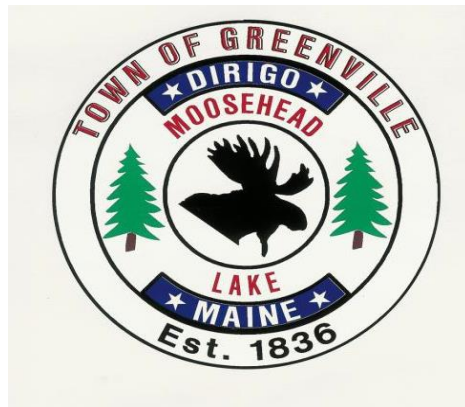


TOWN OF GREENVILLE

Comprehensive Plan

2024 - 2035



Draft for Public Review 2024



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Acknowledgments

This Plan is the result of extensive work by the Comprehensive Plan Committee with input from Town staff, agency and organization leaders, interested citizens, and in collaboration with Eastern Maine Development Corporation. The Town would like to thank all the citizens who completed the public opinion survey and those people who provided input into the development of the Plan. Special thanks are extended to the following:

Comprehensive Plan Committee (as appointed):

Burt Whitman
Ron Sarol
Leigh Burns
Brent Ireland
Jim Carr
John Contreni
Michael Harris
Sawyer Murray
Steve Mason
Michael Roy- Town Manager

Consultants:

Eastern Maine Development Corporation (EMDC)
Hope Eye, Jennifer King, and Kevin Anderson

Introduction

Purpose

This Comprehensive Plan updates Greenville's 2013 Comprehensive Plan. It is designed to reflect the desires of citizens today, with consideration for current conditions, and future trends and needs. It charts a course for the next decade based on extensive data collection, research and analysis, predictions for the future, and most importantly, public input. The Comprehensive Plan contains a vision for Greenville through the year 2035, goals, and policies, and makes recommendations for how they should be implemented. Once the Plan is adopted, the Town implements the recommendations with ongoing input from citizens. Since the Plan is advisory, actual changes, such as municipal expenditures or regulatory modifications, must be voted on by the citizens at future town meetings.

The Public Process

The Greenville Board of Selectmen appointed the Comprehensive Plan Committee in early 2024. The Committee met once a month over a period of about 8 months to direct the development of the Plan. In addition to Committee involvement, many town officials, agency heads, and others were consulted for their input and perspectives. A town wide public opinion survey that included both full-time and part-time residents and businesses was conducted early in the process.

Implementation of the Comprehensive Plan

The Town Manager and the Planning Board should be responsible for monitoring the implementation of the recommendations of this Plan. An update on the Plan's implementation could be included in annual town reports. At a minimum, a complete evaluation will be conducted at least every five years. If the evaluation concludes that portions of the current plan are not effective or no longer relevant, changes may be made to the Plan.

This Document

Recommendations: The Vision; Goals, Policies and Strategies

The recommendations provide future directions for the Town throughout the next decade. The vision describes the community's desired character intended to be used by the town through the year 2035. The goals, policies, and strategies are designed to advance the vision. The goals express intent, the policies are directives, and the strategies are specific actions designed to implement the policies. The strategies are prioritized with respect to time frame, and the entities responsible for implementation are identified. The recommendations also include a Future Land Use Plan (Chapter 16) and a Capital Investment Plan (Chapter 14).

Inventory and Analysis

Inventory and Analysis contains the background information that provides the data and analysis to support the recommendations. Topics include population characteristics, housing, local economy, community facilities and services, transportation, recreation, municipal finance, natural resources, historic and cultural resources, agriculture and forestry, and land use.

Chapter 1: Vision for Greenville through the Year 2035

A Prosperous Community of Civically Engaged People

Greenville will be a prosperous community of independent, resourceful and resilient people of all ages, newcomers as well as longtime residents. The next decade presents Greenville with several challenges: declining population, aging population, declining school enrollment, aging infrastructure including sanitary sewer network, housing shortage, and increasing property taxes. We will meet these challenges while preserving Greenville's authentic Northwoods character and ensuring exceptional quality of life rooted in community pride, shared, interpersonal connections, and deep appreciation for its unique role as the gateway to the Moosehead Lake Region. The challenges we face will require resilience, resourcefulness, innovation, collaboration, openness to new ideas and new ways of doing things. Positive changes will occur because of a caring community of actively involved citizens and neighbors. It will be a welcoming, safe, and great place to live, raise a family, work, play, retire, and operate a business.

A Region with Renowned Natural Resources and a Rich Cultural Heritage

The Moosehead Lake Region's natural and cultural resources will continue to be two of its greatest assets: Moosehead Lake and a natural landscape with rolling hills and majestic mountains; expansive forests; a variety of pristine water bodies; outstanding scenery; abundant wildlife and fisheries, including the region's iconic moose; and a rich Native American and north woods heritage. These assets will provide an exceptional quality of life away from the hustle and bustle of more populated areas and support a thriving natural resource-based economy in activities such as outdoor recreation, nature-based tourism and forest products. The region's extensive conserved land assures that much of the region will remain as it is into perpetuity, which provides certainty for those living and investing in the area.

Prosperity through Collaboration and Public/Private Partnerships

The Town of Greenville will be a leader in collaborating with its many public and private partners to achieve prosperity in the region. This leadership will be crucial because the town's future will be intertwined with that of the region, given the area's distance and relative isolation from more populated areas. Successful branding and marketing of

Greenville and the region and more efficient delivery of necessary services will be two significant accomplishments through this collaboration.

Long-term Economic Stability through Diversification

Greenville will have a robust, diversified, and sustainable economy that is based upon its human, natural resource, and man-made assets - an economy that balances the community's distinctive character with economic growth opportunities in the region. This strong, diverse, and sustainable economy will ensure long-term prosperity and resilience in an often-uncertain future.

As a thriving service center and gateway for the region, Greenville will provide a broad range of goods, services, jobs, and housing for local people, seasonal and part-time residents, and tourists. The region's four-season nature-based recreation and tourism offerings will be exceptional with a variety of restaurants, accommodations, guides, outfitters, marinas, and other businesses combined with trail systems, public parks, wharfs, other public facilities, and popular events and activities, such as the international seaplane fly-in and sled dog races. There will also be indoor offerings, such as museums, nature, and cultural centers, a theater, a convention center, and an indoor-sports and fitness center.

Greenville's diverse economy will also include forest products and other industries, many located in the industrial park area, manufacturing goods for local use as well as export. Perhaps there will be a facility producing cheaper, renewable energy for the community. Access to state-of-the-art communications, such as high-speed internet, will support telecommuting and other economic opportunities for area businesses and entrepreneurs.

Economic development will consist of new, expanded, and revitalized businesses and industries, in several locations, particularly in the Village District, Scenic Corridor Overlay District, and Commercial/Industrial District. Greenville's diversified economic base will supply a variety of job opportunities, bringing money into the community, and providing a strong, resilient tax-base enabling the community to cost-effectively provide necessary services.

An Attractive, Authentic, and Efficient Community

Greenville will be a prosperous community with more people and development because it possesses what local people and those from away find so special and worth investing in for the future. It will be an attractive, authentic, and efficient community that offers an exceptional quality of life in a unique and beautiful place. Greenville's citizens

will have reached a consensus on how best to ensure that economic development enhances the unique character of the area, thereby achieving a mutually prosperous future for everyone.

Greenville's Village District will be the heart of the community showcasing the region's north woods character and culture. The Village District will be a vibrant and well-designed place bustling with social, civic, cultural, and commercial activity – an area encompassing the downtown and extending along Pritham Avenue to the town line, north along the Lily Bay Road to Scammon Road, and south along the Moosehead Lake Road to the Scenic Corridor Overlay District. Revitalization of the infrastructure and buildings with consideration for historic and cultural enhancements will foster business growth and job creation with new development tucked harmoniously in between existing structures.

The Town Office, hospital, school, parks, and many other public and semi-public uses will be important contributors to the Village District's vitality. While some housing will be within the Village District's mixed-use areas, other homes will be in quiet residential neighborhoods in the Residential District. Expansion of public sewer and water will allow even more development in these areas, as well as in the Commercial/Industrial District which includes the Town's industrial park. The Scenic Corridor Overlay District along the Moosehead Lake Road will also showcase the region's iconic north woods character with thriving homes and businesses, and impressive views of the forests and surrounding mountains.

The Rural Development District will feature homes and businesses in more rural settings, not far from the Moosehead Lake Road, Lily Bay Road, and other main roads. Lastly, the Rural District, consisting of areas distant from public highways and roads, will not change much, but will continue as large expanses of commercial forestland interspersed with clusters of residential uses along the shores of the larger ponds.

Housing for a Variety of Lifestyles and Needs

Greenville will have a variety of housing options, including those for year-round and seasonal residents of all ages. There will be housing affordable to local people, including those with modest or fixed incomes. Families with children will be able to live near the school and town recreational programs and facilities. There will be a variety of living options for middle-aged and older residents, including single-family homes, affordable, senior-housing complexes, and assisted-living facilities located in town and easily accessible to services. Substandard housing, including the town's older housing complexes, will have been upgraded. There will also be a selection of housing for second-home and part-time residents and visitors, such as rustic camps, lake-front homes, in-town apartments, and condominiums.

Services and Facilities Affordably Meeting the Needs of the Community

Greenville will have the broad range of public services and facilities necessary for a remote service center community. The population and tax base will be large enough to support affordable, good-quality public services and facilities. Mutually beneficial regional services will be provided efficiently, cost-effectively, and equitably among the partners. The vision for the future includes the following: a revitalized and expanded Village District - much of it with centralized water and upgraded sewer; high-quality, regionally coordinated emergency services; a modern hospital with expanded public health and wellness facilities and programs; an excellent K-12 school system; cost-effective, regional solid waste disposal and recycling; public parks and other recreation facilities and programs; many public-event programs; and a municipal government with enough staffing, equipment and space to provide excellent service.

A Unique, Regional Transportation Hub

Living in the North Woods has both positive and negative consequences . On one hand, the peace and serenity facilitated by rural living is unparalleled. On the other, there are limits to what can be created to provide opportunities for visitor travel to town. Greenville will continue its efforts to facilitate the transportation needs of all its residents. The town's multi-faceted transportation network and associated services will continue to support economic prosperity for the Moosehead Lake Region. If unexpected opportunities present themselves in the town's future, Greenville will take all possibilities into account and give them due consideration

The goal of transportation services is to give residents the ability to reach their destination safely, affordably, and independently. Highways, roads, and streets will be designed to serve traffic safely and efficiently. The Moosehead Lake Road Scenic Corridor and the Moosehead Lake Scenic Byway will be designed to attract people to the village of Greenville and the region. The Village District will have a safe, pedestrian-friendly infrastructure that also serves motor vehicles and through traffic, and maybe the Town will have finally resolved whether there exists a need for a bypass. There will be improvements to the airport that enhance access to Greenville. Seaplanes will be actively using the seaplane bases along the shores of Moosehead Lake and there will be bus, shuttle, taxi, and rental car services. Industries will be using the rail service with a rail siding in the industrial park, and perhaps an intermodal facility as well. There will be trailheads and services in Greenville that connect to region-wide networks of multi-use and non-motorized trails connecting areas of particular interest. There will be wharfs, boat launching ramps, marinas for water transportation, and the Kate will continue to be a cultural highlight of the Moosehead Lake Region.

Chapter 2: Regional Coordination Summary

Regional coordination and collaboration with public and private sector partners are vital to the future well-being and prosperity of Greenville and the Moosehead Lake Region. Recognizing this fact, this Plan recommends that the Town of Greenville take a collaborative, leadership role in planning, promoting, and implementing positive actions for the future. This role does not suggest that Greenville shoulder an unfair portion of the financial burden, but that it actively seeks and promotes partnerships where there is mutual benefit, support, and equitable sharing of responsibilities. The following is a summary; specific recommendations are included in each of the chapters referenced below.

Economy (Chapter 4)

Greenville's vision is to be a thriving service center community that provides a broad range of goods, services, and jobs for people living in and visiting Greenville and the Moosehead Lake Region. This Plan recommends that the Town maintain a proactive economic development program with support from Moosehead Lake Economic Development Corporation. The Program should involve working with public and private sector entities to promote, implement, and fund economic development initiatives. Collaboration will be crucial to achieving success, and this Plan recommends that the Town begin by convening an economic summit to formalize partnerships and develop detailed plans for moving forward.

Housing (Chapter 5)

As the regional service center, Greenville plays a significant role with respect to housing to include: (1) encouraging and promoting adequate workforce housing to support economic development; (2) encouraging and supporting the efforts of regional housing coalitions, and both public and private sector developers in addressing housing needs; and (3) continuing to serve the need for multifamily and rental housing, including subsidized housing, within the region.

Public/Community Services and Facilities (Chapter 10)

The Town of Greenville seeks cooperative and equitable regional participation in the efficient delivery of adequate, affordable services. Since the Town provides many services for those from outside Greenville, such as some Town Office services, emergency services and recreation programs and facilities, it is important that there are equitable arrangements to fund these services with neighboring communities, the county and the state. The most significant areas of regional coordination currently include the following:

1. Emergency planning and services (police, fire, rescue, ambulance): Greenville, C.A. Dean Hospital, area communities, the county, several state agencies, and the U.S., Border Control.
2. School Union 60: Greenville, Beaver Cove, Shirley, Willimantic, and Kingsbury Plantation; students from Rockwood.
3. Landfill Closure: Greenville, Shirley, Beaver Cove, and Piscataquis County paying off debt associated with closure.

In the future, Greenville will monitor and respond to the impacts and demands of development in the town and region. The Town will continue to seek opportunities for coordination, such as regional involvement in solid waste disposal using Greenville's new transfer station.

Parks, Recreation, and Open Space (Chapter 11)

Greenville's economic development initiatives involve promoting the Moosehead Lake Region for nature-based recreation and tourism, and Greenville as the gateway. This means improving, expanding and diversifying recreational opportunities in the region, such as enhancing public access to Moosehead Lake and other great ponds, expanding regional trail systems, and ongoing land conservation efforts. These activities require collaboration between adjacent communities, county and state agencies, and many other entities. The Town will also continue to work with School Union 60 to provide complimentary recreation and sports programs, including utilization of the gym and other facilities, and funding partnerships.

Transportation (Chapter 6)

Greenville's transportation infrastructure is essential to the livability and economy of the town and the Moosehead Lake Region. The town serves as an integrated regional transportation hub with highway, rail, air, public, and other transportation facilities and services. For this reason, this Plan strongly advocates for high-priority status for federal and state funding for these systems to include (1) adequate maintenance of state highways - including in the Village District; (2) improvements to the Greenville Airport; (3) support for future connections and use (both freight and passenger services) of the Canadian Pacific Railway, including rail siding and an intermodal facility; (4) support for public transportation services; and (5) support for enhancements to the Moosehead Lake Scenic Byway.

Natural Resources (Chapter 7)

Greenville's quality of life and economic vitality are dependent upon the region's extensive and outstanding natural resources, including Moosehead Lake and many other waterbodies, vast working forests and conservation land, extensive wildlife and fisheries habitats, clean and abundant groundwater resources, and striking scenery. Collaboration with regional and state natural resource agencies, advocacy groups, private entities, neighboring communities, and others will be important to protecting water quality and critical natural resources. These efforts include monitoring water quality, education, funding assistance, and support for land conservation.

Historic and Archaeological Resources (Chapter 8)

Promotion of the region's historic and cultural heritage is important to the town and one that is enhanced through collaboration with the Moosehead Lake Historical Society and Museums, the Natural Resource Education Center, and the Moosehead Marine Museum in their efforts to promote the cultural heritage of the region and to preserve important cultural resources.

Future Land Use (Chapter 16)

The Future Land Use Plan advances Greenville's vision for improving the quality of life and economic prosperity of the town and region by strengthening the town's role as the regional service center and gateway to the Moosehead Lake Region. Recognizing that population growth and economic development is needed to support Greenville as a service center community, this Plan promotes Greenville as the growth area for the Moosehead Lake Region.

Greenville's growth areas are well-suited for additional development given their location in and near existing services and at the hub of the region's transportation network. The Future Land Use Plan also takes into consideration the importance of its significant rural areas with working forests, agricultural land, and generally undeveloped areas that also serve as habitat for wildlife and fisheries. Many of these areas are contiguous with forestland and conserved land in adjacent communities and areas, and the Plan recommends seeking land use continuity with these areas.

Future planning for growth and development will require the Town to monitor regional trends. The Town will also want to work with the Maine Land Use Planning Commission and neighboring towns, as appropriate, in planning, managing, and regulating land use within the region and particularly in areas adjacent to Greenville.

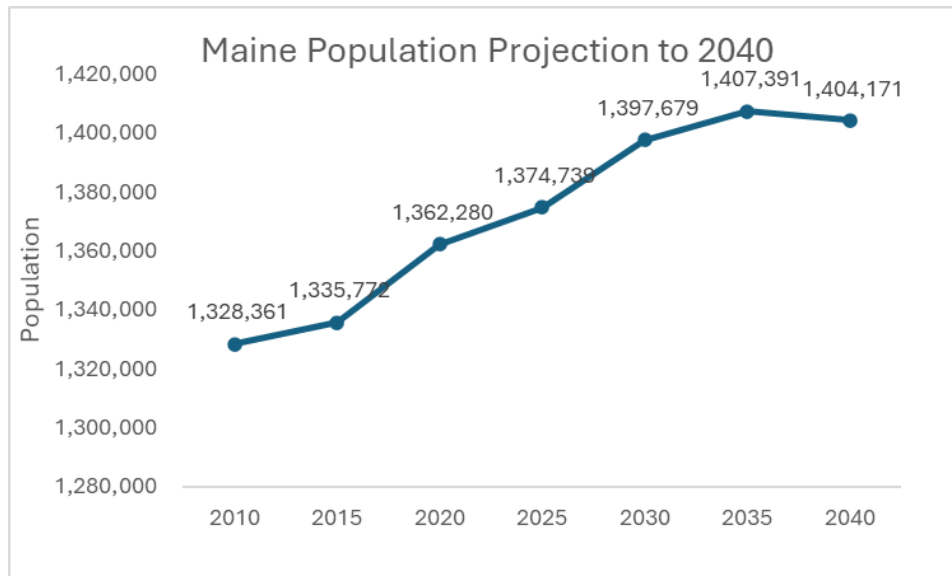
Chapter 3: Population and Demographics

OVERVIEW

Predicting future population changes is important to planning for housing, jobs, health care, social inclinations, education, and other community services. This chapter examines the characteristics of population growth (birth and death rates, in/out-migration), population age characteristics, population projections, non-resident population, educational attainment, income, poverty rates, and occupations.

The following state perspective provides context for the analysis of the local population:

Maine's median age remains the highest in the nation, however, recent acceleration in net migration, especially among working-age individuals and children, results in overall population growth for Maine in this set of projections despite a condition of natural population decline. These projections assume a continuation of the robust in-migration seen in recent pre-pandemic years; for this to be achieved, the state must continue to attract new people and businesses to the state. Over time, Maine will need to attract younger residents to fill the shoes of its Baby boomer retirees. Just as workers seek out employment opportunities, employers seek out markets that contain a diverse set of available workers. Both sides of this equation are necessary for our economy to thrive. However, simply attracting new people and businesses to the state is not enough to ensure the state's success in the future; Maine must also prioritize equitable access to economic opportunity for all. Maine's future growth will be driven by diversity as migration into the state increases, making demographic projections an even more important part of policy development.



Population projections for Maine predict continued slow growth through the year 2035, followed by a decline in the size of the population by 2040. Between 2010 and 2035 the growth rate will be 5.9%.

SUMMARY

Anticipated Population Changes and Implications

Greenville's year-round population will grow slowly and become increasingly older over the next decade. The population is projected to decrease to 1,313 by the year 2025 and continue to decline through 2040. This is a decrease of 124 below the 2020 population of 1,437. These projections are based on the past and do not take into consideration any major development that could significantly increase the town's resident and non-resident population. Population growth will primarily come from people moving into town, which would significantly improve the viability of the community. Population growth outside but near Greenville, such as population growth in Beaver Cove and Shirley, contributes economically, socially, and culturally to the Greenville community. Lower taxes in outlying towns make these areas particularly attractive for year-round and second homes, but there are concerns about the fair and equitable provision of services to these areas by the Town of Greenville. An increasingly older population means that there will be a corresponding decline in school enrollments, fewer people in the workforce and an overall older workforce, and shifting needs for housing, health and social services, transportation, and recreation. An older population can also mean more people willing and able to contribute to the community.

The Non-resident Population

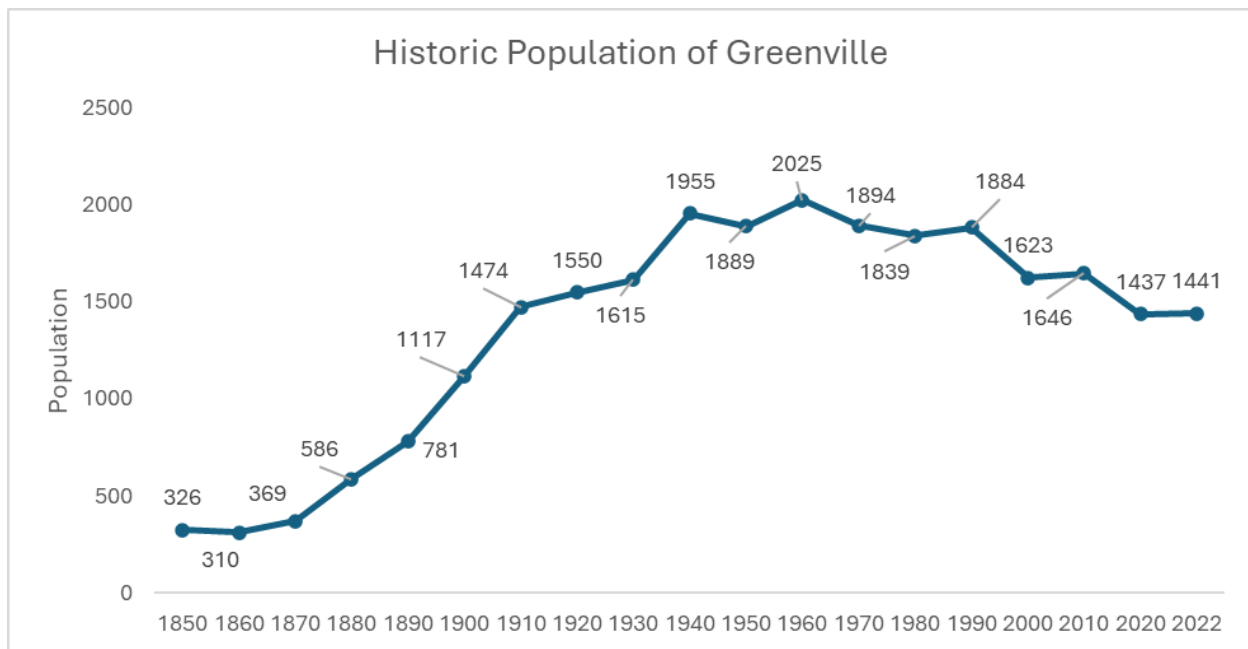
Greenville's non-resident population - people who own second homes or stay at short-term lodging-accommodations is larger than the year-round population. The non-resident population is important to the social fabric and economy of the community. Greenville is the service center community for a vast and sparsely populated area, which means the daytime population increases significantly with people coming to work, shop, socialize, and seek health care and other services. This daytime population provides considerable economic benefits to Greenville. The Town supports its non-resident and daytime population by serving as a full-service, service center complete with a hospital, airport, municipal and other government services, health and social services, recreational facilities and programs, educational facilities and programs, and a broad array of businesses and employers. Greenville's critical role as a service center for such a vast rural area is not only important but can be challenging for such a small community.

Educational Attainment and Economic Prosperity

Greenville residents overall have more formal education today than they did ten years ago - that is a higher proportion of residents have a high school diploma and/or a college degree. When compared to the county and state, Greenville residents have more formal education than countywide, and are more like statewide levels. Education attainment is a good predictor of the economic success of an individual. Potential employers seek an educated workforce when considering where to locate their business or industry. Since educational attainment and economic prosperity are closely linked, it is not surprising that Greenville's population has overall higher incomes than countywide, but lower incomes than statewide. Income levels in very rural areas are typically less than those in more developed areas where there are more job opportunities. However, Greenville has a lower proportion of households living below the poverty level (3.5%) than countywide or statewide.

Population Changes Since 1840

Greenville's year-round population steadily, and sometimes dramatically increased from 128 people in 1840 to a high of 2,025 in 1960 (Figure below). The population then decreased to 1,623 by the year 2000, and then increased by 23 to a population of 1,646 in 2010, decreasing in 2020 to 1437. Population loss since 2010 may be attributable to several factors, including younger people moving away in search of work and other factors and a larger proportion of older people beyond childbearing age. Also, as the population aged there were more deaths and fewer births.



Population Changes Since 2010

Greenville's year-round population decreased by 205 individuals between 2010 and 2022, a 12% decrease. Population in Piscataquis County decreased, as well - 735 people, a 4% decrease between 2010 and 2020 (table). Beaver Cove, Shirley, and the Northeast Piscataquis Unorganized Territory (UT) experienced the greatest increases in population, while Northeast Somerset UT and Northwest Piscataquis UTs experienced population losses. Population growth in surrounding communities, such as those with lakefront property (Beaver Cove and Shirley), impacts Greenville in several ways. Growth in these communities is driven, at least in part, by significantly lower property taxes.

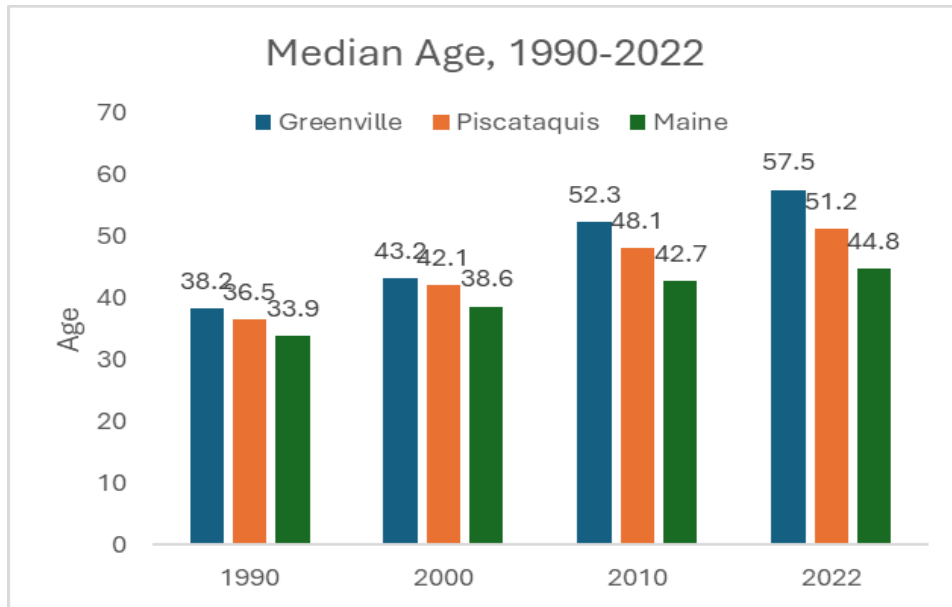
In fact, year-round residents may choose to live in these communities instead of Greenville because of lower taxes, but these people are very much a part of the Greenville community. Issues related to the provision of municipal services to this population will be discussed later in the Plan. Between 2010 and 2020 Piscataquis County's population growth decreased by 4%, Somerset County's population decreased by 3%, and the state increased in population by 2.6%.

Regional Population Change

Area	County	2010 Population	2020 Population	# Chg 2010 - 2020	% Chg 2010 - 2020
Northeast Piscataquis UT	Piscataquis	278	304	26	9%
Northwest Piscataquis UT	Piscataquis	149	134	-15	-10%
Beaver Cove	Piscataquis	122	133	11	9%
Shirley	Piscataquis	233	251	18	8%
Northeast Somerset UT	Somerset	390	367	-23	-6%
Seboomook Lake UT	Somerset	43	23	-20	-47%
Greenville	Piscataquis	1,646	1,437	-205	-12%
Area Total		2,857	2,649	208	-7%
Piscataquis County	-	17,535	16,800	-735	-4%
Somerset County	-	52,228	50,477	-1,751	-3%
Maine	-	1,328,361	1,362,359	33,998	3%
UT = unorganized territory Source: 2010 Data from Maine State Economist, 2020 Data from US Census					

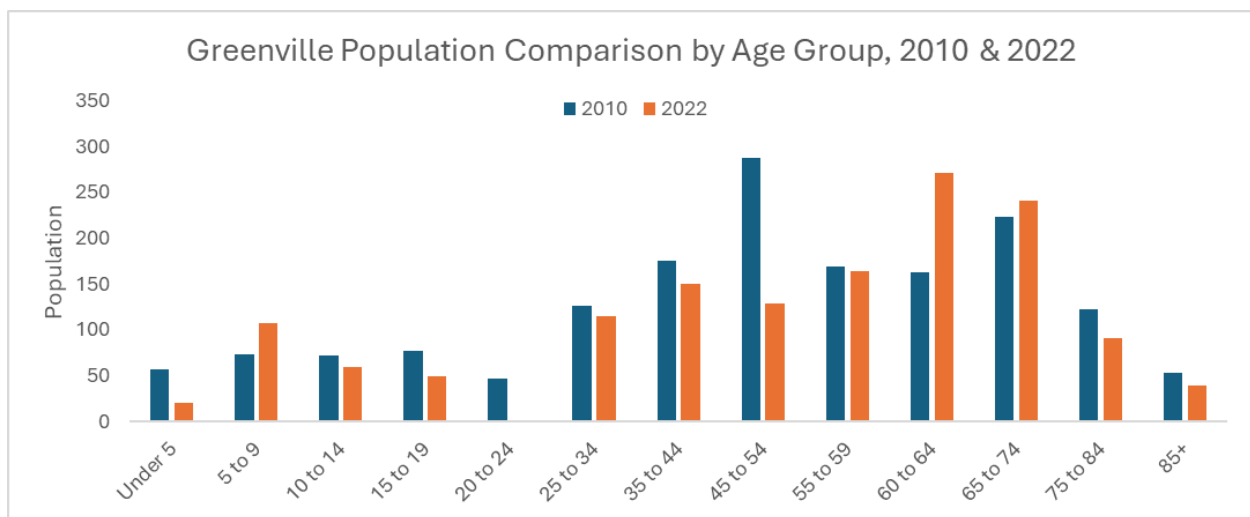
Median Age Trends

The trend of increasingly more deaths and fewer births is consistent with the aging of the population. Greenville's median age was 52.3 in 2010 and increased to 59.4 for 2020 according to the Census. Greenville's population has consistently been older overall than countywide and statewide based on the statistics displayed below.



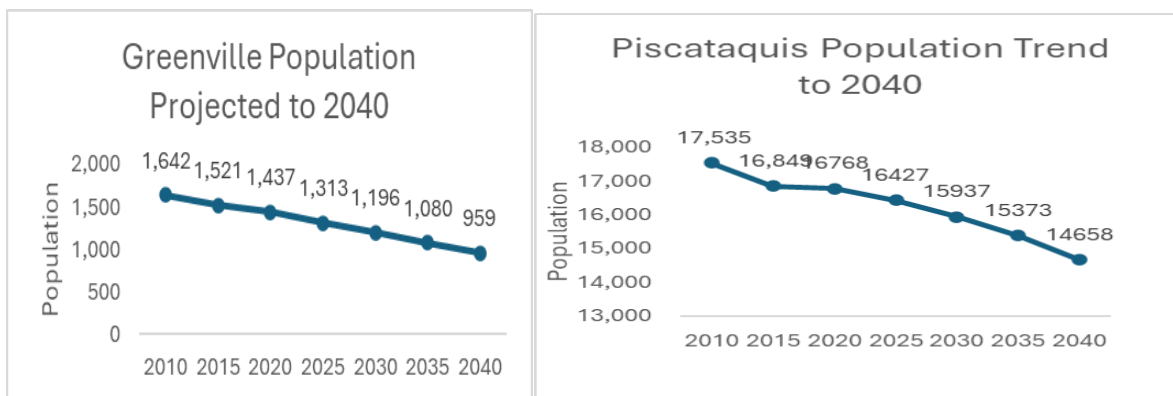
Population by Age

The graph on the next page displays Greenville's population for 2010 and 2020 by age category. The number of individuals for all categories below age 45 showed losses in population. Conversely, all age categories age 60 to 74 showed increases in population, with a slight decrease of people in the age 85 and over categories. If these demographics continue, there will be fewer and fewer people of childbearing age, and more and more people with higher rates of mortality due to age.



Future Population Changes

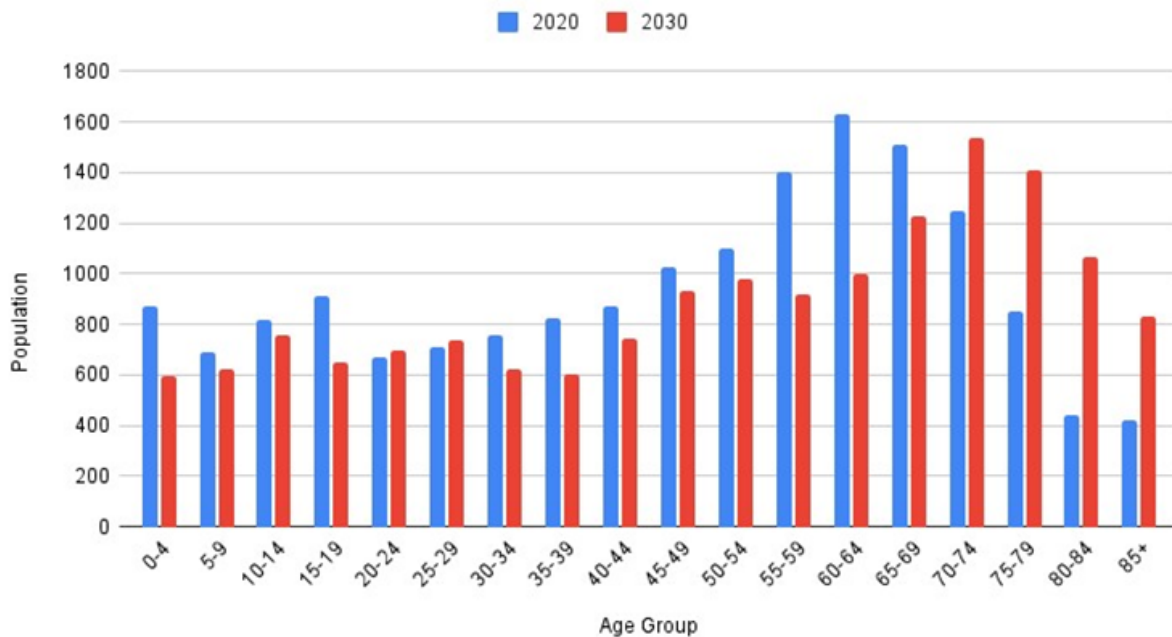
Maine State Economist population projections (January 2024) offer a possible scenario of future population based on past trends and other assumptions. In some ways, these projections represent what will happen under a business-as-usual scenario where migration rates, life expectancies, and sprawl patterns continue their current trajectories. Greenville's population is projected to decrease by 241 individuals, or by -16.77%, between 2020 and 2030, which compares to a projected decrease of -4.96% for Piscataquis County (see graphs). Maine State Economist projects that the county will lose about 831 people during this period. Since these projections are based on past trends, they do not take into consideration population changes because of large new developments, and housing.



Population Projections by Age

Projections by age group are not available for Greenville, so projections for Piscataquis County are used (graph). These projections for the year 2030 suggest that there will be more people over age 70; significantly fewer people in the age 45 to 60 categories; and less people in the age 30 to 44 categories; more people in the 20 to 29-year-old category; and relatively slight fluctuations in the school-age categories. These projections suggest an increasingly older population, overall.

Piscataquis County Population Projections, Maine State Economist



Greenville's Non-resident Population

Greenville's non-resident population is significant and important to the town. This population consists of people who own second homes, those who stay overnight on a short-term basis, and the daytime population which includes people who commute to Greenville for work and shopping, and those just passing through who stop to shop and/or utilize other services in town. Second-home residents and people who live in neighboring communities are part of the social and cultural fabric of the Greenville community not only in their purchase of goods and services, but also in their knowledge, expertise, and cultural contributions to the community.

Part-time and Short-term Population

Greenville's part-time and short-term population primarily consists of those coming to enjoy the region's four-season recreational offerings who are second-home/part-time residents and short-term visitors staying at hotels, motels, campgrounds, bed and breakfasts, cabins, and hunting camps. The size of this population can be estimated by looking at the number of housing/accommodation units. There is a total of 1,191 of these units in Greenville, with the majority consisting of non-resident

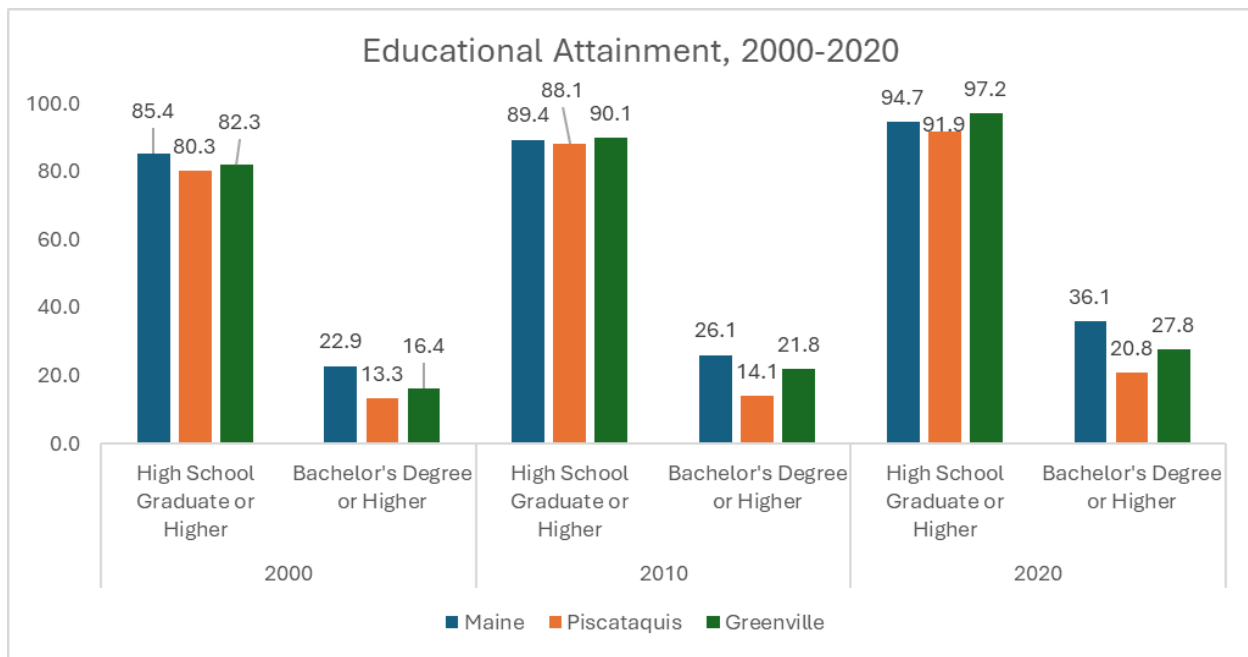
homes (950). The other 241 units generally accommodate short-term or transient visitors and include the count of units displayed in the table.

Part-time and Short-term Units in Greenville	
Type of Accommodation	Units
Non-Resident Homes	950
Hotel/Motel Rooms	50
B&B Rooms	~25
Cabins/Hunting Camp Units	166
Total	1,191
Source: Town Code Enforcement Officer 2024	

When fully occupied and assuming that at a minimum each unit is occupied by 2 people, this translates to a total population of 2,382 part-time and short-term renters in Greenville. Obviously, this is a very rough estimate because this population is constantly changing over time and there are many variables. For example, part-time residents of second homes are probably a more consistent or stable group overall than those short-term visitors staying at more transient types of lodging. Taking this analysis a step further, with 80% of the total number of units as second homes, the second-home population would be about 1,900. This rough analysis confirms the significance of the town's part-time and short-term population. This population is larger than, and at times significantly larger than, the year-round population of 1,437 (2022) Census).

Daytime Population

Greenville's daytime population increases considerably because it is a service center community in a vast and very sparsely populated area. This daytime population consists of the following groups: Greenville residents who live, work and shop in Greenville; non-residents who come to Greenville for work, goods, and services; and the non-resident population discussed in the previous section. The daytime population also includes those tourists and other visitors passing through town, stopping to shop, get gas, eat at restaurants, and utilize the town's offerings.



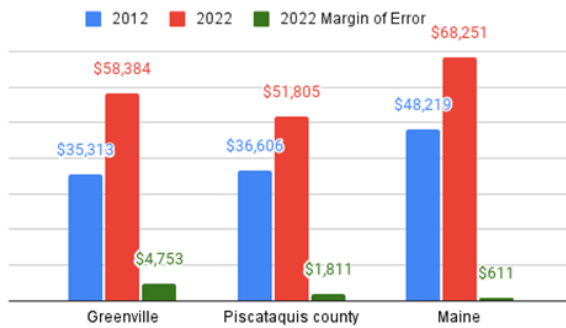
Educational Attainment

Greenville residents are increasingly well educated. Between 2010 and 2020, the percentage of high school student graduates increased from about 90% to 97% of the population aged 25 and older. The percentage of those with a bachelor's degree or higher increased from about 22% to almost 28% (graph). In 2020, educational attainment for Greenville residents was higher than the countywide level. Compared to statewide levels, Greenville had a slightly higher proportion of high school graduates and above, but a lower proportion of people with bachelor's degrees and above. Educational attainment is a good predictor of the economic success of an individual. It is important for a community to consider the fact that potential employers seek an educated workforce when considering where to locate their business or industry.

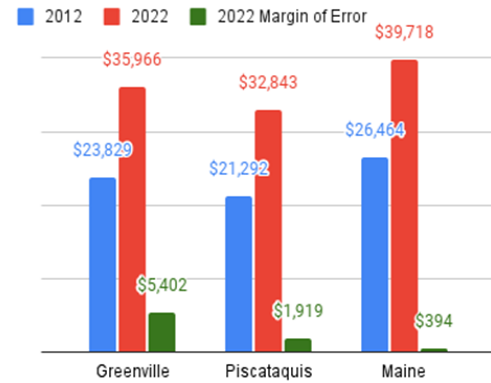
Income

Piscataquis County continues to be one of the less affluent counties in Maine. The U.S. Census calculated the County's median household income as \$51,805 for 2022. This compares to \$68,251 statewide. The median household income estimate for Greenville in 2022 was \$58,384, higher than the median for the county, but with a \$4,753 margin of error due to Greenville's small population size. Per capita income figures show similar trends. (See graphs on next page)

Median Household Income 2012 & 2022 U.S. Census



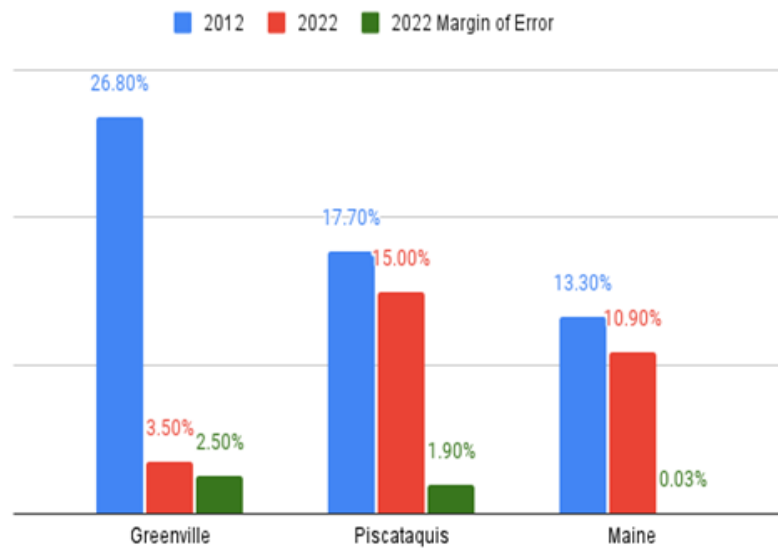
Per Capita Income, U.S. Census 2012-2022



Poverty

Greenville has a lower proportion of households living below the poverty level (3.5%) than countywide (15%) and statewide (10.9%) (graph).

Percent Population Below Poverty Level, 2012-2022



Occupations

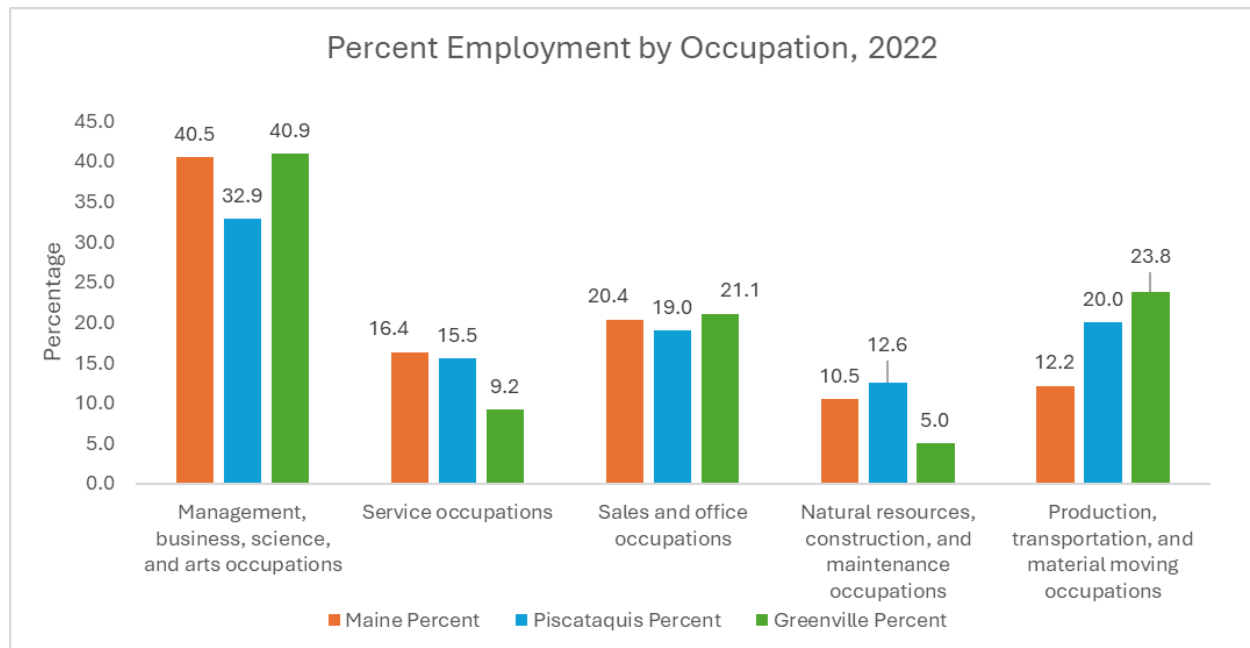
The largest occupational categories for Greenville were as follows: almost 30% are employed in sales and office occupations; about 25% are in management, professional, and related occupations, almost 19% in service occupations, and 6% in Natural resources, construction, and maintenance occupations (table). Greenville has 22% employed in production, transportation, and material moving occupations, this is proportionately higher than at countywide and statewide levels (graph). Greenville also has proportionally more people employed in sales and office occupations than countywide and statewide. Occupational changes have occurred since 2009, when this information was last presented in a Comprehensive plan. This is to be expected, given the economic and demographic shifts in Greenville. These changes may be used to plan for future endeavors to bring business to Greenville.

Greenville: Employment by Occupation, 2009		
Occupation	Individuals	
	#	% of All
Management, professional, and related occupations	335	40.9
Service occupations	75	9.2
Sales and office occupations	173	21.1
Natural resources, construction, and maintenance occupations	41	5.0
Production, transportation, and material moving occupations	195	23.8
Total	819	100

Source: U.S. Census, 2009

Greenville: Employment by Occupation, 2022		
Occupation	Individuals	
	#	% of All
Management, professional, and related occupations	175	25
Service occupations	131	18.7
Sales and office occupations	201	28.7
Natural resources, construction, and maintenance occupations	44	6.3
Production, transportation, and material moving occupations	149	21.3
Total	700	100

Source: U.S. Census, 2022



Chapter 4: Economy

OVERVIEW

Greenville's future prosperity is highly dependent on job opportunities and the overall health of the local and regional economy. A town is better able to successfully plan for future prosperity if it understands its economic strengths and weaknesses, potential opportunities and challenges, and the long-term economic trends that are affecting the community and region.

POLICIES

1. To support the type of economic development activity the community desires, reflecting the community's role in the region.
2. To make a financial commitment, if necessary, to support desired economic development, including needed public improvements.
3. To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.

IMPLEMENTATION STRATEGIES

1. Enact or amend local ordinances to reflect the desired scale, design, intensity, and location of future economic development.
2. If public investments are foreseen to support economic development, identify the mechanisms to be considered to finance them (local tax dollars, creating a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, etc.)
3. Participate in any regional economic development planning efforts.

Global and State Perspective

Globalization, technology and demographics are the primary factors driving the economy today. These are the long-term "structural" economic trends that are most important to comprehensive planning for the next decade and beyond. These forces are resulting in fundamental changes, such as the shift away from manufacturing to a more service-oriented economy. The most significant demographic trend affecting the economy is the aging population and the impending retirements of baby boomers, which will profoundly impact labor markets and reshape long-standing patterns of demand for goods and services. Cyclical changes, such as periods of growth and recession, are less

important to comprehensive planning because they are usually temporary changes that do not affect the long-term structure of the economy. The ongoing economic downturn is exerting force across all levels of government, with projections indicating a gradual recovery.

Long-Term Economic Trends

Globalization: The service-producing sector has accounted for most job growth for decades, while the manufacturing sector has steadily declined. These trends are projected to continue, with globalization as the primary force behind this change. Technological Changes: Coupled with globalization, technology continues to shape the economy, with the pace of technological change expected to accelerate. Changes in technology have increased the demands for skilled workers in terms of knowledge, skills, and abilities required for job performance. Increasingly, Maine's competitiveness is determined by the quality and availability of human capital. Innovation: Innovation is a necessity to succeed in the new economy. Much of the growth will have to come from entrepreneurship and initiative of Maine's smaller businesses, and entrepreneurial startups.

Nature-Based Tourism

Maine's Office of Tourism identified the state's untapped tourism potential in the growing national market for nature-based tourism. "The whole is greater than the sum of the parts" is the concept for nature-based tourism. A nature-based approach is not only being directed to develop new marketing strategies for Maine but most importantly will be used to coordinate a new layer of emphasis on product development for Maine's tourism industry; one that will seamlessly connect things like hiking or canoe trails from one region to theaters, concert halls and historic downtowns in another region.

Challenges and Opportunities for Greenville

In summary, the structural changes occurring in the economy today, as outlined above, are impacting the Town of Greenville and the region, presenting both challenges and opportunities.

SUMMARY

Economic Realities: Strengths and Weaknesses

Greenville's economy has been affected by some of the trends described earlier in this chapter, including the aging of the overall population and the shift away from manufacturing towards a more service and retail-based economy. Greenville's unique economic challenge is its distance and relative isolation from more populated areas of the state where there are more people and more job opportunities. Greenville needs to increase its year-round population to support its existing infrastructure of schools, the hospital, and other facilities and services. Significant population growth will only happen with increased job growth and economic activity. Greenville also needs to be a more affordable place to live. Currently, people are choosing to live outside of Greenville because the property taxes are lower in most neighboring areas. Greenville's strengths are in its uniqueness as a remote service center to the Moosehead Lake Region, an area renowned for outdoor recreation, nature-based tourism, and forest resources. Additionally, the Town's tax base consists of a wide range of businesses, cottage industries, and an extensive number of second homes.

Priorities for Economic Development

Greenville's priorities for economic development have included revitalization of the Village District; improvements to the industrial park; recreational facility improvements, such as at Junction Wharf; airport improvements; and support for a variety of activities, such as snowmobiling, ATVing, ice fishing, dog sledding, and the International Seaplane Fly-in. Many of these activities are undertaken by organizations in the region such as the Chamber of Commerce, Natural Resources Education Center, and others. The private sector's contribution to the community and region's success must not be overlooked. Greenville also works with and utilizes the services of the Moosehead lake Region Economic Development Corporation and Piscataquis County Economic Development Council on an ongoing basis to take advantage of opportunities for business promotion and financial assistance for economic development.

Expansion and diversification of the economic base, both within and outside of Greenville, and a proactive approach to economic development by public and private interests will be necessary for economic prosperity. Reopening of Greenville Steam and the potential for cheaper, local power generation would also be a benefit to the local economy, especially if a new manufacturing facility located nearby could take advantage of the cheaper energy. The Town will want to be prepared to take full advantage of these opportunities.

Branding of Greenville's offerings in the Moosehead Region is a mechanism to enhance tourism and outdoor recreation. This could be accomplished by working collaboratively with both the public and private sector, including local businesses,

Piscataquis County Economic Development Council, Appalachian Mountain Club, Maine Huts and Trails, and others in the area. To move forward, the Town will have to invest more into its economic development program, including municipal staffing to focus on building on past accomplishments and taking advantage of new opportunities.

Greenville's Village District

Greenville's Village District serves as the civic, cultural and commercial hub of village activity. Greenville Junction to the west along Pritham Avenue to the town line, the Mill area to the north along Lily Bay Road to Scammon Road, and the Indian Hill area to the south along the Moosehead Lake Road are the spokes of the hub. All three of these areas are unique and integral to Greenville. Collectively, these areas and the downtown area are referred to as the Village District. Several improvements were made to the Village District during the late 1990s.

The Village District is bustling with activity and thrives when tourism peaks – summer through early fall, and winters when there is snow. The Village District is less active during off-season times, early spring, and before snowfall in November and early December. Weather, such as a snowless winter or rainy summer, can impact many of the recreational activities that bring people to Greenville. Some businesses, such as restaurants will close during off-peak seasons, and some businesses just do not survive the sometimes-difficult economic climate in Greenville.

Greenville's Village District has many assets upon which to build, including its location along the shores of Moosehead Lake, its uniqueness in the region as the only service center, and its quaint village with some beautiful historic structures and cultural attractions. Issues that need to be addressed in the Village District include improvements to existing buildings and facades, better facilities for pedestrians (sidewalks, street crossings, etc.), better signage, more parking improvements to recreational facilities, safety issues associated with large trucks – particularly at the traffic signal, and an overall facelift. More businesses are also needed to create a more vibrant Village District.

Community Support for Tourism

Outdoor recreation and nature-based tourism are a huge part of the local economy. The Town works hard to promote and support the Moosehead Region's four-season recreational opportunities. Efforts include providing public access to lakes (Greenville Junction Wharf), providing parks and recreational programs, opening streets in the

Village District to ATVs, and snowmobile trails, and generally providing a broad range of services to second-home residents and short-term visitors.

Home Occupations

As a rural community, home occupations are a very important part of Greenville. In some cases, businesses have started out as home occupations and then expanded into separate businesses.

Areas for Industrial and Commercial Development

The Town has provided a number of locations for commercial and industrial development in its land use regulations. Greenville's ordinance allows a broad range of businesses and industries in a variety of locations, including the industrial park, the Village District, and in rural areas, as appropriate. The ordinance also includes performance standards designed to assure that development is compatible with surrounding land uses and the landscape.

One regulatory constraint is the setbacks and other restrictions in the Scenic Corridor Overlay District that appear to be constraining business development along Route 15 south of the village. Adequacy of Public Facilities for Future Economic Development Greenville's strengths with respect to public facilities is its village area with sewer and water, an industrial park, access to rail and a major thoroughfare, the Junction Wharf and the downtown Boardwalk, and an airport. The biggest gaps in infrastructure include:

- Village area deficiencies: traffic and pedestrian configurations at the signalized intersection, need for more parking and better pedestrian amenities, improvements to commercial structures, aesthetics, improvements to recreation facilities, and more space for additional commercial growth, including possible expansion of sewer and water. Expansion of commercial development opportunities along Moosehead Lake Road while maintaining an attractive gateway appearance.
- Recreational improvements: Junction Wharf, Red Cross Beach, multi-use trails, etc.

Economic Development Incentives

Greenville does not currently have any economic development incentive programs and does not utilize tax increment financing. The Town may want to explore the

applicability and benefits of these types of economic incentives, such as tax increment financing for the industrial park, a new manufacturing facility associated with or near the Greenville Steam plant (Clean Maine Carbon), and business development in the Village District. Greenville could also do more to promote business development through a more active economic development program with an economic development director on staff at the Town Office.

Using the Region's Unique Assets to Promote Economic Growth

The Greenville region has a wealth of outdoor recreational offerings, and a strong cultural heritage based on forestry and life in the North Woods. The Town, the Historical Society, the Moosehead Marine Museum, the Natural Resources Education Center, the Forest Society of Maine, the Appalachian Mountain Club, the snowmobile and ATV clubs, many private businesses, and other organizations work hard to promote the region for its recreational and cultural offerings, as well as other quality of life assets.

Greenville's Economic Base: Yesterday and Today

The region's vast and productive forestlands, Moosehead Lake and other water bodies, and rolling hills and mountains have served as the foundation for Greenville's economy for well over a century. Today, Greenville truly serves as a gateway community to Maine's north woods. With Greenville's setting at the southern end of Moosehead Lake within these vast privately owned, publicly accessible, productive forest lands, it is not surprising that the economy is based primarily on the natural resource-based industries of forestry, outdoor recreation, and nature-based tourism.

Further, Greenville is the only service center community for a vast and sparsely populated area. While the area's natural resources are a great asset to Greenville, there are also significant economic challenges associated with the small year-round population, remote location, and dependence on nature-based tourism. Greenville is very reliant on its non-resident population and short-term visitors who vacation on a seasonal basis and whose activities can be significantly constrained by a poor economic climate. Greenville is also very dependent upon the surrounding communities and unorganized areas; given this unique situation, any economic analysis and economic development strategy must consider the region.

Greenville as a Service Center

Greenville is a service center community that provides employment, goods and services for a vast and sparsely populated area. Given its distance from other service center communities, its role is vital to serving the needs of the residents and visitors of the region. Greenville is unique for a town in its size; most towns with populations less than 2,000 do not have a hospital, an airport, subsidized housing, or a local newspaper. While these things make Greenville very self-sufficient, they do present economic challenges for a community with such a small year-round population. Greenville's dependency on the surrounding, mostly unorganized areas, creates a somewhat vulnerable situation for the Town.

Greenville needs a natural resource base to support its economy both in forestry and tourism, but the Town has very little control over what happens in these areas. There is concern that state policies, particularly regarding land use and property taxation in the unorganized territories, may not always support Greenville's efforts to maintain an economically viable community.

Forestry

Forestry is an important part of the economy in the region. Most of the forestlands in Greenville and the region are owned by Weyerhaeuser, owner of Plum Creek Timber Company. Weyerhaeuser owns about 8,800 acres of forestland in Greenville. There are also smaller forestland owners, who derive income from the sale of logs, pulp, and chips. Businesses involved in forestry-related endeavors include forestry contractors, lumber dealers, a log house manufacturer, and a few other small-scale manufacturers of wood products.

Outdoor Recreation and Nature-Based Tourism

The region's natural resource base of forests, lakes, wildlife, fisheries, scenic amenities, and overall "wildness", in combination with a unique cultural heritage in the timber industry, make the Greenville area particularly attractive for outdoor recreation and nature-based tourism. Many of Greenville's businesses cater to tourists and second-home residents. Tourism activity is characteristically greatest during the summer months, which accounts for the significant seasonal fluctuations in employment and other economic activity. The Town is working to expand the active tourism seasons to include winter sports (snowmobiling, skiing), fall activities (fall-foliage viewing, hunting), spring activities (fishing), and multi-season activities such as world class hiking (spring, summer, and fall).

Greenville Business Inventory

Most businesses and industries within Greenville and the region are relatively small with few or no employees, as many are owner operated. This is particularly characteristic of service and retail sector businesses. The following table displays an inventory of businesses within Greenville and clearly illustrates Greenville's role as a service center and a community that caters to the tourism and recreation industry.

A.E. Robinson (oil service)	Greenville Town Manager	Northwoods Outfitters
Allagash Canoe Trips	Greenville Veterinary Clinic	Nova Farms
AMC Main Wilderness Lodges	Hammond Lumber Co	P+ M Performance Parts Inc
American Legion Post 94	Harris Drug Store	Pepin Associates Inc
Aucoin Property Management	Hole In the Woods Daycare LLC	Perlman Bernard H, MD
Babiarz Ann N, PAC	Holy Family Church	Perrino PJ Jr. Law Office
Bangor Savings Bank	Holy Family Parish	Premium Communications
Black Bear Construction LLC	Impacc USA	Porter's Garage
Blair Hill Inn & Restaurant	International Sea Plane Fly	Reel Moosehead Guide Svc
Breton Paul H Groc	Jack Whittier & Sons	Richards Joe
Breton's	Jack's Air Svc	Ridgewood Greenville
Burky & McCarthy	Jamieson's Store	Rogers Ted W, DC
C.A. Dean Nursing Home	Judd Goodwin Well Co	Shaw Public Library Assn
C. N. Brown Heating Oil	Katahdin Cruises	Skacelova Annamaria, MD
Camden National Bank	Kelly's Landing	Stress Free Moose Pub/Cab
Century 21 Moose Country	Kineo View Motor Lodge	Studio North Hair Design
Chalet Moosehead Lakefront Mtl	Knights of Columbus	Stylin Cuts
Charles Aucoin Logging and Tree Removal	LoConte Construction	Trailside Restaurant & Lounge
Chieftan Heights	Lander Group LLC	Transportation Maintenance Lot
Church of Open Bible	Lifesafar Ignition Interlock	Union Evangelical Church
Coffman Co	Lodge At Moosehead Lake	Union School District 60
Corner Shop	Maine Mountain Soap & Candle	United States Postal Service
Crazy Moose Fabrics	Mclaughlin Peter F, MD	Varney Insurance Agency
Currier's Flying Svc	Mike Theriault Construction	Ware-Butler
Dave's Automotive Svc Lakeview	Moosehead Campground	Weyerhaeuser
Dean Park Apartments	Moosehead Cedar Log Homes	Wilderness Sled Dog Racing
Dockside Inn & Tavern	Moosehead Cottage Resort	Wilson Pond Cabins
Dunn David, AGT	Moosehead Hills Cabins	
East Road Electric Inc	Moosehead Historical Society	
Eurich Insurance Agency	Moosehead Lake Indian Store	

Farm At Moosehead Take Out	Moosehead Lake region Chamber	
Ferland Accounting Svc	Moosehead Laundry	
Fletcher Mountain Aviation	Moosehead Marine Museum	
Folsom Reality Group	Moosehead Meat & Deli	
Four Seasons Trading Post Inc	Moosehead Riders Snowmobile	
Glacier Wear	Moosehead Sanitary District	
Goodwin Consulting	Moosehead RV Resort	
Greenville Consolidated School	Moosehead Water Wells LLC	
Greenville Firefighters Assn	Moosin Around Me	
Greenville Forestry Seaplane	Mt Kineo State Park	
Greenville Housing Corp	Mud Puddle Mercantile	
Greenville Inland Fisheries	Multi- Taxing	
Greenville Inn	New Life Church	
Greenville Municipal Airport	Northern Light CA Dean Hospital	
Greenville Police Dept	Northwoods Camp Rentals	
Greenville Seaplane-52B	Northwoods Expressions	

Employment & the Economy

Employment in rural Maine differs from that of urban Maine. Rural areas, like Greenville, often have fewer jobs per capita, lower labor force participation, and higher rates of unemployment. Occupations in rural areas typically differ from those in urban areas, reflecting greater reliance on manufacturing. Since rural residents must commute greater distances to find work, benefits are diminished by increased commuting time, transportation costs, and lack of access to childcare and services. Many of these characteristics are evident in the following data.

Major Employers in Greenville and the Dover-Foxcroft Labor Market Area

The largest employer in Greenville is C.A. Dean Hospital (189 employees). Other major employers are Greenville Indian Hill Trading Post and Greenville Consolidated School. Many employers in Greenville and the region have less than 20 employees.

There are also several family businesses and home occupations. Greenville Steam, another major employer in Greenville, was closed around 2007/2008. It was then purchased by a new owner and was in operation for two years, but then closed again. In 2017 Clean Maine Carbon LLC purchased the facility with the intention to achieve market-

based profitability for Greenville Biomass using biochar, provide stable, and high-quality jobs in Piscataquis County.

Greenville is located within the Dover-Foxcroft LMA (Labor Market Area). LMA's are based on commuter patterns. Major employers in the Dover-Foxcroft LMA are shown in the table. The future of the major employers is mixed, particularly given the projected slow growth in the population. Several of the major employers in the Dover-Foxcroft LMA are healthcare providers (hospitals, nursing homes, etc.), which given the aging of the population will probably continue to be major employers. Schools are major employers whose employment levels may be impacted by decreasing enrollments. Employers in manufacturing, construction businesses, and retail and service providers will all be impacted by overall economic trends.

Major Employers in the Dover-Foxcroft LMA	
A. E. Robinson Oil Co Inc, Dover Foxcroft	JSI Fixtures Inc., Milo
Dave's World Dover Foxcroft	Kelly's Landing, Greenville
Edwards Brothers Supermarkets, Dover Foxcroft	Mckusick Petroleum Co, Dover Foxcroft
Gordon Contracting, Sangerville	Northern Light CA Dean Hospital, Greenville
Hardwood Products Company, Guilford	Northern Light Mayo Hospital, Dover Foxcroft
Herring Brother Inc, Guilford	Penquis CAP Inc., Dover Foxcroft
Hibbard Nursing Home Inc., Dover Foxcroft	Pleasant River Lumber Company, Dover Foxcroft
Indian Hill trading Post, Greenville	

Source: Maine Department of Labor, June 2024

Greenville's Economic Development Initiatives

Greenville's Town Manager has traditionally been responsible for the Town's economic development program. Past economic development work has included Village District revitalization, development of an industrial park, development of a business incubator facility, development of the airport, improvements to recreation facilities such as the Junction Wharf, and sponsorship of several recreational programs and events.

The Town is also active with the Piscataquis County Economic Development Council (PCEDC) in promoting countywide economic development. There are also several organizations in the region that are partners in economic development activities, such as those described below.

Piscataquis County Economic Development Council (PCEDC)

PCEDC, whose office is in Dover-Foxcroft, was established in 1998 by leaders from around Piscataquis County who recognized the need for a cooperative economic development program. The Council's mission is to leverage local, county, regional, and state resources to promote and encourage private and public investment within Piscataquis County with the goal of stimulating long-term sustainable economic development and growth in the region.

To better promote economic development in Piscataquis County, the PCEDC focuses on attracting businesses to the county, retaining local businesses and assisting in their growth, and developing and promoting the county's unique culture and heritage. More specifically, the Council assists in the development of infrastructure including grant writing, etc.

Other Partners in promoting the region include:

Appalachian Mountain Club	Moosehead Lake Coalition (Fisheries)
Forest Society of Maine	Moosehead Lake Region Economic Development Corporation (MLREDC)
Greenville Junction Depot Friends	Moosehead Marine Museum
In-Town Trails Committee	Moosehead Riders Snowmobile Club
ITS Grooming	Natural Resources Education Center
Moosehead ATV Riders	West Cove Ice Racing Association
Moosehead Historical Society and Museums	

Annual Events

There are several annual and ongoing activities that the Town and its partners sponsor to promote the region. These include the following:

- Snowmobile Trail Grooming (private and local snowmobile club, considerable town/state funding)
- Forest Heritage Days (Forest Heritage Days, org.)
- International Seaplane Fly-In (Greenville Seaplane Fly-in Association)
- Katahdin Cruises (Moosehead Marine Museum)
- Snow fest (Moosehead Lake Region Chamber of Commerce, Moosehead Riders Snowmobile Club)
- Independence Day Celebration (Town of Greenville)
- Greenville Gazebo Concert Series (Town of Greenville)
- Moose-on-the-Run 5K Road Race and 1K Fun Run (Dover-Foxcroft YMCA)
- West Cove Ice Racing (West Cove Ice Racing Association)
- 100-mile Wilderness Sled Dog Race (Wilderness Sled Dog Racing Association, Town assistance)
- USCC Snowmobile Race (Moosehead Riders Snowmobile Club)

Greenville Junction Revitalization

Junction Wharf consists of a 3.4-acre peninsula which juts into the West Cove of Moosehead Lake and is the only public boat launch on the southern end of Moosehead Lake. The park includes a common green space, picnic tables and canopies, a small bathhouse, a swimming beach, and a playground. The area was completely revitalized 2008-2011 to include reconstruction of the Junction Wharf, a repaved and expanded on-site parking area with more space for vehicles and trailers; new docks and boat launch area; off-site parking area at old railroad turntable (Jct. Wharf, ATVs, snowmobiles); tree planting (Canopy Grant), and new lighting.

As of 2021, a small public area around the wharf, now known as Craft's Landing and Park, is now preserved to the public as a green space, which is part of a larger downtown revitalization effort. The space is named for the Crafts family, whose history has been indelibly intertwined with the town of Greenville for more than a century. The creation of Crafts Landing and Park was sparked in 2019 as part of a downtown plan that the town of Greenville approved at the 2019 annual town meeting.

Airport Improvements

Several improvements have been made to Greenville Airport. These include: (1) Airport Runway Reconstruction – both runways (2006-2009); (2) Airport Arrivals Building (2011); (3) Airport Hangar Development (recently purchased additional land for future hangers because all previously created hanger lots are leased); (4) a fuel farm added by the Special Services Corporation (SSC). (More information can be found in the Transportation Chapter).

Tax Increment Financing District (TIF)

TIF is a sophisticated economic development tool used for a wide range of economic development activities. Simply stated, it allows a town to direct property tax income from new development to a fund for specific economic development activities.

To establish a TIF Program a town must define a TIF District (area where TIFs can be granted) and adopt policies for granting TIFs in accordance with state law. Some or all of the new property tax income can be used in the TIF District or to support development within the district. A major fiscal benefit is that new valuation from the development is not added to the town's total valuation. The higher the town's valuation, the higher its proportional share of funding for schools, the more it pays in county taxes, and conversely the less it gets in state revenue sharing and general-purpose school funding. Greenville does not currently utilize TIF.

Commuter Patterns

According to the community survey which accounts for roughly 15.8% of the population, most workers are employed out of the town of Greenville. Of the town's population of residents that are 16 years or older, approximately 49.8% participate in the labor force. Dover-Foxcroft, Bangor, Shirley, & southern Maine make up the majority of where people are employed.

Labor Force and Employment

Greenville's 2020 annual average civilian labor force was 716 people, and the unemployment rate was 5.7% (Maine Department of Labor) (table, next page). The labor force is the number of people residing in an area who are either employed or are receiving unemployment compensation, which means these figures do not include those who are unemployed and not receiving unemployment compensation, but who may still be looking for work. Greenville's unemployment rate (5.7%) was higher than the total for the region (5.54%), higher than Piscataquis County (2.7%), higher than Somerset County

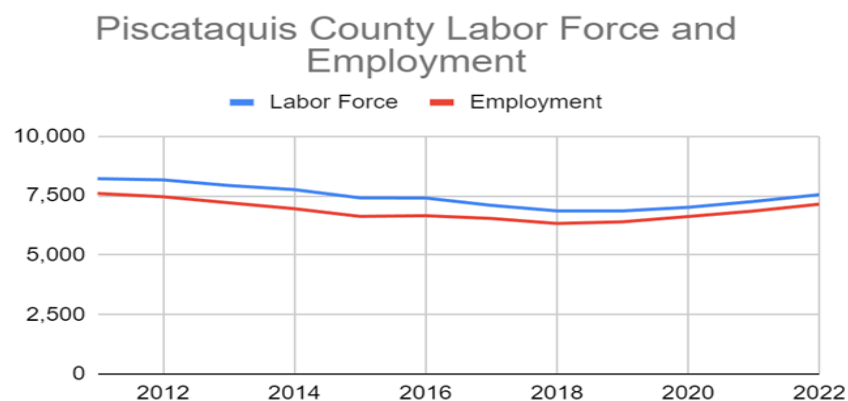
(2.3%), and higher than statewide (2.0%). This is not surprising given Greenville's very remote, rural location.

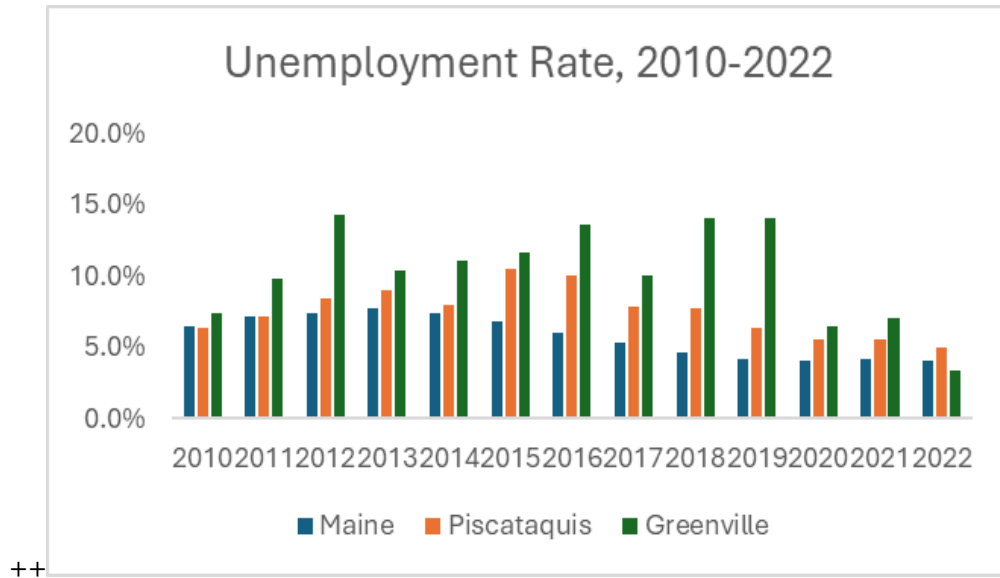
2022 Labor Force Statistics for Greenville, the Region, and Maine				
Jurisdiction	Labor Force	Employment	Unemployment	Unemployment Rate (%)
Greenville	716	675	71	5.7%
Beaver Cove	54	51	3	5.6%
Shirley	93	87	6	6.5%
Northeast Somerset UT	187	175	12	6.4%
Dover-Foxcroft	2,012	2,929	71	3.5%
Total for the Region (above)	3,062	2,802	163	5.54%
Piscataquis County	7,013	6,626	386	2.7%
Somerset County	23,632	22,575	991	2.3%
Maine	722,044	696,402	23,593	2.0%

UT = Unorganized Territory

Source: Maine Department of labor, Center for Workforce Research and Information, Unemployment Rates and Labor Force by Proximity <https://www.maine.gov/labor/cwri/laus4.html>, 02/15/2024

As shown in the next graph Labor force trends for Piscataquis County between 2011 and 2022 indicate that both the overall size of the labor force, and the number of employed people has fallen slightly over this period, while unemployment rates have decreased for most of the region. Unemployment rates for Piscataquis County, Maine and the U.S. are displayed in the second graph which shows how unemployment has been higher in the very rural Piscataquis County, as compared to the state and the U.S.

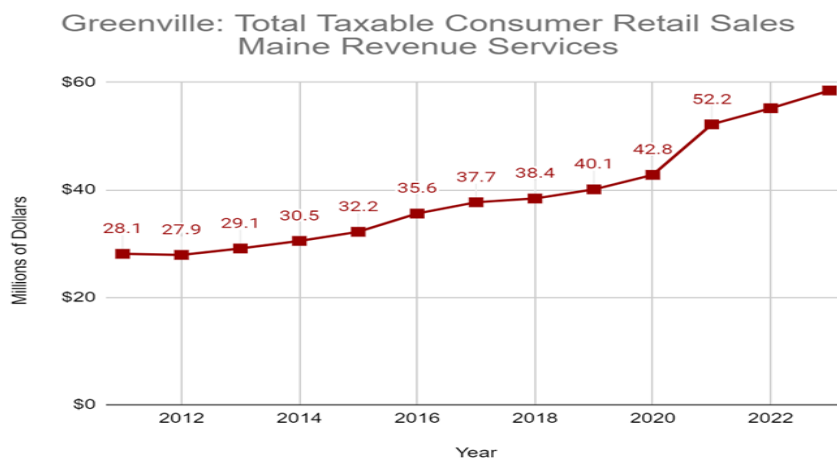




(Source: US Census, ACS Employment status 5-yr estimates s2301)

Consumer Retail Sales

Taxable consumer retail sales data can be used to evaluate Greenville's retail sales activity (graph below). Taxable consumer retail sales are those sales where a sales tax is collected, and do not include non-taxable items such as food eaten in the home. Non-taxable food store items typically represent about 25% of actual total sales in food stores. Total consumer retail sales for Greenville grew between 2011 and 2023, with a high of almost \$58.5 million in 2023, a low of \$28.1 million for 2011, and \$37.7 million for 2015 (see graph). These figures have not been adjusted for inflation. However, in real dollars (adjusted for inflation) overall taxable retail sales increased by 49.6% between 2011 and 2023.



Taxable Consumer Retail Sales Comparison			
Economic Statistical District / Area		Percentage Change	
		2015-2020	2020-2022
Greenville		-13.97%	2.32%
Penobscot Economic Statistical District/Economic Summary Area (ESA)	Bangor ESA	-1.36%	1.73%
	Bangor Sub ESA	-6.68%	-0.22%
	Dover-Foxcroft ESA ₂₄	-5.98%	-0.46%
	Lincoln ESA	-3.48%	0.39%
	Millinocket ESA	-12.38%	-1.54%
Penobscot ESA District Total		-3.31%	1.08%
State Total		-1.13%	2.68%
Source: Maine Retail Sales Report Annual Review			

(Dover-Foxcroft ESA = Greenville, Abbott, Atkinson, Barnard Plt, Beaver Cove, Blanchard, Bowerbank, Bradford, Brownville, Charleston, Chesuncook Twp, Derby, Dexter, Dover-Foxcroft, Ellitsville, Garland, Guilford, Kingsbury, Lagrange, Lakeview Plt, Medford, Milo, Monson, Northeast Carry Twp, Onawa, Orneville Twp, Parkman, Sangerville, Sebec, Sebec Lake, Sebec Sta, Shirley)

The table displays taxable consumer retail sales for Greenville as compared to Penobscot Economic Summary Areas (ESAs) and Maine. All of these areas show decreases in sales between 2015 and 2020 with Greenville and Millinocket showing the greatest decreases. Between 2020 and 2024, Greenville experienced a 2.32% increase in sales, which was approaching the statewide increase of 2.68%.

Chapter 5: Housing

OVERVIEW

A town's housing stock reflects the well-being and health of the community. An adequate supply of housing is needed to satisfy individual needs for shelter, as well as to provide the tax base to finance a significant portion of the community's municipal services. This section includes an analysis of housing issues that are important to planning, including housing affordability, condition, supply, and type. Chapter 12: Existing Land Use examines the location and pattern of housing on the landscape and makes predictions on land use trends.

The most significant trend in Maine's housing relates to the growth in the number of homes despite slow year-round population growth. There has been a considerable increase in the number of new housing units in Maine over the past decade even though there has been relatively slow population growth. Several reasons for this phenomenon include: (1) fewer people per household resulting in the need for more housing units; (2) people upgrading by building new homes or buying manufactured housing; (3) people building second homes; and (4) people purchasing homes as an investment. The demand for new housing has been a major factor affecting the affordability of housing. Housing was still generally affordable in many parts of Maine during the 1990s. Since then, housing has become less affordable as a result of the increasing demand for housing as described above, and the in-migration of more affluent people seeking year-round or second homes. Property values for shorefront property and homes with dramatic views increased dramatically as a result. While the recent housing slump has impacted housing values, it has also impacted incomes. First-time homebuyers, seniors on fixed incomes, and lower-income residents have been the hardest hit by the cost of housing. Middle-income families are also struggling to find affordable housing in many areas of the state.

POLICIES

1. To encourage and promote adequate workforce housing to support the community's and region's economic development.
2. To ensure that land use controls encourage the development of quality affordable housing, including rental housing.
3. To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.

IMPLEMENTATION STRATEGIES

1. Maintain, enact, or amend growth area land use regulations to increase density, decrease lot size, setbacks, and road widths, or provide incentives such as density bonuses, to encourage the development of affordable/workforce housing.
2. Maintain, enact, or amend ordinances to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.
3. Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition.
4. Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. §4358(3)(M) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. §4358(2).
5. Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.
6. Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.

SUMMARY

Future Housing Needs

Even though very little year-round population growth is anticipated for the next decade, there will continue to be a demand for new housing as a result of an aging population with shifting needs in type of housing, as well as the overall trend towards smaller household sizes. The demand for second homes may actually increase at an even faster rate than in the past.

According to the Census, the number of housing units in Greenville decreased at a rate of 12 units per year between 2010 and 2020. Outside of Greenville in the UT, including Beaver Cove · it is estimated that there will be an increase of at least 156 new housing units per year, and about 66% will be second homes or seasonally used homes/camps. Regarding rental housing needs, a housing study done in 2001 made the following findings: (1) more affordable housing for low-income and very low-income families is needed; (2) some rentals were being used seasonally by non-residents, which reduced the supply of rental housing for residents; and (3) “upscale” rentals (or condominiums) for working professionals, such as hospital employees, were needed. It appears that these findings are still relevant today.

Housing Affordability

Housing in Greenville is considered generally “unaffordable” according to the Maine State Housing Authority (MSHA) because the median purchase price of a home and median rent is unaffordable to Greenville households earning the median income. The situation is most severe for households seeking rentals. Low and very low-income households may be having a difficult time affording housing in Greenville. In the Dover-Foxcroft Labor Market Area housing prices are considered “affordable” while rentals are considered “unaffordable”, according to MSHA.

Greenville has 72 units of subsidized housing for seniors and 20 units of subsidized housing for families. Waiting lists for these units are generally short, but some seniors who would like to move into subsidized housing or leave Greenville altogether. Greenville is the service center community for the region and the logical location for low- and moderate-income families, senior and assisted living housing. Greenville’s overall population is older than countywide and statewide, which suggests there will be a significant need for senior and assisted living housing in the future. As stated previously, a housing study done in 2001 indicated there is a need for affordable housing for low-income and very low-income families.

Year-round Use and/or Conversion of Seasonal Housing

Many seasonal camps, particularly those on shore fronts, have been converted to homes that could be used year-round. This trend generally improves the structures and upgrades septic systems and serves to increase property values and the local tax base. The downside is that local people are less likely to be able to afford the traditional family camp on the lake. The Greenville real estate market is geared towards seasonal residents who can afford more expensive single-family and rental units. These seasonal residents and/or visitors also contribute to a seasonal economy, leaving many year-round residents with only part-time employment who, therefore, find it extremely difficult to afford single-family or rental housing.

One factor affecting the affordability of homes in Greenville versus housing in the unorganized territories (UT) is property taxes. Property taxes in Greenville are significantly higher in Greenville than in the UT; a situation that appears to be motivating people to live and/or build in the UT as opposed to Greenville.

Housing Conditions

According to the most current Census data (2020), about 45% of Greenville's owner-occupied housing is over 50 years old, which suggests there may be housing that needs to be upgraded (new wiring, winterization, lead paint remediation, septic upgrade, etc.).

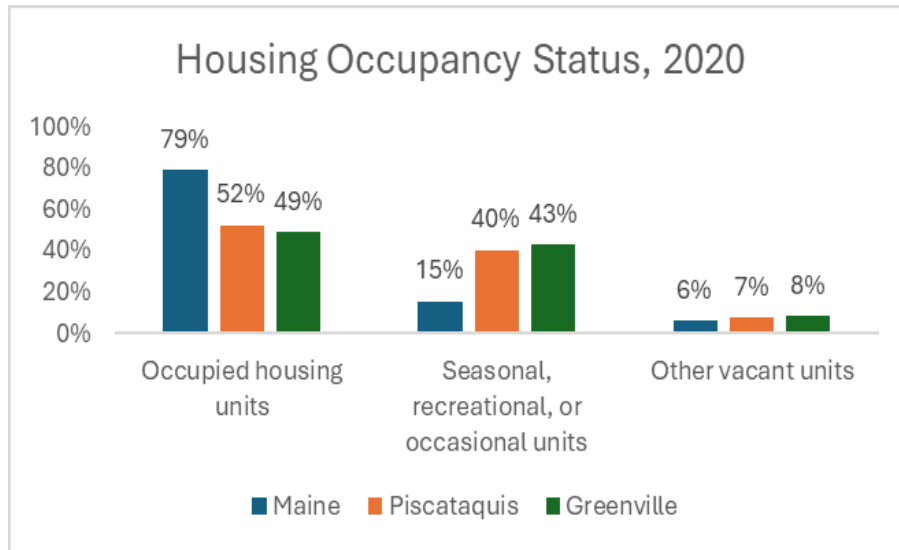
Regulatory Impacts on the Development of Affordable, Workforce Housing

Greenville's Land Use Ordinance allows a variety of affordable/workforce housing options in nearly all areas of the town. The ordinance allows higher density housing, including multifamily structures, in areas served by sewer and water. Multifamily housing is also permitted in the rural development district, and clustered housing is permitted in rural areas. Single mobile homes and manufactured housing are treated the same as stick-built housing and generally allowed throughout the town. Mobile homes parks are permitted in two of the Town's districts. Congregate care, nursing homes and boarding homes are allowed in several districts.

The most significant constraint to the development of higher-density housing is the lack of undeveloped acreage within or near the water and sewer systems. Road frontage, lot width, building setback, maximum lot coverage, and maximum building height are dimensional standards that can affect the cost of housing. The dimensional requirements in Greenville's ordinance are not overly constraining to the development of affordable housing. There is no minimum road frontage requirement in built-up areas, and the ordinance does allow some flexibility to reduce the front yard setback and building height requirements. The Town might want to consider accommodating more infill and higher densities in areas served by sewer and water by modifying some of the dimensional standards.

Housing Occupancy

According to the 2020 Census, 744 (49%) of the town's housing units were occupied year-round, 647 (43%) were for "seasonal recreational or occasional use", and 126 (8%) were other vacant units.

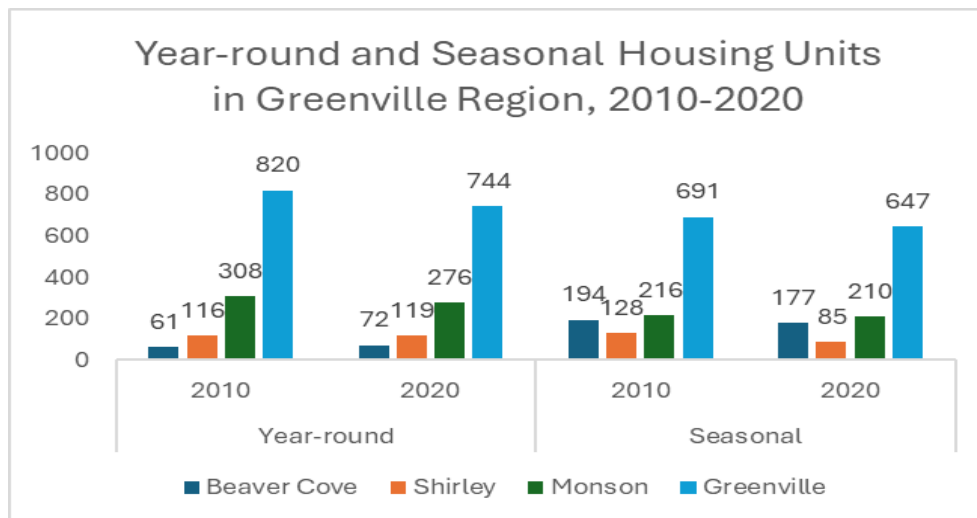


Greenville has a slightly higher proportion of seasonal housing as county- wide (40%), and a significantly higher proportion of seasonal housing than statewide (table). For Greenville, the proportion of seasonal housing decreased between 2010 and 2020 there was a -6% decrease in seasonal housing as compared to a -9% increase in year-round housing. The number of vacant units (for rent, for sale, and other) also decreased by 24 units, or by 16%.

Housing Occupancy (All Housing)						
Greenville				Comparison		
Occupancy status	2010	2020	Change 2010-2020	Greenville	Piscataquis	Maine
	Housing Units		% Chg	Percent of total (2020)		
Year-round	820	744	-9%	49%	52%	79%
Seasonal, Recreational	691	647	-6%	43%	40%	15%
Vacant	150	126	-16%	8%	7%	6%
Total Units	1,661	1,517	-9%			

Source: Greenville Comprehensive plan 2013 and US Census 2020

When compared to nearby communities Greenville experienced the greatest increase in both the number of year-round units and the number of seasonal units between 2010 and 2020 (Graph).



The table below displays the change in housing from 2010 to 2020 for the unorganized territories (UT) in the region and Beaver Cove. When combined, the total number of housing units decreased by 226 housing units (5%) between 2010 and 2020. This compares to an 8% decrease (120 units) in total housing units for Greenville.

Regional Change in Number of Housing Units

Area	Total Housing Units		2010-2020 Chg.		Seasonal Units		% Seasonal	
	2010	2020	#Chg.	%Chg.	2010	2020	2010	2020
Northeast Piscataquis UT	1,351	1,309	-42	-3%	220	1,123	16%	86%
Northwest Piscataquis UT	1,040	1,044	4	0%	952	940	92%	90%
Beaver Cove	269	264	-5	-2%	194	177	72%	67%
Shirley	248	226	-22	-9%	128	85	52%	38%
Northeast Somerset UT	1,265	1,148	-117	-9%	1,029	878	81%	76%

Seboomook Lake UT	345	301	-44	-13%	320	282	93%	94%
Greenville	1,661	1,517	-144	-9%	691	647	42%	43%

UT= Unorganized territory Source: U.S. Census, 2010 and 2020

Owner and Renter Occupied Housing

Almost 74% of Greenville's year-round housing owned was occupied, (2020 Census, table). For the 2010 Census, 71% of Greenville's housing was owner-occupied. Greenville's owner-occupied units decreased by 30 units during the 2010s, while the number of rentals decreased by 46 units.

Housing Tenure, Occupancy Status						
Occupancy Status of Year-round Occupied Units	Greenville			Comparison		
	2010	2020	Chg. 2010-20	Greenville Piscataquis		Maine
	#/% of Total		#/% Chg.	Percent of Total (2020)		
Owner Occupied Units	580	550	-30/5%	74%	77%	71%
Renter Occupied Units	240	194	-46/-19%	26%	23%	29%
Total Occupied Units	820	744	-76/9%			
Source: U.S. Census, 2020 and Greenville Comprehensive Plan 2013						

Housing Types

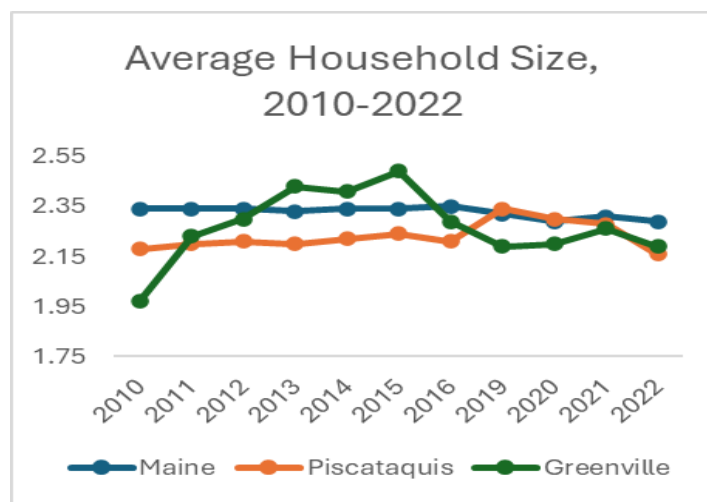
About 92% of Greenville's housing units were single family homes according to the 2020 Census (table below). Of the total number of housing units, about 3% were mobile homes, and about 6% were multifamily units.

Housing Types All Housing						
Housing Type Units	Greenville			Comparison -2022		
	2010	2020	Chg. 2010-2020	Greenville Piscataquis		Maine
	Number of Units		#/% Chg.	Percent of Total		
Single Family*	1,247	1,422	175/14%	92%	83%	72%
Multi Family	210	87	-123/-59%	6%	7%	19%

Mobile Homes	75	42	-33/-44%	3%	10%	8%
Total Housing	1,532	1,551	19/1%			
Notes: * Includes both detached and attached single family housing Source: U.S. Census, 2022, American Community Survey 5- yr. estimate 2022, Greenville Comprehensive Plan 2013						

Household size

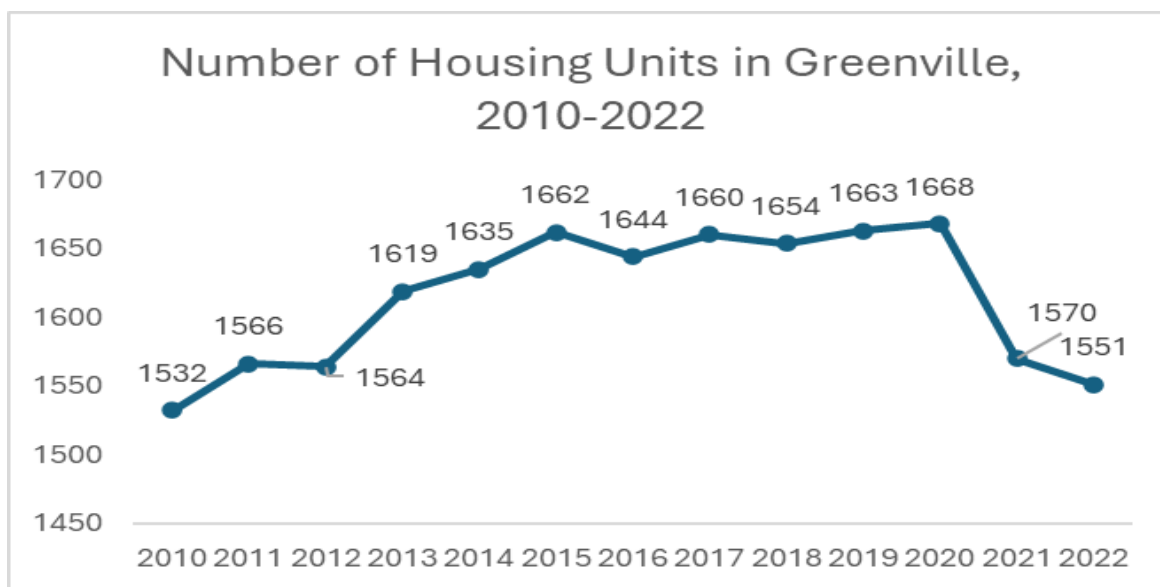
The decrease in average household size (persons per household) is a national trend that reflects an increase in single head of household families due to divorce or choice, and an increase in single-person households, including more seniors living alone and living longer. Smaller household size means that the demand for housing will increase faster than the growth in population. These trends affecting household size are expected to continue over the next decade. Looking ahead, the implications are that even though there may be little or no year-round population growth, there will still be a need for more housing as a result of smaller household sizes.



Future Housing Growth

According to the Census, the number of housing units in Greenville decreased from 1,661 in 2010 to 1,551 units in 2022, which was a decrease of 110 housing units, or 9.2 units per year. It is likely based on past trends and doesn't consider the recent pandemic which brought drastic changes to the area. Population projections suggest that there will be very little if any year-round population growth in Greenville by the year 2033;²⁶ which means the increase in the number of new homes will be due to smaller household size and changing needs. One thing to consider is an increase in Single Family Dwelling (SFD) permits of 100+ during the last 5 years.

Housing growth outside Greenville is important to consider as well. About 226 units were lost between 2010 and 2020 in areas of the UT near Greenville, including Beaver Cove, according to the Census (see prior table). This was a decrease of 5%. About 75% of residences are used seasonally. Assuming these trends continue, this means that almost 22.6 units will be lost each year.



Housing Affordability

Adequate, affordable housing for a range of household incomes is essential to a healthy community. Changing demographics suggest there will be proportionately more middle-aged people and senior citizens in the future, and there will be fewer young adults and children. Housing needs change as the population ages. Middle-aged people, often at their peak earning capacity, may want larger homes, especially if they still have children at home. People approaching retirement age or concerned about living on a reduced income may be seeking smaller, lower maintenance, more energy efficient housing. Some seniors may want assisted living and, in some cases, nursing home care.

People commonly affected by a shortage of affordable housing include single parents, first-time home buyers, young families, and grown children seeking independence from parents. Maine's Growth Management Act (MRSA Title 30-A, Chapter 187, Article 2) suggests that towns strive to make at least 10% of new residential housing within the range of affordability for low- and moderate-income households based on a five-year historical average of residential development. "Affordable housing" means decent, safe, and sanitary dwellings, apartments, or other living accommodations for a household whose income does not exceed 80% of the median income. The objective is to ensure a supply of housing that is affordable to households in three income groups:

- “Very low-income households” with incomes that do not exceed 50% of the county median family income.
- “Lower income households” with incomes between 51% and 80% of the county median family income.
- “Moderate income households” with incomes between 81% and 150% of the county median family income.

Further, an owner-occupied unit is “affordable” to a household if its price results in monthly housing costs (mortgage principal and interest, insurance, real estate taxes, and basic utility costs) not exceeding 28% to 33% of the household’s gross monthly income. A renter-occupied unit is “affordable” to a household if the unit’s monthly housing costs (including rent and basic utility costs) do not exceed 28% to 33% of the household’s gross monthly income. Affordable housing types typically include, but are not limited to multifamily housing, rental housing, mobile homes, government-assisted housing, group and foster care facilities, and accessory apartments.

Homeownership is considered “unaffordable” in the Dover-Foxcroft Labor Market Area and in Greenville according to the Maine Housing Affordability Indexes (MHAI). The MHAI has developed an “affordability index” which is the ratio of home price affordable at median income to median home price (table). An affordability index of less than 1.00 means the area is generally unaffordable – i.e., a household earning area median income could afford the payment on a median priced home (30-year mortgage, taxes, and insurance) using no more than 28% of gross income.

MSHA further calculated that there were 435 households (56.7% of all households) in Greenville that were unable to afford a home at the median price. This compares to 36.6% of households in the Dover-Foxcroft LMA. The MSHA estimated that there are about 46 very low-income households (30% of the household median income), 56 very low-income households (between 30% to 50% of household median income), and 78 low-income households (between 50% and 80% of household median income). These households would have difficulty finding affordable housing to purchase in Greenville.

One factor affecting the affordability of homes in Greenville versus housing in the unorganized territories (UT) is property taxes. Property taxes in Greenville are significantly higher in Greenville than in the UT; a situation that appears to be influencing people to build in the UT as opposed to Greenville. More about this is written in Future Land Use.

Rental housing in Greenville and the Dover-Foxcroft LMA has been identified as being “unaffordable” according to the analysis done by the MSHA (table). The rental affordability index is the ratio of the 2- bedroom rent affordable at the median renter income to the average 2-bedroom rent. An index of less than 1 means the area is generally

“unaffordable” – i.e., a renter household earning the median renter income could not cover the cost of an average 2-bedroom apartment (including utilities using no more than 30% of gross income). The index for Greenville was 0.86 and the index for the Dover-Foxcroft LMA was 0.81. The analysis also indicates that for Greenville there are about 134 households unable to afford the average 2-bedroom rent of \$670.

Rentals: Housing Affordability Analysis for 2022		
	Greenville	Dover-Foxcroft LMA
Affordability Index	0.62	0.77
Median Household Income	\$53,147	\$45,456
Income Needed to Afford Median Price Home	\$86,100	\$58,908
Home Price Affordable to Household at Mean Income	\$163,559	\$138,898
Households Unable to Afford Median Home Price	77%	62.5%
Source: Maine State Housing Authority		

Subsidized Housing

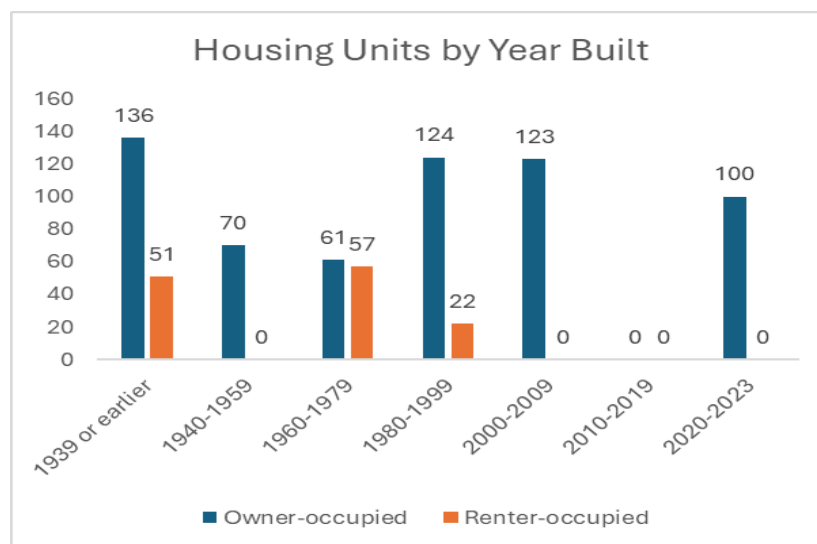
Greenville serves as the regional location for federally subsidized multifamily housing with a total of 92 subsidized units (see table on next page). All units are income-based rentals, which generally means that tenants pay about 1/3 of their household income on rent. Four of Greenville’s housing complexes serve senior citizens (age 62 and older), including those with disabilities, for a combined total of 72 units. The Hylands has 20 subsidized family units. The next closest location of similar subsidized housing is in Monson, where there is one 24-unit elderly housing complex and two scattered sites. According to interviews with housing administrators, Nickerson Park and Pritham Park currently have short wait lists for subsidized units and there are about six vacant unsubsidized units. Chieftain Heights is currently being renovated, but the administrator does not foresee much of a wait list there. The Hylands normally has one to two families on its wait list.

Federally Subsidized Housing in Greenville			
Housing Development	Total Units	Senior Units	Family Units
Chieftan Heights	20	20	0
Dean Park Apartments	24	24	0
Nickerson Park and Pritham Park	28	28	0
The Hylands	20	0	20
Total Units	92	72	20
Source: Maine State Housing Authority			

Age of Housing

The overall age of a community's housing stock is an indicator of housing conditions. Older housing often requires more upkeep, and may need new wiring, winterization and lead paint remediation. Septic systems associated with older homes may also need to be repaired or replaced.

According to the 2020 Census, about 45% of Greenville's owner-occupied housing units are over 50 years old, and about 23% of renter-occupied housing is over 50 years old (graph). The graph also displays the relative amounts of housing constructed each decade since the 1940s. For example, the construction of owner-occupied units built since 1940 peaked during the 1980s and has dropped off significantly since then. A substantial proportion of renter-occupied units (97) were constructed during the 1970s, with additional rental housing constructed during the 1980s and 1990s. These numbers reflect the construction dates of the housing complexes.



Housing Conditions and Housing Rehabilitation

The housing needs study undertaken in 2001 identified opportunities to upgrade substandard housing in the towns of Greenville and Shirley. As a result of the study, the towns were awarded a Community Development Block Grant (CDBG) to rehabilitate a total of 34 homes. The work was accomplished around 2004 and consisted of the rehabilitation of 28 single-family units, including mobile homes, in Greenville.

A second, unsuccessful CDBG application was prepared to upgrade an additional 15 single-family homes and 12 rentals in Greenville. The basis for the second application is still relevant in that it was designed to continue with the rehabilitation needs of single-family homes, including mobile homes, and to address the rehabilitation needs of 12 rentals in a senior housing complex (unclear whether this was more than one complex). Given the age of the town's housing complexes, this is not surprising. The second CDBG application also made the following observation: The Greenville real estate market is geared towards seasonal residents who are able to afford more expensive single-family and rental units. These seasonal residents and/or visitors also contribute to a seasonal economy, leaving many year-round residents with only part-time employment who, therefore, find it extremely difficult to afford single-family or rental housing.

Initiatives to Improve the Housing Stock.

The following is a listing of programs designed to address substandard housing:

- **Maine Community Development Block Grants (CDBG):** The CDBG Program has a Housing Assistance Program designed to assist low-moderate income individuals in rehabilitating their homes. Rehabilitation could include same site replacement housing, relocation assistance, historic preservation, lead paint removal, asbestos removal, radon control, foundation work, water and septic improvements, and other health and safety repairs.
- **Penquis:** Housing assistance includes the following programs: Energy Conservation and Heating Improvement, Environmental Inspection and Testing Services, Home Repair and Replacement, Housing Assistance, Housing Development Service, and Home Performance.
- **Septic System Upgrades:** By participating in the Maine Department of Environmental Protection's Small Community Grant Program towns can assist homeowners in obtaining grants to replace malfunctioning septic systems that are polluting a water body or causing a public nuisance.

- **Housing Opportunity (HOP) Grant:** With funding from this grant, Greenville will get more education, and a roadmap for action to mitigate and overcome substandard housing by working with its regional planning commission.

Local Regulations that Affect Affordable Housing

Greenville's land use ordinance allows a variety of affordable/workforce housing options in nearly all areas of the town. The ordinance allows higher density housing, including multifamily structures, in areas served by sewer and water. Multifamily housing and mobile home parks are permitted in the rural development district, and clustered housing is permitted in rural areas. Single mobile homes and manufactured housing are treated the same as stick-built housing and generally allowed throughout the town. Mobile home parks are permitted in two of the Town's districts. Congregate care, nursing homes, and boarding homes are allowed in several districts.

The most significant constraint to the development of higher density housing is the lack of undeveloped acreage within or near the sewer system. Road frontage, lot width, building setback, maximum lot coverage, and maximum building height are dimensional standards that can affect the cost of housing. The dimensional requirements in Greenville's ordinance are not overly constraining to the development of affordable housing. There is no minimum road frontage requirement in the urban areas, and the ordinance does allow some flexibility to reduce the front yard setback and building height requirements.

Chapter 6: Transportation

OVERVIEW

Greenville's transportation infrastructure is essential to the livability and economy of the town and the Moosehead Lake Region. The transportation system consists of state highways, local roads and streets, sidewalks and parking facilities, the airport and seaplane bases, the railroad, and very limited public transportation services. The following recommendations seek to ensure that these systems function adequately, efficiently and at acceptable levels.

GOALS

1. Plan for, finance, and develop an efficient system of transportation facilities and services to accommodate growth and economic development. Greenville's transportation policies, such as those that are incorporated into ordinances and capital improvements planning, can help assure that future development does not increase traffic congestion or overtax existing roadways, and that transportation systems function cost-effectively at acceptable levels.

POLICIES

1. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.
2. To safely and efficiently preserve or improve the transportation system in Greenville.
3. To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
4. To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).
5. To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.

IMPLEMENTATION STRATEGIES

1. To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems. To safely and efficiently preserve or improve the transportation system.
2. To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.
3. To meet the diverse transportation needs of residents including children, the elderly and disabled) and through travelers by providing a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).
4. To promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network.
5. Greenville as the Transportation Hub and Gateway for the Region: Advocate for transportation improvements and funding as high priorities for federal and state funding. Monitor, and respond as necessary, to transportation impacts in Greenville as a result of development outside the town, such as traffic increases at the intersection of the Moosehead Lake Road and Pritham Avenue.
6. State Highways: Actively participate in state transportation programs to assure that state highways (Routes 15/6) and state-aid highways (Lily Bay Road, Pleasant Street, East Road and Drew Road) are adequately maintained. Strongly advocate for state actions to address the following:
 - a. Village District: address safety issues associated with conflicting uses (i.e., arterial highway for trucks and through traffic versus downtown activity) through traffic management and infrastructure modifications (See Chapter I-3 Economy). As a part of Village District concept planning explore options such as improving parking and signage, increasing corner clearance for trucks, designating loading/unloading areas for businesses, improving pedestrian amenities (sidewalks, crosswalks, etc.) to encourage walking instead of driving, and traffic routing using side roads or new interconnections between businesses. The Town may want to consider a truck route/bypass as a long-term possibility if traffic increases significantly in the Village District.
 - b. Pritham Avenue Underpass of Railroad: investigate options to address safety issues associated with driver visibility and pedestrian access by reconstructing the roadway and/or railroad overpass.
 - c. Moosehead Lake Road between the downtown and Indian Hill: address safety issues for pedestrians and bicyclists by providing wider shoulders and measures to reduce traffic speeds.

- d. Lily Bay Road: address safety issues for pedestrians and bicyclists by providing wider shoulders and measures to reduce traffic speeds.
 - e. Insist on adequate winter maintenance on state-maintained roads to assure safety for both motor vehicles and pedestrians.
 - f. Moosehead Lake Scenic Byway: Support enhancement of the byway corridor and advocate for improvements that promote Greenville as the gateway to the Moosehead Lake Region. Seek improvements, such as signage, landscaping, scenic pull-outs, expansion of the Visitor's Center, elimination of overhead power lines that block views of Moosehead Lake from Indian Hill, utilizing federal, state and/or private funding.
 - g. East-West Highway: Monitor the state's consideration of the proposed highway and its impact on Greenville.
7. Multi-Year Transportation Plan: Plan, prioritize and budget for capital improvements as follows:
- a. Develop or continue to update a prioritized maintenance and improvement plan for the transportation network. Inventory local road, parking, sidewalk, stormwater and signage conditions; identify necessary improvements and their costs; identify funding options; prioritize improvements; and develop a prioritized schedule. Utilize this multi-year plan to develop the annual budget.
 - b. As a part of Village District concept planning, address traffic issues that are a municipal responsibility. (See Strategy #2. a. above)
 - c. Seek new funding mechanisms, such as grants, bonding, tax increment financing, and public-private partnerships, to avoid falling behind in the long-term preservation of the infrastructure.

(Strategies #1, #2 and #3)

*Responsibility for Implementation: Board of Selectmen, Town Manager;
Timeframe: Ongoing, consistent with other initiatives, such as village concept planning.*

8. Air Transportation:

- a. Greenville Airport:
 - i. Update the Airport Master Plan and address the following needs: additional itinerant aircraft parking, transportation between the airport and the village, a longer runway to serve larger aircraft, and an additional parallel taxiway.

- ii. Encourage additional private and public sector investment in the airport facility.
 - iii. Manage the airport area for airport-related uses and consider the need for additional land for support services and commercial uses. Consideration should also be given to any impacts on adjacent residential uses. (Chapter Future Land Use Plan)
- b. Seaplane Bases: Support seaplane base operations, as appropriate. Monitor potential conflicts with boat moorings, and the need for building/structure height restrictions, and take action if necessary. (Chapter Future Land Use Plan)

Responsibility for Implementation: Board of Selectmen, Town Manager, Airport Advisory Committee; Timeframe: Update Master Plan in 2024; other strategies ongoing or as needed.

- 9. Railroad: Monitor and take advantage of opportunities available through railroad operators/owners (currently the Canadian Pacific Railway), including both freight and passenger services. Continue to monitor the need for railroad access facilities, and support the development of these facilities as appropriate.

Responsibility for Implementation: Board of Selectmen, Town Manager; Timeframe: Ongoing

- 10. Public Transportation: Monitor public transportation needs associated with an ageing population and other transportation-dependent populations. Also, consider public transportation needs of tourists, part-time residents and others.
 - a. Support public transportation services, such as Penquis Transportation, as appropriate.
 - b. Encourage private sector services, such as taxis, shuttle, rental cars, or bus services.

Responsibility for Implementation: Board of Selectmen, Town Manager, Town staff; Timeframe: Ongoing

- 11. Land Use Regulation: (See also Chapter Future Land Use Plan)
 - a. Review and modify local ordinances as needed to be consistent with local, regional and state transportation policies identified in this plan.

- b. Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient, growth patterns and provide for future street connections.
- c. Update as needed the Land Use Ordinance to assure adequate, but flexible, requirements for sidewalks, parking, and loading and unloading facilities, taking into consideration the location within the Village District where more dense development is desirable or other areas where there is more space.
- d. Review and modify Land Use Ordinances, as appropriate, to assure that new developments, such as senior housing, health care facilities, and Village District destinations are designed to accommodate public transportation. (Covered bus stops/handicapped access/waiting areas are examples.)
- e. Monitor the need to address boat moorings in the Moosehead Lake coves and take action, as necessary.

Responsibility for Implementation: Planning Board; Timeframe: 2024/25 and ongoing

- 12. Road Construction Standards for Subdivisions, Developments, and Public Roads: Update as needed street design and construction standards for roads/streets for subdivisions and developments, and particularly those that might become Town ways. Where appropriate, require that a developer proposes to locate a development on a substandard public road, contribute to the cost of bringing the road up to Town standards based on the impact the development will have on the adjacent public road.

Responsibility for Implementation: Planning Board; Timeframe: 2024/25 and ongoing

- 13. Public Health, Natural and Cultural Resources, and Livability: Consider the following:
 - a. Street trees, including street trees in parking lots for shade and aesthetics.
 - b. Street lighting and signage
 - c. Noise impacts, including use of jake brakes.
 - d. Traffic speeds and their effect on safety and livability
 - e. Amenities to encourage more physically active lifestyles, such as pedestrian ways, sidewalks, bikeways, bike racks, and wider shoulders to provide safe routes to school, recreation areas, and business and shopping.
 - f. Negative impacts on natural resources (water quality, wildlife and fisheries habitats) from the transportation system

Responsibility for Implementation: Board of Selectmen, Town Manager, Road Foreman, Planning Board; Timeframe: Ongoing, as appropriate

SUMMARY

Transportation System Concerns for the Future

The following issues/projects should be considered within the next ten years: Address traffic back-ups and safety issues in the Village District, particularly at the Moosehead Lake Road, Pritham Avenue, Pleasant Street, and Lily Bay Road intersections. Any increases in traffic as a result of development in Greenville and/or the region will exacerbate the problems. The Town should explore a broad range of options for addressing the issues.

- Provide more parking in the village.
- Consider bypassing the Village District.
- Address the cost of maintaining the transportation infrastructure, particularly paved roads.
- Improve pedestrian and bicycling amenities, including sidewalks and winter maintenance issues.
- Support enhancement of Maine's Moosehead Lake Scenic Byway.
- Monitor the East-West Highway proposal.
- Continue to improve the airport and update the Airport Master Plan.
- Assure that land use regulations and transportation policies are aligned and support the Town's vision for the future.

Conflicts Caused by Multiple Road Uses (Major Thoroughfare through the Village District)

State Route 6/15 is a minor arterial highway that passes through Greenville's village. The most significant negative issues are the conflicts between logging trucks, fuel trucks, and other large trucks, and automobiles and pedestrians. The Town has discussed a bypass of the Village District on a number of occasions in the past, but there was always concern about potential loss of business as a result. The Town may want to consider, and even plan for, a truck route/bypass as a long-term possibility, if traffic increases significantly. Short-term options might include exploring opportunities to: (1) improve parking and signage; (2) provide more corner clearance for trucks; (3) designate loading/unloading areas for businesses; (4) improve pedestrian amenities to encourage walking instead of driving; and (5) traffic routing using side roads or new interconnections between businesses.

Pedestrian and Bicycle Amenities

- There are sidewalks in the village that serve shopping areas and other services, and that connect to the school, recreation areas, and many residential neighborhoods. Pedestrian access from downtown to Junction Wharf is constrained by the lack of a sidewalk, or even a wide road shoulder along Pritham Avenue as it passes under the railroad overpass.
- Sidewalks could be improved along the Lily Bay Road and along Route 15 from the village to Indian Hill. Enforcement of speed limits in these areas would also make walking and bicycling safer. Snow removal and sanding of sidewalks along main roads continues to be a challenge.
- The shoulders along rural roads are generally narrow and unpaved, making walking and bicycling challenging, particularly when there is a lot of traffic.
- The Town may want to consider options to improve facilities for pedestrians and bicycles,
- particularly in the Village District to decrease traffic. Bicycling is also becoming an increasingly popular sport and mode of transportation.
- Greenville's Land Use Ordinance does not contain any specific standards to support bicycling and pedestrians, other than subdivision standards that allow the Planning Board to require the reservation of a 20-foot easement to provide continuation of pedestrian traffic to the next street. The ordinance could be amended to include more consideration for pedestrians and bicyclists.

Maine's Moosehead Lake Scenic Byway

Enhancement of the Moosehead Lake Scenic Byway (Route 15 between Jackman and Greenville Lily Bay Road from Greenville to Kokadjo, and the Moosehead Lake Road from Pritham Avenue to the Visitor's Center), has the potential to improve tourism in Greenville and the region. The Byway designation will provide funding opportunities for improvements, such as scenic overlooks, picnic and rest areas, and information and directional signage.

East-West Highway

A study has been funded to investigate the feasibility of a private, limited-access, east-west highway, a project that might impact Greenville even though none of the proposed highway corridors pass through Greenville. The Town will want to monitor this initiative.

Planning and Budgeting for Road Maintenance and Capital Improvements

- In the past the Town had a ten-year capital plan, primarily for paving projects, which was updated on an annual basis. This plan was eliminated due to budgetary constraints, and the Town now just allocates its state road reimbursement (\$27,000 per year) for this work, which does not allow the Town to do very much.

- No local taxes have been used to fund paving for several years. Road paving and other capital projects should be coordinated with utility improvements.

Parking

- The Town has public parking areas, but still needs additional parking during busy times of the year.
- While parking standards do not constrain development in the Village District, they should be updated to provide more guidance on how parking needs might be better met.
- More parking and improved signage could potentially improve traffic flow in the Village District.

Public Transportation and Other Transportation Options

- Penquis, a public transit service out of Bangor, provides limited service to Greenville's low income, elderly and disabled residents. Fortunately, there are many necessary services within Greenville.
- The only private business providing transportation services out of Greenville is Northwoods Wilderness Outfitters which runs a shuttle service between Greenville and Bangor.
- There are no taxis or other private services available. This is sometimes an issue for people trying to get to and from the airport.

Air Transportation

Greenville's municipal airport is located about two miles from the village. Most people drive to and from the airport. The airport is used by year-round and second-home residents, some local businesses, and visitors to the area, and is a vital link to other areas of the state, country and beyond. Many improvements have been made to the airport over the past decade.

- The Airport Master Plan should be updated within the next several years.
- Greenville's Land Use Ordinance has zoned an area around the airport to provide adequate airspace for airport functions. Expanding this area should be explored, as needed.
- There are two seaplane bases on Moosehead Lake that are adjacent to the village. The Town might want to consider building/structure height limits in certain areas for safety reasons.

Access Management

The Land Use Ordinance contains access management standards that require that all driveways and entrances are designed to assure safe and efficient access to and from public roads. Requirements include minimum sight distances, and adequate driveway

configurations to facilitate smooth and safe traffic movements. Access standards for the Moosehead Lake Road include additional requirements, such as limitations on subdivision access and increased sight distances.

Similar access standards could be considered for the Lily Bay Road, particularly given the likelihood of future development and increased traffic. Greenville's standards are intended to supplement Maine DOT driveway and entrance permitting which is only applicable to state roads.

Consistency of Road Design Standards with Desired Land Use Patterns

The Land Use Ordinance includes road design standards for subdivisions, which should be reviewed to assure (1) they support desired land use patterns, such as the interconnection of neighborhoods, and (2) that roads are adequate in size and design, but not overbuilt such that they negatively impact water quality or development costs.

Many subdivisions have dead-end roads - in part, because they extend into very rural undeveloped areas. The Land Use Ordinance does not limit the length of dead-end streets but does allow the Planning Board to require "the reservation of a 50-foot easement in line with the street to provide continuation of the road where future subdivision is possible."

The Town may consider limitations on the length of dead-end roads, particularly where there are opportunities to provide loop roads and/or interconnections for future development on adjacent land. Two reasons to address this are (1) emergency access can be compromised when a dead-end road is blocked for some reason, and (2) interconnected development can provide for a more efficient road system, including fewer connections with major roads, in some cases.

Chapter 7: Natural Resources

Greenville's quality of life and economic vitality are dependent upon the region's extensive and outstanding natural resources – including Moosehead Lake and many other water bodies, vast working forests and conservation land, extensive wildlife and fisheries habitats, clean and abundant groundwater resources, and striking scenery. The following goals, policies, and recommendations are designed to maintain and enhance these important natural resources.

GOALS

1. Protect the quality and manage the quantity of water resources, including aquifers, lakes, great ponds, and rivers.
2. Protect other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, shorelands, scenic vistas, and unique natural areas in the community.

POLICIES

1. To conserve critical natural resources in the community.
2. To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

IMPLEMENTATION STRATEGIES

1. Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.
2. Designate critical natural resources as Critical Resource Areas in the Future Land Use plan.
3. Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.
4. Through local land use ordinances require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent Beginning with Habitat or BwH maps and information regarding critical natural resources.

5. Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.
6. Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.
7. Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.

OVERVIEW

The Moosehead Lake Region has long been renowned both regionally and nationally for its vast forestlands, lakes, rivers, streams, outstanding wildlife and fisheries, and other natural resources. Greenville sits at the gateway to this vast area, and the town's natural resources are interwoven into those of the region. Greenville's natural resources have economic value with people coming to hunt, fish, watch wildlife and recreate in Maine's North Woods. Critical natural resources as defined here include important wildlife, plant and fisheries habitats, scenic resources, and other unique natural areas. Maine's Comprehensive Planning Rules define "critical natural resources" "as those natural resources which under federal and state law warrant protection from the negative impacts of development, and include the following:

- Resource protection areas established by Maine's Shoreland Zoning Act.
- Wetlands of special significance identified in the Maine Department of Environmental Protection's wetlands and water bodies protection rules
- Significant wildlife habitat as defined in Maine's Natural Resources Protection Act
- Threatened, endangered and special concern animal species as identified by the Maine Endangered Species Act
- Significant freshwater fisheries spawning habitat identified by Maine's Department of Inland Fisheries and Wildlife (MDIFW), and Marine Resources
- Threatened or endangered plant habitats as identified by the Maine Natural Areas Program
- Natural Communities that are imperiled or rare as identified by the Maine Natural Areas Program

While these are the natural resources defined and regulated by the state, there may be other important natural resources that are equally significant to the town.

SUMMARY

Extent and Nature of Important Natural Resources

The very rural nature of most of Greenville and the Moosehead Lake Region with few public roads and vast undeveloped forests provides a wealth of critical natural resources. Much of the landscape in the region is protected through public and/or private conservation measures. Public and private conservation land is displayed on Map 10 Critical Habitat in the Appendix. Greenville's outstanding natural resources include pristine lakes, ponds, streams, and wetlands; moderate to high value waterfowl and wading bird habitats; a bald eagle nest site; renowned sport fisheries including wild brook trout habitat; a vast working forest that provides habitat for a variety of wildlife species including Greenville's iconic moose; and exceptional scenic resources.

Protection for Important Natural Resources

Protection for important natural resources can be both regulatory and non-regulatory. A balance of federal, state and local regulations combined with education and conservation measures can provide considerable protection for critical and important natural resources. Greenville's Land Use Ordinance provides protection for critical and important natural resources through environmental performance standards, up-to-date shoreland zoning, rural area zoning, and scenic overlay corridor zoning. Protection could be improved by incorporating the new information in this chapter into the permitting process and using it to educate landowners. Other issues that might be considered include maintaining the night sky by encouraging full cutoff fixtures for exterior lighting, reducing the visibility of development on hills and ridges, and addressing visual and wildlife concerns associated with cell towers and wind turbines. Regional involvement in land use regulation and planning in the Maine Land Use Planning Commission's jurisdiction, including the build-out of the Moosehead Lake Concept Plan will also be important to Greenville. Non-regulatory measures are included below.

Regional Cooperation and Collaboration for Conservation of Important Natural Resources

Regional cooperation in the protection and conservation of critical natural resources includes the educational and collaborative efforts of organizations like the Natural Resources Education Center, the Forest Society of Maine, the Moosehead Lake Fisheries Coalition, the Friends of Wilson Pond and other similar organizations.

Greenville's Iconic Moose

Given the iconic nature of the moose to Greenville and the Moosehead Lake Region, there is a need to increase the visibility of moose to the public. This might be accomplished by increasing the number of road pull-offs or encouraging more guided moose safaris. Another option might be to work with landowners and the Maine Department of Inland Fisheries and Wildlife to increase the moose population. Any option would have to consider safety for the traveling public.

OVERVIEW OF WILDLIFE AND PLANT HABITAT

The very rural nature of Greenville and the Moosehead Lake Region provides extensive and rich natural habitat for a variety of plants and animals. While development can threaten natural habitats through direct loss of habitat and through fragmentation of existing large areas of habitat, it presents less of a threat in Greenville than in more developed areas of Maine. However, it is still important to realize that fragmentation of habitats by roads, buildings and other development isolates some plants and animals limiting their ability to travel, feed and reproduce.

Fragmentation also creates an edge effect where disturbed areas between developed and natural areas are more easily colonized by non-native species. As development and fragmentation continues, more rare species can become increasingly threatened. Considerable identification and analysis of habitats has been done through the Beginning with Habitat Program, a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities. The goal is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine by providing information depicting and describing various habitats of statewide and national significance.

Beginning with Habitat suggests maintaining a rich compliment of plant and wildlife habitat by interweaving important wetland and riparian (shoreland) areas, high value habitats and large blocks of undeveloped habitat to identify those areas most critical to protect or conserve. Mechanisms to protect important habitats can include both regulatory and non-regulatory approaches. The program recommends utilizing shoreland zoning to protect shoreland habitats around water bodies.

Conservation of undeveloped areas can focus on large blocks of agricultural and forested habitat that include high value plant and animal habitats. Large blocks of undeveloped land usually have more wildlife diversity than smaller areas and are important to certain wildlife species that require large unfragmented habitat (undeveloped and generally road less areas). The approach is designed to utilize

information on three different systems to assist communities in building a system of interconnected conserved lands.

These are: (1) wetlands and shoreland habitats; (2) high value animal habitats (waterfowl and wading bird habitat, bald eagle nest sites) and high value plant habitats (none known in Greenville); and (3) large habitat blocks

Wetland and Riparian (Shoreland) Habitats

The habitats most critical to maintaining wildlife populations are wetlands and riparian areas (shorelands). Wetlands are highly productive areas that provide important habitat for many types of wildlife, including waterfowl and wading birds (wood duck, black duck, herons, etc), frogs, turtles, snakes, fish, shellfish, aquatic furbearers (muskrat, beaver, mink, etc.) and even large mammals, such as moose. Development in and near wetlands degrades their value to wildlife and can be particularly threatening to wildlife species that move between small wetlands to meet their habitat needs.

Shoreland habitats are the transitional zones between open water and wetland habitats, and dry or upland habitats. They include the banks and shores of streams, rivers, and ponds, and the upland edges of wetlands. These are perhaps one of the most important habitats because up to 80 percent of terrestrial vertebrate animals use these areas for part of their life cycle. This means that protection of shorelands is recommended as the “backbone” of managing wildlife and fisheries habitat.

Existing shoreland zoning controls land use and placement of structures to minimize development impacts to areas adjacent to water bodies. Greenville’s shoreland zoning ordinance regulates areas within 250 feet of Moosehead Lake and the town’s other ponds larger than 10 acres, as well as certain unforested wetlands 10 acres and larger. Shoreland zoning also regulates areas within 250 feet of Big Wilson Stream and several other tributaries to Lower Wilson Pond, and 75 feet of other streams. Shoreland zoning does not include areas along very small streams (upstream from the confluence of two perennial streams), many forested wetlands, vernal pools and wetlands less than 10 acres in size.

Waterfowl and Wading Bird Habitat

The Maine Department of Inland Fisheries and Wildlife (MDIFW) has identified significant inland habitats for ducks, geese, herons, and similar species of waterfowl and wading birds, rating them as having “high to moderate value.” A high to moderate value inland bird habitat is a complex of freshwater wetland and open water areas plus a 250-foot-wide area surrounding the complex itself where inland species of waterfowl and

wading birds' nest. The quality of a wetland complex is determined by the dominant wetland type, the diversity of wetland types in the complex, the size of the wetland(s), the interspersions of the different types, and the relative amount of open water. There are three moderate to high value waterfowl and wading bird habitats: a portion of Prong Pond, Grenell Pond just south of Lower Wilson Pond, and a wetland along one of the branches of Eagle Stream (See Map in Appendix). Greenville's shoreland zoning ordinance provides protection to these habitats.

Vernal Pools

Vernal pools or "spring pools" are shallow depressions that usually contain water for only part of the year. They are often associated with forested wetlands. Vernal pools serve as essential breeding habitat for certain species of wildlife, including salamanders and frogs (amphibians). Species that must have access to vernal pools to survive and reproduce include wood frogs, spotted and blue-spotted salamanders, and fairy shrimp. Juvenile and adult amphibians associated with vernal pools provide an important food source for small carnivores as well as game species.

Avoiding impacts to significant vernal pools and their surrounding habitat is important because many amphibians are pool specific: they must return to the pond in which they were born to breed. The loss of vernal pools and the critical terrestrial habitat around them leads to local loss of amphibian species, a decrease in biodiversity, and a decline in food available for many other animals that live in these areas.

Vernal pools with high value for wildlife are called "significant vernal pools". Not all vernal pools are considered "significant". In general, a vernal pool habitat is "significant" if it has a high habitat value, either because (1) a state-listed threatened or endangered species, such as a spotted turtle, uses it, or (2) there is a notable abundance of specific wildlife, such as blue spotted salamander, wood frog, or fairy shrimp. "Significant vernal pool habitat" includes the vernal pool itself and the area within a 250-foot radius of the spring or fall high water mark of the pool, which is considered critical terrestrial habitat. Significant vernal pool habitat is protected under Maine's Natural Resources Protection Act. An activity in, on or over these areas must avoid unreasonable impacts on the significant vernal pool habitat and obtain approval from the Maine Department of Environmental Protection. Significant vernal pools have not been formally identified and mapped in Greenville.

Rare, Threatened and Endangered Plants and Animals

MDIFW has identified one bald eagle nest site in Greenville and another just across the town line in Bowdoin College Grant West Township. No rare plants have been

identified in Greenville. Bald eagle restoration has been one of the great success stories of the Endangered Species Act and the banning of the pesticide, dichloro-diphenyl-trichloroethane (DDT). As a result of the recovery of bald eagle populations, both federal and state governments have removed them from their lists of endangered and threatened species. Bald eagles continue to be a species of “special concern” to ensure their continued recovery. One bald eagle nest site has been identified along the “narrows” between Upper Wilson Pond and Lower Wilson Pond (Map 10 in the Appendix). Nesting eagles need mature trees and wooded buffers along shorelands – a niche that will always be at risk to land development and recreational pressures. The continued use of nests year after year makes site-specific management efforts very effective, which is why it has been the cornerstone strategy of Maine’s eagle management program since 1972, and it will continue to be a key strategy for ensuring a lasting recovery of eagles well into the future. MDIFW recommendations for protection of Bald Eagle nest sites are as follows:

1. Consult with MDIFW prior to development or forest harvesting near eagle nest sites.
2. Maintain areas within 330 feet of nests as sanctuaries.
3. Avoid exterior construction, land clearing, timber harvesting, and other major disturbances within 330 to 1,320 feet of the nest during sensitive nesting season (February 1 to August 31).
4. Maintain foraging perches, roosts, potential nest trees, and flight corridors (partial timber harvests are compatible if they buffer existing nests and provide a lasting supply of suitable nesting trees).
5. Recreationists (boaters, hikers, etc.) remain a safe distance away – 660 to 1,320 feet or more.
6. Avoid aerial application of pesticides around nesting sites.
7. Shoreland zoning should be resource protection or very low residential density.
8. Consider voluntary landowner agreements, conservation easements, or acquisition to protect habitat for nest sites.

Large Undeveloped Habitat Blocks

Large undeveloped habitat blocks are relatively unbroken areas of habitat that can include forests, grassland, agricultural land, and wetlands. “Unbroken” means that the habitat is crossed by few roads, and has relatively little development and human habitation. These blocks are especially important to species that require large blocks of habitat (moose, black bear, lynx, fisher, oven bird, scarlet tanager, etc.), but they are also likely to serve a wider diversity of species than smaller blocks. Only in such blocks will many species find the home ranges that they need to breed, travel and protect themselves. Greenville and the surrounding areas provide an extensive amount of this kind of wildlife habitat.

Moose

The Latin name for moose is *Alces*, which means elk. Four subspecies of moose are recognized in North America. The eastern or Taiga moose is a subspecies found in Maine. According to writings of early explorers, moose were plentiful in New England during the 1600s.

By the early 1900s, moose populations in Maine had declined to an estimated 2,000. This decline was mostly attributed to unrestricted hunting but clearing of forestland for farming and increased incidence of brainworm contributed to the decline. During the 1900s, laws protecting moose from excessive hunting, and improving habitat conditions were implemented. The population is currently estimated to be 29,000. The average life expectancy is 8 years for a cow and 7 years for a bull. Moose may live into their late teens, but rarely live past 20. Moose die from a variety of causes: legal and illegal harvest, road kills, other accidents (drowning, falls, etc.), predation, disease, starvation, and old age. Harvest and road kills account for 2,000 to 2,500 moose deaths a year. Bulls and cows use somewhat different habitats during the summer. Bulls are typically found at higher elevations in mixed and hardwood stands, where food supply is less available, but shading provides cooler temperatures. Cows are found at lower elevations in regenerating stands and adjacent softwoods, because food is more concentrated. This concentrated food source reduces the amount of time cows spend feeding, which limits calves' vulnerability to predators.

Moose typically winter at higher elevations where more hardwood browsing is available, and they often feed in regenerating stands. Mature softwood is used as cover when snow depth exceeds 3 feet. Moose subsist on browsing, the leaves and twigs of woody plants. Willow, aspen, birch, maple, pin cherry, and mountain ash are important, high-quality browsers utilized year-round by moose. Because leaves are absent from hardwoods in the winter, balsam fir is an important winter food for moose. However, moose cannot survive on balsam fir alone, because it has lower nutritional value. Fire, wind throw, insects, and forest practices, such as clearcutting, promote disturbance and regrowth of these important forage trees. Sodium is also important to moose. Aquatic plants, such as pondweed and water lily, have higher sodium content than woody vegetation and are an important part of a moose's summer diet. As a result, moose have reduced the number of aquatic plants in much of northern Maine. Natural salt licks are rare, so moose are often seen along roads using the salt runoff as an artificial salt lick. The breeding season for moose begins in late September and last into early October. Cows may produce their first calf at age two, and most produce a calf by age 3. Each May, cows give birth to 1 to 2 calves.

Focus Areas of Statewide Ecological Significance

The 17,000 acre “Big and Little Moose Mountains Focus Area” extends across portions of Moosehead Junction, and Big Moose and Indian Stream Townships. A very small portion of the focus area is in Greenville. The focus area is a landscape scale area that contains exceptionally rich concentrations of at-risk species and natural communities, and high-quality common natural communities, significant wildlife habitats, within a large area of undeveloped habitat (see Map 10 Critical Habitat).

Fisheries

Greenville has several high-value fisheries. In addition to their ecological values, these fisheries are important to the local economy in the high-value sport fisheries that they provide. The MDIFW is charged with managing fisheries, and has provided the following data on Greenville’s fisheries. Freshwater fisheries considered most significant to the state include important brook trout habitat and other rare, native fish habitats. Spring and summer fishing is popular on Moosehead Lake and many of the ponds. Ice fishing is done on Moosehead Lake and Prong Pond.

MDIFW manages Moosehead Lake, Upper and Lower Wilson Ponds for cold water sport-fisheries. Prong Pond is managed for warm-water fisheries with small-mouth bass as the primary sport fishery. Moosehead Lake and Lower Wilson Pond have been stocked with land locked salmon, and Sawyer Pond, Prong Pond and Shadow Pond have been stocked with brook trout. Many streams in Greenville have brook trout.

Moosehead Lake has been a famous sport-fishing destination for more than a century and a half. The lake’s deep, cold, well-oxygenated water provides ideal habitat for cold water species like landlocked salmon, lake trout (togue) and brook trout. Some of the lake’s other species include burbot (cusk), small mouth bass, rainbow smelt, white and yellow perch, longnose suckers, hornpout (bull head), pumpkins-seed sunfish, and several other species.

Lower Wilson Pond and Upper Wilson Pond are connected by a short shallow thoroughfare that is easily negotiated by fish and other aquatic species. Both ponds are cold water fisheries with landlocked salmon, brook trout, and lake trout (togue), and several other species, such as hornpout, cusk, suckers, minnows, etc.

Prong pond is a shallow pond that provides considerable spawning habitat for warm-water fish species, such as small mouth bass, and white and yellow perch. Small

mouth bass is its most important sport fish. There are a number of other species such as, hornpout, suckers, and a variety of minnows.

Rum Pond is a fairly deep pond that provides a cold-water habitat for brook trout, including wild brook trout. Other species include smelt and minnows. Greenville's other ponds and streams also provide important habitat to fish and other aquatic species. For example, wild brook trout can be found in some streams and Salmon, Secret and Grenell Ponds.

Threats to Fisheries

Land use activities, particularly those that remove trees and vegetation from shoreland areas of brooks, streams, and ponds, can result in increased water temperatures and degradation of water quality. Maintenance of vegetative buffers to provide shade, particularly for cold-water species (trout and salmon), and to protect water quality is important to maintaining healthy fisheries. Destabilization of banks and activities that increase erosion and sedimentation diminish water quality.

Maine's Natural Resources Protection Act and local shoreland zoning provide considerable protection for fisheries, through required structure setbacks and vegetative buffers, and restrictions on certain activities. Road construction and maintenance activities can also have a significant impact on fisheries. On streams and rivers, the biggest threat to aquatic habitats is fish passage, particularly for those species that require upstream habitats for spawning and other habitat needs. Improperly designed culverts can prevent fish passage. Maintenance and continuance of the natural stream bottom surface material without major changes in elevation is important to maintaining fish passage. Additionally, ditching and drainage designs should direct runoff into vegetated areas or sediment ponds to allow for the filtering out of sediments before runoff is released into water bodies.

Regulatory Protection for Critical Wildlife Habitat

There are a number of federal and state laws that protect critical wildlife habitat and fisheries including, for example, the federal and state endangered and threatened species laws, and Maine's Natural Resource Protection Act. Greenville's Land Use Ordinance also contains provisions to protect wildlife and fisheries habitats, such as the shoreland zoning and subdivision performance standards, and town-wide standards that address water quality. Protection could be improved by incorporating information from this chapter, including the *Beginning with Habitat* information into permit reviews.

Non-regulatory Protection for Wildlife Habitat

There are a number of non-regulatory approaches that Greenville can use to protect critical wildlife habitats, including: education, landowner agreements, and conservation easements or fee ownership on very high-value habitat. Several of these approaches are discussed below.

Conservation Easements Held by MDIFW

MDIFW holds conservation easements on four parcels in Greenville (See Map 10 in the Appendix). All four parcels are in the same ownership, a Revocable Family Trust under the name Little Island Inc., formally the Hooker Family. The Conservation easement requires conservation of undeveloped land but allows the owners to maintain existing buildings and harvest timber.

Natural Resources Education Center (NREC)

NREC is a strong advocate for conservation of natural resources in the Moosehead Lake Region. NREC's mission is "to educate and inform people about the Moosehead region's natural resources of the past, present, and future, and to be the primary source that people rely on to understand the culture, natural history, and uses of the North Maine Woods." NREC has an office on Pritham Avenue and provides programs and materials at the Moosehead Visitor's Center along Route 15 south of Greenville. NREC provides orientation and interpretation services, educational exhibits, both on-site and off-site programs, interpretive trails, and events that explain and celebrate the unique natural and cultural heritage of the region. The goal of NREC programs is to provide residents and visitors with an understanding of the management, opportunities and ways to use these resources safely, responsibly, and with great enjoyment. Two of NREC Programs are described below:

1. The Fisheries Enhancement Internship Program is a joint initiative between the NREC and MDIFW fisheries biologists to provide student internships in the field of resource management with valuable hands-on field experience while enhancing fisheries management in the region. The program works with Unity College and other interested colleges to recruit interns for field studies and research projects under the guidance of MDIFW.
2. The Maine Woods Explorers Program is designed to get kids outdoors and reconnect them to nature so that they will appreciate the natural resources around them and become advocates for good stewardship.

Forest Society of Maine (FSM)

FSM's mission is "to conserve Maine's forestlands in a manner that sustains their ecological, economic, cultural, and recreational values." FSM has a satellite office at the Moosehead Visitor's Center (main office in Bangor). FSM is the holder and enforcer of the 363,000 acre conservation easement that is part of the Moosehead Lake Concept Plan. FSM is responsible for monitoring activities within the easement and assuring that the requirements of the easement are maintained.

Regionally Imported Species

Wildlife and fisheries habitats outside of Greenville are noteworthy because of their cultural and economic values to the greater Greenville community. A few of these are mentioned below.

Deer Wintering Areas

MDIFW has not identified any deer wintering areas in Greenville. However, given the importance of the species, and ongoing concern about the viability of the herd, a discussion is included here. White-tailed deer in Maine are at the northern limits of their geographic range. During winter, deer are exposed to cold temperatures and deep snow that makes it hard to find food and keep warm. Deer adapt to winter by congregating in deer wintering areas (DWA) where the snow is not as deep and there is protection from the wind and ample food. A DWA is defined as "a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer-sinking depth in the open/hardwoods exceeds 8 inches, and mean daily temperatures are below 32 degrees". DWA's are crucial to winter survival of deer. Use of DWA's is usually ongoing from one year to the next, and specific sites may receive annual use by many generations of deer. MDIFW has developed a management strategy that includes education, landowner agreements on management of important deer habitats such as DWA, population monitoring, management of hunting, efforts to reduce coyote predation and other management techniques.

Canada Lynx

The Canada Lynx is a secretive, forest-dwelling cat common throughout the boreal forest of Alaska and Canada, but rare at the southern edge of their range, as in Maine. There have been confirmed tracks and sightings over the last 15 years concentrated in northern Aroostook, Piscataquis, Somerset, and Franklin Counties. Good habitat consists of large areas of young, dense stands of balsam fir and northern hardwoods approximately

10-20 years after a major forest disturbance (cutting, fire, etc.). These stands provide the highest densities of snowshoe hares, the primary food for lynx, and suitable areas for denning.

In 1997, the lynx was considered for state listing as a rare, threatened or endangered species, but there was insufficient information to assess its status. Its current state status is as a “Species of Special Concern”. In response to petitions, the U.S. Fish and Wildlife Service named the lynx as threatened under the Federal Endangered Species Act in 2000. Habitat conditions were close to ideal in Maine in the late 1990s as the widespread clearcuts of the 1980s attained prime conditions for snowshoe hare. As stands mature and snowshoe hare numbers decline, lynx populations will likely decline. Lynx habitat used today will not be prime habitat 10 or 15 years later. Careful planning may be needed to ensure that sufficient young stands are always present on the landscape to preserve populations of lynx and snowshoe hare. MDIFW Recommendations for protecting the Canada Lynx:

1. Report all lynx sightings to MDIFW as soon as possible. Sightings can be verified from good photographs, tracks, scat, or hair samples.
2. Manage northern forests in landscapes (at the township level) with areas having a high proportion of regenerating balsam fir/northern hardwood stands (less than 30 years old) that support high densities of snowshoe hares.
3. Ensure that large blocks of suitable regenerating habitat are distributed widely over the landscape.
4. Avoid incidental take of lynx from trapping and snaring.
5. Conserve large blocks of unfragmented forestland. Avoid the construction of new high volume/high-speed highways in currently undeveloped areas.

Scenic Resources

Greenville and the Moosehead Lake Region are renowned for their scenic beauty. Moosehead Lake, the other lakes and ponds, the rolling hills and majestic mountains, and the wide expanses of forestland make the area particularly attractive to outsiders coming to visit and vacation within the region. The region’s scenery is vital to the area’s economy in nature-based tourism and the continuing perception of the area as wild and unspoiled. Perhaps, the most important scenic views and vistas are those visible to the public from public roads, water bodies, public recreation areas or other publicly accessible locations.

The view of the mountains and Moosehead Lake from the height of land near the Moosehead Visitor’s Center along Route 15 south of Greenville’s village is outstanding and serves as the main entrance into the area. Other important scenic areas include:

- Scammon Ridge (view of Moosehead Lake and mountains)
- West Cove Point peninsula (view of Lake and mountain peaks)

- East shore of Moosehead north of Scammon Road (view of Lake and mountain peaks)
- Lily Bay Road just north of the Highlands (view of Lake and peaks).

There are also views of Moosehead Lake and the surrounding areas from Junction Warf and other locations in the village. Views from on the water by people in boats, canoes, or kayaks, or on the ice in the winter (ice fishing, snowmobiling) are also striking. There are so few views of the water from public roads that protection of these views should be a high priority, with acquisition or purchase of conservation easements from a willing seller the preferred option. For example, a scenic turnout on Blair Hill that allows views of Moosehead Lake, and the surrounding mountains would be desirable.

Forested road corridors are also important because they serve as visitors' first impression of Greenville. In recognition of this, Greenville's Land Use Ordinance includes a scenic corridor overlay district for Route 15 south of the village that requires maintenance of forest and vegetative buffers along the road, lighting standards and increased building setbacks.

Greenville's land use regulations also address scenic resources through height restrictions in shoreland zones, town-wide sign regulations and requirements for buffers, and other performance standards for subdivisions and shoreland development. Greenville's regulations could be strengthened in several ways, if desired. Standards could be enacted to limit the visibility of developments on ridgelines, and standards could be enacted to address lighting and its effect on the night sky. The Town could also apply the scenic corridor overlay zone to other roadways.

Cultural views are also important to consider, and include historic structures, the steamboat Katahdin, views of the village from the water, church steeples, etc. This preliminary list of scenic resources can be expanded to include other scenic resources that are important to the community. The following criteria can be used to prioritize scenic resources: (1) accessibility – must be visible to the general public from a public way, public recreation area or other publicly accessible location; (2) uniqueness – unique or rare features are particularly important; and (3) distance of view or viewshed – relates to size of the view, a view of only a few feet is less important than a view of several miles. Greenville has worked to improve the scenic and aesthetic character of its village through gateway signage, landscaping at key locations, and development of the Junction Wharf Park.

Regional Coordination

Regional coordination is particularly important to protection of critical natural resources because wildlife and fisheries habitats usually extend across town boundaries. Many of the critical natural resources identified in this chapter, such as unfragmented habitat blocks, at least one moderate to high value water fowl and wading bird habitat, a focus area of statewide significance, and valuable fisheries are resources shared with unorganized areas managed by Maine Land Use Planning Commission. Conservation of large tracts of land in areas outside Greenville, such as the conservation easements associated with the Moosehead Lake Concept Plan will provide extensive wildlife habitat for the region. Another example of regional work is the management of important sport fisheries of Moosehead Lake that are dependent upon the success of salmon and brook trout fisheries in the Roach, Moose and East Outlet Rivers managed by MDIFW. NREC, as described previously, is also a regional, collaborative effort that serves to conserve the region's natural resources. The burden of responsibility is mostly on Government agencies and Non-governmental organizations, but on all residents too, as we are tasked with being environmental stewards to facilities sustainable ecological balance.

Chapter 8: Historic and Archaeological Resources

OVERVIEW

The people of Greenville treasure their history and cultural heritage, which serves as a basis for community pride and provides a significant attraction for tourism. The Moosehead Historical Society and Museums, Natural Resource Education Center, Moosehead Marine Museum, and Greenville Junction Depot Friends, are at the forefront of preserving and enhancing appreciation for the region's historic and cultural heritage. The following recommendations support their efforts and seek to preserve the most important of these resources.

GOAL

1. Preserve the historic and archaeological resources that are so important to the cultural heritage of Greenville and the Moosehead Lake Region.

POLICIES

1. Protect to the greatest extent practicable the significant historic and archaeological resources in the community.
2. Support the Moosehead Lake Historical Society and Museums, the Natural Resource Education Center, Moosehead Marine Museum, and Greenville Junction Depot Friends in their efforts to promote the cultural heritage of the region and to preserve important cultural resources.

IMPLEMENTATION STRATEGIES

1. Promotion and Education
 - a. Support the Moosehead Lake Historical Society and Museums, the Natural Resource Education Center, Moosehead Marine Museum, and the Greenville Junction Depot Friends through the following:
 - i. Continue to include links to their WEB pages and have information available at the Town Office.
 - ii. Work cooperatively on projects as needed and provide support in efforts to obtain grants and other sources of funding.
 - b. Support promotion of the region's cultural heritage through programs and exhibits, including operation of the "Kate".

- c. Encourage owners of historic and archaeological sites to research the significance of their properties and seek the National Register of Historic Places listing, if appropriate. Publicize the availability of investment tax credits for income producing depreciable, “certified” historic structures.
- d. Encourage and support the improvement of historic buildings and facades in the Village District through programs designed to revitalize the area.
- e. Provide information to property owners on building and site designs that enhance the historic and cultural character of the town.
- f. foster appreciation for historic and archaeological resources through the following:
 - i. A program to place identification plaques with the year the structure was built on historic structures; structures might have to meet certain criteria in order to qualify.
 - ii. Walking and/or driving tours that include noteworthy historic structures and sites.

Responsibility for Implementation: Town Manager, Moosehead Lake Historical Society and Museums, the Natural Resource Education Center, Moosehead Marine Museum, Greenville Junction Depot Friends; Timeframe: Ongoing

- 2. Identification of Resources: Encourage the Moosehead Lake Historical Society and Museums to identify significant historic and archaeological resources. (The Maine Historic Preservation Commission recommends that a comprehensive professional survey be completed to identify significant historic and archaeological structures and sites. Archaeological surveys should be conducted along the banks of Prong Pond, Rum Pond and the Wilson Ponds.)

Responsibility for Implementation: Town Manager, Moosehead Lake Historical Society and Museums; Timeframe: Ongoing

- 3. Regulatory Protection: For subdivisions and large non-residential developments (conditional uses) continue to require consideration of identified historic and archaeological resources and seek input from the Moosehead Historical Society and Museums, the Maine Historic Preservation Commission, or some other professional, as a part of the permitting process, as needed. In addition, review and amend the Land Use Ordinance as needed to do the following:
 - a. For known historic archeological sites and areas sensitive to prehistoric archeology, require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

- b. To incorporate maps and information provided by the Maine Historic Preservation Commission into the review process.

Responsibility for Implementation: Planning Board; Timeframe: 2024/25 and ongoing

SUMMARY

Historic Patterns of Settlement Still Evident in the Community

Many historic patterns of settlement are still evident in Greenville today. Early settlement of the village area occurred around the mid-1800s. With the increase in lumbering and other activity in the Moosehead Lake Region, the village grew. Over time, the Town of Greenville, anchored at the tip of Moosehead Lake, became the logical service center for all points north, northeast, northwest, and, eventually, south. Then, as now, the principal occupations in Greenville were servicing the needs of tourists, and those who live and work in the region. Greenville's early combination of wood harvesting and recreation with Moosehead Lake as the centerpiece shaped the community and continues to do so today. Through the years, the population and the general wealth of the community have depended heavily on its natural resources - forest products, "wildness", and Moosehead Lake. The town's remoteness and distance from other developed areas continue to make earning a living challenging and have resulted in overall slow population growth.

Effectiveness of Protective Measures for Historic and Archaeological Resources

The efforts of the Moosehead Lake Historical Society and Museums, the Natural Resources Education Center, and the Moosehead Marine Museum to preserve and educate about important cultural resources contribute significantly to the preservation of these resources. Greenville's Land Use Ordinances contain standards to protect significant historic and archaeological resources when they are listed on, or eligible to be listed on, the National Register of Historic Places. The ordinance could be expanded to allow consideration of other identified historic and archaeological resources so that the Planning Board would have more say over the design of proposals that might negatively impact these resources.

Regulatory Requirements for Identification of Historic or Archaeological Resources

Greenville's Land Use Ordinance does not specifically require a survey for historic or archaeological resources. The Maine Historic Preservation Commission (MHPC)

recommends that an inventory be conducted to identify significant historic and archaeological resources so that steps can be taken to preserve these resources. MHPC also recommends that the Town establish a mechanism for review of all construction or other ground-disturbing activity in known archaeological sites and other identified archaeologically sensitive areas so that development can be designed to minimize impacts to important resources. MHPC has mapped areas sensitive for prehistoric archaeology (See Map in Appendix).

Significant Historic Resources and Ways to Preserve Them

Greenville should conduct a town-wide inventory to identify its significant historical and archaeological resources as a first step in developing more targeted incentives to encourage appreciation, preservation, and enhancement of those resources most important to the Town.

A Brief History of Greenville

The spirit of Greenville to this day is marked by the pioneering spirit of its settlers and their extraordinary willingness to help each other. These intangible qualities are those which others find special about Greenville: a sense of being on the edge of the wilderness and an extraordinarily high degree of genuine concern for friend and stranger. Some historians of the town say friendliness and helpfulness are natural in a community as geographically remote as Greenville has been.

Greenville is perched at the wilderness edge of sparsely populated Piscataquis County, 36 miles from the county seat, Dover-Foxcroft. Greenville has always been perceived as the gateway to the great wilderness and, of course, to Moosehead Lake, the largest body of freshwater in the state. Located north of the 45th parallel, on a line with Montreal, Greenville climatically and vegetatively has more in common with the northernmost United States and southern Canada than it has with southern Maine.

It was to this remote land that the first white settler, Nathaniel Haskell, was bound in 1824 when he purchased 11,000 acres of land in what is now known as Greenville. A mill worker from Westbrook, Haskell, also arranged for the sale of land in the northern part of the town to other settlers. To reach this land was no easy feat in the early part of the 19th century, but those early settlers apparently were driven by a desire to stake a claim to land, to clear a space, raise a home and family, and make a new start.

In 1824, making a start in the Greenville area required fortitude and stamina as the distances were formidable, the climate harsh, the soils shallow, and the forests dense. Further, money for goods that could not be raised or crafted may have been scarce at first because exporting goods was often not practical. To survive and thrive, an early settler

relies heavily on himself, other settlers, and the friendly, helpful Native Americans who lived in the area.

The settlers organized Haskell Plantation on August 20, 1831, and incorporated it as the Town of Greenville on February 6, 1836. Having first landed in the area of Wilson Stream, early settlers took advantage of cascades in the stream to power grist mills and sawmills. While most early industry was for local use, hand-hewn pine shingles were sent regularly to the Bangor market as early as 1832. Local historians believe Haskell may have settled in the Wilson Pond area for waterpower. Others believe he may not at first have known that Moosehead Lake was nearby.

Indeed, for some years the road to Monson lay near the site of the first settlement and is still evident today. In 1825, Haskell cut out a part of the road that leads from the Wilson Pond area to Moosehead Lake. By this time, there was lumbering activity around Moosehead Lake. In 1831, settlers were clearing and building closer to the lake. Soon thereafter, a road was cut from the lake in the direction of Monson. By 1835, even though the village of Greenville was still the forest primeval, a two-story hotel, the Seboomook House, was erected in the area near where the bank is now located on 20 Lily Bay Road. Land speculators were among the first patrons of the hotel. During this same time, land was cleared in the village. By 1846, what is now Greenville village consisted of one hotel, one store, two dwelling houses, two blacksmith shops, and a schoolhouse. Also in 1846, a new steamboat was towing rafted logs on Moosehead. Most early settlers were involved in commerce, either as retail merchants or as farmers who sold some of their produce to lumbering operations. Lumbermen with service skills such as blacksmithing most likely formed the second wave of settlers.

Greenville's village grew with the increase in lumbering business and other activity in the Moosehead Lake area. Anchored at the tip of the lake, Greenville became a logical service center for all points north, northeast, northwest, and, eventually, south. Then as now, the principal occupations in Greenville were servicing the needs of woods-workers or tourists. Even as the lumber industry was growing, word of the wild beauty and the game of the area shifted down to populous centers of the State and beyond through the writings of people such as Henry David Thoreau. The Moosehead Region began to gain more income from tourists and sportsmen, many of whom came into Greenville for supplies before heading up the lake on a steamer. By the 1880s with construction of a railroad, lumbering and tourism increased even as Greenville entered its own version of the Industrial Revolution. For years, until 1976, logs were floated down the Kennebec River. But the exportation of lumber and finished lumber products in large quantities had not been practical until the advent of rail. Greenville's most important industry for 60 years, the Atlas Plywood Corporation, started operations at about this time as the Veneer Products Company, and Hollingsworth and Whitney (Scott Paper Company - 1954) began

lumbering operations around Moosehead Lake, buying 160,610 acres of land between 1895 and 1909.

With additional industry came more employment, which resulted in population growth. The population of Greenville more than doubled in 30 years, from 310 in 1860 to 781 in 1890. By 1900, the population, 1,117, was 360 percent higher than it had been just forty years earlier. In comparison, the population of Greenville did not double in the first 80 years of the 20th century but grew slowly from 1,117 to a peak of 2,025 in 1960 and then down to 1,839 in 1980.

By the early 1900s, electricity was available in central parts of the town and expanded to outlying areas later. This may have been a factor that allowed mills to operate more efficiently but it did not seem to have changed the town much immediately. Greenville continued in the 20th century its role as a hub town, as a setting off point for lumbermen, explorers, tourists, and new settlers of outlying areas. As these numbers of people grew, so did the variety of services Greenville provided so that between the 1890s and 1930s, Greenville was booming with, perhaps, more businesses and industries than the town has today. Further, the Depression seems to have increased the population as those who had left then came home to find safe harbor and people from cities hoped to find subsistence in the wilderness.

Government programs based in the Greenville area, such as the Civilian Conservation Corps, may also have added to the population. By the 1930s, barely more than one hundred years since Haskell arrived, Greenville had four churches, the Shaw Public Library, the Masonic Temple, the C.A. Dean Memorial Hospital, a movie theater, various restaurants and hotels, the high school, several stores, including a drug store, jewelry store, a bakery, a print shop, and several other businesses. Longtime residents wistfully call this Greenville's heyday.

Consultants in the 1950s, 1960s, and again in the 1970s described Greenville's growth as static and the economy as depressed. Two mills going out of business and the leveling by fire of the Squaw Mountain Inn hurt area employment. The loss of industrial employment in Greenville was reflective of state and national trends. Development of a municipal airport, extension of Interstate 95 to within about 60 miles of Greenville, development of the former Squaw Mountain Resort and of Lily Bay State Park were indicators that recreation would become more dominant in the area. Further, what could not have been predicted was the rapid growth of a new recreation industry, whitewater rafting, and more people seeking to escape the crowded recreation areas of other parts of the state. Also contributing to tourism and benefiting from tourism were sporting camps, guiding services, and commercial seaplane services.

During the 1980s the town's year-round population grew modestly from 1,837 in 1980 to 1,884 in 1990, indicating a reversal of the trends of the 1960s and 1970s. Population growth within the surrounding region was more dramatic with the addition of approximately 250 people. Seasonal populations were also increasing, as evidenced by the increase in the number of subdivisions and seasonal residences. Since 1990 the year-round population of Greenville fell dramatically from 1,884 to around 1,623 by 2000, and then increased slightly to 1,646 by 2010. Outdoor recreation and tourism continued to be important parts of the economy, particularly with significant growth in second homes. Forestry continued to be a mainstay of the region but provided less employment than in the past due to mechanized harvesting.

Though the town has seen many changes over the past 180 years, the basic pioneering spirit and helpfulness are still evident. Greenville's early combination of wood harvesting and recreation along with Moosehead Lake shaped the community and continues to do so today. Through the years, the population and the general wealth of Greenville has depended heavily on its natural resources: forest products, "wildness", and Moosehead Lake. Remoteness and the difficulty of earning a living continue to contribute to the town's overall slow growth.

Historical Society and Museums

Moosehead Historical Society and Museums (MHS) is a non-profit organization whose mission is to "further interest in the history of the Moosehead Lake Region and to aid in its preservation. "The Society

The Society's campus includes the Eveleth-Crafts-Sheridan Historical House, its associated Carriage House and lovely grounds with a sunken garden. The house contains a wide array of permanent and temporary exhibits, ranging from the Civil War to post World War II, relating to the history and culture of the Moosehead Lake Region. The Carriage House has a Lumberman's Museum offering a perspective of logging in the 1800s, and displays Native American artifacts, hand-crafted models depicting the steam vessels of Moosehead Lake, and vintage photographs. A library and gift shop, administrative offices, and artifact storage facilities are also housed in the Carriage House.

In 2005 the MHS purchased what was known as the Ready Workers' Community House, 6 Lakeview Street. This building was dedicated as a Universalist Chapel in 1904. The Society continues to renovate the building, and it currently houses several displays and exhibits. It is home to the Moosehead Lake Aviation Museum and the second-floor auditorium is used for programming and is available to the public for other functions and

meetings. Renovations and all preventive maintenance are the responsibility of the Historical Society and will be accomplished as funding allows.

The Society offers guided tours of its campus, conducts presentations, and makes its library and archives available to the public.

Natural Resources Education Center (NREC)

NREC, a non-profit organization, has been providing educational and outing opportunities on the Moosehead Region's historic and cultural heritage since 1991. NREC's mission is "to educate and inform people about the Moosehead region's natural resources of the past, present, and future, and to be the primary source that people rely on to understand the culture, natural history, and uses of the North Maine Woods." NREC's base of operations is the new Moosehead Visitor's Center, opened in June 2011. The Center is designed to welcome, educate and familiarize the public to the region with orientation and interpretation services, educational exhibits, both on-site and off-site programs, interpretive trails, and events that explain and celebrate the unique natural and cultural heritage of the region.

The goal of NREC programs is to provide residents and visitors with an understanding of the management, opportunities and ways to use these resources safely, responsibly, and with great enjoyment. A good example of NREC's work to preserve the history and culture of the region is the annual Thoreau-Wabanaki Festival held in July (currently in its 5th year). The festival celebrates the Thoreau-Wabanaki Trail and the "rich heritage of Native Americans, guides, naturalists and visitors to the Maine Woods." The festival is a collaborative effort that includes the Moosehead Historical Society and Museums, Moosehead Marine Museum, Shaw Public Library, and others.

Moosehead Marine Museum

Moosehead Marine Museum, a non-profit organization founded in 1976, is dedicated to "preserving the glorious days of steam boating and the heritage of the Moosehead Lake Region." Its star exhibit is the historic steamboat, the Katahdin. In addition to the Katahdin, the Museum has an extensive collection of steamboat memorabilia and early photographs of the area. Cruises on the Katahdin are offered from late June through early October.

The Katahdin was built in 1914 by Bath Iron Works. Steamboat history began on Moosehead Lake in 1836. As many as fifty boats once steamed up the lake carrying passengers, livestock, mail, supplies and equipment. Steamboats were the only means of transportation to the large resorts, like Mount Kineo, as well as the small hunting camps and villages around the lake. By the late 1930's, with the development of roads around

Moosehead, only the Katahdin remained. Used as a towboat to haul booms (rafts) of logs until 1975, she participated in the nation's last log drive and was then designated a National Historic Landmark.

Greenville Junction Depot Friends

Greenville Junction Depot Friends is an all-volunteer organization, that was formed as a 501(c)(3) in 2010 to undertake the restoration and rehabilitation of the historic 1889 Canadian Pacific Railway depot in Greenville Junction. The Depot was once listed as one of Maine's most endangered historic buildings but is now registered on the National Register for community activities. Many events, campaigns, and promotions are hosted each year to fundraise for and celebrate the colorful history of one of Maine's coolest destinations. More about what the Greenville Junction Depot Friends do, including a live webcam, can be found on their website.¹

Inventory of Historic and Archaeological Resources

Maine Historic Preservation Commission (MHPC) is the state agency responsible for overseeing historic and archaeological resources within Maine. The Commission has identified three types of historic and archaeological resources that should be considered in comprehensive planning: (1) Prehistoric Archaeological (Native American resources, before European arrival); (2) Historic Archaeological (mostly European-American after written historic records, 1600 A.D.); and (3) Historic Buildings/Structures/Objects (buildings and other above-ground structures and objects). Archaeological resources are those found underground and are locations where there have been prior existence of human beings including structures, artifacts, terrain features, graphics, or remains of plants and animals associated with human habitation. Prehistoric archaeological resources are those associated with Native Americans and generally date prior to the 1600s. They include camp or village locations, rock quarries, and workshops, and petroglyphs or rock carvings. Historic archaeological resources are those associated with the earliest European settlers, and sites may include cellar holes from houses, foundations for farm buildings, mills, wharves and boat yards, as well as shipwrecks.

Prehistoric Archaeological Sites

Except for the sites of Maine's earliest known inhabitants (Paleoindians - at the end of the last ice age), most archaeological sites are found along water bodies. An archaeological survey for prehistoric sites, completed for the shoreline of Moosehead Lake as a part of hydroelectric licensing, identified two sites of prehistoric activity, but neither is significant. MHPC recommends that similar surveys be conducted for Prong Pond, Rum Pond, and the Wilson Ponds. MHPC has mapped "archaeologically sensitive

¹ <https://www.greenvilledepot.org/>

areas” for prehistoric sites. Prehistoric archaeological site sensitivity maps are based on the current understanding of Native American settlement patterns. Most commonly, prehistoric archaeological sites are located within 50 meters of canoe-navigable water, on relatively well-drained, level landforms. Some of the most ancient sites (>10,000 years old) are located on sandy soils within 200 meters of small (non-canoe-navigable) streams. Where professional archaeological surveys are not complete, archaeological sensitivity maps are based on water shoreline, surficial geology, and landform. (See Map 11 in the Appendix)

Historic Archaeological Sites

MHPC list three historic archaeological sites in Greenville: (1) ME 182-001: “Moosehead”, American wreck, vessel, late 19th/early 20th c. – exact location unknown (some information available from an amateur diver (Bernard) 1970-1981 - 9/16/81 (Lewiston Daily Sun, pg 11); (2) ME 182-002: "Governor Coburn", American wreck, steam side-wheeler, built in 1872, used until 1895 when she broke up – southern Moosehead Lake; and (3) ME 182-003: "Fairy of the Lake", American wreck, steam side-wheeler probably 19th c. – southern Moosehead Lake. Three steamship wrecks outside, but near Greenville in Moosehead Lake’s West Cove are: (1) ME 537-002 - “Priscilla”, American Steamship; (2) ME 182-004: “Twilight”, American Steamship; and (3) ME 537-001 (no information available). Locally identified historic archaeological sites in Greenville also include: (1) First Schoolhouse (allegedly)- marker near airport; (2) Founding of Town - marker near 20 Lily Bay Road, the site of the first hotel, the Seboomook House, which is also where Henry David Thoreau stayed in 1850s; and (3) Thoreau’s Visit -marker at town park off Pritham Avenue commemorating the writer's 1857 visit. MHPC indicates that no professional survey for historic archaeological sites has been conducted in Greenville, and suggests that future fieldwork should focus on agricultural, residential, and industrial sites relating to the earliest Euro-American settlement of the town beginning in the early 19th century.

Historic Buildings/Structures/Objects

There are many historic buildings and structures in Greenville, but only the historic 1889 Greenville Junction Depot-Canadian Pacific Railway and the steamboat Katahdin is listed on the National Register of Historic Places. It is likely that there are other sites and buildings worthy of this distinction. MHPC recommends conducting a comprehensive professional survey of historic structures, prehistoric archaeological sites, and historic archaeological sites to identify other properties that may be eligible for nomination to the National Register of Historic Places. The survey of historic archaeological sites should focus on the earliest European settlement of the town beginning in the early 19th century. The results of the survey can also be used to educate

the public on the history of the community and to encourage and educate landowners on how to best preserve their historic and archaeological significant properties. Although Greenville lacks a formal inventory of historic and archaeological resources and a planned program of historic preservation, some information is available on historically significant properties. Many buildings and sites have been identified. There are three private, non-profit groups who have undertaken significant historic restorations of the Eveleth-Crafts-Sheridan Historical House, the 1889 Greenville Junction Depot-Canadian Pacific Railway, the steamboat Katahdin, and the Moosehead Marine Museum.

Eveleth-Crafts-Sheridan Historical House

The Moosehead Historical Society and Museums, founded in 1962, owns this home that was originally part of the Moosehead Inn property. Built in 1893, the house is filled with artifacts of the period, including a wealth of old photographs. The Moosehead Historical Society and Museums, a private, non-profit group, maintains the home and prepares special exhibits such as an 1880 kitchen, artifacts of Moosehead Native Americans, historic quilts, and several other items. The home was bequeathed to society in 1976 through Julia Crafts Sheridan.

The Steamboat Katahdin and the Moosehead Marine Museum

The only steamboat left of the fleet of the Coburn Steamboat Company, begun in 1892, the Katahdin dates to the early 1900s. This steamboat was built after the original burned in 1913 and was converted from steam to diesel in 1922-23. Steamboats such as the Katahdin carried livestock, railroad equipment, supplies, passengers, and often were used to boom logs down the lake. In 1975, the Katahdin hauled the last boom across Moosehead Lake to the East Outlet, at which time she was owned by Scott Paper Company which gave the boat to the Moosehead Marine Museum in 1977. The Katahdin is currently listed in the National Register of Historic Places. The Moosehead Marine Museum was founded in 1977 as a private, non-profit corporation primarily to restore the boat. Nearly fully restored, the Katahdin was put to work again as a passenger boat on Moosehead Lake in 1985. The Marine Museum, housed in a small building near the municipal parking lot off Main Street, also exhibits many artifacts of the area.

Other Historic Buildings and Sites

The following is a listing of historically significant structures that have been identified in Greenville:

- House behind Flatlanders, 1800s, Rufus King
- Union Church, 1850s, back part is original
- Major Benjamin Bigney Home (former), 1850s, 16 Pleasant Street

- Blair House, over 100 years old
- Shaw Block, 1893, site of first theater
- Center for Moosehead History (Universalist Chapel), 1904, Community House, 6 Lakeview Street
- American Legion Hall, Coburn Steamboat Office (moved from Junction Wharf to current location)
- Greenville Inn, Will Shaw Home
- First C.A. Dean Hospital, 1917 old nursing home, torn down in 2024
- Shaw Public Library, 1925 (current Annex was one of first homes in village, built by Mr. Gower)
- Masonic Temple, 1929
- Greenville High School, 1935, gift of Louis Oakes
- Oakhill, 1930s
- The 1889 Greenville Junction Depot- Canadian Pacific Railway, on the southwestern shore of Moosehead Lake in Greenville Junction is an arresting structure to travelers moving north along Route 15, a Maine Scenic Byway, toward Rockwood, Jackman, and Quebec or traveling south to Greenville and the Maine Highlands.

Other significant historic and archaeological sites in the region outside of Greenville include:

- Pittston Farm
- Canadian Pacific Train Station, Greenville Junction on the roadway
- Fire tower (first in the nation) - originally on Squaw Mountain, recently moved to the Destination Moosehead Lake Visitors Center
- Fitzgerald Farm, base of Big Moose Mountain
- Mount Kineo
- Brassua Lake (arrowheads)
- B-52 Crash Site

Protection for Historic and Archaeological Resources

The nationally recognized standard for what makes a historic or archaeological resource worthy of preservation is normally eligibility for, or listing on, the National Register of Historic Places. The National Register, administered by the National Park Service, is a listing of buildings, districts, structures, objects, and sites deemed worthy of preservation for their historical, cultural, or archaeological significance. Because the National Register is intended to accommodate buildings and sites of national, state and local significance, it can include resources of value to towns.

Structures on the National Register also receive a limited amount of protection from alterations or demolition where federal funding is utilized. The primary threat to most of these buildings and sites is the desire of their owners, present and future, to alter

them in ways that destroy their architectural or archaeological integrity. Since activities that disturb the ground can potentially destroy significant archaeological information, MHPC recommends a mechanism for review of all construction or other ground-disturbing activity within archaeologically sensitive areas (historic and prehistoric) and known archaeological sites.

Contacting MHPC for an opinion, and/or review of the construction area by a MHPC-approved archaeologist is advised. Maine's Subdivision statute (30-A MRSA 4401-4407) recommends review of impact on "historic sites" (Section 4404(8)), which includes both National Register listed and eligible buildings and archaeological sites. Maine's Shoreland Zoning statute (38 MRSA 435-449) includes, as one of its purposes, "protect archaeological and historic resources" (Section 435). Subdivision or other construction review ordinances might contain language indicating applicability and subdivision plan requirements like the following:

"An appropriate archaeological survey shall be conducted when archaeological sites within or adjacent to the proposed subdivision which are either listed in or eligible to be listed in the National Register of Historic Places, or within or adjacent to an area designated as archaeologically sensitive or potentially containing such sites, as determined by the municipality or the Maine Historic Preservation Commission."

"If one or more National Register eligible or listed archaeological sites will suffer adverse impact, appropriate mitigation measures shall be proposed in the subdivision plan and submitted for comment to the Maine Historic Preservation Commission at least 20 days prior to action being scheduled by the Planning Board."

Greenville's Land Use Ordinance contains wording like the above that is applicable to development town wide. These standards could be strengthened to allow the Planning Board to consider protection for other significant resources (identified by the town as being important, but not necessarily National Register sites).

The Town should review its standards to determine their adequacy. Historical and archaeological resources can also be protected to some extent through public education. The activities of Moosehead Historical Society and Museums, the Natural Resources Education Center, Moosehead Marine Museum, and Greenville Junction Depot Friends, serve to increase public awareness and appreciation for the town's cultural resources.

Chapter 9: Forestry and Agriculture

OVERVIEW

Moosehead Lake Region's vast forests have supported local and regional economies for several hundred years. Today, these forests continue to support commercial forestry and provide areas for outdoor recreation and nature-based tourism. In Greenville, commercial forestry is very significant with about 56% of the town enrolled in the Tree Growth Property Tax Program. Commercial agriculture is limited to only one commercial farm operation at this time. Nevertheless, many people have gardens, tap trees for maple syrup, or raise a few horses or other livestock for personal use. The following recommendations support maintaining forestry and agriculture for the future.

GOAL

1. Conserve important forest and agricultural resources.

POLICIES

1. To safeguard lands identified as prime farmland or capable of supporting commercial forestry.
2. To support farming and forestry and encourage their economic viability.

IMPLEMENTATION STRATEGIES

1. Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.
2. Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.
3. Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.
4. Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.
5. Encourage owners of productive farm and forest land to enroll in the current use taxation programs.

6. Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.
7. Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.

Responsibility for Implementation: Town Manager; Timeframe: Ongoing

Forestry and agriculture are traditional economic endeavors in rural Maine. The extensive forests have provided a natural resource base that has supported local and regional economies for several hundred years. Greenville, like many other rural communities located near Maine's north woods, is highly reliant on the working forestland in the region.

Agriculture, particularly in recent decades, has been much less significant in Greenville and the surrounding region. Maine's forests are vitally important – economically, culturally, and biologically. Maine has the largest and most diverse forest products industrial “cluster” in New England, consisting of paper companies, sawmills and secondary wood products manufacturers, forestland owners and managers, loggers, equipment manufacturers, and distributors, biomass energy firms, and other power facilities, financial institutions, forest-based recreation businesses, transportation firms and many others.

The forest products industry is a fundamental part of the Maine economy. The health of the forest products industry, and consequent maintenance of large tracts of undeveloped land, and the public access policies of many large landowners have provided an environment for non-timber, forest-based activities, such as outdoor recreation and nature-based tourism. Biologically, the forests provide genetic and ecosystem diversity, natural systems for counteracting air and water pollution, animal and plant habitats, and many other values.

The past three decades have seen increasing diversity in the use and value of Maine's forest resources, including construction of biomass plants, uses of land for purposes other than timber production, such as wind power, water extraction, residential and resort development, new forms of recreation, and a growing interest in forest biodiversity and carbon sequestration potential. The Moosehead Lake Region's forests should continue to serve Greenville and the region well into the future because of the vastness and productivity of the resource, as well as ongoing conservation efforts by both private and public landowners.

SUMMARY

Importance of Forestry and Agriculture

Commercial forestry and the natural resource base that supports it is the mainstay of the region. Commercial forestry is a very significant land use in Greenville, with 15,321 acres or 56% of the town's land area enrolled in the Tree Growth Property Tax Program. Given the vast industrial forests of the region, it is likely that forestry will remain a stable and major activity in the future. Commercial agriculture is much less significant, with only one commercial farm operation.

Greenville's climate, distance from markets and farm services, and the predominance of forestry are reasons for the limited amount of agriculture within the community. Further, there are only a few areas that have prime farmland or farmland soils of statewide importance. Many people do have gardens, tap trees for maple syrup, or raise a few horses or other livestock for personal use. Both forestry and agriculture have important cultural, economic, scenic, and biological values.

Regulatory and Non-Regulatory Support for Productive Farm and Forest Lands

Greenville's land use regulations allow forestry and agriculture, and associated resource-based uses, such as sawmills and lumber yards, in many areas of the town. While there are several conservation easements on land in Greenville, none are necessarily focused on preserving farms or forestland. There are significant efforts to preserve forestland outside of Greenville, such as the Forest Society of Maine's conservation easement. Organizations, such as the Forest Society of Maine and the Natural Resources Education Center both work to educate the public about the value of productive forestland in the region.

Participation in Tree Growth, Farmland and Open Space Property Tax Laws

Forestland owners are utilizing the state's current use tax laws. There are 15,321 acres of forestland enrolled in the Tree Growth Property Tax Program, but only 68 acres enrolled in the Farmland Property Tax Program. There are also 11.36 acres enrolled in Open Space.

Impacts of New Homes or Other Incompatible Uses on Forestry and Farming Activities

The proximity of new homes or other incompatible uses has not affected the normal operations of farmers or forestland owners.

Conversion of Large Tracts of Agricultural or Industrial Forest Land

The Town is not aware of any large tracts of forest land or farmland that are currently for sale for development. While residential subdivisions have taken some forestland out of production over the past decade, there remain a number of vacant lots to accommodate future housing. The conversion of forestland to other uses has not been of concern primarily because of the vastness of the forest resources, much of it in conservation, within the region.

Community Supported Forestry or Agriculture

Greenville's Town Forest consists of 228 acres and is located off Marsh Farm Road. The forest is managed to produce income for the school. Except for the Town Forest, there are no other community farm or forestry programs, such as community gardens, farmers' markets, or community-supported agriculture. In concept, the Town supports these types of activities but has not actively promoted them.

Forestry

Most of Greenville's land area is covered with forests, and a major portion of these forests are devoted to commercial forestry. Weyerhaeuser, with around 8,800 acres in Greenville, is the largest landowner in Greenville and is also the largest landowner in the Moosehead Lake Region. Most of Weyerhaeuser's land is in the southeastern portion of town. While there are several other landowners with considerable acreage in Greenville, there are also many smaller woodlot owners.

Smaller woodlot owners may use their land for a variety of purposes including home sites, timber harvesting for personal use or sale to others, for privacy or buffering from adjacent uses, for wildlife habitat, for scenic value, or for recreation. There are also businesses in Greenville involved in forestry-related endeavors including foresters, loggers and truckers, lumber dealers, a log house manufacturer, and a few other small-scale manufacturers of secondary wood products. Greenville Steam, while currently closed, produced energy using forest products.

Land Enrolled in the Tree Growth Property Tax Program

The amount of forestland in the Maine Tree Growth Property Tax Program provides some indication of the extent of commercial forest land, even though in some cases land is put into tree growth primarily to reduce property taxes. The Program allows for the assessment of property taxes on forestland to be based on current use rather than market value if the land is managed according to the criteria set forth in the law. The law specifies that there must be at least 10 acres of forestland used for commercial harvesting, and that a Forest Management and Harvest Plan be prepared. If the forestland no longer meets the criteria for eligibility, or the landowner opts to withdraw from the Tree Growth classification, then a penalty is applied to recover some of the back property taxes. The amount of land in Tree Growth has grown 695 acres over the past decade. In 2012 there were 79 parcels with a total of 15,321 acres registered in Tree Growth.

Forestland Enrolled in the Tree Growth Property Tax Program					
Year	Total (acres)	Softwood(acres)	Mixed Wood (acres)	Harwood (acres)	Parcels (#)
2012	15,321	5,208	7,331	4,100	79
2022	16,016	5,360	7,550	3,106	

Source: Property Tax Records, June 2024

Commercial Timber Harvests

The Maine Forest Practices Act requires that landowners notify the Maine Bureau of Forestry of any commercial timber harvests and requires that harvests meet specific standards for activities adjacent to water bodies, clearcutting, and forest regeneration. For example, if harvests result in a clearcut larger than 5 acres, there must be a separation zone between clearcuts, and regeneration standards must be met. This rule also requires a harvest management plan developed by a licensed forester for clearcuts greater than 20 acres and prohibits clearcuts greater than 250 acres. Data collected in accordance with the Maine Forest Practices Act can be helpful in identifying overall trends but should be used with caution due to differences in reporting by individuals (see table). Noteworthy is that the total acreage harvested between 2002 and 2021 was 12,404 acres, about 6,000 acres more than the 6,310 acres harvested between 1991 and 2001. Additionally, there were 439 acres harvested for changes in land use (probably for house sites) since 2002 as compared to only 41 acres harvested for changes in land use between 1991 and 2001.

Summary of Timber Harvest Information for Greenville (Source: Maine Forest Service, 2021)
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Year	Selection Harvest (acres)	Shelterwood Harvest (acres)	Clearcut Harvest (acres)	Total Harvest (acres)	Change of Use (acres)	Number of Active Notifications
1991-1996	2,781	110	636	3,542	15	48
1997-2001	1,621	1,038	83	2,768	26	53
2002-2006	1,785	1,194	557	3,675	139	41
2007-2011	965	2,414	393	4,007	235	39
2012-2016	807	1,185	410	2,455	53	33
2017-2021	1,254	613	388	2,267	12	31
Total: 1991-2021	9,213	6,554	2,467	18,714	480	245
Note: To protect confidentiality, data is reported only where there are three or more landowner reports.						
Key to Headings: “ Selection harvests ” remove some trees of all sizes with the goal of encouraging regeneration with a multi-aged stand structure. “ Shelterwood harvests ” remove trees in 2 or more stages; the initial harvest removes most mature trees leaving enough trees as seed sources and to provide shade for a new generation of trees. “ Clearcut harvests ” remove most/all the trees in one harvest; regeneration occurs through natural seeding. “ Change of Use ” is usually removal and sale of trees prior to land clearing for development.						

Agriculture

There is very little commercial farming in Greenville. The short growing season, distance from markets and farm services, and the predominance of forestry are reasons for the limited amount of agriculture. Further, there are only a few areas that have prime farmland soil or farmland soils of statewide importance. There are, however, many people with gardens, or who raise a few horses or other livestock for personal use. Greenville does not have any farmer’s markets, community supported agriculture (CSAs) or community gardens.

Land Enrolled in the Farmland Property Tax Program

The Maine Farmland Property Tax Program is like the Tree Growth Program in that property taxes are assessed based on current use rather than market value if the land remains in agricultural use. In the Farmland Program the property owner is required to have at least five contiguous acres. The land must be used for farming, agriculture, or horticulture, and can include woodland and wasteland. The farmland must contribute at least \$2,000 gross income from farming activities each year. If at some point the property no longer qualifies as farmland, then a penalty is assessed.

Prime Farmland and Farmland of Statewide Importance

“Prime farmland” has been identified by the U.S. Department of Agriculture as land that is best suited to producing food, feed, forage, fiber, and oilseed crops. It has soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime Farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming results in the least damage to the environment. “Farmland of Statewide Importance” is land, in addition to prime, that is of statewide significance to produce food, feed, fiber, forage, and oilseed crops. These lands are generally considered nearly prime farmland and economically produce a high yield as prime farmlands if conditions are favorable. Areas with these important farmland soils are displayed on Map 12 Forestry and Farmland in the Appendix.

Chapter 10: Public/Community Services and Facilities

OVERVIEW

Community facilities and services are provided to protect public health and safety and insure the general welfare and wellbeing of residents and visitors. The adequacy of these facilities and services reflects the community's desirability as a place to live, work, recreate, and/or locate a business.

Many of Greenville's public services and facilities, such as Town Office services (voter registration, issuance of hunting and fishing licenses, and providing information about the area), emergency services, and municipal recreation facilities, serve people residing full-time or part-time outside Greenville. Assuring equitable funding of regionally used services and facilities is an ongoing concern for the Town of Greenville. In some cases, cooperative agreements can actually reduce costs to the individual communities involved.

In general, Greenville's municipal services and facilities, with some improvements and expansions, should be adequate to meet future needs. Future growth and development are not likely to outpace the Town's ability to keep up with necessary improvements. In fact, this growth may allow more cost-effective maintenance of underutilized facilities, such as the hospital, school, and airport. Most recently the addition of a Public Safety building has freed up space in the town office. The following recommendations address these issues and others for the next decade and beyond.

GOALS

1. Plan for, finance, and develop an efficient system of public facilities and services to accommodate growth and economic development, including expansion of Greenville as a regional economic service center.
2. Seek population growth through increased economic activity to improve the cost-effectiveness of providing public services and facilities.

POLICIES

1. Efficiently meet identified public facility and service needs.
2. Provide public facilities and services in a manner that promotes and supports growth and development, particularly in identified growth areas.

3. Support the efforts of other entities (Greenville Consolidated School, Moosehead Sanitary District, Maine Water Company, CA Dean Hospital/Ambulance, and others) to provide necessary public services and facilities. Encourage these organizations to operate efficiently and cost-effectively.
4. Seek cooperative and equitable regional participation in the delivery of efficient, affordable services.
5. Maintain a fair and equitable system of property taxation and increase valuation by encouraging economic activity and commercial development.
6. Recognize the limitations of property tax and outside sources of funding, such as grants.
7. Maintain a steady commitment to funding capital improvements through reserve accounts, creative lease-back arrangements, outside funding sources, and other efforts that maintain and improve capital assets without major fluctuations in yearly budgets.
8. Assure that new development does not overtax community services (Chapter I-11 Future Land Use Plan).
9. Advocate for maximum state funding for the Greenville Consolidated School (School Union 60).

IMPLEMENTATION STRATEGIES

1. Public Service and Facility Needs
 - a. Maintain or upgrade public administration, services, and facilities to accommodate growth and changing demographics. Periodically review needs and make changes, as needed.
 - b. Conduct a comprehensive review of public facilities and services to identify opportunities to more cost-effectively provide necessary services. For example, consider joint use of facilities, equipment and/or staffing by town, school, water district, sewer district, state agencies, other public and private sector partners, etc.).
 - c. Continue to explore options for regional delivery of local services.
 - d. Monitor growth and development in the region outside of Greenville and assess the demands and impacts on the Town of Greenville. Assure the equitable provision of services while seeking opportunities for improved service through cooperative efforts and agreements.
 - e. Advocate for more equitable service from Piscataquis County that is based on Greenville's proportionate share of county funding.

Responsibility for Implementation: Board of Selectmen, Town Manager, agency administrators; Timeframe: Ongoing

2. Town Administrative Capacity: Seek to improve administrative capacity as follows:
 - a. Review staffing and operations across departments (town administration, recreation, fire, police, etc.) to determine if there are opportunities for shared staffing, improved use of technology, or other options to more efficiently and cost-effectively improve service.
 - b. Explore the need for part-time dedicated administrative support to the Town Manager to improve financial and administrative functions, such as bookkeeping and grant administration. This would allow the Town Manager to focus more on economic development projects. Other staff would also be able to provide better customer service at the counter. (Currently, the Clerk, Deputy Clerk, Code Enforcement Officer and Bookkeeper are taking time from their work to provide administrative assistance to the Town Manager)
 - c. Explore the need for a part-time person to do General Assistance so that the one individual who does the bookkeeping, voter registration, human resources, insurance and counter customer service would have a more reasonable workload and be able to provide better service.

Responsibility for Implementation: Board of Selectmen, Town Manager, department heads; Timeframe: Ongoing

3. Town Office: Explore the need for more town office space; consider the following:
 - a. Office space for the Recreation Director (currently using the meeting room).
 - b. Expansion of the meeting room. (If larger meeting room space is built elsewhere office space in case this position is changed from consultant to employee. in the future, then some existing Town Office meeting room space could be converted into office space).
 - c. More adequate fireproof storage space for records and documents, and cabinets for tax maps and other maps.
 - d. Digitizing property tax records and other important documents.
 - e. Plan for assessor's

Responsibility for Implementation: Board of Selectmen, Town Manager; Timeframe: Consider as a part of #1 and #2 above.

4. Emergency Preparedness: Continue to improve emergency preparedness including communications, and emergency shelters (Greenville Consolidated School and Town Office). Work to address the need for “emergency in-place shelter facilities” for senior-housing complexes.

Responsibility for Implementation: Board of Selectmen, Town Manager, Police Chief, other emergency preparedness partners; Timeframe: Ongoing

5. Police Department: Explore costs for a third full-time police officer if citizens demand full-time, twenty-four-hour coverage (police are currently on-call during the 3rd shift - nights). Continue to replace vehicles every four to five years, and upgrade computer and software equipment as needed.

Responsibility for Implementation: Board of Selectmen, Town Manager, Police Chief; Timeframe: Ongoing

6. Fire Department: Explore the need for at-least a part-time, paid fire chief. Actively recruit and maintain volunteer firefighter ranks. Make energy-efficiency improvements to the fire station and replace the fire-service utility van and the ladder truck within the next ten years.

Responsibility for Implementation: Board of Selectmen, Town Manager, Fire Chief; Timeframe: Ongoing

7. Public Works: Replace two Ford Sterling Wheelers (trucks) over the next decade. Pursue construction of a covered sand and salt storage facility, if state funding becomes available.
8. Solid Waste Disposal and Recycling: Seek to reduce the cost of solid waste disposal and recycling.
 - a. Explore opportunities for partnerships with other towns, the county and/or the private sector.
 - b. Explore opportunities to increase recycling to off-set waste disposal costs.

(#7 and #8 above) Responsibility for Implementation: Board of Selectmen, Town Manager. Timeframe: Ongoing

9. Maine Water Company, Greenville Office: Support the Company's efforts to do the following:
 - a. Systematically replace the distribution system, as needed; expand the system to meet the needs of new customers, such as new customers in the Town's industrial park; and to be consistent with the Future Land Use Plan. Assist in obtaining grant funding for these efforts, as needed.
10. Moosehead Lake Sanitary District: Support the District's efforts to improve and maintain the system, as needed. This is a primary challenge faced by the community in Greenville and encouraged expansion of the system consistent

- with the Future Land Use Plan should be at the forefront of priorities. Assist in obtaining grant funding for these efforts, as needed.
11. C.A. Dean Hospital and Ambulance: Support and collaborate with the Hospital and Ambulance Service to provide a range of medical services. Explore future needs, such as increased paramedic coverage and providing health-related recreation activities and facilities. Assist in obtaining grant funding for these efforts, as needed.
 12. School Union 60: Work with the School Union to address the following:
 - a. Continue to seek strategies for providing high-quality education as economically as possible. Fully utilize state funding, and aggressively pursue grants and other sources of funding, as appropriate. Assist in obtaining grant funding for these efforts, as appropriate.
 - b. Address future use of the Nickerson School property for maximum community benefit.
 - c. Consider educational alternatives, such as forming a charter school or magnet school, or partnering with other entities to increase enrollments, and take advantage of the rich natural resources and cultural heritage of the region.
 - d. Explore options and strategize for regional and state support or alternative systems/mechanisms to continue regular school operation.
 13. The Shaw Public Library: Continue to support the Library Board of Trustees in improving the library, much like the completed construction of a new connector between the buildings (eliminating the need for new handicapped accessible entrance and restroom) and other projects, as needed.
 14. Capital Investment Plan: Include any capital needs in the Capital Investment Plan.

(#9 through #15 above): Responsibility for Implementation: Board of Selectmen, Town Manager, agency and department heads; Timeframe: Ongoing

15. Regional Wellness, Recreation and Rehabilitation Initiative: Investigate opportunities to provide health-related recreational and rehabilitation programs, including a senior wellness program, in collaboration with the C.A. Dean Hospital. Explore as a long-range initiative the development of a regional wellness, recreation and rehabilitation center (senior center, gym, fitness rooms, indoor pool, etc.). Investigate sources of funding to support these services and facilities.

Responsibility for Implementation: Selectmen, Town Manager, Recreation Director, C.A. Dean Hospital CEO; Timeframe: Ongoing, begin to explore regional center in 2024/25.

Chapter 11: Parks, Recreation and Open Space

OVERVIEW

Outdoor recreation and public access to open space and water bodies is a strong tradition in the Moosehead Lake Region. The region's sparsely populated forests, mountains, lakes, rivers, streams, wildlife, fisheries, historic and archaeological sites, and spectacular scenery provide the setting for a wide range of outdoor, recreational activities and nature-based tourism. The public has access to most of these areas because they are either publicly owned or conserved, or landowners allow public access. As the gateway for the region, Greenville serves year-round and second-home residents, as well as thousands of tourists who visit the area. While many recreational offerings are provided by the state and private entities, the Town of Greenville plays an important role in providing municipal services and facilities to support recreation.

GOALS

1. Promote and protect the availability of outdoor recreational opportunities for all citizens, including managed access to surface waters.
2. Promote the Moosehead Lake Region as a year-round destination for nature-based tourism and outdoor recreation with Greenville as the gateway and service center hub.
3. Strive to provide affordable recreation programs and facilities for everyone.

POLICIES

1. Maintain a Town recreation program under the direction of the Recreation Director with oversight from the Town Manager and input from the Recreation Committee.
2. Maintain/upgrade existing recreational facilities, as necessary to meet current and future needs.
3. Develop a long-range plan for the expansion of recreational offerings, based on identified needs, and seek a variety of partners, funding sources and other mechanisms to support programs and projects.
4. Continue to collaborate with the Greenville Consolidated School to provide complimentary recreation and sports programs, including utilization of the gym and other facilities, and funding partnerships.

5. Continue to collaborate with and/or encourage public and private sector entities in improving, expanding and diversifying recreational opportunities in the region, while seeking to enhance Greenville as the gateway and hub.
6. Continue to promote the development and maintenance of motorized, non-motorized, and multi-use trail systems that connect with regional trail systems.
7. Seek to achieve and/or continue to maintain at least one major point of public access to major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.
8. Preserve open space for recreational use, as appropriate.
9. Encourage the development of indoor recreational offerings to provide activities for year-round and seasonal residents, and tourists, particularly when weather conditions discourage outdoor activities.
10. Assure that land use regulations allow a variety of recreational facilities in a number of locations.

IMPLEMENTATION STRATEGIES

1. Collaboration: Promote the Moosehead Lake Region, with Greenville as the gateway, for a broad range of recreational opportunities through collaboration with public and private partners in the region. Include recreation in economic development plans (Chapter I-3 Economy).

Responsibility for Implementation: See Chapter I-3. Economy Recommendations, also Recreation Director, Recreation Committee, recreation organizations; Timeframe: Ongoing

2. Greenville Parks and Recreation Program: Seek to maintain a Parks and Recreation Program designed to provide affordable recreation activities and facilities for everyone. Consider the following:
 - a. Coordinate the Town's recreation program and facility improvements in conjunction with the overall economic vision.
 - b. Continue to fund the full-time recreation director position and seek opportunities to expand staffing when needed, such as during the busiest times of the year.
 - c. Conduct a thorough review and reassessment of recreation programs and facilities to determine needs, priorities and potential sources of funding. Utilize the results of the opinion survey (Appendix A), the findings of this Plan, and investigate the demand for specific recreational programs to meet the needs of everyone.

- d. Continue to work with other entities, such as School Union 60 and C.A. Dean Hospital to provide programs and utilize facilities in an efficient, cost-effective manner.

Responsibility for Implementation: Selectmen, Town Manager, Recreation Director and Recreation Committee; Timeframe: a. and b. ongoing; c. begins in 2024/25 and ongoing.

3. Capital Investment Plan: Include any capital needs identified for recreation facilities in the Capital Investment Plan (Chapter I-12). Consider the following needs:
 - a. access to adequate gym facilities for both town and school functions;
 - b. new equipment at the skateboard park;
 - c. improvements at the Pine Grove Playground;
 - d. continue beach improvements (more sand/less rocks), wooden canopies to provide shade, and parking at Red Cross Beach;
 - e. improved bicycle and pedestrian access under the Pritham Avenue railroad trestle to provide access to Junction Wharf; and
 - f. overall improved maintenance to recreation facilities.

Responsibility for Implementation: Selectmen, Town Manager, Recreation Director; Timeframe: See Capital Investment Plan; ongoing.

4. Recreational Trail Systems: Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses, which are connected to statewide and regional trail systems.
 - a. Support the efforts of recreational clubs, such as Moosehead Riders Snowmobile Club, Moosehead ATV Riders Club, Appalachian Mountain Club, Maine Appalachian Trail Club, Moosehead Outdoor Alliance, Maine Huts and Trails, State of Maine, and private businesses, in developing and maintaining trail systems.
 - b. Work with regional partners to develop a multi-use trail system that encircles Moosehead Lake with Greenville at its base. As a first priority, develop a new Greenville/Kokadjo trail with assistance from the Piscataquis County Economic Development Council and other partners.
 - c. Actively participate in the development of trails, trail connections.
 - d. Monitor and address conflicts between motorized and non-motorized uses, including recreational vehicle use of public roads.

Responsibility for Implementation: Selectmen, Town Manager, Police Chief, public and private entities; Timeframe: Ongoing; (See also Chapter I-3 Economy)

5. Access to Major Water Bodies and Other Lake/Pond Issues:
 - a. Maintain and improve public access and boat launches on Moosehead Lake and at major ponds. Look for opportunities to assure public access to the town's other ponds.
 - b. Encourage the state to provide overnight parking facilities at Wilson Pond Boat Launch for users of the remote campsites on the pond.
 - c. Monitor mooring issues in Moosehead Lake and take action, if necessary.

Responsibility for Implementation: Selectmen, Town Manager, public and private entities; Timeframe: Ongoing

6. Land Conservation Partnerships: Work with area landowners and conservation organizations, such as the Forest Society of Maine, Appalachian Mountain Club, Nature Conservancy, Friends of Wilson Pond, and others to pursue opportunities to protect important open space and recreation land, as needed.

Responsibility for Implementation: Selectmen, Town Manager, public and private entities; Timeframe: Ongoing

7. Landowner Education and Support: Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum, include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. Section 159-A.
 - a. Make available at the Town Office and/or through links on the Town Web page material from the Maine Department of Agriculture, Conservation, and Forestry's Landowner Relations Program.
 - b. Encourage recreational clubs that utilize private land to provide landowner appreciation and education programs.

Responsibility for Implementation: Town Manager, public and private entities; Timeframe: Ongoing

8. Land Use Planning and Regulation:
 - a. Review and update, as needed, the Land Use Ordinance to allow a range of recreational activities and facilities consistent with economic goals and the Future Land Use Plan.
 - b. Consider including provisions to allow the Planning Board to require that developers of large residential developments provide open space and recreational facilities for their residents.

- c. Consider the need to develop recreational corridors, such as along streams and ponds that could be developed as walkways or bikeways, at a later date. These corridors could be taken into consideration as development proceeds. (See Chapter I-11 Future Land Use)

Responsibility for Implementation: Planning Board; Timeframe: Begin review 2024/25 and ongoing.

SUMMARY

Recreational Facilities and Programs Needed to Accommodate Projected Growth

In general, the Town's existing recreational facilities and programs, with improved maintenance, upgrades, and expansions, may be adequate to meet future needs. Funding is an issue at this time, which means the Town will need to prioritize facility improvements and recreation programming. New sources of funding, including "pay to play", grants and fundraising should be explored. As stated previously, future growth and development is not likely to outpace the Town's ability to maintain necessary improvements, and in fact, future growth may improve the community's ability to sustain and expand recreational facilities and programs more cost-effectively.

Specific Recreational Needs

The Greenville Recreation Department has identified a number of needs for the next ten years, including: (1) expanded hours for the Recreation Director; (2) access to a recreation facility (gym) separate from the one at the Greenville School for activities for children and teens; (3) overall improved maintenance to recreation facilities.

Open Space Available for Public Recreation

The availability of open space for outdoor recreation is a major asset for the Moosehead Lake Region. There is a considerable amount of public land and/or conservation land accessible to the public in the Moosehead Lake Region, and it is a major economic asset to the area.

Greenville has a number of public recreational facilities in the village including two beaches, several parks, and Junction Wharf. There are also public boat launches at Sawyer Pond and Lower Wilson Pond. Most of the land in Greenville is privately owned, including large tracts of working forests. In general, most of the large landowners allow public access for a variety of uses. However, as land becomes developed public access is often restricted and issues such as the relocation of the ITS snowmobile trail along the

Scammon Road north of Lower Wilson Pond may present challenges. The addition of Crafts Landing and Park utilizing land donated by Greenville's Richardson Family has been a welcome addition to lands able to be used for recreation.

Land Conservation Mechanisms and Partnerships

The Town does not have an open space fund or a formal partnership with a land trust. There are a number of non-profit land trusts active in the Moosehead Lake Region including the Forest Society of Maine, the Appalachian Mountain Club and the Nature Conservancy. The Forest Society of Maine has an office at the Natural Resources Education Center and will oversee most of the conservation land associated with the Moosehead Lake Concept Plan. The Appalachian Mountain Club has an office in downtown Greenville and is also active in the region outside of Greenville. The Town may want to look for opportunities to partner with these organizations in the future, if important open space parcels are identified for future conservation in Greenville.

Public Access to Significant Water Bodies

There is formal public access to Greenville's most significant lakes and ponds, including Junction Wharf and several other facilities on Moosehead Lake, and boat accesses at Sawyer Pond and Lower Wilson Pond. There is access to Upper Wilson Pond via the narrows that connect to Lower Wilson Pond. The use of moorings on Moosehead Lake may be a challenge the Town will need to address.

Recreational Trails

There are many recreational trails in and around Greenville. Snowmobile trails have received a high level of maintenance over the past decades because of their long-standing importance to the local economy. The ATV system, while less developed, has expanded considerably over the past decade. These trails are generally well-maintained as a result of the efforts of volunteer club members. The ITS snowmobile system is maintained by a private contractor paid for through Maine Department of Conservation and Town funds. Efforts are underway to develop a multi-use trail system, including a multi-use trail that would loop around Moosehead Lake.

The Town recently completed a village perimeter trail for multiple uses, which interconnects with other trails. The Town should monitor ATV use of the Pritham Avenue portion of this perimeter trail to assure compatibility and avoid conflicts. The Town, local snowmobile and ATV clubs with assistance from the Piscataquis County Economic Development Council are working to fund and construct a new Greenville/Kokadjo permanent trail that replaces some of the existing snowmobile trails. Other non-motorized trails are located at the Moosehead Lake Visitors Center. There are also many

other informal trails, such as those associated with logging roads. The Town will want to monitor conflicting uses on trails, particularly impacts on non-motorized uses which are not always compatible with motorized uses. Both ATV and biking trails should also be monitored.

Town Parks and Recreation

Public parks and recreation programs and facilities are those owned and/or operated by the Town, including the school department. These programs and facilities are either provided to the public free or at minimal cost and are open to residents as well as non-residents.

Recreation Department and Programs

The Greenville Selectmen appoint the six members of the Recreation Committee who work with the part-time Recreation Director (20 hours/week). The Town also employs several part-time counselors for summer programs, including lifeguards for Red Cross Beach. The Department's annual budget is around \$50,000. The Department also does fundraise and provides scholarships for children to participate in programs.

Recreational programs offered over the past several years have included the following activities for youth: cheering, basketball, baseball, soccer, golf, T-ball, tennis, little league softball, swimming lessons, babysitting classes, cooking classes, Destination Imagination (creative thinking and problem-solving competitions), and a variety of special events (dances, Easter egg hunt, concerts, holiday parties, etc.).

The Public Works Department is responsible for maintaining most of the Town's recreation facilities. The Town discontinued maintenance of the skating rink for the winter of 2011/12 primarily due to the cost, which resulted in the loss of ice skating and the hockey programs. The Recreation Department oversees maintenance and use of the tennis and basketball courts, the skateboard park/ice rink and the Red Cross Beach.

Future Needs

A number of short-term and long-term needs have been identified. Given the popularity of the Recreation Department's programs, and the time involved in organizing them, it appears there is a need to expand the Recreation Director's hours. Additionally, there is an ongoing need to provide additional activities for kids and teens during non-school hours. A major constraint on providing more activities is the absence of a recreation center (gym) separate from the school facilities. Conflicts between school activities and those of the Recreation Department have increased with the consolidation

of the school into the Oakes Building. Specific facility needs are included in the following table.

Public Recreation Facilities in Greenville

The following is an inventory of public recreational facilities in the Town of Greenville. These facilities are displayed on Maps 4 and 6 in the Appendix.

Public Recreation Facilities in Greenville		
Facility/Location	Description	Future Needs
Municipal Facilities		
Junction Wharf; Pritham Avenue	Moosehead Lake - boat launches, swimming beach, common green space, picnic tables, small bathhouse, playground, parking for about 24 vehicles plus trailers and 8 vehicles	Recently rehabilitated facility – good condition. Improve bicycle and pedestrian access, including under railroad trestle. Address geese defecating on the grounds.
Preo Park; Preo Street	Moosehead Lake - canoe/kayak launch, picnic area, small amount of parking	Better maintenance
Red Cross Beach; Craft's Road	Moosehead Lake - beach, bathrooms, changing rooms, storage building, picnic area, parking	Better maintenance, improved parking, beach improvements (more sand/less rocks), wooden canopies to provide shade
Thoreau Park and Boardwalk, public dock, information kiosk; Pritham Avenue	Moosehead Lake - public dock, waterfront boardwalk, benches, picnic area, gateway to Moosehead Lake Town-maintained public restroom in Moosehead Marine Museum	Better maintenance
Pine Grove Playground; Prospect Street	Playground, open space, street parking, picnic tables	Replace outdated playground equipment, Boy Scout project underway to address this.
Greenville Consolidated School Campus; Pritham Avenue	Gymnasium, two tennis courts, skateboard park (formerly also used as ice skating rink), outdoor lighted basketball court, track, baseball/softball fields, running track, volleyball court, ball fields, soccer field, playground, nature trail	New equipment for skateboard park; resurface tennis and basketball courts. new lighting and fencing at tennis courts

Moosehead Lake Visitor's Center; Moosehead Lake Road	Natural Resources Education Center, Moosehead Lake Chamber of Commerce, and Forest Society of Maine – visitor's center, natural trail, cross-country trails, etc.	Overall facility expansion
State Facilities		
Sawyer Pond Boat Launch; Scammon Road	150 ft. carry-in public boat launch, small floating dock at the end of the trail, parking for about 8 vehicles	
Wilson Pond Boat Launch; East Road	Boat ramp, floating dock, parking for about 10 vehicles with trailers	Overnight parking for remote campsites

Source: Town of Greenville staff, 2011/12

TRAIL SYSTEMS

Regional Trails Systems

There are a number of formal and informal trail systems in Greenville and the Moosehead Lake Region for a variety of recreational activities such as walking, hiking, biking, canoeing, snowshoeing, horseback riding, snowmobiling and ATVing. Perhaps the most significant regional trails are the Appalachian Trail, which extends from Georgia to Maine and is part of the National Park System, the Northern Forest Canoe Trail (New York, Vermont, Quebec, New Hampshire, and Maine), and the Maine Interconnecting Trail System of snowmobile trails that extends throughout Maine and into Canada. There are also regional ATV trails, the Maine Huts and Trails, and the Appalachian Mountain Club huts and trail systems. Since 2020 Moosehead Outdoor Alliance has designed and built biking trails that will in time be a part of a 25-mile trail system.

In general, there appears to be a desire for more trails and a greater variety of trails, including multi-use trails, long-distance trails, interconnecting trails, trails for overnight and/or day use, scenic trails to waterfalls or scenic outlooks, village area trails, non-motorized and motorized trails, canoe trails, etc. These trails and trail systems are an important component of the region's economy.

Multi-Use Trails in Greenville

There is growing interest in Greenville and the region for the development of multi-use trails. One of the advantages of multi-use trails is that construction and maintenance

costs can be shared and/or serve multiple purposes. For example, trails and bridges that are constructed for ATVs are usually more than adequate for many other recreational uses and can easily serve as snowmobile trails in the winter. One of the challenges of multi-use trails is managing conflicts between motorized and non-motorized users, which should be a consideration in construction and management of trail systems.

Village Area Multi-use Trail

The Town recently completed a portion of a multi-use trail that starts from Depot Road near the Greenville Steam Road and extends around the southern portion of the village and connects to Eveleth Hill Street near the Moosehead Lake Road. The trail is open to walkers, joggers, bikers, cross-country skiers, ATVers, snowmobilers, horseback riders, and other types of users. This new section of trail connects with the in-town streets that have been designated for ATVs, and that are also used by snowmobiles. These streets include portions of Pritham Avenue, Moosehead Lake Road, and Lily Bay Road. The trail system is designed to create a village area loop, as well as connections to other ATV and snowmobile trails in the area. (See Maps in Appendix)

Moosehead Lake Multi-Use Trail

The vision for the Moosehead Lake Multi-Use trail system is one of a multi-use trail that creates a large loop from Greenville to Kokadjo northward up and around Moosehead Lake and back around to Rockwood and back down to Greenville. Food and fuel stops would be available at the small communities along the way. Current efforts are underway to work towards this vision through a collaborative effort involving the Town, local snowmobile and ATV clubs, and Piscataquis County Economic Development Council (PCEDC). The project involves construction of a new Greenville/Kokadjo permanent trail that replaces some of the existing snowmobile trails. Once the exact route is identified, the PCEDC will assist the Town with obtaining funding for the construction of the multi-use trail, which is likely to be over \$100,000.

SNOWMOBILE AND ATV TRAILS AND CLUBS

Snowmobile Trails

The Moosehead region has what many consider world-class snowmobiling. The five snowmobile clubs in the region maintain hundreds of miles of local trails that interconnect to the Maine Interconnecting Trail System (ITS), which provides access to other parts of Maine, New Hampshire, and into Canada. ITS 85, 86 and 88 extend through Greenville. Many businesses in Greenville and the region cater to snowmobilers,

including restaurants, lodging establishments, guide services, dealers and repair shops, equipment rentals, gas and fuel services, and others. The local club based in Greenville is the Moosehead Riders Snowmobile Club, which has a clubhouse off Scammon Road. Volunteers from the Moosehead Riders maintain about 50 miles of club trails in Greenville and areas to the north of town extending to Kokadjo. The club has a Jeep Cherokee groomer and several drag sleds that it uses to groom club trails. Greenville ITS Grooming, a private company, grooms the ITS trails in the region (about 60 miles).

All-Terrain Vehicle (ATV) Trails

The ATV trail network in the Moosehead region has been developed over the past ten to twenty years. The Moosehead ATV Riders is a local club that offers a well-marked trail system up the west side of Moosehead Lake. The region's ATV system consists of over 99 miles of trails including portions of snowmobile ITS 88 plus sections of Pritham Avenue, Depot Street, Lily Bay Road, and the recently developed multi-use village perimeter trail. The club meets at the snowmobile clubhouse on Scammon Road, and many members are members of both clubs. The ATV club relies on volunteers to build and maintain trails using their own equipment.

Snowmobile and ATV Trails and Clubs - Future Needs:

In addition to the multi-use trail described previously, the clubs' ongoing needs are funding for maintenance of the trails and more volunteers. Funding through the Department of Conservation and other grants along with member dues currently supports trail maintenance.

Non-motorized Trail Uses

Popular non-motorized trail activities include hiking, biking, cross-country skiing, snowshoeing and horseback riding. The multi-use snowmobile and ATV trails described above can be used for non-motorized uses. In addition to these trail systems, there is the NREC nature trail, the trails at the school, and many informal trails, logging roads, rail beds in rural parts of Greenville and the Moosehead Region. Perhaps the most significant hiking trail in the region is the Appalachian Trail (AT) which passes southeast of Greenville and onto its terminus atop Mount Katahdin.

There are many other noteworthy trails in the region, a few of which are noted here including those associated with the B-52 Memorial Site on Elephant Mountain, Mount Kineo, Lily Bay State Park, Big Moose Mountain, Indian Mountain, Borestone Mountain, Big Spencer Mountain, Moxie Falls, and Little Wilson Falls. There are private businesses

in the region that have cross-country ski and/or snowmobile trail systems. There are also downhill ski trails at Moose Mountain (formerly Squaw Mountain Ski Resort).

Public Access To Important Water Bodies In Greenville

Public access to lakes, ponds, and streams facilitates the use of these water bodies for a number of recreational pursuits, including boating, swimming, and fishing. The availability of public access is one of the criteria the Maine Inland Fisheries and Wildlife uses to determine which lakes and ponds are stocked for sport fisheries. Fishing is a very important recreational pursuit in the region, and a more detailed discussion on fisheries can be found in Critical Natural Resources.

As displayed in the previous table there is considerable public access to Moosehead Lake in Greenville, including Junction Wharf, the beaches, and Thoreau/Waterfront Park. There are at least two state facilities that provide public access to Moosehead Lake at locations outside Greenville and further up the lake: the Rockwood Boat Launch on the west side of Moosehead and Lily Bay State Park on the east side of the lake.

Private marinas offer docking facilities, and some of the lakeside resorts and restaurants offer docking and decks. There are also three seaplane services operating out of Greenville on Moosehead Lake. The Maine Forest Service and the Maine Department of Inland Fisheries and Wildlife also have water access, but these are not open to the public. Public access to Moosehead Lake is generally considered adequate at this time. The issue of moorings in the coves has been investigated but was determined not to be a big enough issue to warrant the development of an ordinance at this time. The primary concern was conflicts between the moorings and the steamboat Kate and the seaplanes. There are state-maintained boat facilities at both Sawyer Pond and Lower Wilson Pond. A narrow channel from Lower Wilson Pond provides access to Upper Wilson Pond. Public access has also been provided at Crafts Landing and Park by the MLREDC.

Public Access To Open Space

Public access to open space is a huge part of what Greenville and the region has to offer. Fortunately, there are a number of state and local parks, state public reserve land, and conservation land that provide public access. Many private landowners also allow public access for certain activities.

Private Businesses

In addition to the extensive public and semi-public recreational amenities and offerings, there are many private, for-profit businesses providing recreational activities, facilities, and accommodations. Private recreational services and facilities include

seaplane rides and excursions, wilderness outfitters, whitewater rafting companies, guide services, private beaches, lake cruises and boat rides, sporting camps, marinas, skiing (downhill/cross-country), golf courses, dog sledding and horseback riding stables.

Many businesses provide accommodations for tourists, such as bed and breakfasts, inns, motels, campgrounds, and restaurants, or provide opportunities for shopping, such as craft shops, art galleries, antique shops, and souvenir shops. Indoor recreational offerings include pools and activity rooms at inns and motels. A listing of businesses in Greenville is included in the Economy of this Plan.

Chapter 12: Water Resources

OVERVIEW

Clean, abundant water is an essential resource in any community, and particularly important to the Town of Greenville. Ground water is the primary source of drinking water in Greenville, both for the public water supply and for those with individual wells. Surface water resources include Moosehead Lake (the largest lake in Maine), Upper and Lower Wilson Ponds, Prong Pond, Sawyer Pond, Rum Pond, and several other smaller ponds, Big Wilson Stream, and numerous other streams and wetlands. This chapter inventories and assesses the health and value of these water resources.

POLICIES

1. To protect, maintain and, where warranted, improve marine habitat and water quality.
2. To protect significant surface water resources from pollution and improve water quality where needed.
3. To protect water resources in growth areas while promoting more intensive development in those areas.
4. To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.
5. To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.

STRATEGIES

1. Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.
2. Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.
3. Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.

4. Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.
5. Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.
6. Provide educational materials at appropriate locations regarding aquatic invasive species.

SUMMARY

Point Sources (Direct Discharges) of Pollution

Point-source discharges in Greenville include wastewater outfalls associated with the public water and sewer districts, and all are compliant with federal and state regulations. The Town's sand and salt facility, former landfill, and transfer station are also compliant with state regulations. No other potential point-sources of pollution have been identified. State and local regulations prevent future pollution from point-sources of pollution, such as from service stations, fuel storage facilities, and junkyards. Private contractors' salt storage is one potential source of point-source pollution that may not receive adequate oversight.

Non-point Sources of Pollution

Non-point sources of pollution usually are a result of stormwater runoff that flows over the ground until it reaches a body of water. Stormwater runoff can carry pollutants, such as soil, fertilizers, pesticides, manure, and petroleum products that may originate from places like farm fields, driveways, roads, golf courses, and lawns located within a watershed. This type of pollution can be particularly harmful to lakes and ponds. Greenville's lakes and ponds must- excellent water quality: however, ongoing development is a potential threat. Several specific locations where non-point pollution may be occurring include stormwater carrying winter salt and chemicals flowing down ditches and culverts along Moosehead Lake Road and Lily Bay Road and directly into Moosehead Lake. At a minimum, the Town will want to monitor this.

Protection for Groundwater Supplies

The Town's public water supply (two wells) is in state public reserve land in Moosehead Junction Township. Water quality monitoring wells associated with the sanitary district provide ongoing protection for the water supply. Other public water supplies (Moosehead Family Campground, the Lodge at Moosehead Lake, Moosehead

Cottage Resort, and the Kineo View Motor Lodge) are protected through state laws and the Town's Land Use Ordinance. The Town's ordinance includes a groundwater overlay district that protects identified high-yield aquifers, and other standards to protect groundwater town-wide. The Town should review and amend these regulations to be consistent with current state and federal laws, and to provide any necessary additional protection.

Protection for Surface Waters

Surface waters, including Moosehead Lake, ponds, wetlands, and streams, are protected through state laws and the Town's Land Use Ordinance. The Town should review and amend its ordinance as necessary to be consistent with current state and federal laws, and to provide any needed additional protection.

Public Works Use of Best Management Practices to Protect Water Resources

Greenville's Public Works Department does a good job using best management practices to protect water quality on town-owned property and Town projects (e.g., salt/sand pile maintenance, culvert replacement, street sweeping, and public works garage operations). More oversight is needed to ensure that private contractors are using the management practices.

Opportunities to Partner with Local or Regional Advocacy Groups

Advocacy groups include the Friends of Wilson Pond Area (FWPA) and the Moosehead Lake Fisheries Coalition (MLFC). There are also volunteers working within the Maine Volunteer Lakes Monitoring Program. These organizations conduct water quality monitoring and monitoring for invasive species. The FWPA also focuses on land conservation and education, among other activities. The MLFC focuses on efforts to support habitat for Coldwater fisheries. There are several state grant programs available to protect water quality. The Town should encourage the formation of lake associations for all its developed ponds. In general, the Town and its partners should continue to monitor and take steps to protect the water quality of its lakes, ponds and streams, including efforts to prevent invasive species.

Groundwater Resources

The primary water supply for residents is groundwater through the public water supply system or individual dug or drilled wells. Groundwater resources are either

bedrock aquifers or sand and gravel aquifers. A bedrock aquifer is generally adequate for small yields. A sand and gravel aquifer are deposits of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater. The Maine Geological Survey has mapped “significant sand and gravel aquifers” in Greenville. “Significant sand and gravel aquifers” have yields that might be suitable for public water supplies or for uses that require significant quantities of water.

There are three aquifers located in the northern part of the town: the largest one also extends into Beaver Cove, another associated with Prong Pond also extends into Beaver Cove, and the third is a small extension into Greenville with the major portion of the aquifer in Bowdoin College Grant West Twp. Greenville’s other aquifers are located generally west of the village. All these aquifers have predicted yields between 10 and 50 gallons per minute.

The areas mapped by the state represent the principal groundwater recharge sites. Recharge is the process of precipitation filtering through the soil to replenish the groundwater. The recharge area probably extends beyond the shaded area of the aquifer. (See Map in the Appendix) While the state has not mapped bedrock aquifers in Greenville, it is likely that most homes with wells rely on bedrock aquifers. It has been roughly estimated that 70% of homes with private wells in Maine are served by bedrock aquifers.

Greenville’s landfill and sand and salt facilities are secure and currently meet Maine Department of Environmental Protection (MDEP) standards. The former landfill, located in Moosehead Junction Twp. was closed in January 2012, at which time the transfer station was opened in the Greenville Industrial Park. The Town’s sand and salt facility is located at the town garage in the Greenville Industrial Park. The former sand and salt facility, now owned by a private contractor, is in Moosehead Junction in the industrial park in that community. Both are licensed by the MDEP. Greenville’s Land Use Ordinance contains performance standards designed to protect groundwater resources and public water supplies town wide. It also has a groundwater overlay district that coincides with the state-identified, high-yield aquifers. The ordinance needs to be updated to reflect changes in the identification of those aquifers. (See Map in Appendix)

Public Water Systems

A “public water system” is defined by state and federal statute as one that serves 25 or more people for 60 or more days per year.

There are three types: “Community Water Systems” which serves people in their place of residence (town water supply). “Non-Transient Non-Community Water Systems”, systems serve schools, office buildings, etc. “Transient Non-Community Water

Systems”, systems serve a constantly changing, transient population, such as systems associated with motels, restaurants, and campgrounds. Greenville’s “community water system” that serves the village is operated by the Maine Water Company. The water source for the system is the Wiggins Brook Well located on State Public Reserve land in Moosehead Junction Township (see Map in the Appendix). The water supply consists of two wells, both located on state public reserve land, which provide considerable protection.

The closest potential source of chronic contamination is the municipal wastewater treatment plant, where there are several groundwater monitoring wells. (See Chapter Public/Community Facilities and Services for more information about the Maine Water Company) Maine’s Drinking Water Program lists the following “non-community” public water supplies: Moosehead Family Campground, the Lodge at Moosehead Lake, Moosehead Cottage Resort, and the Kineo View Motor Lodge. Federal and state (Public Law 761) regulations require that owners of these public water suppliers take steps to protect them. In general, the source protection area around non-community supplies are 300 feet. There are several state laws, including the state plumbing code, that address the location of potential threats to these water supplies. Further, public water suppliers must be notified of certain activities occurring on nearby properties. These activities include automobile graveyards, recycling businesses, junkyards, septic system expansions or replacements, activities requiring a Maine Natural Resource Protection Act Permit or a State Stormwater Permit, subdivisions, and other land use projects. In general, in any situation where a permit is required, any nearby public water suppliers should be notified of the project. The Land Use Ordinance should be amended to reflect this.

Water Quality of Surface Waters

Greenville has an abundance of surface water resources. In general, the town’s water quality is good to excellent due to the widely dispersed population (other than in the village) and mostly forested land cover. Undisturbed forest is about the least polluting form of land cover in terms of nutrients and sediments lost to surface waters. Sediment is usually the single greatest pollutant by volume in most watersheds. Roadside runoff, gravel pit runoff, and stream bank erosion are major contributors of sediment to surface waters. Road crossings (bridges and culverts) can also contribute significant amounts of polluted runoff to streams.

Other threats to water quality include nutrients and pathogens from improperly maintained septic systems; pathogens, nutrients, sediment and toxic substances, such as heavy metals from stormwater runoff from developments; landfills; salt storage sites; underground storage tanks; hazardous materials spills; and litter. Timber harvesting and agricultural activities can also impact water quality. Timber harvesting activities, such as

the layout of roads and skid trails, location of landings and stream crossings, can contribute to water quality problems, particularly when these activities are conducted on steep slopes. Most non-point sources of pollution from agricultural activities (barnyard runoff, eroding farmland, fertilizers, etc.) occurs during the fall, winter and spring when the ground is frozen.

Water Classification

Maine has four water quality classes of rivers and streams: AA, A, B, and C (MRSA, Title 38 §465). Each classification assigns designated uses and water quality criteria and may place specific restrictions on certain activities such that the goal conditions of each class may be attained. There is not much difference between the uses or the qualities of the various classes because all attain the minimum fishable-swimmable standards of the federal Clean Water Act. Most support the same set of designated uses with modest variations. The classification system is really a hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events.

Classes AA (rivers and streams) and GPA (lakes and ponds) involve less risk since activities, such as waste discharges and impoundments are prohibited. The expectation to achieve natural conditions is high and degradation is therefore less likely. Class A waters allow impoundments and very restricted discharges, so the risk of degradation, while small, does increase since there is some human intervention. All the streams in Greenville are classified as class A water bodies.

Maine statute (MRSA, Title 38 §465-A) has designated one standard (GPA) for the classification of great ponds (at least 10 acres in size), and natural lakes less than 10 acres in size. Specifically, Class GPA waters shall be suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural.

Class GPA waters shall meet specific water quality standards and shall be free of culturally induced algal blooms which impair their use and enjoyment. The number of *Escherichia coli* bacteria of human origin in these waters may not exceed minimal levels. There may be no new direct discharge of pollutants into Class GPA waters, other than those that are legally exempt. The statute further states that no activities or land uses may take place on the banks of the water body or in the watershed that might degrade the water quality below the attainment level of the classification.

Currently, all Greenville's lakes and ponds meet their water quality classification. Sawyer Pond is currently meeting its water quality standards, but for several years it was

on the Maine Department of Environmental Protection’s list of “Direct Watersheds of Lakes Most at Risk from New Development.” During that period, it was considered particularly sensitive to degradation due to its volume, flushing rate, potential as a cold-water fishery, and the projected rate of development. Wastewater Outfalls: Wastewater outfalls can be pointing sources of pollution.

Greenville’s Surface Waters By Major River Basins

An understanding of the town’s watersheds is important when considering surface water quality, particularly the water quality of lakes, which can be negatively impacted by activities within the watershed. Surface waters and their watersheds are displayed on Map 9 Water Resources, in the Appendix. Greenville is split between two major river basins: the Kennebec River Basin and the Penobscot River Basin - both drain directly into the ocean.

Major River Basin	Streams and Brooks	Lakes and Ponds
Kennebec River Basin	Wiggins Stream/Brook	Moosehead Lake
	Mill Brook	Prong Pond
	Other Small Streams	Little Mud Pond
		Shadow Pond
Penobscot River Basin	Sawyer Pond Stream	Upper Wilson Pond
	Eagle Stream	Lower Wilson Pond
	Coffee House Stream	Secret Pond
	Big Wilson Stream	Sawyer Pond
	Indian Stream	Salmon Pond
	Mansell Brook	Mud Pond
	Other Small Streams	Rum Pond

Lakes and Ponds

The southern end of Moosehead Lake and eleven ponds are located within Greenville. Of the lakes and ponds, Moosehead is the most significant because of its size and outstanding attributes. The next most significant water bodies due to their accessibility and location near developed areas are Lower Wilson Pond, Sawyer Pond and to a lesser extent, Upper Wilson Pond and Prong Pond. Most of the other ponds are in more remote areas of the community.

Moosehead Lake

Moosehead Lake, the largest lake in New England, is about 40 miles long and 20 miles wide, and occupies 75,471 acres, of which about 398 acres are within Greenville. It has a 280.8-mile perimeter and drains approximately 1,266 square miles (including the Moose River drainage and Roach River drainage). Of the 1,511 lakes of 10 acres or more in the unorganized territories, Moosehead Lake has been classified by the Land Use Planning Commission as the only lake that is outstanding in each of seven categories: fisheries, wildlife, scenic quality, shore character, botanical features, cultural features, and physical features.

Moosehead Lake's water quality is considered above average. The Maine Department of Environmental Protection, Maine Department of Inland Fisheries and Wildlife, and the Moosehead Lake Coalition have collected water quality data from several locations on the lake. A summary from data collected for 2003 indicated very good water quality, as follows:

In summary, Moosehead Lake is clearly a very low productivity system. Even when compared to the largest lakes in the state, it is among the lowest in total phosphorus and chlorophyll-a, and very high in clarity. While strongly stratified throughout summer, the lake develops very little oxygen loss in the deep waters. It also appears that the lake was remarkably similar from station to station, and from month to month in 2003. This is perhaps due to the very low nutrient status of the lake and its inputs. This low nutrient input results in less opportunity for any differences in basin shape or circulation between regions to express themselves as different water quality.

The above information is the most current comprehensive evaluation of Moosehead's water quality according to the MDEP. Updated and ongoing water quality monitoring of Moosehead Lake is needed. Moosehead's water quality provides habitat for many aquatic species, including cold-water fisheries, and several other noteworthy species, such as the virile crayfish and three species of mussels. The lake also supports several nesting loons and other waterfowl. Almost the entire shoreline of Moosehead Lake within Greenville is developed. The greatest density of development is the village area on West Cove and East Cove. The density of the development is less proceeding northward along the east shore. There are a few landowners with large parcels on the east side of the lake that at some point may choose to develop/subdivide. Additional second-tier, inland, development back off the shorefront would be more likely.

Sawyer Pond

Sawyer Pond, located near the airport and not far from the village, is one of the town's most developed small ponds. The pond is about 72 acres in size with a perimeter of 1.8 miles. Water quality monitoring data for Sawyer Pond has been collected since 1958. The pond's water quality is average and the potential for nuisance algal blooms is low. The report cited in the footnote indicated that there was depletion of dissolved oxygen in deep areas of the lake, a condition that if persistent could eliminate or reduce habitat for sensitive cold-water species. The lots with frontage on the pond are 5 acres in size or more. There is one subdivision with 40 acre lots that was done years ago, and since that time, individual lots have been sold without creating a subdivision. There are also three large lots on the pond that have potential for future subdivision. The shoreland of Sawyer Pond is zoned as a Critical Watershed Shoreland Overlay District, such that all the other lots may have to maintain their current water frontage to meet the standards. There is potential for development of back-lots with most of the properties.

Lower Wilson Pond

Lower Wilson Pond is also one of Greenville's more developed ponds. The pond is 1,414 acres in size and has a perimeter of 15.7 miles. Water quality is above average and the potential for nuisance algae blooms is low.⁸⁵ Lower Wilson Pond is managed by MDIFW primarily as a cold-water fishery. Dissolved oxygen in the cold, deep water even during late summer is suitable for cold-water fish, which prefer water with more than 5ppm oxygen. Water quality monitoring by volunteers (Friends of the Wilson Pond Area) is done sporadically. In addition to the cold-water fisheries, the pond supports the eastern floater mussel, a species that requires particularly clean water. Lower Wilson also has nesting loons. Due to its proximity to the built-up area of Greenville, and its beauty, development around the pond has more than tripled in less than 40+ years. Most of the northern, western and southern shores of the pond are subdivided into house lots. However, there are back-lots that could support second tier development. There are also several parcels that are in the Tree Growth Property Tax Program, and one large parcel with a state-held conservation easement. There are two small hydroelectric dams associated with Lower Wilson Pond: one is located at the outlet to Big Wilson Stream, the second is downstream on Big Wilson Stream. KEI (Maine) Power Management LLC, c/o Kruger Energy Montreal Quebec, Canada. KEI purchased these dams in 2009.

Upper Wilson Pond

Upper Wilson Pond is connected to Lower Wilson Pond by a narrow channel. Only a small portion (about 230 acres) of the pond is located within Greenville. The pond is a

total of 987 acres with a perimeter of 12.6 miles. Water quality is rated as average. The Maine Department of Environmental Protection and the Volunteer Lake Monitoring Program monitored water quality for six years between 1974 and 2004. This information indicated that the potential for nuisance algae blooms was low to moderate. Upper Wilson Pond is managed by MDIFW primarily as a cold-water fishery.

According to the water quality monitoring dissolved oxygen in the cold, deep water during late summer reaches less than 4 ppm. This reduces the suitability of the habitat for cold-water fish, which prefer water with more than 5 ppm oxygen. Water quality monitoring by volunteers (Friends of the Wilson Pond Area) is done sporadically. Maine Department of Environmental Protection, Volunteer Monitors: (Midas: 342, Sample Station # 1) Filename: wils342, Revised: 3/05, by: RB Maine Department of Environmental Protection: (Midas: 410, Sample Station # 1) Filename: wils410, Revised: 3/05, by: RB There are a few cabins along the shores of Upper Wilson Pond, but overall, the pond is relatively undeveloped due to the lack of road access. There are no known subdivisions on the pond. Of the lake's 8.5 miles of shorefront, 7.4 miles of shorefront are within this conservation easement that restricts development.

Prong Pond

Prong Pond located in the northeastern corner of Greenville is shared with the Town of Beaver Cove. Prong Pond is 447 acres in size and has a perimeter of 10.8 miles. The lake supports cold-water fisheries. Water quality information is not available; however, given the pond's remoteness it is likely to be good. While somewhat remote, the western shore of Prong Pond has several large lots. There are two subdivisions in the Prong Pond area with nine shoreline lots in one, and fourteen back-lots in the other. It appears there is considerable undeveloped back lot acreage for second-tier development. Most of the southern and eastern sides of the pond appear to be undevelopable due to wetlands.

Greenville's Other Ponds

Greenville's other ponds are remote ponds, due to lack of accessibility. Information on these ponds is displayed in the following table.

Inventory of Greenville's Lakes and Ponds

	Area (Acres)	Perimeter (Miles)	Max. Depth (Feet)	Mean Depth	Fisheries	Water Quality	Towns/Townships
Moosehead Lake	75,471	280.8	246	55	Coldwater	Above Average	Greenville plus 16 Twps.
Sawyer Pond	72	1.8	23	9	Coldwater	Average	Greenville
Lower Wilson Pond	1,414	15.7	106	37	Coldwater	Above Average	Greenville
Upper Wilson Pond	987	12.6	64	15	Coldwater	Average	Greenville, Bowdoin College Grant West Twp.
Prong Pond	447	10.8	27	8	Coldwater	-	Greenville, Beaver Cove
Grenell Pond	4	0.4	18	7	Coldwater	-	Greenville
Little Mud Pd.	15	0.7	6	3	Coldwater	-	Greenville
Mud Pond	5	0.4	-	-	None	-	Greenville
Rum Pond	232	3.2	77	32	Coldwater	-	Greenville, Bowdoin College Grant West Twp.
Salmon Pond	12	0.6	15	7	Coldwater	-	Greenville
Secret Pond	12	0.7	34	10	Coldwater	-	Greenville
Shadow Pond	16	0.9	38	21	Coldwater	-	Greenville, Cove Point Twp., Moosehead Jct. Twp.

*Note: Water quality data is discussed in the text Source: Lakes of Maine - <http://lakesofmaine.org/>; June 2024

Invasive Aquatic Species

The introduction of non-native invasive plant and animal species to the U.S. has been escalating with widespread destructive consequences. Maine has four invasive plants of concern - variable-leaf milfoil, hydrilla, curly-leaved pondweed, and Eurasian milfoil. Significant habitat disruption, loss of native plant and animal communities, loss of property values, reduced fishing and water recreation opportunities, and large public and private expenditures have accompanied invasive plant introductions in many states.

In Maine, it is illegal to sell, propagate or introduce eleven invasive aquatic plants. These plants are aggressive growers that can become serious nuisances. Maine also requires a "Lake and River Protection Sticker" on all seaplanes, which can also carry invasive plants into water bodies. Currently, invasive plants have not been identified in any of Greenville's water bodies. However, variable milfoil and hydrilla infestations have been identified in water bodies in central Maine. Lake associations in some areas have established invasive plant monitoring and education programs with boat inspections and

eradication efforts. In Greenville there are certified invasive plant patrollers for Moosehead Lake, and Upper and Lower Wilson Ponds.

Wetlands and Shorelands

Wetlands are defined as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of vegetation typically adapted for life in saturated soils." Wetlands can serve many functions: they protect water quality; control flooding and erosion; provide a natural habitat for waterfowl, wildlife and unique plant life; encourage nutrient recycling; and serve as fish sanctuaries and nursery grounds. Wetlands are vital to preserving water quality and the quantity of surface and groundwater resources. The National Wetlands Inventory provides the most accurate wetlands mapping (See Map 9 Water Resources) Shorelands are environmentally important because of their relationship to water quality, value as critical wildlife habitat and function as floodplains. Development or the removal of vegetation on shorelands can increase runoff and sedimentation, as well as the amount of nitrogen and phosphorus entering the water, which can lead to algae blooms. Vegetation tends to slow runoff of rainfall, allowing more time for infiltration into the soil. Steep slopes with highly erodible soils are particularly susceptible to erosion and sedimentation and should remain vegetated. Development and the removal of vegetation also disturb many wildlife species that use shoreland areas as habitat and travel corridors.

Protection for Surface Water Resources Federal and State Laws

Federal and state laws designed to protect water resources include the federal Clean Water Act, and Maine laws, such as the Natural Resources Protection Act, the Erosion and Sedimentation Control and Stormwater Management Laws, the Forest Practices Act and the Minimum Lot Size Law (subsurface wastewater disposal and plumbing regulations). While there are several laws protecting water quality, enforcement can be sporadic due to agency staffing levels. In practice, compliance with most state and federal environmental regulations are left to individual landowners and towns.

Greenville's Ordinances

Greenville's Land Use Ordinance, which includes town-wide zoning, shoreland zoning and subdivision regulations, is comprehensive in protection for water resources. It includes general standards to address water supply and quality, sewage disposal, stormwater runoff, and erosion and sedimentation control. Shoreland zoning addresses water quality protection along the shores of Moosehead Lake and the other great ponds, unforested wetland greater than 10 acres in size, and along many of the streams. The ordinance also includes "Critical Watershed Districts" which are designed to minimize

phosphorus runoff and other negative impacts on Sawyer, Shadow, Little Mud, Grenell, Mud, Salmon, Rum, Secret, and Prong Ponds. The restrictions apply to areas within 750 feet of the normal high-water mark. Moosehead Lake and the other ponds not included in the Critical Watershed District are zoned shoreland protection within 250 feet from the shoreline. Shoreland zoning along Big Wilson Stream (considered a river) consists of a 250-foot zone. Shoreland zoning along most streams and brooks applies to an area within 75 feet of the high-water mark.

Greenville's subdivision regulations contain a requirement that the Planning Board make a determination that the "subdivision will not unreasonably increase a great pond's phosphorus concentration during the construction phase and life of the proposed subdivision" but does not give the Board any guidance on how this is to be determined. MDEP has developed a phosphorus model that can be used to determine acceptable phosphorus exports to a lake, and the appropriate control measures, such as buffers, infiltration systems, wet ponds, and other designs that control stormwater runoff.

The most serious threat to ponds is phosphorus pollution which is associated with non-point sources of pollution (stormwater runoff). Development in the form of roads, buildings, lawns, farms, timber harvesting and other human activities that eliminates vegetation and natural depressions, allows rainwater to flow more quickly and directly into ponds. Increased runoff can carry excessive amounts of phosphorus into ponds (up to 10 times as much as normal), particularly when it carries fertilizers, detergents and other phosphorus laden chemicals. The negative impacts from excessive phosphorus can be loss of fisheries, cloudy green waters with unpleasant odors that lose their appeal for swimming and boating, and a resultant reduction in property values. Restoration of polluted ponds is extremely expensive, and some ponds may never recover. The more developed a pond's watershed is, the higher the phosphorus concentration in stormwater runoff.

There are two requirements for keeping phosphorus low and water quality high for ponds in watersheds. First, existing sources of phosphorus need to be minimized, particularly from soil erosion in the watershed and from inadequate shoreline septic systems on sandy or shallow soils. The second requirement is that new additions of phosphorus to the pond that result from residential and commercial growth in the watershed must be minimized.

The MDEP has developed a methodology, described in *PHOSPHORUS CONTROL IN LAKE WATERSHEDS: A TECHNICAL GUIDE FOR EVALUATING NEW DEVELOPMENT*, to evaluate whether a proposed development will add a disproportionate amount of new phosphorus to a pond. It provides a standard that limits the amount of phosphorus a proposed new development can add to a pond, and a means by which the development

can be designed and evaluated to insure it meets the standard for that pond. The MDEP provides the estimated phosphorus allocations for the ponds in Greenville (table). The next to the last column of the table is the most important. It indicates an estimated per acre phosphorus allocation in pounds of phosphorus per acre per year (lb/acre/yr) for each pond watershed, which can serve as a standard for evaluating new development proposals. It is applied to the area of the parcel of land being developed to determine how much the development should be allowed to increase phosphorus loading to the pond.

Calculation of Per Acre Phosphorus Allocations for Lakes and Ponds												
Watershed	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	FC	P	SWT
Grenell Pond	264	40	224	0.2	45	1.89	Mod-Sensitive	M	1.00	1.89	0.042	11
Little Mud	303	30	273	0.2	55	2.05	Mod-Sensitive	M	1.00	2.05	0.038	14
Lower Wilson	3,634	300	3,334	0.25	834	70.42	Good	H	1.00	70.42	0.084	208
Moosehead	7,393	739	6,654	0.25	1,664	163.5	Mod-Sensitive	H	0.75	122.63	0.074	416
Mud Pond	185	10	175	0.2	35	1.41	Mod-Sensitive	M	1.00	1.41	0.040	9
Prong Pond	2,256	580	1,676	0.25	419	19.69	Mod-Sensitive	H	0.75	14.77	0.036	105
Rum Pond	494	35	459	0.25	115	8.29	Mod-Sensitive	H	0.75	6.22	0.054	29
Salmon Pond	108	15	93	0.2	19	1.12	Mod-Sensitive	H	0.75	0.84	0.045	5
Sawyer Pond	617	50	567	0.2	113	5.68	Mod-Sensitive	H	0.75	4.26	0.038	28
Sebec Lake	10,845	1,100	9,745	0.25	2,436	150.33	Good	H	1.00	150.33	0.062	609
Secret Pond	118	10				1.19	Mod-Sensitive	H	0.75	0.89	0.041	5
Upper Wilson	232	30	202	0.25	51	2.44	Mod-Sensitive	H	0.75	1.83	0.036	13
Sebec Lake	10,856 acres of the Sebec Lake watershed is in Greenville; Sebec Lake is in Willimantic, Bowerbank, and Dover-Foxcroft.											
DDA	Direct land drainage area in Greenville in acres											
ANAD	Area not available for development in acres (wetlands, steep slopes)											
AAD	Area available for development in acres (DDA - ANAD)											
GF	Growth Factor: assumes some development possible; higher the number the more growth anticipated.											
D	Area likely to be developed in acres (GF x AAD)											
F	Pounds phosphorus allocated to town's share of watershed per pounds per billion (ppb) in lake											
WQC	Water quality category; "good" = better than average water quality; "moderate-sensitive" = average water quality, but potential for phosphorus recycling from pond bottom sediments											
LOP	Level of Protection (h=high (cold-water fishery); m=medium)											
C	Acceptable increase in lake's phosphorus concentration in ppb											
FC	Allowable increase in annual phosphorus load to the lake (lb./year)											
P	Per acre phosphorus allocation (FC/D) (lb./acre/year)											
SWT	Small Watershed Threshold in acres											

Source: Division of Watershed Management, Maine Department of Environmental Protection

"Phosphorus allocation" is the maximum amount of phosphorus/per acre that can be safely added to the lake.

For example, a development proposed on a 100-acre parcel in a pond watershed with a per acre allocation of 0.05 lb./acre/yr. would be allowed to increase the annual phosphorus loading to the pond by 5 pounds (0.05×100). If the projected increase in phosphorus loading to the pond from the development does not exceed this value, then it can safely be concluded that the development will not add an excessive amount of phosphorus to the pond. MDEP uses this methodology to evaluate development applications under Maine's Site Location Law and Stormwater Management Law. Many towns also use this methodology to evaluate applications for new development under their subdivision and site plan review ordinances. Typically, a developer's consultant, engineer, surveyor, or soil scientist performs this analysis. MDEP can aid local planning boards in reviewing these submittals as well as to the developer or his/her consultant in performing the analysis.

Non-regulatory Lake Protection Efforts

There are several organizations involved in lake stewardship including the Piscataquis Soil and Water Conservation District, the Maine Volunteers' Lake Monitoring Program, the Maine Congress of Lakes Association, the Maine Department of Environmental Resources Lakes Division, and the Maine Department of Inland Fisheries and Wildlife. There are also two local organizations working to monitor and improve water quality:

- The Moosehead Lake Fisheries Coalition works to maintain excellent water quality, aquatic habitat, and the traditional fishery resources in the Moosehead Lake ecosystem.
- The Friends of the Wilson Pond Area's (FWPA) mission is to protect and conserve both Upper Lower Wilson Ponds and the surrounding areas. FWPA goals include preservation of biological diversity and ecological integrity, and preservation of soil, air, water quality, scenic vistas and quietness. Activities include public education, fundraising, land conservation, water quality monitoring, monitoring for invasive species, and several other similar activities. FWPA owns a conservation easement along the eastern and southern shores of Lower Wilson Pond that guarantees no development within 500 feet of the pond along nearly three miles of the shore.

Public Works Practices: Road construction and maintenance activities can be major contributors of pollution to water bodies. This is true of private roads as well as public roads. Greenville's Public Works Department utilizes the best management practices in maintaining and constructing roads, ditches, culverts, and bridges. However, there may be issues with the practices of private contractors.

Grant Programs: Federal/state grant programs available for water quality protection include:

- The Small Community Grants Program (SCG) provides grants to towns to help replace malfunctioning septic systems that are polluting water bodies or causing a public nuisance. Grants can be used to fund from 25% to 100% of the design and construction costs, depending upon the income of the owners of the property, and the property's use.
- The Watershed Protection Grant Program provides funding and classroom support for service-learning projects designed to protect the water quality of a lake or stream and to educate the public about the relationship between land use and water quality.
- Invasive Aquatic Plants Cost Share Grants are for local programs designed to prevent the spread of invasive aquatic plants. This cost-share program is administered by the Lakes Environmental Association (LEA) under an agreement with the Maine DEP. Eligible projects include boat inspection programs and education efforts to prevent the spread of invasive aquatic species. Grants up to \$2,000 are available to town and county governments, quasi-municipal organizations (including water districts), and 501C (3) eligible organizations (such as lake associations).
- Nonpoint Source Water Pollution Control Grants (“319” or NPS grants) - The primary objective of NPS projects is to prevent or reduce nonpoint source pollutant loadings entering water resources so that beneficial uses of the water resources are maintained or restored. Public organizations, such as state agencies, soil and water conservation districts, regional planning agencies, watershed districts, towns, and nonprofit (501(c)(3)) organizations are eligible to receive NPS grants. Activities include surveys, management plans, and implementation of “best management practices” by landowners.

Chapter 13: Fiscal Capacity & Ten-year Capital Investment Plan

OVERVIEW

The Capital Investment Plan establishes a framework for long-range scheduling and financing of the major capital investments necessary to meet existing and future needs. A primary goal is to anticipate major expenditures, and to prioritize and schedule the funding of projects in a fiscally sound manner that minimizes drastic changes in tax levels. By anticipating future needs the Town is also better able to take advantage of creative approaches and outside funding opportunities. This Capital Investment Plan can provide the framework for a formal capital improvement program, which can then be used to guide the Town's annual budgeting decisions.

A capital investment is usually defined as a major construction project or purchase that requires funds from sources other than normal operating expenses. Capital investments are usually relatively expensive (\$20,000 or more), and depending upon the figure a Town wants to use, don't recur annually, last a long time, and usually result in fixed assets. The Capital Investment Plan also includes reference to items that may require further study to determine needs, costs, and other details that may lead to a capital investment.

There are three basic approaches to paying for capital needs: (1) Pay Out Now 100 Percent of Cost, usually through a town meeting appropriation; (2) Borrow and Pay Debt Service through a loan or bond; and (3) Save and Buy through reserve accounts. A balanced capital investment program may use all three of these approaches, plus other funding mechanisms depending upon circumstances. For example, the Town also makes annual contributions to several reserve accounts, such as those for the Fire Department and Police Department. In some situations, the Town relies on funds from the county and other communities to assist in capital investments. Other sources of funding can include state or federal grants, trust funds, private grants and contributions, special assessments, impact fees from major developments, and tax increment financing.

This Capital Investment Plan goals, policies and implementation strategies are designed to dove-tail with the other recommendations of the Comprehensive Plan. The table describes, prioritizes and identifies funding mechanisms for the specific capital needs.

GOAL

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

POLICIES

1. Finance existing and future facilities and services in a cost effective and affordable manner.
2. Utilize a broad range of funding mechanisms, including grants and collaboration with other entities, to pay for capital investments.
3. Maintain an appropriate and affordable balance between providing public infrastructure to encourage development and having new development pay its own way in providing the infrastructure it requires.
4. Reduce Greenville's tax burden by attempting to stay within LD 1 spending limitations.

IMPLEMENTATION STRATEGIES

1. Capital Improvements Program:
 - a. Utilize this Plan as a basis for developing an ongoing Capital Improvements Program designed to prioritize and schedule funding for projects in a fiscally sound manner thereby minimizing drastic changes in tax levels, cost-effectively managing debt, and adequately maintaining the Town's capital infrastructure and assets. Review and update the ongoing Capital Improvements Program on a periodic basis and use it to develop annual budgets.
 - b. Continue to use reserve accounts, bonds (loans), grants, state road subsidies, lease-purchase agreements, fundraising and general funds for capital improvements.
 - c. Explore and utilize as applicable other funding mechanisms, such as user fees, tax increment financing, and impact fees (impact fees would require a capital improvement program).
 - d. Seek to maintain adequate funding in existing and new reserve accounts for ongoing capital purchases (major equipment) based on depreciation values, to keep from falling behind.

Responsibility for Implementation: Board of Selectmen, Town Manager, Budget Committee, Department Heads; Timeframe: 2024/25 and ongoing.

2. Road Management System: Continue the Road Management Program to inventory and schedule capital improvements (including paving and repaving) to spread the costs out over time.

Responsibility for Implementation: Board of Selectmen, Town Manager, Public Works Foreman; Timeframe: Ongoing.

3. Equitable Sharing of the Costs of Development: Maintain an affordable balance between public and private involvement in funding infrastructure required by new development, such as sewers, water, sidewalks, parking, roads, etc.
 - a. Review existing and potential Town requirements for developer contributions to capital projects to evaluate their effectiveness, and adjust, as appropriate.
 - b. Work with the Maine Water Company and Moosehead Sanitary District to determine the best approaches to expanding water and sewer service.
 - c. Consider approaches, such as tax increment financing, cost-sharing, impact fees, incentives, and other mechanisms designed to support/encourage new development that pays its fair share and improves the public infrastructure specifically needed for the development.

Responsibility for Implementation: Board of Selectmen, Town Manager, Department and Agency heads, Planning Board, as appropriate; Timeframe: 2024/25 and ongoing.

4. Regional Coordination: Explore opportunities to work with neighboring communities and the county to plan for and finance shared capital investments to increase cost-savings and efficiencies. Opportunities identified in this Plan include, but are not limited, to:
 - a. Emergency services
 - b. Transfer station (solid waste and recycling)

Responsibility for Implementation: Board of Selectmen, Town Manager, Department and Agency heads, as appropriate; Timeframe: 2024/25 and ongoing.

Ten- Year Capital Investments

The following tables display capital investment priorities as envisioned at this time. These priorities may change over time depending on a variety of circumstances, such as community opinions, opportunities presented by private entities, or opportunities for outside sources of funding. All of these projects are considered important to the community and should be considered high priorities for funding through grants and other non-municipal funds. Given municipal fiscal constraints, these projects cannot all be

assigned high priorities for Town financial investment, and in some cases, it may not be appropriate for funding through the Town. Consequently, one of the primary goals of the following tables is to provide guidance to Town officials on priorities for the Town in the form of general account funding, borrowing, and effort on the part of Town staff.

Project Item	Expenditure	Funding Source	Timeline	Growth related?
Fire Department Apparatus	\$2,623,000.00	Bonds	FY 25-46	Yes
Public Safety Building	\$5,150,000.00	Bonds	FY 25-45	Yes
Police Department Vehicles	\$175,000.00	Cash	FY 26, FY 30, FY 33	No
Landfill Closure	\$150,721.00	Bond	FY 25-28	No
Public Works Vehicles	\$795,828.00	Cash & Loans	FY 25-26	No
Administrations	\$12,500.00	Cash & Loans	FY 24	No

Fiscal Capacity

SUMMARY

Funding Future Capital Investments

Greenville funds capital improvements through annual appropriations, capital reserve accounts, bonding, grants, and, in some cases, trust accounts and fundraising. The Town also coordinates with other entities to fairly and efficiently pay for capital needs. In the future the Town could explore grant funding and/or tax increment financing for Village District and industrial park improvements, and grants for capital improvements associated with emergency services, recreation, and other projects.

Regional Collaboration in Funding Capital Projects

Regional coordination and collaboration to fund capital improvements can reduce costs and increase efficiencies. Beaver Cove, Shirley and Piscataquis County share in closure of the landfill. Greenville is responsible for 59% of closure costs. The Town anticipates there will be an addition amount needed – up to \$400,000. Funding may be available from the state to offset these costs. Greenville is also a member of School Union 60, where capital improvements to the school are shared by member towns.

Funding Government: Greenville's Tax Base

The foundation of a town's fiscal health is the value of its property. The primary source of funding for municipal services and facilities is the property tax on land, buildings and personal property. An ongoing increase in property valuation is crucial to the fiscal health of the community. The primary purpose of the state valuation is to provide an "equalized" valuation to fairly calculate state revenue sharing, state aid for education, and the county tax for each town.

Revenues

Account	2019- 2020	2020- 2021	2021- 2022	2022- 2023	2023- 2024
Property Taxes	4,948,278	5,013,411	4,981,484	5,087,977	5,508,169
Excise Taxes- Vehicle	564,841	474,439	469,456	486,430	480,726
Excise Taxes-Boat	21,186	15,325	31,762	30,592	29,145
Town Clerk Fees	17,299	24,601	23,867	24,575	25,885
Lien Fees	6,781	7,207	4,816	4,495	4,708
Code Permits	10,733	29,287	36,994	65,697	24,462
Dog License Fees	-	367	517	333	271

PD Permits and Fees	2,721	1,175	743	517	615
FD Permits and Fees	4,980	1,395	151	251	110
State Revenue Sharing	87,969	182,648	268,226	327,398	261,925
Homestead Reimbursement	101,783	141,779	107,954	117,118	145,473
Bete Reimbursement	25,471	1,980	3,439	4,210	4,310
Veterans Exemption	2,580	2,475	2,509	2,325	2,519
Tree Growth	42,927	43,226	57,758	63,003	63,561
Local Road Assistance Program	22,013	20,808	22,476	22,356	25,780
General Assistance	5,536	2,103	1,932	2,271	1,013
Landfill Closure Reimbursement	33,139	77,864	74,764	73,825	8,505
State Grants	139,945	5,640	134,153	58,292	204,389
Federal Grants	-	-	-	-	224,700
Operation Stone Garden	11,964	10,455	7,643	13,929	24,429
PD Service Cost Sharing	32,268	33,500	34,500	35,535	36,601
FD Service Cost Sharing	90,654	42,700	44,000	45,354	102,695
Landfill Closure Cost Sharing	86,750	4,147	4,145	4,198	15,453

Fitness Center Fees	329	4,123	4,415	3,781	2,590
GBI Lease Revenue	18,953	9,270	4,728	4,774	-
Transfer Station Fees	2,066	74,511	72,151	110,117	111,092
Interest on Property Taxes	46,257	29,877	24,358	39,109	22,713
Interest Income	27,415	4,501	5,124	6,158	5,073
Private Donations	1,360	320	7,996	-	40,275
Heating Assistance Donations	589	3,556	4,830	16,400	15,700
Private Grants	-	3,432	4,278	8,730	83,660
MISC Revenue	7,174	435	22,159	1,539	57,586
Municipal Airport	48,484	195,970	219,390	142,538	428,980

Expenses

Account	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Administration	225,455	304,125	322,254	361,649	351,458
Municipal Buildings	18,330	13,518	12,723	11,871	50,644

Planning & Code Enforcement	45,785	54,159	52,506	61,693	62,983
Assessing	23,585	34,292	35,700	35,950	38,329
Information Technology	55,469	32,955	27,246	32,206	37,658
Fire Department	167,631	128,072	153,035	192,507	275,606
Police Department	439,080	220,009	280,651	278,103	247,596
School Resource Officer	-	-	-	-	87,616
Other Public Safety	18,893	195,768	192,079	196,772	228,529
Public Works	131,409	247,383	266,889	258,860	273,060
Garage	14,419	11,646	10,228	11,519	2,155
Transfer Station	321,020	218,201	248,403	281,686	316,190
Landfill	80,825	17,454	29,147	24,879	20,912
Other Public Works	-	98,118	92,850	89,431	100,890
Recreation	68,290	52,759	71,848	77,872	84,492
Parks	80,966	39,691	174,684	107,231	181,014
Library	74,806	70,612	82,748	94,821	94,406

Other Culture and Recreation	92,661	4,229	6,913	6,210	6,830
Other Community Services	39,894	29,084	85,759	80,666	89,546
Employee Benefits	252,662	298,100	347,157	388,957	406,113
Capital Expenditures	578,733	69,617	122,813	221,672	552,107
Debt Service	60,369	243,589	498,178	236,098	578,756
Assessments & Fixed Costs	22,150	3,139,743	3,129,013	3,219,211	3,520,276
Municipal Airport	144,409	145,825	205,552	164,276	240,012

Chapter 14: Existing Land Use

OVERVIEW

An analysis of land use is one of the most important elements of the Comprehensive Plan because it provides the basis for the Future Land Use Plan. This chapter examines land use patterns, identifies development trends, and predicts where and how much future growth is most likely to occur. The Town's land use regulations and their administration and enforcement are also examined. Key policy issues to be addressed include: to what extent does the Town wish to direct future development; how can the Town best prepare for future development; how does the Town ensure that new development will be compatible with existing uses; and how can the Town assure that new development will not over-tax public facilities and services.

SUMMARY

Recent Development Trends and Consistency with the Town's Vision for the Future

Residential Development: New residential development has been modest over the past decade consisting of about one to two small subdivisions (less than 15 lots each) per year and an average of about 17 new residential units per year (about 1/2 are second homes). Trends include:

- Most new homes are constructed on subdivision lots as opposed to lots outside of subdivisions. Conversion of camps to homes suitable for year-round habitation continues
- Many new subdivisions are in locations with views; most of the developable and accessible shorefront has been developed
- Of the sixteen subdivisions permitted over the past decade, three were located in/or near the village, nine were in the Rural Development District and three were in the Rural District
- There are over 200 vacant subdivision lots where future development can occur. However, many of these lots is purposefully kept vacant by owners for buffering purposes.

Consistency with the Vision: Development trends have been fairly consistent with the goals of the existing Land Use Ordinance – that is, a large proportion of the development over the past decade has occurred in development districts, including the Rural Development District. Where recent development trends have fallen short of the Town's vision is in the overall limited amount of development that has occurred over the past decade.

Amount of Land Zoned for Future Growth

Overall, there appears to be adequate land area zoned for future development in Greenville, particularly given that the Town's vision is to serve as a "growth area" for the region, and to encourage population growth and expand the local economy. The only real constraint is the amount of vacant land available in the village/built-up area on sewer and water.

Regulatory and Non-Regulatory Actions to Promote Development Consistent with the Vision

In general, the Town would like to promote more good quality development, particularly in areas served by sewer and water. More development is needed to support community services, such as the hospital and schools. The following are suggested regulatory improvements:

- Update Shoreland Zoning to be consistent with existing lot sizes and setbacks, particularly in the Village District.
- Consider amending the Scenic Corridor District to allow more commercial development setbacks, frontage requirements, landscaping, signage, and screening requirements to promote Scenic views, similar signage, and design guidelines.
- Consider requiring occupancy permits after looking at the process, standards and costs. Consider tightening-up the sign ordinance to support more uniformity; also allow more flexibility for businesses not located along main roads.
- Review road standards; consider requiring an engineer's road design for proposed roads.
- Review the Village District and Residential District standards and ensure that they are flexible enough to permit infill and more dense development.
- Consider design standards for the Village District to assure authentic village character.

The most significant non-regulatory land use measure to promote development would be to expand centralized sewers and water. Currently, there is very little vacant land available for additional development that is accessible to sewer and water services. However, some of the existing buildings in the Village District are underutilized and/or in need of renovation.

Flooding and Floodplain Management

Flooding is not a significant problem in Greenville. The Town's Floodplain Ordinance is up to date with state and federal standards making the Town eligible to participate in the National Flood Insurance Program.

The setting

Geographically, Greenville is a relatively large town consisting of approximately 46.4 square miles, of which 42.5 square miles is land and 3.9 square miles is (8.39%) is water.⁹⁸ Development in Greenville is most concentrated in and around the village area. Other developed locations include areas along or near the shores of Moosehead Lake including the Highlands, areas along the shores of Lower Wilson Pond including Rum Ridge. Large expanses of northeastern and southeastern Greenville are working forestlands with few roads.

Residential Land Use

Residential uses in Greenville consist of year-round homes, including multi-family structures and mobile home parks, and seasonally used, second homes. In general, many seasonal camps have been upgraded to homes that could be used year-round. Given that seasonal or part-time use may involve use most times of the year, the following description does not distinguish between year-round and seasonal homes. It is noted, however, that in the last ten years about half of new housing was for seasonal or second-home use.

Most of Greenville's residential uses are in the village area, either in residential neighborhoods or in areas with mixed uses. Residential uses in the village include single-family, multifamily (including five subsidized housing complexes), and mobile homes (including two mobile home parks).

There is considerable residential development along the shores and just inland of Moosehead Lake. Residential uses are particularly dense with very small lots along the shore of West Cove. Residential uses on generally slightly larger lots are found along the shores of East Cove, in some places mixed with other uses. Residential uses are also concentrated just north of the village along Moosehead Lake and the west side of Lily Bay Road up to and including the Highlands, an area with very small lots (Ridge Parkway). Residential uses north of the Highlands are typically on larger lots, although there are clusters of small shorefronts lots at several locations. There are also several larger lot subdivisions in this area.

Other areas outside the village where there are concentrations of residential uses include residences along and near the shores of Lower Wilson Pond and Sawyer Pond. There are also a few residences along the shores of Upper Wilson Pond and Prong Pond. Rural residential uses are also scattered along the Moosehead Lake Road, upper Lily Bay Road, Scammon Road and Pleasant Street extending to the airport and Lower Wilson Pond.

Additionally, there are two condominium developments, Birch Point Condominiums and Sandy Bay Cottages, and a timeshare development, Moosehead Cottage Resort. In Birch Point Condominiums the land is held in common with seven cottages owned by separate individuals. In Moosehead Cottage Resorts the land is also held in common - including a club house, but ownership of the 14 units is by individuals on a weekly basis. These developments are geared for part-time users. This type of development may become more popular in the future. Another residential land use trend has been the conversion of commercial sporting camps to residential units.

Commercial And Industrial Uses

Commercial uses are most prevalent and concentrated within the village along Pritham Avenue, Lily Bay Road and the Moosehead Lake Road. Village commercial uses also extend alongside streets, such as Minden, Pleasant and Washington Streets. There are also several water-dependent, commercial uses (marina, boat repair and rentals, seaplane bases, etc.) along the shoreline of Moosehead Lake within the village. Commercial uses in the village are often intermixed with residential, recreational, public and semi-public uses. Commercial development is also located along the Moosehead Lake Road, particularly at Indian Hill.

Several of the Town's industrial uses are located in the Industrial Park. There are also several public uses in the Industrial Park, such as the Town's Public Works Department and Transfer Station. Greenville Steam, the largest industry in Greenville, closed around 2007/08. It was purchased by a new owner and was in operation for two years, but then closed again, and is currently for sale.

Greenville's Land Use Regulations

OVERVIEW

The Town has two locally adopted ordinances that deal with land use: (1) the Land Use Ordinance that includes town-wide and shoreland zoning, and subdivision regulations and (2) the Floodplain Management Ordinance. Both shoreland zoning and

subdivision regulations are state-mandated and must be administered according to statute.¹⁰¹ The Floodplain Ordinance enables the Town and its residents to participate in the federal flood insurance program. The Town also administers the state-mandated Minimum Lot Size Law, Maine Subsurface Wastewater Disposal Law and the Maine Plumbing Code. The town-wide zoning is a local option, but state law requires that the ordinance be consistent with a comprehensive plan prepared in accordance with the Growth Management Act.

Land Use Ordinance

The Town's first town-wide land use ordinance was enacted in 1988. In 2001 the current "Land Use Ordinance for the Town of Greenville" was enacted. As a unified ordinance it contains town-wide zoning, shoreland zoning and subdivision regulations, all combined into one ordinance. Both the Town's 1999 Comprehensive Plan and 2001 Land Use Ordinance were deemed consistent with Maine's Growth Management Act at that time.

The Land Use Ordinance consists of the following growth area districts: Village, Residential, Commercial/Industrial, Airport, and Rural Development. Rural area districts are the Rural District and the Resource Protection District. In addition, there are three overlay districts: the Shoreland Zoning Overlays, the Scenic Corridor Overlay and the Groundwater Protection Overlay. Shoreland Zoning includes overlays to nearly all the underlying districts (i.e., Village Shoreland, Residential Shoreland, etc.), and an expanded shoreland district, the Critical Watershed District. The following is a summary of purpose and primary dimensional requirements for each district. (See Map in Appendix):

- **Airport District** accommodates the airport and associated uses.
- **Residential District** accommodates higher density residential uses while ensuring a wholesome living environment. Development may not exceed two dwelling units per 10,000 sq. ft. in areas with sewer, and one dwelling unit per 20,000 sq. ft. without sewer.
- **Village District** allows higher-density mixed uses, including a variety of housing types, while ensuring a quality environment for residential, selected retail and other light-commercial uses. The Secondary purpose is to preserve the traditional character, architecture, and blend of uses that make up developed village areas. Development may not exceed two dwelling units per 10,000 sq.ft. with sewer, and one dwelling unit per 20,000 sq. ft. without sewer.
- **Village Commercial/Industrial District** provides land conveniently located with access to transportation facilities for business and industrial activities that must be separated from residential uses to prevent undesirable conflicts and

minimize traffic congestion. Minimum lot sizes are 20,000 sq. ft. with sewer, and 40,000 sq. ft. without sewer.

- **Downtown Districts (#1 and #2)** serve as the civic, cultural and business core of the community, and support a vibrant, authentic, mixed-use downtown at relatively high densities. Walkability, attractive public spaces, and thriving businesses are a goal. The Districts contain a variety of typical downtown commercial uses, semi-public and public uses, and some residential uses. Infill and redevelopment are desirable, including use of second and third stories. The historic character of the downtown as a traditional North Woods community should be preserved and enhanced. The Downtown District #1 is restricted to uses most desirable in the core of the downtown, whereas District #2 allows additional types of uses where more space is available.
- **Commercial/Industrial District** provides areas suitable for intensive public and semi-public uses, and commercial and industrial uses that require access to transportation facilities and separation from residential uses. Typical uses include the municipal sewage treatment facility, manufacturing and warehousing facilities, and other commercial and industrial uses.
- **Rural Development District #1** accommodates low to medium-density rural residential and commercial development that requires larger lots than available within the village, and a more rural setting. This district provides a regional growth area designed to accommodate the demand for second and seasonal residences, recreational accommodations, and services for the transient population of the region. The minimum lot size is 40,000 sq. ft.
- **Rural Development District #2** accommodates low to medium-density rural residential and commercial development that requires larger lots than available with the village area, and a more rural setting. Natural resource based activities, such as timber harvesting and agriculture, are important uses within this district. This District addresses the need for regional growth, and accommodates the demand for second and seasonal residences, recreational accommodations and services for the transient population. This District occupies more rural parts of the Town where less intensive uses are desired.
- **Rural District** preserves rural areas that have traditionally been forests and open areas that are generally characterized by large parcels. This district is best suited to low-density single-family dwellings, farms, open space, and forestlands. Development may not exceed one dwelling unit per 40,000 sq.ft. Natural resource-based industries, home occupations and other low-intensity recreational, commercial and residential uses are permitted with restrictions on size and impacts. The minimum lot size is 40,000 sq.ft.
- **Resource Protection District** includes areas where most types of development are restricted to protect water quality, productive wildlife habitat, biological ecosystems, or scenic and natural values. It generally includes wetlands, steep

slopes, highly erodible soils, important wildlife habitat and floodplains as regulated through shoreland zoning.

- **Shoreland Zoning Overlay District** includes all other shoreland areas as regulated through state shoreland zoning. Greenville has an additional Critical Watershed Overlay (750 ft. zone around specific ponds)¹⁰³ for added protection to ponds particularly susceptible to degradation. Shoreland overlay zones are often more stringent than the underlying zone.
- **Scenic Corridor Overlay District** accommodates primarily commercial activities (residential uses are allowed) located within 500 feet of both sides of the Moosehead Lake Road south of the Village District to the Shirley-Greenville town line. The district requires attractive development designs (e.g., signage, landscaping, maintenance of existing vegetative buffers and parking in the rear) and access management strategies (e.g., shared driveways, limits on curb cuts) designed to address traffic safety issues and highway capacity. The road frontage must be at least 200 ft., minimum residential building setbacks are 75 ft. and minimum commercial/non-residential setbacks are 100 ft. from the Moosehead Lake Road.
- **Groundwater Protection Overlay District** protects identified high-yield groundwater aquifers by restricting certain land use activities, such as the disposal or storage of solid wastes, sludge, subsurface waste disposal, road salting materials, gas or other petroleum products.

Chapter 15: Future Land Use Plan

GOAL

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

POLICIES

1. To coordinate the community's land use strategies with other local and regional land use planning efforts
2. To support the locations, types, scales, and intensities of land uses the community desires as stated in its vision.
3. To support the level of financial commitment necessary to provide needed infrastructure in growth areas.
4. To establish efficient permitting procedures, especially in growth areas.
5. To protect critical rural and critical waterfront areas from the impacts of development.

STRATEGIES

1. Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact
2. local ordinances as appropriate to:
 - a. Clearly define the desired scale, intensity, and location of future development.
 - b. Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in growth areas; and
 - c. Clearly define protective measures for critical natural resources and, where applicable, important natural resources.
 - d. Clearly define protective measures for any proposed critical rural areas and/or critical waterfront areas, if proposed.
3. Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.
4. Direct a minimum of 75% of new municipal growth-related capital investments into designated growth areas identified in the Future Land Use Plan.
5. Periodically (at least every five years) evaluate implementation of the plan in accordance with Section 2.7

Future Growth

Greenville stands at an important juncture within Maine's landscape, presenting clear opportunities for thoughtful growth. The aim of this Future Land Use Plan is to provide strategic guidance for the town's development over the next decade, aligning with state requirements that have supported Maine municipalities in crafting sustainable, balanced visions for their communities.

This plan outlines strategies to preserve Greenville's distinctive character while fostering economic vitality, expanding housing options, and promoting environmental stewardship. As the town navigates shifting demographics, evolving housing demands, and changing economic drivers, deliberate land use planning will be essential to aligning future growth with community values and aspirations.

Proposed land use patterns focus on protecting natural resources, encouraging responsible residential and commercial development, and supporting infrastructure enhancements to elevate the quality of life for Greenville residents. This section offers a framework to guide informed decision-making, ensuring Greenville's growth fosters resilience, long-term prosperity, and a strong sense of community.

Alignment with Vision and Mission

The Future Land Use Plan for Greenville is in strong alignment with the community's vision statement, which emphasizes the importance of incremental change when it comes to fostering sustainable development. Greenville envisions itself as a community that preserves its natural resources, enhances its quality of life, and promotes economic growth. The Future Land Use Plan supports this vision by designating appropriate growth areas to encourage development in key sections of town, while protecting environmentally sensitive areas. The plan seeks to promote residential and commercial development in areas with existing infrastructure, such as along the main transportation corridors, while preserving open spaces, wetlands, and other critical natural resources. There are no significant conflicts between the Future Land Use Plan and the community's vision statement, as the Plan has been shaped by community input and data-driven land use considerations.

Needs

Based on current regulations, population projections, and observed development trends, Greenville is likely to see modest growth in residential housing, with an estimated 30-50 new residential units completed over the next decade. These units are likely to be

concentrated in areas where infrastructure, such as public water and sewer systems, already exist or can be expanded.

In terms of commercial and industrial development, the town could see the addition of small-scale businesses or light industry, especially near transportation corridors like Route 15, or those that might utilize the airport. Commercial development will likely occur near the town's central business district or in areas adjacent to existing commercial activities, while light industrial development could be focused on areas near the transportation network to take advantage of access to regional markets.

Trends

Greenville's Future Land Use Plan is shaped by the ongoing housing crisis that affects both the state of Maine and the town itself. Greenville is acutely aware of the pressing need for affordable and accessible housing. Recent trends have shown that the demand for housing in the region has steadily increased, driven by both rising housing costs in urban centers and an influx of individuals and families seeking more affordable, rural living options. With Maine facing a significant shortfall in housing availability, particularly for low- and moderate-income (LMI) households, Greenville's future land use focuses heavily on addressing this gap by promoting housing development in areas that can support growth.

The Future Land Use Plan prioritizes residential development in designated growth areas that are already supported by public infrastructure, such as water, sewer, and transportation networks. By concentrating on housing development in these areas, the town aims to provide a range of housing options—from single-family homes to multi-family units—while ensuring that new developments are affordable and accessible. The Plan also encourages infill development and the rehabilitation of older, underutilized properties, which can help meet the immediate housing demand without sprawling into undeveloped or environmentally sensitive areas.

Projected Growth areas

At the heart of growth and Development needs is the support of Greenville School. The town of Greenville takes great pride in its education system and wants to focus on the kind of sustainable growth that maintains and grows that system.

Opportunities and Constraints

Opportunities

Greenville's abundant natural beauty, scenic location, provocative histories, and a strong sense of community present significant opportunities for future land use. The town's designation of its growth area near existing infrastructure, such as water and sewer systems, enables Greenville to direct development efficiently while minimizing costs. Concentrating residential and commercial development in these areas allows the town to expand housing options, attract small businesses, and support local schools, all while maintaining its rural character.

The town's emphasis on protecting critical natural resources—through Shoreland Zoning, watershed protection, groundwater overlay zones, etc.—offers additional opportunities. By safeguarding these assets, Greenville enhances its appeal as a destination for eco-tourism and outdoor recreation, which are its current key economic drivers. These protections also ensure long-term environmental sustainability, an essential factor for both residents and visitors. Furthermore, Greenville's proactive approach to addressing the statewide housing crisis positions the town as a model for balancing growth with environmental and community priorities.

Constraints

Greenville faces several constraints that could challenge its land use goals. The town's rugged terrain and limited public road network can complicate the expansion of infrastructure and make some areas less accessible for development. Additionally, Greenville's significant inventory of undeveloped land, while a strength, is also a constraint due to its ecological sensitivity. Regulations protecting wetlands, floodplains, and other critical habitats may limit the extent and location of future development.

Economic constraints also play a role. Limited municipal budgets could impede the town's ability to make the necessary infrastructure investments to support growth, particularly in areas that require new or upgraded public utilities. Furthermore, the ongoing statewide housing crisis underscores the difficulty of meeting affordable housing demands in a way that aligns with Greenville's rural character. Striking a balance between preserving open spaces and fostering economic growth will require careful planning and community consensus.

The part of Critical Natural Resources

Critical natural resources are those most vulnerable to the impacts of development, and are protected through federal, state, and local regulations. Local regulations include Shoreland Zoning (resource protection zoning and wetland zoning, in particular), Critical Watershed Overlay zoning, Floodplain Regulations, Groundwater Protection Overlay zoning, and performance standards in the Land Use Ordinance. Other non-regulatory

mechanisms include water quality monitoring, volunteer efforts on the part of lake associations, educational efforts by environmental organizations, etc. Fortunately for Greenville many critical and important natural resources are in rural, undeveloped areas distant from public roads. The ordinance also includes performance standards designed to assure that development is compatible with surrounding land uses and the landscape.

Appendix

(Maps and Public Opinion Survey Results)

Map 1 - Location within Piscataquis County

Map 2 - Aerial

Map 3 - Dover-Foxcroft Labor Market Area

Map 4 - Community Facilities/ Recreation

Map 5 - Community Facilities Inset

Map 6 - Recreation Inset

Map 7 - Transportation

Map 8 - Transportation Inset

Map 9 - Water Resources

Map 10 - Critical Habitat

Map 11 - Known Archaeological Sites and Areas Sensitive for Prehistoric Archaeology

Map 12 - Forest and Farmland

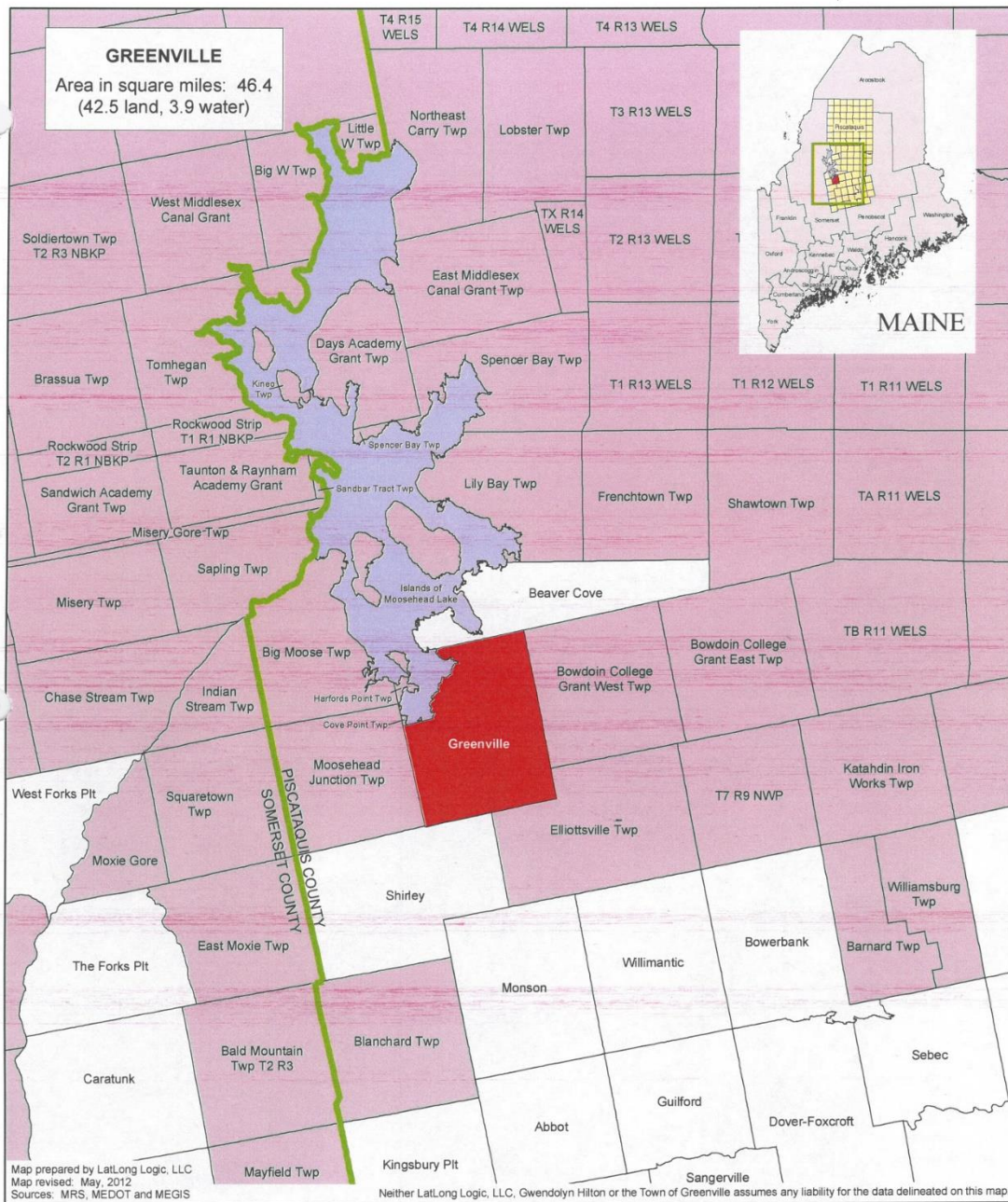
Map 13 - Existing Land Use

Map 14 - Greenville Constraints

Map 15 - Soil Potential for Low Density Development

Map 16 - Zoning

Map 17 - Future Land Use



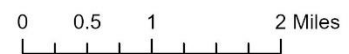
GREENVILLE COMPREHENSIVE PLAN **MAP 1: LOCATION WITHIN PISCATAQUIS COUNTY**

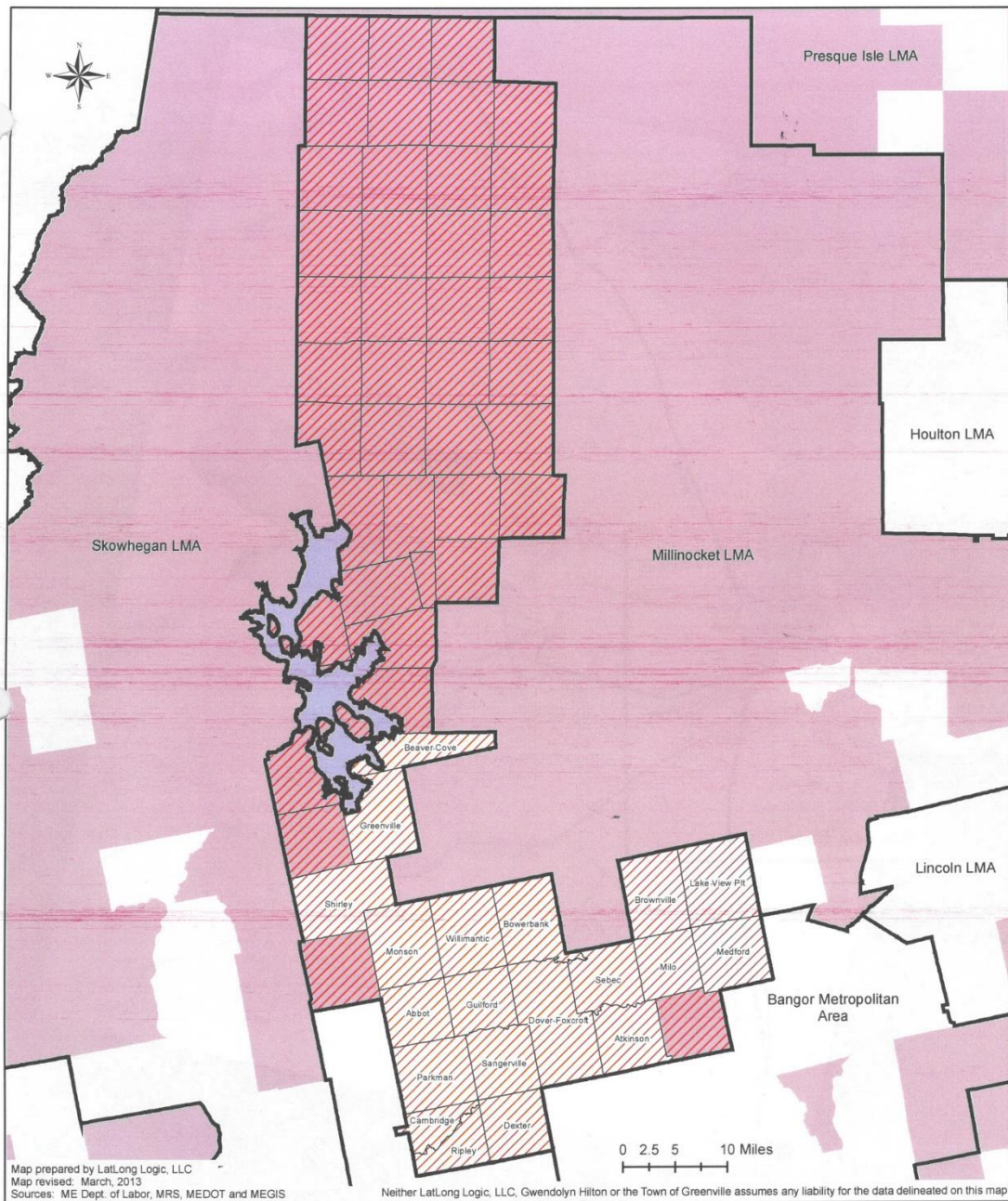




GREENVILLE COMPREHENSIVE PLAN

MAP 2: AERIAL PHOTOGRAPHY 2024

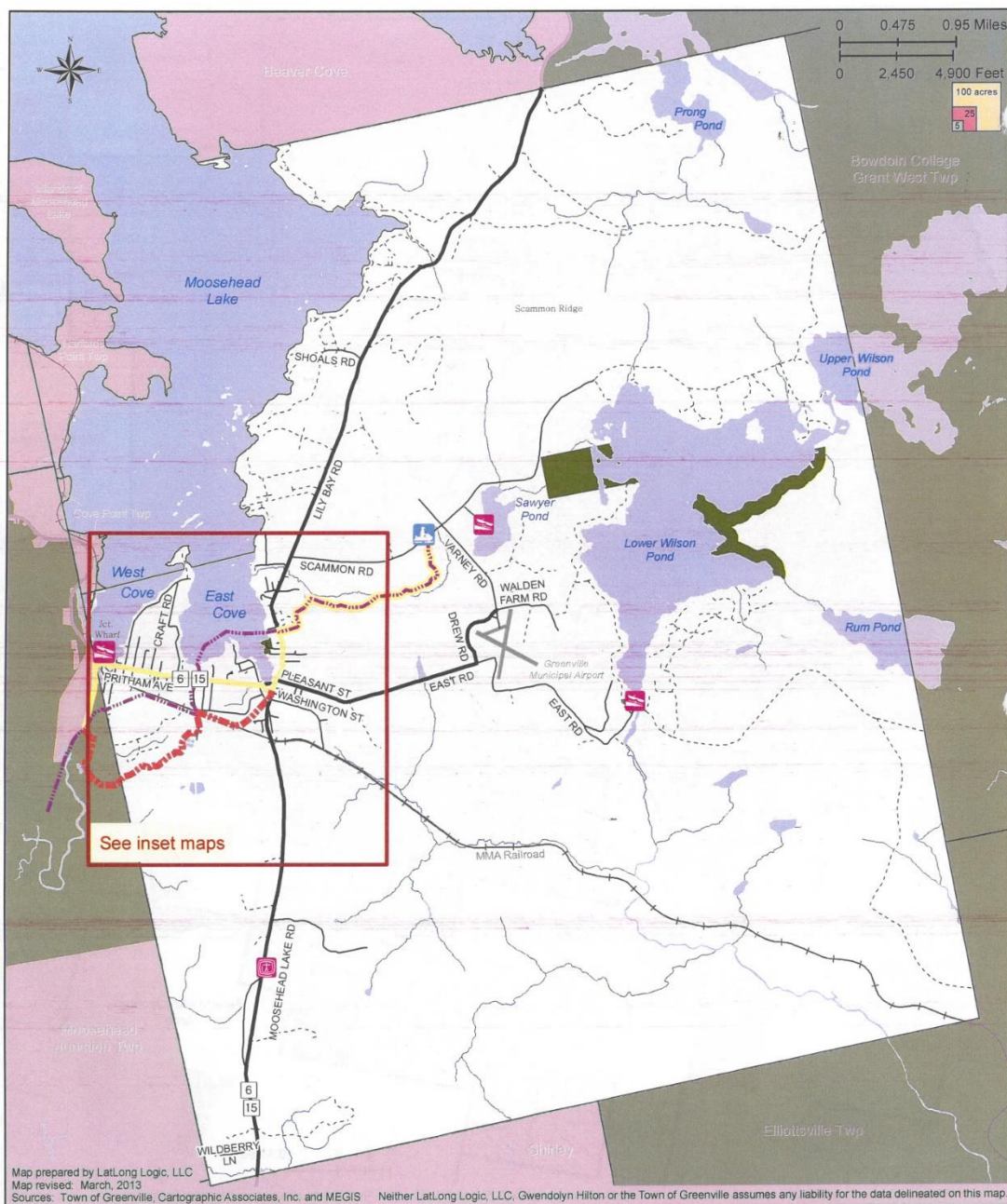




GREENVILLE COMPREHENSIVE PLAN MAP 3: DOVER-FOXCROFT LABOR MARKET AREA

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- Minor Civil Divisions
 - Unorganized Territory
 - Labor Market Areas (LMAs)
 - Dover-Foxcroft LMA
- LMA boundaries based on data from the 2000 Census.*



GREENVILLE COMPREHENSIVE PLAN

MAP 4: COMMUNITY FACILITIES/RECREATION

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- State Roads
- Town Roads
- - - Private/Other Roads
- Railroad
- Perennial Streams
- Water

- Moosehead Visitor's Center
(Chamber of Commerce, NREC & Forest Society)
- Boat Launch
- Conservation Land

- ATV Trail
- Multi-Use Trail
- Snowmobile Trail
- Snowmobile Clubhouse



Map prepared by LatLong Logic, LLC
Map revised March, 2013

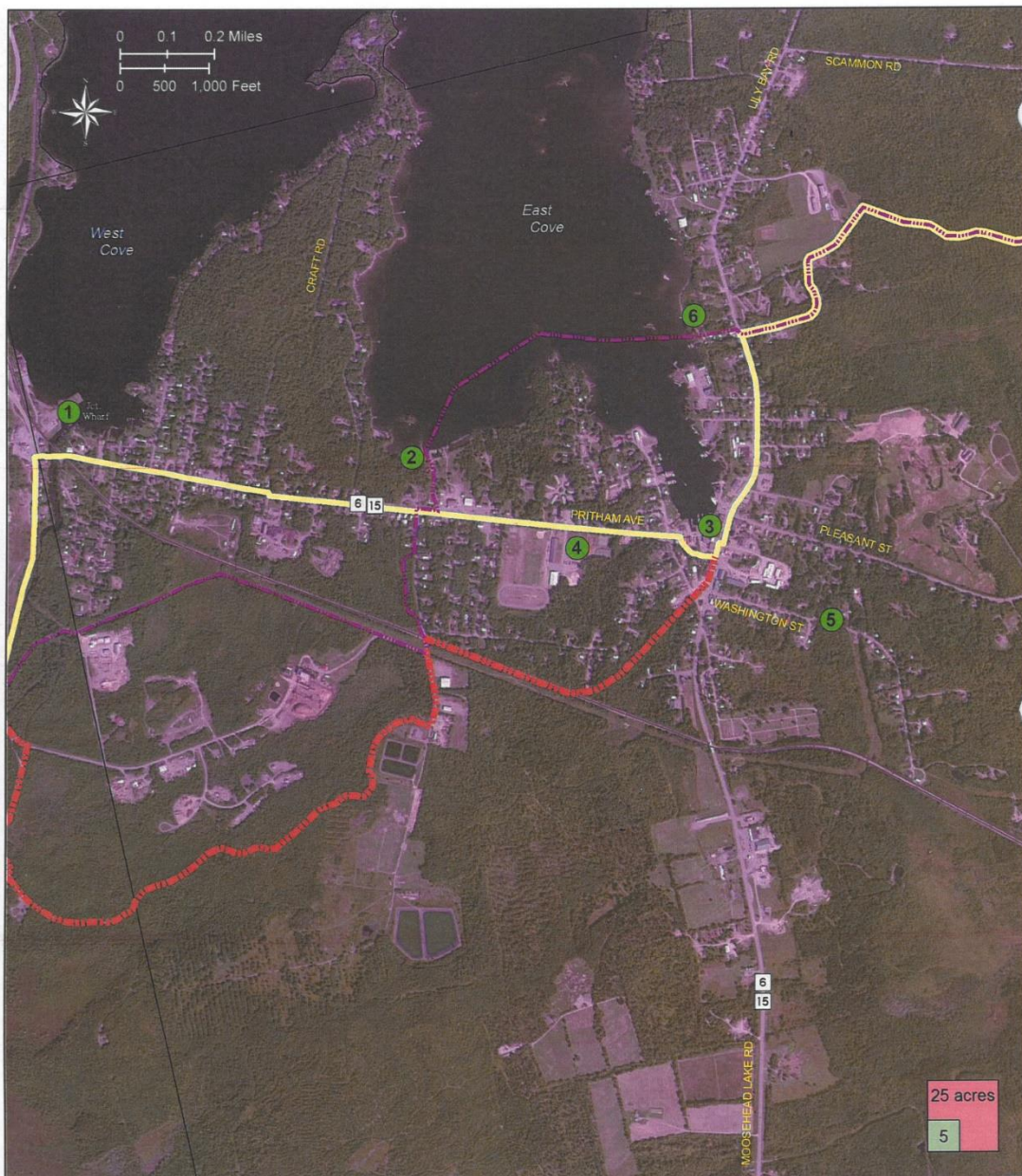
Sources: Town of Greenville, Cartographic Associates, Inc. and MEGIS

Aerial photography provided by Bing Maps (Microsoft Corporation)
Neither LatLong Logic, LLC, Gwendolyn Hilton or the Town of Greenville assumes any liability for the data delineated on this map

GREENVILLE COMPREHENSIVE PLAN

MAP 5: COMMUNITY FACILITIES INSET

L E G E N D	Railroad	Town Office/Police Dept.	Greenville Consolidated School	Charles A Dean Memorial Hospital
	U.S. Post Office	Fire/Rescue Departments	Moosehead Sanitary District	Moosehead Historical Society
	Maine Dept. of Conservation (Forest Service, LUPC)	Public Works	Sewer Lines	Center for Moosehead History
	Maine Dept. of Inland Fisheries & Wildlife	Transfer Station	Water District Reservoir	Moosehead Marine Museum/Katahdin
		Shaw Public Library	Water Lines	Natural Resources Education Center
		Greenville Business Incubator	Greenville Cemetery	



Map prepared by LatLong Logic, LLC
 Map revised: March 2013
 Sources: Town of Greenville, Cartographic Associates, Inc. and MEGIS
 Neither LatLong Logic, LLC, Gwendolyn Hilton or the Town of Greenville assumes any liability for the data delineated on this map.

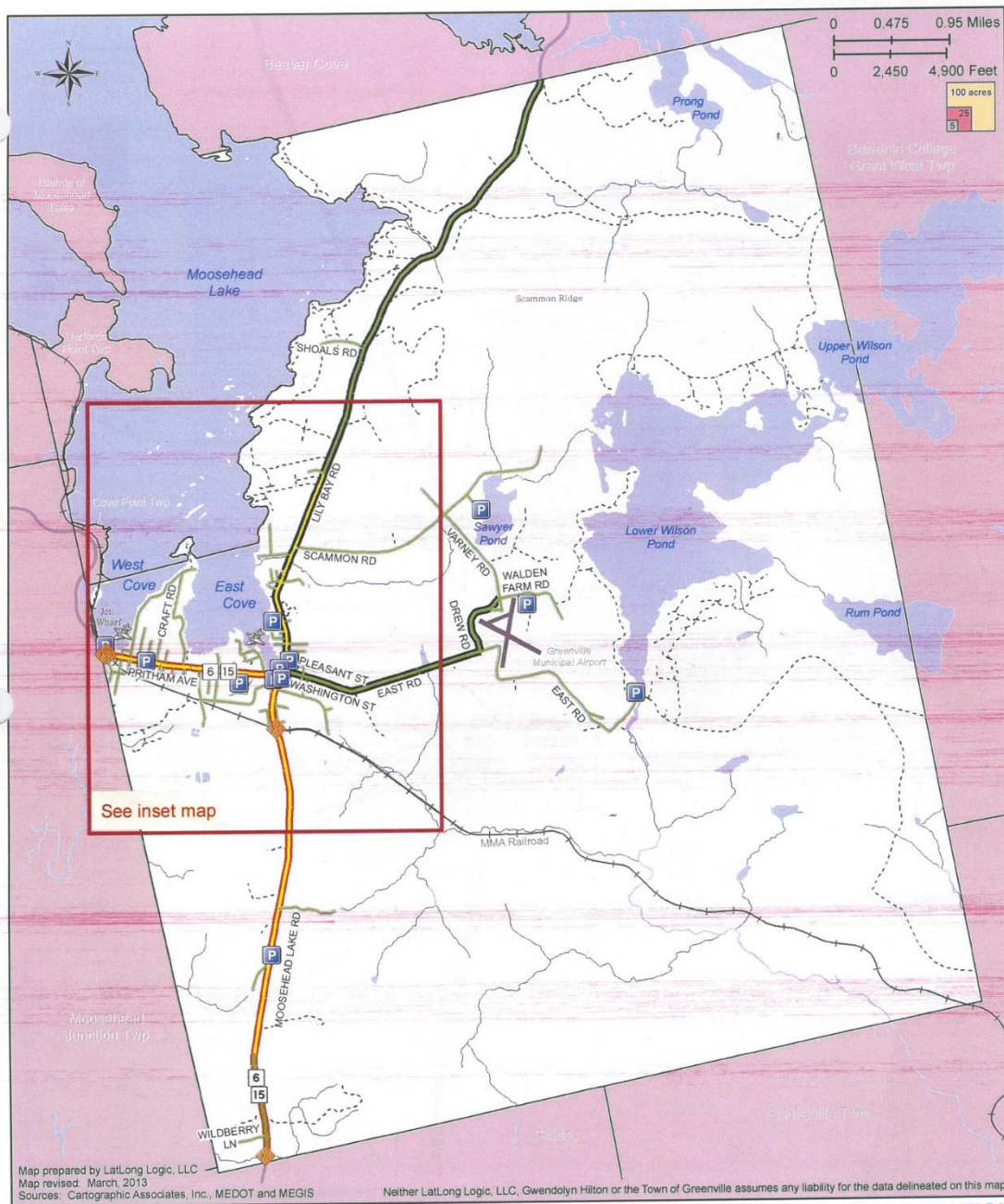
GREENVILLE COMPREHENSIVE PLAN

MAP 6: RECREATION INSET

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- +—+— Railroad
- Yellow line — ATV Trail
- Red dashed line — Multi-Use Trail
- Blue dashed line — Snowmobile Trail

- ① Junction Wharf (boat launch, beach, playground, bath house, restrooms)
- ② Red Cross Beach & Picnic Area
- ③ Thoreau Park (picnic area, boardwalk, public dock, restrooms)
- ④ Greenville Consolidated School (athletic fields, playground, skateboard park, tennis courts, etc.)
- ⑤ Pine Grove Playground & Picnic Area
- ⑥ Preo Park (canoe launch, picnic area)



GREENVILLE COMPREHENSIVE PLAN

MAP 7: TRANSPORTATION

LEGEND

- Railroad
- Perennial Streams
- Bridge
- Water
- Public Parking
- Seaplane Base

HIGHWAY AND ROAD JURISDICTION

- State Highway
- State Aid Highway
- Town Way
- Private/Other Roads

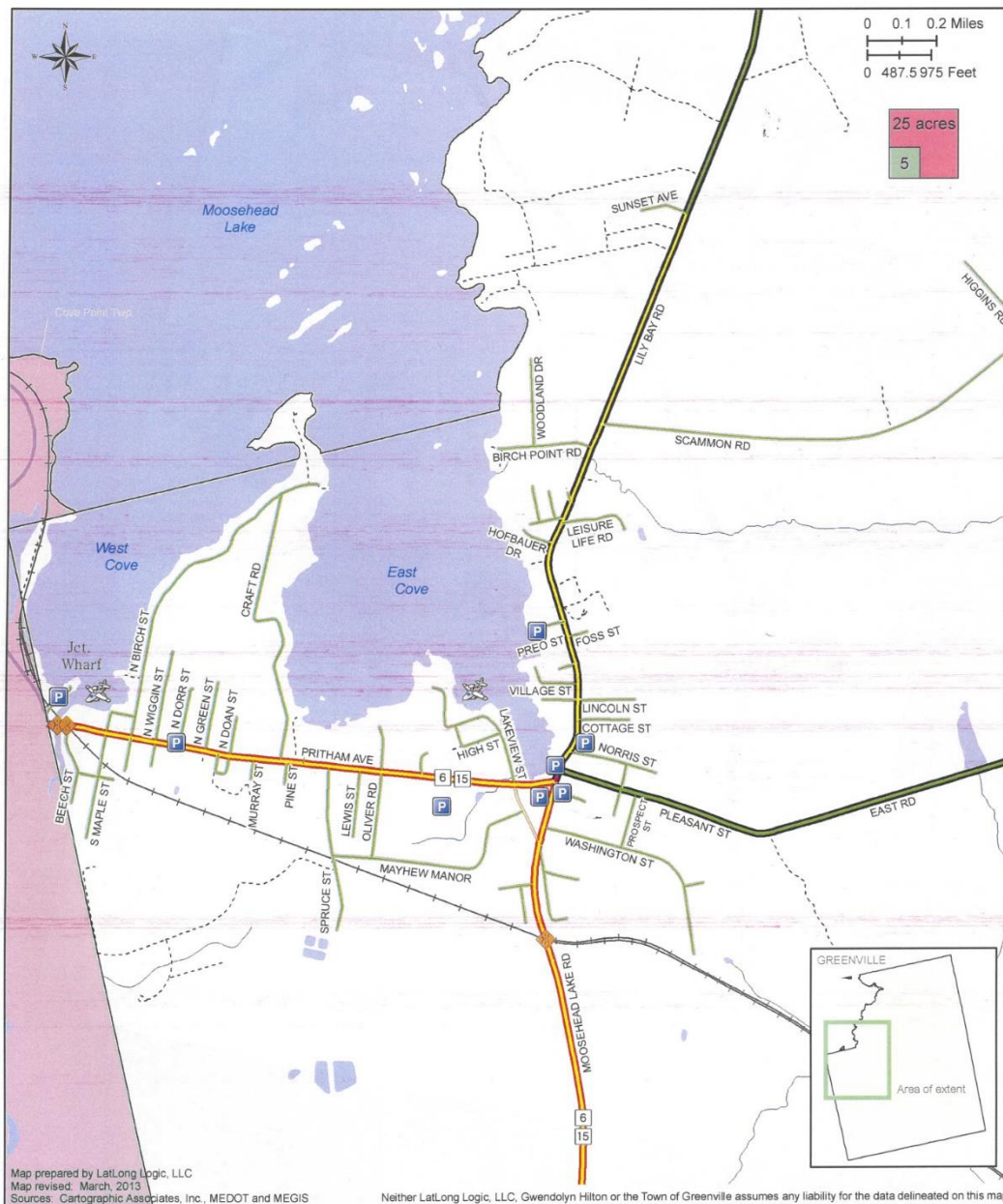
No high crash locations from 2000 - 2010.

Level of Service (LOS) is the capacity of a roadway to handle the existing traffic volumes. There are 6 levels: LOS A represents the best operating conditions and LOS F the worst. LOS C and D are usually considered the maximum acceptable traffic volumes for a roadway.

LEVEL OF SERVICE (LOS)

- LOS A
- LOS B
- LOS C

LOS indicated along center of roadway.



GREENVILLE COMPREHENSIVE PLAN

MAP 8: TRANSPORTATION INSET

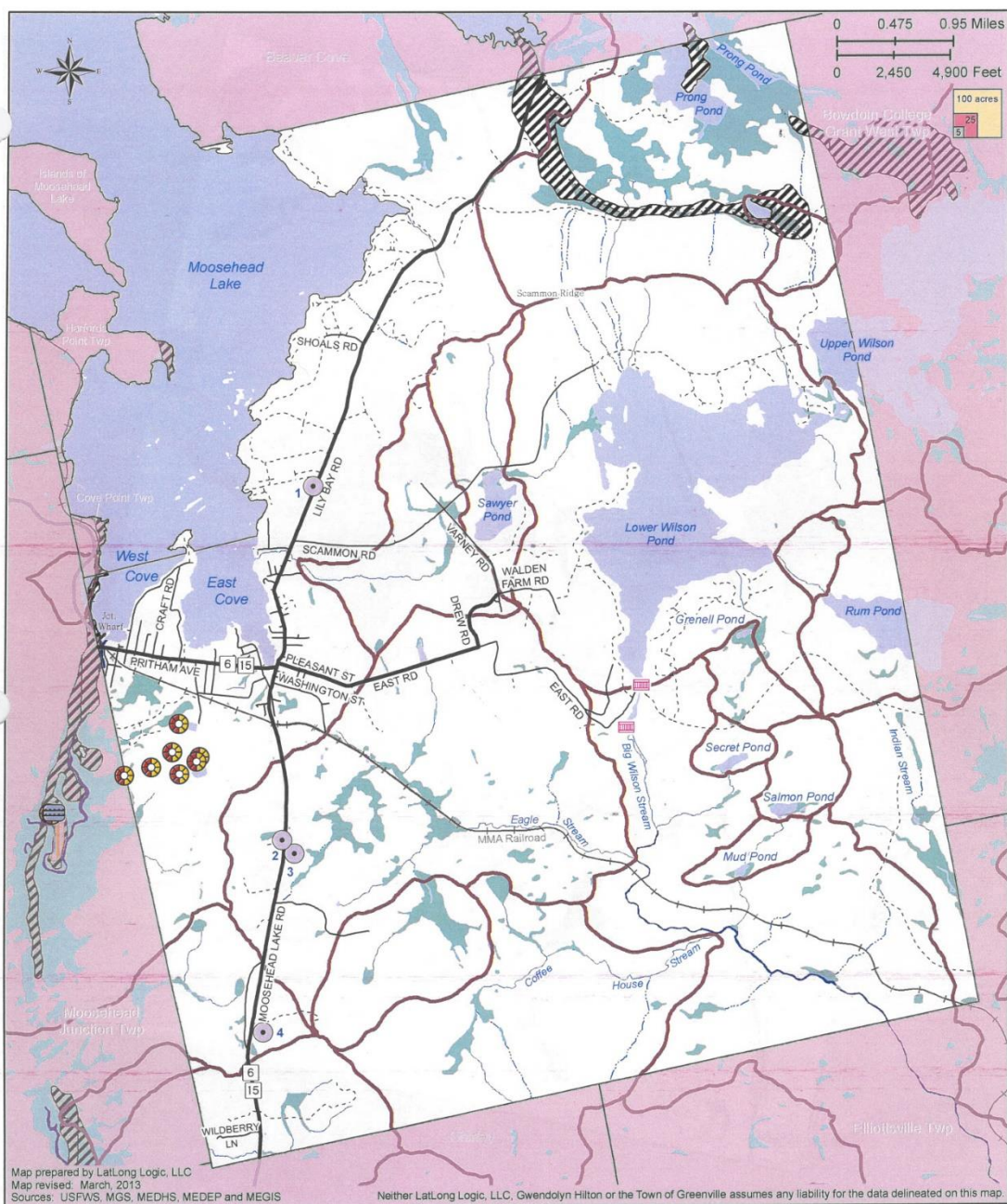
LEGEND

- Railroad
 - Perennial Streams
 - Bridge
 - Water
 - Public Parking
 - Seaplane Base
- HIGHWAY AND ROAD JURISDICTION**
- State Highway
 - State Aid Highway
 - Town Way
 - Private/Other Roads
- No high crash locations from 2000 - 2010.

Level of Service (LOS) is the capacity of a roadway to handle the existing traffic volumes. There are 6 levels: LOS A represents the best operating conditions and LOS F the worst. LOS C and D are usually considered the maximum acceptable traffic volumes for a roadway.

LEVEL OF SERVICE (LOS)

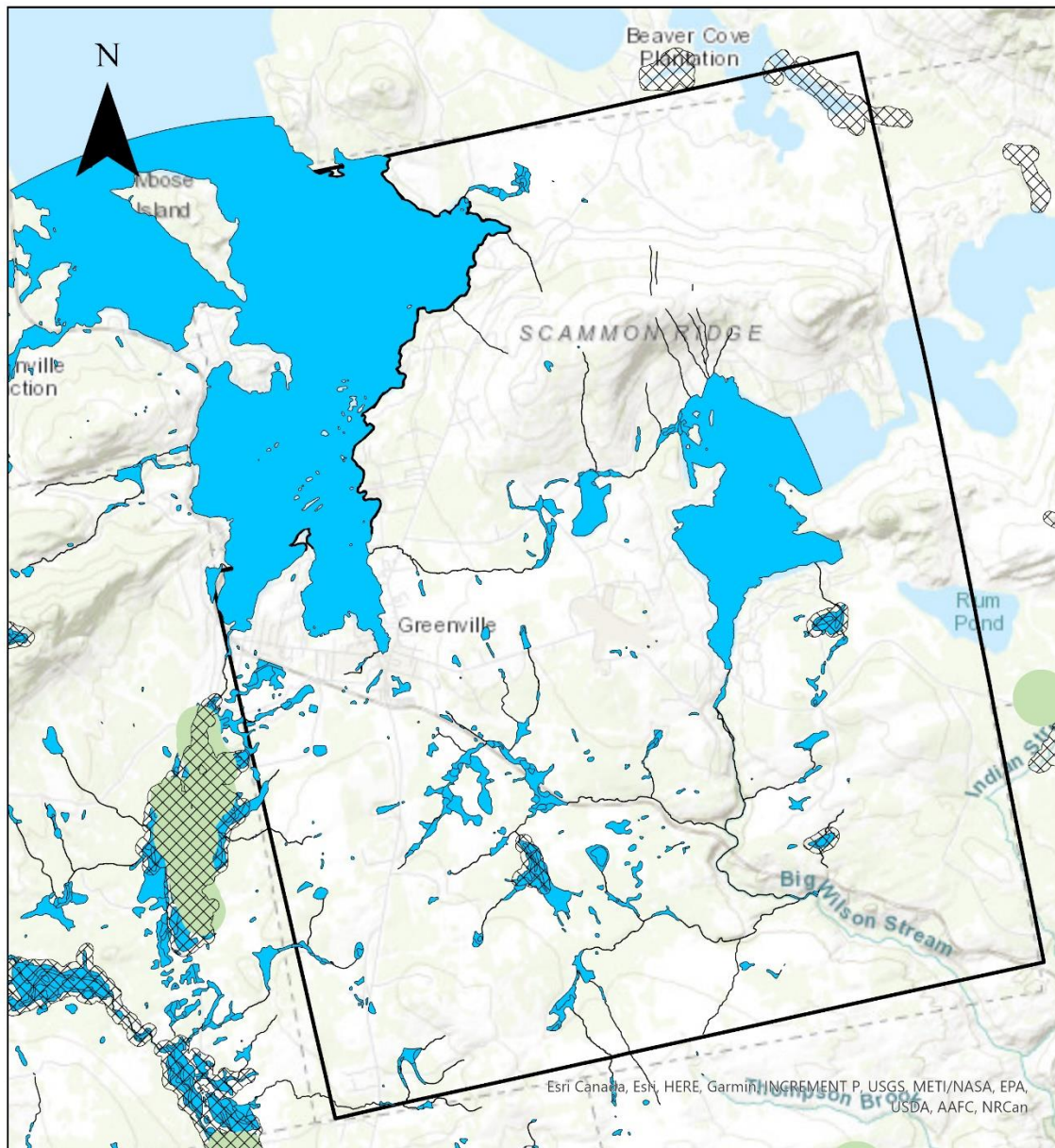
- LOS A
 - LOS B
 - LOS C
- LOS indicated along center of roadway.



GREENVILLE COMPREHENSIVE PLAN

MAP 9: WATER RESOURCES

- | | | |
|---|---|---|
| <p>LEGEND</p> <ul style="list-style-type: none"> — State Roads — Town Roads — Private/Other Roads — Drainage Divides Wastewater Outfalls Dam | <ul style="list-style-type: none"> Maine Water Company Well Non-community Public Water Supply 1. Lodge at Moosehead Lake 2. Moosehead Cottage Resort 3. Moosehead Family Campground 4. Kineo View Motor Lodge | <ul style="list-style-type: none"> Perennial Streams Intermittent Streams Lake River Wetland <p>SIGNIFICANT AQUIFERS</p> <ul style="list-style-type: none"> 10 - 50 gpm Greater than 50 gpm |
|---|---|---|



GREENVILLE COMPREHENSIVE PLAN MAP 10: CRITICAL HABITAT AREAS

Legend

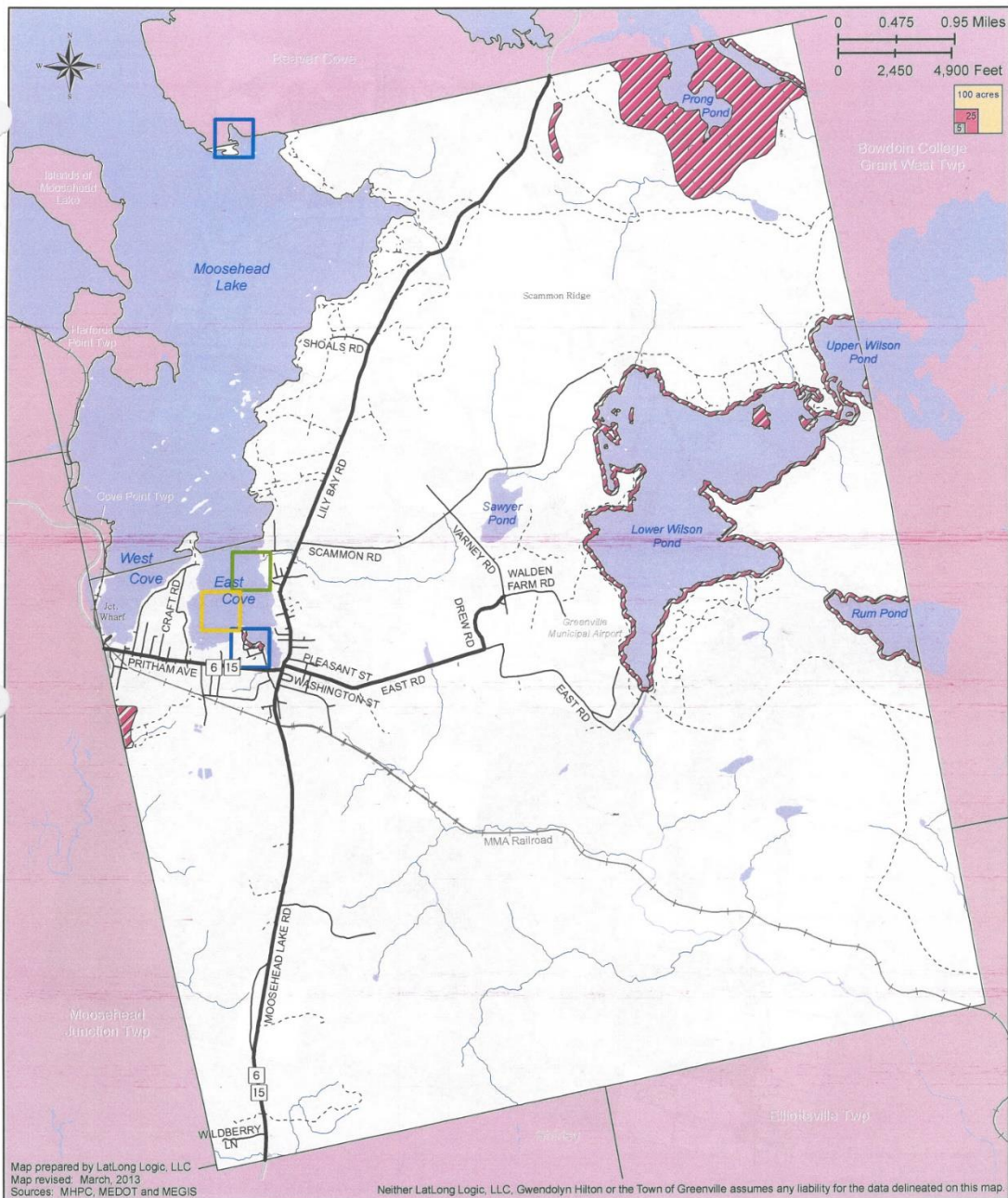
-  Inland Waterfowl and Wading Bird Habitat
-  Endangered Threatened and Special Concern (Wildlife)
-  Deer Wintering Areas
-  Wetlands
-  Greenville Boundary

Greenville, Piscataquis County

0 0.5 1 2 3 4 Miles



EMDC
EASTERN MAINE
DEVELOPMENT
CORPORATION



GREENVILLE COMPREHENSIVE PLAN

MAP 11: ARCHAEOLOGICAL RESOURCES

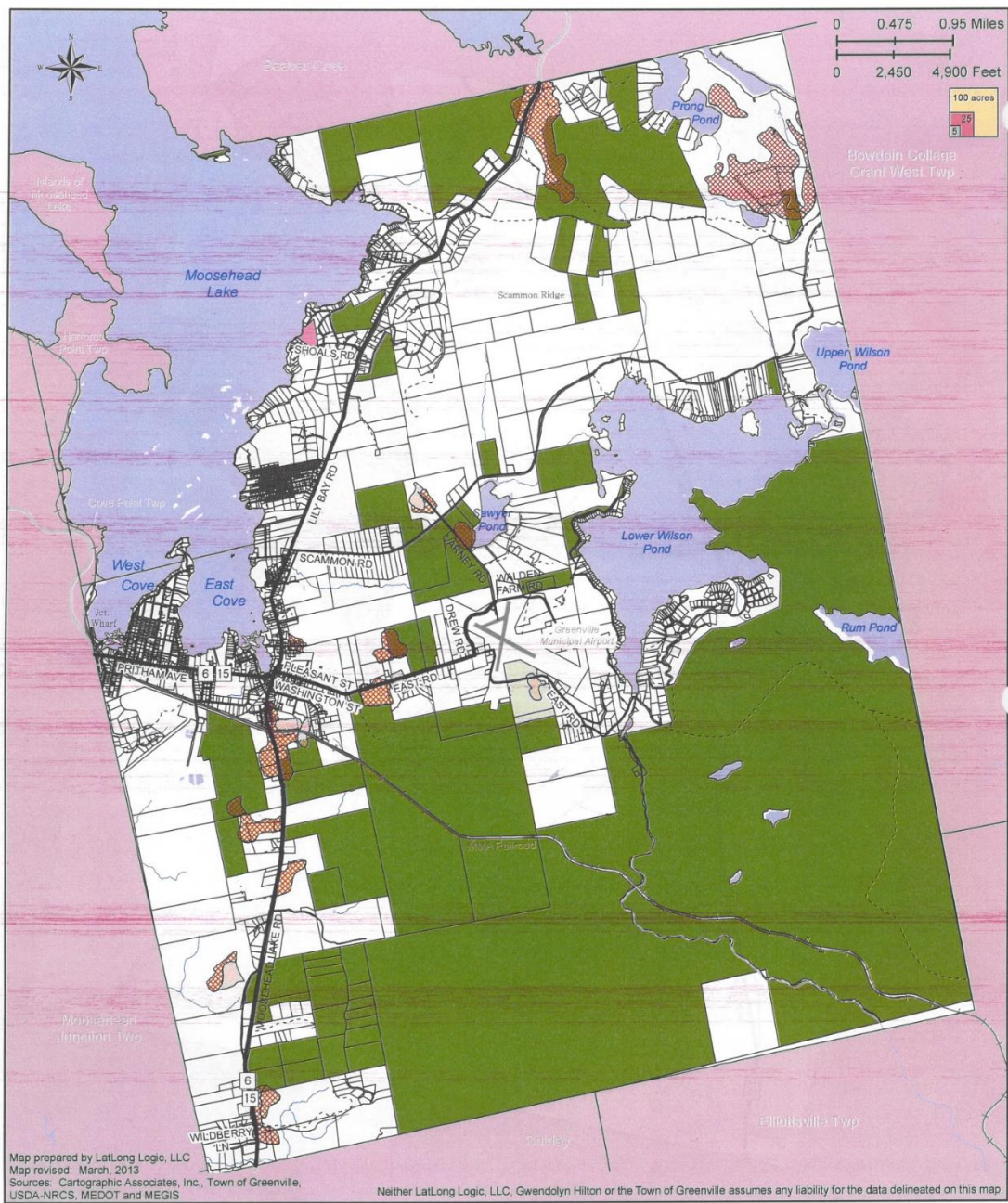
LEGEND

- State Roads
- Town Roads
- - - Private/Other Roads
- Railroad
- Perennial Streams
- Water

KNOWN ARCHAEOLOGICAL SITES AND AREAS SENSITIVE FOR PREHISTORIC ARCHAEOLOGY

- Areas sensitive for prehistoric archaeology
- 1/2 K square intersecting a known prehistoric archaeological site.
- 1/2 K square intersecting a known historic archaeological site
- 1/2 K square intersecting a known historic archaeological site with a good estimated location.

* Based on data available provided by the Maine Historic Preservation Commission in September, 2011.



GREENVILLE COMPREHENSIVE PLAN

MAP 12: FOREST AND FARMLAND

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- State Roads
- Town Roads
- - - Private/Other Roads
- Railroad
- Perennial Streams
- Water

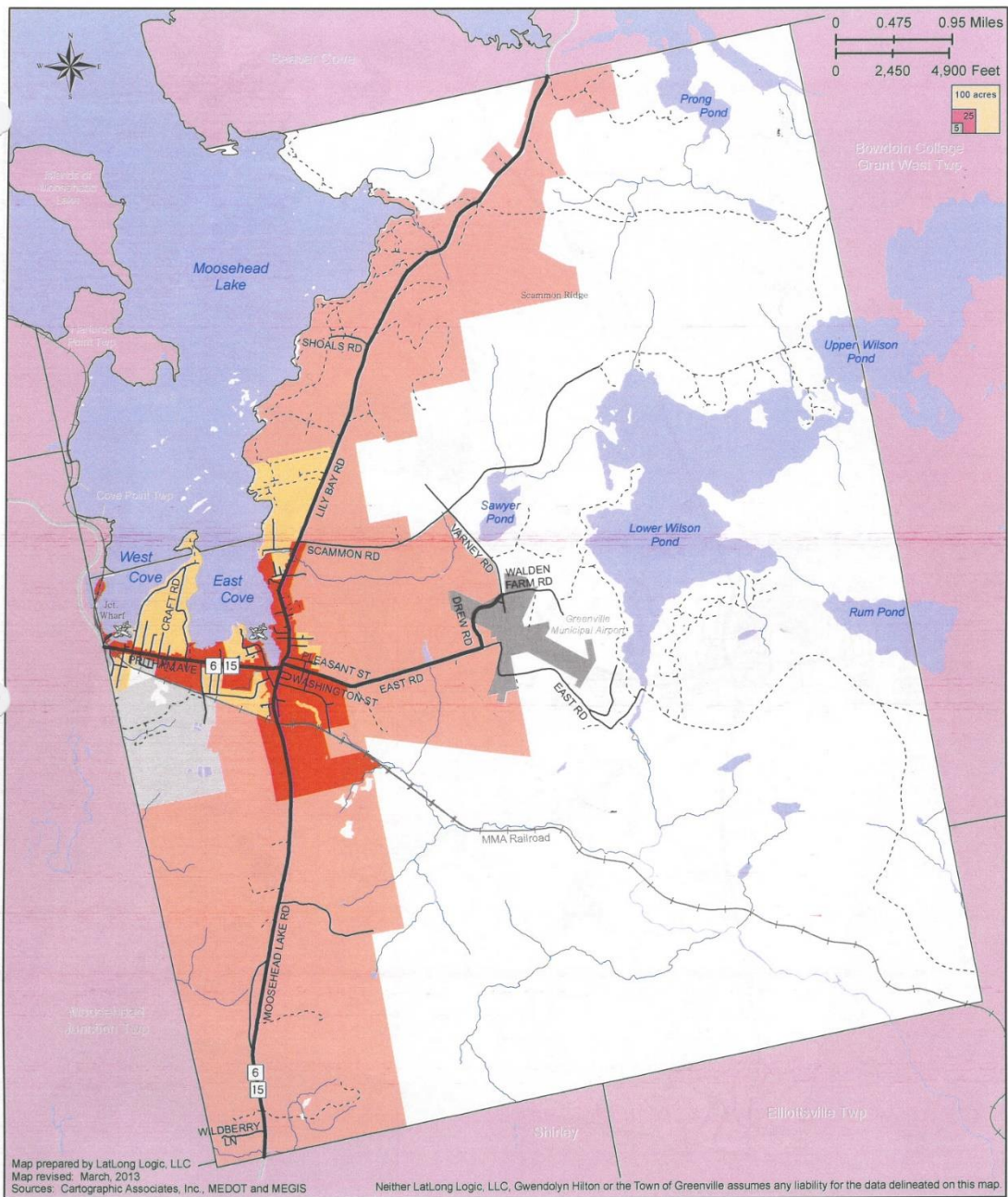
USDA SOILS CLASSIFICATIONS

- Prime Farmland Soils
- Additional Farmland Soils of Statewide Importance

Note: Soils data is generalized; more detailed field investigation would be required to identify actual soil suitability.

CURRENT USE PROPERTY TAX DESIGNATIONS

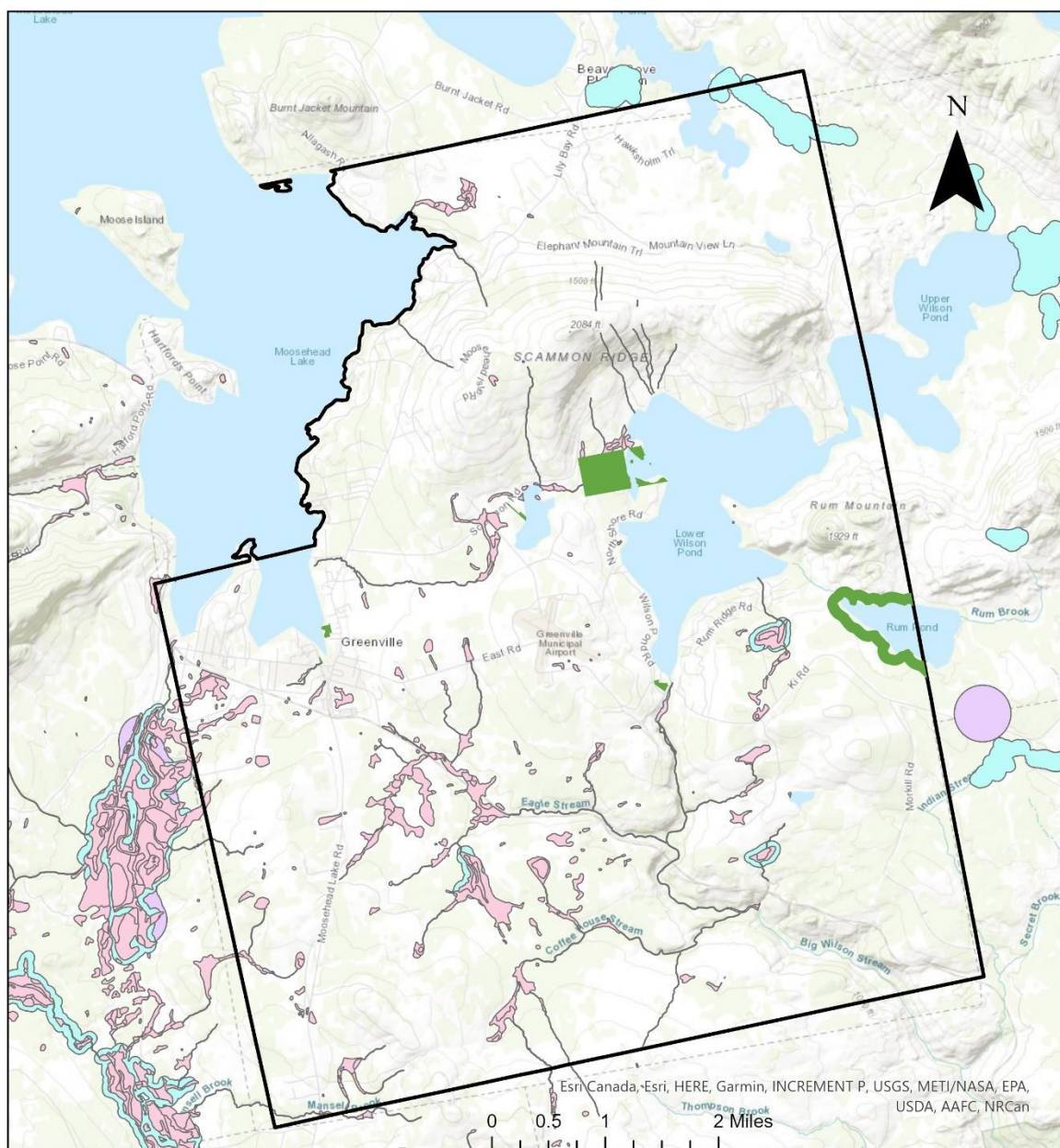
- Tree Growth Parcel
- Farmland Parcel
- Open Space Parcel



GREENVILLE COMPREHENSIVE PLAN

MAP 13: LAND USE

- | | | | | |
|----------------------------|---------------------------|---------------|--------------------------------|-----------------------------|
| L
E
G
E
N
D | — State Roads | Seaplane Base | LAND USE CLASSIFICATION | |
| | — Town Roads | Water | Airport | Rural Residential/Mixed Use |
| | - - - Private/Other Roads | | Commercial/Industrial | Rural |
| | ++ Railroad | | Residential | Village Mixed Use |
| | ~ Perennial Streams | | | |



GREENVILLE COMPREHENSIVE PLAN

MAP: 14 CONSTRAINTS

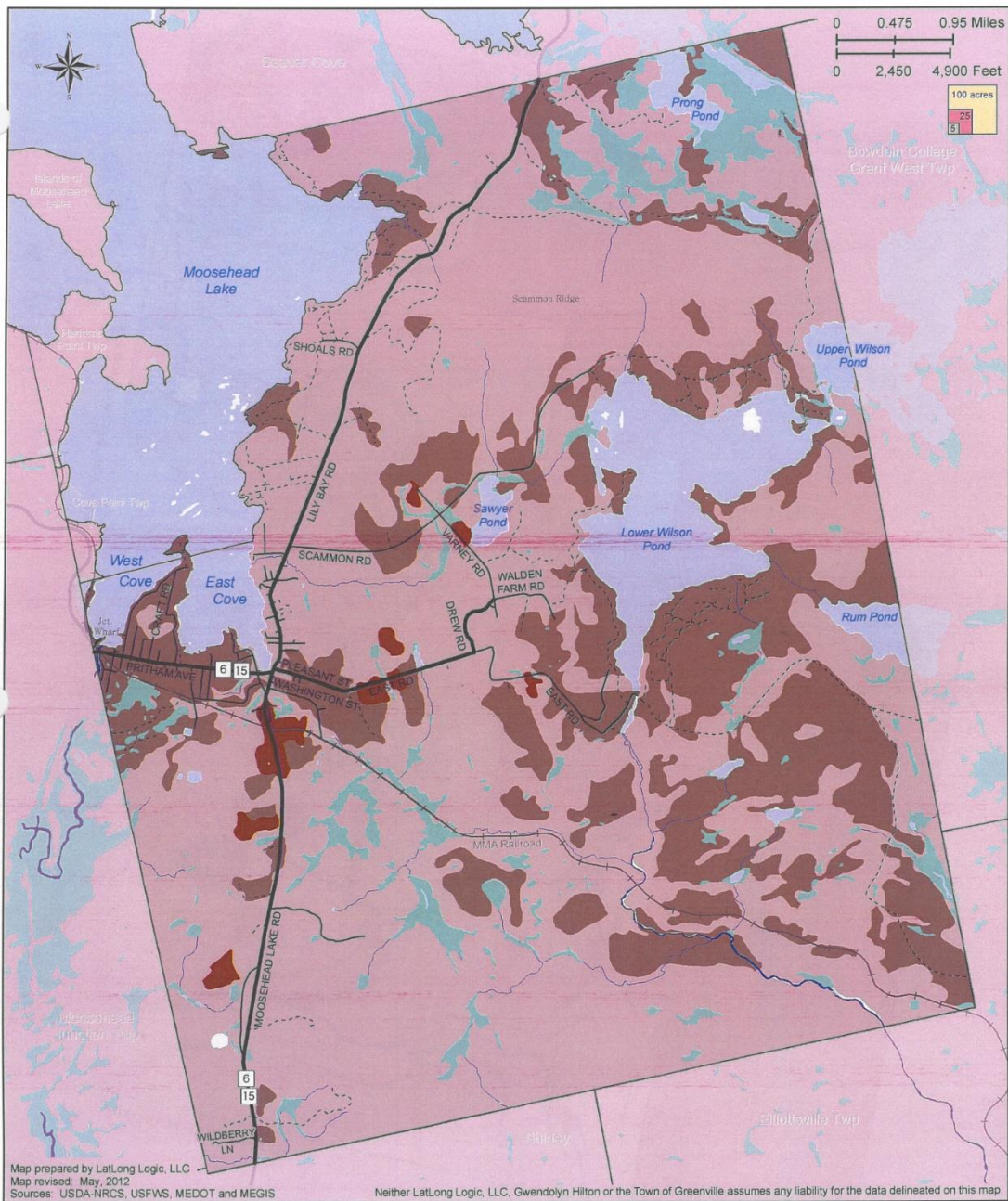
Legend

- | | |
|---|---|
| Conserved Lands | Endangered Threatened and Special Concern Wildlife |
| Wetlands | Deer Wintering Areas |
| Waterfowl and wading bird habitat | |

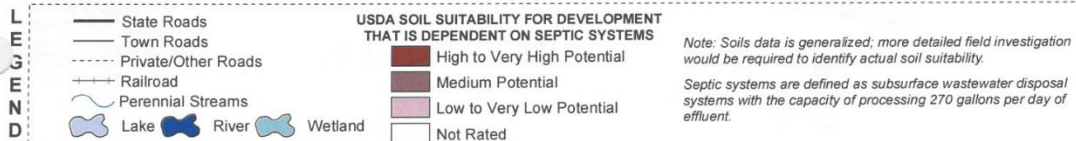
Piscataquis County,
Town of Greenville

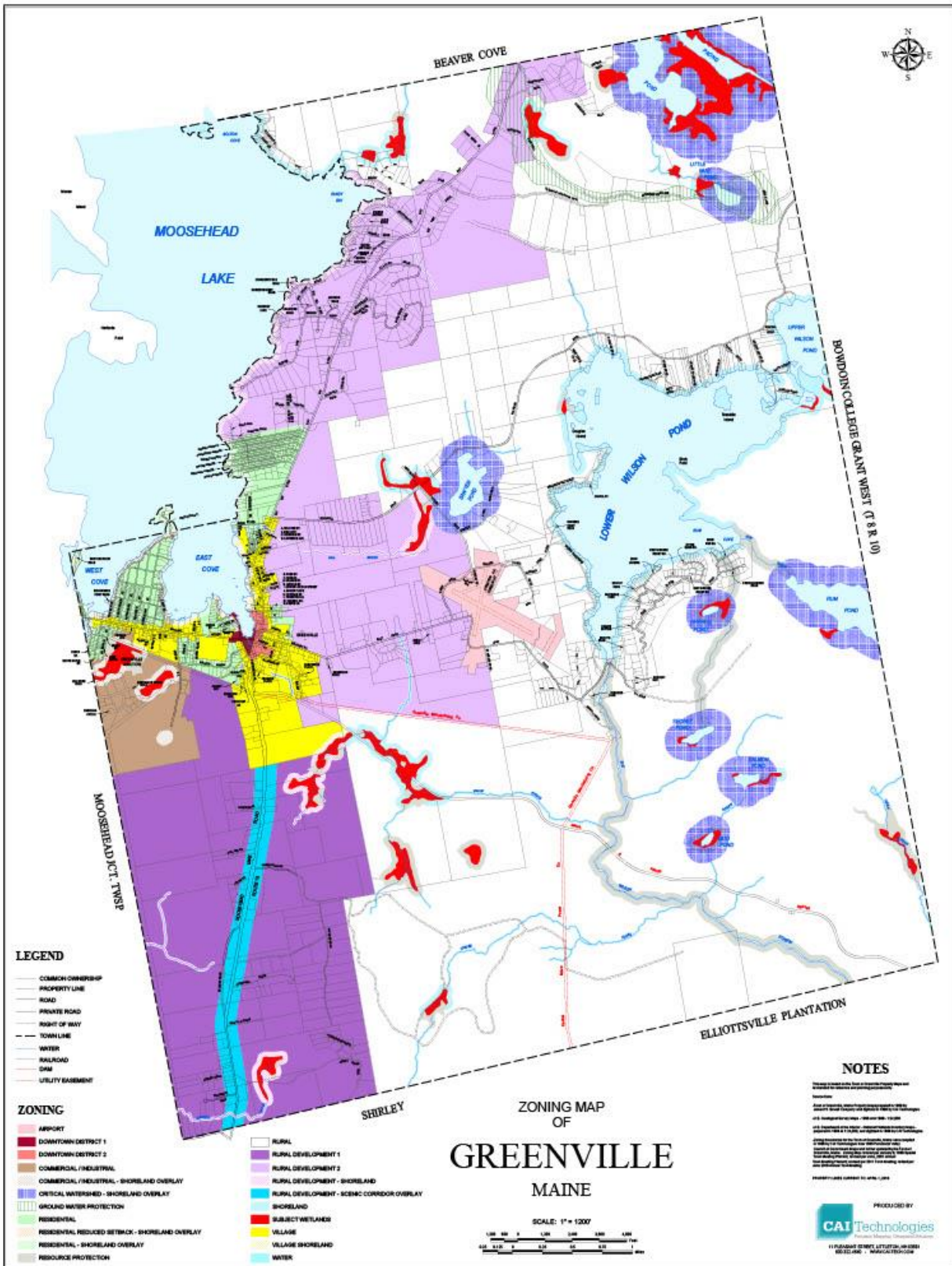


EMDC EASTERN MAINE
DEVELOPMENT CORPORATION



GREENVILLE COMPREHENSIVE PLAN MAP 15: SOIL POTENTIAL FOR LOW DENSITY DEV.

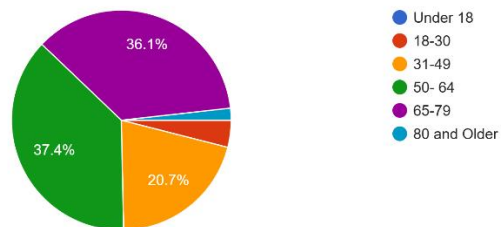




PUBLIC OPINON SURVEY RESULTS

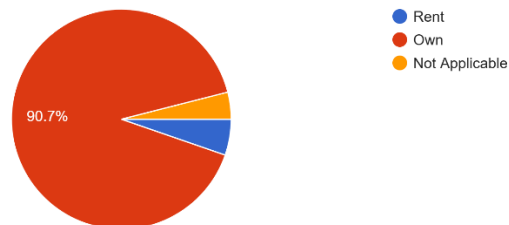
What is your age?

227 responses



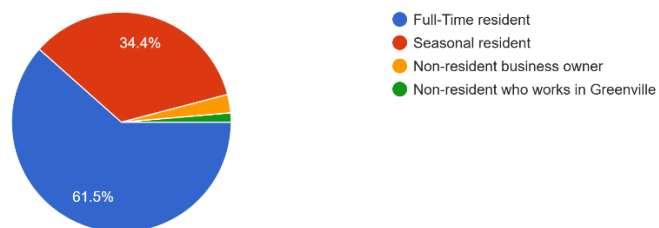
Do you:

227 responses

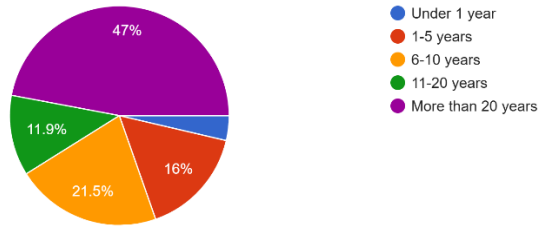


Which of the following best describes your relationship to Greenville?

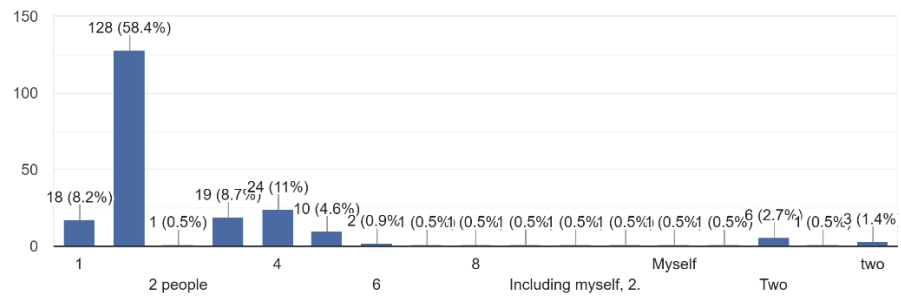
221 responses



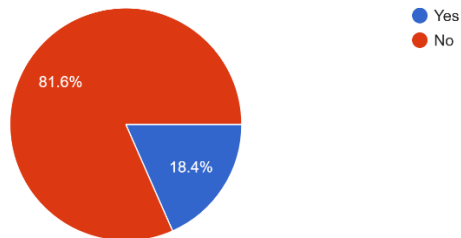
How long have you lived in Greenville?
219 responses



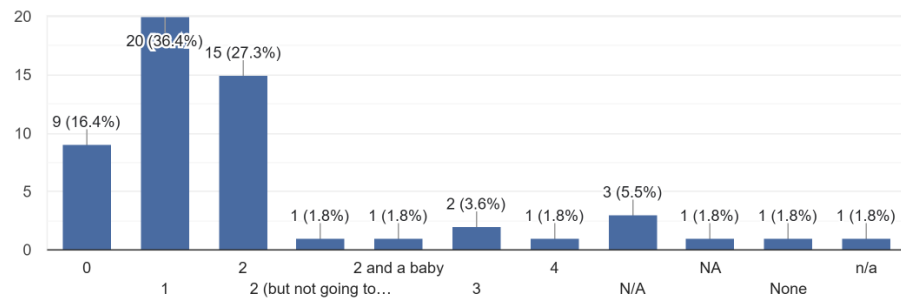
How many people are in your household?
219 responses



Do you have school-aged children under the age of 18 living at home?
223 responses

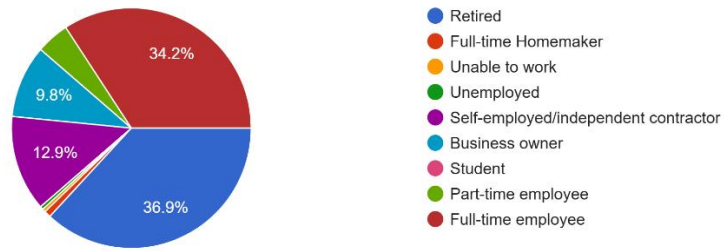


If you answered yes to the above question, how many school-aged children under the age of 18 live at home?
55 responses



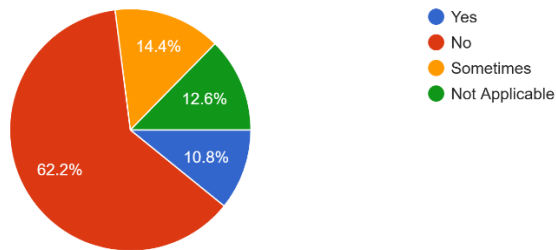
What best describes your employment status?

225 responses

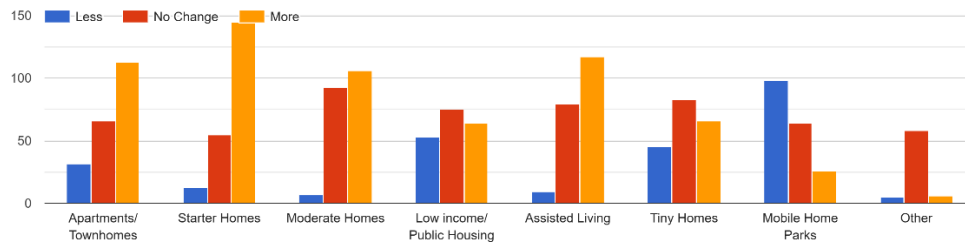


Do you work remotely from home?

222 responses

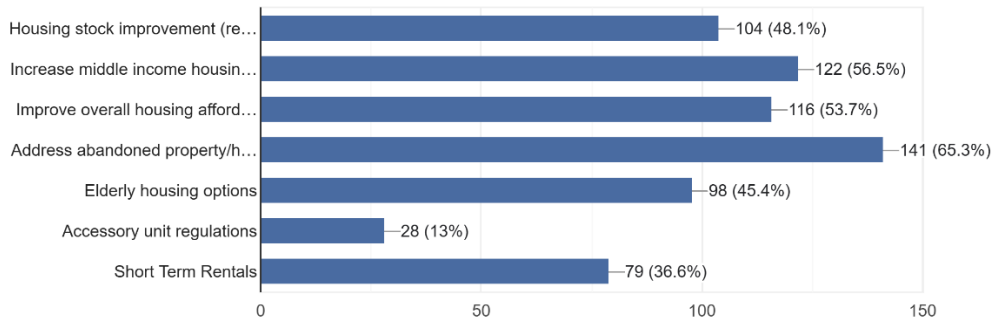


Next to each option below, please indicate the following types of residential development you would like to see more, less, or no change in Greenville.



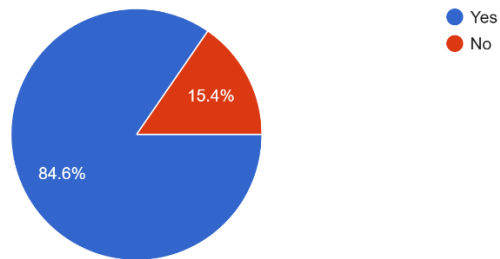
What housing issues do you think the town should address? (Please check all that apply)

216 responses



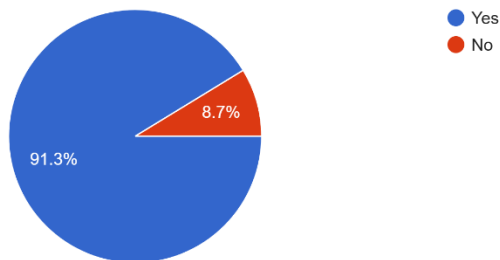
Do you see housing as an important issue in Maine and/or Greenville?

221 responses

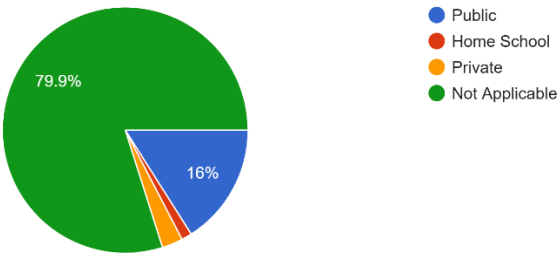


Do you think that it is challenging for low-and moderate income residents to find affordable housing in Greenville?

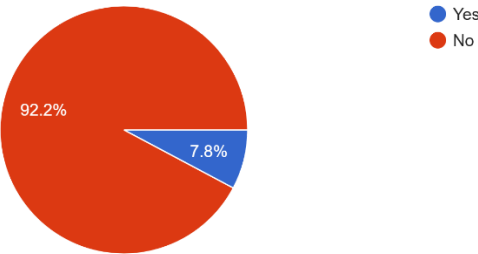
218 responses



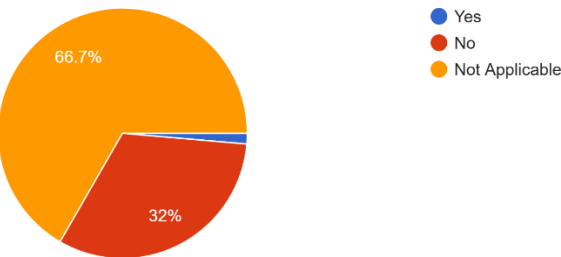
What type of school do your children attend?
219 responses



Do you have children in the Greenville School System?
219 responses

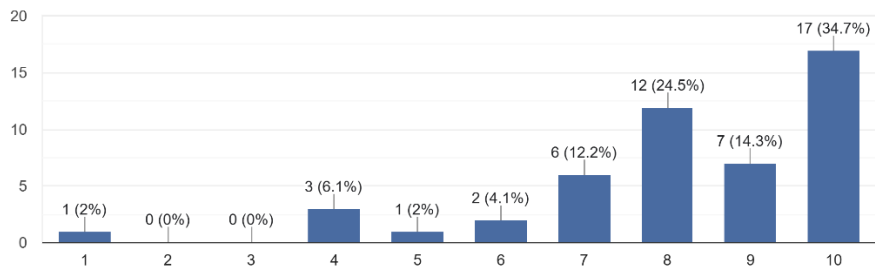


Do you Homeschool?
219 responses



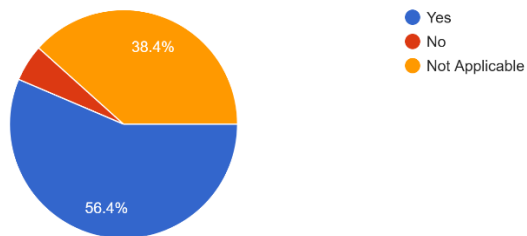
On a scale of 1 to 10, how satisfied are you with your child's education? (Please skip this question if it is not applicable)

49 responses



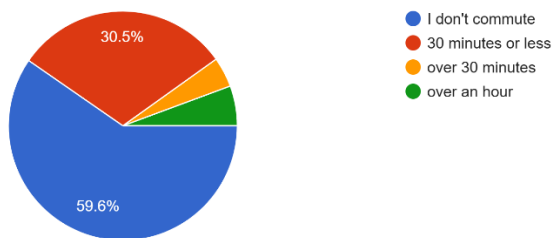
Would you like to see more community activity at GCS?

211 responses



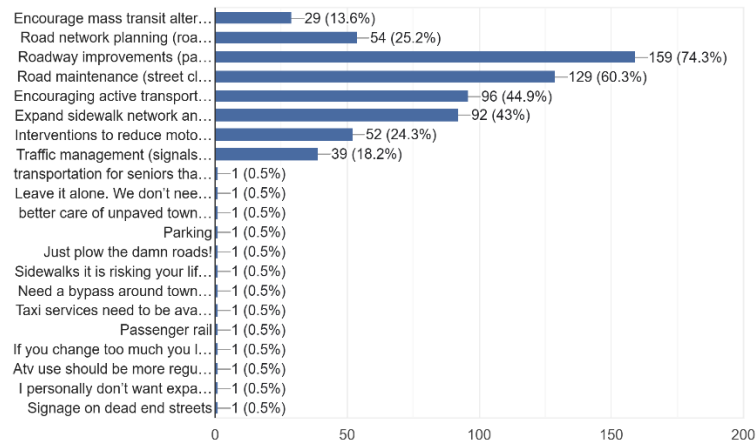
How many minutes on average is your commute?

213 responses



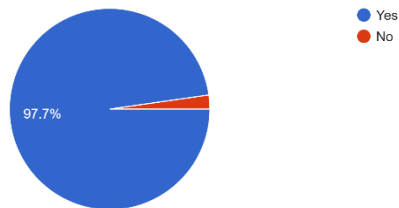
What transportation initiatives do you think Greenville should support? (Please check all that apply)

214 responses



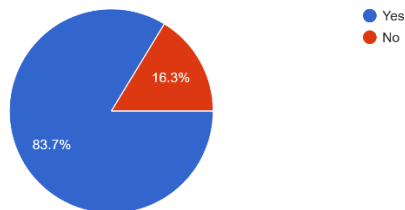
Is tourism important to Greenville?

222 responses



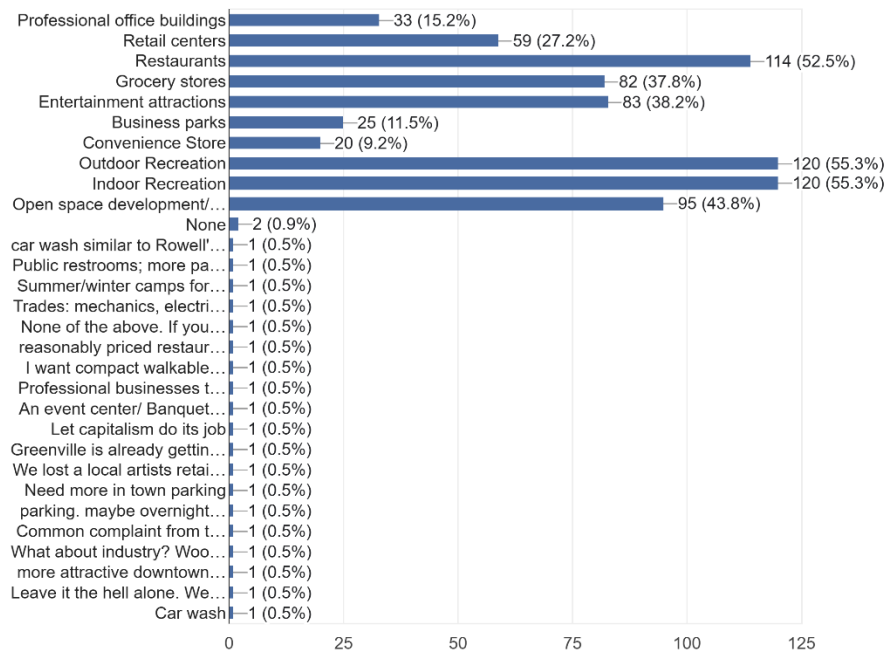
Do you think Greenville should promote tourism?

221 responses



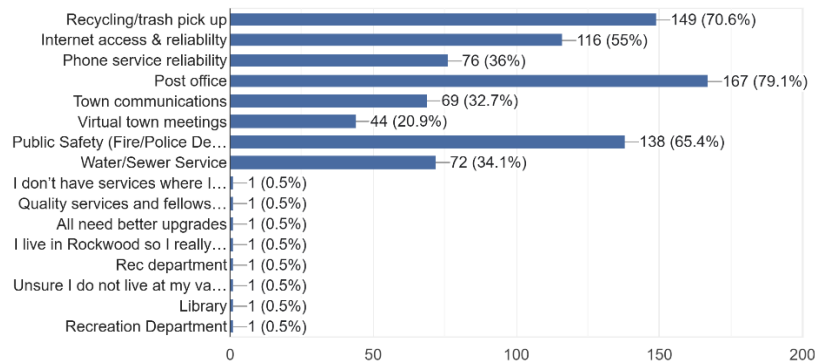
Which of the following types of commercial development would you like to see more of in Greenville? (Please select all that apply)

217 responses



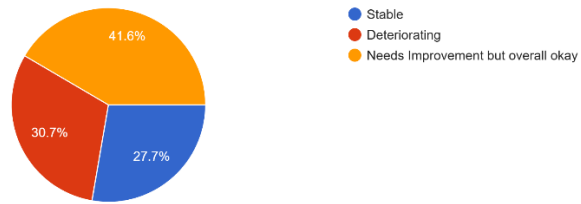
Which of the following public services are you satisfied with? (Please check all that apply)

211 responses



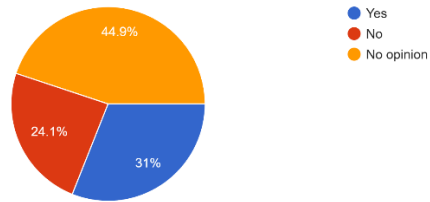
In your opinion are the sewer system services in Greenville...

166 responses



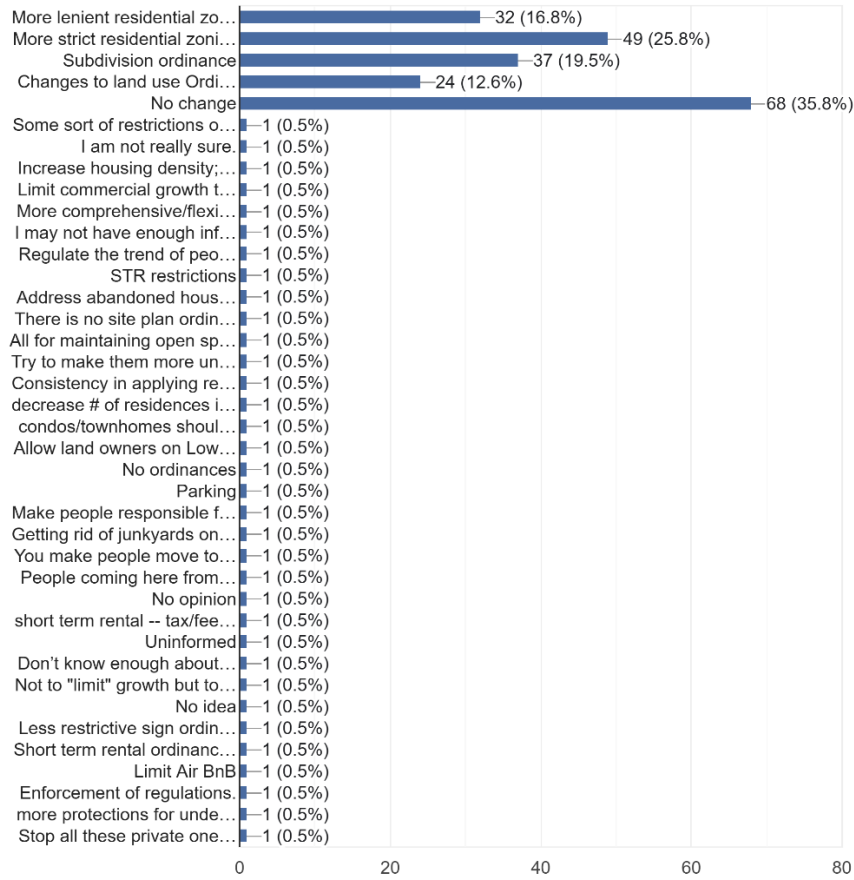
Are you satisfied with Greenville's current Land Use policies/ordinances?

216 responses



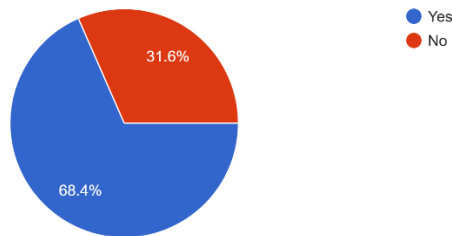
What land use changes would you like to see in Greenville? (Please check all that apply)

190 responses



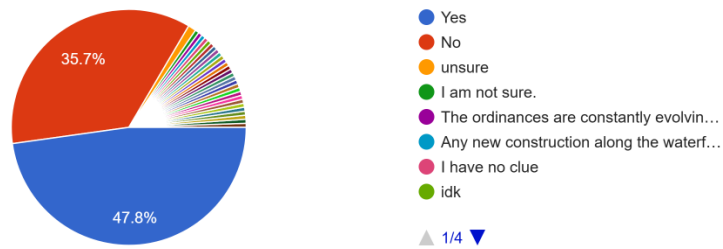
Do you think Greenville should adopt Building Codes?

209 responses



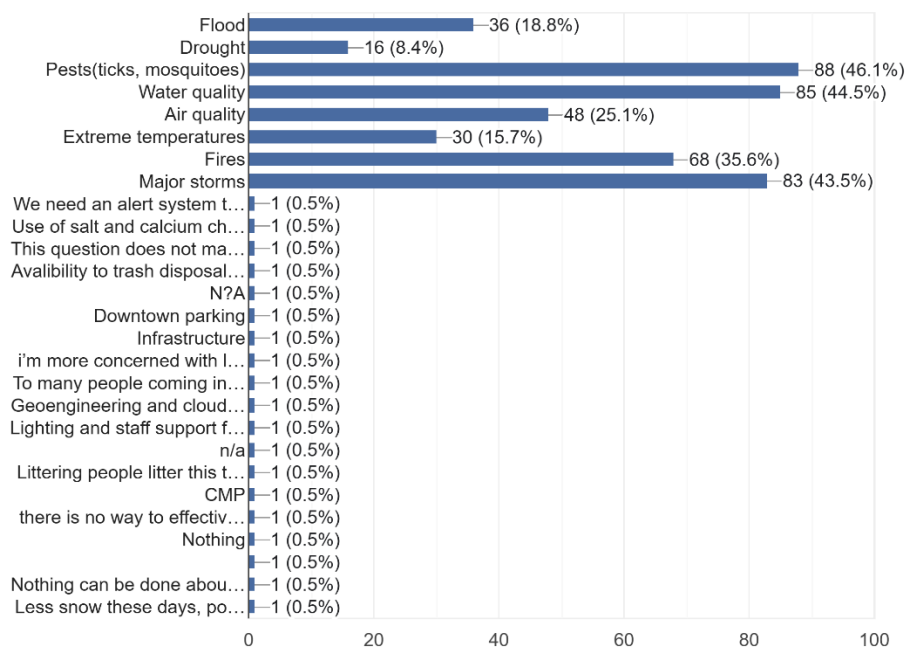
Do you think Greenville's Zoning Ordinance's are meeting the needs of the Community?

182 responses



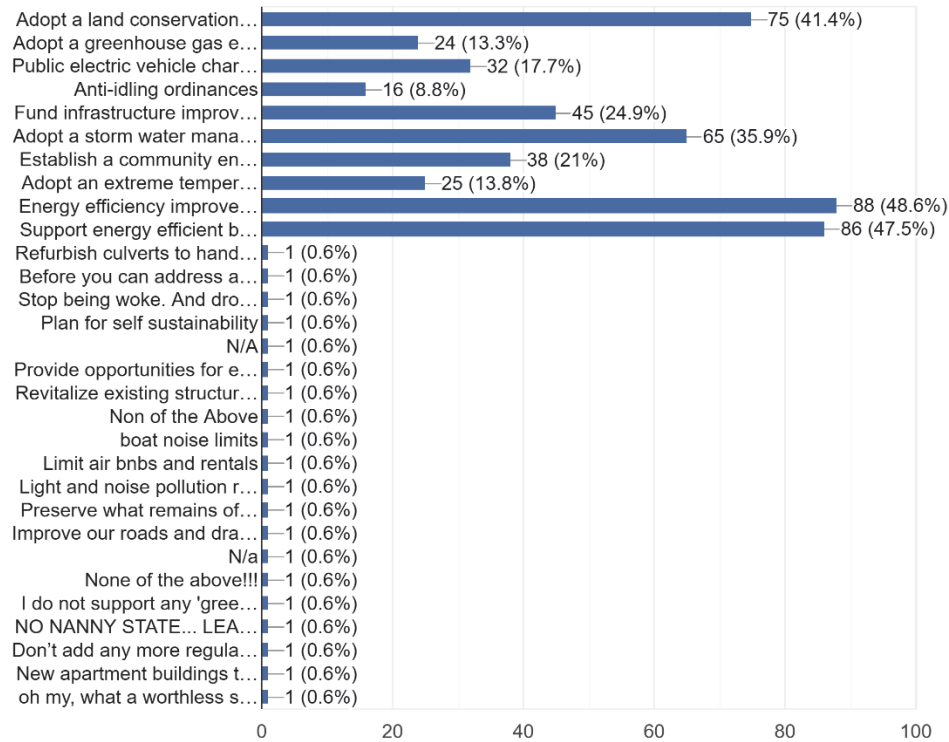
Which of the following are your community resiliency concerns? (Please check all that apply)

191 responses



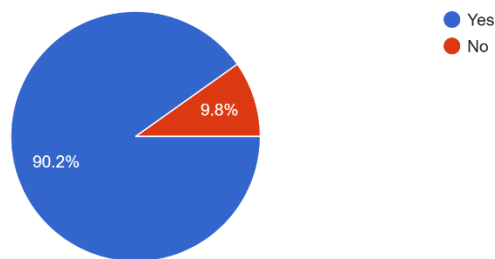
What resiliency actions would you like to see implemented? (Please check all that apply)

181 responses



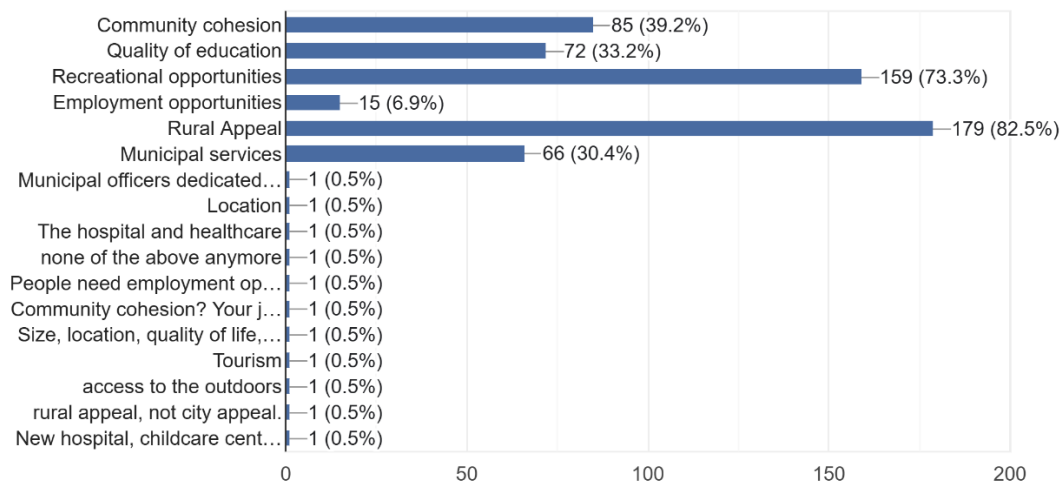
Do you think it is important for the town of Greenville to work with neighboring towns to share resources?

214 responses



What are your town's strengths? (Please check all that apply)

217 responses



What are areas in which you would like to see improvement? (Please check all that apply)

194 responses

