

# **PART II: THE PLAN**

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## A. BREWER'S VISION

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

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

1. **Valued assets.** The City's primary goal is to retain and enhance the assets that residents and business people value most about Brewer. These include our:
  - a. high quality school system;
  - b. "small town" atmosphere;
  - c. high quality municipal services;
  - d. safe, friendly, attractive, and quiet residential neighborhoods;
  - e. convenient and highly accessible location in the region and Maine; and
  - f. Penobscot River waterfront.
2. **City government.** We want a city government characterized by foresight, civility, leadership, and team work; guided by a long range vision and capital improvement plan; and capable of healthy self-evaluation and adjustment as conditions and needs change.
3. **Cost of government.** We are willing to pay for a high quality school system, better roads, a more attractive community, recreational facilities, pedestrian pathways, and other city services, but only in the framework of a relatively stable tax rate that grows only slowly and predictably, and depends upon an expanding, sustainable, and diverse tax base.
4. **Economy.** We want Brewer to be a place where an individual or corporation can start a business with relative ease, and expect it to thrive; and where workers have the skills to hold well paying jobs and participate in the global economy. We recognize the importance of our local economy in providing jobs, services, and products to people in the city, region, and beyond. We want strong cooperation in helping businesses to locate, expand, and stay here, and expect in return support and respect for this community and its people, neighborhoods, regulations, infrastructure, and natural environment.

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

## B. GOALS, POLICIES, AND IMPLEMENTATION STRATEGIES

### 1. BREWER'S NATURAL RESOURCES

NATURAL RESOURCE GOALS, POLICIES AND IMPLEMENTATION STRATEGIES		
<p><b>Goals:</b></p> <p>1. <b>Identify and conserve the natural resources that define Brewer's rural character, enhance water quality, support recreation and wildlife and sustain forest values.</b></p> <p>2. <b>Find ways to protect Brewer's most valuable natural resources.</b></p>		
Policies	Strategies	Responsibility
<p><b>LAND RESOURCES:</b></p> <p><b>Open Space Conservation:</b></p> <p>Conserve and protect vital natural resource areas</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Establish incentives to encourage open space conservation, such as additional bonus provisions in the subdivision regulations that reward owners for preserving open space</li> <li>- Support the establishment of a local land trust whose purpose is to conserve natural resource areas through easements and/or ownership</li> <li>- Implement and periodically revise the Open Space and Trails Plan that incorporates measures to conserve and protect valued natural resource areas, as identified in this plan and the accompanying maps.</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> <li>- Conservation Commission</li> <li>- City Council/Planning Board</li> </ul>
<p><b>Buffer Strips:</b></p> <p>Require that adequate, forested, buffer strips are maintained adjacent to all streams, especially in areas with steep slopes, so as to control erosion and provide wildlife corridors.</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Expand the City's shoreland zoning ordinance provisions, beyond the State required minimum of 75 feet, to provide additional protection <i>to</i> key stream/wildlife corridors along Eaton and Felts Brooks as identified and mapped by the City Planner. Encourage active management of these buffers.</li> <li>- Continue to review all subdivision plans and advise owners/developers of the need to create buffer strips.</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> <li>- City Council</li> <li>- City Planner Planning Board</li> </ul>
<p><b>Watershed Management:</b></p>	<p>Actions:</p>	

<p>Stress the importance of maintaining water quality through good watershed management.</p>	<ul style="list-style-type: none"> <li>- Initiate watershed education programs through the schools, University of Maine in Orono and the conservation commission.</li> <li>- Distribute information on non-point source pollution prevention.</li> <li>- Work with the Water District, Penobscot Valley Council of Governments and the adjacent towns of Eddington, Holden and Dedham to coordinate watershed water quality protection efforts.</li> </ul>	<ul style="list-style-type: none"> <li>- Conservation Commission</li> <li>- City Planner/CEO</li> <li>- City Engineer</li> <li>- Brewer Water District</li> </ul>
<p><b>Wetland Banking:</b></p> <p>Investigate the concept of "wetland mitigation banking" as a way to ensure a balance between development and conservation.</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Establish a committee to proceed with a feasibility study. The committee should investigate the costs (and liabilities) of a City Wetlands Mitigation Bank and prepare a report, with recommendations, for council consideration. The committee should work with the Maine DEP and U.S. Army Corps of Engineers to evaluate the pros and cons of the Bank.</li> </ul>	<ul style="list-style-type: none"> <li>- City Council and Special Committee</li> </ul>
<p><b>Wetlands/Education:</b></p> <p>Increase students understanding of wetland ecology.</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Provide a wetland area (or areas), preferably near a school(s) to serve as an outdoor science classroom.</li> </ul>	<ul style="list-style-type: none"> <li>- City Planner and School Science Staff</li> </ul>
<p><b>Forest Management:</b></p> <p>Encourage the wise use of Brewer's forest resource.</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Undertake an evaluation of town land suitable for commercial forestry and develop a management plan for these properties.</li> <li>- Publicize the Farm and Open Space, and Tree Growth Laws by including information with tax bills to large land owners (those with lots of 10 or more acres).</li> <li>- Publicize the availability of woodlot management assistance through the U.S. SCS and Maine Forest Service.</li> </ul>	<ul style="list-style-type: none"> <li>- Forestry Consultant</li> <li>- City Assessors/tax office</li> <li>- Conservation Commission</li> </ul>
<p><b>Forest Management/Education:</b></p> <p>Increase students understanding of forest ecology.</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Provide an area or areas within the City where there is opportunity for using the forest as an outdoor classroom and learning experience.</li> </ul>	<ul style="list-style-type: none"> <li>- City Planner and School Science Staff</li> </ul>
<p><b>Street Trees:</b></p>	<p>Actions:</p>	

<p>Maintain and expand the City's urban street tree program.</p>	<ul style="list-style-type: none"> <li>- Adopt the 1994 Brewer Community Forest Management Plan as part of this Comprehensive Plan (see Appendix 3).</li> <li>- Authorize the Conservation Commission to work with the Department of Public Works to initiate a street tree maintenance program.</li> <li>- Consider appointment of an urban forester for Brewer, on a part-time or volunteer basis.</li> <li>- Consider adoption of a Municipal Tree Ordinance</li> <li>- Expand a phased street tree planting program based on the 1994 Brewer Community Forest Management Plan</li> <li>- Seek grant money from the U.S. Dept. of Agriculture and the Small Business Administration for tree planting.</li> </ul>	<ul style="list-style-type: none"> <li>- City Council</li> <li>- Conservation Commission</li> <li>- Public Works Department</li> <li>- City Council</li> <li>- City Council</li> <li>- Public Works Department</li> <li>- Conservation Commission</li> </ul>
<p><b>Forestry and Agriculture District:</b></p> <p>Reconsider the value of retaining a forestry and agriculture zoning district; it does nothing to encourage either farming or forestry.</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Revise the City's zoning ordinance and rename this district; consider the need for additional regulations that make allowance for open space conservation for farming, forestry and/or outdoor recreation.</li> </ul> <p>Consider:</p> <ul style="list-style-type: none"> <li>- a larger minimum lot size</li> <li>- "cluster" provisions in the subdivision regulations</li> <li>- the acquisition of any key conservation lands</li> <li>- the acquisition of conservation easements</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> <li>- City Planner</li> <li>- Consultant</li> </ul>
<p><b>BIOLOGICAL RESOURCES:</b></p> <p><b>Wildlife</b></p> <p>Protect wildlife habitat areas that are valuable or significant, including moderate to high value deer wintering areas, wetlands or shoreland areas.</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Map and record, for permanent filing, all valuable and significant wildlife habitat areas.</li> <li>- Refer to such areas in the City's land use ordinances and take measures to ensure protection of these areas.</li> <li>- Continue to consult with Inland Fisheries and Wildlife on any project that may affect the Bald Eagle nest site.</li> <li>- Ensure riparian areas along the river and stream are adequately protected through shoreland zoning provisions.</li> </ul>	<ul style="list-style-type: none"> <li>- City Planner and State Dept. of Inland Fisheries and Wildlife</li> <li>- City Planner</li> <li>- Planning Board</li> <li>- City Planner</li> <li>- Planning Board</li> <li>- City Planner</li> <li>- Planning Board</li> </ul>
<p><b>WATER RESOURCES:</b></p> <p><b>Stormwater Runoff:</b></p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Continue efforts to separate stormwater</li> </ul>	<ul style="list-style-type: none"> <li>- Public Works Dept.</li> </ul>

Reduce the amount of urban stormwater runoff	<ul style="list-style-type: none"> <li>- from sewer water</li> <li>- Require on-site stormwater management</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> <li>- Code Enforcement Officer</li> </ul>
<p><b>City Water Supply:</b></p> <p>Ensure that the quality of Brewer's municipal water supply remains high</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Work cooperatively with all towns in the Hatcase Pond watershed to enact provisions to protect water quality</li> <li>- Periodically monitor land use in the Hatcase Pond watershed to assure compliance with federal standards</li> </ul>	<ul style="list-style-type: none"> <li>- Brewer Water District</li> <li>- Brewer Water District</li> </ul>
<p><b>National Wetlands Inventory:</b></p> <p>Recognize the importance of these wetlands for their wildlife, flood retention and other values</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Continue to alert property owners to the existence and importance of these areas <u>before</u> they receive a building or development permit</li> </ul>	<ul style="list-style-type: none"> <li>- Code Enforcement Officer</li> </ul>
<p><b>Floodplains:</b></p> <p>Prevent construction of structures for human occupation within the 100 year flood plain</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Retain the strict provisions of the existing flood-related provisions of Shoreland Zoning</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> </ul>
<p><b>Nonpoint Source Pollution:</b></p> <p>Seek to reduce or eliminate sources of nonpoint pollution</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Continue to require developers to conform with erosion and pollution control Best Management Practices</li> <li>- Alert residents and school children to the importance of reducing nonpoint source pollution through educational materials</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> <li>- City Planner</li> <li>- Code Enforcement Officer</li> <li>- School Science Staff</li> </ul>
<p><b>Groundwater:</b></p> <p>Protect areas in which there are high (existing or future water yields) from irresponsible development</p>	<p>Actions:</p> <ul style="list-style-type: none"> <li>- Require developers, within or adjacent to these mapped, high yield areas to conform to Best Management Practices</li> </ul>	<ul style="list-style-type: none"> <li>- Planning Board</li> </ul>
<p><b>Groundwater Pollution:</b></p> <p>Reduce the potential of household chemicals and other poisons to leach into the soil</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Institute a recycling/disposal system, with other towns in the region, that deals with toxic chemicals and other household materials such as point, batteries and petroleum products.</li> </ul>	<ul style="list-style-type: none"> <li>- City Council</li> <li>- Conservation Commission</li> <li>- Brewer Public Works</li> </ul>
<p><b>All Resources</b></p> <p>Identify, map, list, and keep on permanent file, all known, valued, natural resources in Brewer.</p>	<p>Action:</p> <ul style="list-style-type: none"> <li>- Appoint a committee, or assign responsibility to the Brewer Conservation Commission or Planning Board, to</li> </ul>	<ul style="list-style-type: none"> <li>- City Council</li> </ul>

	research, identify, map, and record all important natural resource features in the City. Regularly update this resource inventory.	
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## 2. ECONOMIC DEVELOPMENT

<b>ECONOMIC DEVELOPMENT GOALS, POLICIES, AND STRATEGIES</b>		
<b>Goal:</b>		
1. To add commercial and industrial property to the tax rolls so that total assessed values in Brewer increase by an average of two percent (2%) a year, after inflation.		
Policies	Strategies	Responsibility
1. A pro-investment set of City ordinances	1. Simplify and clarify rules on permitted uses, non-conforming uses, setbacks, frontages, etc.	Outside consultant (working with city staff and a local committee); upon approval of comprehensive plan; funded by DECD implementation grant
	2. Promote deeper development along Wilson Street (i.e., further back from the road) in order to maximize available land and reduce street clutter. As some of the land behind Wilson Street is wet, this would have to be done in conjunction with the wetlands bank proposal (below).	As part of above
	3. Create "residential-office" zone for lower Wilson and State Streets, and Lower Main Street	As part of above
2. Targeted business marketing	1. Prepare a Brewer economic development marketing program designed to attract recycling, wholesale trade and distribution, high-tech industries, back office, and outlet store businesses	City Development Director, with outside consultants when necessary; 1996; funded by DECD Community Development or other planning grant
3. Master planning	1. Prepare a master plan for Wilson Street which addresses how to make it attractive for business services, outlets, other retail; and also addresses pedestrian and traffic circulation (including the issue of a parallel road, and how it should be paid for)	Outside consultant and special Wilson Street Committee; upon approval of comprehensive plan; funded by DECD Quality Main Street grant, with modest local merchant match
	2. Prepare a master plan for the riverfront which identifies the	Outside consultant with special Riverfront Committee; upon

	location for a mixed use (commercial/residential/recreational) development, the markets, the design requirements, the financial incentives needed and available	approval of comprehensive plan; funded by DECD Quality Main Street grant
4. Supportive infrastructure	1. Create a "wetlands mitigation bank" in South Brewer at the site of the old landfill -- this can be used to offset wetlands losses in e.d. projects	Planner, working with DEP; upon approval of comprehensive plan; state grants sought if necessary
	2. Use new developments and economic development incentives to extend utilities for "back lot" development on Wilson Street and elsewhere	Development Director; ongoing; no cost
	3. Erect "speculative buildings" to promote economic development if and when states funds are available	Economic Development Director

### 3. HOUSING

<b>HOUSING GOALS, POLICIES, AND STRATEGIES</b>		
<b>Goals:</b>		
<ol style="list-style-type: none"> <li>1. Maintain the existing housing stock in good repair.</li> <li>2. Continue to provide a diversity of housing opportunities for people of different incomes, family types, and lifestyles.</li> </ol>		
Policies	Strategies	Responsibility
1. Safe and decent housing	1. Aggressive code enforcement on basic health and safety items; moderate code enforcement for other things	Code enforcement officer, fire department; ongoing; no cost
	2. Seek further federal rent subsidies for existing apartments, so that families can afford decent places, and landlords get an adequate return to afford repairs	Brewer Housing Authority; ongoing; no cost
	3. Pursue federal and state aid, such as CDBG grants, to encourage the rehabilitation of older properties.	Staff
2. Diversity of housing opportunities	1. Ensure that ordinance continues to allow a variety of types of housing for families at different income levels	Planner; ongoing; no cost
	2. Take advantage of MSHA programs to help people buy their first homes.	Brewer Housing Authority; local realtors; no cost
	3. Investigate a point rating system that rewards developers for locating mobile home parks close to built-up areas, near services and public transit.	Planning Board

#### 4. HISTORIC AND VISUAL RESOURCES

<b>HISTORICAL AND ARCHAEOLOGICAL RESOURCES</b>		
<b>Goal:</b>		
Conserve and protect Brewer’s historic and prehistoric places and buildings		
<b>Policies</b>	<b>Strategies</b>	<b>Responsibility</b>
1. Educate residents and visitors about Native American settlement	Place informational displays at Indian Trail Park	Conservation Committee, Historical Society
2. Urge the MHPC to continue to identify prehistoric sites	Have the Historical Society lobby the State to conduct further research	Historical Society
3. Identify Brewer’s most valuable historic places and buildings	Undertake a reconnaissance level survey of the City’s architectural and historical assets and record the results at City Hall	Historical Society
4. Educate residents and visitors about Brewer’s heritage	Conduct an active campaign with newsletters, publications, lectures to inform citizens and school children	Historical Society
5. Ensure new development is designed to complement the character, mass, and scale of older neighborhoods such as the downtown and South Main St.	Consider this issue in developing master plans for Wilson St. and the riverfront.  Look for financial opportunities to incorporate planning for older or historic structures and neighborhoods in economic development and housing rehabilitation projects.	Economic Development Director and City Planner

**VISUAL APPEARANCE**

**Goals:**

1. Attain a visual appearance that makes people feel good about Brewer as a place to live, do business, or pass through, and gives the impression that Brewer cares and takes pride in its physical appearance.

Policies	Strategies	Responsibility
<ol style="list-style-type: none"> <li>1. Give priority to improving the visual appearance of the gateways and major thoroughfares of Brewer including State Street, Wilson Street, Main Street, the three bridges, and the Penobscot River; and to creating and enhancing visual distinctions among different parts of the city.</li> </ol>	<p>Develop a plan for improving the visual appearance of each visually distinct part of Brewer; with special attention on priority areas and the removal of derelict buildings, control of signs, and provision of trees, landscaping, and green belts.</p>	<p>Committee of citizens and business people</p>
<ol style="list-style-type: none"> <li>2. Ensure that zoning and other regulatory provisions have the effect of enhancing Brewer's visual appearance (but simplify land use requirements to make them more understandable, well defined, predictable, and realistic).</li> </ol>	<p>Revise land use ordinances to implement the plan specified above for improving Brewer's visual appearance and enforce them well.</p>	<p>Planning Board and City Planner</p>
<ol style="list-style-type: none"> <li>3. Make the improvement of Brewer's visual image a partnership among city government, citizens, and the private sector.</li> </ol>	<p>Capitalize a revolving loan fund to encourage private sector investment.</p>	<p>Economic Development Director</p>
<ol style="list-style-type: none"> <li>4. Focus public investment on projects that will improve the visual quality and public use of the Penobscot River in the vicinities of the three bridges, and draw people across the river from Bangor.</li> </ol>	<p>Continue to coordinate planning for riverfront improvements with transportation planners and riverfront landowners.</p>	<p>City Planner</p>

## 5. PUBLIC SERVICES

<b>CITY BUILDINGS AND LANDS</b>		
<b>Goals:</b>		
<ol style="list-style-type: none"> <li>1. Provide the most comfortable, efficient, accessible, safe, and attractive setting possible for customers of city services, i.e., citizens, students, vendors, elected officials, volunteers, civic organizations, permit applicants, and potential investors.</li> <li>2. Redevelop a system of city buildings that serves customers well, provides multi-purpose use of buildings and settings, allows flexible and efficient use of space, enables efficient communications among departments, encourages well qualified staff to join and remain in <u>public</u> service, and enhances community pride and identity.</li> </ol>		
<b>Policies</b>	<b>Strategies</b>	<b>Responsibility</b>
<b>All buildings</b>		
<ol style="list-style-type: none"> <li>1. Upgrade city facilities as funding allows in accordance with a master plan, giving priority to Public Works, schools, city Hall and library.</li> </ol>	Evaluate the organizational structure and space needs of city staff against objective criteria and develop a master plan for long range facility improvements	City Manager, Superintendent, and Citizen Committee with consulting assistance.
	Consolidate permitting and licensing services into a "one stop" office.	City Manager
<ol style="list-style-type: none"> <li>2. Comply with the Americans with Disabilities Act by making low-cost improvements to facilitate access by persons wit disabilities to the extent possible in the near future, and provide totally accessible facilities as buildings are renovated or replaced over the long term.</li> </ol>	Prepare a written plan for compliance with the Americans with Disabilities Act.	Assistant City Manager/ January 1, 1995
<b>Schools</b>		
<ol style="list-style-type: none"> <li>1. Plan and use space to maintain class sizes of no greater than 20 students in elementary schools, with priority given to lower grades when short term enrollments require temporary</li> </ol>	Continue using modular classrooms for temporary space but consolidate and upgrade elementary schools to meet long-term needs.	Brewer High School Trustees and School Committee
<ol style="list-style-type: none"> <li>2. Maintain "neighborhood" approach to elementary school system while consolidating them for greater cost effectiveness.</li> </ol>	Retain one school in North Brewer (Washington Street) and one in South Brewer (Pendleton Street)	Brewer High School Trustees and School Committee

3. Provide the best possible physical setting for learning.	Maintain and enhance the physical plant of the high school in a manner that makes Brewer compete favorably for area tuition students.	Brewer High School Trustees and School Committees
	Maintain and enhance the physical plant of the Middle School.	Brewer High School Trustees and School Committee
4. Encourage citizens to get to know their schools and the goals, activities, and quality of learning occurring there.	Make schools available for multi-use events and programs.	Program Providers in coordination with Superintendent and School Committee
5. Maintain school facilities, equipment, and grounds so they fully support educational and community needs and are safe and attractive.	Routinely plan and budget for a preventive maintenance program.	High School District Trustees and School Committee
	Work with Brewer's legislative delegation to change state policy to enable schools to create reserve accounts.	Superintendent and School Committee
<b>City Lands</b>		
1. Retain undeveloped city-owned lands that fit into a long term maser plan for city facilities and open space and dispose of those that are not essential for this purpose.	Conduct a study of city-owned land and develop criteria for determining when land should be held or sold.	City Manager, Trustees, and Citizen's Committee

**EDUCATION**

**Goals:**

1. Provide the highest quality education for Brewer citizens, meeting the individual needs of students and adults in a safe, nurturing, and healthy environment.
2. Empower students to enter the work force or go on to higher education with a competitive edge, and be well prepared for life-long learning.
3. Sustain a support system enabling local employers to attract highly qualified employees who want high quality educational opportunities or need special education programs for themselves and/or their families.

Policies	Strategies	Responsibility
1. Give priority to academic and special programs offered by Brewer's school system.	Explore alternative resources for funding academic programs.	Superintendent, School Committee and City Council
	Expand Brewer's tax base	Economic Development Director and Brewer Economic Development Committee
	Work with Brewer's legislative delegation to fully fund state formula for state support of education and to shift reliance for local funding from the property tax to a more progressive revenue source.	Superintendent, School Committee, and City Council
2. Support Brewer's schools with more than money. Recognize that a well-educated citizenry has cultural and societal value and provides the cornerstone of a democratic society.	Attract the best qualified educators available.	Superintendent and School Committee
	Continue to encourage citizens to participate in their government.	City Council, City Manager, and School Committee
	Encourage local civic organizations to conduct community-wide events and public awareness programs to celebrate and reinforce the value of education.	Superintendent and School Committee.
	Make the schools available for multi-use events and programs.	Program Providers in coordination with Superintendent and School Committee.
3. Maintain school facilities, equipment, and grounds so they fully support educational and community needs and are safe and attractive.	Establish a city reserve account for capital items.	City Council in consultation with School Trustees and School Committee
	Work with Brewer's legislative delegation to change state policy to enable schools to create reserve accounts.	Superintendent and School Committee

**PUBLIC SAFETY**

**Goals:**

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

Policies	Strategies	Responsibility
1. Maintain good communications	Request railroad companies to notify the Fire Department (dispatch) of daily train schedules. Alert railroad company when there is a fire to ensure clear access to the eastern portion of the city.	Fire Chief
2. Continue to provide training opportunities to maintain a qualified public safety staff.		Fire and Police Chiefs
3. Maintain a minimum policing capability of two people at all times.	Minimize reduced staff periods.	Fire and Police Chiefs
4. Maintain a minimum fire fighting capability of one supervisor and two fire fighters at all times.	Minimize reduced staff periods.	Fire and Police Chiefs
5. Regionalize public safety services whenever possible to save money and improve service.	Open training facilities and resources to participation by outlying call departments on a fee basis.	Fire Chief
	Explore opportunities for regionalizing public safety services with neighboring communities.	City Manager, Fire and Police Chiefs, city Council

**PUBLIC WORKS**

**Goal:**

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

Policies	Strategies	Responsibility
<ol style="list-style-type: none"> <li>1. Conduct construction projects in-house only to the extent time is available beyond providing timely, responsive, and quality service in maintaining the city's infrastructure. In general, this means taking on only small construction projects.</li> </ol>	<p>Provide an allowance from the capitol budget for public works staff time to design and oversee construction projects.</p>	<p>City Manager and City Council</p>
<ol style="list-style-type: none"> <li>2. Require on-site inspection of infrastructure by city of Brewer personnel, e.g. roads, storm drains, constructed for new development.</li> </ol>	<p>Revise land use ordinances to require on-site inspection and assessment of reasonable fees from developers as an up-front cost item.</p>	<p>Planning Board, City Planner, and Public Works Director</p>

## RECREATION AND PUBLIC ACCESS

### Goals:

1. Encourage the development of a combined community center and regional sports arena in Brewer.
2. Enhance and retain fuller use of the Penobscot River waterfront for recreation and water-dependent uses that support recreational activities such as marinas and restaurants.
3. Establish pathways along the entire length of the Penobscot shore in Brewer, linking all parts of the city and tying into regional routes when appropriate and possible, for people to exercise and enjoy the outdoors.
4. Provide a variety of settings and outdoor recreational opportunities for parks, pathways, and facilities - from riding a bike or walking along a road, to skateboarding on pavement, playing tennis or organized sports, or cross-country skiing, biking, walking, or snowmobiling along a woodland path.
5. Provide ready and safe access to parks, pathways, and other recreation areas from every neighborhood in the city and along the Penobscot River waterfront.
6. Provide ample and diverse opportunities for youth recreation and consult kids of all ages in planning for them to instill self-esteem and avoid crime.

Policies	Strategies	Responsibility
<b>Penobscot River</b>		
1. Encourage and vigorously pursue land uses along the river that support recreational activity or are dependent upon a water location, and are consistent with the Conceptual Open Space and Trails Plan.	Revise zoning to: 1) require developers to incorporate elements of the Open Space and Trails Plan into their development projects; and 2) identify sites limited to water-dependent uses.	Planning Board
	Actively pursue opportunities to arrange land swaps for landowners who want to develop their riverfront property or expand an existing use that is not dependent upon a river location for land elsewhere in the city for commercial or industrial uses.	Planning Board, Brewer Economic Development Director, and Brewer Economic Development Corporation
2. Vigorously pursue water-dependent use development projects.	Identify and work with potential projects and/or developers.	Brewer Economic Development Director and Brewer Economic Development Corporation

<b>Parks, Open Spaces, and Pathways</b>		
1. Vigorously pursue and publicize conservation easements and other non-regulatory techniques for creating recreational pathways and open spaces.	Create a land trust for Brewer (or Brewer and surrounding communities) to receive gifts of land and easements from willing landowners for land that will further the objectives of the Conceptual Open Space and Trails Plan.	Special Committee appointed by the Mayor with representation from the Conservation Committee, Recreation Committee, and enthusiastic citizens.
	Trade non-essential city land for property that will further the objectives of the Open Space and Trails Plan when possible.	City Manager and City Council
	Identify existing rights of way suitable for interconnecting neighborhood pathway links.	Conservation Commission
	Explore the feasibility of connecting local snowmobile trails with the state's Interconnecting Trail System to promote recreation and nurture economic development.	Recreation Director and Holden-Eddington Snowmobile Club
	Revise zoning to require developers to incorporate elements of the Open Space and Trails Plan into their development projects.	
2. Ensure city parks and open spaces are planned and well-maintained and managed in a manner that makes them "good neighbors".	Invite local businesses and organizations to adopt specific trails or parks to help plan and/or maintain them.	Recreation Director
<b>Community Center</b>		
1. Create a focal point for community gatherings, recreation, and education to foster community identity and social ties, and integrate and make efficient use of community land and facilities.	Obtain a planning grant or community contributions and develop a master plan for the 16 acres behind the high school.	Special Committee composed of citizens, High School Trustees, School Committee, Children, Recreation Committee, Recreation Dept., Economic Development and Planning Dept., and Penobscot Valley Ice Sports, Inc.

**SOLID WASTE**

**Goals:**

1. Make a progressive effort in good faith to attain the state's goal for recycling 35% of Brewer's household wastes.
2. Continue to explore and evaluate more cost effective methods of waste reduction and disposal.

Policies	Strategies	Responsibility
1. Give priority in order as follows to: conserving, reusing, and recycling as much municipal solid waste as possible.	Continue to encourage recycling during spring clean-up.	Public Works Director and Recycling Committee
	Make people aware of ways to reuse and recycle materials with special focus on educating children.	Public Works Director and Recycling Committee
	If voluntary curbside recycling does <u>not</u> attain Brewer's goal, go to a pay-by-the-bag system for disposal.	Public Works Director and Recycling Committee
2. Extend the life of the demolition debris landfill to the greatest extent possible.	Educate contractors on ways to reuse clean demolition debris. Set a good example by reusing clean debris in city projects and publicizing such projects and uses.	Public Works Director and Recycling Committee
	Make sure reusable and recyclable demolition debris is separated the landfill before disposal by: <ul style="list-style-type: none"> <li>- issuing a Council Order;</li> <li>- providing staff on-site;</li> <li>- increasing fees <u>on</u> parity with, or higher than, other alternative disposal sites in area; and</li> <li>- improving enforcement of illegal disposal practices.</li> </ul>	City Manager and Public Works Director
	Explore waste management options for demolition debris to anticipate the time when the existing landfill will be filled.	Public Works Director and Recycling Committee

## TRANSPORTATION

### Goals:

1. Create and sustain more opportunities for people to use alternatives to the automobile by interconnecting neighborhoods and centers of activity with pedestrian and bicycle paths and public transportation links. Make sure these alternatives are easily accessible and readily available to older citizens and those with disabilities. Encourage new development to locate in or near existing core areas to make their cost low and use and ridership high.
2. Improve the visual appearance of city gateways and regional highways in Brewer to convey an image of community caring and pride.
3. Make city streets safe for pedestrians, cyclists, and motorists, especially in residential areas and centers of activity. Ensure that traffic is controlled, slow, quiet, and appropriate.
4. Think of traffic volumes as an economic advantage rather than merely as an annoying problem to eradicate; and welcome shoppers, workers, visitors, and business owners with a street system that provides clear direction, convenience, parking, and visibility.

Policies	Strategies	Responsibility
<b>Traffic</b>		
1. Traffic calming measures are preferred over new construction or rerouting projects on South and North Main, Wilson, and State Streets to reduce noise and congestion, improve visual quality, and strengthen economic potential.	Enforce speed limits on these routes.	Public Works Director, Police Chief, and MDOT
	Coordinate traffic lights, provide sufficient crossing signals that work, and maintain smooth paving surfaces for more efficient traffic flow.	Police Chief
	Develop master plans to unify, beautify, make safer, and more hospitable, and strengthen the economic viability of these routes. Implement the Plans in phases and in conjunction with other needs such as utility improvements.	Special Committee with assistance from a consultant
	Revise sign regulations in conjunction with the master plans to improve the visibility, visual appearance, and legibility on these streets.	Committee of citizens and representatives of Planning Board, business community, and City Planner with help from a consultant.
	Consider an overpass across Wilson Street in the vicinity of Parkway South for pedestrians and bikers.	Special Committee as part of Wilson Street Master Plan
	Explore alternatives for reducing truck traffic such as an intermodal facility in Brewer.	Special Committee as part of master plan
2. Encourage US1A commuters to car pool or van pool to reduce traffic on	Work with the RTAC and corridor towns to locate and	City Planner

Wilson Street and in other communities.	develop a park and ride facility in either Bangor or Brewer	
<b>Public Transportation</b>		
1. The public transit system shall be highly visible and publicized; and stops, hours and routes designed to meet a broad range of needs.	Clearly sign stops and buses with system logo and provide covered benches and attractive stops.	City Manager (and Public Works Director) to work with "The Bus"
	Consult existing surveys and conduct a new one if necessary and develop a plan for expanding hours, stops, and routes	City Manager (and Public Works Director) to work with "The Bus"
<b>Bikeways and Sidewalks</b>		
1. Bikeways and sidewalks should: <ul style="list-style-type: none"> <li>- be safe and well marked;</li> <li>- enable people to shop, recreate, and get to work, schools, parks, and open spaces in Brewer without having to use their cars;</li> <li>- interconnect neighborhoods, city parks, and open spaces, and tie into regional routes;</li> <li>- avoid taking people's front yards; and</li> <li>- provide a variety of settings for both walkers and bikers, but not necessarily the same routes.</li> </ul>	Update the Open Space and Trails Plan every 5 years	Recreation Committee, Recreation Director, City Planner, Public Works Director, School Superintendent
2. Require new, expanded, or constructed roads or developments to provide pathways as specified in Brewer's Open Space and Trails Plan	Revise land use ordinances.	Planning Board
3. Use current public ways as feasible for providing bikeways.	Evaluate possibilities in developing Master Plan specified above.	

<b>TRANSPORTATION POLICIES (cont.)</b>		
<b>Policies</b>	<b>Strategies</b>	<b>Responsibility</b>
<b>Pavement Management</b>		
1. As a means of minimizing long term costs, resurface every paved city street on a rotating schedule every 7-10 years.	Maintain a computerized pavement management plan. Rate pavement and street conditions no less than every two years.	Public Works Director
	Budget a certain amount each year to pave and reconstruct, as necessary city roads according to the pavement management plan.	Public Works Director and City Manager

**WASTEWATER**

**Goals:**

1. Improve the quality of the Penobscot river and other surface waters so they are suitable for water-contact recreation and free from unpleasant odors.

Policies	Strategies	Responsibility
<b>Stormwater</b>		
<ol style="list-style-type: none"> <li>1. Separate as much stormwater as possible from the combined sewer and stormwater system and provide treatment as necessary to improve water quality.</li> </ol>	Request the King Administration and DEP to renegotiate the consent agreement.	City Manager and Eastern Fine Paper
	Implement the revised master plan, evaluate its effectiveness, and then determine what other measures are necessary to accomplish Brewer's goal.	City Manager and Director of Public Works
	Develop incentives for encouraging private generators to separate and treat their own stormwater.	City Manager
<ol style="list-style-type: none"> <li>2. Equitably allocate the costs of separating stormwater from the combined system among users, private generators, taxpayers, and others who benefit from clean-up of the river.</li> </ol>	Explore alternative methods of allocating costs and recommend a preferred method.	City Manager, Consulting Engineer, and City Council
<ol style="list-style-type: none"> <li>3. Require new development to manage stormwater on site in a manner that avoids downstream flooding and contamination of water quality.</li> </ol>	Revise land use ordinances.	Planning Board and City Planner
<b>Sludge</b>		
<ol style="list-style-type: none"> <li>1. Dispose of sludge in the most cost effective and environmentally and socially acceptable manner.</li> </ol>	Develop a contingency plan for disposing of sludge in the event land spreading is prohibited or becomes too costly.	City Manager and Consulting Engineer

<b>Wastewater Treatment</b>		
<p>1. Encourage land use patterns and economic development that will help lower user fees and make efficient use of the wastewater treatment plant and collection system.</p>	<p>Revise land use ordinances to encourage new development to locate in existing utility service areas.</p>	<p>Planning Board and City Planner</p>

**WATER SUPPLY**

**Goals:**

1. Maintain and improve, when possible the quality, taste, reliability, and affordability of its public water supply.

Policies	Strategies	Responsibility
1. Coordinate city land use and capital improvement planning and policy making with water district planning and policy making.	Continue appointing a member of the City Council to serve as liaison to the district, attend all meetings, and report back to the Council/	Mayor
2. Work together with the Brewer Water District in scheduling road and utility construction projects and notify one another in advance about construction projects.	Develop an annual joint work plan and continue coordinating on specific projects as needed.	Public Works Director and Brew Water District Superintendent
3. Cooperate and coordinate with the Bangor Water District whenever possible to provide interconnections and backup supplies to one another.	Continue cooperating on specific projects as opportunities arise.	Brewer Water District Superintendent
4. Advocate for sensible federal and state water supply policy.	Continue participating in the legislation tracking and lobbying efforts of the Maine Water Works Association to ensure appropriate and cost effective state and federal policies regarding public water supplies.	Brewer Water District Superintendent
5. Actively conserve water to reduce wastewater flows and conserve resources.	Provide incentives and conduct public education to encourage water conservation.	Brewer Water District
6. Continue working with Dedham, through the Brewer Water District, to ensure protection of Hatcase Pond.	Invite a district trustee to sit on the Comprehensive Plan Review Committee.	Brewer Water District and Comprehensive Plan Review Committee.

## 6. BREWER'S FISCAL SITUATION

<b>FISCAL GOALS, POLICIES, AND STRATEGIES</b>		
Goals:		
<ol style="list-style-type: none"> <li>To have stability in property tax rates, so that taxpayers are not burdened by sharp increases in any one year.</li> <li>To provide needed capital improvements so that the City can maintain high quality schools, good roads and sidewalks, recreational facilities, economic competitiveness, and meet all environmental laws.</li> </ol>		
<b>Policies</b>	<b>Strategies</b>	<b>Responsibility</b>
<ol style="list-style-type: none"> <li>Property taxes should not rise more than 2% in any one year over the next five years. Two percent is the amount incomes in Brewer are projected to increase annually. If the 2% limit is observed, the percent of income of the average Brewer household going to property taxes should not increase.  A two annual increase is necessary because of past deferred maintenance. Beyond that, a 0% increase is the goal.</li> </ol>	<ol style="list-style-type: none"> <li>Promote growth in economic base</li> </ol>	See Economic Development
<ol style="list-style-type: none"> <li>Capital improvements of at least \$1 million a year (on average) should be scheduled for the next 5 years.</li> </ol>	<ol style="list-style-type: none"> <li>Capital Improvements Plan</li> </ol>	City Manager; annual; no cost
<ol style="list-style-type: none"> <li>The City should monitor where it stands relative to goals for tax base growth, capital improvements, and tax rates.</li> </ol>	<ol style="list-style-type: none"> <li>Annual fiscal analysis</li> </ol>	City Manager; annual; no cost
<ol style="list-style-type: none"> <li>The City should assure equity in property assessments between old and new homes.</li> </ol>	<ol style="list-style-type: none"> <li>A city-wide revaluation should be considered in the next five years.</li> </ol>	The City Assessor should monitor discrepancies between sales prices and assessed values, and when inequities appear should arrange for a revaluation.

*Note: These goals do not mean that there may not come a time when the City is forced to choose between meeting its environmental and educational responsibilities and raising taxes more than 2%, and where one or another of the above goals will have to be temporarily abandoned. But it does provide a benchmark of performance for the City to aim for, and by which citizens can measure its progress.*



## **C. FUTURE LAND USE PLAN**

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### **BACKGROUND**

This section describes Brewer's future land use plan, it describes its purpose, how it was developed, the major goals that underpin it and the specific policies and strategies that must be followed to ensure its implementation. A future land use map and chart of uses that are permitted in each of the major land use districts is also included.

Together with the implementation strategies described in Section B and the open space and capital investment plans (in Sections D and E) the future land use plan provides a strong framework for careful, managed, growth and development and sensible natural resource conservation.

### **PURPOSE**

A future land use plan is an expression of a community's vision. The purpose of the plan and accompanying map is to guide growth, establish and/or revise zoning districts and set broad standards to ensure a high quality of life for Brewer residents.

Further, the plan is the legal basis for the City's zoning and other land use ordinances; it is also a major product, of the community's eighteen month effort to develop an updated plan that reflects residents values and aspirations.

### **HOW THE PLAN WAS DEVELOPED**

This future land use plan is the outgrowth of a process that began with an assessment of the City's existing zoning districts and plan findings (Part I), progressed to an evaluation of the pros and cons of the City's existing zoning districts and resulted in a discussion of options that incorporated new ideas for achieving growth and conservation. The new plan options were the subject of debate at:

- comprehensive plan committee meetings;
- a joint planning board, city council meeting; and
- two public forums.

Thereafter, the comprehensive plan committee discussed all the public comments on the plan components and, with guidance from the State Department of Economical Community Development, elected to proceed with the plan described hereafter.

## MAJOR FUTURE LAND USE PLAN GOALS

The two major goals the committee agreed to were to:

- **create distinct growth areas where economic development is encouraged and where services are available; and**
- create well defined **rural areas** which help maintain Brewer's small town, rural, open space values.

In order to further these objectives, it was also agreed that:

- the "growth" area should be centered on the riverfront, State and Wilson Streets, the residential neighborhoods and those areas served by sewer and water systems; and
- the "rural" area should include woodlands, fields, wetlands, open space and low density residential areas, all areas not on sewer or water lines, and those areas with poor access to roads.

Further it was agreed that, within the **growth** area:

- the extent of the City's existing medium density residential area (north of Wilson) would be reduced;
- office and residential uses should be mixed along State and Lower Wilson;
- the existing general business district along Wilson Street should be expanded southward;
- improved road access is needed north and south of Wilson St.

In the **rural** area it was also recommended that:

- cluster housing should be encouraged to conserve open space; and
- wetland mitigation candidate areas be identified.

These and other future land use goals are explored further, below.

## HOW THE PLAN WOULD BE IMPLEMENTED

The future land use plan described here will be implemented primarily by making changes to the City's zoning map and zoning ordinance. This is the responsibility of the planning board, with citizen input, and, ultimately, the City Council.

The major changes involved fall into two categories:

- zone or district boundary line changes (i.e., map changes); and
- use and density of development changes (i.e., ordinance language changes).

It should be noted that the recommended future land use plan presented here is generalized in nature. It is not a zoning map; it must be fine-tuned and exposed to further public scrutiny before it can be adopted as a map of zoning district boundaries. Likewise, the specific language changes in the City's zoning (land use) ordinances, though based directly on the recommendations of this plan, must be a responsibility of the planning board, subsequent to the adoption of this comprehensive plan by the Council.

Upon approval of this comprehensive plan the City should seek implementation funding through the State Department of Economic and Community Development and initiate work on zoning map and ordinance language revisions. Generally, a two-year time frame is needed to complete such revisions.

## **LAND USE POLICIES AND STRATEGIES**

The chart below describes the policies and strategies that, together, provide overall guidance to the City on future land use issues. Responsibility for these actions lies with the planning board, the city planner and the council. The chart is cross referenced to the Future Land Use Plan shown on the next page.

Land Use Map

Brewer Future Land Use Plan: Policies and Strategies

Policies	Strategies
<b>Future Land Use</b>	
<p>1. Growth Area</p> <p>Reconfigure the City's Growth Area so as to accommodate and guide growth to areas suitable for development, where access and sewer and water is readily available.</p> <ul style="list-style-type: none"> <li>- Promote growth along and better access to, the Penobscot waterfront.</li> </ul>	<p>Amend Brewer's zoning district map based on the Future Land Use Map reproduced here, and make appropriate changes to the City's ordinances. Specific changes and recommendations include:</p> <p><u>Downtown/Riverfront.</u> This is the existing CB district. No boundary or use changes are recommended, however, a master redevelopment/revitalization plan for this area should be developed possibly utilizing "Quality Main Street" (C.D.B.G) funding. The master plan study should explore the potential for: riverside trails, a major public park and a mix of office, retail, residential, recreational, entertainment and/or institutional (i.e., city) uses. The plan should tie into the Open Space and Trails Plan and seek to improve access to the river and the riverfront from adjacent residential neighborhoods. It should also respect and enhance the character of older or historic neighborhoods and structures.</p>
	<p><u>Convenience business (CB) District, S. Main.</u> No changes recommended.</p>
	<p><u>General Business (GB) District - Wilson Street.</u> Expand this district south to I95 right-of-way by amending the zoning map, and:</p> <ul style="list-style-type: none"> <li>• Permit residential uses in this zone (as special exceptions, so as to increase the intensity and mix of uses) by amending the zoning ordinance and consider permitting light manufacturing uses within the area.</li> <li>• Recognize the high school as the nucleus for additional community facilities; make this area Brewer's "community center" and recreational center.*</li> <li>• Increase the density and intensity of development on the east end of Wilson St. by advocating new road construction in this area of the City (see map).*</li> <li>• Initiate efforts to mitigate for the use of low value wetland south of Wilson by building new wetlands in the rural area.*</li> <li>• Buffer future development along I-395 so that the road is hidden from view and noise levels are reduced.</li> <li>• Explore the idea of more (factory) outlet stores,</li> </ul>

	<p>like Marden's, in this area.*</p> <ul style="list-style-type: none"> <li>• Improve the quality and overall image of Wilson St. with sensible regulation (e.g., site plan review), landscaping, signage and traffic management rules.*</li> </ul> <p>* Note. All of these recommendations should be explored in more depth with a master plan for the Wilson Street area. That plan should also evaluate the possible creation of a TIF (Tax Increment Financing) district which would serve to fund mitigation banking; road construction and community facilities and infrastructure in the area.</p>
<ul style="list-style-type: none"> <li>- make more industrial land available for development</li> </ul>	<p><u>Industrial Districts.</u> No changes are recommended in the industrial zone around Eastern Fine Paper Mill.</p> <p>At the existing industrial park (around the Green Point Road area) explore the possibility of wetland mitigation so as to open marginally wet areas to development.</p> <p>Expand the bounds of the industrial zone around the airport, to the south and east, where soils are best suited to such expansion.</p>
<ul style="list-style-type: none"> <li>- open up opportunity for professional office type uses in the lower Wilson, State Street residential area.</li> </ul>	<p><u>Office/Residential District</u> in the vicinity of State and Lower Wilson St. (see map). Create a new zone between downtown and the general business district that serves as a transitional zone. This would replace the existing high density designation for the area and require new language that supports traditional uses but permits well planned professional office/institutional uses that are compatible with neighborhood character and architectural styles and have adequate off-street parking.</p>
<ul style="list-style-type: none"> <li>- make provision for the availability of affordable housing in mobile home parks.</li> </ul>	<p><u>High Density Residential (HDR) Districts.</u> No district boundary changes other than that above, are recommend for these areas, however:</p> <p>Find ways to make adequate sewer and water available to suitable areas in the HDR2 district off the Pierce Road. Amend the zoning ordinance to provide incentives for mobile-home park development in or near the growth area. Investigate a point rating system that rewards developers for locating such parks close to built-up areas, near public transit.</p> <p>Link all high density residential areas to open space and recreational areas with adequate sidewalks and trails.</p>
<ul style="list-style-type: none"> <li>- provide adequate space for expanding medium density housing development; and</li> <li>- reserve space north of Felts Brook for a possible new bridge connector between</li> </ul>	<p><u>Medium Density Residential (MDR) Areas.</u> No significant change is recommended for the Parkway (Elm) Mill Street district; it could be expanded slightly to the northeast.</p>

Bangor and Brewer.	Reduce the extent of the MDR district in the vicinity of Felts Brook because: 1) much of this area is inaccessible, 2) there are steep slopes along the Brook, 3) there is limited demand for new development, and 4) the area north of the Brook may be needed for a future bridge connector road. (Note: this would still provide over 400 acres of undeveloped land, zoned MDR).
<ul style="list-style-type: none"> <li>- encourage new apartment construction as infill, or to replace sub-standard structures in all residential growth zones.</li> </ul>	<p><u>High and Medium Residential and Office\Residential Districts.</u> Seek out financial assistance and work with property owners to get more apartments built, now that there is no cap on sewer hook-ups. Ensure, through site plan review, that new structures are compatible with existing development.</p> <p>Make a clear distinction between frontage and setback requirements in growth and rural areas. Ensure that these dimensional requirements increase, progressively, by zone, as minimum lot sizes increase.</p>
<p>2. <u>Rural Areas</u></p> <p>Maintain and expand the area set aside for woods, fields, wetlands, wildlife, open space, trails, and low density residential uses, and:</p> <ul style="list-style-type: none"> <li>- place poorly accessible unsewered land in a rural zone and set limits on development there</li> <li>- create incentives to promote open space conservation</li> </ul>	<p>Amend Brewer's zoning district map, based on the Future Land Use Plan and make changes, as noted below, to the City's land use ordinances. Specific changes include:</p> <p><u>The Low Density Residential (LDR) District.</u> Reduce the extent of the existing LDR zone - which presently encompasses large wetland and flood plain areas and inaccessible lands - especially in that area south of Eastern Avenue. Limit the new LDR district to suitable land (i.e., with soils suitable for septic tank waste disposal) with good access to North Main, Day Road, Lambert Road, east Eastern Avenue and east Wiswell Road. Amend the required minimum lot size permitted in the LDR zone to two acres/dwelling unit and continue to disallow commercial and industrial development. Amend the zoning ordinance (planned unit) provisions which allow for some clustering to provide for more generous incentives for "open space" development; allow lot sizes to be reduced significantly (down to ½ acre) provided a) soils are suitable and b) 50% or more of the site (parcel) is placed in permanent open space protection (Refer also to the Open Space and Trails Plan).</p>
<ul style="list-style-type: none"> <li>- increase the extent of the "rural" area and rename the Forestry and Agriculture district.</li> </ul>	<p><u>Rural District.</u> Extend the area in Brewer (designated F and A) to create a new district named the "Rural" District. The major additions to the old F&amp;A district are within the Felts Brook watershed where there is a high incidence of high value wetlands, flood plain, public ownership and large landowner, private ownership.</p>
<ul style="list-style-type: none"> <li>- create incentives to promote open space conservation</li> </ul>	<p>Amend the existing minimum lot size requirements for these areas from 2 ac./du. to 3 ac./du. but make provision for clustering on smaller lots if the owner is</p>

	<p>prepared to place significant (50% or more) portions of the project area in permanent open space protection (see later example).</p> <p>Investigate the potential for utilizing city owned lands south of the Wiswell Road, as well as adjacent privately owned wetland areas, as part of a wetland mitigation bank. (Areas north of the Wilson/I395 intersection owned by MDOT should also be considered). These lands could provide the "bank" for mitigation efforts near Wilson Street and perhaps in industrial zones.</p> <p>Continue to prohibit commercial and industrial uses in this rural (renamed) district.</p>
<ul style="list-style-type: none"> <li>- provide for convenience business uses on North Main Street, near the city line.</li> </ul>	<p><u>Neighborhood Commercial</u>, N. Main, above Eaton Brook. Consider the creation of a new district the purpose of which would be to permit commercial retail and service uses serving surrounding, low density residential areas, not region-wide markets.</p>
<p>3. Other Land Use Issues</p> <ul style="list-style-type: none"> <li>- provide incentives for development to locate in the growth area.</li> </ul>	<p>Make a commitment to extend sewer service only to the growth area.</p> <p>Provide in-town (growth area) residential amenities, such as parks trails and other community facilities. Require minimal (appropriate) frontage and setback standards in the growth area and greater such dimensional requirements in the rural areas.</p>
<ul style="list-style-type: none"> <li>- simplify and clarify all land use regulations</li> </ul>	<p>Use straightforward language and "user-friendly" formats when revising city ordinance language. Seek to eliminate unneeded and duplicative sections in city ordinances while assuring reasonable health, welfare and safety protections.</p>
<ul style="list-style-type: none"> <li>- find ways to incorporate open space in projects that help create a city-wide system</li> </ul>	<p>Add language to the City's subdivision and site plan review regulations that provides a means for plan reviewers to work with developers in encouraging watershed-wide open space planning, consistent with the Open Space and Trail Plan and wildlife needs.</p>
<ul style="list-style-type: none"> <li>- expand shoreland zoning in environmentally sensitive areas</li> </ul>	<p>Amend the shoreland zoning maps to provide additional protection to those areas where steep slopes, wildlife values or other special conditions merit expansion of the standard protection area.</p>
<ul style="list-style-type: none"> <li>- ensure stream banks and stream waters are adequately buffered</li> </ul>	<p>Continue to advise all permit applicants with stream shore ownership about the need to provide vegetated buffers along all streams.</p>

## GROWTH AND RURAL AREA USERS AND LOT SIZES

Table 31 in Part I depicts Brewer's existing district features. The table below shows the general features of the future land use plan while the discussion that follows focuses on ways to encourage greater open space conservation in rural development projects in Brewer.

Table 48

### Features of the Future Land Use Plan Districts

District	Density/Lot Size	Primary Permitted Uses
Rural Area		
Rural	3 acs/d.u.*	single family, farming, forestry, mineral extraction
LDR	2 acs/d.u.*	single family up to 4 unit multi-family, offices (if home occupations), nursing homes...
NB	40,000 sq. ft.	convenience retail, services, home occupations, single family and 4 unit m.f.
Growth Area		
MDR	2000 sq. ft. to 1 ac.**	single family, two family and three and four family dwellings, schools, churches...
HDR	up to 8 d.u./ac.	all housing types, schools, churches, nursing homes, home occupations...
Mixed Use	up to 8 d.u./acre (4000 sq. ft. lot)	(provided neighborhood standards are met)
CB	2000 sq. ft.	all housing types, recreation, retail, offices, motels, gas stations, light manufacturing
GB	40,000 sq. ft.	auto sales, motels, retail, offices, wholesale, light manufacturing, recycling, residential
IND	30,000 sq. ft. to 2 acres	manufacturing, banks, offices, wholesale, storage, auto repair, recycling
<p>* These lot sizes may be reduced by more than 50% as an incentive for developers to devote 50% or more of the project parcel to permanent open space preservation. (Refer to example below.) Similar but not as generous incentives for clustering should continue to be allowed in all growth districts.</p> <p>** Where two standards appear the greater requirement is for lots not on public sewer.</p>		

## **BASIC CLUSTER PROVISIONS IN RURAL AREAS**

The following guidelines are general but they provide essential direction for amending Brewer's "cluster" (planned unit development) standards for projects in rural districts.

- Building density (allowable units) shall be based on the buildable area (lot size less wetlands, flood plain and steep slopes) divided by the prescribed density (i.e., two or three acres per dwelling unit).
- Lot sizes within clusters may be reduced down to below 1 acre in the rural areas if 50% or more of the buildable area is placed in the open space category and permanently protected and soils are suitable.
- Lot frontage and yard setbacks may also be reduced for cluster projects.
- Protected conservation (open space) land may be common land or private land provided legal mechanisms are in place to assure that such land is never built upon.
- When reviewing rural subdivisions, planners should be guided by these general siting principles:
  - preserve stone walls and other historic landscape features
  - preserve open fields
  - minimize clearing along road edges
  - avoid extensive grading and building on steep slopes.

Two examples of how these cluster provisions might be applied follow.

Examples of Cluster Subdivisions in the Rural Area

## **D. CONCEPTUAL OPEN SPACE AND TRAILS PLAN**

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### **INTRODUCTION**

Speak-Out Brewer participants voiced strong interest in having more sidewalks, bikeways, trails, and parks accessible from their neighborhoods and along the Penobscot River shorefront.

In response, the Comprehensive Plan Committee developed three “options” for creating such an open space and trail system. The options were designed to build upon one another, increasing Brewer’s level of commitment over time to create an interconnected system of sidewalks, parks, bikeways, and “greenbelts”.

The public reviewed the conceptual plan options at two public meetings. Citizens generally favored the plan, especially supporting the proposed non-regulatory approach to working with landowners.

### **PLAN GOALS**

The primary goals of the Open Space and Trails Plan are to:

1. enhance the quality of life of Brewer’s in-town neighborhoods to encourage people to remain or come to live there and thereby discourage residential sprawl in rural areas in Brewer and in neighboring communities;
2. provide pathways that enable people to rely less upon their automobiles, thereby conserving energy and promoting a healthier citizenry, cleaner environment, and less congested roads;
3. provide green areas that protect natural areas, promote psychological well-being, and provide visual separation among parts of the city; and
4. build upon the existing system of pathways and parks.

## THE PLAN

Brewer's Conceptual Open Space and Trails Plan is shown on the following page. It's three phases are described below:

### Phase I: Interconnecting Pathways

This network of pathways is intended primarily to serve the already "built" portion of the City. It includes the following:

1. Neighborhood Trails. A series of short trails for walking and jogging will be created adjacent to each in-town neighborhood. Brewer's goal is to establish a trail within 1/4 mile of everyone's home in the built portion of the City.
2. River and Stream Trails. Some neighborhood trails will be located along the Penobscot River and its tributaries. The trail along the Penobscot River will be located where shorefronts are deep enough to accommodate public use without conflicting with other land uses. In places where lots are too narrow, the trail will coincide with sidewalks and bikeways along North and South Main Street. This riverwalk is envisioned to be similar to Portland's Back Cove walkway. It will build upon the existing trail between Indian Trail Park and the Salmon Pool. It will connect Brewer's several parks and "parklets" where possible. Offshoots of the Penobscot River Trail are planned to follow Felts and Eaton Brooks, much like the Kenduskeag Trail in Bangor.
3. Sidewalks and Bikeways. The sidewalks and bikeways shown on this plan connect residential areas with schools, commercial areas, and parks and other recreational facilities. The sidewalks are all in place now and represent only a small portion of the existing sidewalk network. These sidewalks will remain in place and be gradually upgraded. They already create many 2 mile or shorter "loops" for recreational walking in neighborhoods.

The bikeways are really the new elements of this plan. They will be constructed along the full lengths of Wilson Street and North and South Main Street and other streets that connect neighborhoods and major activity areas in the City. These bikeways are also part of a regional bikeway system recommended by the Bangor Area Comprehensive Transportation Study (BACTS).

4. Old Calais Rail Line. The old rail line to Calais will be transformed into a "trail" for bikers, joggers, walkers, snowmobilers, and others seeking a longer recreational route, again very similar to Portland's Back Cove walkway. This is part of a regional trail between Calais and Brewer recommended by the Bangor Area Comprehensive Transportation Study (BACTS).

Brewer's Conceptual Open Space and Trails Plan

## Phase II: Waterfront Parks and Greenbelts

The second part of the open space system will create a new waterfront park in the downtown and conserve green areas that enhance Brewer's visual image and quality of life. These areas are described below:

1. Waterfront Park. A new waterfront park will be created as a focal point for the downtown. Located somewhere between the Penobscot and Chamberlain Bridges, it will be large enough to accommodate community activities and events. It is conceivable that during special events, i.e. the Fourth of July, one of the bridges could be closed to vehicles so that pedestrians could cross freely between the two cities.
2. Greenbelts. Corridors called "greenbelts" are planned along the Penobscot River and its tributaries. A greenbelt is a buffer of open space that helps contain, connect, and provide open space and natural beauty near built portions of a city. Brewer's greenbelts will separate the core of the City from rural areas; conserve wildlife habitat, floodplains, and high value wetlands; and link existing parcels of publicly-owned land to provide travel corridors for wildlife and people. These greenbelts will be modeled on an extensive interconnected system that the Orono Land Trust has put together over the last several years. A land trust will turn parcels over to the town as it acquires them from willing landowners.

## Phase III: Regional Bikeways

The third aspect of the conceptual plan will create a regional system of bikeways that encourage people in outlying communities to use their bikes rather than their automobiles to get to work and other places in the economic center of the region. This phase also extends sidewalks and bikeways into a portion of Brewer where additional growth is encouraged. These components include:

1. Sidewalks and Bikeways along Eastern Avenue and Pierce Road. This area is proposed for residential growth in the "Future Land Use Plan". If such growth does occur here, then sidewalks and bikeways will be needed to enable people to get to the rest of in-town Brewer without using their cars.
2. Extended Bikeways. If the region is serious about enticing people from their automobiles, a regional system of bikeways could play a role. The bikeways extend along all major connector roads as recommended in a regional bikeway plan. Orono and Old Town have joined with the University of Maine to create such a bikeway route which now links the University with shopping and other service areas on Stillwater Avenue and with residential neighborhoods in the two communities.

## PLAN IMPLEMENTATION

Establishing a system of trails and open space will require a partnership among city officials, citizen volunteers, willing landowners, civic organizations, and developers as follows:

1. a new local or regional land trust will be created to identify and purchase key links and receive gifts of land and conservation easements from willing landowners;
2. the Recreation Committee, Conservation Commission, and land trust, assisted by the City Recreation Director and City Planner, will continue to work with citizen volunteers and civic organizations to plan, build, and maintain trails and parks;
3. the Planning Board and developers, assisted by the City Planner and Development Director, will work together to ensure that new development and state and federal projects complement the plan; and
4. the Public Works Department will maintain, renovate, and construct or oversee construction of sidewalks and bikeways in conjunction with road improvement projects.

Development of the open space and trails system will emphasize:

1. working with willing landowners. This plan will not take people's land. Rather, the City and proposed Land Trust will work with landowners who are willing to donate or sell land or easements for trails and open space. This will ensure critical parts of the plan are permanently protected and, if landowners so desire, available for public use;
2. ensuring routes are not blocked. The Open Space and Trails Plan will also be used by the City to work with developers to ensure that development projects retain rather than preclude critical links in the plan wherever possible. It will make the development process more predictable by giving developers advance notice about areas that are considered important to the City; and
3. taking advantage of opportunities. The City plans to develop new bikeways and upgrade sidewalks as local streets and state highways are reconstructed. The City will also apply for federal and state grants to build trails and parks and purchase land and easements.

Priority will be given to implementing the first two phases of the plan. One of the first tasks assigned to the new land trust will be to work with the City to translate this conceptual plan into a detailed strategy that makes sense on the ground.

## E. CAPITAL INVESTMENT PLAN

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### A. Introduction

A capital improvement or investment refers to the construction of a building or physical asset. Examples include fire stations, roads, sewers, and parks.

Unlike "operating expenses" (e.g., payments for salaries and office expenses), capital investments benefit people not only immediately, but for many years to come.

For this reason communities often pay for capital improvements by issuing a municipal bond -- which is the equivalent of an individual taking out a loan or mortgage. Through bond repayments the expense of a new public facility is spread out among all users in the present and future. In order to insure that this is so, the term of the bond, or length of repayment, should not exceed the useful life of the facility.

Not all capital improvements are paid for by bonds. Sometimes a federal or state grant is available to pay for all or part of the cost of a capital improvement. And sometimes a user fee -- a charge for admission to an event, or for a hook-up to a utility -- is a fairer and more appropriate mechanism.

Because the needs of a community like Brewer are many, and money is limited, it is necessary to plan out a schedule of capital improvements and bonds in the near-term future. Such a schedule is called a capital investments plan, or CIP.

The steps in preparing a CIP include:

- 1) Inventorying the range of possible improvements;
- 2) Setting priorities among them;
- 3) Exploring alternative funding sources;
- 4) Evaluating the municipal fiscal capacity; and
- 5) Identifying projects to be built in the next five years, and scheduling out funding sources to pay for them.

A CIP which identifies public investments for the coming five years should be prepared annually by the City as part of its budget document. The document should be "rolling," i.e., should always extend five years into the future from the date at which it is issued.

This chapter of the comprehensive plan is a capital investments plan. It sets the framework for the preparation of annual CIP's for the City of Brewer between 1995 and 1999. The 1995 annual CIP is included as Appendix 5 of this Comprehensive Plan.

## **B. Major Capital Needs in Brewer**

The following is a brief summary of roughly \$30 million in major capital needs of the City as identified through the comprehensive planning process. This discussion only deals with the financial implications of these issues -- for substantive background about these needs, see the relevant chapters in the Comprehensive Plan.

### 1. Public Sewer

The City of Brewer is under legal order from the federal and state governments to reduce the emission of untreated sewage into the Penobscot River from its sewer system. This requires improvements at the treatment plant, and the separation of miles of combined storm and sanitary sewer lines. A City Master Plan estimates the cost of these improvements to be (in 1993 dollars):

<i>Treatment plant upgrade:</i>	<i>\$1,965,000</i>
<i>Sewer line improvements:</i>	<i>\$5,425,000</i>
TOTAL	\$7,390,000

Of the total requirement, the treatment plan upgrade and about half of the sewer line improvements should be accomplished in the next five years -- for a total of about \$5 million.

No federal or state grants are available for these purposes. The cost of improvements must be borne by some combination of users (through sewer user fees), city residents (through property taxes), and/or generators of stormwater runoff (i.e., through a city surcharge on parking lot owners).

The rationale for a charge on owners whose land generates a lot of stormwater runoff is that much of the City's pollution problem, and therefore much of the cost of improvements, is due to excess stormwater overwhelming the existing sewer system. Therefore those owners who generate a high volume of stormwater have a special responsibility to help pay for the solution. However as yet there is no fee structure for assessing such charges. The Comprehensive Planning Committee recommends that a consulting engineer be hired to explore the situation.

In the meantime, this leaves the decision about where to allocate sewer improvement costs in the near term between sewer user fees or property taxes.

In the past all sewer system capital improvements have been paid from higher sewer user fees. Because of this sewer user fees have risen 63% in Brewer since 1990 (see Table 2 in the Comprehensive Plan chapter on the Fiscal Situation) -- more than ten times faster than property taxes. Although there is a nearly complete overlap between property tax payers and sewer user payers, the relative burden of each differs; sewer user fees tend to fall harder on manufacturing industries who use water.

In the interest of fairness, in the interest of keeping sewer user rates from rising out of sight, and in the interest of staying competitive for economic development, the Comprehensive Plan Committee recommends a more balanced approach for anticipated sewer improvements in the immediate future, with municipal bonds (and property taxes) paying the bulk of the cost, and sewer user fees carrying a smaller burden.

## 2. Public Water

Likewise, the Brewer Water District -- which is separate from the City -- is under legal obligation to upgrade its treatment plant and water lines. The total cost of improvements is estimated to approach \$7 million.

The District plans to pay for this by a \$2.8 million grant and \$4.2 million low-interest loan from the Farmer's Home Administration. The cost of repaying the loan will be borne by water users, through an approximately 50% rate increase. No city bonding will be required for these improvements.

## 3. Schools

A recent school system study identified \$12 million in needed improvements to the high school, middle school, and two elementary schools.

The district is submitting this study to the Maine Department of Education in order to obtain a state grant to pay the bulk of these costs. There are two peculiarities about this state grant process which affect Brewer's decision-making about school improvement funding in the near future:

- 1) Even if all goes well, and state government approves all of the capital investments for the school system, the decision won't be made for 8 to 12 years.

While this state school construction program has been around a long time, and while Brewer has followed all of the traditional rules to get funded, in the current political environment it cannot be absolutely assured that any state construction money will still be available in 8 to 12 years.

- 2) The state will only pay for improvements which exceed a local tax effort standard as defined by the state. The actual calculations are complex, but the result is that the state will only pay for capital costs after the school district has incurred \$190,000 in debt service payments. Currently the Brewer School District's debt service payments are about \$30,000 a year.

Again, this is the way the program is today. In 8 to 12 years it could be very different.

These factors come into play in a decision Brewer must face about immediate improvements needed in the school system. There are about a half million dollars in expenditures which need to be made in the next five years, and can't wait 8 to 12 years -- investments such as new boilers, and health and safety improvements.

*If one assumes that the state will eventually fund the Brewer School District request, then it makes sense for the School District Trustees to fund the short-term improvements out of school bond issues -- thus raising debt service payments towards the \$190,000 level. In this scenario it makes no sense at all for the City to pay for the improvements, either through a reserve account or a bond issue, because the effect of this would simply be to reduce the future state grant, and substitute for the state money higher City property taxes.*

*If one assumes that the state program is not a sure thing, and that Brewer taxpayers may have to foot the bill for these improvements anyway in 10 or 15 years -- then it makes sense for the City Government to set up a reserve account for school improvements and to deposit \$100,000 to \$150,000 a year into the account.*

This is a situation which must be monitored carefully. At this point, the school district is proceeding on the assumption that it can obtain state assistance. This seems a prudent course for city government as well, since there have been no indications that the basic state approach to school construction will change in the near future. On this assumption, the best way to pay for the short-term improvements is for the school district to take out debt *with an eye towards raising debt payments at the time of the state award (8 to 12 years out)*. This approach will also provide some relief to Brewer taxpayers in that part of the debt service payments will be paid annually by the normal state school subsidy program. However if there are any changes to the state approach to school construction in the future, this situation should be immediately re-evaluated.

#### 4. City Buildings

Most city buildings are over forty years old and in need of significant repair, or in some cases, replacement. However there is at present no comprehensive inventory of the physical condition and repair needs of city buildings, and of the facility needs of municipal government generally. The Comprehensive Planning Committee recommends that a master plan for city buildings be undertaken in the near future.

Even before such a plan and assessment is made, it is known that the greatest need is in public works. The current garage is old and substandard. A new garage is estimated to cost \$750,000,

of which \$350,000 has already been set aside by the City. Another need is the improvement of access to City Hall (no cost estimates available).

There are no federal or state grants normally available for such purposes. Sometimes a one-time public works bond is issued by the state to promote employment -- such as the recent "Jobs Bond" -- but this is not expected again in the foreseeable future. Therefore the cost of replacement and repair must rely totally on City funds.

## 5. Roads

Brewer has about 60 miles of roadway (in addition to I-395, which is totally a state responsibility). Of this, fourteen miles are state arterials (Routes 1A, 9, 15, and 178). They are the responsibility of the state to build, but of the City to maintain and do minor repairs. The remaining 46 miles are local roads, which are totally the responsibility of the City.

There are problems of congestion and access (both automobile and pedestrian) along the state arterial highways, such as Wilson Street. The state Department of Transportation schedules improvements on these roads according to priorities which are set by the Bangor Area Comprehensive Transportation committee (BACTS), the Regional Transportation Advisory Committee (RTAC), and state plans. Brewer officials and residents must be diligent in participating in regional and state meetings in order to insure that local roads get needed attention.

On the forty-six miles of local roads, residents at the Speak Out Brewer meetings in 1994 identified numerous problems of congestion, access, and poor conditions. City staff have identified three roads as priorities for improvements in the next five years -- Day Road, Lambert Road, and Pierce Road. The costs for repairing these roads, as well as doing normal city-wide repaving, comes to \$1.2 million in the next five years. Even at this rate, the City still will not keep up with all of its needs. The Comprehensive Planning Committee recommends that City staff maintain a computerized pavement management inventory in order to determine the most effective level of scheduled road improvements.

Finally, the Comprehensive Planning Committee has also considered a suggestion for a new road parallel to Wilson Street which would open up new land for development. This is proposed to be studied as part of an overall Wilson Street Master Plan.

6. Recreation/parks/cemeteries

Brewer has a high level of recreation programming and citizen interest. Through the comprehensive planning process the following recreational improvements have been suggested:

<u>Improvement</u>	<u>Cost</u>
Brewer Auditorium renovation (60 years old)	\$250,000
Tennis court reconstruction	\$ 35,000
New baseball field	\$ 75,000
Drainage improvements to other ball fields	\$ 25,000
Community center/ice arena	n/a
Riverfront park	n/a
Bike and walking trails	n/a

The Comprehensive Planning Committee recommends that the community center/ice arena be placed on the 16 acre, city-owned, site behind the high school. It should combine a community center, where events such as graduations and plays and large gatherings can be held, with a sports arena for ice skating and other purposes.

Some state grants are available on a limited and competitive basis for recreational improvements. The Bureau of Parks and Recreation has 50/50 matching grants for certain local facilities. The Department of Transportation has funds available for bike paths. The Department of Economic and Community Development has community development funds available for things like riverfront parks on a highly competitive basis. City officials must remain alert to these possibilities in the years ahead.

However for the most part, recreational facility development expenses must be recouped through either user fees or city bonds.

**C. Fiscal Capacity**

Brewer's current municipal debt is about \$8 million. Its annual debt payments are about \$600,000. These numbers are well within prudent investment standards.

But Brewer's capacity to take on significantly new debt, without sharply increasing local property tax rates, is limited unless it attracts new economic development (see "Fiscal Capacity").

In light of these facts, the Comprehensive Planning Committee has adopted the following goals:

- 1) THAT THE TAX BASE OF BREWER BE INCREASED BY 2% A YEAR, AFTER INFLATION, THROUGH THE ATTRACTION OF NEW COMMERCIAL AND INDUSTRIAL DEVELOPMENT;
- 2) THAT PROPERTY TAX RATE INCREASES NOT EXCEED 2% IN ANY GIVEN YEAR; AND
- 3) THAT THE CITY TAKE ON APPROXIMATELY \$1 MILLION A YEAR IN NEW DEBT TO MAKE NEEDED CAPITAL IMPROVEMENTS OVER THE NEXT FIVE YEARS.

#### **D. Proposed Strategy**

Based on the above needs and guidelines, the following is a proposed capital investment strategy for Brewer from 1995 to 1999.

##### *HIGHLIGHTS OF PROPOSED CAPITAL IMPROVEMENTS STRATEGY*

- *\$7 million overall in improvements;*
- *Of this, approximately \$5 million involves new City debt;*
- *Nearly \$5 million in sewer improvements out of the overall requirement of \$7 million; costs are distributed 37% to user fees (\$1.8 million) and 63% to property taxes (\$3 million);*
- *A new baseball field, new public works garage, renovations to the Brewer Auditorium; and*
- *\$1.3 million in road improvements.*

The next two tables spell out the investments in detail. Table 1 shows the uses of the \$7 million in investments, and lists each project. Table 2 shows the sources of the funds to carry out the capital investment strategy.

**TABLE 1 -- USES OF FUNDS, BREWER CAPITAL INVESTMENT STRATEGY**

	TOTAL	1995	1996	1997	1998	1999
TOTAL	\$7,000	\$1,000	\$3,000	\$1,000	\$1,000	\$1,000
SEWERS	\$4,850	\$ 600	\$2,650	\$ 700	\$ 400	\$ 500
- Treatment Plant	\$2,000	-	\$2,000	-	-	-
- James St. CSO	\$ 90	\$ 90	-	-	-	-
- Parkway South	\$ 310	\$ 110	\$ 200	-	-	-
- Century Street	\$ 250	\$ 250	-	-	-	-
- Patton Court	\$ 150	\$ 150	-	-	-	-
- Oak Grove CSO	\$ 50	-	\$ 50	-	-	-
- Tannery Brook	\$1,500	-	\$ 400	\$ 700	\$ 400	-
- Brewer Cove	\$ 200	-	-	-	-	\$ 200
- Betton Street	\$ 300	-	-	-	-	\$ 300
PUB WK GARAGE	\$ 400	-	-	-	\$ 200	\$ 200
STREETS	\$1,300	\$ 300	\$ 250	\$ 200	\$ 300	\$ 250
- Day Road	\$ 350	\$ 250	\$ 100	-	-	-
- Wilson (MDOT)	\$ 100	-	\$ 100	-	-	-
- Lambert Road	\$ 300	-	-	\$ 150	\$ 150	-
- Pierce Road	\$ 300	-	-	-	\$ 100	\$ 200
- Paving (general)	\$ 250	\$ 50	\$ 50	\$ 50	\$ 50	\$ 50
RECREATION	\$ 450	\$ 100	\$ 100	\$ 100	\$ 100	\$ 50
- Auditorium	\$ 250	\$ 100	-	-	\$ 100	\$ 50
- Woodlawn cmty	\$ 65	-	\$ 65	-	-	-
- Tennis court	\$ 35	-	\$ 35	-	-	-
- Baseball field	\$ 75	-	-	\$ 75	-	-
- General parks	\$ 25	-	-	\$ 25	-	-

**TABLE 2 -- SOURCES OF FUNDS, BREWER CAPITAL INVESTMENT STRATEGY**

	TOTAL	1995	1996	1997	1998	1999
TOTAL	\$7,000	\$1,000	\$3,000	\$1,000	\$1,000	\$1,000
CITY BONDS	\$5,180	\$ 730	\$2,250	\$ 650	\$ 800	\$ 750
- Sewer	\$3,030	\$ 330	\$1,900	\$ 350	\$ 200	\$ 250
- Public bldgs	\$ 400	-	-	-	\$ 200	\$ 200
- Streets	\$1,200	\$ 300	\$ 150	\$ 200	\$ 300	\$ 250
- Recreation	\$ 450	\$ 100	\$ 100	\$ 100	\$ 100	\$ 50
SEWER FEES	\$1,820	\$ 270	\$ 750	\$ 350	\$ 200	\$ 250

## **F. IMPLEMENTATION PLAN**

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### **HOW BREWER WILL MAKE SURE THE PLAN IS IMPLEMENTED**

Even the best and most widely supported ideas can perish in the daily business and crises of a community without an effective support system. To make the most of its investment in planning, Brewer must continually shepherd, nurture, and publicize progress in implementing the Comprehensive Plan. To accomplish this, Brewer will:

1. Establish and charge a citizens' committee called the Comprehensive Plan Review Committee with the task of overseeing implementation of the plan, in conjunction with City Staff.
2. Develop an annual work plan specifying the tasks, schedule, cost, and responsibility for implementing the tasks to be completed each year of the five year plan. The work plan will be developed by the Comprehensive Plan Review Committee with assistance from staff and submitted to the City Council and Planning Board for review and approval by February 1 of each year.
3. Report on progress every six months to the City Council and Planning Board. These reports from the Comprehensive Plan Review Committee (or staff) will identify any obstacles to progress, actions that will help overcome such obstacles, and any changes in direction that are needed to respond to new conditions.
4. Create wall space in a prominent place in City Hall to post a time line of important Comprehensive Plan Implementation projects and show progress and accomplishments. Also display articles and other materials that show how the plan is making a difference to the City.

### **SCHEDULE AND PRIORITIES**

Balancing "comprehensiveness" with strategic focus is one of the biggest challenges in comprehensive planning. Brewer must select, out of the myriad of recommendations that ensure a thorough approach to comprehensive planning, the actions that will have the biggest influence over whether Brewer moves in the direction citizens most desire. While many ideas seem important early on in the planning process, some may need to be dropped, or put off for a time, in the face of the concerted attention that high priority projects will demand. Usually, a community cannot afford to do, even if it has the time, all of the projects on its "wish list." Choices must be made.

The list of priorities that follows is organized into four categories. Part I includes new, one-time projects. These are to be accomplished in the first 2 years or the last 3 to 5 years of plan

implementation, respectively. Part II includes important governmental procedures that need to be continued or changed.

A detailed schedule for accomplishing these projects and changes in governmental procedures, as they rise to top priority, will be included in the annual work plan.

## **Part I: "One-Time " Projects**

### **A. New, High Priority Projects Scheduled For Implementation In 1996-97:**

#### City Facilities and Services

1. Master plan for long range improvements to city buildings
2. Explore "regionalizing" public safety and other governmental services

#### Education

1. Apply for state funds to consolidate and renovate elementary schools.
2. Work with legislative delegation to authorize schools to establish reserve accounts and to fully fund state formula for education and shift reliance from property tax

#### Land Use Regulation

1. Revise zoning and other ordinances to conform with Future Land Use Plan and other plan recommendations

#### Economic Development and Land Use Planning

1. Master Plan for Wilson Street and Riverfront Area Note: This master plan will cover the geographic area circumscribed by Wilson Street, State Street, and the Riverfront/Main Street area between the three bridges. The project may need to be accomplished in phases, depending upon funding availability.
2. Economic Development Marketing Plan for key industries (recycling, outlet, back office, high tech, distribution)
3. Wetlands Mitigation Bank Feasibility Study
4. Work with EPA and DEP to clean-up and develop a plan for reuse of the junkyard hazardous and special waste site (1-5 year project)

#### Historic

1. Place information displays at Indian Trail Park.
2. Reconnaissance level survey of architectural and historical assets in the Wilson Street and Riverfront Master Plan Area in conjunction with the master planning process.

### Recreation and Open Space

1. Conceptual plan for community center and ice arena
2. Create a local or regional land trust
3. Refine and begin implementing the Open Space and Trails Plan

### Street Trees

1. Implement a street tree maintenance and planting program

### Wastewater

1. Analyze the effectiveness of projects already completed to remove stormwater from the CSO system and explore the efficacy of renegotiating the consent agreement at this time.

### Transportation

1. Work with the RTAC, MDOT, and other corridor communities to locate park and ride facilities on US 1A.

## **B. All Other New Projects Scheduled For Implementation In 1998-2001:**

### Fiscal

1. City-wide revaluation
2. Incentives for encouraging private generators to separate and treat their own stormwater; explore methods of allocating costs more equitably among users, generators, taxpayers and others

### Waste Management

1. Contingency plan for sludge waste management
2. Contingency plan for demolition debris when the landfill is full

### Public Transportation

1. Plan for expanding bus hours, stops, and routes; signing stops and buses; and providing covered benches and attractive stops

### Land Use Regulation

1. Revise sign regulations

### Recreation and Open Space

1. Conceptual plan for a community center and ice arena
2. Continue implementing the Open Space and Trails Plan
3. Explore feasibility of connecting local snowmobile trails with state ITS system

### Economic Development and Land Use Planning

1. Incentives for "back-lot" development of Wilson Street (i.e. utility extensions, economic development grants)
2. Strategy for improving the visual appearance of the rest of the city
3. Capitalize a revolving loan fund to encourage private sector investment in Brewer's visual appearance

### Housing

1. Work with property owners and pursue grants for housing rehabilitation, giving priority to the Wilson Street and Riverfront Master Plan Area.

### City Lands

1. City-owned land study and criteria for determining its disposition

### Historic

1. Reconnaissance level survey of the architectural and historical assets in the rest of the city
2. Educate citizens and school children about Brewer's heritage.

## **Part II: Ongoing Governmental Activities**

### **A. Changing Practices and Policies**

#### Comprehensive Plan Implementation

1. Establish a Comprehensive Plan Review Committee
2. Develop an annual work plan
3. Provide semi-annual progress reports to the Council and Planning Board
4. Set up displays to publicize actions and progress in implementing the plan.

#### Fiscal

1. Provide annual fiscal status report to Council (use goals in plan as a touchstone)
2. Prepare annual Capital Improvements Plan, rolling ahead 5 years at a time

3. Provide an allowance from the capital budget for staff time to design and oversee construction projects
4. Create and fund a capital depreciation reserve; routinely plan and budget for a preventive maintenance program for roads, schools, and recreation facilities

#### Regulation

1. Establish a "one stop" permitting office

#### Schools

1. Broaden use of schools for multi-use events and programs

#### Public Safety:

1. Request railroad companies to notify Fire Dept. of daily train schedules; alert the railroad when there is a fire to ensure clear access.
2. Open training facilities to participation by outlying call departments on fee basis
3. Enforce speed limits on Main, Wilson, and State Streets; also coordinate traffic lights and provide sufficient crossing signals on these streets

#### Public Works

1. If voluntary recycling doesn't work, try "pay-by-the-bag"
2. Initiate a multi-community toxic chemical/household disposal system
3. Ensure reusable and recyclable demolition debris is separated at landfill; educate contractors on ways to reuse demolition debris
4. Maintain smooth paving surface on South and North Main, Wilson, and State Streets
5. Maintain a computerized pavement management plan

#### Recreation and Economic Development

1. Actively pursue land swaps and water-dependent uses on the riverfront

#### Water Supply

1. Develop an annual joint work plan between Public Works and the Water District and continue coordinating on specific projects
2. Provide incentives and conduct public education to encourage water conservation

#### City Image and Historic Character

1. Seek grants for to rehabilitate older or historic structures and neighborhoods as part of economic development or housing rehabilitation projects.

## **B. Continuing Important Practices and Policies**

### Citizen Involvement

1. Encourage citizens to participate in government

### Regulation

1. Aggressive code enforcement on health and safety issues (more lenient on non-essentials)

### Schools

1. Use modular classrooms until schools are consolidated and renovated
2. While consolidating elementary schools, retain neighborhood approach
3. Attract the best qualified teachers possible

### Public Safety

1. Minimize reduced staff periods

### Public Works

1. Encourage recycling during spring clean-up; make people aware of ways to reuse and recycle

### Recreation

1. Invite businesses and organizations to adopt trails and parks

### Wastewater

1. Implement the revised combined sewer and stormwater system master plan and periodically review its effectiveness

### Water Supply

1. Work with Dedham to protect the Hatcase Pond water supply
2. Provide City Council liaison with Water District
3. Cooperate on specific projects with Bangor Water District
4. Participate in legislative tracking and lobbying efforts of Maine Water Works Association

## **COORDINATION WITH THE STATE**

To get to where Brewer wants to be in the next ten years, the City will need help from the State. The following projects will require such assistance:

### Schools and Education

1. School renovations
2. Changes in school funding policies

### Projects in Economic Core/Primary Transportation Corridors:

1. Master Plan for Wilson Street and Riverfront Area
2. Wetlands Bank Feasibility Study
3. Back-lot development of Wilson Street
4. Reconnaissance studies for historic & architectural assets in master plan area
5. Housing Rehabilitation in master plan area
6. Planning for community center and ice arena
7. Enhancements for "The Bus" service
8. Open Space and Trails Plan Implementation in growth area
9. Speed limits

### Environmental Protection:

1. CSO consent agreement and plan
2. Junkyard hazardous waste site clean-up
3. Contingency plan for sludge waste management
4. Contingency plan for demolition debris
5. Toxic/household chemical disposal system

### Other Recreation:

1. Open Space and Trails Plan Implementation in areas outside master plan area

## **COORDINATION WITH NEIGHBORING COMMUNITIES**

Brewer also plans to coordinate with other communities on the following projects:

1. Regionalization of public safety and governmental services
2. Creation of a land trust
3. Establishment of park and ride facilities on US 1A
4. Enhancements to "The Bus" service
5. Protection of Hatcase Pond water supply
6. Establishment of a toxic/household chemical disposal system
7. Coordination with Bangor Water District



**Appendix 1:**  
**SPEAK-OUT BREWER SUMMARY**

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**Appendix 2:**

**VEHICLE AND EQUIPMENT INVENTORY**

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**Appendix 3:**  
**BREWER COMMUNITY FOREST**  
**MANAGEMENT PLAN (excerpt)**

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**Appendix 4:**  
**RESPONSE TO PUBLIC COMMENTS**  
**ON PRELIMINARY COMPREHENSIVE PLAN**

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**Appendix 5:**  
**FIVE YEAR DETAILED CAPITAL**  
**INVESTMENT PLAN**

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**Appendix 2:**  
**LIST OF CAPITAL EQUIPMENT**

CITY OF BREWER PUBLIC WORKS DEPT.								JANUARY 1995
VEHICLE and EQUIPMENT INVENTORY								
YEAR	Make/Model	AGE	CONDITION	EST.LIFE YRS.	MILAGE	HOURS	DESCRIPTION	
<b>Code Enforcement</b>								
102	1993 Ford Ranger XL	1	EXCELLENT	7	10147.0	N.A.	PICKUP	
<b>Engineering</b>								
103	1984 Pontiac Wagon	10	Fair	7	79436.0	N.A.	STATION WAGON AUTO	
<b>Police</b>								
202	1994 Chevey Caprice	1	EXCELLENT	2	21765.0	N.A.	CRUISER	
208	1993 Ford Crown Vic	1	Good	2	53251.0	N.A.	CRUISER	
209	1989 Chevey Caprice	5	Good	2	94418.1	N.A.	CRUISER	
211	1991 Chevey Caprice	3	Fair	4	118580.0	N.A.	CRUISER	
212	1991 Chevey Caprice	3	Good	2	90930.0	N.A.	CRUISER	
213	1989 Chevey Caprice	5	Fair	2	89567.9	N.A.	CRUISER	
<b>Fire</b>								
301	1990 Pierce Arrow	4	Good	20	10204.0	855	PUMPER	

302	1980	Emergency I	14	Good	20	38456.0	1773	PUMPER	
303	1947	LaFrance Pumper	47	Poor				RESERVE PUMPER	
304	1963	Mack Pumper	31	Good	20	39524.0	873	PUMPER	
305	1991	Pierce Aerial	3	Good	25	4552.0	371	AERIAL LADDER	
307	1985	GMC Sierra 1500	9	Good	7	34942.0	N.A.	PICKUP	
308	1985	1 ton Rescue	9	Good	15	9458.0	1272	RESCUE	
310	1990	Chevey Caprice	4	Fair	2	11043.0	N.A.	AUTO	
Public Works									
401	1985	Chevy Celebrity	9	Fair	5	89112.0	N.A.	AUTO	
402								RESERVE	
403	1981	Ford F-150	13	Poor	7	109062.0	N.A.	SEWER STUDY PICKUP	*
404	1990	JD Loader 642E	4	Good	7	N.A.	3239.0	LOADER 3 YARD	
405	1978	Mack R492P Dump	16	Fair	10	129254.0	N.A.	DUMP TRUCK/PLOW	
406	1988	F-250 4x4	6	Fair	7	41744.0	N.A.	PICKUP 3/4 TON/PLOW	*
407								RESERVE	
408	1985	Ford LT9000	9	Good	10	11698.0	3440.4	SEWER FLUSHER/VACUU M	
		REAR ENGINE	20	Fair		N.A.	1367.8		
409	1992	Ford LN8000	2	Good	10	17132.0	2235.0	DUMP/BASIN CLEANER/PLOW	
410	1989	Ford LT9000	5	Good	10	57462.7	6989.0	DUMP	

								TRUCK/PLOW	
411	1994	Stow Roller	1	EXCELLENT	10	N.A.	N.A.	HOT TOP ROLLER	
412	1990	Case 721 Loader	4	Good		N.A.	3900.0	LOADER 3 YARD	
413	1971	Power Plant	23	Poor	15	N.A.	N.A.	ENGINE FOR HYDRAULIC PUMP	
414	1988	Cat 140G	6	Good	12	N.A.	2871.0	MOTOR GRADER/PLOW	
415	1981	Ford F-100	13	Poor	7	81694.0	N.A.	PICKUP	
416	1986	Bomb Sid Plow	8	Fair	7		8661.0	SIDEWALK PLOW	
417	1973	Low Bed Trailer	21	Good	7	N.A.	N.A.	LOW BED TRAILER	
418	1970	Sewer Rodder	24	Fair	15	N.A.	N.A.	SEWER RODDER/CLEANER	
419	1990	Elgin sweeper	4	Good	7	8201.0	2114.0	STREET SWEEPER	
		REAR ENGINE	4	Good		N.A.	1668.0		
420	1967	I-H Cub	27	Poor	10	N.A.	171.0	TRACTOR/MOWER	*
421	1975	Cat Comp 816	19	Fair	7	N.A.	378.0	LAND FILL COMPACTOR	
422	1970	Screen Plant	24	Fair	10	N.A.	N.A.	GRAVEL SCREEN	
423	1977	Mack R492P Dump	17	Fair	10	172177.0	N.A.	SANDER/PLOW	
424	1978	Ford LN8000	16	Fair	10	176385.0	3534.7	SANDER SWENSON	
425	1989	Chevy 1-Ton	5	Good	7	36717.5	N.A.	PATCH/UTILITY	

							JANUARY 1995	
		CITY OF BREWER PUBLIC WORKS DEPT.						
		VEHICLE and EQUIPMENT INVENTORY						