committee, Trustees</p>

Policies	Strategies	Responsibility
	<p>E. Performing Arts Center. Continue to support the Performing Arts Center as a cultural focal point of the community.</p>	<p>Brewer Performing Arts Committee, Superintendent, School Committee, Trustees, City Council</p>
	<p>F. School facilities. Maintain and enhance all school facilities and curriculum in a manner that makes Brewer compete favorably with other communities and entices new families to move to Brewer and attracts tuition students to attend Brewer's schools.</p>	<p>Superintendent, School Committee, Trustees, City Council</p>
<p>4. Student health. Continue efforts to address student health.</p>	<p>A. Public/private partnerships. Continue the public/private partnership for health services.</p>	<p>Superintendent, School Committee, Trustees, City Council</p>

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PUBLIC WORKS

Goals

1. Minimize long term expenses and maintain high customer satisfaction by keeping the City's infrastructure in good and safe repair.

Policies	Strategies	Responsibility
<p>1. Staff. Continue the City's financial commitment to a broad range of public works services.</p>	<p>A. Public Works staff. Continue to provide staff to support the range of services provided by the Public Works Department.</p>	City Council
	<p>B. Summer staff. Continue to utilize summer staff as long as it continues to be an efficient means of meeting the city's public works obligations.</p>	City Council
	<p>C. Construction services. Continue to rely on the Public Works Department to be the contractor for small to medium city projects as long as it is cost effective to do so.</p>	City Council
	<p>D. Citizen concerns. Continue effective and timely actions to address citizen and business concerns.</p>	Public Works Department
<p>2. Services. Continue to fulfill a broad range of public works responsibilities.</p>	<p>A. PWD services. Continue to provide the current range of services which include, but are not limited to:</p> <ul style="list-style-type: none"> • Plowing, sanding and salting city streets and sidewalks • Maintaining and repairing streets and sidewalks • Painting crosswalks and intersections • Maintaining street trees, removing brush and storm debris • Maintaining, repairing and replacing signs • Assisting Public Safety with traffic control projects • Operating the landfill • Deploying crews for spring clean-up, leaf collection, Christmas tree recycling • Tearing down old buildings for city-related projects • Mowing roadsides along with cleaning/ sweeping streets and sidewalks 	Public Works Department

Policies	Strategies	Responsibility
	<p>B. Maintenance of equipment and infrastructure. Continue to maintain the City’s infrastructure including, but not limited to:</p> <ul style="list-style-type: none"> • Purchasing supplies and equipment for the city • Tracking fuel use and maintenance on all city vehicles and other equipment • Maintaining city vehicles and equipment • Reconditioning equipment • Maintaining sewer and storm water lines • Providing construction services to the Water Department 	Public Works Department
<p>3. Equipment. Continue to provide for public works equipment and vehicles.</p>	<p>A. Capital improvement plan. Continue to utilize the City’s capital improvements plan to provide for the timely replacement and purchase of public works equipment and vehicles.</p>	City Council, Public Works Department
<p>4. Interdepartmental support. Continue to support all City departments</p>	<p>A. Construction and labor support. Continue to provide construction and labor support to all City departments.</p>	Public Works Department
	<p>B. Infrastructure management. Continue to work closely with the Engineering Department to manage and maintain the City’s infrastructure.</p>	Public Works Department

WATER SUPPLY

Goals:

1. Continue to plan for, finance and maintain an efficient system of water supply facilities to serve Brewer residents and accommodate growth and development.
2. Continue to provide cost-effective public water service.

Policies	Strategies	Responsibility
<p>1. Water supply. Continue to provide high quality drinking water to water system customers.</p>	<p>A. Hatcase Pond. Continue to protect Hatcase Pond through ownership of land and conservation easements around the ponds, and by actively monitoring all land use activities in the watershed.</p>	Water Department
	<p>B. Treatment of drinking water. Continue to meet or exceed federal and state drinking water standards by providing appropriate, cost-effective treatment at Brewer's state-of-the-art water treatment plant.</p>	Water Department
	<p>C. Storage and distribution system</p> <ul style="list-style-type: none"> • Continue to maintain and upgrade the water storage and distribution system • Continue to work cooperatively with Bangor to maintain interconnections and emergency backup supplies to one another • Provide water to customers in other communities when it is cost-effective to do so • Upgrade the City's distribution system to minimize or eliminate water freeze-ups 	Water Department
	<p>D. Public education. Prepare materials to educate the public about Brewer's water system and make them available in a variety of formats including the City's website and as handouts during tours of the water treatment plant.</p>	Water Department

WASTEWATER/SANITARY SEWERS

Goals:

1. Continue to plan for, finance and maintain an efficient system of sanitary sewers and wastewater treatment to serve Brewer residents and accommodate growth and development.
2. Continue to provide cost-effective sanitary sewer service.

Policies	Strategies	Responsibility
<p>1. Sanitary sewer system. Continue to provide wastewater collection and treatment service for sewer system customers.</p>	<p>A Sanitary sewers</p> <ul style="list-style-type: none"> • Continue to maintain and upgrade the wastewater collection system in compliance with federal and state licensing standards • Update the 1994 CSO Master Plan and address any remaining problem areas including locations where ground water or stormwater may be entering the system, as well as any remaining cross-connections between sanitary and storm sewers • Upgrade pumping stations as needed 	<p>Environmental Services Dept.</p>
	<p>B. Water Pollution Control Facility</p> <ul style="list-style-type: none"> • Continue to operate and maintain Brewer's state-of-the-art Water Pollution Control Facility as cost-effectively as possible • Continue to meet federal and state licensing standards • Upgrade the treatment as needed including replacing the main electrical entrance, repairing concrete, and other improvements where needed • Continue to serve as an "all hours" receiving station for septic tank pumpers/haulers • Continue to identify ways to save on operating costs • Undertake a comprehensive cost analysis prior to investing in systems aimed at automating the entire plant during evenings and weekends 	<p>Environmental Services Dept.</p>
	<p>C. Sludge disposal. Continue cost-effective sludge disposal efforts such as treatment at a regional recycling facility.</p>	<p>Environmental Services Dept.</p>
	<p>D. Public education</p> <ul style="list-style-type: none"> • Prepare materials to educate the public about Brewer's wastewater collection and treatment system and make them available in a variety of formats including the City's website and as handouts during tours of the Water Pollution Control Facility • Continue to inform the public about products that damage pump stations and plug sewer lines (thus increasing costs to taxpayers) such as reinforced wipes 	<p>Environmental Services Dept.</p>

STORMWATER

Goals:

1. Continue to plan for, finance and maintain an efficient system of stormwater facilities to serve Brewer residents and accommodate growth and development.
2. Continue stormwater management efforts.

Policies	Strategies	Responsibility
<p>1. Stormwater. Continue to manage stormwater in accordance with federal and state requirements and incentives.</p>	<p>A. Stormwater collection system. Continue to maintain a stormwater collection system including pipes, catch basins and stormwater discharge locations.</p>	Environmental Services Dept.
	<p>B. Retention ponds. Continue to require that new development construct and make provisions for the maintenance of stormwater retention ponds, in accordance with city ordinance requirements. Encourage the use of dry ponds and rain gardens in lieu of traditional “wet” ponds.</p>	Environmental Services Dept.
	<p>C. General permit to discharge stormwater. Continue to maintain the City’s eligibility to discharge stormwater to the waters of Maine including requirements for:</p> <ul style="list-style-type: none"> • Public education and outreach • Public involvement and participation (e.g. stream cleanup by volunteers) • Enforcement of illegal discharges to storm sewers • Requirements for stormwater retention structures • Post construction management of stormwater projects • Pollution prevention from municipal activities 	Environmental Services Dept.
	<p>D. Stormwater fees</p> <ul style="list-style-type: none"> • Monitor efforts in other communities to implement stormwater fees • Take steps to ensure that Brewer avoids federal or state mandates to impose stormwater fees (e.g. avoid receiving a designation of “urban impaired stream” on any City stream) 	Environmental Services Dept.
	<p>E. Public education. Prepare materials to educate the public about Brewer’s stormwater system and the importance of the public’s role in managing stormwater and keeping inappropriate materials out of the stormwater system.</p>	Environmental Services Dept.
	<p>F. Soil erosion/siltation. Evaluate soil erosion problems that cause polluted stormwater to flow to the Penobscot River, Felts Brook and Sedgeunkedunk Stream during rain events, and develop plans for minimizing or eliminating the problems.</p>	Environmental Services Dept.

SOLID WASTE

Goals:

1. Work towards attaining the state’s goal for recycling of 50% of Brewer’s household waste.
2. Continue to explore and evaluate more cost effective methods of waste reduction and disposal.
3. Extend the life expectancy of the City’s Construction/Demolition Debris (CDD) landfill to the greatest possible extent.
4. Continue to work with other communities to ensure the future viability of Penobscot Energy Recovery Company (PERC) or to implement other alternatives.
5. Continue to work towards the mission of affordable, long term, environmentally sound disposal of municipal solid waste beyond 2018.

Policies	Strategies	Responsibility
<p>1. Zero sort recycle and Pay as You Throw (PAYT) programs. Continue to administer zero sort recycle and PAYT programs or their equivalent.</p>	<p>A. Zero sort and PAYT public education efforts aimed at increasing recycling rates and saving on trash disposal costs.</p> <ul style="list-style-type: none"> • Continue public education efforts for the general public • Develop an education program for new residents • Develop an education program for apartment building owners and tenants • Continue to use the City web page as an educational tool 	<p>Environmental Services Dept., Public Works Dept., Code Enforcement Officer</p>
	<p>B. Enforcement. Enforce zero sort/PAYT Ordinance.</p>	
	<p>C. Ordinance update. Periodically update the zero sort/PAYT Ordinance as the programs change.</p>	<p>Environmental Services Dept., Public Works Dept., City Council</p>
<p>2. CDD Landfill. Continue CDD landfill management efforts.</p>	<p>A. Landfill Committee. Establish a Committee to explore long-range options and recommend a plan of action for the trash disposal when the CDD landfill is full and/or can no longer be used, to include:</p> <ul style="list-style-type: none"> • A new CDD landfill at a different site • Establishment of a transfer station at the CDD landfill site • Establishment of a transfer station at another site • Establishment and/or use of another site in conjunction with another community 	<p>City Council</p>
	<p>B. Full range of services. Continue to offer Brewer residents a full range of trash disposal services including</p> <ul style="list-style-type: none"> • Curbside pickup • Environmentally safe methods of disposing of and recycling materials • Metal, brush and leaf recycling • Hazardous materials and other wastes 	<p>Environmental Services Dept., Public Works Dept., City Council</p>

Policies	Strategies	Responsibility
(2. CDD Landfill)	C. Fees. Periodically adjust disposal fees to offset the cost to operate the CDD landfill.	Environmental Services Dept., Public Works Dept., City Council
	D. Ordinance update. Periodically update the landfill ordinance as landfill policies and fees change.	
	E. Extension of landfill life. Do everything possible to limit the volume of material entering the landfill, so as to extend its life to the greatest extent possible.	Environmental Services Dept., Public Works Dept.
	F. Storm water management <ul style="list-style-type: none"> • Improve the landfill storm water drainage system to prevent storm water pollution • Manage the landfill to prevent polluted storm water from leaving the site • Maintain structural Best Management Practices at the landfill to manage, control and clean storm water runoff • Revise the landfill and recycle drop-off area plan as MaineDEP regulations change 	
	G. Landfill closure <ul style="list-style-type: none"> • Continue to set funds aside every year to help fund CDD landfill closure once it is full • Close landfill when it is full 	
3. Trash disposal costs. Continue to monitor and plan for changes in future trash disposal costs.	A. PERC reserve account. Continue the annual transfer of funds to the PERC (Penobscot Energy Recovery Company) reserve account to accrue money in anticipation of the 2018 City and Emera Maine (formerly Bangor Hydro) contract expiration with PERC.	Environmental Services Dept., Public Works Dept., City Council
	B. PERC future plans. Continue to monitor PERC future plans and municipal solid waste disposal costs for Brewer through MRC (Municipal Review Committee).	Environmental Services Dept., Public Works Dept.
	C. Future disposal costs. Prepare the City of Brewer to be in the best position possible when disposal costs increase, as expected, in 2018.	Environmental Services Dept., Public Works Dept.

RECREATION/PUBLIC ACCESS

Goals:

1. Provide a variety of settings and outdoor recreational opportunities for parks, pathways, and facilities - including riding a bike or walking along a road, playing tennis or organized sports, or cross-country skiing, biking, walking, or snowmobiling along a woodland path.
2. Provide ready and safe access to parks, pathways, and other recreation areas from every neighborhood in the City and along the Penobscot River waterfront.
3. Provide ample and diverse recreation opportunities for people of all age groups.

Policies	Strategies	Responsibility
<p>1. Financial commitment. Continue the City's financial commitment to providing a broad range of recreation programs and facilities.</p>	<p>A. Recreation staff. Continue to provide staff to support the City's recreation programs and facilities.</p>	<p>City Council</p>
<p>2. Long range needs. Plan for the long range recreation needs of Brewer.</p>	<p>A. Recreation Master plan. In conjunction with the Parks and Recreation Advisory Commission (PRAC) develop a long-range master plan for parks and recreation facilities.</p>	<p>Parks and Recreation Department</p>
	<p>B. Waterfront/riverwalk plans. Review and consider updating the Waterfront master plan and Penobscot Landing Multi-Use Trail plan and continue to implement where feasible.</p>	<p>Economic Development Dept., Parks and Recreation Dept., Parks and Recreation Advisory Committee (PRAC)</p>
	<p>C. Recreation program partnership. Continue to work with the schools on programs and activities that benefit students and the community at large.</p>	<p>Superintendent, School Committee, Parks and Recreation Dept.</p>

Policies	Strategies	Responsibility
<p>3. Facility investments. Maintain and invest in recreation facilities as necessary to meet current and future needs.</p>	<p>A. Swimming pool. Plan for and develop a new swimming pool to replace the aging structure built in 1954 that is made of asphalt and concrete.</p>	<p>City Council, Parks and Recreation Dept., PRAC</p>
	<p>B. Existing recreation fields. Continue to maintain/upgrade existing recreation fields, including those at Washington Street and Capri Street; develop new sites as needed. Work with Doyle Field Turf Committee to complete field turf project.</p>	<p>City Council, Parks and Recreation Dept., PRAC</p>
	<p>C. Existing recreation facilities. Continue to maintain existing indoor and outdoor recreation facilities such as playgrounds, outdoor ice rink and basketball courts. Continue to maintain the municipal Auditorium as the community center of the City (possible expansion of the structure may be needed within a 10-year period to meet increased program demand).</p>	<p>City Council, Parks and Recreation Dept., PRAC</p>
	<p>D. Trail systems. Continue to work with the Brewer Land Trust, private landowners, regional organizations and other municipalities to create municipal and regional trail systems.</p> <ul style="list-style-type: none"> • Continue to explore recreational use of the railroad bed • Consider the establishment of cross-country running and ski trails, as well as snowmobile trails that connect with regional snowmobile trail systems • Continue efforts to expand and improve the riverwalk 	<p>Parks and Recreation Dept., PRAC, Staff</p>
	<p>E. Sherwood Forest. Continue improvements to Sherwood Park to improve its use as an outdoor classroom.</p>	<p>Parks and Recreation Dept., PRAC</p>
	<p>F. Land conservation/open space. Continue to work with the Brewer Land Trust on the protection of important open space and recreational land.</p>	<p>Parks and Recreation Dept., PRAC</p>
<p>4. Recreation programs. Continue to provide a wide range of recreation programs as necessary to meet current and future needs.</p>	<p>A. Programs for all generations. Continue to provide and expand programs for all generations including after-school activities.</p>	<p>Parks and Recreation Dept., PRAC</p>
	<p>B. Programs that generate funds. Continue programs that generate funds for ongoing activities of the Parks and Recreation Department.</p>	<p>Parks and Recreation Dept., PRAC</p>

Policies	Strategies	Responsibility
(4. Recreation programs)	<p>C. Partnerships. Continue partnerships such as those with the school system, Brewer Housing Authority Community Center, and Brewer Land Trust.</p>	Parks and Recreation Dept., PRAC
	<p>D. Implementation mechanisms. Continue to utilize a wide range of tools for implementing recreation programs and facilities including city funds, grants, easement, donations, fees, and the use of volunteers.</p>	Parks and Recreation Dept., PRAC
<p>5. Public information. Provide information to the public about the City's programs and facilities.</p>	<p>A. Public education. Continue public information and education efforts including:</p> <ul style="list-style-type: none"> • Signs and displays at various facilities • The City of Brewer website, Facebook page and e-list • Printed brochures and pamphlets • Advertising within the auditorium and on the marquee 	Parks and Recreation Dept., PRAC
	<p>B. Public access to private lands. Develop educational materials outlining the benefits and protections for landowners who allow public recreational access on their property.</p>	Parks and Recreation Dept., PRAC
	<p>C. Volunteers</p> <ul style="list-style-type: none"> • Continue to utilize volunteers to help implement recreation programs • Expand on existing efforts to recognize the work of volunteers 	Parks and Recreation Dept., PRAC

CITY BUILDINGS AND LANDS

Goals:

1. Continue to strive to provide the most comfortable, efficient, accessible, safe and attractive setting possible for customers of City services.
2. Maintain a system of city buildings and facilities that serves customers well, provides multi-purpose use of buildings and facilities, allows flexible and efficient use of space, enables efficient communications among departments, encourages well qualified staff to join and remain in public service, and enhances community pride and identity.
3. Retain undeveloped land that meets open space/recreational needs and/or can meet other future City needs.

Policies	Strategies	Responsibility
<p>1. Building and facility upgrades. Upgrade City buildings and facilities as funding allows in accordance with a master plan or plans.</p>	<p>A. Structure and space needs. Continue to evaluate the organizational and space needs of city staff against objective criteria and develop a master plan or plans for long range facility improvements.</p>	<p>City Manager, City Council</p>
	<p>B. Reserve accounts. Consider the establishment of reserve accounts for long range investments in city buildings and facilities.</p>	<p>City Manager, City Council</p>
	<p>C. School facilities. Continue to work with the Trustees to maintain school facilities, equipment, and grounds so they fully support educational and community needs and are safe and attractive.</p>	<p>City Manager, City Council, School Dept., Superintendent, Trustees</p>
<p>2. City lands. Retain undeveloped City-owned land for City facilities and open space and dispose of those that are not essential for this purpose.</p>	<p>A. Periodic review. Conduct a periodic review of City-owned land and develop criteria for determining when land should be held or sold.</p>	<p>City Manager, Staff, City Council</p>

WATER RESOURCES

Goals

1. Continue to protect and manage the quality of Brewer’s water resources including the Penobscot River, major streams, floodplains and groundwater resources.

Policies	Strategies	Responsibility
<p>1. Data. Maintain information on natural resources for reference by all departments.</p>	<p>A. Maps and data. Continue to maintain and update permanent files of maps, data, studies and relevant information on the Natural resources of Brewer.</p>	<p>City Planner</p>
<p>2. Penobscot River, major streams. Continue to protect and improve the quality of the Penobscot River, Eaton Brook, Felts Brook, and Sedgeunkedunk Stream.</p>	<p>A. Land use regulations. Continue to protect the City’s water resources through enforcement of regulations in the Land Use Code including:</p> <ul style="list-style-type: none"> • Section 308: Shoreland Zoning Protection District • Article 8: Floodplain Management 	<p>City Council, Planning Board, Code Enforcement Officer, City Planner</p>
	<p>B. Sanitary/stormwater systems. Continue to manage the City’s sanitary and stormwater systems (See Sewer and Stormwater goals, policies, strategies).</p>	<p>Environmental Services Dept., Public Works Dept.</p>
	<p>C. Non-point source pollution. Continue current efforts to minimize non-point sources of water pollution (See Stormwater goals, policies, strategies).</p>	<p>Environmental Services Dept., Public Works Dept.</p>
<p>3. Floodplains. Manage the use of floodplains in Brewer so as to minimize the losses.</p>	<p>A. Land Use Code. Continue to administer and enforce Article 8, Floodplain Management, of the City’s Land Use Code.</p>	<p>Planning Board, Code Enforcement Officer</p>
	<p>B. Flood insurance maps. As LIDAR data becomes available, request that FEMA update the City’s flood insurance rate maps.</p>	<p>City Council, Code Enforcement Officer</p>

Policies	Strategies	Responsibility
<p>4. Ground water. Continue to protect ground water resources in areas not served by the city's water supply and sanitary sewer systems.</p>	<p>A. Development review. Continue to require that proposed developments include information on the availability of ground water.</p>	<p>Planning Board, Code Enforcement Officer</p>
	<p>B. Hazardous materials. Continue to provide Brewer residents with facilities for the disposal of hazardous household chemicals to minimize the potential for ground water contamination (See Solid Waste goals, policies, strategies).</p>	<p>Environmental Services Dept., Public Works Dept.</p>
<p>5. Water supply. Continue to provide high quality drinking water to water system customers.</p>	<p>(See Water Supply goals, policies, strategies).</p>	

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NATURAL RESOURCES

Goals

1. Identify and conserve the natural resources that enhance water quality, support recreation and wildlife and sustain forest values, and protect Brewer's most vulnerable natural resources.

Policies	Strategies	Responsibility
1. Data. Maintain information on natural resources for reference by all departments.	A. Maps and data. Continue to maintain and update permanent files of maps, data, studies and relevant information on the natural resources of Brewer.	City Planner
2. Open space conservation. Conserve and protect vital natural resource areas.	A. Open space incentives. Consider establishing incentives to encourage open space conservation, such as additional bonus provisions in the subdivision regulations that reward owners for preserving open space.	City Planner, Planning Board
	B. (See also Recreation goals, policies, strategies)	-
3. Wetlands education. Increase student and adult understanding of wetland ecology.	A. Outdoor science classroom. Continue to provide outdoor education opportunities at Sherwood Forest and at the conservation land off Lambert Road.	Superintendent, School Committee, Parks and Recreation Dept.
	B. Stormwater group. Continue to support the efforts of the Bangor Area Stormwater Group to have an educational booth at regional events.	Environmental Services Dept.
4. National wetlands inventory. Encourage recognition of the importance of these wetlands for their wildlife, flood retention and other values.	A. Permit review process. Continue to alert property owners to the existence and importance of these areas, as well as other areas such as vernal pools, before they receive a building or development permit.	Code Enforcement Officer
	B. Reasonableness and balance. Continue to work with state and federal regulatory agencies to encourage reasonableness and balance between regulatory provisions and private property rights.	City Council, Planning Board, All staff

Policies	Strategies	Responsibility
<p>5. Forest management. Encourage the wise use of Brewer's forest resources.</p>	<p>A. Tax programs. Continue to provide information to the public about the Tree Growth Tax Law and the Farm and Open Space Law.</p>	<p>Assessing Dept., Code Enforcement Officer</p>
	<p>B. Forest management education. Encourage the Brewer Land Trust to continue its forest education efforts at Sherwood Forest.</p>	<p>City Council, City Planner</p>
	<p>C. Forest Management Plan. Review and update the 1994 Brewer Community Forest Management Plan.</p>	<p>City Planner, Conservation Commission, Public Works Dept.</p>
	<p>D. Urban forester. Consider appointment of an urban forester for Brewer, on a part-time or volunteer basis.</p>	<p>City Council</p>
	<p>E. Tree planting. Continue street tree planting efforts until the Forest Management Plan update is completed, then continue street tree planting in accordance with the plan.</p>	<p>Public Works Dept.</p>
	<p>F. Grants. Continue to seek grant money for tree planting.</p>	<p>Conservation Commission, Public Works Dept.</p>
<p>6. Wildlife habitat. Continue to protect significant wildlife habitat areas.</p>	<p>A. Current ordinance provisions. Continue to protect significant wildlife habitat areas as appropriate through the development review processes.</p>	<p>City Planner, Planning Board</p>
	<p>B. Riparian areas. Continue to ensure that riparian areas along the river and major streams are protected through shoreland zoning provisions.</p>	<p>City Council, Planning Board, Code Enforcement Officer</p>
	<p>C. Project consultation. Continue to consult with the Department of Inland Fisheries and Wildlife on projects that may impact wildlife, as appropriate.</p>	<p>City Planner, Planning Board</p>

HISTORICAL/ARCHAEOLOGICAL RESOURCES

Goals:

1. Continue to conserve and protect Brewer's historic and prehistoric (pre-Columbian) places and buildings.
2. Continue to educate the public about Brewer's areas of historic and cultural significance.

Policies	Strategies	Responsibility
1. City commitment. Continue the City's commitment to historic and archaeological resources.	A. Advisory board. Continue to support the Brewer Historical Society through financial contributions, building space, liaison, and community events.	City Council
	B. Brewer Register. Continue to work with the Brewer Historical Society to recognize properties of historic significance through voluntary, non-regulatory programs such as the Brewer Register of Historic Places.	City Council, Historic Resources Advisory Board (HRAB)
	C. Interpretive plaques. Add interpretive plaques to parks and/or cemeteries where useful for educational purposes.	City Council, HRAB
2. Native American settlement. Educate residents and visitors about Native American settlement.	A. Informational displays. Work with the Brewer Historical Society to place informational displays at Indian Trail Park and along the Waterfront.	Conservation Commission, HRAB
3. Prehistoric sites. Identify additional prehistoric sites.	A. Additional state research. Work with the Historical Society to encourage the Maine Historic Preservation Commission to conduct further research on prehistoric sites.	HRAB
4. Historic buildings and places. Identify Brewer's most valuable historic places and buildings.	A. Survey refinement. Work with the Historical Society to continue to update and refine the survey of Brewer's architectural and historical assets such as the birthplace of Joshua Chamberlain.	HRAB
5. Brewer Heritage. Educate residents and visitors about Brewer's historic and cultural heritage.	A. Websites. Continue to include items of historical interest on Brewer's website as well as the link to the Brewer Historical Society.	Staff, HRAB

Policies	Strategies	Responsibility
	<p>B. Displays. Continue to work with the Historical Society to provide educational displays at the schools and museum with an emphasis on major historic themes such as the Penobscot River /shipwrecks, and major industries such as shipbuilding, ice harvesting, brick manufacturing and paper-making.</p>	HRAB
	<p>C. Educational events and activities. Continue to work with the Historical Society as it partners with the school system in allowing students to appreciate Brewer's historical heritage and to promote an understanding of the role of history as it applies to the future. Involvement with the schools can include activities that highlight resources of historical significance, provide support for educators in their teaching programs and continue a scholarship that recognizes the contribution of students involved in community activities and appreciative of history.</p>	HRAB
<p>6. Compatibility of new development. Ensure that new development is designed to complement the character, mass and scale of older neighborhoods such as the downtown and South Main Street.</p>	<p>A. Opportunities and incentives. Look for non-regulatory opportunities and incentives to incorporate planning for older or historic structures and neighborhoods in economic development initiatives and housing rehabilitation projects.</p>	Staff
	<p>B. State review. Maintain ordinance provisions concerning Maine State Historic Preservation review and recommendations. Send public hearing notices to HRAB requesting comment and advice on land use applications.</p>	Staff, City Council

LAND USE

(note: State minimum policies and strategies shown in italics)

Goals

1. Encourage orderly growth and development in appropriate areas of the community, while protecting the City's rural areas, making efficient use of public services and preventing development sprawl.
2. Plan, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. Promote an economic climate that increases job opportunities and overall economic well-being.
4. Continue to provide a diversity of housing opportunities for people of different incomes, family types, and lifestyles.
5. *Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.*

Policies	Strategies	Responsibility
<p>1. Coordination. <i>Continue to coordinate the community's land use strategies with other local and regional land use planning efforts.</i></p>	<p>A. Meeting with neighboring communities. <i>Continue to meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.</i></p>	<p>Staff</p>
<p>2. Management of land use. <i>Continue to support the locations, types, scales and intensities of land uses the community desires as stated in its vision.</i></p>	<p>A. Local ordinances. <i>Continue to maintain, enact or amend local ordinances as appropriate to:</i></p> <ul style="list-style-type: none"> • <i>Clearly define the desired scale, intensity, and location of future development</i> • <i>Maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in growth areas</i> • <i>Maintain protective measures for critical natural resources and, where applicable, important natural resources and archaeological and historic sites</i> 	<p>Staff, Planning Board, City Council</p>
	<p>B. Development tracking. <i>Continue to track new development in the community by type and location.</i></p>	<p>Code Enforcement Officer</p>
	<p>C. Plan evaluation. <i>Periodically (at least every five years) evaluate implementation of the Comprehensive Plan in accordance with Section 2.7 of the state's comprehensive plan rule.</i></p>	<p>Staff</p>

Policies	Strategies	Responsibility
<p>3. Efficient permitting procedures. Continue to administer efficient permitting procedures, especially in growth areas.</p>	<p>A. Code enforcement officer support. Continue to provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and continue to ensure that the code enforcement officer is certified in accordance with state law.</p>	<p>City Council</p>
<p>4. Housing options and opportunities. Allow innovative residential development techniques and a range of housing options.</p>	<p>A. Condominiums. Amend the Land Use code to permit condominiums in all zoning districts where multi-family dwellings (MFD) are permitted.</p>	<p>Staff, Planning Board, City Council</p>
	<p>B. Consistency of assessing records. Work to ensure that the City's assessing records distinguish between in-law apartments and two-family structures.</p>	<p>Staff</p>
	<p>C. Residential Back lot development. Amend the Land Use Code to allow for back lot development with requirements for public safety, traffic impacts, provisions for varying construction standards, limits on the number of residential units served by common driveway or access, and stipulations that if the driveway or entrance is proposed for public acceptance, the common driveway or entrance be built to City standards prior to public acceptance.</p>	<p>Staff, Planning Board, City Council</p>
	<p>D. Private road development. Amend the Land Use Code to allow for private road residential development, where appropriate, provided that such roads are built to City standards. Include approval procedures, maintenance standards and requirements for utility easements.</p>	<p>Staff, Planning Board, City Council,</p>
	<p>E. Higher density residential development. Amend the Land Use Code to allow higher density residential development by contract zone in limited areas with consideration to conditions such as:</p> <ul style="list-style-type: none"> • Such structures are served by public utilities and are served by public transit routes • Such structures are located in growth areas as identified in the Comprehensive Plan • All other ordinance standards are met 	<p>Staff, Planning Board, City Council</p>

Policies	Strategies	Responsibility
(4. Housing options and opportunities)	<p>F. Multi-family density bonus. Amend the Land Use Code to allow multi-family density bonuses for new construction in growth areas as identified in the Comprehensive Plan where one or more beneficial public amenities such as a park are provided.</p>	<p>Staff, Planning Board, City Council</p>
	<p>G. Building height. Amend the Land Use Code to allow structures in excess of 35 feet in limited areas, under certain circumstances, provided such structures are set back farther from the property line.</p>	<p>Staff, Planning Board, City Council</p>
	<p>H. Transient housing. Amend the Land Use Code to include definitions for motels/hotels, additional districts for their location, and standards for transient housing such that:</p> <ul style="list-style-type: none"> • Motels can continue to offer long-stay accommodations for workers • Motels are not used for affordable housing purposes 	<p>Staff, Planning Board, City Council</p>
	<p>I. Subdivision open space. Amend the Land Use Code to include a minimum open space requirement for subdivisions with a provision for a fee in lieu of open space or open space donation or comparable offering.</p>	<p>Staff, Planning Board, City Council</p>
	<p>J. Open space/cluster development. Clarify ordinance language related to open space/cluster development and include a requirement that subdivisions outside the growth area as identified in the Comprehensive Plan be open space/cluster developments.</p>	<p>Staff, Planning Board, City Council</p>
	<p>K. Density bonus. Amend the Land Use Code to include a subdivision density bonus for any subdivision that provides publicly beneficial open space in excess of required minimums.</p>	<p>Staff, Planning Board, City Council</p>

Policies	Strategies	Responsibility
<p>5. Commercial development. Provide appropriate areas and opportunities for future commercial development.</p>	<p>A. Mid-level administrative approval. Amend the Land Use Ordinance to include a mid-level administrative review for minor commercial projects and minor changes to approved site plans, that's more than a review by the Code Enforcement Officer, but less than a review by the Planning Board. Explore options of allowing staff to require that a "mid level" project be approved by the Planning Board.</p>	<p>Staff, Planning Board, City Council</p>
	<p>B. Adaptive Reuse Floating Zone. Explore options for amending the Adaptive Reuse floating zone to include privately owned buildings in limited commercial areas, focusing on the waterfront.</p>	<p>Staff, Planning Board, City Council</p>
	<p>C. Parking requirements in the Convenience Business (CB) District. Amend the Land Use Ordinances to allow up to four (4) on-street parking spaces to be used to meet parking requirements when such spaces are used for customer parking.</p>	<p>Staff, Planning Board, City Council</p>
	<p>D. Outdoor storage of merchandise. Amend the Land Use Ordinance to include definitions for outside storage and outdoor display of merchandise and add provisions as necessary to ensure environmental protection, sight distances, and no storage or display that would reduce required parking spaces.</p>	<p>Staff, Planning Board, City Council</p>
	<p>E. Business signs. Research options for timed digital signs and neighborhood signs, and recommend ordinance amendments as appropriate. Explore options that take into account the location of signs and consider different standards for public information signs (for example, more frequent changes for signs that face a parking lot, rather than a public road).</p>	<p>Staff, Planning Board, City Council</p>
	<p>F. Multiple uses on a single lot. Amend the Land Use Ordinance by deleting the requirement for additional frontage for multiple uses as long as other ordinance provisions are met.</p>	<p>Staff, Planning Board, City Council</p>

Policies	Strategies	Responsibility
(5. Commercial development)	<p>G. Waterfront zoning district. Establish a new waterfront district, roughly between the three bridges to include the areas between the river and Main Street, including land now zoned CB. Allow for a variety of uses including but not limited to restaurants, entertainment facilities, high density residential development (but not new single-family dwellings), water-related uses, and parks and trails. Consider provisions for:</p> <ul style="list-style-type: none"> • Mid-level administrative review for minor commercial projects • Adaptive reuse of existing buildings where appropriate • Use of up to four on-street parking spaces to be used for customer parking and meeting parking requirements • Multiple uses on a single lot without additional frontage as long as other ordinance provisions are met 	Staff, Planning Board, City Council
<p>6. Visual appearance. Continue efforts to improve the visual appearance of Brewer.</p>	<p>A. City efforts. Continue City efforts, including grant opportunities, aimed at improving the visual appearance of the City's public spaces, gateways, major thoroughfares, the three bridges and the Penobscot River waterfront.</p>	City Council, Staff
	<p>B. Partnerships and development oversight. Continue to work with recognized private groups and citizens to improve the appearance of Brewer, and with developers to ensure that new developments are visually attractive.</p>	City Council, Planning Board, Staff

Future Land Use Plan

Introduction

A major purpose of the Comprehensive plan is to establish a guide for ongoing development of the community. The Future Land Use Plan establishes the foundation for land use decisions and defines growth and rural areas in the community. It is therefore important that the Future Land Use Plan set forth a realistic development guide so that the community can prosper and at the same time maintain important community values.

The Future Land Use Plan includes land use goals, policies and strategies and a future land use map which provide a strong framework for careful, managed growth and development and natural resource conservation.

The Future Land Use Plan is the legal basis for the city's zoning ordinance. It is also a major product of the community's effort to develop an updated comprehensive plan that reflects residents' values and aspirations.

General Principles

The general principles which have guided the development of the Future land Use Plan, including the Future Land Use Map, include:

1. Match the type and density of development as closely as possible with the natural constraints of the land to support development, taking into account water quality, soils, slopes, the presence of critical natural resources and the availability of municipal services;
2. Allow creative commercial redevelopment of underused properties in appropriate areas;
3. Allow economic development that is suitable for the community in appropriate areas;
4. Allow residential development at varying densities in appropriate areas of the community;
5. Guide the location of development so that it is compatible with municipal services including the transportation system;
6. Maintain important wildlife areas and travel corridors;
7. Maintain and enhance the natural values of the city's water resources and their shorelands including the Penobscot River, Eaton Brook, Felts Brook, and Sedgeunkedunk Stream.
8. Establish a rural area and growth area in accordance with state requirements and as described in the following sections.

Rural Area

The rural area includes woodlands, fields, wetlands, open space and low density residential locations, areas not served by municipal water and sewer facilities, and those areas with access to low volume roads. The purpose of the rural area is to allow low intensity uses that are compatible with the protection of shoreland areas, wetlands, floodplains and wildlife habitat.

The rural area includes the following land use districts which are shown on the Future Land Use Map:

- **Rural District.** The purpose of this district is to provide for areas within the city for very low density residential development while protecting the rural character of these portions of the

City. Development within the area should be sensitive to the rural nature of the district and should preserve open space to the maximum extent possible. The minimum lot size requirements range from 60,000 square feet to 120,000 square feet, depending on the availability of municipal water and sewer services.

- **Low Density Residential District.** This district is intended to provide for housing mixed with complementary recreational and institutional uses in a low density setting immediately adjacent to the urban area.
- **Shoreland Overlay District.** This district is designed to comply with the state's minimum shoreland zoning guidelines. It is an overlay district that applies to all land areas within 250 feet, horizontal distance, of the normal high-water line of the Penobscot River; within 250 feet, horizontal distance, of the upland edge of a state designated coastal or freshwater wetland; and within 75 feet, horizontal distance, of the normal high-water line of Eaton Brook, Felts Brook, and Sedgeunkedunk Stream. The district includes additional standards that apply to the underlying districts including shoreland setback standards.

Growth Area

The purpose of the growth area is to encourage residential, commercial and industrial growth in portions of Brewer that are suitable for development and where services are available. The growth area centers on the waterfront, State and Wilson Streets, existing residential neighborhoods and those areas served by the water and sewer systems. Non-residential growth would continue to be managed under the city's Land Use Ordinance and Site Plan Review Ordinance.

The growth area includes the following land use districts which are shown on the Future Land Use Map (note – all areas of Brewer not that are not in the Rural Area are in the Growth Area):

Residential Districts

- **Medium Density Residential District.** This district is aimed at providing zones where a majority of the city's population can reside with a balance between urban living and open space. The district is intended to encourage quality single family housing. The lots are designed to be served by off-lot utilities. Protection of established residential neighborhoods from undesirable impacts is an important value in this district.

The MDR-1 district provides for single-family housing and closely related ancillary uses. Lot size requirements range from 15,000 square feet to 40,000 square feet, depending on the availability of municipal water and sewer services.

The MDR-2 district provides for single-family and two-family housing. Lot size requirements range from 7,000 to 40,000 square feet, depending on the availability of municipal water and sewer services.

- **High Density Residential District.** This district encompasses portions of the city which were developed in the 19th and early 20th centuries. Serviced by public utilities, it exhibits a mix of residential housing types, plus attendant community services such as churches. The minimum lot size requirement is 7,000 square feet.

- **High Density Residential District-2 District.** The purpose of this district is to provide for a harmonious mixture of residential uses in close proximity to urban services. The minimum lot size requirement is 15,000 square feet.

Commercial/Industrial Districts

- **Proposed Waterfront District.** The purpose of this district is to promote a variety of retail, restaurant and entertainment uses along the waterfront as well as high-density residential developments (but not single-family dwellings) as well as water-related uses and parks and trails. Structures in the district were developed in the 19th and early 20th centuries and are served with municipal water and sewers facilities. It is the intent of this district to encourage the creative use of existing underutilized structures consistent with the goal of creating a vibrant, attractive waterfront area. The minimum lot size requirement is 2,000 square feet.
- **Convenience Business District.** The purpose of this district is to permit a variety of uses which are predominantly retail and service oriented. This district permits a mixture of residential uses, governmental and retail uses, so as to provide vitality to the neighborhood. Structures in the district were developed in the 19th and early 20th centuries and are served with municipal water and sewers facilities. The minimum lot size requirement is 2,000 square feet.
- **Downtown Development District.** The purpose of this district is to allow for a variety of retail, entertainment, service businesses and office uses which are characteristic of a walkable central business district. Residential uses are combined with commercial uses but are limited to the upper floors of multi-story buildings. The district is served by municipal water and sewer facilities, as well as on-street parking and nearby parking facilities. The minimum lot size requirement is 1,500 square feet.
- **General Business District.** The purpose of this district is to provide for a variety of commercial uses, including highway oriented types. The area is intended to be the location for the community's major shopping facilities, including shopping centers. The standards of the district are intended to encourage developments which have controlled vehicular access. The minimum lot size requirement is 40,000 square feet.
- **Professional Business District.** The purpose of this district is to provide for professionally-oriented commercial development in areas located near significant public infrastructure. The area is intended to include office-oriented uses, professional services, and research and development facilities along with retail and commercial enterprises that are supportive of such development. The standards of the district are intended to encourage refined and compatible aesthetic themes across property lines, including landscaping and signage, and provide for the development of thematic or campus-style projects. The minimum lot size requirement is 20,000 square feet.
- **Office Residential District.** The purpose of this district is to provide an orderly transition of older residential areas along major traffic arteries to low intensity office and service uses, as well as multi-family housing. The district, located on arterial roads, contains a mix of residential types and construction styles dating to the 19th century. The district is served by municipal water and sewer facilities. The aim of the district is to provide for a variety of

housing types and planned professional office/institutional uses that are compatible with neighborhood character and architectural styles. The minimum lot size requirement is 7,000 square feet.

- **Industrial District.** The purpose of this district is to provide for industry and warehousing in which high value industrial and warehousing installations in campus arrangements are encouraged. The minimum lot size requirements range from 30,000 square feet to 200,000 square feet, depending on the availability of municipal water and sewer services. The Industrial District includes the former Industrial District Two.
- **Adaptive Reuse District Floating District.** The purpose of this floating zone is to provide through contract zoning specific regulations allowing for the reuse of buildings in limited locations that promotes public health, safety and welfare and is in keeping with the adjacent character of the neighborhood.
- **Adaptive Residential Multi-unit Floating District.** The purpose of this floating district would be primarily to allow high density residential projects in limited redevelopment areas.

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Appendix A

Waterfront Master Plan (Penobscot Landing)

The Brewer Waterfront Master Plan prepared over 10 years ago, is a conceptual plan for the redevelopment and improvement of Brewer's waterfront. Many of the concepts set forth in the plan are still relevant today. However, the sketches contained in the plan as they pertain to specific properties should be viewed as suggestions only which are not binding on property owners.

The proposed plan concentrates on two major areas within the overall physical project limits: the Waterfront Area and the Streetscape Improvements Area. The Waterfront Area includes the multi-use trail and recommends a network of waterside public open spaces and amenities linking north and south Brewer. The Streetscape Improvements Area includes North and South Main Streets and features signage, site furnishings, site lighting and street trees. These areas interface with one another through the use of pedestrian and vehicular access routes in combination with visual corridors to, from, and along the Penobscot River.

The Waterfront Area

The Waterfront Area lies between the Penobscot River to the west and Main Street to the east; it extends from Chamberlain Street in North Brewer to Harris Street in South Brewer. The conceptual plan for the Waterfront Area takes into consideration the historic, current, and potential future use of land parcels. More importantly, it addresses the waterfront as a whole entity, and begins to establish its identity as Penobscot Landing.

The Waterfront Area is broken down into two areas based on density of use. The first, the "Dense Use" area, located between the Penobscot and Chamberlain Bridge areas, occurs at the widest point between the River and Main Street. The second area is the "Less Dense Use" area from the Chamberlain Bridge south to Harris Street. These land parcels are along a more narrow stretch of Brewer waterfront.

The "Dense Use" Area has a concentration of commercial, cultural, public, and residential land uses. Between Chamberlain and Wilson Streets it envisions the niche retail, market/commercial office/entertainment, and residential areas; across Main Street, it envisions future commercial development on the east edge of the project boundary.

Just north of the Penobscot Bridge, a public car-top boat launch was proposed for the west end of Chamberlain Street. Public parking and walks are provided allowing access to the water's edge for small-craft boating, and access to the multi-use trail system for pedestrians and bicyclists. Vistas through to the Penobscot are created by the incorporation of public open space and enhanced through the placement of vegetation, which also acts as a buffer between this public amenity and the adjacent private properties. A future extension of the multi-use trail northward to the existing seaplane landing area is noted. Southward, the multi-use trail follows the water's edge, under the bridge structure, down to the niche retail area.

The concept plan envisions that this niche retail area is connected to Penobscot Square, a commercial, office, and entertainment space, by the Center Street Pedestrian Mall. The Mall offers a strong visual corridor from Main Street through to the River. Filled with street trees and site furnishings such as benches and pedestrian-scale lights, this open space is a respite for

shoppers and business people. Partially covered, one central portion of the Mall provides shelter from rain and snow, becoming a year-round amenity.

Within walking distance and to the south of the Pedestrian Mall is the Public Market and Artisans' Center. Located adjacent to Main Street, it is highly visible to passersby. Once in this area, people will be drawn down the vehicular and pedestrian corridor provided by Betton Street. An array of street trees, open visual corridor, and a pedestrian-friendly environment encourage people to walk from the Main St. intersection along the waterfront.

Facing the River are residential buildings which could be combined with first floor retail uses. Residents can enjoy the convenience of proximity to the business district and take advantage of the waterside amenities and open space opportunities that provide buffers between the private and more public land uses. Views up and down the Penobscot River, as well as across to the Bangor skyline, are prominent.

Additional residential complexes are situated on the north side of the Chamberlain Bridge. This hillside location maximizes views of the River and Bangor beyond. The public has opportunities to share these views due to the visual corridor provided by Union Street and the walkways that extend from this street down the slope to the Penobscot Landing Overlook. As is typical throughout the Master Plan area, public access to the multi-use trail from the adjacent streets and to public amenities, such as the Overlook, are provided.

Commercial Services and Retail buildings are set back from the River, along Main and Union Streets, buffering the open space and trail activities from the major traffic corridors.

The "Dense Use" Area extends just south of the Chamberlain Bridge. As previously discussed, there is a future commercial development area running the length of Main Street, along its east edge.

Located south of the bridge, between the Penobscot River and Main Street the plan envisions a cluster of commercial buildings, including a bed & breakfast adjacent to a landside and a floating restaurant. The multi-use trail continues to wind its way south along the River, offering public enjoyment of this general area.

At this point, the Waterfront area transitions from an area of dense use to one of "less dense use". This area has recreation, entertainment, public, and residential land uses spread along a narrow band of riverfront properties.

The multi-use trail moves along the riverside and pulls inland around an open green featuring a public gazebo. The trail connects trail users with parking lots and additional public amenities, including historic educational opportunities, set between the water's edge and Main Street, such as a Penobscot River history walking tour that would include stations along the trail where people could read about a shipwreck and possibly plug into an audio unit.

Featured along the Penobscot are a Children's Garden and Outdoor Public Events Space. The Events Space is a multi-functional public green space that can be programmed year round for a variety of uses. It can act independently or as spill-over space for the Performing Arts Center and adjacent amphitheater. A multitude of public parking opportunities separate the riverside public functions from the private residential zone located along Main Street.

Continuing south along the Penobscot, additional public amenities include a boat launch, shelter, designated picnic and beach areas, and public parking.

At the Veterans' Remembrance Bridge, the public multi-use trail branches away from the edge of the Penobscot and connects up with the public sidewalk system. Trail users continue to move along the sidewalk while in the vicinity of the 1-395 traffic ramps, where space between Main Street and the water's edge is at its most narrow point. Once past this area, the trail pulls away from Main Street and is routed back along the Penobscot once again.

The trail leads to a public park containing a playground area, and picnic area. It continues south terminating at a public parking lot. The multi-use trail could be extended through to the City limits, traveling along the Penobscot River, and be diverted back out to the Main Street public sidewalk wherever limited space and access mandates.

The Streetscape Improvement Area

The Streetscape Improvement Area is located along North and South Main Streets. It begins in North Brewer in the vicinity of Chamberlain Street and continues southward to the Harris Street area. However, the main focal point extends from the Penobscot Bridge area (State St.) to just north of the 1-395 ramps.

The master plan for the street offers recommendations for immediate streetscape improvements, ensuring that its development is consistent with the Community's vision for its future. This vision builds on the strengths of North and South Main Streets and recognizes its potential as a streetscape that:

- fosters and enhances the movement and safety of pedestrians, bicyclists, and drivers;
- is unified, clearly defined, and made more attractive by a consistency of materials, furnishings, signage and lighting;
- capitalizes upon and enhances opportunities for open space; and
- informs the Community of its unique place in history.

The master plan for the Main Street improvements corridor has the following goals:

- make the street safer for pedestrians;
- improve the way the street looks and works for the community;
- serve all transportation needs without losing parking;
- emphasize what is best, different, and exciting about the street;
- improve the appearance of high profile intersection areas;
- make the street more inviting to pedestrians, including improving access for the elderly and the disabled;
- add more trees and landscaping;
- create a continuous and consistent lighting plan along the street; and
- improve the overall Main Street area signage.

To achieve these goals, the master plan considers the following physical improvement amenities:

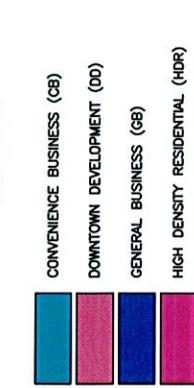
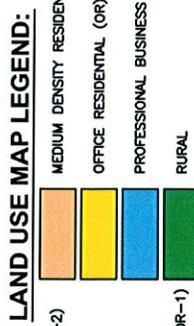
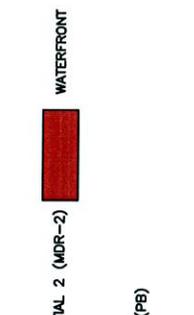
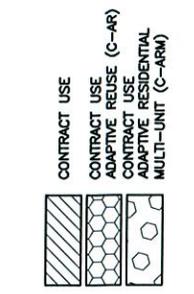
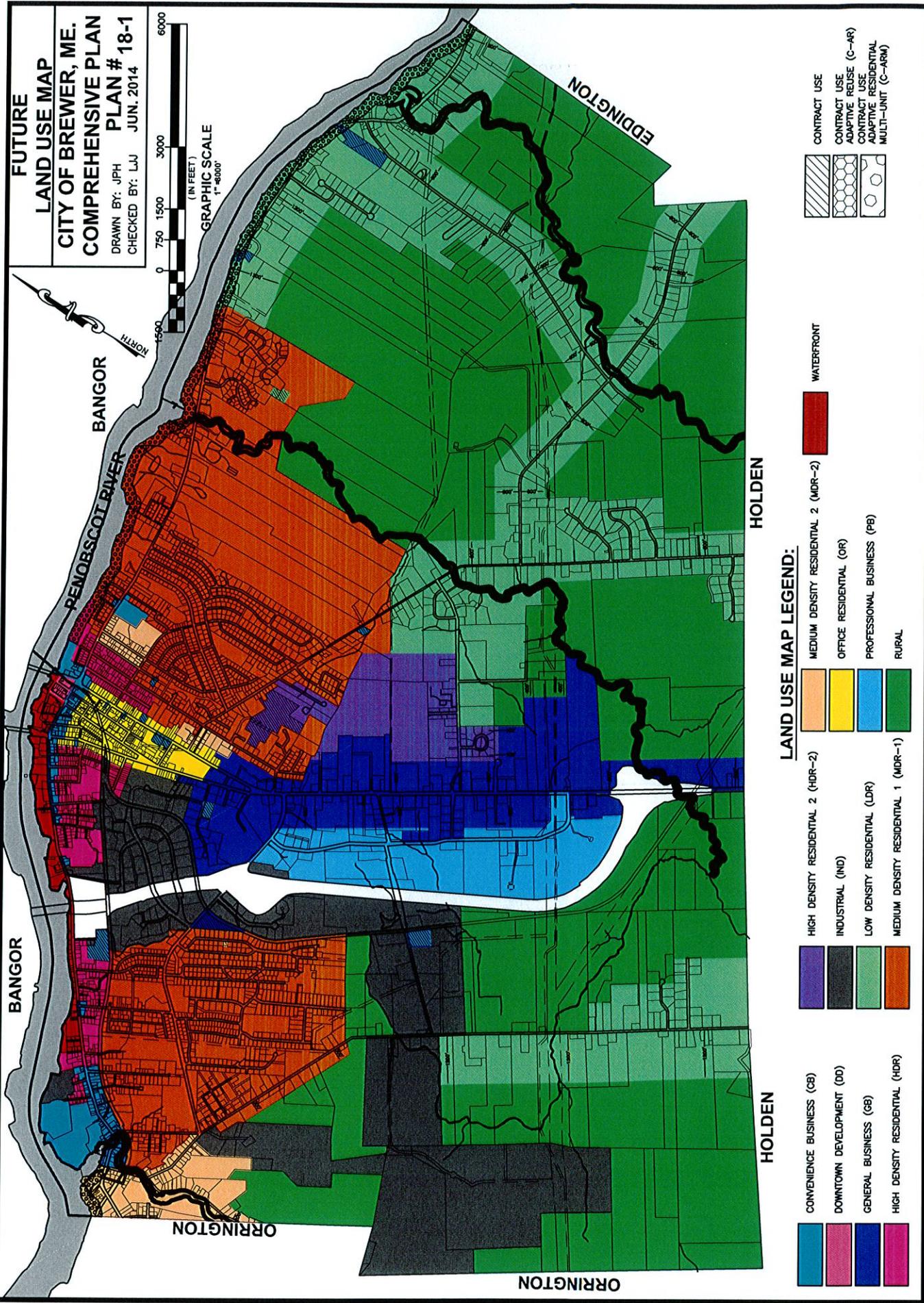
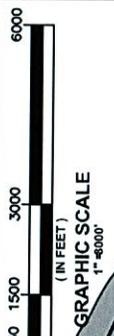
- the condition of the street and sidewalk materials;
- the reconfiguration of the street crossing points;
- the clarification of the travel, turning, and parking lanes;
- the addition of street and pedestrian lights, street trees, and street furnishings;
- the upgrading of street signs, and addition of district and way finding signs; and
- the opportunities to enhance and develop public open space.

The streetscape improvements include the following items: the addition of designated bicycle lanes, one along the west edge of Main Street and the other along the east edge; parallel parking lanes where space and traffic considerations permit; vehicular-scale and pedestrian-scale lights at the back of the street curbs; public sidewalks of a minimum 5- foot width on both sides of the street; and street trees lining both side of Main Street, either at the back of curb or back of sidewalk, as space permits.

DRAFT

**FUTURE
LAND USE MAP
CITY OF BREWER, ME.
COMPREHENSIVE PLAN
PLAN # 18-1**

DRAWN BY: JPH
CHECKED BY: LJJ JUN. 2014



LAND USE MAP LEGEND:





