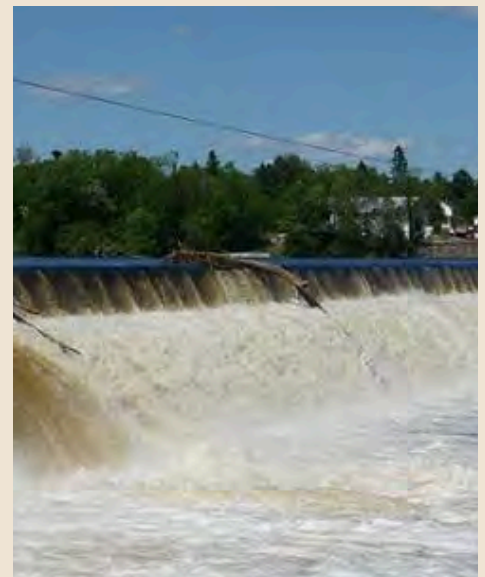




# IMAGINE OLD TOWN

A Vision For the Next Decade

The City of Old Town  
Comprehensive Plan  
2026



## Table of Contents

| Section Description                                              | Page      |
|------------------------------------------------------------------|-----------|
| <b>Acknowledgements</b>                                          | <b>4</b>  |
| <b>About This Plan</b>                                           | <b>5</b>  |
| <b>Community Vision &amp; Values</b>                             | <b>7</b>  |
| Community Value #1: Welcoming, Intergenerational Community       | 8         |
| Community Value #2: Housing Opportunity & Neighborhood Character | 10        |
| Community Value #3: Downtown as the Hub & Heart                  | 15        |
| Community Value #4: Riverfront Connections                       | 18        |
| Community Value #5: Economic Opportunity for All                 | 20        |
| Community Value #6: Safe & Accessible Recreation                 | 25        |
| <b>Public Engagement Summary</b>                                 | <b>27</b> |
| <b>Future Land Use Plan (FLUP)</b>                               | <b>32</b> |
| Overview & Purpose                                               | 32        |
| Process of Developing the FLUP                                   | 33        |
| Future Land Use Map                                              | 34        |
| Growth Areas                                                     | 35        |
| Transitional Area                                                | 49        |

| Section Description                             | Page |
|-------------------------------------------------|------|
| Rural Areas                                     | 50   |
| <b>Regional Coordination</b>                    | 52   |
| <b>Inventory Chapters</b>                       | 54   |
| Population & Demographics                       | 55   |
| Historic & Cultural Context                     | 63   |
| Housing                                         | 69   |
| Economy                                         | 79   |
| Recreation                                      | 95   |
| Transportation                                  | 105  |
| Public Facilities                               | 122  |
| Fiscal Capacity                                 | 135  |
| Natural, Water, Agricultural & Forest Resources | 141  |
| Existing Land Use                               | 168  |
| <b>Appendices</b>                               | 176  |
| Appendix A: Public Comments                     | 176  |
| Appendix B: Additional Data Tables & Maps       | 238  |
| Appendix C: Implementation Matrix               | 248  |
| Appendix D: Capital Improvement Program         | 265  |



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# About This Plan

Old Town's most recent Comprehensive Plan was adopted in 2016, and while much has changed over the last 10 years, we also continue to face many of the same challenges documented in previous planning efforts.

This updated plan hopes to establish a unifying vision for our community and generate actionable recommendations for the next 10-12 years. The Comprehensive Plan Committee envisions this document as a guiding light for tackling our known issues and seizing new opportunities, providing a continuous framework for both public investment and private development.

A Comprehensive Plan represents a visionary roadmap for shaping a community's identity, growth, and financial health. In an ever-changing world, this plan serves as a forward-thinking framework for municipal decision-making over the next 10-12 years (including budgeting, zoning ordinance amendments, programming and staffing considerations, and more). While this is not a binding document, embracing the recommendations within will empower Old Town to realize the ambitious vision expressed by its residents and stakeholders during the outreach and public engagement events held throughout 2025.

The Comprehensive Plan is guided by a community vision, which was developed as a result of public engagement described herein, and is intended to summarize the community's desired character throughout the lifetime of this plan. Outlined within the vision are a set of community values (or priority goals) that are related to the overall vision. These are aspirational statements which we hope to live up to over the next decade.

The Community Values pages highlight the community's highest-priority goals and the issues identified by residents, stakeholders, and local leadership as most critical to address over the 10-year planning period. However, these pages do not represent the entirety of the plan's policy framework. The appendix includes an implementation matrix that outlines **all** goals, objectives, and actions developed in response to the issues and opportunities identified throughout the planning process, as well as the required state goals, objectives, and implementation strategies that must be addressed in all Comprehensive Plans in Maine.

While the goals included in the implementation matrix remain important priorities for Old Town, the Community Values pages are intended to identify the initiatives that should receive the greatest focus and allocation of limited municipal resources, staff capacity, and funding. As a result, the additional goals and actions contained in the appendix should be viewed as meaningful long-term priorities that support the overall vision of the plan, but generally at a lower level of urgency than the core priorities identified on the following pages.

Next, the Future Land Use Plan (FLUP) establishes the framework for how and where future growth, development, conservation, and public investment should occur within the community's defined vision, values, and long-term goals. The FLUP translates those goals into a vision for the physical development pattern and regulatory approach that guides decision-making over time. Through tools such as zoning, subdivision and site plan review standards, and development review processes, the FLUP helps ensure that private development aligns with community priorities related to housing, economic development, transportation, recreation and environmental protection, neighborhood character, and public infrastructure. Importantly, land use regulations do not compel property owners to develop their land, but instead create the rules and opportunities that shape how development may occur in a manner consistent with the community's vision for the future.

The last section of this plan includes the inventory chapters. The chapters are based on Maine state requirements and utilize federal, state, and local data sources, as cited.\* This information, coupled with the public feedback described further in the Planning Process section, forms the basis for the recommendations of the overall Comprehensive Plan as well as the Future Land Use Plan within it. The inventory chapters are included in their own section, but key points of relevant chapters are summarized on the Community Values pages.

Also within the Appendix, a draft Capital Improvement Plan is included, which provides more in-depth estimates of Plan recommendations as well as suggested fiscal years for the City to begin setting aside funds in reserve accounts to pay for the recommended item. This is a non-binding document intended to be a helpful aid to the City Council and municipal departments during the annual budget cycle.

Consistent with past practice, the City of Old Town will conduct a comprehensive evaluation of this plan at least every five years (led by the Planning Board) in order to assess implementation of the strategies outlined herein, and the alignment of municipal growth-related capital investments with designated growth areas. This review will also analyze the location and scale of new development relative to identified growth and rural areas to ensure consistency with the community's land use framework. Additionally, the City and its non-profit partners will track progress in protecting critical rural areas through acquisition, conservation easements, and other preservation tools.

\*Author's Note: A Marine Resources inventory is not provided as the City of Old Town is an inland community without access to coastal or tidal waters; the Penobscot River in this area is no longer tidal, eliminating the presence of marine habitats, fisheries, and water-dependent coastal uses addressed in this section. As a result, state-required policies and analyses related to harbors, shellfishing, and coastal access are not relevant to local planning conditions.

# Community Vision & Values

“Old Town is a vibrant and inclusive city that celebrates its rich history while embracing a dynamic, innovative future.”

We are comprised of proud generations of long-time residents, new friendly faces, and our University community, all of whom are deeply committed to supporting our evolution.

We take pride in our lively downtown, which serves as the hub and heart of our great city.

We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.

We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.

By celebrating our unique riverfront location between the Stillwater and Penobscot Rivers, we've created a seamless connection between our City and our water resources, enhancing quality of life.

Our parks are engaging and safe for users of all ages. Interconnected trails allow easy access to these amenities and continue to link our various commercial and residential areas.



**Community Value #1: We are comprised of proud generations of long-time residents, new friendly faces, and our University community, all of whom are deeply committed to supporting our evolution.**



Key Findings: The City's 1961 Comprehensive Plan noted the first signs of a beginning population decline in Old Town. In 1959, through a "house survey" (knocking on every door) conducted as part of the planning process, "the population of Old Town ... was 8,297 people, an increase of 36 people over the last nine-year period. The reason for such a small increase can be [attributed] to the lack of expansion in the economic base to absorb the population growth. People, especially those in their late teens, and early twenties, are migrating to areas where economic opportunities are available. Unless the economic base of the community is expanded, this trend can be expected to continue" (Klunder, Hans K. F. and Maine Department of Economic Development, "Old Town Comprehensive Plan 1960 ~ 1980" (1961)). The 1960 and 1970 Censuses showed modest population growth (increases of 329 and 431, respectively), but the prediction posited by the 1961 Plan has since come true; the population of Old Town since its 1970 peak has been steadily declining. Since 1990, this decline has been primarily in the adults of "prime child-rearing age" – which is also, importantly, the adults of prime working age – cohort (those between the ages of 25-44). Likewise, the cohorts of school-aged children and children under 5 have seen similar declines, while the cohorts of middle-aged and retiree/elderly adults have been increasing. (Note: the cohort of young adults between 20-24 tends to fluctuate based on University of Maine enrollment trends).

**Community Value #1: We are comprised of proud generations of long-time residents, new friendly faces, and our University community, all of whom are deeply committed to supporting our evolution.**

| OBJECTIVE                                                                                                                                          | ACTION                                                                                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Strengthen relationships among long-time residents, new residents, and the University community to foster a shared sense of identity and belonging | Partner with the University, RSU34, and local organizations to create volunteer, mentorship, and service-learning opportunities within the community                                                                                                             |
|                                                                                                                                                    | Promote civic engagement initiatives that encourage participation across age groups                                                                                                                                                                              |
|                                                                                                                                                    | Explicitly encourage representation from long-time residents, newcomers, and University affiliates on boards, committees, and advisory groups                                                                                                                    |
|                                                                                                                                                    | Review policies and practices to ensure that they reduce barriers to participation in civic life (e.g. timing of meetings)                                                                                                                                       |
|                                                                                                                                                    | Promote neighborhood-based events and engagement initiatives that foster community cohesion across generations                                                                                                                                                   |
| Implement housing policies that balance the needs of long-term residents, new families, and the college student population                         | Encourage diverse housing types that meet the needs of seniors, young professionals, students, and families                                                                                                                                                      |
|                                                                                                                                                    | Coordinate with the University to monitor and address housing impacts related to enrollment trends with an understanding that students bring vibrancy to our community but also have unique needs that might place a burden on municipal resources when overused |
| Cultivate a shared identity rooted in Old Town's history, culture, and forward-looking aspirations                                                 | Support collaborative branding and marketing efforts that reflect the City's generational pride and evolving character                                                                                                                                           |
|                                                                                                                                                    | Highlight and interpret local history and culture (including the history of the Penobscot Nation) in public spaces and community programming                                                                                                                     |

**Community Value #2: We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.**



#### Key Findings:

- Of Old Town's 3,327 households, 1,741 (or about 52%) were "family" households, including those who are either married or cohabitating with a partner. The remainder, or 1,586, were living in "non-family" households. Family households as a proportion of Old Town's overall households have been steadily dropping over the past 20 years. Between 2000 and 2010, the number dropped by 5% and dropped nearly 9% further between 2010 and 2020 (even though the US Census reclassified its definition of a family to include households whose inhabitants are unmarried but cohabitating). This is an interesting phenomenon. There were slight decreases in modestly sized houses between 2010 and 2022 (the number of 1- and 2-bedroom households declined slightly), but there were increases in the number of 3-bedroom and 5-bedroom units. What this tells us is that we are still building large units in Old Town, but our large houses are increasingly being filled with a different demographic – e.g., multiple single people living together, rather than families. This tracks with the lived experience of Old Town residents, who frequently indicated that their neighborhoods are changing as families are being replaced with groups of college students renting single-family homes.
- Old Town's resident population is projected to shrink by between 1.3% to 13.6% without intervention, from 7431 to between 6417 and 7337 people. The biggest shrinkage is projected in the children and adults of prime working age/prime child wearing age cohorts, while population growth is projected in the 55+ age group. Correcting this projected decline, which was important to residents and stakeholders who participated in public engagement events as part of this planning process, will require a concerted effort on the part of the City to both encourage the kind of housing that will attract young professionals and families, and build out the amenities that will impress families driving through Old Town and help us capitalize on our lower cost of living (compared to surrounding communities).

- There is a discrepancy between available housing units in Old Town and people's actual, day-to-day housing needs. 912 households are one-person households, but there are only 649 one-bedroom or no-bedroom ("studio") housing units in the community. This means that about 29% of the single-person households in Old Town (263 people) are living in housing units with extra bedrooms beyond what they need on a day-to-day basis. Providing units that would allow these households to have the choice to downsize ends up having a positive impact on the rest of the housing system in the community, as those larger units will then be available for those who need them (such as larger families).
- Currently, 285 senior households (both renters and owners) are housing cost-burdened (spending more than 30% or more of their gross income on housing-related costs (mortgage/rent and utilities). Providing affordable senior housing (limited to those 65+ making <\$50K a year) would have the dual impact of allowing older individuals to downsize into more economical and low-maintenance units, as well as allowing the seniors who are currently cost-burdened to be able to afford their housing more easily and continue to live in and continue to contribute to the community.



**Community Value #2: We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.**



| OBJECTIVE                                                                                                   | ACTION                                                                                                                                                                   |
|-------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Maintain the physical integrity, historic character, and livability of established neighborhoods</p>     | <p>Update zoning standards to reinforce neighborhood-scale development, compatible infill, and context-sensitive design</p>                                              |
|                                                                                                             | <p>Promote rehabilitation and maintenance of existing housing stock through proactive code enforcement</p>                                                               |
|                                                                                                             | <p>When new development is proposed, require streetscape improvements, traffic calming, and pedestrian infrastructure to enhance neighborhood safety and walkability</p> |
| <p>Retain long-time residents while creating pathways for new households to establish roots in Old Town</p> | <p>Monitor/track the conversion of single-family homes to student rentals</p>                                                                                            |
|                                                                                                             | <p>Promote first-time homebuyer assistance programs and financial literacy education in recognition that home ownership fosters economic opportunity</p>                 |
|                                                                                                             | <p>Facilitate mixed-income housing developments that promote economic diversity</p>                                                                                      |
|                                                                                                             | <p>Partner with major employers and the University to assess housing demand and anticipate demographic shifts before they happen</p>                                     |

**Community Value #2: We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.**

| OBJECTIVE                                                                                                                                                                                                                                                                                                                                                                                                   | ACTION                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Direct public investment strategically to reinforce neighborhood stability and housing growth consistent with the Future Land Use Plan</p>                                                                                                                                                                                                                                                               | <p>Prioritize water, sewer, broadband, sidewalk, and roadway improvements in established neighborhoods targeted for reinvestment (e.g. within the designated Growth Area)</p>                |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Align Capital Improvement Planning with housing development goals and infill strategies by focusing investment within the Growth Areas as designated in this plan</p>                     |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Continue to seek grant funding for brownfield cleanup or redevelopment of underutilized residential properties</p>                                                                        |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Sell off City-owned properties in support of housing and economic development goals</p>                                                                                                   |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Utilize TIF districts and their associated development programs judiciously to support affordable housing development while mitigating citywide tax impacts</p>                           |
| <p>Ensure that land use controls stimulate the production of the kinds of housing that the community needs and desires (e.g. supportive senior housing such as assisted living units, affordable senior housing, one-bedroom and studio units, plus, housing that can support young professionals and young families, in order to correct continued projected shrinkage within these population groups)</p> | <p>Aim for at least 10% of all new residential development in the next decade to be subsidized/regulated senior affordable (inclusive of those with disabilities) or workforce housing</p>   |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Support workforce/affordable housing initiatives through partnerships, incentives, and potential use of Tax Increment Financing (TIF) districts where appropriate</p>                     |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Amend ordinances to allow the addition of ADUs consistent with LD1829 / PL Chapter 385 (2025)</p>                                                                                         |
|                                                                                                                                                                                                                                                                                                                                                                                                             | <p>Encourage the construction of ADUs within or on the same lot as existing residences by providing a grant program that encourages the construction of ADUs (see Kittery as an example)</p> |

**Community Value #2: We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.**

| OBJECTIVE                                                                                                                                      | ACTION                                                                                                                                                                                                              |
|------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Create opportunities for home ownership within the designated Growth Area in support of the community and region's economic development</p> | <p>Decrease minimum lot size per dwelling unit in areas with existing public water and sewer to allow for smaller lots conducive to "starter" home construction, consistent with LD1829 / PL Chapter 385 (2025)</p> |
|                                                                                                                                                | <p>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)</p>               |
| <p>Encourage and support the efforts of regional housing coalitions in addressing affordable and workforce housing needs</p>                   | <p>Participate in and support the efforts of any regional affordable housing coalitions</p>                                                                                                                         |
|                                                                                                                                                | <p>Coordinate with regional housing organizations to pursue state and federal housing funding opportunities</p>                                                                                                     |



### **Community Value #3: We take pride in our lively downtown, which serves as the hub and heart of our great city.**



#### **Key Findings:**

- Remote work has fundamentally changed the way that communities across the country function. People now require different things than a traditional office worker would have, such as coworking spaces and quality of life amenities. Approximately 20% of Old Town's existing labor force (that is, residents who work) worked remotely as of 2023. In comparison, in 2010, just under 3% of Old Town's labor force worked remotely. This bodes well for Old Town's ability to attract and retain professionals with good jobs, since they can now work from anywhere.
- There is a newfound resurgence for the "shop local" movement, especially among those with disposable income, like young professionals.
- Related to each of the above points, small businesses are increasingly no longer concerned with being oriented, but instead have recognized that when they locate retail or restaurants within about 3/4 of a mile of denser housing, they will capture people who are willing and able to spend money. This positions Downtown Old Town for future success, since many of our more densely populated neighborhoods are an easy walk to downtown.
- Finally, the COVID-19 pandemic fundamentally changed housing preferences. Families have found that they need more space to spread out as well as more walls. Meanwhile, both seniors and young professionals are prioritizing places where they can build a community and organically connect with others. This means good things for mixed-use and downtown development.



### Community Value #3: We take pride in our lively downtown, which serves as the hub and heart of our great city.

| OBJECTIVE                                                                                                                                                       | ACTION                                                                                                                                                                                                                                                                                                                |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Explore new businesses, events, and development opportunities for Old Town's downtown, maintaining its status as the heart and hub of community life            | <p>Work with businesses and property owners to target and fill vacant storefronts within the downtown</p> <p>Continue taking advantage of the City's designation as a Maine Downtown Center municipal affiliate by sending DTOT members and staff to regular trainings and professional development opportunities</p> |
| Invest in infrastructure improvements in support of economic development within the downtown consistent with a walkable, connected, and vibrant gathering space | <p>Implement the MaineDOT VPI project related to infrastructure within the downtown</p> <p>Invest in community murals, art installations, or similar that invite people to linger in the downtown and see what else it has to offer</p>                                                                               |



**Community Value #3: We take pride in our lively downtown, which serves as the hub and heart of our great city.**

| OBJECTIVE                                                                                                                                                                                                                                                                        | ACTION                                                                                                                                                                                                                                                                                                                                                                                                                               |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Strengthen the vitality of the downtown by encouraging higher-density residential and office development within or immediately adjacent to the downtown area to increase foot traffic, support local businesses, and foster a vibrant, walkable mixed-use activity center</p> | <p>Amend the zoning ordinance to permit and encourage higher-density residential and office uses within the C-1 Zoning District (downtown area) and in areas along adjacent corridors such as Middle Street, Center Street, and Stillwater Avenue</p>                                                                                                                                                                                |
|                                                                                                                                                                                                                                                                                  | <p>Reduce minimum lot size, setback, and parking requirements in targeted areas to facilitate infill and redevelopment of vacant or underutilized sites within the downtown, requiring that buildings be sited close to the street to incentivize walkability. Consider the implementation of form-based codes to allow for redevelopment that is consistent with existing design (form, mass, scale, materials) within downtown</p> |
|                                                                                                                                                                                                                                                                                  | <p>Increase allowable residential density and building height in designated downtown growth areas</p>                                                                                                                                                                                                                                                                                                                                |
|                                                                                                                                                                                                                                                                                  | <p>Utilize Tax Increment Financing (TIF), façade improvement programs, or other financial tools to encourage redevelopment and upper-floor residential conversion</p>                                                                                                                                                                                                                                                                |
|                                                                                                                                                                                                                                                                                  | <p>Promote upper-story residential development above ground-floor commercial spaces</p>                                                                                                                                                                                                                                                                                                                                              |
|                                                                                                                                                                                                                                                                                  | <p>Explore public-private partnerships to catalyze mixed-use or infill projects on vacant/underutilized parcels within or adjacent to the downtown (as identified in the Future Land Use Plan)</p>                                                                                                                                                                                                                                   |
|                                                                                                                                                                                                                                                                                  | <p>Improve pedestrian connectivity between adjacent residential neighborhoods and downtown/the riverfront through sidewalk improvements, crosswalk enhancements, and traffic calming measures (where appropriate)</p>                                                                                                                                                                                                                |
|                                                                                                                                                                                                                                                                                  | <p>Evaluate parking management strategies that balance accessibility with walkability and efficient land use</p>                                                                                                                                                                                                                                                                                                                     |

**Community Value #4: By celebrating our unique riverfront location between the Stillwater and Penobscot Rivers, we've created a seamless connection between our City and our water resources, enhancing quality of life.**



**Key Findings:**

- Attracting young professionals and their families now means providing amenities that align with their values. Since 2020, there has been a greater interest in adapting streets and sidewalks for outdoor dining, and generally more demand for public spaces and access to nature, as well as for pedestrian connectivity. Both sidewalks and trails have been in high demand because there is a general greater interest in walking and spending time outside. However, this means that sidewalk and trail networks need to connect to the areas that people most want to go.
  - In Old Town's case, this needs to include expanding and strengthening connections to the Penobscot and Stillwater Rivers, which are among the community's most significant natural and recreational assets. Increasing access to the waterfront through additional trails, overlooks, gathering spaces, boat launches, and safe pedestrian and bicycle connections can help better integrate the rivers into everyday community life. Improved riverfront access not only supports recreation and public health but also enhances Old Town's appeal as a place to live, work, and recreate by reinforcing the community's identity as a town closely connected to its natural environment.
  - Strengthening these connections can also help link residential neighborhoods, the downtown, and existing parks and trail systems into a more cohesive network. As interest in outdoor recreation and walkability continues to grow, investments that improve access to the rivers will support economic development, tourism, quality of life, and long-term community resilience.



**Community Value #4: By celebrating our unique riverfront location between the Stillwater and Penobscot Rivers, we've created a seamless connection between our City and our water resources, enhancing quality of life.**

| OBJECTIVE                                                                                                                                                       | ACTION                                                                                                                                                                                                                                                                           |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Celebrate our unique riverfront location by enhancing / expanding the existing riverfront trails, allowing people to better explore the riverfront areas</p> | <p>Create a Parks &amp; Recreation Master Plan with the goal of better understanding, and then prioritizing, community needs desires in this area and to guide capital investments and avoid the loss of the community's recreational facilities</p>                             |
|                                                                                                                                                                 | <p>Work with public and private partners to extend and maintain a network of trails for both motorized and non-motorized uses. Focus on repair and expansion of existing networks, especially those that connect residential areas with commercial or recreational amenities</p> |
|                                                                                                                                                                 | <p>Improve pedestrian connectivity between adjacent residential neighborhoods and downtown/the riverfront through sidewalk improvements, crosswalk enhancements, and traffic calming measures (where appropriate)</p>                                                            |



*Photo credit: Wayne Bunnell. The existing riverwalk trail extends from Old Town Park (parking area near the VOA home on Main Street), behind Pepper's Landing, through Binette Park, to its terminus near the American Legion.*



**Community Value #5:**  
**We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.**



#### Key Findings:

- Old Town benefits from strong regional connections within the Bangor metropolitan economy, proximity to the University of Maine, and existing infrastructure investments such as the Airport Business Park and Energy & Enterprise Park, which are designed to attract technology, manufacturing, logistics, and research-oriented businesses. Because of this proximity and prior investments, the City is well-positioned to strengthen its entrepreneurial ecosystem.
- The closure of ND Paper and relocation of Sargent Corporation's headquarters resulted in major declines in manufacturing and construction employment over the past 3 years, reinforcing the need to diversify the local economy and fill vacant industrial and commercial spaces with emerging industries and small business growth. At the same time, sectors such as healthcare, retail, food services, and public administration have experienced growth, indicating opportunities to expand quality jobs in service, institutional, and professional sectors.
- Entrepreneurship and innovation can be supported through home occupations, revolving loan programs, Tax Increment Financing districts, and state incentive programs such as Pine Tree Development Zones. Continued collaboration with the University of Maine in targeted growth sectors (including biotechnology, advanced materials, IT, and forest bioproducts) positions Old Town to bridge legacy industries with emerging economic opportunities and strengthen pathways to long-term prosperity.

**Community Value #5: We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.**



## OBJECTIVE

Preserve and help to modernize legacy businesses within the community

## ACTION

Encourage the integration of emerging technologies (for example, AI) and e-commerce tools (for example, Shopify) for long-standing businesses by facilitating connections and training opportunities as they arise

Recognize and promote legacy businesses as part of the City's brand and identity

**Community Value #5: We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.**

| OBJECTIVE                                                                                                      | ACTION                                                                                                                                                                                     |
|----------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Support business incubation and entrepreneurship                                                               | Explore the expansion of co-working, maker, or small-scale production spaces                                                                                                               |
|                                                                                                                | Partner with regional economic development organizations to provide technical assistance, mentorship, and access to capital for startups and small businesses                              |
|                                                                                                                | Promote/market programs that support underrepresented entrepreneurs and first-time business owners                                                                                         |
| Support the kinds of economic development that Old Town desires, reflecting our role within the broader region | Conduct periodic business retention visits and surveys to identify needs and opportunities                                                                                                 |
|                                                                                                                | Target recruitment efforts toward sectors that complement existing industry strengths and workforce skills (as outlined in the Economy inventory chapter)                                  |
|                                                                                                                | Update zoning and land use regulations to allow flexible, mixed-use, and small-scale commercial development where appropriate, including in neighborhood contexts when impacts are minimal |
|                                                                                                                | Provide additional funding to the City's economic development department to execute on priorities of this plan                                                                             |
|                                                                                                                | Direct business development inquiries, expansion opportunities, and economic development requests to the Economic Development Department                                                   |
|                                                                                                                | Provide clear, user-friendly permitting processes to reduce barriers to business formation and expansion                                                                                   |



**Community Value #5: We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.**

| OBJECTIVE                                            | ACTION                                                                                                                                                         |
|------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Strengthen partnerships with the University of Maine | Formalize ongoing coordination between the City and the University of Maine regarding business incubation, research commercialization, and workforce alignment |
|                                                      | Support pathways for UMaine student- and faculty-led startups to locate and scale in Old Town                                                                  |
|                                                      | Encourage and facilitate internship and apprenticeship connections between local businesses and University programs                                            |
| Reduce commercial vacancies                          | Develop and continuously update an inventory of vacant commercial properties and proactively market them to prospective tenants and developers                 |
|                                                      | Support adaptive reuse of vacant/underutilized buildings through redevelopment incentives                                                                      |
|                                                      | Work with property owners to understand barriers to occupancy and connect them with financial resources where appropriate                                      |





**Community Value #5: We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.**

| OBJECTIVE                                                                            | ACTION                                                                                                                                                                                                                   |
|--------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Create quality jobs and workforce pathways                                           | Create additional economic development incentives to attract targeted business investment                                                                                                                                |
|                                                                                      | Reimagine the existing Credit Enhancement Agreement (CEA) program to provide even more incentives to attract growth in identified business sectors as outlined in the Economy inventory chapter                          |
|                                                                                      | Encourage development projects that provide living-wage employment opportunities through a refinement of the existing TIF/CEA policy                                                                                     |
|                                                                                      | Support, through financial incentives where appropriate, workforce housing initiatives that enable employees to live locally                                                                                             |
| Coordinate with regional partners as necessary to support economic development       | Participate in regional economic development plans and efforts                                                                                                                                                           |
|                                                                                      | Coordinate with regional workforce boards and local educational institutions to align training programs with employer demand                                                                                             |
| Sustain high-quality public services and infrastructure that will attract investment | Prioritize, through the capital improvement planning process, infrastructure investments that support the downtown and core business districts, including transportation access, utilities, and streetscape improvements |

**Community Value #6: Our parks are engaging and safe for users of all ages. Interconnected trails allow easy access to these amenities and continue to link our various commercial and residential areas.**



#### Key Findings:

- To encourage families to consider Old Town as their home, the City will need to focus on enhancing our public amenities over the next 10-12 years. During planning discussions, it was recognized that our existing playgrounds, which have served the community well for many years, could benefit from some upgrades and better maintenance. Notably, the playgrounds at Perkins Avenue Park and Treat-Webster Park on French Island have faced some challenges with vandalism and graffiti, which may detract from their appeal.
- Although our cost of living is lower than in surrounding areas, which is a definite advantage, families prioritize amenities when choosing a place to settle down. While Old Town is well-known for its strong schools, addressing the state of our parks and recreation facilities can showcase our commitment to creating a welcoming environment for families and young professionals. Enhancing these spaces can significantly impact families' perception of our community. By prioritizing investment in our parks and recreation programs, we can improve our appeal and attract young families to Old Town.

**Community Value #6: Our parks are engaging and safe for users of all ages. Interconnected trails allow easy access to these amenities and continue to link our various commercial and residential areas.**



**OBJECTIVE**

Maintain and improve existing recreational facilities and programming as necessary to meet current and future needs

Develop and maintain an interconnected, multi-use trail network that expands and improves the existing routes, strengthens connections between residential neighborhoods and commercial and recreational destinations, and enhances access to City amenities for users of all ages and abilities

**ACTION**

Create a Parks & Recreation Master Plan with the goal of better understanding, and then prioritizing, community needs and desires in this area. City-owned facilities should be considered as part of this assessment, including structural, mechanical, electrical, and grounds-maintenance needs, to guide capital investments and avoid the loss of the community's recreational facilities. Programming needs should likewise be assessed.

Set aside reserve funds for regular maintenance and improvements to existing parks and playgrounds

Work with public and private partners to extend and maintain a network of trails for both motorized and non-motorized uses. Focus on repair and expansion of existing networks, especially those that connect residential areas with commercial or recreational amenities.



# Public Engagement Summary

In December 2024, the City Council formed the Comprehensive Plan Committee, which included eight volunteers from the community with different backgrounds and skills. Their job was to help guide the Comprehensive Plan Update process over the next 18 months. From January 2025 to May 2026, the Committee held regular meetings that were open to the public.

To get input from the community, a variety of methods were used that included both in-person meetings and online tools. This way, even those who couldn't come to the meetings in person could still get involved and stay updated.

At the beginning of the planning process, a questionnaire was sent to every address in Old Town and shared on the City's social media. The questionnaire aimed to understand how residents felt about Old Town's reputation and quality of life, as well as their thoughts on transportation, natural resources, recreation options, public services, housing, growth, and development. A total of 513 people responded, and their answers can be found in the Appendix.

A website, [planoldtown.com](http://planoldtown.com), was created to provide information about the project. It included documents and resources, such as notes from public events, answers to common questions about the process, and data related to important parts of the Comprehensive Plan. In July and August 2025, the website featured an online mapping tool where people could share specific issues and ideas based on locations.

For in-person events, a Community Open House was held at the Old Town Public Library on Thursday, March 20, 2025, and Saturday, March 22, 2025. Both events were the same, scheduled on a weekday evening and a weekend morning to ensure as many community members as possible could join. About 25 people attended these events. The planning consultant hired by the Committee explained what comprehensive plans are and led discussions about Old Town's strengths and weaknesses related to various topics. Their feedback is included in the Appendix.

In April 2025, special events were held to get specific feedback from local developers, their consultants, and major employers about working in Old Town. The focus was on strengths and weaknesses, especially regarding the Zoning Ordinance and how the Planning Board reviews projects. Feedback from these guests was generally positive, though there were some specific notes around parking and density requirements for housing developments shared.

Throughout the efforts described above, some common themes began to emerge that were worthy of more detailed exploration. These were:

- Housing
- Public services and the prioritization of limited resources
- Downtown

The Comprehensive Plan Committee conducted a series of facilitated Visioning Workshops in April and May of 2025. These workshops consisted of three meetings, each centered on the specific topics outlined above, allowing the public to provide feedback on these subjects.

The first meeting, focusing on housing, was held on April 24, 2025, and was attended by 5 people. During this meeting, the City's hired planning consultant presented information on the state of housing in Old Town today and how the population is likely to continue to decline without some intervention from the City. The attendees shared their views on housing issues in the community, and the group talked about realistic ways to tackle these problems over the next 10 to 12 years.

Identified Housing Issues:

- Lack of land
- Cost of creation of subdivisions (infrastructure and "soft costs" like engineering)
- Number of vacant or abandoned homes
- Lack of housing **options** for seniors (small condos, community housing models, etc)
- Rising costs of services and utilities

Suggested Solutions:

- Adjust existing regulations to make development more viable and more attractive
- Utilize existing funding mechanisms (TIFs, affordable housing grants) where possible
- Create housing near existing services
- Address vacant properties and/or absentee landlords

The second meeting, which focused on public services and prioritizing limited resources, was held on May 1, 2025, and was attended by 7 people. Information was provided regarding the existing fiscal capacity of the community as well as how the municipal budget is currently spent. Known issues and opportunities were discussed, including the closure or movement out of the community of the top two major taxpayers and the need for strategic growth and economic development to offset the loss of that tax base. Attendees were prompted to discuss, broadly, their experience living in Old Town, including what is missing and what needs to be improved in terms of services provided.

#### What is missing in Old Town?

- Lack of family doctors, walk-in care (need to travel to Bangor for most medical needs)
- Ability to meet everyday needs without a car, especially for those living downtown where most supportive/affordable housing is located
- Bus stops with coverage from the weather or a place to sit while waiting
- Retail downtown is not what it used to be
- ADA access, especially for sidewalks downtown
- Taxi or alternative transportation
- Lack of crosswalks in many high-traffic areas (e.g. on same side as Hannaford/OTES)
- Teen center or things for teenagers to do
- Better communication, better promotion of existing amenities
- Picnic areas at existing public parks

#### What would enhance quality of life in Old Town?

- More lit crosswalks and sidewalks
- Strengthen downtown river connection (e.g. Riverwalk trail, highlighting historic assets)
- More feet-on-the-street downtown
- Deepen connection with Penobscot Nation (opportunities for retail in downtown)
- Convert mill to renewable resources
- Create a Christmas parade
- Be a destination; enhance marketing efforts to the rest of the region
- More mom & pop stores downtown
- Local newspaper or a regular newsletter from the City



## What makes a successful downtown?



The final meeting, focusing on Old Town's downtown, was held on May 15, 2025, and was attended by 8 people. The hired planning consultant set the stage by providing information about Old Town's downtown economy as it stands currently and discussing post-pandemic changes to downtowns (and how these trends might be positive for Old Town). Participants were then asked to provide their ideas for what makes a successful downtown, which are shown on the word cloud at left.

Attendees then drew on maps to outline what they would like to see in downtown Old Town, where it should go, and how it should be placed on available sites.





In August 2025, the Planning Board and City Council received updates about the planning process, which included a chance for these stakeholders to give their thoughts on a draft vision statement.

The Comprehensive Plan Committee also organized a Future Land Use Workshop on the evening of November 6, 2025. About 10 members of the public attended this workshop. At the meeting, the City's planning consultant talked about state requirements for growth and rural areas, explaining how land use affects different parts of the community. Participants then visited focus stations set up around the room, each highlighting different neighborhoods in the city.

- **Rural Areas:** Comments from this focus station pointed out the importance of the Stillwater River and Pushaw Lake to quality of life in Old Town. People stressed the need to protect access for recreational activities and improve access points for swimming, boating, and other water activities. There was also comments about preserving wetlands and vernal pools, as well as keeping the natural, scenic beauty of the area. Many expressed interest in improving trail connections and possibly creating a loop linking the Stillwater River, Route 43, and other important spots.
- **Stillwater Avenue Corridor:** Feedback from this area showed the most support for infill development, especially redeveloping large parking lots or empty parcels. People also favored traffic calming measures and increasing commercial development. Respondents wanted more pedestrian pathways and bike lanes, along with some interest in landscaping, public art, and green spaces. Sticky notes also highlighted the need for safer streets, improved traffic signs, better crosswalks, and more housing options like apartments. One comment stressed the importance of maintaining local character, indicating that changes should reflect a unique community identity and not look like "any town, USA."

- **In-Town Neighborhoods:** Many respondents showed strong support for "starter homes" on smaller lots. There was also some backing for more single-family homes, turning historic buildings into multi-family housing, and creating tiny house communities. Overall, people seemed open to a mix of housing types, as long as they fit well with the character of existing neighborhoods and do not disrupt the current style of development. It was noted that infrastructure improvements, like better drainage, more pedestrian signals, and additional lighting, are needed in these areas. Respondents highlighted that new housing in Old Town should go hand-in-hand with these necessary infrastructure upgrades.
- **Downtown:** In this focus station, participants used beans to vote on what they wanted to see in Downtown Old Town from a selection of 10 options that included various land uses and infrastructure improvements. This voting opportunity was also available at Riverfest in September. Between both events, the items that received the most votes were more retail shops and cafes/restaurants, followed by public art/murals and additional housing options.

Throughout the entire process, the planning consultant and members of the Comprehensive Plan Committee participated in community events, including Riverfest in September 2025, to connect with residents and gather more feedback on the Goals, Objectives, and Actions of the Comprehensive Plan.

# Future Land Use Plan

## Overview & Purpose

The Future Land Use Plan is an overarching statement of policy, showing Growth, Transitional, and Rural Areas. This section is not regulatory in nature, but the map of character areas and associated recommendations should be used to evaluate current zoning regulations and other land use policies or programs and to propose amendments or revisions that will better align these tools with the Future Land Use Plan.

This section seeks to chart a path to accomplish the long-term priorities of the overall Comprehensive Plan, as discovered through the public engagement process:

- We are comprised of proud generations of long-time residents, new friendly faces, and our University community, all of whom are deeply committed to supporting our evolution.
- We take pride in our lively downtown, which serves as the hub and heart of our great city.
- By celebrating our unique riverfront location between the Stillwater and Penobscot Rivers, we've created a seamless connection between our City and our water resources, enhancing quality of life.
- Our parks are engaging and safe for users of all ages. Interconnected trails allow easy access to these amenities and continue to link our various commercial and residential areas.
- We continue to expand economic opportunities for all by creating an entrepreneurial ecosystem that bridges our legacy businesses with new innovative ideas. We work to retain a diverse array of businesses, fill vacant commercial spaces, create quality jobs and investments, and have continued to provide exemplary public services that offer everyone a pathway to opportunity.
- We work diligently to revitalize and sustain the character of our residential neighborhoods. We offer a wide variety of housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community.

**How** to accomplish each of these priorities is more particularly described throughout this section.

To the extent that the State of Maine requires that a minimum of 75% of new municipal growth-related capital investments (including investments in transportation improvements) be directed into designated growth areas identified in the Future Land Use Plan, this plan will also guide the City in planning for major capital investments and infrastructure enhancements. Such investments will be incorporated into the City's capital improvement planning process during each budget cycle. A recommended Capital Improvement Plan that reflects the capital needs identified in this Plan is included in the Appendix.

## Process of Developing the Future Land Use Plan

The Future Land Use Plan was developed based on feedback from all of the online and in-person public engagement held throughout the process of developing the overall Comprehensive Plan.

This Future Land Use Plan also incorporates a variety of inputs, including:

- Existing land uses and their locations
- Old Town's historic development patterns
- Sewer and water service areas
- The availability of three-phase power
- Environmental features such as the location of streams, Pushaw Lake, the Penobscot and Stillwater Rivers, wetlands, and flood protection zones
- Existing protected (conserved) open space areas
- Transportation infrastructure

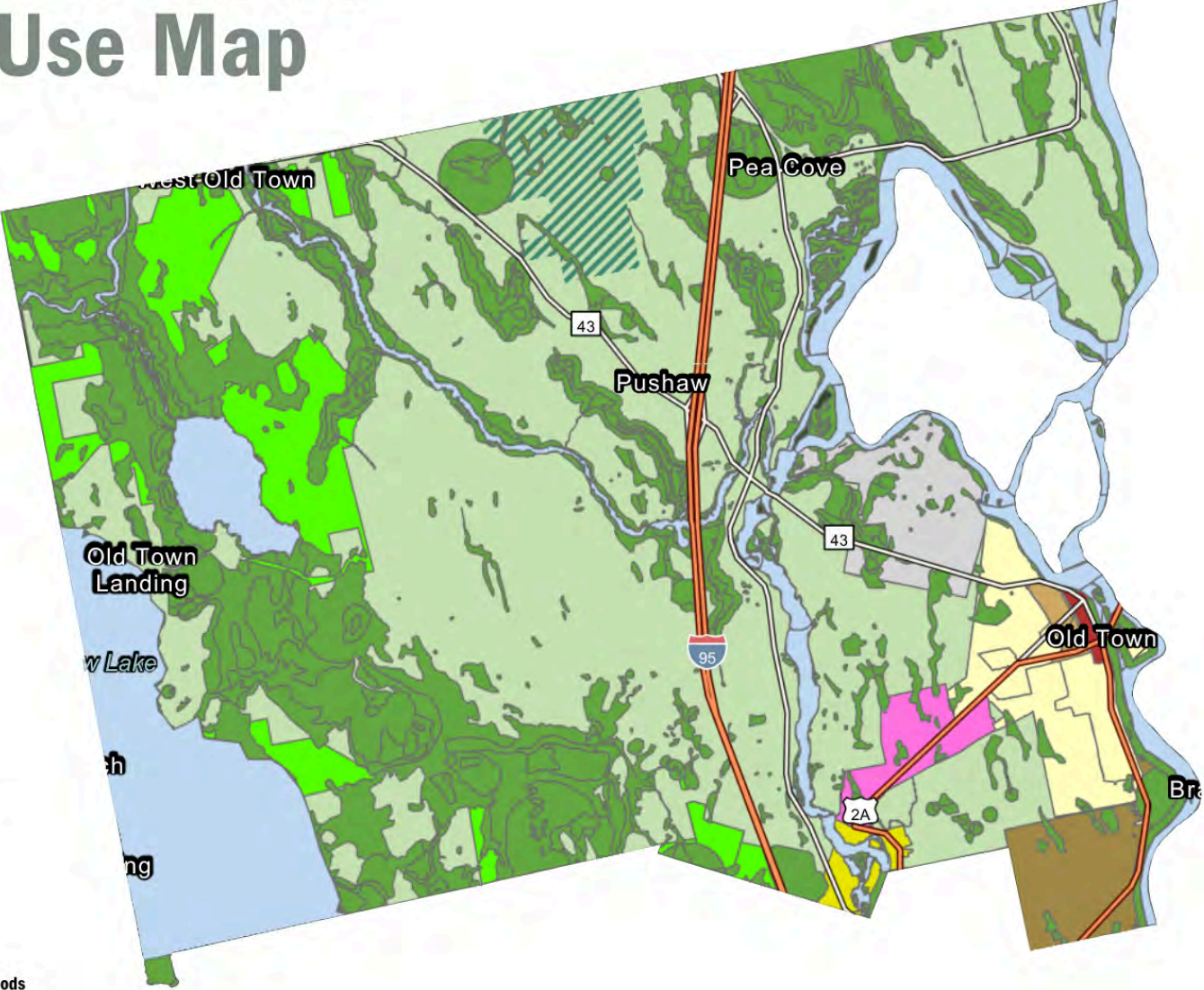
The map on the following page shows the location of various areas or neighborhoods within the City and formally designates Growth, Transitional, and Rural areas. The following pages include additional information regarding the vision for future development within these areas, as well as recommended performance standards and/or zoning amendments (where applicable) that may be appropriate to help the City attract the kind of development that the City needs (driven by quantitative data) and that stakeholders desire (qualitative suggestions from public engagement events).

The character areas depicted in the Future Land Use map also describe areas to Transform, Enhance, and Preserve. Most parts of Old Town are areas to Enhance or Preserve. Areas to Transform have a significant opportunity to accommodate new growth in patterns that support Old Town's vision and goals for the future.

- **Transform:** Places that can be transformed over time, such as areas along Gilman Falls Avenue (Route 43), outer Main Street going towards the municipal boundary with Orono, strip retail centers along Stillwater Avenue, and arterial roads within established in-town neighborhoods, for which the plan focuses on redevelopment into walkable, mixed-use, amenity-rich activity centers. Downtown Old Town is also included as a place to Transform. Building on previous planning efforts, the focus within Downtown is on activating vacant or underutilized storefronts and adding new infill development within the commercial core.
- **Enhance:** Places like Old Town's in-town neighborhoods, for which the plan focuses on infrastructure improvements ranging from new sidewalk and bicycle connections to increased street lighting. In these instances, there is also opportunity for carefully planned and designed infill development consistent with community desires and identified housing needs.
- **Preserve:** Places across Old Town (namely, west of I-95) where things should be kept largely the way they are, due to environmental characteristics or other important factors.



# Old Town Future Land Use Map



## Growth Areas

Growth areas are places where the community wants to see new development and is willing to invest to make that happen. These areas are planned to accommodate a variety of different land uses and are well-served by public services. This Comprehensive Plan emphasizes growth over the next ten years (the prescribed life of this Plan), though long-term (multi-decade) planning for the Growth Area is also considered.

Some public services are directly location-sensitive, such as the current locations of public sewer, water, and transportation infrastructure (roads, sidewalks, and trails). Expanding this infrastructure can be costly, so it's more effective for development to occur close to existing services, which can save taxpayers money in the future. Additionally, new developments need to be near fire and police stations to ensure quick emergency response times.

The State notes that land areas designated as Growth Areas must include: (1) already built-out areas that require maintenance or additional capital investment to support existing or limited infill development; (2) located adjacent to existing densely populated areas, to the extent practical; (3) be designed to encourage compact, efficient development patterns (including mixed-uses) and discourage development sprawl; and (4) promote nodes or clusters of development along roads.<sup>1</sup>

The designated Growth Area will be the primary place where the needs documented throughout this Plan are met. The anticipation is that most residential and non-residential development over the next 10 years will occur in these areas, and that the City will invest, to the extent possible, in infrastructure improvements (such as transportation improvements or utility expansion) within these areas in order to support needed growth. Growth Areas include the areas with significant undeveloped land that is appropriate for development, as well as certain developed areas where more dense infill development or redevelopment of existing buildings is desired.

<sup>1</sup> Maine Comprehensive Plan Review Criteria Rule, Maine Department of Agriculture, Conservation & Forestry, as amended through August 2011.



In the past few years, the State of Maine has adopted various laws that municipalities are required to implement in order to increase housing production across the state. These laws include:

- **LD 2003 (PL 2021, Ch. 672)**
  - LD 2003 is a foundational statewide zoning reform law that increases allowable density on individual lots and establishes a large density bonus for affordable housing developments. These changes include allowing more than one dwelling unit per lot in all areas in which residential uses are permitted (even as special exception uses or on non-conforming lots), allowing at least one accessory dwelling unit (ADU) on lots with a single-family dwelling, and creating a 2.5x density bonus for developments with at least 51% of units being restricted affordable housing.
- **LD 1706 (PL 2023, Ch. 192)**
  - LD 1706 acts as a follow-up to LD 2003, establishing required implementation dates for the action items in 2003, as well as other additional clarifying edits. These include allowing ADUs on non-conforming lots (as long as they do not increase nonconformity with regard to building setbacks) and simplifying the ADU construction process in areas of shoreland zoning.
- **LD 1829 (PL 2025, Ch. 385)**
  - Building on LD 2003, LD 1829 is a holistic approach to zoning reform intended to increase housing production. It requires an increased allowed number of dwelling units, reduced minimum lot sizes, strengthening ADU rules, and other changes pertaining to Planning Board approval authority. This law creates new minimum dwelling unit per lot area standards, requiring 3 units to be allowed in all residential use areas, and four units in a designated growth OR area served by public sewer and water. Minimum lot sizes are significantly reduced from today's standards in Old Town (to 5,000 sq. ft.). It also removed requirements for Planning Board approval for four or fewer dwelling units within a structure. ADUs are now allowed within a multi-unit structure, in concert with prohibiting owner-occupancy requirements.
- **LD 997 (PL 2025, Ch. 364)**
  - LD 997 essentially eliminates commercial-only zones, requiring that residential units must be allowed in buildings located within commercial zoning areas (this does not include areas exclusively zoned for industrial uses). Municipalities may regulate the number of residential units in a commercial development (e.g. no more than a certain square footage of floor area), require residential uses in certain areas of the building (e.g. only on upper floors), and adopt design standards (e.g. that residential uses must be sited in the rear of commercial buildings), so long as they are not more stringent than the State's core housing-related sections (30-A M.R.S §§ 4364, 4364-A, 4364-B.) This transforms commercial zones into commercial-plus-housing zones, designed to target vacant and underutilized commercial properties and zones for new housing development.
- **LD 427 (PL 2025, Ch. 374)**
  - LD 427 enacts new off-street parking maximums for residential developments within a designated growth area, capping the maximum at one space per dwelling unit. In addition, it requires that municipalities allow shared parking arrangements to satisfy municipal requirements for off-street parking.

These laws are specifically focused on zoning amendments meant to incentivize housing production within Growth Areas. As such, the designation of Growth Area boundaries have implications beyond local land use regulations.



## Places to Transform: Outer Main Street Corridor (to municipal boundary with Orono)

The vision for this area includes a mix of modern employment uses to grow the commercial tax base and provide quality jobs, a variety of housing types at medium to high densities (sufficient to support increased public transit), and retail (as market demand allows). At the time of plan drafting, federal funding was received to expand public sewer up Penny Road, unlocking further development opportunities in this area. Safety improvements for all roadway users and beautification efforts should be implemented. Off-road trails that facilitate a connection to the University should be a key component of future development in the area. See also the Mill Key Catalyst site.

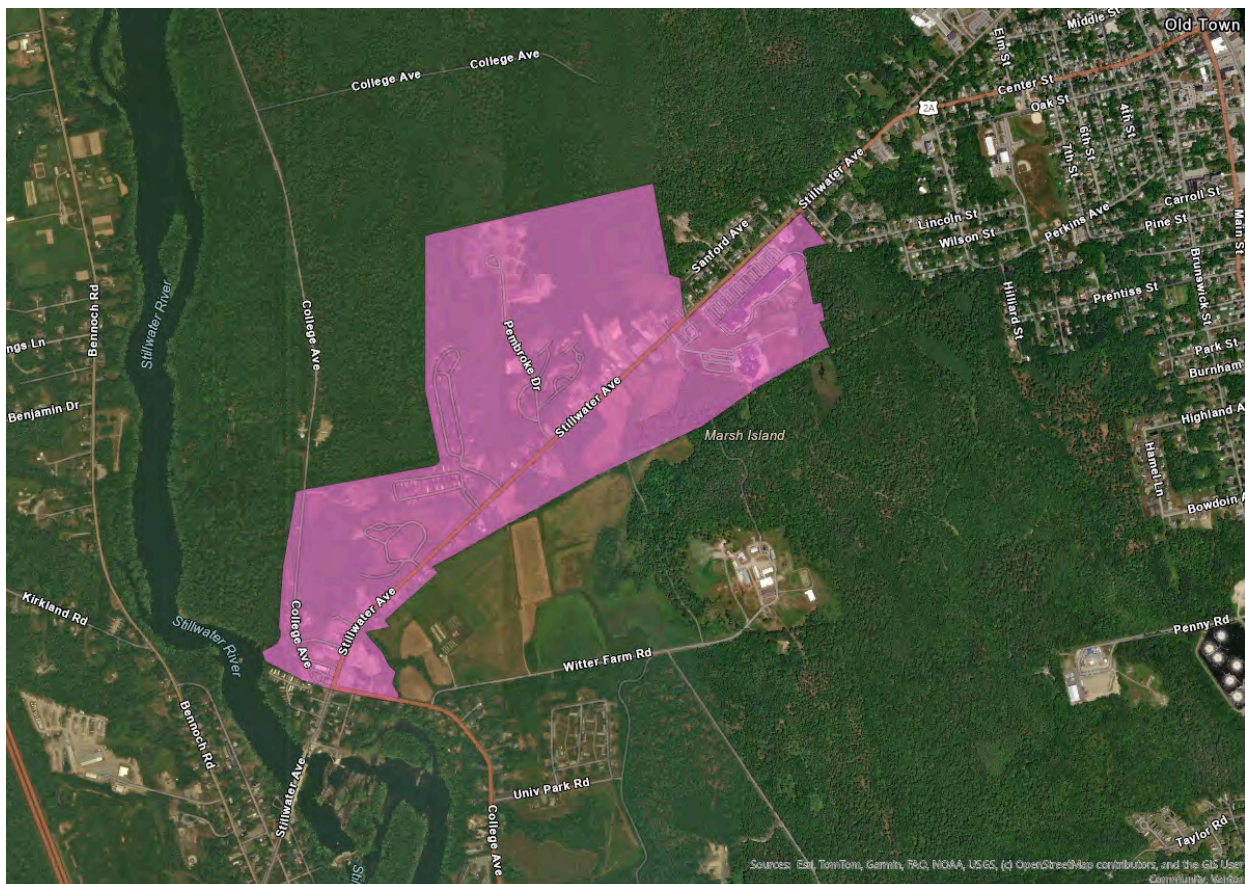




## Places to Transform: Upper Stillwater Avenue Corridor

This area will be transformed from its current suburban, auto-oriented development areas to an area that can accommodate a substantial portion of Old Town's projected future growth. Land uses allowed in this zoning district will need to be reconsidered so as not to encourage auto-oriented growth. This area has been identified as a major area for future transportation investment in regional transportation plans. This area will be transformed through the reconfiguration/narrowing of vehicle lanes to slow traffic, improve pedestrian safety, and provide space to add formalized bicycle lanes. The City should utilize Tax Increment Financing (TIF) funds to provide seed money for major active transportation improvements. The long-term redevelopment of this area will improve a major gateway to the community and provide additional housing and employment uses. Pedestrian and bicycle connections should accompany all redevelopment.

Redevelopment of existing commercial sites, such as underutilized garage sites and the Old Town Plaza (Hannaford plaza) frontage along Stillwater Avenue, should be prioritized over new greenfield development. Buildings should be set close to the street with a well-landscaped buffer and parking sited to the side and/or the rear of buildings in order to enhance pedestrian and bicycle safety and create a strong sense of place. Development should be mixed-use, including residential and office, and at densities that support transit use. Trail connections are within easy distance on both sides of the street (accessed from the rear of the elementary school property as well as from a trailhead opposite Abbott Street). Future development should prioritize trail connectivity and/or expanding connections to Abbott/Lincoln Streets or King/Harding Streets. This would provide a walkable block structure connecting Stillwater Avenue to the in-town neighborhoods.





## Places to Transform: Downtown

The vision for this area requires building on current assets (waterfront park, historic buildings) to transform downtown into a mixed-use community activity center. It is intended to accommodate a portion of Old Town’s projected future growth. Adaptive reuse and redevelopment of existing buildings will add employment uses and residential units in these walkable areas to increase the likelihood of walking and biking for short trips. Downtown will be strengthened as a lively community gathering place. A concentrated effort to recruit and retain retail and food service businesses will be undertaken. The City, along with private and non-profit partners, will take the lead on funding public art and murals in key areas. Vacant buildings will be filled with businesses that support the day-to-day needs of Old Town’s residents. Throughout this area, new housing will be provided through the addition of housing on upper floors of downtown buildings, adding units to the large single-family houses along Main Street, and new construction on underutilized parcels. New housing in the area will grow the customer base to support more local businesses. A shared approach to parking within the downtown area will minimize the need for additional private parking for businesses and residences. Improvements to sidewalk and bicycle facilities should fill gaps in the existing network, increase safety and ADA-accessibility where currently lacking, and connect to nearby destinations. In the long-term (20+ years), ensuring connectivity to the catalyst sites described in this chapter will allow the visual perception of “downtown” to expand over time.





## Places to Transform: Walkable Downtown Neighborhoods (Middle Street, Center Street, Stillwater Avenue neighborhoods)

Currently, these neighborhoods are more densely developed as they are part of the City's existing R-2 zoning district (which allows for housing development at higher densities than the R-1 and R-3 zoning districts). This district is currently made up of older, established neighborhoods near downtown. Multi-family housing and boardinghouses are allowed by right (requiring only a building permit from the Code Enforcement Officer), while institutional and smaller commercial uses are allowed by Special Exception (requiring review by the Planning Board). Buildings are situated close to the street with shallow front setbacks and fairly narrow side yards. These neighborhoods are primarily made up of small lots situated along a tight, interconnected street grid. Because of all of this, as well as infrastructure investments that the City has made over many years, the area is very walkable to downtown.

The anticipation for this area is that it will remain much the same as it is today, though as redevelopment occurs, incremental density and mixed-use should be encouraged through both policy and, potentially, incentives (such as tax increment financing tools). Small-scale neighborhood-serving commercial uses should continue to be allowed along busier corridors, but allowable commercial and institutional uses should be refined in order to ensure that we are encouraging walkable, amenity-rich centers where many day-to-day needs could be met within short walking distances. A good case study for the vision for this area is Portland's Deering Center neighborhood.





# Case Study: Portland's Deering Center



This area supports a small-scale, pedestrian-friendly, mixed-use environment, allowing residents access to daily shopping and service needs within walking distance of nearby established residential neighborhoods. As shown on the images above, the commercial and service uses within the area are closely integrated with and complementary to the surrounding residential neighborhood fabric. All of this is in support of making Deering a complete neighborhood, or, an area where residents can buy basic groceries, drop children to school, walk through a park, find places to eat and access community-scale healthcare and other amenities locally without being forced to travel to other parts of the city (or the broader region) to meet basic, daily needs. The commercial areas in Deering Center are situated along arterial streets, which leave the residential neighborhoods that branch off of the arterial street (in this case, Stevens Avenue) quiet and enjoyable, knowing that quality of life amenities are right nearby if needed.

Deering Center in Portland is an established village-style commercial street with a variety of uses that serve the everyday needs of surrounding residents and the nearby schools (a local elementary and high school, which are located within  $\frac{1}{4}$  of a mile). Local amenities include a bakery, small-scale medical offices, a butcher and neighborhood grocery store serving a variety of prepared meals and basic provisions, a church, a hair and nail salon, a pizza restaurant, two cafes, and a cobbler.





# Key Catalyst Sites: Individual Places to Transform

The individual properties described below are specific places to transform, which have the capacity to be catalytic in terms of meeting the needs articulated throughout this plan and establishing Old Town as a lively, innovative, revitalized place. Additional master planning initiatives specific to these properties would be appropriate to more explicitly define the desired scale and intensity of future development, consistent with these general visions.



**[1] Former Old Town Canoe Factory Site (35 Middle Street):** This property was, for many years, the center of economic activity in Old Town as it was the home of our most prominent business, the Old Town Canoe factory. The company moved its manufacturing operations to its current location on Gilman Falls Avenue in 2009, and the historic Middle Street location was sold to the City in 2011. Since that time, the property has, for the most part, been sitting vacant. One reason for this is that the site is a brownfield site subject to environmental standards set by the Maine Department of Environmental Protection.

However, the site is served by public water, sewer, and three-phase power, is immediately accessible to many City amenities (downtown businesses, parks, the library), making it an ideal site for commercial or high-density residential development (or a combination of uses).



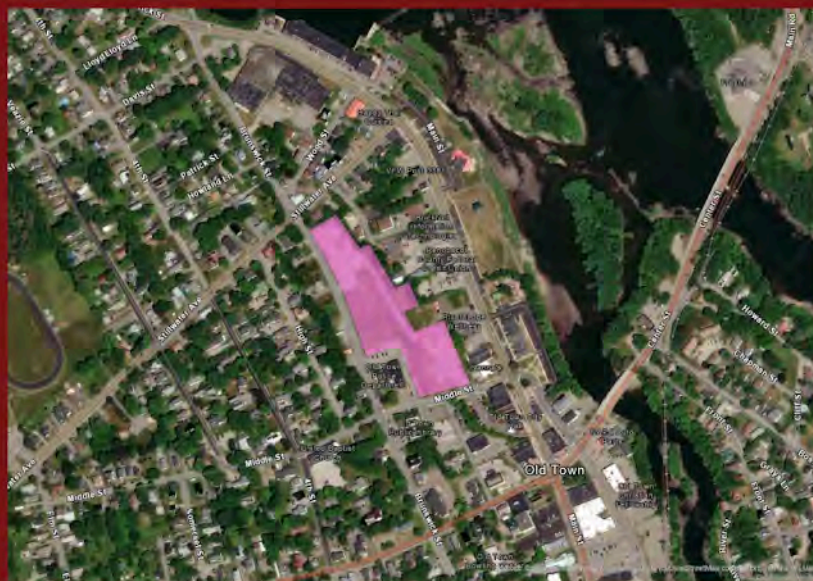
Through the public engagement events held as part of this planning process, a number of suggestions were offered by Old Town residents and stakeholders specific to this area, including:

- Housing
- Farmer's market
- Hotel or convention center
- Some sort of mixed-use development, including creative businesses that would attract young professionals

In addition, in 2016, the City led a planning effort related specifically to this property. Public engagement at that time focused on creating a mixed-use development that would help make downtown a destination. The concept included new retail and commercial space (potentially anchored by a major tenant) along with new housing options, such as townhouses and apartments.



*Circa 1990s. c/o Forbes.*



*Aerial map of site*

The current zoning of this site is industrial, which would not allow for the residential or commercial development suggested in these comments. As such, the City (working with a willing developer) will need to take the lead on rezoning this area. Key negotiation points will be to ensure that the project site enhances, not detracts from, downtown Old Town (e.g. ensuring that the project remains walkable to the surrounding downtown area and is not surrounded by vast amounts of parking that would deter foot traffic), has a mixed-use component, and also considers the financial investment needed for the redevelopment of this unique site.



## [2] Former Mill Site (880 Main Street / 24 Portland Street / 42 Penny Road):

The ND Paper Mill most recently closed in 2023. Since ND Paper is one of the City's largest taxpayers, the City needs to begin preparing for disinvestment and the potential sale of the properties owned by the mill. Disinvestment in these properties would correspond to a major loss in revenue for the City, while redevelopment or revitalization of the buildings and sites could provide a catalytic, once-in-a-generation investment into Old Town. How this occurs will all depend on how prepared the City is to take the lead on planning for redevelopment here.



*Aerial map of site*

The City's 2016 Comprehensive Plan highlighted several industries with strong growth potential, supported by the University of Maine. These include forest bioproducts, advanced building materials, and data centers. In some cases, these industries could make use of the mill's existing buildings. To attract these opportunities, the City will need to stay nimble and adapt the Zoning Ordinance to incorporate new, future-ready land uses as allowable in Old Town.

These sites, which together encompass more than 175 acres, include several industrial buildings, parking areas, and the like associated with the use of the site as a formerly highly productive pulp and paper mill in close proximity to the University. Different than many redevelopment projects that we have seen in Maine in the past 20 years, where historic brick mill buildings were redeveloped into loft apartments and creative mixed-use projects, this catalyst site represents a brownfield industrial campus that is likely going to need significant clearing, remediation, and repositioning to be viable in the future.



The most successful redevelopments of similar modern industrial sites focus on attracting a mix of jobs and industries. This could include traditional manufacturing, data centers, research & development (R&D), or flexible spaces for emerging businesses. While the property is still privately owned at the time of plan drafting, other communities' experiences offer useful lessons for Old Town as the community plans for the future of these sites:

- **Public-private partnership framework:** The City should monitor changes in ownership and potential sales of the property and get involved early (potentially as the property owner or by connecting the mill owners to a willing developer) to reduce risk and attract businesses that align with community goals. The Maine Redevelopment Land Bank may also be a helpful resource or partner in this work.
- **Phased redevelopment:** Once a willing partner is found, redevelopment should start with high-demand uses to generate momentum and revenue for the rest of the project.
- **Flexible zoning and incentives:** The City will need to take the lead on ensuring that land use policy for this area accommodates a range of compatible industrial, office, and related uses. Furthermore, the City will need to be nimble in updating land use regulations to make room for emerging, yet-to-be-discovered industries and innovative businesses. Old Town should stay future-ready.
- **Environmental leadership:** Brownfield cleanup will need to be an up-front investment in order to enable long-term economic return.
- **Community integration:** In the long-term, this site will need to be reconnected to the downtown and to Old Town's existing neighborhoods through trails or sidewalk infrastructure to realize civic benefits and not create additional vehicular traffic as the site grows into a hub for economic innovation. Building on recommendations from the 2015 Comprehensive Plan, the City should create a new Mill Redevelopment Zone that allows a full range of uses, including those outlined above as well as restored open space so that the mill sites are better integrated with and function as an extension of downtown in the future.





## Places to Enhance: Gilman Falls Avenue (Route 43) Corridor

This area to be transformed includes much of Old Town’s industrial tax base, as well as the municipal airport. The allowed uses in this area should remain primarily the same. The focus should be on creating flexible, market-responsive regulations for this area that allow, by right, a broad mix of land uses appropriate for an industrial area (including light manufacturing, assembly, warehousing and distribution, and research & development (R&D) space). In addition, we should build in flexibility for outdoor storage of materials so long as they are screened from major corridors. Other communities have allowed for much larger (10,000 sq. ft. or larger) buildings to be built in approved industrial zones with only review by the Code Enforcement Officer, which allows for predictable approval timelines and minimizes what banks view as the “risk” of going through Planning Board review. This could be an appropriate consideration for this area in order to meet the Comprehensive Plan’s goals of creating an entrepreneurial ecosystem and supporting job creation.





## Places to Enhance: In-Town Neighborhoods

This area to enhance will continue to be residential neighborhoods, parts of which will evolve incrementally over time to accommodate a share of Old Town’s projected future growth. At the time of plan drafting, federal funding was received to expand public sewer up Penny Road, unlocking further development opportunities in this area. Encouraging new housing in these areas is intended to redirect development from Rural Areas to places with existing public infrastructure and nearby amenities. As supported by respondents at the Future Land Use workshop held as part of this planning process, this area will also accommodate “starter homes” on smaller lots, more single-family homes, turning historic buildings into multi-family housing, and creating tiny house communities. Infrastructure improvements, like better drainage, more pedestrian signals, and additional lighting, are needed in these areas, and new housing should go hand-in-hand with these necessary infrastructure upgrades. Improvements to sidewalks, trails, and bicycle facilities should fill gaps in the existing network and connect neighborhoods to nearby destinations.





## Places to Enhance: Stillwater Village

This area of Old Town has always had a unique development pattern. It has historically been its own village area, with its own post office, small-scale commercial uses (as well as some industrial uses that have evolved over time), and its own community center. This area to enhance should be much of the same in the future, allowing the area to incrementally evolve. We should plan for fewer industrial uses as Sargent Corporation begins to move its headquarters to its new space in Orono. The existing industrial parcels could benefit from being rezoned to allow for higher density, village-style development. However, these sites would likely need to be cleaned up prior to their reuse for residential use. Brownfields grant money is available to assist in this cleanup. Sargent could even be a good partner in the redevelopment of these properties. Furthermore, this area would benefit from additional pedestrian and bicycle connections to surrounding commercial areas (including the University Mall property in nearby Orono). Traffic calming and safety should be prioritized.





## Transitional Area

For the purposes of this Plan, a **Transitional Area** is one that the community identifies as suitable for a share of projected residential development, but that is neither intended to accept the amount or density of development appropriate for a Growth Area.

The designated Transitional Area is French Island (historically known as Treat and Webster Island). This area was a Franco-American immigrant neighborhood that grew at a fast rate during the 19th and 20th centuries due to proximity to the mill and downtown. A majority of the lots are non-conforming with respect to current minimum lot area and frontage requirements (9,000 sq. ft. at the time of plan drafting). The edges of the island are also within the shoreland zoning overlay. Sidewalks and sewer/water infrastructure exist in the area, as well as a City-owned playground. Thus, some level of investment is necessary in this area in order to maintain existing infrastructure.

The Transitional Area designation recognizes that this neighborhood already contains a pattern of compact development on small/undersized lots and is experiencing infrastructure and quality-of-life pressures associated with that development pattern. Existing challenges include limited off-street parking capacity, increased congestion within the public right-of-way as vehicles park on the roadway, and concerns related to property maintenance and environmental health conditions. Rather than encouraging additional concentrations of growth, this designation is intended to support neighborhood stability, protect public health and safety, and ensure that future development remains compatible with the area's existing character and infrastructure capacity.

Future investment should focus on the rehabilitation, maintenance, and incremental adaptation of existing buildings to improve housing quality, neighborhood appearance, and long-term functionality. Given the limited availability of land and existing infrastructure constraints, opportunities for substantial new construction are limited. Any future development or redevelopment should be modest in scale and designed to enhance livability, safety, and reinforce neighborhood character.



## Rural Areas: Places to Preserve

For the purposes of this Plan, a **Rural Area** is any area of the City outside of the defined Growth or Transitional Areas and which is less built-up than the identified Growth Area. Rural Areas tend to have less infrastructure and may include areas identified for agricultural uses, low-density housing, conservation, or other purposes. While Rural Areas will not receive the same amount of public investment into infrastructure as Growth Areas, private property owners are still free to invest in their property. As such, new growth may occur in designated Rural Areas, just without the express encouragement of the municipality. While Old Town may not be expressly encouraging growth in this area, it may still be susceptible to sprawling development that detracts from its visual character and natural resources without careful planning. Development pressure will need to be mitigated and redirected toward Growth Areas with existing public infrastructure to avoid sprawl development and the negative impacts associated with it.

This Plan discourages significant or impactful development in most parts of the Rural Area, although it is expected that some development may take place. Per State guidelines, public funds should generally be used to accommodate new development within the Town's identified Growth Area. However, parts of the Rural Area that may develop should be managed in ways that are compatible with a more rural landscape.

As noted in the Agriculture & Forest Resources section of this Plan, Old Town's existing Zoning Ordinance requires additional restrictions on farming uses, including increased setback requirements and the need for off-street parking for even seasonal uses. While there are no longer many large-scale farming operations in Old Town, increased flexibility would go a long way towards protecting the rural function of land and encouraging farming, especially in an age where farming alone is no longer an economically viable means of keeping farmers going. Maine Farmland Trust releases information about how communities across Maine can work to be more "farm-friendly." Specifically, Maine Farmland Trust recommends that municipalities recognize that farm enterprises are often hybrids of several different land uses (agriculture, retail or restaurants, even event spaces), and regulations should allow farm businesses increased flexibility to adapt to rapidly changing markets.

## Critical Resource Areas

These areas includes the least developed parts of Old Town, including large blocks of forested areas, significant areas of natural habitats, and sensitive water bodies (e.g. wetlands, streams, and brooks) and their shoreland areas. Compatible non-residential uses that increase the economic viability of land conservation and provide a financial alternative to residential subdivisions (such as tree growth or farmland tax use exemptions) should be encouraged, but for the most part, these Critical Resource Areas would be best served through either appropriate buffers from potential development or through working with non-profit partners, including local land trusts, to be conserved permanently.



## Landfill

Within the Rural area off of Route 43 is the Juniper Ridge Landfill, Maine's only state-owned landfill, which was purchased in 2004 to manage in-state waste. It serves approximately 160 municipalities across the state and is operated by a private contractor (Casella Waste Systems) under state oversight. The landfill accepts municipal solid waste (traditional household trash that is picked up by Casella trucks), industrial waste, construction and demolition debris, and wastewater sludge.

As of 2022, more than 60% of the licensed space at Juniper Ridge has been utilized. The landfill has received growing amounts of waste from within Maine, including construction materials, household garbage, and sewage sludge. This growing waste has nearly doubled the speed at which the landfill is being filled in recent years, putting it on track for another expansion within the lifetime of this plan. This has been exacerbated by other regional system failures, including the recent closure of waste-to-energy facilities in nearby Hampden and Orrington.

The landfill's entrance road is within a special concern wildlife habitat area (a known area for Great Blue Heron). Local reports indicate that the landfill is attracting bald eagles and other large birds to the area, impacting the local ecosystem.

The landfill receives wastewater sludge contaminated with PFAS, which cannot be fully removed with current technology. The leachate is collected to the extent possible at the landfill and is then trucked through Old Town to the mill, which has the only machinery locally available to treat and discharge leachate. Millions of gallons of contaminated leachate are generated annually. Residents of Old Town and of the Penobscot Nation have raised concerns about water quality impacts associated with water quality (since the leachate is being treated and discharged into the Penobscot River), odors and air pollution, and the potential for long-term health risk associated with the landfill's impact.

In addition to these environmental issues and the broader solid waste disposal capacity crisis that Maine is facing, given its increasing reliance on this single landfill, the landfill has created significant transportation impacts in the community – especially on Route 43 and Bennoch Road (Route 16). The increased truck traffic related to the rapidly filling landfill is posing issues with these roads deteriorating.

Along with all of the above, it should also be noted that the City does receive approximately \$1,653,000 in tipping fees as well as a \$65,000 impact fee from the landfill on an annual basis, which is not an insignificant piece of local revenue for this community and would be difficult to recoup in other ways without significant economic development elsewhere. Thus, planning for the continued presence of the landfill in this community while continuing to manage its impacts is of the utmost importance over the next 10 years.

Since the landfill is state-owned, the City has limited oversight over expansions. However, it is required to go through local Planning Board review. The City should add explicit requirements to upgrade and regularly maintain roadways to its local reviewing standards in an effort to manage at least some of the issues documented within this plan, which the landfill would need to adhere to prior to expansions being opened. This could tie expansions to increased maintenance of Route 43 and Bennoch Road (Route 16), which are the primary access routes to the landfill for truck traffic, given their connection to the highway (Interstate 95).

# Regional Coordination

## Overview

While this plan primarily focuses on Old Town's local values and priorities, it is important to recognize the City's role in the greater Bangor region and the importance of collaboration with neighboring municipalities and regional organizations to meet shared goals, since the success of the overall region means success for Old Town residents. To that end, the City is committed to working collaboratively, aligning strategies with state goals, and will consider the impact of proposed policies on the larger region. In addition, the City will continue to seek financial and technical support on its most pressing initiatives from regional and statewide partners when feasible.

## Housing

In October 2023, the State of Maine Housing Production Needs Study was released, highlighting a historic underproduction of housing across the state as well as the need to produce more housing to both correct this historic underproduction and provide for the projected population growth across the state. Overall population and population growth determine how many people currently need homes or will need homes in the future. The study focuses on regional need for housing and indicates that Penobscot County specifically will need between 1,400 and 3,000 new housing units by the year 2030 to accommodate projected population growth, population shifts, and anticipated economic changes. This study anticipates that the need will be met regionally (across the entirety of Penobscot County). However, some communities (namely those with public sewer and water capacity) will need to be responsible for creating an environment that fosters the production of more housing. Old

Town has the utility capacity to take on more development on public water and sewer (discussed in the Public Facilities section of this Plan), unlike elsewhere in the region, where limited or no water and sewer capacity would make it difficult for new development to occur.

## Economy

Old Town is one of 43 municipalities that make up the Bangor Metropolitan Area. The metro area extends from central Penobscot County to the edges of Hancock and Waldo Counties. Retail, education, and social services are all sectors where the region is more competitive than the statewide average. These are also the primary sectors in which Old Town residents work. Importantly, these sectors are all driven by the Bangor Metropolitan Area being a regionwide service center for more rural communities. Thus, growth anywhere in the region bodes well for growth in these sectors. Collectively strengthening the region's workforce will also benefit residents of Old Town, who tend to work outside of the community within the broader Metro Area, so continued cooperation with regional economic development organizations such as Eastern Maine Development Corporation will be of the utmost importance.

## Recreation

Many municipalities across the state have begun to partner with neighboring communities to share in the costs of recreational programming. Neighboring Orono has a robust municipal Recreation Department and has expressed interest in beginning discussions with Old Town regarding opportunities to partner on programming. Many Old Town and Orono children already participate in recreational



programming offered through both public (Old Town Orono Bears high-school level hockey team through the schools) and private recreation providers (the Old-Town Orono YMCA, and others), so this would not be a significant change for the children involved.

## **Transportation**

Interstate 95, Route 2, Route 43, Route 16 (and, to a slightly lesser but growing extent, Stillwater Avenue) are the most essential routes connecting Old Town to nearby communities and services. This makes the preservation of the safety and traffic-carrying capacity of these roads an issue of regional importance. Old Town will need to continue to work with the Maine Department of Transportation (MDOT) and the Bangor Area Comprehensive Transportation System (BACTS) – the region’s metropolitan planning organization – on ongoing transportation planning initiatives and infrastructure improvements. In addition, working with neighboring municipalities, the University of Maine, and the Orono Land Trust (which works in both Orono and Old Town) to connect trail systems will be important in ensuring regional connectivity and will be mutually beneficial to surrounding communities.

## **Public Facilities & Services**

The City of Old Town currently collaborates with other neighboring communities to share services, such as its agreement with the City of Bangor to share in the cost of the local bus system. The City also has mutual aid contracts with neighboring towns to mutually provide response to emergencies within each other’s borders. Old Town would be served by continually exploring regional solutions to service delivery. For example, many municipalities across the state have begun to partner with neighboring communities to share in the costs of programming (such as regional delivery of recreation programs, as

one example), capital projects, and even staffing.

## **Natural Resource Protection**

There are several organizations in the region working to protect natural and water resources from both human and environmental impacts. These impacts are not limited by municipal boundaries; thus, coordinating efforts with these organizations and neighboring towns to protect critical habitats and address water quality will be necessary for the City to reach any of its goals related to natural resource protection. There is an opportunity for further collaboration between the City of Old Town and these partners, which include:

- Orono Land Trust: A local non-profit that protects, manages, and preserves portions of the natural environment in both Orono and Old Town, for the benefit and enjoyment of present and future generations (for both recreation and conservation purposes).
- Bangor Area Stormwater Group: An opportunity for the Bangor Metro MS4 communities (which includes Old Town) to collaborate on education, outreach, and planning needed to help comply with the General Permit’s requirements.
- University of Maine: The University of Maine is heavily involved in statewide planning efforts for climate resiliency and natural and water resource conservation. Continuing to utilize our local resources (namely, students and professional researchers) would be helpful to Old Town in preserving natural and water resources for the future.

# Inventory Chapters



# Population & Demographics

## Overview

The future of Old Town will primarily be shaped by its current and future residents.

Understanding who those residents are and attempting to predict their needs is essential to comprehensive planning since these population and demographic trends impact all facets of the community, including housing, the economy, transportation patterns, education, and the capacity of the City to continue providing services at its current level. A sustainable, demographically diverse population (particularly in age makeup) is essential to support a community's long-term well-being.

This chapter utilizes information from the US Census Bureau, Maine Bureau of Vital Statistics, the Office of the Maine State Economist, and others to attempt to better understand Old Town's current population and help to predict how the community is likely to grow in the future.

## Population Trends

The year-round population of Old Town rose steadily from 1840 through 1970, except during the decade between 1870 and 1880 (a period after the Civil War and the implementation of the Homestead Act). The population peaked in 1970 at 8,741 people. Since then, the population has continually declined, but at a lower rate than during its decades of growth. The population in 2020 was 7,431 people, a reduction of 1,310 people (or -15% of the population) since the peak in 1970 and 409 people since over the 10 years between 2010 and 2020.



Figure 1-1. Population of Old Town, 1840-2020. Source: US Census Bureau

Old Town's recent population decline (since the 1970s) is in stark contrast to neighboring Orono, which has experienced between 8 and 10% growth in its population (at least since 2000). Figure 1-2, below, shows Old Town's population changes in relation to neighboring Orono, as well as to Penobscot County, and the State of Maine as a whole.

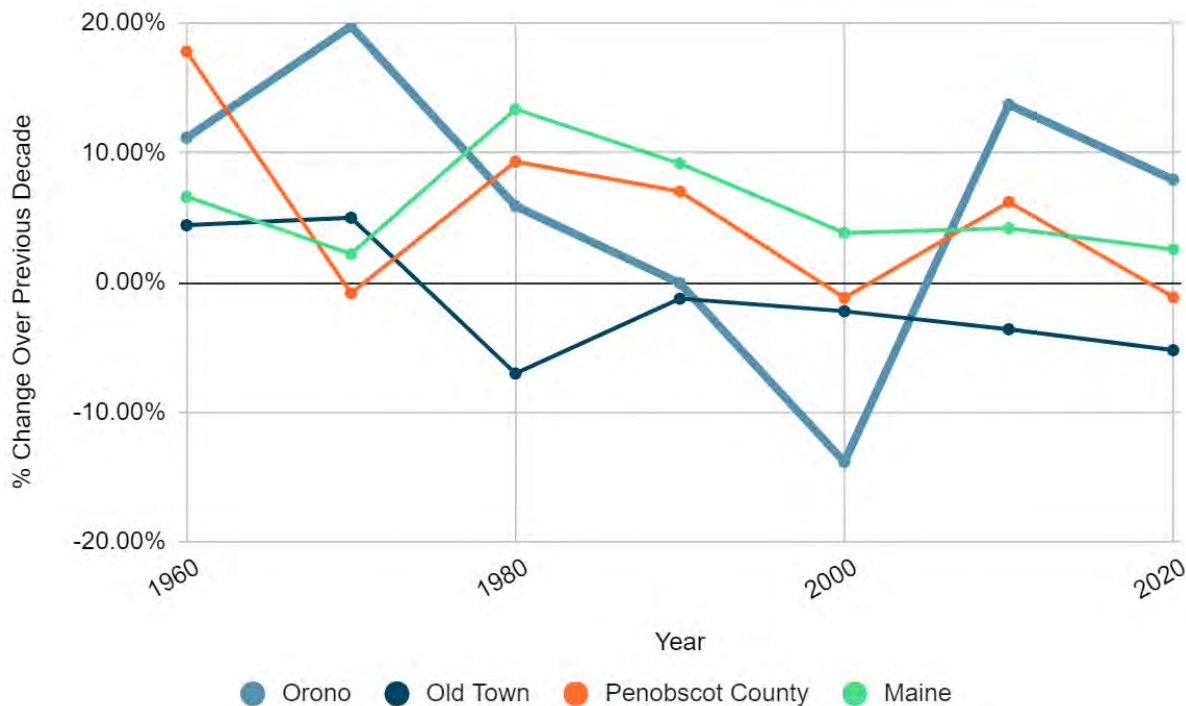


Figure 1-2: Regional Population Change Comparison: Old Town vs. Orono, Penobscot County, Maine.  
Source: US Census Bureau

| Old Town Births and Deaths by Year, 2011-2022 |            |            |              |
|-----------------------------------------------|------------|------------|--------------|
| Year                                          | Births     | Deaths     | Net Change   |
| 2011                                          | 76         | 74         | (+2)         |
| 2012                                          | 80         | 78         | (+2)         |
| 2013                                          | 86         | 80         | (+6)         |
| 2014                                          | 66         | 59         | (+7)         |
| 2015                                          | 72         | 80         | (-8)         |
| 2016                                          | 80         | 74         | (+6)         |
| 2017                                          | 76         | 68         | (+8)         |
| 2018                                          | 64         | 81         | (-15)        |
| 2019                                          | 68         | 63         | (+5)         |
| 2020                                          | 61         | 79         | (-18)        |
| 2021                                          | 66         | 79         | (-13)        |
| 2022                                          | 72         | 89         | (-17)        |
| <b>Total</b>                                  | <b>867</b> | <b>904</b> | <b>(-37)</b> |

Figure 1-3. Births and Deaths by Year, 2011-2020. Source: Data, Research, and Vital Statistics, Maine Center for Disease Control and Prevention, Department of Health and Human Services

Recent birth and death data shown in Figure 1-3 (left) indicate that the natural population change is negative. This coincides with the decline in population since 2010. However, this does not account for the 409 people lost since 2010. Between 2011 and 2020, the net natural population change was -37 people (meaning that we had 37 more deaths than we had births in the community). This means that 372 people moved out of Old Town for school, work, or other reasons between 2010 and 2020. While natural change is more of a measure of the health of a community (and is based on the number of residents of “prime child-rearing age” within the community), migration is calculated as the difference between overall population change and natural change. Thus, migration can be interpreted as a measure of the economy (and individual choices made within that economy) rather than one of health.

Interestingly, Old Town has a lower cost of housing than elsewhere in the region, which should be attractive to younger, first-time



homeowners. However, they are still not choosing to live here. This begs the question of why, and what might the City do to counter this?

## Current Demographics

### Population by Race, Sex, and Age

The majority of Old Town's population (89.9%) is white, per the 2020 Census. This means that Old Town is slightly more racially diverse than Penobscot County (91.5% white) or the State of Maine (90.8% white). Figure 1-4, at right, shows the breakdown of all other races.

The population of Old Town is almost exactly split between males and females, with females comprising 50.8% of the population in 2020. However, there are more females over the age of 65 than there are males over the age of 65 (726 compared to 559) suggesting that females in Old Town, like most other places, are living longer than their male counterparts.

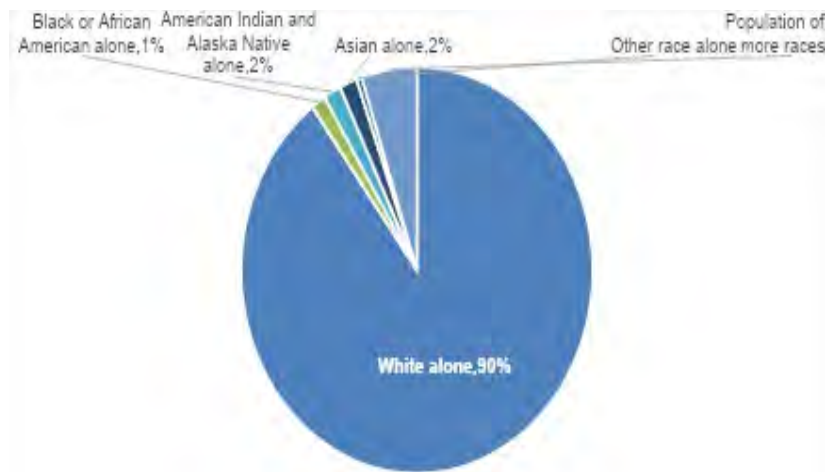


Figure 1-4: Population of Old Town by Race, 2020. Source: US Census Bureau

|                                                  | 1990         |         | 2000         |         | 2010         |         | 2020         |         |
|--------------------------------------------------|--------------|---------|--------------|---------|--------------|---------|--------------|---------|
|                                                  | Number       | % Total | Number       | % Total | Number       | % Total | Number       | % Total |
| Under 5                                          | 568          | 6.8%    | 410          | 5.0%    | 414          | 5.3%    | 330          | 4.4%    |
| School-aged children (ages 5-19)                 | 1,549        | 18.6%   | 1,596        | 19.6%   | 1,218        | 15.5%   | 1,247        | 16.7%   |
| Young adults (ages 20-24)                        | 1,014        | 12.2%   | 1,119        | 13.8%   | 1,367        | 17.4%   | 945          | 12.7%   |
| Adults of "prime child-rearing age" (ages 25-44) | 2,556        | 30.7%   | 2,206        | 27.1%   | 1,908        | 24.3%   | 1,985        | 26.7%   |
| Middle-aged adults (ages 45-64)                  | 1,539        | 18.5%   | 1,649        | 20.3%   | 1,852        | 23.6%   | 1,639        | 22.1%   |
| Retiree & elderly adults (ages 65+)              | 1,091        | 13.1%   | 1,153        | 14.2%   | 1,081        | 13.9%   | 1,285        | 17.3%   |
| <b>Total</b>                                     | <b>8,317</b> |         | <b>8,133</b> |         | <b>7,840</b> |         | <b>7,431</b> |         |

Figure 1-5. Population Change, 1990-2020, by Age Group. Source: Old Town Comprehensive Plan (2016); US Census Bureau

As a population group, seniors (those 65 and older) remained about steady in Old Town from 1990 until the most recent Census (2020), when the proportion jumped from 13.9% to 17.3%. Likewise, young adults (those between 20 and 24) as an age group shrank considerably, from 17.4% in 2010 to 12.7% in 2020. One might hypothesize that these numbers were simply a blip, as the Census was actively being taken during the COVID-19 pandemic in 2020 when many of the University of Maine students who would typically live in Old Town during the school year might have instead stayed in their hometowns while they were doing online schooling. However, American Community Survey data from 2022 estimates further shrinkage in the young adult age group, which was down to about 10.2% of the community’s population. This is more likely because of the continued construction of large-scale student housing complexes in Orono over the past 12-15 years, drawing students out of Old Town and a bit closer to the UMaine campus.

The proportion of school-aged children in Old Town has been holding approximately steady since 2000, which is expected as the proportion of adults of “prime child-rearing age” (typically between 25 and 44) has likewise stayed approximately steady.

### Education

Of those 25 and older in Old Town, about 95% have a high school diploma (or equivalency). About 35% have a bachelor’s degree or higher. This makes Old Town’s adult population slightly more highly educated than the Bangor metropolitan area or the state as a whole. See Figure 1-6 for comparison.

### Seasonal Population

In 2022, there were 72 properties vacant for seasonal, recreational, or occasional use in Old Town. For the most part, these are camps located on the shores of Pushaw Lake. This is up by more than 500% from 2010, when the number was 12.

|                                             | Old Town | Bangor Metro Area | Maine |
|---------------------------------------------|----------|-------------------|-------|
| <b>High school diploma (or equivalency)</b> | 95%      | 93%               | 93%   |
| <b>Bachelor’s degree (or higher)</b>        | 35%      | 29%               | 33%   |
| <b>Graduate or professional degree</b>      | 17%      | 11%               | 12%   |

*Figure 1-6: Educational Attainment Comparison. Source: US Census American Community Survey 5-year estimates (2022)*

Because they live in private apartments or rental housing, the University of Maine student population that lives in Old Town during the school year is difficult to track. However, Old Town is heavily dependent on this student population from an economic perspective. From an employment perspective, more workers leave Old Town than come into Old Town, increasing economic reliance on the student population. Both of these points are discussed in greater detail in the Economy section of this Plan.

## Household Trends

### Total Households

According to the 2020 Census, the City of Old Town has 3,327 occupied households, representing a decrease of 55 households since the 2010 Census. This is likely because more than 400 housing units were vacant at the time of the 2020 Census (in



fact, 10% of all rentals were vacant at the time of the 2020 Census).<sup>1</sup> This is likely because much of Old Town’s existing rental housing stock is rented to UMaine students who live elsewhere when not in school, and during the 2020 Census, classes had moved online as a result of the COVID-19 pandemic.

The Housing section of this Plan discusses housing units and vacancy rates in greater detail. Since 2010, the average household size has held steady at 2.31.<sup>2</sup>

### Household Composition

Of Old Town’s 3,327 households, 1,741 (or about 52%) were “family” households, including those who are either married or cohabitating with a partner. The remainder, or 1,586, were living in “non-family” households. More specifically:

- 912 are one-person households. Of these, 40.5% (369) are a person 65 or older.
- 674 are comprised of two or more unrelated/uncoupled people sharing a dwelling unit.

The number of family households has been steadily dropping in Old Town. Between 2000 and 2010, the number dropped by 5% and dropped nearly 9% further between 2010 and 2020 (even though the US Census reclassified its definition of a family to include households whose inhabitants are unmarried but cohabitating).

For comparison, the number of family households in broader Penobscot County in 2020 represented 60.4% of total households (or 38,100 family households). This was up just slightly from 2010 when the number of family households was 37,888. In Maine as a whole, the number of family households likewise went up between 2010 and 2020 (from 345,248 to 349,955), but the number of family households in 2020 represented a smaller share of the total households compared to 2010 (61.4%). This can be attributed to the total number of households also growing across the state at the same time.

As noted previously, the average household size in Old Town is 2.31 persons per household (in 2020). Household size declined between 1970 and 2000, but it appears to have leveled off since then. While county- and state-wide, the average household size has continued to decline since 2000, Old Town has held approximately steady. Housing needs and projections, including types of housing desired in Old Town, are discussed further in the Housing section of this Plan.

| Year | Average Household Size |
|------|------------------------|
| 1970 | 3.26                   |
| 1980 | 2.67                   |
| 1990 | 2.54                   |
| 2000 | 2.30                   |
| 2010 | 2.31                   |
| 2020 | 2.31                   |

Figure 1-7: Average Household Size by Census Year. Source: US Census Bureau American Community Survey estimates

<sup>1</sup> Source: U.S. Census Bureau’s “PROFILE OF GENERAL POPULATION AND HOUSING CHARACTERISTICS.” Decennial Census, DEC Demographic Profile, Table DP1, 2020.

<sup>2</sup> Source: U.S. Census Bureau’s “HOUSEHOLDS AND FAMILIES.” American Community Survey 5-Year Estimates Subject Tables, Table S1101, 2020.

### *Group Quarters Population*

A group quarters facility houses multiple unrelated people in a group living arrangement. Often, group quarters house an institutional or service-receiving population. Some examples of “group quarters” include college or other dormitories, military barracks, nursing homes or other long-term care facilities, transitional shelters for those experiencing homelessness, and group homes. One significance of the designation is that these individuals are excluded from certain calculations that focus on households, such as household size or household income.

Group quarters are also different than, for example, four students living together in one house, or separate apartments that happen to be age-restricted to seniors, and are more representative of shared kitchen or bathroom facilities for an entire building.

In Old Town, the group quarters population does not make up a large share of the community. As of the 2020 Census, 8 individuals were counted as residing in non-institutional group quarters, such as in a group home setting. There are an additional 16 people who live in The Meadows, an assisted living facility located on Perkins Avenue.

### *Income and Poverty*

The median household income for Old Town residents in 2020 was approximately \$41,406. This is lower than the median household income for Penobscot County and statewide during the same period (about \$52,128 and \$59,489, respectively).<sup>3</sup>

The median family household income in 2020 was approximately \$54,583. This is much lower than the statewide average (\$76,192) and the Penobscot County average (\$67,988) for the same time period.<sup>4</sup> Recall that the Census Bureau’s definition of a “family” includes those who are either married or cohabitating with a partner, while the “households” number would include both “family” and “non-family” households. Married couple households in Old Town have much higher median incomes, at \$73,608.

In Old Town, approximately 1,575 people (about 21% of the population) were living in poverty in 2020. Of these, 96 people were seniors older than 65, and 257 were children under the age of 18. In comparison, across Penobscot County (which would include Old Town’s numbers), 13.4% of people are living in poverty. In addition, in 2020, an estimated 537 people were receiving food stamps/SNAP, with 287 of these being households with one or more children under 18.<sup>5</sup>

### ***Future Population & Demographic Trends***

The Maine State Economist creates local projections using a constant rate of growth for each municipality’s share of their county population between 2015 and 2019 and

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<sup>3</sup> Source: US Census Bureau’s American Community Survey 5-Year estimates, 2020.

<sup>4</sup> Source: US Census Bureau’s American Community Survey 5-Year estimates, 2020.

<sup>5</sup> Source: US Census Bureau’s American Community Survey 5-Year estimates, 2020.

then extrapolates this growth into the future.<sup>6</sup> This projection estimates that Old Town's population will shrink by 13.6% between 2020 and 2040 (to 6,417 people).

More detailed local projections can be created using a formula that considers the growth rate for each age group over a number of past decades. These projections (shown on Figure 1-9, below) assume that the average rate of growth observed over those decades will continue into the next decades. Using this approach (based on average growth rates from 1990 to 2020), the total population of Old Town will likely continue to shrink, but less drastically than what the Maine State Economist projects. This approach shows that, without intervention, most age groups under age 45 will continue to shrink. This includes school-aged children and adults of "prime child-rearing age." Meanwhile, those between 45 and 54 will be approximately steady, while those ages 55 and older will continue to grow as an overall proportion of the population.

|                       | 1990  | 2000  | 2010  | 2020  | 2030<br>(PROJECTION) | 2040<br>(PROJECTION) |
|-----------------------|-------|-------|-------|-------|----------------------|----------------------|
| <b>Under 5 years</b>  | 568   | 410   | 414   | 330   | 278                  | 234                  |
| <b>5 to 9 years</b>   | 488   | 420   | 392   | 402   | 378                  | 355                  |
| <b>10 to 14 years</b> | 538   | 497   | 350   | 419   | 395                  | 372                  |
| <b>15 to 19 years</b> | 523   | 679   | 476   | 426   | 411                  | 397                  |
| <b>20 to 24 years</b> | 1,014 | 1,119 | 1,367 | 945   | 950                  | 955                  |
| <b>25 to 34 years</b> | 1,442 | 1,063 | 1,077 | 1159  | 1,092                | 1,029                |
| <b>35 to 44 years</b> | 1,114 | 1,143 | 831   | 826   | 756                  | 693                  |
| <b>45 to 54 years</b> | 768   | 1,041 | 977   | 755   | 772                  | 789                  |
| <b>55 to 64 years</b> | 771   | 608   | 875   | 884   | 954                  | 1,030                |
| <b>65 to 74 years</b> | 647   | 631   | 521   | 745   | 802                  | 864                  |
| <b>75+ years</b>      | 444   | 522   | 560   | 540   | 578                  | 619                  |
| <b>Total</b>          | 8,317 | 8,133 | 7,840 | 7,431 | 7,367                | 7,337                |

Figure 1-9. Old Town Population Projections by Age Cohorts, 1990-2040. Source: US Census Bureau (for 1990 - 2020 data)

<sup>6</sup> Source: Office of the State Economist, Maine Population Outlook to 2040 (released June 2023).



## ***Issues & Opportunities***

### ***Issue/Opportunity: Regional Coordination on Student Housing***

The decline in the “young adult” population in Old Town between 2010 and 2020 can likely be directly tied to the building of large student housing complexes in neighboring Orono, including the Avenue (272 units built in 2015) and the Reserve (198 units built in 2012). This drew students who might have otherwise been living in Old Town back to Orono to be closer to campus. However, there may be an opportunity for a coordinated development strategy with respect to student housing complexes, since Old Town’s economic development and small businesses (especially those downtown) would be well-served by retaining this young adult population. Likewise, Orono has a variety of sewer bottlenecks that would make the development of additional large student housing complexes difficult in the near future. In cooperation with the Town of Orono and the University of Maine, Old Town might be able to capitalize on these known issues and attempt to strategically locate housing designed to retain these young people. This is described further in the Housing section of this Plan.

### ***Issue/Opportunity: Growth in the Elderly Population***

Growth in Old Town’s elderly population (those 75+) is projected to increase slightly, and this portion of the population is projected to make up more than 8% of the community by 2040. This will likely lead to slightly higher demand for medical and public safety services, as well as for retirement housing and assisted living and nursing home units, which would allow this population to continue to “age in place.” If provided with the right resources to continue to age in Old Town, this could also provide for a turnover in the existing housing stock that could become available for younger generations. Providing housing for residents through the lifespan is an important aspect of comprehensive planning and is discussed in greater detail in the Housing section of this Plan.

### ***Issue: Poverty***

Old Town currently has a high concentration of those living in poverty (about 21% of the population compared to the Penobscot County average of 13.4%). This could be due to students (or at least, those between the ages of 18 and 24) who live below the poverty level while they are in school. However, the share of seniors (those 65 and older) living in poverty also grew slightly between 2010 and 2020.

# Historic & Cultural Context

## **Overview**

Before the arrival of Europeans, the banks of the Penobscot and Stillwater Rivers in the area now known as Old Town were inhabited by the Abenaki (part of the Wabanaki Confederacy). The name for Marsh Island and the falls at the confluence of the Stillwater and Penobscot Rivers was Arumsumhungan, translating to “the place where alewives are found.”

The first European settlers to the area, Jeremiah Coburn and Joshua Eayres, began settling in 1774.<sup>1</sup> The lumber industry began soon after when the first sawmill was built in the 1790s, with another being built in 1806. Old Town and Orono were incorporated as one town at that time. In 1800, it had a population of only 77; by 1820, this had grown to only 415. After 1820, however, rapid growth took place, largely due to a dramatic boom in the lumber industry. Mills were constructed on the shores of both the Penobscot and Stillwater Rivers. People migrated into the town to fill the demand for labor, and by 1830 the population had increased to 1,473 people. The Penobscot River was utilized as a shipping channel to get logs downstream for shipping and export from coastal ports. In 1836, these flourishing river activities were key in the development of the railroad between Old Town and Bangor.

Old Town split off from Orono and organized as its own town in 1840 (it was later incorporated as a city in 1891). As the lumber business decreased, other industries moved in to utilize the labor resources available. The Penobscot Chemical Fibre Company and other manufacturing enterprises were established in the 1880s. The manufacturing of canoes, wood products, and textiles commenced in the 1900s, turning the community into a diversified industrial center.

## **Historic Settlement Patterns**

The land use pattern in Old Town clearly reflects the early settlements near the falls of the Penobscot River where, at one time, Old Town's lumber center and mills were located. This provided easy access to the Penobscot River as well as the aforementioned railroad from Old Town to Bangor. This area continues to be the city's downtown business district, though a number of fires over the years have destroyed many buildings in the immediate downtown area.

With the advent of electric and water power, locating business directly on the waterfront became less important and industries started using land westerly of the Penobscot River, directly infringing upon once prosperous residential areas in the vicinity of lower Brunswick Street and Stillwater Avenue.

In some sections of the community though (for example, sections of Brunswick Street, High Street, Fourth Street, and Main Street), stately residences still exist and look as they may have in the 19th century. In addition, the former Penobscot Shoe Company mill on Main Street has been repurposed into housing for veterans.

## **Inventory of Historic Resources**

Old Town is home to a variety of historic and archaeological resources which are described in further detail in the following sections.

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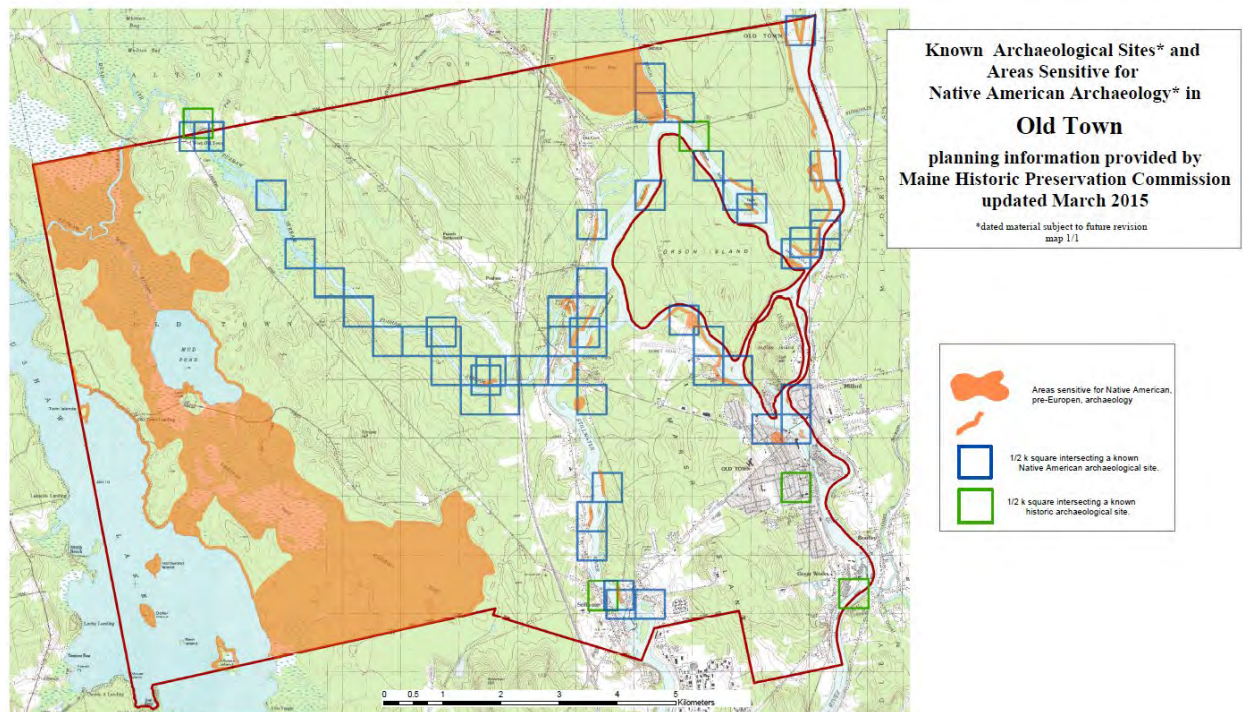
<sup>1</sup> Peterson, Scott D., *Images of America: Orono*, Arcadia Publishing (2004). Page 7.

### *Prehistoric Archaeological Sites*

Prehistoric archaeological sites reveal information about Old Town's original Abenaki inhabitants, who lived in the area far before European settlers arrived.

Per the Maine Historic Preservation Commission, "Prehistoric sites in Maine may include campsites or village locations, rock quarries and workshops (from making stone tools), and petroglyphs or rock carvings. Prehistoric archaeological site sensitivity maps are based on the current understanding of Native American settlement patterns (known site locations and professionally surveyed areas) within the portion of the state where the municipality is located. 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 (not canoe-navigable) streams."

The Maine Historic Preservation Commission (MHPC) has identified 74 prehistoric archaeological sites scattered along the banks of Pushaw Stream and the Stillwater and Penobscot Rivers. Two of these, the Gut Island Site and the Hirundo Site, are listed on the National Register of Historic Places. MHPC indicates that an archaeological survey of these areas has been completed as part of hydroelectric relicensing but recommends an archaeological survey for the margins of Caribou Bog and the shoreline of Pushaw Lake.



### *Historic Archaeological Sites*

Statewide, historic archaeological sites often include early house foundations and cellar holes, foundations for various farm buildings, mills, boat yards, and forts. Since transportation and then power generation were largely provided by the State's many waterways, historic archaeological sites are often located on the shores of ponds and streams. The Maine Historic Preservation



Commission identifies four such historical archaeological sites in Old Town, further detailed in Figure 2-1.<sup>2</sup>

| Site Name              | ID #       | Site Type          | Periods of Significance (if known) |
|------------------------|------------|--------------------|------------------------------------|
| Panawanske Mission     | ME 324-001 | Mission            | 1688-1722                          |
| Veazie Railroad Bridge | ME 324-003 | Bridge, railroad   | 1837                               |
| Pea Cove Boom          | ME 324-004 | Logging boom       | 1837-1927                          |
| Stillwater Sawmill     | ME 324-005 | Mill, sawmill      | 1850-1907                          |
| Great Works Sawmill    | ME 324-006 | Mill, sawmill      | 1840-1880                          |
| Whitten Mill and Dam   | ME 324-008 | Mill, brush handle | 1871-at least 1916                 |

Figure 2-1: Historic Archaeological Sites in Old Town, Source: Maine Historic Preservation Commission (2025)

### Cemeteries

Cemeteries are also important areas linking present-day Old Town to its storied past. The Public Works Department maintains five City-owned cemeteries. Two cemeteries still have available plots. The Public Works Department has dedicated one of its employees as a sextant of the City-owned cemeteries. Additional small, family cemeteries are located throughout the community but are typically maintained by family members of those buried there.

### Buildings

The City's historic assets help create a cultural fabric that conveys the community's identity. The National Register of Historic Places, the "official" list of places throughout the United States deemed worthy of preservation by the federal government, currently lists 3 buildings in Old Town. These are "contributing" in their own regard (meaning they are not part of a broader historic district), and include the following:

- St. James Episcopal Church, Intersection of Main & Center Street:** Listed on the National Register in 1974, this building is an example of the Gothic Revival style of architecture. It was built in 1892 and was designed by Henry Vaughn, who was a noted Gothic architect. This church is one of only four designs by Vaughn in Maine (the others being the Serles Science Center and Hubbard Hall at Bowdoin College in Brunswick, and St. Andrews Episcopal Church in Newcastle). The interior of St. James is basically unchanged from Henry Vaughn's designs.<sup>3</sup>
- US Post Office, Center Street:** The post office was designed in 1912 and built in 1914 under the provisions of the Tarsney Act (1893-1912) and the first Omnibus Building Act of 1902. It was one of forty post offices built throughout the country in the year 1914. The building serves as a reminder of the period when public buildings were specifically designed to inspire awe in the public. The building was listed on the National Register of Historic Places in 1986.<sup>4</sup>

<sup>2</sup> Note: MHPC does not provide exact location due to fear of disturbance.

<sup>3</sup> <https://catalog.archives.gov/id/88687041>

<sup>4</sup> <https://catalog.archives.gov/id/88687057>

- **Dr. Edith Marion Patch House, 500 College Avenue:** Also known as Braeside, this house was designed as a single-family home and was built circa 1837. From 1913 to 1954, Braeside was the home of the internationally recognized scientist, Dr. Edith Marion Path, who taught entomology at the University of Maine (just down the street) and served as director of entomology at the Maine Agricultural Experiment Station from 1903-1937. Patch was the first woman to head a state agricultural experiment station and was honored for her scholarship and educational leadership in 1930 by being elected president of the American Entomological Society, a distinction that came at a time when many scientific societies refused even to admit women as members. Her research primarily focused on a group of insects called aphids which cause extreme damage to potato, timber, and other plant species that were and continue to be economically important to the state of Maine. The property was listed on the National Register in 2001 not for its architecture, but for its association with a significant person in the nation's past.

There are six other properties that have previously been surveyed and that may still be eligible for listing on the National Register of Historic Places. However, additional information or research is likely needed to confirm if they are still eligible, as the surveys were completed in 2011 (per the Cultural & Architectural Resource Management Archive (CARMA) Map Viewer, as accessed May 2026).

## **Cultural Resources**

### *Old Town Museum*

The Old Town Museum was created and dedicated in celebration of the American Bicentennial Year and welcomed the public to its doors on June 26, 1976. The Museum is a 501(c)(3) non-profit with a stated mission "to collect, preserve, and display objects and information related to the heritage of the Old Town area and its residents; and to create interest in this heritage through programs, exhibits, education, and other methods."

Originally located in the old waterworks building on the banks of Penobscot River at the end of Fourth Street, it was relocated to the former St. Mary's Catholic Church at 353 Main Street in 1996. The relocation allowed the Museum to expand its hours of operation and increase the number and size of the displays. Bringing together important aspects of life in Old Town's cultural, religious, educational, social, agricultural, and industrial past, the Museum focuses on the strong roles that lumbering and the wood industry have played throughout the community's history.

## **Threats to Historic Resources**

The main threat to historic resources comes from a general lack of information. Since the City relies on previously completed archaeological surveys to determine whether applications for development review will require comment from the Maine Historic Preservation Commission to be considered by permitting authorities, additional survey work is vital to understand what archaeological sites exist in Old Town and what needs protection. Without this information, permitting authorities may not know to contact the Maine Historic Preservation Commission for further information or review.

## ***Protections for Historic Resources***

Limited protections for historic resources in Old Town currently exist. City Ordinances, such as the shoreland zoning regulations and site plan review regulations, provide some legal protection for historic resources from the impacts of new development.

### *Performance Standards*

Any proposed land use activity involving structural development or soil disturbance on or adjacent to archaeological resources or sites listed on or eligible to be listed on the National Register of Historic Places and located within the City's shoreland zoning districts is required to submit their proposal to the Maine Historic Preservation Commission (MHPC) for review and comment. The permitting authority (either the Code Enforcement Officer or the Planning Board, as may be applicable) is required to "consider comments received from the Commission prior to rendering a decision on the application" (Section 104.21.15.Q of the City of Old Town Zoning Ordinance).

### *Site Plan Review Standards*

In addition to the above, applications for Site Plan Review are required to show the location of any known archaeological or historic resources. If any portion of the site has been identified as containing historic or archaeological resources, the Planning Board must find that the development has included appropriate measures for protecting these resources, including but not limited to, modification of the proposed site design, timing of construction, and/or limiting the extent of excavation.

### *Historic Structures Variance in Flood Hazard Areas*

In accordance with Section 104.22(l)(5), variances for standards related to development within the FEMA flood hazard areas may be issued for the repair, reconstruction, rehabilitation, or restoration of Historic Structures (defined as any structure individually listed in the National Register of Historic Places or preliminarily determined by the Secretary of the Interior as eligible for the National Register and/or as a structure contributing to a historic district listed on or eligible for the National Register) if the proposed repair, reconstruction, rehabilitation, or restoration will not preclude the structure's continued designation as a Historic Structure and the variance is the minimum necessary to preserve the historic character and design of the structure. It should be noted that there are very few properties that this variance ability would apply to, given the low number of properties in Old Town currently listed on or known to be eligible for listing on the National Register of Historic Places.

## ***Issues & Opportunities***

### *Issue/Opportunity: Archaeological Survey Work Needed*

Readers will note that the map provided by the Maine Historic Preservation Commission (MHPC) with respect to prehistoric archaeological sites, as shown above, is from 2015. This is the most recent data available. Per information from MHPC, the margins of Caribou Bog and shoreline of Pushaw Lake would be most in need of archaeological survey to find prehistoric resources.

In addition, no professional community-wide surveys for historic (post-European settlement) archaeological sites have been conducted to date in Old Town. MHPC recommends that future archaeological surveys should focus on the identification of potentially significant resources associated with the community's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American occupation and settlement in the 18<sup>th</sup> and 19<sup>th</sup> centuries.



Grants from the Maine Historic Preservation Commission could be utilized to help fund this effort.

### *Opportunity: Historic Resources as Economic Assets*

Old Town is blessed with a downtown that still contains historic buildings. Historic and archaeological resources are important parts of a community's identity and brand, and in Old Town these economic assets have been under-publicized and underused. There are opportunities to more completely weave them into the visitor, cultural, and recreational experiences of the City. This is often known as "heritage tourism." The National Trust for Historic Preservation defines heritage tourism as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of a community's past and present." Many Maine municipalities are designing walking tours or "Museum in the Streets" to showcase their community's past. The Downtown Old Town Committee's recent enrollment as a Maine Downtown Affiliate with the Maine Downtown Center<sup>5</sup> showcases a commitment to following the Main Street Approach, a four-point framework focusing on:

1. **Economic Vitality:** Focuses on capital, incentives, and other economic and financial tools (e.g. federal and state historic preservation tax credits) to assist new and existing businesses, catalyze property development, and create a supportive environment for entrepreneurs and innovators that drive local economies.
2. **Design:** Supports a community's transformation by enhancing the physical and visual assets (e.g. historic buildings and sites) that set a downtown apart.
3. **Promotion:** Positions the downtown or commercial district as the center of the community and the hub of economic activity, while creating a positive image that showcases a community's unique characteristics.
4. **Organization:** Involves creating a strong foundation for a sustainable *revitalization effort*, including cultivating partnerships and ensuring community involvement and resources for the district.

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<sup>5</sup> More information about the program is available online here: <https://www.mdf.org/program-partnerships/maine-downtown-center/maine-downtown-affiliates/>

# Housing

## Overview

Homes are part of the landscape of the community and are often as or more indicative of the future character of a place as data on population. While people come and go, the houses stay. Without additional housing, there is often no population growth. Further, the type of housing available in a community can impact the demographics of people moving into or out of a community.

## Existing Housing Stock

Per American Community Survey estimates from 2023 (the most recent year for which data is available), there were approximately 3,797 housing units in Old Town. Of these, about 3,256 were occupied housing units and about 541 were vacant. Units might be vacant for a variety of reasons, including that they are for sale or rent (waiting for a tenant), or because they are used for only seasonal or recreational use. This section does not consider “group quarters” type housing (including those living in nursing homes). Group quarters housing represents shared kitchen or bathroom facilities and is discussed in further detail in the Population & Demographics section.

Of the occupied units in Old Town, about 56% are single-family, detached dwelling units (excluding mobile homes). 3- or 4-unit apartment buildings comprise the second most common type of occupied unit, at approximately 14%. Duplexes (“2-units”) make up about 12% of the City’s housing stock. Finally, mobile homes make up about 7.4% of the housing stock.

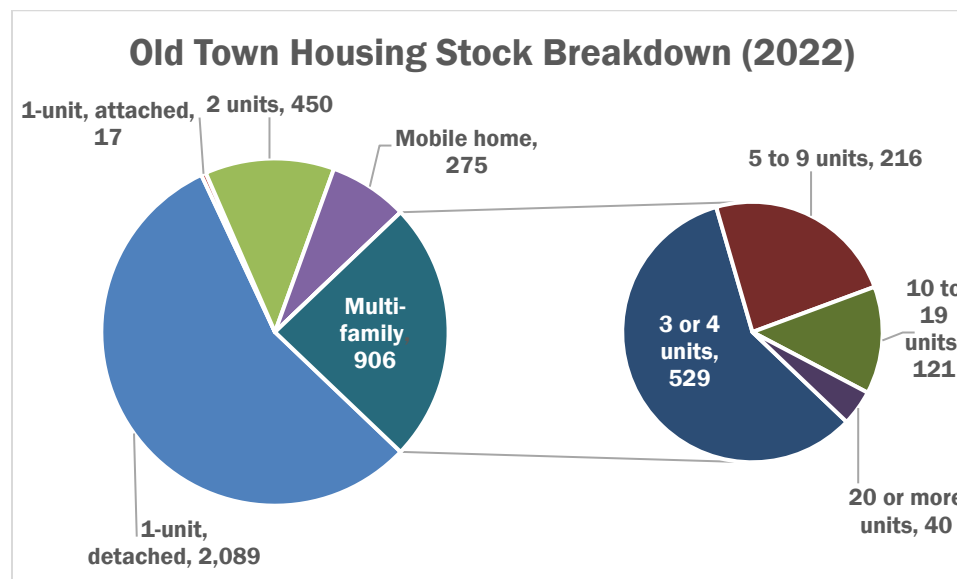


Figure 3-1: Old Town Housing Stock Breakdown by Type. Source: American Community Survey estimates, 2022.

Accessory apartments (also called accessory dwelling units, ADUs, in-law apartments, or “granny flats”) are allowed but do not make up a large share of the City’s housing stock.

Between January 1, 2015 and January 1, 2025, the City added a net total of 215 new dwelling units, including 25 mobile homes. The vast majority of new dwelling units (161) were in 26

different multi-family developments. During the same period, 20 units were demolished in the City. These figures do not take into account the units that have been foreclosed on or purchased outright that have had a total rehabilitation done on them (in other words, the conversion of unlivable to livable).<sup>1</sup>

The range of the age of the City's housing stock is vast. The bulk of the City's existing housing units (35%) were built in the 1930s or earlier, though there was another building boom in the 1970s and 1980s (which now comprises 28% of the City's housing stock).

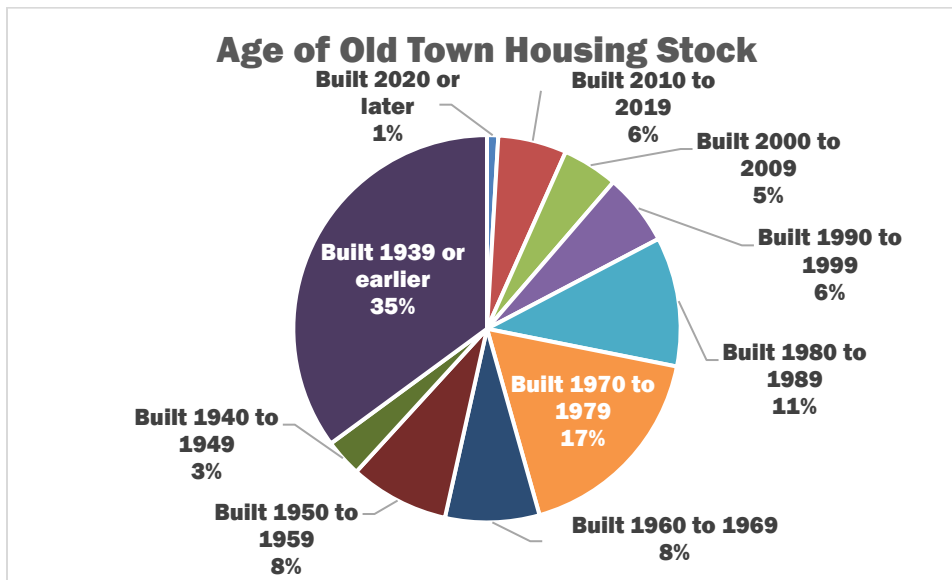


Figure 3-2: Age of Old Town Housing Stock. Source: American Community Survey estimates, 2022.

As shown on Figure 3-3, below, most of Old Town's housing units (64%, or about 2,430 units) have between 2 and 3 bedrooms. This is followed by housing units with 1 bedroom (649, or about 17% of all units), and units with 4 bedrooms (383, or about 10%).

<sup>1</sup> Per data obtained from the Code Enforcement Officer.



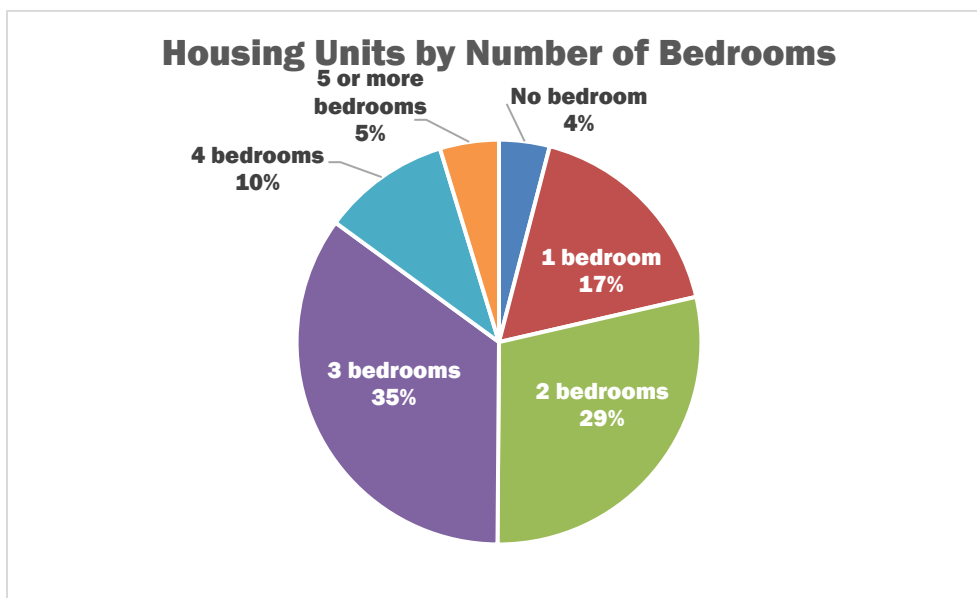


Figure 3-3 (left): Old Town Housing Stock by Number of Bedrooms. Source: American Community Survey estimates, 2022.

Of occupied housing units in Old Town, 35.6% (1,352) are occupied by renters, and 50.1% (1,904) are occupied by owners (as of

2023, the most recent year for which data is available). The average household size of an owner-occupied unit is 2.31 and the average household size of renter-occupied units is 2.44, indicating that a slightly larger share of owners in the community live alone or in pairs while renter-occupied units are occupied by larger groups of people, such as families or those living with multiple roommates (for example, while they are in school at UMaine).

The overall average household size is 2.31 persons per household (in 2020, per US Census data). As noted in the Population & Demographics section, household size in Old Town declined steadily between 1970 and 2000, but it appears to have leveled off since then.

Still, smaller household sizes can drive demand for new housing as much as an influx of new residents. Under the average household size in 1970, we would have needed about 307 new households to accommodate 1,000 people. Now, with a lower household size, we would need closer to 433 households to accommodate 1,000 people.

### Off-Campus UMaine Student Housing

A large share of apartment units in Old Town are rented to UMaine students due to the close proximity to campus and trail interconnectivity throughout Old Town to campus. According to 2023 American Community Survey estimates, 244 dwelling units (about 7.5% of all dwelling units) had a “householder” under age 25. Not all of these households were students, but it is reasonable to assume that most were. Many students live in single-family, small multi-family, and mixed-use commercial buildings throughout the community.

### Substandard Housing

The Census Bureau defines substandard housing as “the lack of complete kitchen or bathroom facilities.” As of 2022, an estimated 17 occupied housing units (so not vacant or seasonal housing lacked complete bathroom facilities, according to the Census Bureau’s American Community Survey data. This represents about 0.5% of all housing units in Old Town.

### Sources of Heat

In 2022, an estimated 53% of all housing units in Old Town utilize traditional fuel oil to heat their homes. About 18% of housing units use electricity (such as heat pumps or other electric sources of heat) as their primary heating source. Approximately 13% use utility gas (such as

that provided by Bangor Natural Gas. Finally, approximately 9% use bottled, tank, or LP gas. A small number of housing units use what the Census Bureau refers to as “all other fuels.”<sup>2</sup>

### Seasonal and Vacant Housing

Per data from the US Census Bureau, of the 3,737 total housing units in Old Town, an estimated 592 are vacant, representing about 15.8% of the City’s total housing stock. Of these, 72 are considered vacant due to “seasonal, recreational, or occasional use.” That constitutes about 2% of the housing units within the Town. This is primarily made up of camps at Pushaw Lake but may also be the second homes of “snowbirds.” An additional 367 units are listed as “other vacant,” of which some might be for other kinds of seasonal use (like by a caretaker or janitor).<sup>3</sup>

This is up by 600% from the 2010 Census when the number of “seasonal, recreational, or occasional use” housing units was 12. This suggests that there may have been conversions from year-round to seasonal housing or the construction of new seasonal units.

Per data obtained from AirDNA, a market research firm for investors of AirBNB or VRBO, there were 25 short-term rentals listed in Old Town as of February 2025. Nine of these are clustered near Pushaw Lake, with the remainder scattered throughout Old Town’s neighborhoods (many of which are focused primarily on renting out one room in a home rather than the entirety of a property).

## Housing Affordability

### Ownership

Housing affordability is typically evaluated by measuring the proportion of a household’s income that is spent on housing costs. Households spending 30% or more of their gross income on housing costs (including rent or mortgages and utilities) are considered housing cost-burdened. By this measure, about 19.5% of homeowners in Old Town are considered housing cost-burdened (as of 2023).



Figure 3-5: Percent of Owner Households with Cost Overpayment Above 30% of 2018 vs. 2023 Household Income (by Income Bracket). Source: Maine Housing data.

<sup>2</sup> Source: U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates, Table S2504

<sup>3</sup> Note: According to the definition of the Census Bureau, the “Other vacant” category, “includes units held for occupancy by a caretaker or janitor, and units held for personal reasons of the owner.”

As shown in Figure 3-5, above, owning a home in Old Town is considerably less affordable for lower-income thresholds. This is expected, especially in a tight housing market like Maine has experienced since 2019, but suggests that there might be a lack of homes for ownership affordable to households making less than \$50,000 annually. Interestingly, 14.4% of homeowners making between \$75,000 and \$100,000 in 2023 were also housing cost-burdened. This suggests that people in this income bracket were buying more house than they could afford, which also suggests a lack of homes available for this income bracket.

Importantly, senior homeowners in Old Town (those 65 and older) tend to be more cost-burdened than the general population. Specifically, 25% of senior homeowners are housing cost-burdened, compared to 19.5% for the remainder of the community.

### Median Home Sale Price Over Time (Regional Comparison)

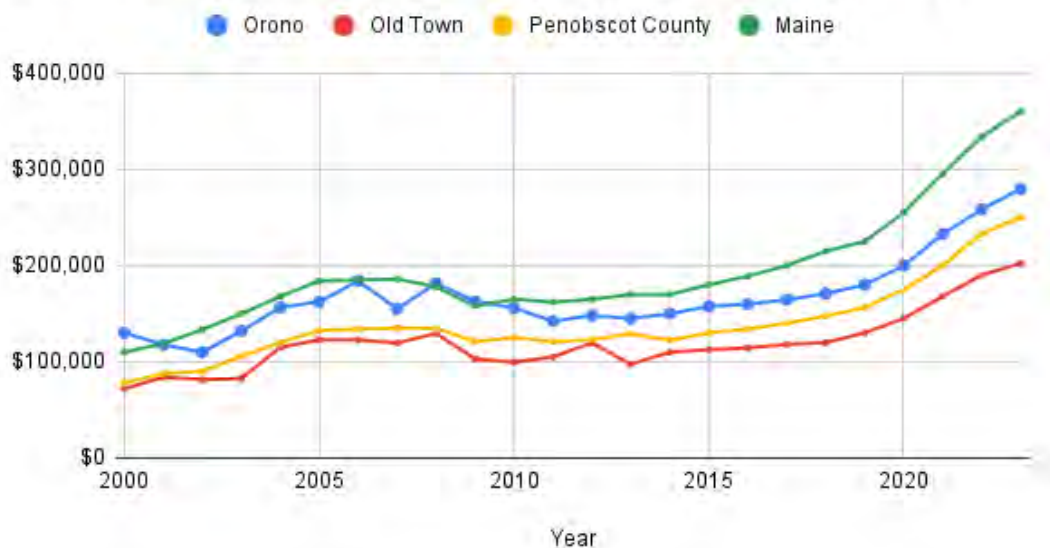


Figure 3-6: Median Home Sale Price Over Time (Regional Comparison). Source: Maine Housing data.

Median home sales prices have increased across the country, and especially in Maine. Between 2010 and 2023, the State experienced a 118% increase in median home sales price (from \$165,000 to \$360,000). Meanwhile, Old Town's median home sale price has increased 104% in the same time period (from \$99,500 in 2010 to \$202,450 in 2023). This increase is about on par for surrounding Penobscot County, where the median has increased 100% (from \$125,000 in 2010). However, this is a more rapid rate of growth than neighboring Orono, whose median home sale price has increased 79% since 2010, when it was \$156,000. As shown on the chart, Old Town's median home sale price still tends to be lower than Orono and Penobscot County, though given recent trends Old Town may be on track to catch up to Orono if the housing market continues growing in this way.

### Rental Housing

The gross median rent (rent and utilities) for all occupied rentals in Old Town has risen between 2018 and 2023, from \$708 to \$1,014, representing a 43.2% increase in gross median rent.



About 54.4% of Old Town residents who rent their homes are housing cost burdened as of 2023.<sup>4</sup> In other words, more than 54% of Old Town renters spend more than 30% of their monthly income on rent. Single-parent households, though they represent less than 3% of Old Town's total households (or 81), are the most cost-burdened cohort, with 74.6% of these households (or 60 of the 81) spending more than 30% of their monthly income on rent.

Interestingly, the nature of those who are renting in Old Town has been changing over the last 5 years as more people overall are renting. More high-income households are choosing to rent than in the past, as shown on Figure 3-7, below. This could be because of a lack of housing available for home-ownership in the community, or could just be following rental trends observed across the state wherein people are choosing to rent because of available amenities or because they are not interested in owning their home.

## Renter Households by Household Income Over Time

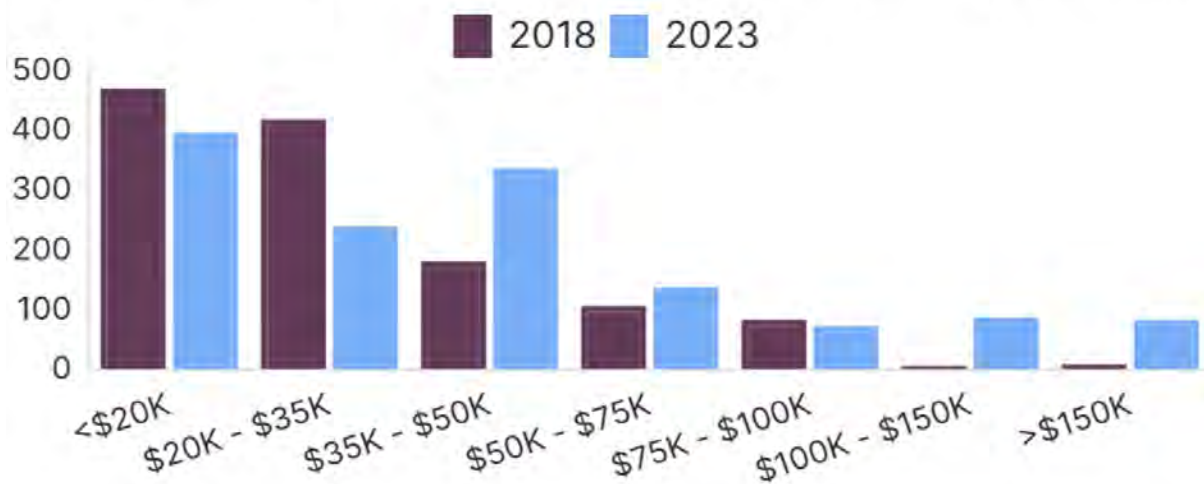


Figure 3-7: Rental Households by Household Income Over Time (2018 vs. 2023). Source: Maine Housing data.

In 2023, a combined 170 households earning more than \$100,000 annually are renting in Old Town. Many more households in the middle-income brackets are also renting in 2023 in comparison to 2018.

### Affordable Housing

The Housing Authority of the City of Old Town (“Old Town Housing Authority”), a nonprofit corporation, owns and operates 156 rental units across fourteen buildings are either federally subsidized affordable housing and/or serve the elderly and/or people with disabilities. These are outlined in the table on the following page.

<sup>4</sup> Per Maine Housing data.

| Name                            | Location          | Program                       | # of Units | Type of Housing    | # Beds / Bedrooms       |
|---------------------------------|-------------------|-------------------------------|------------|--------------------|-------------------------|
| <b>Marsh Island Apartments</b>  | 345 Main Street   | Public Housing Elderly        | 50         | Elderly / Disabled | 1 BR Apartments         |
| <b>Bickmore Manor</b>           | 336 Main Street   | MSHA S8 Substantial Rehab     | 13         | Elderly / Disabled | 2 BR Apartments         |
| <b>Penobscot Terrace</b>        | 352 Main Street   | MSHA S8 New Construction      | 41         | Elderly / Disabled | 1 & 2 BR Apartments     |
| <b>Dow Apartments Phase III</b> | 10 Rue Boulanger  | USDA Rural Development        | 8          | Elderly / Disabled | 1 BR Apartments         |
| <b>Dow Apartments Phase IV</b>  | 16 Chapman Street | USDA Rural Development / MSHA | 8          | Family             | 2 & 3 BR Apartments     |
| <b>Anderson Lane Apartments</b> | 20 Anderson Lane  | Public Housing Family         | 16         | Family             | 2, 3, & 4 BR Apartments |
| <b>Meadow Lane Apartments</b>   | Meadow Lane       | Public Housing Family         | 20         | Family             | 2, 3, & 4 BR Apartments |

Figure 3-8: Subsidized Housing in Old Town. Source: The Housing Authority of the City of Old Town.

The HACOT also supports one 16-bed assisted living facility for the elderly and disabled (The Meadows on Perkins Avenue).

In addition to the subsidized housing managed by the Old Town Housing Authority, a number of privately-owned units are also subsidized:

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

Additional private rentals around Old Town accept households with Section 8 low-income housing vouchers.

### **Efforts to Address Known Issues**

Multifamily dwelling units (defined as a building containing three or more dwelling units **or** where three or more dwelling units located on an undivided lot such that individual buildings are not located that lots conforming to the requirements for one- or two-family dwellings in the zoning district could be provided) are allowed in the R-2, R-3/R-3A (with performance standards outlined in 111.2(c)(12)), R-5, and C-1 zoning districts. In most instances, multifamily dwelling units require Planning Board approval under either site plan or special exception review. The minimum lot area (“net density”) requirements in Figure 3-9, following page, outline how many units can be allowed on a property depending on the zoning district in which the development is located.

Elderly housing (separately defined as a multi-unit dwelling specifically designed for residential needs of elderly persons conforming to the requirements of state and/or federal programs providing for housing of the elderly and not to be used (by covenant) for any other purposes in the 40 years following construction) is an allowed use in the R-1 (so long as there are no more than four dwelling units per structure), R-2 (so long as there are no more than 12 dwelling units per structure), R-3/R-3A, and C-4 zoning districts. As above, in most instances, elderly housing would require some level of Planning Board review.

The minimum parking standards are the same for both single-family and multi-family dwellings. The

requirement is two spaces per dwelling unit, except that the Planning Board may reduce the total number of parking spaces to be constructed for a particular development to no less than one space per dwelling unit. The exception to this is elderly housing projects, as defined, where the parking count is one space for every three dwelling units.

In terms of providing affordable housing, the City relies on the Housing Authority of the City of Old Town, which was created to provide low-income housing and related management activities (the properties that it manages are inventoried in the Affordable Housing section, above). Within the region, other providers such as Penquis and BangorHousing develop affordable housing. Old Town’s ordinance currently only makes a distinction between single and multi-family housing, and does not provide municipal incentives for the development of affordable housing - although this is slated to change as the City implements recent State law changes following the adoption of this plan.

## Projected Future Demand

As noted in the Population & Demographics section of this Plan, Old Town’s population is projected to be between 6,417 and 7,337 people by 2040 without any intervention. This represents a decrease of between 1.3% and 13.6%, compared to the 2020 population. The more detailed approach to population projection (based on average growth rates from 1990 to 2020) projects some slight shrinkage in the proportion of school-aged children and adults of “prime child-rearing age” (those between 25 and 44) in the community, and projects growth in the proportion of those ages 55 and older.

In October 2023, the *State of Maine Housing Production Needs Study* was released, highlighting a historic underproduction of housing across the state as well as the need to produce more housing to both correct this historic underproduction and provide for the projected population

| Zoning District | Minimum Lot Size                                                                                                                                                             |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| R-1             | 9,000 s.f., or 10,500 s.f. additional for two-family dwellings (except elderly housing = 7,000 s.f. + 700 s.f. for each additional unit)                                     |
| R-2             | 9,000 s.f. + 1,000 s.f. for each additional dwelling unit over one (except elderly housing = 7,000 s.f. + 700 s.f. for each additional unit, and no more than 12 units/acre) |
| R-3/R-3A        | No more than 4 units per acre                                                                                                                                                |
| R-4             | One acre for year-round, single-family dwelling and 30,000 s.f. for seasonal dwellings                                                                                       |
| R-5             | 20,000 s.f. and 10,000 s.f. for each additional unit                                                                                                                         |
| C-1             | No minimum                                                                                                                                                                   |

*Figure 3-9: Minimum Lot Area (“Net Density”) Requirements. Source: Section 111: Zone Regulations (within the City’s Zoning Ordinance)*



growth across the state.<sup>5</sup> Overall population and population growth determine how many people currently need homes or will need homes in the future. The study focuses on regional need for housing and indicates that Penobscot County specifically will need between 1,400 and 3,000 new housing units by the year 2030 to accommodate projected population growth, population shifts, and anticipated economic changes.<sup>6</sup> This study anticipates that the need will be met regionally (across the entirety of Penobscot County). However, some communities (namely those with public sewer and water capacity) will need to be responsible for creating an environment that fosters the production of more housing. Utility capacity in Old Town, as discussed in greater detail in the Public Facilities section of this plan, would accommodate some of this needed growth.

Old Town will also likely require additional senior housing (limited to those 65 and older) to accommodate the projected increase in this population discussed in the Population & Demographics section of this Plan. This group is expected to grow by about 15% (or about 198 people) through 2040.

## ***Issues & Opportunities***

### *Issue/Opportunity: Growth in the Elderly Population*

Growth in Old Town's elderly population (those 75+) is projected to increase slightly, and this portion of the population is projected to make up more than 8% of the community by 2040. This will likely lead to slightly higher demand for medical and public safety services, as well as for assisted living and nursing home units, which would allow this population to continue to "age in place." If provided with the right resources to continue to age in Old Town, this could also provide for a turnover in the existing housing stock that could become available for younger generations.

### *Issue/Opportunity: Affordable Senior Housing*

As noted above, those 65 and older are projected to grow by about 15% (or by about 198 people) by 2040. Thus, Old Town will likely require additional senior/retirement housing (limited to those 65 and older) to accommodate this projected increase.

Providing *affordable* senior housing (limited to those 65 and older who make less than \$50,000 annually) would have the dual impact of allowing older individuals to downsize into more economical and low-maintenance units, as well as allowing the seniors who are currently cost-burdened (25% of senior homeowners and about 53.2% of senior renters, for a total of 285 current households) to be able to afford their housing more easily and continue to live in and contribute to the community.

### *Opportunity: Further Development of Rental Housing*

Given the increased demand for rental housing in Old Town over the past 5 years, including for higher-income earning households, Old Town should attempt to incentivize further development of rental housing specifically suited for families (including school-aged children and adults of "prime child-rearing age") in order to correct projected shrinkage of those population groups. Old Town currently has a lower proportion of "family" households than the rest of Penobscot County and the state (52% in Old Town compared to 60.4% in Penobscot County and 61.4%

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<sup>5</sup> This study can be viewed online at [this link](#).

<sup>6</sup> *State of Maine Housing Production Needs Study* (2023), page 56.

across the state). As noted in the Public Facilities & Services section of this Plan, Old Town's schools have some slight capacity to accommodate additional students.

*Issue: Discrepancy in Housing Stock & Resident Needs*

Furthermore, there is currently a discrepancy between the available housing units in Old Town and people's actual, day-to-day housing needs. 912 households are one-person households, but there are only 649 one-bedroom or no-bedroom ("studio") housing units in the community. This means that about 29% of the single-person households in Old Town (263 people) are living in housing units with extra bedrooms beyond what they need on a day-to-day basis. Providing units that would allow these households to have the **choice** to downsize ends up having a positive impact on the rest of the housing system in the community, as those larger units will then be available for those who need them (such as larger families).

# Economy

## **Overview**

Old Town started as a lumbering community. In the spring, felled trees could be seen floating down the Penobscot River. One of America's first railroads was built here to carry the sawed boards and other wood products to the port in Bangor.

In the late 19<sup>th</sup> century, Old Town began a robust industrial period when lumber, shoes, paper and paper products, canoes, caskets, and ointments were all produced in Old Town. Like in most historic mill towns across the state, prosperity in Old Town has fluctuated through the years, largely dependent on the industries mentioned.

This chapter seeks to describe current industries and their economic conditions, outline Old Town's role in the regional economy, identify the community's numerous economic development assets, examine visible trends and areas of need, incorporate public sentiment, and lay out a direction and strategy to guide the City's economic development efforts for the foreseeable future.



## **Regional Economic Climate & Trends**

Old Town is one of 43 municipalities that make up the Bangor Metropolitan Area. The metro area extends from central Penobscot County to the edges of Hancock and Waldo Counties.



In 2022, the Bangor Metropolitan Area had a resident civilian labor force of approximately 78,000. This grew from about 71,000 in 2011. The term “labor force” refers to the number of people either actively working or able to work within the working-age population. It should be noted that being in the workforce is not the same as being employed. Figure 4-1, below, shows that the Bangor Metropolitan Area’s unemployment rate last peaked with the recession in 2009/2010, consistent with the state as a whole. Since then, there has been a steady decline in the unemployment rate (except for a sharp peak of unemployment when many people were out of work due to the onset of the COVID-19 pandemic), to its current rate of 2.9% (which is consistent with statewide unemployment rate).

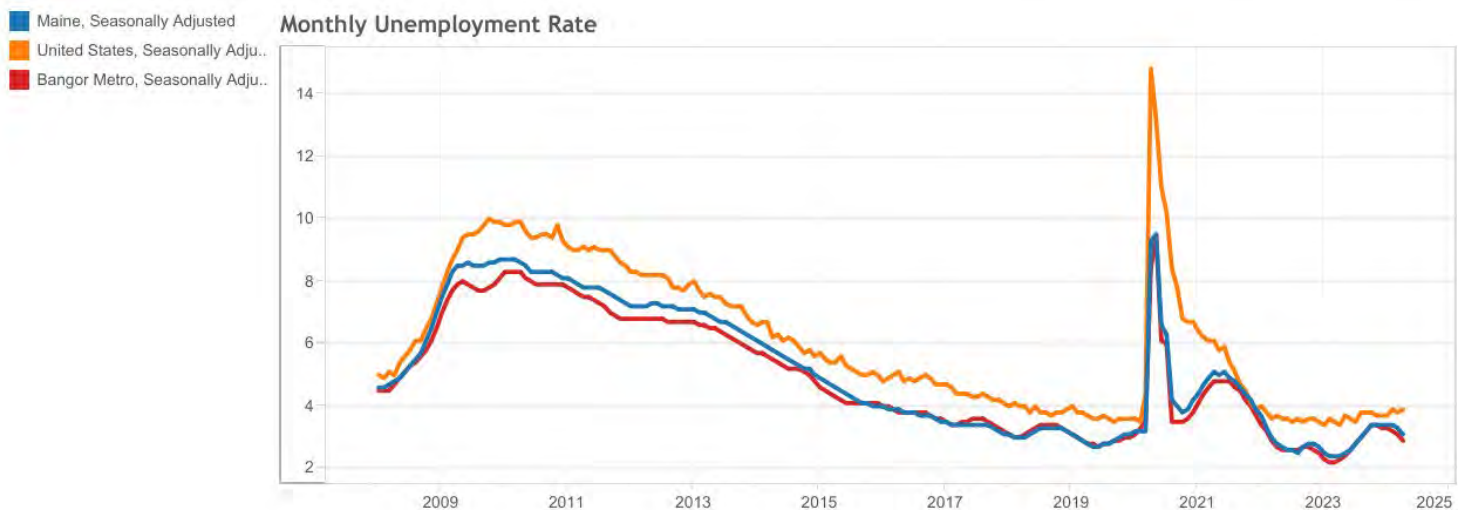


Figure 4-1: Unemployment Rate Over Time, Source: Maine Center for Workforce Research and Information

In 2022, the Bangor Metropolitan Area had about 70,000 salary jobs (self-employed people are not counted in this statistic). A statistic called “location quotients” (LQ) can provide insight into the region's economic sectors that drive job growth. Location quotients indicate how specialized or dependent an area is on a particular economic sector compared to the state or nation. A high location quotient suggests strong specialization and possible competitive advantages versus the state or country. A low location quotient indicates that the region likely lacks a competitive advantage and probably cannot depend on that sector to drive growth. It should be noted, however, that a low location quotient does not mean that a sector is unimportant. In fact, the diversification of regional economies is key to sustained economic well-being, and sectors with a low location quotient might show us what we need to work on to ensure long-term sustainability.

In Figure 4-2, below, a sector with an LQ of 1.25 or more (versus the state) means that the Bangor region has a dependency on or specialization in that sector that is disproportionately high, meaning that the region has a competitive advantage in these sectors versus the state as a whole. An LQ of between 0.75 and 1.24 means the

Bangor region performs at around the average for the state. An LQ of under 0.75 indicates a probable competitive disadvantage.

Figure 4-2 shows that the Bangor Metropolitan Area has a competitive advantage in transportation (namely, trucking and associated support services for the transportation sector). Hospitals, broadcasting/television, motor vehicle dealers, and utilities also perform well. Retail, personal services, education, and social services are also all sectors where the region is more competitive than the statewide average. Importantly, these sectors are all driven by the Bangor Metropolitan Area being a regionwide service center for more rural communities. Growth anywhere in the region bodes well for growth in these sectors.

The Bangor region is a disproportionately weak center for professional, scientific, or technical jobs (outside of those in healthcare or education); finance and insurance; agriculture, forestry, fishing, and hunting; all types of manufacturing; and warehousing/storage. In manufacturing, however, Old Town frequently exceeds expectations for the region. This is discussed further below.

In most other broad sectors, the Bangor region performs about as expected in relation to the rest of the state. It is possible to dig deeper into some of these broad economic sectors and find sub-sectors that are either disproportionately strong or weak. For example, because of Bangor's unique role in the gambling industry, that sub-sector is an area of strength within the otherwise average arts, entertainment, and recreation sector. However, the general picture presented above sets the context for a look at Old Town's local economy.

Least & Most Competitive Sectors, Bangor Metro

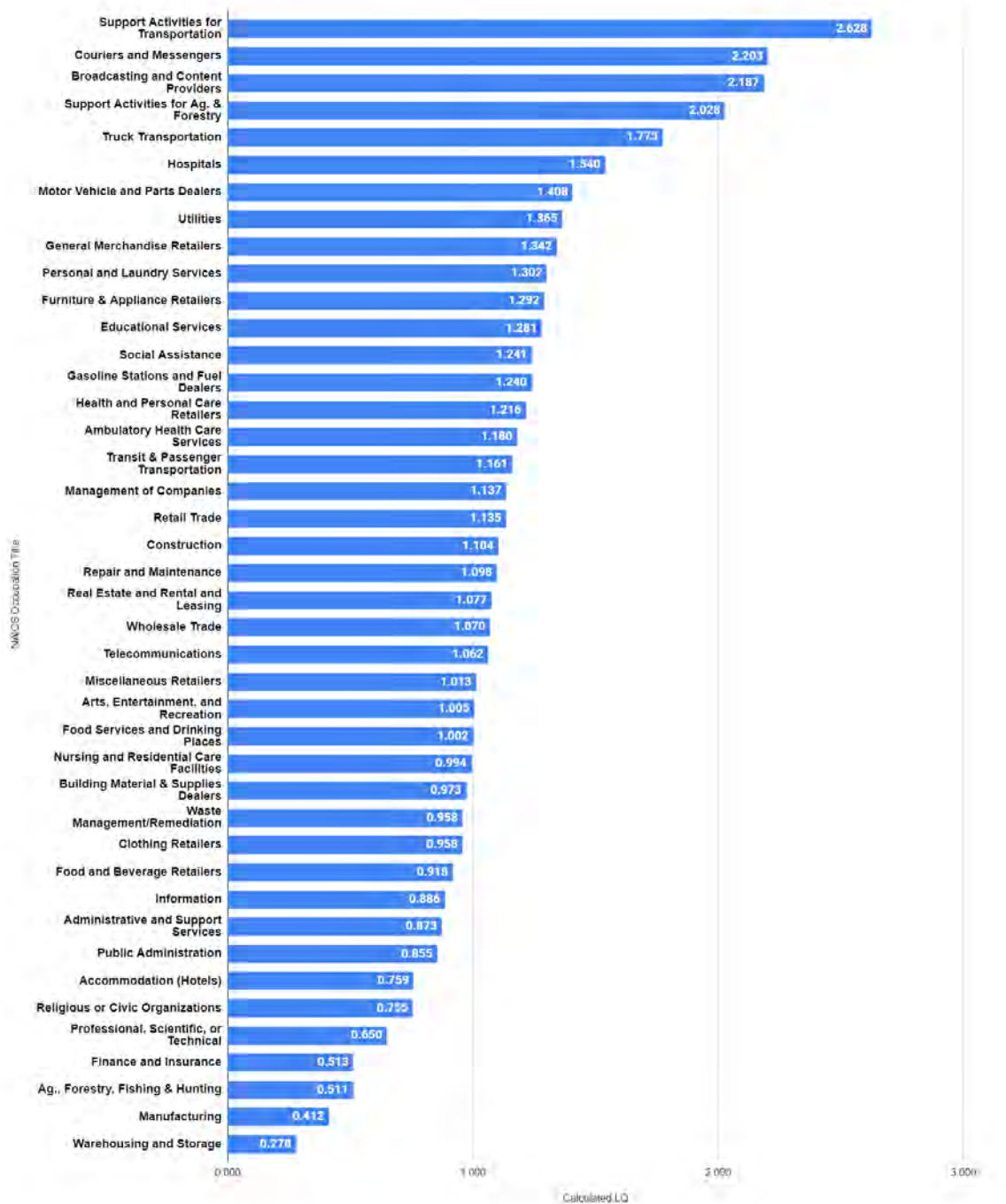


Figure 4-2: Most and Least Competitive Sectors, Bangor Metropolitan Area. Source: Maine Center for Workforce Research and Information: Annual Industry Employment & Wages



## Old Town's Labor Force & Employment

Old Town's economy is a modest but notable piece of the Bangor Metro Area's economy. More workers leave Old Town to work than workers coming into Old Town, as further described in the Commuting Patterns section, below.

The labor force forms the backbone of Old Town's local economy, and its characteristics, such as education, skill areas, and availability, are important to consider in terms of future development. In 2022, Old Town's resident civilian labor force consisted of 3,905 people (or about 5% of the entire labor force for the whole of the Bangor Metropolitan Area). Of these, 94 were unemployed in 2022 (the last date for which local data is available, representing an unemployment rate of about 2.4%, on par with the Bangor Metropolitan Area rate and lower than the statewide unemployment rate at the time). Likewise, 94 people were self-employed in 2022, representing about

**Old Town Resident Employment by Industry**

|                                      | 2024         |       |
|--------------------------------------|--------------|-------|
|                                      | Count        | Share |
| Educational Services                 | 918          | 24.1% |
| Health Care/Social Assistance        | 807          | 21.2% |
| Retail Trade                         | 501          | 13.2% |
| Construction                         | 299          | 7.9%  |
| Accommodation/Food Services          | 259          | 6.8%  |
| Professional/Scientific/Tech         | 179          | 4.7%  |
| Other Services (Excl. Public Admin.) | 161          | 4.2%  |
| Manufacturing                        | 142          | 3.7%  |
| Public Administration                | 97           | 2.5%  |
| Finance/Insurance                    | 75           | 2.0%  |
| Admin/Support/Waste Management       | 75           | 2.0%  |
| Wholesale Trade                      | 73           | 1.9%  |
| Real Estate/Rental/Leasing           | 65           | 1.7%  |
| Transportation/Warehousing           | 55           | 1.4%  |
| Information                          | 54           | 1.4%  |
| Agriculture/Forestry/Fishing         | 23           | 0.6%  |
| Utilities                            | 14           | 0.4%  |
| Arts/Entertainment/Recreation        | 10           | 0.3%  |
| Management of Companies              | 0            | 0.0%  |
| Mining/Quarrying/Oil & Gas           | 0            | 0.0%  |
| <b>Total, All Industries</b>         | <b>3,807</b> |       |

**Figure 4-3: Old Town Employment by Industry (2024), Source: Esri Labor Force Profile for Old Town city, ME.**

2.4% of those in the labor force in the community.

It should be highlighted that future demographic trends (detailed further in the Population & Demographics section of this Plan) show that the share of adults of "prime child-rearing age" (typically considered to be between the ages of 25 and 34) is declining slightly in Old Town. Prime child-rearing age is also prime working age, meaning that Old Town's labor force could be smaller over the next decade or two. The median age of Old Town residents was 33.2 in 2010; currently, the median age is estimated to be 35.9, and it is projected to increase to 38.0 by 2029.

Figure 4-3, at left, shows what sectors Old Town's residents work in (where these residents actually work is

described further in the Commuting Patterns section, below). These figures can help us to develop or support local or regional economic growth (though it should be noted

that they do not include self-employed individuals). Old Town residents primarily work in the educational services and healthcare sectors; job growth in those sectors is what we should be focusing on if we want to match the skills of existing residents with new jobs.

Since 2010, the percentage of Old Town residents employed in education, health care, and social assistance has risen from about 40.1% to about 45.3% of the population. Meanwhile, the percentage of those working in retail trade has decreased from 18.7% of the population to 13.2%. Similarly, the percentage of those employed in manufacturing has also decreased: from 4.8% in 2010 to 3.7% in 2024.

### *Commuting Patterns*

As noted, Old Town is but a modest player in the broader Bangor Metropolitan Area's regional economy. This must be considered in any economic development strategy.<sup>1</sup>

According to 2024 Esri population data, there are 237 businesses and 3,531 jobs located in Old Town – though some of these may be seasonal or part-time. The US Census Bureau estimates that about 35.7% of these are held by Old Town residents. The remainder commute to Old Town from outside of the community. The highest density of jobs is Hannaford (on Stillwater Avenue), followed closely by Old Town Canoe Company / Johnson Outdoors (on Gilman Falls Avenue). Other top employers (those with more than 50 employees) include Labree's Bakery, RSU34 (the local public school system), and John T. Cyr & Sons.

Old Town residents who commute out of town for work are primarily headed toward Orono, Bangor, Brewer, or other nearby areas. About 24% of the community works in educational services, primarily for either RSU34 or the University of Maine, making for short commutes. About 18% of Old Town residents travel less than ten minutes to work, 66% travel between 10-30 minutes, and the remainder (16%) travel longer distances.<sup>2</sup>

The average commute time for Old Town residents is 19 minutes, up just slightly from 2012 when the average commute time was 18 minutes. 76.5% travel by car, truck, or van, with 67.8% driving to work alone and 8.7% of people carpooling. Commuters using other means of transportation primarily took a taxi or "other means" (undefined by the Census Bureau) (1.6%), walk to work (0.9%) with small percentages using public transportation (0.4%). Over 20% of workers work from home, up from just 2% in 2012.<sup>3</sup>

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<sup>1</sup> According to the Maine Center for Workforce Research and Information, Metropolitan areas have at least one urbanized area of 50,000 or more population, plus adjacent cities/towns that have a high degree of social and economic integration with the core as measured by commuting ties.

<sup>2</sup> U.S. Census Bureau. "Commuting Characteristics by Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801, 2023.

<sup>3</sup> U.S. Census Bureau. "COMMUTING CHARACTERISTICS BY SEX." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801, 2023.

### Local Business Climate & Major Employers

The largest local private employer is Hannaford, with 181 employees at their Old Town location. Within the Bangor Metropolitan Area, Northern Light Eastern Maine Medical Center, Bangor Savings Bank, and the University of Maine are the major employers.<sup>4</sup>

**Old Town Major Employers (2024-2025)**

| <b>Employer</b>        | <b>Business Type</b> | <b>Employees</b> |
|------------------------|----------------------|------------------|
| RSU34                  | Education            | 245 in Old Town  |
| Hannaford              | Grocery              | 181              |
| Old Town Canoe Company | Manufacturing        | 135              |
| Labree's Bakery        | Bakery               | 120              |
| John T. Cyr & Sons     | Transportation/Bus   | 100              |

*Figure 4-4: Old Town Major Employers (2024-2025). Source: Old Town Annual Financial Report (2024); Phone call verification by consultant (2025).*

As shown on Figure 4-5, below, ND Paper is by far the largest property owner by valuation, followed by Sarent Corporation. It should be noted, however, that Old Town has recently experienced the closure or movement out of the community of these two major property taxpayers. The ND Paper Mill closed in 2023 and Sargent Corporation moved their corporate offices to Orono within the last year – though they do continue to use the Old Town property for the storage of equipment. This activity is extremely important for the City to consider over the next 10 years. Disinvestment in these properties would correspond to a major loss in revenue for the City of Old Town. This issue is discussed further in the Fiscal Capacity section of this Plan but is important to mention here as it will likely require new economic development strategies by the City.

**Top 10 Taxpayers in Old Town**

| <b>Taxpayer</b>        | <b>Business Type</b> | <b>Valuation</b> |
|------------------------|----------------------|------------------|
| ND Paper LLC           | Pulp Mill            | \$260,493,600    |
| Sargent Corp.          | Construction         | \$21,110,900     |
| Labree's Bakery        | Bakery               | \$19,458,800     |
| Old Town Canoe Company | Manufacturing        | \$14,896,800     |
| Black Bear Development | Hydro Dam            | \$9,500,000      |
| Old Town Plaza LLC     | Retail/Rental        | \$9,036,900      |
| Versant Power          | Utility              | \$8,843,100      |
| Black Bear Hydro Power | Hydro Dam            | \$8,073,100      |
| Alfond Village LLC     | Apartment Complex    | \$7,616,100      |
| Bangor Gas Co LLC      | Utility              | \$5,832,500      |

*Figure 4-5: Top 10 Taxpayers in Old Town (FY2024) Source: Old Town Annual Financial Report (2024)*

Construction and manufacturing together comprised one-third of all employment in Old Town in 2023. However, employment in both industries has dropped significantly

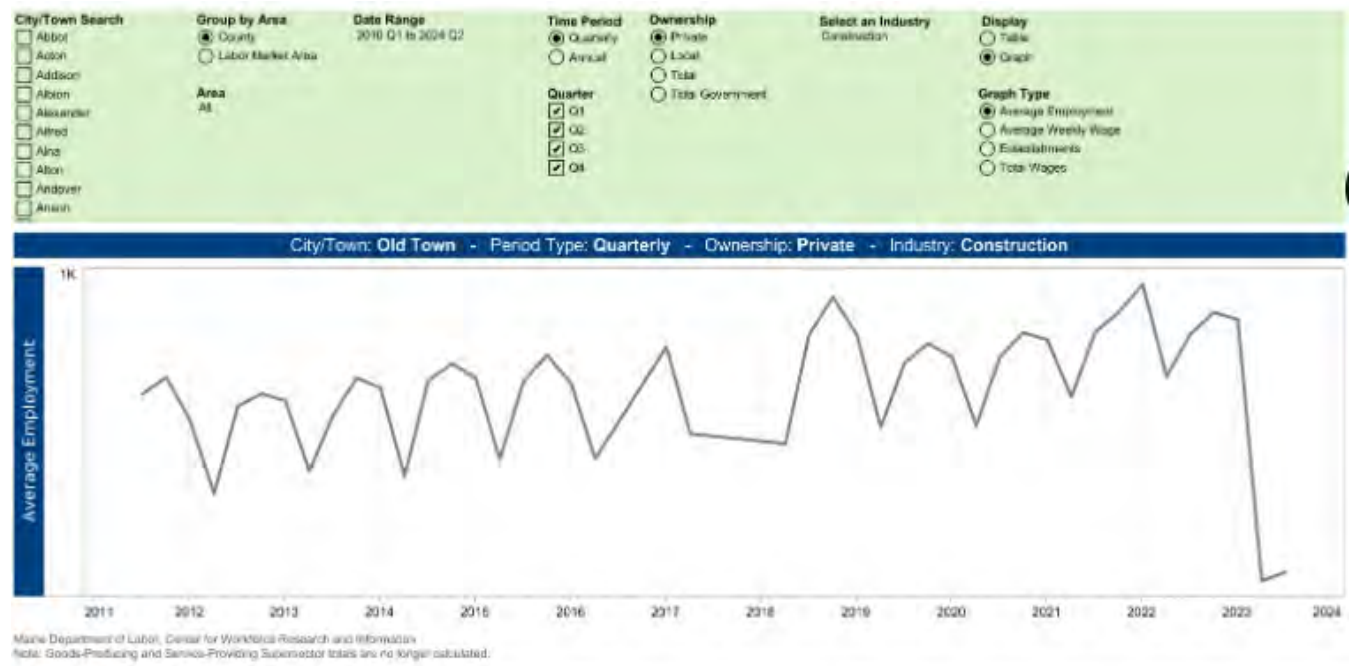
<sup>4</sup> Source: Maine Center for Workforce Research and Information.



through the first two quarters of 2024 (the most current data available), as shown on Figure 4-6 on the following page. Employment in manufacturing fell from 712 in Q2 of 2010 to 262 in Q2 of 2024. We do not have 2010 data for employment in construction, but this dropped from 418 in 2023 to 91 in Q2 2024. This is mainly because of the ND Paper Mill closure and the movement of Sargent Corporation to neighboring Orono. While Sargent Corporation likely still employs many Old Town residents (and still utilizes its Old Town property for some operations and storage), it is no longer counted for data purposes as an “At Place” Old Town business because of the address change of the headquarters.

While overall jobs in Old Town dropped between Q2 of 2010 and Q2 of 2024 (from 2,478 to 2,078), there was an increase in jobs related to: public administration, including working for the City or another government agency or for the RSU in any capacity (from 338 to 373, representing a jump from 13.6% of all jobs based in Old Town to 17.9% of Old Town jobs); retail trade (from 255 to 313, representing a percentage jump of 10.3% of jobs in Old Town to 15.1%); healthcare and social assistance (from 154 to 244 jobs in Old Town, representing 6.2% of jobs in the city to 11.7%); accommodation and food services (from 222, or 9% of jobs, to 271, or 13% of jobs in Old Town); other service-related jobs (from 194 to 214, or from 7.8% of all jobs in Old Town to 10.3%). These trends, especially the increase in public administration and healthcare and social assistance jobs, may be promising improvements for Old Town, since these jobs tend to be higher paying.

Quarterly data illustrates the huge drop in construction employment during the first half of 2024. This is significant in part because Sargent Corporation was the city’s largest employer in 2023.



**"At Place" Employment by Industry, Old Town**

|                                                                                 | Q2, 2010     |               | Q2, 2024     |               |
|---------------------------------------------------------------------------------|--------------|---------------|--------------|---------------|
|                                                                                 | Jobs         | % of Jobs     | Jobs         | % of Jobs     |
| <b>Construction</b>                                                             | -            | -             | 91           | 4.4%          |
| <b>Manufacturing</b>                                                            | 712          | 28.7%         | 262          | 12.6%         |
| <b>Wholesale Trade</b>                                                          | 61           | 2.5%          | 47           | 2.3%          |
| <b>Retail Trade</b>                                                             | 255          | 10.3%         | 313          | 15.1%         |
| <b>Transportation and Warehousing</b>                                           | 268          | 10.8%         | 123          | 5.9%          |
| <b>Finance and Insurance</b>                                                    | 45           | 1.8%          | 25           | 1.2%          |
| <b>Real Estate and Rental and Leasing</b>                                       | 15           | 0.6%          | 19           | 0.9%          |
| <b>Professional, Scientific, and Technical Services</b>                         | 122          | 4.9%          | 53           | 2.6%          |
| <b>Management of Companies and Enterprises</b>                                  | -            | -             | 9            | 0.4%          |
| <b>Administrative and Support and Waste Management and Remediation Services</b> | 81           | 3.3%          | 34           | 1.6%          |
| <b>Health Care and Social Assistance</b>                                        | 154          | 6.2%          | 244          | 11.7%         |
| <b>Arts, Entertainment, and Recreation</b>                                      | 11           | 0.4%          | -            | -             |
| <b>Accommodation and Food Services</b>                                          | 222          | 9.0%          | 271          | 13.0%         |
| <b>Other Services (except Public Administration)</b>                            | 194          | 7.8%          | 214          | 10.3%         |
| <b>Public Administration, including teaching and schools</b>                    | 338          | 13.6%         | 373          | 17.9%         |
| <b>Total, All Industries</b>                                                    | <b>2,478</b> | <b>100.0%</b> | <b>2,078</b> | <b>100.0%</b> |

*Figure 4-6: "At Place" Employment by Industry. Source: US Bureau of Labor Statistics, Quarterly Census of Employment and Wages; Maine Department of Labor, Center for Workforce Research and Information*

### *Downtown Old Town*

Consulting firm Wright-Pierce completed a Downtown Revitalization Plan in August 2015 to help the City prioritize investments and volunteer initiatives associated with downtown revitalization efforts. The Plan was based on an analysis of the downtown and input provided at the monthly meetings of the Downtown Revitalization Committee, a series of stakeholder meetings, a written survey, and workshops and presentations with the general public. The Plan identified assets, weaknesses, and opportunities for the downtown area and called for the establishment of a Downtown Tax Increment Financing (TIF) District as a "tool to provide the funding in support of implementing the Plan."

In addition, the Downtown Revitalization Plan recommended:

- Updating Ordinance provisions to require downtown property owners/businesses to maintain sidewalks in front of their properties in a safe manner;
- Use of Form-Based Codes to address architectural character for new, non-residential development and conversion from residential to non-residential uses within the downtown;
- Making mixed-use development a requirement for the downtown with residential units above first-floor commercial spaces;
- Adopting strategic design standards (regulatory) rather than guidelines (non-binding) for new and amended ordinances;
- Creating a mixed-use development façade program and fund;
- Adopting design standards, a historic district, or other protections to maintain downtown character and historic architecture;
- Adopting property maintenance regulations;
- Establishing a housing rehab program; and
- Continuing the City’s community economic development position, among others.

### *Industrial & Commercial Areas*

Commercial development is allowed and encouraged at varying levels throughout the community. A majority of the City’s zoning districts allow for some level of commercial development (except for the R-5 zoning district, which only allows for multi-family dwellings), with higher impact uses concentrated in the C-3, C-4, I-1, and I-2 zoning districts. The C-1 zoning district, which essentially encapsulates Old Town’s downtown area, is focused mainly on the kinds of business/professional offices and retail/service businesses typical of downtowns.

Stillwater Avenue hosts the Old Town Plaza, the Town’s largest retail facility. Active tenants include a Hannaford supermarket, the Old Town-Orono YMCA, a hardware store, a physical therapy practice, two pizzerias, and other service establishments. Other chain store-type buildings have located on Stillwater Avenue in recent years, such as 601 Stillwater Avenue, which also hosts a variety of service-oriented businesses such as a nail salon, cell phone provider, and others.

On the opposite end of Old Town and located off of Gilman Falls Avenue is the center of industrial operations in the community, including the City’s Airport Business Park. Boasting an environmentally friendly design that retains and enhances natural areas to create an aesthetically pleasing, pristine environment, the Airport Business Park also takes advantage of the seaplane base on the Penobscot River, making it ideal for aviation-related or technology-related businesses. The City has invested over \$1.3 million in transportation, sewer, water, natural gas, electricity, telephone, and telecommunications fiber infrastructure. Six lots are currently available for lease.

Finally, the City also has 31 lots, which range from 1.5 to 6 acres, in its 160-acre Energy and Enterprise Park located at Penney Road near the River Road and the Orono line. The City touts this park as “an exciting opportunity for new businesses in the trucking



industry sector as well as an opportunity to take advantage of research and development partnerships with the University of Maine.” A new access road is planned which will provide a direct route from the Park to the University’s ‘Hilltop’ area. K.B. Corporation, a distribution company that ships bulk forest products and waste materials throughout all of New England, Quebec, and New Brunswick, have invested \$70,000 in their site in the Park to date, and are planning an expansion. The Park is served by public water and sewer, natural gas, three-phase power, and telecommunications. The Park is zoned I-2 for industry and services.

### *Home Occupations*

Self-employment is a small but important part of Old Town’s economy. As noted above, about 2.4% of those in Old Town’s labor force are self-employed, and many self-employed individuals are in home-based businesses (“home occupations,” to use the terminology from the City’s Zoning Ordinance). Home occupations represent a low-cost way to experiment with entrepreneurial ideas and start a business. The availability of easy-to-use, online-based sale platforms, and the increased ability to work from anywhere on a laptop, will likely drive growth in home occupations in the future.

Home occupations are currently allowed “by right” (with a permit from the Code Enforcement Officer) in the majority of the City’s residential zoning districts.

### *Seasonality of the Economy*

From 2010 through 2019, Old Town experienced seasonal swings in employment that were slightly larger than the seasonal swings for the Maine economy generally. From annual trough (Q1) to peak (Q3), Old Town experienced an average swing of 11.6%, compared to an annual swing of 9.9% statewide. Part of the reason for the seasonality of employment dynamics is simply that construction has historically been a major employer within the local economy, and because of the construction seasons in Maine, that tends to begin to dip in Q4 and is almost non-existent when the ground is frozen or when it is too cold to work outside in Q1.

Because Sargent Corporation very recently moved their corporate headquarters to neighboring Orono, it is too soon to tell if this seasonal dip for Old Town specifically will level out in coming years.

Old Town’s economy is greatly bolstered during the school year due to the presence of University students; during University break periods, the City sees a slight increase in population due to summer residents who own property along Pushaw lake, which alleviates much of the economic loss that would otherwise occur as a result of a seasonal decrease in the student population.

### ***Local Economic Development Priorities & Strategies***

Old Town is located close to a wide variety of natural resources and, as such, there are plenty of outdoor recreational activities within or in close proximity to Old Town. The downtown includes historic architecture and a diverse mixture of cultural amenities (thanks in large part to the vibrancy provided by the presence of UMaine students). The

City and its partners utilize all of these amenities in the way that it markets itself, especially in marketing materials on the City's Community & Economic Development website.<sup>5</sup>

### *Old Town Development, LLC*

Old Town Development, LLC, is a group of business and industry leaders and local stakeholders tasked with understanding and monitoring the economic climate for the City of Old Town. Together with the City's Economic & Community Development Department, Old Town Development, LLC tracks major properties available in Old Town to provide this information to potential developers.

### *Tax Increment Financing*

Tax increment financing (TIF) is an economic development tool used to catalyze economic development. They allow municipalities to "shelter" from state/county fiscal formulas any increases in assessed valuation (for up to 30 years) and instead keep that revenue local. The revenue can be used for locally designated economic development projects such as infrastructure investment, economic development staffing, marketing, façade improvements, and more.

Old Town utilizes TIFs to encourage development in identified areas across the community. In addition, many of the existing TIF Development Programs offer the ability for the City to grant business owners or developers Credit Enhancement Agreements (CEAs). Justification for economic need and City involvement must be demonstrated by:

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

### *Pine Tree Development Zones*

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

- Biotechnology
- Aquaculture and Marine Technology
- Composite Materials Technology
- Environmental Technology
- Advanced Technologies for Forestry and Agriculture

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<sup>5</sup> <https://www.developoldtown.com/old-town-the-region/quality-of-life/>

- Manufacturing, including Precision Manufacturing
- Information Technology
- Financial Services

As of 2024, businesses looking to locate within the entirety of Penobscot County, including the entirety of Old Town, are eligible for the Pine Tree Development Zone Program.<sup>6</sup>

### *Revolving Loan Fund*

In 2012, Old Town created a revolving loan fund to be used for business development projects, including:

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

Guidelines indicate that financing from the City's revolving loan fund could be used by start-up or existing businesses towards the purchase of fixed assets (land, buildings, machinery, and equipment), inventory, or funding working capital needs. They can also be used for renovation or rehabilitation of fixed assets.

As one part of the Revolving Loan Fund and from funds made available through an Urban Development Action Grant (UDAG), the City can lend up to \$50,000 to finance the construction of new structures or the expansion, renovation, and/or rehabilitation of existing structures. Eligible activities can also include personal property and start-up costs when combined with the construction/renovation of structures. Lending rates range from 1% to 3% above prime.

### *Public Services/Utilities*

One major way that municipalities influence new development is through the expenditure of public funds on infrastructure. Public utilities and services like the construction and maintenance of streets, sewers, and water networks can enable or limit the kinds of development that certain land areas can practically accommodate. This is discussed further in the Public Facilities section of this document.

## ***Regional Economic Development Priorities & Strategies***

Old Town sits at a unique intersection as it is both a major economic center in its own right, but also outsources a lot of jobs to surrounding communities within the Bangor Metropolitan Area. The strength of the broader, regional economy has a significant impact on growth locally. Likewise, trends impacting the region have the potential to impact Old Town as well.

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<sup>6</sup> More information is available at: <https://www.maine.gov/decd/business-development/financial-incentives-resources/pine-tree-development-zone>



A regional perspective is most valuable when it comes to economic development efforts. Marketing and business solicitation on a regional level is far more cost-effective than when done by individual municipalities, and the impacts of economic development seldom are confined inside any one town's boundary. Thus, Eastern Maine Development Corporation (EMDC) has taken the lead in preparing the 2021-2025 Comprehensive Economic Development Strategy (CEDS), which identifies the following goals for regional economic development within Penobscot, Piscataquis, Hancock, and eastern Waldo counties:

- Expand and increase the accessibility and affordability of broadband capacity
- Improve and expand existing transportation infrastructure and support port and rail development
- Foster methods of adaptation and mitigation to strengthen the region's resilience against climate-related impacts
- Develop, retain, and attract talent by increasing collaboration between educational institutions and businesses, improving the digital literacy of individuals and businesses, and working to attract new talent to the region
- Support the growth of existing businesses and the attraction of new businesses

These goals will also be important locally as well, given the importance of a regional strategy as outlined above.

### *Hubs of Excellence*

Maine's economic development strategy for 2020-2029 introduces the concept of "hubs of excellence," or regions of the state that have several ingredients necessary for growth, including an airport and institutions of higher education.<sup>7</sup> The Bangor region is a naturally developing hub of excellence given the number of academic institutions here (University of Maine, Husson University, Eastern Maine Community College). These academic institutions are developing a strong workforce and research assets that support market growth in a number of the industry themes identified in the strategy report, including biotechnology and advanced building materials.

## **Issues & Opportunities**

### *Opportunity: More "Feet on the Street"*

There are strong connections to be made between arts and culture, a community's downtown, and its pedestrians, bicyclists, and even motorists. When vehicular traffic is calmed, pedestrians and bicyclists feel more comfortable and are more likely to use the sidewalks and roads. When people get out of their cars and walk, they are more likely to explore and duck into a shop or visit a restaurant they haven't been to before. When a community's downtown features art and culture, both in the public and private realms, people tend to slow down, linger, and explore.

One way to enhance the existing downtown would be to invest in community murals, art installations, and similar, that invite people to linger in the downtown and see what else it has to offer.

Along the same vein, when a downtown has more “feet on the street” (more people walking or biking between activities), they tend to explore certain kinds of establishments more. Thus, the growth of these kinds of businesses is more dependent on increasing the “feet on the street” within the downtown (either through an increase in population or the number of workers located in or immediately adjacent to the downtown on any given day). Co-locating higher-density housing or offices within or immediately adjacent to the downtown area would have the impact of drawing more customers to downtown businesses.

If more people lived in and around the downtown area, Old Town would likely look more attractive to restaurateurs looking to open restaurants, to other businesspeople looking to start small businesses, or even to existing business owners thinking about expanding their hours to meet a burgeoning need. With more people in and around downtown, it would be easier to engage them and keep them visiting downtown amenities and spending money locally. Recognizing that the downtown is physically constrained by the Penobscot River, expanding mixed-use commercial and higher-density residential uses further up major corridors such as Middle Street, Center Street, and Stillwater Avenue present an opportunity for future growth.

#### *Opportunity: Remote Work Expected to Continue*

Despite the recent efforts of some national corporate employers to roll back remote work policies, it is expected that many Old Town residents will continue to work from home, taking advantage of high-speed internet connections offered through the expansion of fiber internet in many areas of Old Town. Current commute patterns mean that the daytime population of Old Town is below the nighttime population of Old Town. Any future increase in remote work by Old Town residents could actually be good for local retailers and other service-oriented businesses, as it would result in a larger daytime customer base.

#### *Opportunity: Collaboration and Connection with the University*

The 2016 Comprehensive Plan identified six industry sectors that, through existing industry-academia collaborations spurred by the University of Maine, present great opportunities for future growth. These sectors included:

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

Given that the state continues to provide incentives for the development of biotechnology, composite materials technology, environmental technology, advanced technologies for forestry and agriculture, and IT businesses in Penobscot County, and given that the greater Bangor region has been identified as a “hub of excellence” with a desire to focus on advanced building technologies and biotech, Old Town has a competitive advantage that just needs to be tapped into. Continuing to collaborate with and strengthen our connection with the University will be of the utmost importance over the next 10 years. In addition, reimagining the existing Credit Enhancement Program to provide even more incentives to these kinds of businesses to locate in Old Town could be an opportunity to attract growth in these sectors.



# Recreation

## Overview

Residents of Old Town have access to a wide variety of indoor and outdoor recreational programming for all ages, but public-private partnerships are essential in maintaining this level of service. The City, the University of Maine, the Orono Land Trust, the Old Town-Orono YMCA, and a variety of other important partners all collaborate to meet the community's recreational needs.

In 2013, the City was facing a serious budget shortfall due to changes in state revenue sharing, among other factors. A few years earlier, the City had contemplated closing the languishing recreation program, but instead chose to explore the privatization of recreation services. This led to a contract with the non-profit Old Town Recreation Program for the use of the former Herbert Sargent Community Center. For a variety of reasons, however, this contract did not work out and in 2026 the City has entered an agreement with the Old Town-Orono YMCA to lease the building.

The Old Town-Orono YMCA is a key player in the delivery of recreational programming to local youth. In December of 2022, the City entered into a partnership agreement with the YMCA to provide free memberships to all school-aged children residing in Old Town.

Though Old Town has a large number of recreational facilities available, some are not adequately maintained or built-out to meet the needs of the community. Issues range from lack of restrooms to the need for major maintenance and capital investments.

## Municipal Recreation Facilities

### Outdoor Recreation Facilities

The City owns nine parks, including four with water access. There is access to all of the City's major water resources. Two of the City's most used parks (Sewall Park and Riverfront Park) have year-round bathroom facilities available. Perkins Avenue Park and Treat-Webster Park typically have seasonal port-a-potties available in the summertime. Figure 5-2, on page 8, includes the location of municipal parks along with other recreational open spaces frequently used by the community.

- **Sewall Park** – Located on outer Poplar Street, this park contains a multi-purpose field, a boat landing, drinking water access, and restroom facilities. It is also a great place for passive recreation on Mud Pond. Areas of the park can be reserved for family reunions or other functions. Sewall Park was gifted to the people of Old Town, in memory of James W. and Louise G. Sewall, from their children.
- **Riverfront & Binette Parks** – Riverfront Park is located on North Main Street. The Park borders the Penobscot River and includes a playground, a water splash pad, a walking trail system, restrooms, and a picnic area. Binette Park includes a bandstand/gazebo and a public art installation. The park was named after long-time resident and state legislator Joseph Binette.

- **Peace Pole Park** – Peace Pole Park is located in the center of town at the corner of Center and Main Streets. Although a small park, it has a small landmark encouraging peace and love for all who live or pass through our community. The park has a large amount of trees and a few park benches for use by passersby.
- **Perkins Avene Park** – Located on Perkins Avenue, the park borders the Leonard Middle School sport complex. This park includes playground equipment, a water splash pad, off-street parking, and areas for frisbee and basketball. A seasonal port-a-potty is available in the summer.
- **Treat-Webster Park** – Treat-Webster Island Park (a.k.a. “French Island Park”) also includes playground equipment. The park is within walking distance for most French Islanders and provides a quiet getaway for park users.
- **Coombs Park** – On April 16<sup>th</sup>, 1906 James W. Coombs and Marie A. Coombs gave the area now known as Coombs Park (“Stillwater Park”) to the citizens of Old Town for \$2 and “other considerations,” including a requirement for upkeep in perpetuity. Located on upper Stillwater Avenue, Coombs Park provides a beautiful place for passive recreation. The park has a variety of colorful floral gardens and lots of shady trees.
- **Spencer Park** – Located on north Main Street at the junction of Stillwater Avenue and Main Streets, this park offers a view of Indian Island and the dam. Bald eagles are often spotted in this area. The park was named after long-time city attorney Beverly Spencer.
- **4<sup>th</sup> Street Park** – Located at the north end of Fourth Street (“Fourth Street Extension”), this park offers a variety of recreational opportunities, including a boat ramp providing access to the Penobscot River, a picnic area, and a quiet area for passive recreation. The North Fourth Street Trail starts next to the old Waterworks Building and continues following the river to behind Labree's Bakery. The trail continues by crossing over Gilman Falls Avenue and catching on to the Old Town Cross Country Trails which bring you behind Old Town High School.
- **Old Town Boat Landing** – Located on scenic Pushaw Lake, the Old Town Boat Landing provides boat access for fishing and recreational boating. The landing is located on Beechwood Avenue but has limited parking due to it being in a residential area.

For the purposes of this plan, the term **"passive recreation"** means low-impact, non-motorized outdoor recreational activities or uses that do not require developed facilities and can be accommodated with minimal change to an area and its topography. Examples include but are not limited to walking or hiking, cross-country skiing, bird-watching, snowshoeing, hunting, fishing, and other similar activities.

### *Athletic Fields & Pools*

- **Tennis Courts** – The City of Old Town has two areas for recreational tennis: Old Town High School on Stillwater Avenue and the Old Town Recreation Center (former Herbert Sargent School) off of Bennoch Road. Both facilities are lit for night-time tennis, though the tennis courts at the Old Town Recreation Center are in need of resurfacing.
- **Outdoor Basketball Courts** – Basketball players can enjoy outdoor courts at Old Town High School off of Stillwater Avenue, the Old Town Recreation Center (former Herbert Sargent School) off of Bennoch Road, at Perkins Avenue Park, and at Treat-Webster Park (only one hoop available at Treat-Webster, on the same paved area as the four-square court).
- **Baseball / Softball Fields** – There are a variety of Little League regulation baseball and softball fields throughout the community, including at the Old Town Elementary School, on Gilman Falls Avenue, and at Leonard Middle School.

### *Community Buildings*

- **Old Town Public Library** – When the City was incorporated in 1891, the Aldermen’s Room in the then-City Hall on Brunswick Street was used as a library. The Library room opened in 1892 and boasted a collection of 970 books. In 1904, the Library was relocated to a new building, built on donated land at the corner of Middle and Brunswick Street, with funds from a Carnegie Foundation grant. It was built with a capacity of 6,000 volumes, but by 1918, had grown to 7,264. After decades of planning and fundraising, the Library was expanded and renovated to its current size in 1991, with a generous grant from former resident and author Tabitha Spruce King. Today, the library’s collection comprises books, audiobooks, magazines, DVDs, music CDs, eBooks, and games. There is also a “Library of Things” that allows patrons to check out items such as nature backpack kits, yard games, puzzles, kayaks, and more. A substantial portion of newspaper and historical materials are now digitized and archived. In addition to the collections, patrons have access to public computers to take courses, complete job applications, conduct business, etc. The library benefits from membership in a state-wide consortium that enables the library to borrow from and lend to other libraries all over the state. The Library has ample parking, in two lots adjoining both the front and back entrances, has access to a larger city parking lot adjacent to the library’s Middle Street lot, for overflow parking. According to the Annual Report, in 2023-2024 the Library provided the following programming: Toddler Time, Club Library, High School and Middle School book clubs, Lego Club, Summer Family Nights, Pre-School Nature Hour, Tuesday Forum, Mystery Book Club, Blue Argyles Book Club, Fluffy Fiction Book Club, Silent Book Club, DIY Book Crafts, Sit n Stitch, Beginner Quilting Class. The library was able to provide meeting space for literacy volunteers, Girl Scouts, and many others.
- **Old Town Recreation Center (former Herbert Sargent School / Herbert Sargent Community Center)** – As noted above, the Old Town Recreation Center has been leased to the Old Town-Orono YMCA as of 2026. The Community Center has about 5,800 square feet of recreational space as well as a playground, small ball fields, soccer fields, and tennis courts. However, major



improvements to this building will be needed to address many years of deferred maintenance. The YMCA plans to “revive” the building as a community center and recreation space. The YMCA already operates recreation, childcare, aquatics, sports, fitness, and youth programming at its Stillwater Avenue facility, and the Herbert Sargent space would become an additional location for those kinds of services.

### *Private Recreation*

There are also a handful of private recreation facilities located in Old Town, including:

- **Old Town-Orono YMCA** -- The Old Town-Orono YMCA has a long history, starting with a meeting in the vestry of the Congregational Church in 1890. The first professional director was hired in 1948 and the Old Town and State YMCAs merged to create the Northern Central District YMCA. In 1977, the Old Town-Orono YMCA became an independent Association, and the new facility on Stillwater Avenue was opened in 1979. In 1995, the Herb Sargent Therapeutic Pool at the Stillwater Facility was opened, and in 2000, the Cyr Family Field House & Doug Springer Workout Center was opened. In 2022, the City Council began having discussions on ways to provide additional recreation opportunities for Old Town youth. On December 5, 2022, the City Council adopted a resolution to enter into a partnership with the Old Town-Orono YMCA to provide free annual memberships to all school-aged children who reside in Old Town so that those children would have access to the facilities and programming available at the YMCA. This costs the City approximately \$150,000 annually.

Smaller, indoor recreational facilities are available throughout the community.

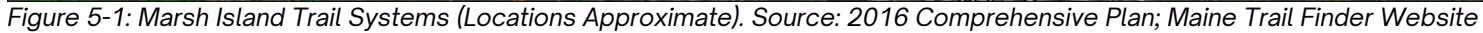
In addition to the above, the University of Maine has a variety of recreational facilities and programs available to those who work or study there for low or no cost. Many of these facilities and programs may also be accessed by the general public for a small fee. The University also hosts their own summer camps and sports clinics for youth in the region for a fee. The University’s principal recreational facilities include:

- **New Balance Recreation and Fitness Center** – This state-of-the-art facility, with LEED certification, was opened in 2007. It is an 85,000-square-foot center with a full array of fitness equipment, basketball courts, track, racquetball/squash courts, and an indoor recreational pool. The public can purchase memberships or pay by the visit.
- **Alfond Arena** – The Alfond Arena, home of the University of Maine ice hockey team, offers public skating hours.
- **Wallace Pool** – This 8-lane pool with two diving boards in the Memorial Gym also offers open swim hours.

### ***Trail Network***

Publicly accessible trails and bicycle facilities are located throughout the community, as shown on Figure 5-1 (Marsh Island Trail Locations) and 5-2 (Rural Trail Locations), on the following pages.







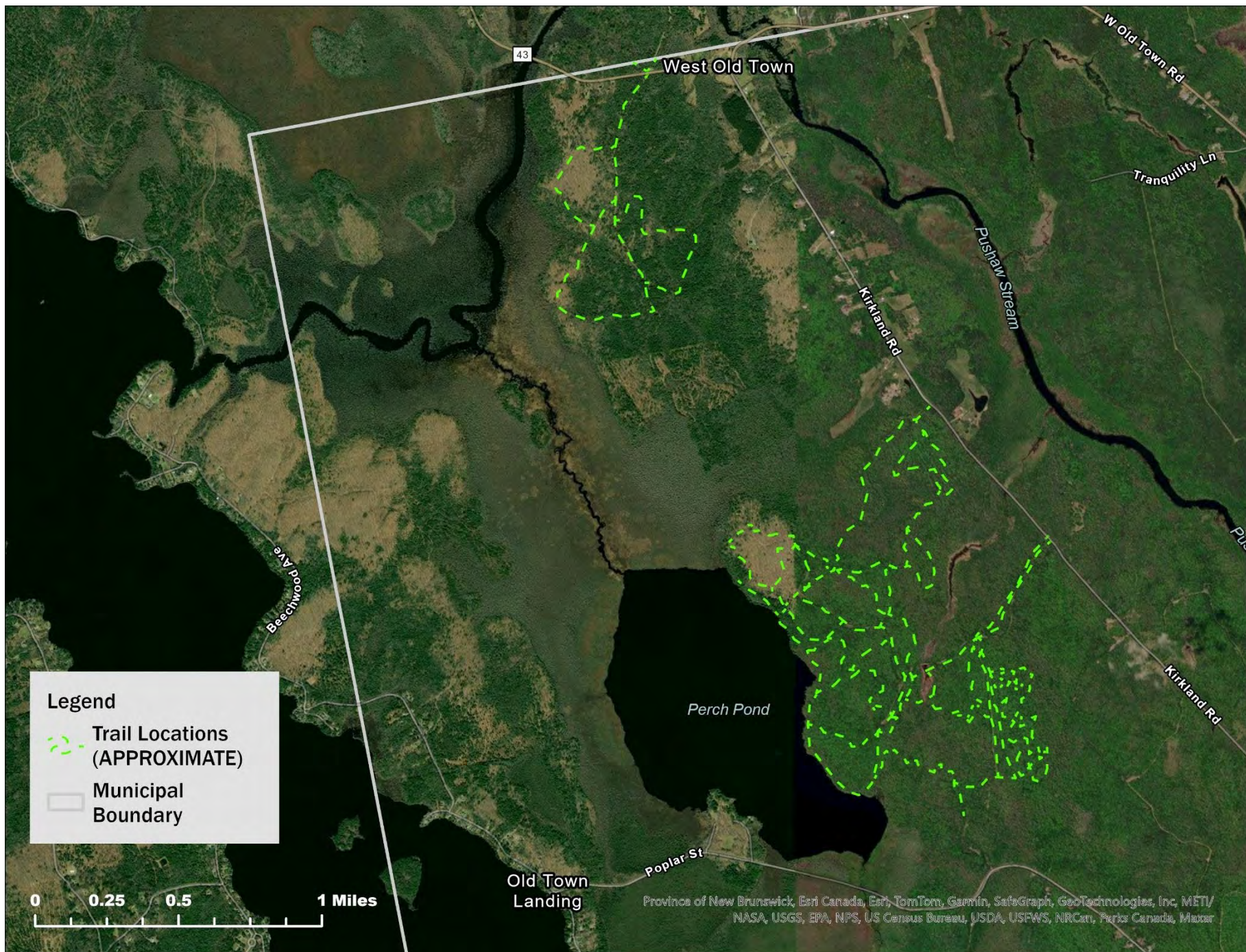


Figure 5-2: Rural Old Town Trail Systems (Locations Approximate). Source: 2016 Comprehensive Plan; Maine Trail Finder; Hirundo Wildlife Refuge Website



The City's bike path system begins at the corner of Jefferson Street and Perkins Avenue and continues behind the Old Town Shopping Center to connect with the University of Maine trail system. The University Bike Paths, a 3.1-mile paved bicycle trail, connects Old Town's residential and commercial area to the heart of the University of Maine campus and onto neighboring Orono (via Park Street). These trails are also used for cross-country skiing, mountain-biking, walking, and running, and are shown on Figure 5-1.

In Old Town's rural areas (see Figure 5-2), trails are maintained by the Hirundo Wildlife Refuge, for the trails off of Route 43 adjacent to the municipal boundary with Hudson, and the New England Mountain Biking Association (NEMBA), for the trails off of Kirkland Road adjacent to Perch Pond. The NEMBA trails are located on private property donated by landowners.

In addition to the above, two Maine Department of Transportation (MDOT) designated bicycle routes pass through Old Town: the River Loop, a 27-mile loop that goes from Bangor to Old Town, up one side of the Penobscot River and down the other, and also includes the bike path through the University of Maine campus; and the Pushaw Loop, a 44-mile loop continuing from Old Town that circles around Pushaw Lake and through woods and farmlands.<sup>1</sup> It should be noted, however, that sections of these loops are on major roadways that in some cases lack paved shoulders (and no sections of roadway have designated bicycle lanes). Bicycle and pedestrian connectivity is explored further in the Transportation section of this Plan.

### ***Conserved Open Space***

Open space in Old Town is primarily owned and maintained by regional landowners such as the Orono Land Trust (OLT), Hirundo Wildlife Refuge, and the University of Maine. The City itself does not have any formal processes or plans to acquire and protect open space. Over 1,700 acres of land adjacent to Pushaw Lake, Mud/Perch Pond, and Pushaw Stream in the Orono Bog Complex are administered by the University of Maine (as the Hirundo Wildlife Refuge). The University also owns a total of 6,536 acres, including a 224-acre parcel on the southeast side of Pushaw Lake and a 353-acre wetland parcel south of Stillwater Avenue. The Orono Land Trust also owns parcels in the Pushaw Lake and Hirundo Wildlife Refuge area.<sup>2</sup> Figure 5-3, on the following page, shows the location of conserved open spaces frequently utilized for recreation as well as City-owned land, with parks and recreation amenities labeled.

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<sup>1</sup> <https://www.maine.gov/mdot/bikeped/>

<sup>2</sup> <https://oronolandtrust.org/lands-trails-maps/>

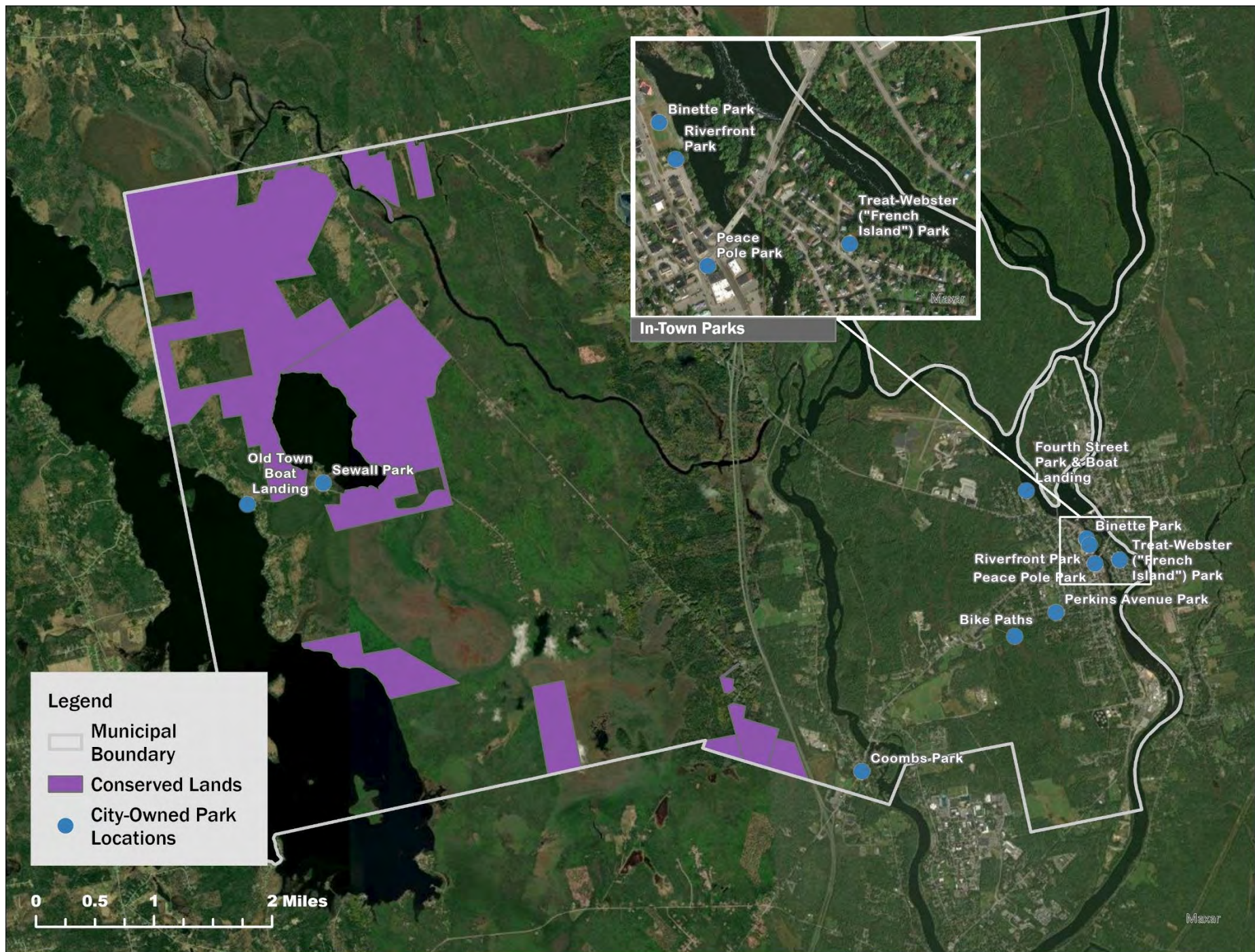


Figure 5-3: Old Town Conserved Lands and Recreation Amenities. Source: Maine Geolibary



## ***Provisions for the Protection of Open Space***

### ***Clustered Development Standards***

The City has adopted provisions for clustered development (outlined in Sec. 111.2(c)(21) of the Zoning Ordinance and Article XII of the Subdivision Ordinance), which are allowed to be utilized within the Rural Residence and Farming (R-3/R-3A) zoning districts with review by the Planning Board. The clustered development provisions allow for slightly reduced minimum lot sizes and minimum frontage requirements when “unique natural characteristics” (examples of which include, but are not limited to, stream and river access, outstanding stands of trees, farmland, and wetlands) are preserved as either open space deeded to the City, a conservation easement given to a non-for-profit organization so qualified to oversee the easement (such as the Orono Land Trust), or maintained by a homeowner’s association in perpetuity. Uses of the common open space may include, but are not limited to, recreation, forestry, agriculture, and wildlife habitat.

The clustered development provisions require a certain percentage of land (20%, if proposing a subdivision - more than three lots) to be set aside as community open space which cannot be included within the individual lots proposed for the subdivision.

## ***Adequacy of Recreation Facilities & Projected Future Demand***

Although the Recreation Program has been privatized, the City (through the Public Works Department) continues to bear operational costs to maintain the Hebert Sargent Community Center property. Per conversations with the Public Works Director, the City has deferred capital investment in the Recreation Center, which is now considered to be in poor condition, as well as in its parks and other facilities. All four of the City’s playgrounds are more than 22 years old and could certainly use updating. The Public Works Director has indicated that a global investment of the City’s facilities, including structural, mechanical, electrical, and grounds, is in order to guide capital investments and avoid the loss of facilities. Annual maintenance is also considered underfunded.

Based on projected demographic shifts outlined in the Population & Demographics section of this plan, the demand for more senior citizen/older adult-focused programming will likely be what is needed in the near future. Old Town currently places a significant emphasis on programming for children and young adults (including purchasing memberships to the YMCA for all Old Town youth). Adult programming falls to the Old Town Public Library and currently includes the Tuesday Forum (lunch time events at the library consisting of musical performances, author visits, and more), book groups, “Sit N’ Stitch” groups (where adults can bring their knitting or crocheting and enjoy conversation with each other), and similar. Additional programming may be desired in the future as seniors become a larger proportion of Old Town’s population.

## ***Issues & Opportunities***

### ***Issue: Lack of Maintenance at Existing Facilities***

As noted above, all four of the City’s playgrounds are more than 22 years old and could benefit from some upgrades and better maintenance. Notably, the playgrounds at



Perkins Avenue Park and Treat-Webster Park on French Island have faced some challenges with vandalism and graffiti, which may detract from their appeal. As the City attempts to attract and retain young children and families to correct current and future projected loss of these population groups, addressing the state of our parks and recreation facilities will be of the utmost importance. Enhancing these spaces can significantly impact families' perception of our community. By prioritizing investment in our parks and recreation programs, we can improve our appeal and attract young families to Old Town again.

*Issue: Lack of Toilet Facilities*

For the most part, City-owned recreation facilities lack toilet facilities. There are no permanent public toilets (with plumbing) at two of the City's most-used playgrounds (Perkins Avenue and Treat-Webster). This limits how long people can reasonably use the City's recreational amenities before having to leave to seek restrooms.

*Opportunity: Regional Partnerships for Programming*

The City must continue to explore more efficient use of existing resources. This is discussed further in the Public Facilities & Services section of this Plan. Relevant to recreation, many municipalities across the state have begun to partner with neighboring communities to share in the costs of recreational programming. Neighboring Orono has a robust municipal Recreation Department and has expressed interest in beginning discussions with Old Town regarding opportunities to partner on programming. Many Old Town and Orono children already participate in recreational programming offered through both public (Old Town Orono Bears high-school level hockey team) and private recreation providers (OTRP, the Old-Town Orono YMCA, and others), so this would not be a significant change for the children involved.

*Issue/Opportunity: Global Assessment of Recreation Needs*

Especially as demographics are projected to shift in the community, a global assessment of recreation needs should be undertaken to better understand and prioritize community desires in this area. In addition to programming considerations, City-owned facilities should be considered as part of this assessment, including structural, mechanical, electrical, and grounds-maintenance needs, to guide capital investments and avoid the loss of the community's recreational facilities.

# Transportation

## Overview

Infrastructure such as roadways, bridges, sidewalks, cycling routes, and more are essential for ensuring safe and effective vehicular, pedestrian, and bicycle movement throughout the community. While the primary mode of transportation in Old Town is currently vehicular, pedestrian and bicycle accessibility are also important for transportation and recreation. Finding a balance between the mobility of vehicles along the City's street network and the safety and availability of pedestrian and cycling amenities requires coordination and clarity of responsibilities among many stakeholders.

Biking and walking instead of driving reduces greenhouse gas emissions, allows people to be more connected to their community, and can alleviate traffic congestion issues. However, choosing to walk or bike requires infrastructure to make those trips both safe and appealing. This is also an equity issue, since walking or biking are also the primary modes of transportation for people who do not own cars.

This chapter analyzes Old Town's transportation system, including roads, traffic impacts, pedestrian links, cycling infrastructure, bridges, railroads, and public transit. Understanding where issues exist and planning for solutions are important steps in meeting the City's future priorities and needs.

## Local Street Network

### Road Classification

Road classification systems are used to group public roads and highways into classes according to the character of service they are intended to provide. This classification is used to determine funding and jurisdiction and to define the role a particular road plays in serving the needs of the community and region as a part of the larger transportation network. The Federal Functional Classification (FFC) System uses established guidelines to classify how a particular road should be planned for and engineered. A roadway's federal classification helps determine the speed limit, how wide the travel lane and shoulder should be, and what level of access should be provided, along with a number of other considerations. Federal classification also identifies which roads are eligible for federal money. Every road in the network falls into one of the following three broad categories: arterials (including interstates and highways), collectors (major and minor), and local roads.

The Maine Department of Transportation (MaineDOT) defines an arterial road as serving countywide, statewide, or interstate travel, linking cities and large towns to an integrated highway network.<sup>1</sup> Collector roads link villages, neighborhoods, and major facilities to the arterial network. The State maintains both arterial and collector roads scheduled according to a 3-year Work Plan, which is updated and revised on an annual basis.<sup>2</sup>

Figure 6-1 shows the Federal Functional Classification of Old Town's roadways, except for any private roads (which are not maintained by a governmental entity and are instead

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<sup>1</sup> <https://www.maine.gov/mdot/csd/docs/roadwayinfo/RoadClassification.pdf>

<sup>2</sup> The current Work Plan, for 2024-2026, is available online here:

[https://www.maine.gov/mdot/projects/workplan/docs/2024/Work%20Plan%202024\\_2025\\_2026.pdf](https://www.maine.gov/mdot/projects/workplan/docs/2024/Work%20Plan%202024_2025_2026.pdf)

maintained by a Road Maintenance Association or Homeowner's Association comprised of the road's users). An inventory of roads based upon classification, jurisdiction, road length, surface type, along with level of service for state or state-aid roads is included in the Appendix. It should be noted that the City's Public Works Department does not currently have an analysis of road condition for local roads. This is recommended as an action step in the Implementation Matrix of this plan to assist in planning for and prioritizing roadway improvements.

As shown in Figure 6-1, the historical development pattern of Old Town was comprised of heavily interconnected local roads. Major subdivision developments over the last 30 or so years, such as Hamel Lane, have likewise been interconnected to the City's existing street network (however, it should be noted that there have not been very many significant subdivision developments in that period).

The City's subdivision regulations do not require any provision for street interconnectivity, and Sec. 18-78 requires the Planning Board to find that streets within subdivisions have been designed to "discourage movement of through traffic."



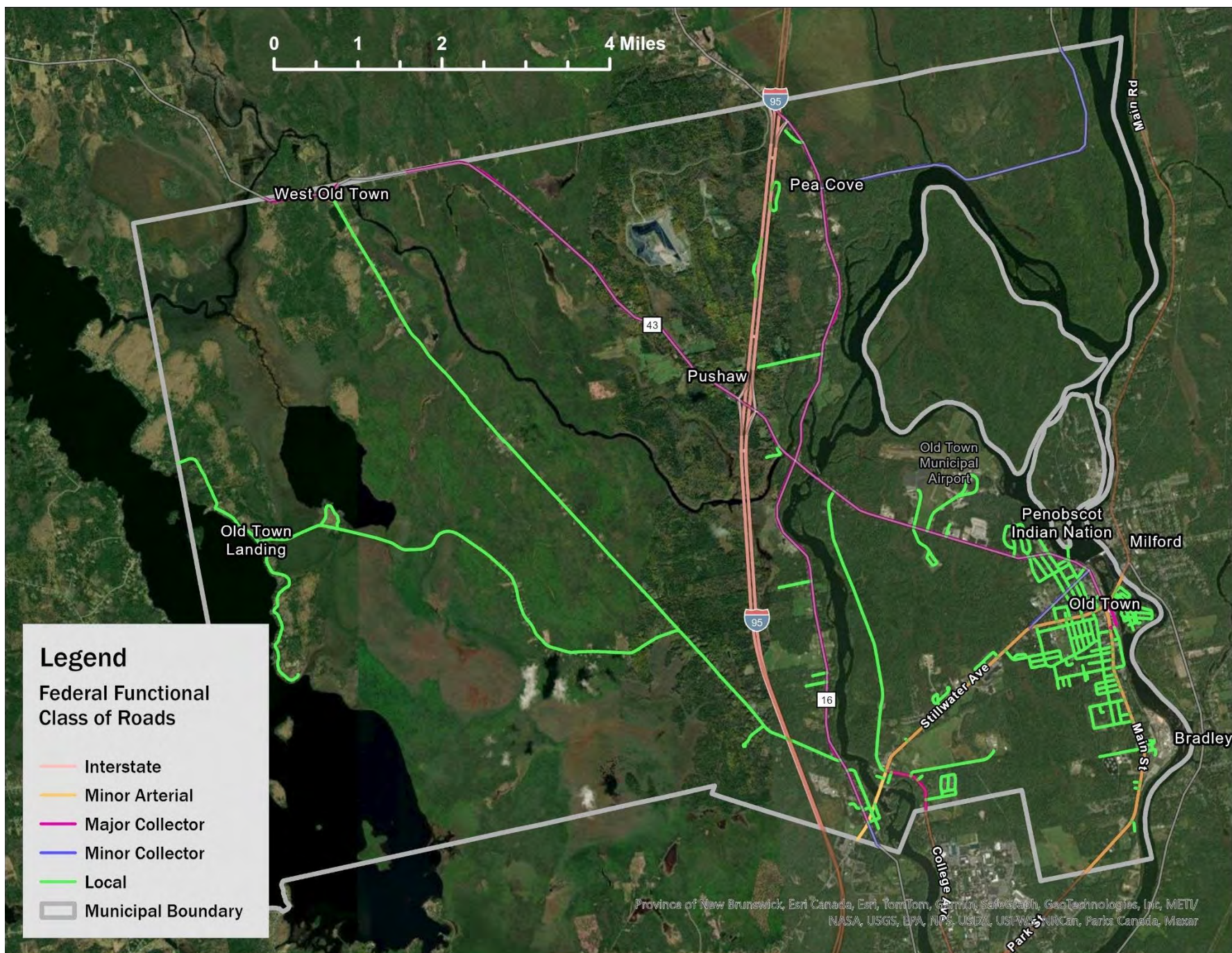


Figure 6-1: Federal Functional Class (FFC) of Old Town Public Roads. Source: Maine DOT Public Map Viewer

### Road Maintenance

According to the Maine Department of Transportation (MaineDOT), there are about 84 miles of public roads in Old Town maintained by either the City of Old Town, the Maine Turnpike Authority, or MaineDOT. Importantly for developing a Public Works budget, Old Town also has an agreement with MaineDOT spelling out the jurisdiction for capital and maintenance for *state highways, state-aid roads, and townways*. In general:

- *State highways* are those roadways for which DOT or the Maine Turnpike Authority is principally responsible for capital improvement.
- *State-aid highways* are generally connector highways owned by the municipality but for which DOT may provide funding assistance for capital improvements.
- *Townways* are owned by the City, and the City is entirely responsible for winter and summer maintenance as well as capital improvements.
- In some locations there are also reservation roads that may be eligible for certain federal funding due to the presence of tribal governments like the Penobscot Nation

The Maine Turnpike Authority is responsible for the maintenance of the state's interstate system, including the portion of I-95 that runs through Old Town. MaineDOT generally reconstructs, paves, and maintains state highways, and is responsible for summer maintenance on state aid highways (except for the portion of Old Town that is within an Urban Compact Area, where the City is responsible for both winter and summer maintenance, except for bridge maintenance and the maintenance of signage).

Including the Urban Compact Area, the City's Public Works Department maintains more than 130 lane miles of paved roads, 18 lane miles of gravel roads, 22 miles of paved sidewalks, and a host of City-owned parking lots.<sup>3</sup> Regular maintenance includes winter snow removal, repainting pavement markings, street sweeping, roadside mowing, ditching, and patching of potholes.

Figure 6-2, at right, details the City's current (as of FY2025) budget for road maintenance and improvement, totaling more than \$601,000. Sidewalks, street paving, and road salt make up the three largest expenditures in this budget.

|                                 |                     |
|---------------------------------|---------------------|
| <b>FY2025 Budget</b>            | <b>\$601,158.83</b> |
| 30-5605 Culverts                | \$20,170.00         |
| 30-5610 Road Salt               | \$140,000.00        |
| 30-5620 Road Tar And Oil        | \$18,801.00         |
| 30-5630 Calcium Chloride        | \$18,587.00         |
| 40-5860 Traffic Control Repair  | \$11,454.00         |
| 40-5862 Traffic Lines and Signs | \$46,956.00         |
| 40-5870 Gravel Road Maintenance | \$6,500.00          |
| 60-6200 ADA Improvements        | \$20,000.00         |
| 60-6205 Sidewalks               | \$191,338.83        |
| 60-6210 Street Paving           | \$127,352.00        |

Figure 6-2: Old Town FY2025 Road Maintenance Budget. Source: City of Old Town

### Bridges

There are 16 bridges located completely within Old Town's municipal boundaries, of which three are highway ramps, underpasses, overpasses, or railroad bridges. (There are also two bridges located on West Old Town Road on the municipal boundary with neighboring Hudson.) MaineDOT has devised a rating system that takes into account the

<sup>3</sup> City of Old Town Annual Report (2024-2025), page 34.



condition of the bridge deck, superstructure, substructure, and, in the case of bridges that cross water, channel condition. The map on the following page is color-coded to show the overall sufficiency rating of each bridge in Old Town. A rating above 80 is good; 50 to 79 is fair; and below 50 is poor.

The majority of Old Town bridges are in fair or good condition, the exceptions being the Center Street bridge (crossing over to French Island), which is rated poorly mainly due to bank erosion on either side of the channel, and the bridge on outer Poplar Street which crosses over Mud Pond, which is rated poorly due to widespread, albeit minor, damage to the entirety of the structure due to slumping banks. The bridge crossing over the east channel of the Penobscot River, connecting French Island to Milford, is on MaineDOT's work plan for replacement in 2026.

### Traffic Counts

Traffic counts are measured by Annual Average Daily Traffic (AADT) which measures daily traffic on roadways throughout the year and averages them out for planning purposes. This is an important note because, in Maine communities, roadways are much less heavily trafficked in the winter than in the summer. This means that the AADT is somewhere in between the actual winter and summer measurements of roadway traffic. A map of AADT on Old Town's roads is shown as Figure 6-5.

### High Crash Locations

MaineDOT has identified two high crash locations in Old Town in the three-year period between 2021 and 2023 (the most recent data available at the time of plan drafting). A high crash location is either an intersection or a stretch of road that experienced at least eight crashes during the three-year period and has a "critical rate factor" of more than 1.0. The critical rate is a comparison of the actual accident rate to the expected accident rate based on the type of road and traffic volume. A rate of more than one indicates more accidents than expected and may indicate the need for remedial steps.

| Area                                                                 | Total Crashes | Critical Rate Factor |
|----------------------------------------------------------------------|---------------|----------------------|
| Intersection of Center Street and Stillwater Avenue (at top of hill) | 12            | 2.03                 |
| Intersection of Brunswick and Center Streets                         | 16            | 3.19                 |

Figure 6-3: Old Town High Crash Locations (HCLs). Source: Maine DOT Public Map Viewer.

## Access Management

Access management is important because it helps both drivers and pedestrians anticipate where motor vehicles will enter and exit businesses, and minimizes the number of conflict points between pedestrians, bicycles, and motor vehicles. MaineDOT has developed a set of access management rules to improve safety and preserve highway capacity by minimizing the number of curb cuts along a roadway. A curb cut is an entrance cut into a street curb to provide vehicular access to a driveway or parking area. Each curb cut creates a location for turning movements that increase the likelihood of an accident. Good access management reduces the number of curb cuts by limiting the number of allowed entrances that are available to each parcel of land, encouraging shared curb cuts by adjacent parcels, and replacing multiple driveways with a single access road.



On Routes 2, 2A, 43, 16, and 116, outside the Urban Compact Area, a driveway or entrance permit is issued by the DOT Region Office in Bangor. Inside the Urban Compact Area and on local roads, the City issues driveway and entrance permits.

The City's development review standards outlined in the Zoning Ordinance include several standards for the number of driveways/entrances allowed per lot (typically one, unless the proposed use generates 100 or more vehicle trips per day, in which case two points of entry and two points of egress onto a single roadway may be allowed), sight distances, and for the location and spacing of entrances. In addition, the Planning Board may ask applicants for turning movements, queuing information, and full traffic impact analyses as part of their application for site plan or subdivision review.



Figure 6-4: Old Town Bridge Locations & Ratings. Source: Maine DOT Public Map Viewer



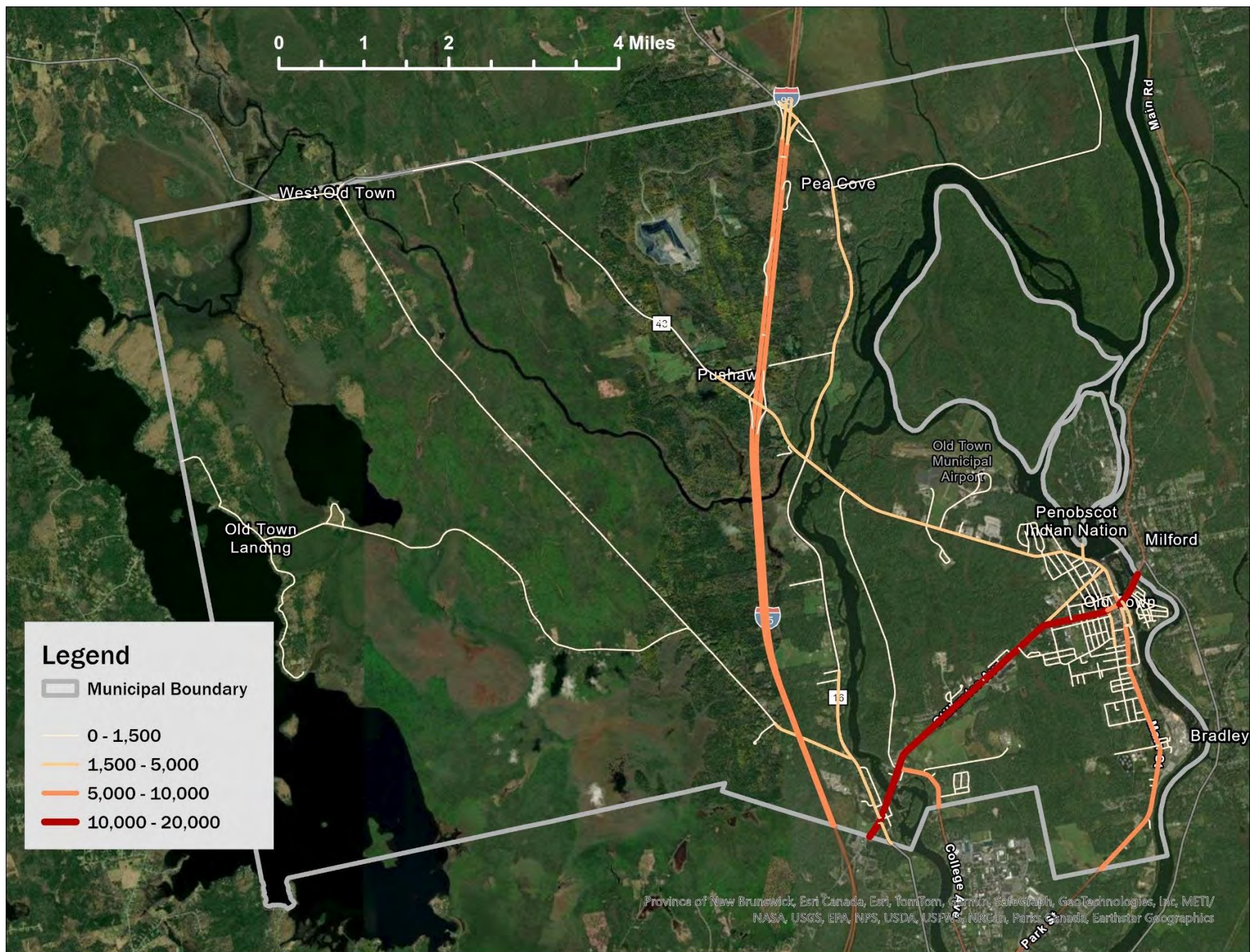


Figure 6-5: Old Town Annual Average Daily Traffic (AADT) Counts (2022). Source: MaineDOT Public Map Viewer



## ***Road Design Standards***

The design of highways, streets, and roads is highly important for user safety and the maneuverability of vehicles. Quality roadway design directly impacts the user experience, and roads themselves are a key contributor to the development and growth of the local economy. It is important for roads to allow the creation of a network of interconnected streets, rather than many cul-de-sacs off of one central roadway. Road design can support alternative transportation (such as biking or walking), but only if they are thoughtfully designed with all users in mind.

In Old Town, new local streets are primarily created as a result of the development of residential subdivisions. These streets must follow standards set out in Chapter 17 of the Town's Ordinances related to Streets and Sidewalks. Referred to as "local" or "local rural" streets (depending on the zoning district in which they are located), these streets must include a minimum 22-foot-wide paved surface centered within a 60-foot right-of-way. On local streets, a 5-foot-wide sidewalk is required to be located on one side of the street.

Dead-end streets are allowed, however, if they exceed 1,000 feet in length to the start of the cul-de-sac, they must be reviewed by the Fire Chief for fire safety concerns. The Fire Chief will make a recommendation to the City Council prior to acceptance.

New streets serving commercial uses or industrial uses (referred to as "service" roads), require a 24-foot paved surface within a 60-foot right-of-way, with a 5-foot-wide sidewalk on one side. A separate set of standards applies to new arterial roads, which requires a 24-foot paved surface within an 80-foot right-of-way, and 6-foot-wide sidewalks on both sides of the street.

The City does not have any adopted Complete Streets Policy or requirement to construct bicycle facilities along new roads or during improvements to existing roadways.

## ***Active Transportation***

Active transportation is human-powered mobility, such as walking or biking. This is an integral part of any efficient transportation network.

In Old Town, sidewalks are primarily concentrated in and around the downtown area and other urbanized portions of the community. Sidewalks are repaired and upgraded by the City on an "as needed" basis.

The 1995 Comprehensive Plan noted a serious sidewalk deficiency along Stillwater Avenue. At that time, sidewalks existed on the south side of Stillwater, from the urban area as far as the Old Town Plaza (where it stopped); sidewalks on the north side beyond the intersection with Center Street did not exist. The lack of sidewalks at that time had been identified by BACTS as a safety hazard as numerous pedestrians traveled along the north side of Stillwater Avenue. In 2013, during improvement and reconstruction of a portion of Stillwater Avenue, a sidewalk was added between Abbott Street and College Avenue. This sidewalk extends all the way to the town line with Orono. There are some major access management issues as a result of oversized / wide curb cuts in this area, but overall these sidewalks are an improvement over prior conditions. At this point, the biggest sidewalk deficiency in this area exists along the frontage of the Old Town Plaza, which is a major shopping center for Old Town (and surrounding communities).

### *Schools*

The public schools in Old Town are all connected to sidewalks. The High School is located on Stillwater Avenue in a predominantly residential area of the community, and sidewalks are available along Stillwater Avenue. There are also trails behind the High School that connect to surrounding residential neighborhoods. J.A. Leonard Middle School is likewise located in a predominantly residential area (accessed via Oak Street) and there are sidewalks along both sides of Oak Street. There is also a connector road from the Middle School to Lincoln Street and Perkins Avenue. There are sidewalks along Perkins Avenue and this connects you to a broader trail system that extends to the YMCA, the Elementary School, and onward all the way to the University of Maine, running parallel to Stillwater Avenue.

While the Elementary School property is serviced by sidewalks along Stillwater Avenue, this portion of Stillwater Avenue is a three-lane road that tends to be unsafe for students to traverse on their own, so the trail system in the rear of the property is especially important for encouraging safe walking and biking paths to school.

### *Downtown*

Most sidewalks along Main Street in downtown Old Town are wider than five feet (the minimum requirement for ADA accessibility). Streets perpendicular to Main Street (e.g. Center Street, Middle Street, Stillwater Avenue) also have sidewalks available, but in many places there are utility poles that block full access.

### *Bicycling and Off-Road Trails*

Publicly accessible trails and bicycle facilities are located throughout the community. All City-owned trails are intended to be multi-purpose trails for bicycling, walking, and even cross-country skiing. Many of these trails are paved or graveled. Trails are described in greater detail in the Recreation section of this Plan.

The University maintains an extensive trails network for bicycles, jogging, walking and cross-country skiing which extends into Old Town and connects with the aforementioned trails maintained by the City. The Old Town portion of this system extends from the University to University Park housing complex, then to an area in back of Old Town Plaza. The trail then splits, with one fork extending to Stillwater Avenue and another extending to Perkins Avenue. This trail is mostly paved and is wide and in good condition. These trails see frequent cyclist activity.

There is also a network of off-road trails which start from Davis Street (behind the High School) and traverses through property owned by the University of Maine. Trails connect all the way to College Avenue. These trails are mostly gravel but are also in good condition.

### *On-Road Cycling*

Two Maine Department of Transportation (MaineDOT) designated bicycle routes pass through Old Town: the River Loop, a 27-mile loop that goes from Bangor to Old Town, up one side of the Penobscot River and down the other, and also includes the bike path through the University of Maine campus; and the Pushaw Loop, a 44-mile loop continuing from Old Town that circles around Pushaw Lake and through woods and farmlands.<sup>4</sup> It should be noted, however, that sections of these loops are on major roadways that in some cases lack paved shoulders (and no sections of roadway have designated bicycle lanes).

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<sup>4</sup> <https://www.maine.gov/mdot/bikeped/>

In terms of roads most frequently used for cycling, Main Street, Bennoch Road, and Route 178 see frequent bicycle traffic. Bicyclists tend to avoid Stillwater Avenue from the western terminus of the multi-use path to Main Street as well as Center Street.<sup>5</sup>

## **Public Transportation**

### *Community Connector*

The Community Connector bus service is owned and operated by the City of Bangor, which cost-shares operations with the other communities served. Community Connector operates 11 routes over a 29-square-mile area in the municipalities of Bangor, Brewer, Hampden, Veazie, Orono, and Old Town. The bus currently runs on a flag-stop system (though has plans to transition to a fixed-stop system in the very near-term), and the majority of routes meet at the bus depot located at Pickering Square in downtown Bangor. The transition to fixed stops will allow for improved stop amenities (benches/shelters/lighting) and bus tracking technology integration. BACTS recently created design guidelines to encourage more coordination between municipalities, developers, and the Community Connector in designing infrastructure that is supportive of fixed stops.

### *Inter-state Bus Service*

Concord Coach is an intercity bus service that makes one round trip daily between Bangor and Logan Airport in Boston, Massachusetts, with additional stops in Brunswick, Portland, and several other southern Maine communities.

## **Passenger Rail Service**

The Bangor region is not served by passenger rail. Passenger rail has been reestablished in southern Maine, with service to and from Boston. In 2012, this service was extended only as far north as Brunswick.

## **Freight Rail Service**

Freight rail service within the region is primarily privately owned, operated, and maintained. To that end, infrastructure investment is related to market forces and business cycles with limited influence by any governmental policy or priority. Unlike much of the rest of the United States in which rail systems were established to connect regions to the rest of the country, many of Maine's rail lines were designed to link the state and its ports to Montréal.

The freight rail service operating in the region is now CSX Transportation. CSX provides rail freight transportation between the Atlantic coast of Maine to the rest of the northeast United States and on to Montréal. In Old Town, the railroad runs through Great Works (the former mill site) and stays adjacent to Main Street (Route 2) before a crossing near French Island and continuing on through Milford. Before selling the rail line to CSX, Guilford Transportation began a \$40 million rail upgrade project. CSX has continued the upgrade project.

The driving force behind the \$40 million upgrade of the line from Waterville to Mattawamkeag is the expansion of the port of St John, New Brunswick. The port expansion is intended to dramatically increase the handling of container freight at the port, and the regional rail system is poised to capture a portion of the increased container freight traffic to send through its freight

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<sup>5</sup> Data taken from the STRAVA app and compiled as part of the *BACTS – Long-Range Pedestrian and Bicycle Transportation Plan* (2019).



network in the eastern half of the U.S., which is likely to lead to increased impacts in Old Town over the coming decades.

## ***Airports***

Old Town Municipal Airport at Dewitt Field is owned by the City of Old Town and includes two small runways and a sea-plane base, along with aviation fuel stations.

The closest airport offering passenger flights is the Bangor International Airport, located about 10 miles from Old Town. This airport provides passenger service to the region and serves as a transit point for commercial and international flights. It is also home to the 101st Maine National Guard Air Refueling Wing. It has all-weather access, an 11,440-foot runway, an instrument landing system, and the ability to handle any aircraft flying today.

The airport is located within the Industrial 2 (I-2) zoning district, with a maximum building height of 35 feet, consistent with Federal Aviation Administration (FAA) height maximums and the City's Airport Master Plan. This height limit is designed to protect airspace on the approach to and departure from the airport from being intruded upon by large buildings. Additionally, the FAA is required to review projects within airport approach areas outside of the I-2 district.

## ***Commuting Patterns***

According to 2022 Esri population data, there are 3,531 jobs located in Old Town. The US Census Bureau estimates that about 35.7% of these are held by Old Town residents. The remainder commute to Old Town from outside of the community. The highest density of jobs is Hannaford (on Stillwater Avenue), followed closely by Old Town Canoe Company / Johnson Outdoors (on Gilman Falls Avenue). Other top employers (those with more than 50 employees) include Labree's Bakery, RSU34 (the local public school system), and John T. Cyr & Sons.

Old Town residents who commute out of town for work are primarily headed toward Orono, Bangor, Brewer, or other nearby areas. About 24% of the community works in educational services, primarily for either RSU34 or the University of Maine, making for short commutes. About 18% of Old Town residents travel less than ten minutes to work, 66% travel between 10-30 minutes, and the remainder (16%) travel longer distances.<sup>6</sup>

The average commute time for Old Town residents is 19 minutes, up just slightly from 2012 when the average commute time was 18 minutes. 76.5% travel by car, truck, or van, with 67.8% driving to work alone and 8.7% of people carpooling. Commuters using other means of transportation primarily took a taxi or "other means" (undefined by the Census Bureau) (1.6%), walk to work (0.9%) with small percentages using public transportation (0.4%). Over 20% of workers work from home, up from just 2% in 2012.<sup>7</sup>

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<sup>6</sup> U.S. Census Bureau. "Commuting Characteristics by Sex." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801, 2023.

<sup>7</sup> U.S. Census Bureau. "COMMUTING CHARACTERISTICS BY SEX." American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0801, 2023.

## **Local Transportation Plans**

A brief history of transportation planning in Old Town over the past 10 years is included below.

- In 2017, the City of Old Town (with funding from the Bangor Area Comprehensive Transportation System (BACTS) and cooperation from neighboring Orono and the University of Maine) undertook a study of the Stillwater Avenue Corridor. This study dovetailed with efforts by MaineDOT, who were then working on the design plans for the replacement of the Stillwater River bridge. This study provided conceptual plans and recommendations related to improving intersections throughout the corridor (namely through the replacement of antiquated equipment), general geometric improvements to turning movements within intersections, reconstruction of confusing and dangerous intersections (e.g. the intersection of College Avenue and Stillwater Avenue), enhancing pedestrian safety, and adding bicycle lanes to allow bicyclists to be more visible to vehicular traffic. Many of these improvements are now being implemented with the current construction going on as of late-2024.

## **Regional Transportation Plans**

### *Maine Department of Transportation*

MaineDOT is responsible for setting the transportation goals for the State. To do so, they work with all of the State's transportation organizations and local governments as well as other interested parties. In 2024, MaineDOT released its Family of Plans, a set of multimodal transportation planning documents that lay out the department's vision for Maine's transportation system. The documents present recommendations for how to achieve the vision and lay out specific implementation steps.

The Family of Plans is centered around the *Long-Range Transportation Plan (LRTP)*, a high-level plan for addressing the needs of Maine's multimodal transportation system over the next 20+ years. The *LRTP* looks at the system as a whole, with each mode of transportation making up one piece of the multimodal whole working to move Maine. Other plans provide more specific guidance focused on a single mode: active transportation, aviation, rail, and transit. These complement other key MaineDOT plans and studies.<sup>8</sup>

MaineDOT financially supports and partners with Maine's Metropolitan Planning Organizations (MPOs) to coordinate and provide outreach to local governments, and to work directly with communities and local officials on transportation planning activities on what is known as the "federal aid system." The Bangor Area Comprehensive Transportation System (BACTS) is the regional transportation planning organization for the greater Bangor region, including Old Town.

### *BACTS Metropolitan Transportation Plan, 2023-2043*

This regional transportation plan for the greater Bangor region considers a variety of recommendations that would enhance economic development of the region (implementing strategies to attract in-migration to the area), enhance public transportation in the region,

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<sup>8</sup> For more information, visit: <https://storymaps.arcgis.com/stories/27763afe326645c285cb1d726ee68cae>

encourage municipalities to adopt Complete Streets Policies and promote alternative modes of transit, and more.<sup>9</sup>

### *BACTS – Long-Range Pedestrian and Bicycle Transportation Plan*

In 2019, the BACTS Policy Committee adopted a Long-Range Pedestrian and Bicycle Transportation Plan. This was intended to be a compendium to the Metropolitan Transportation Plan but focusing specifically on bicycle and pedestrian transportation in the region. This plan provides a variety of prioritized, community-specific pedestrian and bicycle improvements as well as general bicycle and pedestrian design improvements.<sup>10</sup>

In terms of pedestrian recommendations for Old Town, this plan recommended the following:

- Stillwater Avenue Sidewalk (starting on the side from the YMCA entrance to Old Town Elementary School) – This segment will allow residents of Old Town’s largest neighborhood to walk their children to school.
- Stillwater Avenue Sidewalk (from the YMCA entrance to Center Street) – This segment creates a continuous sidewalk on this side of Stillwater Avenue, which is the side that is most frequently accessed.
- Main Street Sidewalk (east side from Orono to existing sidewalk)
- Bennoch Road Sidewalk (west side from Orono municipal boundary to Stillwater Avenue)

In terms of bicycle improvement recommendations for Old Town, this plan recommended the following:

- Stillwater Avenue shoulders (from the I-95 southbound off ramp to the YMCA), though it was noted that there are likely constraints with right-of-way
- Perkins Street Neighborhood Byway (traffic calming, pavement markings, and signage in the area)
- Brunswick Street Neighborhood Byway (traffic calming, pavement markings, and signage from Perkins Street to Stillwater Avenue)
- Center Street Shoulders (over the bridges to Milford). Two of Old Town’s three bicycle crashes occurred in this segment, though it should be noted that the existing bridges over the Penobscot River limit widening – still, at least one of these bridges may be in need of replacement in the near-term and widening should be heavily considered.
- Main Street Shoulders (from Stillwater Avenue to Fourth Street), though the proximity to the river may present challenges.

## **Parking**

Parking is accommodated in Old Town by a combination of public parking lots, private parking lots, and on-street parking. Off-street parking is required for all new developments (residential and commercial), except that in the Downtown Commercial (C-1) Zone, the Planning Board may reduce or eliminate the parking requirements if a municipal parking lot is located within

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<sup>9</sup> This plan is available online here: <https://storymaps.arcgis.com/stories/f36ea68bf60a44a5bd8aef8ba028eefd>

<sup>10</sup> This plan is available in its entirety online here: <https://bactsmo.org/wp-content/uploads/2021/06/BACTS-Long-Range-Pedestrian-and-Bicycle-Transportation-Plan.pdf>



400' of the lot containing the structure, and the Planning Board finds that the lot has the capacity to handle additional demand.

### *Municipal Parking*

There are four municipal parking lots with public parking within Old Town's downtown, which together contain more than 650 parking spaces. In addition, there is marked on-street parking available on the majority of Main Street from Stillwater Avenue to Center Street. On-street parking resumes on Main Street after the intersection and is available at regular intervals until the intersection with Chester Street. There are also five marked on-street parking spots available on Middle Street, marked on-street spots available on Brunswick Street, and on-street parking allowed on Water Street between Center Street and Main Street.

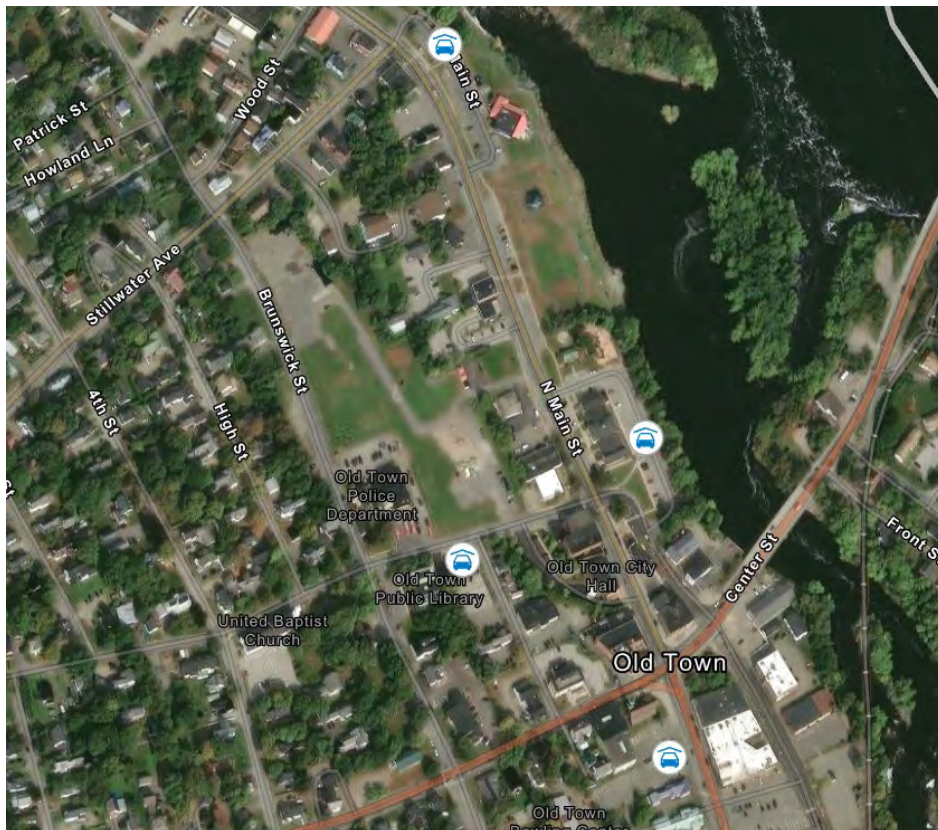


Figure 6-6: Downtown Municipal Parking Lots

### *Parking Requirements for New Development*

The City's Zoning

Ordinance, Section 104.11, regulates off-street parking requirements for new developments and re-use of existing buildings. The standards require a minimum number of parking spaces based on land use. The parking space requirements include some variation by zoning district – namely, the C-1 zone, where developments may take advantage of existing public parking within 400' of the property boundary.

New dwelling units must provide two parking spaces per dwelling unit. Exceptions are available with Planning Board approval, but in no case shall the number be less than one per dwelling unit (except for elderly or congregate housing, when the number may be reduced to one space for every three dwelling units).

### *Identified Parking Issues*

In the 2015 Downtown Revitalization Plan, a lack of parking was noted as a weakness of Old Town's downtown. However, this may be a problem more of parking management rather than a lack of overall parking spaces (given that there are more than 700 in and around the immediate downtown). The largest demand for parking occurs on Thursday, Friday, and Saturday nights. facilitation of shared parking agreements with private parking lot owners

could be a way to manage the existing parking demand and is discussed more in the Issues and Opportunities section, below.

In addition, the circulation in existing parking areas has the potential to create serious problems. Angled on-street parking, such as that along Main Street near Binette Park, has been identified by the Federal Highway Administration as unsafe and has been abandoned in many communities in favor of parallel parking spots. This is mainly because of concerns with visibility for parked vehicles backing out into Main Street traffic. Because of the nearby park, high concentrations of pedestrian activity in the area also creates the potential for conflicts between pedestrians and vehicles.

## ***Issues & Opportunities***

### ***Opportunity: Promoting Interconnected Streets***

As noted above, the City's subdivision regulations do not require the new street interconnectivity, and Sec. 18-78 actually requires the Planning Board to find that streets within subdivisions have been designed to "discourage movement of through traffic." However, studies have shown that there are many disadvantages to dead-end streets for the homebuyer, the developer, and the community as a whole. First, dead-end streets impede circulation through a neighborhood or area of town for both emergency response and public works personnel. They likewise limit the choice of routes and tend to limit modes of travel by encouraging automobile use since, unless there are separate pathways, travelers are directed to arterial streets rather than a network of local streets favored by walkers and bicyclists. Finally, they tend to cut off the development potential of land just beyond the dead-end, encouraging instead a leapfrog pattern of development into areas farther from local utilities and services.

The City's 2016 Comprehensive Plan recommended amending ordinances to ensure that they promote the development of new interconnected roads on Marsh Island and avoid the development of dead ends in the more rural areas of the community. This action was related to the policies "safely and efficiently preserve or improve the transportation system," "promote fiscal prudence by maximizing the efficiency of the state or state-aid highway network," and, finally "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."

It is unclear why this action was never formally adopted, but inclusion of a similar action would be an opportunity to promote and foster interconnected growth in the community into the future.

### ***Opportunity: Adoption of a Complete Streets/Vision Zero Policy***

Old Town does not currently have an adopted Complete Streets Policy. Such a policy would ensure that proposed improvements to public streets would need to ensure that streets are designed to work for all people and modes of transportation including bicyclists, motor vehicles, pedestrians, and public transportation riders. Such a policy is becoming increasingly popular in Maine communities and would require the Public Works Department and City Council to, at minimum, consider as part of proposed improvements any potential changes that would also make the streets safer for all modes of transportation (not just vehicular).

It should be noted that Toolkit #5 of Penobscot Climate Action also recommends the adoption of a Complete Streets Policy. Old Town's Complete Streets Policy should explicitly

define the cost threshold at which including robust facilities for pedestrians and persons riding bikes is not feasible. The Bicycle Coalition of Maine encourages municipalities to include bike/pedestrian facilities when doing so accounts for no more than 20% of a project's total cost.

In addition to the above, many municipalities are also adopting Vision Zero policies, a guide to eliminating all traffic fatalities and severe injuries in the community while increasing safe, healthy, equitable mobility for all. BACTS was recently awarded a Safe Streets for All (SS4A) grant to create individual Vision Zero Safety Plans for each of their member communities. Part of the planning process will involve creating demonstration projects. Once these plans are complete, municipalities such as Old Town can then apply for implementation grants through the same program. These are large grants that support implementing recommendations from the Vision Zero plans.

#### *Opportunity: Shared Parking Arrangements*

Parking in the municipal lots is not currently allowed overnight between November 1 and April 30 (about half the year). In addition, there are many private lots located within 1,000 feet of the downtown area that are unused at night. There would seem to be an opportunity for coordination between the City and/or private landowners to allow for overnight parking in lots that are currently sitting empty at night, thereby saving costs associated with the development of housing in the downtown area. At a minimum, parking alternatives should be offered in certain cases, such as where a shared parking agreement is amenable to meet the needs of multiple uses, instances where a satellite lot can be made available to accommodate a portion of the parking requirement, or when a parking demand study verifies reduced demand for vehicle parking.



# Public Facilities & Services

## **Overview**

A community's growth and sustainability is based on the provision of public services, programs, and facilities. A healthy community can rely on a broad range of efficiently provided public services. Public services range from public works and roadway maintenance to utilities like electric water and sewer to recreation programs to police and fire protection. Primarily, these services are provided by the municipality and paid for by taxes, but there are many variations and options for where to get and how to fund services.

This chapter provides an overview of the current services that Old Town provides and identifies any known gaps in services (based on either state or federal requirements or known resident desires).

## **General Government Overview**

Old Town has adopted the Council-Manager form of municipal government. Under this format, policy decisions are made by the elected municipal officers (the City Council), while the administrative and executive duties are overseen by a professional, non-partisan administrator (the City Manager). The City Manager, who is appointed and overseen by the Council, is responsible for managing the day-to-day operations of the City and implementing the policies adopted by the Council. The Council's policy role is to determine "what" the City does, and the City Manager determines "how" the policy is implemented. The City Manager, with assistance from other City staff, also assists in the Council's policy-making process with technical advice and other support.

The Council and Manager are supported by a variety of different municipal departments: Public Safety, Public Works, Culture & Recreation (including the public library), and the Airport. The offices of Finance, Assessing, Economic & Community Development / Code Enforcement, and Clerk are considered part of the "General Government" / Administration of the City.

Finally, the range of public services offered by the City is such that no small group of officials could manage them all. In addition to the legislative City Council and the quasi-judicial Planning Board and Board of Appeals, outside entities comprised of Old Town stakeholders also provide valuable input to the City Council (but have their own tasks and can make decisions independent of the municipal government).

A map of the City's public facilities is included as Figure 7-1 on the following page.

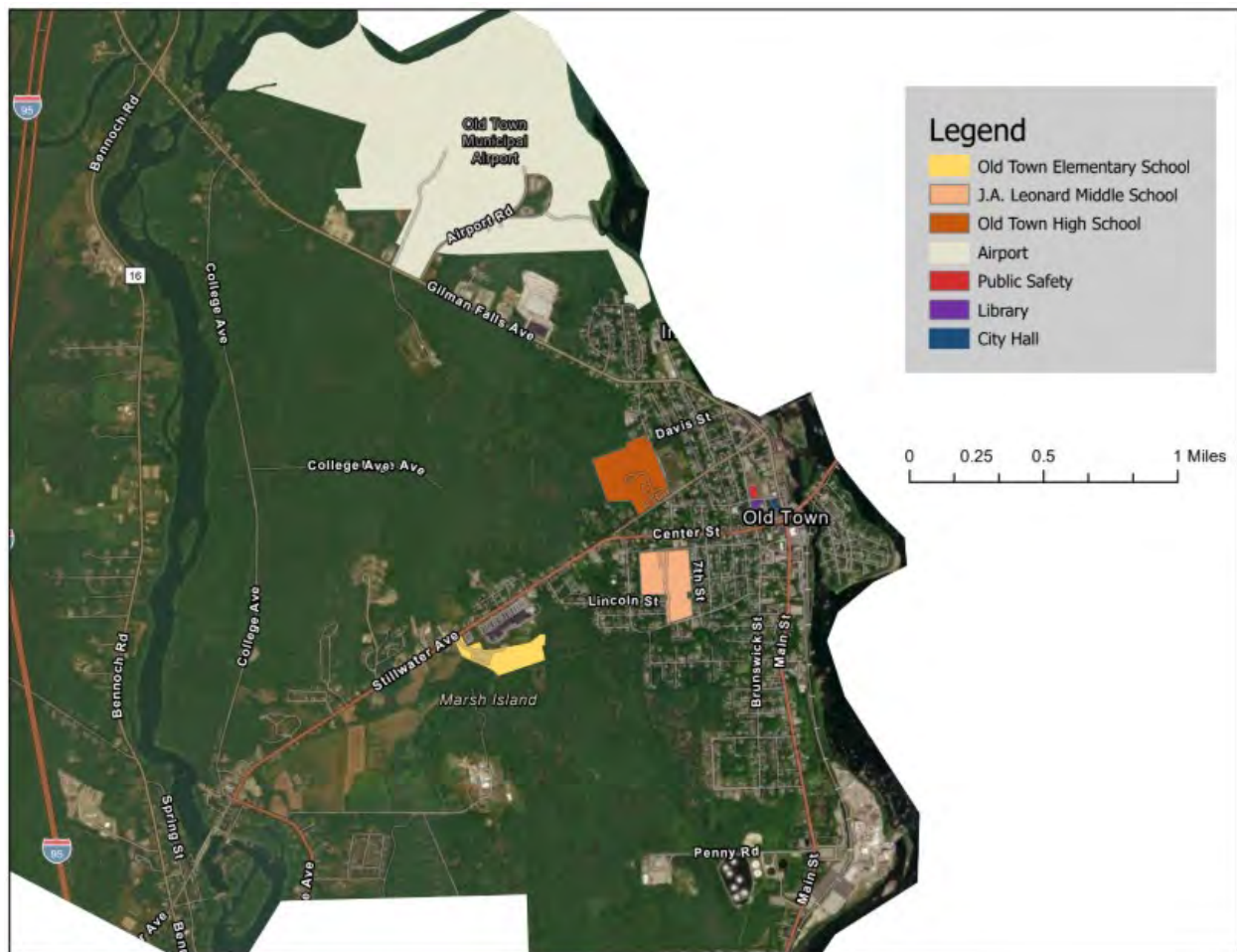


Figure 7-1: Old Town Public Facility Locations. Source: City of Old Town GIS.

## Public Safety

The City of Old Town provides comprehensive public safety and health services, including local police, fire protection, and emergency services. Both the Police and Fire Departments provide 24-hour/day emergency response. The City's Public Safety Departments share one building, 150 Brunswick Street. The total FY2025 operating budget for Public Safety was \$7,128,094. The City also engages in regional planning for emergency management, hazard mitigation, and disaster response through the Penobscot County Emergency Management Agency.

### Police

The Old Town Police Department is currently staffed with 19 full-time staff members. The **Administration Division** is comprised of the Chief of Police, Deputy Chief of Police, the Law Enforcement Administrative Specialist, and an Administrative Assistant. The Administrative Assistant is responsible for the day-to-day financial operations and overall efficiency of the Department.

When fully staffed, the **Patrol Division** is staffed with three Patrol Sergeants and nine Patrol Officers as well as a Detective Sergeant who oversees two detectives and the School Resource Officer.

The Department places particular emphasis on maintaining community relationships, mainly through:

- Non-emergency Community Conflict Resolution
- Community events
- School-based services (School Resource Officer)
- Community education and outreach

The provision of municipal law enforcement is mandated by local ordinances. Additionally, several of the functions under the direction of the Police Department are mandated functions of Maine municipalities (such as concealed weapons license processing and animal control). As of FY2025, the Department is considered adequately staffed to meet current service demands (and will be considered “fully staffed” once the two officer positions they are recruiting for are filled). As such, response time is typically less than 5 minutes from notification to response or follow-up. In 2024, the Department handled 5,954 calls for service, with 114 of these being traffic offenses.

### *Fire & EMS*

Old Town Fire Rescue is dedicated to providing comprehensive life, property, infrastructure, and environmental protection through code enforcement, public education, and the delivery of high-quality emergency care. This commitment extends to aggressive emergency response strategies, ensuring swift and effective interventions in critical situations. The Department takes a multi-faceted approach to public safety, and its dynamic code enforcement and public education initiatives empower residents and businesses with essential knowledge and skills, fostering a culture of safety and preparedness.

Old Town Fire Rescue consists of four crews, working a 24 on, 48 off, 24 on, 96 off rotating schedule. The Department provides 24/7 fire and EMS coverage to the City of Old Town, in addition to Alton, Argyle, Bradley, Greenbush, and the Penobscot Nation through mutual aid agreements, serving a total population of over 12,000. Automatic mutual aid with neighboring departments in Orono, Bradley, Milford, and Veazie strengthens the Department’s emergency response capabilities. Old Town Fire Rescue also collaborates with Alton, Hudson, and Glenburn for water tanker support outside of the areas where fire hydrants are available, ensuring ample water availability for suppression activities. In addition, the University of Maine’s ambulance service plays a significant role in supporting the Department during fire and EMS calls when resources are stretched. These cooperative agreements foster a seamless response to large-scale emergencies, disregarding municipal boundaries.

In 2023, the Department responded to 2,023 calls for service. In 2024, that number increased to 2,288. 75% of these were for emergency medical services. With an average response time to the scene (in 2024) of 5.92 minutes, the Department surpasses the national standard of seven minutes.

The Department currently has a Fire Chief, four Captains, four Lieutenants, and 16 firefighters/paramedics/EMTs. A Deputy Chief position was approved during the recent budget cycle. While the Department is able to cover most of the calls, they rely heavily on mutual aid partners (Orono and Milford) to assist with EMS calls when both ambulances are in use. Adding one more person per shift and expanding the Fire Station’s garage space would allow the Department to staff a third ambulance. This would enhance the ability to respond to calls within the defined service area while reducing reliance on outside agencies, which can be costly. The



financial impact of this would be minimal since the Department already has a third ambulance designated as a spare (there just isn't enough staffing to cover it), there is an available seventh bedroom in the station (reducing the typical expenses associated with adding personnel and equipment), and fully staffing three ambulances would likely decrease callback overtime costs.

It should be noted that the current fire station is not meeting the operational needs of the Department. The building is too small to accommodate all needed equipment, resulting in multiple pieces being stored outside of the building or in off-site locations. This can lead to delays in response time, especially in the winter, when vehicles need to warm up or be retrieved from other locations. The limited storage capacity has forced the Department to rent Conex storage boxes (which are not climate-controlled), leading to moisture damage and restricting what can be stored safely. The recently approved Deputy Chief position requires an additional office space, which the current station does not have.

In addition to space issues, the HVAC system in the building is unreliable, creating a suboptimal work environment. Persistent roof leaks have also led to mold issues and the need for tile replacements.

Based on the typical life expectancy of the Department's vehicles and the current estimated four-year build-time for new fire engines, the City will need to begin the process of ordering a replacement for Engine 371 soon. Shortly thereafter, the ladder truck (375) will need to be replaced. Proactively budgeting for these expenses and starting this process early will ensure that the Department can maintain reliable emergency response capabilities and avoid potential service gaps as a result of aging equipment.<sup>1</sup>

## ***Culture & Recreation***

In terms of cultural facilities, the City owns the Old Town Public Library and the library is funded through the culture and recreation line items on the municipal budget. The Old Town Public Library was built in 1904 on donated land at the corner of Middle and Brunswick Street with funds from a Carnegie Foundation grant. After decades of planning and fundraising, the Library was expanded and renovated to its current size in 1991. The Library has ample parking, in two lots adjoining both the front and back entrances, has access to a larger city parking lot adjacent to the library's Middle Street lot, for overflow parking. More information on the Library's collection and offered programming is outlined in the Recreation section of this Plan.

As described below, the Public Works Department is responsible for the maintenance of existing recreational facilities (including playgrounds). Recreation programming has been, for the most part, privatized in Old Town since 2013 and is described further in the Recreation section of this Plan. Outside of recreational facilities but in line with the Public Works Department's potential responsibilities, Old Town does not currently operate, or plan to create a formal street tree program. The Public Works Department maintains in the public right-of-way.

## ***Airport***

Dewitt Field, Old Town's municipal airport, offers the residents of Old Town, surrounding communities, and transient pilots a variety of services. The airport provides a 4001' runway, 2802' crosswind runway and an 8400' water runway in the Penobscot River. The airport provides

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<sup>1</sup> Information in this section is primarily based on February 2025 conversations with the City's Fire Chief.

24-hour self-service fuel on the apron and on the waterfront, providing both 100 LL and Jet A hangar storage and apron tie downs.

Currently, Dewitt Field has four T-nested hangars providing covered storage to 32 aircraft. In addition, apron parking for 12 aircraft is provided, with additional apron expansion in progress for in 2025, which will provide an additional 22 parking spots. Dewitt Field leases out parcels of land for private hangars. At the end of 2024, the airport was leasing four lots with private hangars built on them.<sup>2</sup>

## **Public Works**

Major responsibilities of the Public Works Department include:

- Snow removal: Plowing and managing ice on more than 130 lane miles of paved roads, 18 lane miles of gravel roads, 22 miles of paved sidewalks, and a host of City-owned parking lots<sup>3</sup>
- General maintenance of the right of way: Maintaining pavement markings, street-sweeping, roadside mowing, curb repair, ditching, roadside collection of brush and leaves, and pothole patching along City-maintained roadways
- Cemetery operation and maintenance: Monument installations and grounds maintenance at City-owned cemeteries.
- Closed landfill monitoring and maintenance: Environmental monitoring, maintenance and MDEP permit compliance for the City's two landfills, one at the Gilman Falls transfer site location and the closed landfill on the Bennoch Road
- Solid waste recycling and disposal: Trash and recycling are both picked up curbside by Casella Waste Systems. Currently, trash is being diverted to the Juniper Ridge Landfill and recycling is being collected as part of Casella's Zero-Sort program.
- Equipment maintenance and repair: Operating the municipal garage and regular maintenance and repair of all fleet vehicles and equipment.
- Environmental services: Management of stormwater systems and MS4 stormwater discharge permit compliance; developing and executing environmental policies and procedures to meet and exceed State and Federally mandated environmental requirements
- General maintenance of all City-owned buildings and facilities, including parks and playgrounds
- Annual spring clean-up, leaf and brush collection and household hazardous waste collection events in the spring and early summer

The Public Works Department includes 13 full-time employees and four part-time employees. Employees include a Director, 9 full-time crew members, a part-time administrative assistant, three part-time janitorial staff, two full-time mechanics, and one full-time facilities maintenance personnel. The City garage, built in 1969, is located on Airport Road.

The City owns a variety of highway maintenance equipment (including six dump trucks, five pick-up trucks, four movers, mini excavators, skid steer, bull dozer, three loaders, a road grader, and an excavator). The City does much of its own maintenance, though contracts with private contractors are utilized for some construction projects. Equipment is scheduled for replacement

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<sup>2</sup> Airport Department Annual Report, including in the City of Old Town Annual Report (FY2024-2025).

<sup>3</sup> *City of Old Town Annual Report (2024-2025)*, page 34.

on a 10 to 15-year rotation, funded by the Capital Improvement Program. The operating budget for the Public Works Department in FY2025 was \$2,068,468 (not including solid waste or planned capital purchases), of which \$601,158 is dedicated to road and sidewalk maintenance.

## ***Solid Waste***

As noted above, Old Town contracts with Casella Waste Systems for curbside trash and recycling pick-up. Beginning January 1, 2013, Old Town adopted a “pay-as-you-throw” trash collection method. Funding for trash collection and disposal previously came from the City’s budget, supported by property taxes.

The implementation of the program had a couple of goals from the onset. First, it was designed to reduce the amount of trash that was generated by Old Town and sent to the PERC plant in Orrington to be incinerated. Second, the sales of the bag are a revenue that helps to offset the \$415,000 contract with Casella (as of FY2024) to provide curbside pickup of trash and recycling in Old Town. In 2024, bag sale revenues were budgeted at \$120,000 this past year. So, bag sale revenues reduce the tax burden by this amount.

Under a pay-as-you-throw system, residents are charged for each bag of waste, which provides an incentive to generate less: the less is tossed, the less is paid. In this way, waste collection is treated in the same way as electricity, gas, and other utilities: based on use. Special 15- or 33-gallon trash bags are purchased at various retailers in town and are \$1.50 and \$2.00, respectively.

Old Town is home to the Juniper Ridge Landfill, which is operated by the State of Maine and managed by Casella. The landfill provides for much of Maine’s solid waste disposal needs, accepting construction and demolition debris, oversized bulky waste, residue from construction and demolition debris processing facilities located in Maine, bypass municipal solid waste from Maine incinerators and the Municipal Waste Solutions waste processing facility in Hampden, wastewater treatment plant sludge, ash, and a variety of other solid wastes.

The Landfill’s solid waste footprint consists of approximately 122 acres. Sixty-eight acres were approved with the originally permitted footprint, with an additional 54 acres approved with the 2017 expansion. The landfill infrastructure includes a two mile primary access road, a maintenance/administration building, several storage buildings, a dual scale house, a former leachate storage pond now used for stormwater detention, a leachate storage tank, four leachate pump stations, multiple detention/sedimentation ponds, a construction material laydown area, a landfill gas flare, Thiopaq and Sulfa Treat gas scrubbing systems, a storage/processing pad for clean wood debris and railroad ties, and a perimeter access road.

A brief history of the Landfill is outlined below:

- (1) On July 28, 1993, James River Paper Company, Inc. was issued a license from the Maine Department of Environmental Protection (DEP) to construct and operate a 68-acre secure landfill, known as the West Old Town Landfill, to dispose of the James River Paper Company’s pulp and papermaking residuals.
- (2) On August 25, 1997, James River Paper Company, Inc. changed its legal name to Fort James Operating Company; this name change did not necessitate a license transfer. On October 21, 2003, the Department issued conditional approval for the transfer of licenses for the West Old Town Landfill, from the Fort James Operating Company to the



State of Maine, State Planning Office (“SPO”), with the transfer effective on the sale date of February 5, 2004.

- (3) On February 5, 2004, the State of Maine, acting by and through the SPO, and Casella Waste Systems, Inc. (“Casella”) entered into an Operating Services Agreement (“OSA”) for the operation of the West Old Town Landfill.
- (4) On April 9, 2004, the DEP approved an amendment application for an increase in the final height of the landfill and the disposal of additional waste streams. The license was subsequently affirmed by the Board of Environmental Protection (“Board”) on October 21, 2004.
- (5) In 2006, the West Old Town Landfill became known as the Juniper Ridge Landfill (“JRL”).
- (6) On January 31, 2012, the DEP approved a 9.35-million-cubic-yard expansion.
- (7) Pursuant to P.L. 2011, ch. 655, § GG-69, on July 1, 2012, the Bureau of General Services, within the Maine Department of Administrative and Financial Services (“DAFS”) became the state agency acting as the owner and licensee of JRL. NEWSME Landfill Operations, LLC (“NEWSME”), a wholly owned subsidiary of Casella, operated and continues to operate the landfill for the State of Maine, acting through BGS.
- (8) On June 1, 2017, the Board approved the construction and operation of a 9.35-million-cubic-yard expansion at JRL, to be a phased project and known as Cells 11 through 16.
- (9) Cells 11, 12, 13, 14, and 15 of the expansion have been constructed and are operational. Cell 16 is currently under construction at the time of plan drafting.

## **Water & Sewer**

### *Water*

The Old Town Water District (OTWD) provides water for domestic, commercial, and industrial uses. They also maintain fire hydrants throughout Old Town, Milford, the Penobscot Nation, Bradley, and a small portion of Orono, maintain water services, repair water mains, flush the system once per year, sample and analyze the water both at their wells and filter plant as well as in the distribution system; read meters and regularly bill accounts for water usage (residential accounts are billed quarterly while most commercial and industrial accounts are billed monthly). The Old Town Water District is governed by a Board of Trustees and is comprised of a staff of eight dedicated employees consisting of a superintendent, foreman, two office staff, two service technicians, a filter plant operator and a maintenance and repair person.

The OTWD has 3,000 customers (around 95% of Old Town’s resident population) and manages approximately 67 miles of water lines, with 333 public and private hydrants. There are currently no known issues with capacity and/or maintenance within the Old Town water system, per conversations with the OTWD Superintendent (as of February 2025). The locations of the water lines are shown on the map in the Appendix.

Public water comes from five gravel-packed wells: three on Spring Street and two on Bennoch Road. All of the water is treated at the Spring Street filter plant with chlorine to protect against bacteriological contaminants and fluoride to promote dental health.<sup>4</sup>

Per conversations with the OTWD Superintendent as part of the drafting of this Plan, the only water line expansion planned for the foreseeable future is the College Avenue to Penny Road Loop. The project extends a 12-inch water main from College Avenue across University-owned property extending to Penny Road (near the southern end of Main Street). This project has been

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<sup>4</sup> <https://www.oldtownwater.org/2023ccr.pdf>

in the works for several years but is currently contingent upon funding being obtained. Once built, the project will increase water flows to the Penny Road and south Main Street area.

### *Sewer & Wastewater*

Sewer and wastewater in Old Town is managed by the Waste Water Pollution Control Department. The Old Town Water Pollution Control Facility (WPCF) is a fixed film, secondary treatment wastewater facility, utilizing Rotating Biological Contactors (RBCs). The facility was constructed in 1975 and upgraded in 2003. With the completion of the upgrade, the WPCF is now capable of providing full secondary treatment for an average daily flow of 1.7 million gallons of wastewater per day (GPD), with a capacity of up to 4.7 million GPD of flow. When the flows are over that capacity, they are diverted to the CSO primary clarifier. This clarifier can handle up to 7,000 gallons per minute or 10 million GPD, so the total daily capacity at the plant is actually a little over 11,000 gallons per minute or 14 to 15 million GPD.

The City of Old Town's wastewater collection system contains approximately 25 miles of sewers, 500 manholes, and six pump stations. It serves both commercial and residential interests, with approximately 1,900 Old Town resident accounts (including parts of the Stillwater section of Old Town) and approximately 680 Milford users utilizing the system. Portions of this collection system date back to the 1890's and as such are subsequently discharged via three licensed combined sewer overflows (CSOs), two to the Penobscot River and one to the Stillwater River. The CSO locations are mapped in the Natural & Water Resources section of this Plan.

The Maine Department of Environmental Protection (MDEP) oversees the licensing of CSOs and is consistently trying to get CSO communities to improve their sewer collection systems. At the time of plan drafting, the City was in the midst of a CSO Master Plan Update. While this was not yet approved, sewer improvement upgrades are likely to be recommendations – to what extent is still to be determined.<sup>5</sup>

Operations at the plant consist of laboratory testing, equipment and building maintenance, process control, and solids handling. The facility is staffed with seven employees: a Superintendent, an Assistant Superintendent, four Assistant Operators, and one Office Manager. WPCF operations are in large part dictated by regulatory requirements and generally accepted best practices for safe and environmentally sound wastewater collection, treatment, and disposal. It is likely that operations and capital investments will need to adapt in the very near term to address the changing impacts of climate change and likely regulatory shifts focused on mitigating the environmental and public health impacts associated with PFAS, arsenic, and mercury.

The City's Future Land Use Plan lays out a desire for capital improvement funding to flow towards designated growth areas, with sewer expansion falling under this category. Federal funding has been received to expand public sewer up Penny Road, which unlocks additional development opportunities in that area. Expansion of sewer is expensive, so the City aims to encourage development within or adjacent to the growth area where service already exists, or where minimal expansion would be needed to accommodate development.

The locations of sewer lines are shown in Figure 7-2, on the following page.

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<sup>5</sup> Per conversations with the Water Pollution Control Superintendent (February 2025).



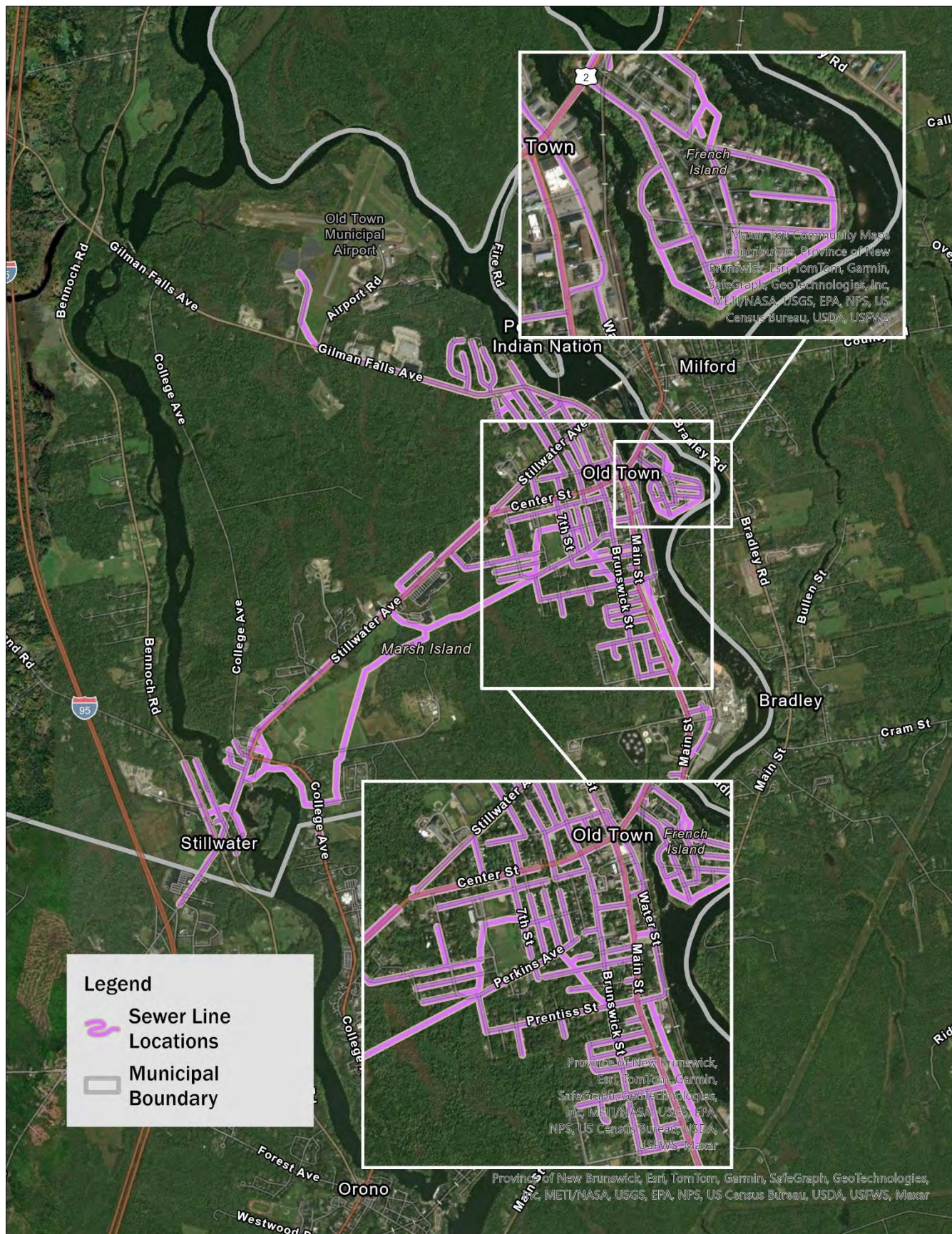


Figure 7-2: Old Town Sewer Line Locations. Source: City of Old Town WPCF Department.



### *Septic Systems*

Any private septic system located in Old Town must follow the State of Maine Subsurface Wastewater Disposal Rules and the State Plumbing Code. Septic systems must receive a permit through the Local Plumbing Inspector (currently the Code Enforcement Officer). Domestic septic tank waste is removed by private haulers at the sole cost of the property owner. Additional information on septic systems, including the location of overboard discharges in the community, is provided in the Natural & Water Resources section of this Plan.

### *Stormwater Management*

The area of Old Town generally southeast of Stillwater Avenue (along with a portion of University-owned land on the other side of Stillwater Avenue near the intersection with College Avenue) is part of Bangor Metro's urbanized area<sup>6</sup> and is a so-called "Small MS4 community" (a municipality with a regulated Municipal Separate Stormwater Sewer System, or MS4). "Separate" refers to a stormwater system that is separate from the sewage collection and treatment system. It includes all of the streets, gutters, ditches, catch basins, and other channels owned by the City that collect and convey stormwater to streams, rivers, and other state waters.

Old Town, like most MS4 communities, is licensed to allow stormwater to be discharged to water bodies. The license is in the form of a General Permit issued by the Maine DEP every five years. The most recent permit was issued by the Maine Department of Environmental Protection (MDEP) on October 15, 2020, to be effective between July 1, 2022 through June 30, 2027. To be in compliance with the General Permit, the City must undertake a variety of Best Management Practices through its operating procedures, the regulation of development, the collection and treatment of stormwater, education/public outreach, and other practices aimed at reducing and treating the flow of stormwater to water bodies. These efforts are described further in the City's adopted Stormwater Management Plan (SMP), adopted in 2021 but revised regularly.<sup>7</sup>

In more rural areas where storm drains are not available, stormwater is typically managed by the roadway crown directing water to vegetated ditches adjacent to the roadway, where the ditches will then convey water to a downstream outlet.

The impacts of future development on the stormwater system primarily depend on where future growth occurs in the community. Redevelopment of existing, in-town sites can reduce impervious surface coverage and integrate new green infrastructure and low-impact development features. These design strategies can mitigate runoff from buildings and parking lots and improve water quality. On the other hand, the development of undeveloped or rural sites will increase local runoff and decrease water quality, even if green infrastructure and low-impact development strategies are employed. This is discussed in greater detail in the Water Resources section of this Plan.

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<sup>6</sup> An urbanized area is a classification of the U.S. Census Bureau that is based on population density and amount of concentrated development – both of which are factors that result in increased stormwater volume and pollutant load to receiving waterbodies in the area. The U.S. Environmental Protection Agency (USEPA) and MDEP began regulating communities for their stormwater discharges using the urbanized area criteria in 2003. The City of Old Town became regulated in 2003 based on the 2000 census. The City of Old Town encompasses a total land area of approximately 43.25 square miles, with approximately 23% (~10 square miles) of that total area within the City's urbanized area.

<sup>7</sup> This Plan can be viewed on the City's website at [this link](#).

## Education

This Comprehensive Plan does not analyze, plan, or make recommendations relating to the school system that serves Old Town, as it is a separate entity managed by RSU34. However, this Plan does recognize the broad impact of the school system on the future of the community. The quality and offerings of the system compared with schools elsewhere in the region are a determining factor in the decisions of many families to move to Old Town or elsewhere. In fact, 25% of Old Town High School enrollment is tuition-based (with the student coming from a community outside of RSU34 – Alton, Bradley, or Old Town). The schools affect the local tax rate and the ability of families to afford to live in Old Town. They are also often a center of community activity.

For the 2024-2025 school year, Old Town Elementary School has an enrollment of 488 students. Leonard Middle School (built in 1965 but with significant renovations ongoing at the time of plan drafting) has a current enrollment of 278 and Old Town High School (built in 1955 with additions in the late 60s, late 70s/early 80s, and most recently in 2013) has a current enrollment of 531.<sup>8</sup>

Over the past 10 years, enrollment in Old Town schools has been approximately steady, except for Old Town Elementary School which has not yet recovered to pre-COVID numbers as of the 2024-25 school year. Per conversations with the superintendent, OTES has some additional capacity, but LMS and OTHS are essentially at capacity given a shift in student needs requiring classroom spaces being turned into special education rooms or decompression/relaxation spaces for those experiencing mental health issues.

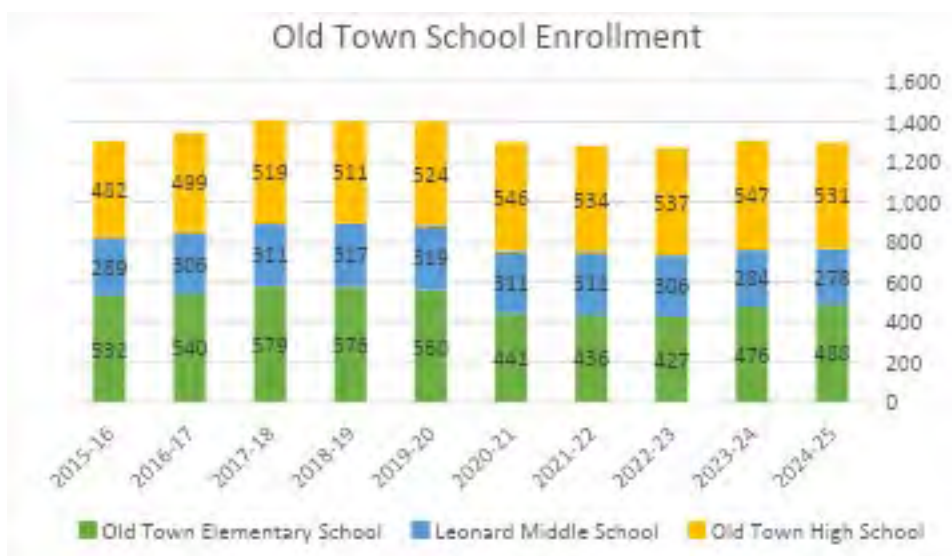


Figure 7-3: Old Town School Enrollment by School Year. Source: Maine Department of Education Student Enrollment data, based on annual October 1 certified data sets.

Based on the population and demographic trends described in this Plan (and given the recent closure of two elementary schools within the RSU due primarily to lack of enrollment commensurate with taking on needed capital improvements at those buildings), new, whole-school construction or major expansion is not anticipated during the lifetime of this Plan.

<sup>8</sup> Source: Maine Department of Education Student Enrollment Data, based on Annual October 1 certified data sets.

However, both the Old Town High School and Leonard Middle School properties are located in areas that would be suitable for more intensive residential development surrounding them, since both of the surrounding areas have access to public water and sewer, are well-served by sidewalks and other transportation infrastructure, and are within walking distance from the center of Old Town's downtown.

## **Telecommunications**

In today's world, electricity and connection to the internet are of the utmost importance in ensuring that people can effectively do their jobs, complete schoolwork, and communicate with each other. Luckily, Old Town is well suited in this regard.

### *Internet*

In 2019, OTO Fiber Corporation, a non-profit corporation formed by the City of Old Town, Town of Orono, and the University of Maine System that was focused on bringing broadband infrastructure to Orono and Old Town, issued a Request for Proposals (RFP) for the construction of a fiber optic network in and around the downtown cores of Old Town and Orono. Construction was completed by GoNetSpeed in late 2022, providing fiber internet service to more than 4,100 residences and businesses in the two communities.

### *Availability of Three-Phase Power*

In deciding where commercial areas should be located in the community, a powerful driver is the availability of three-phase power. In electricity, the phase refers to the distribution of a load (either across one or three wires). One key difference between single-phase vs. three-phase is that a three-phase power supply better accommodates higher loads. Single-phase power supplies are most commonly used in residential homes (when typical loads are for lighting or heating). Three-phase power is better for commercial or industrial facilities and higher-density residential development, all of which require more electricity due to higher loads.

One other important difference between three-phase power versus single-phase power is the consistency of the delivery of electricity. Because of the peaks and dips in voltage, a single-phase power supply simply does not offer the same consistency as a three-phase power supply. A three-phase power supply delivers power at a consistent rate.

Old Town's electricity provider is Versant Power. Though Versant Power does not provide publicly accessible maps for use within municipal planning documents, they were able to verify that three-phase power is available along priority corridors (Stillwater Avenue, Main Street) throughout the community.

## **Healthcare Services**

The region's healthcare sector is currently centered in Bangor, though there is a small presence in Old Town as well. The Helen Hunt Health Care Center on Brunswick Street is a division of Penobscot Community Health Care (PCHC). The facility was created as a rehabilitation of an elementary school around 2004. PCHC services in a variety of specialties including audiology, care management, community care and geriatrics, dental services, family medicine, health care for the homeless, laboratory services, medical specialists, mental health, optometry, orthopedics, osteopathic manipulation services, pediatrics, pharmacy, physical therapy, podiatry, speech therapy, women's health, and x-ray. Throughout the planning process, residents expressed concern about the recent closure of walk-in care at PCHC. This has left Old Town with no walk-in care services, and residents now need to travel to Bangor.



In addition, there are other specialized providers within Old Town, such as eye doctors, chiropractors, and similar, though Bangor is likely to remain the major healthcare center for the region given the presence of Northern Light Eastern Maine Medical Center, Saint Joseph's Hospital, Acadia Hospital, and the Dorothea Dix Psychiatric Center. These are all within about 10 miles from Old Town.

## ***Issues & Opportunities***

Many of the issues and opportunities related to public facilities and services are described in other sections of this Plan, including Population & Demographics, Economy, Existing Land Use, Transportation, Recreation, and Fiscal Capacity.

### *Issue: Demographic Shifts Likely to Necessitate Changes in Municipal Service Delivery*

As noted in the Population and Demographics section of this Plan, the population is projected to stay approximately steady, but demographics are expected to continue shifting. Old Town's resident population is projected to skew older in 2040, with those 65 and older being projected to grow by about 15% (or by about 198 people). This may require the need for new investment in the Library's senior recreation programs. Plus, changes in emergency response might be necessary to accommodate the varying needs of an aging population, potentially necessitating the need for increased staffing levels within the Fire/EMS Department to respond to an increase in call volume.

### *Issue: Fire Station Building*

There have been a variety of issues documented with the City's current fire station, ranging from a lack of space for expected staffing levels, mold issues, the heating system, space not providing needed room for storage, and more. A solution to these issues that takes into account both current and projected staffing and space needs will be of the utmost importance to the ability of the Fire Department to accommodate Old Town's projected demographic shifts, which will likely require the use of the third ambulance (as suggested by the Fire Chief).

### *Opportunity: Continued Long-Term Capital Improvement Planning*

There are a number of known capital investments and infrastructure upgrades needed to maintain the level of service that the community has come to expect, especially with regard to the Fire Department, the provision of recreational amenities, and transportation improvements. This is described further in the relevant sections of this Plan. Addressing any capital replacement needs of existing municipal facilities requires a strategic approach. Planning for the maintenance of existing buildings and facilities can be targeted to support and encourage new investment and development in areas adjacent to those facilities. Strategic investment in capital improvements will provide the foundation for private investment and growth in certain areas of the community. Long-term planning, such as through the Capital Improvement Plan, will be crucial in maintaining Old Town's fiscal health.

# Fiscal Capacity

## Overview

Community facilities and services, with some exceptions, are dependent on municipal revenues. The quality of services depends on a town's capacity to support them monetarily (such as through taxes and other revenues). As costs increase because of inflation or the provision of higher service levels, revenues must go up accordingly. "Fiscal capacity" is our ability to do this without serious financial impact or impact to the property tax rate.

In Old Town, Public Safety (Police, Fire, and Ambulance Service) represents the largest spending category in the FY2024-2025 budget.<sup>1</sup> General Government (City Manager, Economic Development, Code Enforcement, Assessing, City Clerk, Finance staff, etc.) makes up the second largest spending category, at about 1/3<sup>rd</sup> of the total operating budget as of FY2024-2025. (It should be noted, however, that this amount also includes all debt service for the City.) Given the importance of police and fire protection, ambulance services, and the integral municipal office staff that oversee day-to-day operations of the City, these expense categories will likely remain a priority in the future. Cost increases in products and materials due to inflation and ongoing supply chain disruption following COVID-19, as well as labor issues (including labor supply and wage demands), are likely to present challenges for the municipal budget into the future.

## Community Revenues & Expenses

A municipality's budget includes its plans for spending and how it anticipates funding those plans. These plans are based on government-wide, departmental, programmatic, and community needs and goals. By putting money behind promises and commitments (or choosing not to do so), adopted budgets reveal the priorities of the municipality.

Operating expenses, categorized by Department in Figure 8-1 at right, include all of the expenses related to operating the various Departments of the City (including salaries and benefits for municipal staff, training for staff, computer and telephone costs, and general office supplies, as well as the running of

FY2024-2025 Approved Budget Breakdown - Operating Expenses

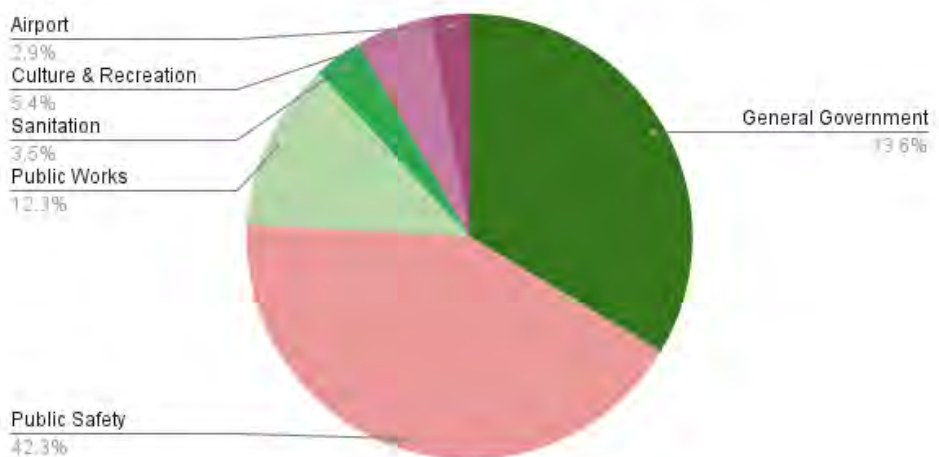


Figure 8-1: FY2024-2025 Approved Budget Breakdown: Operating Expenses by Department. Source: FY2024-2025 City of Old Town Adopted Municipal Budget.

<sup>1</sup> The operational costs noted here do not factor in the purchase of new fire trucks or police vehicles. These kinds of expenses would be included in the Capital Improvements budget.

elections, administration of programming, vehicles, and related expenses for the Departments that utilize them, and the general maintenance of roads, sidewalks, street trees, and more). Expenses in this category are shown as operating expenses.

In terms of other expenses, the debt service category would include paying off principal and interest on bonds that the City has taken for various purposes (more particularly described in the Debt Capacity & Capital Investments section, below). Finally, capital project expenses include larger projects and purchases, such as improvements to facilities outside of normal maintenance, the replacement of City-owned vehicles (fire trucks, police cruisers, plows, and other public works equipment) as well as undertaking major repaving, drainage, or bicycle and pedestrian infrastructure projects.

|                                 | <b>FY2021<br/>APPROVED</b> | <b>FY2022<br/>APPROVED</b> | <b>FY2023<br/>APPROVED</b> | <b>FY2024<br/>APPROVED</b> | <b>FY2025<br/>APPROVED</b> |
|---------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| GENERAL GOVERNMENT              | \$3,625,257                | \$4,089,496                | \$5,012,096                | \$5,050,828                | \$4,329,409                |
| PUBLIC SAFETY                   | \$4,441,366                | \$5,154,554                | \$6,030,098                | \$6,683,458                | \$7,128,094                |
| PUBLIC WORKS                    | \$1,783,821                | \$1,826,762                | \$2,150,710                | \$2,102,373                | \$2,068,468                |
| SANITATION                      | \$528,910                  | \$563,331                  | \$631,126                  | \$693,866                  | \$589,350                  |
| CULTURE & RECREATION            | \$688,969                  | \$768,188                  | \$858,036                  | \$939,299                  | \$917,397                  |
| AIRPORT                         | \$254,961                  | \$468,218                  | \$469,292                  | \$511,523                  | \$491,298                  |
| <b>TOTAL OPERATING EXPENSES</b> | <b>\$11,323,284</b>        | <b>\$12,870,549</b>        | <b>\$15,151,358</b>        | <b>\$15,981,347</b>        | <b>\$15,524,016</b>        |
| DEBT SERVICE                    | \$857,649                  | \$1,391,031                | \$1,310,412                | \$1,473,850                | \$1,336,256                |
| CAPITAL PROJECTS BUDGET         | \$878,165                  | \$821,970                  | \$1,605,379                | \$1,505,949                | \$514,900                  |
| <b>TOTAL MUNICIPAL EXPENSES</b> | <b>\$13,059,098</b>        | <b>\$15,083,550</b>        | <b>\$18,067,149</b>        | <b>\$18,961,146</b>        | <b>\$17,375,172</b>        |

Figure 8-2. Municipal Expenses by Category and Fiscal Year. Source: Adopted Old Town Municipal Budget(s).

Revenues are separated into categories which include the use of restricted TIF funds (described further in the Tax Increment Financing section, below), the use of unassigned fund balance (an account that the City typically puts money into every year in an effort to save for major unforeseen expenses or “down” times), reserve accounts (which might include previously budgeted reserve funds, grants, and revenue gained from the sale of no longer used vehicles or other municipal property), grant funds, state reimbursements/revenue sharing, and other general fund revenues (such as excise taxes paid through vehicle or boat registrations; permit fees for plumbing, electrical, and building permits; fees collected through the required registration of rental housing units; Code Enforcement application review fees; ambulance/EMS bills; and other smaller sources of revenue).



|                                                    | FY2021<br>APPROVED | FY2022<br>APPROVED  | FY2023<br>APPROVED  | FY2024<br>APPROVED  | FY2025<br>APPROVED  |
|----------------------------------------------------|--------------------|---------------------|---------------------|---------------------|---------------------|
| USE OF RESTRICTED TIF FUNDS                        | \$497,000          | \$560,908           | \$821,129           | \$743,284           | \$910,848           |
| USE OF UNASSIGNED FUND BALANCE                     | -                  | \$790,000           | \$469,000           | \$240,946           | \$107,000           |
| HEAVY EQUIPMENT RESERVES                           | -                  | -                   | -                   | \$123,200           | -                   |
| AIRPORT HANGAR RESERVES                            | -                  | \$166,500           | \$120,000           | \$100,500           | \$58,500            |
| CITY FACILITY & INFRASTRUCTURE RESERVES            | -                  | -                   | -                   | \$85,000            | -                   |
| BOND RESERVES                                      | -                  | -                   | \$400,000           | -                   | -                   |
| HIGHWAY BLOCK GRANT                                | -                  | -                   | -                   | \$400,236           | -                   |
| ECONOMIC DEVELOPMENT RESERVES                      | \$102,850          | \$166,850           | \$118,150           | \$29,850            | \$10,350            |
| STATE REVENUE SHARING                              | \$437,834          | \$1,192,862         | \$1,592,862         | \$1,363,698         | \$1,216,123         |
| OTHER ESTIMATED REVENUE                            | \$7,163,707        | \$7,896,109         | \$8,459,667         | \$10,982,609        | \$10,015,926        |
| <b>TOTAL MUNICIPAL REVENUES (W/O PROPERTY TAX)</b> | <b>\$8,201,391</b> | <b>\$10,773,229</b> | <b>\$11,980,808</b> | <b>\$14,059,323</b> | <b>\$12,318,747</b> |

Figure 8-3. Revenue Sources by Category and Fiscal Year. Source: Adopted Old Town Municipal Budget(s).

Separately, Regional School Unit (RSU) 34 creates its own budget that must be voted on by residents of the communities represented in the RSU (shown as the school/education appropriation in Figure 8-4). The City government has limited control over the RSU's budget.

Finally, the county tax assessment is based on a budget prepared by the county budget committee and controlled by the Penobscot County Commissioners. This budget includes the operating expenses associated with courts, jails, the Registry of Deeds, and more county-level services. Each municipality within Penobscot County is allocated a percentage of the total county budget, which is calculated based on a percentage of total taxable valuation in each municipality.

|                                                          | FY2021<br>APPROVED  | FY2022<br>APPROVED | FY2023<br>APPROVED  | FY2024<br>APPROVED  | FY2025<br>APPROVED  |
|----------------------------------------------------------|---------------------|--------------------|---------------------|---------------------|---------------------|
| NET MUNICIPAL ASSESSMENT (EXPENSES – PROJECTED REVENUES) | \$4,000,058         | \$3,463,800        | \$4,480,962         | \$3,385,874         | \$4,541,525         |
| COUNTY TAX ASSESSMENT                                    | \$656,950           | \$733,750          | \$885,755           | \$1,009,965         | \$1,103,373         |
| SCHOOL/EDUCATION APPROPRIATION                           | \$5,369,013         | \$5,262,440        | \$5,252,440         | \$5,744,805         | \$6,252,418         |
| <b>NET ASSESSMENT FOR COMMITMENT</b>                     | <b>\$10,026,021</b> | <b>\$9,459,810</b> | <b>\$10,629,157</b> | <b>\$10,140,644</b> | <b>\$11,897,316</b> |

Figure 8-4. Assessments by Category and Fiscal Year. Source: Adopted Old Town Municipal Budget(s).

### Tax Increment Financing

Tax increment financing (TIF) is an economic development tool used to catalyze economic development. They allow municipalities to “shelter” from state/county fiscal formulas any increases in assessed valuation (for up to 30 years) and instead keep that revenue local. The revenue can be used for locally designated economic development projects such as infrastructure investment, economic development staffing, marketing, façade improvements, and more (outlined in state law, Title 30-A, M.R.S.A. §5225).

Old Town utilizes TIFs to encourage development in the Growth Areas designated within the City’s most recent (2016) Comprehensive Plan.

## Revenue Capacity & Tax Rates

As shown on Figure 8-5, below, Old Town’s mil rate hovered at an average of \$21.85 between FY2021 and FY2023. The mil rate dropped drastically in FY2024 as the City undertook a comprehensive property revaluation in advance of that year’s commitment date. For additional context, in neighboring Orono, the mil rate was \$21.35 as of FY2025, and Bangor’s mil rate for FY2025 was \$18.55.<sup>2</sup>

|                                    | FY2021<br>(2020-2021) | FY2022<br>(2021-2022) | FY2023<br>(2022-2023) | FY2024<br>(2023-2024) | FY2025<br>(2024-2025) |
|------------------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| <b>STATE VALUATION<sup>3</sup></b> | \$482,450,000         | \$581,150,000         | \$678,150,000         | \$788,700,000         | Not yet available     |
| <b>CITY TAXABLE VALUATION</b>      | \$452,557,211         | \$463,067,819         | \$643,499,199         | \$616,273,499         | \$624,304,349         |
| <b>MIL RATE</b>                    | \$22.86               | \$21.70               | \$21.00               | \$17.70               | \$17.70               |
| <b>COMMITMENT</b>                  | \$10,026,021          | \$9,459,810           | \$10,629,157          | \$10,140,644          | \$11,897,316          |

Figure 8-5. Local Tax Information Changes. Source: Maine Revenue Services Municipal Valuation Return Statistical Summary; Old Town Municipal Budget(s).

<sup>2</sup> Per the FY2025 Tax Commitment books for these municipalities.

<sup>3</sup> Note: The State Valuation process, which takes Maine Revenue Services about 18 months to complete, begins with the compilation of a sales ratio study which measures the assessed value of residential and certain commercial properties relative to their actual selling price. However, the State Valuation lags actual market values and municipal assessments by nearly two years by the time it is final and certified (thus, the difference in state versus local taxable valuations).

## Debt Capacity & Capital Investments

The City of Old Town has significant borrowing capacity in relation to Maine's statutory limits on municipal borrowing, as shown in Figure 7-6, below.

| OUTSTANDING<br>MUNICIPAL<br>DEBT (START OF<br>FY2025) | % STATE<br>ASSESSED<br>VALUE<br>(\$788,700,000<br>AS OF 2024) | ALLOWABLE<br>AMOUNT <sup>4</sup> | MARGIN        |
|-------------------------------------------------------|---------------------------------------------------------------|----------------------------------|---------------|
| \$12,955,262                                          | 10.95%                                                        | \$118,305,000                    | \$105,359,738 |

Figure 8-6. Source: Old Town Finance Department.

While most future capital investments will likely continue to be funded with cash, the above shows that judicious borrowing can also be employed. In addition, grants and TIF funds will continue to be an important component of capital funding into the future.

## Issues & Opportunities

### Issue: Closure/Movement of Major Taxpayers

Local economic growth provides opportunities for residents and businesses, fosters general prosperity, and is necessary so that local government can provide services and facilities that meet the needs of residents and businesses. Unemployed residents need new employment opportunities, businesses need housing that suits the needs of their workforce, and local governments need a growing tax base to continue to provide adequate services and facilities, and to keep tax burdens reasonable.

Many of the costs of government, such as healthcare for employees or the costs of extreme weather events, are rising quickly and unpredictably. Government revenue can keep pace with these increasing costs only when revenue increases. The revenue that supports local government moves up and down in conjunction with economic activity within the community. For example, when a vacant lot is developed, or when a vacant commercial building is occupied by a new tenant, property tax revenue will go up. The reverse is also true: when a building does not receive regular maintenance or is left vacant for a while (also known as disinvestment), the assessed value of that property, and consequently property tax revenue, will go down.

Old Town has recently experienced the closure or movement out of the community of two major employers and property taxpayers: the ND Paper Mill (closed in 2023) and Sargent Corporation (moved their corporate offices to Orono – though they do continue to use the Old Town property for the storage of equipment). This activity is extremely important for the City to consider over the next 10 years, as ND Paper LLC and the Sargent Corporation are two of the City's three largest taxpayers as of April 1, 2024. Disinvestment in these properties would correspond to a major loss in revenue for the City of Old Town.

### Opportunity: Strategic Growth & Economic Development

While there are many different views about how government resources should be spent, there is general agreement in most communities that growing revenue that results from growth is preferable to the alternatives: reduced services, delayed projects, or higher tax burdens. These increases in local revenue are also necessary because governments have limited capability to control costs from year-to-year in response to changing economic conditions, such as the loss

<sup>4</sup> Per statutory limitations, the total allowable municipal debt as a percent of assessed value is 15%.



of a major employer or an economic downturn. Debt-service obligations reflect decisions that were made in the past to finance public facilities, and those payments must be made. Many services provided by local governments must be provided as a matter of state law (for example, education or public safety), or because they are otherwise necessary (for example, winter snow removal). Costs (such as the cost of borrowing funds, acquiring necessary labor, and purchasing needed materials) are all outside of the control of local government. A growing and diverse economy helps ensure that all of these obligations can be met in good times and in bad without substantially reducing the level of services that the local government provides to its residents and businesses.

To that end, the City must be persistent in pursuing new or enhanced revenue resources. Strategic growth and economic development can bolster the tax base without increasing the overall tax rate (and thus the burden on residential property taxpayers). For example, studies have shown that targeted infill development (characterized by smaller-scale individual projects of new building, rehabilitation or remodeling, and additions to existing structures within already developed areas) costs one-third less for upfront infrastructure and saves an average of 10% on ongoing delivery of services while generating up to 10 times more tax revenue per acre than conventional suburban development.<sup>5</sup>

#### *Opportunity: Regional Partnerships*

In addition, the City must continue to explore more efficient use of existing resources. Many municipalities across the state have begun to partner with neighboring communities to share in the costs of programming (such as regional delivery of recreation programs), capital projects, and even staffing. Old Town would be served by continually exploring regional solutions to service delivery (such as the Community Connector bus system, which is cost-shared with the City of Bangor).

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<sup>5</sup> *Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development*, Smart Growth America, May 2013.

# Natural & Water Resources

## Overview

Within Old Town's boundaries are a plethora of natural resources, including agricultural and forestry resources, many significant wildlife habitats, and wetlands, vernal pools, and waterways.

In addition to serving as habitats for a diverse range of plant and animal species, Old Town's waterways are used for a variety of recreational and economic activities. There are seven principal watersheds within the boundaries of Old Town: the Penobscot and Stillwater Rivers, Birch Stream, Judkins Brook, Pushaw Stream, Perch (Mud) Pond, and Pushaw Lake.

These watersheds as well as their ecological value, threats to water quality and quantity, and information on the City's protective measures are included throughout this chapter. Invasive aquatic species exist in Pushaw Lake, and in the Penobscot River.<sup>1</sup>

Also included within this chapter is information on other critical natural habitats and rare or endangered animal species, threats to ecosystems, and protective measures for natural and water resources.

Finally, this chapter analyzes current agricultural and forestry resources and provides recommendations for addressing some documented issues.

## Watersheds

Watersheds encompass the land areas that drain into surface waters, as well as the surface waters themselves. Surface waters are bodies of water located on top of the land (as opposed to groundwater), forming rivers, ponds, lakes, or streams. A map of the watershed areas in Old Town is shown as Figure 9-1 on the following page.

The state has had a water classification system since the 1950's, which helps to designate potential uses of waterbodies, and therefore the corresponding water quality that should be maintained for each body based on those uses. An overview of the surface water classifications is below:

- Class A: Water at the highest quality, potentially acceptable for water supply after filtration. The risk of degradation of these waters is quite small.
- Class B: Water of the second highest quality, acceptable for swimming and other recreational uses and potentially a water supply after treatment.
- Class C: Water of the third highest quality, potentially acceptable for boating or industrial water supply following treatment. While these waters still have fairly high quality, the margin for error before significant degradation might occur in these waters in the event of an additional environmental or human-made stress being introduced (such as a spill or a drought) is the smallest.<sup>2</sup>

All of Old Town's freshwater rivers and streams are currently rated Class B except for Birch Stream, which is rated Class A, per available information from the Maine Department of Environmental Protection.<sup>3</sup>

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<sup>1</sup> [https://www.maine.gov/dep/water/invasives/Maine\\_IAP\\_Map\\_2024\\_v2.pdf](https://www.maine.gov/dep/water/invasives/Maine_IAP_Map_2024_v2.pdf)

<sup>2</sup> For more information about the classification of waterbodies, see M.R.S.A. Title 38, §465.

<sup>3</sup> Per data provided in the Maine Comprehensive Plan Data Portal and Mapping Services, accessed December 2, 2024.



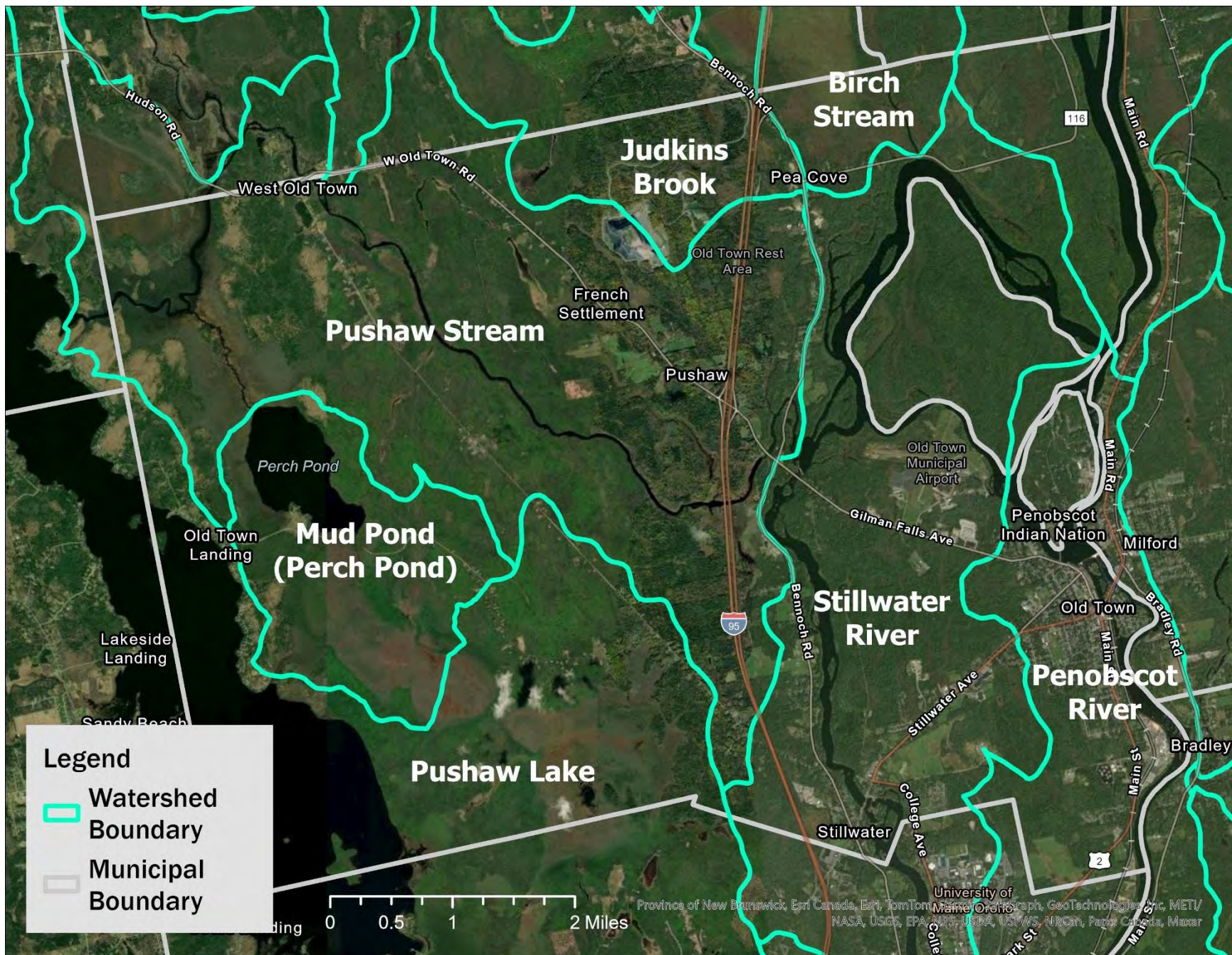


Figure 9-1: Old Town Watershed Boundaries. Source: Maine Geological Survey.



### *Pushaw Lake Watershed*

The southwestern part of Old Town drains to Pushaw Lake. Pushaw Lake extends from the Town of Hudson in the north to Orono in the south, with most of its shoreline within the City of Old Town and the Town of Glenburn. The lake has a surface area of 5,056 acres, and it flushes (“replaces”) its water an average of 1.96 times per year. It is a shallow lake, with a maximum depth of 28 feet and a mean depth of 10 feet. While the shoreline is in 4 communities (Glenburn, Hudson, Old Town, and Orono), the larger lake watershed includes 8 municipalities and an estimated 10,000 people. Land use in the watershed is primarily forest and residential, with some limited small-scale commercial uses. Land uses in this area are served by on-site wastewater disposal (septic systems).

The Maine Department of Environmental Protection (DEP) and volunteers through the Lakes of Maine Volunteer Lake Monitoring Program have been testing water samples from Pushaw Lake since 1974. Data was most recently taken in 2022. Information on transparency, dissolved oxygen and temperature, and chemistry is consistently gathered.<sup>4</sup>

Pushaw Lake supports an unusual number of rare plants and invertebrates. The lake supports intermittent sections of lacustrine shallow-bottom communities, particularly on the shoreline of the Twin Islands (closer to the Old Town Landing). Rare plants in this location include water stargrass and Vasey’s pondweed. Yellow lampmussels occur in Pushaw Stream and Pushaw Lake, and tidewater mucklets occur in Pushaw Lake. Both rare species have very similar ranges in Maine, occurring in only three watersheds statewide (Penobscot, Kennebec, and St. George). They are often found together in the same locations, and both likely occur throughout the Pushaw Lake watershed wherever suitable habitat exists. Given the state-threatened status of these two species, their limited range and distribution in Maine, and the declines experienced range-wide, protection of mussel habitat and water quality is critical to their conservation.

Pushaw Lake has multiple documented invasive aquatic species, including but not limited to Northern Pike, Black Crappie, Smallmouth Bass, and Largemouth Bass.

In addition, the lake is an important recreational and seasonal home resource, and the many seasonal (and year-round) residences there are a significant part of the City’s tax base and economy.

### *Stillwater Branch Watershed*

The community's northeast portion drains to the Penobscot River's Stillwater branch. The Stillwater Branch parts from the main stem of the Penobscot River north of Orson Island, separates Marsh Island from the mainland of Old Town and Orono, and rejoins the main stem at the southern tip of Marsh Island, just below neighboring Orono’s downtown.

The Stillwater Branch is classified as a Class B river by the Maine DEP and is noted for its flat water recreation in the summertime (flows move too fast for recreation in the springtime) and as a small-mouth bass fishery. Brook trout can also be caught here.

Land use in this watershed is primarily either residential or commercial, with the majority of properties connected to the public sewer system. The City’s industrial park and the municipal airport are also located within this watershed.

The Stillwater branch contains a number of rare plants, including MacGregor’s rye, Orono sedge (a State Threatened and Vulnerable rare plant), Long-leaved bluet, hyssop-leaved fleabane (an imperiled rare plant species (S2) and a Species of Special Concern), and the New England violet.

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<sup>4</sup> <https://www.lakesofmaine.org/lake-water-quality.html?m=0080>

### *Penobscot River Watershed*

The eastern half of Marsh Island drains to the Penobscot River, either directly or via smaller streams (each with their own small watersheds). The larger Penobscot River Watershed (encompassing all of the smaller watersheds discussed in this chapter) drains an area of 8,570 square miles, making it New England's second-largest river system and the largest in Maine.

Like all of New England's major rivers, the Penobscot was grossly polluted with untreated industrial and municipal waste for most of the 20th century, however, water quality on the main stem and lower tributaries has improved markedly since the 1970s. (The State considers the portion running through Old Town to be a Class B waterway.)

The Penobscot is home to many fish, including native brook trout, landlocked salmon, white perch, and chain pickerel. Sea-run species include Atlantic salmon, alewives, American shad, American eel, sea lamprey, striped bass, tomcod, rainbow smelt, and occasional Atlantic sturgeon. Invasive species include northern pike and smallmouth bass.

Most sea-run species except smelt and eels are found in numbers far below historic levels because of non-existent or inadequate fish passage facilities on the main stem and its tributaries, past pollution, and the loss of habitat due to dam construction. The Penobscot River Restoration Project, completed in 2016, was intended to provide unobstructed access to 100% of historic habitat for Atlantic and shortnose sturgeon and striped bass, provide access to 2,000 miles of river and stream habitat for endangered Atlantic salmon and other species of sea-run fish, and restore ecological systems that benefit native plants and animals in the river. By 2017, signs of rebound were already evident, with nearly 4,000 shad and nearly 1.2 million river herring using the Milford fish lift that year (up from essentially zero just three years prior).<sup>5</sup>

Land use in Old Town's portion of this watershed is primarily residential and commercial, with some industrial uses as well. This area encompasses Old Town's downtown core and surrounding commercial areas. A majority of the properties within this area are connected to the public sewer system.

### *Pushaw Stream Watershed*

The central portion of Old Town, including land surrounding I-95, drains to the Pushaw Stream Watershed. Pushaw Stream is a well-known fishing spot, offering largemouth bass, perch, pickerel, and invasive smallmouth bass and northern pike. While this watershed does include I-95 and the Juniper Ridge Landfill, the majority of the watershed is low-density residential or small commercial ventures focused on outdoor recreation (e.g. golf courses). All of the properties within this watershed are on private septic systems. The area contains part of a Domed Bog Ecosystem, a Vulnerable and Excellent ecosystem type.

### *Judkins Brook Watershed*

A small portion of central-northern Old Town drains to Judkins Brook. Judkins Brook is primarily based in neighboring Alton. The portion within Old Town's boundaries also includes a segment of the Juniper Ridge Landfill. The remaining land within Old Town is undeveloped, including a large property owned by the University of Maine.

### *Mud (Perch) Pond Watershed*

A small portion of West Old Town drains to Mud (Perch) Pond, a 366-acre pond. This is a small pond with a maximum depth of 12 feet. It's home to warmwater fisheries and is part of the Caribou Bog Wetland Complex, a collaboration between the University of Maine, the Orono Land Trust, the Maine Department of Inland Fisheries and Wildlife, and the Forest Society of Maine.

The Caribou Bog Wetland Complex has been identified as an ecosystem of ecological

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<sup>5</sup> <https://www.nrcm.org/programs/waters/penobscot-river-restoration-project/>

significance. Ecosystems of significance are identified by biologists from the Maine Natural Areas Program (MNAP), Maine Department of Inland Fisheries and Wildlife (IF&W), Maine Department of Marine Resources (DMR), The Nature Conservancy, Maine Audubon, and Maine Coast Heritage Trust (MCHT) for their ability to support rare plants, animals, and significant wildlife habitat. These non-regulatory areas are intended as a planning tool for landowners, conservation entities, and towns.

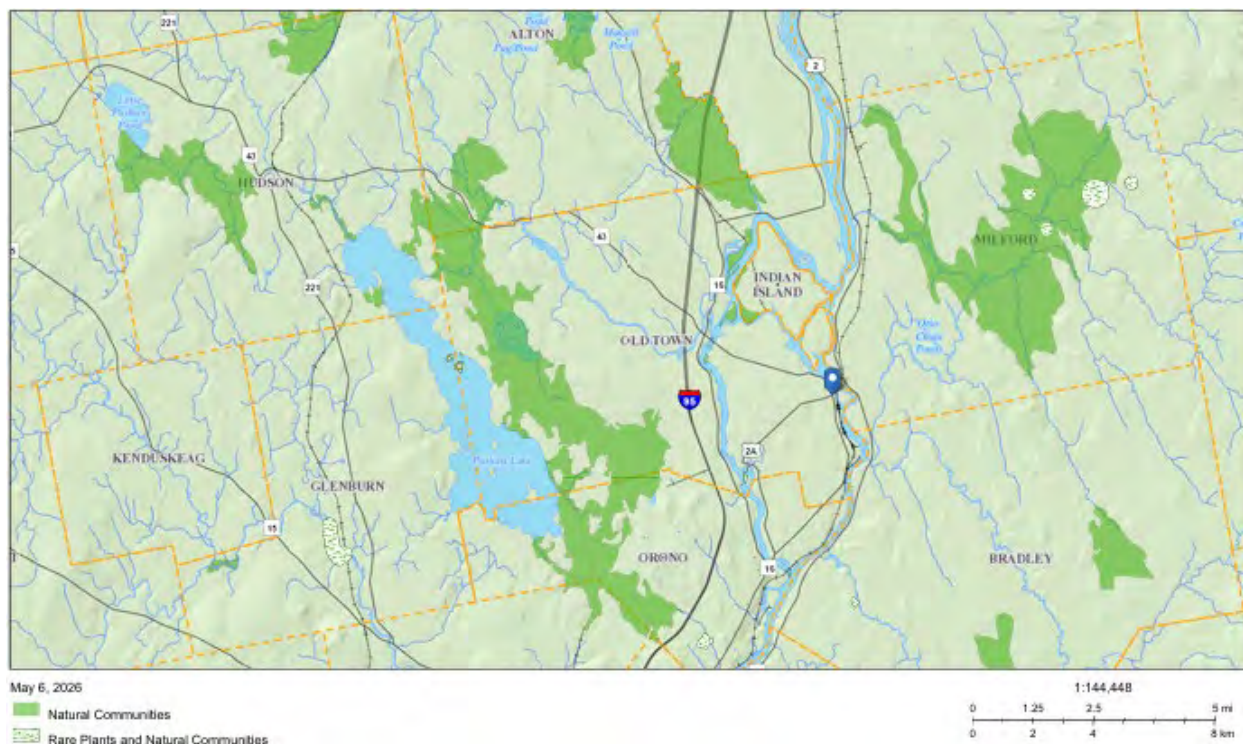


Figure 9-2: Old Town Rare Plants and Rare and Exemplary Natural Communities. Source: *Beginning with Habitat*.

Caribou Bog in Orono, Perch Pond (which was purchased by the Orono Land Trust and deeded to the University), and the adjoining Pushaw Stream wetlands together form an expansive peatland ecosystem that extends from near Stillwater Avenue in Orono, northwest along the east shore of Pushaw Lake, to Whitten Bog in Alton. Covering nearly 6,000 acres, this complex comprises one of the largest wetland systems in Maine and is one of the state's best examples of a domed bog ecosystem, which is a vulnerable natural community as classified by the Maine Natural Areas Program (MNAP).<sup>6</sup> All three domes of the bog are now permanently conserved through the efforts of the Orono Land Trust.

#### *Birch Stream Watershed*

Another small portion of central-northern Old Town drains to Birch Stream. This is a tributary stream that eventually flows to the Stillwater. This watershed also includes the Alton Bog (in the neighboring Town of Alton).

Old Town's portion of this watershed is essentially undeveloped except for roadways.

<sup>6</sup> Fact sheets about each of these communities can be found online [here](#).



## **Wetlands**

In addition to providing habitat for waterfowl, amphibians, and critical species, wetlands in the community act as a natural barrier for nearby infrastructure by storing excess water and minimizing erosion with their extensive root systems. A map of wetlands in Old Town is shown in Figure 9-3 on page 150. It should be noted, however, that this map (from the National Wetlands Inventory) was created using digital map data and is for general planning purposes only. Actual on-the-ground locations of wetlands would need to be field-verified.

### *Vernal Pools*

One type of wetland that is not picked up in the National Wetlands Inventory is vernal pools. Vernal pools are ephemeral, usually small wetlands in shallow depressions that appear during the spring and dry up during the rest of the year. Because of their hydrological cycle, they serve as critical breeding habitat for salamanders, wood frogs, and a crustacean species known as fairy shrimp. By breeding in these ephemeral pools, these species' eggs are safe from fish predators that inhabit year-round surface waters. However, they do provide sustenance for other wildlife, including waterfowl, hawks, snakes, and other predators. In 2007, "significant" vernal pools that meet certain criteria were officially recognized in Maine's Natural Resources Protection Act (NRPA) as significant wildlife habitat. The criteria relate to the numbers of egg masses of salamanders and wood frogs observed during the spring breeding season or to the presence of fairy shrimp. Development within 250 feet of a "significant" vernal pool requires a permit under the NRPA.

Significant vernal pools are shown on the habitat map (Figure 9-6).

## **Floodplains**

The rivers and streams of Maine have always overflowed their banks at times, but the damage of the flooding has increased over the decades as development has intensified closer to their shores. In the 1970s, as part of a Flood Insurance Program, the Federal Emergency Management Agency began mapping the Base Flood, also known as the 100-year flood. The 100-year flood is a statistical concept that considers both the severity of a flood and the likelihood of it occurring. In today's world, the term "100-year flood" is a bit of a misnomer, since these storms are occurring more and more frequently (and certainly more than every 100 years).

Since Old Town has opted to join the National Flood Insurance Program, the City has been provided with Flood Insurance Rate Maps that map the 100-year flood boundaries. These maps are used by communities in their regulation of shoreland areas, by financial institutions considering mortgage applications, by engineers designing roads, utilities, and bridges, and for a variety of other purposes. The maps are periodically updated as better topographic and other information becomes available. The official maps for Old Town were just updated in July of 2023.

Old Town has a few areas that are subject to periodic flooding: the area along the Penobscot River between the Forest Hill Cemetery and the Center Street bridge; the approximate area of Binette Park; Witter Farm (off of Stillwater/College Avenue); and the general Pushaw Lake-Caribou Bog area. During 100-year floods, Pushaw Lake and the bog essentially become one continuous water body, flooding Forest Avenue. The flooding along the Penobscot River and Stillwater Branch is less extensive but is important to mention because, when it does occur, it affects the most developed areas of the community.



*Image: Binette Park on the banks of the Penobscot River*

The floodplain should serve as a protective buffer between the river's waters and development. That buffer is lost or diminished when development intrudes upon it. When buildings in a floodplain are destroyed by flooding, the question arises as to whether public policy should require re-building in a more floodproof way (by, for example, elevating the structure – as the City's floodplain management standards in Sec. 104.22 currently require), or whether the better strategy is to relocate the buildings. In any case, the best management practice is to limit new floodplain development to the greatest extent practical and to zone these areas as shoreland areas accordingly.

## **Drinking Water**

### *Aquifers & Public Drinking Water*

An aquifer is a water-bearing geological formation capable of yielding a usable amount of groundwater to a well. Within Old Town, there are significant aquifers adjacent to the Stillwater River running along Bennoch Road and Spring Street. There is another significant sand and gravel aquifer at Great Works (the mill site) on the banks of the Penobscot River. These are shown in Figure 9-4 on page 151.

Old Town Water District (the public drinking water supplier for Old Town, as well as parts of Orono, Milford, Bradley, and the Penobscot Nation) receives its water from five gravel-packed wells: three on Spring Street and two on Bennoch Road. All of the water is treated at the Spring Street filter plant. Chlorine is added for protection against harmful pathogens, pH is adjusted for corrosion control, and fluoride is added to reduce tooth decay, as approved by referendum vote of the citizens of the Old Town Water District.

Regarding drinking water quality, every spring the Old Town Water District produces an annual water quality report per U.S. EPA (Environmental Protection Agency) requirements. The most

recent available report, for 2023, shows that there were no instances of regulated substances exceeding the maximum containment level (MCL).<sup>7</sup>

All of the City's aquifers have a potential groundwater yield of anywhere from 10-50 gallons per minute (GPM).

In 1996, the City adopted wellhead protection standards and an accompanying Wellhead Protection Overlay Zone in an effort to protect the public water supplies in the City of Old Town from land uses that pose a threat to the quality and/or quantity of the groundwater being extracted from wells which serve the public water system. The zoning district prohibits land uses that involve the use or handling of petroleum products and hazardous materials and has stricter standards than underlying zoning districts in order to prevent groundwater contamination. A hydrogeologic assessment may be required for activities proposed within this Overlay.

In addition, the City's Site Plan Review standards require the Planning Board to find that the sand and gravel aquifers located within the proposed development area are maintained and preserved to the maximum extent. In addition, the Board must find that the project does not adversely impact either the quality or quantity of groundwater available to abutting properties or to public water supply systems. Similar standards exist for subdivision review, where the Planning Board likewise has to find that the proposed subdivision will not adversely impact the quality or quantity of groundwater.

#### *Public/Private Water Sources*

The Drinking Water Program, overseen by the Department of Health and Human Services, implements regulatory practices and outreach to ensure safe drinking water and promote public health. The Drinking Water Program (DWP) promotes the establishment of wellhead protection plans for water supplies. DWP strongly recommends that new wells maintain a minimum 300' radius around a wellhead that is owned by a Public Water system; a larger radius may be appropriate for larger systems. The State also requires a 100-foot setback between wells and septic systems. While they appear to impede development within the immediate vicinity, these setbacks exist to protect drinking water sources from both pollution and eutrophication (a process where an excess of nutrients that have made their way into water bodies trigger algal blooms that kill off aquatic life and degrade drinking water quality).

The Drinking Water Program likewise monitors wells that are technically privately owned but which serve more than 15 service connections or serve at least 25 individuals daily at least 60 days out of the year. These usually include large employers not connected to public water, campgrounds, or mobile home parks.

There are three public water systems in Old Town monitored by the DWP. A map of these wells and their surrounding areas is included in the Appendix. The Old Town Water District's public drinking water system relies primarily on groundwater wells located along Spring Street and Bennoch Road that draw water from productive sand and gravel aquifers. While these aquifers provide an abundant water supply, the Maine Drinking Water Program's Source Water Assessment Report notes that they are also vulnerable to contamination from nearby land uses if not properly protected.

Significant threats to the City's drinking water supplies include both acute and chronic contamination sources located within wellhead protection and aquifer recharge areas. Acute

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<sup>7</sup> Annual Water Quality Report, Old Town Water District (Reporting Year 2023), available online [here](#).



contamination threats are those capable of causing illness shortly after exposure and are most commonly associated with human or animal waste. Potential acute contamination sources identified by the State include septic system leach fields, failing septic systems, manure piles, concentrated animal feeding operations, and fertilizer application areas. Chronic contamination threats are contaminants that may pose health risks after long-term exposure, even at low levels, and may originate from leaking underground fuel tanks, industrial waste disposal areas, landfills, transportation corridors, commercial chemical storage, gasoline additives such as MTBE, chlorinated solvents, pesticides, herbicides, and other industrial chemicals.

Old Town's Maine Source Water Assessment Program (SWAP) Report notes that the presence of multiple contamination sources within a wellhead protection area substantially increases the risk to groundwater supplies. Because portions of Old Town's aquifer recharge areas are located near developed transportation, industrial, and commercial areas, careful management of future land uses is important to protecting water quality. The assessment further emphasizes that future development involving hazardous chemicals, subsurface wastewater disposal, or fuel storage near public wells may increase contamination risks if not properly regulated. To reduce these threats, the State recommends continued enforcement of wellhead protection standards, management of septic systems, restrictions on hazardous land uses near wells, implementation of best management practices, and coordination between the City, the Old Town Water District, property owners, and State agencies to protect groundwater recharge areas and maintain safe drinking water supplies for future generations.



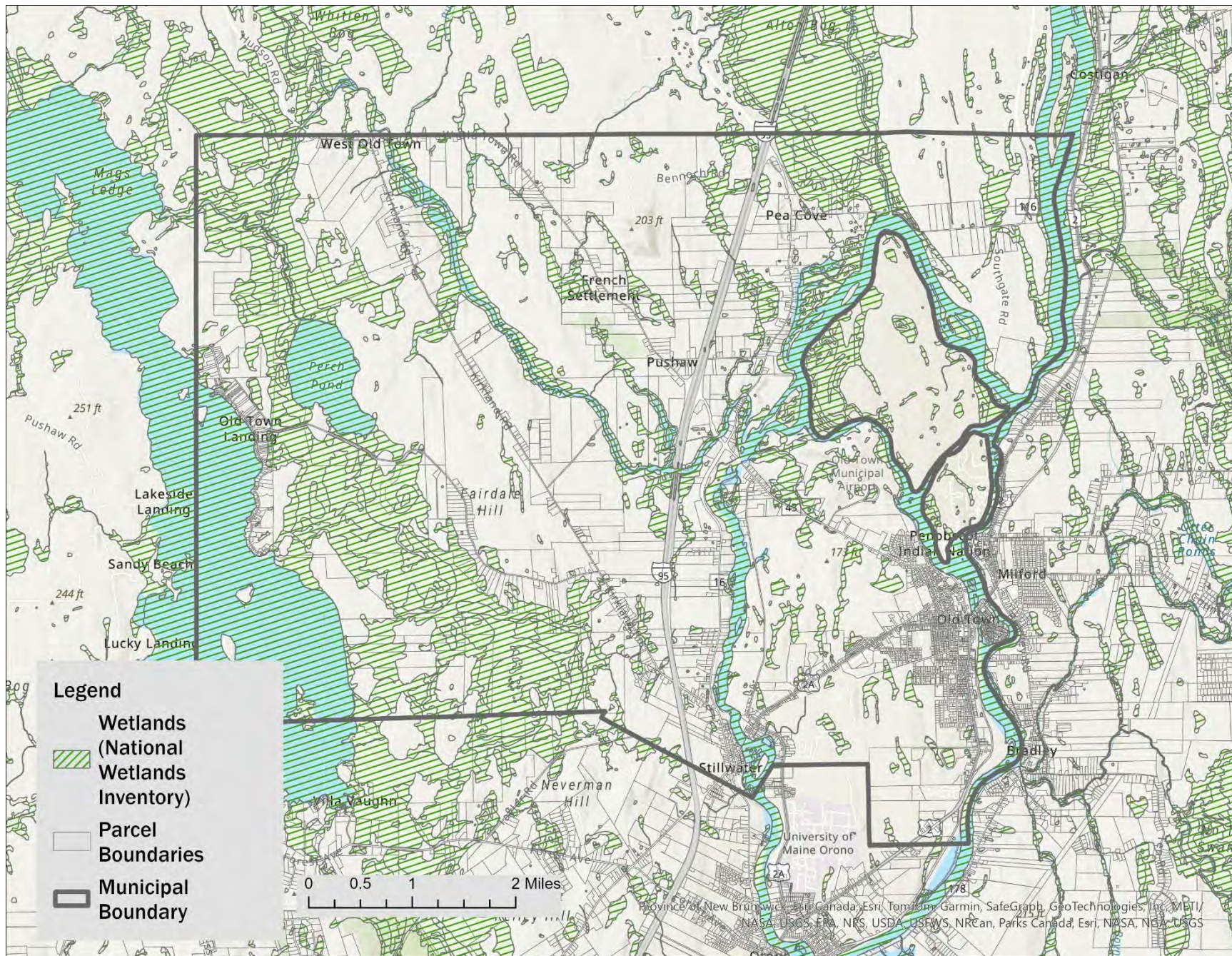


Figure 9-3: Old Town Wetland Areas. Source: National Wetlands Inventory Mapper.





Figure 9-4: Old Town Aquifer Locations. Source: Maine Geolibary



## **Significant Natural Resources**

Figures 9-5 and 9-6 at the end of this section show the location of documented habitat areas within Old Town. Currently conserved lands are shown in Figure 5-3 in the Recreation section of this plan.

### *Conserved Lands & Scenic Views*

Within the City of Old Town, there are over 4,000 acres set aside as conservation lands. All conservation land in Old Town is owned land (not just conservation easements), with the majority of conservation land being within the Hirundo Wildlife Refuge (approximately 1,800 acres). This is followed closely by lands owned the University of Maine (1,244 acres).

With respect to scenic views, Old Town's location in the Penobscot River Valley at the junction of the Penobscot's main stem and its Stillwater Branch brings with it scenic views that enhance the City's recreational resources and the value of residential properties. The scenic resources previously identified by the community within the 2016 Comprehensive Plan include natural settings such as the rivers and streams, Pushaw Lake, and Caribou Bog. They can also be human creations, such as dams, bridges, and historic buildings.

Scenic resources are appreciated both for their "soft" values that enhance recreation, produce memories, or are sought for quiet moments of reflection, and thus contribute to the quality of life in the community, as well as for their hard economic value that attracts people to a place. In some cases, they define the community and are the community's strongest economic selling point (as in the case of many harbor towns, for example) and, as a result, sometimes require regulatory protections of the resources. That is not explicitly the case in Old Town, which does not have a single, dominant scenic focal point. But the accumulation of Old Town's scenic resources is part of its identity and its economy.

As part of the development of the 2016 Comprehensive Plan, attendees of a community feedback expo indicated the following areas as scenic views with importance to the community:

- From the Milford Dam in the Downtown
- From the Gilman Falls Dam on Route 43
- From the Stillwater Dam
- From "high head"(South Main Street heading north from Orono) of the former paper mill and site of the former Great Works Dam
- Of Katahdin from outer Kirkland Road
- Of the Stillwater River from Route 116 at Birch Stream
- From Poplar Street at the bog
- Sewall Park on Mud/Perch Pond
- Of the Stillwater River from Bennoch Road
- Of the Stillwater River from College Avenue through the University Forest
- River at the downtown Dam
- Views of the River at Stillwater Bridge
- Indian Island Bridge
- View down river of Center Street Bridge
- The Ledges off College Avenue (ext)
- University of Maine land at Witter Farm – wildlife viewing
- The Library
- At town line/Main Street – resource not identified (likely fields on either side of road)

Due to development and shifting ecosystems, the nature of these views has likely changed, potentially necessitating the need for an updated inventory of Old Town's most scenic areas.

### *Other Important Wildlife Habitats*

Finally, there are a variety of other areas of the community that serve as important wildlife habitats. These include:

- Deer Wintering Areas, which typically consist of softwood or mixed forests which have a winter use by deer. In the more developed areas of Old Town, these areas may only be used in winters with exceptionally heavy snowfall, but during those years they may be critical for deer survival.
- Unfragmented Habitat Blocks, which are large, forested areas with little or no human disturbance. These blocks are essential for maintaining a diverse wildlife population. The health and diversity of these blocks typically increase with the size of the block. Development can fragment these blocks and reduce their value. As blocks disappear, not only are we left with a suite of species indistinguishable from those in suburban communities, but we lose a part of who we are as well. These are shown on Figure 9-5 on page 154. As shown, much of the City west of I-95 has intact blocks of large undeveloped land, with most development along West Old Town Road and Kirkland Road/Poplar Street. East of I-95, the property off of College Avenue and Gilman Falls Avenue owned by the University is the largest block. In general though, any undeveloped habitat east of I-95 has less “interior” acreage than the larger blocks to the west.

### *Species of Significance*

There are a variety of endangered, threatened, or special concern species in Old Town. For example, Pushaw Lake and Perch Pond are home to the Tidewater Mucket, a freshwater mussel that looks similar to a marine clam. Pushaw Lake, Pushaw Stream, and the Stillwater are all known areas of the Yellow Lampmussel. This is similar to a Tidewater Mucket except that it lacks the mucket’s characteristic bronze coloring. Finally, the Penobscot River is home to the Brook Floater, a small- to- medium-sized freshwater mussel. All freshwater mussels will benefit from the protection of clean forested watersheds and associated forested riparian areas. The State recommends that municipalities strive to maintain areas adjacent to waterways that provide habitat for these rare mussels as low-density, rural settings. They would benefit from being designated as Resource Protection Districts with an associated 250-foot buffer.

Great Blue Heron habitat is found in many places in west Old Town. Great Blue Herons were listed as a species of special concern by the Maine Department of Inland Fisheries & Wildlife (MDIFW) after a significant decline in the number of nesting pairs from the 1980s to 2007. They typically breed in colonies, most often with others of the same species, but will sometimes mix with other wading birds. Nest siting can be highly variable but usually occurs in trees 20-60 feet above ground or water. Nests are sometimes located in low shrubs, on the ground, or even above in trees more than 100 feet off the ground.

Finally, the area near the intersection of Stillwater Ave and Bennoch Road is a known habitat of the sedge wren. This small, brownish bird sporadically breeds at only a handful of sites in Maine, which is the northeastern limit of this bird. Sedge wrens breed in freshwater meadows dominated by grasses and sedges and in freshwater marshes’ grassy, upland borders. They prefer little to no standing water. Thus, the amount of rainfall in a given year may lead them to choose different nesting sites year after year. They are listed as endangered in Maine given their low population size, a declining population trend, and the small number of dispersed sites where they can be found. Conservation of freshwater uplands would be essential in the recovery of this species.

For projects occurring near Critical or Important Natural Resources - including habitats for Species of Statewide Significance - developers should consult Beginning with Habitat maps, the MNAP and MDIFW to increase awareness of, and mitigate developmental affects on these

resources and habitat areas.

### Beginning With Habitat

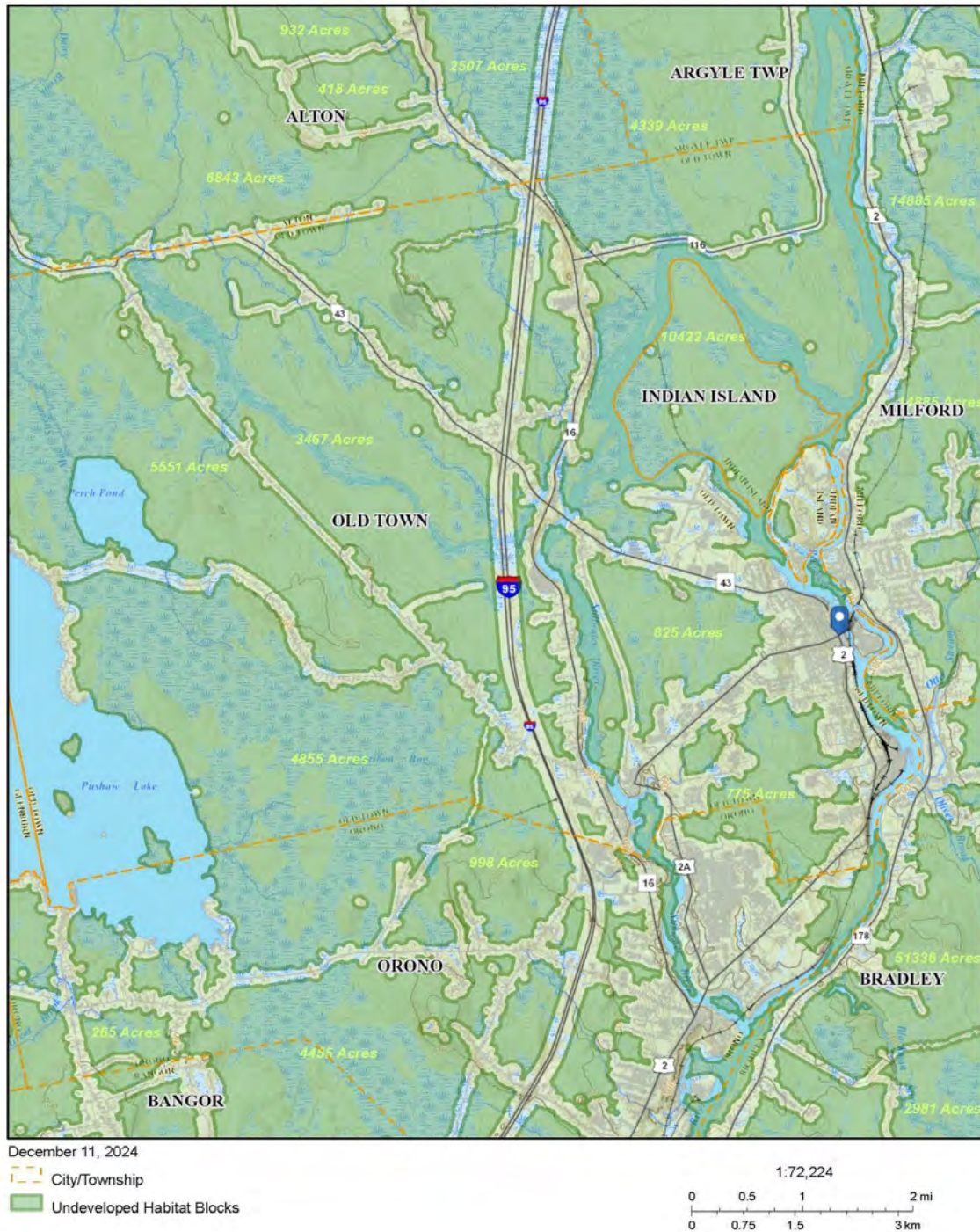


Figure 9-5: Undeveloped Habitat Blocks in Old Town and Surrounding Region. Source: Beginning with Habitat.



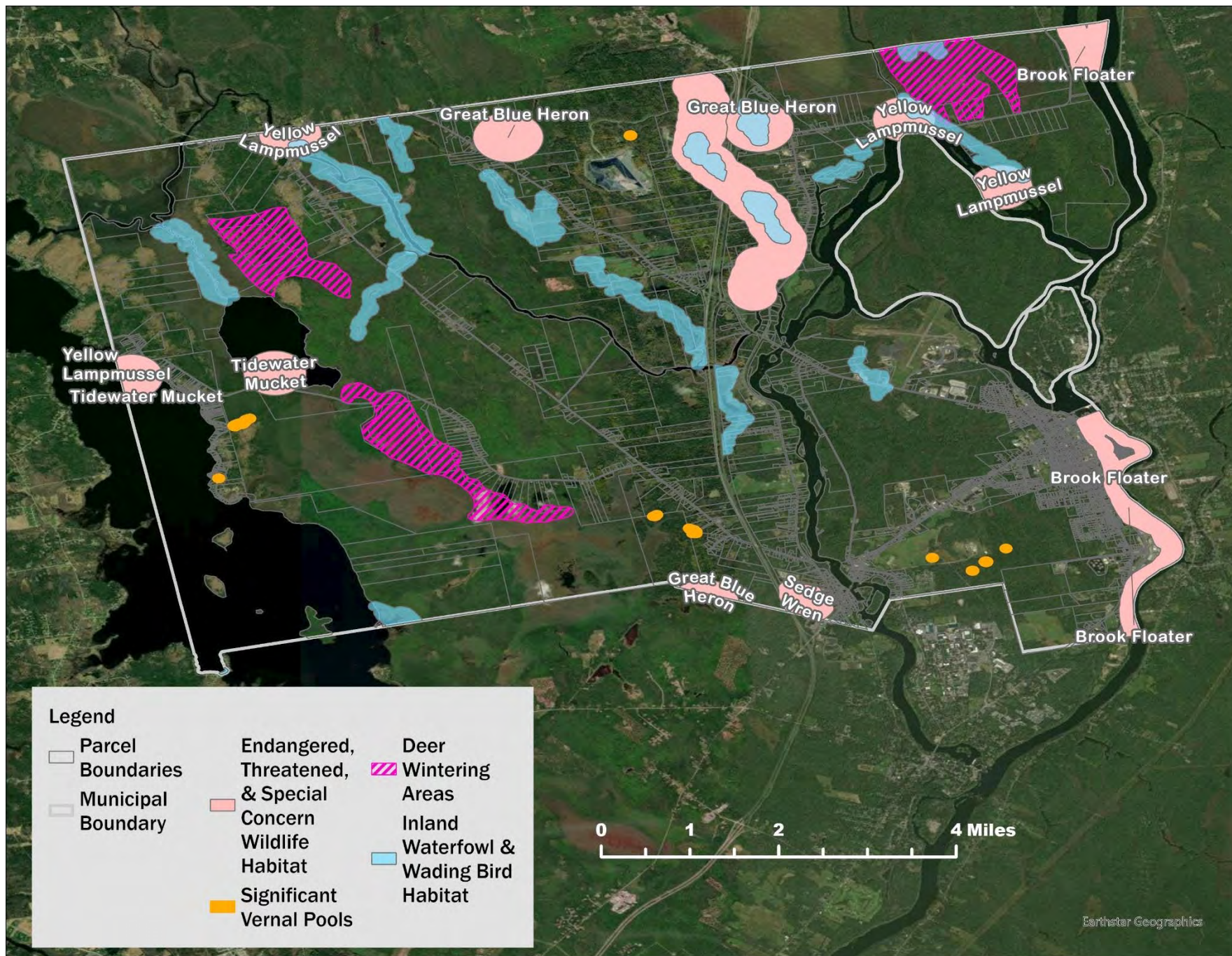


Figure 9-6: Old Town Habitat Map. Source: Maine Department of Inland Fisheries & Wildlife/Maine Geolibary

## **Agriculture**

When Old Town was still a part of neighboring Orono (until breaking off in the mid-19th century), agriculture was the backbone of the regional economy. In modern times, however, a combination of changes in the nature of farming, competition, demand for suburban land, improvements in transporting food, and other factors have contributed to a tremendous drop-off in local agriculture.

At the same time, there are signs of a transition in farming across the state, such as a focus on high-value specialty products that require less land but more intensive effort. One of Old Town's working farms, Carpenter Christmas Tree Farm on the Bennoch Road, fits this niche. These niches contribute to household income and are more compatible with smaller-scale living.

Additionally, the University of Maine is a center for agricultural sciences and education. The College of Natural Sciences, Forestry, and Agriculture maintains research and teaching facilities at two farms in Old Town: the Witter Farm on Coblackllege Avenue adjacent to the main campus, with a focus on dairy and equine science, and Rogers Farm on Bennoch Road, with a focus on sustainable agriculture research and education.

Rogers Farm was purchased by The University of Maine in the spring of 1947 to provide additional land to grow forage for the University's dairy herd and to conduct research on forage crops and small grains. Over the years, research at the farm included extensive studies in the growing and managing of alfalfa and other forage crops, new varieties of field corn, oats, wheat, barley, and soybeans, ground cover for highway planting to stabilize new grading, the effect of soil moisture stress on tuber formation in potatoes, integrated pest management in potato, sweet corn, and mixed vegetables, organic cereal production, forage and oilseed production, and other organic farming practices. The farm is bordered to the west by Interstate 95 and to the east by the Stillwater River. Crops grown on the farm include silage and sweet corn, potatoes, dried beans, small grains, and mixed vegetables. Today, the land east of Bennoch Road is managed organically and is used for a wide range of teaching, research, and outreach activities. In addition, the farm provides land for the Penobscot County Master Gardeners Demonstration Garden and the Black Bear Food Guild, the University's student-run community-supported agriculture program, which has been active since 1994.

No farmers markets currently operate in Old Town; However, the City operates a number of garden beds behind the Public Safety Building for use by local gardeners. The University operates a number of woodlots in Old Town; no community forests exist in the City.

The Maine Department of Agriculture supports small farms through publicity, events, and marketing strategies. Other organizations (such as the University of Maine Cooperative Extension, the Maine Organic Farmers and Gardeners Association, and the Maine Farmland Trust) also aid farmers across the state through advocacy work at all governmental levels.

While available, only one parcel in Old Town currently benefits from the Farmland Tax Law Program (as of 2022, the most recent year for which data is available), reducing property valuations and taxes on 15 acres of cropland (with a total valuation of \$4,610) and 23 acres of woodland (with a total valuation of \$3,542). To qualify, designated farmland must consist of at least five contiguous acres and produce gross agricultural income of at least \$2,000 annually (in at least one out of the last two years or three out of the last five years). This number is down from the last Comprehensive Plan, when four parcels consisting of a combined 47 acres were enrolled in the program. Due to the small number of working agricultural properties, new

residential and commercial development has had limited, if any, impact on constraining agricultural uses in the City.

### Soils

The U.S. Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS) has rated certain soils as highly productive (i.e., as either “prime” farmland soils or farmland soils “of statewide significance”) for crops. Prime farmland, as defined by the USDA, is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. It could be cultivated land, pastureland, forestland, or other land, but it is not urban or built-up land or water areas.<sup>8</sup> Prime farmland soils are also among those best suited and easiest to develop, however, placing competing values upon a limited resource. According to the USDA, farmland soils of statewide importance can be just as productive as prime, but are not classified as such due to slope, erodibility, or potential for drought.

As shown in Figure 9-7, on the following page, Old Town does not have many areas of highly productive farmland soils. Most of these soils are located in the already developed urban core and along the Stillwater branch of the Penobscot River.

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

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<sup>8</sup> Note: Generally, farmlands of statewide importance include those that are *nearly* prime farmland (but which don’t technically meet USDA criteria for that designation) and that will still produce high yields of crops when treated and managed according to acceptable farming methods.



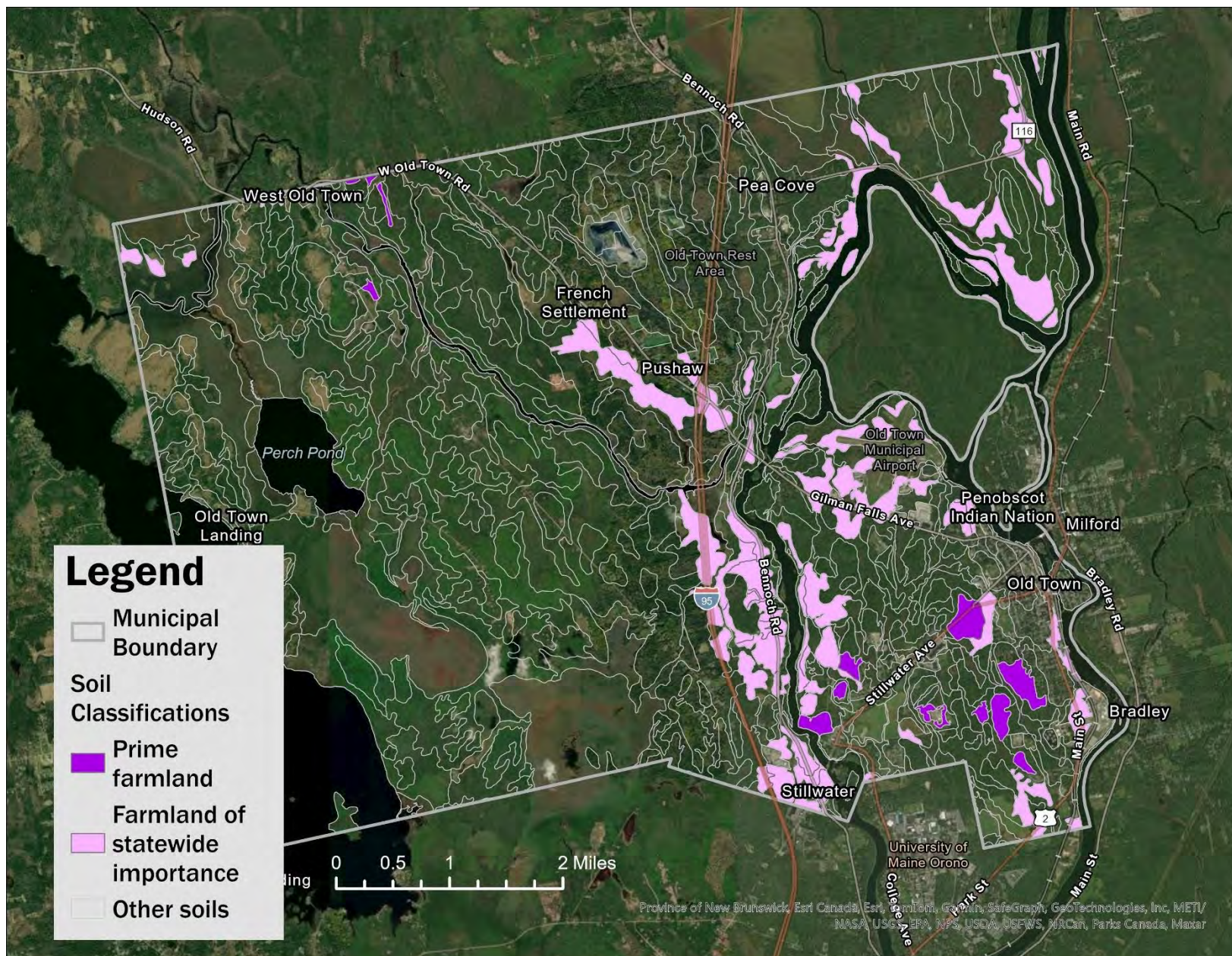


Figure 9-7: Old Town Soils by Farmland Productivity. Source: NRCS Web Soil Survey

## **Forestry**

Old Town sits on the edge of the North Maine Woods. Since the early days, the city has held a close relationship with the adjacent woodlands and has a rich history of log drives, water-powered sawmills, canoe building and other wood commodities production, hydropower, and more. In 1836, these flourishing river activities were key in the development of the railroad between Old Town and Bangor.

Nowadays, small-scale forestry activities are the norm in Old Town. Individual parcels are logged from time to time for commercial sale but, for the most part, wooded parcels are managed for personal, small businesses, recreational, or educational purposes.

### *Timber Harvesting*

Because wooded land is so extensive throughout Maine, people tend to take its presence for granted. However, forests can add another important dimension to the local economy. The clearest example is in the harvesting of timber. According to landowner reports to the Maine Forest Service, between 1991 and 2021, Old Town landowners averaged about 13 timber harvest operations per year. Each operation averaged about 504 acres. However, the majority of acres harvested were in 1991-2001. Most harvests were a selection of individual or small groups of trees; full clearcuts have not occurred since 2013.

Enacted by the Maine Legislature in 1972, the Tree Growth Tax Law (36 M.R.S.A. §571 - 584-A) helps Maine landowners maintain their property as productive woodlots and incentivizes the designation by reduced valuation and tax burden. Qualifying parcels are taxed according to their current forestland value rather than their potential market value for development. Owners must manage the land according to accepted forestry practices designed to produce trees having commercial value. The parcel must have a forest management and harvest plan prepared by a licensed professional forester and certified as consistent with sound silvicultural practices. The Town gets reimbursed by the state for most of the property tax reduction from this program.

As of 2022 (the most recent year for which data is currently available), 38 parcels in Old Town are enrolled in the Tree Growth program, totaling 3,669 acres. 3,527 acres across 38 parcels were enrolled in the program as of the 2016 Comprehensive Plan.

The City does not currently have any municipally-owned woodlands under active public management.

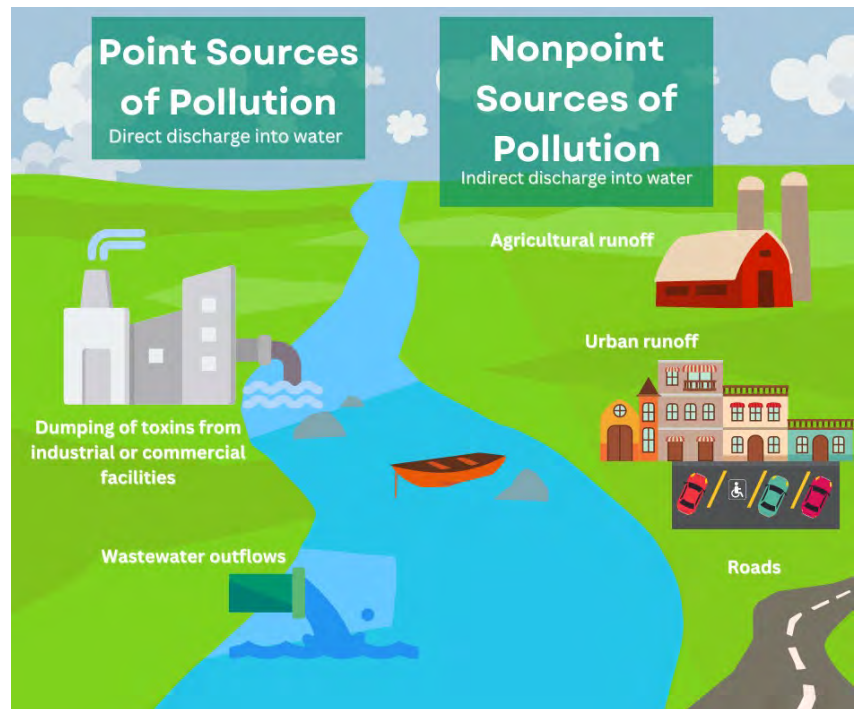


## ***Threats to Water & Habitat Quality***

There are two basic sources of pollution to Old Town's water resources. These are non-point sources of pollution (or indirect discharges into water, such as through runoff) or point source pollution (or direct discharges into water, such as from wastewater outflows or, historically, dumping of toxins from industrial facilities).

### ***Non-Point Source Pollution***

Non-point source pollution typically comes from stormwater runoff from developed areas, allowing fertilizers, pesticides, yard and pet wastes, and chemicals found on parking lots or roads to enter waterways.



The area of Old Town generally east of Stillwater Avenue to the Penobscot River is part of Bangor Metro's urbanized area and is a "Small MS4 community" (a municipality with a regulated Municipal Separate Stormwater Sewer System). "Separate" refers to a stormwater system that is separate from the sewage collection and treatment system.

Old Town, like most MS4 communities, is licensed to allow stormwater to be discharged to water bodies. The license is in the form of a General Permit issued by the Maine DEP every five years. To be in compliance with the General Permit, the City must undertake a variety of Best Management Practices through its operating procedures, the regulation of development, the collection and treatment of stormwater, education/public outreach, and other practices aimed at reducing and treating the flow of stormwater to water bodies.

Construction and development create an impervious ground surface that can result in faster runoff and erosion, increased transportation of both point and non-point pollution to surface waters, and the lowering of the groundwater table. Non-point source pollution can be drastically reduced by limiting the amount of impervious area (parking lots, roofs, roads, etc.), using erosion and sediment control best management practices in construction and infrastructure projects, and encouraging low-impact development strategies such as rain gardens, pervious pavement, and retaining natural vegetation.

In addition to the regulatory measures described throughout this chapter, the Public Works Department also adheres to best management practices to limit soil erosion or stormwater contamination through their daily operations (such as street sweeping and catch basin cleaning and avoiding tracking soil out onto the roadway).

The City is also a member of the Bangor Area Stormwater Group, through which the Bangor Metro MS4 communities cooperate on education, outreach, and planning needed to help comply with the General Permit's requirements.



### Point Source Pollution

Historically, point source pollution was a result of the dumping of toxins from industrial facilities directly into waterways. However, the threat nowadays comes primarily from sewage collection and treatment systems, including combined wastewater outfalls and other pipes, which dump treated wastewater into waterways. There are six wastewater outfalls documented along the Penobscot River and one documented on the Stillwater branch.

Within Old Town, the largest point source of pollution occurs at the Spring Street Well Field. Road salt intrusion is extremely prominent, carried through the Stillwater Brook and from businesses on Godfrey Drive. Discussions have taken place between the Town of Orono and the City of Old Town to mitigate salt usage on Bennoch Road adjacent to the Well Field, in an attempt to limit road salt intrusion.

Portions of Old Town's sewer collection system date back to the 1890's and as such are subsequently discharged via three licensed combined sewer overflows (CSOs), two to the Penobscot River and one to the Stillwater River.



Figure 9-8: CSO Discharge Locations. Source: City of Old Town

While there are no remaining overboard discharges (a septic system that discharges directly into waterways) in Old Town, there are several overboard discharges in neighboring Milford and

Bradley, which flow into Otter Stream (a stream that eventually discharges into the Penobscot River near Great Works).

## ***Regulatory Protection Measures***

In addition to regulations already highlighted throughout this chapter, the City has put in place the below regulatory protection measures intended to protect natural and water resources.

### ***Shoreland Zoning***

The principal policies in place to protect natural and water resources from pollution are the City's shoreland zoning regulations outlined in Section 104.21 of the City Code. These are consistent with the guidelines for shoreland zoning put out by the State of Maine. The Ordinance requires all new principal and accessory structures to be set back at least 100 feet of a river or great pond, or at least 75 feet of other water bodies, tributaries, or the upland edge of wetlands (except in the Resource Protection Shoreland area, where the required setback is 250 feet, and the General Development Shoreland area, where the required setback is 25 feet). Relocation of structures must reduce the nonconformance to waterbody setbacks to the greatest practical extent, as determined by staff and the Planning Board.

When it is necessary to remove vegetation within the water or wetland setback area in order to relocate a structure located within the shoreland zoning areas, the Planning Board shall require replanting of native vegetation to compensate for any that was removed or destroyed. Additionally, the area from which the relocated structure was removed must be replanted with vegetation. Nonconforming (sometimes called "grandfathered") structures can only receive permission to change their use by the Planning Board, which must determine whether the new use will have no greater adverse impact on the water body, tributary stream, or wetland, or on the subject or adjacent properties and resources than the existing use.

All construction and maintenance, both public and private, must also be designed to minimize stormwater runoff from the site in excess of the natural pre-development conditions. Where possible, existing natural runoff control features, such as berms, swales, terraces, and wooded areas, shall be retained in order to reduce runoff and encourage infiltration of stormwater.

### ***Site Plan and Subdivision Review***

The City's site plan review criteria, outlined in Section 104.24, help to preserve natural and water resources in the following ways:

- **Sec. 104.24(D)(1): Utilization of the site:** This standard ensures that proposals for new development protect environmentally sensitive areas, including, but not limited to, wetlands, steep slopes, floodplains, significant wildlife habitats, fisheries, scenic areas, habitat for rare and endangered plants and animals, unique natural communities and natural areas, and sand and gravel aquifers to the extent practical. Natural drainage areas must also be preserved to the maximum extent. The development must include appropriate measures for protecting these resources, including but not limited to, modification of the proposed design of the site, timing of construction, and limiting the extent of excavation.
- **Sec. 104.24(D)(4): Stormwater management:** This standard ensures that projects are designed so that the post-development stormwater runoff does not exceed the pre-development stormwater runoff for the 24-hour duration in 2-, 10-, and 25-year frequency storm events.
- **Sec. 104.24(D)(5): Erosion control:** This standard ensures that erosion and sediment control practices employed during construction minimize soil erosion and sedimentation of waterbodies by following Maine DEP Best Management Practices and requires that

the submitted erosion and sediment control plan is prepared for a professional civil engineer or by a Certified Professional in Erosion and Sediment Control (CPESC).

- **Sec. 104.24(D)(6) and (7): Water supply and sewage disposal provisions:** These standards either require the applicant to ensure that public water and sewage disposal providers have adequate capacity to serve the proposed development (including for fire suppression purposes), or that septic systems will be installed according to all applicable laws.
- **Sec. 104.24(D)(9): Natural features:** This standard requires applicants to minimize tree removal and compaction of soil and retain existing landscaping on the site to the extent practical. This standard also provides landscaping standards for the front facades of buildings, within parking areas, and along public streets. Provisions are also included for landscape replacement within a timely manner (30 days) when landscaping dies or is removed.
- **Sec. 104.24(D)(10): Groundwater protection:** For projects that are proposing to utilize well water, this standard requires applicants to demonstrate that the project will not adversely impact either the quality or quantity of groundwater available to abutting properties or to public water supply systems.
- **Sec. 104.24(D)(11): Water quality protection:** When hazardous materials are stored on-site or utilized as part of the operation of the proposed development, this standard ensures that adequate provisions are made for the protection of water quality (such as installing an oil/water separator connected to the sewer line for uses that involve motor oil).
- **Sec. 104.24(D)(13): Shoreland relationship:** Requires the Planning Board to find that the proposed development does not adversely affect the water quality or shoreline of any adjacent water body.
- **Sec. 104.24(D)(17): Floodplain management:** This standard requires projects within the flood hazard area as identified by the Federal Emergency Management Agency to comply with the City's floodplain management provisions.

Similar standards to the above are in effect for subdivisions being proposed in Old Town as well, as outlined in Section 18 of City Code.

#### *Cluster Development Provisions*

The City has adopted provisions for cluster developments (defined as “a planned development, laid out to utilize the unique characteristics of the land upon which it is located, wherein each principal building does not necessarily occupy a lot meeting the minimum dimensional requirements for the zone in which it is located. Cluster developments are allowed only in zones, and only under the conditions listed in the zones, where the zoning ordinance specifically allows them”). Cluster developments are allowed as special exceptions (with approval of the Planning Board) in the R-3/R-3A and C-3 zoning districts.<sup>9</sup>

Within the R-3/R-3A zoning district, the Planning Board must find that the proposal for cluster development preserves unique characteristics of the property including (but not limited to) stream and river access, outstanding stands of trees, farmland, and wetlands. These identified unique natural characteristics must be set aside by deed restrictions as permanent open space (either deeded to the City or held by a homeowner's association).

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<sup>9</sup> Note: Cluster developments do not have the same requirements for open space retention as those proposed within the R-3/R-3A zoning district.



### *Agriculture*

In this era of labor-intensive farming, the quality of the farming support systems may be just as important to successful agriculture as the quality of land and soil. Support might come in the form of usable roads, marketing assistance, or just by allowing equipment dealers and other agriculture support businesses to locate in close proximity to agricultural uses. This is particularly true for the new generation of farmers, who are looking for niche markets and local sales to sustain them.

Agriculture (defined as “the production, keeping or maintenance for sale or lease, of plants and/or animals, including but not limited to: forages and sod crops; grains and seed crops; dairy animals and dairy products; poultry and poultry products; livestock; fruits and vegetables; and ornamental and green-house products,” but not including timber harvesting and forest management activities) is permitted in Old Town by right within the Low Density Residential (R-1) and Rural Residence and Farming (R-3 and R-3A) zoning district. It is also allowed with Planning Board review and approval within the Resource Protection (P) zoning district, subject to the standards of Sec. 104.21.

Though allowed, agriculture within all zoning districts are subject to additional performance standards. Within the R-1 zoning district, the raising of livestock or poultry is not allowed. Within the R-3 and R-3A zoning districts, farm buildings are subject to more restrictive setback requirements than other kinds of buildings (must be located more than 100’ from any property line).

Agricultural roadside stands are allowed within the R-3/R-3A zones provided that they provide at least four off-street parking spaces (outside of the street right-of-way) for patrons, in accordance with Sec. 104.11(a)(14). The parking areas must be constructed with a minimum of 12” of gravel.

### *Forestry/Timber Harvesting*

Forest management/forestry (defined as “timber cruising and other forest resources evaluation activities, management, planning activities, insect and disease control, timber stand improvement, pruning, timber harvesting or other forest harvesting, regeneration of forest stands and other similar associated activities, but not the construction or creation of roads”) is expressly permitted in the R-3, R-3A, and P zoning districts.<sup>10</sup> Additional standards exist for timber harvesting within the shoreland zoning areas. In Old Town, the cutting or removal of trees within shoreland zoning areas is regulated by the state as of January 2013.

## ***Regional Collaboration***

There are several organizations in the region working to protect natural and water resources from both human and environmental impacts. There is an opportunity for further collaboration between the City and these partners, which include:

- **Orono Land Trust:** A local non-profit that protects, manages, and preserves portions of the natural environment in both Orono and Old Town (and surrounding communities), for the benefit and enjoyment of present and future generations (for both recreation and conservation purposes). The Orono Land Trust is an invaluable partner for the City in the stewardship of natural areas.
- **Penobscot Climate Action (BACTS):** Penobscot Climate Action is a joint effort of local governments, organizations, and residents who live and work in the Greater Bangor region to advance climate goals locally and together as a region. The regional plan was

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<sup>10</sup> Except that, within the Resource Protection (P) zoning district, timber harvesting is not allowed.

developed by BACTS, with extensive stakeholder engagement throughout the planning process. Drawing on insight from community conversations and surveys, community members and staff then worked to identify, develop, and prioritize climate actions. This process resulted in identifying ten high-priority and high-impact strategies for the region and developing “climate action toolkits” that package resources and information that would make it easier to put these strategies into action. Now that the plan is in its implementation phase, an implementation group has been put together (spearheaded by BACTS) to share resources and best practices going forward. The high-priority and high-impact strategies identified in the plan were the following:

- o Update zoning and new development standards for low-carbon resilience
  - o Retrofit existing housing stock
  - o Create a capacity-building strategy for public transit
  - o Foster complete and walkable neighborhoods
  - o Adapt land management practices to support resilience
  - o Develop a climate-ready business resource
  - o Strengthening the green trades pipeline
  - o Expand community hubs for resilience
  - o Strengthen local and regional food resilience
- **Bangor Area Stormwater Group:** An opportunity for the Bangor Metro MS4 communities to collaborate on education, outreach, and planning needed to help comply with the General Permit’s requirements.
- **University of Maine:** The University of Maine is heavily involved in statewide planning efforts for climate resiliency and natural and water resource conservation. Continuing to utilize our local resources (namely, students and professional researchers) would be helpful to Old Town in preserving natural and water resources for the future.

## ***Issues & Opportunities***

### *Issue: Floodplains Based on Historical Patterns, Not Future Climate Modelling*

FEMA’s flood maps currently define flood risk based solely on past events. Historical storms are used to calibrate computer models that are used to map flood risk, based on the assumption that the past should inform future decisions. However, climate change is making flood disasters more frequent and more severe. Basing decisions on past conditions does not take into account climate impacts and other factors. *Penobscot Climate Action* recommends that all communities in our region update their floodplain zoning to take into account future climate risk. Since extreme precipitation events are becoming more frequent, Old Town may wish to utilize climate modeling in floodplain regulation rather than FEMA’s historical data.

### *Issue: Right-Sizing Culverts for Future Storm Events*

As noted previously in this chapter, the term “100-year flood” (or “100-year storm”) is a bit of a misnomer, since these storms are occurring more and more frequently as a result of increased precipitation and climate change.

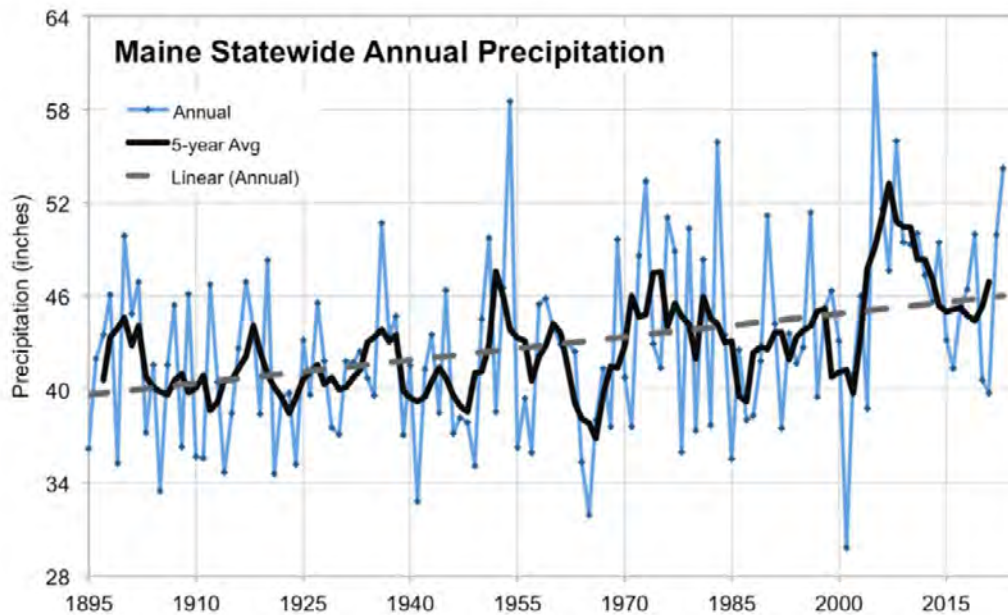


Figure 9-9: Maine Statewide Annual Precipitation. Maine’s annual cumulative precipitation from 1895–2023, based on data from the National Centers for Environmental Information (NCEI, 2024a). The dashed linear trendlines show precipitation increases of 6 inches (15 cm) across the record period. The bold black line represents five-year averages.

In general, Maine’s climate is getting wetter and is experiencing more extremes. In fact, each calendar year between 2020 and 2023 ranks among the top 10 warmest years (according to data available since 1895). The calendar year 2023 ranked the second warmest and the fifth wettest for Maine. In addition to more days per year with over an inch of precipitation, storm events with one-hour intensities have prompted municipalities across the state to consider adaptation measures.<sup>11</sup>

An important aspect of adapting to the increased frequency of extreme storm events is right-sizing culverts to accommodate the huge volume of water that quickly fills drainage systems during these events. When a culvert cannot convey the amount of water attempting to flow through it, water can back up and cause localized flooding. The accumulated water may overflow across the roadway, disrupting transportation and increasing erosion that can entirely wash out the culvert, as happened across the region during major storm events in December of 2023.

Ensuring that Old Town’s culverts are appropriately sized for future storm events (not just based on historical storm data) will be an important part of how the community protects water resources, and its major transportation events, in the future.

<sup>11</sup> “Based on an analysis of daily surface observations since the 1950s, Maine now receives on average 1–2 more days per year with 2 inches or greater precipitation, and 2–3 days more per year with 1 inch of precipitation. Short-duration, high-intensity precipitation events with several inches of accumulation can occur over limited areas during thunderstorms, tropical or strong extratropical cyclones. A previous examination of data across New England and New York found that extreme precipitation days (top 1% of wet days) tended to have 50% of the total accumulation occurring in 3 hours or less (Agel et al., 2015).” (From [Scientific Assessment of Climate Change and Its Effects in Maine](#), Maine Climate Council Scientific and Technical Subcommittee, published 2024.)



### *Issue: Lack of Flexibility for Farming Uses*

Farming alone is no longer an economically viable means to keep existing farms going. Maine Farmland Trust releases information about how communities across Maine can work to be more “farm friendly.” Specifically, Maine Farmland Trust recommends that municipalities recognize that farm enterprises are often hybrids of several different land uses (agriculture, retail or restaurants, even event spaces), and regulations should allow farm businesses increased flexibility to adapt to rapidly changing markets.

Unfortunately, Old Town’s ordinances require additional restrictions on farming uses, including increased setback requirements (for buildings housing animals) and the need for off-street parking for even small roadside farmstands. While there are no longer any large-scale farming operations in Old Town, increased flexibility – especially in rural areas – would go a long way towards protecting the rural function of land.

### *Opportunity: Small-Scale Agriculture*

One of the high-priority goals of *Penobscot Climate Action*, the regional climate action plan recently developed by BACTS with participation from Old Town stakeholders, is to strengthen local and regional food resilience. One of the main ways that Old Town could accomplish this goal is by expanding access to urban farming opportunities, including community gardens. For example, the City could remove barriers to small-scale agriculture and associated structures even in the more urban areas of the community (e.g. the R-1 and R-2 zoning districts, where agriculture – at any scale – is not currently allowed). Further, the City could identify municipally owned properties that could be converted into community garden spaces. In order to build community cohesion and food resilience, the Planning Board could suggest that projects proposing housing incorporate as part of the site design community garden spaces for future residents.

# Existing Land Use

## **Overview**

The term “land use” describes the human use of land, representing the economic and cultural activities (e.g., agricultural, residential, industrial, mining, and recreational uses) practiced at a given place. Land use policy is the collection of regulations that directly or indirectly impact land use.

Studying land use in a community is important because changes in land use can have specific and cumulative effects on the economy, climate, human health, air and water quality, watershed function, waste generation, and the extent and quality of wildlife habitat. This chapter provides an overview of recent developments occurring within Old Town and the regulations that impact development within the community.

## ***Old Town Land Uses by Parcel***

According to the US Census Bureau, Old Town encompasses a total land area of approximately 43.25 square miles.

Over time, the land in Old Town has been divided into 3,617 parcels (or “lots”). As shown on the map on the following page (Figure 6-1), much of the land in Old Town is owned by tax-exempt entities (primarily the University of Maine with some land closer to the downtown core being owned by the City of Old Town). The remaining land (2,675 parcels) is primarily residential, with about 55.5% of these residential parcels (or 2,006) being classified as single-family homes. About 6.5% of parcels are classified as vacant, undeveloped properties (not including those enrolled in Tree Growth, Open Space, or Farmland tax use programs). Finally, about 3.4% of parcels in Old Town are classified as developed commercial properties.<sup>1</sup>

The map shows large areas of vacant land, vacant land enrolled in Tree Growth, or vacant land that is permanently conserved (through either ownership by local conservation non-profits or conservation easements) especially west of I-95 and in the northern part of the community.

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<sup>1</sup> Per report courtesy of the City’s Assessor.

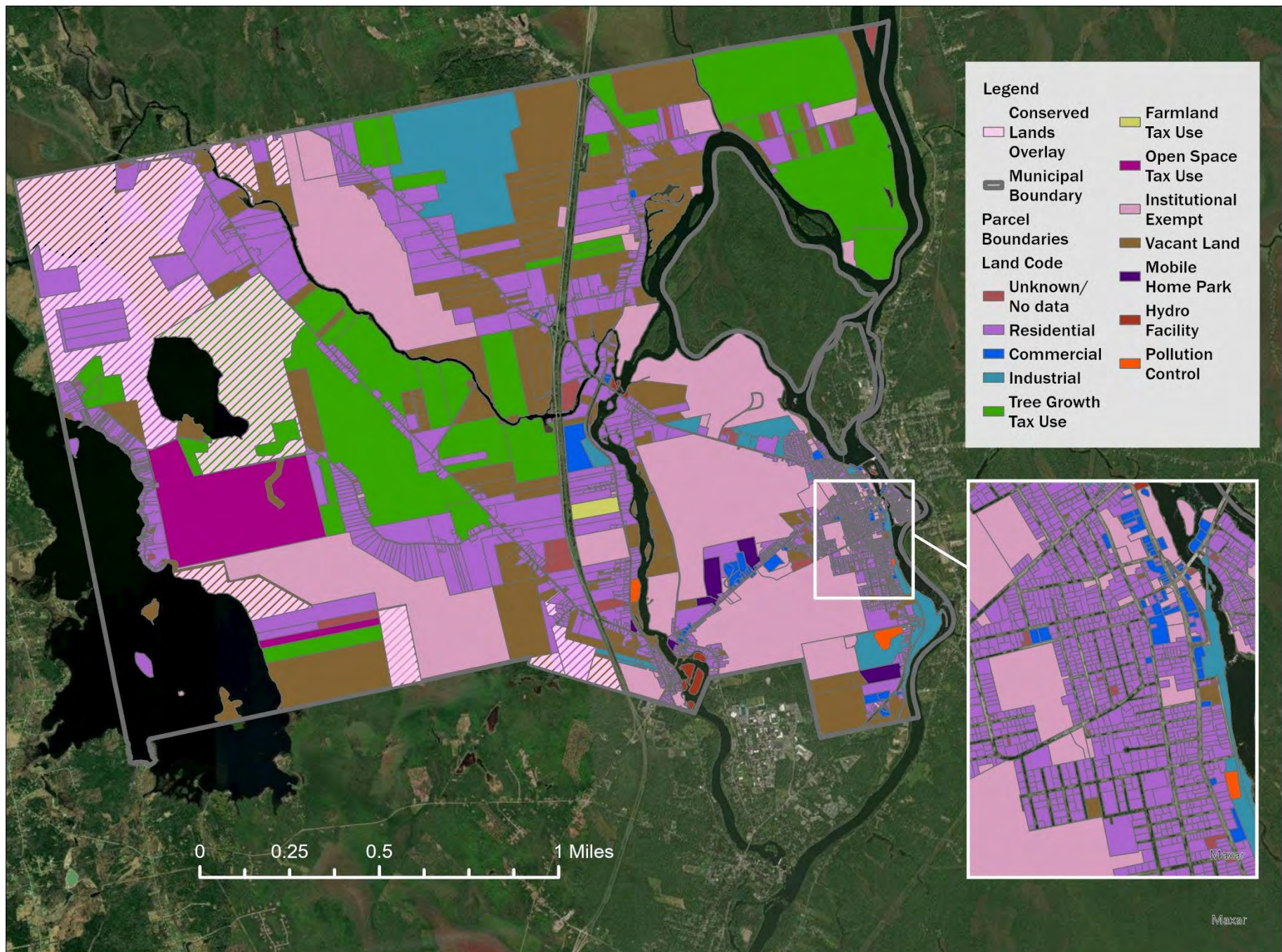


Figure 10-1: Existing Land Uses by Parcel. Source: City of Old Town Assessing Records.



## ***Existing Land Use Regulations***

Old Town has a traditional Euclidean zoning ordinance, meaning that land uses are separated land into allowed zones. Development in Old Town is further regulated by shoreland zoning standards (if the subject property is adjacent to water bodies, including ponds and streams), and floodplain management standards (if the subject property is located within the FEMA floodplain). Depending on the kind of development being proposed, applicants may also be subject to site plan or subdivision reviews with the City's Planning Board, a seven-member citizen board appointed by the City Council.

### ***Zoning Ordinance***

The City's Zoning Ordinance, which was adopted in substantially this form in 1984 and which was most recently amended in 2023, regulates all divisions of land, all constructions or alterations of structures (except for routine maintenance and repair of structures, as defined), as well as all land use activities within Old Town's municipal boundaries. In addition to traditional Euclidean zoning (where areas of the community are broken up into different zones and only certain uses are allowed in each of the various zones), the Zoning Ordinance also encompasses regulations related to shoreland zoning, floodplain management, site plan and subdivision review, and a variety of other performance standards that all development must adhere to. These are more particularly described in the sections below.

Land in Old Town is divided into 12 different zoning districts (not including Shoreland Zoning Overlays), which, along with their various dimensional requirements, are shown in Table 2 of the Appendix. It should be noted that land adjacent to waterbodies is further divided into shoreland zoning overlays, described further below.

There is also a Wellhead Protection Overlay District, which applies to land adjacent to the City's public wells, located on Spring Street and Bennoch Road. The purpose of this district is to protect the public water supplies in the City of Old Town from land uses which pose a threat to the quality and/or quantity of the groundwater being extracted from wells which serve the public water system. This is accomplished by requirements that further limit the uses that are allowed within the Wellhead Protection Overlay and by requiring a letter from the Superintendent of the Old Town Water District describing the potential impact of the activity on the quantity or quality of the water supply to the district. The Planning Board may also require additional analyses or special reports if relevant, such as a soils report, hydrogeologic assessment, or the like.

The City employs one Code Enforcement Officer (who also acts as the local Plumbing Inspector and Electrical Inspector). The Code Enforcement Officer is tasked with the enforcement of this Ordinance as well as the issuance of building permits as outlined in Article III. In the absence of a City Planner, Old Town's Code Enforcement Officer also provides technical and administrative assistance to the City's Planning Board. Prior to a business opening or a residential unit being occupied, the Code Enforcement Officer is also tasked with inspecting the building to ensure that all local, state, and federal laws, codes, and ordinances have been met. Further, the Code Enforcement Officer also ensures that plumbing or electrical work conforms to the State Plumbing Code and the State Electrical Code (with inspections on all plumbing and electrical permits received).

In addition to the above, the Zoning Ordinance tasks the Code Enforcement Officer with the issuance of other miscellaneous permits (sign permits, street opening permits, and more).

### *Shoreland Zoning Standards*

The City's shoreland zoning standards (Section 104.21 of the overall Zoning Ordinance) were most recently amended in 2014. These standards regulate land areas within 250 feet, horizontal distance, from the normal high-water line of any great pond, river, or upland edge of a freshwater wetland, as well as land areas within 75 feet, horizontal distance, of the normal high-water line of a stream. These standards also apply to any structure built on, over, or abutting a dock, wharf, pier, or other structure extending or located below the normal high-water line of a water body.

This section provides additional land use standards over and beyond what is required in the rest of the City's land use regulations for the areas described above. These additional standards are intended to protect the environment and water quality of Old Town's waterbodies and include standards around erosion control, building setbacks, parking and driveway setbacks, stormwater management, septic waste, agriculture and timber harvesting, and the clearing and removal of vegetation more broadly.

The most recent amendment to the Shoreland Zoning Ordinance was intended to comply with the Maine Department of Environmental Protection's Chapter 1000 Guidelines for Municipal Shoreland Zoning Ordinances.

### *Floodplain Management Standards*

The City has adopted a Floodplain Management Ordinance (Section 104.22 of the overall Zoning Ordinance) in order to become a participating community in the National Flood Insurance Program. This Ordinance was most recently amended in 2023 to comply with the state's model ordinance, and it regulates new construction within areas of special flood hazard (Zones A and AE on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps) and provides additional standards intended to both protect water quality and protect buildings from flooding.

### *Site Plan Review Standards*

The City's site plan review standards (outlined in Section 104.24 of the Zoning Ordinance) require that the Planning Board, a seven-member citizen board appointed by the City Council, review and act upon all applications that involve the following:

- The construction or placement of any new building or structure for nonresidential use, including accessory buildings and structures, if such buildings or structures have a total floor area of 1,500 s.f. or more, except 3,000 s.f. in the R-3 and R-3A Zones.
- The expansion of an existing nonresidential building or structure, including accessory buildings, if the enlargement increases the total area for all floors within a five-year period by more than 20% of the existing total floor area or 1,500 square feet, whichever is greater.
- The conversion of an existing building in which 1,500 or more square feet of total floor area are converted from residential to nonresidential use.
- The establishment of a new nonresidential use even if no buildings or structures are proposed, including uses such as gravel pits, cemeteries, golf courses, and other nonstructural nonresidential uses.
- The conversion of an existing nonresidential use, in whole or in part, to another nonresidential use, whenever the new use will result in an increase in pedestrian or motor vehicle traffic, hours, noise, stormwater flows, lot coverage, or other on- or off-site impacts.
- The construction of a residential building containing three or more dwelling units.

- The modification or expansion of an existing residential structure that increases the number of dwelling units in the structure by three or more in any five-year period.
- The conversion of an existing nonresidential building or structure, in whole or in part, into three or more dwelling units within a five-year period.
- The construction or expansion of paved areas or other impervious surfaces, including walkways, access drives, and parking lots, involving an area of more than 2,500 s.f. within any three-year period.
- Marinas and telecommunications facilities.
- The construction of any nonresidential building which will be divided into three or more leased or sold units within a five-year period.

Unlike development review by the Code Enforcement Officer, development review by the Planning Board requires a duly noticed public hearing. The premise behind requiring certain types of development to be reviewed by the Planning Board is to evaluate and allow the public to speak regarding potential impacts of the proposed development that may be more impactful to the surrounding neighborhood, or the community as a whole, than the projects reviewed by the Code Enforcement Officer.

As part of site plan review, the Planning Board is required to determine whether an application meets the standards as outlined in Section 104.24(d) of the City's Zoning Ordinance before approval. These standards include measures to evaluate a proposed development's impact on stormwater management and drainage, sewage disposal, water supply, vehicular access and traffic (including emergency access), financial and technical capacity of applicants, and environmental quality.

#### *Subdivision Review Standards*

Similarly, the Planning Board reviews all projects for the subdivision of land (defined through state law, Title 30-A, M.R.S.A. §4401). Public hearings are also required through this process to evaluate potential impacts to the community. Following a duly noticed public hearing, the Planning Board must evaluate proposed subdivision applications for compliance with both local standards (outlined in Chapter 18, Article VIII of City Code) and state law.

## **Recent Development Trends**

### *Growth, Rural & Transitional Areas*

The State of Maine's Growth Management laws direct municipalities to designate in their Comprehensive Plans:

- **Growth Areas:** Areas where the City would like residential and commercial growth and development to occur over the lifetime of the Comprehensive Plan. This is the part of the community that is most easily served by municipal infrastructure (sewer, water, and three-phase power but also existing transportation infrastructure like roads and sidewalks); that is easily accessible to public safety departments (police and fire); and where an economic base has the best chance to expand. Importantly, Growth Areas are not simply areas where new development and growth may happen but rather where the community feels that growth should happen and where it would be willing to invest to support such growth. Growth Areas are intended to be well-served by public infrastructure and are proactively planned to accommodate a wide range of land uses.



The State notes that land designated as Growth Areas must: (1) include already built-out areas that require maintenance or additional capital investment to support existing or limited infill development; (2) be located adjacent to existing densely populated areas, to the extent practical; (3) be designed to encourage compact, efficient development patterns (including mixed-uses) and discourage development sprawl; and (4) promote nodes or clusters of development along roads.

Further, the State expects communities to undertake the following actions to plan for and regulate land development within their identified Growth Areas:

- o Establish development standards;
- o Establish timely permitting standards;
- o Prevent inappropriate development in natural hazard areas or critical natural areas;
- o Ensure that needed public services are available; and
- o Direct a minimum of 75% of municipal “growth-related capital investments” (specific funds to improve or expand infrastructure and services that support new development) to these areas during the life of the Comprehensive Plan.

The City’s Designated Growth Area from the 2016 Plan was all of Marsh Island, as well as the areas of Stillwater Avenue and Bennoch Road to I-95.

- **Rural Areas:** Areas where the City may discourage intense residential and commercial development because the area is too far from existing municipal infrastructure and services or is environmentally fragile. Rural Areas may include areas identified for agricultural uses, conservation, low-density housing, or other purposes. While Rural Areas will not receive the same amount of public investment into infrastructure as Growth Areas, private property owners are still free to invest in their property. As such, new growth may end up occurring in designated Rural Areas, just without the express encouragement of the Town. While the Town may not be encouraging growth, it would still be important to coordinate, guide, and generally plan for development in these areas to help protect and maintain the qualities of rural areas that residents value.

The Designated Rural Area from the 2016 Plan includes the area west of I-95 and large parcels in North Old Town near Birch Stream and the municipal boundary with Argyle Township.

- **Transitional Areas:** Areas between Growth and Rural Areas that are not located too far from existing municipal services and may be slated for long-term (10-30 year) development. These areas may currently be suited for low- to medium-density growth and have the prospect of receiving extended municipal services in the long term. The 2016 Plan identified two Transitional Areas, which are essentially the areas along Bennoch Road between the Stillwater River and I-95.

### *Summary of Recent Development*

In the past 10 years, development has been primarily occurring on a lot-by-lot basis. The majority of subdivision applications reviewed by the Planning Board since 2016 have been amendments to previously approved plans. However, Old Town has seen a significant increase in multi-family development (apartments and condos) over the last 10 years.

The City permitted a net total of 215 new dwelling units between January 1, 2015 and January 1, 2025, including 25 mobile homes.<sup>2</sup> The vast majority of new dwelling units (161) were located in 26 different multi-family developments across the community. These figures do not take into account the units that have been foreclosed on or purchased outright that have had a total rehabilitation done on them (in other words, the conversion of unlivable to livable).

### ***Projected Land Use Needs***

The Housing section of this plan discusses needed housing units in greater detail. In brief, Old Town will likely be focused on developing senior housing units (including *affordable* senior housing units) and family housing units. These needs are based on both projected demographic shifts over the next 15 years as well as the need to correct projected shrinkage of certain demographic groups (namely, adults of “prime child-rearing age” – which are also adults of prime working age – and their school-aged children). Much of the housing needed can likely be accommodated in multi-family buildings, which require less land than single-family housing (typically sited on separate lots) to build the same number of units.

In addition to the above, Old Town will likely need to take on a greater role in alleviating projected county-wide housing shortages because of the existence of utilities (public water and sewer) that make Old Town more attractive for housing development. The *State of Maine Housing Production Needs Study* projects the need for between 1,400 and 3,000 new housing units in Penobscot County by the year 2030 in order to accommodate projected population growth, population shifts, and anticipated economic changes.<sup>3</sup>

New economic development will likely be focused on specialty sectors that capitalize on existing industry-academia collaborations spurred by the University of Maine (e.g. forest bioproducts, advanced building materials & composites, sensors and nanotechnologies, new media & IT, food sciences & human nutrition, and data centers & supercomputing. As such, locating in desirable areas walkable to campus (and/or with plenty of land to accommodate needed building space) might be a focus for Old Town in the future. In addition, however, the community has an opportunity to capitalize on more people than ever working remotely from Old Town (meaning more potential customers in town on any given weekday), which could be a boon for retail or service-oriented businesses (restaurants, coffee shops, etc.) who may be looking to locate in Old Town.

The amount of land needed to accommodate the projected development needs of the community will depend on what kinds of development are proposed and where that development is located. For example, a far greater amount of land will be required to accommodate needed residential development if that development is sited in the more rural areas of the community (where public sewer and water are not available) than if that development were sited on public sewer and water. Similarly, service-oriented businesses will likely choose to locate close to existing amenities (utilities and sidewalk infrastructure) clustered in and around downtown Old Town.

As noted in the *Zoning Ordinance* subsection, Old Town does not employ a City Planner, with the Code Enforcement Officer instead handling the administration and of Planning Board review and providing technical assistance to the City on land use ordinance matters (supported by the City

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<sup>2</sup> Per data collected by the City’s Code Enforcement Office.

<sup>3</sup> *State of Maine Housing Production Needs Study* (2023), page 56.

attorney when necessary). Current staff capacity is adequate for code enforcement matters, but the City has recently contracted with a planning consultant to provide support on ordinance updates. Should a significant amount of new development begin to occur that requires Planning Board review, additional technical support for the Planning Board may be necessary in order to allow the Code Enforcement Officer time to focus on the permitting and inspection portion of his responsibilities.

## ***Issues & Opportunities***

### *Issue: Significant Amount of Institutional, Tax-Exempt Land*

Perhaps one of the largest issues that Old Town faces is the amount of institutional land owned by either the University of Maine or other non-profit organizations, making the land tax-exempt. Though having the University nearby is important for economic and workforce development reasons, University-owned land that could otherwise accommodate growth and development (and be put back on the tax rolls) makes up a significant portion of the community. Continued collaboration with the University to discuss their needs and, where possible, facilitate private sales or land swaps will be important. In addition, accommodating infill development in the areas where private property may be being underutilized will also be an important aspect of this Plan.

### *Opportunity: Use of Contract or Conditional Zoning to Accomplish Goals*

Contract or conditional zoning is a tool that, in limited circumstances, can be used to customize zoning for a particular parcel, without being considered illegal “spot-zoning.” With this tool, the City Council agrees to rezone a property to a zone that allows more intense development of land than would otherwise be allowed in the underlying zoning district, and the property owner in turn agrees to limits or performance standards on those more intense uses that would not normally apply. A contract or conditional zone typically also addresses design standards to protect surrounding properties. Judiciously employing this tool will be important to encourage redevelopment, especially for parcels that were formerly home to unique or high-intensity uses where there would be limited redevelopment potential within their existing zoning district regulations.



# **Appendix A: Additional Public Comments & Full Survey Report**

Community Open House Input (March 20th & 22nd, 2025)

| Economy                                                                  |                                                                             |                                                                                                  |
|--------------------------------------------------------------------------|-----------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------|
| Strengths                                                                | Weaknesses                                                                  | Opportunities                                                                                    |
| Proximity to UMaine                                                      | Amount of University-owned land severely limits development                 | More hangars at the municipal airport                                                            |
| Proximity to Bangor                                                      | Ability to draw in businesses                                               | Lots of vacant real estate in and around downtown                                                |
| Industrial park in Old Town, with an airport                             | Vacant mill                                                                 | Downtown development                                                                             |
| Gateway to the Maine woods                                               | Other vacant industrial sites                                               | Community newsletter or another way to share great opportunities and programs that are available |
| Outdoor recreation economy                                               | Vacant retail/service sites (ex: Stillwater Avenue Dunkin across from OTES) | Specialty medical destination                                                                    |
| Businesses that are a regional destination (e.g. Pepper's Landing, Kanu) | Lack of new retail/service businesses coming in                             | Shopping destination (build on regional draw)                                                    |
| Reputation of being business-friendly                                    | Vacant buildings                                                            |                                                                                                  |
|                                                                          | Lack of municipal communication                                             |                                                                                                  |
|                                                                          | Loss of industrial base                                                     |                                                                                                  |
|                                                                          | Need for cultural draws - make Old Town a destination                       |                                                                                                  |
|                                                                          | Lack of workforce to fill our needs                                         |                                                                                                  |
|                                                                          | Lack of affordable childcare                                                |                                                                                                  |
|                                                                          | Lack of retail/shopping                                                     |                                                                                                  |

| Transportation                                                                    |                                                                                                                 |                                                                                |
|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|
| Strengths                                                                         | Weaknesses                                                                                                      | Opportunities                                                                  |
| New crosswalk flashing beacons make crossing much safer                           | Lack of public transit at night (would allow people to patronize businesses and work longer hours if available) | Wide right-of-ways in-town allow opportunity for the creation of bicycle lanes |
| An abundance of parking downtown                                                  | Too much parking downtown (not the best use of land)                                                            | More crosswalk flashing beacons in key areas, and public education on same     |
| Paved shoulders on Bennoch Road                                                   | Crosswalks not being regularly painted                                                                          | Signage clarifying public parking lots                                         |
| Shoulders on Route 2                                                              | Lack of dedicated bike lanes                                                                                    |                                                                                |
| Bike path allows for bicycle and pedestrian connectivity throughout the community | Lack of bike locks/places to put bike at BAT stops                                                              |                                                                                |
| Stillwater Ave bridge improvements (pedestrian-friendly)                          | Lack of paved shoulders – Route 43                                                                              |                                                                                |
| BAT bus – now fixed-route                                                         | Sidewalks in poor shape/disrepair                                                                               |                                                                                |
| Rail availability (for commercial users)                                          | Lack of sidewalk system near OTES                                                                               |                                                                                |
|                                                                                   | Lack of sidewalk connectivity from OTHS to YMCA                                                                 |                                                                                |
|                                                                                   | Amount of vehicle traffic through town (on Route 2)                                                             |                                                                                |
|                                                                                   | Amount of traffic on Stillwater (especially at commuting hours)                                                 |                                                                                |
|                                                                                   | Intersection of Brunswick & Center is unsafe                                                                    |                                                                                |
|                                                                                   | Lincoln/Abott/Stillwater intersection is unsafe                                                                 |                                                                                |
|                                                                                   | Width of curb cuts on Stillwater leads to pedestrian and cyclist crashes/access management issues               |                                                                                |
|                                                                                   | “Zipper lane” on Stillwater is unsafe                                                                           |                                                                                |



| Public Facilities & Services                                        |                                                         |                                                                              |
|---------------------------------------------------------------------|---------------------------------------------------------|------------------------------------------------------------------------------|
| Strengths                                                           | Weaknesses                                              | Opportunities                                                                |
| Fire and ambulance – regional contracts for service                 | Public Works building                                   | Explore partnerships for more adult recreation / social community gatherings |
| Public Works Department                                             | Public safety building (constraints with building size) |                                                                              |
| Trash and recycling pick-up                                         | Contracted services (outside hiring) – costly           |                                                                              |
| Library                                                             | Juniper Ridge Landfill-related impacts                  |                                                                              |
| Spring cleaning day(s)                                              | No community center                                     |                                                                              |
| Public-private partnerships                                         | City's website/communications strategy                  |                                                                              |
| Community Cupboard and local churches all provide valuable services | Lack of indoor spaces to hang out (public)              |                                                                              |
| Fire Dept. training center                                          | Lack of adult-ed/senior/adult programs (recreation)     |                                                                              |
| Police Dept. firing range                                           |                                                         |                                                                              |
| Outdoor bathrooms at downtown park                                  |                                                         |                                                                              |
| Professional Fire/EMS                                               |                                                         |                                                                              |
| PCHC & other local healthcare providers                             |                                                         |                                                                              |
| Convenient access to services                                       |                                                         |                                                                              |
| Well-maintained trail systems                                       |                                                         |                                                                              |

| Recreation                                                                            |                                                                        |                                               |
|---------------------------------------------------------------------------------------|------------------------------------------------------------------------|-----------------------------------------------|
| Strengths                                                                             | Weaknesses                                                             | Opportunities                                 |
| Boat landing / water connections                                                      | No municipal Recreation Department                                     |                                               |
| Swimming pool @ OTHS                                                                  | Lack of obvious signage / maps of existing trail systems (way-finding) |                                               |
| Amount and availability of parks/playgrounds                                          | Water quality concerns                                                 |                                               |
| Ample green space                                                                     | Attracting lifeguard workforce                                         | Workforce collaboration programs with schools |
| University forest (trails / XC-skiing)                                                |                                                                        |                                               |
| Festivals and community events                                                        |                                                                        |                                               |
| Library services (kayak rental) + passes to other recreation amenities                |                                                                        |                                               |
| Trail systems (Hirundo, University Forest, 4th Street)                                |                                                                        |                                               |
| Volunteerism                                                                          |                                                                        |                                               |
| Fisheries – bass                                                                      |                                                                        |                                               |
| YMCA partnership (all Old Town resident school-aged children can get free membership) |                                                                        |                                               |
| Regional / cultural draws and options                                                 |                                                                        |                                               |
| University partnerships                                                               |                                                                        |                                               |
| Community garden and outdoor opportunities through the schools                        |                                                                        |                                               |

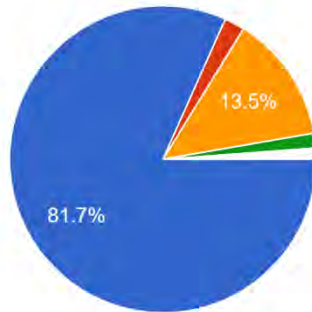
| Housing            |                                                                                                                        |                                 |
|--------------------|------------------------------------------------------------------------------------------------------------------------|---------------------------------|
| Strengths          | Weaknesses                                                                                                             | Opportunities                   |
| Economic diversity | Housing in disrepair / property maintenance                                                                            | Repurposing existing structures |
| Hot rental market  | Abandoned homes held by outside entities / “absentee landlords                                                         |                                 |
|                    | Single or two-person households living in large housing units – but limited opportunities to downsize in the community |                                 |



## Demographic Questions:

What is your relationship to Old Town?

513 responses

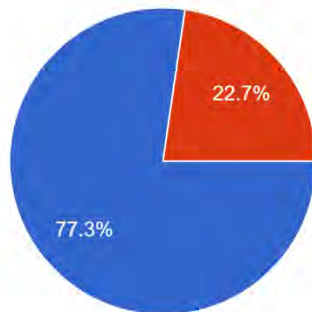


- I live here
- I work here
- I both live and work here
- I'm a student living here while in school
- Property Manager/Developer
- Own a business in Old Town
- Live here + retired
- PH.D. Student @ UMaine, staying aft...

1/2

If you live in Old Town, do you own or rent your home?

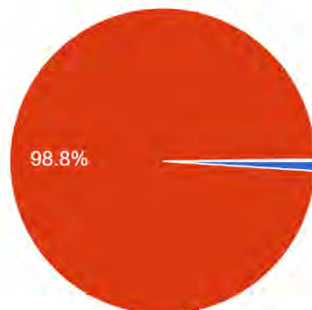
498 responses



- Own
- Rent

If you live in Old Town, what is your residence status?

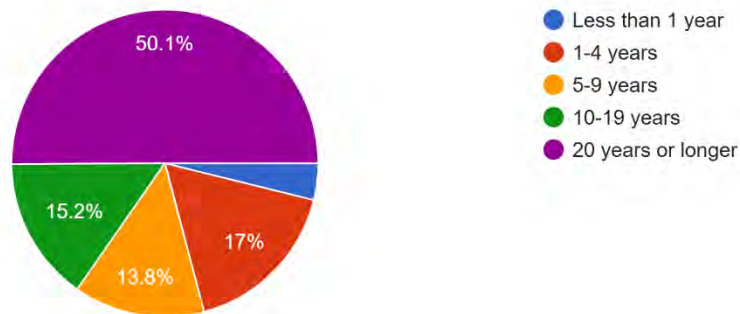
495 responses



- Seasonal
- Year-round
- Rent to own

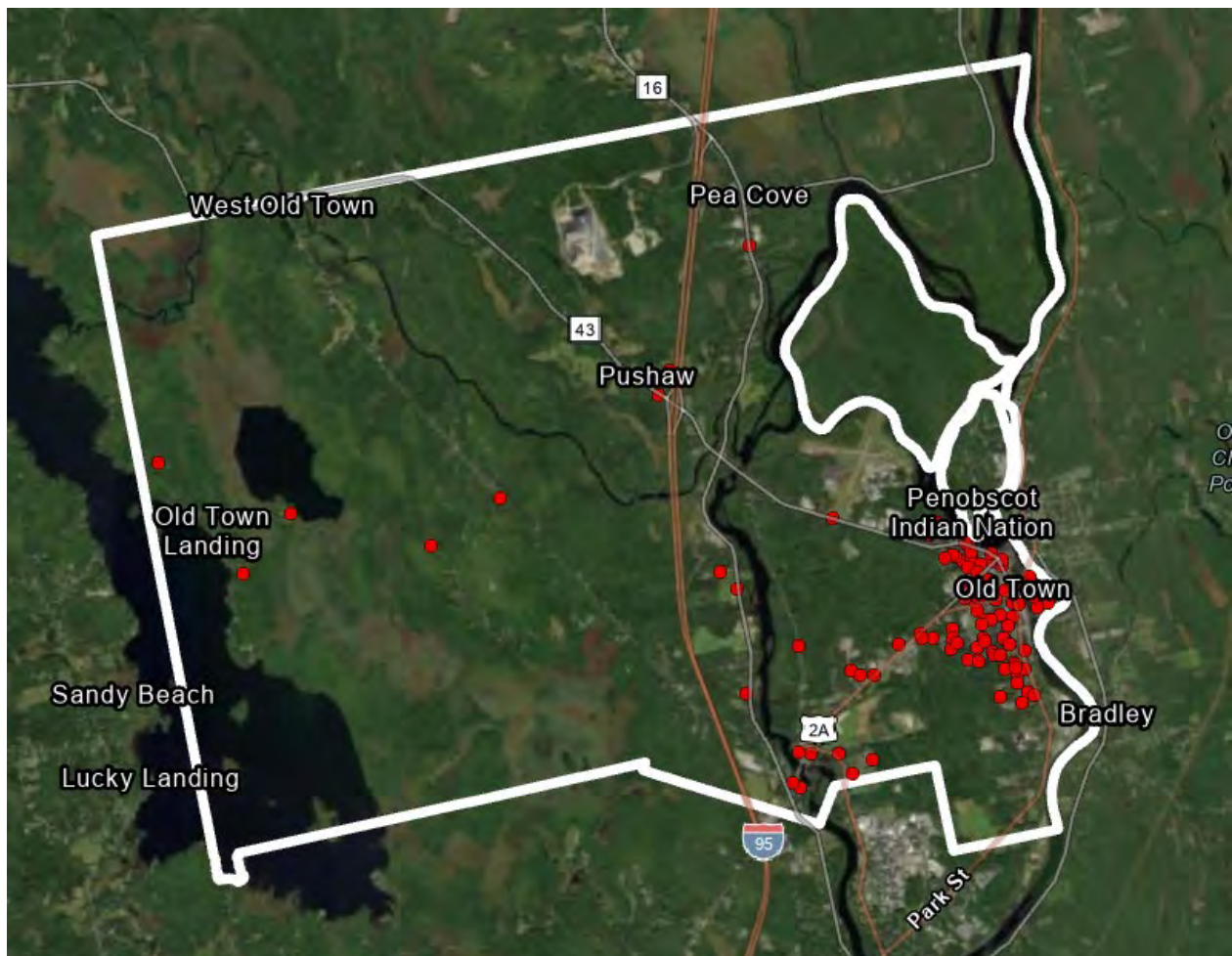
If you live in Old Town, how long have you lived here?

493 responses



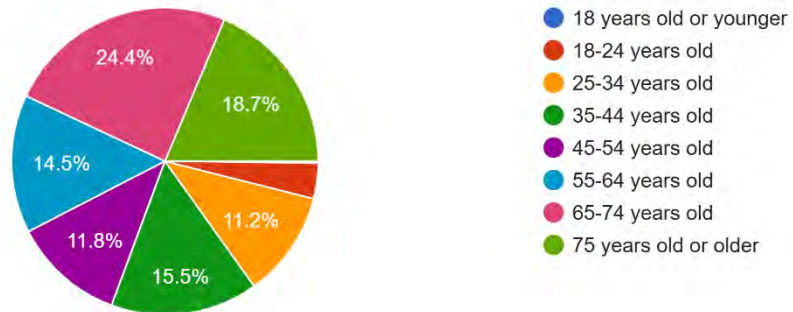
If you live in Old Town, what is your street name or general neighborhood? (Note: this question is only for understanding if there are location-specific needs of residents. If you don't wish to share your general neighborhood, please feel free to skip this question.)

438 responses



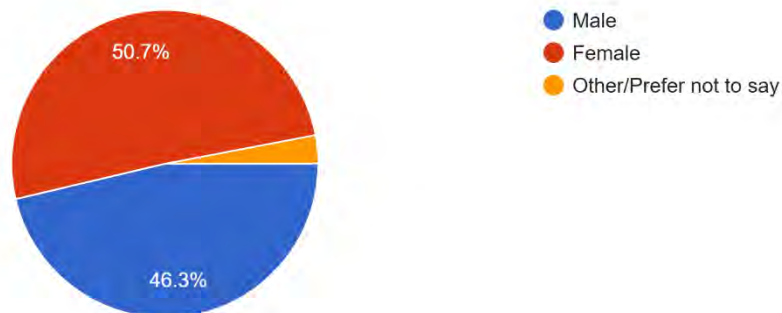
### What is your age?

509 responses



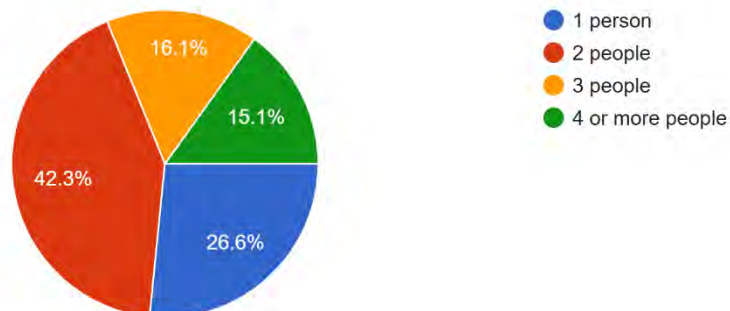
### What is your gender?

501 responses



### How many people are in your household, including yourself?

504 responses

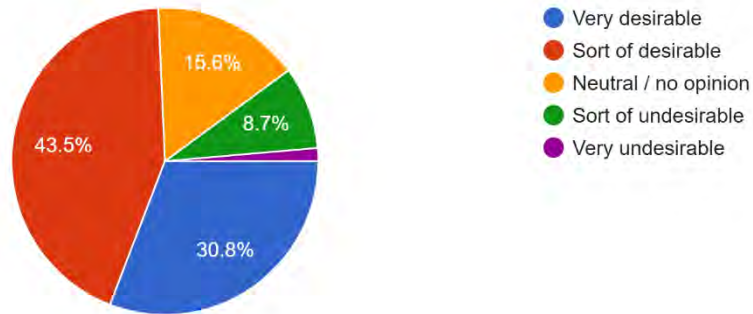




## Quality of Life Questions:

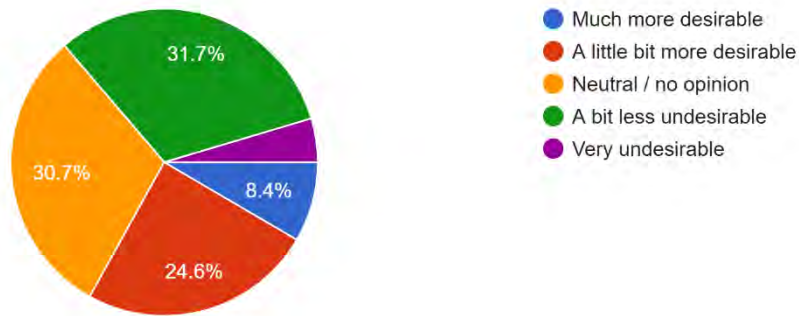
Do you consider Old Town a desirable place to live and/or work?

506 responses



How does the quality of life in Old Town compare to 10 years ago (or since you moved to the community if less than 10 years)?

499 responses



338 responses

Page 188

|                                                                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Better restaurants and a good retail store. Less apartment housing.                                                                                                                                                                           |
| Stop new building, repurpose homes we already have.                                                                                                                                                                                           |
| More to do downtown                                                                                                                                                                                                                           |
| More fiscal responsibility to lower taxes, better sidewalks to make walkability easier, crosswalks are not effective                                                                                                                          |
| More, childcare options, shopping and recreation activities.                                                                                                                                                                                  |
| Enhanced walkability, revitalized downtown                                                                                                                                                                                                    |
| More places for family activity                                                                                                                                                                                                               |
| Less free range riff raff                                                                                                                                                                                                                     |
| Lower taxes                                                                                                                                                                                                                                   |
| Better maintenance and upkeep of infrastructure.                                                                                                                                                                                              |
| Fewer college student rentals and more family housing.                                                                                                                                                                                        |
| Increase entertainment and retail opportunities. Upgraded housing suitable for families and young people.                                                                                                                                     |
| More retail shops                                                                                                                                                                                                                             |
| Close Juniper Ridge                                                                                                                                                                                                                           |
| Having a vibrant downtown, with lot's of businesses and a cafe.                                                                                                                                                                               |
| A more vibrant downtown, better-maintained playgrounds, and a nicer YMCA                                                                                                                                                                      |
| Stronger commerce                                                                                                                                                                                                                             |
| Church attendance, Lower taxes, increased industry                                                                                                                                                                                            |
| Lower taxes, more businesses                                                                                                                                                                                                                  |
| I love old town for what it is and we stand for                                                                                                                                                                                               |
| Less taxes, no green trash bags                                                                                                                                                                                                               |
| Food and entertainment; better sidewalks to allow safer walking especially for older people; better housing                                                                                                                                   |
| lower taxes                                                                                                                                                                                                                                   |
| More interactive activities outside of the bowling alley.                                                                                                                                                                                     |
| Change in chicken rules to match Orono, 6 chickens per residence that are contained. Decreased speed limits on non thru traffic streets (15 mph or less) as well as light up crosswalk on Gilman falls. (Majority do not stop, even have seen |



police and fire trucks fail to stop in crosswalks). Get rid of the green trash bags that create more problems than they solve.

No mill stink

To enhance the experience of living in Old Town, I suggest the following improvements:

1. Lower speed limits on resident labeled streets to ensure safety for children, pedestrians and cyclists.
2. Install flashing crosswalks on Veazie and Gilman Falls to improve visibility and safety for all road users.
3. Stop the use of green trash bags which would increase sustainability, since many people have to use double bags.
4. Repair and maintain sidewalks to ensure they are accessible and comfortable for pedestrians particularly on Gilman Falls.
5. Permit a small flock of rooster-less chickens, as they serve as natural pest repellents and can help decrease ticks while promoting self-sustainability for families. These changes would foster a safer, cleaner, and more vibrant community in Old Town.

More emphasis on the Old Town community garden, more community events, incentives for new businesses to open downtown

Better school system, more housing, more nightlife, more retail shops

businesses: shops, restaurants, activities

more shopping opportunities - gift shops, thrift, department/clothing, restaurants, bars/taverns

Get rid of green bag trash pickup.

Low taxes, affordable owner occupied homes

More available businesses and services, bringing back the local weekly newspaper, more communication from city government via any method that is not Facebook (or other social media), more sidewalks.

The city actually doing their jobs, people can't live in this town. The taxes are too high for services that are not provided. We have no new businesses coming into the city. No one wants to stay here unless you grow up here., crime is going up around town. We haven't seen police presence up on this island for quite some time police don't follow up when calls are made, case in point would have been a few weeks ago someone was trying to break into Neighbor's garage police recalled. They never followed up when they were called back. The female officer stated she spoke with the person in question. Please tell me how she would've known who the suspect was when she never called the complainant back is things like this and raising our property taxes having to sell out money for green bags there's a multitude of things at the city used to do. They need to start trimming the fat somewhere and not making the short falls. Come back on residents we are taxed to the brim

More retail, lower costs

More Businesses in Downtown, NOT CHANGING THE STREET FORMATIONS OR ADDING STOPLIGHTS IN FRONT OF OUR HOUSE!!!

Taxes so I can afford other needs

More for public to do in a community setting. Definitely something more for the younger demographic to do besides roam around town.

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Continued redevelopment of blighted properties.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Seeing less junk in yards, safer environments, more consistent/better public transportation                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Inceastructure, better public transport (7 days a week), shopping malls, amusement park/center, employment opportunities, pedestrian walkways,                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Retail shops and non-fast food restaurants                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| More industry                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| I think our downtown area needs some serious work. Cafes, bookshops, stores, etc. We don't need places for people to go play video games and card games because those are things you can do at home. Those businesses won't bring walking traffic to the downtown area.                                                                                                                                                                                                                                                                                                                                                                       |
| Downtown Restaurants                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Add better shopping opportunities                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Lower taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| I think more trash should be picked up on the side of roads                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| More public transportation options                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Community awareness and needs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Lower property taxes.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| walkable trails                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Lower cost trash services and the cost of green trash bags is excessive. Reduced number of unhoused in back yard or more frequent police patrols.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| The mill smell going away                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| I pay the same amount of taxes as others in town. Yet I have to see (and often smell) the dump from my driveway. Even though I can see the dump, I still can't get rid of trash. Other people who own homes on this side of town are offered deals with taxes and drinking water, but since I purchased from another owner, I do not receive the same benefits. Our area of town only has one option for local Internet services, no fiber services. And plowing services are often neglected on this road.<br><br>1) reduce taxes, 2) bring back trash services, 3) increase Internet options, 4) road maintenance even for my part of town. |
| More focus on creating a sense of community.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Lower taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| More businesses located on Main St., more funding for public schools                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Lower property taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Better roads                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| More employment opportunities                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Lower taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Developing the town. We have such a great opportunity because there are so many student students and graduate student students and university members living in this space. Having a vibrant town that meets the interest in these groups would really make this space much more economical. I'm thinking more coffee shops for students to work in, dining options, etc. I think the town programs that happened during the summer are absolutely fantastic, but I would love to see money, put into a facelift for the town and renewed business opportunities that would attract students into the doors.                                                                                                                |
| More interesting downtown. Better schools.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Continue to attract first-time home buyers                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| More events, more services                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Less bridge work                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Tax relief I feel when the mill opened back up the town was over confident in its success and really relied upon its revenue to early and now the community is paying for it                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Shopping, restaurants, recreation                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| It would be nice to have any type of culture, community gathering spaces/events, restaurants etc. There is nothing for young adults to do here to meet other young adults. Especially for those without children. This makes the area less desirable.                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Better schools, less distance with schools, cleaner environment, better plowing, better road safety and repairs, more town activities                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Places for people to visit and things for kids to do                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Fixing my streets pavement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Community upkeep, more businesses and better jobs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Stop the Bs with trash removal, stop making the cost of living outrageous for your residents.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Manage your budget better/ lower taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| I genuinely considered this question, and I took in every aspect of living in this city that I love. You guys are actively improving downtown. New bars, restaraunts, (hopefully more stores soon). We do a lot of city events that bring business and there is a huge sense of community. We have lots of public trails and a few parks. These are relatively clean and safe. We have dedicated public servants and top tier public safety. It's a wonderful place to raise a family. We have all of this and yet the city still wants to cut funding to all these departments. We need to maintain what we have. Find ways to get the money so we can keep these services the way they are, and continue to improve them. |



|                                                                                                                                                                                                                                                                                                                                     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Especially the public safety departments, where less funding will have an impact on the safety of all of us. Raise taxes if you must.                                                                                                                                                                                               |
| Bring in more business                                                                                                                                                                                                                                                                                                              |
| A performing arts center, like Orono's.                                                                                                                                                                                                                                                                                             |
| Better sanitation services                                                                                                                                                                                                                                                                                                          |
| Lower taxes                                                                                                                                                                                                                                                                                                                         |
| More investment in community building projects and non-motorized transportation infrastructure (fix sidewalk, improve/add bike lanes)                                                                                                                                                                                               |
| Enticements for more cost friendly businesses to raise jobs and revenues for the people of OT. Also, while I don't know the specific demographic of OT, I do know Maine has the oldest population in the country (per capita) so more services/residences for retirees would be nice..                                              |
| More businesses so that I don't need to drive to other cities to make purchases                                                                                                                                                                                                                                                     |
| Improved city planning, businesses and opportunity. More housing.                                                                                                                                                                                                                                                                   |
| Lower taxes                                                                                                                                                                                                                                                                                                                         |
| Getting rid of "pay for throw" bag requirements for trash pickup                                                                                                                                                                                                                                                                    |
| Lower taxes                                                                                                                                                                                                                                                                                                                         |
| More public transit and safe sidewalks.                                                                                                                                                                                                                                                                                             |
| Should fix the streets and roads because there are holes everywhere. And finish the work on the bridge. More illumination on the streets                                                                                                                                                                                            |
| Increased recreational opportunities; upgrading existing recreational facilities and parks. Also, has any thought been given to developing a farmer's market in the area next to the public safety building? This would draw a lot of people to downtown Old Town.                                                                  |
| Better ordinances to help keep yards near and tidy. Our neighbors all around us have building materials, debris, and trash on their lawns.<br>Better management of the school budget - it is out of control. The increase is way higher than surrounding towns, and our student outcomes are not good. It's about more than sports. |
| A walking bridge from French island to Bradley                                                                                                                                                                                                                                                                                      |
| More options for residents, less costs pass to residents                                                                                                                                                                                                                                                                            |
| Lower Taxes and a City Government that is conscious of their spending and its affect on the taxpayers.                                                                                                                                                                                                                              |
| Waterfront market and shop development..."Riverwalk"                                                                                                                                                                                                                                                                                |
| Affordable housing and cleaner neighborhoods                                                                                                                                                                                                                                                                                        |

|                                                                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Walking paths places to enjoy the river                                                                                                                                                                                                       |
| Lower taxes/ mill rate                                                                                                                                                                                                                        |
| Affordability                                                                                                                                                                                                                                 |
| Access to more trails, continuous sidewalk on route 2 into Orono, bike lanes, dog park, more restaurants                                                                                                                                      |
| Dog park, more trails for hiking. Trail on the River by the mill? More restaurant options.                                                                                                                                                    |
| Business                                                                                                                                                                                                                                      |
| More job opportunities, more businesses to help take the tax burden away from the working class in Old Town.                                                                                                                                  |
| Business. in the downtown area, NOT STILLWATER PLAZA                                                                                                                                                                                          |
| Better housing stock. Friendlier business climate. Higher median income                                                                                                                                                                       |
| More sports and rec for kids; More childcare options; quality restaurants                                                                                                                                                                     |
| A nice, non-chain coffee shop somewhere downtown                                                                                                                                                                                              |
| Continuing to support + value our green spaces, school needs, library                                                                                                                                                                         |
| A more vibrant downtown                                                                                                                                                                                                                       |
| Provide trash service like it used to be - included with tax base                                                                                                                                                                             |
| Local magnets, which we know already...how do we get them? More housing -> more local activity                                                                                                                                                |
| Continue to offer community engagement events - foster good relations with Penobscot Nation                                                                                                                                                   |
| more businesses, especially downtown                                                                                                                                                                                                          |
| Better walkability (things to do within walking distance)                                                                                                                                                                                     |
| lower taxes                                                                                                                                                                                                                                   |
| Access to more transportation hubs                                                                                                                                                                                                            |
| business                                                                                                                                                                                                                                      |
| Not being so negative to new business                                                                                                                                                                                                         |
| more plants + flowers - street lights                                                                                                                                                                                                         |
| community garden space for growing food, greater appreciation/celebration of diversity of community; repurpose ND mill for environmentally positive community-supported vocational/educational, renewable energy or other green manufacturing |
| HAVING THE OLD TOWN BUS RUN AT NIGHT                                                                                                                                                                                                          |

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| I would not like to see taxes go up AGAIN - while still dumping sludge into the Penobscot - please                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Finishing the bridge. Better landscaping in parks.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| getting rid of distressed properties                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| desirable downtown & kept up neighborhoods                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| your trash rules suck, roads needs paving on all main roads, people in town hall don't know how to call people                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Maybe some car chargers.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Honestly, the low taxes were awesome! It opened up options for us to do what we actually want to do instead of paying basically rent to the town. Seeing granite curbing downtown seems wasteful— I know “Kanu” is down there, but it doesn’t benefit all of us in a meaningful way and so I like that we were a relatively frugal place, honestly, with nice town management. I hope that it doesn’t have to change. More taxes means more rules. If anything, I think our taxation favors landlords over homeowners, but this probably isn’t the place to tell you about it. |
| Better downtown. More community events.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| More events                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Indoor dog park                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Less traffic or diverted a different way                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Schools                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Encourage more beautification projects (seek external grants), enforce city codes, reinvest in a functioning rec program, get rid of the pool at OTHS and redevelop that space into a field house to expand options for sports practices and club teams, don’t just take money from a benefactor to rebuild a pool when the high school doesn’t even have enough students to make up a team.                                                                                                                                                                                   |
| Flexibility with trash and recycling. Lower taxes higher property value. Make casella provide better services at lower prices since they are leaching PFAS fans filling the landfill with out of state waste. Provide an actual place to drop off trash when casella throws a fit because the lid blew open in the wind.                                                                                                                                                                                                                                                       |
| More businesses                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| easing traffic on Stillwater avenue                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Lower taxes especially for senior citizens, we should not have to pay school taxes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| not sure                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| lower taxes lol, do something with the mill                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Less taxes, not having to pay for trash                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Lake                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |



|                                                                                                                                                                                                   |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Stores                                                                                                                                                                                            |
| Cheaper taxes and stop cutting services                                                                                                                                                           |
| More downtown businesses                                                                                                                                                                          |
| Getting rid of those damn green bags!!                                                                                                                                                            |
| I think continuing to have new businesses open and thrive will be huge!                                                                                                                           |
| Property tax break for seniors                                                                                                                                                                    |
| Double tax on garbage pick-up                                                                                                                                                                     |
| If more businesses stayed open later                                                                                                                                                              |
| We've become a very car heavy and congested pass-through town. Walkability/bikeability would be amazing. More opportunities for young families/community members to come together. More diversity |
| Quiet, low crime, convenience                                                                                                                                                                     |
| Not sure                                                                                                                                                                                          |
| More work places                                                                                                                                                                                  |
| Programs that get more youth involved with nature.                                                                                                                                                |
| Community resources, diversity of population, opportunities to work                                                                                                                               |
| More businesses                                                                                                                                                                                   |
| More options for shopping - more businesses                                                                                                                                                       |
| People that live here more than 10 years would be friendly, inviting neighbors over for snacks.                                                                                                   |
| Get more stores downtown + have them stay open past 5:00 pm                                                                                                                                       |
| To see something economically sound, or for the benefit of all, down with the old "Canoe Co." property in center city.                                                                            |
| Traffic enforcement, speeding, dangerous walking at times                                                                                                                                         |
| (1) Welcoming signage, new bridge, good start. (2) Vibrant downtown. (3) Infrastructure.                                                                                                          |
| You can't walk on sidewalk because of trashcans left on street                                                                                                                                    |
| The City needs to get its spending under control.                                                                                                                                                 |
| Clean up/restore/remove old, worn down, or neglected properties/buildings.                                                                                                                        |
| To have residents maintain their property (ex. mow their lawns, pick up littered trash on their property)                                                                                         |

|                                                                                                |
|------------------------------------------------------------------------------------------------|
| We need better restaurants and places to shop                                                  |
| More visability for the small businesses to thrive in town                                     |
| Ease of taxes                                                                                  |
| dog park                                                                                       |
| More local businesses downtown.                                                                |
| More stores or places to eat                                                                   |
| Better variety of food options in places like downtown area.                                   |
| Fewer apartments and more retail options                                                       |
| Better developed downtown with more businesses and less empty storefronts.                     |
| More business downtown, more activities downtown, BRING BACK DOWNTOWN!                         |
| Fewer empty businesses downtown                                                                |
| Sustainable green businesses, greater variety of lunch places in downtown area                 |
| lower taxes                                                                                    |
| Fixing the road on Sixth Street                                                                |
| Cleaning up rental/private properties                                                          |
| More events for seniors, local events and better picnic tables in the parks or even pavillions |
| updated housing, renovations to older housing                                                  |
| A store such as Ames                                                                           |
| Promoting diversity and acceptance                                                             |
| Affordability for the residents - do not make OT too expensive to live in.                     |
| Do a better job of upkeeping roads and sidewalks - especially near the middle school.          |
| Family neighborhoods again - less college kid rentals* very noisy and disrespectful            |
| Regulate Juniper Ridge                                                                         |
| Don't know. Satisfied with mine.                                                               |
| Expansion of public transportation system. More low-cost housing.                              |
| Being near family.                                                                             |

|                                                                                                                            |
|----------------------------------------------------------------------------------------------------------------------------|
| Lower Taxes Improved downtown to include businesses                                                                        |
| Develop downtown (An outlet shopping on Main Street)                                                                       |
| More vibrant downtown, more walkable (safer walkable)                                                                      |
| More things to do                                                                                                          |
| Retail business downtown                                                                                                   |
| Putting the people first                                                                                                   |
| Re Route truck & maintain speed limit from Indian Island to intersection                                                   |
| Old town was booming with stores and other businesses. All we have now are restaurants                                     |
| Less speeders on Veazie Street                                                                                             |
| Lower property taxes; more responsive city government                                                                      |
| More entertainment                                                                                                         |
| Lower service costs                                                                                                        |
| High taxes, bad schools, no downtown, hunting                                                                              |
| Less drugs, more logical businesses                                                                                        |
| Rent cap, wish downtown was filled with cafes, shops, bars. Pretty empty now                                               |
| A recycling facility that would be free + do pickups and/or one could go there to drop off all manner of recyclable items. |
| Increased shopping opportunities                                                                                           |
| Less drugs                                                                                                                 |
| Clean air. Smell from dump & mill etc. over years keeps you from enjoying outside.                                         |
| More stores for shopping like clothing, shoes, etc.                                                                        |
| If we could go back 10 years and have the mill                                                                             |
| Clothing store, plus a walk-in clinic.                                                                                     |
| More stores                                                                                                                |
| Better communication, website for town. There are lots of cool events we miss.                                             |
| More businesses downtown, a renters registration for landlords (so there will be housing standards for renters)            |



|                                                                                                   |
|---------------------------------------------------------------------------------------------------|
| To have the mill running, Old Town Canoe store in town, boat, kayak, rentals, at boat launch      |
| Finishing bridge                                                                                  |
| Better housing and shelter                                                                        |
| Fewer drugs. A goal to eliminate the mill town reputation.                                        |
| Less taxes                                                                                        |
| New development mix use areas, shopping, eateries, pubs, etc.                                     |
| More activities for families, larger variety of food/businesses                                   |
| More businesses                                                                                   |
| More restaurants, more outdoor seating, more art galleries & museums (art walk), more live music. |
| Better roads & better update parks                                                                |
| I would love to see more shops                                                                    |
| Lower taxes/Government with concept used in New Hampshire (If we can't afford it we don't do it). |
| Upgrading infrastructure                                                                          |
| affordability                                                                                     |
| Improved access to both rivers for fishing, swimming, kayaking etc.                               |
| Better after-school programs and care for children, lower taxes                                   |
| lower taxes                                                                                       |
| Bustling downtown, improved community aesthetic                                                   |
| Clothing store!! More stores for picking up "odds + ends" - shoe store                            |
| more shopping, target, walmart, etc.                                                              |
| Stricter code enforcement                                                                         |
| Lower taxes, the rat situation needs to be addressed                                              |
| Lower taxes                                                                                       |
| broadier tax base; more retail                                                                    |
| More little shops                                                                                 |
| lower taxes                                                                                       |

|                                                                                                                                                                                                                                                                                            |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Get rid of the landfill! (I know it's technically in Alton). At least, eliminate out-of-state garbage from coming in and STOP l.f. expansions!                                                                                                                                             |
| a coffee shop - not Dunkin                                                                                                                                                                                                                                                                 |
| Structural improvements sidewalks, roads, lights @ nite, more businesses                                                                                                                                                                                                                   |
| more stores in downtown area                                                                                                                                                                                                                                                               |
| A senior center, farmers market, weekly free shuttle to take older folks shopping, maybe do something with OT Canoe's land by fire station                                                                                                                                                 |
| public library, Hannaford, bike path, OTES                                                                                                                                                                                                                                                 |
| university forest, trails                                                                                                                                                                                                                                                                  |
| Business sustainability. Back to rotary traffic in downtown area (back in the 60s)                                                                                                                                                                                                         |
| get rid of abandoned/run down house. And the mill.                                                                                                                                                                                                                                         |
| Downtown water district business + park                                                                                                                                                                                                                                                    |
| Lower housing prices, rent control, an urgent care                                                                                                                                                                                                                                         |
| street work (resurfacing old areas); more help for seniors citizens who don't drive to get to appointments, center on Bennoch Rd; and more affordable housing                                                                                                                              |
| Enforce speeding laws, especially on Lake roads that are narrower than main roads                                                                                                                                                                                                          |
| Community arts center/Auditorium for guests                                                                                                                                                                                                                                                |
| Don't know. I spend most of my time primarily at home when not at work.                                                                                                                                                                                                                    |
| Lower taxes                                                                                                                                                                                                                                                                                |
| Road and sidewalk maintenance                                                                                                                                                                                                                                                              |
| Our YMCA is lacking in staff and maintenance                                                                                                                                                                                                                                               |
| It's already great, but possibly more work on the trails, more outdoor spaces (benches, etc.)                                                                                                                                                                                              |
| No green trash bags, annual spring curb dump pick up, 6 hens allowed per residence, flashing pedestrian crosswalk signs, especially on Gilman Falls. Slower (10-15 mph) speed limits on residential streets. Sidewalk repairs so people with mobility issues/scoliosis can use them safely |
| Increased restaurant, better shopping, better quality housing (better upkeep)                                                                                                                                                                                                              |
| Bring PCHC Helen Hunt Health Care Center back up to full working capacity like it was 4 yrs ago                                                                                                                                                                                            |
| Local shopping                                                                                                                                                                                                                                                                             |

|                                                                                    |
|------------------------------------------------------------------------------------|
| More stores, especially like Reny's or Target                                      |
| Lower property taxes                                                               |
| Beautify would go a long way... Ugly run down place                                |
| Same as 10yrs ago. Much better thru the years.                                     |
| Apolitical community events                                                        |
| Mix of property types, homes, commercial, retail, food (pre-1990 Old Town)         |
| Additional services through rec center such as after school care                   |
| Reduced truck traffic on Bennoch Rd                                                |
| Cooperate w I.C.E / Enforce Housing Appearance Codes                               |
| More jobs                                                                          |
| More to do downtown, the middle school and highschool are not fabulous.            |
| The quality of people, familys that (work) not on Government or state assistance   |
| Reopen the mill + more shopping                                                    |
| Lower taxes, spring trash pickup to resume                                         |
| Attention to litter accumulating along city streets                                |
| A more diverse + robust downtown area with store, coffee shops, that sort of thing |
| Preservation of our natural resources - less building... more beauty :)            |
| Businesses or everyone and jobs                                                    |
| A viable downtown                                                                  |
| Places (indoor) to hang out, thriving downtown                                     |
| More places to shop - more restaurants - more entertainment + venues               |
| better medical services and providers other than PCHC                              |
| Less bars & more eateries & shops                                                  |
| Taxi or local bus to store and back - old town mall - back to town                 |
| More community by the river on the green. farmers market!                          |
| Tar all roads + street. Lots of holes.                                             |

|                                                                                                                                                                                                                                   |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Obviously bringing in any industry to boost economic growth but helping/encouraging or even force people to clean their yards and take pride in their homes would go a long way. I'm saddened by the state of many areas in town. |
| anything that reduces taxes                                                                                                                                                                                                       |
| Continue to develop the downtown area with local shops and businesses. The park is great!                                                                                                                                         |
| Lower taxes & no dump                                                                                                                                                                                                             |
| Lower taxes and not charge ridiculous prices for trash bags that are cheaply made                                                                                                                                                 |
| Stores to shop at and support local - NOT Dollar Stores                                                                                                                                                                           |
| Decreased taxes. Increased commercial tax base.                                                                                                                                                                                   |
| Lower property taxes                                                                                                                                                                                                              |
| More in the center of town - community center (where more people live)                                                                                                                                                            |
| Not sure                                                                                                                                                                                                                          |
| Department store                                                                                                                                                                                                                  |
| To bring more stores, small biz; grow waterfront- family & cultural, natives, woodstore shop; history                                                                                                                             |
| Clean up neighborhood - too much junk in peoples yards                                                                                                                                                                            |
| More local shopping                                                                                                                                                                                                               |
| More vibrant downtown, shopping, dining, etc. More tech jobs                                                                                                                                                                      |
| More businesses                                                                                                                                                                                                                   |
| Make police more visible                                                                                                                                                                                                          |
| People                                                                                                                                                                                                                            |
| More businesses, more parks                                                                                                                                                                                                       |
| Allowing us to have chickens. More focus on permanent residence. Built up downtown.                                                                                                                                               |
| The taxes are killing me!                                                                                                                                                                                                         |
| More family entertainment/events.                                                                                                                                                                                                 |
| Lower taxes                                                                                                                                                                                                                       |
| Businesses<br>More support for schools                                                                                                                                                                                            |
| More public services and a better contract with the trash company.                                                                                                                                                                |



More sit-down eateries. More places for kids.

A thriving downtown

More affordable housing, less property taxes, cleaner neighborhoods

Lower taxes

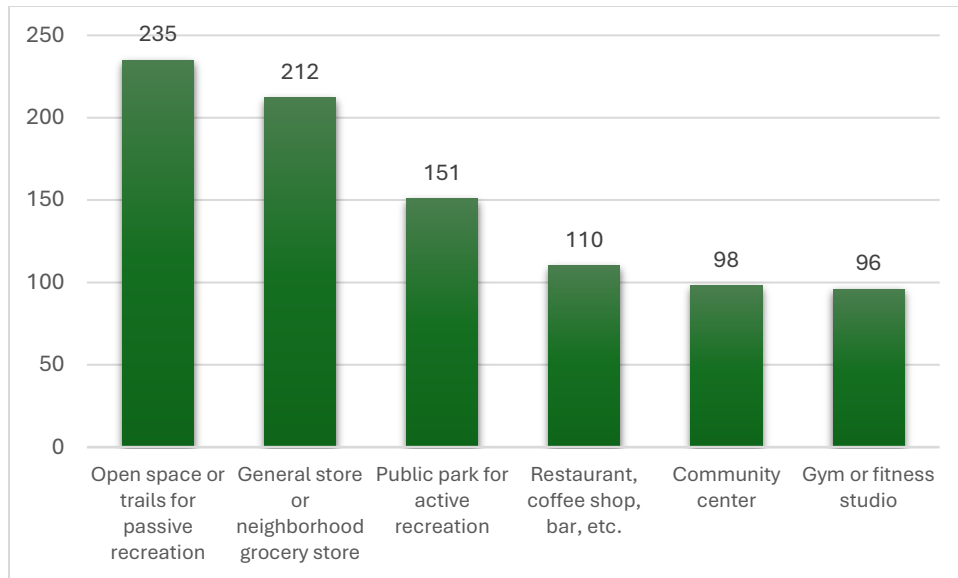
More jobs, places to work

Not so hectic and lot more friendly.

More family and youth opportunities; things that support their growth

What do you wish was within a 10-minute walk from your house? (If any of these things are already within a 10-minute walk from your house, which do you most value?) Please check all that apply.

461 responses



Other responses:

|                                                                                                                                                                                                                                                                                                                                |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Dog park – 7                                                                                                                                                                                                                                                                                                                   |
| Health/Medical Centers – 3                                                                                                                                                                                                                                                                                                     |
| Shops/boutiques – 1                                                                                                                                                                                                                                                                                                            |
| I wish there was a store within five minutes walk from my house & I wish the sidewalks we do have were accessible. For a person with mobility issues it's hard to go anywhere on foot. Also: we live near a park but there are always mean, mouthy unsupervised kids there that bully and cuss which makes it undesirable. – 1 |
| High quality restaurants – 1                                                                                                                                                                                                                                                                                                   |
| A Farmer's Market! Moonshot: a Trader Joe's! – 1                                                                                                                                                                                                                                                                               |
| Ice cream stand downtown – 1                                                                                                                                                                                                                                                                                                   |
| Better food selection. 99% of the time I have to drive to Bangor to eat out – 1                                                                                                                                                                                                                                                |
| florist, pharmacy – 1                                                                                                                                                                                                                                                                                                          |
| Bakery (NOT donuts) – 1                                                                                                                                                                                                                                                                                                        |
| Pet supply store – 1                                                                                                                                                                                                                                                                                                           |
| A nice local coffee shop! – 1                                                                                                                                                                                                                                                                                                  |

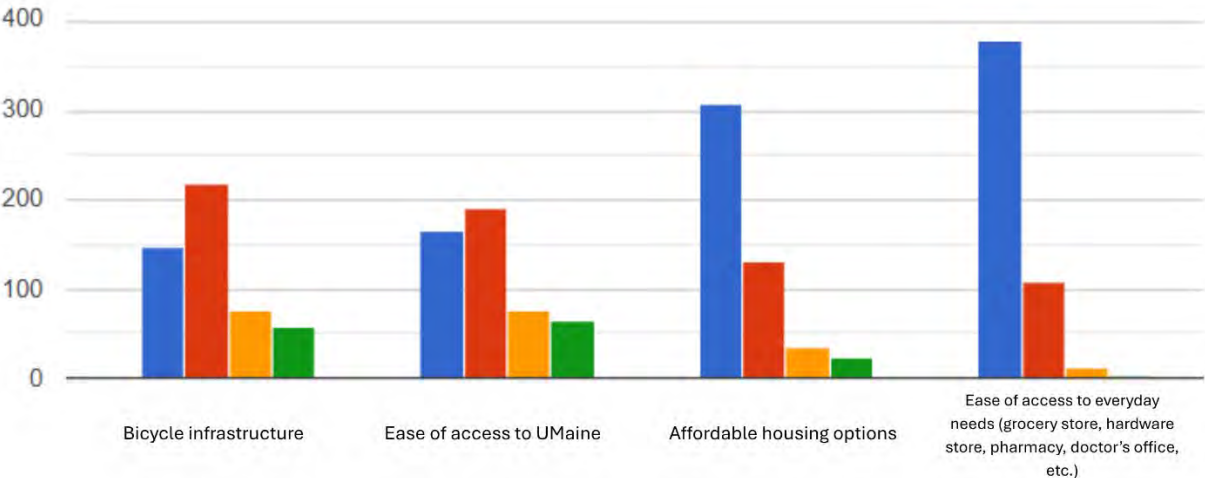
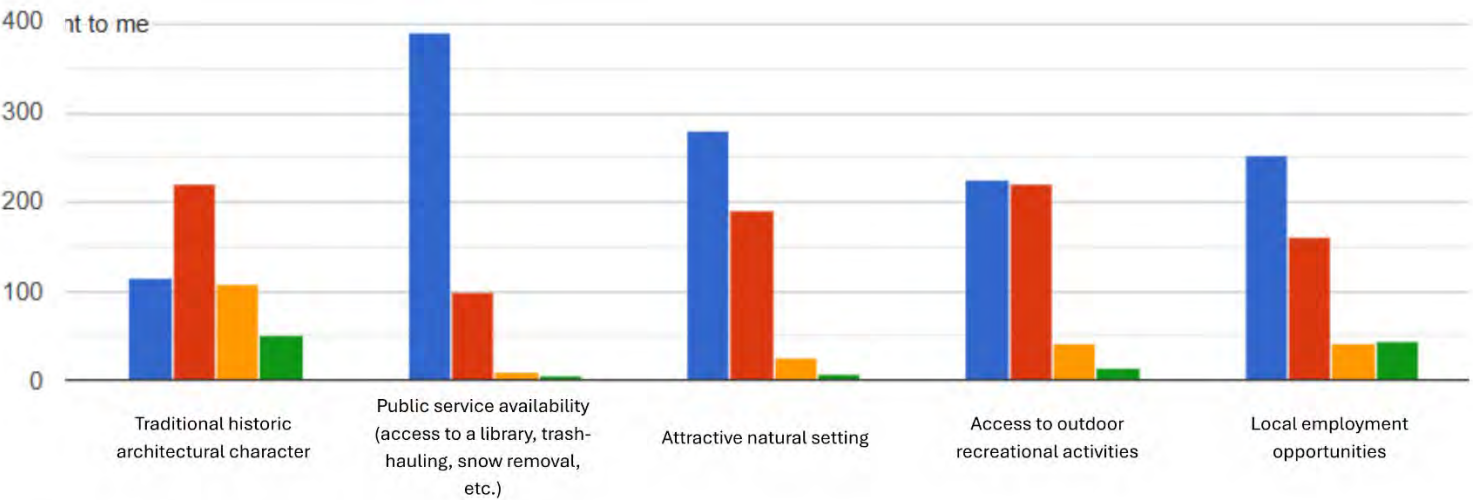
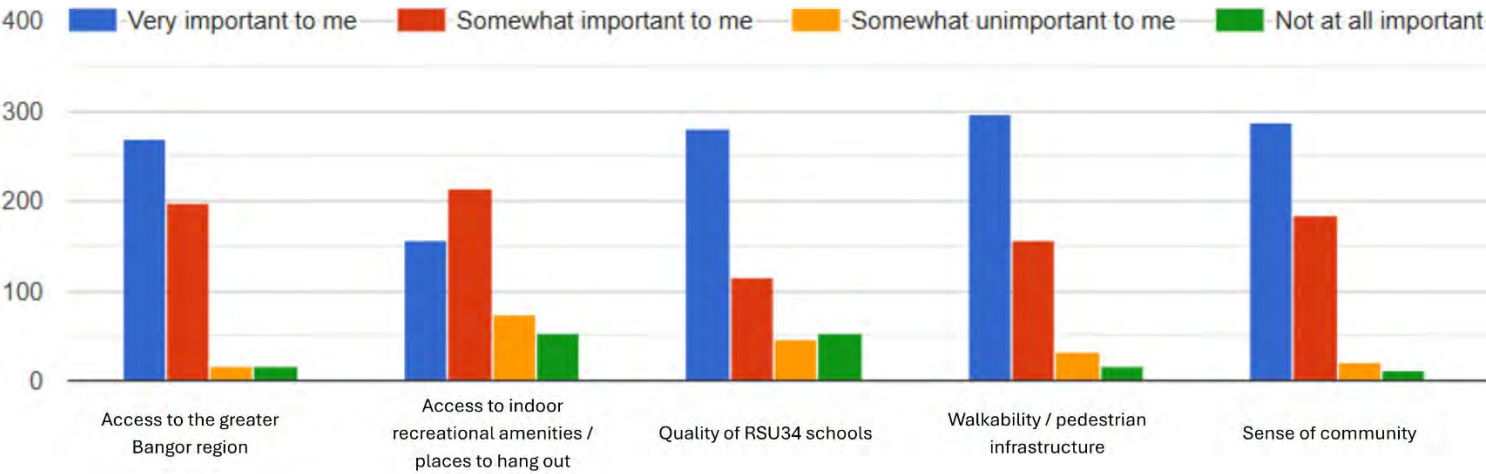
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|-----------------------------------------------------------------------------------------------------------------------------------------|
| Kids club every week for ages 1-14 – 1                                                                                                  |
| More businesses in the downtown area, restaurants, entertainment, etc – 1                                                               |
| More restaurants would be nice – 1                                                                                                      |
| All of these things are within a 10 minute walk of my house currently – 1                                                               |
| anything for adults – 1                                                                                                                 |
| Performing arts center. – 1                                                                                                             |
| Atv trails – 1                                                                                                                          |
| Corner of Kirkland and Poplar would be a great place for a Trade Winds/DD – 1                                                           |
| Everything is within walking distance here – 1                                                                                          |
| We do have a public park, but with only a playground – 1                                                                                |
| Lower Taxes so I could afford to develop my property AS I see fit. – 1                                                                  |
| A safe place for teens to hangout with positive influences – 1                                                                          |
| Synagogue – 1                                                                                                                           |
| Keep up facilities at Cook Point at end of Woodland Ave – 1                                                                             |
| walking distance to downtown so happy – 1                                                                                               |
| We have nice things but they feel dirty and/or unsafe (including/especially bike path. won't take my kids there or to park anymore) – 1 |
| Theater – 1                                                                                                                             |
| community garden space for growing food – 1                                                                                             |
| We have all of these! We are lucky! – 1                                                                                                 |
| something free for all ages since you TAX US – 1                                                                                        |
| Lots to see if you are a curious person. Don't think we need anything more. – 1                                                         |
| Really don't want to add more – 1                                                                                                       |
| I have all of these within walking distance and it's great! – 1                                                                         |
| boat landing, comfort stations and trash cans at existing trails/parks – 1                                                              |
| 24 hour gym – 1                                                                                                                         |

|                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| lighting at Sewall Park – 1                                                                                                                                                                   |
| A way to clean up the shoreline – 1                                                                                                                                                           |
| Church, library, hospital – 1                                                                                                                                                                 |
| We live too far from any reasonable walking – 1                                                                                                                                               |
| Local pool – 1                                                                                                                                                                                |
| Woods – 1                                                                                                                                                                                     |
| activities in the park (examples: bands, art shows, craft shows) – 1                                                                                                                          |
| Church – 1                                                                                                                                                                                    |
| I am happy with country living. – 1                                                                                                                                                           |
| I would like to see more events for seniors. I would like to see better picnic tables and seating at parks for older residents. Sign with LED lighting to update on events and happenings – 1 |
| We don't need more pizza shops & bars - we got all that. How bout a culture center. Not a city vibe – 1                                                                                       |
| More access to healthcare – 1                                                                                                                                                                 |
| Safe areas on the Road to work – 1                                                                                                                                                            |
| Taco Bell, KFC, Steak House – 1                                                                                                                                                               |
| Have plenty of restaurants, but it would be nice to have more than just dollar stores (they do offer a lot). – 1                                                                              |
| Stores for shopping – 1                                                                                                                                                                       |
| These are all close and valued – 1                                                                                                                                                            |
| A senior center, an art gallery – 1                                                                                                                                                           |
| Department store – 1                                                                                                                                                                          |
| I value my area. – 1                                                                                                                                                                          |
| The city bus is a lifesaver – 1                                                                                                                                                               |
| We don't live downtown but it would be great to have a real bakery/coffee place to get together with friends - usually and up in Orono/Bangor – 1                                             |
| Good bakery – 1                                                                                                                                                                               |
| Retail shops – 1                                                                                                                                                                              |
| all are a 10-minute walk and I value it all – 1                                                                                                                                               |



|                                                                                                                                    |
|------------------------------------------------------------------------------------------------------------------------------------|
| Mountain bike specific trails – 1                                                                                                  |
| Senior citizens meeting place with info of times opened, activities listed etc. – 1                                                |
| Trout pond – 1                                                                                                                     |
| Bookstore, Things for kids – 1                                                                                                     |
| All of the above are nice & Old Town has a lot of these close by if you live near/in town. I'm happy with what I have at home! – 1 |
| Value and use the library – 1                                                                                                      |
| Clothing store – 1                                                                                                                 |
| I live in West Old Town. Nothing to walk to. Lower taxes – 1                                                                       |
| Bus to Hannafords without taking hrs. – 1                                                                                          |
| Coffee shop/Place to do homework/Bookstore! – 1                                                                                    |
| Cheaper houses for sale, I'd rather own then rent – 1                                                                              |
| Breakfast place – 1                                                                                                                |
| PO/City Hall/Bank/Etc – 1                                                                                                          |
| Cultural, historic center that highlight indisen island, log drives, mill and other small town history – 1                         |
| Laundromat – 1                                                                                                                     |
| Adult free transport to YMCA – 1                                                                                                   |
| Accessible bus stops – 1                                                                                                           |
| Nothing – 1                                                                                                                        |

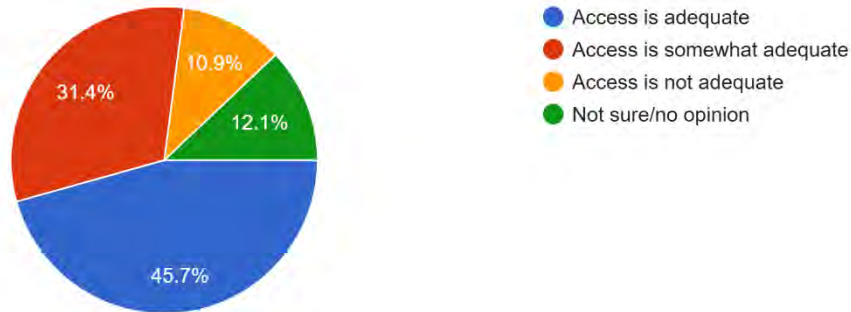
How important are the following attributes to making Old Town a desirable place to live?



## Recreation & Natural Resources Questions:

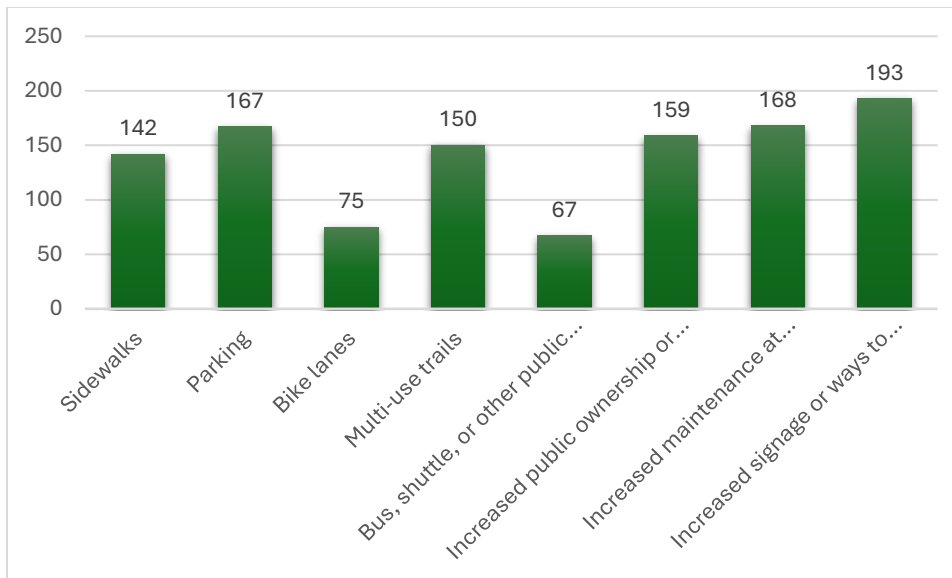
In your view, is there adequate access to Old Town's waterbodies (Pushaw Lake, the Penobscot and Stillwater Rivers, Pushaw Stream, etc) for members of the public?

506 responses



What would improve your access to waterways in Old Town? (Please select all that apply.)

453 responses



Other responses:

N/A – 7

handicap and wheelchair accessibility – 2

Option for rentals – 1

Lighting on sidewalks – 1

Boat rentals at access points. The library has a couple kayaks to rent, but you have to be able to transport them. – 1

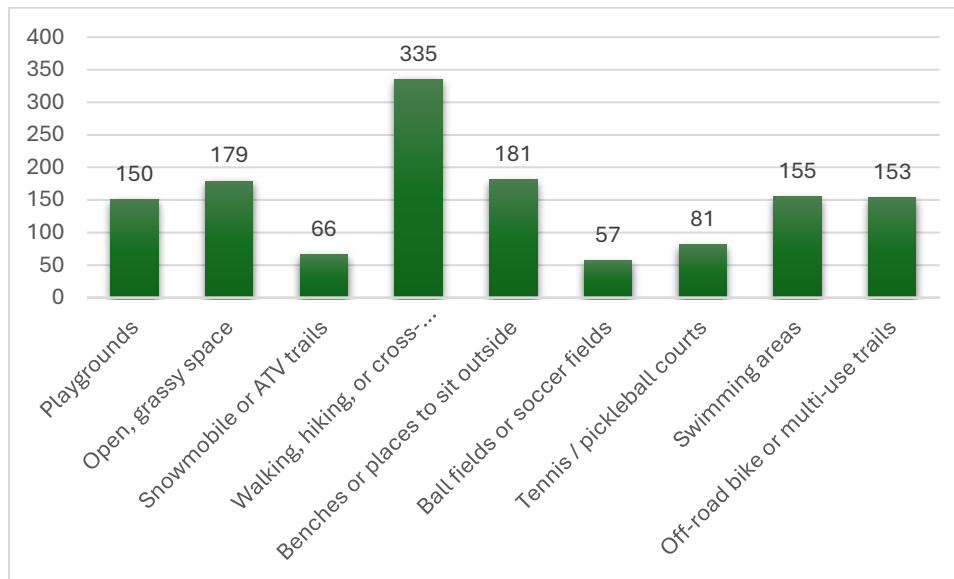
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| Places to fish – 1                                                                                                                                                                            |
| I've lived or been to 48 US states. Short of AK, Maine, and OT in specific has the most public access. No need to change, just keep doing the great job of maintaining existing accesses. – 1 |
| Boat access to the public for pushaw – 1                                                                                                                                                      |
| Sewell Park is a hidden jewel; however, little has been done in the area of improvements. – 1                                                                                                 |
| Lower Taxes so I could afford to take the time to use and enjoy my boat. The towns spending is out of control. – 1                                                                            |
| We already live a short walk to the boat landing – 1                                                                                                                                          |
| Nothing – 1                                                                                                                                                                                   |
| Maps – 1                                                                                                                                                                                      |
| leave it alone its fine. – 1                                                                                                                                                                  |
| I think some sketchy stuff is happening at that Sewall park. Sometimes cars just park and wait for other cars. – 1                                                                            |
| Strong collaboration with Penobscot Nation – 1                                                                                                                                                |
| It's fine as is. Don't spend the money. – 1                                                                                                                                                   |
| Widen Pushaw Lake area landing, designated boat launch at Sewall Park – 1                                                                                                                     |
| Don't spend – 1                                                                                                                                                                               |
| Allow improving shore on private land – 1                                                                                                                                                     |
| Boat launches – 1                                                                                                                                                                             |
| Transportation to the YMCA for seniors the way that school kids have – 1                                                                                                                      |
| Access at Pushaw Lake is not adequate – 1                                                                                                                                                     |
| railings or docks – 1                                                                                                                                                                         |
| Taking care of trails and roads, especially during mud season – 1                                                                                                                             |
| Rentals near river. – 1                                                                                                                                                                       |
| Increased public events/activities along waterways. Increased promotion of these activities – 1                                                                                               |
| Access is pretty good – 1                                                                                                                                                                     |
| I love Old Town. – 1                                                                                                                                                                          |
| Another boat launch ramp @ Elks area – 1                                                                                                                                                      |



|                                                                                                      |
|------------------------------------------------------------------------------------------------------|
| Various public access that is safe for children – 1                                                  |
| Our upper street has no street sign – 1                                                              |
| All is adequate as is. – 1                                                                           |
| Specific mountain bike trails – 1                                                                    |
| Bathrooms – 1                                                                                        |
| More access to Pushaw Stream by Hirundo – 1                                                          |
| Improvements on 4th St. extension have helped! – 1                                                   |
| Couple more boat landings along river – 1                                                            |
| Pretty good options – 1                                                                              |
| Current access is fine for me! – 1                                                                   |
| Bus route to reverse again from Hannaford back to like before – 1                                    |
| More accessible places to spend time outside, benches or seating on trails – 1                       |
| Public access to Mud Pond - NOT to Pushaw – 1                                                        |
| I think access is good! Frequently go to Pushaw Stream, Mud Pond, Penobscot River, & Stillwater. – 1 |
| Better painted lines for ALL crosswalks – 1                                                          |
| Boat launches with parking – 1                                                                       |
| Boat access to Stillwater – 1                                                                        |
| Not sure – 1                                                                                         |
| More community events like police VS Fire Challenges ; run sport fish youth programs on river – 1    |
| Clean the rivers – 1                                                                                 |
| Nothing. We have a great park and boat landing – 1                                                   |

In terms of outdoor recreational amenities, which of the following is most important to you and your household? (Please select all that apply.)

488 responses



Other responses:

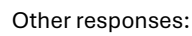
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|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Dog park – 11                                                                                                                                                                                                                                                                                                                                           |
| Handicap accessible - 2                                                                                                                                                                                                                                                                                                                                 |
| boat ramps – 1                                                                                                                                                                                                                                                                                                                                          |
| Old Town has no outdoor pickleball courts like other communities have. The unused tennis court at the former Sargent School should be reconfigured into a pickleball court. – 1                                                                                                                                                                         |
| We have enough – 1                                                                                                                                                                                                                                                                                                                                      |
| A basketball court/tennis court downtown would be great – 1                                                                                                                                                                                                                                                                                             |
| places to picnic safely, well-lit spaces, and streets at night – 1                                                                                                                                                                                                                                                                                      |
| close proximity to North Maine Woods, Stud Mill Rd region and Lincoln lakes – 1                                                                                                                                                                                                                                                                         |
| SAFETY... we don't use those because it's not deemed safe. You have homeless populations out there that no one's doing anything about consider the university's bike path. There are multiple times. I have not felt safe out there. I feel like old town and the university should start working together. It's not just the universities problem. – 1 |
| Areas to safely walk kids around without having to worry about dogs off leash or bears. – 1                                                                                                                                                                                                                                                             |
| Winter based activities to fight cabin fever – 1                                                                                                                                                                                                                                                                                                        |
| Basketball courts – 1                                                                                                                                                                                                                                                                                                                                   |

|                                                                                                                                                                                   |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Access to natural spaces whether walking, hiking etc. or picnicking – 1                                                                                                           |
| Outdoor ice rink in winter for both regular skating and for the kids that play hockey to be able to practice on – 1                                                               |
| Again, let the developement of the town fall to the private citizens. If you stop spending like drunk sailors your citizens could afford to take chrage of these initiatives. – 1 |
| Gardens – 1                                                                                                                                                                       |
| More strategic toilet facilities – 1                                                                                                                                              |
| More rec activities for kids/arts/games. YMCA is limited on weekends and there isn't much to do for non-athletic kids – 1                                                         |
| local pool like Orono would be amazing! – 1                                                                                                                                       |
| PUBLIC POOL AND WATER SLIDES – 1                                                                                                                                                  |
| letting us ride are ATV + 4wheeler in town – 1                                                                                                                                    |
| I think we have all of this. Just keep the taxes where they're at or we will have to move and this place will turn in to a-hole city, like everywhere else. – 1                   |
| Public swimming at Pushaw – 1                                                                                                                                                     |
| Better clean up/removal of homeless leaving trash. Provide them housing/food in exchange for 40 hours a week school/training/work) if childcare isn't a problem) – 1              |
| UMO forest – 1                                                                                                                                                                    |
| Water access – 1                                                                                                                                                                  |
| Dog friendly areas – 1                                                                                                                                                            |
| more outdoor/park events - those draw people in. – 1                                                                                                                              |
| Bustling downtown area – 1                                                                                                                                                        |
| Specifically dog-friendly trails/spaces – 1                                                                                                                                       |
| Outdoor recreation safe from hunters – 1                                                                                                                                          |
| Picnic areas/bathroom facilities/more events + promotional materials – 1                                                                                                          |
| I am disabled so mostly nothing applies – 1                                                                                                                                       |
| Outdoor bathroom - so excellent! – 1                                                                                                                                              |
| Dog friendly parks – 1                                                                                                                                                            |
| Perkins Ave playground needs regular maintenance/massive upgrade, no where for toddlers to safely play – 1                                                                        |

|                                                                        |
|------------------------------------------------------------------------|
| We have enough – 1                                                     |
| All recreational amenities are very important – 1                      |
| Bathrooms – 1                                                          |
| None pertain to me – 1                                                 |
| Ice rink / hockey – 1                                                  |
| More fishing access to waters – 1                                      |
| Hike + Bike + Water areas – 1                                          |
| Wheelchair accessible! – 1                                             |
| transport to outer rec areas like Pushaw, Hirundo – 1                  |
| They're all important but we don't use any. – 1                        |
| We love the trashcans w/ bags for pet waste - so convenient :) – 1     |
| Well maintained sidewalks – 1                                          |
| More access to boating – 1                                             |
| Electric wheelchairs – 1                                               |
| Canoe & kayak use – 1                                                  |
| Develop trips guide services and Natives teach their ways- history – 1 |
| Sidewalks to access these recreational amenities – 1                   |



199 responses

Page 243

|                                                                                                                                                                                                                                                                       |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| More signage and promotion                                                                                                                                                                                                                                            |
| Additional river access. Use of ATVs in town to access trails                                                                                                                                                                                                         |
| Fishing                                                                                                                                                                                                                                                               |
| Parking                                                                                                                                                                                                                                                               |
| better parking                                                                                                                                                                                                                                                        |
| Sidewalks that are smooth and can push a stroller on comfortably                                                                                                                                                                                                      |
| Being near the high school is the most ideal with any options for activities Important to our family being close by.                                                                                                                                                  |
| Better signage.                                                                                                                                                                                                                                                       |
| Improved communication of options and opportunities                                                                                                                                                                                                                   |
| More access and more community based activities at the locations                                                                                                                                                                                                      |
| Basketball court                                                                                                                                                                                                                                                      |
| Tennis courts and reduced membership cost to local golf course                                                                                                                                                                                                        |
| More information and signs                                                                                                                                                                                                                                            |
| I wish that woodland Avenue had some sidewalks                                                                                                                                                                                                                        |
| More accessible information about where public recreational areas are                                                                                                                                                                                                 |
| In the monthly newsletter we get to include a map of all the oldtown parks and recreation areas                                                                                                                                                                       |
| signage, knowing where amenities are located                                                                                                                                                                                                                          |
| Knowing where they are                                                                                                                                                                                                                                                |
| More jobs focused around mainting forest health.                                                                                                                                                                                                                      |
| More walking access without being surrounded by traffic.                                                                                                                                                                                                              |
| Better lighting for use of paved trails at night                                                                                                                                                                                                                      |
| More people willing to work.                                                                                                                                                                                                                                          |
| I live right off the trail system, which is the reason that I moved to this neighborhood. I spent a lot of time here as an undergraduate student in an apartment on Pine Street, and this general location is exactly where I wanted to live for the rest of my life. |
| Trails with destinations                                                                                                                                                                                                                                              |
| Sidewalks                                                                                                                                                                                                                                                             |

|                                                                                                                                                                                                       |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| More trails                                                                                                                                                                                           |
| Parking at some locations                                                                                                                                                                             |
| Better kept community amenities                                                                                                                                                                       |
| Adult sports leagues or pick-up games on specific days on the city calendar. This way adults can also utilize the public amenities they pay for without competing for use with children all the time. |
| Better signage and notice of access                                                                                                                                                                   |
| Easier access                                                                                                                                                                                         |
| Maybe have grilling amenities                                                                                                                                                                         |
| Signage indicating which areas are open for community use.                                                                                                                                            |
| Tennis courts have cracks and need to be re-done. More courts would also be excellent.                                                                                                                |
| Perhaps fixing the playgrounds. Go to the one near the school, and be embarrassed at it's state of decay.                                                                                             |
| More trails! Access from the bike path to the plaza directly.                                                                                                                                         |
| Better developed river front areas for recreation.                                                                                                                                                    |
| Small boat launches                                                                                                                                                                                   |
| Atv trails                                                                                                                                                                                            |
| I think there is more than enough.                                                                                                                                                                    |
| Improved signage and maintenance                                                                                                                                                                      |
| Boat landings                                                                                                                                                                                         |
| Sources of transportation                                                                                                                                                                             |
| Lower taxes... controlled spending                                                                                                                                                                    |
| Paved walking path along the river like Brewer                                                                                                                                                        |
| Free access and affordable access                                                                                                                                                                     |
| separate swimming and boating areas at 4th Street; maybe a second dock for fishing and swimming to leave the boat launch more open?                                                                   |
| Tennis court not located at the high school                                                                                                                                                           |
| Bike lanes, side walks, connective trail along the Penobscot from Piney Knoll to 4th Street boat launch trails                                                                                        |
| Public access instead of cutting through people's yards. Cant go through the water treatment                                                                                                          |

|                                                                                                                                                                    |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| More available areas                                                                                                                                               |
| Having clear information on where and how to use the space.                                                                                                        |
| I believe we already have adequate access                                                                                                                          |
| A map or guide that says/shows where things are                                                                                                                    |
| OT has satisfactory athletic fields @ the schools - and access to UMaine facilities. This is a moderate income town and increasing taxes would be a burden to most |
| Improved launch places                                                                                                                                             |
| Better advertising/notifications - I don't use social media at all                                                                                                 |
| Signage, parking, or sidewalks and proximity                                                                                                                       |
| nothing                                                                                                                                                            |
| Transportation                                                                                                                                                     |
| clean up the riff raff. More patrol on foot/bikes. Too unsafe for kids to be out and about                                                                         |
| see also - maps and website to identify where these are                                                                                                            |
| tax payers of Old Town should be able to ride are 4 wheelers on the street                                                                                         |
| Nothing. It's all good. I love old town.                                                                                                                           |
| More people focused and less car focused roads                                                                                                                     |
| Safe sidewalks                                                                                                                                                     |
| Nothing. Sidewalks are easily accessible                                                                                                                           |
| Education and outreach                                                                                                                                             |
| being younger                                                                                                                                                      |
| ATV access trails                                                                                                                                                  |
| Knowing where they are located                                                                                                                                     |
| owning a car                                                                                                                                                       |
| Bigger playground equipment and more swings                                                                                                                        |
| Again, being able to improve the shoreline                                                                                                                         |
| Unless the hillside from OT boat landing to cove of forestry helicopters is owned privately there would be a great place to put mtn bike flow trails               |



|                                                                                                          |
|----------------------------------------------------------------------------------------------------------|
| More boat launching areas beside the Penobscot.                                                          |
| Access points, increase advertisement/awareness of availability of spaces, clean water                   |
| Having a place to ride your bicycle instead of in road. Transportation to YMCA besides city bus          |
| Wheelchair access                                                                                        |
| Access to ATV trails                                                                                     |
| public transportation to Fields Pond & Hirundo                                                           |
| I would love for them to do more activities at the playgrounds for kids in the summer                    |
| Better trails/paths.                                                                                     |
| website with up-to-date info                                                                             |
| More parking places                                                                                      |
| signs                                                                                                    |
| Easier access to trails and parking.                                                                     |
| Signage since we're newer residents. We aren't sure where it's ok to park or what is ok for public use.  |
| Slower speed limit on outer College Avenue (<45 mph)                                                     |
| Local transportation like a shuttle bus for the Old Town and some areas close by like Milford or Bradley |
| Knowledge of existing resources, options, etc.... I am unsure how to access. Google, but then what?      |
| Again, our outdoor is great and is OT strongest feature.                                                 |
| If I were younger :)                                                                                     |
| Ease of access.                                                                                          |
| For me to find out what is available - where to look                                                     |
| Upkeep of current amenities.                                                                             |
| Better parking/Access to trailheads/Signage                                                              |
| Do not know                                                                                              |
| Access is adequate                                                                                       |
| Update existing access to be more accessible - currently these are used very little                      |
| I don't need more at 83 yrs.                                                                             |

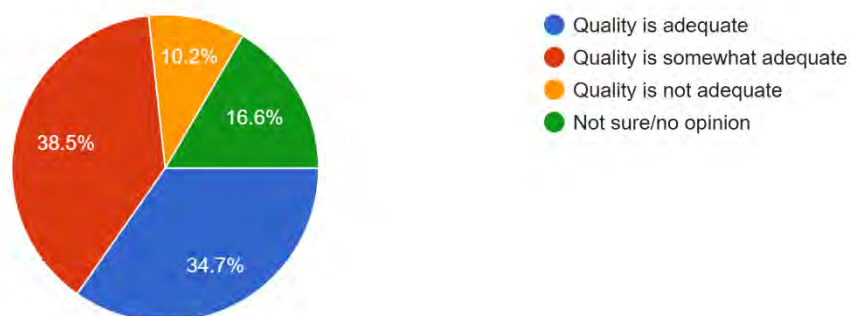
|                                                                                                                                                                                 |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Make area for dog park                                                                                                                                                          |
| Better Parking and Signage                                                                                                                                                      |
| Wheelchair or handicap                                                                                                                                                          |
| Hunting restrictions near residences                                                                                                                                            |
| having more options that are kept up better                                                                                                                                     |
| More areas of access to river/lake water with road in parking, picnic tables, grills, bathrooms, etc. + booklets/info about all of the places for swimming/fishing, etc.        |
| Build some Pickleball courts                                                                                                                                                    |
| Do you have a wide or paved shoulder to safely walk on West Old Town Rd.                                                                                                        |
| Get 10 years younger                                                                                                                                                            |
| Better signage on site, maps and info on town site (That's easy to find). maybe rec type activities for town members like guided canoe, learning kayak, paddleboard, yoga, etc. |
| Good sidewalks                                                                                                                                                                  |
| Bike lanes & getting the bridge finished                                                                                                                                        |
| Better access to some canoe portages                                                                                                                                            |
| Create outdoor spaces available to public 24/7                                                                                                                                  |
| Info to Pushaw Lake more well-known, no areas for young children to play freely near lake (as in beach @ lake)                                                                  |
| More bike path.                                                                                                                                                                 |
| Better access points and parking at those points                                                                                                                                |
| Ok as is, until we can afford to improve on above.                                                                                                                              |
| more options - pickleball court?                                                                                                                                                |
| More mountain bike trails                                                                                                                                                       |
| A city pamphlet listing where recreational amenities are + directions to them                                                                                                   |
| accessibility for all                                                                                                                                                           |
| Seems adequate as is                                                                                                                                                            |
| Signage, trail maps on local on town hall website.                                                                                                                              |
| boat ramp access to river and pushaw                                                                                                                                            |

|                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------|
| Couple more boat landings along river                                                                                                     |
| Less loud music at little league park, excessive and same time no approp. music                                                           |
| Signs, frequent places to sit, wheelchair accessibility                                                                                   |
| Better crosswalk enforcement                                                                                                              |
| Nothing! We don't use the amenities.                                                                                                      |
| Better access to and more place for expanded archery hunting                                                                              |
| Indoor pool for exercise                                                                                                                  |
| Having the spaces feel more welcoming, can spend more time there                                                                          |
| Better sidewalks                                                                                                                          |
| Light at the tennis courts, pickleball courts.                                                                                            |
| Better maintenance - Sewall Park                                                                                                          |
| Bike lanes                                                                                                                                |
| I have good access                                                                                                                        |
| Picnic areas tables/barbeque grills/fire pits                                                                                             |
| Pickleball Courts                                                                                                                         |
| Signage + availability                                                                                                                    |
| Organizations (groups) providing more group activities, eg. hiking, kayaking, and more promotions of those, not all people have internet. |
| More walking or bike trails along river                                                                                                   |
| Cleaner waterways - I wish I could swim in the water but it is very polluted.                                                             |
| Clean Space                                                                                                                               |
| More use at the Gazabo at the park                                                                                                        |
| Parking - For bike paths & boating - ATV trail access + parking                                                                           |
| don't know                                                                                                                                |
| Boat access on Stillwater                                                                                                                 |
| No opinion                                                                                                                                |

|                                                                                                                       |
|-----------------------------------------------------------------------------------------------------------------------|
| Sidewalks/Handicap access                                                                                             |
| Signage, maps                                                                                                         |
| Add usable access at Pushaw Lake                                                                                      |
| By providing services as above, with the involvement of local companies, provide funding & college , Penobscot Nation |
| Better parking a trail access points                                                                                  |
| Knowing where                                                                                                         |
| Sidewalks/Bike Lanes/Public                                                                                           |
| Public transportation                                                                                                 |
| Sidewalks, bike lanes, and maintenance of existing sidewalks.                                                         |
| Maintain existing trails create new trails draws people to our town                                                   |
| Sidewalks level, crosswalks lighted up                                                                                |
| Clean, public bathrooms,                                                                                              |

How do you view the quality of Old Town's waterways (Pushaw Lake, Stillwater and Penobscot Rivers, Pushaw Stream, and other waterbodies)?

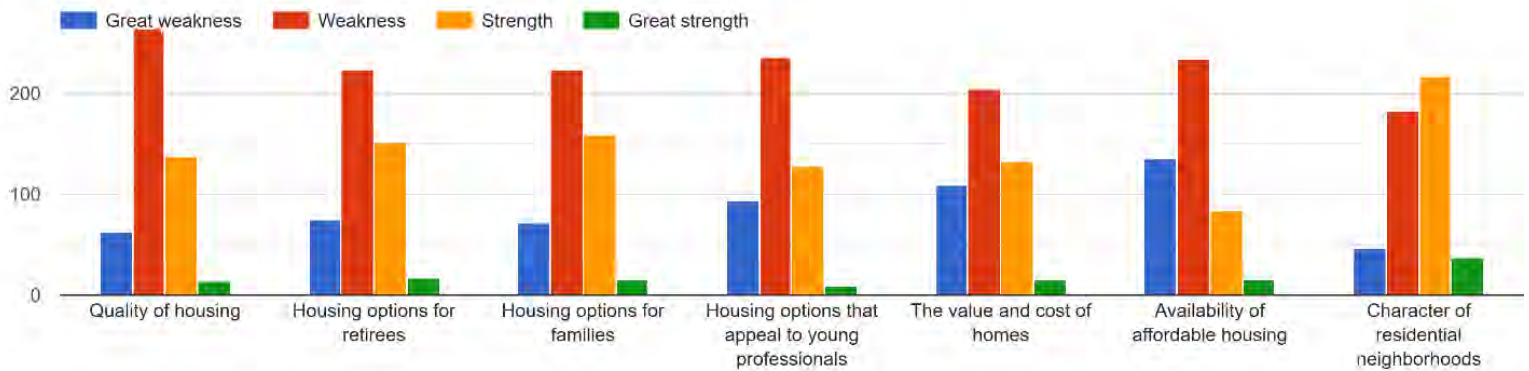
501 responses





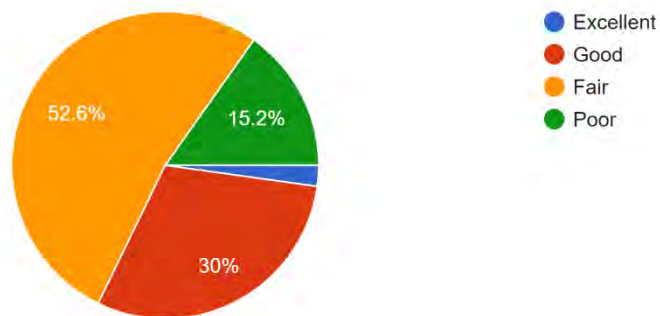
## Housing, Growth & Development Questions:

When considering existing housing and residential areas, identify if each of the following is a strength or weakness of Old Town today.

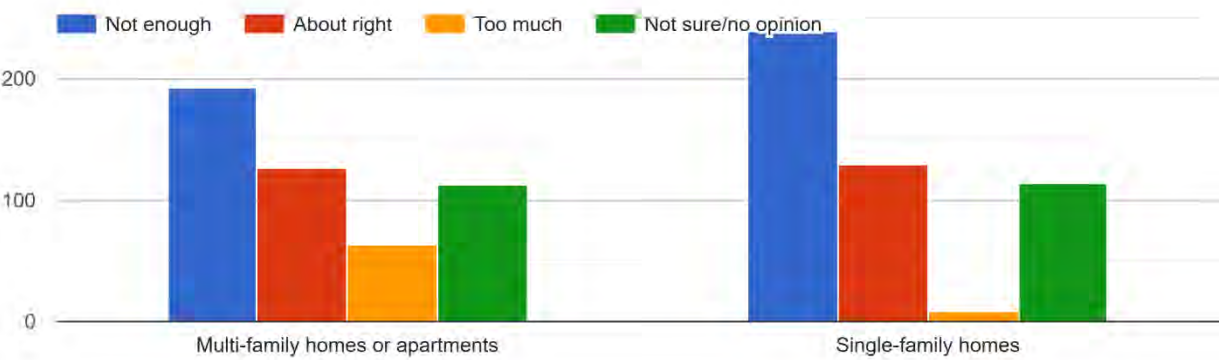


What is the overall quality of housing stock (appearance, cost, property maintenance) in Old Town today?

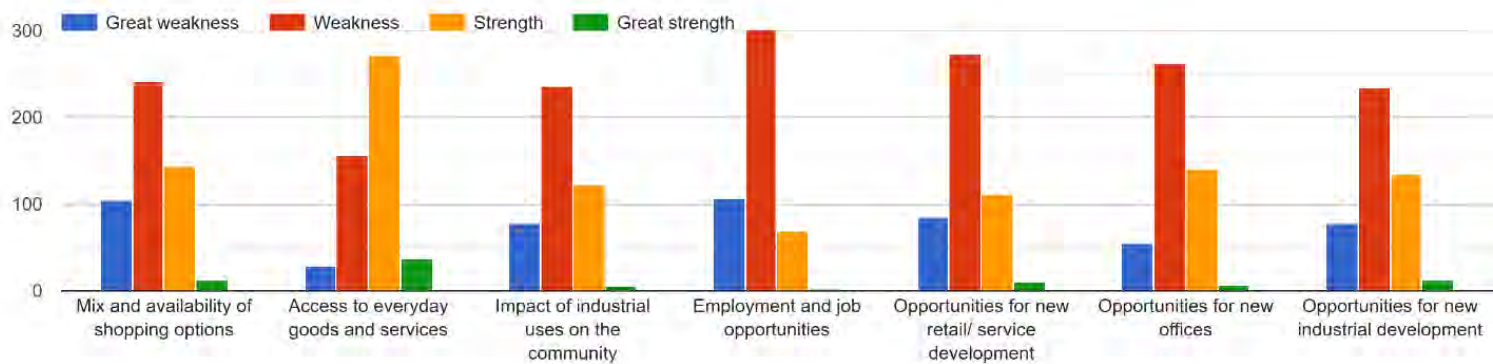
500 responses



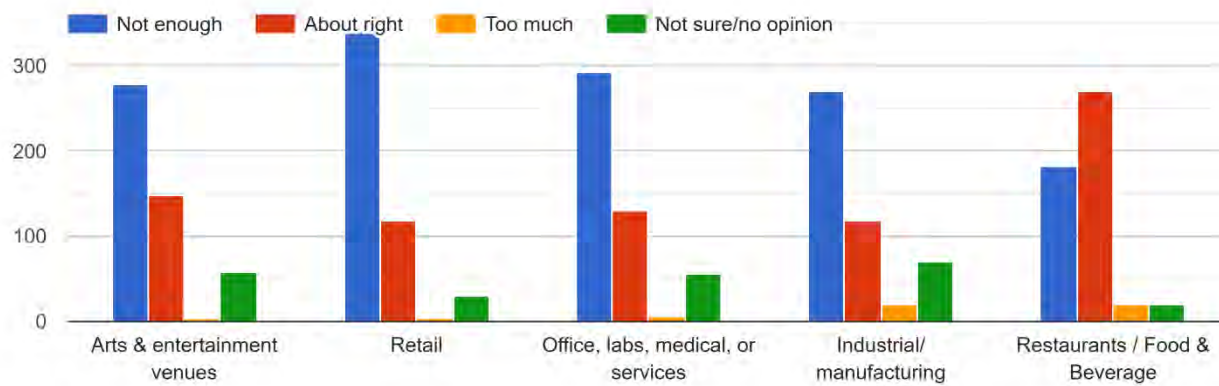
How would you describe the amount of residential development within Old Town recently (within the past 5 years)?



When considering Old Town’s existing commercial and industrial areas, identify if each of the following is a strength or weakness of the community today.

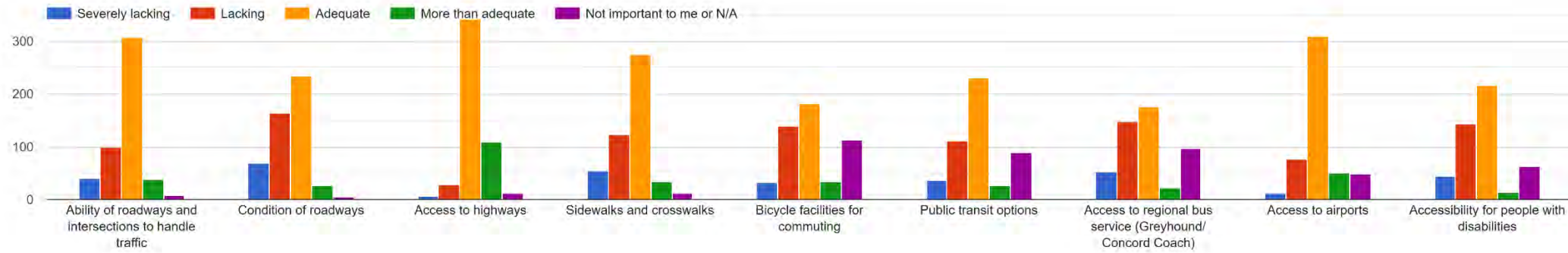


How would you describe the amount of commercial development within Old Town recently (within the past 5 years)?



## Transportation & Public Facilities Questions:

When considering the overall transportation system in Old Town, identify if each of the following is currently adequate or lacking...





If you chose lacking or severely lacking to any of the above, please explain:

216 responses

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Poor condition of sidewalks ie. Front St                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| No sidewalks on too many streets which makes accessibility a problem. Too many rough roads.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Roadways in Maine are always tough and workers try their best but potholes exist. More sidewalks and safe crosswalks (although I love what you're doing) are always a good choice.                                                                                                                                                                                                                                                                                                                                                                                                       |
| Regional bus service doesn't exist here; residents don't know what's available at OT airport.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| Potholes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| No bike lanes, safety on roads. General discourtesy of drivers                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| The weird zipper merge concoction by McDonalds is an accident waiting to happen. The roads overall should be subject to inspection stickers if our cars are forced to be subjected to yearly extortion stickers (also another poverty tax) the sidewalks, when available are not even and flat so it's safer to walk in the street. Housing (subsidized) doesn't consider a vehicle an expense but the bus system is abysmal never mind having physical or developmental disabilities for yourself or your kid/s and trying to navigate one, especially going somewhere far like Bangor. |
| A lot of sidewalks need repairs.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| I enjoy the bike path but would love to see it extended further than the pine Haven area without having to detour to whiter farm. The lighting is on the opposite side of the road from the sidewalks in many areas making it hard to see, this is risky for children and anyone who is a fall risk (disabled, elderly, etc). I wouldn't know how to get to a concord/greyhound bus.                                                                                                                                                                                                     |
| Better roadways, sidewalks and crosswalks seem reasonable with reallocating tax dollars                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Current road and sidewalk design is inadequate and often dangerous. Better connectivity and road designs that calm traffic is sorely needed in the center of town                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Too many "cutoffs" with speeders; lack of traffic lights for these cutoffs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Sidewalks are trip hazards. Roads in shambles.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Most roads are in rough shape, just had my road repaved a few years ago and is already trash.<br>New intersection at college ave and Stillwater is bad.<br>The alternate merge lane should just be a right turn lane going on to college ave, at least have a green arrow letting people know if they can turn right or not.                                                                                                                                                                                                                                                             |
| There are no sidewalks on the West side of Old Town. The intersection by City Hall and the bridge gets backed up to an extent that is ridiculous for how small of a city this is.                                                                                                                                                                                                                                                                                                                                                                                                        |
| as far as roads, sidewalks and bicycle lanes, I chose lacking because there aren't enough, they are not adequately marked, citizens are informed of the laws around bicycle lanes/usage and we could use some more sidewalks, especially in some neighborhoods. Some of our heavily trafficked roads should have sidewalks on both sides (Gilman Falls Ave as an example.)                                                                                                                                                                                                               |

The traffic light near downtown is often backed up or too slow, and traffic near the elementary school during pick up is not great. The sidewalks in some areas are unwalkable and force my family to walk on the street.

Significant congestion from 7-9 AM Stillwater Avenue from mall to College Ave.

Pot holes everywhere

Failure to make repairs to roadways when problem is small thereby creating higher costs and damage to road bed and vehicles.

Failure to maintain sidewalks for safety of young and old.

roads in bad shape

I have a young child and live near many other families with small kids. The sidewalks are rough and difficult to take a stroller on. People do not stop for crosswalks on Veazie or Gilman falls and I personally have almost got hit several times in a cross walk with a stroller/wagon when with lights all over it. It has limited where I feel safe walking. Families young and old walk the streets and cars fly up and down these roads using them for short cuts and almost hitting small kids.

Crosswalks and sidewalks need some improvement in and around Gilman falls sunset drive to Veazie Street many people walk this area and have issues crossing high school students also run their route on the Sewell/Sargent street loop. we've had multiple occasions where we're waiting at the crosswalk, but it's not painted very well and an Oldtown ambulance didn't stop for us and another occasion was an unmarked police unit that didn't stop for us on Gilman Falls.

Mostly the sidewalk condition on Gilman Falls. I'm not how someone in a wheelchair could navigate that safely.

The road quality is very poor for 9-10 months of the year, and are rarely painted in a clear and visible manner. People drive far too fast for cycling to be a safe and viable option. There is a weird and unnecessary section of Stillwater that increases the speed limit from 25 to 35 where there are several neighborhoods and a school.

No bike lanes.

Some roads and most of the sidewalks are in poor condition.

public transportation options are severely a problem in this area. the bus is not enough - need more runs, etc. Taxi companies seem to come and go, is an ongoing issue for many

Traffic on Stillwater is becoming problematic. Paving College Ave from Stillwater to Gillman Falls to make it a functioning thoroughfare would help relieve a lot of congestion. Sidewalks on the Sunset/Davis/Cedar St loop would improve the safety of the area where significant foot traffic competes with vehicle traffic. Broken sidewalks, potholes and road debris make accessibility for people with disabilities an issue.

Access for people with disabilities is laughable, the ramps at crosswalks are very poorly maintained, especially in winter. They're a hazard after the snowfall is "cleared" from the sidewalks. Mass transportation could use more access, more scheduled stops/pickups.

Our roads are falling apart, and every winter the plow guys push the snow into the public crosswalks and street wheelchair ramps. But other than that, and the idiotic way we have trash pick up during the food pantry days, we love it here. Don't. Change. Anything.

Clearly there is no Greyhound here and the congestion on Stillwater in the morning and night rush hours is horrible especially from Hannaford all the way to the Interstate in the morning and vice versa at night

The roads and sidewalks need a lot of fixing up and there are not enough sidewalks or bike lanes

Waiting time in bus stops sometimes is high (30 minutes or more). Sometimes buses are not coming on time, or at all. Not operating 7 days a week.

The roads are awful! Pot holes

Pot holes, roadways not clearly painted

I think we could use more crosswalks and bicycle lanes considering the schools and the college.

At the moment, bridge reconstruction makes Stillwater avenue an issue between the university and the highway, but this will be rectified once that construction is complete.

Too much of our taxes are being spent elsewhere instead of fixing our issues

Some sidewalks are in rough shape and sometimes they're in weird spots

Bus schedules are extremely limited, which impacts the ability to utilize them. This also impacts access for those with disabilities

Traffic often gets bad, road quality is bad, things are far away

we live on a stretch of road with no sidewalk, making it hard to access trails

Road conditions are poor specially potholes. Depending on what time I need to arrive at a destination, sometimes it takes 20 minutes to get to Bangor, other times it takes 45.

The roads need work. The the page roads get very clogged and it's difficult to turn left on many of them.

Public transport only has one route through town limiting people who do not live on the route

The road conditions are in terrible condition. The sidewalks are about the same. Takes a long time to get to I95 due to heavy traffic. Due to the bad conditions already mentioned, it's a hazard for those with disabilities to freely move.

The roads are full of damage from the winter and could use some repairs.

The roads are horrible

The deterioration of sidewalks in the town of old town makes me nervous for populations that need more accessible roadways.

Bicycling on Stillwater is scary as cars drive in the bike lanes. Although they are not far away in Bangor, there are no bus stops here for Greyhound/Concord Trailways

Public transit is extremely hard to follow schedules. Also limited hours.

Sidewalk travel is rough, fast traffic everywhere. No bike lanes

Some of the shoulders on the roads are not wide enough to handle bike traffic. Roads become congested especially in the Governors IGA area.

No grayhound or concord terminals that I am aware of  
Sidewalk conditions have been an ongoing problem the city is addressing it just takes time and money perhaps a more proactive approach in the future than a reactive approach would help with hefty reconstruction costs

There are many areas (Stillwater/Bennoch intersection) which are dangerous due to the lack of sidewalk access. Many other main roads need repair and are riddled with potholes.

Poor road conditions. It takes time for potholes to be fixed. Plowing is delayed this year. I watched a biker get hit by a car near Governor's, showing the need for better shared road access. Cars drive like crazy down Stillwater and even at crosswalks with lights I am cautious as people will go to pass cars that have stopped for crosswalks. The middle lane down Stillwater by the school contributed to an accident that totaled by car because drivers are generally unsafe and inattentive on Stillwater.

Roadways are in shoddy shape. Downtown sucks

Your roads are congested and there is no quick way to get anywhere

Well, the roadways suck. Traffic patterns don't make sense, potholes everywhere. The temporary bridge is going to fall down before it gets completed, and what the hell is going on with the lane changes at Bennoch/Stillwater. And the merge at Stillwater/College Ave doesn't work. Now it just causes people to drive like idiots

There are very few viable options for public transit.

Sidewalks are crumbling and do not have adequate access points for disabilities, bike lanes in high traffic areas do not exist

Road conditions are always a challenge given the weather but even then could be improved, specifically with regard to maintenance and repaving frequencies. In some areas there are people walking in the street due to lack of sidewalks or clear paths.

Access to highway is somewhat congested sometimes, access to UMaine would be improved greatly by third entrance from Old Town. No bus terminals

Lack of bicycle lanes forces bikers onto sidewalks or into traffic, potholes, city infrastructure generally seems inaccessible

We don't have any bicycle facilities here in Old Town that I know of and the roadways kind of suck drainage after the rain, lacking potholes. I know it's that time of year but they suck. And the bus station is in Bangor not Old Town, but the taxes keep going up by a lot.

Fixed route and on-demand public transit for low-income households

Bridge construction taking too long backing up traffic

Don't know of any Greyhound access or bike lanes. Sidewalks are in need of repair or nonexistent. Don't see places for wheelchair access to parks or walking paths.

Traffic from 95 through Old Town is a complete nightmare. There needs to be additional lanes and/or alternative routes.



|                                                                                                                                                                                                                                                                                                                     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Not many bike facilities for commuting, sidewalks could be better maintained in some places                                                                                                                                                                                                                         |
| There are no safe bike lanes on route 2, need side walks on both sides of route 2 that are continuous                                                                                                                                                                                                               |
| Rarely see a bike rack anywhere. Try crossing center on Brunswick when it's busy. I do enjoy the blinking yellow on main. The worst part is the lines are always gone in the winter.                                                                                                                                |
| More bus stop                                                                                                                                                                                                                                                                                                       |
| Having the bus only go one way through town , makes it not useable for the ones using it for transportation to and from work in Old Town/Orono. Having to go all the way into Bangor to make its way through town again, takes well over an hour.                                                                   |
| Bus service exists but feels like a hassle to get to certain destinations                                                                                                                                                                                                                                           |
| Stillwater Ave to College Ave should be 3 lanes also the right lane at same intersection should be right turn only                                                                                                                                                                                                  |
| Sidewalks tend to be in poor condition in much of OT. Downtown accessibility is quite poor due to raised sidewalks without enough accessible access points.                                                                                                                                                         |
| Stillwater is often congested and is the main rd that runs through Old Town.                                                                                                                                                                                                                                        |
| There could be more space for bicycles, I've nearly been run off the road on multiple occasions                                                                                                                                                                                                                     |
| need less curbing and more automatic doors for those with disabilities to access                                                                                                                                                                                                                                    |
| Public transit ok with BART, physical accessibility adequate; we hope that services at City Hall and meetings remember those who are blind, hearing disabled, need language services, etc.                                                                                                                          |
| Too much traffic on Stillwater.                                                                                                                                                                                                                                                                                     |
| Traffic always clogged during peak times, esp near OTES and on Stillwater. Sidewalks always littered week-round with Casella bins making them inaccessible for handicap - a neighbor in a wheelchair has given up complaining and no longer tries to go anywhere because no one cites them for not bringing them in |
| Old Town drives business away. A guy wanted to open a business on Main St but we told him we couldn't accommodate                                                                                                                                                                                                   |
| The roads have pot holes so big they can easily ruin a car                                                                                                                                                                                                                                                          |
| We need 1) bike lanes; 2) public bus lines that run more frequently and are well publicized so people can get to Bangor, grocery shopping, etc.; 3) streets/crosswalks + sidewalks must all be ramped                                                                                                               |
| A lot of the sidewalks are in ill repair - however a great deal better than Bangor! + you can't get into the Dollar General because of the curb                                                                                                                                                                     |
| ability to access buildings                                                                                                                                                                                                                                                                                         |
| Need more public transportation options.                                                                                                                                                                                                                                                                            |

We've been getting better thanks to the new crosswalks on center Street but more could be done to make walking in this town easier

Traffic is bad and people don't pay attention to pedestrians

Stillwater Avenue is too busy, especially when parents are lined up to pick up their children. Buses don't run early or late enough.

Public transit in the region is poor, with limited access

Road conditions in OT are in bad shape, but we live in Maine, and I assume access to federal funds is currently difficult to improve infrastructure, but there is significant work that needs to be done to handle pothole and traffic flow from the Stillwater Ave exit to Milford.

The traffic in the area is absurd whoever keeps getting hired to paint the intersection of Stillwater and Bennoch keeps screwing up the left turn lane coming from the highway with that absurd median. Very little has been done to improve traffic flow.

the bus is inconvenient and not always available. How would anyone realistically get from the bus station or airport unless picked up

Some areas are hard for those with disabilities to utilize

Who to call for medical rides

No bike lanes, no weekend bus service, I don't notice many handicapped accessibility in O.T. businesses and public areas.

I don't feel safe to bike in traffic; No public transportation to get to regional bus services; Lots of bad sidewalks or areas where there are none

Our public infrastructure for transit is abysmal. While it exists to some degree, the hours of operation and infrequent/length of rides makes it challenging to actually use for commuting. Additionally, there's very little cycling accessibility for commuting. It's often scary to be a cyclist w/ drivers who don't know/don't abide by the law.

pot holes, lack of traffic lights near YMCA exit

Bus does not run often or late enough, No Concord bus station in Old Town, no airport, bike lanes are not included in road infrastructure, sidewalks are poorly kept/require repair often

When needed, sometimes rides don't show up

Wheelchair access poorly maintained

There is no place to board long distance bus service

is there any access to regional bus service, or airports?

It is often dangerous crossing Center Street at Stillwater - excessive speeding. I've seen school kids almost get hit. Salt seems excessive in the winter at times, not environmentally friendly...

|                                                                                                                                                                                                              |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| You cannot walk down sidewalks because of people's left out trash cans on sidewalk all thru town                                                                                                             |
| The lights in the main intersection near the Milford bridge are annoying                                                                                                                                     |
| There are no bike lanes in town for people to commute. The nearest access point for regional bus service is Bangor. The sidewalks in Old Town are lacking for everyone, especially people with disabilities. |
| Traffic has become very congested in the past few years. There has been some improvement, but not much.                                                                                                      |
| The current road infrastructure between Milford and Exit 193 is woefully inadequate for the traffic volume.                                                                                                  |
| I don't often see public transport aside from the university bus and most of the roads do not have bike safe sides                                                                                           |
| Sidewalks are in bad shape, hard to walk on for the non handicapped, I can't imagine being handicapped. Weeds grow out of the cracks                                                                         |
| Need for more public transportation and wheelchair access                                                                                                                                                    |
| Sidewalks need evaluation, repair, relocation possibly. Better regular maintenance in winter on College Avenue. It takes more than a community bike path to have quality bike infrastructure.                |
| We need a sort of shuttle bus for the local areas so elderly and disabled can access things around the Old Town area                                                                                         |
| Generally, I believe the world at large is severely inconvenient and inaccessible for people with physical disabilities, particularly ones that inhibit mobility.                                            |
| The balance between accessibility and overcrowdness is a fine line to walk - most towns ruined it.                                                                                                           |
| Look at the roads near the middle school. Sidewalks and road have huge pieces of tar missing, pooling water in the sidewalks and streets, and both the road and sidewalks need repaving                      |
| No weekend bus service                                                                                                                                                                                       |
| It would be good if bus services were available for longer periods of time (later & for more days). If it's feasible, it would be great to have a stop here for a regional or nation-wide bus service, too.  |
| The traffic light timers/sensors are very poor. Roadway upkeep is poor (example: potholes and lane lines)                                                                                                    |
| I witness people running red lights regularly on a weekly basis. Intersections on Stillwater are unsafe and need a strong police presence                                                                    |
| Bicycle: on side streets, Bus doesn't run after enough transportation to Bangor and Hamden to bus terminals                                                                                                  |
| Many of these just barely exist. Rush hour traffic through town is horrible & the state of the roads & sidewalks in some areas is laughable.                                                                 |
| Pot hole season!                                                                                                                                                                                             |
| There is too many vehicles on Main St and most doing 45 mp or more it's unsafe to cross St or get into lane                                                                                                  |
| Need more bike lanes on the roadways                                                                                                                                                                         |

|                                                                                                                                                                                                                                                                                  |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| My road is a complete mess!                                                                                                                                                                                                                                                      |
| no shuttle to Bangor. Only one stop for bus to Bangor.                                                                                                                                                                                                                           |
| It would be nice to have bike lanes, not just the bike path behind Hannaford. There are not enough after school activities for children, besides YMCA. The schools are underfunded and need to continue to cut their budget. The green bags are a joke- we pay enough in taxes.  |
| There aren't enough handicap ramps.                                                                                                                                                                                                                                              |
| Disabled people away from bus lines have too little opportunities for transport                                                                                                                                                                                                  |
| Need more bike lanes. No regional bus service provided.                                                                                                                                                                                                                          |
| A lot of roads doesn't have a safe shoulder or a sidewalk for biking or walking                                                                                                                                                                                                  |
| I am grateful to HACOT. I feel very well considered as a handicap person.                                                                                                                                                                                                        |
| Need more places to park bicycles or vehicles.                                                                                                                                                                                                                                   |
| I was talking to a resident with a plus sized wheelchair and even in the places with ramps (few) the door couldn't accommodate the chair.                                                                                                                                        |
| Sidewalks need repair or faster sidewalk plowing in winter. The bike lanes seem unsafe or lacking. We need to drive to Orono or Bangor to access bus and airport services.                                                                                                       |
| We don't have enough public transit or good/safe walking + biking                                                                                                                                                                                                                |
| Transit, airports, and ADA. What are we going to do with federal cuts to local budgets                                                                                                                                                                                           |
| Old Town is a small town with little entertainment & accessibility opportunities.                                                                                                                                                                                                |
| Public transit options are terrible. Buses hardly run, & they do not easily connect to Orono UMaine transit.                                                                                                                                                                     |
| Roads and sidewalks are in horrid conditions.                                                                                                                                                                                                                                    |
| The limited times/ trips the BAT is available in the area limits those who work in Bangor, school in Bangor or shop in Bangor/Brewer                                                                                                                                             |
| POTHLES                                                                                                                                                                                                                                                                          |
| There is not access to the new crossing at Bennoch Rd & Stillwater from the Bennoch Rd towards Orono                                                                                                                                                                             |
| We're a small city & cannot afford them                                                                                                                                                                                                                                          |
| choices are minimal at best. nearest commercial airport is 15 miles away with limited hubs. Can't get to boston unless I drive or go to Bangor for the bus. What about from our airport? Could Old Town Municipal airport fly connectors? I can fly from Boston to Presque Isle! |
| Bus service was discontinued on Saturday.                                                                                                                                                                                                                                        |



|                                                                                                                                                                                                                                                                          |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Not really sure... are all public facilities totally accessible? Per ADA                                                                                                                                                                                                 |
| no direct public transport directly to airport or concord buses                                                                                                                                                                                                          |
| Parks - nature trails for handicap people needed. Wish free shuttle for OT residence weekly to be loop around town.                                                                                                                                                      |
| You only have the BAT, and no transportation to the airport or bus depot                                                                                                                                                                                                 |
| The Bsngr BAT Bus only will pick you up at bus stops. Long walk for people with disabilities. Old Town needs a bus.                                                                                                                                                      |
| Cars speed on gillman falls, don't stop for crosswalks, no signs, loud excessive cars + trucks all the time. You may get used to it, but it's not fun                                                                                                                    |
| No opinion, don't take public transportation                                                                                                                                                                                                                             |
| Sidewalks are infrequent in neighborhoods. Very few accessible entrances to stores.                                                                                                                                                                                      |
| <ol style="list-style-type: none"> <li>1. transit bus: bad schedule (doesn't run on weekends) hard to get to "designated stops"</li> <li>2. rare, difficult access to reg bus or airport unless take local bus, with transfers = difficult with luggage, etc.</li> </ol> |
| I will not ride my bike on the road - too dangerous; and in winter, anyone in a wheelchair is stuck                                                                                                                                                                      |
| Traffic: Stillwater Ave about 2:30pm to 5:30pm, UM traffic generated by athlete events                                                                                                                                                                                   |
| Road paint is awful!!! So difficult to see lanes or cross walks, this is SO dangerous! The new paint that went on the repaired part of Stillwater by McD's was worn off after like 6 weeks - not good!!!                                                                 |
| Traffic lights turn red on Stillwater leaving Old Town to 95 far too frequently when majority of traffic flow is all going toward 95 between 7-8am                                                                                                                       |
| take too long now to get home from Hannaford                                                                                                                                                                                                                             |
| I don't have a disability, but I have not seen many spaces for disabled people to enter buildings.                                                                                                                                                                       |
| People do NOT stop for those in crosswalks (even firetrucks + police not in siren). The sidewalks are uneven and dangerous for strollers + wheelchairs.                                                                                                                  |
| Is there ANY public transportation?                                                                                                                                                                                                                                      |
| Bangor city bus facility limited routes/times offered                                                                                                                                                                                                                    |
| <p>Road congestion on Stillwater</p> <p>Street lights could flash yellow on Stillwater in EARLY AM hours</p>                                                                                                                                                             |
| The Bennoch/Stillwater roads and intersection are still a challenge. The yellow arrow on Stillwater to Bennoch is dangerous and confusing. Some WILL DIE from a misunderstanding from that yellow arrow.                                                                 |
| Lacking because little or no availability                                                                                                                                                                                                                                |
| As far as I know, the only public transit is a couple stops on Bangor's Community Connector line. It would be nice to see more public transit open up.                                                                                                                   |

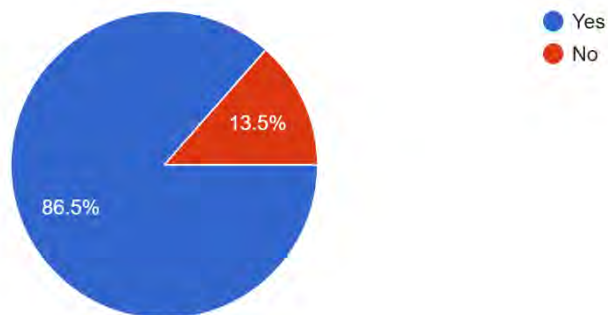
|                                                                                                                                                                                                                                                                                                                                                                                     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| no regional bus access in town - only Bangor                                                                                                                                                                                                                                                                                                                                        |
| Stretches of road w/ out sidewalk                                                                                                                                                                                                                                                                                                                                                   |
| Make a roundabout at Brunswick and Center.                                                                                                                                                                                                                                                                                                                                          |
| Need more ways to control traffic when someone crosses the street within crosswalk. Traffic “speeding”                                                                                                                                                                                                                                                                              |
| What bicycle facilities?? Uber or taxi only for airports - no bus or shuttle service                                                                                                                                                                                                                                                                                                |
| The bus system is a HUGE time commitment ie. 1-2 hrs to get to Bangor from Old Town. That’s crazy.                                                                                                                                                                                                                                                                                  |
| Stillwater Ave gets pretty congested during rush hours. The line of cars from to the on ramp for I95 goes all the way back to Governor's restaurant, and sometimes longer. In addition, there's no real safe bike lanes on the high traffic streets such as Center St and Stillwater Ave.                                                                                           |
| What is limited focused only in downtown, route 2, shopping areas                                                                                                                                                                                                                                                                                                                   |
| No regional bus service in Old Town                                                                                                                                                                                                                                                                                                                                                 |
| Many doors are not large enough to enable wheelchair access                                                                                                                                                                                                                                                                                                                         |
| No bike lanes<br>Greyhound/Concord Coach in Bangor                                                                                                                                                                                                                                                                                                                                  |
| They do not provide services that non-driving working people need—who work at nights & with kids—doesn’t provide OT airport for citizens travel                                                                                                                                                                                                                                     |
| Quality of sidewalks not appropriate for wheelchairs                                                                                                                                                                                                                                                                                                                                |
| Roads conditions in some areas are lacking. The public transportation via the bus does NOT have sufficient hours of service                                                                                                                                                                                                                                                         |
| Need more busses                                                                                                                                                                                                                                                                                                                                                                    |
| Alot of business doesn’t have automatic doors - Aubuchon - Walgreens - YMCA - hard to open outside doors if your in a wheelchair                                                                                                                                                                                                                                                    |
| No ramps for wheelchairs.                                                                                                                                                                                                                                                                                                                                                           |
| Meed a crosswalk option at Hannaford intersection                                                                                                                                                                                                                                                                                                                                   |
| City bus does not run on Sunday and when running on weekdays not long enough. Also parts of the city is not covered.                                                                                                                                                                                                                                                                |
| Only one public bus option, right?                                                                                                                                                                                                                                                                                                                                                  |
| Public transit in Old Town is severely lacking, especially for those with disabilities and the elderly. Sidewalks are severely lacking and not well maintained, often putting pedestrians in danger. My elderly disabled neighbor is forced to use her walker on the poor sidewalks, or spend her money on a taxi service because the busses in Old Town are also severely lacking. |

Need to update need growth

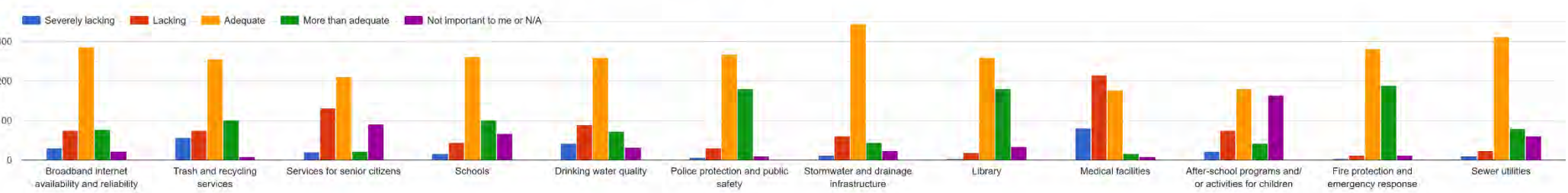
It's VERY difficult to get out of Abbott St onto Stillwater Ave. There should be a light there. It's very dangerous!!!

Are you able to easily find an alternative route to reach your destination if a major road is congested due to maintenance or an accident?

497 responses



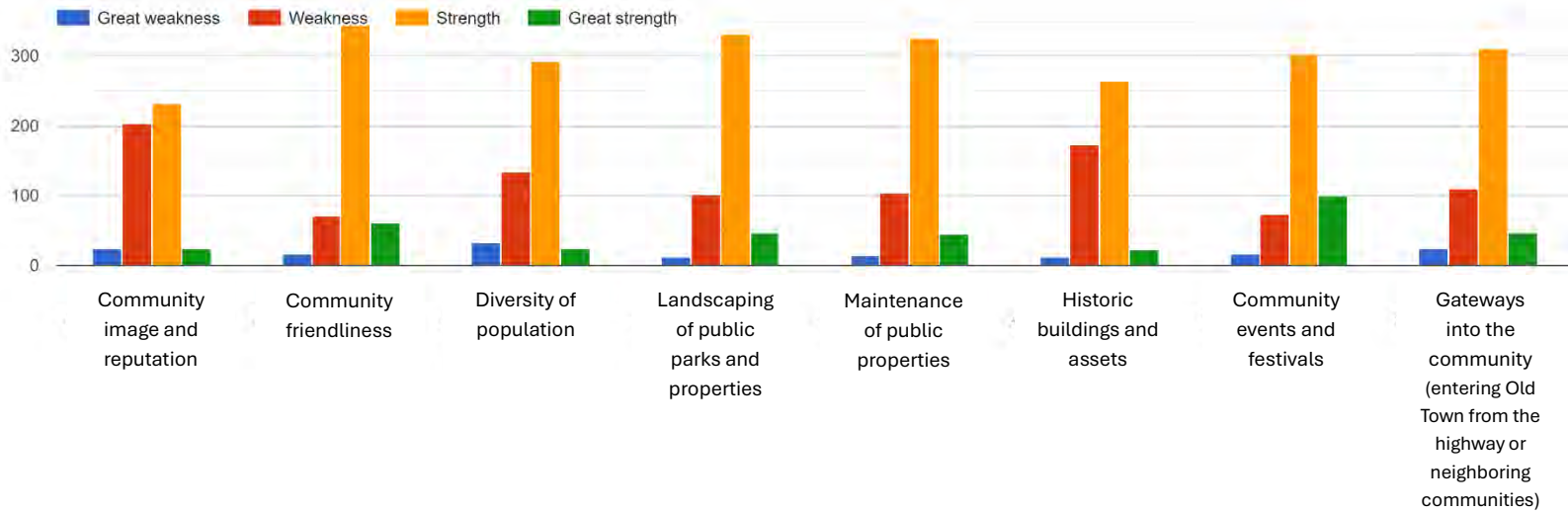
When considering Old Town’s existing community facilities and services, identify if each of the following is currently adequate or lacking...





## Image & Identity Questions:

When considering Old Town's existing image and identity, identify if each of the following is a strength or a weakness of the community today.



## **Appendix B: Additional Data Tables & Maps**

| Old Town Street Network Inventory (Source: Ctiy of Old Town Public Works Department) |     |                    |                    |        |            |              |         |                  |
|--------------------------------------------------------------------------------------|-----|--------------------|--------------------|--------|------------|--------------|---------|------------------|
| Road/Section Name                                                                    | Sec | From Road/Section  | To Road/Section    | Length | Importance | Jurisdiction | Surface | Last Survey Date |
| Abbott St                                                                            | 1   | US 2A (Stillwater) | Lincoln St         | 0.10   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Airport Rd                                                                           | 1   | SR 43 (Gilman Fall | Forest Ser Rd      | 0.61   | medium     | Municipal    | Paved   | 07/31/2023       |
| Anderson Ln                                                                          | 1   | Pembroke Dr        | Whistle Wy         | 0.19   | low        | Municipal    | Paved   | 07/31/2023       |
| Annbar Dr                                                                            | 1   | Sanford Av         | US 2A (Stillwater  | 0.06   | low        | Municipal    | Paved   | 07/31/2023       |
| Bachelor Dr                                                                          | 1   | Sewall Dr          | Leonard Ln         | 0.24   | low        | Municipal    | Paved   | 07/31/2023       |
| Bodwell St                                                                           | 1   | Hayes St           | River St           | 0.28   | low        | Municipal    | Paved   | 07/31/2023       |
| Bosworth St                                                                          | 1   | Dead end           | US 2 (Center St)   | 0.36   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Bowdoin Av                                                                           | 1   | Brunswick St       | US 2 (Main St)     | 0.16   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Bowdoin ave 2                                                                        | 1   | Brunswick St       | corner of hamel    | 0.17   | low        | Municipal    | Paved   | 07/31/2023       |
| Bradbury St                                                                          | 1   | Oak St             | Perkins Av         | 0.19   | low        | Municipal    | Paved   | 07/31/2023       |
| Brunswick St                                                                         | 1   | US 2A (Center St)  | Brunswick st       | 0.42   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Brunswick St                                                                         | 2   | Brunswick St       | SR 43 (Main St)    | 0.48   | low-med    | State Aid    | Paved   | 07/31/2023       |
| Brunswick St                                                                         | 3   | Eaton st           | Hamel Ln           | 0.54   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Burnham St                                                                           | 1   | Fourth St Ext#1    | US 2 (Main St)     | 0.22   | low        | Municipal    | Paved   | 07/31/2023       |
| Carroll St                                                                           | 0   | Dead end           | Brunswick st       | 0.00   | low        | Municipal    | Paved   | 07/31/2023       |
| Carroll St                                                                           | 1   | Main st            | Brunswick St       | 0.10   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Carroll St                                                                           | 2   | Brunswick St       | Dead end           | 0.08   | low        | Municipal    | Paved   | 07/31/2023       |
| Cedar St                                                                             | 1   | SR 43 (Gilman Fall | Davis St           | 0.21   | low        | Municipal    | Paved   | 07/31/2023       |
| Champlain St                                                                         | 1   | Dead end           | Prentiss St        | 0.07   | low        | Municipal    | Paved   | 07/31/2023       |
| Chapman St                                                                           | 1   | Bosworth St        | Cliff St           | 0.10   | low        | Municipal    | Paved   | 07/31/2023       |
| Chester St                                                                           | 1   | Water St           | US 2 (Main St)     | 0.06   | med-high   | State Aid    | Paved   | 07/31/2023       |
| Chester St                                                                           | 2   | US 2 (Main St)     | Chester St         | 0.02   | med-high   | State Aid    | Paved   | 07/31/2023       |
| Cliff St                                                                             | 1   | Howard St          | Bosworth St        | 0.08   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Coiley Rd                                                                            | 1   | SR 16 (Bennoch Rd) | Dead end           | 0.55   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Coiley Rd W                                                                          | 1   | SR 43 (W Old Town  | Dead end           | 0.29   | low-med    | Municipal    | Paved   | 07/31/2023       |
| College Rd                                                                           | 1   | SR 43 (Gilman Fall | End of Pavement    | 0.60   | medium     | Municipal    | Paved   | 07/31/2023       |
| College Rd                                                                           | 2   | College Rd         | US 2A (Stillwater  | 0.31   | medium     | Municipal    | Paved   | 07/31/2023       |
| College Rd                                                                           | 3   | End of Pavement    | Beginning of Pavem | 1.21   | medium     | Municipal    | Gravel  | 08/16/2023       |
| College Rd                                                                           | 4   | Beginning of Pavem | College Rd         | 0.36   | medium     | Municipal    | Paved   | 08/16/2023       |
| Colonial Dr                                                                          | 1   | Dead end           | Kirkland Rd        | 0.24   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Commercial Pky                                                                       | 1   | Dead end           | SR 43 (Gilman Fall | 0.11   | low        | Municipal    | Paved   |                  |
| Congress St                                                                          | 1   | Water St           | US 2 (Main St)     | 0.09   | low-med    | Municipal    | Paved   | 07/31/2023       |
| Cooper St                                                                            | 1   | US 2 (Main St)     | Brunswick St       | 0.09   | low        | Municipal    | Paved   | 07/31/2023       |
| Dartmouth St                                                                         | 1   | Fourth St Ext#1    | US 2 (Main St)     | 0.18   | low        | Municipal    | Paved   | 07/31/2022       |
| Davis St                                                                             | 1   | Sunset Dr          | Brunswick St       | 0.30   | low-med    | Municipal    | Paved   | 07/31/2022       |
| Dirigo Wy                                                                            | 1   | Dead end           | SR 43 (Gilman Fall | 0.32   | low-med    | Municipal    | Paved   | 07/31/2022       |

|                 |   |                    |                    |      |         |           |       |            |
|-----------------|---|--------------------|--------------------|------|---------|-----------|-------|------------|
| Down St         | 1 | Downst             | Indian island brge | 0.06 | high    | Municipal | Paved | 07/31/2022 |
| Down St         | 2 | SR 43 (Main St)    | Down St            | 0.01 | high    | Municipal | Paved | 07/31/2022 |
| Druillette St   | 1 | Prentiss St        | Dead end           | 0.08 | low     | Municipal | Paved | 07/31/2022 |
| Eaton St        | 1 | Dead end           | Brunswick St       | 0.42 | low     | Municipal | Paved | 07/31/2022 |
| Eaton St        | 2 | Brunswick St       | US 2 (Main St)     | 0.09 | low     | Municipal | Paved | 07/31/2022 |
| Elm St          | 1 | Stillwater Av      | US 2A (Center St)  | 0.15 | medium  | Municipal | Paved | 07/31/2022 |
| Fifth St        | 1 | Oak St             | Perkins Av         | 0.23 | low     | Municipal | Paved | 07/31/2022 |
| Forest Ser Rd   | 2 | dead end           | Airport Rd         | 0.18 | medium  | Municipal | Paved | 08/21/2022 |
| Fourth St       | 1 | Dead end           | SR 43 (Gilman Fall | 0.24 | low-med | Municipal | Paved | 07/31/2022 |
| Fourth St       | 2 | Oak St             | Summer St          | 0.12 | low-med | Municipal | Paved | 07/31/2022 |
| Fourth St       | 3 | Stillwater Av      | US 2A (Center St)  | 0.26 | low-med | Municipal | Paved | 08/16/2022 |
| Fourth St       | 4 | SR 43 (Gilman Fall | Stillwater Av      | 0.35 | low-med | Municipal | Paved | 08/16/2022 |
| Fourth St Ext#1 | 1 | Dartmouth St       | Burnham St         | 0.07 | low     | Municipal | Paved | 07/31/2022 |
| Franklin St     | 1 | Free St            | SR 16 (Bennoch Rd) | 0.11 | low     | Municipal | Paved | 07/31/2022 |
| Free St         | 1 | Stillwater Av      | Franklin St        | 0.12 | low     | Municipal | Paved | 07/31/2022 |
| French St       | 1 | Union St           | Nadeau St          | 0.10 | low     | Municipal | Paved | 07/31/2022 |
| Front St        | 1 | US 2 (Center St)   | Dead end           | 0.35 | low-med | Municipal | Paved | 07/31/2022 |
| Garland St      | 1 | US 2 (Main St)     | Jameson St         | 0.12 | low     | Municipal | Paved | 07/31/2022 |
| Gilmore Ct      | 1 | US 2A (Center St)  | Dead end           | 0.05 | low     | Municipal | Paved | 07/31/2022 |
| Gould St        | 1 | SR16(Bennoch Rd)   | Spring St          | 0.06 | low     | Municipal | Paved | 07/31/2022 |
| Grays Ln        | 1 | Dead end           | Front St           | 0.06 | low     | Municipal | Paved | 07/31/2022 |
| Hamel Ln        | 2 | corner of hamel an | Highland Av        | 0.18 | low     | Municipal | Paved | 08/16/2022 |
| Harding St      | 1 | King St            | Perkins Av         | 0.12 | low     | Municipal | Paved | 07/31/2022 |
| Hayes St        | 1 | Bosworth St        | Bodwell St         | 0.20 | low     | Municipal | Paved | 07/31/2022 |
| Heald St        | 1 | Front St           | River St           | 0.05 | low     | Municipal | Paved | 07/31/2022 |
| Herbert Gray Sc | 1 | Dead end           | Veazie St          | 0.06 | low     | Municipal | Paved |            |
| High School B   | 1 | Dead end           | Stillwater Av      | 0.10 | low     | Municipal | Paved |            |
| High School C   | 1 | High School B      | High School Dr     | 0.07 | low     | Municipal | Paved |            |
| High School D   | 1 | High School C      | Stillwater Av      | 0.04 | low     | Municipal | Paved |            |
| High School Dr  | 1 | Stillwater Av      | Dead end           | 0.12 | low     | Municipal | Paved |            |
| High School E   | 1 | Stillwater Av      | High School B      | 0.12 | low     | Municipal | Paved |            |
| High St         | 1 | Stillwater Av      | Middle St          | 0.17 | low     | Municipal | Paved | 07/31/2022 |
| Highland Av     | 1 | Hamel Ln           | US 2 (Main St)     | 0.30 | low-med | Municipal | Paved | 07/31/2022 |
| Hildreth St     | 1 | Bosworth St        | Bodwell St         | 0.14 | low     | Municipal | Paved | 07/31/2022 |
| Hilliard St     | 1 | Perkins Av         | Dead end           | 0.20 | low-med | Municipal | Paved | 07/31/2022 |
| Hillside Av     | 1 | Highland Av        | Bowdoin Av         | 0.19 | low     | Municipal | Paved | 07/31/2022 |
| Holland St      | 1 | US 2 (Main St)     | Hillside Av        | 0.09 | low     | Municipal | Paved | 07/31/2022 |
| Howard St       | 1 | US 2 (Center St)   | Cliff St           | 0.14 | low-med | Municipal | Paved | 07/31/2022 |



|                |   |                   |                    |      |          |           |        |            |
|----------------|---|-------------------|--------------------|------|----------|-----------|--------|------------|
| Howland Ln     | 1 | Brunswick St      | Fourth St          | 0.09 | low      | Municipal | Paved  | 07/31/2022 |
| Hycrest Ln     | 1 | Dead end          | US 2A (College Av) | 0.05 | low      | Municipal | Paved  | 07/31/2022 |
| Jameson St     | 1 | Dead end          | US 2 (Main St)     | 0.12 | med-high | Municipal | Paved  | 07/31/2022 |
| Jefferson Sch  | 1 | Dead end          | Jefferson St       | 0.01 | low      | Municipal | Paved  |            |
| Jefferson St   | 1 | US 2A (Center St) | Perkins Av         | 0.33 | low-med  | Municipal | Paved  | 07/31/2022 |
| King St        | 1 | Lincoln St        | Harding St         | 0.10 | low      | Municipal | Paved  | 07/31/2022 |
| Kirkland Rd    | 1 | SR 43 (W Old Town | end of pavement    | 1.39 | medium   | Municipal | Paved  | 07/31/2022 |
| Kirkland Rd    | 2 | Kirkland Rd       | Kirkland Rd        | 0.13 | medium   | Municipal | Paved  | 07/31/2022 |
| Kirkland Rd    | 3 | Kirkland Rd       | SR 16 (Bennoch Rd) | 0.30 | medium   | Municipal | Paved  | 07/31/2022 |
| Kirkland Rd    | 4 | End of pavement   | End of pavement    | 1.72 | medium   | Municipal | Gravel | 08/16/2022 |
| Kirkland Rd    | 5 | End of pavement   | Kirkland Rd        | 2.97 | medium   | Municipal | Paved  | 08/16/2022 |
| Lakeside Ln    | 1 | Town Line         | Woodland Av        | 0.60 | low-med  | Municipal | Paved  | 07/31/2022 |
| Lakeside Ln    | 2 | Poplar St         | Poplar St          | 0.42 | low      | Municipal | Gravel | 07/31/2022 |
| Lawn Dale Cem  | 1 | Dead end          | US 2A (Stillwater  | 0.02 | low      | Municipal | Paved  |            |
| Lee Ln         | 1 | US 2A (Stillwater | Sanford Av         | 0.06 | low      | Municipal | Paved  | 07/31/2022 |
| Leonard Ln     | 1 | Dead end          | SR 43 (Gilman Fall | 0.20 | low      | Municipal | Paved  | 07/31/2022 |
| Lincoln St     | 1 | Shelter Ln        | Perkins Av         | 0.49 | low-med  | Municipal | Paved  | 07/31/2022 |
| Littlefield Ln | 1 | Dead end          | SR 16 (Bennoch Rd) | 0.28 | low      | Municipal | Paved  | 07/31/2022 |
| Lloyd Ln       | 1 | SR 43 (Main St)   | Fourth St          | 0.09 | low      | Municipal | Paved  | 07/31/2022 |
| Marshall St    | 1 | US 2 (Main St)    | Dead end           | 0.04 | low      | Municipal | Paved  | 07/31/2022 |
| Meadow Ln      | 1 | Perkins Av        | Dead end           | 0.10 | low      | Municipal | Paved  | 07/31/2022 |
| Micheal St     | 1 | Stillwater Av     | Dead end           | 0.06 | low      | Municipal | Paved  | 07/31/2022 |
| Middle Sch A   | 1 | Middle Sch B      | Oak St             | 0.08 | low      | Municipal | Paved  |            |
| Middle Sch B   | 1 | Middle SchA       | Oak St             | 0.06 | low      | Municipal | Paved  |            |
| Middle St      | 1 | SR 43 (Main St)   | Elm St             | 0.41 | medium   | Municipal | Paved  | 08/02/2022 |
| Nadeau St      | 1 | Bosworth St       | Dead end           | 0.07 | low-med  | Municipal | Paved  | 07/31/2022 |
| Oak St         | 1 | Jefferson St      | Brunswick St       | 0.50 | medium   | Municipal | Paved  | 07/31/2022 |
| Old Bennoch rd | 1 | Dead end          | SR 16 (Bennoch Rd) | 0.18 | low      | Municipal | Paved  | 07/31/2022 |
| Old Mill Rd    | 1 | Dead end          | US 2A (College Av) | 0.09 | low      | Municipal | Paved  | 07/31/2022 |
| Park St        | 1 | Fourth St Ext#1   | US 2 (Main St)     | 0.20 | low      | Municipal | Paved  | 07/31/2022 |
| Pembroke Dr    | 1 | Anderson Ln       | US 2A (Stillwater  | 0.06 | low-med  | Municipal | Paved  | 07/31/2022 |
| Pembroke Dr    | 2 | Whistle Wy        | Anderson Ln        | 0.02 | low-med  | Municipal | Paved  | 07/31/2022 |
| Penny Rd       | 1 | US 2 (Main St)    | Dead end           | 0.37 | low-med  | Municipal | Paved  | 07/31/2022 |
| Penobscot St   | 1 | Dead end          | US 2 (Main St)     | 0.09 | low      | Municipal | Paved  | 07/31/2022 |
| Perkins Av     | 1 | Jefferson St      | Brunswick St       | 0.51 | medium   | Municipal | Paved  | 07/31/2022 |
| Pine St        | 1 | Perkins Av        | US 2 (Main St)     | 0.35 | low-med  | Municipal | Paved  | 07/31/2022 |
| Poplar St      | 1 | Woodland Av       | Kirkland Rd        | 4.22 | medium   | Municipal | Paved  | 07/31/2022 |
| Portland St    | 1 | Dead end          | US 2 (Main St)     | 0.14 | med-high | Municipal | Paved  | 07/31/2022 |

|                         |   |                    |                    |      |          |             |        |            |
|-------------------------|---|--------------------|--------------------|------|----------|-------------|--------|------------|
| Prentiss St             | 1 | Hilliard St        | Tiery St           | 0.24 | medium   | Municipal   | Paved  | 07/31/2022 |
| Prentiss St             | 2 | Brunswick St       | US 2 (Main St)     | 0.08 | medium   | Municipal   | Paved  | 08/16/2022 |
| Prentiss St             | 3 | Tiery St           | Brunswick St       | 0.17 | medium   | Municipal   | Paved  | 08/16/2022 |
| Rasle St                | 1 | Dead end           | Prentiss St        | 0.05 | low      | Municipal   | Paved  | 07/31/2022 |
| River St                | 1 | Front St           | Heald St           | 0.12 | low      | Municipal   | Paved  | 07/31/2022 |
| S Fourth St             | 1 | Summer St          | Perkins Av         | 0.09 | low-med  | Municipal   | Paved  | 07/31/2022 |
| S Fourth St             | 2 | Fourth St          | Oak St             | 0.05 | low-med  | Municipal   | Paved  | 07/31/2022 |
| Sanford Av              | 1 | Annbar Dr          | Dead end           | 0.21 | low      | Municipal   | Paved  | 07/31/2022 |
| Sargent Dr              | 1 | Sewall Dr          | SR 43 (Gilman Fall | 0.30 | low      | Municipal   | Paved  | 07/31/2022 |
| Sargent School Dr       | 1 | SR16(Bennoch Rd)   | Dead end           | 0.12 | low      | Municipal   | Paved  | 07/31/2022 |
| Sawyer St               | 1 | US 2 (Main St)     | Water St           | 0.06 | low      | Municipal   | Paved  | 07/31/2022 |
| School St               | 1 | Jameson St         | Portland St        | 0.05 | low-med  | Municipal   | Paved  | 07/31/2022 |
| Seventh St              | 1 | US 2A (Center St)  | Perkins Av         | 0.30 | low-med  | Municipal   | Paved  | 07/31/2022 |
| Sewall Dr               | 1 | Sargent Dr         | Bachelor Dr        | 0.39 | low      | Municipal   | Paved  | 07/31/2022 |
| Shelter Ln              | 1 | Lincoln St         | Lincoln St         | 0.15 | low      | Municipal   | Paved  | 07/31/2022 |
| Shirley St              | 1 | US 2A (Center St)  | Middle St          | 0.10 | medium   | Municipal   | Paved  | 07/31/2022 |
| Simon Ct                | 1 | Dead end           | Highland Av        | 0.08 | low      | Municipal   | Paved  | 07/31/2022 |
| Sixth St                | 1 | US 2A (Center St)  | Perkins Av         | 0.29 | low      | Municipal   | Paved  | 07/31/2022 |
| Somerset St             | 1 | US 2A (Center St)  | Middle St          | 0.11 | low-med  | Municipal   | Paved  | 07/31/2022 |
| Spaulding St            | 1 | US 2 (Main St)     | Dead end           | 0.05 | low      | Municipal   | Paved  | 07/31/2022 |
| Spring St               | 1 | SR16(Bennoch Rd)   | Dead end           | 0.59 | low-med  | Municipal   | Paved  | 07/31/2022 |
| SR 116 (Southgate Rd)   | 1 | Town Line          | SR 16 (Bennoch Rd) | 3.18 | low      | State Aid   | Paved  |            |
| SR 16 (Bennoch Rd)      | 1 | Town Line          | Urban Line         | 1.72 | med-high | State Hwy   | Paved  | 07/31/2022 |
| SR 43 (Gilman Falls Av) | 1 | Urban Line         | SR 43 (Old Town Rd | 2.22 | low      | State Aid   | Paved  |            |
| SR 43 (Gilman Falls Av) | 2 | Fourth St          | Urban Line         | 0.67 | med-high | State Aid   | Paved  | 07/31/2022 |
| SR 43 (Main St)         | 1 | US 2 (Main St)     | Fourth St          | 0.70 | high     | State Aid   | Paved  | 07/31/2022 |
| SR 43 (Old Town Rd)     | 1 | SR 43 (Gilman Fall | SR 43 (W Old Town  | 0.49 | low      | State Aid   | Paved  |            |
| SR 43 (W Old Town Rd)   | 1 | Town Line          | Town Line          | 0.68 | low      | State Aid   | Paved  |            |
| SR 43 (W Old Town Rd)   | 2 | SR43(Old Town Rd   | Town Line          | 3.58 | low      | State Aid   | Paved  |            |
| St Josephs School       | 1 | Brunswick St       | Carroll St         | 0.13 | low      | Municipal   | Paved  |            |
| Stillwater Av           | 1 | SR 43 (Main St)    | US 2A (Stillwater  | 0.70 | high     | State Aid   | Paved  | 07/31/2022 |
| Stillwater Av           | 2 | US 2A (Stillwater  | Stillwater Av      | 0.02 | high     | State Aid   | Paved  | 07/31/2022 |
| Stillwater Av           | 3 | US 2A (Stillwater  | Town Line          | 0.63 | high     | State Hwy   | Paved  | 07/31/2022 |
| Sullivan Dr             | 1 | Dead end           | SR 16 (Bennoch Rd) | 0.13 | low      | Muni Winter | Gravel | 07/28/202C |
| Summer St               | 1 | Bradbury St        | Seventh St         | 0.19 | low      | Municipal   | Paved  | 07/31/2022 |
| Sunset Dr               | 1 | SR 43 (Gilman Fall | Davis St           | 0.22 | low      | Municipal   | Paved  | 07/31/2022 |
| Tiery St                | 1 | Dead end           | Dead end           | 0.13 | low      | Municipal   | Paved  | 07/31/2022 |
| Trans Sta Rd            | 1 | Dead end           | SR 43 (Gilman Fall | 0.55 | low      | Municipal   | Paved  | 07/31/2022 |

|                       |   |                    |                    |      |          |           |       |            |
|-----------------------|---|--------------------|--------------------|------|----------|-----------|-------|------------|
| Union St              | 1 | Front St           | Hayes St           | 0.11 | low      | Municipal | Paved | 07/31/2022 |
| US 2 (Aroostook Av)   | 1 | US 2 (Main St) gar | US 2 (Main St) jam | 0.03 | high     | State Hwy | Paved | 07/31/2022 |
| US 2 (Center St)      | 1 | Town Line          | US 2 (Main St)     | 0.29 | high     | State Hwy | Paved | 07/31/2022 |
| US 2 (Main St)        | 1 | Jameson St         | Town Line          | 1.23 | high     | State Hwy | Paved | 07/31/2022 |
| US 2 (Main St)        | 2 | SR 43 (Main St)    | Garland St         | 1.20 | high     | State Hwy | Paved | 07/31/2022 |
| US 2A (Center St)     | 1 | US 2 (Main St)     | US 2A (Stillwater  | 0.66 | high     | State Hwy | Paved | 07/31/2022 |
| US 2A (College Av)    | 1 | US 2A(Stillwater   | Town Line          | 0.55 | ~~ high  | State Hwy | Paved | 07/31/2022 |
| US 2A (Stillwater Av) | 1 | Stillwater Av      | Stillwater Av      | 1.72 | high     | State Hwy | Paved | 07/31/2022 |
| Veazie St             | 1 | SR 43 (Gilman Fall | Middle St          | 0.50 | med-high | Municipal | Paved | 07/31/2022 |
| Water St              | 1 | Chester St         | Congress St        | 0.34 | low      | Municipal | Paved | 07/31/2022 |
| Water St              | 2 | SR 43 (Main St)    | US 2 (Center St)   | 0.09 | high     | State Aid | Paved | 07/31/2022 |
| Water St              | 3 | US 2 (Center St)   | Chester St         | 0.20 | med-high | State Aid | Paved | 07/31/2022 |
| Whistle Wy            | 1 | Dead end           | Anderson Ln        | 0.19 | low      | Municipal | Paved | 07/31/2022 |
| Willow St             | 1 | US 2 (Main St)     | Brunswick St       | 0.11 | low      | Municipal | Paved | 07/31/2022 |
| Wilson St             | 1 | Lincoln St         | Jefferson St       | 0.14 | low      | Municipal | Paved | 07/31/2022 |
| Wilson St             | 2 | Jefferson St       | King St            | 0.12 | low      | Municipal | Paved | 08/16/2022 |
| Winter rd             | 1 | SR 43 (Gilman Fall | Dead end           | 0.20 | low      | Municipal | Paved | 07/31/2022 |
| Wood St               | 1 | SR 43 (Main St)    | Brunswick St       | 0.11 | low      | Municipal | Paved | 07/31/2022 |
| Woodland Av           | 1 | Lakeside Ln        | Dead end           | 2.01 | low      | Municipal | Paved | 07/31/2022 |
| Youngs Ln             | 1 | Dead end           | SR 16 (Bennoch Rd) | 0.18 | low      | Municipal | Paved | 07/31/2022 |

# City of Old Town Water Distribution

**Legend**

**Diameter**

Unknown

1"

2"

4"

6"

8"

10"

12"

16"

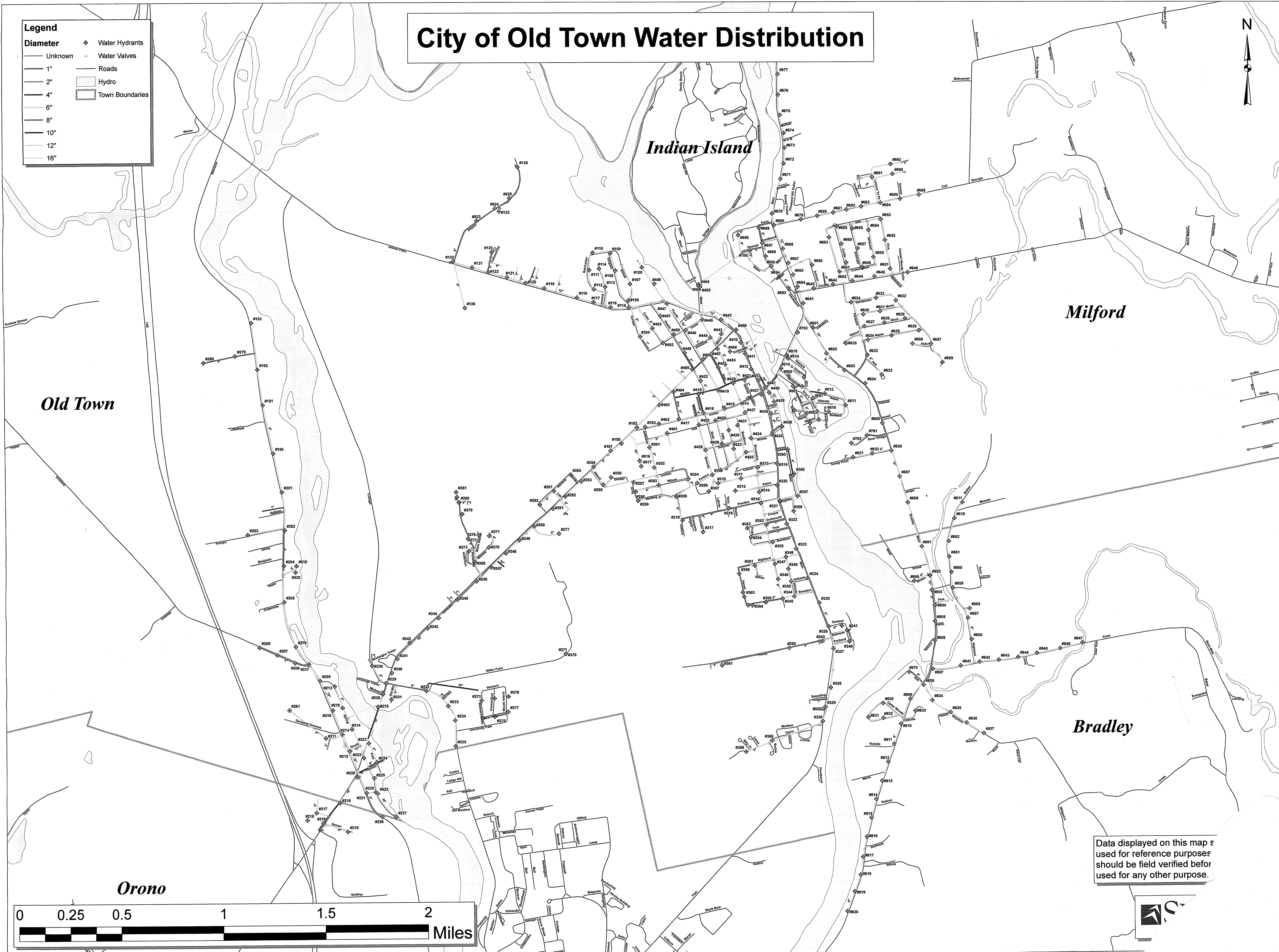
Water Hydrants

Water Valves

Roads

Hydro

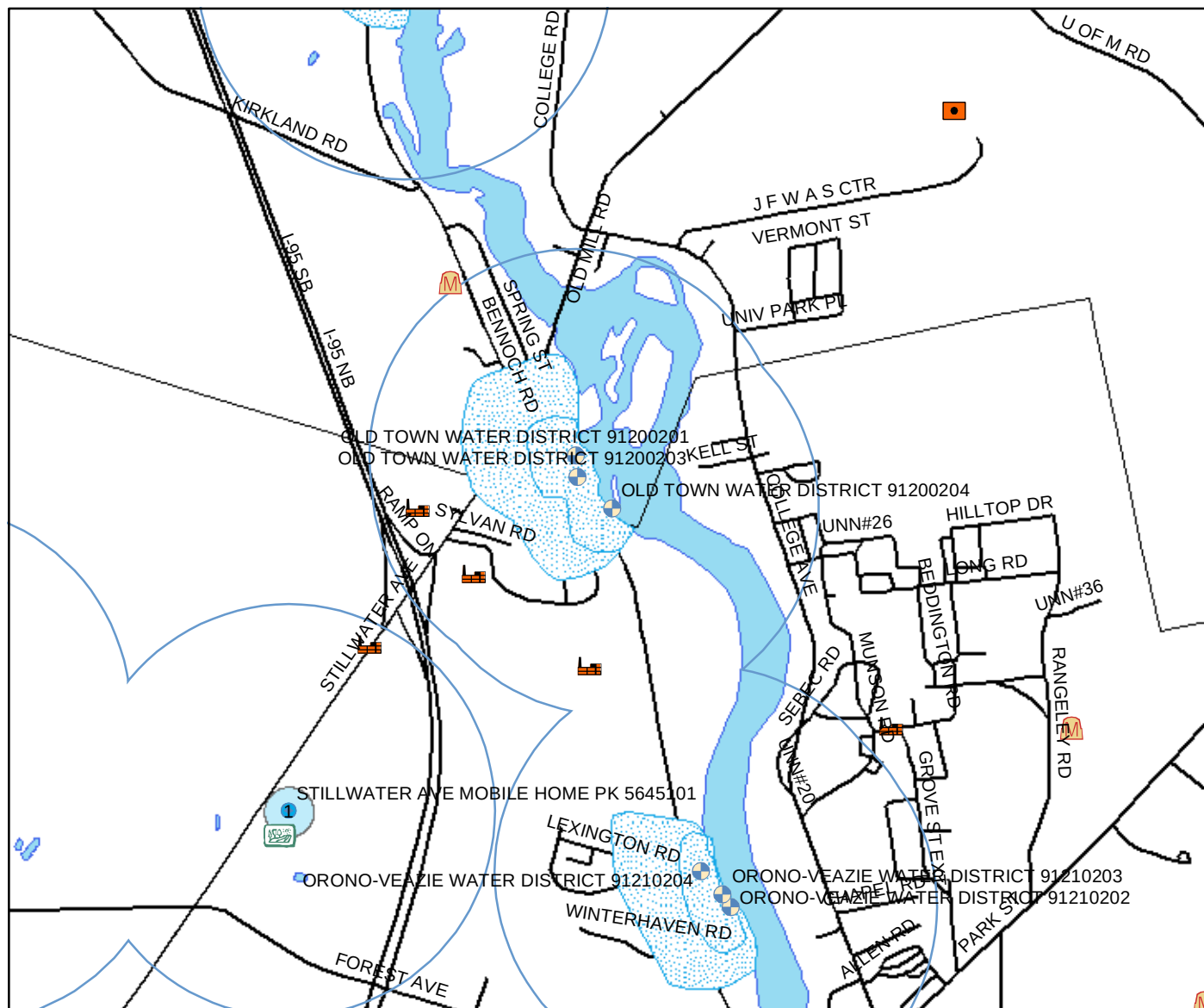
Town Boundaries



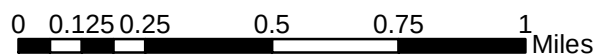
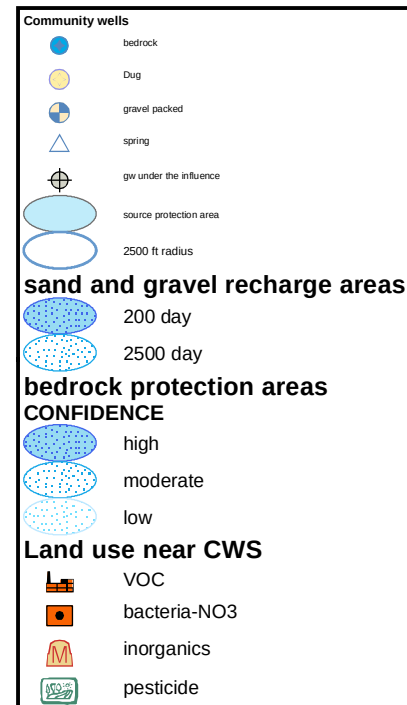
Data displayed on this map s  
used for reference purposes  
should be field verified befor  
used for any other purpose.







This map accompanies the Source Water Assessment for the public water supply shown on the map. Please refer to the assessment for an explanation of the significance of the symbols on the map

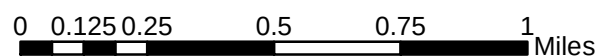
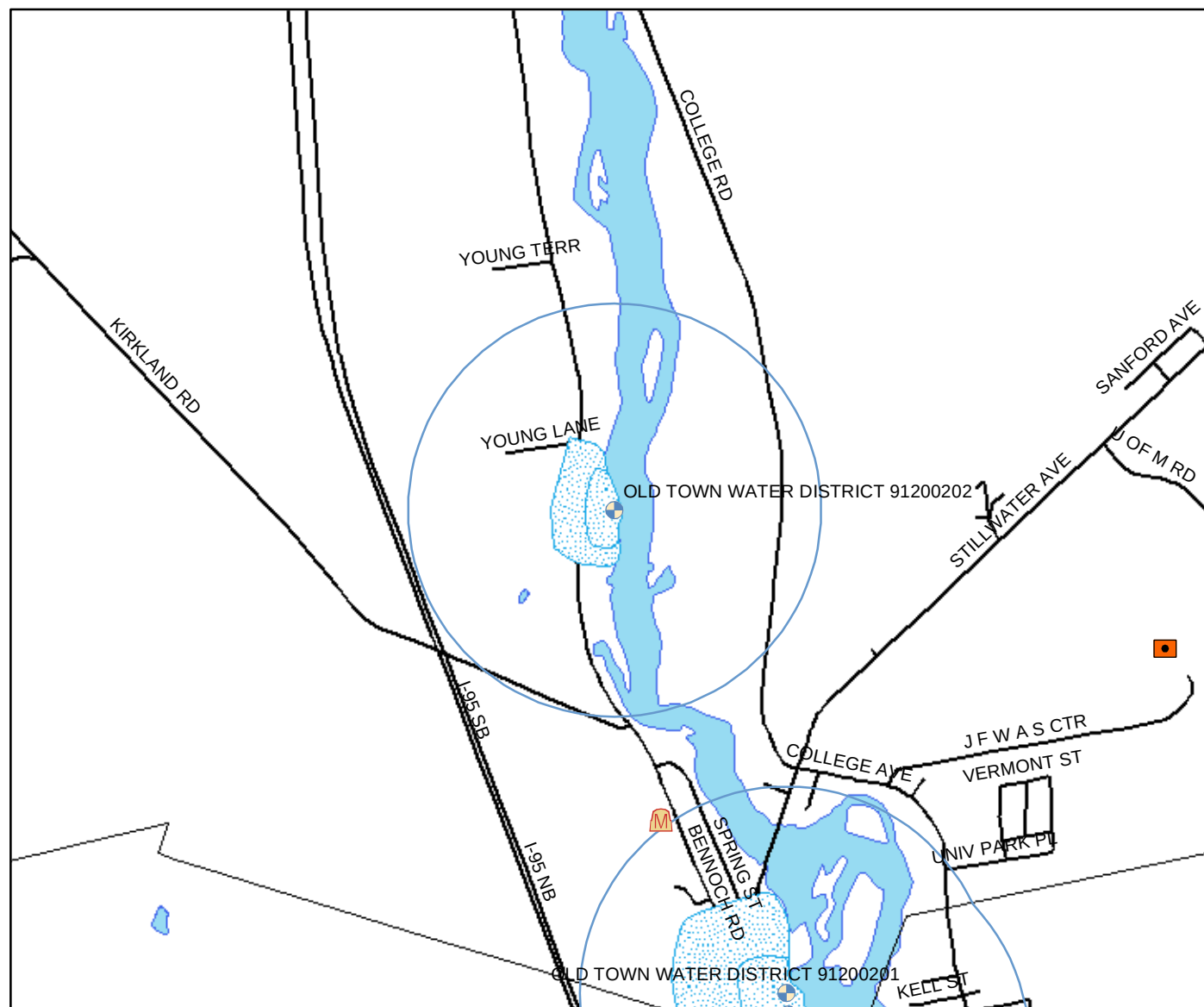
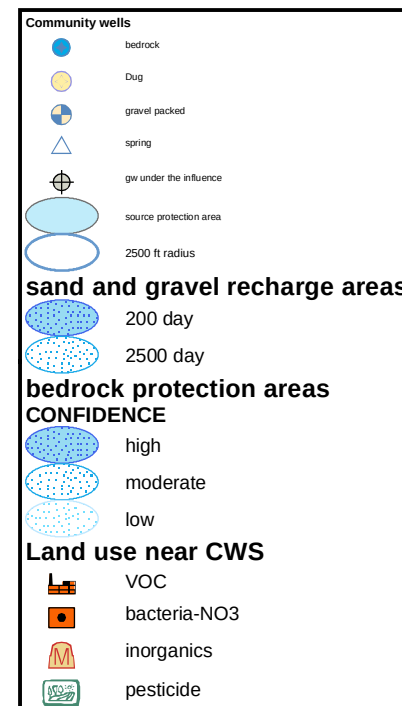


ALT 10/02

# Community Source Water Protection Map



This map accompanies the Source Water Assessment for the public water supply shown on the map. Please refer to the assessment for an explanation of the significance of the symbols on the map



ALT 10/02

# Community Source Water Protection Map

**Old Town Dimensional Standards Table**

| Zoning District | Minimum Lot Size (Residential)                                                                                                                                               | Minimum Lot Size (Other Uses)                                          | Street Frontage                                | Front Setback                   | Side/Rear Setback               | Maximum Building Height                                                                                                       | Maximum Lot Coverage |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|------------------------------------------------|---------------------------------|---------------------------------|-------------------------------------------------------------------------------------------------------------------------------|----------------------|
| R-1             | 9,000 s.f., or 10,500 s.f. additional for two-family dwellings (except elderly housing = 7,000 s.f. + 700 s.f. for each additional unit)                                     | 12,000 s.f.                                                            | 85' + 10' for two-family dwellings             | 20'                             | 10' side, 20' rear              | 35'                                                                                                                           | 30%                  |
| R-2             | 9,000 s.f. + 1,000 s.f. for each additional dwelling unit over one (except elderly housing = 7,000 s.f. + 700 s.f. for each additional unit, and no more than 12 units/acre) | 9,000 s.f.                                                             | 75' + 10' for each dwelling over 1             | 20'                             | 10' side, 20' rear              | 35'                                                                                                                           | 30%                  |
| R-3/R-3A        | No more than 4 units per acre                                                                                                                                                | 1 acre                                                                 | 150'                                           | 30'                             | 15' side, 30' rear              | 35'                                                                                                                           | 30%                  |
| R-4             | One acre for year-round, single-family dwelling and 30,000 s.f. for seasonal dwellings                                                                                       | 1 acre for year-round dwellings and 30,000 s.f. for seasonal dwellings | 100'                                           | 20'                             | 15' side, 20' rear              | 35'                                                                                                                           | -                    |
| R-5             | 20,000 s.f. and 10,000 s.f. for each additional unit                                                                                                                         | N/A                                                                    | 150' + 25' for each additional unit up to 400' | 30' (structures), 15' (parking) | 30' (structures), 15' (parking) | 60'                                                                                                                           | 30%                  |
| C-1             | None                                                                                                                                                                         | None                                                                   | -                                              | None                            | None                            | 45'                                                                                                                           | 75%                  |
| C-3             | 1 acre for unsewered; 10,000 s.f. sewer                                                                                                                                      | -                                                                      | 100'                                           | 40'                             | 10' side, 20' rear              | 35'                                                                                                                           | 30%                  |
| C-4             | Different for structure vs. parking areas, see Sec. 111.7.e                                                                                                                  |                                                                        |                                                |                                 |                                 |                                                                                                                               |                      |
| I-1             |                                                                                                                                                                              | None                                                                   | None                                           | 25'                             | 15' side, 25' rear              | Within 4,000 feet from any portion of an airport runway: 45' More than 4,000 feet from any portion of an airport runway: 155' | 50%                  |
| I-2             |                                                                                                                                                                              | 1 acre                                                                 | 100'                                           | 30'                             | 20'                             | 35' or consistent with Airport Master Plan/FAA requirements                                                                   | 40%                  |
| L-1             | See Sec. 111.11                                                                                                                                                              |                                                                        |                                                |                                 |                                 |                                                                                                                               |                      |

| Appendix C: Implementation Matrix |                                                                                                                                                                                    |     |                                                                                                                                                     |                                                                                                                                                                                                                                                                      |          |                                                |                      |                           |                                                |                                                          |
|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|------------------------------------------------|----------------------|---------------------------|------------------------------------------------|----------------------------------------------------------|
| Topic                             | Goal                                                                                                                                                                               | ID  | Objective                                                                                                                                           | Action                                                                                                                                                                                                                                                               | Priority | Who                                            | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                           |
| Population & Demographics         | Old Town is comprised of proud generations of long-time residents, new friendly faces, and our University community, all of whom are deeply committed to supporting our evolution. |     |                                                                                                                                                     |                                                                                                                                                                                                                                                                      |          |                                                |                      |                           |                                                |                                                          |
| Population & Demographics         |                                                                                                                                                                                    | 1.1 | Strengthen relationships among long-time residents, new residents, and the University community to foster a shared sense of identity and belonging. |                                                                                                                                                                                                                                                                      |          |                                                |                      |                           |                                                |                                                          |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | a. Partner with the University, RSU34, and local organizations to create volunteer, mentorship, and service-learning opportunities within the community.                                                                                                             | MEDIUM   | City Council                                   |                      | Ongoing                   | Staff and volunteer time                       | City Clerk, University of Maine, RSU34                   |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | b. Promote civic engagement initiatives that encourage participation across age groups.                                                                                                                                                                              | MEDIUM   | City Council                                   |                      | Ongoing                   | Staff and volunteer time                       | City Clerk, University of Maine, RSU34                   |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | c. Explicitly encourage representation from long-time residents, newcomers, and University affiliates on boards, committees, and advisory groups.                                                                                                                    | MEDIUM   | City Council                                   |                      | Ongoing                   | Staff and volunteer time                       | City Clerk, University of Maine                          |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | d. Review policies and practices to ensure that they reduce barriers to participation in civic life (e.g. timing of meetings).                                                                                                                                       | HIGH     | City Council / Committee chairs                | Year 1               | 6 months                  | Volunteer time                                 | Staff liaisons, interested Committee members, City Clerk |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | e. Promote neighborhood-based events and engagement initiatives that foster community cohesion across generations.                                                                                                                                                   | HIGH     | DTOT, City Council                             |                      | Ongoing                   | Staff and volunteer time                       | Economic Development Department                          |
| Population & Demographics         |                                                                                                                                                                                    | 1.2 | Implement housing policies that balance the needs of long-term residents, new families, and the college student population.                         |                                                                                                                                                                                                                                                                      |          |                                                |                      |                           |                                                |                                                          |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | a. Encourage diverse housing types that meet the needs of seniors, young professionals, students, and families.                                                                                                                                                      | HIGH     | Planning Board                                 | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant            |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | b. Coordinate with the University to monitor and address housing impacts related to enrollment trends with an understanding that students bring vibrancy to our community but also have unique needs that might place a burden on municipal resources when overused. | HIGH     | Code Enforcement Department                    |                      | ONGOING                   | Staff time                                     | City Manager, City Council                               |
| Population & Demographics         |                                                                                                                                                                                    | 1.3 | Cultivate a shared identity rooted in Old Town's history, culture, and forward-looking aspirations.                                                 |                                                                                                                                                                                                                                                                      |          |                                                |                      |                           |                                                |                                                          |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | a. Support collaborative branding and marketing efforts that reflect the City's generational pride and evolving character.                                                                                                                                           | LOW      | City Council / Economic Development Department | Year 7               | 12 months                 | \$\$                                           | DTOT                                                     |
| Population & Demographics         |                                                                                                                                                                                    |     |                                                                                                                                                     | b. Highlight and interpret local history and culture (including the history of the Penobscot Nation) in public spaces and community programming.                                                                                                                     | MEDIUM   | DTOT, Old Town Museum                          |                      | ONGOING                   | Dependent                                      | Penobscot Nation, Economic Development Department        |



### Appendix C: Implementation Matrix

| Topic                              | Goal                                                                                                | ID  | Objective                                                                                                                        | Action                                                                                                                                                                                                                                                                                                               | Priority | Who                         | Suggested Start Date          | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                                                          |
|------------------------------------|-----------------------------------------------------------------------------------------------------|-----|----------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|-----------------------------|-------------------------------|---------------------------|------------------------------------------------|-----------------------------------------------------------------------------------------|
| Historic & Archeological Resources | <b>Historic and archaeological resources in the community are preserved.</b>                        |     |                                                                                                                                  |                                                                                                                                                                                                                                                                                                                      |          |                             |                               |                           |                                                |                                                                                         |
| Historic & Archeological Resources |                                                                                                     | 2.1 | <b>Protect identified significant historic and archaeological resources in the community, through regulation when necessary.</b> |                                                                                                                                                                                                                                                                                                                      |          |                             |                               |                           |                                                |                                                                                         |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | a. Amend the City's Zoning Ordinance to require that applicants for Planning Board projects are explicitly required to protect known historic and archeological sites and areas sensitive to prehistoric archaeology through modification of the proposed site design, construction timing, or extent of excavation. | HIGH     | Planning Board              | Year 1                        | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                           |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | b. Amend the City's Zoning Ordinance to require the Planning Board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.                                                                                      | HIGH     | Planning Board              | Year 1                        | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                           |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | c. Earmark funds to conduct an archaeological survey of Old Town's prehistoric and historic archaeological resources, beginning with the banks of the Penobscot River at the southern edge of the community (consistent with MHPC recommendation).                                                                   | MEDIUM   | City Council                | Begin earmarking funds Year 4 | 8 months                  | \$                                             | Penobscot Nation, Old Town Museum, Economic Development Department / Hired Grant-writer |
| Historic & Archeological Resources |                                                                                                     | 2.2 | Celebrate the history and heritage of Old Town.                                                                                  |                                                                                                                                                                                                                                                                                                                      |          |                             |                               |                           |                                                |                                                                                         |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | a. Create a "Museum in the Streets" or walking tour showcasing historic assets within downtown Old Town.                                                                                                                                                                                                             | MEDIUM   | DTOT, Old Town Museum       | Year 3                        | 2 years                   | \$-\$                                          | Penobscot Nation, Economic Development Department / Hired Grant-writer                  |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | b. Celebrate the heritage of the Penobscot Nation through inclusive storytelling, partnerships, and cultural programming.                                                                                                                                                                                            | MEDIUM   | DTOT, Old Town Museum       | ONGOING                       |                           | Dependent                                      | Penobscot Nation, Economic Development Department                                       |
| Historic & Archeological Resources |                                                                                                     |     |                                                                                                                                  | See also Action 1.3.b, above.                                                                                                                                                                                                                                                                                        |          |                             |                               |                           |                                                |                                                                                         |
| Housing                            | <b>We work diligently to revitalize and sustain the character of our residential neighborhoods.</b> |     |                                                                                                                                  |                                                                                                                                                                                                                                                                                                                      |          |                             |                               |                           |                                                |                                                                                         |
| Housing                            |                                                                                                     | 3.1 | <b>Maintain the physical integrity, historic character, and livability of established neighborhoods.</b>                         |                                                                                                                                                                                                                                                                                                                      |          |                             |                               |                           |                                                |                                                                                         |
| Housing                            |                                                                                                     |     |                                                                                                                                  | a. Update zoning standards to reinforce neighborhood-scale development, compatible infill, and context-sensitive design.                                                                                                                                                                                             | HIGH     | Planning Board              | Year 1                        | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                           |
| Housing                            |                                                                                                     |     |                                                                                                                                  | b. Promote rehabilitation and maintenance of existing housing stock through proactive code enforcement.                                                                                                                                                                                                              | HIGH     | Code Enforcement Department | ONGOING                       |                           | Staff time                                     | Fire Department                                                                         |
| Housing                            |                                                                                                     |     |                                                                                                                                  | c. When new development is proposed, require streetscape improvements, traffic calming, and pedestrian infrastructure to enhance neighborhood safety and walkability.                                                                                                                                                | HIGH     | Planning Board              | Year 1                        | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                           |
| Housing                            |                                                                                                     |     |                                                                                                                                  | d. Monitor/track the conversion of single-family homes to student rentals.                                                                                                                                                                                                                                           | HIGH     | Code Enforcement Department | ONGOING                       |                           | Staff time                                     |                                                                                         |

### Appendix C: Implementation Matrix

| Topic   | Goal                                                                                                                                                                                                                       | ID  | Objective                                                                                                                                                                                                                                                                                                                                                                                             | Action                                                                                                                                                                                    | Priority | Who                                            | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                |
|---------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|------------------------------------------------|----------------------|---------------------------|------------------------------------------------|-----------------------------------------------|
| Housing |                                                                                                                                                                                                                            | 3.2 | Direct public investment strategically to reinforce neighborhood stability and housing growth consistent with the Future Land Use Plan.                                                                                                                                                                                                                                                               |                                                                                                                                                                                           |          |                                                |                      |                           |                                                |                                               |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | a. Prioritize water, sewer, broadband, sidewalk, and roadway improvements in established neighborhoods targeted for reinvestment (e.g. within the designated Growth Area).                | HIGH     | City Council                                   |                      | ONGOING                   | Project dependent                              | City Manager, Economic Development Department |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | b. Align Capital Improvement Planning with housing development goals and infill strategies by focusing investment within the Growth Areas as designated in this plan.                     | HIGH     | City Council                                   |                      | ONGOING                   | Project dependent                              | City Manager, Economic Development Department |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | c. Continue to seek grant funding for brownfield cleanup or redevelopment of underutilized residential properties.                                                                        | MEDIUM   | Economic Development Department                |                      | ONGOING                   | Staff time                                     | EMDC, Hired grantwriter                       |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | d. Sell off City-owned properties in support of housing and economic development goals.                                                                                                   | HIGH     | City Council / Economic Development Department | Year 2               | 12 months                 | \$\$ (legal review of contracts), staff time   |                                               |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | e. Utilize TIF districts and their associated development programs judiciously to support affordable housing development while mitigating citywide tax impacts.                           | MEDIUM   | Economic Development Department                |                      | ONGOING                   | Staff time                                     | City Manager, City Council                    |
| Housing | Old Town encourages the development of a wide variety of affordable, decent housing options to retain our multi-generational population and welcome families and young professionals as integral members of our community. |     |                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                           |          |                                                |                      |                           |                                                |                                               |
| Housing |                                                                                                                                                                                                                            | 3.3 | Ensure that land use controls stimulate the production of the kinds of housing that the community needs and desires (e.g. supportive senior housing such as assisted living units, affordable senior housing, one-bedroom and studio units, plus, housing that can support young professionals and young families, in order to correct continued projected shrinkage within these population groups). |                                                                                                                                                                                           |          |                                                |                      |                           |                                                |                                               |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | a. Aim for at least 10% of all new residential development in the next decade to be subsidized/regulated senior affordable (inclusive of those with disabilities) or workforce housing.   | HIGH     | Planning Board                                 | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | b. Support workforce/affordable housing initiatives through partnerships, incentives, and potential use of Tax Increment Financing (TIF) districts where appropriate.                     | MEDIUM   | Economic Development Department                |                      | ONGOING                   | Staff time                                     | City Manager, City Council                    |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | c. Amend ordinances to allow the addition of ADUs consistent with LD1829 / PL Chapter 385 (2025).                                                                                         | HIGH     | Planning Board                                 | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Housing |                                                                                                                                                                                                                            |     |                                                                                                                                                                                                                                                                                                                                                                                                       | d. Encourage the construction of ADUs within or on the same lot as existing residences by providing a grant program that encourages the construction of ADUs (see Kittery as an example). | HIGH     | Planning Board                                 | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |

### Appendix C: Implementation Matrix

| Topic    | Goal                                                                                       | ID  | Objective                                                                                                                                             | Action                                                                                                                                                                                                           | Priority | Who                                                         | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                               |
|----------|--------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|-------------------------------------------------------------|----------------------|---------------------------|------------------------------------------------|--------------------------------------------------------------|
| Housing  |                                                                                            | 3.4 | Retain long-time residents while creating pathways for new households to establish roots in Old Town.                                                 |                                                                                                                                                                                                                  |          |                                                             |                      |                           |                                                |                                                              |
| Housing  |                                                                                            |     |                                                                                                                                                       | a. Promote first-time homebuyer assistance programs and financial literacy education in recognition that home ownership fosters economic opportunity.                                                            | MEDIUM   | Assessing, Economic Development Department                  | Year 3               | Ongoing                   | Staff time                                     | MaineHousing                                                 |
| Housing  |                                                                                            |     |                                                                                                                                                       | b. Facilitate mixed-income housing developments that promote economic diversity.                                                                                                                                 | MEDIUM   | Economic Development Department, City Council               | ONGOING              |                           | Staff time                                     | Private developers, Old Town Housing Authority               |
| Housing  |                                                                                            |     |                                                                                                                                                       | c. Partner with major employers and the University to assess housing demand and anticipate demographic shifts before they happen.                                                                                | MEDIUM   | Economic Development Department, City Manager               | ONGOING              |                           | Staff time                                     | UMaine, major employers                                      |
| Housing  |                                                                                            | 3.5 | Create opportunities for home ownership within the designated Growth Area in support of the community and region's economic development.              |                                                                                                                                                                                                                  |          |                                                             |                      |                           |                                                |                                                              |
| Housing  |                                                                                            |     |                                                                                                                                                       | a. Decrease minimum lot size per dwelling unit in areas with existing public water and sewer to allow for smaller lots conducive to "starter" home construction, consistent with LD1829 / PL Chapter 385 (2025). | HIGH     | Planning Board                                              | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                |
| Housing  |                                                                                            |     |                                                                                                                                                       | b. 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).               | HIGH     | Planning Board                                              | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                |
| Housing  |                                                                                            | 3.6 | Encourage and support the efforts of regional housing coalitions in addressing affordable and workforce housing needs.                                |                                                                                                                                                                                                                  |          |                                                             |                      |                           |                                                |                                                              |
| Housing  |                                                                                            |     |                                                                                                                                                       | a. Participate in and support the efforts of any regional affordable housing coalitions.                                                                                                                         | HIGH     | Economic Development Department, City Manager, City Council | Ongoing              |                           | Staff-time                                     | Code Enforcement Department, Economic Development Department |
| Housing  |                                                                                            |     |                                                                                                                                                       | b. Coordinate with regional housing organizations to pursue state and federal housing funding opportunities.                                                                                                     | MEDIUM   | Economic Development Department                             | Ongoing              |                           | Staff-time                                     | EMDC, MaineHousing                                           |
| Economic | Downtown Old Town is a source of pride which serves as the heart and hub of the community. |     |                                                                                                                                                       |                                                                                                                                                                                                                  |          |                                                             |                      |                           |                                                |                                                              |
| Economy  |                                                                                            | 4.1 | Explore new businesses, events, and development opportunities for Old Town's downtown, maintaining its status as the heart and hub of community life. |                                                                                                                                                                                                                  |          |                                                             |                      |                           |                                                |                                                              |
| Economy  |                                                                                            |     |                                                                                                                                                       | a. Work with businesses and property owners to target and fill vacant storefronts within the downtown.                                                                                                           | HIGH     | City Council                                                | Ongoing              |                           | Staff-time                                     | Economic Development Department, City Manager                |
| Economy  |                                                                                            |     |                                                                                                                                                       | b. Continue taking advantage of the City's designation as a Maine Downtown Center municipal affiliate by sending DTOT members and staff to regular trainings and professional development opportunities.         | LOW      | DTOT                                                        | Ongoing              |                           | \$                                             | Economic Development Department                              |

### Appendix C: Implementation Matrix

| Topic   | Goal | ID  | Objective                                                                                                                                                                                                                                                                  | Action                                                                                                                                                                                                                                                                                                                                                                                                                            | Priority | Who                                            | Suggested Start Date              | Estimated Time Commitment                        | Cost                                         | Potential Partners & Resources                                                      |
|---------|------|-----|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|------------------------------------------------|-----------------------------------|--------------------------------------------------|----------------------------------------------|-------------------------------------------------------------------------------------|
| Economy |      | 4.2 | Invest in infrastructure improvements in support of economic development within the downtown consistent with a walkable, connected, and vibrant gathering space.                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                   |          |                                                |                                   |                                                  |                                              |                                                                                     |
| Economy |      |     |                                                                                                                                                                                                                                                                            | a. Implement the MaineDOT VPI project related to infrastructure within the downtown.                                                                                                                                                                                                                                                                                                                                              | HIGH     | City Council                                   | Ongoing                           |                                                  | \$\$\$                                       | Public Works Department, City Manager, Economic Development Department, DTOT, BACTS |
| Economy |      |     |                                                                                                                                                                                                                                                                            | b. Invest in community murals, art installations, or similar that invite people to linger in the downtown and see what else it has to offer.                                                                                                                                                                                                                                                                                      | MEDIUM   | DTOT                                           | Year 4                            | Ongoing                                          | \$                                           | Maine Arts Commission, Maine Downtown Center                                        |
| Economy |      | 4.3 | Strengthen the vitality of the downtown by encouraging higher-density residential and office development within or immediately adjacent to the downtown area to increase foot traffic, support local businesses, and foster a vibrant, walkable mixed-use activity center. |                                                                                                                                                                                                                                                                                                                                                                                                                                   |          |                                                |                                   |                                                  |                                              |                                                                                     |
| Economy |      |     |                                                                                                                                                                                                                                                                            | a. Amend the zoning ordinance to permit and encourage higher-density residential and office uses within the C-1 Zoning District (downtown area) and in areas along adjacent corridors such as Middle Street, Center Street, and Stillwater Avenue.                                                                                                                                                                                | HIGH     | Planning Board                                 | Year 1                            | 18 months                                        | \$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                       |
| Economy |      |     |                                                                                                                                                                                                                                                                            | b. Reduce minimum lot size, setback, and parking requirements in targeted areas to facilitate infill and redevelopment of vacant or underutilized sites within the downtown, requiring that buildings be sited close to the street to incentivize walkability. Consider the implementation of form-based codes to allow for redevelopment that is consistent with existing design (form, mass, scale, materials) within downtown. | HIGH     | Planning Board                                 | Year 1                            | 18 months                                        | \$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                       |
| Economy |      |     |                                                                                                                                                                                                                                                                            | c. Increase allowable residential density and building height in designated downtown growth areas.                                                                                                                                                                                                                                                                                                                                | HIGH     | Planning Board                                 | Year 1                            | 18 months                                        | \$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                       |
| Economy |      |     |                                                                                                                                                                                                                                                                            | d. Utilize Tax Increment Financing (TIF), façade improvement programs, or other financial tools to encourage redevelopment and upper-floor residential conversion.                                                                                                                                                                                                                                                                | MEDIUM   | Economic Development Department                | Year 1                            | 12 months (amendments to TIF development proram) | \$ (costs to amend TIF districts)            | City Manager, City Council                                                          |
| Economy |      |     |                                                                                                                                                                                                                                                                            | e. Promote upper-story residential development above ground-floor commercial spaces.                                                                                                                                                                                                                                                                                                                                              | HIGH     | Planning Board                                 | Year 1                            | 18 months                                        | \$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                       |
| Economy |      |     |                                                                                                                                                                                                                                                                            | f. Explore public-private partnerships to catalyze mixed-use or infill projects on vacant/underutilized parcels within or adjacent to the downtown (as identified in the Future Land Use Plan). See related Action #3.2.d.                                                                                                                                                                                                        | HIGH     | City Council / Economic Development Department | Year 2                            | 12 months                                        | \$ (legal review of contracts), staff time   | Private developer                                                                   |
| Economy |      |     |                                                                                                                                                                                                                                                                            | g. Improve pedestrian connectivity between adjacent residential neighborhoods and downtown/the riverfront through sidewalk improvements, crosswalk enhancements, and traffic calming measures (where appropriate).                                                                                                                                                                                                                | MEDIUM   | Public Works Department                        | Year 3 or as redevelopment occurs | Ongoing                                          | Staff time                                   | City Council, City Manager                                                          |
| Economy |      |     |                                                                                                                                                                                                                                                                            | h. Evaluate parking management strategies that balance accessibility with walkability and efficient land use.                                                                                                                                                                                                                                                                                                                     | MEDIUM   | Public Works Department                        | Year 3 or as redevelopment occurs | Ongoing                                          | Staff time                                   | City Council, Economic Development Department, DTOT                                 |



| Appendix C: Implementation Matrix |                                                                                                                                                                                                                                          |     |                                                                        |                                                                                                                                                                                                                        |          |                                                |                               |                               |            |                                                                                         |
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| Topic                             | Goal                                                                                                                                                                                                                                     | ID  | Objective                                                              | Action                                                                                                                                                                                                                 | Priority | Who                                            | Suggested Start Date          | Estimated Time Commitment     | Cost       | Potential Partners & Resources                                                          |
| Economy                           | Old Town cultivates a resilient and inclusive entrepreneurial ecosystem that builds upon Old Town's legacy businesses while fostering innovation, supporting emerging enterprises, and expanding economic opportunity for all residents. |     |                                                                        |                                                                                                                                                                                                                        |          |                                                |                               |                               |            |                                                                                         |
| Economy                           |                                                                                                                                                                                                                                          | 4.4 | Support business incubation and entrepreneurship.                      |                                                                                                                                                                                                                        |          |                                                |                               |                               |            |                                                                                         |
|                                   |                                                                                                                                                                                                                                          |     |                                                                        | a. Explore the expansion of co-working, maker, or small-scale production spaces.                                                                                                                                       | LOW      | Economic Development Department, DTOT          | Year 7                        | Ongoing as opportunity arises | \$\$       | UMaine, Old Town Development, LLC                                                       |
| Economy                           |                                                                                                                                                                                                                                          |     |                                                                        | b. Partner with regional economic development organizations to provide technical assistance, mentorship, and access to capital for startups and small businesses.                                                      | HIGH     | Economic Development Department                | Ongoing                       |                               | Staff time | Old Town Development, LLC; SBDC, FAME, EMDC, SCORE, UpStart Center for Entrepreneurship |
| Economy                           |                                                                                                                                                                                                                                          |     |                                                                        | c. Promote/market programs that support underrepresented entrepreneurs and first-time business owners.                                                                                                                 | MEDIUM   | Economic Development Department                | Ongoing                       |                               | Staff time | Old Town Development, LLC; DTOT                                                         |
| Economy                           |                                                                                                                                                                                                                                          | 4.5 | Preserve and help to modernize legacy businesses within the community. |                                                                                                                                                                                                                        |          |                                                |                               |                               |            |                                                                                         |
|                                   |                                                                                                                                                                                                                                          |     |                                                                        | a. Encourage the integration of emerging technologies (for example, AI) and e-commerce tools (for example, Shopify) for long-standing businesses by facilitating connections and training opportunities as they arise. | MEDIUM   | Economic Development Department                | Ongoing as opportunity arises |                               | Staff time | SBDC, Bangor Area Chamber of Commerce                                                   |
| Economy                           |                                                                                                                                                                                                                                          |     |                                                                        | b. Recognize and promote legacy businesses as part of the City's brand and identity. See also Action #1.3.a.                                                                                                           | LOW      | City Council / Economic Development Department | Year 7                        | 12 months                     | \$\$       | DTOT, Old Town Development, LLC                                                         |
| Economy                           |                                                                                                                                                                                                                                          | 4.6 | Strengthen partnerships with the University of Maine.                  |                                                                                                                                                                                                                        |          |                                                |                               |                               |            |                                                                                         |
|                                   |                                                                                                                                                                                                                                          |     |                                                                        | a. Formalize ongoing coordination between the City and the University of Maine regarding business incubation, research commercialization, and workforce alignment.                                                     | LOW      | Economic Development Department                | Ongoing as opportunity arises |                               | Staff time | Old Town Development, LLC                                                               |
| Economy                           |                                                                                                                                                                                                                                          |     |                                                                        | b. Support pathways for UMaine student- and faculty-led startups to locate and scale in Old Town.                                                                                                                      | MEDIUM   | Economic Development Department                | Ongoing as opportunity arises |                               | Staff time | Old Town Development, LLC; EMDC                                                         |
| Economy                           |                                                                                                                                                                                                                                          |     |                                                                        | c. Encourage and facilitate internship and apprenticeship connections between local businesses and University programs.                                                                                                | MEDIUM   | Economic Development Department                | Ongoing as opportunity arises |                               | Staff time | Old Town Development, LLC; EMDC                                                         |

| Appendix C: Implementation Matrix |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 |                                                                                                                                                                                                |          |                                 |                      |                           |                                                |                                               |
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| Topic                             | Goal                                                                                                                                                                                                                                                                                                       | ID  | Objective                                                                                                       | Action                                                                                                                                                                                         | Priority | Who                             | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                |
| Economy                           | Old Town promotes a diverse and thriving local economy by retaining and attracting a wide range of businesses, reducing commercial vacancies, creating quality jobs and investment opportunities, and sustaining high-quality public services that provide clear pathways to economic opportunity for all. |     |                                                                                                                 |                                                                                                                                                                                                |          |                                 |                      |                           |                                                |                                               |
| Economy                           |                                                                                                                                                                                                                                                                                                            | 4.7 | Support the kinds of economic development that Old Town desires, reflecting our role within the broader region. |                                                                                                                                                                                                |          |                                 |                      |                           |                                                |                                               |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | a. Conduct periodic business retention visits and surveys to identify needs and opportunities.                                                                                                 | MEDIUM   | Economic Development Department | Year 4               | 18 months                 | \$ / staff time                                | Old Town Development, LLC                     |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | b. Target recruitment efforts toward sectors that complement existing industry strengths and workforce skills (as outlined in the Economy inventory chapter).                                  | HIGH     | Economic Development Department | Ongoing              |                           | Staff time                                     | Old Town Development, LLC                     |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | c. Update zoning and land use regulations to allow flexible, mixed-use, and small-scale commercial development where appropriate, including in neighborhood contexts when impacts are minimal. | HIGH     | Planning Board                  | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | d. Provide additional funding to the City's economic development department to execute on priorities of this plan.                                                                             | HIGH     | City Council                    | Ongoing              |                           | Staff-time                                     | Economic Development Department, City Manager |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | e. Direct business development inquiries, expansion opportunities, and economic development requests to the Economic Development Department.                                                   | HIGH     | City Council                    | Ongoing              |                           | Staff-time                                     | Economic Development Department, City Manager |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | f. Provide clear, user-friendly permitting processes to reduce barriers to business formation and expansion.                                                                                   | HIGH     | Planning Board                  | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Economy                           |                                                                                                                                                                                                                                                                                                            | 4.8 | Reduce commercial vacancies.                                                                                    |                                                                                                                                                                                                |          |                                 |                      |                           |                                                |                                               |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | a. Develop and continuously update an inventory of vacant commercial properties and proactively market them to prospective tenants and developers.                                             | HIGH     | Economic Development Department | Ongoing              |                           | Staff-time                                     |                                               |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | b. Support adaptive reuse of vacant/underutilized buildings through redevelopment incentives.                                                                                                  | HIGH     | Economic Development Department | Ongoing              |                           | \$\$-\$\$\$                                    | City Council, Old Town Development LLC        |
| Economy                           |                                                                                                                                                                                                                                                                                                            |     |                                                                                                                 | c. Work with property owners to understand barriers to occupancy and connect them with financial resources where appropriate.                                                                  | HIGH     | Economic Development Department | Ongoing              |                           | Staff-time                                     | Old Town Development LLC, DTOT                |

### Appendix C: Implementation Matrix

| Topic                          | Goal                                                                           | ID   | Objective                                                                                                                           | Action                                                                                                                                                                                                                                                                                                                                                  | Priority | Who                             | Suggested Start Date              | Estimated Time Commitment                        | Cost                                           | Potential Partners & Resources                                                                  |
|--------------------------------|--------------------------------------------------------------------------------|------|-------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|---------------------------------|-----------------------------------|--------------------------------------------------|------------------------------------------------|-------------------------------------------------------------------------------------------------|
| Economy                        |                                                                                | 4.9  | Create quality jobs and workforce pathways.                                                                                         |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Economy                        |                                                                                |      |                                                                                                                                     | a. Create additional economic development incentives to attract targeted business investment.                                                                                                                                                                                                                                                           | HIGH     | City Council                    | Ongoing                           |                                                  | Staff-time                                     | Economic Development Department, City Manager                                                   |
| Economy                        |                                                                                |      |                                                                                                                                     | b. Reimagine the existing Credit Enhancement Agreement (CEA) program to provide even more incentives to attract growth in identified business sectors as outlined in the Economy inventory chapter.                                                                                                                                                     | HIGH     | Economic Development Department | Year 1                            | 12 months (amendments to TIF development proram) | \$ (costs to amend TIF districts)              | City Manager, City Council                                                                      |
| Economy                        |                                                                                |      |                                                                                                                                     | c. Encourage development projects that provide living-wage employment opportunities through a refinement of the existing TIF/CEA policy.                                                                                                                                                                                                                | HIGH     | Economic Development Department | Year 1                            | 12 months (amendments to TIF development proram) | \$ (costs to amend TIF districts)              | City Manager, City Council                                                                      |
| Economy                        |                                                                                |      |                                                                                                                                     | d. Support, through financial incentives where appropriate, workforce housing initiatives that enable employees to live locally.                                                                                                                                                                                                                        | HIGH     | Economic Development Department | Year 1                            | 12 months (amendments to TIF development proram) | \$ (costs to amend TIF districts)              | City Manager, City Council                                                                      |
| Economy                        |                                                                                | 4.10 | Coordinate with regional partners as necessary to support economic development.                                                     |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Economy                        |                                                                                |      |                                                                                                                                     | a. Participate in regional economic development plans and efforts.                                                                                                                                                                                                                                                                                      | HIGH     | Economic Development Department | Ongoing                           |                                                  | Staff-time                                     | City Council, Old Town Development LLC, City Manager                                            |
| Economy                        |                                                                                |      |                                                                                                                                     | b. Coordinate with regional workforce boards and local educational institutions to align training programs with employer demand.                                                                                                                                                                                                                        | HIGH     | Economic Development Department | Ongoing                           |                                                  | Staff time                                     | Old Town Development, LLC, UMaine, SBDC, FAME, EMDC, SCORE, UpStart Center for Entrepreneurship |
| Economy                        |                                                                                | 4.11 | Sustain high-quality public services and infrastructure that will attract investment.                                               |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Economy                        |                                                                                |      |                                                                                                                                     | a. Prioritize, through the capital improvement planning process, infrastructure investments that support the downtown and core business districts, including transportation access, utilities, and streetscape improvements.                                                                                                                            | MEDIUM   | Public Works Department         | Year 3 or as redevelopment occurs | Ongoing                                          | Staff time                                     | City Council, City Manager                                                                      |
| Economy                        |                                                                                | 4.12 | Coordinate with neighboring communities to support small and locally-owned businesses within the region.                            |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Agriculture & Forest Resources | Old Town's agricultural and forest resources are protected for productive use. |      |                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Agriculture & Forest Resources |                                                                                | 5.1  | Conserve prime farmland and the function of rural lands, especially areas capable of supporting commercial forestry or agriculture. |                                                                                                                                                                                                                                                                                                                                                         |          |                                 |                                   |                                                  |                                                |                                                                                                 |
| Agriculture & Forest Resources |                                                                                |      |                                                                                                                                     | a. Amend the City's Zoning Ordinance to expressly permit land use activities that support productive agriculture and forestry operations, (e.g. roadside stands, greenhouses, firewood operations, feed milling, and pick-your-own operations) as expressly allowed operations within the designated Rural Area (not subject to Planning Board review). | MEDIUM   | Planning Board                  | Year 1                            | 18 months                                        | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                                   |
| Agriculture & Forest Resources |                                                                                |      |                                                                                                                                     | b. Remove additional restrictions on farming uses, including increased setback requirements (for buildings housing animals) and the need for off-street parking for even small roadside farmstands, from the Zoning Ordinance.                                                                                                                          | MEDIUM   | Planning Board                  | Year 1                            | 18 months                                        | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant                                                   |

### Appendix C: Implementation Matrix

| Topic                          | Goal | ID  | Objective                                                                                                                                  | Action                                                                                                                                                                                                                                                                                                    | Priority  | Who                             | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                |
|--------------------------------|------|-----|--------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|---------------------------------|----------------------|---------------------------|------------------------------------------------|-----------------------------------------------|
| Agriculture & Forest Resources |      |     |                                                                                                                                            | c. Amend the City's Zoning Ordinance to require that development occurring in the Critical Rural Areas (as designated in the Future Land Use Section of this Plan) maintain areas with prime farmland soils (as mapped) as undeveloped open space.                                                        | HIGH      | Planning Board                  | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | d. As required by 12 M.R.S.A. §8869, consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices.                                                                                                                          | as needed | Planning Board                  | Ongoing              |                           | Staff-time                                     | Code Enforcement Department                   |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | e. Consult with the Penobscot County Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.                                                                                                                                 | as needed | Planning Board                  | Ongoing              |                           | Staff-time                                     | Code Enforcement Department                   |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | f. Limit non-residential development in Critical Rural Areas (as designated in the Future Land Use section of this Plan) to natural resource-based businesses and services (such as those outlined in 5.1.a above), nature tourism/outdoor recreation businesses, farmer's markets, and home occupations. | HIGH      | Planning Board                  | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Agriculture & Forest Resources |      | 5.2 | <b>Support the economic viability of local agriculture and forestry through education, outreach, and economic development initiatives.</b> |                                                                                                                                                                                                                                                                                                           |           |                                 |                      |                           |                                                |                                               |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | a. Include agriculture and commercial forestry operations in local or regional economic development plans.                                                                                                                                                                                                | HIGH      | Economic Development Department | Ongoing              |                           | Staff-time                                     | City Manager, EMDC                            |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | b. Educate owners of productive farm and forest land in available incentives (such as the current use taxation programs).                                                                                                                                                                                 | HIGH      | Assessing                       | Year 2               |                           | Staff-time                                     |                                               |
| Agriculture & Forest Resources |      | 5.3 | <b>Expand access to urban farming opportunities, including community gardens.</b>                                                          |                                                                                                                                                                                                                                                                                                           |           |                                 |                      |                           |                                                |                                               |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | a. Remove barriers to small-scale agriculture and associated structures even in the more urban areas of the community (e.g. the R-1 and R-2 zoning districts, where agriculture – at any scale – is not currently allowed).                                                                               | MEDIUM    | Planning Board                  | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant |
| Agriculture & Forest Resources |      |     |                                                                                                                                            | b. Suggest that new development proposing housing incorporate as part of the site design community garden spaces for future residents in order to build community cohesion and food resilience.                                                                                                           | MEDIUM    | Planning Board                  | Ongoing              |                           |                                                | Code Enforcement Department                   |



| Appendix C: Implementation Matrix |                                                                                                                                                                                                             |     |                                                                                                                       |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|------------------------------|----------------------------------------|---------------------------|------------------------------------------------|-------------------------------------------------|
| Topic                             | Goal                                                                                                                                                                                                        | ID  | Objective                                                                                                             | Action                                                                                                                                                                                                                                                                                                                   | Priority | Who                          | Suggested Start Date                   | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                  |
| Natural & Water Resources         | The community's critical natural resources (including but not limited to: wetlands, wildlife and fisheries habitat, shorelands, scenic viewsheds, and unique natural areas) are well protected and healthy. |     |                                                                                                                       |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             | 6.1 | Coordinate with neighboring communities and regional and state agencies to protect shared critical natural resources. |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | a. Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.                                                                                                                                                     | HIGH     | Code Enforcement Department  | Ongoing                                |                           | Staff-time                                     | Planning Board, Economic Development Department |
| Natural & Water Resources         |                                                                                                                                                                                                             | 6.2 | Conserve critical natural resources within the community.                                                             |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | a. Amend the Zoning Ordinance to require applicants 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 soil disturbance. | HIGH     | Planning Board               | Year 1                                 | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant   |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | b. Amend the Zoning Ordinance to require the Planning Board (or other designated review authority) to consider as part of the review process pertinent Beginning with Habitat maps and information regarding critical natural resources.                                                                                 | HIGH     | Planning Board               | Year 1                                 | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department                     |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | c. Distribute information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.                                                                                                                                         | HIGH     | Assessing                    | Year 2                                 | 6 months                  | Staff-time                                     | Local land trusts                               |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | d. Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.                                                                                                                                                            | LOW      | Local land trusts            | Ongoing as opportunity arises          |                           | Staff-time                                     | Code Enforcement Department                     |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | e. Designate critical natural resources as Critical Rural Areas in the Future Land Use Plan.                                                                                                                                                                                                                             | HIGH     | Comprehensive Plan Committee | Completed, see Future Land Use section |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | f. Ensure that land use ordinances are consistent with applicable state law(s) regarding critical natural resources.                                                                                                                                                                                                     | HIGH     | Planning Board               | Year 1                                 | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant   |
| Natural & Water Resources         | The quality of water resources (including rivers, streams, aquifers, lakes and ponds) is protected.                                                                                                         |     |                                                                                                                       |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             | 7.1 | Protect current and potential drinking water sources.                                                                 |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | a. Work with private landowners on acquiring land surrounding their wellheads, or adopt strict wellhead protection standards in these areas.                                                                                                                                                                             | MEDIUM   | Planning Board               | Year 4                                 | 8 months                  | Staff-time                                     | Code Enforcement Department<br>Maine DEP        |
| Natural & Water Resources         |                                                                                                                                                                                                             |     |                                                                                                                       | b. Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.                                                                                                                                                                                                               | HIGH     | Planning Board               | Ongoing                                |                           | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Maine DEP          |
| Natural & Water Resources         |                                                                                                                                                                                                             | 7.2 | Minimize pollution discharges through the upgrade of existing public sanitary and storm facilities.                   |                                                                                                                                                                                                                                                                                                                          |          |                              |                                        |                           |                                                |                                                 |

### Appendix C: Implementation Matrix

| Topic                     | Goal | ID  | Objective                                                                                                      | Action                                                                                                                                                                                                                                                                                                                                                                                                                                       | Priority | Who                                   | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                         |
|---------------------------|------|-----|----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|---------------------------------------|----------------------|---------------------------|------------------------------------------------|--------------------------------------------------------|
| Natural & Water Resources |      | 7.3 | <b>Protect water resources while accommodating development within Growth Areas.</b>                            |                                                                                                                                                                                                                                                                                                                                                                                                                                              |          |                                       |                      |                           |                                                |                                                        |
| Natural & Water Resources |      |     |                                                                                                                | a. Amend the City's Zoning Ordinance as applicable to incorporate stormwater runoff performance standards consistent with Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502), Maine Pollution Discharge Elimination System Stormwater Program and Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds. | HIGH     | Planning Board                        | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant          |
| Natural & Water Resources |      |     |                                                                                                                | b. Amend the City's Zoning Ordinance to incorporate low-impact development standards for stormwater management, consistent with state guidelines.                                                                                                                                                                                                                                                                                            | HIGH     | Planning Board                        | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department, Hired consultant          |
| Natural & Water Resources |      |     |                                                                                                                | c. Adopt water quality protection practices and standards for the construction <i>and maintenance</i> of public and private roads and properties. Require the implementation of these practices by contractors, property owners, and City employees.                                                                                                                                                                                         | HIGH     | Planning Board                        | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department |
| Natural & Water Resources |      | 7.4 | <b>Collaborate with neighboring communities and regional/local advocacy groups to protect water resources.</b> |                                                                                                                                                                                                                                                                                                                                                                                                                                              |          |                                       |                      |                           |                                                |                                                        |
| Natural & Water Resources |      |     |                                                                                                                | a. Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.                                                                                                                                                                                                                                                                                                                                | HIGH     | Public Works Department, City Manager | Ongoing              |                           | Staff-time                                     | Pushaw Lake Association                                |
| Natural & Water Resources |      |     |                                                                                                                | b. Provide 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 in order to encourage landowners to protect water quality.                                                             | MEDIUM   | Public Works Department               | Ongoing              |                           | Staff-time                                     | City Clerk                                             |
| Natural & Water Resources |      |     |                                                                                                                | c. Provide signage and/or educational materials at appropriate locations (e.g. boat landings) regarding aquatic invasive species and how to recognize them/mitigate their impact.                                                                                                                                                                                                                                                            | MEDIUM   | City Council, Public Works Department | Year 4               | 12 months                 | Donation-based                                 | Pushaw Lake Association                                |
| Natural & Water Resources |      | 7.5 | <b>Protect surface water resources from pollution, upgrading water quality where needed.</b>                   |                                                                                                                                                                                                                                                                                                                                                                                                                                              |          |                                       |                      |                           |                                                |                                                        |

### Appendix C: Implementation Matrix

| Topic                     | Goal                                                                                     | ID  | Objective                                                                                                                                                                                                                                                                                                         | Action                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Priority | Who                     | Suggested Start Date | Estimated Time Commitment | Cost                   | Potential Partners & Resources                                         |
|---------------------------|------------------------------------------------------------------------------------------|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|-------------------------|----------------------|---------------------------|------------------------|------------------------------------------------------------------------|
| Natural & Water Resources |                                                                                          | 7.6 | Improve the resilience of Old Town's transportation and drainage infrastructure by ensuring that culverts are appropriately sized and designed to accommodate projected future storm events, thereby reducing flood risk, protecting water resources, and maintaining safe and reliable transportation corridors. |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Natural & Water Resources |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | a. Conduct a comprehensive inventory and condition assessment of all municipally owned culverts, prioritizing those located along major transportation corridors and in areas with a history of flooding or washouts. Incorporate projected increases in precipitation intensity and frequency, consistent with statewide climate data trends, into municipal infrastructure design standards. Develop a phased culvert replacement and upgrade plan that prioritizes locations posing the greatest risk to public safety, emergency access, and critical infrastructure. | MEDIUM   | Public Works Department | Year 5               | 6 months                  | \$                     | GOPIF Community Resilience grants; Hired student intern                |
| Natural & Water Resources |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | b. Pursue state and federal funding sources to support culvert upgrades, including resilience and hazard mitigation programs administered through Maine Emergency Management Agency and Federal Emergency Management Agency.                                                                                                                                                                                                                                                                                                                                              | MEDIUM   | Public Works Department | Year 6               | 6 months                  | \$                     | GOPIF Community Resilience grants; FEMA; Penobscot County EMA          |
| Natural & Water Resources |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | c. Establish a capital improvement plan line item dedicated to culvert assessment, maintenance, and right-sizing.                                                                                                                                                                                                                                                                                                                                                                                                                                                         | LOW      | Public Works Department | Year 7               | Multiple years            | \$\$\$                 | GOPIF Community Resilience grants; FEMA; Penobscot County EMA          |
| Natural & Water Resources |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | d. Require that new development and redevelopment projects demonstrate that proposed culverts and drainage infrastructure will not exacerbate upstream or downstream flooding under projected future conditions.                                                                                                                                                                                                                                                                                                                                                          | LOW      | Planning Board          | Year 8               | 6 months                  | \$ (Ordinance updates) | Code Enforcement Department, Hired consultant                          |
| Recreation                | There is a seamless connection between the City and the Penobscot and Stillwater Rivers. |     |                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Recreation                |                                                                                          | 8.1 | Celebrate our unique riverfront location by enhancing/expanding the existing riverfront trails, allowing people to better explore the riverfront areas.                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Recreation                |                                                                                          |     | See Action #8.2.a, #8.3.a, #4.3.g.                                                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Recreation                | Our parks and playgrounds are engaging and safe for users of all ages.                   |     |                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Recreation                |                                                                                          | 8.2 | Maintain and improve existing recreational facilities and programming as necessary to meet current and future needs.                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |          |                         |                      |                           |                        |                                                                        |
| Recreation                |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | a. Create a Parks & Recreation Master Plan with the goal of better understanding, and then prioritizing, community needs and desires in this area. City-owned facilities should be considered as part of this assessment, including structural, mechanical, electrical, and grounds-maintenance needs, to guide capital investments and avoid the loss of the community's recreational facilities. Programming needs should likewise be assessed.                                                                                                                         | HIGH     | Public Works Department | Year 3               | 2 years                   | \$\$                   | Ad-hoc committee; Local land trusts; GOPIF Community Resilience Grants |
| Recreation                |                                                                                          |     |                                                                                                                                                                                                                                                                                                                   | b. Set aside reserve funds for regular maintenance and improvements to existing parks and playgrounds.                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | MEDIUM   | Public Works Department | Ongoing              | Ongoing                   | \$--\$, annually       | City Council<br>City Manager                                           |

| Appendix C: Implementation Matrix |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
|-----------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|-----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|-----------------------------------------|----------------------|---------------------------|------------------------------------------------|------------------------------------------------------------------------------|
| Topic                             | Goal                                                                                                                                 | ID  | Objective                                                                                                                                                                                                                                                                                         | Action                                                                                                                                                                                                                                                                                                                                 | Priority | Who                                     | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                                               |
| Recreation                        | A system of interconnected trails allows easy access to city amenities and links our commercial areas and residential neighborhoods. |     |                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      | 8.3 | Develop and maintain an interconnected, multi-use trail network that expands and improves the existing routes, strengthens connections between residential neighborhoods and commercial and recreational destinations, and enhances access to City amenities for users of all ages and abilities. |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Work with public and private partners to extend and maintain a network of trails for both motorized and non-motorized uses. Focus on repair and expansion of existing networks, especially those that connect residential areas with commercial or recreational amenities.                                                          |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Work with public and private partners to extend and maintain a network of trails for both motorized and non-motorized uses. Focus on repair and expansion of existing networks, especially those that connect residential areas with commercial or recreational amenities.                                                          | HIGH     | Public Works Department                 | Year 3               | 2 years                   | \$\$                                           | City Council<br>City Manager<br>Local land trusts                            |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | See Action #4.3.g.                                                                                                                                                                                                                                                                                                                     |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        | Outdoor recreation opportunities, including at least one public access point to all rivers and lakes, are promoted and protected.    |     |                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      | 8.4 | Preserve open space for recreational use as appropriate.                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Connect private landowners and conservation organizations in order to create permanent protections (such as easements) for open space and recreation areas. Continue to rely on local land trusts or other local/regional land trusts as the easement holder.                                                                       |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Connect private landowners and conservation organizations in order to create permanent protections (such as easements) for open space and recreation areas. Continue to rely on local land trusts or other local/regional land trusts as the easement holder.                                                                       | MEDIUM   | Public Works Department                 | Ongoing              | Ongoing                   | Staff and volunteer time                       | City Council<br>City Manager                                                 |
| Recreation                        |                                                                                                                                      | 8.5 | Seek to achieve or continue to maintain at least one major point of public access to all major water bodies for boating, fishing, and swimming, and work with nearby property owners to address concerns.                                                                                         |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Create a formalized water access plan to water bodies where access is not currently available.                                                                                                                                                                                                                                      |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Create a formalized water access plan to water bodies where access is not currently available.                                                                                                                                                                                                                                      | MEDIUM   | Public Works Department<br>City Council | Year 3               | 18 months                 | \$\$ (as part of Open Space & Recreation Plan) | Ad-hoc committee;<br>Local land trusts;<br>GOPIF Community Resilience Grants |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | b. Provide educational materials to private property owners about the benefits of available state programs and/or conservation easements in order to encourage permanent public access to our woods and waters.                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | b. Provide educational materials to private property owners about the benefits of available state programs and/or conservation easements in order to encourage permanent public access to our woods and waters.                                                                                                                        | MEDIUM   | Assessing                               | Year 6               | 6 months                  | Staff-time                                     |                                                                              |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | c. Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A, and MDIFW's Outdoor Partners Program. |          |                                         |                      |                           |                                                |                                                                              |
| Recreation                        |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | c. Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A, and MDIFW's Outdoor Partners Program. | MEDIUM   | Assessing                               | Year 6               | 6 months                  | Staff-time                                     |                                                                              |
| Transportation                    | Transportation infrastructure efficiently accommodates the City's projected growth and economic development.                         |     |                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
| Transportation                    |                                                                                                                                      | 9.1 | Prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                        |          |                                         |                      |                           |                                                |                                                                              |
|                                   |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Review and revise the Zoning Ordinance as appropriate to address or avoid conflicts with: Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73); state access management regulations under 23 M.R.S.A. §704; and state traffic permitting regulations for large developments under 23 M.R.S.A. §704-A.      |          |                                         |                      |                           |                                                |                                                                              |
| Transportation                    |                                                                                                                                      |     |                                                                                                                                                                                                                                                                                                   | a. Review and revise the Zoning Ordinance as appropriate to address or avoid conflicts with: Policy objectives of the Sensible Transportation Policy Act (23 M.R.S.A. §73); state access management regulations under 23 M.R.S.A. §704; and state traffic permitting regulations for large developments under 23 M.R.S.A. §704-A.      | HIGH     | Planning Board                          | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Maine DOT                                     |



| Appendix C: Implementation Matrix |      |     |                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                      |          |                |                      |                           |                                                |                                                                                                |
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| Topic                             | Goal | ID  | Objective                                                                                                                                                                                                                  | Action                                                                                                                                                                                                                                                                                               | Priority | Who            | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                                                                 |
| Transportation                    |      | 9.2 | Ensure that land use regulations in identified growth areas strategically balances the need for adequate parking with the development of new housing.                                                                      |                                                                                                                                                                                                                                                                                                      |          |                |                      |                           |                                                |                                                                                                |
| Transportation                    |      |     |                                                                                                                                                                                                                            | a. Amend the City's Zoning Ordinance to reflect recently adopted state legislation regarding minimum parking requirements for residential development (LD427).                                                                                                                                       | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      | 9.3 | Promote a well-connected street network that enhances emergency access, improves mobility for all users, reduces vehicle miles traveled, and supports efficient, fiscally responsible growth patterns throughout the City. |                                                                                                                                                                                                                                                                                                      |          |                |                      |                           |                                                |                                                                                                |
| Transportation                    |      |     |                                                                                                                                                                                                                            | a. Amend the City's subdivision standards to foster transportation-efficient growth patterns by requiring new street interconnectivity between adjacent developments and with existing public streets, except where physical constraints (e.g., wetlands, steep slopes) make connections infeasible. | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      |     |                                                                                                                                                                                                                            | b. Revise Sec. 18-78 to remove language requiring streets to be designed to "discourage movement of through traffic," and replace it with standards that balance neighborhood safety with street interconnectivity and multimodal access.                                                            | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      |     |                                                                                                                                                                                                                            | c. Establish maximum block length standards and limit the use and length of permanent dead-end streets, except where no reasonable alternative exists.                                                                                                                                               | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      |     |                                                                                                                                                                                                                            | d. Require pedestrian and bicycle connections between cul-de-sacs or dead-end streets where full vehicular connections are not feasible.                                                                                                                                                             | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      |     |                                                                                                                                                                                                                            | e. Incorporate complete streets principles into subdivision and site design standards within the designated Growth Area to support walking, bicycling, and safe vehicular travel.                                                                                                                    | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department<br>BACTS                                |
| Transportation                    |      |     |                                                                                                                                                                                                                            | f. Encourage narrower street widths, traffic calming measures, and street design features that manage vehicle speeds without sacrificing connectivity.                                                                                                                                               | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department                                         |
| Transportation                    |      |     |                                                                                                                                                                                                                            | g. Consult with fire, police, and public works departments when reviewing subdivision applications to ensure proposed street layouts support emergency response and efficient service delivery.                                                                                                      | HIGH     | Planning Board | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Fire Department<br>Police Department<br>Public Works Department |
| Transportation                    |      |     |                                                                                                                                                                                                                            | h. Evaluate existing neighborhoods with concentrations of dead-end streets to identify opportunities for future connections as redevelopment occurs.                                                                                                                                                 | MEDIUM   | Planning Board | Year 4               | 9 months                  | Staff time (or \$ if hired consultant)         | Code Enforcement Department<br>Public Works Department                                         |

| Appendix C: Implementation Matrix |                                                                                                                                       |      |                                                                                                                                                                                                               |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
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| Topic                             | Goal                                                                                                                                  | ID   | Objective                                                                                                                                                                                                     | Action                                                                                                                                                                                                                                                       | Priority | Who                     | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources                          |
| Transportation                    |                                                                                                                                       | 9.4  | Maximize the functionality and efficiency of public (state, state-aid, local) roads.                                                                                                                          |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Transportation                    |                                                                                                                                       |      |                                                                                                                                                                                                               | a. Participate in regional and state transportation efforts, including continuing to advocate for funding for priority MDOT roadway improvement projects and active transportation improvements.                                                             | HIGH     | City Council            |                      | Ongoing                   | Staff time                                     | City Manager<br>BACTS                                   |
| Transportation                    |                                                                                                                                       |      |                                                                                                                                                                                                               | b. Prioritize interconnected street networks in designated growth areas to support compact development patterns and efficient provision of utilities and services.                                                                                           | HIGH     | Planning Board          | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department  |
| Transportation                    |                                                                                                                                       |      |                                                                                                                                                                                                               | c. Discourage leapfrog development by requiring street extensions where logical connections to nearby road networks are possible.                                                                                                                            | HIGH     | Planning Board          | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Department<br>Public Works Department  |
| Transportation                    |                                                                                                                                       | 9.5  | Promote fiscal prudence by projecting potential costs of capital investments, maintenance, and operations of the local transportation network beyond one fiscal year for policy-making and planning purposes. |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Transportation                    |                                                                                                                                       |      |                                                                                                                                                                                                               | a. Develop a prioritized improvement, maintenance, and repair plan for the community's transportation network (beginning with the designated Growth Area), which includes PCI ratings for each roadway to assist in planning and prioritizing.               | HIGH     | Public Works Department | Year 3               | 2 years                   | \$\$                                           | City Council<br>Code Enforcement Department             |
| Transportation                    |                                                                                                                                       | 9.6  | Improve the transportation system in ways which are both safe and efficient.                                                                                                                                  |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Transportation                    |                                                                                                                                       | 9.7  | Manage land use in ways that maximize the efficiency of the transportation system to promote public health, protect natural and cultural resources, and enhance livability.                                   |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Public Facilities & Services      | Public facilities and services efficiently accommodate anticipated growth and economic development and are resilient into the future. |      |                                                                                                                                                                                                               |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Public Facilities & Services      |                                                                                                                                       | 10.1 | Identify public service needs and develop efficient, actionable strategies to meet them.                                                                                                                      |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
| Public Facilities & Services      |                                                                                                                                       |      |                                                                                                                                                                                                               | a. Continue to explore options for regional delivery of local services.                                                                                                                                                                                      | HIGH     | City Council            |                      | Ongoing                   | Staff-time                                     | City Manager                                            |
| Public Facilities & Services      |                                                                                                                                       |      |                                                                                                                                                                                                               | b. Periodically (at least every five years) evaluate implementation of this Comprehensive Plan, including any demographic shifts that may impact municipal service delivery or economic development strategy.                                                | HIGH     | City Council            |                      | Ongoing                   | Staff-time                                     | City Manager<br>Code Enforcement Department             |
| Public Facilities & Services      |                                                                                                                                       | 10.2 | Provide public facilities and services that promote and support development in identified Growth Areas.                                                                                                       |                                                                                                                                                                                                                                                              |          |                         |                      |                           |                                                |                                                         |
|                                   |                                                                                                                                       |      |                                                                                                                                                                                                               | a. Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.                                                                                                                                         | HIGH     | City Council            |                      | Ongoing                   | Staff-time                                     | City Manager<br>Code Enforcement Department             |
| Public Facilities & Services      |                                                                                                                                       |      |                                                                                                                                                                                                               | b. Locate at least 75% of new municipal growth-related capital investments in designated Growth Areas identified in the Future Land Use Plan.                                                                                                                | HIGH     | City Council            |                      | Ongoing                   |                                                | City Manager<br>Public Works Department<br>City Council |
| Public Facilities & Services      |                                                                                                                                       |      |                                                                                                                                                                                                               | c. Utilize the Capital Improvement Plan estimates included within this Plan as a guide to maintain and upgrade public services to accomodate the community's anticipated changes in population and demographics. Prioritize and adequately fund maintenance. | HIGH     | City Council            |                      | Ongoing                   |                                                | City Manager<br>Public Works Department<br>City Council |

### Appendix C: Implementation Matrix

| Topic                        | Goal                                                                               | ID   | Objective                                                                                                                  | Action                                                                                                                                                                                                                                          | Priority | Who                                                           | Suggested Start Date | Estimated Time Commitment   | Cost       | Potential Partners & Resources                            |
|------------------------------|------------------------------------------------------------------------------------|------|----------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|---------------------------------------------------------------|----------------------|-----------------------------|------------|-----------------------------------------------------------|
| Public Facilities & Services |                                                                                    |      |                                                                                                                            | d. Provide the Code Enforcement Officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the Code Enforcement Officer is certified in accordance with 30-A M.R.S.A. §4451.                      | HIGH     | City Council                                                  |                      | Ongoing                     | Dependent  | City Manager<br>Code Enforcement Department               |
| Public Facilities & Services |                                                                                    |      |                                                                                                                            | e. Utilize strategic investment in capital improvements to provide the foundation for private investment and growth in certain areas of the community.                                                                                          | HIGH     | City Council                                                  |                      | Ongoing                     | Dependent  | Economic Development Department                           |
| Fiscal Capacity              | Stabilize and grow the municipal tax base to support high-quality public services. |      |                                                                                                                            |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    | 11.1 | Strengthen and diversify Old Town's economic base to encourage reinvestment in key properties.                             |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | a. Prioritize redevelopment planning for major employment sites impacted by closure or relocation of businesses to reduce the risk of long-term disinvestment.                                                                                  | MEDIUM   | Economic Development Department, City Council, Planning Board | Year 6               | 18 months                   | Dependent  | Old Town Development LLC, EMDC, Hired planning consultant |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | b. As part of planning process above, identify site-specific reuse or redevelopment strategies for large industrial and commercial properties, including marketing materials highlighting infrastructure, utilities, and transportation access. | MEDIUM   | Economic Development Department, City Council, Planning Board | Year 6               | 18 months                   | Dependent  | Old Town Development LLC, EMDC, Hired planning consultant |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | c. Update the City's economic development strategy to focus on diversifying target sectors, reducing reliance on a small number of large taxpayers.                                                                                             | HIGH     | Economic Development Department                               |                      | Ongoing                     | Staff time | Old Town Development, LLC                                 |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | See also Economy Goals, Objectives & Actions.                                                                                                                                                                                                   |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    | 11.2 | Prioritize fiscal resilience and cost preparedness.                                                                        |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | a. Monitor the valuation and occupancy status of the City's largest taxpayers annually to proactively identify potential revenue risks.                                                                                                         | HIGH     | City Manager, Finance Director, Code Enforcement Officer      |                      | Ongoing, on an annual basis |            |                                                           |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | b. Maintain appropriate reserve policies and long-term capital planning to buffer against sudden changes in valuation or unexpected cost increases.                                                                                             | HIGH     | City Council, Finance Director                                |                      | Ongoing                     | Staff time | City Manager                                              |
| Fiscal Capacity              |                                                                                    | 11.3 | Finance existing and future facilities and services in a cost effective manner.                                            |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    |      |                                                                                                                            | a. Continue to work with neighboring communities to plan for and finance shared of adjacent capital investments to increase cost savings and efficiencies.                                                                                      | HIGH     | City Council                                                  |                      | Ongoing                     |            | City Manager                                              |
| Fiscal Capacity              |                                                                                    | 11.4 | Continue to explore grants available to assist in the funding of capital and maintenance investments within the community. |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |
| Fiscal Capacity              |                                                                                    | 11.5 | Reduce the tax burden by staying within LD1 spending limitations.                                                          |                                                                                                                                                                                                                                                 |          |                                                               |                      |                             |            |                                                           |

### Appendix C: Implementation Matrix

| Topic    | Goal                                                                                                                                                                                               | ID   | Objective                                                                                                                                                                           | Action                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Priority | Who                         | Suggested Start Date | Estimated Time Commitment | Cost                                           | Potential Partners & Resources       |
|----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|-----------------------------|----------------------|---------------------------|------------------------------------------------|--------------------------------------|
| Land Use | Encourage orderly growth and development in appropriate areas of each community, while protecting the rural character, making efficient use of public services, and preventing development sprawl. |      |                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |
| Land Use |                                                                                                                                                                                                    | 12.1 | Coordinate the community's land use strategies with other local and regional land use planning efforts.                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |
| Land Use |                                                                                                                                                                                                    |      |                                                                                                                                                                                     | a. Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies.                                                                                                                                                                                                                                                                                                                                                                                                                                                      | MEDIUM   | Code Enforcement Department | Ongoing              |                           | Staff time                                     | Neighboring communities, EMDC, BACTS |
| Land Use |                                                                                                                                                                                                    |      |                                                                                                                                                                                     | b. Track new development in the community by type and location.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | MEDIUM   | Code Enforcement Department | Ongoing              |                           | Staff time                                     |                                      |
| Land Use |                                                                                                                                                                                                    | 12.2 | Support the locations, types, scales, and intensities of land uses the community desires as stated in the Vision Statement and the vision for the character areas within this Plan. |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |
| Land Use |                                                                                                                                                                                                    |      |                                                                                                                                                                                     | a. Using the descriptions provided in the Future Land Use Plan narrative, maintain, enact or amend local ordinances as appropriate to: (1) Clearly define the desired scale, intensity, and location of future development; (2) Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in Growth Areas; (3) Clearly define protective measures for critical natural resources and, where applicable, important natural resources; and (4) Clearly define protective measures for the proposed Critical Rural Areas. | HIGH     | Planning Board              | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Officer             |
| Land Use |                                                                                                                                                                                                    |      |                                                                                                                                                                                     | b. Assign responsibility for the implementation of the Future Land Use Plan to the associated staff member(s) or committee                                                                                                                                                                                                                                                                                                                                                                                                                                                  | HIGH     | Planning Board              | Year 1               | 18 months                 | \$\$ (as part of a suite of Ordinance updates) | Code Enforcement Officer             |
| Land Use |                                                                                                                                                                                                    | 12.3 | Support the level of financial commitment necessary to provide needed infrastructure in designated Growth Areas.                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |
| Land Use |                                                                                                                                                                                                    |      |                                                                                                                                                                                     | a. Include in the Capital Investment Plan anticipated municipal capital investments needed to support proposed land uses.                                                                                                                                                                                                                                                                                                                                                                                                                                                   | HIGH     | City Council                | Ongoing              |                           | Dependent                                      | City Manager<br>Department heads     |
| Land Use |                                                                                                                                                                                                    | 12.4 | Establish efficient permitting procedures, especially in designated Growth Areas.                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |
| Land Use |                                                                                                                                                                                                    | 12.5 | Protect Critical Rural Areas from the impacts of development.                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |                             |                      |                           |                                                |                                      |



## Appendix D: Capital Improvement Plan

|                      | Project                                                                              | Description                                                                                                                                                                                                                                                                                                         | Funding & Financing Approach                                                               | Timeframe |
|----------------------|--------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|-----------|
| Buildings            | Fire Station                                                                         | There have been a variety of issues documented with the City's current fire station, ranging from a lack of storage space to the heating system. A solution to these issues that takes into account both staffing and space needs will be of the utmost importance to the Fire Department.                          | Bond                                                                                       | Mid       |
|                      | City Hall                                                                            | The current building is oversized for the needs of operations. Consideration of moving operations to a more efficient size would be beneficial to the community.                                                                                                                                                    | Bond                                                                                       | Mid       |
|                      | Public Works                                                                         | The current building design does not take into consideration the fabrication which occurs on a routine basis. A building designed to mitigate these exhaust fumes from non essential staff and the general public would eliminate potential hazards.                                                                | Bond                                                                                       | Mid       |
| Transportation       | Downtown Transportation Improvements (MDOT VPI Partnership)                          |                                                                                                                                                                                                                                                                                                                     | Combination of TIF funds and grants from MaineDOT                                          | Mid       |
|                      | Sidewalk along frontage of Old Town (Hannaford) Plaza                                | The lack of sidewalk on this side of the street has been identified as an issue dating back to the 1995 Comprehensive Plan. This is a major shopping center for Old Town (and surrounding communities) and is also the home of the City's major recreation amenity, the Old Town-Orono YMCA.                        | Reserve funds / public-private partnership as redevelopment occurs                         | Mid       |
|                      | Main Street Sidewalk (east side from Orono to existing sidewalk ending)              | As recommended in BACTS' Long-Range Pedestrian and Bicycle Transportation Plan (2019)                                                                                                                                                                                                                               | Reserve funds / public-private partnership as redevelopment occurs                         | Mid-Long  |
|                      | Bennoch Road sidewalk from Orono municipal boundary to Stillwater Avenue             | As recommended in BACTS' Long-Range Pedestrian and Bicycle Transportation Plan (2019)                                                                                                                                                                                                                               | Reserve funds                                                                              | Long      |
|                      | Maintenance of existing sidewalks                                                    | The maintenance of existing sidewalks was frequently noted as an issue during public engagement efforts held as part of this planning process. The City should take a proactive stance in planning for regular maintenance and reconstruction of sidewalks through the annual Capital Improvement Planning process. | Reserve funds                                                                              | Ongoing   |
|                      | Road paving                                                                          | Ongoing pavement maintenance and repaving of City roads and sidewalks.                                                                                                                                                                                                                                              | Reserve funds / operational budgets on a case-by-case basis                                | Ongoing   |
| Misc. Projects       | Major Zoning Ordinance Amendment/Overhaul                                            | Needed as a result of the recommendations of this Comprehensive Plan; funds will be needed to hire a consultant to manage this process. Approximately \$40,000.                                                                                                                                                     | Reserve funds / TIF funds                                                                  | Short     |
|                      | Creation of a Housing Trust Fund to divert funds towards designated housing projects | See Housing chapter FMI. Meaningful funds would be in the realm of \$400,000+.                                                                                                                                                                                                                                      | Explore grant opportunities; TIF funds; Impact fees; Reserve funds on a case-by-case basis | Mid-Long  |
|                      | Recreation & Open Space Plan, Scenic Resources Inventory                             | See Recreation chapter FMI. Likely to cost approximately \$40,000. Grant opportunities are available from the Governor's Office of Policy, Innovation & the Future and/or the Maine Office of Outdoor Recreation.                                                                                                   | Explore grant opportunities; Reserve funds                                                 | Mid       |
| Vehicles & Equipment | Vehicle & equipment replacement                                                      | Purchase vehicles for Public Works, Police, Fire, and other City operations on an as needed basis                                                                                                                                                                                                                   | Reserve funds / operational budgets on a case-by-case basis                                | Ongoing   |

This is a list of capital improvement projects either already planned for (white) or recommended in this plan (green). This is not necessarily an exhaustive list for the projects within this plan's horizon, as new capital needs may arise that are unforeseen at the time of this writing.