



CITY OF BANGOR

2022 COMPREHENSIVE PLAN



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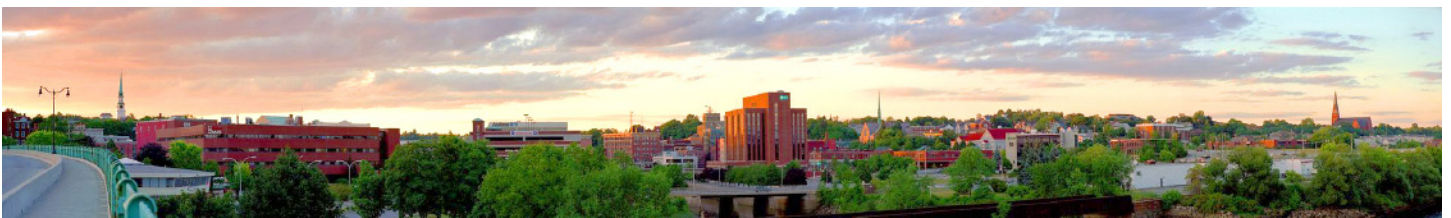
Photo of Paul Bunyan statue, designed by J. Normand Martin

Photo of Downtown Bangor by Denis Tangney Jr.

TABLE OF CONTENTS

Executive Summary	5	Policies and Actions (continued)	
Introduction	8	Economic Development	50
What is a Comprehensive Plan?	9	Mobility	62
Planning Process	9	Environment	71
A Community-Driven Plan	11	Facilities and Services	79
Planning in Bangor	11	Arts and Culture	91
Implementation Efforts	11	Fiscal capacity and capital planning	96
Recent Planning Initiatives	12	Implementation Plan	98
Coordination of Planning Initiatives	13	Why is this important?	99
Looking Back	14	Implementation matrix overview	99
Looking Forward	15	Identifying Priorities	99
Engaging the Community	17	Putting the Plan into action	100
Engagement and Outreach Strategies	18	Implementation Matrix Key	101
Community Input	19	Implementation Matrix	103
Opportunities for Feedback	20	Regional Coordination	134
A Vision for the Future	21	Transportation	135
Vision Statement	22	Housing	135
Goals	23	Homelessness	135
Future Land Use	29	Workforce Development	136
Purpose of the Future Land Use Map	30	Climate Action Planning	136
Process of Developing the Future Land Use Map	30	Natural Systems Protection	136
Land Uses	30	Arts, Culture, and Recreation Economy	136
Policies and Actions	33	Appendices	137
Land Use	35	Appendix A: Engagement Summary	138
Housing	40	Appendix B: Glossary of Terms	150
		Appendix C: Inventory and Analysis	155

Source: City of Bangor



*Photo of Kenduskeag
Stream, downtown Bangor
by Denis Tangney Jr.*



EXECUTIVE SUMMARY

The City of Bangor is the urban and cultural center of Northern and Eastern Maine. Bangor's vibrant downtown, rich history and culture, and proximity to key regions in the state make it a desirable place to live, work, and visit.

*Aerial photo of Bangor
by Steve Osemwenkhae,
courtesy of the Federal
Reserve Bank of Boston*



Despite its numerous assets, Bangor’s population has remained relatively stagnant since the 1970s, with a slight decline from 2010 to 2020. The City is currently recovering from the COVID-19 pandemic, a public health crisis with wide-ranging impacts including an increase in the number of individuals experiencing homelessness in the region and a growing housing crisis. In addition, the City, region, and state are working to attract and develop workers across all industries in the face of a shrinking workforce as the population ages and young people leave the state.

Recent national and global events have also brought opportunity and changes to Bangor and the region. In 2021, Maine ranked first, nationally, as the state with the highest percentage of inbound moves and ranked second in 2022, with continued in-migration of people who are drawn to the state’s small communities and pristine open spaces.¹ New investment in redeveloping downtown, resurgence in post-pandemic passenger travel at Bangor International Airport, and a slight (and unanticipated) increase in resident population from 2020 to 2022 are all signs of growth and opportunity in Bangor. This Plan provides a framework to strategically encourage continued population growth to strengthen the region’s workforce and enhance the community.

This Plan has been developed in the context of these challenges and opportunities and it addresses these and other issues that have emerged since the 2012

Comprehensive Plan was developed. A consistent theme heard from residents, stakeholders, City staff, and elected officials is the enormous potential of the City and the commitment of the community to realize that potential through enhancing the City’s many existing assets.

City stakeholders have come together to create a vision for a more vibrant, resilient, safe, and inclusive community. Achieving this vision will require great collaboration among City and regional leaders, community organizations, educational institutions, the business community, residents, and other stakeholders. This Plan also acknowledges the importance of promoting the City’s unique assets and leveraging the progress already made by City staff, community groups, the state, and grassroots initiatives to incrementally improve the quality of life and social and economic opportunities in Bangor.

The City recognizes that building a strong and resilient city for the 21st century requires an approach to decision-making that centers equity and sustainability. This Plan was



Source: Peter Van Allen, Mainebiz

¹Valigra, Lori. Bangor Daily News. Maine was among the most popular states to move to in 2022. Bangordailynews.com. January 3, 2023. Accessed February 24, 2023. <https://www.bangordailynews.com/2023/01/03/business/maine-inbound-moving-2022>

developed through lenses of equity and sustainability to encourage and support growth and change from within the community, which benefits the whole community rather than through prescriptive policy changes.

Several key themes and top priorities were identified through community engagement and outreach, including affordable housing, the need for a variety of housing types, and the protection and preservation of natural areas and natural systems. All of these priorities are dependent on policies established in this Plan to review, update, and amend local land use ordinances. The City recognizes the need to first ensure that the City's regulatory framework is consistent with the City's goals before moving forward on other programs and initiatives. Economic development is another key priority for City stakeholders. While several policies within this Plan address economic growth specifically, the concept of asset-based economic development is applied throughout the Plan with policies and actions that address livability and the enhancement of the City's existing resources, including parks, walkability, a vibrant downtown, transit, educational institutions, community services, housing, and recreational amenities.

While this document provides individual policy and action recommendations to address key issues and further City goals, these policies and actions are interrelated. The Plan is intended to be a cohesive or comprehensive strategy for Bangor's future growth and development. Once implemented, over time, these individual action items will, collectively, move the City forward toward its vision. Addressing complex issues and building a strong community cannot be done in silos by individual departments or groups. This Plan was developed collaboratively with input from a variety of stakeholders and presents a framework for collaboration in implementing this Plan for the next decade.



The Plan

This document is intended to be easy to navigate and for all stakeholders to access and use in implementing the Plan. The Plan structure builds from the big picture visioning effort to the specific detailed recommendations of action items.

The foundation for the Plan is the vision statement for the City, which expresses the values of community members. From the vision statement, the City established 10 goals that further communicate Bangor's priorities and address key challenges. Fifty policies were developed to support these goals, with most policies addressing more than one goal. While policies have been broken down into seven categories for organizational purposes (land use, housing, economic development, mobility, environment, facilities and services, and culture), many policies impact a variety of topic areas and each of the City's 10 goals has multiple policy recommendations to support it. An explanation of each policy and how it relates to the City's big picture goals and vision is provided along with several action items to implement the policy. Finally, the implementation plan lays out each policy and associated action items with guidance for implementing each action.

Background information collected and organized within an inventory and analysis of the City's current conditions in accordance with the Maine Growth Management Act is included in the appendices. The Plan highlights essential information from the inventory in the following chapters that address key issues for Bangor.

INTRODUCTION

In the fall of 2021, Bangor began a process to develop a new Comprehensive Plan. Since the City's last Comprehensive Plan in 2012, there have been many structural, economic, and policy changes that have affected the City.

*"Winter in West Market,"
a block print by Bangor
artist, Jeff Wahlstrom.*



What is a Comprehensive Plan?

The Comprehensive Plan is a long-term vision and roadmap that will guide the City of Bangor’s future. This Plan establishes a framework for Bangor’s land use planning and zoning policies and will guide decisions on managing growth and redevelopment, investing in capital improvements, and addressing community issues, including affordable housing, economic development, and environmental protection.

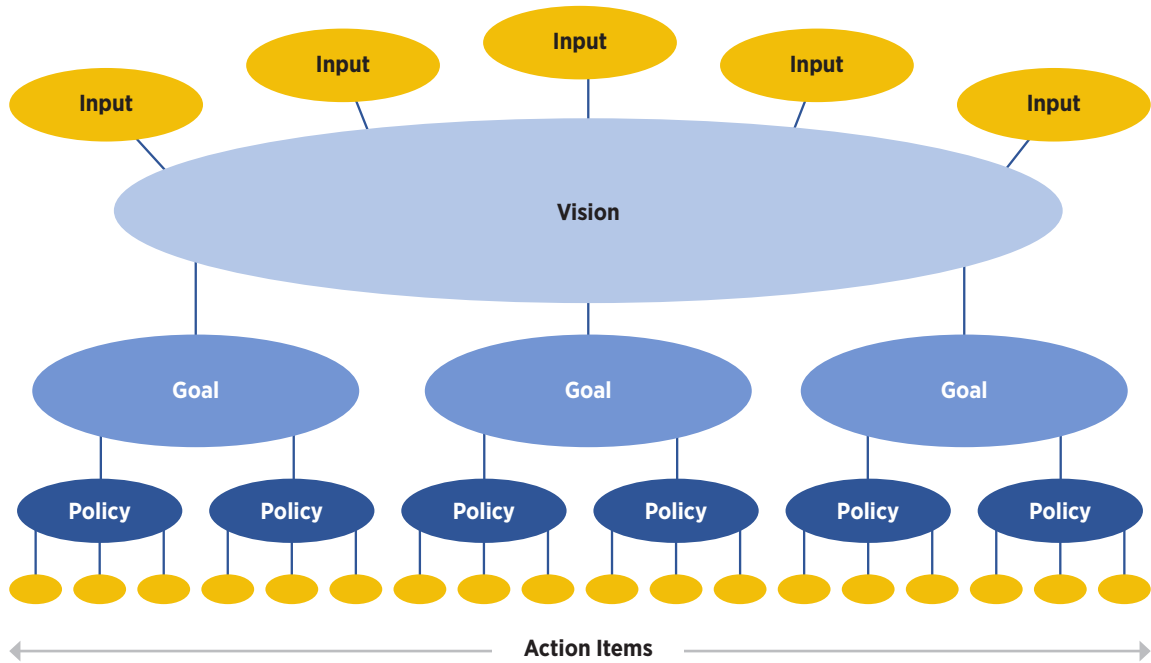
The State of Maine (the state) requires municipalities to create comprehensive plans to plan for and manage growth and development. The state specifies the minimum requirements necessary for comprehensive plans in accordance with the Growth Management Act (30-A M.R.S.A. §§ 4312 – 4350). Through this law, the state requires any future land use, zoning, growth management, and impact fee ordinances to follow the Comprehensive Plan. The following are the state’s minimum required components of a comprehensive plan:



1. **Vision Statement**
2. **Public Participation Summary**
3. **Regional Coordination Program**
4. **Future Land Use Plan**
5. **Topic Areas** - including goals, analysis, conditions and trends, policies, and implementation strategies for each of the following areas:
 - a. Historic and Archaeological Resources
 - b. Water Resources
 - c. Natural Resources
 - d. Agricultural and Forest Resources
 - e. Marine Resources (if applicable)
 - f. Population and Demographics
 - g. Economy
 - h. Housing
 - i. Recreation
 - j. Transportation
 - k. Public Facilities and Services
 - l. Fiscal Capacity and Capital Investment Plan
 - m. Existing Land Use
6. **Applicability**
7. **Evaluation**
8. **Certification**

Planning Process

In the fall of 2021, Bangor began a process to develop a new Comprehensive Plan. Since the City’s last Comprehensive Plan in 2012, there have been many structural, economic, and policy changes that have affected the City. The City began the planning process with an inventory and analysis of existing conditions to better understand current and emerging issues. Some of the key issues identified in this process were affordable housing, the increased prevalence of people experiencing homelessness, current and future impacts of climate change, and the ongoing COVID-19 pandemic.



The inventory and analysis laid the groundwork for the community engagement process and served as a foundation for developing policy and action recommendations.

A robust community engagement effort was conducted to understand the values of Bangor residents and stakeholders and develop a vision for the future of the City. Input from community members formed the City’s vision and goals and guided the development of policy recommendations to achieve the vision.

Public outreach from previous planning efforts, including the Economic Development Strategic Plan and American Rescue Plan Act (ARPA) funding meetings, were reviewed and also informed the development of this Plan.

Goals identified during the community engagement process were used to develop a future land use plan. The land use plan identifies broad categories of land use, and the intensity of land use across areas of the City. It guides policy surrounding land use, acts as the foundation for the City’s zoning regulations, and will guide future amendments to the City’s zoning regulations. The land

use plan identifies priority development areas within a “growth boundary”, where development will be driven. It also identifies rural areas where conservation should be prioritized. The future land use plan depicts zones for open space, commercial areas, downtown, various residential areas, the airport, and the waterfront. The future land use map will be used to support the goals that were identified during the community engagement process.

The vision and community goals were also used to develop policy recommendations to address current and emerging issues and work toward implementing the City’s vision. Action items were created to provide actionable steps that the City can take to achieve each policy goal. City stakeholders, including City staff, City Council, and the Planning Board, provided feedback on policies and action items.

An implementation plan was created as a framework to guide the implementation of Plan policies and to identify specific actions associated with achieving the goals of the plan. It also identifies responsible parties and partners to be involved in carrying out each part of the Plan. The implementation plan establishes ownership and priority of

action items to help ensure that the City sees results from the entire comprehensive planning effort.

This Plan was intentionally structured, based on community feedback, to establish a vision for Bangor prior to developing goals and policies. Goals were then introduced to build upon the vision statement. Policies and actions support the City’s goals. The implementation plan drives action and creates a framework to achieve Bangor’s vision.

Project Timeline:



A Community-Driven Plan

This document is truly a community-driven plan, based on input from residents, City staff, business owners, and other stakeholders. Opportunities for community involvement were offered throughout the process. Feedback from visioning sessions and online engagement early in the visioning process informed the development of the City’s vision statement and goals and set a foundation for developing policy recommendations and establishing priorities. At each stage of the process, draft documents were shared publicly via the project website and at public

meetings and workshops of the City Council and Planning Board. Feedback on each stage of the Plan was solicited via online comments, online surveys, at community events, and at public meetings. Input received during each phase of the process was carefully considered, and revisions were made in response to stakeholder comments where appropriate.

Planning in Bangor

Implementation efforts

Bangor’s prior Comprehensive Plan was completed in 2012. This updated Plan builds upon the strategies of earlier planning efforts and provides innovative approaches to address new challenges. Since the 2012 Comprehensive Plan was adopted, the City of Bangor has undergone several planning initiatives and projects and taken important steps to reach the goals of the 2012 Plan.

Some accomplishments since the 2012 Plan include:

- Regulations to allow for accessory dwelling units
- Modifications to permit new uses in certain districts
- Implementation of a municipal stormwater utility
- Preservation of additional open space areas
- Continued maintenance and enhancement of City parks
- Continued maintenance and enhancements to utility infrastructure
- Construction of the Davis Brook combined sewer overflow (CSO) storage tank
- Construction of the Community Connector Transit Center

This Plan incorporates priorities from the prior Comprehensive Plan that are still relevant (protection of natural areas and water quality, improved pedestrian connectivity, support for cultural programs and events, etc.), and integrates those values into recommendations within the context of today’s challenges.

Recent planning initiatives

Most recently, the City completed an Economic Development Strategic Plan designed to set clear and achievable economic development goals and create policies and programs to achieve the goals. The policy recommendations laid out in this Plan focused on the positioning and branding of the City, downtown development, development around the Bangor Mall, jobs, and housing. The strategic plan was completed in January 2022.

The City adopted a Parks and Recreation Master Plan in 2021. The goal of the master plan was to assess how well existing facilities and programs addressed the community’s needs, create benchmarks to guide decision-making, and identify and prioritize investments in future programs to address community needs. The plan covers parks and recreation facilities managed by the City’s Parks and Recreation Department, including the recreation center, outdoor public pools, skating arena, athletic fields, neighborhood parks, playgrounds, and natural areas and trails.

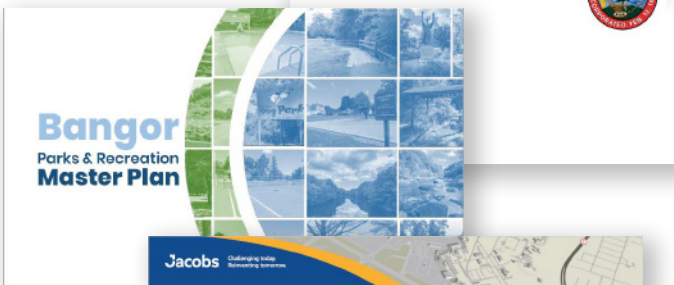
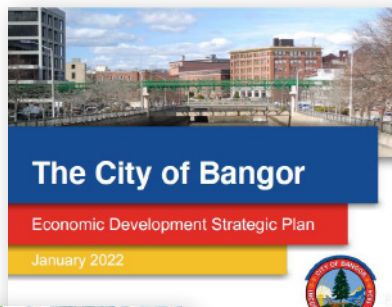
Through community outreach efforts, a survey, stakeholder input, staff interviews, physical site evaluations, and benchmark analysis, the City was able to identify current parks and recreation needs and create a plan to prioritize improvements. Short-term, mid-term, and long-term projects are laid out in the master plan.

In 2021, the City also completed the Bangor International Airport Master Plan. The plan discusses the growth of the airport in recent years and initial recovery from impacts of the COVID-19 pandemic. It also forecasts commercial and military aircraft operations, passenger demands, and general aviation activity. The plan discusses options for expansion and accommodating growth. The airport also does not meet several Federal Aviation Administration design standards, and the plan outlines key steps to correct current deficiencies.

In March 2019, the Bangor Housing Work Group developed the Recommendations to Improve the Status of Housing in Bangor report. The report examines the status of housing in the City and provides an action plan to address the condition of rental housing, housing affordability, and opportunities to increase housing supply.

Other key City planning initiatives are referenced in this Plan and have provided guidance on policy and action recommendations:

- Bangor Stormwater Management Plan (2021)
- Rolland F. Perry City Forest Management Plan (2021)
- Bangor Broadband Strategic Plan and Roadmap (2020)
- Bangor Transit Study (2019)
- Bangor Public Health & Community Services Strategic Plan (2018)
- Bangor Livable Communities Action Plan (2018)
- Bangor Waterfront Master Plan (2015)
- Bangor Arts and Cultural Policy (2014)

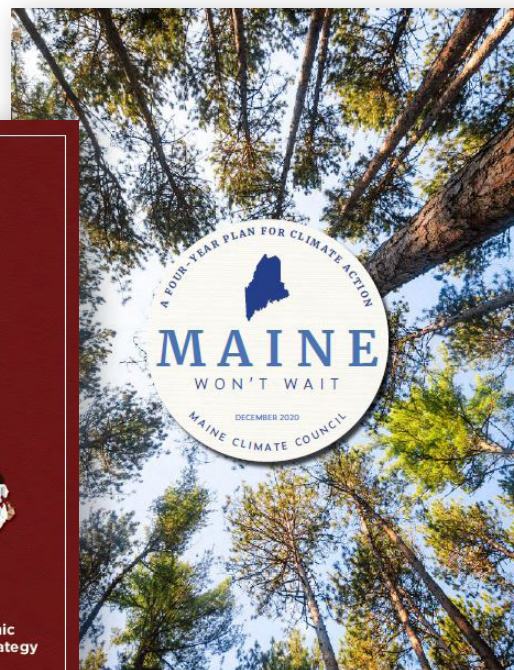
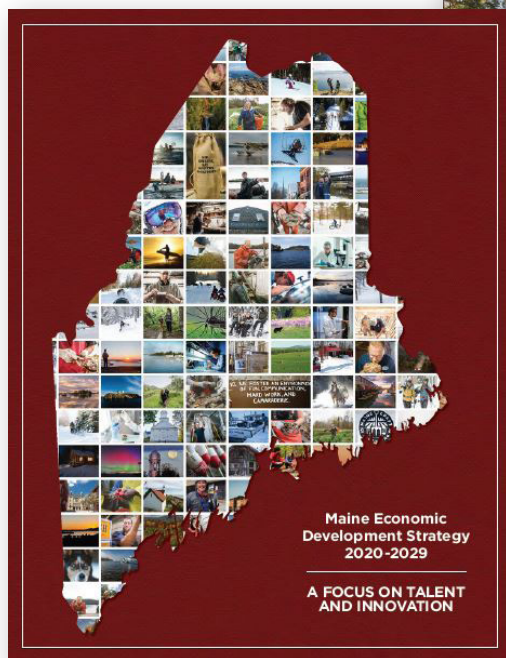


In addition to municipal planning initiatives, regional and state planning efforts have established clear goals and strategies for addressing climate change, strengthening the state’s economy, improving transportation options and safety, and addressing other critical issues that have a regional impact. The following documents are referenced in this Plan and were essential in establishing policy recommendations for the City that align with regional and state goals and will be mutually beneficial to the region and state:

- Penobscot County Maine Shared Community Health Needs Assessment Report (2022)
- Eastern Maine Development Corporation, Comprehensive Economic Development Strategy (2021-2025)
- Maine Won’t Wait Climate Action Plan (2020)
- Maine Economic Development Strategy (2019)
- Bangor Area Comprehensive Transportation System (BACTS) Long Range Pedestrian and Bicycle Transportation Plan (2019)
- Penobscot Valley Community Greenprint (2009)

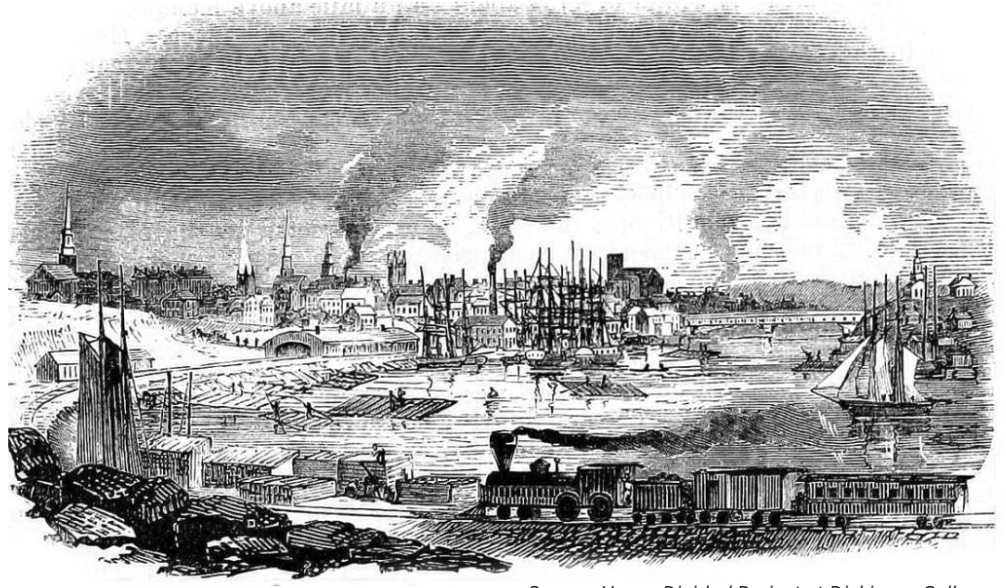
Coordination of planning initiatives

This Comprehensive Plan is intended to coordinate the goals and recommendations of previous planning initiatives into one consistent document. Previous planning efforts provide significant detail and will not be replaced by the Comprehensive Plan. The policy recommendations provided in subsequent sections will build upon recommendations made in previous efforts and will reinforce the priorities of prior planning initiatives while tying in these themes with Plan goals and providing broader context for priority issues through the lenses of equity and sustainability. This Plan also aligns policy recommendations with state and regional planning efforts to support state and regional goals and recognize Bangor’s unique position and potential as a hub for growth and development. Aligning policy recommendations with state and regional goals will position the City for future funding opportunities and to work collaboratively with state and regional partners toward common goals.



Looking Back

The Penobscot Nation's ancestral homelands are located along the drainage area of the Penobscot River, including what is now Bangor. The Penobscot (penawahpkekeyak, or the people of the place of the white rocks) were traditionally a hunter and gatherer society, using the river and nearby areas for fishing, hunting, gathering, and travelling.²



Source: House Divided Project at Dickinson College

By the 1830s, the Penobscot Nation lost most of its ancestral territory. Today, their territory includes more than 4,900 acres of land, including roughly 200 islands in the Penobscot River. The tribe also manages over 90,000 acres of trust lands in nine locations around the state. The Penobscot's primary village and seat of government is located on Indian Island above Old Town Falls.³

Portuguese explorers are believed to be the first Europeans to visit what is now Bangor, located on the edge of the Northwoods and along the Penobscot River. French, Portuguese, and English explorers visited the area in the 1500s and 1600s. The first settlement was established in 1769, and the Town of Bangor was incorporated in 1791.⁴

In the early 1800s, Bangor became the center of the state's robust lumber trade. Trees from Northern Maine were harvested in the winter, and logs were sent down the Penobscot River to Bangor in the spring. By the 1850s, the City was considered the lumber capital of the world, and

Bangor was one of the busiest ports on the East Coast. At its peak, Bangor was home to roughly 150 sawmills, and 3,300 ships stopped on the City's waterfront. Ship building, fur trading, ice, and other industries were also successful in the area.⁵

The Bangor and Aroostook and Maine Central Railroads were completed in the 1890s, serving the greater Bangor area, which allowed for commercial and public transport throughout the region. In 1896, the Bangor Symphony Orchestra was founded and remains one of the oldest, continuously operating orchestras in the U.S.

By the 20th century, the ship building industry started to shift toward steel-based ships that ran on steam power. On April 30, 1911, a large fire destroyed a significant portion of Downtown Bangor. Over the course of nine hours, 100 buildings and 285 residences were destroyed. Most sawmills, warehouses, and other commercial structures were not rebuilt. The lumber and ice industries began to decline, and small retail-based businesses took their place.⁶

² Penobscot Nation: Information and Resources for the Oldest Government in the Western Hemisphere. <https://www.penobscotnation.org/> Accessed February 24, 2023.

³ Wabanaki Alliance. <https://wabanakialliance.com/penobscot-nation/> Accessed February 24, 2023.

⁴ City of Bangor, Maine. History. <https://www.bangormaine.gov/content/2037/1495/1864/default.aspx> Accessed February 24, 2023.

⁵ Bangor Public Library. Local History. <https://www.bangorpubliclibrary.org/localhistory> Accessed February 24, 2023.

⁶ Bangor Public Library. Local History. <https://www.bangorpubliclibrary.org/localhistory> Accessed February 24, 2023.

Evidence of the City's timber industry still exists today. Former lumber baron mansions are scattered throughout the City, former mills have been repurposed for other uses, log driving piles are scattered throughout the Penobscot River, and the statue of Paul Bunyan towers above Main Street.



Source: Bangor Historical Society

The City has 10 historic districts, 31 landmarks, and 36 properties on the National Register of Historic Places. Bangor's historic assets help create a cultural fabric and shape the City's identity. Bangor's history has defined the architecture and landscape of the City, and, as noted in the visioning process, is important to preserve. Bangor's historic assets create a shared sense of place among community members and contribute to its rich culture.

Bangor's industrial history has impacted its growth and development. The decline of mills led to a period of economic downturn in the City, causing many residents to move to other regions of the state to find work. The City had to look to other industries to sustain its working population. Healthcare, education, retail, and service-based industries began to grow and provide opportunity to Bangor residents.

Lessons learned from Bangor's past economic and social challenges will guide the City as it looks to the future and economic growth. Supporting emerging industries and embracing technology is a priority, while also preserving the City's natural, historic, and cultural resources that make Bangor unique and can be leveraged to enhance the City's livability and strengthen connections to the community's past.

Looking Forward

Today, Bangor is the commercial, service, and urban center for Northern and Eastern Maine and the Maritimes. Healthcare, education, and service-based industries drive the City's economy. Bangor balances the feel of a small town with the amenities of a big city. As it continues to grow, Bangor will work to preserve what has made the City unique.

The key priorities outlined in this Plan respond to new and known challenges and chart a path forward for Bangor by building upon the City's assets and investing in the community. Challenges created by the COVID-19 pandemic,



Source: Greg A. Hartford, Photographer

demographic changes in the City and region, and changing economic conditions provide Bangor the opportunity to address key issues with input from the community.

The City will continue to support local and regional efforts to address the housing crisis. Bangor will look to take bold action to update regulations and build programs using creativity and technology to create opportunities to increase housing supply, support those who are experiencing housing insecurity and homelessness, and improve the quality and safety of housing in Bangor. The City will continue to be a leader in advocating for the needs of residents and push for more to be done by the state and region to address housing needs.

The Penobscot Theater, Bangor Arts Exchange, Zillman Museum of Art, and Maine Savings Amphitheater, among others, are the foundation of the City's arts and entertainment industry. Moving forward, Bangor will continue to grow and promote this industry and support the arts throughout the City. Bangor will also look to increase the vitality of downtown and continue beautification, marketing, and events initiatives to draw visitors and residents to the area.

Bangor will play a key role in sustainability and climate efforts throughout the region. The City is currently collaborating on a regional climate action

plan and will look to implement policies of the Plan to build a more resilient community and position the City to address climate impacts in a thoughtful and responsible way. Bangor will prioritize the preservation and protection of natural areas and access to open space to protect natural systems as well as for enjoyment by residents and visitors.

Bangor's recently opened Transit Center provides an opportunity and momentum for the City to advocate for expanding transportation options (including transit, bicycling, and walking) and continuing to expand existing networks to improve connectivity, safety, and equity.

In order to thrive in the future, the City will need to attract a diverse workforce. Initiatives described above (transportation connectivity, housing options, arts and entertainment, and sustainability) all contribute to making Bangor a great place to live, work, play, and do business. Moving forward collectively to address these challenges

will help the City attract a strong workforce, new businesses, and community members who are dedicated to the success of Bangor. The goals, policies, and actions as laid out in this Plan are all interrelated. Recommended actions have been carefully considered as they relate to the City's overarching goals and, ultimately, help Bangor achieve its vision for the future.



Source: Joshua Gass, Bangor Arts Exchange

ENGAGING THE COMMUNITY

The City of Bangor conducted a robust public outreach effort in order to engage Bangor community members and receive input from as many stakeholders as possible. The goal of the engagement effort was to identify community values and priorities and collaborate on a vision for the City's future.

*After dark in West Market
Square, photo by
Greg A. Hartford*



Engagement and Outreach Strategies

The visioning effort was conducted between March and June 2022, with ongoing opportunities for input from the community during the planning process. The engagement strategy included the following:

- Initial listening sessions with select City boards and committees
- Planning lecture series
- Walk audit survey
- Three in-person visioning sessions
- One remote visioning session (held via Zoom)
- An online, virtual engagement Social Pinpoint site
- Online visioning survey (paper copies were made available through the Planning Office)
- Community events and communication facilitated by City staff

To reach a broad range of community members, the City shared updates on the planning process and advertised public meetings and workshops through the City website, the project website, email lists, local print and digital media, social media, mailings to residents, and through outreach to committees and community groups.

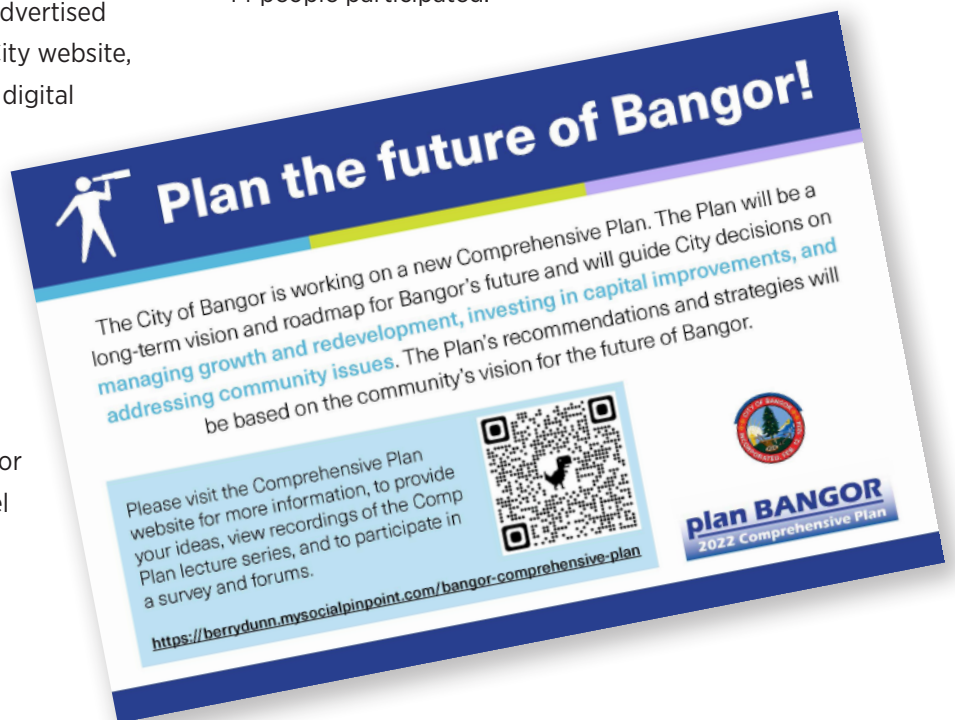
Prior to kicking off the Comprehensive Plan process, the City conducted listening sessions with the City Council, Planning Board, Commission on Cultural Development, Historical Preservation Commission, and Bangor Land Trust. These sessions discussed high level goals and challenges for the City.

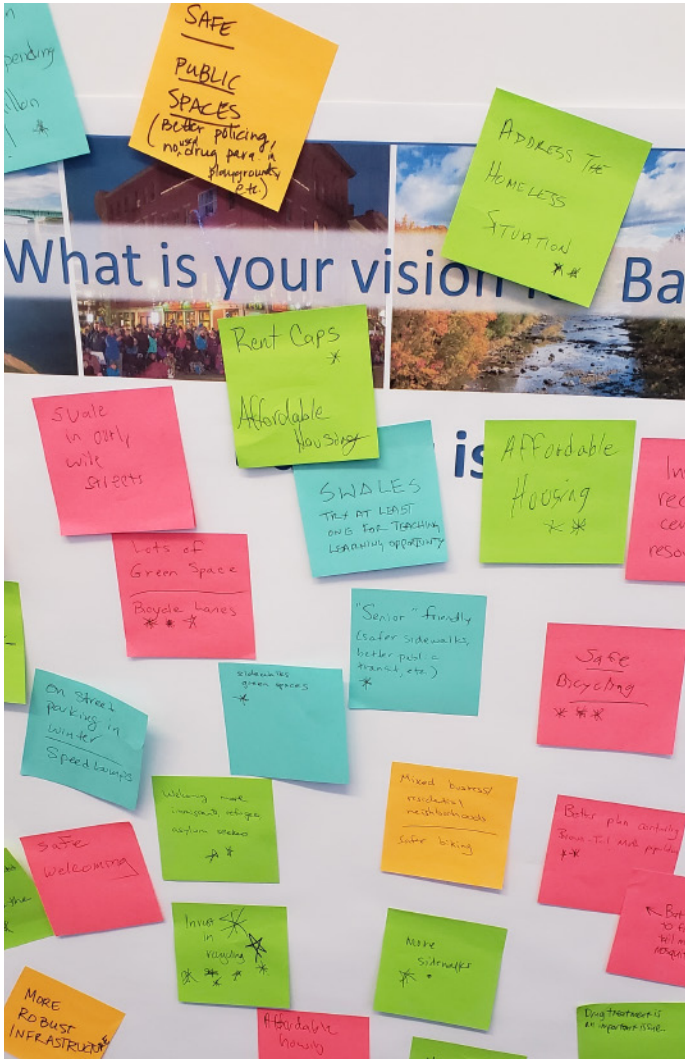
Leading up to the visioning effort, the City hosted a virtual lecture series to educate the public about key planning issues and to initiate discussion on these topics as they relate to Bangor. Recordings of all lectures were made available on the project website.

Additionally, in fall of 2021, the City created a walk audit survey to provide community members with the chance to share their walking route with the City and identify and specific concerns or ideas they had for improvement. The City received more than 140 responses to the walk audit with suggestions for improvements to create a safer, more accessible, and more pleasant experience for pedestrians.

Three public visioning sessions were held on April 26-27, 2022. A total of 33 attendees participated in the sessions. Sessions included a discussion of where and how Bangor should grow, along with vision boards for participants to comment on four themes: invest, protect, promote, and connect. Participants were also invited to complete a postcard asking how they would describe Bangor to someone who is not familiar with the City.

The visioning session held at Husson University also included a presentation and interactive poll in which 14 people participated.





Source: City of Bangor

To accommodate stakeholders who were not able to attend the in-person visioning sessions, a remote visioning session was held via Zoom. More than 30 participants discussed priorities for Bangor, areas of concern, and evaluated the 2012 Comprehensive Plan Vision Statement.

As part of the session’s introduction, participants were asked how they heard about the session. Several respondents indicated hearing about the event through communication from a nonprofit organization (Penobscot County Cares, Food AND Medicine, Bangor Livable Communities, and Faith Linking in Action). Other respondents heard about the event through City emails, posts on the City’s Facebook page, or through the City website.

During the spring of 2022, Planning Department staff attended pop-up event booths at community events including the Bangor farmers’ market and polling sites on Election Day. Activities at each event allowed people to provide general comments on the future of Bangor and what stakeholders value about the City. More than 60 comments were received during these events.

Throughout the planning process, the City used the Bangor Comprehensive Plan project site to update stakeholders on project progress and receive feedback on completed Plan elements. The City used Social Pinpoint, an online engagement tool used to gather community feedback, which included four opportunities for residents to provide input on the master planning effort including: a survey, Ideas Wall, Interactive City Map with options to post location-specific comments, and forum questions on specific topic areas, including community gardens, mixed-use development, and shelter locations.

Community Input

During the community engagement process, stakeholders shared what they liked about Bangor, challenges facing the City, and what should be prioritized in the future. Common themes expressed during engagement activities included housing affordability and quality, rising rates of homelessness, protecting natural areas, and maintaining City infrastructure.

Addressing housing availability and affordability was the top issue addressed by stakeholders. It was noted that increasing the diversity of housing options and addressing property maintenance and vacant homes in the City is important to the community to help address issues of housing availability and affordability. Related to the challenges of housing affordability and availability is the increase of people experiencing homelessness in Bangor. Stakeholders offered that the City should support and expand social services for mental health and substance use to help those who need access to these services but should

also work to move forward with a regional approach to the issue. Stakeholders also noted that the City should take further steps to address public safety concerns.

Social and physical connectivity were also recurring themes discussed during the visioning process. The Bangor community noted a desire for more walkable/bikeable neighborhoods. Respondents were pleased with improvements to the downtown and would like to see continued efforts to enhance downtown. Visioning session participants discussed Bangor’s sense of community and the importance of the people who make Bangor special. Community members would like to see Bangor continue to be a caring and welcoming City.

Stakeholders also discussed challenges relating to climate change and stated that the City and larger community should take steps to address climate change. Stakeholders value the numerous parks and conservation areas within the City as well as access to outdoor recreation beyond Bangor. There is a desire to protect natural areas in the City for recreational use and environmental benefit and to enhance access to open space resources.

The following are key themes from community feedback:

- Addressing housing availability and affordability
- Increasing the diversity of housing options
- Addressing homelessness
- Supporting and expanding services for mental health and substance use
- Maintaining and improving City infrastructure
- Supporting a more walkable and bikeable environment
- Supporting a vibrant downtown
- Addressing public safety concerns
- Protecting natural areas
- Enhancing Bangor as a destination for arts, entertainment, and culture
- Addressing climate change
- Creating a welcoming and caring community
- Preserving and protecting what makes Bangor unique

Opportunities for Feedback

In addition to community meetings and engagement strategies implemented during the visioning phase of the project, the community was provided with opportunities to provide comments and ask questions at each stage of the planning process. Draft documents were posted to the project website with opportunities for the public to provide comments online, in writing to the Planning Office, or in-person at noticed Planning Board meetings. City staff also reached out to the community through email, the City website, mailings, news media and social media platforms, and at in-person events.



A VISION FOR THE FUTURE

The following vision statement represents the values and desires of the community as expressed through the community input during the visioning process and from recent engagement of stakeholders by the City. This is an aspirational and achievable vision that balances the need for growth with appropriate preservation of the City's greatest assets.

Photo of Bangor waterfront, from the Penobscot River by Denis Tangney Jr.



VISION STATEMENT

Bangor is a compact and vibrant city that balances the economic and cultural amenities of a large city with the friendliness of a small town. Bangor will continue to grow its population and workforce while strengthening social connectedness through its neighborhoods, downtown, institutions, and other assets. Bangor will enhance its position as a destination for arts and entertainment, a hub for transportation and industry, a center for education, healthcare, and innovation, and a gateway to Northern and Eastern Maine.

Bangor will be open to new methods for addressing the needs of residents and progressive in its approach to guiding growth and development while preserving what makes Bangor unique. Bangor will continue to be adaptive to modern technologies and new markets to enhance the commercial and industrial fabric of our city and support the needs of working families. The City will incorporate sustainable, climate-friendly policies into its approach to enhancing the City's growth, development, and services. The City will continue a collaborative approach that engages residents and stakeholders in decision-making to ensure that Bangor is an equitable place for all.

GOALS

The City has set forth the following goals to support realization of the vision statement and to establish a framework for action.



Create and preserve housing that is affordable to the workforce population and is in proximity to transportation, services, and amenities, and provide a variety of housing options to meet the changing needs of Bangor residents and the future needs of new residents of all ages, lifestyles, and socioeconomic backgrounds.

All Bangor residents should have access to safe, quality, and affordable housing in livable, vibrant communities. As discussed in the inventory and analysis, almost half (47.5%) of Bangor residents are considered housing cost burdened (more than 30% of their gross income is spent on rent or mortgage). Average housing sale prices in Bangor are less than the state and the nation, however, housing in Bangor remains unaffordable for many residents. As housing costs continue to rise, there is an increasing need to support the

development of workforce housing, to help ensure that people who work in Bangor can also live here, and that the City's housing inventory can support economic growth.

More housing will have to be produced and a variety of housing types are needed to meet the growing and changing needs of residents. Strategically locating housing choices near daily conveniences and transportation options will help to build the foundation for vibrant, livable communities. Redevelopment or infill projects should be encouraged within the urban growth boundary, and all development should be done in a way to minimize impacts to the environment.

Housing production should address diversification in housing types, in addition to affordability. The City's housing stock has not only declined in recent years but has not diversified enough to accommodate the changing demographics of the City. Single-family dwelling units still account for 43% of the City's housing stock. As the population ages, the percentage of non-family households increases, and housing prices rise, the demand for smaller dwelling units and interest in alternative living arrangements has grown. Housing options such as smaller dwelling units, shared housing, senior housing, and housing for people with special needs, should be encouraged.

In addition to the creation of new housing, more attention will need to be given to the preservation of the current affordable housing stock. Between 2010 and 2019, Bangor's housing supply decreased on both the rental and homeownership sides while the number of vacant units increased during that same reporting period. Leveraging programs, such as the Community Development Block Grant (CDBG) program, can help to incentivize the rehabilitation of deteriorating and aging housing stock so that the units are not lost to years of vacancy. Rehabilitation of the City's older units, especially in the urban core, could help to enhance the supply of affordable housing opportunities within existing neighborhoods where access to services and amenities currently exists.



Protect critical environmental areas that are essential to supporting ecosystems and wildlife habitats, prime agricultural areas, and areas that are most vulnerable to the impacts of climate change.

Bangor’s abundance of natural areas and open spaces in proximity to the urban core is one asset that makes the City unique. The community recognizes the importance of protecting land and waterways for preserving habitat, biodiversity, recreation, and agriculture, and values the benefits of these environmental areas, including their contribution to climate resilience and mitigation. Development pressure on undeveloped lands, human activities, and impacts of climate change all pose threats to some of the City’s most sensitive environmental areas and protected or threatened species. While many of Bangor’s most critical environmental areas are protected from future development through designation under the Resource Protection District or Parks and Open Space District, not all sensitive environmental areas have this protection. Additionally, maintaining connections between these areas, as well as other undeveloped space, is critical

for maintaining their health and ecological viability into the future. In addition to protecting critical environmental areas for their many benefits, the preservation of land for agricultural use should be considered to support the City’s climate action goals, to benefit the local economy, and to address food security concerns by increasing accessibility to healthy foods.



Provide support to community organizations and agencies providing social services in Bangor and the region and participate in coordinated initiatives to serve vulnerable populations.

In recent years, Bangor has experienced a significant increase in the population of people experiencing homelessness. The City has also experienced an increase in demand for services associated with vulnerable populations, including mental health and substance use. Although this set of issues is not unique to Bangor, the City functions as a service center for a much larger region and has been challenged to address regional problems with limited City resources. While significant action is needed beyond the local level to help address the many root causes of homelessness and mental health and substance use challenges, the City can continue to play a significant role in supporting the work of community organizations.

In the past year, the region has taken important steps to reduce and end homelessness in implementing the Built for Zero initiative as part of a statewide strategy. The City will continue to be a leader in this and other initiatives to support vulnerable populations and will work to improve communication and collaboration among those government agencies and community organizations that are all working toward the same goal.



Promote Bangor as a destination for arts, entertainment, and culture, and encourage the growth of the arts and entertainment industry and businesses that support it.

In accordance with the City’s 2021 Economic Development Strategic Plan, Bangor will strengthen its entertainment industry to attract more businesses, residents, and visitors, especially to downtown. The City will benefit from the success of larger venues, like the Cross Insurance Center and Maine Savings Amphitheater, by supporting the development of smaller venues and businesses that support the entertainment industry, including restaurants, bars, and retail stores. The growth of local businesses can encourage visitors to spend more time and money in the City and also contribute to the quality of life for Bangor

residents. The Economic Development Strategic Plan notes that attracting people to live, work, and play in Bangor, especially young people, is critical to the City’s economic growth and stability.

In addition to the City’s major entertainment and cultural institutions, supporting small businesses, emerging artists, and grassroots cultural organizations is critical to the growth of the City’s arts industry and in attracting and welcoming visitors and new residents of all ages and backgrounds.



Create a physically and socially connected community through improvements to infrastructure, services, and accessibility to improve health, safety, and well-being.

As the impacts of COVID-19 have demonstrated throughout the world, having a physically and socially connected community is important to quality of life and well-being. Bangor residents are largely reliant on personal automobiles for transportation; however, not all residents have access to, the ability to, or the desire to drive a personal vehicle. Providing a network of safe and accessible non-driving transportation options is critical for many Bangor residents and visitors and important to the quality of life for all residents. This includes well-connected

pedestrian and bicycle infrastructure, safer street crossings, and transit options. City stakeholders identified the importance of walkable neighborhoods in creating livable and resilient communities. The City will prioritize strengthening existing neighborhoods by improving connectivity as a more sustainable approach to growth.

The sense of community that is shaped by the social connections of residents, business owners, and other City stakeholders is what many community members value the most about Bangor. In addition to the physical pattern of development that supports social connectivity, social programs and services, schools, libraries, businesses, and other amenities, all offer opportunities for social connectedness. The City will continue to support facilities and services and encourage the development of new resources and amenities that will contribute to the community. The City will look to continue to increase accessibility and equity of services and public spaces to increase access and opportunities for residents of all ages, abilities, and cultural backgrounds.



Encourage innovation and sustainable economic growth by attracting and retaining a diverse mix of businesses, supporting business growth, and helping to cultivate new industries that will benefit from the City’s existing infrastructure and amenities.

In addition to being a service center and transportation center, Bangor has several academic institutions that are developing a talented workforce and engaging in important research in emerging industries. The City will continue to strengthen its existing assets (schools, cultural diversity, transportation, entertainment, local businesses, etc.) to attract and retain a diverse workforce to support growing industries. Following the recommendations from the 2021 Economic Development Strategy is a crucial piece of this work to focus economic growth on innovation and technology as well as supporting the needs of the workforce. Connecting technology innovators to investors and business talent and supporting the infrastructure to retain talent will be key to the success of new industries in Bangor. Creating a sustainable, business-friendly environment in City services and investing in the City infrastructure keeps Bangor a place where people want to locate their business and make their home.



Focus on resiliency and sustainability and develop equitable strategies to adapt and protect the community from the effects of climate change, as well as mitigate the City’s impact on climate change.

The City is engaging in a coordinated planning effort to develop a regional climate action plan. This Plan will encourage resiliency to and mitigation of climate change

through supporting non-vehicular transportation options, identifying and supporting those who are most vulnerable to climate change, incorporating climate design in infrastructure planning, and building economic opportunity through climate planning, among other strategies identified in the climate action planning process. The findings and strategies in the climate plan and Comprehensive Plan will be coordinated to complement each other to equitably mitigate the City's emissions and increase its resiliency to changing climate conditions.



Enhance the efficiency and transparency of municipal services by anticipating and planning for future funding needs, implementing innovative tools for communication and service delivery, and strategically investing in infrastructure in a way that is compatible with the City's values of equity and sustainability.



Support a vibrant downtown with a diversity of services, amenities, housing, design elements, and transportation options to support those who live, work, and play downtown.

Bangor has made significant investments in the downtown streetscape and infrastructure. Restaurants, shops, and residential redevelopments have attracted people to live, work, and play downtown. The City will continue to support initiatives to strengthen the economy and downtown community, allowing for a diversity of development options and coordination of City services. Continued improvements to the streetscape, addressing parking and circulation challenges, creating a safe and reliable transportation network, and helping to ensure access to amenities and services for downtown users will increase the vibrancy and attractiveness of downtown.

As it becomes more expensive to deliver services and maintain infrastructure, the City will plan strategically for funding City operations. Consideration will be given to building or accepting new infrastructure (roads, sidewalks, sewers extensions, etc.) related to development of undeveloped land. The City will carefully consider the cost of maintenance as it relates to the benefit of a new development, as well as the benefit to the City in furthering equity and sustainability goals. In addition to analysis of development costs, the City will build upon investments in technology that will reasonably reduce maintenance and service delivery costs over time. Technology, including broadband, and innovation investments should also support the City's equity and sustainability goals, including improving transparency of operations and accessibility of services.

In addition, the City will look to improve communication to residents and stakeholders to make City services and information more transparent, accessible, and effective to reach all constituents and provide opportunities for community members to engage in local government.

Wherever possible, redevelopment and adaptive reuse should occur in a way that reinforces the City's historic and cultural identity. Additional incentives can support preservation of historic structures and encourage the reuse of historic buildings. To continue to protect these valuable assets, opportunities to expand historic districts and designate additional City landmarks should also be supported.



Protect and promote the City's history and culture while supporting redevelopment and adaptive reuse of historically significant and unique structures in a way that respects the historic and architectural integrity of the City's downtown and neighborhoods.

Bangor has an abundance of historic and cultural assets that collectively create a sense of identity for the City and tell a story that should be shared. The City's assets play a valuable role in the local economy and help to build strong, healthy, and resilient neighborhoods. A marketing strategy for the City, as recommended by the 2021 Economic Development Strategic Plan and the City's Arts and Culture Policy, should be developed to highlight Bangor's history. As the City goes through redevelopment, it should be done with awareness and sensitivity of the City's historic and cultural fabric.

*Page 23 - 28 image sources:
Downtown Bangor Partnership and BerryDunn*

FUTURE LAND USE

The new Future Land Use Plan is largely consistent with the 2005 Comprehensive Plan; however, it recommends the conservation of a more extensive area surrounding the Kenduskeag Stream as a means of protecting riparian habitat and water quality.

*Bird's eye view of the City
of Bangor, 1875. Source:
Library of Congress*



Purpose of the Future Land Use Plan

The Future Land Use Plan is a graphic statement of policy, showing “growth” areas to which development is to be directed and “rural” areas where conservation should be prioritized. The future land use map guides policies surrounding land use, acts as a foundation for the City’s zoning regulations, and is intended to guide future amendments to the City’s zoning regulations. The plan also guides the City in making capital investments such as infrastructure enhancements. Such investments should be incorporated into the City’s Capital Improvement Plan. The State of Maine recommends that a minimum of 75% of new municipal growth-related capital investments be directed into designated growth areas identified in the Future Land Use Plan.

Process of Developing the Future Land Use Plan

The Future Land Use Plan was developed through a mapping process conducted by the City’s Comprehensive Plan consultant with input from City staff, the City Council, and Planning Board members.



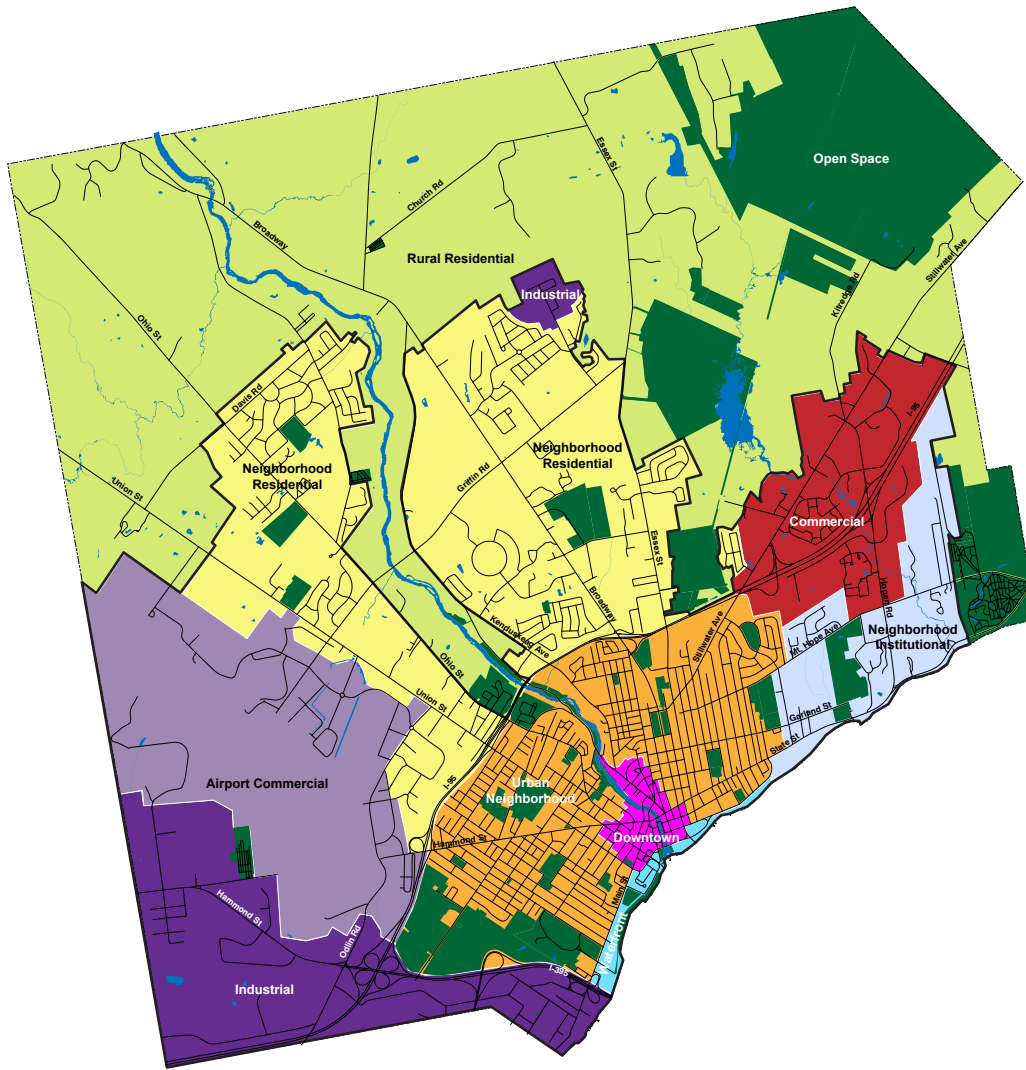
The Future Land Use Plan is created based upon many inputs including:

- a. existing land use
- b. zoning districts
- c. sewer and water service areas
- d. environmental attributes such as waterways, wetlands, and flood protection zones
- e. protected open space areas
- f. transportation infrastructure
- g. parcel boundaries

The plan builds upon the previous future land use/growth boundary map originally developed in 2005 and most recently included within the 2012 Comprehensive Plan. The new Future Land Use Plan is largely consistent with the 2005 Comprehensive Plan; however, it recommends the conservation of a more extensive area surrounding the Kenduskeag Stream as a means of protecting riparian habitat and water quality along the low-density area surrounding the stream north of I-95.

Land Uses

Like the 2005 Plan, the new Future Land Use Plan identifies a growth boundary. Most areas located within the growth boundary are within municipal sewer and water service areas. These areas are generally more densely developed and have more extensive transportation infrastructure. Areas within the growth boundary are prioritized for growth including the provision or expansion of infrastructure and utilities such as municipal sewer and water service and the continuance, establishment, or amendment of zoning districts to support the development of land uses that are consistent with the Comprehensive Plan.



The following specific land use areas are identified within the growth boundary:

- Airport Commercial:** Commercial and industrial areas in proximity to Bangor’s Airport that support, complement, or benefit from the Airport’s proximity.
- Commercial:** Includes a range of commercial uses, including retail, service, restaurant, hotels, office, and potential for mixed-use residential development.
- Downtown:** A high-density mixed-use development area that is inclusive of central business district functions, commercial uses, municipal and institutional uses, and high-density residential development.
- Industrial:** Includes a range of industrial and commercial uses that benefit from proximity to I-95 and the associated highway interchange.
- Neighborhood Institutional:** Institutional uses, such as schools, hospitals, and medical centers interspersed with medium-density residential development.

- Neighborhood Residential:** Medium-density residential development with limited commercial and institutional uses that are complementary to the surrounding residential land uses.
- Open Space:** Municipal, state, and privately held protected open space areas. Open space areas are located within and outside of the growth boundary.
- Rural Residential:** Low-density residential areas where open space and farmland is a primary feature of the landscape. These areas are generally not served by municipal sewer or water service.
- Urban Neighborhood:** Medium to high-density residential neighborhoods surrounding the Downtown and encompassing most of the City’s historic residential areas. Includes limited commercial and institutional uses that are complementary to the surrounding residential uses.
- Waterfront:** Commercial and recreational uses in proximity of Downtown that front the Penobscot River and consist of uses that benefit from their location on the River.

Areas outside of the growth boundary are prioritized for conservation and low-density rural residential development.

Existing water and sewer service areas are a significant factor in determining where the growth boundary should be located, and the boundary largely coincides with those service areas. Properties located outside the growth boundary area are categorized as “rural residential.”

Rural residential areas are low-density residential areas where open space and farmland is a primary feature of the landscape. These areas are generally not served by municipal sewer or water service or infrastructure such as sidewalks.

How land is used and managed in Bangor affects and is affected by land use in neighboring communities. As such, the City should meet with neighboring communities to coordinate land use and land use policies.

POLICIES & ACTIONS

“One of the most extensive and costly challenges for Bangor’s continued growth is its rapidly decaying infrastructure. All the city’s businesses, services, programs, ideas, and initiatives are only as good as the foundation or the infrastructure that supports them.”

*Photo of the confluence
of the Kenduskeag Stream
and Penobscot River
by Denis Tangney Jr.*



The following policies are intended to create a framework for decision-making that will support continued progress toward achieving the goals of this Plan and realizing the City's vision for the future.

Action items aligning with each policy provide specific guidance on tasks to be completed to address each policy. The types of actions recommended include plans or studies to further investigate an issue, review and revision or amendment to regulations, guidelines for action, establishing a program or policy, investing in capital projects, partnering and coordinating with other agencies and organizations, communication and engagement with the public, and resource allocation for various projects and initiatives. While the City may identify other actions to support the goals and policies of the Plan, these actions were identified based on several factors:

-
- Input from residents, City staff, elected officials, and other stakeholders

 - Ability for the City or other responsible agency to complete the task

 - Consideration of the long-term costs and benefits of an action

 - Relevance to the Plan goals and vision

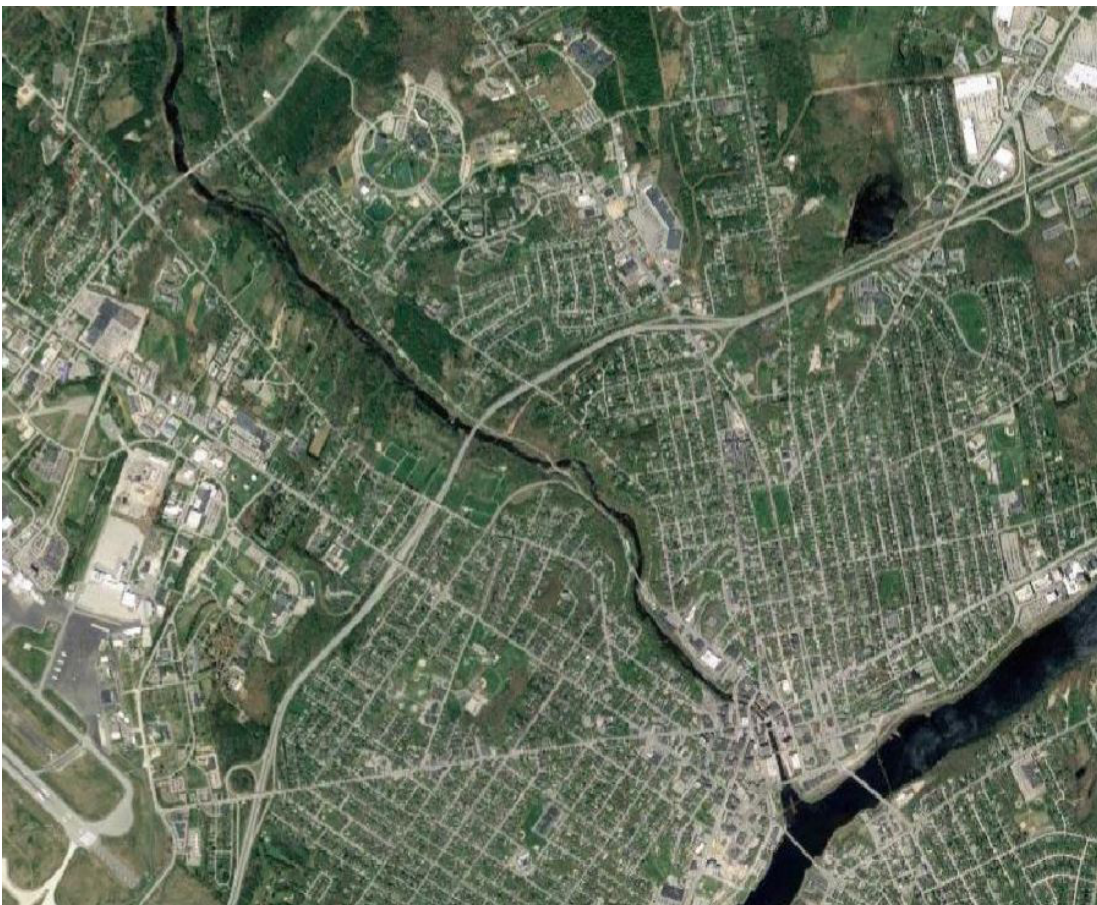
 - Alignment with other City, state, and regional plan recommendations

LAND USE

Through this community-wide comprehensive planning process, important land use priorities have been established. Balance between conservation and development and establishing a deliberate approach to managing both is a foundational principle of this Plan.

First, stakeholders value the wide-ranging natural areas and open space resources, including recreation areas, streams and rivers, forested areas, rural farmland, and marshes. Preserving these areas for their critical habitats, support of environmental systems, contribution to water and air quality, recreational opportunities, natural beauty, and overall contribution to the quality of life and character of Bangor is especially important to the community.

The City has taken incremental steps to clarify and improve regulations on the protection of natural areas and to create opportunities for housing and commercial development within the City's growth boundary. A coordinated review of land use regulations and intentional changes to support the overall goals and recommendations of this Plan is an important first step in implementation of the Plan. The City's land use ordinances, policies, and guidelines provide the structure within which development can occur. It is important that this structure is deliberately created in alignment with the City's goals and provides appropriate protections without creating unnecessary barriers to growth.



Source: GoogleMaps

LAND USE RECOMMENDATIONS

Policy 1:

Ensure that the City’s zoning regulations and guidelines encourage development in areas that can support growth and that development occurs without adversely impacting the City’s environmentally sensitive areas and habitats.

In accordance with the City’s growth boundary and future land use map as designated in this Comprehensive Plan, new development should be directed toward existing neighborhoods and areas that are already supported by City services. Focusing development in areas where roads, sewer, water, transit, and other City services already exist, will help to preserve natural undeveloped areas as well as to minimize the environmental and financial impacts of new development on the City.

New development and redevelopment should be done in a way that is sensitive to the surrounding environment and that minimizes impacts on natural areas and wildlife. The City will use zoning regulations and guidelines to allow and encourage best practices in sustainable and environmental building and site design.

Action Items



- a. Maintain the City’s low-density residential zoning districts outside of the growth boundary as a means of limiting development in environmentally sensitive areas.
- b. Revise the City’s zoning regulations as needed to accommodate growth and infill development in the core of the City and in proximity of infrastructure that can support development.
- c. Evaluate zoning tools, such as form-based codes, performance zoning, and flexible zoning, as optional methods to allow for development in keeping with sustainable practice.
- d. Incentivize sustainable design with a focus on minimizing impacts to the natural environment and ecosystems.
- e. Encourage neighborhood involvement in the planning and permitting processes to help ensure that growth occurs in a way that is sensitive to the existing fabric of the community.

Flexible Zoning permits uses of land and density of buildings and structures different from those which are allowed as of right within the zoning district. Examples of flexible zoning include conditional and special use permits, density bonuses, and floating zones.

Form-Based Codes regulate the urban form and the relationship between building facades and the public realm with a focus on the character of the built environment.

Performance Zoning regulates the design and location of a development based on factors that relate directly to the development’s site and the specific impacts of the development on its neighborhood. Performance zoning establishes standards based on goals to achieve a certain outcome and allows for flexibility in how that outcome is achieved.

LAND USE RECOMMENDATIONS

Policy 2:**Develop an Open Space and Conservation Plan with the aim of ensuring the protection and effective management of City-owned open space and identifying open space that may be targeted for acquisition.**

As more of Bangor's open space becomes targeted for development, the City will prioritize protection and management of existing open space to ensure the preservation of sensitive environmental areas, vulnerable habitats, and land for recreational use. The Bangor Land Trust (BLT) is the primary partner in stewardship of public lands and provides educational resources on conservation and the unique habitats in the Bangor region. The City will continue to work with BLT and other partners to maintain City-owned conserved lands and to expand protected areas. Critical environmental areas and areas outside of the growth boundary will be prioritized for protection, while appropriate undeveloped areas within the growth boundary will remain available for future development.

Action Items

- a. Consider funding opportunities, through grants, donations of open space, and capital budgeting for the strategic acquisition of open space for conservation in coordination with the 2021 Parks, Recreation, and Open Space Master Plan.
- b. Partner with outside organizations such as land trusts to expand the supply of protected and connected open space in Bangor.
- c. Identify critical improvements and maintenance needed at City-owned open space properties and produce a summary and list of needs.
- d. Consider funding strategies for improving, maintaining, and connecting City-owned conservation properties based upon the improvement and maintenance recommendations identified by the Open Space Plan (once completed), the existing Rolland Perry Forest Management Plan, and future management plans for Essex Woods, Prentiss Woods, and Brown Woods.
- e. Maintain updates to the Shoreland and Stream Protection zones in concert with state rulemaking.
- f. Evaluate definitions for lot development to ensure that created lots have adequate upland land outside of resource protection areas to support development.

Action Items continued next page

LAND USE RECOMMENDATIONS

Policy 2 CONTINUED

Action Items continued from last page

- g. Evaluate the Resource Protection District to ensure that it is focused upon wildlife corridors, watersheds of impaired streams, freshwater wetlands, and significant habitat areas.
- h. Evaluate existing cluster subdivision provisions to determine if modifications can be made to produce conservation subdivision developments that better protect open space.
- i. Consider incentives and grant funding to assist with the creation of connected pollinator habitat throughout Bangor in order to maintain healthy, functioning ecosystems and to allow for more connections between residents and nature.
- j. Consider establishing a Conservation Commission to promote land conservation and advocate for the appropriate protection, development, and/or use of open spaces through outreach, education, and serving in an advisory role during the development review process.

Maine's Department of Environmental Protection (DEP) Shoreland Zoning Act requires municipalities to adopt local ordinances that regulate land use activities in the shoreland zone. [Shoreland zones](#) include land area within 250 feet of the normal high-water line of a pond or river, upland edge of a coastal wetland, upland edge of defined freshwater wetlands, and areas within 75 feet of the normal high-water line of certain streams.

The Resource Protection District was adopted as part of the City's Land Development Code to preserve natural areas, such as natural drainage systems, floodplains, streams, rivers, and wetlands. The intent of the district is to help ensure the protection of water quality, habitat areas, biotic systems, open space, scenic and natural areas. The code includes permitted uses and standards pursuant to the purpose of the code.

LAND USE RECOMMENDATIONS

Policy 3:

Continue the protection of environmentally sensitive areas.

Bangor has been committed to protecting and preserving natural areas that are an essential part of what makes Bangor a great place to live. Significant open space areas for recreation and wildlife protection have been preserved under the jurisdiction of the City and through land acquisition by the Bangor Land Trust (BLT). The City is dedicated to continued protection of these areas, as well as efforts to expand preserved areas to include significant wetlands and habitat areas that are not currently protected from future development. Conservation efforts by the City and BLT will continue to include educational resources to increase awareness of the value of wetlands and critical ecosystems and the unique (and some threatened and endangered) species that these environments support.

Maine's Vernal Pool Special Area Management Plan (Maine VP SAMP) is a conservation-based mitigation option that balances aquatic resource protection with economic development. Maine VP SAMP allows for a project to impact vernal pools in a specified area called the Designated Development Area. In exchange, high quality vernal poolscapes are conserved in rural areas. To use the Maine VP SAMP, an applicant pays a fee to the municipality which is then transferred to a 3rd party land conservation organization. The fee is used to conserve high quality vernal poolscapes in the rural areas.

Urban Heat Island Effect happens when natural land cover gets replaced by dense concentrations of impervious surfaces that absorb and retain heat, such as buildings and pavement. Heat islands can contribute to higher daytime temperatures, decreases nighttime cooling, and raises air pollution levels. This can contribute to heat related deaths and illnesses. Because surfaces are warmer than usual, this effect can increase the temperature of storm water runoff that flows into rivers and nearby bodies of water such as lakes and ponds. These bodies of water become warmer than they should be which places stress on aquatic life and can cause an imbalance in the ecosystems in these areas.

Action Items



- a. Continue to adequately staff departments and commissions with land use functions and provide sufficient resources to carry out their duties.
- b. Review the City's land use regulations including zoning regulations, floodplain regulations, subdivision regulations, and inland wetland regulations, to ensure that the regulations adequately protect environmental resources and encourage sustainable development. Amend the regulations as necessary, and expand protections as needed, in favor of environmental protection that is fully supportive of the goals of this Plan.
- c. Work with property owners and coordinate with the BLT, as appropriate, to permanently protect more sensitive portions of their properties with conservation easements.
- d. Evaluate the possible implementation of the Maine Vernal Pool Special Area Management Plan to mitigate development impacts to vernal pools.
- e. Evaluate current landscaping and street tree requirements and revise as needed to ensure mitigation of urban heat island effect.
- f. Evaluate current regulations in the Penjajawoc Marsh watershed and revise as needed to ensure adequate protection from disintegration.
- g. Investigate techniques to preserve farmland, including disincentives for conversion of agricultural land, conservation or cluster subdivisions, and transfer of development rights.

HOUSING

It has become increasingly difficult for Bangor residents to find safe, quality, affordable housing in the City. An already critical issue prior to 2020, the lack of affordable housing in Bangor has worsened due to a slowdown in construction as a result of the pandemic and increased costs for labor and materials. Slowing development trends in the 2010s compared to the first decade of the 21st century as well as the loss of housing units due to disrepair and conversion to short-term rentals have also contributed to the affordability crisis. From 2000 to 2009 over 1,100 new housing units were constructed in Bangor (an average of 110 units per year), compared to only 615 new units in the following decade. From 2020 to 2021, only approximately 20 new units have been created.

Some municipalities in Maine have become more creative in finding ways to encourage and incentivize housing development. Recent techniques implemented in the state include eliminating barriers to development by reducing or eliminating parking minimums, allowing tiny homes, and creating more mixed-use districts. Policies in this section provide recommendations to proactively encourage housing development and create new housing opportunities within the growth boundary by supporting investment from within the community.

In addition to encouraging and incentivizing the development of new housing units, preserving existing housing and improving housing quality by appropriately regulating rental properties can help to maintain the fabric of existing communities, improve health and safety of residents, and preserve the historic character of neighborhoods.

As Bangor looks to stimulate economic development and grow the City and region's workforce, working to ensure that the housing needs of current and future Bangor



Source: BangorHousing

residents are met is critical. The lack of workforce housing limits the City's opportunities for economic growth and creates a challenge for employers in hiring and retaining employees. The report prepared in 2019 by the Bangor Housing Work Group provides recommendations to address both housing supply and housing quality, including a rental registration program, allowing for denser development in the urban core, developing a housing production plan, and increasing supportive housing services. The City will continue to work towards implementing these recommendations and will also look to implement targeted strategies (described in this section) to address housing supply, increase housing options, provide housing for specific groups, reduce homelessness, and improve the condition of housing in Bangor. These recommendations focus on addressing housing needs of existing residents, creating opportunity for incremental development, and building a more equitable community.

HOUSING RECOMMENDATIONS

Policy 4:

Implement the recommendations of the 2019 Recommendations to Improve the Status of Housing in Bangor report.

In March 2019, the Bangor Housing Work Group issued the Recommendations to Improve the Status of Housing in Bangor report. The report identified several challenges to the housing market in Bangor, including an older housing stock, an aging population, a lower median income compared to the state, and a rating as the least affordable city to rent in Maine. These challenges still exist, and the City will continue to implement the recommendations of the Housing Work Group, many of which are addressed throughout this Plan. The top

priorities of the Housing Work Group include the creation of a rental registry program, increasing accountability for housing maintenance, incentivizing rehabilitation and infill development in the urban core, developing a housing production plan, and updating zoning and development standards to encourage denser development in the urban core.

Action Items



- a. Create a City policy to regulate short-term rental units and create pertinent rules, regulations, and fund oversight.
- b. Develop a housing production plan that establishes goals for new housing development and provides strategies for achieving those goals.



HOUSING RECOMMENDATIONS

Policy 5:

Increase the supply and range of affordable housing options in Bangor and maintain an affordable housing inventory in excess of existing supply.

Housing affordability is the top priority for many Bangor residents as indicated by survey responses, discussion with City staff, and feedback from stakeholders. Several factors have contributed to a decrease in supply of housing units, including units being removed from the market due to disrepair and an increase in short-term rental units. At the same time, an aging population and rising housing costs and living expenses has increased demand for housing that is affordable to middle- and low-income households.

Over the long-term, housing development has not kept pace with population and demographic changes in the region and state. In the short-term, increases in material and labor costs have added to the challenges of affordable housing development.

In addition to creating new affordable housing options, maintaining affordability of existing housing and assisting vulnerable residents to be able to stay in their homes, is important for both individual and community stability.

Action Items



- a. Partner with institutions to establish affordable housing in Bangor (e.g., partner with non-profits and/or health systems).
- b. Continue to promote and support participation in the Property Tax Stabilization Program for Senior Citizens.
- c. Collaborate with employers to find housing solutions to support the workforce.

Affordable housing initiatives in Bangor

Bangor is home to several non-profits and quasi-governmental institutions that provide housing services to the community. BangorHousing, Penquis, and Community Housing of Maine (CHOM) own and manage properties throughout Bangor and assist older Mainers, people with low incomes, people with disabilities, and those recovering from substance use, among others. They also work with local service providers, including hospitals, behavioral health centers, shelters, and other community centers to support low-income Mainers.

- In 2021, CHOM began redevelopment of the Schoolhouse on Harlow Street, including the rehabilitation of 57 units and the addition of nine new units of income restricted housing.
- Penquis owns and operates 12 affordable rental properties in eastern Maine.
- BangorHousing operates a combination of 741 affordable and market rate apartments in seven developments throughout the City and through administration of the Housing Choice Voucher program in Bangor and surrounding towns.

The Property Tax Stabilization for Senior Citizens is a state program that allows senior-citizen residents to stabilize or freeze property taxes on their homestead. This program went into effect on August 8, 2022. To qualify, a Maine resident must be 65 years or older and have owned their homes for at least 10 years.

HOUSING RECOMMENDATIONS

Policy 6:

Maintain and increase the supply of housing designed for and occupied by people of all ages and abilities.

With the percentage of residents who are 65 and older expected to increase in Bangor and the region, the need for housing designed to meet the needs of older residents is imminent. In addition, more than 20% of Bangor residents are living with a disability. Incorporating universal design in housing, where appropriate and feasible, increases housing options for individuals with disabilities and allows residents to age and transition in place. The location of housing and proximity to services and amenities is critical to accessibility and livability for people of all ages and should be considered along with the overall accessibility of buildings and the surrounding community.

As a member of the AARP Age-Friendly Communities Network, it is a priority for the City to build healthy, livable communities for people of all ages. The Bangor Livable Communities Committee follows the principles of the AARP Livable Communities program in considering communities holistically. Providing housing for older adults and those with disabilities should be part of an overall effort to build strong communities where residents have a variety of transportation options, safe and walkable neighborhoods, access to services, and opportunities for civic engagement and social participation.

Case study: Universal design – [363House, Portland Maine](#)

Built in 2013, the 363House is an award-winning universal design house located in Portland, Maine. Designed by architect John Gordon, this house combines sustainability and universal design. It is a near-zero energy, fully accessible house located in an established neighborhood. The goals of this house were two-fold: 1) create an energy efficient sustainable living environment, and 2) provide a supportive, accessible living environment for an owner who is quadriplegic.

While many older adults choose to downsize as their housing needs and lifestyles change, others prefer to remain in their current residence, within their existing community. Revised regulations could allow for alterations and conversions to support multi-generational housing in a shared living environment, allowing residents to age in place. In addition, financial support in the way of the Tax Stabilization Program and disabled tax credit program or support for universal design adaptations can provide some relief for residents to be able to stay in their homes and within their communities.

Action Items



- a. Explore opportunities to revise the zoning regulations to allow the adaptive reuse of buildings for the development of age-restricted and other forms of housing for Bangor’s aging population. Focus on districts near transit and support services.
- b. Revise zoning regulations to allow for the development of, or conversion to, multi-generational housing that provides shared living areas for multiple generations of a family in appropriate residential districts.
- c. Promote the existing elderly/disabled tax credit program.
- d. Provide support services to assist seniors to age in place.
- e. Consider implementing universal design requirements for new housing construction projects receiving funding through a Housing Trust or other City funding.

HOUSING RECOMMENDATIONS

Policy 7:

Increase the supply of housing in, and proximate to Bangor’s downtown with an emphasis on affordable units while protecting the integrity of the City’s neighborhoods.

Housing availability and affordability is a key issue for the City, and new housing development that is accessible to transportation and amenities and that leverages existing infrastructure should be prioritized.



Source: BerryDunn

Infill development, redevelopment, and proximity of new housing to services and amenities is central to the City’s goal of building physically and socially connected communities. There are numerous individual and community benefits to denser development, including reduced reliance on automobiles and reduction of emissions from automobile trips, convenience of amenities and transit, increased social interaction, reduced transportation costs, reduced cost of developing and maintaining public infrastructure (streets, sewers, lighting, etc.), added vibrancy to downtown and surrounding neighborhoods, and health benefits of living in a walkable community.

Availability and proximity to transportation options and access to services and amenities are especially important in considering affordable housing and the needs of future residents who may have limited resources and may not have access to a personal vehicle. Creating housing in existing neighborhoods and supporting development that

is integrated into the existing fabric of the community is a benefit to all, while reducing the environmental impact of development and minimizing financial costs to the City for long-term maintenance of infrastructure.

Action Items



- a. Revise zoning regulations as needed to support the development of housing within the growth boundary.
- b. Consider working with local design professionals to develop a library of pre-approved building plan sets to reduce the development costs and review timeline for new construction infill projects.
- c. Explore the feasibility of allowing mixed-use in additional areas close to transit and infrastructure.
- d. Modify the Land Development Code to be in compliance with Maine LD 2003, as most recently amended.
- e. Evaluate traditional commercial corridors and commercial districts to identify opportunities to allow for mixed-use development.

Maine LD 2003 requires towns and cities to increase the housing density allowed in their zoning ordinances, including allowing additional units on lots zoned for single-family homes, allowing at least one accessory dwelling unit (ADU) on lots with existing single-family homes, and, in some areas, allowing for two- and one-half times the currently allowed housing units. The extent of this law is determined by growth areas, which has been defined in Bangor’s Comprehensive Plan. **LD 2003**, or the “Act to Implement the Recommendations of the Commission to Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions,” went into effect in July 2022. Its goal is to alleviate the housing affordability issues in Maine by increasing housing opportunities.

HOUSING RECOMMENDATIONS

Policy 8:**Foster relationships to help ensure that the housing needs of the City's most vulnerable residents are met.**

Homelessness is not an issue that the City can resolve on its own; however, the City has a vital role in supporting unhoused residents and providing assistance to community organizations that are working directly to meet the needs of unhoused individuals. Bangor can play a key role in advocating for and coordinating a regional approach to assisting people experiencing homelessness and those most at risk of becoming homeless to reduce duplication of efforts. The City will continue to help to improve communication among organizations and support community efforts through the Built for Zero initiative.

Action Items

- a. Continue to work with local social service agencies and providers to ensure that the needs of persons experiencing homelessness are met.
- b. Advocate for a regional approach to addressing the issues surrounding homelessness.
- c. Evaluate land uses that allow for sheltering and supporting people experiencing homelessness to help ensure that existing zoning supports a diverse housing stock.

Case study: Bergen County, NJ

Bergen County joined the Built for Zero movement in 2015 to help the County reduce and eliminate chronic homelessness. In the years prior, the County had begun data collection, including a by-name list of individuals experiencing homelessness. The County quickly experienced a reduction in homelessness and ended chronic homelessness in August 2016 and sustained functional zero for people experiencing homelessness through the date of this [report](#) (2018). Some keys to success noted by the County include:

- Coordinated entry system using a single point of entry model
- Barrier-free emergency shelter and permanent housing programs
- Committed leadership and understanding of community systems
- Community-wide involvement including collaboration with the housing authority

HOUSING RECOMMENDATIONS

Policy 9:

Administer, educate, and support affordable housing initiatives.

Addressing the current housing challenges will require a combination of approaches involving both the creation of new affordable units and the preservation of existing housing.

As additional state and federal funding is being directed toward housing development and affordable housing initiatives, understanding the current environment and the City’s specific housing needs (housing type, location, targeted income levels) will put the City in a position for success in obtaining funding and developing programs.

The preservation of existing housing is equally important. Rental assistance to those residents who are at risk of losing their housing is critical. This assistance can provide stability to individuals and families as well as for neighborhoods, and it can reduce the demand for services for the unhoused.

Action Items



- a. Consider directing American Rescue Plan Act (ARPA) funds received by the City toward affordable and workforce housing initiatives with a focus on programs that provide support to targeted income levels and work with developers to implement housing initiatives.
- b. Maintain an inventory of Bangor’s housing stock and provide that information to partner organizations on a regular basis.

The American Rescue Plan Act is a bill that was passed by the federal government in 2021 to help communities recover from the COVID-19 pandemic. Maine received roughly \$4.6 billion in [ARPA funding](#). Approximately \$3.6 billion is earmarked for recovery efforts, like bolstering public health institutions and initiatives, like COVID testing and vaccines, stimulus payments to Maine families, business support, broadband infrastructure, and payments to municipalities in the state. The [Maine Jobs and Recovery Plan](#) outlines priorities for the remaining \$1 billion in discretionary funding. Money from this fund is intended to improve the lives of Maine people and businesses, create good-paying jobs, and rebuild Maine’s economy. [Funding](#) has been provided to Maine farm and food businesses, workforce development grants in emerging industries, drinking water infrastructure improvement, fish hatchery revitalization, forestry recovery, and grants for homeless shelters, among others. Bangor was awarded \$20.48 million in ARPA funding, which must be used by December 31, 2026. [Bangor City Council](#) has discussed using ARPA funds to support public health institutions, including support for mental health and substance use services; broadband, sewer, and water infrastructure improvements; household assistance; job training; small business economic assistance; affordable housing initiatives; and capital improvement projects.

HOUSING RECOMMENDATIONS

Policy 10:**Improve the condition of Bangor’s housing supply and address blight issues in the City’s neighborhoods.**

The age and condition of Bangor’s housing stock is a challenge to preserving housing units. Approximately 37% of housing units were constructed prior to 1940 and 63% were built before 1970. As the housing stock has aged, maintenance and improvements to these buildings to maintain habitability and meet current codes and standards has not kept pace. The declining condition of buildings has contributed to the loss of housing units in the City and has had an adverse impact on the neighborhood fabric where properties that have not been maintained pose a health and safety risk and leave gaps in existing communities.

Policies and programs to assist and encourage property owners to maintain quality housing and make necessary improvements to ensure code compliance will help to prevent the loss of affordable rental units due to disrepair while simultaneously improving neighborhood safety and aesthetics.

Action Items

- a. Establish a rental registration and inspection program to assist the City in tracking rental units and to help ensure that the City’s housing stock is adequately maintained.
- b. Improve communications with property owners, property managers, and residents regarding code requirements and the enforcement of violations.
- c. Improve incentives for property owners to maintain and improve multi-family housing by evaluating current programs and revising and/or expanding incentive programs to best support redevelopment efforts.
- d. Continue to pursue and use Community Development Block Grant (CDBG) funds to invest in neighborhood improvements and review the process for allocating CDBG funds.
- e. Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the code enforcement officer is certified in accordance with 30-A M.R.S.A. §4451.

Case study: Buffalo Rental Registration Program

In 2005, the City of Buffalo implemented a [rental registration program](#). The goals of the program are to protect neighborhood stability and public health, improve housing conditions, and address the problem of negligent property owners. The program encourages voluntary compliance with its [proactive rental inspection process](#), allowing owners to schedule their own inspections, providing clear notices to landlords and tenants and informing them of the process and expectations, connecting owners to financial assistance for housing rehabilitation, and connecting tenants to community services such as rental assistance programs. The City collaborated with the Partnership for Public Good (a community-based think tank) to develop and host presentations about the inspection program to share with both property owners and tenants.

HOUSING RECOMMENDATIONS

Policy 11:**Pursue a range of housing options to meet the existing and future housing needs of City residents.**

Across the country, households and housing needs and preferences have changed over time. Households are smaller than in past decades, and people are more mobile than ever before with increased opportunities for remote work. The population's housing needs of 50 or more years ago, when most of the City's housing was built, were vastly different than today. Accommodating and encouraging a broad range of housing types will help the City meet the demand for housing options and attract people to live and work in Bangor. This should include new innovative housing options as well as housing types that were more common at other times in history and could be appropriate to meet current housing needs, with a focus on workforce housing that can support the City and region's labor force.

Action Items

- a. Work with community partners to implement a home-sharing program.
- b. Consider the use of cluster development in low-density residential districts as a means of protecting land while accommodating housing development in those areas.
- c. Revise zoning regulations to remove barriers to development for a variety of housing types including single-room occupancy housing, tiny homes, and transitional housing.

HomeShare Vermont

In 1982, Vermont's homeshare program was started by residents who were looking to help aging adults stay in their homes by matching them with other seniors in shared living situations. Today, organizations like HomeShare Vermont match residents of all ages and abilities who are looking to share a home for mutual benefit. Residents with an extra room or auxiliary dwelling unit are paired with an individual who provides rent, services, or both in exchange for a place to live. HomeShare Vermont serves as a third party that conducts background and reference checks before pairing individuals together. An individual with an extra room decides on the rent and/or services that are needed. Services can include help with chores, rides to doctor appointments, or meal preparation, among others. HomeShare Vermont then pairs that individual with someone who matches their lifestyle and can meet their service needs in exchange for a place to live.

HOUSING RECOMMENDATIONS

Policy 12:

Strengthen neighborhoods and their ability to support residents by addressing properties that are vacant and/or in disrepair and encourage appropriate residential and neighborhood-scale commercial development within existing neighborhoods.

Investing in building communities by supporting neighborhoods will provide long-term benefits to the City. Neighborhood-scale infill development and redevelopment projects will help to create more housing and economic growth in urban neighborhoods, while reducing development pressure on more rural open space areas. Infill and redevelopment projects can be a catalyst for neighborhood revitalization in areas that have been overlooked in the past. Encouraging a mix of neighborhood residential and commercial uses will support existing residents by expanding access to goods and services and growing the customer base for existing businesses.

Supporting small-scale, local developers, including existing property owners, with infill and redevelopment projects will help to keep profits within the community, further strengthening neighborhoods and the local economy.

Maine LD 1694, An Act to Create the Maine Redevelopment Land Bank Authority

LD 1694 authorizes the establishment of municipal, regional, and state Land Banks for the purpose of supporting the conversion of vacant, abandoned, and tax delinquent properties into productive use. The legislation also allows the state to leverage federal funding and establishes a state funding program for local redevelopment projects that meet shared state and local economic, housing, environmental, transportation, and quality of life goals.

Action Items



- a. Consider establishing a local land bank in accordance with Maine’s Act to Create the Maine Redevelopment Land Bank Authority (LD1694) to facilitate the reinvestment in vacant, abandoned, and foreclosed properties, and to leverage federal and state funding for redevelopment of blighted and abandoned properties.
- b. Continue to support housing rehabilitation programs for low- and moderate-income homeowners and provide educational resources to all homeowners about rehabilitation programs.
- c. Provide educational resources and support for small-scale developers.

Champaign, IL Incremental Development

In 2021, the Champaign, IL City Council established principles of incremental development to “eliminate barriers to affordable, sustainable, and neighborhood-scale reinvestment.” Incremental development is characterized by investments in neighborhoods through small changes to individual properties that allow a neighborhood to evolve gradually and compatible with the existing neighborhood design. In 2020, City planning staff [recommended strategies](#) for the Council to adopt in order to implement incremental development goals. The first short-term implementation strategy is to create a [webpage](#) to educate on and promote incremental development.

Columbus and Franklin County Land Banks

In 2010, multiple blighted neighborhoods in Franklin County, Ohio were facing widespread demolition of dilapidated properties. To address this issue, the Land Reutilization Corporation for Franklin County was established to partner with the existing City of Columbus land bank. Land Banks help to manage blighted property and revitalize distressed communities by buying undervalued land and managing the redevelopment or sale of properties. Instead of exclusively tearing down communities, land banks deploy resources to stabilize neighborhoods. In only five years, the land banks in Franklin County were able to generate \$80 million in new private and nonprofit investment on vacant lots or abandoned structures, and facilitate the reuse of 1,300 properties.

ECONOMIC DEVELOPMENT

This Plan is centered around the 21st century approach to economic development that focuses on investment in people and the systems that support communities, with the understanding that strong communities create economic opportunity. Growth from within the community (as a result of investing in housing, transportation, the education system, etc.) creates a City that is more broadly resilient in the face of various stressors, old and new.

While this section of the Plan specifically addresses policies to encourage economic development, recommendations from all other sections of this Plan are part of a comprehensive strategy for growth. Improving quality of life and well-being by providing more housing opportunities, increasing transportation options and safety, supporting arts and culture, ensuring that residents' service needs are met, enhancing City parks and open spaces, and maintaining fiscal sustainability while maintaining and improving City services and infrastructure, are all part of an overall asset-based economic development strategy to build a resilient and thriving City.

The COVID-19 pandemic is an example of a new economic and social stressor from which municipalities learned to adapt. The pandemic changed the way that people work and participate in civic life. Expanded use of technology and the possibility of remote work allowed people to reconsider where they live in relation to their job. A substantial number of out-of-state remote workers moved to Maine during this period. Bangor will look to build upon this in-migration momentum to grow its population and strengthen the workforce. The City will consider post-pandemic trends, like remote work and increased outdoor recreation, and other quality of life elements in implementing a comprehensive economic growth strategy.

Bangor's population in the decade from 2010 to 2020 was both aging and declining, impacting the region's workforce.

Attracting new Mainers and in-state residents to the region can help ease impacts on the workforce. Recent (since 2020) trends of migration to Maine and increased interest in outdoor activities provides an opportunity for the City to promote its existing assets and desirable location.

Maintaining current infrastructure, improving walkability and bikeability, and supporting a vibrant downtown are important to creating a strong, welcoming community and preserving the City's historic characteristics. In addition, the City will need to address challenges of housing availability and affordability and the increased demand for social services in order to support the expected and desired population and employment growth as a result of Plan implementation.

The City will also continue to monitor changing market conditions, including the emergence of new growth opportunities and the decline of key industries. Policies in this Plan and local, regional, and state economic development strategies will support the City in further diversifying its economy to be better prepared to address changing market conditions.

Building upon current planning initiatives and leveraging key partnerships and industries can help the City meet its needs. Bangor can collaborate with nearby higher education institutions on a variety of issues including climate change, workforce development, and growing the City's technology and innovation sector. As the urban center for Northern and Eastern Maine, the City can revitalize its transportation networks and serve as a regional transportation hub. Revitalizing and growing the City's arts and entertainment industry can enhance Bangor as a destination for art, entertainment, and culture.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 13:

Foster an environment that is supportive of economic development and provides opportunities for the growth and development of businesses in the City.

The City plays a key role in supporting economic growth through streamlining processes and regulations, identifying and strengthening new industries and technology, and facilitating collaboration among agencies, universities, financial institutions, and employers. Bangor recognizes the need to promote and strengthen all community assets and continue to pursue initiatives to enhance quality of life in order to support economic growth. Bangor will continue to leverage its assets to attract and develop a strong workforce and support innovation and entrepreneurship.

In recognizing the need for a coordinated and updated approach to economic development, in 2021, the City of Bangor developed an Economic Development Strategic Plan to move the City forward to address economic growth. Key concepts in the plan include strengthening the arts and entertainment sector, addressing housing availability and affordability, creating a marketing and communications plan for the City, and retaining and attracting residents, especially young professionals and students. Enhancing livability through improvements in housing, arts, transportation, infrastructure, parks, childcare, and community services is increasingly important with the rise of remote work. With more employees able to choose where they live based on their lifestyle needs rather than proximity to jobs, these basic amenities are even more vital to economic growth.

To support these economic development goals, the City will continue to build and strengthen community partnerships with higher education institutions, employers, lenders, the Chamber of Commerce, small business groups, and community organizations that are working to assist new Mainers, address housing issues, provide childcare, and provide job training.

Action Items



- a. Ensure that Economic Development staff have the resources needed to engage in the recommendations of the 2021 Economic Development Plan and addendum and meet the ongoing needs of economic development.
- b. Continue to streamline the City’s business permitting and licensing processes to be efficient, effective, and expeditious.
- c. Work with local banks, Small Business Administration lenders, and Community Development Financial Institutions to promote existing small business lending and micro-lending programs.
- d. Maintain an active partnership with local higher education institutions such as Husson University and University of Maine to support their growth and engagement in Bangor’s economy and to support research and innovation in new industries.
- e. Promote investment in Bangor’s Opportunity Zone.
- f. Support the development of shared working spaces, business incubators, and other business support resources in the City.

Action Items continued next page

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 13 CONTINUED*Action Items continued from last page*

- g. Collaborate with the Maine Connectivity Authority to encourage the expansion of high-speed broadband coverage and gigabit internet access as recommended by the 2020 City of Bangor Broadband Strategic Plan and Roadmap.
- h. Continue to grow the availability of public wireless networks.
- i. Support the expansion and strengthening of existing infrastructure and systems that support quality of life for a growing workforce, including housing, childcare, education, transportation, and broadband.
- j. Work with partners to create workforce development in innovative technologies such as “green careers” in insulation and solar installation.
- k. Continue to support opportunities for non-aeronautical property development in the area around the Bangor International Airport.
- l. Encourage the development of the BanAir Industrial Park property.
- m. Continue to make improvements to the Foreign Trade Zone.

Case study: Hartford, CT - South Side Institutions Neighborhood Alliance

As the state’s capital, Hartford comprises many anchor institutions which are embedded into the social and economic fibers of the City and region. Hartford’s successful collaboration with anchor institutions can be witnessed through the impacts of the Southside Institutions Neighborhood Alliance (SINA) which comprises Trinity College, Hartford Hospital, and Connecticut Children’s Medical Center. The 40-year partnership has positively impacted the neighborhood and beyond through strategic investments for new community developments, fundraising efforts, affordable housing development, and engagement of public schools and the community. Partnerships with anchor institutions rely on the understanding that the economic health of an anchor institution and the city in which it resides are inherently connected. A flagship project of the SINA partnership is The Learning Corridor, a large community campus made possible by a \$10 million investment from SINA. The campus has four public schools, a performing arts center, a boys and girls club, and a family support program. Other SINA efforts over the years have included the creation of a community development corporation tasked with building affordable housing units throughout Hartford’s urban center.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 14:

Continue to invest in downtown Bangor through infrastructure and streetscape improvements, building façade improvements, public spaces for gathering and events, and marketing and attracting people to downtown.

Past and ongoing beautification, marketing, and events initiatives have helped to create a vibrant downtown and attract people and businesses to Bangor. The City’s downtown is a valuable social, economic, and cultural asset that has a significant impact on the economic success of the region. A thriving downtown with a variety of businesses, restaurants, bars, entertainment venues, and public spaces draws both visitors and residents to the area and has been cited as essential to the quality of life in Bangor. Continuing to support and promote initiatives that increase downtown vitality will benefit residents, who value access to downtown amenities, and will attract new residents to live in Bangor rather than settling in surrounding communities. The City will continue to support downtown vitality by improving access to downtown, including availability of transit, safety for pedestrians and bicyclists, and access to parking.



Action Items



- a. Continue to develop zoning regulations that will support active outdoor spaces.
- b. Coordinate with downtown organizations to publicize downtown events (music, food festivals, food trucks, pop-up retail/restaurant events, etc.) and promote downtown neighborhoods by creating a distinct sense of place in areas outside of the downtown core.
- c. Continue to support housing development in the downtown as a catalyst for reuse/redevelopment and a built-in customer base for local businesses.
- d. Improve access to parking in downtown by providing clear signage and markings to direct motorists to appropriate parking, while also ensuring that streets are safe and accessible for non-motorized traffic.
- e. Improve efficiency in parking in downtown by engaging the public in increasing awareness of parking options that are best suited for various users and uses.
- f. Conduct a parking study to evaluate current and future parking needs in downtown and identify strategies to increase parking availability, as needed.
- g. Develop a consistent definition to delineate boundaries of Bangor’s downtown to assist in regulating and targeting investments to the downtown.

Action Items continued next page

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 14 CONTINUED

Action Items continued from last page

- h. Consider implementing downtown wayfinding signage, in coordination with the City’s marketing campaign, to include gateway signs on major corridors and directional signs to direct people to businesses and attractions in downtown.

Case study: Downtown Roanoke

Roanoke was in the midst of a perfect storm of economic hardship in the early 1980s. Economic prosperity was deteriorating due to bank consolidations, the loss of the Norfolk & Western Railway headquarters, and a population that was gradually shifting to the suburbs. To spur a revitalization, the City committed to an economic development strategy that focused on revitalizing downtown, leveraging outdoor recreation as an economic driver, and redeveloping contaminated industrial sites. The City provided façade renovation grants through subsidization of property taxes and utility fees to incentivize downtown beautification efforts. It also empowered neighborhood organizations through support for local improvement projects and provided job training to redevelop the workforce in the face of shifting industry. Roanoke also took steps to poise itself as a regional destination for recreation through the creation of greenway trails and improved biking facilities. The City repurposed a contaminated brownfield site into a biomedical research facility and technology park. The downtown population has since grown from 10 people to 1,200 in a matter of twelve years, coinciding with a boom of restaurants, retail, and recreational uses.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 15:

Review and update, as appropriate, the City’s commercial zoning regulations to ensure that the regulations provide sufficient flexibility to allow development that responds to current and future market conditions.

The nature of commercial development has changed since the City’s Land Development ordinance was adopted. Changes, including the rise of e-commerce, new business types, and unique business models, do not necessarily align with historic zoning requirements. While the City has made amendments to the code to help facilitate development in growth areas, there remain opportunities to increase the flexibility of requirements to encourage commercial growth more effectively, where it is appropriate.

The nature of uses has changed over time with more light industrial operations that are consumer oriented and driven by the demand for goods. There is currently a high demand for industrial space. An understanding of distinct types of commercial and industrial uses, their potential impacts, and their role in the local and regional economy, will help the City to support commercial and industrial growth in a way that is complementary to existing neighborhoods. Flexibility in commercial and industrial zoning regulations that considers current and future market conditions will also help to facilitate transitions if and when existing industries begin to decline.

Action Items

- a. Consider zoning options to include mixed-use development to ensure the long-term economic stability and viability of commercial areas. This could include new uses such as medical office, fitness and entertainment, small-scale production/ manufacturing, education, housing, etc.
- b. Analyze the City’s existing industrial zoning districts to determine if allowable uses, building heights, parking and loading requirements, and constraints on building size or footprints are in line with today’s industrial/manufacturing/ distribution standards.
- c. Consider implementing flexible zoning or performance-based zoning in certain non-residential zones to allow for a greater variety of uses and more non-traditional uses in existing commercial and industrial areas.
- d. Expand the concept of neighborhood commercial and evaluate corridor commercial as nodes for intersections. Consider implementing form-based codes to areas that may be suitable for this type of regulatory environment.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 16:

Consider conducting corridor studies or area plans for corridors within the commercial districts to help align economic development priorities with needed infrastructure improvements to adequately support future growth.

As a result of the historic radial development pattern of Bangor, there are several major corridors that connect downtown to more rural areas of the City. Focusing and planning for commercial development along these corridors can help encourage growth in a way that is efficient for infrastructure maintenance, is safe and accessible for pedestrians and cyclists, supports transit connectivity and vehicular traffic flow, and preserves natural areas.

Past development of commercial corridors has been haphazard and has not been in keeping with the City’s goals to improve pedestrian connectivity and safety. Developing corridor plans will help to guide development of these corridors in a more intentional way that can support the City’s economic and mobility goals.



Source: City of Bangor

Action Items



- a. Identify infrastructure enhancements needed in corridors.
- b. Review commercial and mixed-use zoning regulations to ensure that the regulations support a mix of land uses and desirable site design and provide opportunities for housing development without displacing commercial uses.

Case study: City of Austin, TX

The City of Austin’s Corridor Improvement Program has identified key corridors in need of safety and mobility improvements and has developed Corridor Mobility Plans for each location. The plans are preliminary engineering documents that provide recommendations to enhance safety, access, and mobility through roadway design enhancements with a focus on creating corridors that serve all users including cyclists, pedestrians, transit users, and drivers.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 17:

Partner with educational institutions and major employers in the City to strengthen and expand the workforce through training and employee pipelines.

The State of Maine and the Bangor region continue to experience labor market challenges because of an aging population, an increase in older residents leaving the workforce related to the COVID-19 pandemic, and a decline in the young adult population. Long-term investment in workforce development and training is essential to ensuring a strong workforce in the future. With several higher education institutions in the City, Bangor has an opportunity to grow its partnerships with these institutions to support students and employers.

Workforce attraction and development is a key priority in the state’s Economic Development Strategy. Bangor can leverage and promote its unique assets to attract and retain employees in the City and region.



Source: Northern Light Health

Action Items



- a. Connect employers to training opportunities and provide assistance and guidance for employers to develop targeted training programs.
- b. Work with the Bangor Region Chamber of Commerce to hold a quarterly education roundtable that brings together City leadership, staff, and educational institutions to discuss opportunities for developing Bangor’s workforce.
- c. Continue to work with regional workforce partners to identify skills gaps or employee shortages in the trades and work collaboratively to address shortfalls, as demonstrated in the Working Communities Challenge.
- d. Participate in regular meetings with major employers to coordinate City services and support.

Working Communities Challenge

The Working Communities Challenge is a grant program to support local collaborative efforts to build strong economies and communities in northern New England with a focus on economic opportunity for communities and residents with low incomes. In 2020, the Greater Bangor Team (made up of four municipalities, educational institutions, and community organizations) received a \$25,000 design grant, to develop a plan to increase job training and skills for marginalized workers. Following the completion of the six-month design phase, the team was awarded a three-year, \$375,000 grant to implement the plan. The effort is focused on improving economic equality by engaging diverse voices and changing systems around workforce, education, entrepreneurial development, and community support. In 2021, the team hosted listening sessions and conducted a survey to solicit feedback from the community.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 18:

Promote entrepreneurship, innovation, and business expansion by supporting and leveraging partnerships among research and educational institutions, business development organizations, and the private sector.

Bangor has the advantage of being home to several higher education institutions and the broader region is home to prominent research institutions including Jackson Laboratory in Bar Harbor and the University of Maine in Orono. Colleges and universities provide an opportunity to support economic growth through leveraging research and innovation to support new business development and entrepreneurship and to engage and connect students to employers and innovators to investors. The City will build partnerships to leverage research at local institutions to generate new business, encourage the growth of new industries, and promote and expand the success of forestry-related innovations.

Bangor Region Chamber of Commerce

Established in 1911, the Bangor Region Chamber of Commerce (BRCC) is one of the oldest and largest chambers in the State of Maine. BRCC represents businesses from 21 communities, including Bangor. The Chamber provides a variety of services to its members including business development, advocacy for issues that affect businesses, and community betterment programs.

Action Items



- a. Collaborate with the Bangor Region Chamber of Commerce and other business development and advocacy organizations in developing the City’s branding and marketing strategy to promote Bangor as a business-friendly community.
- b. Support efforts to connect students to emerging fields and new technology and to improve digital literacy for workers to expand their skills as technology changes.
- c. Coordinate resources from agencies and organizations that provide support for business development and establish a central source for business development resources.
- d. Collaborate with higher education institutions and the private sector to support opportunities for business incubation and initiatives to attract and retain talent.

Clean Energy Partnership

The clean energy sector is an emerging field in Maine and in the U.S., the industry has been adding jobs at a rate 70% faster than other economic sectors. The Governor’s Energy Office created a Clean Energy Partnership – Workforce Initiative, using ARPA funding, to support job training and offer well-paying jobs for established workers and young people looking for careers in the sector. The workforce initiative is focused on preparing more Maine people for jobs in the growing clean energy industry. The initiative provides funding for programs that advance clean energy workforce development and training and works with Maine’s community colleges and the UMaine system to develop future clean energy workers. It also supported the development of an online platform to promote training opportunities and connect workers with jobs in the clean energy sector.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 19:

Grow the City and region’s recreation and tourism economy.

Bangor’s impressive park system and numerous open spaces, trails, and preserves are an important part of what make Bangor a great place to live. In addition, the City serves as a gateway to Acadia National Park and other recreation areas north and west of Bangor. The City can leverage its geographical position to contribute to the region’s recreation and tourism economy by serving as a home base for recreational tourism and by promoting and growing recreation opportunities within Bangor.



Source: BerryDunn

Action Items



- a. Support the development of downtown amenities, including retail and food establishments, cultural amenities, and personal services, to serve residents and attract new visitors.
- b. Continue to invest in streetscape improvements to support walkability and create public gathering spaces.
- c. Continue to improve access to recreational amenities for all residents and visitors.
- d. Promote Bangor as home to open space amenities as well as a gateway to outdoor recreation areas in the region.
- e. Enhance the waterfront area and increase public access to the waterfront.

Case study: Colorado Springs, CO

Like Bangor, visitors from across the country visit Colorado Springs, CO to participate in recreation activities. The area is home to parks, trails, and open spaces, including Garden of the Gods and Red Rocks Canyon Open Space, and offers access to hiking, biking, climbing, swimming, and other sports and activities. The City **conducted a study** highlighting the impacts of recreation on its economy. The study found that its parks and open spaces provide recreation opportunities, improve public health, boost economic development, improve stormwater management, filter air pollutants, and attract visitors. The industry supports jobs, increases spending at local businesses, and can increase the value of nearby residential property rates.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 20:

Identify, attract, and retain a more diverse population by creating a welcoming and inclusive community that supports all populations.

Bangor prides itself on being an open and welcoming community. As noted in the Economic Development Strategic Plan, diversity of the population—including racial, ethnic, socioeconomic, and gender preference diversity—is a key factor for students and others in considering quality of life and ultimately determining where to live. Young people have historically migrated to larger cities for employment, but also for the cultural diversity and richness of experience that is integral to large urban areas. Proactively taking steps to grow and diversify the population and to be more inclusive will not only help to build a more diverse city but will also build a stronger community and workforce by supporting existing community members who are part of underrepresented groups and ensuring that they feel connected and invested in the community.



Action Items



- a. Coordinate with community organizations to develop a support structure and resources for new Mainers, including immigrants, refugees, and asylum seekers.
- b. Work with educational institutions to support English language programs.
- c. Strengthen communication with and engagement of underrepresented groups.
- d. Engage youth in civic participation and community service, including in an advisory role to City entities.
- e. Support and promote the efforts of the Advisory Committee on Racial Equity, Inclusion, and Human Rights.

Case study: Portland, ME

The Portland, Maine metro area has been welcoming immigrants, refugees, and asylum seekers for decades, with a significant increase in the number of new Mainers arriving in Portland and surrounding communities in recent years. The City of Portland and several community organizations have established programs and resources to assist new Mainers in accessing services and becoming part of the community. The [Greater Portland Immigrant Welcome Center](#) created a New Mainers Guide to Greater Portland in partnership with the Portland Public Library as a tool to help new Mainers navigate the different resources available. Information in the guide ranges from resources for food and shelter to education and training opportunities.

Welcoming Immigrant Neighbors – Bangor (WIN Bangor)

WIN Bangor provides a range of support services and resources to assist immigrants in navigating life and culture in Bangor. Teams assist new neighbors in meeting basic needs, accessing services, finding social supports, and experiencing a warm welcome to the community.

ECONOMIC DEVELOPMENT RECOMMENDATIONS

Policy 21:**Develop a marketing campaign and communications strategy for Bangor that features its cultural and historic resources, economic opportunities, parks and recreational opportunities, and other assets, and promotes Bangor as a place for growth and innovation.**

The depiction of Bangor as a hidden gem with great untapped potential was ubiquitous throughout discussions about the future of the City. Bangor and its surrounding region have an abundance of recreation, arts, entertainment, and other resources in addition to jobs and educational opportunities. The characteristics of Bangor that contribute to the quality of life, as well as the less tangible sense of community that keeps people here, are not well known outside of Bangor or Maine. A comprehensive and coordinated campaign to promote all that the City has to offer will leverage existing assets and build an identity for Bangor as a desirable place to live, work, play, and learn.

Action Items

- a. Develop a strategic communications and engagement plan for the City including promotion of existing communication resources and leveraging social media.
- b. Commission local artists and videographers to produce promotional videos for the City's arts and culture resources.
- c. Provide regular communications and establish a unified presence on social media to promote Bangor's cultural resources and economic activity.
- d. Develop a marketing campaign that includes branding, an overview of Bangor's strengths and assets, and print and digital materials to promote the City with a focus on becoming a more diverse and inclusive community.
- e. Coordinate with the Bangor Region Chamber of Commerce to actively promote Bangor and distribute campaign materials and information.

Case study: West Chicago, IL

The City of [West Chicago, IL](#) developed a strategic marketing plan in 2017 to promote the City regionally and attract new residents and businesses. West Chicago describes itself as a hidden gem with a rich history but has been hampered by an outdated reputation. The City's marketing plan highlights their research approach and background that informed the plan, outlines strategic priorities, and describes print and digital marketing approaches. The City wanted to be proactive in its marketing approach, choosing to leverage social media, create strong relationships with local media contacts, and develop a media team to help create a strong vision and brand for the City. The City also invested in public relations initiatives to improve residents' and stakeholders' views of the City, which included events and focus groups.

MOBILITY

Mobility planning plays a vital role in shaping a vibrant and healthy community. The design of transportation infrastructure, location of infrastructure and transit related to population and jobs, and the type of user that infrastructure is oriented towards has wide-ranging impacts including climate impacts, costs to users and the City, health and well-being, and access to jobs and services.

In 2021, nationwide traffic fatalities were the highest in over a decade. Maine has also experienced an increase in traffic fatalities and pedestrian fatalities similar to the rest of the nation. Improving safety throughout the City's mobility network is a key concern that will continue to be addressed. Recommendations in this section call for continued support for initiatives to address roadway safety focusing on improvements that increase connectivity and address safety and accessibility for all users.

While most Bangor residents have access to a vehicle, many do not, and many would prefer to have alternative transportation options to driving their own vehicle for all trips. Creating redundancy in the transportation systems provides users with options and creates a more resilient City. Improving pedestrian, bicycle, and transit networks to be safer and more accessible will encourage more people to use these systems, reducing traffic congestion and overall vehicle emissions.

In addition to improving equity for all community members, expanding and improving pedestrian and bicycle



Source: City of Bangor

infrastructure can improve public health and create a sense of community through more walkable neighborhoods. The built environment has a significant impact on public health. When cities create environments where it is safe, convenient, and pleasant to walk, bike, and take public transit, more people do so, resulting in a healthier, happier, and more equitable community. The public health benefits of walkable neighborhoods go beyond the physical health benefits of more exercise and provide more opportunities for social interaction and community connection. A balanced transportation system is also a more fiscally sustainable system. The cost of constructing and maintaining infrastructure for single-occupant vehicles is vastly higher than building or maintaining infrastructure for pedestrians and bicyclists.

MOBILITY RECOMMENDATIONS

Policy 22:**Improve traffic operations and strategically improve transportation infrastructure across the City.**

A safe and efficient transportation system is necessary to access employment, services, amenities, and recreation, and to participate in civic life. Ensuring that infrastructure is maintained efficiently and equitably is critical to Bangor's economic growth. Transportation infrastructure and systems require regular maintenance and periodic upgrades to continue to function effectively. As maintenance costs have increased faster than the City's budget for maintenance, the City's ability to support its existing infrastructure has diminished. Planning for future maintenance needs and leveraging state and federal funding for infrastructure improvements will help to position the City to meet the needs to maintain the existing transportation system. Additionally, the City will carefully consider where expansion of transportation infrastructure should occur (including roads, transit, and bicycle and pedestrian infrastructure) in alignment with the City's other goals including those related to sustainability, land use, and housing development.

New optical detection traffic signal technology is being implemented in Bangor to help improve the flow of traffic while also supporting the City's climate action goals. Continued support for these upgrades as well as investment in other innovative technology and infrastructure will continue to improve the City's traffic operations and transportation system and will lessen the maintenance responsibilities for the City.

In addition to maintenance and technology upgrades, a comprehensive management plan for tracking and budgeting for public infrastructure maintenance and replacement will help the City allocate funding and target maintenance work most efficiently.

Action Items

- a. Continue to work with the BACTS to improve the City's traffic signal system, including the installation of fiberoptic lines, with the aim of improving reliability and reducing traffic congestion.
- b. Continue to pursue state and federal funding for local bridge maintenance and repairs.
- c. Integrate Low-Impact Design (LID) measures in transportation infrastructure projects as feasible and in accordance with the Low-Impact Development Strategies Ordinance, once adopted.
- d. Support transportation improvements to the Broadway Corridor as recommended by the 2015 Broadway Corridor Study.
- e. Continue to invest in streetscape projects in downtown and other commercial areas where warranted.

Low-Impact Design (LID) is a development practice that is designed to minimize water runoff. LID mimics the natural water balance by promoting practices to maintain the natural or pre-development water drainage process by allowing water to soak into the ground rather than flow into storm drains or ditches where it can contribute to flooding or pollution problems. These practices help preserve wetlands and other ecological habitats.

MOBILITY RECOMMENDATIONS

Policy 23:

Improve bicycle and pedestrian connectivity across the City.

Bicycle and pedestrian connectivity are top priorities for stakeholders, especially as they relate to improvements in quality of life and public health. Walkable and bike-able neighborhoods contribute to healthier communities and connect non-drivers to amenities, services, and social life.



Source: City of Lewiston, Maine

Adopting a Complete Streets approach to transportation planning and design will help to address safety concerns and will improve equity in transportation by supporting streets that are designed for users of all ages and abilities.

- c. Develop a bicycle plan to include implementation of bike lanes, shared roadways, pathways, bicycle parking, and secure bicycle storage, where feasible, as a means of accommodating bicyclists.
- d. Develop a sidewalk plan and expand and improve the City’s sidewalk network as recommended by the plan with an aim of connecting neighborhoods to downtown and to schools.
- e. Provide improvements to pedestrian crossings as needed, including crosswalk markings, signage, signal enhancements, and lighting enhancements.
- f. Complete greenway connections across the City including the Northern Maine Bicycle Route and the East Coast Greenway.
- g. Require new developments to install infrastructure or partner with the City to improve pedestrian and bicycle access to and from the development as well as within the development.
- h. Pursue grant funding to support transportation programming and projects related to Livable Communities and climate action goals.

Action Items



- a. Form a committee to help develop a Complete Streets policy for adoption by the City that prioritizes the provision of pedestrian, bicycle, transit, and traffic-calming improvements in transportation infrastructure and maintenance projects, as well as to help improve the safety and accessibility for pedestrians and bicyclists generally in the City.
- b. Provide bicycle and pedestrian improvements recommended by the 2019 BACTS Long Range Pedestrian and Bicycle Transportation Plan and the BACTS 2043 Metropolitan Transportation Plan (once developed) with a focus on safety and connectivity.

Complete Streets is an approach to planning that enables safe access for pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. It emphasizes the needs of those that have not been met through current transportation approaches, such as older adults, those living with disabilities, and those who do not have vehicles.

What does a Complete Street look like? Complete Streets is a process and approach to street design and depending on the context and needs of users in diverse types of neighborhoods, streets will look different in different environments. Here are some examples of the application of a Complete Streets approach:

MOBILITY RECOMMENDATIONS

Policy 24:**Accommodate emerging transportation modes and technologies.**

Innovation in transportation has improved efficiency, ease of use, and safety for users. The growth of micro-mobility systems and rideshare services has expanded transportation networks and reduced travel costs for many. Technology advances across transportation modes and in the development of new transportation modes could help to reduce vehicle use within the City and could improve equity in transportation by providing access to lower-cost transportation options for Bangor residents and visitors. Integrating emerging transportation modes with existing transportation systems and infrastructure will improve connectivity and help to fill gaps and improve access for areas that are not currently served by transit.

Action Items

- a. Plan for the accommodation of micro-mobility systems and rideshare services at the City's transportation hubs.
- b. Provide electric vehicle charging infrastructure at City facilities and where it may be required to support electric vehicle fleets.
- c. Review zoning regulations and amend as necessary to require the provision of bicycle parking and electric vehicle charging, as appropriate.
- d. Transition to an electric and/or alternative fuel fleet of City vehicles.

Electric Vehicle Progress in Maine

In its Maine Won't Wait [two-year progress report](#), the Maine Climate Council shared that there are 8,594 electric and plug-in hybrid vehicles and 389 public electric vehicle (EV) charging stations in the state. These numbers are up from 5,577 EVs and 265 EV charging stations in 2021 and 2,976 EVs and 164 EV charging stations in 2019. As outlined in the [Maine Won't Wait](#) plan, Maine has a target of having 219,000 EVs on the road by 2030. Maine is expected to receive \$19 million from the Bipartisan Infrastructure Law over the next five years to help expand the state's EV charging infrastructure. Maine Department of Transportation (DOT) and Efficiency Maine are supporting the installation of EV charging stations in rural parts of the state using \$8 million from the Maine Jobs and Recovery Plan. To further support EV infrastructure in the state, Southern Maine Community College launched an EV repair course where technicians from around the state are trained to diagnose and service electric and hybrid vehicles.

MOBILITY RECOMMENDATIONS

Policy 25:

Continue to address safety issues across Bangor’s transportation system.

Safety, especially related to pedestrian and bicycle use, is a concern for Bangor stakeholders. Oftentimes crashes are preventable, and simple infrastructure improvements can improve safety by increasing awareness and visibility of other road users to drivers. Through the adoption of a Complete Streets policy and work with Maine Department of Transportation (DOT) and the Bicycle Coalition of Maine, Bangor has committed to transform its approach to street design to incorporate the safety and efficiency for all users and modes of transportation. Making roads safer for all users is a step toward creating a more equitable transportation system.

Action Items



- a. Pursue grant funding, as available, to provide safety enhancements at high-crash areas.
- b. Continue to work with the Heads Up! Pedestrian Safety Initiative to ensure that enhancements are made to key locations where safety is a concern in alignment with the City’s goals and policies for improving transportation safety.
- c. Develop a traffic calming toolbox as part of a Complete Streets plan and implement traffic calming measures on local roadways, consistent with the City’s traffic calming policy, where crash rates could be reduced through traffic calming.
- d. Ensure that pedestrian infrastructure maintenance and safety enhancements are implemented in coordination with regular roadway maintenance and improvements, as appropriate.
- e. Consider adopting a Vision Zero strategy (i.e., aim for zero deaths or injuries from traffic accidents while increasing safe, healthy, equitable mobility for all).

Heads Up! Pedestrian Safety Initiative is a pedestrian safety initiative that aims to explore mitigation strategies to improve safety and reduce the number of crashes. The Bicycle Coalition of Maine, Maine DOT, and communities across Maine facilitated meetings to develop mitigation strategies and safety plans.

A traffic-calming toolbox is a collection of strategies to slow vehicular traffic and improve safety for all road users. The toolbox provides an overview of each strategy, its applicability in Bangor, and implementation guidance. Strategies can range from temporary measures such as painted lane markings or flex posts to permanent construction solutions such as mini traffic circles or curb bump outs.

MOBILITY RECOMMENDATIONS

Policy 26:**Update City regulations and policies to better manage and accommodate transportation needs across the City.**

Transportation behaviors and patterns are, in part, dictated by regulations. Site plan regulations determine how much off-street parking will be available for a new building and how easy it is to access. Road design regulations impact traffic speeds and safety for road users. Downtown parking regulations control where vehicles can be parked, for how long, and at what cost. Impacts resulting from all these regulations influence decision making related to transportation—which route to take, whether to drive or take the bus, or whether to make a trip at all. These regulations can be updated to incentivize desired transportation modes and patterns and better accommodate all users to improve accessibility system-wide.

Action Items

- a. Review ordinances, regulations, and policies to align with Complete Street principles.
- b. Review downtown parking conditions, including parking supply, and parking usage and consider developing parking regulations and adopting parking management strategies to meet the needs of the downtown most efficiently, including consideration for parking technologies and adjustments to parking pricing.
- c. Review City-wide parking regulations, parking usage, and amend parking regulations as needed to ensure allocation of an appropriate amount of parking while reducing the underutilization of lots as a result of excess parking. Solutions may include reducing parking minimums and improving parking enforcement.
- d. Ensure that local ordinances, regulations, and policies are aligned with the Maine's Sensible Transportation Policy Act (23 M.R.S.A. §73); State access management regulations (pursuant to 23 M.R.S.A. §704); and State traffic permitting regulations for large developments (pursuant to 23 M.R.S.A. §704-A).

MOBILITY RECOMMENDATIONS

Policy 27:

Improve Community Connector bus service and amenities and implement strategies to increase ridership.

The completion of the Transit Center in downtown Bangor in 2022 was a major step forward in elevating the City’s bus system to be more visible, accessible, and comfortable for users. With the completion of this project, the City will continue to promote the Community Connector as a safe and reliable transportation option and support partnerships with universities and employers to increase ridership to surpass pre-pandemic levels.

In addition to the strategies below, other policies related to focusing development within existing neighborhoods and improving pedestrian connectivity, will help to improve access to the Community Connector and increase ridership.

Action Items



- a. Provide additional bus shelters and bicycle racks.
- b. Increase frequency of service and hours of operation.
- c. Strengthen existing relationships and build new partnerships with universities and employers to incentivize transit ridership.
- d. Continue to adopt recommendations of the 2019 Bangor Transit Study to improve service and operations, implement new technology, develop and maintain infrastructure, build partnerships, and enhance marketing.



Source: City of Bangor

MOBILITY RECOMMENDATIONS

Policy 28:

Continue to support the growth of Bangor International Airport (BGR) as a transportation and commerce hub.

After a sharp decline in passenger travel in 2020 and 2021, passenger and commercial activity at BGR has recovered faster than anticipated. The facility’s advantageous location near key commercial ports and recreation destinations has positioned Bangor as an important hub for transportation and commerce.

As future growth in passenger demand and cargo services is anticipated, BGR will continue to work with City Economic Development staff and other City departments to support concerted marketing, economic, and sustainability initiatives, including the development of supporting businesses around the airport and incorporating energy efficiency and stormwater management in future improvements and operations.

Action Items



- a. Coordinate BGR marketing efforts with City-wide branding and marketing initiatives.
- b. Support the implementation of sustainability initiatives as recommended in the 2021 Bangor International Airport Master Plan.
- c. Support enhancements to BGR to improve efficiency of service and elevate the City’s position as a commercial hub.



Source: Bangor International Airport

MOBILITY RECOMMENDATIONS

Policy 29:

Improve regional transportation options and connectivity to the region.

Bangor’s prime location and transportation infrastructure provide opportunities to improve connectivity and enhance the City’s position as a regional center. Improving transportation options to Bar Harbor, Ellsworth and other cities to the south would benefit Bangor residents, visitors, and the region, by making these areas more accessible for non-drivers, reducing automobile travel and emissions, and incentivizing visitors to travel to Bangor. The City will look to leverage the successful growth of BGR by building connections among the City’s transportation systems to better serve residents and visitors.

Action Items



- a. Encourage improved transportation service between downtown Bangor and Ellsworth and Bar Harbor.
- b. Continue to advocate for the extension of passenger rail and the expansion of freight rail service to Bangor.
- c. Work with Greyhound to relocate the Greyhound bus station to downtown.

BGR won the **Best Subject Matter Expert Award** by Ground Handling International at the Pride of Ground Handling Awards 2022. for their entrepreneurial spirt and delivering industry excellence. In July 2022, it was announced that BGR will receive **\$14.2 million** for the expansion and renovation of the airport terminal, authorized through the Infrastructure Investment and Jobs Act through the Department of Transportation. Funding will go to construct a connector between the two terminal buildings, replace one ground-level boarding gate with a new gate and jet bridge to meet Americans with Disabilities Act (ADA) regulations, expand the passenger security checkpoint, and update building utilities. Both American Airlines and Delta Airlines announced new flights for BGR in 2021, including American’s non-stop flight from BGR to Miami and Dallas during summer months, and Delta’s daily service from BGR to Boston and weekly services Atlanta and Detroit.

ENVIRONMENT

Access to vast open space areas and natural features within an urban environment is a notable aspect of what makes Bangor unique.

Proximity to urbanized areas is also what has made these natural areas and critical habitats more vulnerable. Development can have extensive impacts on natural areas beyond the physical site of a project, including pollution from runoff into water bodies, destruction of habitat areas and wildlife corridors that contributes to species extinction, and the acceleration of climate change due to increased emissions related to new development and deforestation.

The City recognizes both the immediate local benefits of preserving and protecting natural areas as well as the broader regional and global impacts of local decisions on the environment. Bangor residents value the many parks, trails, forest areas, wetlands, and open spaces for recreational use and their aesthetic benefit. Preserving these areas is valuable to public health and will continue to attract people to the City and region.

With several impaired streams, vulnerable marshes, and numerous habitat areas that are home to protected and endangered species, Bangor also understands its broader role in protecting the environment for all. Within this Plan, development patterns, land use regulations,



Source: Bangor Land Trust

and transportation networks have all been considered in the context of the long-term impacts on the natural environment.

Bangor is committed to growing sustainably and being proactive and innovative in addressing climate change and protecting the environment for future generations. In 2021, the Bangor City Council made a commitment to address climate change, at the urging of local students. Since then, the City has begun work on a regional climate action plan along with BACTS, the Town of Orono, the University of Maine, and Husson University. The City has also begun to take immediate steps to reduce greenhouse gas emissions and become a more resilient city including the installation of two electric vehicle charging stations and completion of the Bangor Area Transit Center in December 2022.

ENVIRONMENT RECOMMENDATIONS

Policy 30:

Prioritize climate resiliency through City-wide and regional mitigation and adaptation strategies.

The effects of climate change on communities are growing and weather events are becoming more extreme. Communities have been impacted by events such as intense and more frequent weather patterns, extreme temperatures, long periods of drought, and sea and river level rise. Weather events caused by climate change can leave communities dealing with their detrimental effects. Climate change is a global issue, but climate resiliency starts at the local level. There are actions that Bangor can take to make the community more resilient and more capable of withstanding extreme weather events.

A coordinated approach to resiliency can have many positive impacts on the City. When a disaster occurs, the impacts are felt regionally. Bangor will continue to partner with communities and organization in the region to prioritize climate resiliency. With a coordinated approach, the region can help ensure that the people, including the most vulnerable populations, are protected and supported when climate events occur. Local and regional resiliency actions can help protect people and property, create a stronger and more stable local and regional economy, and make communities more sustainable for future generations.

Penobscot Climate Action is a regional climate planning collaboration between Bangor, Brewer, Penobscot Indian Island, Veazie, Bradley, Hampden, Hermon, Milford, Old Town, Orono, and Orrington. Their work aims to identify regional climate vulnerabilities and develop strategies to create more resilient communities. In December 2022, Penobscot Climate Action completed its Regional Climate Vulnerability Assessment, which presents current and future climate risks to the region and how those risks will affect the natural environment and community.

Action Items



- a. Work with partners to implement recommendations of the regional climate action plan, once completed.
- b. Continue to maintain a City-wide emergency management plan to be prepared for, respond to, and recover from emergency events.
- c. Identify metrics to track performance on key environmental indicators and provide regular reports on progress to City leadership.
- d. Establish a peer-to-peer program for checking in on vulnerable community members during extreme heat or cold events.
- e. Create a climate change education, outreach, and engagement program, focusing on mitigation and adaptation for residents and businesses.
- f. Improve and protect drinking water and wastewater treatment facilities to reduce physical damage and sustain function during extreme weather events.
- g. Develop a Capital Investment Plan that identifies vulnerable municipal facilities and assets and prioritizes resilience in improvements and/or new construction.
- h. Consider the creation of a “green” purchasing policy to ensure that environmental sustainability is factored into City purchases.

ENVIRONMENT RECOMMENDATIONS

Policy 31:**Improve stewardship of forests and tree canopy on City-owned open space and rights-of-way.**

A city's tree canopy can add to its beauty and help make it an attractive place to live and visit. Trees offer many ecological and environmental benefits for a city as well. A healthy tree canopy can provide shade in the summer which results in cooling and energy savings. Trees can soak up rainwater reducing stormwater runoff, which produces cleaner drinking water. Trees can also absorb carbon and other particulates in the air which can reduce pollutants and improve air quality. Bangor has identified its street tree system as an asset that should be protected and improved. Bangor can prioritize funding to help support the expansion and maintenance of the City's tree inventory. Existing efforts have already been initiated and these efforts should be continued and supported while also looking for opportunities to increase the City's tree canopy and enhance the tree maintenance program.



Source: BerryDunn

Action Items

- a. Continue to implement the recommendations of the Forest Management Plan for the Rolland Perry City Forest and work towards developing management plans for other City-owned forests, including Essex Woods, Prentiss Woods, and Brown Woods. Consult with the Maine Forest Service district forester in the development of new management plans.
- b. Continue to allocate financial resources toward forestry to adequately respond to the need for forest and roadside tree maintenance and removal and maintenance of plantings in the public rights-of-way.
- c. Continue to enforce tree planting requirements of the zoning regulations and consider flexibility in those requirements to allow tree planting in locations where they would be most beneficial and most likely to thrive.
- d. Develop a Street Tree Master Plan including requirements for tree replacement when City trees need to be removed and a list of recommended trees for replanting based on the size of the planting area, soil conditions, maintenance requirements, and height limitations.

ENVIRONMENT RECOMMENDATIONS

Policy 32:**Support and enhance agricultural resources.**

Supporting agricultural activities can be an effective strategy to support a community’s environmental and public health goals. Encouraging agriculture in rural areas outside of the growth boundary could help to address food distribution challenges experienced in recent years and would improve access to healthy foods.

Traditional zoning regulations have kept agricultural uses separate from urban residential and commercial uses. With a growing focus on food systems planning, community gardening, and urban farming, cities are rethinking how agriculture can and should fit into urban life. Subsistence growing is important for many residents for financial, cultural, and health reasons, can bring community members together, and is an enjoyable and rewarding activity for many. Urban farms and community gardens are often located within the existing fabric of a community, providing fresh foods directly to neighborhoods, reducing transportation costs, and helping to create healthier community outcomes. As national and regional food systems are stressed by climate, transportation challenges, and other impacts, increased opportunities for local farming, food production, and sales will help to build a more sustainable local food system. Through increasing agricultural opportunities, Bangor can help create sustainable neighborhoods and empower residents.

Building community through urban agriculture

Urban agriculture can take different forms, including backyard, rooftop, or community gardens and farms. Urban agriculture can provide communities with fresh, locally grown food and provide health, financial, and cultural benefits. The United Community Center’s [East New York Farms!](#) project serves residents in the East New York neighborhood in Brooklyn. The group provides access to local, sustainable agriculture and promotes economic development. East New York Farms! Operates two urban farms and two community gardens, producing food for farmers markets and local families.

Action Items

- a. Revise zoning to increase opportunities for the incidental sale of agricultural products where agricultural uses are allowed and in appropriate locations for temporary sale of agricultural products.
- b. Identify opportunities to expand the local food system including community gardens, urban farms, and public food forests, and consider using City property and parkland to do this.
- c. Support programs that promote healthy food access, local food consumption, urban gardening, and sustainable landscape management practices.
- d. Revise zoning regulations to define and specifically allow for urban agricultural uses including subsistence growing, recreational gardening, and commercial farming, and associated structures to support these uses.
- e. Consider establishing permanent community gardens for public use on City-owned land or in City parks.
- f. Consider allowing community gardens to lease City-owned vacant land for temporary use for community gardens.
- g. Support innovative tax incentives and/or other programs to incentivize preservation of agricultural land or development of new agricultural uses, such as co-location with solar installations.

ENVIRONMENT RECOMMENDATIONS

Policy 33:

Continue to promote sustainable stormwater management and floodplain management to be resilient and adaptable to a changing climate.

Effective stormwater and floodplain management can help make a community more sustainable and able to withstand the effects of climate change. Having effective stormwater management practices helps to mitigate stormwater peak flows, volumes, and stormwater quality impacts on watercourses and wetlands. Without effective stormwater management, there could be uncontrolled stormwater peak flows, which could have adverse impacts on wetlands and watercourses and cause flooding and erosion to

Case study: Philadelphia - Green City|Clean Waters Initiative

The City of Philadelphia’s Water Department administers the Green City|Clean Waters initiative that includes a stormwater grant program to incentivize property owners to reduce stormwater runoff from their properties. The program grants can cover up to 100 percent of the cost to design and construct stormwater retrofit projects on non-residential properties in Philadelphia. Stormwater retrofit projects provide an opportunity to add new landscaping, fix drainage problems, and improve the appearance of a property. Philadelphia property owners must pay a stormwater charge as part of their water bill, which can be reduced after a project is completed. These stormwater retrofit projects are a cost-effective way for the City to reduce stormwater pollution in Philadelphia’s creeks and rivers. The City partners with the Philadelphia Industrial Development Corporation to award more than \$15 million in stormwater grants every year.

areas downstream. Floodplains are natural flood storage areas that can be protected through effective floodplain management practices. Stormwater and floodplain management can help build Bangor’s resiliency and protect its residents from adverse impacts from extreme weather events that could result in loss of life, property damage and degradation of our water quality, ecosystems, and waterways. Strong management practices can also help Bangor promote healthy watercourses and wetlands and maintain the stability of ecosystems in and around these environmentally sensitive areas.

Action Items



- a. Continue to invest in stormwater infrastructure improvements throughout the City. Emphasis on sustainable, green infrastructure improvements should be prioritized.
- b. Review and evaluate the City’s floodplain zoning regulations to ensure consistency with Federal Emergency Management Agency (FEMA) recommended model ordinances.
- c. In accordance with the City’s growth boundary, limit new development within the floodplain and buffer areas adjacent to the Kenduskeag Stream and impaired streams to minimize impacts to stormwater runoff and water quality.
- d. Adopt Maine Department of Environmental Protection’s (DEP’s) Stream Smart Crossing Guidelines as standard practice for culvert and bridge improvements.
- e. Require consideration of sea level rise projections and impacts in planning and permitting floodplain development.
- f. Complete the Maine Flood Resilience Checklist.

ENVIRONMENT RECOMMENDATIONS

Policy 34:

Prioritize energy efficiency and implementation of renewable energy measures.

Moving toward using more renewable energy and energy efficient measures can make communities more sustainable and resilient. They can reduce dependency on fossil fuels and help reduce greenhouse gas emissions. Reducing greenhouse gases can mean cleaner air with fewer pollutants, which can have positive impacts on public health. Bangor will prioritize actions that will encourage businesses and residents to use renewable energy options and implement energy efficiency techniques in homes and businesses.

Becoming a more energy sustainable community can help reduce the cost burden experienced using conventional energy sources of natural gas and electricity. This can be a significant financial benefit to lower-income residents who are disproportionately impacted by high energy costs. Prioritizing measures that make Bangor more energy sustainable can help to prepare residents and businesses to adapt and thrive in the face of adverse impacts of climate change.

Action Items



- a. Identify and implement energy efficiency measures to improve sustainability of operations and to reduce operational costs.
- b. Continue to allocate CDBG funding for Weatherization Assistance Grants and other energy efficiency upgrades for low-income homeowners as identified in the CDBG Consolidated Plan.
- c. Develop educational materials and guidance on weatherization, energy retrofits, sustainable design, and financial incentives.
- d. Consider adopting the 2021 International Energy Conservation Code (IECC), Maine Stretch Code.

Maine Won't Wait

In December 2020, the State of Maine completed its four-year climate action plan, Maine Won't Wait. This plan focuses on building more resilient communities across the state, in addition to reducing greenhouse gas emissions. Key initiatives in the plan are also closely related to the goal of the 2020-2029 Maine Economic Development Strategy to position Maine as a leader in innovative technologies. Strategy highlights from Maine Won't Wait Climate Action Plan include accelerating energy efficiency improvements, launching a clean energy workforce initiative, ensuring an adequate affordable clean energy supply, and increasing public education offerings related to climate and energy.

Case study: Ipswich Energy Challenge

The Town of Ipswich, MA has created an energy challenge for residents to join to reduce overall energy consumption in 2023. Resources include information on rebates and financial incentives for the implementation of weatherization improvements and the purchase and installation of energy efficient equipment and appliances. The Town has also offered free energy audits for homeowners and provides resources for saving energy, incentive programs, financing support, and educational information on sustainability and energy efficiency technology.

ENVIRONMENT RECOMMENDATIONS

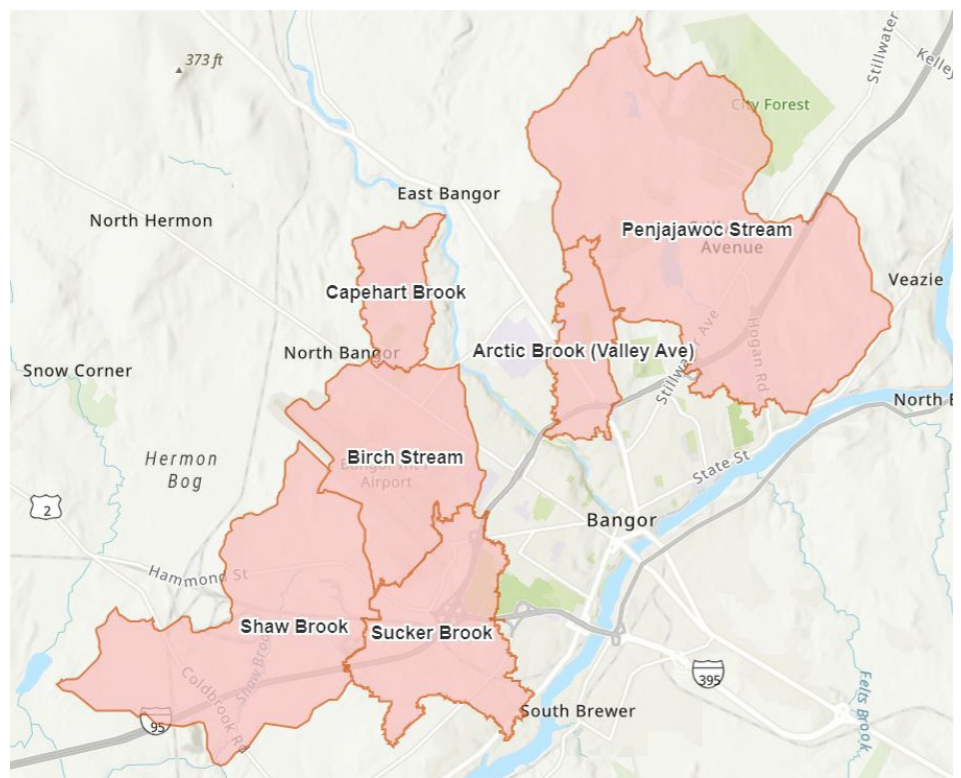
Policy 35:

Actively work toward protecting and improving water quality of the Penobscot River, impaired streams, and other water resources in the City.

Protecting the City’s natural areas was one of the key themes that emerged during the City’s visioning process. The Comprehensive Plan’s inventory and analysis also discusses the impairment of several of Bangor’s streams. When a watershed or stream is impaired, it fails to meet water quality standards. This can have negative impacts on the Penobscot River because all of the City’s watersheds ultimately drain into the river body. Poor water quality can cause the degradation of waterbodies, which can have adverse impacts on aquatic ecosystems and can decrease biological diversity. Pollutants from runoff carried into waterbodies can also have adverse impacts on public health.

The City will promote the use of best practices in stormwater management. Stormwater management regulates the volume and rate of waterflow and reduces runoff and runoff pollution. Innovative techniques in stormwater management such as vegetated swales and rain gardens can help to slow and filter the flow of water into natural waterbodies. Bangor residents and businesses can also help by protecting the City’s waterbodies from litter and pollutants. With the community working together, the City can help repair its watersheds and improve the water quality of its waterbodies.

Source: Maine Department of Environmental Protection



Action Items



- a. Continue to invest in stormwater separation in areas with combined sewer/stormwater systems in accordance with the EPA consent decree for the City.
- b. Adopt an ordinance for low-impact development strategies in accordance with the requirements of Maine DEP’s General Permit for Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems.
- c. Continue to conduct a public campaign through the Bangor Area Stormwater Group (BASWG) to raise awareness about stormwater pollution into the City’s brooks and rivers.

Action Items continued next page

LAND USE RECOMMENDATIONS

Policy 35 CONTINUED*Action Items continued from last page*

- d. Review the City's zoning regulations for opportunities to include riparian zone requirements and restrictions for developments in proximity to the City's rivers and brooks.
- e. Require inspections and reporting on the condition of on-site stormwater management systems in existing and new developments as required by the Municipal Separate Stormwater Sewer System (MS4) Permit.
- f. Require stormwater management plans for new developments to address water quality as required by Maine DEP rules and the MS4 Permit and encourage all developers to address water quality beyond what is required by law.
- g. Support the implementation of sustainable stormwater initiatives for BGR, as recommended in the 2021 Bangor International Airport Master Plan.
- h. Conduct an educational program for property owners of land within impaired stream watersheds and in the areas around the Penjajawoc Marsh to educate about the importance of these areas and how to change landscaping practices to minimize harmful environmental impacts such as the introduction and spread of invasive species.
- i. Implement watershed planning on the City's urban impaired streams through watershed-based plans and/or fluvial geomorphic assessments and ensure the continued protection of Bangor's aquifers and groundwater resources.

Maine Department of Environmental Protection (DEP):

Maine DEP defines an urban impaired stream as a stream that fails to meet water quality standards because of effects of stormwater runoff from developed land. Additional stormwater treatment controls are necessary in urban watersheds of impaired streams because proposed stormwater sources in urban and urbanizing areas contribute to the further degradation of stream water quality.

Six stream watersheds in Bangor are considered impaired, including: Arctic Brook, Birch Stream, Capehart Brook, Penjajawoc Stream, Shaw Brook, and Sucker Brook. Great Brook and Osgood Brook are not considered impaired, and the sources of both brooks are outside of the City of Bangor, in rural areas.

FACILITIES AND SERVICES

Maintenance and continued operation of City facilities and services is critical to support the needs of existing residents and other community members and is also an essential element in building a strong economy. In addition to its concentration of jobs and housing, a wide range of public services and community facilities is what distinguishes a city like Bangor from surrounding suburban communities.

Public safety is foundational to a successful city and functional society. In addition to responding to individual calls for support, public safety services are responsible for maintaining order, enforcing laws, coordinating responses to emergency situations and threats, and generally supporting the safety and well-being of the community. Every member of the community should feel safe in their neighborhood and within the City and ensuring adequate resources for public safety is a priority of this plan. In addition, the City will continue to consider how the perception of safety in Bangor impacts the community, visitors, and opportunities for growth.

Beyond safety, the City's social services, parks and recreational facilities, utilities, schools, and infrastructure all contribute to the functionality of the City and the health and well-being of the community. With growing demands for public health and community services, the City will look to improve efficiency in services in order to manage the needs of the community. The

City will continue to strengthen relationships and improve communication across departments and among the various agencies and organizations that provide services and maintain facilities for City residents and community members.

Beyond simply maintaining services and facilities, Bangor will identify opportunities for reinvestment and expansion and will continue to move forward with necessary upgrades to help ensure that City facilities and operations are meeting the needs of residents. The City will also look to adopt technology and innovative solutions to keep pace with new needs, improve administrative operations, and to be accessible and inclusive to all.



*Source: City of Bangor
Police Department*

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 36:**Prepare a City Facilities Master Plan to assess capacity to meet current and anticipated program needs and to identify energy, efficiency, and overall facility improvements that are needed.**

While Bangor has an extensive park system and a strong commitment to supporting a variety of community programming and services, many of the City's facilities are aging and are not able to meet current program needs. Investment in City facilities will be a long-term effort and developing a plan will help to assess capacity needs and identify priorities for the short, medium, and long terms. The City will continue to work across departments and with the Bangor Public Schools to plan for the City's future growth and needs for facilities and services. Establishing needs and priorities for facilities will also position the City to expeditiously leverage state and federal funding.

Action Items

- a. Inventory all City-owned properties and provide a summary of existing use and condition.
- b. Assess the physical condition and accessibility of all City and public school facilities and continue to make improvements to support school facilities planning efforts and the Bangor School Department Strategic Plan.
- c. Identify improvements and investment needed across facilities and prioritize improvements based upon most critical needs.
- d. Identify opportunities for and plan for the installation of renewable energy and energy efficiency improvements that could be implemented at City facilities and public schools to improve sustainability of operations and to reduce operational costs.
- e. Commit funding to address the needs identified by the Facilities Master Plan and pursue grant funding as available to assist in the financing of improvements.
- f. In accordance with the Americans with Disabilities Act (ADA), create an ADA Transition Plan to assess the accessibility of the City's services, including transportation infrastructure, facilities, programs, and other services; propose methods of increasing accessibility City-wide; and develop an implementation plan to implement the proposed methods.
- g. Continue to plan for and fund improvements to City Hall to meet code requirements, improve energy efficiency, and enhance customer service.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 37:

Continue to preserve, enhance, and maintain parks and recreation facilities.

Bangor’s parks and recreation facilities are one of the City’s most valuable assets and why many residents choose to live in Bangor. Continuing to enhance and support City parks is key to maintaining healthy and desirable neighborhoods. The City will use the 2021 Parks and Recreation Master Plan as a guide for prioritizing maintenance, improvements, and expansion of parks facilities. In accordance with the Master Plan and in alignment with the goals of the Comprehensive Plan, expansion of facilities and programs will be done in a purposeful way to increase equity and access by directing resources to neighborhoods with the least access to park facilities and to the City’s most vulnerable residents.

Action Items



- a. Implement recommendations of the 2021 Parks and Recreation Master Plan.
- b. Conduct playscape, athletic field, and athletic court replacement and refurbishment to ensure better conditions and increase accessibility for users of all ages and abilities.
- c. Improve park lighting while minimizing light pollution and add security features in certain parks where perceptions of safety are an issue



Source: City of Bangor Parks and Recreation Department

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 38:**Expand access to parks and recreational facilities for all users and improve connectivity of parks and open spaces.**

Access to recreation opportunities and open space is essential to healthy communities. Improving access to high quality programs and facilities is an important means to increase equity in outcomes for residents of all ages. The 2021 Parks and Recreation Master Plan provides an assessment of current facilities and identifies areas where additional facilities or improvements are needed. The City will continue to support the enhancement of parks facilities with a focus on improving access in areas of the City where access to parks and recreational facilities is limited.

Action Items

- a. Explore opportunities for additional neighborhood park facilities throughout the City where population density warrants such uses and in areas that have been identified in the Parks and Recreation Master Plan as underserved such as in North and East Bangor.
- b. Expand and enhance trails and paths within and connecting parks with the aim of connecting the City's parks and open spaces with a bicycle and pedestrian network and improving access for all users.
- c. Make accessibility improvements at City parks and school facilities, including pathway upgrades, diversifying play equipment to serve children of all ages and abilities, adding restrooms at park facilities, and considering upgrading facilities to be fully accessible.
- d. Increase recreation opportunities on the City's waterfront.

Accessible recreation

Playgrounds and parks provide opportunities for children to improve their social, physical, and sensory abilities in a fun environment. [Accessible parks and playgrounds](#) provide the opportunity for all children, including those with intellectual or physical disabilities, to play and develop their physical and intellectual abilities. These spaces are usable by children and caregivers without the need for specialization or adaptation. Accessible playgrounds follow ADA guidelines, and have barrier-free paths, ramps, handrails, and easily navigable surfaces to allow for wheelchair access. Accessible parks also include play equipment, benches, games, and bathrooms that go beyond ADA requirements. For example, swings with large backs and safety belts, Braille descriptions, and sensory items that include music are all elements of accessible playgrounds. [New York City Parks](#) has been upgrading parks to be more inclusive and have provided a guide to share which parks are accessible.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 39:

Improve resources of Bangor’s Public Health and Community Services Department (PHCS) to ensure that Bangor continues to meet the needs of residents.

The work of PHCS is essential to the City and region. As the community’s needs change, the Department should be supported with the resources needed to address those needs. The City will continue to coordinate the efforts of PHCS with the operations and initiatives of other departments to ensure that community needs are being met effectively and that communication and initiatives of the City are consistent.



Source: Downtown Bangor Partnership

Action Items



- a. Assess the need to secure additional space for PHCS operations.
- b. Consider directing ARPA funds to PHCS to meet current needs for additional resources.
- c. Support PHCS in achieving and maintaining accreditation through the Public Health Accreditation Board and developing a public health needs assessment.

Bangor Public Health and Community Services Department

The Bangor PHCS Department provides prevention, support, and education services to promote health and well-being in Bangor and the region. PHCS’s public health services include access to immunizations, free home visits by registered nurses providing maternal and child healthcare, STD and STI testing, TB testing and reading, and travel medicine. PHCS also provides access to the Women, Infants, and Children program, which is a health and nutrition program for families. The Department provides education services related to home health and safety (mold and mildew prevention, lead paint renovation scholarships), and the Shelter Plus Care program supports residents experiencing homelessness and living with mental health, substance use, and other diagnoses by providing a housing-first approach to help residents access housing. PHCS is currently working towards achieving accreditation through the Public Health Accreditation Board which will help the Department obtain funding for public health programs and services.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 40:

Support the work of local and regional community organizations that provide social services to the Bangor community.

Numerous community organizations, regional and state agencies, and City departments provide support and services to the Bangor’s most vulnerable residents; however, there is not a coordinated strategy or approach to providing services and supporting the unhoused. Understanding residents’ needs through collecting data, tracking client service needs, tracking services provided, and sharing information among agencies will allow organizations to provide services more efficiently, address specific needs of individuals, and reduce duplication of effort by various agencies.

Built for Zero is a movement initiated by the nonprofit organization, Community Solutions, which assists communities in working to end homelessness using data and a common methodology. The Built for Zero initiative aims to achieve “functional zero” or a state where homelessness is rare and brief. MaineHousing and the Statewide Homeless Council, with support from the Corporation for Supportive Housing, began a process to redesign Maine’s homelessness system response. The Built for Zero initiative is being implemented to inform this response. The City of Bangor is collaborating with community organizations to implement the Built for Zero initiative in the region as part of the larger statewide strategy to reduce and end homelessness. By sharing information, agencies will be able to better understand the needs of different populations experiencing homelessness and can measure the performance of various approaches and initiatives to support those seeking social services.

Action Items



- a. Provide assistance with coordination and communication among agencies and the City.
- b. Build partnerships with community organizations and local governments to implement innovative strategies to address homelessness.

Richmond Health Equity Partnership

Compared to the rest of Contra Costa County, Richmond, CA has high rates of health disparities with residents experiencing drastic health inequities. In response to these conditions, the City formed the Richmond Health Equity Partnership (RHEP) in March of 2012. RHEP is a partnership between the City of Richmond, Contra Costa Health Services, West Contra Costa Unified School District, UC Berkley, the California Endowment, and local community-based organizations. RHEP is working to implement a Community Health and Wellness Element (which is part of the Richmond General Plan 2030) and build key institutional partnerships with the goal of cross-sector collaboration. The partnership will advance health equity for children and families through the development of strategies to support health in all policies, full-service community schools, and health equity data, training, and reporting. In addition to moving towards health equity, the City hopes to create a model for duplication in other cities and areas of West Contra Costa County. The City also aims to build working partnerships within and between local government institutions – City, County, and School District – to facilitate systems change and enable institutions to respond to and lead with community-based health equity initiatives.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 41:

Ensure that Bangor’s public safety services have the resources to meet the needs of the community.

The role of public safety departments has changed significantly in recent years. The increase in the number of service calls involving mental health crises, substance use, and wellness checks has challenged the City to change the way it approaches public safety and emergency response. Continuing to partner with service providers and adapt to changes with appropriate training, staff resources, and equipment will help to ensure that the community’s needs are met.

Action Items



- a. Continue to monitor emergency operations center facilities and systems, and update technology as necessary, to provide coordinated public safety services in the event of an emergency.
- b. Continue to support the collaborative community outreach work of the Public Health and Community Services Department, the Police Department, and other municipal departments and agencies in the region.

Supporting partnerships between public health and public safety

The Bureau of Justice Assistance’s [Comprehensive Opioid, Stimulant, and Substance Abuse Program](#) (COSSAP) supports state, local, and tribal responses to illicit substance use to promote public safety, support access to treatment and recovery services, and encourage partnerships in community responses. COSSAP’s grant program, online resource center, and opportunities for collaboration have helped communities respond to public health and safety threats and leverage combined expertise of partner agencies.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 42:**Support sustainability, including energy efficiency and renewable energy sources, across all facilities.**

Looking ahead to the City's climate future, Bangor will serve as a regional leader on sustainability and environmental stewardship. In addition to supporting Bangor's climate action goals, implementing renewable energy sources will help to control energy costs for the City in the long-term. When new facilities are constructed and older facilities are renovated, the City can prioritize energy efficiency and buffer the City from the future unpredictability of global oil and gas prices. In addition, the implementation of LID strategies, green infrastructure, and waste reduction policies will help the City move forward to be more efficient and resilient.

Philadelphia- Energy Master Plan and Municipal Dashboard

In 2017, Philadelphia's Office of Sustainability developed a Municipal Energy Master Plan for the Built Environment. The purpose of the plan was to serve as a roadmap for City-owned buildings to increase energy efficiency, generate renewable energy and help to make buildings more energy resilient. The goals of the plan include:

- Reduction in energy use by 20 percent by 2030.
- Reduction in greenhouse gas emissions by 50 percent by 2030.
- Generation or purchase of 100 percent of all electricity from renewable sources by 2030.
- Maintenance or reduction in cost of energy at facilities.

The City also developed a Municipal Energy Use Dashboard which tracks energy use for City buildings accounted for in the General Fund, with exception of buildings managed by the Philadelphia Water Department and Philadelphia International Airport.

Action Items

- a. Develop a municipal energy plan that includes energy tracking and management, energy reduction goals and actions, and clean energy goals and actions.
- b. Benchmark and track energy use across City buildings and facilities.
- c. Include energy efficiency and renewable energy projects in the City's capital improvement plan.
- d. Work toward the adoption of sustainable practices at City parks, municipal facilities, and public school facilities such as capturing rainwater for irrigation use, reducing water usage, reducing the use of chemicals on City grounds, improving recycling, eliminating the use of exotic invasive plants, planting more native species, and reducing solid waste.
- e. Minimize light pollution (including impacts to wildlife from lighting) at all City facilities and from City street lighting.
- f. Invest in electrical vehicle infrastructure to support airport e-vehicles/equipment and emerging EVOT aircraft.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 43:

Continue to protect and maintain the City’s drinking water supply and distribution infrastructure.

A clean drinking water supply is a fundamental part of urban infrastructure. Recent challenges with water quality and water supply in some of the country’s major cities have brought the importance of drinking water systems to the forefront of urban policy discussions. Continuing to invest in supply and distribution infrastructure is critical to ensure that the City’s residents will have access to safe, clean drinking water in the future.

As Bangor is currently challenged to maintain existing public infrastructure, the significant cost of development and maintenance of expanded water infrastructure will be carefully considered. The City will continue to encourage development within the growth boundary, and in areas where there is existing water service.



Source: City of Bangor

Action Items



- a. Limit water service extensions to designated services areas.
- b. Make investments in the water supply system as needed to ensure a safe yield.
- c. Promote the adoption of best management practices and the use of green infrastructure as a means of reducing the use of drinking water supply for irrigation. Implement measures at City properties and include regulations and guidelines within the City’s zoning regulations.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 44:**Continue to make needed investments in the City's wastewater collection infrastructure.**

Beginning in the 1990s with the development of the first Long-Term Control Plan, the City began to take steps to reduce combined sewer overflows (CSOs), which occur when excess stormwater overwhelms the combined sewer system and untreated discharge and stormwater overflow and exits the system into nearby streams, lakes, rivers, and oceans. Since the 1990s, Bangor has constructed improvement projects to reduce CSOs and has significantly reduced the volume of untreated discharge. A 3.8-million-gallon CSO storage tank project has recently been completed, which will further reduce discharge and improve water quality. In accordance with the Phase 2 CSO Long-Term Control Plan and as committed to the Maine DEP and the Environmental Protection Agency (EPA), the City will continue to make improvements to construct storage tanks, maintain and upgrade the system, and complete separation projects.

The significant cost for essential maintenance and upgrades to the existing system for the next several years is a consideration for limiting the expansion of the City's sewer system and prioritizing growth within the growth boundary, where there is existing service.

Action Items

- a. Limit sewer service extensions to designated service areas.
- b. Invest in improvements to wastewater infrastructure in areas inside of the City's designated growth area where existing infrastructure is at or over capacity in order to meet potential future needs for development.
- c. Address inflow and infiltration issues across the wastewater collection system.
- d. Reduce CSOs within the City sanitary collection system in accordance with the City's Long-Term Control Plan.

Long-Term Control Plan

Bangor developed its [Phase II Long Term Control Plan](#) for CSO reduction in 2017. The first phase began in 1993 and established a long-term program of CSO abatement measures with a target of 80% reduction in discharge, which has been achieved. Phase II will evaluate the current CSO conditions and establish off-line storage tanks, similar to the three existing facilities in the City. After a storm, the stored volume of discharge is drained back to a collection system and on to the wastewater treatment plant for treatment and disinfection. The City began construction on the Davis Brook CSO Storage Tank in 2020, which is the [first CSO project](#) identified in the Phase II Plan.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 45:

Proactively work toward obtaining and securing funding through the Infrastructure Investment and Jobs Act (IIJA) as a means of financing needed improvements to City facilities and infrastructure.

The recently passed IIJA presents a unique opportunity to leverage federal funding to undertake major projects to update aging infrastructure. Several of the City’s facilities need significant renovation to continue to support the current level of service that is provided. Additionally, some City facilities, including the Central Fire Station and Recreation Center need replacement or expansion to accommodate changing operational needs and a growing demand for services and programs.

Action Items



- a. Work across City departments to identify projects eligible for funding under the IIJA.
- b. Work across City departments and with state agencies to prepare grant applications and requests for funding through the IIJA.

Infrastructure Investment and Jobs Act

The IIJA outlines investment designed to modernize bridges, roads, transit, rail, broadband, drinking water, and wastewater infrastructure, among other infrastructure projects, and create jobs to support infrastructure upgrades. The bill provides \$550 billion in new spending on infrastructure over the next five years **Maine will receive** roughly \$1 billion in IIJA funding, with \$100 million dedicated to broadband projects. Funding is also going to improve roads, bridges, highways, water infrastructure improvements, and public transit infrastructure.

FACILITIES AND SERVICES RECOMMENDATIONS

Policy 46:**Develop a City-wide digital infrastructure strategy.**

The use of digital infrastructure is a valuable tool to help the City achieve its goals. Digital infrastructure includes the tools, systems, and equipment used to create, collect, analyze, and share data and information in a digital form. Innovative technology can increase efficiency of operations, improve communications, and expand access to information. As new technology becomes available, a strategy guide for adopting and implementing technology is needed to guide decision making and to ensure that systems are used effectively and in a way that enhances equity and accessibility to City services and information.

Case study: Boston, MA

As one of the first U.S. cities to create a smart city plan, Boston is using digital technology to help it become more sustainable and resilient. Boston has implemented a number of technologies to prepare the City for the future. The City has implemented these technologies through collaboration with businesses, higher education institutions and City residents. A few examples of how the City is using technology include:

- Smart Utilities Program to reduce utility costs, prepare for climate change, and reduce traffic congestion and road construction.
- Boston's Safest Drive app to reduce the number of fatal crashes by giving residents a tool to measure their driving against safety metrics and providing recommendations to improve safety.
- Smart street technology is providing sensors to collect data on health and safety.
- A Digital Equity Fund provides small grants to local organizations that can help solve the City's technology challenges, especially in underserved areas of the City.
- The Mayor's Office of New Urban Mechanics operates as a civic center for research and design. The office researches smart city technologies such as smart parking sensors and engaging with residents through City apps such as the 311 system.

Action Items

- a. Develop a digital infrastructure strategy to identify goals and priorities and establish a framework for decision-making related to digital infrastructure.
- b. Continue to implement an asset management program.
- c. Continue to leverage technologies such as GIS and social media platforms to increase efficiency of service delivery, improve access to information, expand communication to the public, and improve administrative operations.
- d. Support initiatives to improve digital literacy for all users and across all City platforms.

ARTS AND CULTURE

Historic architecture, entertainment venues, visual and performing arts events, and unique cultural institutions are what make a city a great place to live and visit. Investment in arts and cultural programs and initiatives is often viewed as superfluous, not a priority for municipalities with limited budgets; however, a vibrant arts and culture scene is a necessity for economic growth, attracting visitors and residents, and supporting community expression and connection.

Many community members have noted the potential of Bangor to be a great city for arts and culture. Bangor will work to promote arts and cultural institutions, organizations, and programs to foster creativity, inclusivity, and sharing of ideas. The City's several large arts and cultural institutions and performance venues form a framework for strengthening the arts community. The City will continue to encourage new programs and initiatives and support emerging artists and arts organizations, across all mediums, that celebrate Bangor's residents and their diverse cultural backgrounds.

In addition to growing the arts community, Bangor will look to preserve cultural landmarks, parks, and historic



Source: Downtown Bangor Partnership

structures. These physical representations of the City's past are important in sharing Bangor's history as the City continues to grow and change. Protecting and promoting the City's history contributes to creating a sense of community for long-time residents as well as for newcomers who are looking to establish roots in the community.

ARTS AND CULTURE RECOMMENDATIONS

Policy 47:**Promote and enhance the viability of historic and architectural resources for their continued use or for new uses.**

Historic and architectural assets help to form the cultural fabric of a community. They add to the community's vibrancy and unique character. They help to create a city's identity, and tell a story about its past, while giving shape to its future. For Bangor to remain vibrant and rich in culture, there should be continued stewardship for the retention and maintenance of its historic and architectural resources. Continued efforts to expand Bangor's inventory of historic properties and districts will help to strengthen its cultural fabric. Actions that prioritize the maintenance of these assets will help ensure their longevity and sustainability, so they remain part of Bangor's identity in the future.

Action Items

- a. Continue to update the inventory and assessment of all historic properties and districts.
- b. Encourage maintenance of the architectural integrity of historic and architecturally significant sites, buildings, and structures when adapted for reuse for commercial, industrial, or residential purposes.
- c. Pursue financial incentives for preservation, including state and federal grants, tax incentive programs, preservation or façade easements, assessment deferrals, and transfer of development rights.
- d. Consider conducting historical surveys of additional neighborhoods to determine if they should be included in or designated as a historic district.

Financial incentives for historic preservation

Maine's Historic Preservation Commission provides [several grant opportunities](#) to preserve historic sites. The Historic Preservation Fund Grants are available for state, county, or municipal properties listed in the National Register of Historic Places. The Certified Local Government Grant provides similar funding to Certified Local Governments only. The [Maine Substantial Rehabilitation Credit](#) is a state credit for the rehabilitation of historic properties. The Maine Historic Preservation Commission also has a [federal tax incentive program](#) providing a 20% credit for the rehabilitation of certified historic structures.

ARTS AND CULTURE RECOMMENDATIONS

Policy 48:**Provide continued support for the protection of historic resources in Bangor.**

With 10 historic districts, 36 landmarks and 31 properties on the National Register for Historic Places, Bangor is rich in historic assets. Bangor recognizes the importance of protecting these assets, which was evident during the visioning process. The protection of historic resources provides a multitude of community benefits. Historic resources can add to the beauty of a community and make it an attractive place for people to visit and do business. This can promote economic development and tourism. The preservation of these resources can also have secondary benefits of sustainability. When a historic building is repurposed or rehabilitated, it takes less energy, materials, and land consumption than demolition and reconstruction. Most importantly, historic resources connect directly to the people of Bangor. Each historic resource connects to a piece of the City's history. Woven together, these resources help to shape the City's identity and help to pass down Bangor's history from one generation to the next.

Action Items

- a. Promote public awareness and appreciation of local historic resources through the development of print materials, online content, and on-site signage.
- b. Work to ensure that publicly owned properties (sites, artifacts, structures, and buildings) of historical and architectural significance are protected and preserved.
- c. Prepare historic master plans for the City's historic parks including Cascade Park, Summit Park, and Davenport Park as recommended by the 2021 Bangor Parks and Recreation Master Plan.
- d. Continue care and maintenance of the City's historic cemeteries.
- e. Consider replacing and updating signage along the Kenduskeag Stream Trail.
- f. Consider implementing a heritage trail through the Museum in the Streets program as a method of promoting the historic value and identity of downtown Bangor.
- g. Continue to link the Cultural & Architectural Resource Management Archive (CARMA) data to the City's parcel map viewer and promote this information resource once completed.

ARTS AND CULTURE RECOMMENDATIONS

Policy 49:

Provide more support for the arts and cultural organizations in Bangor.

Bangor has a diverse inventory of arts and cultural opportunities and venues. Art is an expression of a community’s identity and a reflection of a community’s values. Art and cultural spaces provide opportunities for community connectivity and social engagement. Programs for art and culture can stimulate the local economy and create jobs. The 2017 Arts and Economic Prosperity 5 study for the City of Bangor reported that the nonprofit arts and culture sectors of Bangor generate approximately \$10 million of economic activity and support 312 full-time equivalent jobs. Bangor recognizes the significant role that arts and culture play in its City. One of the key themes that emerged from the community visioning process was for Bangor to be a destination for arts, entertainment, and culture. Bangor should continue to support opportunities for art and cultural programming throughout the City. Arts and culture are essential components of economic development and will help secure a successful economic future for the City. The City’s arts and cultural programming will also contribute to creating a sense of place and enhancing the quality of life for Bangor residents.

2017 Arts and Economic Prosperity 5 study was conducted for the City of Bangor by the Americans for the Arts. This national nonprofit organization’s mission is to advance the arts in America. The Prosperity 5 study was the fifth economic impact study of the nation’s nonprofit arts and cultural organizations. The study demonstrates evidence that the arts and culture industry is a significant asset of the City’s local economy. In addition to the \$10 million in economic activity generated by the arts and culture industry in Bangor, the study also demonstrated the impact of this industry on local households. The arts and culture industry in Bangor also generates \$6.2 million in household income for local residents.

Action Items



- a. Consider establishing a Division of Cultural Affairs within the Department of Community and Economic Development that would act as the City’s liaison to the arts community, coordinate arts and culture programs and activities for the City, and pursue grant funding for arts and culture programs.
- b. Consider establishing a Percent for Art incentive program that would allow developers to provide public art or contribute funds to support public art in exchange for certain development incentives.
- c. Continue implementation of the Public Arts and Monuments policy to support temporary and permanent art installations and cultural events and activities in public spaces.
- d. Encourage more public art through outreach to local artists and organizations.

Case study: Percent-for-Art Program, Cambridge, MA

Cambridge’s Percent-for-Art policy requires one percent of the construction costs on municipal capital investments to be designed for the creation of public artwork. Providing public art is a requirement of the City’s planning policy, which sees public art as an essential component in new development. Cambridge’s focuses on using this program to increase the quantity, quality, and awareness of public art in public spaces. The Cambridge Arts Council has directed the development of more than 200 pieces of public art. The Cambridge Arts Council is a City agency that funds and promotes community-based forms of art for the benefit of residents, artists, and visitors of Cambridge. The art pieces are located throughout the City including youth and senior centers, parks, libraries, and sidewalks. The art installations connect directly with their surroundings to ensure it helps create or reinforce a sense of place.

ARTS AND CULTURE RECOMMENDATIONS

Policy 50:

Bolster Bangor as a place that is home to events.

Cultural and entertainment events can bring people in a community together. Events can create opportunities for human connection, which strengthens the City’s social fabric. Cultural and entertainment events also attract people from throughout the region and help to enhance the City’s visibility as a tourist destination. When events draw people in from the surrounding region, it has a positive impact on the local economy. Event attendees often visit local shops and restaurants while in the City, which supports local businesses and can help create jobs.

Action Items



- a. Provide support to complementary services needed to support events.
- b. Provide a guidance document and/or webpage on how to obtain an event permit and other requirements for conducting an event.
- c. Continue to partner with local organizations to conduct annual festivals and to support and promote local events.

Source: Downtown Bangor Partnership



FISCAL CAPACITY AND CAPITAL PLANNING

As Bangor continues to focus on strategic and sustainable growth and development, the City will remain in an investment mind-set with a focus on enhancing existing assets to stimulate economic growth.

*J. Normand Martin, designer
of the Paul Bunyan statue.
Source: City of Bangor,
courtesy of the Martin family,
and shared with permission.*



In planning for capital improvements and investments, the City will help ensure that investments are commensurate with the ability to raise revenues, to continue to deliver current services and to fund future capital projects and initiatives as identified in the Plan.

In developing the Plan, one objective is to create a growth and development strategy to address future economic goals and priorities without sacrificing the needs of the City today. In order to do so, Bangor will need to remain fiscally responsible and foster growth that will support the long-term fiscal, economic, social, and environmental sustainability of the City. The recommendations of this Plan support this concept and provide strategies for growth and development that will strengthen the community and economy and improve quality of life for all residents. It is critical that growth happens in a way that is beneficial to the City's fiscal stability for the long-term. Recommended actions in the Plan address a variety of issues and challenges, but all actions contribute to a long-term investment in the City and collectively form a strategy for economic growth that centers on building an equitable and resilient community by strengthening the City's system of services, infrastructure, and amenities.

Successful economic development will center on enhancing existing systems and diversifying the tax base to achieve fiscal stability. This can be accomplished by incentivizing the type of development consistent with the Plan, leveraging the City's assets, and strategically addressing infrastructure needs while carefully considering the expansion of new infrastructure and the return on investment that it will provide to the City. Encouraging development investments in areas where current infrastructure and City services can be efficiently accessed

(including water and wastewater distribution and collection infrastructure, transportation systems, solid waste collection, information technology infrastructure, and public safety services) will reduce the long-term operational, maintenance, and service delivery costs to the City.

By facilitating a process to coordinate priorities and investments outlined in the Plan with the annual budget development process, the City will be able to better understand how the prioritization or sequencing of development initiatives and projects either aligns with or falls short of the capacity of the City to complete these projects and to ensure investments produce long-term net-positive contributions to the fiscal environment and overall quality of life for all current and future residents of the City.

IMPLEMENTATION PLAN

The implementation matrix on the following pages is intended to provide practical guidance for all stakeholders who will be involved with Plan implementation to determine an appropriate sequence for implementing actions and to facilitate coordination among stakeholders.

*Photo of Downtown Bangor
by Denis Tangney Jr.*



Why is this important?

The Comprehensive Plan is intended to be a tool for all decision-makers in guiding policy development and planning. The success of the Plan and realization of the City's vision, as set forth in this Plan, requires all responsible agencies and collaborators to actively participate in implementation and coordinate with one another on action items. Using this tool as intended will help ensure that funds are used to meet City's future needs and ensure that the Plan continues to stay relevant over time as Bangor grows and evolves.

While the implementation matrix is intended to function as a framework for prioritizing and planning for implementation of action items, it also provides the user with a better understanding of the interrelatedness of policy issues and their relationship to broader regional and state initiatives. Ideally, this context for each action item will support the coordination and collaboration among various stakeholders whose divergent interests may be addressed by common policy actions.

Implementation matrix overview

The implementation matrix on the following pages is intended to provide practical guidance for all stakeholders who will be involved with Plan implementation to determine an appropriate sequence for implementing actions and to facilitate coordination among stakeholders. The implementation matrix outlines key stakeholders who will be responsible for executing each action item, establishes an approximate timeline, determines the ease of implementation, and identifies potential resources for each action item. The matrix also references Plan goals that each action item addresses and related City, state, and regional plans and studies with corresponding strategy recommendations. Cross referencing related Plan goals and related City, regional, and state plans provides context

for each action item and demonstrates how this Plan aligns with prior planning initiatives and how each action supports the City's vision for the future.

The implementation matrix is intended to support the City in developing annual budgets and with capital improvement planning. The matrix can be used as a reference to assign tasks and determine funding needs related to each action item. This information is designed to assist City staff, City Council, boards and committees, and the Bangor community in the implementation of the Plan.

Identifying priorities

The implementation matrix identifies high priority actions, designates ease of implementation, and establishes a reasonable timeline for each action. Determining sequence for implementation of actions will involve reviewing all three of these factors, as well as the availability of funding, whether that is through the City's budget process, through state or federal funding, or from grants. For example, the City will start with actions that are high priority, easy to implement, and short-term and build off of those initiatives. Precedence for implementation will also be dependent on funding available. The matrix references the potential availability of state and/or federal funding for many actions. In establishing an order for implementation of actions, responsible agencies should consider grant funding program timelines and the availability of state and federal resources, which will change over time.

While all policies and actions are important, high priority items were identified based on the criticality of issues as well as the importance of revising the City's regulatory framework before implementing other initiatives that may be impacted or that may benefit from potential regulatory changes. There are several actions that involve reviewing and potentially revising or creating new land use ordinances. These actions are designated as high priority because helping to ensure that regulations align with Plan goals and policies is necessary before many other

action items can be implemented. Ensuring a regulatory framework that is consistent with Plan goals will establish a foundation for implementation of the Plan.

Putting the Plan into action

Bangor residents and stakeholders have a strong vision for the City. This Plan was created with significant input from the Bangor community, and implementation of this Plan will also require a community effort and stakeholder support. The success of this Plan is dependent on thoughtful and intentional collaboration among City residents and stakeholders, City departments, and with other agencies, organizations, and government entities.

The City will monitor and evaluate progress in implementing the recommendations of this Plan. The City will establish a Comprehensive Plan Implementation Committee (CPIC) to oversee the implementation of the Plan and consistency of policies and development with the Future Land Use Plan. The Committee will provide regular updates on progress to the City Council. The CPIC will also work with the City Council during the annual budget preparation process to determine funding priorities for the ongoing implementation of the Plan. It will be the role of the CPIC to facilitate the work of City departments, committees, and other organization, track progress, and help ensure that implementation efforts are coordinated.

The implementation matrix laid out on the following pages provides a guide for CPIC and others to follow in implementing the Plan with regard to the following:

-
- Aligning efforts with other plans and studies

 - Identifying responsible parties and collaborators

 - Assessing cost and potential funding sources

 - Identifying priority projects

 - Determining ease of implementation

 - Setting a timeline for implementation

 - Identifying best practices to reference for guidance

This structure is intended to be a guide, with the understanding that external factors influencing some elements may change over time, including structural or organizational changes impacting partners and responsible parties or new funding opportunities that could influence resources and priority. The City will continue to update this matrix over time and use it to track implementation progress.

Implementation matrix key

Responsible Agencies and Partner Organizations	Abbreviation
City Departments/Entities	
Planning Office	PO
Parks & Recreation Department	PR
Community & Economic Development Department	CED
Police Department	BPD
Public Health & Community Services	PHCS
School Department	BSD
Fire Department	BFD
Fire Protection Bureau	FPB
Engineering Department	ED
Community Connector	CC
Code Enforcement Office	CEO
Safety & Environmental Management	SEM
Public Works Department	PWD
Water Quality Management	WQM
City Manager’s Office	CM
Bangor International Airport	BGR
Treasury Department	TD
Bangor Water District	BWD
Legal Department	LD
Finance Department	FD
Information Technology Department	IT
Assessing Department	AD
City Boards, Committees, and Commissions	
Advisory Committee on Racial Equity, Inclusion, and Human Rights	ACRE
Airport Committee	AC
Business & Economic Development Committee	BED
Commission on Cultural Development	CCD
Downtown Parking Advisory Committee	DPAC
Finance Committee	FC
Government Operations Committee	GOC
Historic Preservation Commission	HPC
Housing Authority Commission	HAC
Infrastructure Committee	IC
Parks, Recreation, & Harbor Advisory Commission	PRHAC
Penjajawoc Marsh/Mall Management Commission	PMMMC


Planning Board	PB
Tree Board	TB
City Council	BCC
City Clerk	CLERK
State Departments/Divisions/Entities	
Office of Aging and Disability Services	OADS
Maine Arts Commission	MAC
Office of Community Development	CD
Maine Connectivity Authority	MCA
Department of Economic & Community Development	DECD
Maine Emergency Management Agency	MEMA
Governor’s Office of Energy	OE
Department of Environmental Protection	DEP
Department of Health & Human Services	DHHS
Historic Preservation Commission	HPC
Department of Inland Fisheries and Wildlife	DIFW
Department of Transportation	DOT
Private, Non-profit, and Community Organizations	
Bangor Area Homeless Shelter	BAHS
Bangor Area Comprehensive Transportation System	BACTS
Bangor Area Stormwater Group	BASG
Bangor Land Trust	BLT
Bangor Region Chamber of Commerce	BRCC
Beal University	BU
Bicycle Coalition of Maine	BCM
Catholic Charities Maine	CCM
Downeast Transportation	DET
Downtown Bangor Partnership	DBP
Eastern Maine Community College	EMCC
Eastern Maine Development Corporation	EMDC
Fusion Bangor	FB
Husson University	HU
Penobscot Community Health Care	PCHC
Penquis	PEN
University of Maine at Augusta - Bangor	UMAB
Bangor Historic Society	BHS
University of Maine - Orono	UMO






Implementation matrix key CONTINUED

Implementation Matrix Key	
Cost	
\$	Can be achieved substantially with current operating and/or capital budgets
\$\$	Some new or increased funding/staffing required for implementation
\$\$\$	Substantial new funding or grant support needed for implementation
Ease of Implementation	
Easy	Relatively low level of funding, inter-departmental or cross-organization coordination, approvals, and time required for implementation.
Medium	Some coordination of partners, funding sources, approvals will be required.
Hard	A high level of coordination among multiple partners to secure funding, approvals, and staff resources will be required.
Action Type	
Plan	
Regulation	
Guideline	
Program/policy	
Capital projects	
Partnership/coordination	
Communication/engagement	
Resource allocation	

Related Plans and Studies	
BACTS Bike/Ped Plan	BACTS Long-Range Pedestrian and Bicycle Transportation Plan (2019)
BGR Master Plan	Bangor International Airport Master Plan (2021)
Broadband Plan	Bangor Broadband Strategic Plan and Roadmap (2020)
EMDC CEDS	Eastern Maine Development Corporation Comprehensive Economic Development Strategy (2021-2025)
ED Strategy	Bangor Economic Development Strategic Plan (2022)
Housing Report	Recommendations to Improve the Status of Housing in Bangor (2019)
ME Climate Plan	Maine Won't Wait: A Four-Year Plan for Climate Action (2020)
ME ED Strategy	Maine Economic Development Strategy 2020-2029 (2019)
PR Master Plan	Bangor Parks & Recreation Master Plan
Transit Study	Bangor Transit Study (2019)
Greenprint	Penobscot Valley Community Greenprint
Forest Management Plan	Rolland Perry Forest Management Plan
Stormwater Plan	Municipal Separate Storm Sewer System Stormwater Management Plan
Timeline	
Short	0-2 years
Medium	3-5 years
Long	6-10 years
Ongoing	



Land Use Matrix




 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 1: Ensure that the City’s zoning regulations and guidelines encourage development in areas that can support growth and that development occurs without adversely impacting the City’s environmentally sensitive areas and habitats.								
Maintain the City’s low density residential zoning districts outside of the growth boundary as a means of limiting development in environmentally sensitive areas.	Goal 2 Goal 7		Regulation	PO, PB, BCC	\$ staff time	Easy	Ongoing	
Revise the City’s zoning regulations as needed to accommodate growth and infill development in the core of the City and in proximity of infrastructure that can support development and implement a neighborhood-based approach to revising zoning to meet the needs of the existing community.	Goal 1 Goal 5 Goal 7 Goal 8	Housing Report	Regulation; policy	PO, PB, BCC	\$ staff time	Medium	Short	
Evaluate zoning tools, such as form-based codes, performance zoning, and flexible zoning, as optional methods to allow for development in keeping with sustainable practice.	Goal 1 Goal 2 Goal 5 Goal 6		Regulation; guideline	PO, PB, BCC*	\$ staff time	Medium	Short	
Incentivize sustainable design with a focus on minimizing impacts to the natural environment and ecosystems.	Goal 2 Goal 7		Regulation; guideline	PO, PB, BCC*	\$ staff time	Easy	Short	
Encourage neighborhood involvement in the planning and permitting processes to help ensure that growth occurs in a way that is sensitive to the existing fabric of the community.	Goal 1 Goal 2 Goal 5 Goal 10		Communication/ engagement; program/ policy	PO, CED, CEO	\$ staff time	Easy	Ongoing	
POLICY 2: Develop an Open Space and Conservation plan with the aim of ensuring the protection and effective management of City-owned open space and identifying open space that may be targeted for acquisition.								
Consider funding opportunities, through grants, donations of open space, and capital budgeting for the strategic acquisition of open space for conservation in coordination with the 2021 Parks, Recreation, and Open Space Master Plan.	Goal 2 Goal 6 Goal 7	PR Master Plan, Green-print	Partnership/ coordination; resource allocation	PR, PO, BCC, FD	\$\$\$ grants, donations, capital budgets	Medium	Ongoing	
Partner with outside organizations such as land trusts to expand the supply of protected and connected open space in Bangor.	Goal 2 Goal 6 Goal 7	ME Climate Plan, Green-print	Partnership/ coordination	PO, BLT, PR	\$ staff time	Medium	Ongoing	
Identify critical improvements and maintenance needed at City-owned open space properties and produce a summary and list of needs.	Goal 6 Goal 9	PR Master Plan, Forest Mgmt Plan	Plan	PR, PWD, CED, PO	\$ staff time	Easy	Short	

*If there is an action to make revisions



Land Use Matrix CONTINUED



 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 2 continued:								
Consider funding strategies for improving, maintaining, and connecting City-owned conservation properties based upon the improvement and maintenance recommendations identified by the Open Space Plan (once completed), the existing Rolland Perry Forest Management Plan, and future management plans for Essex Woods, Prentiss Woods, and Brown Woods.	Goal 2 Goal 7 Goal 9	Forest Mgmt Plan	Plan	PR, PO	\$ staff time	Easy	Medium	
Maintain updates to the Shoreland and Stream Protection zones in concert with state rulemaking.	Goal 2 Goal 7		Regulation	PO, PB, BCC, DEP	\$ staff time	Easy	Ongoing	
Evaluate definitions for lot development to ensure that created lots have adequate upland land outside of resource protection areas to support development.	Goal 2 Goal 7	ME Climate Plan	Regulation	PO, PB*, BCC*	\$ staff time	Easy	Short	
Evaluate the Resource Protection District to ensure that it is focused upon wildlife corridors, watersheds of impaired streams, freshwater wetlands, and significant habitat areas.	Goal 2 Goal 7	ME Climate Plan, Green-print	Regulation	PO, PB*, BCC*	\$ staff time	Easy	Short	
Evaluate existing cluster subdivision provisions to determine if modifications can be made to produce conservation subdivision developments that better protect open space.	Goal 2 Goal 7	ME Climate Plan, Green-print	Regulation	PO, PB*, BCC*	\$ staff time	Easy	Short	
Consider incentives and grant funding to assist with the creation of a connected pollinator habitat throughout Bangor in order to maintain healthy, functioning ecosystems and to allow for more connections between residents and nature.	Goal 2 Goal 5 Goal 7		Regulation; guideline; partnership/ coordination	PO, PR, BLT	\$ staff time, grants	Medium	Short	
Consider establishing a Conservation Commission to promote land conservation and advocate for the appropriate protection, development, and/or use of open spaces through outreach, education, and serving in an advisory role during the development review process.	Goal 2 Goal 7		Program/ policy	PO, PB, BCC	\$ staff time, volunteer time	Easy	Short	

*If there is an action to make revisions



Land Use Matrix CONTINUED







 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 3: Continue the protection of environmentally sensitive areas.								
Continue to adequately staff departments and commissions with land use functions and provide sufficient resources to carry out their duties.	Goal 1 Goal 2 Goal 5 Goal 7 Goal 8 Goal 10		Resource allocation	PO, PR, FC, BCC, CM, GOC	\$ general fund	Easy	Ongoing	
Review the City's land use regulations including zoning regulations, floodplain regulations, subdivision regulations, and inland wetland regulations, to ensure that the regulations adequately protect environmental resources and encourage sustainable development. Amend the regulations as necessary, and expand protections as needed, in favor of environmental protection that is fully supportive of the goals of this plan.	Goal 2 Goal 7	ME Climate Plan	Regulation	PO, PB, BCC	\$ staff time	Medium	Short	
Work with property owners and coordinate with the BLT, as appropriate, to permanently protect more sensitive portions of their properties with conservation easements.	Goal 2 Goal 7	ME Climate Plan, Green-print	Partnership/ coordination; regulation	PO, PR, BLT, LD, AD	\$ staff time, donations	Medium	Ongoing	
Evaluate the possible implementation of the Maine Vernal Pool Special Area Management Plan to mitigate development impacts to vernal pools.	Goal 2 Goal 7	ME Climate Plan	Program/ policy	PO, PB, BCC, DEP, DIFW	\$ staff time	Easy	Short	
Evaluate current landscaping and street tree requirements and revise as needed to ensure mitigation of urban heat island effect.	Goal 7 Goal 8		Regulation	PO, PWD, TB, PB*, BCC*	\$ staff time	Easy	Short	
Evaluate current regulations in the Penjajawoc Marsh watershed and revise as needed to ensure adequate protection from disintegration.	Goal 2 Goal 7	ME Climate Plan, Green-print	Regulation	PO, PMMMC, PB, BCC*	\$ staff time	Medium	Short	
Investigate techniques to preserve farmland, including disincentives for conversion of agricultural land, conservation or cluster subdivisions, and transfer of development rights.	Goal 2 Goal 7	ME Climate Plan, Green-print	Regulation; program/ policy	PO, PB*, BCC*	\$ staff time	Medium	Short	

*If there is an action to make revisions



Housing Matrix










 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 4: Implement recommendations of the 2019 Recommendations to Improve the Status of Housing in Bangor report.								
Create a City policy to regulate short-term rental units and create pertinent rules, regulations, and fund oversight.	Goal 1	Housing Report	Program/ policy	CEO, PO, PB, BCC, LD, BED	\$\$ staff time, fees	Medium	Short	
Develop a housing production plan that establishes goals for new housing development and provides strategies for achieving those goals.	Goal 1	Housing Report	Plan	PO, CED, BED	\$\$ staff time and/or consultant	Medium	Short	
POLICY 5: Increase the supply and range of affordable housing options in Bangor and maintain an affordable housing inventory in excess of existing supply.								
Partner with institutions to establish affordable housing in Bangor (e.g. partner with non-profits and/or health systems).	Goal 1 Goal 3	Housing Report	Partnership/ coordination	PO, CED, BCC	\$\$\$ staff time, state/ federal funding, grant	Hard	Ongoing	
Continue to promote and support participation in the Property Tax Stabilization Program for Senior Citizens.	Goal 1 Goal 3		Communication/ engagement	TD, AD	\$ staff time	Easy	Ongoing	
Collaborate with employers to find housing solutions to support the workforce.	Goal 1 Goal 6		Partnership/ coordination	PO, CED, BED	\$ staff time	Medium	Ongoing	
POLICY 6: Maintain and increase the supply of housing designed for and occupied by people of all ages and abilities.								
Explore opportunities to revise the zoning regulations to allow the adaptive reuse of buildings for the development of age-restricted and other forms of housing for Bangor’s aging population. Focus on districts near transit and support services.	Goal 1 Goal 5 Goal 7 Goal 8 Goal 10	Housing Report	Regulation	PO, PB, BCC*	\$ staff time	Medium	Short	
Revise zoning regulations to allow for the development of, or conversion to, multi-generational housing that provides shared living areas for multiple generations of a family in appropriate residential districts.	Goal 1 Goal 5	Housing Report	Regulation	PO, PB, BCC	\$ staff time	Medium	Short	
Promote the existing elderly/disabled tax credit program.	Goal 1 Goal 3		Program/ policy	TD, AD		Easy	Ongoing	
Provide support services to assist seniors to age in place.	Goal 1 Goal 3	Housing Report	Program/ policy; partnership/ coordination	PHCS	\$\$ state/ federal funding, grant	Medium	Ongoing	

*If there is an action to make revisions



Housing Matrix CONTINUED










 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 6 continued:								
Consider implementing universal design requirements for new housing construction projects receiving funding through a Housing Trust or other City funding.	Goal 1 Goal 3		Regulation; guideline	PO, CEO, BCC	\$ staff time	Medium	Short	
POLICY 7: Increase the supply of housing proximate to Bangor's downtown with an emphasis on affordable units while protecting the integrity of the City's neighborhoods.								
Revise zoning regulations as needed to support the development of housing within the growth boundary.	Goal 1 Goal 2 Goal 7 Goal 8	Housing Report	Regulation	PO, PB, BED, BCC*	\$ staff time	Medium	Ongoing	
Consider working with local design professionals to develop a library of pre-approved building plan sets to reduce the development costs and review timeline for new construction infill projects.	Goal 1		Program/ policy	PO, CEO	\$\$ general fund	Medium	Medium	 
Explore the feasibility of allowing mixed-use in additional areas close to transit and infrastructure.	Goal 1 Goal 2 Goal 5 Goal 6 Goal 7	Housing Report	Regulation	PO, PB, BED, BCC*	\$ staff time	Medium	Short	
Modify the Land Development Code to be in compliance with Maine LD 2003, as most recently amended.	Goal 1	Housing Report	Regulation	PO, PB, BCC	\$ staff time	Medium	Short	
Evaluate traditional commercial corridors and commercial districts to identify opportunities to allow for mixed-use development.	Goal 1 Goal 5 Goal 6 Goal 7		Regulation	PO, PB, BED, BCC*	\$ staff time	Medium	Medium	
POLICY 8: Foster relationships that ensure that the housing needs of the City's most vulnerable residents are met.								
Continue to work with local social service agencies and providers to ensure that the needs of persons experiencing homelessness are met.	Goal 1 Goal 3 Goal 5		Partnership/ coordination	CM, BAHS, PEN, PHCS, PCHC	\$ staff time	Medium	Ongoing	
Advocate for a regional approach to addressing the issues surrounding homelessness.	Goal 1 Goal 3		Partnership/ coordination; communication/ engagement	CM, BCC, BAHS, PEN, PHCS	\$ staff time	Hard	Medium	 
Evaluate land uses that allow for sheltering and supporting people experiencing homelessness to help ensure that existing zoning supports a diverse housing stock.	Goal 1		Regulation	PO, CM, PB, BCC	\$ staff time	Medium	Short	

*If there is an action to make revisions



Housing Matrix CONTINUED






 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 9: Administer, educate, and support affordable housing initiatives.								
Consider directing American Rescue Plan Act (ARPA) funds received by the City towards affordable and workforce housing initiatives with a focus on programs that provide support to targeted income levels and work with developers to implement housing initiatives.	Goal 1	Housing Report	Resource allocation	CM, BCC, FC	\$\$\$ federal funding	Medium	Short	 
Maintain an inventory of Bangor's housing stock and provide that information to partner organizations on a regular basis.	Goal 1 Goal 3	Housing Report	Program/ policy	CEO, PO, BFD, ED	\$\$ staff time	Medium	Short	
POLICY 10: Improve the condition of Bangor's housing supply and address blight issues in the City's neighborhoods.								
Establish a rental registration and inspection program to assist the City in tracking rental units and to help ensure that the City's housing stock is adequately maintained.	Goal 1	Housing Report	Program/ policy	CEO, PO, FPB, BCC, ED	\$\$ staff time, fees	Hard	Short	 
Improve communications with property owners, property managers, and residents regarding code requirements and the enforcement of violations.	Goal 1 Goal 9	Housing Report	Communication/ engagement	CEO, FPB	\$ staff time	Easy	Ongoing	
Improve incentives for property owners to maintain and improve multi-family housing by evaluating current programs and revising and/or expanding incentive programs to best support redevelopment efforts.	Goal 1 Goal 7 Goal 9	Housing Report	Program/policy; resource allocation	PO, CEO, CED	\$ staff time, state/ federal funding, grant	Medium	Medium	
Continue to pursue and use Community Development Block Grant (CDBG) funds to invest in neighborhood improvements and review the process for allocating CDBG funds.	Goal 1 Goal 3 Goal 5	Housing Report	Resource allocation	CED	\$\$ federal funding	Easy	Ongoing	
Provide the code enforcement officer with the tools, training, and support necessary to enforce land use regulations, and ensure that the code enforcement officer is certified in accordance with 30-A M.R.S.A. §4451.	Goal 1 Goal 9		Resource allocation	CEO	\$ staff time, general fund	Easy	Ongoing	
POLICY 11: Pursue a range of housing options to meet the existing and future housing needs of City residents.								
Work with community partners to implement a home-sharing program.	Goal 1 Goal 3 Goal 5		Program/ policy; partnership/ coordination	PO, PEN	\$ staff time	Medium	Long	 
Consider the use of cluster development in low-density residential districts as a means of protecting land while accommodating housing development in those areas.	Goal 1 Goal 2 Goal 7		Regulation; guideline	PO, PB, BCC	\$ staff time	Medium	Short	

*If there is an action to make revisions



Housing Matrix CONTINUED



 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 11 continued:								
Revise zoning regulations to remove barriers to development for a variety of housing types including single-room occupancy housing, tiny homes, and transitional housing.	Goal 1 Goal 6		Regulation	PO, PB, BCC	\$ staff time	Medium	Short	
POLICY 12: Strengthen neighborhoods and their ability to support residents by addressing properties that are vacant and/or in disrepair and encouraging appropriate residential and neighborhood-scale commercial development within existing neighborhoods.								
Consider establishing a local land bank in accordance with Maine’s Act to Create the Maine Redevelopment Land Bank Authority (LD1694) to facilitate the reinvestment in vacant, abandoned, and foreclosed properties, and to leverage federal and state funding for redevelopment of blighted and abandoned properties.	Goal 1 Goal 6 Goal 7 Goal 8 Goal 9 Goal 10		Program/ policy	CM, BCC, CED, PO, LD	\$\$ staff time, state/ federal funding, general fund	Medium	Short	 
Continue to support housing rehabilitation programs for low- and moderate-income homeowners and provide educational resources for all homeowners about rehabilitation programs.	Goal 1 Goal 3 Goal 5 Goal 10		Program/ policy	CED, CEO	\$ staff time, state/ federal funding, grant	Medium	Ongoing	
Provide educational resources and support for small-scale developers.	Goal 1 Goal 6		Program/ policy; communication/ engagement	CED, PO, CEO	\$\$ staff time, general fund, grant	Medium	Ongoing	 

*If there is an action to make revisions



Economic Development Matrix




 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 13: Ensure that the City’s zoning regulations and guidelines encourage development in areas that can support growth and that development occurs without adversely impacting the City’s environmentally sensitive areas and habitats.								
Ensure that Economic Development staff have the resources needed to engage in the recommendations of the 2021 Economic Development Plan and addendum and meet the ongoing needs of economic development.	Goal 1 Goal 4 Goal 6 Goal 9	ED Strategy	Resource allocation	CM, CED, FC, BCC	\$\$ general fund	Medium	Ongoing	
Continue to streamline the City’s business permitting and licensing processes to be efficient, effective, and expeditious.	Goal 9		Program/ policy	CLERK, CEO	\$ staff time, general fund	Easy	Ongoing	
Work with local banks, Small Business Administration lenders, and Community Development Financial Institutions to promote existing small business lending and micro-lending programs.	Goal 6		Program/ policy; partnership/ coordination	CED	\$\$ staff time, state/ federal funding	Medium	Medium	
Maintain an active partnership with local higher education institutions such as Husson University and University of Maine to support their growth and engagement in Bangor’s economy and to support research and innovation in new industries.	Goal 5 Goal 6		Partnership/ coordination	CED, UMAB, HU, EMCC, BU, UMO	\$ staff time	Medium	Ongoing	
Promote investment in Bangor’s Opportunity Zone.	Goal 6	ED Strategy; EMDC CEDS	Communication/ engagement	CED	\$ staff time	Easy	Ongoing	
Support the development of shared working spaces, business incubators, and other business support resources in the City.	Goal 4 Goal 5 Goal 6	EMDC CEDS	Partnership/ coordination; communication/ engagement	CED	\$ staff time	Medium	Ongoing	
Collaborate with the Maine Connectivity Authority to encourage the expansion of high-speed broadband coverage and gigabit internet access as recommended by the 2020 City of Bangor Broadband Strategic Plan and Roadmap.	Goal 5 Goal 6	EMDC CEDS	Partnership/ coordination	CED, MCA	\$ staff time	Medium	Short	
Continue to grow the availability of public wireless networks.	Goal 5 Goal 6		Program/ policy	CED, CM	\$\$ staff time, general fund, grant	Medium	Ongoing	
Support the expansion and strengthening of existing infrastructure and systems that support quality of life for a growing workforce, including housing, childcare, education, transportation, and broadband.	Goal 1 Goal 3 Goal 5 Goal 6 Goal 8 Goal 9		Program/ policy; partnership/ coordination	CED, PHCS, DPW, PWD, CM, ED, CC, BSD	\$\$ staff time, general fund, grant	Medium	Ongoing	

*If there is an action to make revisions



Economic Development Matrix CONTINUED



 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 13 continued:								
Work with partners to create workforce development in innovative technologies such as “green careers” in insulation and solar installation.	Goal 6 Goal 7	ME ED Strategy, ME Climate Plan; EMDC CEDS	Partnership/ coordination	CED, BRCC, EMDC	\$\$ staff time, grant	Medium	Ongoing	
Continue to support opportunities for non-aeronautical property development in the area around the Bangor International Airport.	Goal 6 Goal 9		Partnership/ coordination	CED, BGR	\$ staff time	Medium	Ongoing	
Encourage the development of the BanAir Industrial Park property.	Goal 6		Partnership/ coordination	CED, PO	\$ staff time	Easy	Ongoing	
Continue to make improvements to the Foreign Trade Zone.	Goal 6		Resource allocation	BGR, CED, BCC, CM	\$ staff time, general fund	Medium	Ongoing	
POLICY 14: Continue to invest in downtown Bangor through infrastructure and streetscape improvements, building façade improvements, public spaces for gathering and events, and marketing and attracting people to downtown.								
Continue to develop zoning regulations that will support active outdoor spaces.	Goal 4 Goal 5 Goal 6 Goal 8		Regulation	PO, CED, PB, BCC	\$ staff time	Easy	Ongoing	
Coordinate with downtown organizations to publicize downtown events (music, food festivals, food trucks, pop-up retail/restaurant events, etc.) and promote downtown neighborhoods by creating a distinct sense of place in areas outside of the downtown.	Goal 4 Goal 5 Goal 6 Goal 8		Partnership/ coordination	DBP, CED	\$ staff time	Easy	Ongoing	
Continue to support housing development in the downtown as a catalyst for reuse/ redevelopment and a built-in customer base for local businesses.	Goal 1 Goal 6 Goal 7 Goal 8 Goal 10		Policy	CED, PO	\$ staff time	Easy	Ongoing	
Improve access to parking in downtown by providing clear signage and markings to direct motorists to appropriate parking, while also ensuring that streets are safe and accessible for non-motorized traffic.	Goal 4 Goal 5 Goal 6 Goal 7 Goal 8 Goal 9		Program/ policy; capital projects	DPW, PWD, PO, CED, ED, DBP	\$ staff time, general fund	Easy	Short	
Improve efficiency in parking in downtown by engaging the public in increasing awareness of parking options that are best suited for various users and uses.	Goal 4 Goal 5 Goal 8		Communication/ engagement	DPW, PO, CED, DBP, DPAC?	\$ staff time	Medium	Short	

*If there is an action to make revisions



Economic Development Matrix CONTINUED





 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 14 continued:								
Conduct a parking study to evaluate current and future parking needs in downtown and identify strategies to increase parking availability, as needed.	Goal 4 Goal 5 Goal 6 Goal 8 Goal 9		Plan	DPW, PO, CED, DBP, DPAC	\$\$ staff time, general fund, grant	Medium	Medium	
Develop a consistent definition to delineate boundaries of Bangor’s downtown to assist in regulating and targeting investments to the downtown.	Goal 8 Goal 9		Program/ policy	CED, PO, DBP, BED	\$ staff time	Easy	Short	
Consider implementing downtown wayfinding signage, in coordination with the City’s marketing campaign, to include gateway signs on major corridors and directional signs to direct people to businesses and attractions in downtown.	Goal 8 Goal 9		Capital projects	CED, PO, CM, DBP	\$\$ general fund grant,	Medium	Medium	
POLICY 15: Review and update, as appropriate, the City’s commercial zoning regulations to ensure that the regulations provide sufficient flexibility to allow development that responds to current and future market conditions.								
Consider zoning options to include mixed-use development to ensure the long-term economic stability and viability of commercial areas. This could include new uses such as medical office, fitness and entertainment, small scale production/ manufacturing, education, housing, etc.	Goal 4 Goal 6		Regulation	PO, PB, BED, CED, BCC*	\$ staff time	Easy	Short	
Analyze the city’s existing industrial zoning districts to determine if allowable uses, building heights, parking and loading requirements, and constraints on building size or footprints are in line with today’s industrial/ manufacturing/distribution standards.	Goal 6		Regulation	PO, PB, BED, CED, BCC*	\$ staff time	Easy	Short	
Consider implementing flexible zoning or performance-based zoning in certain non-residential zones to allow for a greater variety of uses and more non-traditional uses in existing commercial and industrial areas.	Goal 4 Goal 6		Regulation	PO, PB, BED, CED, BCC*	\$ staff time	Medium	Medium	
Expand the concept of neighborhood commercial and evaluate corridor commercial as nodes for intersections. Consider implementing form-based codes to areas that may be suitable for this type of regulatory environment.	Goal 5 Goal 6	ED Strategy	Regulation	PO, PB, BED, CED, BCC*	\$ staff time	Medium	Medium	

*If there is an action to make revisions



Economic Development Matrix CONTINUED







 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 16: Consider conducting corridor studies or area plans for corridors within the commercial districts to help align economic development priorities with needed infrastructure improvements to adequately support future growth.								
Identify infrastructure enhancements needed along corridors.	Goal 5 Goal 9		Capital projects	DPW, PWD, PO, ED, IC	\$ staff time	Easy	Medium	
Review commercial and mixed-use zoning regulations to ensure that the regulations support a mix of land uses and desirable site design and provide opportunities for housing development without displacing commercial uses.	Goal 1 Goal 5 Goal 6 Goal 7		Regulation	PO, PB, BED, CED, BCC*	\$ staff time	Easy	Short	
POLICY 17: Partner with educational institutions and major employers in the City to strengthen and expand the workforce through training and employee pipelines.								
Connect employers to training opportunities and provide assistance and guidance for employers to develop targeted training programs.	Goal 5 Goal 6		Partnership/ coordination	CED, EMDC, BRCC, FB	\$ staff time	Medium	Ongoing	
Work with the Bangor Region Chamber of Commerce to hold a quarterly education roundtable that brings together city leadership, staff, and educational institutions to discuss opportunities for developing Bangor's workforce.	Goal 5 Goal 6		Partnership/ coordination	CED, CM, BSD, HU, EMCC, UMAB, BU, BRCC, UMO	\$ staff time	Medium	Medium	
Continue to work with regional workforce partners to identify skills gaps or employee shortages in the trades and work collaboratively to address shortfalls, as demonstrated in the Working Communities Challenge.	Goal 5 Goal 6		Partnership/ coordination	CED, EMDC, BRCC	\$ staff time	Medium	Ongoing	
Participate in regular meetings with major employers to coordinate City services and support.	Goal 5 Goal 6		Partnership/ coordination	CED, EMDC, BRCC	\$ staff time	Easy	Ongoing	
POLICY 18: Promote entrepreneurship, innovation, and business expansion by supporting and leveraging partnerships among research and educational institutions, business development organizations, and the private sector.								
Collaborate with the Bangor Region Chamber of Commerce and other business development and advocacy organizations in developing the City's branding and marketing strategy to promote Bangor as a business-friendly community.	Goal 4 Goal 6 Goal 8		Partnership/ coordination	CED, CM	\$ staff time	Easy	Short	
Support efforts to connect students to emerging fields and new technology and to improve digital literacy for workers to expand their skills as technology changes.	Goal 6		Partnership/ coordination	CED, BSD, HU, EMCC, UMAB, BU	\$ staff time	Medium	Ongoing	

*If there is an action to make revisions



Economic Development Matrix CONTINUED



 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 18 continued:								
Coordinate resources from agencies and organizations that provide support for business development and establish a central source for business development resources.	Goal 6	ED Strategy; EMDC CEDS	Partnership/ coordination; communication/ engagement	CED, BRCC, DBP, EMDC	\$ staff time	Easy	Short	
Collaborate with higher education institutions and the private sector to support opportunities for business incubation and initiatives to attract and retain talent.	Goal 5 Goal 6	ED Strategy; EMDC CEDS	Partnership/ coordination	CED, BU, EMCC, HU, UMAB, UMO	\$ staff time	Easy	Ongoing	
POLICY 19: Grow the City and region's recreation and tourism economy.								
Support the development of downtown amenities, including retail and food establishments, cultural amenities, and personal services, to serve residents and attract new visitors.	Goal 4 Goal 6 Goal 8		Policy	CED, DBP, PR	\$ staff time	Medium	Ongoing	
Continue to invest in streetscape improvements to support walkability and create public gathering spaces.	Goal 4 Goal 5 Goal 6 Goal 8		Capital projects	DPW, PO, CED, DBP	\$\$ general fund, grant	Medium	Ongoing	
Continue to improve access to recreational amenities for all residents and visitors.	Goal 4 Goal 5 Goal 6		Program/ policy	PR	\$ general fund	Easy	Ongoing	
Promote Bangor as home to open space amenities as well as a gateway to outdoor recreation areas in the region.	Goal 6		Communication/ engagement	PR, CM	\$ staff time	Easy	Medium	
Enhance the waterfront area and increase public access to the waterfront.	Goal 4 Goal 5 Goal 6 Goal 8	ED Strategy	Capital projects	CED, PR, PWD, PO, ED	\$\$ general fund, capital program	Medium	Medium	
POLICY 20: Identify, attract, and retain a more diverse population by creating a welcoming and inclusive community that supports all populations.								
Coordinate with community organizations to develop a support structure and resources for new Mainers, including immigrants, refugees, and asylum seekers.	Goal 3 Goal 5 Goal 6	ED Strategy	Partnership/ coordination	PHCS, CM, CCM, ACRE	\$\$ staff time	Hard	Short	
Work with educational institutions to support English language programs.	Goal 3 Goal 5 Goal 6		Partnership/ coordination	CM, ACRE, BU, EMCC, HU, UMAB, UMO	\$ staff time	Medium	Medium	

*If there is an action to make revisions



Economic Development Matrix CONTINUED





 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 20 continued:								
Strengthen communication with and engagement of underrepresented groups.	Goal 5 Goal 6 Goal 9		Communication/ engagement	CM, ACRE	\$ staff time, general fund	Medium	Ongoing	
Engage youth in civic participation and community service, including in an advisory role to City entities.	Goal 5 Goal 6 Goal 9	ED Strategy	Communication/ engagement; partnership/ coordination	CM, ACRE	\$ staff time	Medium	Ongoing	
Support and promote the efforts of the Advisory Committee on Racial Equity, Inclusion, and Human Rights.	Goal 3 Goal 5 Goal 9	ED Strategy	Communication/ engagement; partnership/ coordination	ACRE, CM, BCC	\$ staff time	Easy	Ongoing	
POLICY 21: Develop a marketing campaign and communications strategy for Bangor that features its cultural and historic resources, economic opportunities, parks and recreational opportunities, and other assets, and promotes Bangor as a place for growth and innovation.								
Develop a strategic communications and engagement plan for the City including promotion of existing communication resources and leveraging social media.	Goal 5 Goal 9	ED Strategy	Plan	CM, CED	\$\$ staff time, consultant	Medium	Short	
Commission local artists and videographers to produce promotional videos for the City's arts and culture resources.	Goal 4 Goal 5 Goal 9 Goal 10		Resource allocation	CM, BCC, CCD	\$\$ staff time, general fund, grant	Medium	Medium	
Provide regular communications and establish a unified presence on social media to promote Bangor's cultural resources and economic activity.	Goal 4 Goal 5 Goal 9 Goal 10	ED Strategy	Communication/ engagement	CM, CED	\$ staff time	Easy	Ongoing	
Develop a marketing campaign that includes branding, an overview of Bangor's strengths and assets, and print and digital materials to promote the City with a focus on becoming a more diverse and inclusive community.	Goal 4 Goal 6 Goal 8 Goal 9 Goal 10	ED Strategy; EMDC CEDS	Communication/ engagement	CM, BCC, ACRE, CED	\$\$ staff time, consultant	Medium	Medium	
Coordinate with the Bangor Region Chamber of Commerce to actively promote Bangor and distribute campaign materials and information.	Goal 4 Goal 6 Goal 8 Goal 10	EMDC CEDS	Partnership/ coordination; communication/ engagement	CED, CM, BRCC	\$ staff time	Easy	Medium	

*If there is an action to make revisions



Mobility Matrix




 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 22: Improve traffic operations and strategically improve transportation infrastructure across the City.								
Continue to work with the Bangor Area Comprehensive Transportation System (BACTS) to improve the City's traffic signal system, including the installation of fiberoptic lines, with the aim of improving reliability and reducing traffic congestion.	Goal 5 Goal 7 Goal 9		Capital projects	BACTS, ED, IC	\$\$ general fund, state/ federal funding	Medium	Ongoing	
Continue to pursue state and federal funding for local bridge maintenance and repairs.	Goal 5 Goal 9		Capital projects	PWD, ED, DOT	\$\$ state/ federal funding	Medium	Ongoing	
Integrate Low Impact Design (LID) measures in transportation infrastructure projects as feasible and in accordance with the Low Impact Development Strategies Ordinance, once adopted.	Goal 2 Goal 7 Goal 9		Capital projects	ED, IC	\$\$ general fund, state/ federal funding, grant	Medium	Medium	
Support transportation improvements to the Broadway Corridor as recommended by the 2015 Broadway Corridor Study.	Goal 5 Goal 6 Goal 9		Capital projects	ED, PWD, CED, FC, BCC, DOT, IC	\$\$ capital program, state/ federal funding, grant	Medium	Ongoing	
Continue to invest in streetscape projects in downtown and other commercial areas where warranted.	Goal 5 Goal 6 Goal 8		Capital projects	PWD, CED, FC, BCC, ED, PO, BED, DBP, DOT	\$\$ capital program, state/ federal funding, grant	Medium	Ongoing	
POLICY 23: Improve bicycle and pedestrian connectivity across the City.								
Form a committee to help develop a Complete Streets policy for adoption by the City that prioritizes the provision of pedestrian, bicycle, transit, and traffic calming improvements in transportation infrastructure and maintenance projects, as well as to help improve safety and accessibility for pedestrians and bicyclists generally in the City.	Goal 5 Goal 7 Goal 8 Goal 9		Program/ policy	PO, PWD, BCC, ED, BACTS	\$ staff time	Easy	Short	 
Provide bicycle and pedestrian improvements recommended by the 2019 BACTS Long Range Pedestrian and Bicycle Transportation Plan and the BACTS 2043 Metropolitan Transportation Plan (once developed) with a focus on safety and connectivity.	Goal 5 Goal 7 Goal 9	BACTS Bike/ Ped Plan	Capital projects	PWD, ED, DOT, IC, BACTS	\$\$ capital program, state/ federal funding, grant	Medium	Ongoing	

*If there is an action to make revisions



Mobility Matrix CONTINUED









 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 23 continued:								
Develop a bicycle plan to include implementation of bike lanes, shared roadways, pathways, bicycle parking, and secure bicycle storage, where feasible, as a means of accommodating bicyclists.	Goal 5 Goal 6 Goal 7 Goal 9		Plan	PO, PWD, ED, IC, BACTS, BCM	\$\$ staff time, consultant, grant	Medium	Medium	
Develop a sidewalk plan and expand and improve the City's sidewalk network as recommended by the plan with an aim of connecting neighborhoods to downtown and to schools.	Goal 5 Goal 6 Goal 7 Goal 8 Goal 9	BACTS Bike/ Ped Plan	Plan	PWD, PO, ED, IC, BACTS	\$\$ staff time, consultant, grant	Medium	Medium	
Provide improvements to pedestrian crossings as needed, including crosswalk markings, signage, signal enhancements, and lighting enhancements.	Goal 5 Goal 6 Goal 8 Goal 9	BACTS Bike/ Ped Plan	Capital projects	PWD, ED, IC	\$\$ capital program, state/ federal funding, grant	Easy	Ongoing	
Complete greenway connections across the City including the Northern Maine Bicycle Route and the East Coast Greenway.	Goal 5 Goal 7		Capital projects	PO, PWD, BCC, PR	\$\$ state/ federal funding, grant	Hard	Long	
Require new developments to install infrastructure or partner with the City to improve pedestrian and bicycle access to and from the development as well as within the development.	Goal 5 Goal 7	ME Climate Plan	Regulation	PO, ED	\$ staff time	Medium	Medium	
Pursue grant funding to support transportation programming and projects related to Livable Communities and climate action goals.	Goal 5 Goal 7		Resource allocation	PO, PWD, ED, DOT	\$\$ staff time, grant, state/ federal funding	Medium	Ongoing	
POLICY 24: Accommodate emerging transportation modes and technologies.								
Plan for the accommodation of micro-mobility systems and rideshare services at the City's transportation hubs.	Goal 5 Goal 6 Goal 8 Goal 9	ME Climate Plan	Program/ policy	BGR, CC, ED, PO	\$ staff time, general fund	Easy	Medium	
Provide electric vehicle charging infrastructure at City facilities and where it may be required to support electric vehicle fleets.	Goal 5 Goal 7 Goal 9	ME Climate Plan	Capital projects	PWD, BSD, CM, CC	\$\$ capital program, state/ federal funding, grant	Medium	Medium	

*If there is an action to make revisions



Mobility Matrix CONTINUED






 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 24 continued:								
Review zoning regulations and amend as necessary to require the provision of bicycle parking and electric vehicle charging as appropriate.	Goal 5 Goal 7	ME Climate Plan	Regulation	PO, PB, BCC	\$ staff time	Easy	Short	
Transition to an electric and/or alternative fuel fleet of City vehicles.	Goal 5 Goal 7 Goal 9	ME Climate Plan	Capital projects	CM, PWD, CC, BPD, BFD, CEO, PR, BSD	\$\$\$ capital program, state/ federal funding, grant	Hard	Ongoing	 
POLICY 25: Continue to address safety issues across Bangor's transportation system.								
Pursue grant funding, as available, to provide safety enhancements at high-crash areas.	Goal 5 Goal 9		Capital projects	ED, BACTS, DOT	\$\$ state/ federal funding, grant	Medium	Ongoing	
Continue to work with the Heads Up! Pedestrian Safety Initiative to ensure that enhancements are made to key locations where safety is a concern in alignment with the City's goals and policies for improving transportation safety.	Goal 5 Goal 7 Goal 9		Partnership/ coordination; capital projects	PWD, ED, IC, BACTS, DOT	\$\$ state/ federal funding, grant	Medium	Ongoing	
Develop a traffic calming toolbox as part of a Complete Streets plan and implement traffic calming measures on local roadways, consistent with the City's traffic calming policy, where crash rates could be reduced through traffic calming.	Goal 5 Goal 7 Goal 9		Program/ policy	PWD, PO, ED, BACTS	\$ staff time	Easy	Short	 
Ensure that pedestrian infrastructure maintenance and safety enhancements are implemented in coordination with regular roadway maintenance and improvements, as appropriate.	Goal 5 Goal 7 Goal 9	BACTS Bike/ Ped Plan	Resource allocation; capital projects	PWD, ED	\$\$ general fund, state/ federal funding	Medium	Ongoing	
Consider adopting a Vision Zero strategy (i.e., aim for zero deaths or injuries from traffic accidents while increasing safe, healthy, equitable mobility for all).	Goal 5 Goal 7 Goal 9		Program/ policy	PWD, ED, PO, CM, BACTS, IC	\$ staff time	Medium	Long	 

*If there is an action to make revisions



Mobility Matrix CONTINUED

 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 26: Update City regulations and policies to better manage and accommodate transportation needs across the City.								
Review ordinances, regulations, and policies to align with Complete Street principles.	Goal 5 Goal 7		Regulation	PWD, PO, ED, PB, BCC	\$ staff time	Medium	Short	
Review downtown parking conditions, including parking supply and parking usage and consider developing parking regulations and adopting parking management strategies to meet the needs of the downtown most efficiently, including consideration for parking technologies and adjustments to parking pricing.			Regulation	CED, PO, PWD, DBP, DPAC, BCC	\$ staff time	Medium	Short	
Review City-wide parking regulations and parking usage and amend parking regulations as needed to ensure allocation of an appropriate amount of parking while reducing the underutilization of lots as a result of excess parking. Solutions may include reducing parking minimums and improving parking enforcement.	Goal 5 Goal 8		Regulation	CED, PO, PWD, DBP, DPAC, BCC	\$ staff time	Medium	Short	
Ensure that local ordinances, regulations, and policies are aligned with the Maine's Sensible Transportation Policy Act (23 M.R.S.A. §73); State access management regulations (pursuant to 23 M.R.S.A. §704); and State traffic permitting regulations for large developments (pursuant to 23 M.R.S.A. §704-A).	Goal 5 Goal 9		Regulation	PO, ED, PB, BCC*	\$ staff time	Medium	Medium	
POLICY 27: Improve Community Connector bus service and amenities and implement strategies to increase ridership.								
Provide additional bus shelters and bicycle racks.	Goal 5 Goal 7 Goal 9	Transit Study; ME Climate Plan	Capital projects	CC, BCC, FC	\$\$ general fund, state/ federal funding, grant	Medium	Medium	
Increase frequency of service and hours of operation.	Goal 4 Goal 5 Goal 6 Goal 7 Goal 8 Goal 9	Transit Study; ME Climate Plan	Program/ policy	CC	\$\$\$ general fund, state/ federal funding	Hard	Medium	 
Strengthen existing relationships and build new partnerships with universities and employers to incentivize transit ridership.	Goal 5 Goal 6 Goal 7 Goal 9	Transit Study; ME Climate Plan	Partnership/ coordination; communication/ engagement	CC, CM, BRCC, DBP, EMCC, EMDC, FB, HU, UMAB, UMO, BU	\$ staff time	Medium	Ongoing	

*If there is an action to make revisions



Mobility Matrix CONTINUED


 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 27 continued:								
Continue to adopt recommendations of the 2019 Bangor Transit Study to improve service and operations, implement new technology, develop and maintain infrastructure, build partnerships, and enhance marketing.	Goal 4 Goal 5 Goal 6 Goal 7 Goal 8 Goal 9	Transit Study; ME Climate Plan	Capital projects	CC, CM	\$\$ general fund, state/ federal funding, grant	Medium	Ongoing	
POLICY 28: Continue to support the growth of Bangor International Airport (BGR) as a transportation and commerce hub.								
Coordinate BGR marketing efforts with City-wide branding and marketing initiatives.	Goal 4 Goal 5 Goal 6 Goal 9		Partnership/ coordination; communication/ engagement	BGR, CED, CM	\$\$ staff time, consultant, grant	Medium	Medium	 
Support the implementation of sustainability initiatives as recommended in the 2021 Bangor International Airport Master Plan.	Goal 2 Goal 7 Goal 9	BGR Master Plan	Capital projects	BGR	\$\$ capital program, state/ federal funding, grant	Medium	Ongoing	
Support enhancements to BGR to improve efficiency of service and elevate the City's position as a commercial hub.	Goal 4 Goal 5 Goal 6 Goal 9	BGR Master Plan	Program/ policy	BGR	\$\$ general fund, state/ federal funding, grant	Medium	Ongoing	
POLICY 29: Improve regional transportation options and connectivity to the region.								
Encourage improved transportation service between downtown Bangor and Ellsworth and Bar Harbor.	Goal 5 Goal 6 Goal 7 Goal 8	ME Climate Plan	Partnership/ coordination	CED, DET, BACTS	\$\$ state/ federal funding, grant	Hard	Long	
Continue to advocate for the extension of passenger rail and the expansion of freight rail service to Bangor.	Goal 5 Goal 6 Goal 7 Goal 8	ME Climate Plan; EMDC CEDS	Capital projects	CM, BCC, CED, DOT, BACTS, ED	\$\$\$ state/ federal funding	Hard	Ongoing	 
Work with Greyhound to relocate the Greyhound bus station to downtown.	Goal 5 Goal 6 Goal 7 Goal 8	ME Climate Plan	Program/ policy	CM, BCC, CED, CC, ED, BACTS	\$\$ state/ federal or private funding	Medium	Long	

*If there is an action to make revisions



Environmental Matrix







 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 30: Prioritize climate resiliency through city-wide and regional mitigation and adaptation strategies.								
Work with partners to implement recommendations of the regional climate action plan, once completed.	Goal 2 Goal 7	ME Climate Plan; EMDC CEDS	Partnership/ coordination	PO, CM	\$\$ staff time	Hard	Medium	
Continue to maintain a city-wide emergency management plan to be prepared for, respond to, and recover from emergency events.	Goal 7 Goal 9	ME Climate Plan	Program/ policy	SEM, CM, BFD, BPD	\$ staff time	Easy	Short	
Identify metrics to track performance on key environmental indicators and provide regular reports on progress to City leadership.	Goal 7 Goal 9	ME Climate Plan	Program/ policy	PO, ED	\$\$ staff time	Medium	Medium	
Establish a peer-to-peer program for checking in on vulnerable community members during extreme heat or cold events.	Goal 3 Goal 5 Goal 7		Program/ policy	PHCS, BFD, PR	\$\$ staff time	Medium	Long	
Create a climate change education, outreach, and engagement program, focusing on mitigation and adaptation for residents and businesses.	Goal 5 Goal 6 Goal 7	ME Climate Plan	Communication/ engagement; program/ policy	PO	\$\$ staff time, general fund, grant	Medium	Medium	
Improve and protect drinking water and wastewater treatment facilities to reduce physical damage and sustain function during extreme weather events.	Goal 7 Goal 9	ME Climate Plan	Capital projects	WQM, ED, BWD	\$\$\$ capital programs, state/ federal funding, grant	Hard	Long	
Develop a Capital Investment Plan that identifies vulnerable municipal facilities and assets and prioritizes resilience in improvements and/or new construction.	Goal 7 Goal 9	PR Master Plan, ME Climate Plan	Plan	PWD, ED, WQM, SEM, CM, FD	\$\$ staff time	Medium	Long	
Consider the creation of a “green” purchasing policy to ensure that environmental sustainability is factored into City purchases.	Goal 6 Goal 7 Goal 9		Program/ policy	CM, FD	\$ staff time	Easy	Short	
POLICY 31: Improve stewardship of forests and tree canopy on City-owned open space and rights-of-way.								
Continue to implement the recommendations of the Forest Management Plan for the Rolland Perry City Forest and work towards developing management plans for other City-owned forests, including Essex Woods, Prentiss Woods, and Brown Woods. Consult with the Maine Forest Service district forester in the development of new management plans.	Goal 2 Goal 7	Forest Mgmt Plan, ME Climate Plan	Plan	PR, PWD, DEP, TB	\$\$ staff time, consultant	Medium	Ongoing	

*If there is an action to make revisions



Environmental Matrix CONTINUED







 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 31 continued:								
Continue to allocate financial resources towards forestry so as to adequately respond to the need for forest and roadside tree maintenance and removal and maintenance of plantings in the public rights-of-way.	Goal 2 Goal 7 Goal 9		Resource allocation	CM, BCC, PR, PWD	\$\$ staff time, general fund	Easy	Ongoing	
Continue to enforce tree planting requirements of the zoning regulations and consider flexibility in those requirements to allow tree planting in locations where they would be most beneficial and most likely to thrive.	Goal 2 Goal 7		Regulation	PWD, PO, CEO	\$ staff time	Easy	Ongoing	
Develop a Street Tree Master Plan including requirements for tree replacement when City trees need to be removed and a list of recommended trees for replanting based on the size of the planting area, soil conditions, maintenance requirements, and height limitations.	Goal 2 Goal 7 Goal 9		Plan	PWD, TB, PO, ED	\$\$ staff time, consultant	Medium	Short	
POLICY 32: Support and enhance agricultural resources.								
Revise zoning to increase opportunities for the incidental sale of agricultural products where agricultural uses are allowed and in appropriate locations for temporary sale of agricultural products.	Goal 2 Goal 6 Goal 7		Regulation	PO, CED	\$ staff time	Easy	Short	
Identify opportunities to expand the local food system including community gardens, urban farms, and public food forests, and consider using City property and parkland to do this.	Goal 2 Goal 5 Goal 6 Goal 7 Goal 8 Goal 9		Program/ policy	PO, CED, PR	\$\$ staff time, general fund, grant	Medium	Medium	
Support programs that promote healthy food access, local food consumption, urban gardening, and sustainable landscape management practices.	Goal 2 Goal 5 Goal 7 Goal 8		Communication/ engagement; program/ policy	PO, CED, PHCS, PWD, PR	\$\$ staff time, state/ federal funding, grant	Medium	Short	
Revise zoning to define and specifically allow for urban agricultural uses including subsistence growing, recreational gardening, and commercial farming, and associated structures to support these uses.	Goal 2 Goal 7 Goal 8		Regulation	PO, CED	\$ staff time	Easy	Short	
Consider establishing permanent community gardens for public use on City-owned land or in City parks.	Goal 2 Goal 5 Goal 7 Goal 9		Capital projects	PR	\$\$ staff time, general fund, grant	Medium	Medium	

*If there is an action to make revisions



Environmental Matrix CONTINUED







 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 32 continued:								
Consider allowing community gardens to lease City-owned vacant land for temporary use for community gardens.	Goal 2 Goal 5 Goal 7		Program/ policy	CM, BCC, CED	\$ staff time	Easy	Short	
Support innovative tax incentives and/or other programs to incentivize preservation of agricultural land or development of new agricultural uses, such as co-location with solar installations.	Goal 2 Goal 6 Goal 7		Program/ policy	PO, AD	\$ staff time	Medium	Short	
POLICY 33: Continue to promote sustainable stormwater management and floodplain management to be resilient and adaptable to a changing climate.								
Continue to invest in stormwater infrastructure improvements throughout the City, including in parks. Emphasis on sustainable, green infrastructure improvements should be prioritized.	Goal 2 Goal 7 Goal 9	Storm- water Plan	Capital projects	ED, PR, BGR, BSD, BCC, PO	\$\$ capital programs, state/ federal funding, grant	Medium	Ongoing	
Review and evaluate the City's floodplain zoning regulations to ensure consistency with FEMA recommended model ordinances.	Goal 2 Goal 7		Regulation	PO, ED, PB, BCC*	\$ staff time	Medium	Short	
In accordance with the City's growth boundary, limit new development within the floodplains and buffer areas adjacent to the Kenduskeag Stream and impaired streams to minimize impacts to stormwater runoff and water quality.	Goal 2 Goal 7		Regulation	PO, ED, PB, BCC*	\$ staff time	Medium	Short	
Adopt Maine Department of Environmental Protection's (DEP's) Stream Smart Crossing Guidelines as standard practice for culvert and bridge improvements.	Goal 2 Goal 7		Guideline	ED	\$ staff time	Easy	Short	
Require consideration of sea level rise projections and impacts in planning and permitting floodplain development.	Goal 2 Goal 7	ME Climate Plan	Guideline	PO, ED, CEO	\$ staff time	Medium	Short	
Complete the Maine Flood Resilience Checklist.	Goal 2 Goal 7	ME Climate Plan	Program/ policy	PO, PWD, ED, CED, CEO, BFD, AD	\$ staff time	Easy	Short	

*If there is an action to make revisions


Environmental Matrix CONTINUED





 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 34: Prioritize energy efficiency and implementation of renewable energy measures.								
Identify and implement energy efficiency measures to improve sustainability of operations and to reduce operational costs.	Goal 7 Goal 9	ME Climate Plan	Capital projects	PWD, ED, PR, BGR, CM, WQM	\$\$\$ staff time, general fund, state/ federal funding, grant	Medium	Short	
Continue to allocate CDBG funding for Weatherization Assistance Grants and other energy efficiency upgrades for low-income homeowners as identified in the CDBG Consolidated Plan.	Goal 3 Goal 7 Goal 9	ME Climate Plan	Resource allocation	CED	\$ federal funding	Easy	Ongoing	
Develop educational materials and guidance on weatherization, energy retrofits, sustainable design, and financial incentives.	Goal 2 Goal 7 Goal 9	ME Climate Plan	Communication/ engagement	CED, CEO, PO	\$ staff time	Easy	Short	
Consider adopting the 2021 International Energy Conservation Code (IECC), Maine Stretch Code.	Goal 7	ME Climate Plan	Regulation	CEO, BCC, CED	\$ staff time	Medium	Short	
POLICY 35: Actively work towards protecting and improving water quality of the Penobscot River, impaired streams, and other water resources in the City.								
Continue to invest in stormwater separation in areas with combined sewer/stormwater systems in accordance with the EPA consent decree for the City.	Goal 2 Goal 7 Goal 9		Capital projects, regulation	ED, WQM, BCC, IC	\$\$ staff time, capital, general fund, state/ federal funding, grant	Medium	Ongoing	
Adopt an ordinance for low-impact development strategies in accordance with the requirements of Maine DEP's General Permit for Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems.	Goal 2 Goal 7 Goal 9	Storm-water Plan	Regulation	ED, PO, PB, BCC	\$ staff time	Medium	Short	
Continue to conduct a public campaign through the Bangor Area Stormwater Group (BASWG) to raise awareness about stormwater pollution into the City's brooks and rivers.	Goal 2 Goal 7 Goal 9	Storm-water Plan	Communication/ engagement	BASG, ED	\$ staff time	Easy	Ongoing	
Review the City's zoning regulations for opportunities to include riparian zone requirements and restrictions for developments in proximity to the City's rivers and brooks.	Goal 2 Goal 7		Regulation	PO, ED, PB, BCC*	\$ staff time	Medium	Short	

*If there is an action to make revisions



Environmental Matrix CONTINUED





 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 35 continued:								
Require inspections and reporting on the condition of on-site stormwater management systems in existing and new developments as required by the Municipal Separate Stormwater Sewer System (MS4) permit.	Goal 2 Goal 7	Storm-water Plan	Program/ policy	ED	\$ staff time	Easy	Short	
Require stormwater management plans for new developments to address water quality as required by Maine DEP rules and the MS4 permit, and encourage all developers to address water quality beyond what is required by law.	Goal 2 Goal 7		Regulation	PO, ED, PB, BCC	\$ staff time	Easy	Short	
Support the implementation of sustainable stormwater initiatives for BGR, as recommended in the 2021 Bangor International Airport Master Plan.	Goal 2 Goal 7		Capital projects	BGR, ED	\$\$ capital programs, state/ federal funding, grant	Medium	Short	
Conduct an educational program for property owners of land within impaired stream watersheds and in the areas around the Penjajawoc Marsh to educate about the importance of these areas and how to change landscaping practices to minimize harmful environmental impacts such as the introduction and spread of invasive species.	Goal 2 Goal 7	Storm-water Plan	Commu- nication/ engagement	PO, ED, BLT, PMMMMC	\$ staff time	Easy	Short	
Implement watershed planning on the City's urban impaired streams through watershed-based plans and/or fluvial geomorphic assessments and ensure the continued protection of Bangor's aquifers and groundwater resources.	Goal 2 Goal 7	Storm-water Plan	Plan	ED	\$\$ staff time, grant, consultant	Medium	Medium	



*If there is an action to make revisions




Facilities and Services Matrix

 High Priority
 Web link



Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 36: Prepare a City Facilities Master Plan to assess capacity to meet current and anticipated program needs and to identify energy, efficiency, and overall facility improvements that are needed.								
Inventory all City-owned properties and provide a summary of existing use and condition.	Goal 9	PR Master Plan, BGR Master Plan	Plan	CM, PWD, PHCS, ED, CED, BFD, BPD, BSD, WQM	\$\$ staff time	Medium	Short	
Assess the physical condition and accessibility of all City and public school facilities and continue to make improvements to support school facilities planning efforts and the Bangor School Department Strategic Plan.	Goal 9	PR Master Plan, BGR Master Plan	Plan	CM, PWD, ED, BSD, BFD, BPD, WQM	\$ staff time	Medium	Short	
Identify improvements and investment needed across facilities and prioritize improvements based upon most critical needs.	Goal 9	PR Master Plan, BGR Master Plan	Plan	CM, PWD, ED, PR, BSD, BFD, BPD, BGR, WQM	\$ staff time	Easy	Short	
Identify opportunities for and plan for the installation of renewable energy and energy efficiency improvements that could be implemented at City facilities and public schools to improve sustainability of operations and to reduce operational costs.	Goal 7 Goal 9	ME Climate Plan, BGR Master Plan	Plan	CM, PWD, ED, BSD, BGR, BFD, BPD, CED, WQM, OE	\$\$ staff time, consultant	Easy	Short	
Commit funding to address the needs identified by the Facilities Master Plan and pursue grant funding as available to assist in the financing of improvements.	Goal 7 Goal 9	PR Master Plan, BGR Master Plan	Resource allocation	BCC, CM, FD	\$\$ general fund, grant	Medium	Long	
In accordance with the Americans with Disabilities Act (ADA), create an ADA Transition Plan to assess the accessibility of the City's transportation infrastructure, facilities, programs, and services; propose methods of increasing accessibility City-wide; and develop an implementation plan to implement the proposed methods.	Goal 5 Goal 9		Plan	PWD, PO, ED, PR, CM	\$ staff time, consultant	Medium	Short	
Continue to plan for and fund improvements to City Hall to meet code requirements, improve energy efficiency, and enhance customer service.	Goal 7 Goal 9		Plan; capital projects	BCC, CM, FD	\$\$\$ general fund, grant	Medium	Long	






Facilities and Services Matrix CONTINUED

 High Priority
 Web link



Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 37: Continue to preserve, enhance, and maintain parks and recreation facilities.								
Implement recommendations of the 2021 Parks and Recreation Master Plan.	Goal 2 Goal 5 Goal 7 Goal 9	PR Master Plan	Plan, program/ policy, capital projects	PR, PRHAC, BCC	\$\$ staff time, general fund, state/ federal funding, grant	Hard	Long	
Conduct playscape, athletic field, and athletic court replacement and refurbishment to ensure better conditions and increase accessibility for users of all ages and abilities.	Goal 5 Goal 9	PR Master Plan	Capital projects	PR	\$\$ capital program, general fund	Medium	Ongoing	
Improve park lighting while minimizing light pollution and add security features in certain parks where perceptions of safety are an issue.	Goal 5 Goal 9	PR Master Plan	Capital projects	PR	\$\$ capital program, general fund	Medium	Medium	
POLICY 38: Expand access to parks and recreational facilities for all users and improve connectivity of parks and open spaces.								
Explore opportunities for additional neighborhood park facilities throughout the City where population density warrants such uses and in areas that have been identified in the Parks and Recreation Master Plan as underserved such as in North and East Bangor.	Goal 5 Goal 9	PR Master Plan	Plan, capital projects	PR	\$\$ staff time, general fund, grant, capital program, state/ federal funding	Medium	Medium	
Expand and enhance trails and paths within and connecting parks with the aim of connecting the City's parks and open spaces with a bicycle and pedestrian network and improving access for all users.	Goal 5 Goal 7 Goal 9	PR Master Plan	Capital projects	PR, PWD	\$\$ capital program, state/ federal funding, grant	Medium	Medium	
Make accessibility improvements at City parks and public school facilities, including pathway upgrades, diversifying play equipment to serve children of all ages and abilities, adding restrooms at park facilities, and considering upgrading facilities to be fully accessible.	Goal 5 Goal 9	PR Master Plan	Capital projects	PR, BSD	\$\$ capital program, state/ federal funding, grant	Medium	Medium	
Increase recreation opportunities on the City's waterfront.	Goal 5 Goal 8 Goal 9		Capital projects	PR, CED	\$\$ capital program, state/ federal funding, grant	Medium	Long	





Facilities and Services Matrix CONTINUED

 High Priority
 Web link



Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 39: Improve resources of Bangor’s Public Health and Community Services Department (PHCS) to ensure that Bangor continues to meet the needs of residents.								
Assess the need to secure additional space for PHCS operations.	Goal 3 Goal 5 Goal 9		Plan	CM, PHCS, GOC	\$ staff time, consultant	Easy	Short	
Consider directing ARPA funds to PHCS to meet current needs for additional resources.	Goal 3 Goal 5 Goal 9		Resource allocation	BCC, PHCS	\$\$ state/ federal funding	Medium	Medium	
Support PHCS in achieving and maintaining accreditation through the Public Health Accreditation Board and developing a public health needs assessment.	Goal 3 Goal 5 Goal 9		Resource allocation	PHCS, BCC, CM	\$ general fund, grant	Medium	Short	
POLICY 40: Support the work of local and regional community organizations that provide social services to the Bangor community.								
Provide assistance with coordination and communication among agencies and the City.	Goal 3 Goal 5 Goal 9	Housing Report	Partnership/ coordination	CM, PHCS, BPD, BFD	\$ staff time, general fund	Medium	Short	
Build partnerships with community organizations and local governments to implement innovative strategies to address homelessness.	Goal 3 Goal 5 Goal 9	Housing Report	Partnership/ coordination	CM, PHCS, BPD, BFD	\$\$ staff time, general fund, state/ federal funding	Medium	Medium	
POLICY 41: Ensure that Bangor’s public safety services have the resources to meet the needs of the community.								
Continue to monitor emergency operations center facilities and systems, and update technology as necessary, to provide coordinated public safety services in the event of an emergency.	Goal 3 Goal 5 Goal 7 Goal 9		Resource allocation	CM, PHCS, BPD, BFD	\$ staff time, general fund	Medium	Ongoing	
Continue to support the collaborative community outreach work of the Public Health and Community Services Department, the Police Department, and other municipal departments and agencies in the region.	Goal 3 Goal 5 Goal 9		Partnership/ coordination; resource allocation	BCC, CM, PHCS, BPD	\$ staff time, general fund	Easy	Ongoing	
POLICY 42: Support sustainability, including energy efficiency and renewable energy sources, across all City facilities.								
Develop a municipal energy plan that includes energy tracking and management, energy reduction goals and actions, and clean energy goals and actions.	Goal 7 Goal 9	ME Climate Plan	Plan	ED, PO	\$\$ staff time, consultant	Medium	Medium	
Benchmark and track energy use across City buildings and facilities.	Goal 7 Goal 9	ME Climate Plan	Plan	ED, PO	\$\$ staff time	Medium	Medium	





Facilities and Services Matrix CONTINUED

 High Priority
 Web link



Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 42 continued:								
Include energy efficiency and renewable energy projects in the City's capital improvement plan.	Goal 7 Goal 9	ME Climate Plan	Plan	ED, FC, CM, FD	\$ staff time	Easy	Short	
Work toward the adoption of sustainable practices at City parks, municipal facilities, and public school facilities such as capturing rainwater for irrigation use, reducing water usage, reducing the use of chemicals on City grounds, improving recycling, eliminating the use of exotic invasive plants, planting more native species, and reducing solid waste.	Goal 2 Goal 7 Goal 9	ME Climate Plan	Guideline; program/ policy	PR, PWD, BGR, BSD, PO	\$\$ general fund, state/ federal funding, grant	Medium	Medium	
Minimize light pollution (including impacts to wildlife from lighting) at all City facilities and from City street lighting.	Goal 2 Goal 7 Goal 9		Capital projects	PR, PWD	\$\$ capital program	Medium	Long	
Invest in electrical infrastructure to support airport e-vehicles/equipment and emerging EVOT aircraft.	Goal 6 Goal 7 Goal 9		Capital projects	BGR, IC, BCC	\$\$ capital program, state/ federal funding, grant	Medium	Long	
POLICY 43: Continue to protect and maintain the City's drinking water supply and distribution infrastructure.								
Limit water service extensions to designated services areas.	Goal 2 Goal 7 Goal 9		Regulation; program/ policy	ED, PO, BWD	\$ staff time	Easy	Ongoing	
Make investments in the water supply system as needed to ensure a safe yield.	Goal 9		Capital projects	BWD	\$\$ capital program	Medium	Medium	
Promote the adoption of best management practices and the use of green infrastructure as a means of reducing the use of drinking water supply for irrigation. Implement measures at City properties and include regulations and guidelines within the City's zoning regulations.	Goal 2 Goal 7 Goal 9		Guideline; regulation; communication/ engagement; capital projects	PWD, PR, PO, BGR, ED, IC	\$\$ staff time, capital program, grant	Medium	Medium	
POLICY 44: Continue to make needed investments in the City's wastewater collection infrastructure.								
Limit sewer service extensions to designated services areas.	Goal 2 Goal 7 Goal 9		Regulation; program/ policy	ED, WQM, PO	\$ staff time	Easy	Ongoing	
Invest in improvements to wastewater infrastructure in areas inside of the City's designated growth area where existing infrastructure is at or over capacity in order to meet potential future needs for development	Goal 5 Goal 9		Capital projects	ED, WQM, BCC, IC	\$\$ capital program, state/ federal funding, grant	Medium	Medium	






Facilities and Services Matrix CONTINUED

 High Priority
 Web link



Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 44 continued:								
Address inflow and infiltration issues across the wastewater collection system.	Goal 7 Goal 9		Capital projects	ED, WQM	\$\$ capital program	Medium	Ongoing	
Reduce CSOs within the City sanitary collection system in accordance with the City's Long-Term Control Plan.	Goal 7 Goal 9		Capital projects	ED, WQM	\$\$ capital program	Medium	Long	
POLICY 45: Proactively work towards obtaining and securing funding through the Infrastructure Investment and Jobs Act (IIJA) as a means of financing needed improvements to City facilities and infrastructure.								
Work across City departments to identify projects eligible for funding under the IIJA.	Goal 7 Goal 9		Resource allocation	CM, PWD, ED, PR, IC	\$ staff time	Easy	Short	
Work across City departments and with state agencies to prepare grant applications and requests for funding through the IIJA.	Goal 7 Goal 9		Resource allocation	CM, PWD, ED, PR	\$ staff time	Easy	Short	
POLICY 46: Develop a City-wide digital infrastructure strategy.								
Develop a digital infrastructure strategy to identify goals and priorities and establish a framework for decision-making related to digital infrastructure.	Goal 7 Goal 9		Plan	ED, IT, IC	\$\$ staff time and/or consultant	Medium	Medium	
Continue to implement an asset management program.	Goal 7 Goal 9		Capital projects	CM, PWD, ED, PR, IT, WQM	\$\$ capital program	Medium	Medium	
Continue to leverage technologies such as GIS and social media platforms to increase efficiency of service delivery, improve access to information, expand communication to the public, and improve administrative operations.	Goal 7 Goal 9		Program/ policy	PWD, ED, PR, CED, IT, WQM	\$ staff time	Medium	Ongoing	
Support initiatives to improve digital literacy for all users and across all City platforms.	Goal 5 Goal 7 Goal 9	EMDC CEDs	Communication/ engagement; program/ policy	CM, IT	\$ staff time, general fund	Medium	Short	






Culture Matrix

 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 47: Promote and enhance the viability of historic and architectural resources for their continued use or for new uses.								
Continue to update the inventory and assessment of all historic properties and districts.	Goal 10		Plan	HPC, PO, BHS	\$\$ staff time	Medium	Ongoing	
Encourage maintenance of the architectural integrity of historic and architecturally significant sites, buildings, and structures when adapted for reuse for commercial, industrial, or residential purposes.	Goal 10		Guideline	HPC, PO, CEO, PB	\$ staff time	Easy	Ongoing	
Pursue financial incentives for preservation, including state and federal grants, tax incentive programs, preservation or facade easements, assessment deferrals, and transfer of development rights.	Goal 7 Goal 10		Resource allocation	CED, PO, HPC	\$\$ staff time, state/ federal funding, grants	Medium	Medium	
Consider conducting historical surveys of additional neighborhoods to determine if they should be included in or designated as a historic district.	Goal 10		Program/ policy	HPC, BHS, PO	\$\$ staff time, consultant	Medium	Long	
POLICY 48: Provide continued support for the protection of historic resources in Bangor.								
Promote public awareness and appreciation of local historic resources through the development of print materials, online content, and on-site signage.	Goal 4 Goal 10		Communication/ engagement	HPC, CED, BHS, PO	\$\$ staff time, general fund, grant	Medium	Medium	
Work to ensure that publicly owned properties (sites, artifacts, structures, and buildings) of historical and architectural significance are protected and preserved.	Goal 4 Goal 7 Goal 9 Goal 10		Program/ policy	BCC, HPC, PO	\$\$ general fund	Medium	Medium	
Prepare historic master plans for the City's historic parks including Cascade Park, Summit Park, and Davenport Park as recommended by the 2021 Bangor Parks and Recreation Master Plan.	Goal 6 Goal 9	PR Master Plan	Plan	PR, HPC, PO	\$\$ staff time, consultant	Hard	Long	
Continue care and maintenance of the City's historic cemeteries.	Goal 9 Goal 10		Resource allocation	PR, HPC	\$\$ staff time, general fund	Medium	Ongoing	
Consider replacing and updating signage along the Kenduskeag Stream Trail.	Goal 9 Goal 10		Capital projects	PR, HPC, PO	\$\$ general fund, grant	Easy	Short	
Consider implementing a heritage trail through the Museum in the Streets program as a method of promoting the historic value and identity of downtown Bangor.	Goal 4 Goal 8 Goal 10		Capital projects	HPC, CED, BHS, PO	\$\$ general fund, grant	Medium	Medium	
Continue to link the Cultural & Architectural Resource Management Archive (CARMA) data to the City's parcel map viewer and promote this information resource once completed.	Goal 9 Goal 10		Program/ policy	PO, CED, HPC	\$ staff time	Easy	Short	

Culture Matrix CONTINUED

 High Priority
 Web link

Actions	Related Plan Goal(s)	Related Plans/ Studies	Action Type	Responsible Agency/ Collaborators	Cost/ Resources	Ease of Implementation	Timeline	Best Practices
POLICY 49: Provide more support for the arts and cultural organizations in Bangor.								
Consider establishing a Division of Cultural Affairs within the Department of Community and Economic Development that would act as the City's liaison to the arts community, coordinate arts and culture programs and activities for the City, and pursue grant funding for arts and culture programs.	Goal 4 Goal 6 Goal 9 Goal 10		Program/ policy	CED, CM	\$\$ staff time	Hard	Long	
Consider establishing a Percent for Art incentive program that would allow developers to provide public art or contribute funds to support public art in exchange for certain development incentives.	Goal 4 Goal 6 Goal 9 Goal 10		Program/ policy	CED, CM, PO, PB, BCC, CCD	\$\$ staff time	Easy	Medium	
Continue implementation of the Public Arts and Monuments policy to support temporary and permanent art installations and cultural events and activities in public spaces.	Goal 4 Goal 6 Goal 9 Goal 10		Program/ policy	CED, CM, PO, CCD	\$ staff time, general fund	Easy	Ongoing	
Encourage more public art through outreach to local artists and organizations.	Goal 4 Goal 6 Goal 9 Goal 10		Commu- nication/ engagement; partnership/ coordination	CED, DBP, CCD, MAC	\$ staff time, grant	Medium	Ongoing	
POLICY 50: Bolster Bangor as a place that is home to events.								
Provide support to complementary services needed to support events.	Goal 4 Goal 6 Goal 9		Partnership/ coordination	CED, DBP	\$ staff time	Medium	Ongoing	
Provide a guidance document and/or webpage on how to obtain an event permit and other requirements for conducting an event.	Goal 4 Goal 6 Goal 9		Commu- nication/ engagement	PO, CEO, PR	\$ staff time	Easy	Medium	
Continue to partner with local organizations to conduct annual festivals and to support and promote local events.	Goal 4 Goal 6 Goal 9		Partnership/ coordination	CM, CED, DBP, CCD	\$ staff time	Medium	Ongoing	

Evaluation

Progress on implementation of the Plan, including the Future Land Use Plan, will be reviewed on an ongoing basis by the CPIC. It is recommended that the Committee provide annual reports to the City Council with detail on the status of each action item, resource and funding needs to for implementation, and any other factors impacting implementation progress.

The primary measure of success for the Plan will be the completion of the Plan’s action items; however, it is recommended that the City identify key metrics (energy usage, housing units created, transit ridership, pedestrian traffic accidents, etc.) to track as part of the implementation process in order to measure progress and to support continued funding for successful initiatives. These performance metrics may be identified in specific topic area plans, such as the climate action plan or regional transportation plan, or they may be identified by the Committee. As actions are implemented, more detailed and appropriate targets will be established to guide implementation. In addition to measuring progress based on tasks completed, tracking of performance metrics will allow the City to understand whether action items have had the intended and desired impact. In addition, looking at broader measures of economic growth and community well-being will provide insight on the progress of Plan implementation related to the City’s vision.

The annual report should include an overview of zoning and policy changes, capital projects, and new development as well as the status of each action item. The status should indicate whether an action has been initiated, completed, not started, or initiated and determined that the City should not move forward with the action. Understanding which actions were successful or not and why, as well as other implementation challenges, will help the City with future long-range planning efforts. The report should consider

development trends and evaluate consistency with the Plan and goals for development within the growth boundary and preservation of critical environmental areas.

In addition to understanding and measuring progress on implementation, annual evaluation will allow for an opportunity to consider how well the Plan’s policies reflect the current needs of the City. As we have experienced in recent years, major economic, public health, and social changes can have a significant impact on the City’s policy priorities and immediate funding needs. These factors should be considered in each annual review to help ensure that the City is moving forward on the most appropriate path. The City may consider amendments to the Plan to address major changes and respond to current trends. At a minimum, the evaluation should address the following:

1. What land use and zoning measures have been implemented?
2. How much new development has occurred in the designated growth area compared to growth outside of the growth boundary?
3. How much significant environmental land area has been preserved and how much has been developed?
4. What changes do key performance metrics indicate?
5. How well have strategies supported economic growth as reflected in population, employment, and business growth?
6. Have there been significant economic, social, public health, or other changes that may necessitate changes to the goals, policies, or actions in this Plan?

The City should conduct a broader evaluation of the Plan and implementation progress 3 – 5 years after Plan approval, in order to ensure that the Plan is addressing current needs and to identify any significant changes since Plan approval that could impact City priorities and implementation progress.

REGIONAL COORDINATION

The City will continue to work collaboratively with the state and seek financial and technical support on other initiatives including addressing homelessness, promoting affordable housing development, and resettling new Mainers

*Photo of the Bangor State
Fair by Greg A. Hartford*



As the regional center for services, amenities, employment, and entertainment, Bangor has long been committed to collaborating with regional partners on implementing policies. Key issues addressed in this Plan are largely regional issues that require some level of collaboration among municipalities, organizations, and different levels of government. In developing policy and action recommendations, the City has aligned strategies with state goals and has considered the role of surrounding municipalities in shaping the Bangor region and the impact of proposed policies on the larger community. Bangor recognizes that success of the region supports success for the City and will continue to work collaboratively, where possible, and be a leader in policy and innovation on critical issues.

In developing this Plan, the City has looked to recent state initiatives on climate planning and economic development. Bangor's current and proposed strategies in both areas are coordinated with state goals. The City will continue to support these state planning efforts and will work collaboratively with the state and seek financial and technical support on other initiatives including addressing homelessness, promoting affordable housing development, and resettling new Mainers.

Transportation

Bangor will continue to work with BACTS and MaineDOT on ongoing transportation infrastructure improvements and planning initiatives. The Community Connector will look to the towns of Old Town, Orono, Veazie, Brewer, and Hampden for continued financial support and input in planning to provide more efficient service for residents and employees of the region. In addition, the City's goals to improve connectivity include connectivity to surrounding communities. Working with towns to expand, connect, and maintain paths, greenways, and trails will be mutually beneficial.

Beyond the City and surrounding communities, Bangor's transportation systems have far reaching impacts with the growth of the Bangor International Airport and opportunities to improve bus, rail, and air connections to Bangor from further afield. Regional and interregional connectivity improvements will require significant coordination among municipalities and other agencies.

Housing

Housing affordability and availability is a regional issue and understanding the regional economic challenges and market conditions can help direct policy development to address local housing needs. A regional approach to addressing housing needs offers opportunities for municipalities to coordinate strategies and share resources. For example, a homeshare program, as proposed in this Plan, could be expanded to have a region-wide scope, and resources for small-scale developers could be made available to developers looking to build in surrounding communities. Regional affordable housing agencies and organizations will play a key role in implementing the housing policies of this Plan and will help ensure that the City takes a regional approach to addressing housing needs.

Homelessness

Bangor's involvement with several regional partners in the Built for Zero initiative is a major step in developing a sustainable regional approach to reduce and end homelessness. This regional initiative is part of a statewide approach to addressing homelessness, and the City will look to the state and other regional programs in Maine for guidance and support. The City plays a vital role in providing services to community members and will build capacity through better communication and collaboration among government departments, agencies, and community organizations.

Workforce development

As part of this Plan, the City intends to improve collaboration and communication among business organizations, educational institutions, and local government to collectively strengthen the region's workforce. While many of these organizations are based in Bangor, the focus of this effort is broader, recognizing that economic impacts are regional and benefit from regional approach, especially when considering amenities like housing and transportation that greatly influence a city's capacity for growth.

Climate action planning

Climate change is a global issue being addressed at the regional level through the Penobscot Climate Action planning process. Bangor is currently working with BACTS, the Town of Orono, and the University of Maine to lead the climate action planning process for the region. This Plan is being developed in alignment with the State of Maine's climate action plan (Maine Won't Wait). When implementing the climate action plan, once completed, the City will look to partner with BACTS, surrounding municipal and tribal governments, local universities and the state in adopting programs and policies to support emissions reduction goals and to improve overall regional sustainability. The City strives to be a leader on climate action and will support opportunities for collaboration and information sharing with regional partners.

Natural systems protection

Development and other human interferences in the environment have impacts to natural systems and are not limited by political boundaries. Collaborating with surrounding communities on addressing water quality and protecting critical habitats and open space areas will be necessary for the City to reach its goals related to environmental protection. Coordinating efforts for open

space stewardship, public education campaigns, and sharing policy, program tools, and techniques will help to ensure long-term management of natural systems.

Arts, Culture, and Recreation Economy

Growth of the City's arts, culture, and recreation economy is a benefit to the region. Recommendations to implement art programs, support cultural events, protect historic resources, and enhance recreational opportunities will all improve livability for residents in the region and support the regional economy. The City will look to support events, programs, and amenities outside of the City and coordinate with the Bangor Region Chamber of Commerce to promote all that the region has to offer to the advantage of all communities in the region.

APPENDICES

“West Market Square is an excellent attraction for Bangor; it is a community space for people to meet and chat outside of work or the home. Sociologists call this a “third place.” It is lively, interesting, and generally a great place to be.”

*Photo of Kenduskeag,
looking down stream,
by Denis Tangney Jr.*



APPENDIX A: ENGAGEMENT SUMMARY

Contents

Introduction	138
Initial Listening Sessions	139
Walk Audit	140
In-person Visioning Sessions	140
Remote Visioning Session	144
Community Event Booths	145
Social Pinpoint Summary	145
Survey	146
Ideas Wall and Map.	147
Forum Questions	148
High Level Themes	149
Appendix A: Social Pinpoint Survey Report	149

Introduction

As part of the Comprehensive Plan for the City of Bangor, a robust public engagement effort was conducted to obtain input from as many Bangor residents and stakeholders as possible. The goal of the engagement effort was to identify community values and priorities, and to collaborate on developing a vision for the future of Bangor to guide plan development and policy recommendations. The engagement strategy included the following:

-
- Initial listening sessions with select City boards and committees
-
- Walk audit survey
-
- Three in-person visioning sessions
-
- One remote visioning session (held via Zoom)
-
- An online, virtual engagement Social Pinpoint site
-
- Online visioning survey (paper copies were made available through the Planning Office)
-
- Community events and communication facilitated by City staff
-

This high-level summary includes an overview of each of these engagement components and what was learned about community desires for Bangor.

In addition to engagement efforts specifically intended to support the development of the Comprehensive Plan, public feedback from other City outreach initiatives (including the Economic Development Strategic Plan and ARPA funding) were reviewed and taken into consideration as part of this visioning process.

Initial Listening Sessions

The City conducted listening sessions with the City Council, Planning Board, Commission on Cultural Development, Historical Preservation Commission, and Bangor Land Trust. The following key themes were identified from these sessions:

-
- Great quality of life and balance of rural areas and urban amenities.

 - Strong sense of community that makes the City a great place to raise kids.

 - Variety of businesses, culture, parks, and other amenities.

 - Support for the unhoused population and people experiencing mental health issues.

 - Desire for more businesses and economic activity, especially downtown.

 - Need for more housing and improvements to existing housing stock.

 - Concerns about too much growth and development.

 - Focus on livability, including jobs, education, transportation, broadband, community events, etc.

 - Improved walkability and bikeability.

 - Enhancing public transit and consideration for passenger rail service.

 - Economic development – encourage business growth and development and create a diversity of jobs, to keep people in Bangor.

 - Beautiful parks and historic neighborhoods.

 - Excellent outdoor recreation opportunities in the City and access to recreation in the region.

 - Downtown is much more vibrant and active than years ago.

 - Balance between recreational use of parks and trails and the protection of wildlife habitat areas.

 - Consideration of special habitat areas and need for farmland in planning for future development growth.

Walk Audit

The City received more than 140 responses to the walk audit. The most frequent comments related to the lack of sidewalks in outer neighborhoods, the condition of sidewalks, and the need for signalized crossings to address safety concerns. Generally, respondents felt that City sidewalks are in poor to fair condition and most rated pedestrian safety, drivers, and crossings as “fair”. Overall ratings of walk audit areas ranged from “poor” to “good”. The walk audit responses included details about specific streets and intersections. Below is a summary of comments as they relate to overall walkability and accessibility.

-
- Many neighborhoods and arterials lack sidewalks or are lacking sidewalks on one side of the street.
 - Uneven, broken, cracked, and overgrown sidewalks make it difficult to navigate sidewalks, especially for those with wheelchairs, walkers, strollers, or other mobility challenges.
 - Cars parked in driveways and overgrown landscaping are common obstacles to sidewalk access.
 - Signalized intersections are not designed for pedestrians, with crossing times that do not allow enough time to safely cross and traffic signals that require pedestrians to wait too long for a walk signal.
 - It is difficult for drivers to see pedestrians (especially when making right turns).
 - There is a need for more signalized crossings (push-to-walk signals) and flashing signage for drivers to be aware of pedestrians.
 - Property owners not adequately clearing sidewalks in winter is a challenge.
 - Drivers speeding and not yielding to pedestrians when turning is a safety concern.
-

In-person Visioning Sessions

Three public visioning sessions were held on April 26-27, 2022. A total of 33 attendees participated in the sessions. Sessions included a discussion of where and how Bangor should grow along with vision boards for participants to comment on four themes: invest, protect, promote, and connect. Participants were also invited to complete a postcard asking how they would describe Bangor to someone who is not familiar with the City. The visioning session held at Husson University also included a presentation and interactive poll in which 14 people participated. Below is a combined summary of comments received at all three of the in-person visioning sessions:

Where and how to grow:

-
- Redevelopment – infill development and rehabilitation of vacant buildings
 - Affordable housing and incentives for housing development
 - Focus development in areas served by water, sewer, transit, and other services
 - Allow higher density and mixed-use development
-

- Preserve forest areas, open space, and agricultural lands
 - Build for climate resiliency – focus development within growth boundary and in existing neighborhoods, preserve undeveloped areas, avoid development in flood zones
 - Support walkable neighborhoods and access to transit
-

Visioning session participants were invited to comment on the following four themes and to consider where, what, and how the City should invest, protect, promote and connect.

Invest:

- Jobs and technical careers, livable wages
 - Vacant buildings
 - Affordable and higher density/multi-family housing
 - Healthy food
 - Events to support tourism
 - Transportation – expanded bus service, rail service, ride share, bike/scooter rentals, bike lanes and walking paths/crosswalks, volunteer transportation service
 - Accessibility
 - Universal basic income
 - People - young people and older residents
 - Maintenance of infrastructure and facilities
 - Improved services
 - Climate resiliency – renewable energy production
 - Neighborhood organization and engagement
 - Housing trusts/land bank – publicly owned housing
 - Marketing the City and its amenities
 - Public safety services
 - Social services and community health
 - Public/private partnerships to address City issues
 - Neighborhoods
 - Initiatives to support homeownership
-

Protect:

- Natural areas including the City Forest, Penjajawoc Marsh, undeveloped open space, farmland, and wetlands
- The City’s history and culture including historic buildings and places of historic significance
- Parks, recreation areas, trails, and urban green spaces/trees
- From overdevelopment and sprawl
- Pedestrians and cyclists and pedestrian/bicycle access and connectivity
- Downtown and neighborhood walkability/livability
- Waterfront access
- Vulnerable populations
- Single-family neighborhoods

Promote:

- Trails, parks, and neighborhood community gardens
- A welcoming and inclusive community for residents, visitors, and businesses
- Arts, cultural, entertainment, and food establishments and amenities
- Downtown – variety of businesses, business opportunities, community, access to amenities, and access to the waterfront
- Natural areas – forests, marshes, Kenduskeag Stream, Penobscot River
- Publicize arts and cultural events in all seasons
- Volunteer groups and community organizations’ civic involvement
- Walkable neighborhoods and neighborhood amenities
- Access to the region including services, recreation, and natural areas
- Schools
- Infill development and development of underused land
- Airport
- Increasing diversity
- Sense of community
- The City as a great place to live
- Pedestrian/cycling infrastructure and accessibility
- Local ownership of rental housing
- History/historic buildings

- Diversity of housing options
 - Ingenuity in forest products
 - Job opportunities for high school and college students
 - Cross Insurance Center for events
 - Opportunities for development
 - City initiatives and successes
-

Connect:

- Expanded bus routes – including to rural areas and houses of worship
 - Rail transportation
 - Walkability
 - Ride sharing and on-demand transportation service
 - Bike/scooter rentals
 - Focus on neighborhood centers, connecting neighborhoods
 - Pedestrian and bicycle infrastructure – sidewalk maintenance, new sidewalks, trails/multi-use paths – connect Husson University, mall area, and other outer areas to downtown
 - Colleges and universities to the community
 - Civic organizations to the community and new residents
 - Internet access
 - Youth to community involvement
 - Residents across the City experiencing common challenges
 - Residents to the City government via 311 or similar system
 - Residents to social services
 - City to the surrounding region and other communities; overall regional connectivity and coordination
 - Residents to resources to support homeownership
 - Residents to each other through community events
-

Remote Visioning Session

In order to accommodate stakeholders who were not able to attend the in-person visioning sessions, a remote visioning session was held via Zoom. More than 30 participants discussed priorities for Bangor, areas of concern, and evaluated the 2012 Comprehensive Plan Vision Statement.

As part of the session's introduction, participants were asked how they heard about the session. Several respondents indicated hearing about the event through communication from a nonprofit organization (Penobscot County Cares, Food AND Medicine, Bangor Livable Communities, and Faith Linking in Action). Other respondents heard about the event through City emails, posts on the City's Facebook page, or through the City website.

Group discussions and breakout room discussions addressed a variety of issues including the following:

- Expanding mental health and substance use services to help serve the unhoused population.
 - Developing affordable housing and create a greater variety of housing options.
 - Developing a regional approach to homelessness.
 - Improving walkability, connectivity, and physical accessibility.
 - Protecting natural areas and ensure that land is developed in a way that is sensitive to impacts to critical wetlands, wildlife habitats, and other areas of environmental concern.
 - Promoting Bangor as a welcoming city to attract younger people and support refugee resettlement.
 - Investing in City infrastructure and services.
 - Continuing to enhance the sense of community.
 - Supporting innovation and leverage university partnerships to support economic development.
 - Addressing food insecurity and supporting community gardens and composting initiatives.
 - Taking advantage of existing amenities (recreation, arts and entertainment venues and events, waterfront) to attract people to Bangor.
 - Promoting and supporting emerging industries such as renewable forest products industry.
 - Addressing food security, including attracting grocery stores to underserved areas and building more community gardens.
 - Bringing back recycling initiatives.
 - Expanding and investing in public transit.
 - Focusing on livability and principles of Livable Communities Initiative.
-

In discussion of what participants value about Bangor, many participants indicated that the sense of community and connection to people in the City and their neighborhoods is what makes Bangor special. Some also noted that Bangor is still small enough to feel friendly and welcoming, and a place where people care about and help one another.

Community Event Booths

During the spring of 2022, Planning Department staff attended pop-up event booths at community events including the Bangor farmers' market and polling sites on Election Day. Activities at each event allowed people to provide general comments on the future of Bangor and what stakeholders value about the City. More than 60 comments were received during these events. Of the written comments provided, more than one-third referenced transportation infrastructure, including road and sidewalk maintenance, additional sidewalks and trail connectivity, and better transit. Several comments referenced parks and open space (brown tail moth control, trees, walking trails, parks and trails maintenance, and public restrooms). Other commonly mentioned topics include housing affordability and development, homelessness and social services, safety/policing, creating a welcoming community, and government spending.

Social Pinpoint Summary

Social Pinpoint is an online engagement tool used to gather community feedback. The Bangor Comprehensive Plan project site included four opportunities for residents to provide input on the master planning effort including:

-
- Survey
 - Ideas Wall with options to post comments regarding the City's strengths, challenges, and suggestions for improvement
 - Interactive City Map with options to post comments regarding the City's strengths, challenges, and suggestions for improvement
 - Forum questions on specific topic areas, including community gardens, mixed-use development, downtown zoning, rural areas, shelter locations, and retail areas
-

In total, the site attracted 329 unique stakeholders who provided 49 comments and submitted 302 surveys.

7.1 Survey

The survey was designed to gather feedback on a variety of topic areas as well as to gather feedback on overall vision for the City and high-level values and priorities. A total of 302 people responded to this survey with 77% indicating they were residents of Bangor. The attached report provides a more detailed breakdown of survey responses. Some key statistics from the survey include:

-
- Over 51% (155) of respondents work in Bangor.
-
- Over 59% (179) respondents are homeowners in Bangor.
-
- Nearly 56% of respondents think that Bangor should be open to significant growth and change, while 4% indicated that they like Bangor now and would like it to stay as it is.
-
- The primary reasons that respondents choose to reside in Bangor is proximity to work, school, family, and/or friends.
-
- Fairmount, Tree Streets, and Little City were the most represented neighborhoods.
-
- Over 59% (163) respondents have lived, worked, attended school, or owned/managed a business in Bangor for more than 10 years.
-
- Of the options provided, the amenity that respondents value most about living in Bangor is parks and open space.
-
- Respondents' top priorities for change in the next 10 years are: (1) Maintenance and improvement of roadways; (2) More affordable housing; and (3) Expansion of trails and greenway network.
-
- Respondents' top three concerns are homelessness, condition of roadways, and housing affordability.
-
- Nearly 84% (145) of respondents indicated that the City should be involved in addressing the issue of homelessness (rated 4 or 5 on a scale of 1 to 5 with 1 being "not involved" and 5 being "very involved").
-
- According to respondents, the City is doing the best at providing library and school services and worst at roadway/sidewalk maintenance and transit services.
-
- The top three types of businesses that respondents would like to see more of in Bangor are arts and entertainment venues, restaurants and other food and drinking establishments, and retail businesses.
-
- The top three environmental issues selected by respondents are plastics and Styrofoam waste, pollution (air, water, or soil), and protection of wildlife habitats and corridors.
-
- The top four environmentally sustainable practices that respondent would like the City to prioritize and invest in are re-use and recycling programs, better/more pedestrian and bicycle infrastructure, maintaining and planting more street trees, and composting/food waste diversion.
-
- The top two housing types that respondents think Bangor needs more of are multi-family apartments/condos and supportive housing.
-
- Over 71% (85) respondents would like to see more mixed residential and commercial areas.
-

- Over 77% (91) of respondents think that multi-family zoning should be allowed in downtown neighborhoods or in certain areas of downtown neighborhoods.
 - The top three recreation resources used by respondents include the waterfront, trails and multi-use paths, and forest areas.
 - The greatest challenge experienced by respondents in getting to, from, and around Bangor is the lack of sidewalks and crosswalks, followed by the maintenance of roads and sidewalks.
-

7.2 Ideas Wall and Map

The Ideas Wall and Map of the Social Pinpoint site allowed stakeholders to comment on strengths, challenges, and to provide suggestions.

Strengths

Strengths noted by commenters include City parks and waterfront and the revitalization of downtown. Specifically related to downtown, commenters referenced the parking garage, West Market Square, and Norumbega Park, noting the importance of prioritizing pedestrians over vehicles in downtown.

Challenges

Challenges noted by respondents included housing affordability and availability, bicycle and pedestrian infrastructure, and public transit. The most frequent comments indicated a need for more bicycle infrastructure (noting that existing conditions can be dangerous for cyclists), expansion and maintenance of sidewalks to improve connectivity, and extended bus service to later in the evenings and on weekends. On the Map, responses indicated areas where traffic calming and/or bike/ped infrastructure is desired. Comments also noted that the lack of restrooms in public parks as being a challenge.

Suggestions

Similarly, the most “liked” suggestions focused on walkability/bikeability and transit. Comments noted a growing demand for walkable communities and the ability to live without a car. Related to this point, commenters also suggested extending bus service hours and expanding the service area. Several commenters also suggested improvements to public parks and recreational trails, addressing food security and climate goals (through community gardens and composting), fiscally responsible development, and housing policy.

7.3 Forum Questions

The following forum questions were posted on the Social Pinpoint site for stakeholders to comment on.

What is your vision for retail areas, like the Bangor Mall? (5 responses)

Comments focused on the mall area with suggestions to attract outlet retail stores to the space, or to redevelop the property for housing and/or mixed use, including housing, restaurants, and retail.

Where do you think the best locations would be for a shelter for the unhoused? (4 responses)

Comments included a shelter accessible to public transportation, continue to use underutilized hotel space, and need for permanent housing not a shelter.

What is your vision for rural areas of Bangor? (7 responses)

Comments focused on keeping rural areas undeveloped to protect habitats and open space and to improve connectivity to rural areas with additional trails, bike/ped infrastructure, and additional bus routes. Other commenters mentioned the need for a balance between open space and walkable housing development.

What is your vision for the downtown neighborhoods? (8 responses)

Most responses were in support of mixed-use neighborhoods and multi-family residences in downtown neighborhoods, citing the environmental and social benefits of walkability and increased vibrancy. One commenter expressed concern about allowing multi-family housing in single-family neighborhoods.

How do you feel about mixed residential and commercial areas? (5 responses)

Respondents all indicated that some mix of residential and commercial uses is desirable for building walkable, livable communities, but some noted concerns about the types and location of businesses and the impact on residential areas.

Do you think Bangor needs more community gardens? If so, where?

Most commenters noted that more community gardens would be beneficial and that they should be located to be walkable. Others suggested that gardens be located in neighborhoods where food access is a challenge and on small vacant lots that are less desirable for development.

High Level Themes

Information was gathered from several months of engagement efforts. In synthesizing all the data, the following key themes stand out:

- Addressing housing availability and affordability
- Increasing the diversity of housing options
- Addressing homelessness
- Supporting and expanding social services for mental health and substance use
- Maintaining City infrastructure
- Supporting walkability/bikeability
- Supporting a vibrant downtown
- Addressing property maintenance/vacant buildings
- Addressing public safety concerns
- Protecting natural areas
- Enhancing Bangor as a destination for arts, entertainment, and culture
- Addressing climate change
- Supporting a welcoming and caring community

Appendix A: Social Pinpoint Survey Report

Refer to the attached Social Pinpoint Survey Report.

APPENDIX B: GLOSSARY OF TERMS

The purpose of the Glossary of Terms is to explain the concepts referenced throughout the Bangor Comprehensive Plan. In addition, the Glossary serves to clarify terms that may have multiple meanings. Unlike definitions adopted in a regulatory document, this Glossary of Terms does not strictly govern the document, but the terms can and should be used to generally explain the content of the document.

AARP Age-Friendly Communities Network: The network helps educate government officials and helps communities implement strategies to make their municipality more livable for all people, particularly older adults, based on planning models and best practices.

AARP Livable Communities: AARP Livable Communities is an initiative of the American Association of Retired Persons (AARP) that supports the efforts of local neighborhoods, cities and towns, and rural areas to help ensure that their residents can participate in their community. They encourage municipalities to have safe, walkable streets, age-friendly housing and transportation options, and access to needed services.

Bangor Area Comprehensive Transportation System (BACTS): BACTS is a metropolitan planning organization (MPO) focused on improving transportation in the Bangor area. BACTS is designated by the state and federal government to carry out transportation planning in the Bangor region.

Bangor Land Trust (BLT): BLT is a community-based non-profit organization that helps protect landscapes and natural resources in the Bangor area, maintain public access to trails, and provides education on natural resources. BLT has currently conserved over 800 acres of open space land.

Bangor's Opportunity Zone: The Opportunity Zone program is a federal tax incentive program that is designed to attract investment to underserved areas throughout the country. It converts unrealized capital gains into private investment in low-income areas. Bangor has one designated Opportunity Zone located between State Street and I-95 and along the waterfront.

Bicycle Coalition of Maine: The Bicycle Coalition of Maine is an advocacy group that believes that Mainers should have access to bikes and bike education. They advocate for roads and trails that are safe and accessible to all, resulting in more sustainable travel and health and economic benefits for Maine communities.

Built for Zero initiative: Built for Zero is a movement initiated by the non-profit organization, Community Solutions, which assists communities in working to end homelessness using data and a common methodology. MaineHousing and the Statewide Homeless Council, with support from the Corporation for Supportive Housing, began a process to redesign Maine's homelessness system response. The Built for Zero initiative was used to inform this response and work to achieve a state where homelessness is rare and brief.

Community Development Block Grant (CDBG): CDBG is a federal program that supports community development activities, such as infrastructure, economic development, public facilities installation, community centers, housing rehabilitation, public services, and code enforcement, among others. The program provides annual grants to states, cities, and counties on a formula basis, to expand economic opportunities in low- and moderate-income communities.

CDBG Consolidated Plan: The CDBG program's consolidated plan is designed for municipalities to assess their affordable housing and community development needs. The consolidated planning process is a framework for community-wide dialogue to align housing and community needs with funding opportunities.

Complete Streets: Complete Streets is an approach to planning and maintaining streets that enables safe access for pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. It emphasizes the needs of those that have not been met through current transportation approaches, such as older adults, those living with disabilities, and those who do not have vehicles.

Cluster subdivision: A cluster subdivision is defined in the Land Development Code as follows: A parceling of land in which the lots may not contain all of the yards and/or total area and/or lot width required in the zone in which they are located due to their configuration, although the resulting density of the subdivision does not exceed that implied by the zone in which it lies because of the creation of common open space or other restricted building areas. A cluster subdivision allows for a reduction in lot area and bulk requirements (without an increase in the overall density of the development) in order to conserve a portion of the property as common open space for recreation and/or the preservation of environmentally sensitive areas.

Elderly/disabled tax credit program: An IRS tax credit or deduction for taxpayers aged 65 or older or retired on permanent and total disability for the tax year. Recipients have an adjusted gross income or the total of nontaxable Social Security, pensions annuities or disability income under specific limits. The credit ranges between \$3,500 and \$7,500.

Flexible zoning: Flexible zoning permits uses of land and density of buildings and structures different from those which are allowed as of right within the zoning district. Examples of flexible zoning include conditional and special use permits, density bonuses, and floating zones.

Heads Up! Pedestrian Safety Initiative: The Bicycle Coalition of Maine, Maine Department of Transportation, and communities across Maine facilitated meetings to discuss pedestrian safety with the aim to explore potential mitigation strategies to improve safety and reduce the number of crashes.

Home sharing program: Home share programs help to match those seeking housing with those who would like to share their home and living space with another person, for additional income, assistance with home maintenance, or other services. Home sharing is an alternative affordable housing option, as well as a way to build community.

International Energy Conservation Code (IECC) 2021, Maine Stretch Code: Maine’s energy code is based on the IECC that is amended every three years. Maine adopted the 2015 IECC, which went into effect in 2021. The IECC 2021 policy was released and is two cycles ahead of the State’s official code. Some towns and cities in Maine have adopted the IECC 2021, though they are only required to adopt the IECC 2015. The State’s Uniform Building and Energy Code (MUBEC), along with local sustainability offices and clean energy advocates, successfully worked with the State legislature to create an updated energy code that allows for municipalities to adopt a stricter “stretch code”. Municipalities can choose to adopt this code instead of the State’s base code, IECC 2015. The stretch code will create a pathway to net-zero energy buildings over the next decade.

Long-Term Control Plan: The City of Bangor created a Long-Term Control Plan in 1993, which was most recently updated in 2017. The initial plan laid out strategies to address combined sewer outflow (CSO) discharges and established long-term abatement measures with the goal of reducing CSOs by 80%. Bangor began Phase II of the plan in 2017, and it lays out a technology-based approach to evaluate CSO system conditions, alternate control measures, and financial impacts, among other impacts. Phase II goals are to assess progress made in abating CSOs, understand current baseline conditions compared to 1993, evaluate higher levels of CSO abatement, and coordinate the findings of the CSO abatement evaluations with those of the Sewer System Evaluation Survey Investigations conducted by the City.

Low-impact design (LID): Low-impact design is a development practice that is designed to minimize water runoff. LID mimics the natural water balance by promoting practices to maintain the natural or pre-development water drainage process by allowing water to soak into the ground rather than flow into storm drains or ditches where it can contribute to flooding or pollution problems. These practices help preserve wetlands and other ecological habitats.

Maine’s Act to Create the Maine Redevelopment Land Bank Authority (LD1694): This bill, passed in April 2022, establishes the Community Redevelopment Land Bank Authority (CRLBA), which will coordinate the acquisition of blighted, abandoned, and environmentally hazardous properties for redevelopment. The bill also allows for the creation of municipal redevelopment authorities to work with the CRLBA to transfer property and coordinate redevelopment.

Maine Connectivity Authority: The Maine Connectivity Authority (MCA), established in 2021, is a quasi-governmental agency that seeks to achieve universal access to high-speed, affordable broadband internet in Maine. MCA works to ensure that there is effective, universally available broadband to allow Mainers to take advantage of the opportunities available through internet connectivity.

Maine Department of Environmental Protection’s (DEP) General Permit for Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems: A municipal separate storm water system (MS4) is a conveyance or system of conveyances designed for collecting stormwater, including roads with drainage systems, municipal streets, catch basins, gutters, or storm drains operated by a municipality that discharges directly to the waters of the State rather than to groundwater. The general permit of discharge of stormwater

authorizes the discharge of stormwater from a regulated MS4 to waters of the State other than groundwater provided that the MS4 is in an urban area. To be in compliance with the general permit, the municipality must have an updated stormwater program management plan, public involvement and participation, illicit discharge detection and elimination, construction site stormwater runoff control, post-construction stormwater management new development and redevelopment, and pollution prevention measures, among others.

Maine DEP Stream Smart Crossing Guidelines: The Stream Smart Crossing Guidelines work to ensure that road crossings promote the natural movements of fish and wildlife and that normal stream processes can support a healthy habitat. These guidelines recommend that structures span the entire width of a stream, are at the right elevation for fish to pass through, match the slope of the stream, and utilize the natural materials, like rocks and vegetation, found at the bottom of the stream.

Maine Flood Resilience Checklist: The Maine Flood Resilience Checklist is a self-assessment tool for Maine's communities to evaluate vulnerability to flood hazards and increase resilience. It can be used to see how well positioned a municipality is to prepare for, respond to, and recover from flooding events. It helps analyze risk and vulnerability to flooding, critical infrastructures and facilities ability to withstand flooding, community planning, social and economic vulnerability, and the natural environment.

Maine LD 2003: LD 2003, or the "Act to Implement the Recommendations of the Commission to Increase Housing Opportunities in Maine by Studying Zoning and Land Use Restrictions," went into effect in July 2022. Its goal is to alleviate the housing affordability issues in Maine by increasing housing opportunities. It requires towns and cities to increase housing density allowed in their zoning ordinances, including allowing additional units on lots zoned for single-family homes, allowing at least one accessory dwelling unit (ADU) on lots with existing single-family homes, and, in some areas, allowing for two- and one-half times the currently allowed housing units. The extent of this law is determined by growth areas, which are defined in a municipality's Comprehensive Plan.

Maine Vernal Pool Special Area Management Plan: The Maine Vernal Pool Special Area Management Plan (Maine VP SAMP) is a voluntary mitigation option for projects impacting vernal pools in a specified area called the Designated Development Area. To use the Maine VP SAMP, an applicant pays a fee to the municipality which is then transferred to a third-party land conservation organization. Impacts to vernal pools are allowed in this Designated Development Area in exchange for payment of a fee that is used to conserve high quality vernal poolscapes in the rural area identified in the municipality's comprehensive plan.

Multi-generational housing: Multi-generational housing is made up of three or more generations living under one roof. For example, a grandparent living with their child and grandchildren would be considered a multi-generational household. Often to accommodate this arrangement, a single-family home is renovated to include an apartment for a grandparent, or a home with separate kitchens or entrances. Zoning rules can prohibit a family from pursuing this type of arrangement.

Percent for Art program: The Maine Percent for Art program was created in 1979 to provide art for publicly financed buildings. The law allows for an amount equal to one percent of the total construction budget to be set aside to purchase original artwork for the building. The project architect, an art selection committee made up of two representatives appointed by the contracting agency, and two art professionals appointed by the Maine Arts Commission recommend artwork to the contracting agency for final approval.

Performance-based zoning: Performance-based zoning regulates the design and location of a development based on factors that relate directly to the development's site and the specific impacts of the development on its neighborhood. Performance zoning establishes standards based on goals to achieve a certain outcome and allows for flexibility in how that outcome is achieved.

Riparian zone: A riparian zone is the area of land along a river, stream, or other body of water. Examples include a riverbank or floodplain. Riparian zones are different from surrounding land because their soil and vegetation are shaped by the water. These areas provide habitat, help maintain water quality, stabilize riverbanks, and their vegetation can reduce the velocity of floodwater.

Traffic-calming toolbox: A traffic calming toolbox is a collection of strategies to slow vehicular traffic and improve safety for all road users. The toolbox would provide an overview of each strategy, its applicability, and implementation guidance. Strategies can range from temporary measures, such as painted lane markings or flex posts to permanent construction solutions such as mini traffic circles or curb bump outs.

Universal design: Universal design is the design of buildings, products, or environments to make them accessible to all people regardless of age, disability, or other factors. Some examples of universal design features include at-grade entrances, light switches aligned with door handle height, lever door handles, doorway widths of 32 inches or greater, walk-in showers, etc.

Weatherization Assistance Grants: The MaineHousing weatherization program provides grants to low-income homeowners and renters to reduce their energy costs by improving their energy efficiency. Improvements can include insulation, weather stripping, and some safety-related repairs. Central Heating Improvement Program (CHIP) grants can be used to repair or replace heating systems.

APPENDIX C: INVENTORY AND ANALYSIS

Introduction	156	Housing	229
Demographics	157	Housing Stock	229
Population Change	157	Affordability	232
Age	163	Housing Demand	234
Diversity	165	Housing Supply	234
Household Size	167	Housing Quality	237
Educational Attainment	168	Recent Housing Development	238
Income and Poverty	170	Challenges and Opportunities	239
Impact on Services and Facilities	172	Transportation	241
Environment	176	Roads	241
Land Cover	176	Bicycle and Pedestrian Facilities	244
Open Space	178	Community Connector	246
Wetlands and Waterways	179	Funded Projects in Bangor	249
Physical Assets	185	Rail Lines	249
Habitat Areas and Protected Species	189	Bangor Landing and Waterfront	250
Open Space Conservation	192	Bangor International Airport (BGR)	250
Challenges and Opportunities	192	Maine Long-Range Transportation Plan	251
Climate Change	193	2012 Bangor Comprehensive Plan	252
Resource Protection	195	Challenges and Opportunities	252
Land Use	197	Historic and Cultural Resource	254
Existing Land Use	197	Historic Resources	254
Zoning	204	Cultural Resources	258
Challenges and Opportunities	208	Challenges and Opportunities	259
Parks, Recreation, and Open Space	209	Community Services and Public Facilities	261
Municipal Parks	209	Public safety	261
2021 Parks and Recreation Master Plan	213	Solid Waste	262
Non-municipal Facilities and Programming	213	Stormwater and Utilities	263
Open Space	214	Water	265
Challenges and Opportunities	215	Broadband	265
Economy	217	Public Facilities	266
Current Trends in Employment	218	Public Health and Community Services	266
Commuter Trends	221	Fiscal Capacity and Capital Investment Plan	270
Economic Advantages	223	Fiscal Health in the Planning Context	270
Bangor’s Economic Development		Revenue Capacity and Tax (Millage Rate)	
Strategic Plan	224	Rates	272
Maine Economic Development Strategy		Debt Capacity and Capital Investments	275
2020–2029	225	Important Themes for a Fiscally	
Impacts of the COVID-19 Pandemic	225	Resilient City	276
Challenges and Opportunities	227	Challenges and Opportunities	278

INTRODUCTION

In the fall of 2021, the City of Bangor (the City) initiated a comprehensive planning process. The City recognizes that since the 2012 Comprehensive Plan was completed, there have been many structural, economic, and policy changes affecting Bangor that should be addressed through an updated Comprehensive Plan. This planning effort will provide an opportunity for the community to come together to consider the current environment, the unique challenges of the moment, and to convey a unified set of goals for the future of Bangor. The plan will guide future policy and land use decisions for the next decade, based on an assessment of current conditions and the community's vision.

The following inventory chapters provide an overview of topic areas, in accordance with the State of Maine Growth Management Act and identify challenges and opportunities to be addressed through recommendations and strategies in future phases of the planning process. This inventory lays the foundation for the community visioning process. It provides a starting point for the community to realistically consider priorities and identify common goals to craft a cohesive vision for the future of Bangor.



DEMOGRAPHICS

Population Change

The City of Bangor is the third most populous city in Maine and occupies 34.7 square miles at the confluence of the Kenduskeag Stream and the Penobscot River. The area in and around present-day Bangor has been inhabited by the Penobscot people for several thousand years. Bangor was first incorporated as a town in 1791 and experienced economic and population growth through the 19th century, related to the thriving lumber and shipbuilding industries.

In 2020, Bangor had a population of 31,753. From 2010 to 2020, Bangor experienced a slight decline in population of about 4%. This is indicative of a larger regional trend of population loss in northern and rural parts of Maine in the past decade. Bangor’s population grew steadily until the mid-20th century, peaking in 1960 with a total population of 38,912. By 1970, the population had fallen nearly 15% to 33,168. Since then, Bangor’s population has remained stable with fluctuations of +/-5%, while Maine has experienced consistent, although slowing, population growth over the past five decades.

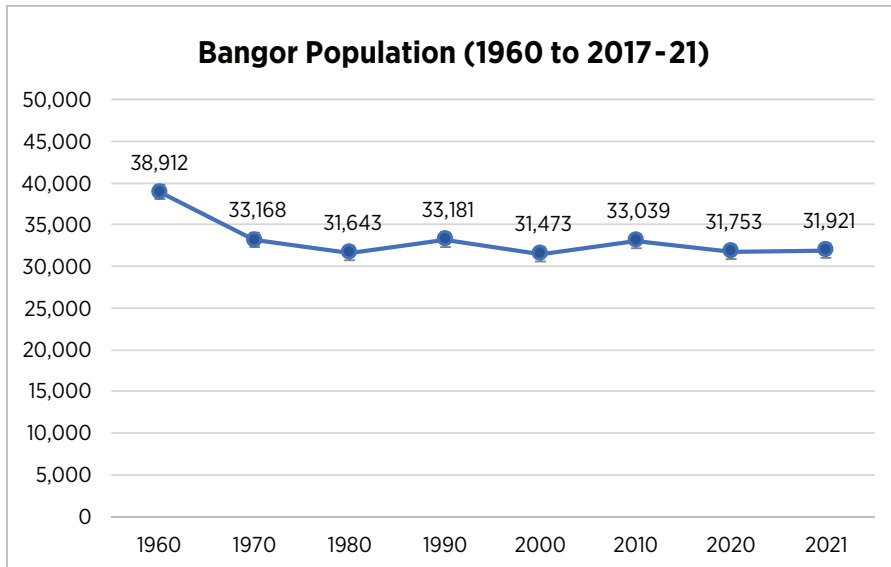


Figure 01: Bangor Population, 1960 to 2021
 Source: U.S. Census

While 2018 projections from the Maine State Economist indicate a decline in Bangor’s population in the next two decades, more recent trends indicate an uncertain future for population change in the region and the state. Declining birth rates that have not kept pace with death rates, as well as a net loss in population for Penobscot County due to out migration, has resulted in overall population decline in Bangor and the region. The projected population loss is commensurate with population projections for Penobscot County, while Maine’s overall population is expected to grow through 2038.

DEMOGRAPHICS

Population Change CONTINUED

It is important to note that these projections are based on data from 2018 and prior. Recent events, including the COVID-19 pandemic and the rapid growth of remote work, have resulted in unexpected migration patterns across the U.S. From 2020 to 2021, Bangor experienced a slight increase in population (0.5%) based on July 2021 estimates from the U.S. Census Bureau. This divergence from the projected population decline could be evidence of a pandemic-related trend of migration to small cities and rural areas from large metropolises. Maine has experienced an increase in in-migration since the pandemic began. However, it is difficult to predict whether this trend will continue long-term. In addition, the City recognizes the adverse impacts of population decline, and its efforts to stimulate economic growth are intended to reverse this trend and have likely contributed to recent growth.

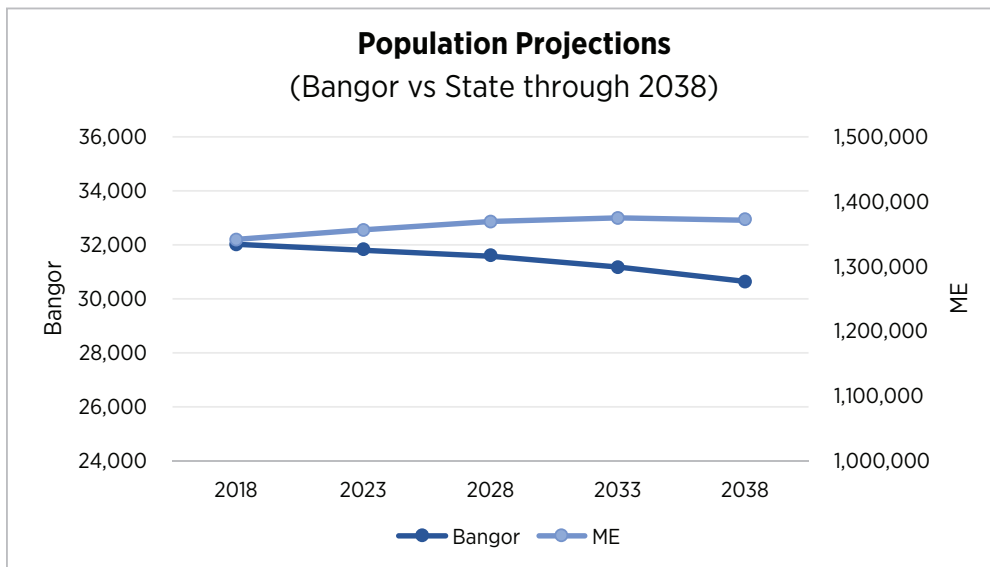


Figure 02: Population Projections
 Source: *Maine State Economist*

DEMOGRAPHICS

Population Change CONTINUED

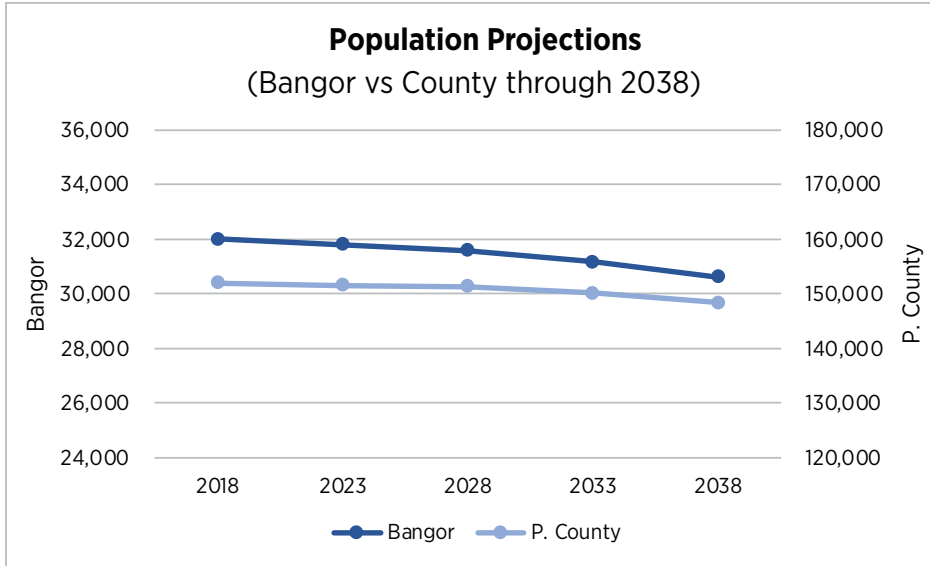


Figure 03: Population Projections
Source: *Maine State Economist*

DEMOGRAPHICS

Population Change CONTINUED

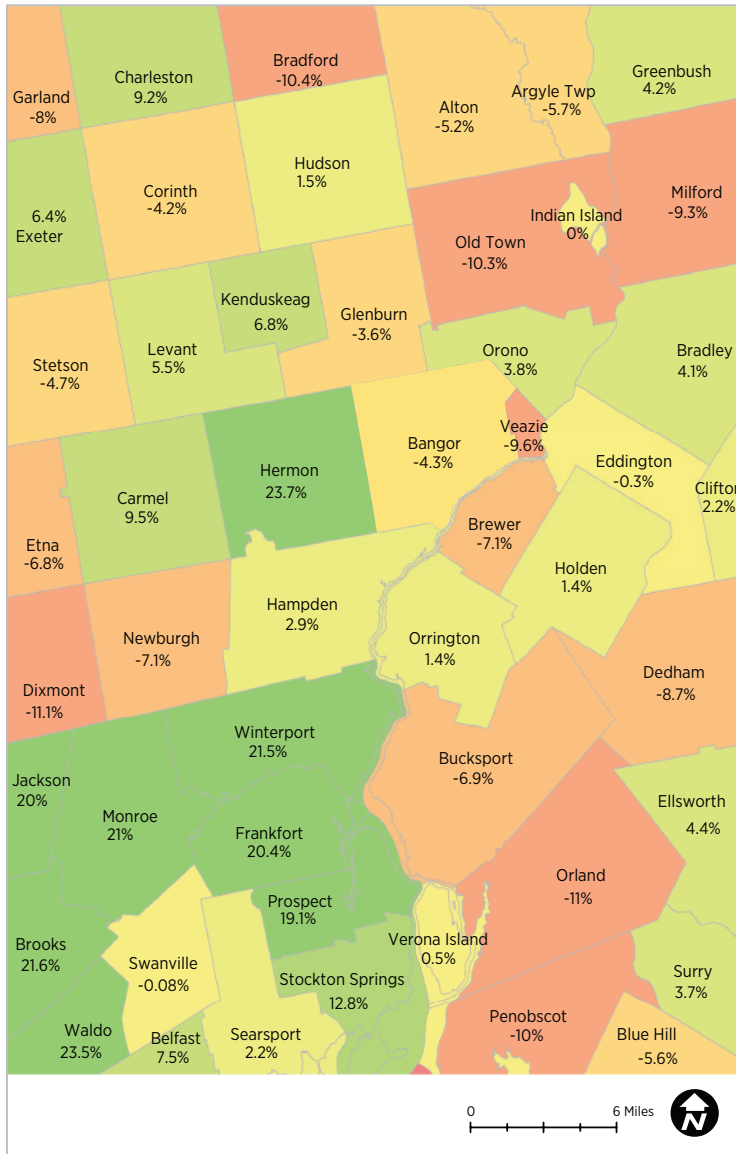


Figure 04: Population Projections
 Source: : Maine State Economist

While declining population trends are typical for the region, there are some nearby communities that have experienced significant growth from 2016 to 2020. These same communities are expected to experience continued population growth through 2038. While significant population growth in nearby communities will have an impact on Bangor’s economic growth and the regional labor force, conversely, the recent and projected loss of residents in other surrounding communities will also impact Bangor’s growth and economy.

DEMOGRAPHICS

Population Change CONTINUED

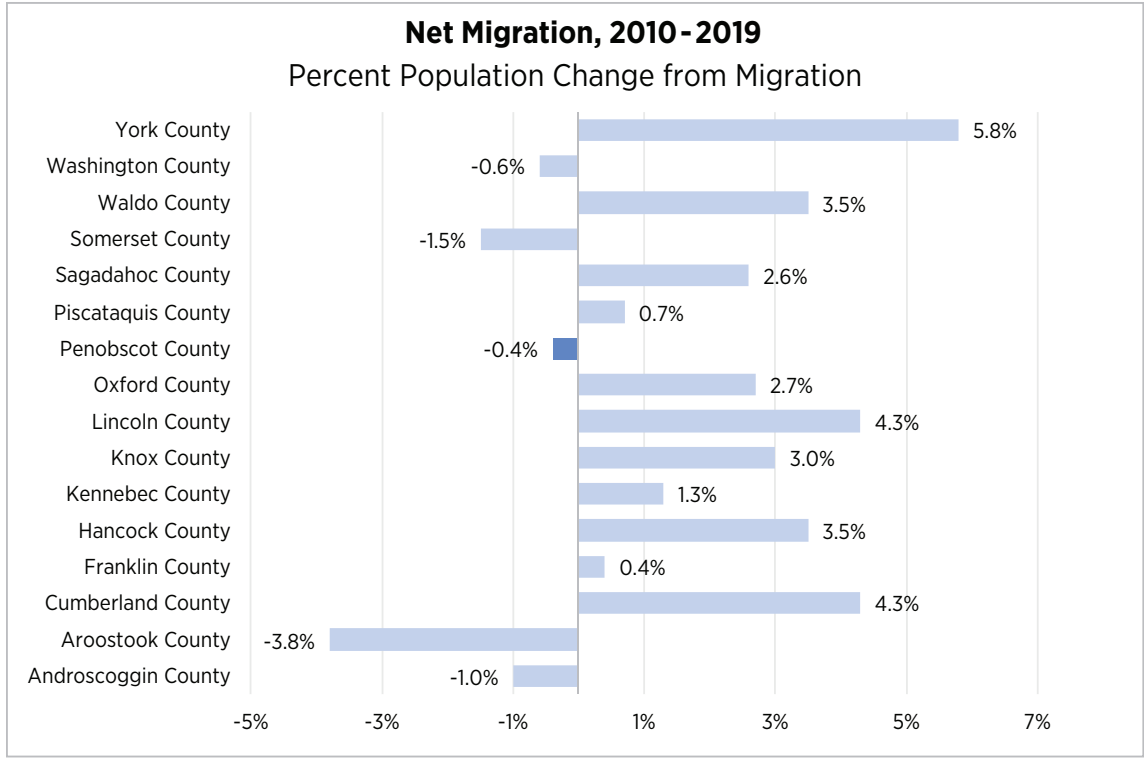


Figure 05: Net Migration, 2010-2019
 Source: U.S. Census; Population Reference Bureau

While Bangor does not have a significant seasonal population (fewer than 50 vacant units are identified as being for seasonal, recreational, or occasional use), this could increase over time, as the City looks to be a more desirable destination for visitors, especially related to recreational tourism.

In understanding potential population growth or decline, the City should also consider current trends in migration in Maine that would not have been fully accounted for when the cited population projections were determined. Maine has benefited from a pandemic-related surge in migration away from large cities and to smaller cities and more rural areas. If the trend continues, this could have a long-term impact on Bangor. Additionally, the designation of Bangor as a resettlement site for refugees and asylum seekers will bring people to Bangor. While initial plans only provide for resettlement of up to 50 new residents in the City’s first year as a resettlement community beginning in the fall of 2022, this number could grow in future years, depending on the success of resettlement efforts and the availability of services and resources.

DEMOGRAPHICS

Population Change CONTINUED

Bangor has a densely developed downtown core, as well as rural areas to the north and west. Overall, the City's population density is notably higher than Penobscot County or the state.

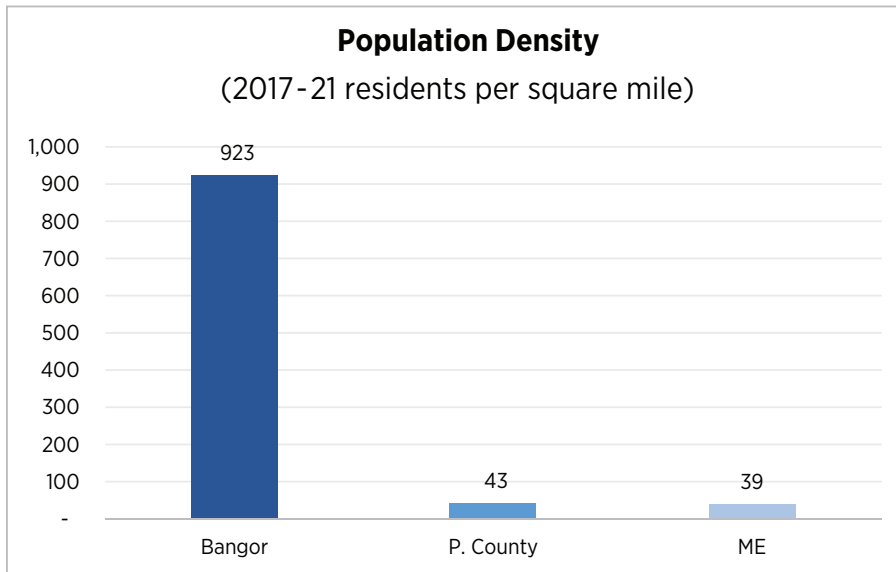


Figure 06: Population Density
Source: American Community Survey

DEMOGRAPHICS

Age

Based on the median age of its residents, Maine is the oldest state in the nation. Bangor’s median age is younger (37.9) compared to the state (44.7), but the City’s older population is growing. Bangor has a greater share of adults aged 30 to 69 than both the County and the State. While the City has seen an increase in residents ages 55 to 79, there has been a decline in working-age residents ages 35 to 54 as well as for those under 25.

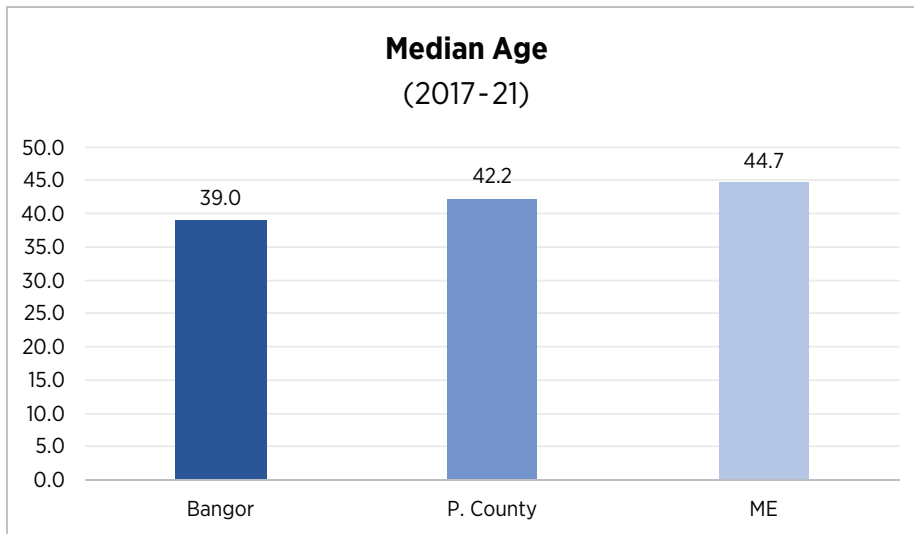


Figure 07: Median Age
Source: American Community Survey

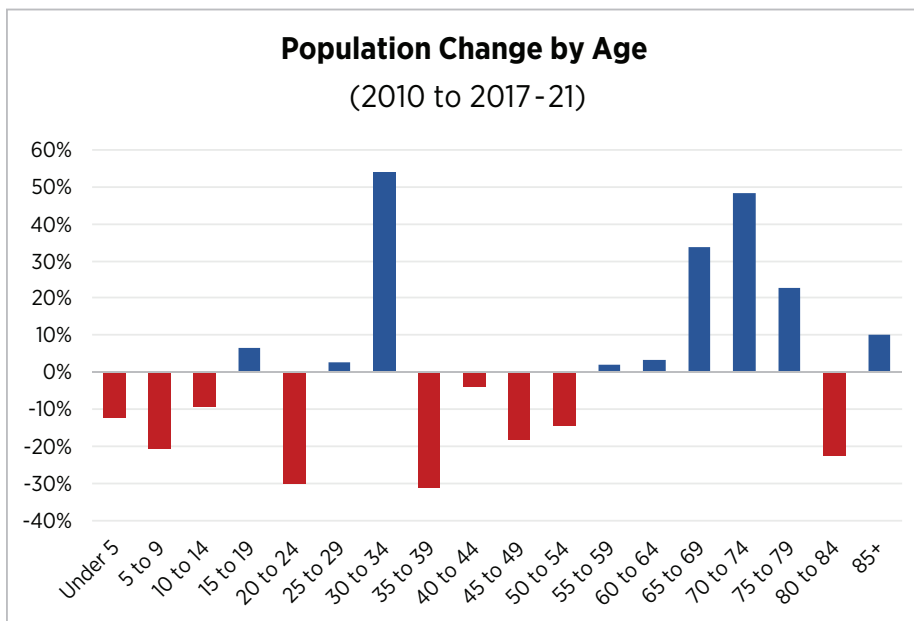


Figure 08: Population Change by Age
Source: U.S. Census, American Community Survey

DEMOGRAPHICS

Age CONTINUED

While the City’s total population has not changed dramatically in recent years, the shifts in age of Bangor residents will have an impact on the labor force, school enrollment, housing needs, and other services. A growing population of retired and elderly residents suggests a smaller resident workforce, less spending potential to support the local economy due to fixed incomes, and the need for additional healthcare and social services. A shrinking population of families and adults below the age of 60 suggests a potential reduction in school enrollment, a reduction in demand for services such as parks and recreation, and fewer households with working adults.

While Bangor is trending toward an older population, the City has a significantly higher share of population between the age of 30 and 69 than both Penobscot County and the State. This age range includes the highest income earners of those who are working.

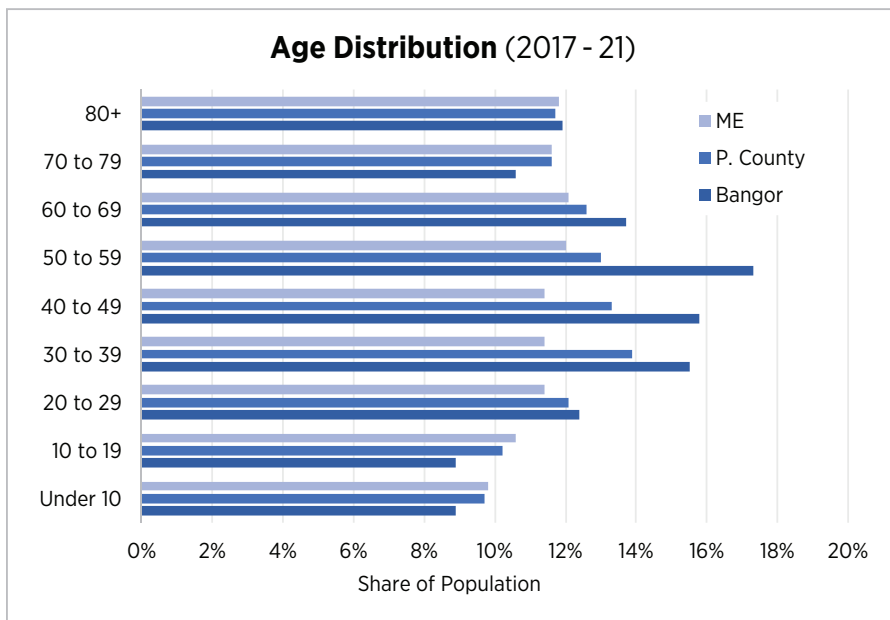


Figure 09: Age Distribution
 Source: American Community Survey

DEMOGRAPHICS

Diversity

By measures of both percent non-white population and percent foreign-born, Bangor is more diverse than the state as a whole, but significantly less diverse than the rest of the country. Community feedback provided for the recently completed Economic Development Strategic Plan indicated a desire for a more diverse and inclusive community, and the plan provides recommended strategies for achieving this desire.

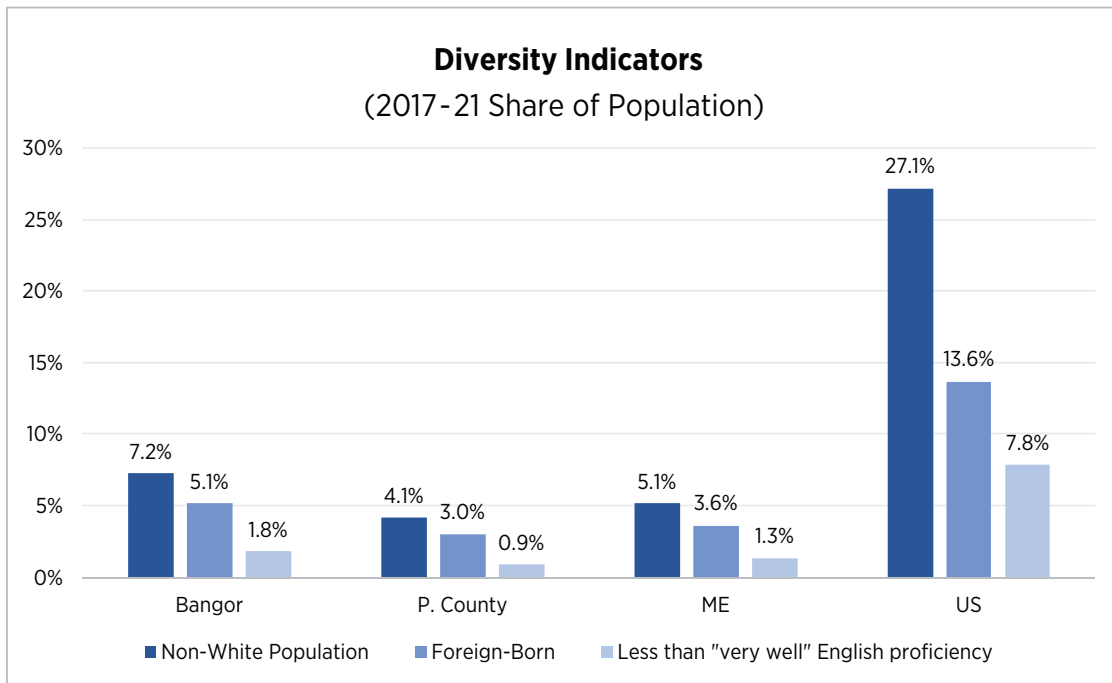


Figure 10: Diversity Indicators
Source: American Community Survey

While Bangor’s population is 90% white, the City has become more diverse in the past decade. This trend is likely to continue, with efforts by the City to increase diversity and encourage new Mainers to relocate to Bangor.

DEMOGRAPHICS

Diversity CONTINUED

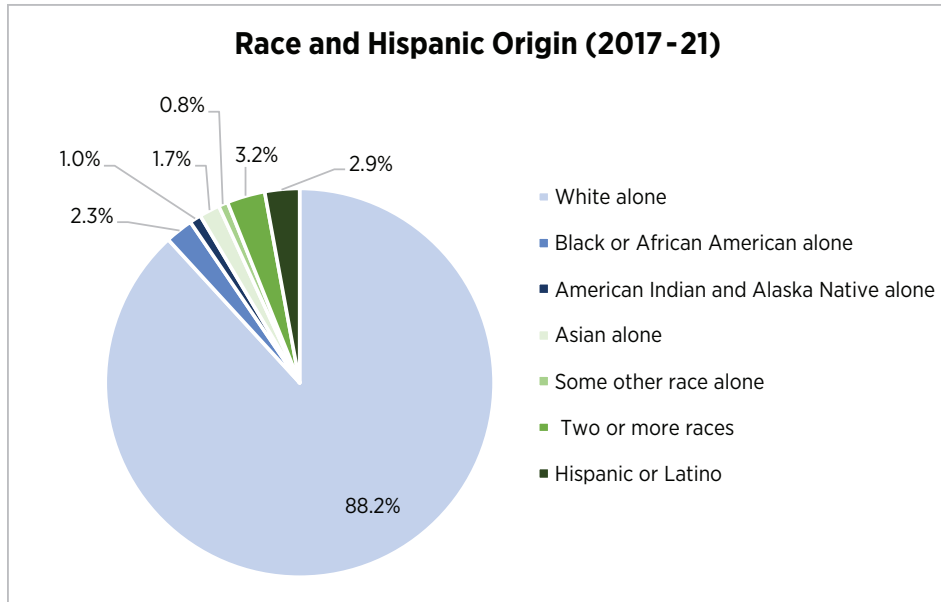


Figure 11: Race and Hispanic Origin, 2017-21
 Source: American Community Survey

Household Size

Bangor has a slightly lower average household size (all people occupying a housing unit) compared to the state, and a smaller share of family households (two or more persons related by birth, marriage, or adoption living together) than both the County and the State. Bangor’s average household size has remained lower than the County and state average, at 2.1 persons per household compared to 2.3 for the County and state. Average household size data from 2014-2019 (ACS 5-year estimates) indicate a slight increase in household size, which follows a national trend of increasing household size since 2010 after decades of shrinking household size. This recent increase in household size can be partially attributed to an increase in shared living quarters, often an adult child or parent of the householder. Increasing household size is a potential indicator of the lack of available and affordable housing.

DEMOGRAPHICS

Household Size CONTINUED

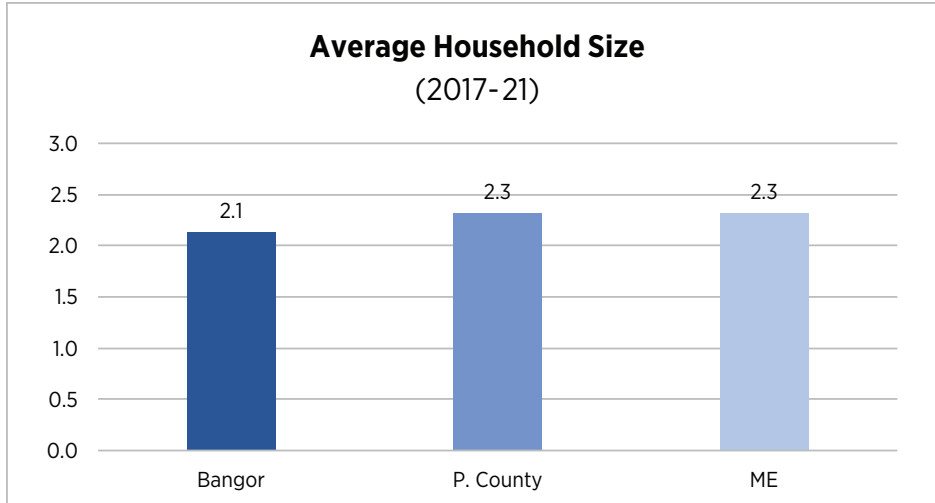


Figure 12: Average Household Size
Source: American Community Survey

Similarly, Bangor also has a smaller percentage of family households (including two or more persons related by birth, marriage, or adoption living together) than the county or state, and more individuals living alone or sharing housing with non-relatives (non-family households). In correlation with Bangor’s lower average household size and smaller share of family households, the City also has a greater percentage of single-person households (40.3%) compared to the County (30.5%) and state (30.5%). This characteristic is typical of most cities when compared to surrounding suburbs or rural areas.

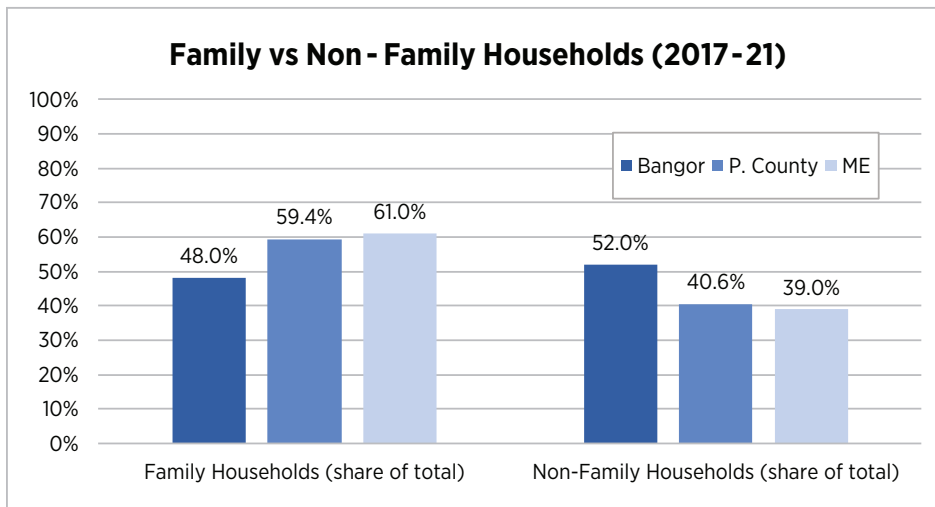


Figure 13: Family vs Non-Family Households
Source: American Community Survey

DEMOGRAPHICS

Educational Attainment

Approximately 37% of Bangor residents have a bachelor’s degree or higher, although nearly the same share (33%) of residents did not continue education past high school. Bangor’s residents are generally more educated than those of the County and the State, with a greater share of residents holding a higher degree and a smaller percentage of residents with only a high school diploma. Additionally, educational attainment in Bangor has increased, with more residents holding bachelor, graduate, or professional degrees in 2019 than in 2010 and fewer residents who did not complete high school or who hold a high school diploma only.

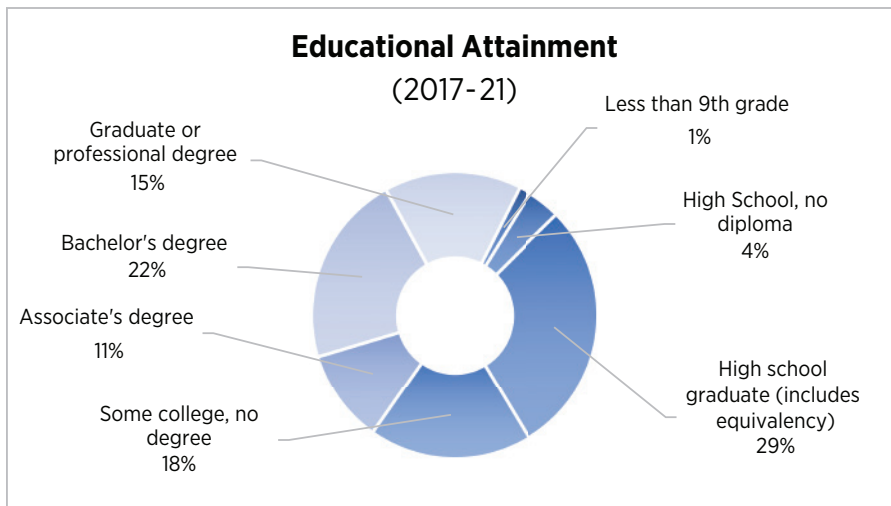


Figure 14: Educational Attainment
Source: American Community Survey

DEMOGRAPHICS

Educational Attainment CONTINUED

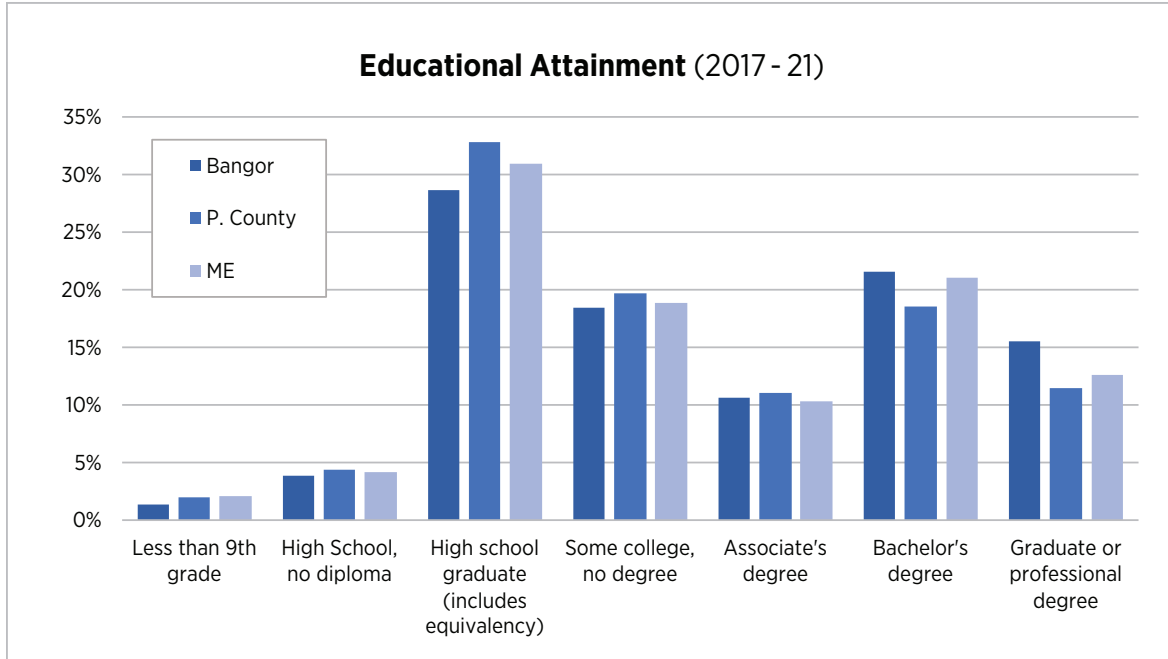


Figure 15: Educational Attainment
Source: American Community Survey

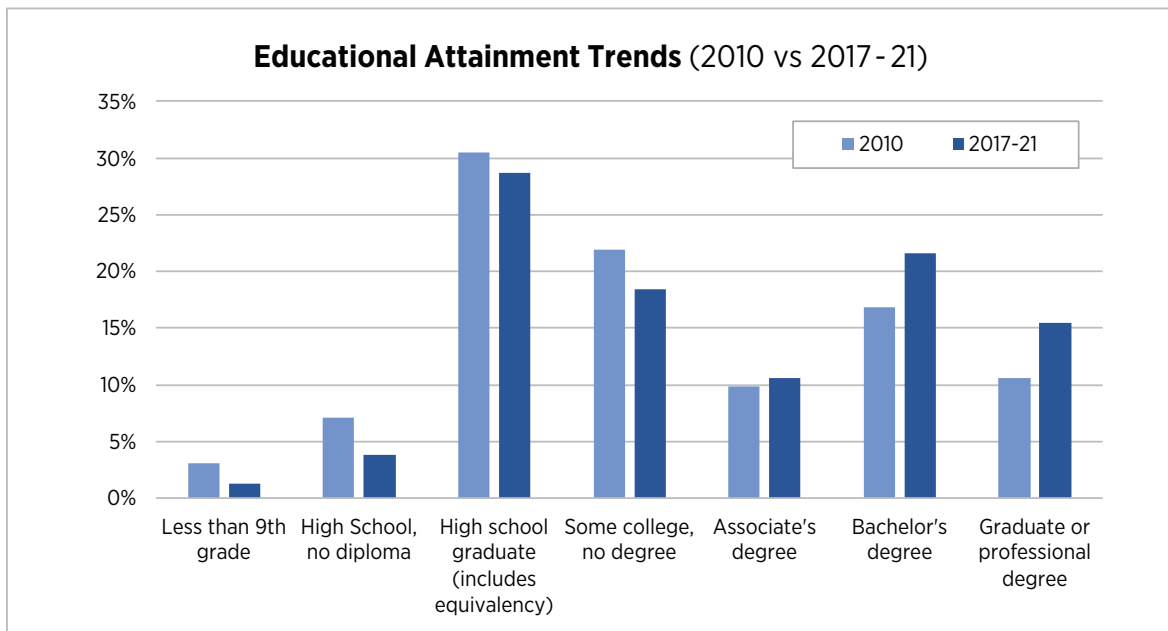


Figure 16: Educational Attainment Trends
Source: American Community Survey

DEMOGRAPHICS

Income and Poverty

Nearly one-fifth (18.9%) of the City's population is living below the federal poverty line, a significantly greater percentage of the population compared to the state (11.8%) and the County (14.8%). Poverty disproportionately affects children, with more than one-quarter (26.5%) of all residents under the age of 18 living in households below the federal poverty level.

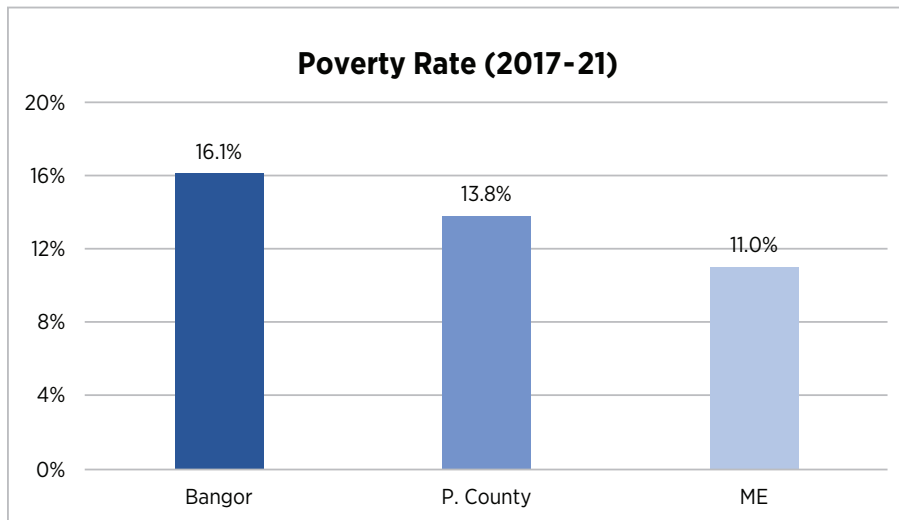


Figure 17: Poverty Rate
Source: American Community Survey

Bangor's median household income of \$46,625 is nearly 20% lower than that of the state and slightly lower than Penobscot County. One impact of the high poverty rate and lower median income is that Bangor residents are less stable in their housing situation, with fewer residents in the same home year to year than other residents of Penobscot County and the State.

DEMOGRAPHICS

Income and Poverty CONTINUED

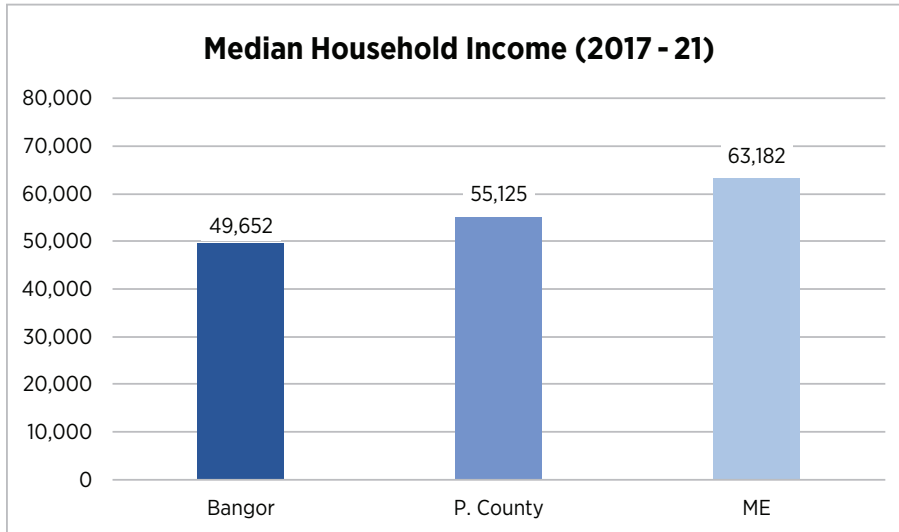


Figure 18: Median Household Income
 Source: American Community Survey

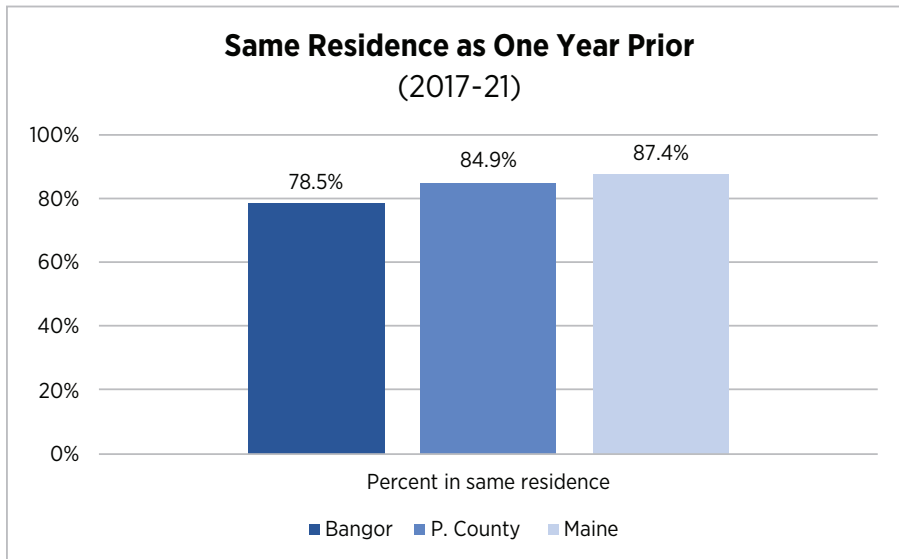


Figure 19: Same Residence as One Year Prior
 Source: American Community Survey

Bangor has a larger share of households with incomes earning less than \$25,000 per year and a lower share of households earning \$50,000 or more per year than both Penobscot County and the State. Bangor has a comparable share of households earning between \$25,000 and \$50,000 per year as Penobscot County, with a slightly higher share of households in that range than the state.

DEMOGRAPHICS

Income and Poverty CONTINUED

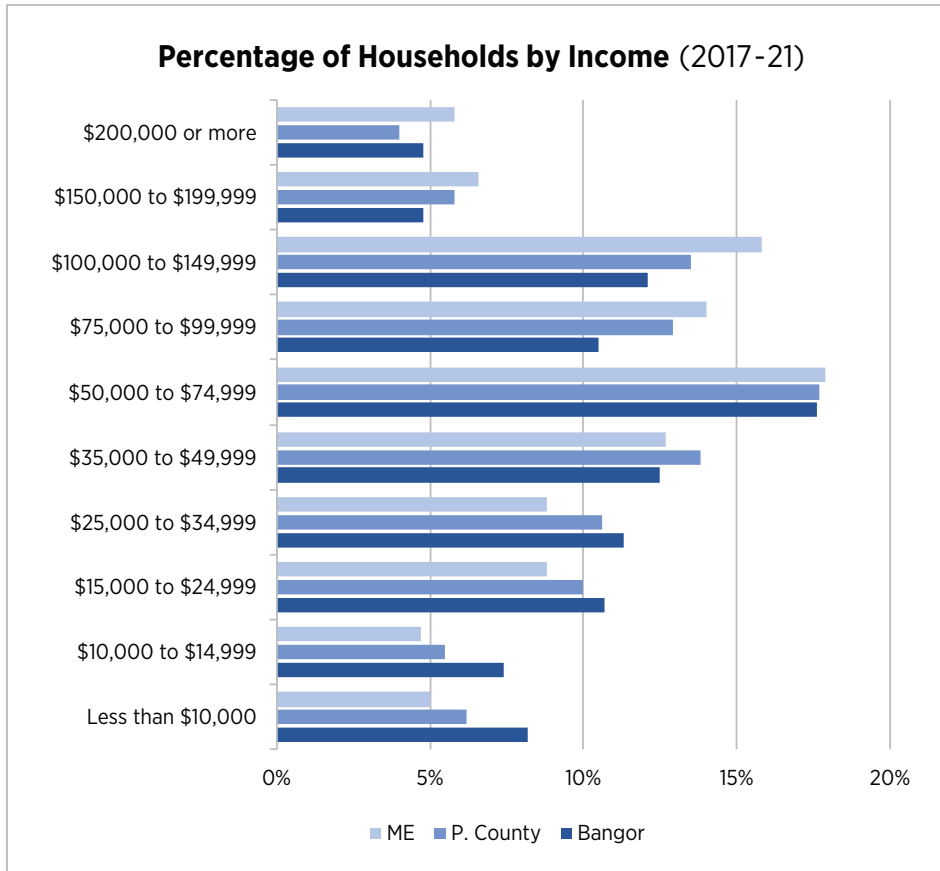


Figure 20: Percentage of Households by Income
 Source: American Community Survey

Impact on Services and Facilities

While the City’s overall population declined over the 2010s, the population of residents aged 55 and over grew. The expected population decline and shifting demographics will have vastly different impacts on services and facilities.

One of the most noticeable impacts of the population shift, which is already being felt, is the decline in the working-age adult population contributing to a scarcity of workers across many industries, including the service sector and healthcare

DEMOGRAPHICS

Impact on Services and Facilities CONTINUED

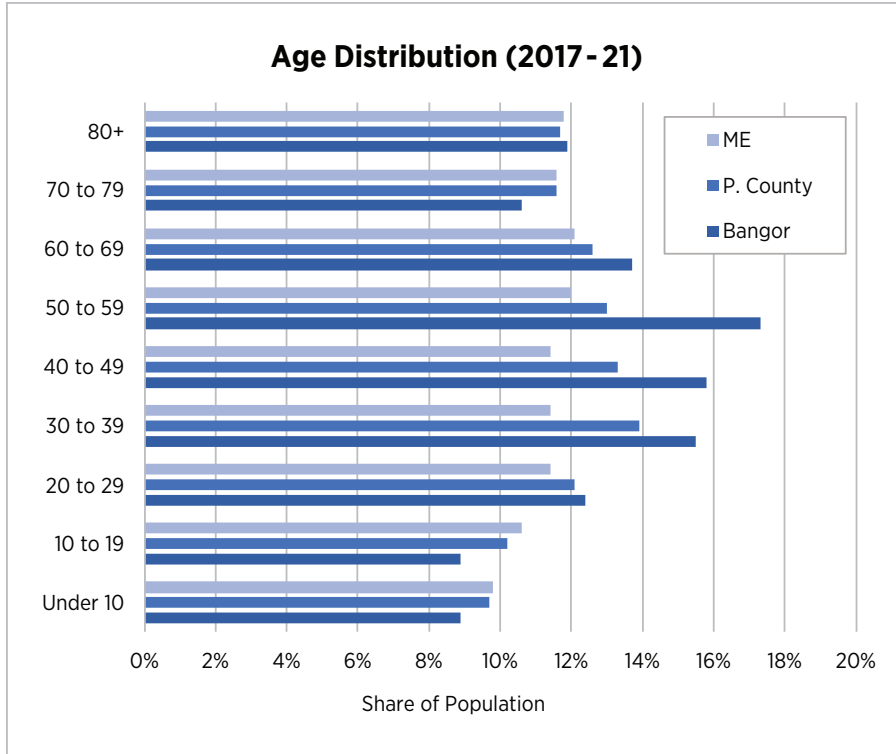


Figure 21: Age Distribution
 Source: American Community Survey

Enrollment in Bangor Public Schools has declined 8.6% over the past decade with a more significant decline in the 2020 – 2021 school year because of the COVID-19 pandemic. The 2021 – 2022 school year has seen a slight increase in enrollment from the previous year. Still, based on population projections and trending demographic shifts, student enrollment will likely not return to past enrollment rates of 10 years ago.

DEMOGRAPHICS

Impact on Services and Facilities CONTINUED

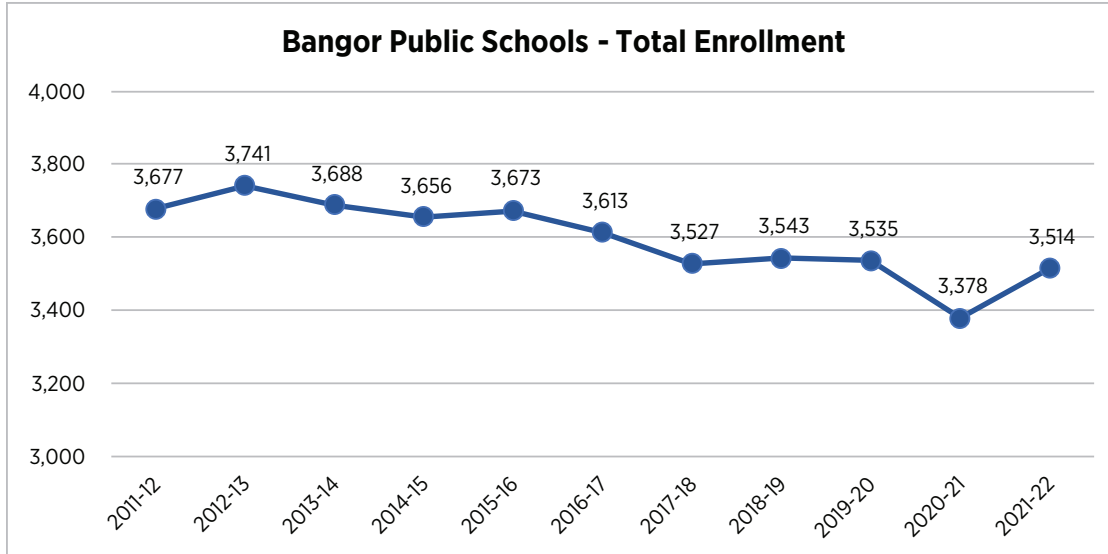


Figure 22: Bangor Public Schools – Total Enrollment
 Source: Bangor Public Schools

Shifting demographics are also changing the type of housing that is needed. With a decrease in average household size and a growing senior population, there is a need for smaller housing units with access to transit, recreation, and other public and social services.

In addition, an aging population combined with a growing unhoused population has put an increased demand on the City’s ability to provide adequate services for residents, even as the total population has decreased. Overall, Maine’s population is also aging, but Bangor remains younger than the rest of the state.

Other factors affecting the demand for services in Bangor include the poverty rate and disability rate. Nearly one-fifth of residents are living below the federal poverty line, and more than one-fifth of residents are living with a disability. As a result, there is a greater need for certain City and community services, including public health, social programs, safe and affordable housing, and access to transportation.

DEMOGRAPHICS

Impact on Services and Facilities CONTINUED

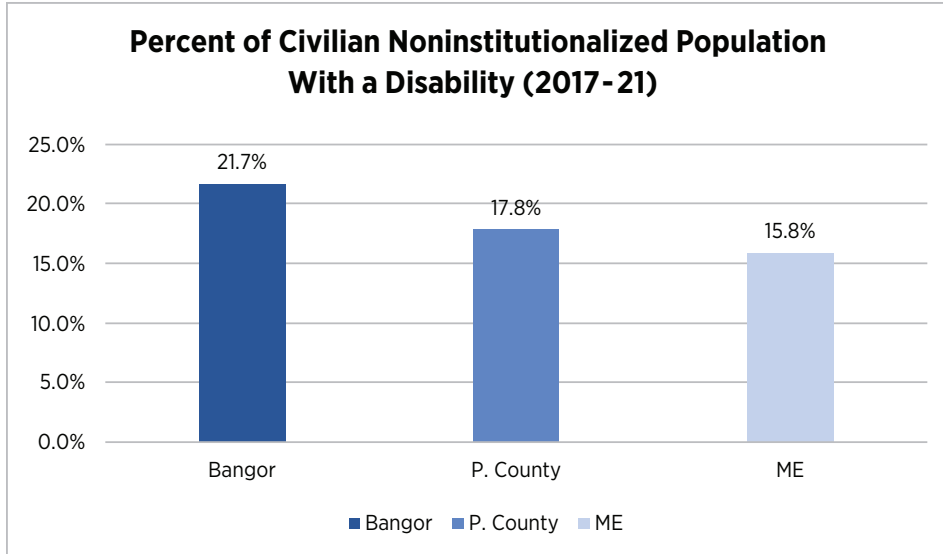


Figure 23: Percent of Population with a Disability, 2019
Source: American Community Survey

ENVIRONMENT

Land Cover

The City of Bangor covers 34.7 square miles with land cover that varies from a densely developed downtown to rural farmland and forest areas to the north and west. Developed areas cover a significant share of south Bangor, with the densest development downtown, along the Penobscot River waterfront area, and near the I-95 corridor.

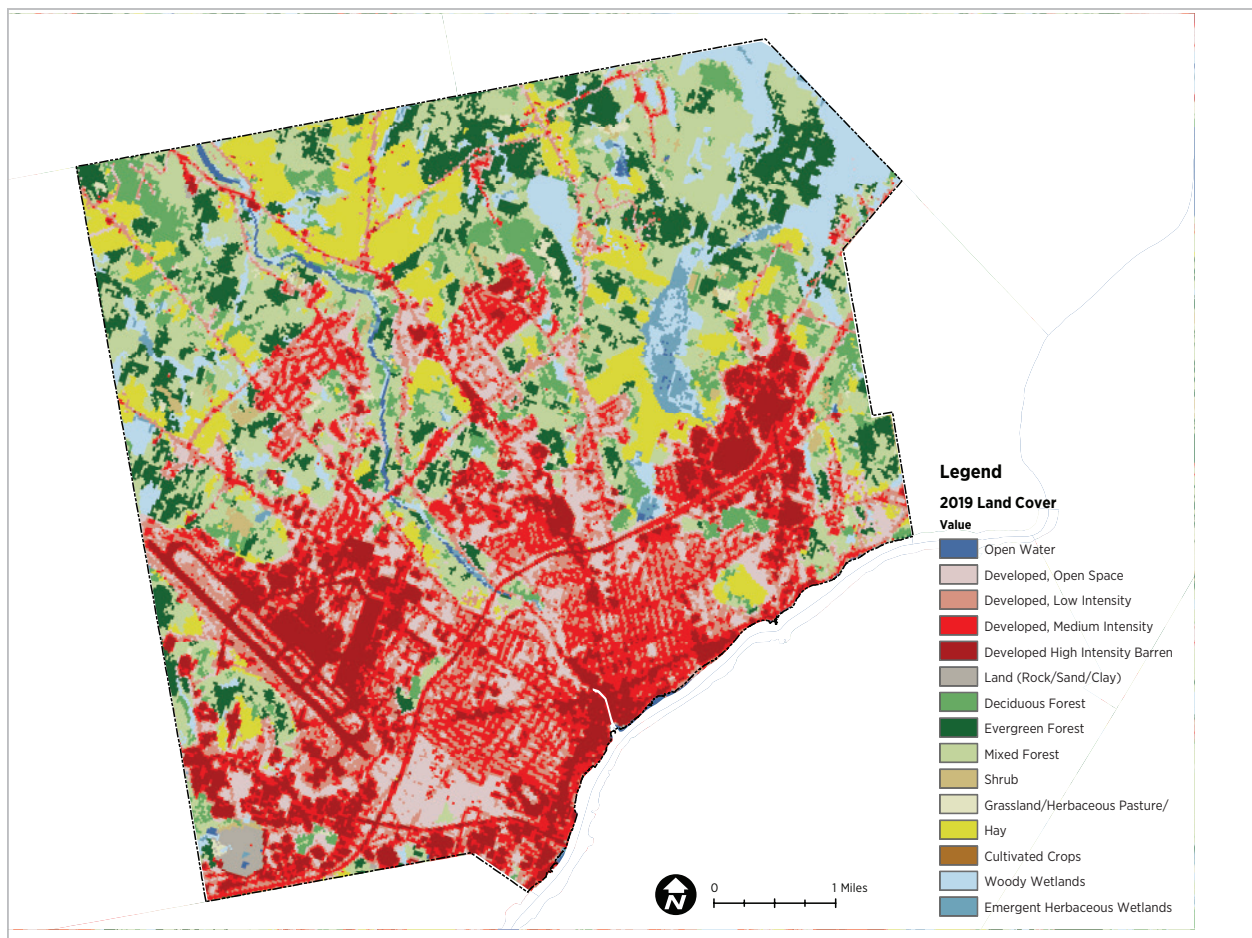


Figure 24: 2019 Land Cover

Tree canopy

Tree canopy is concentrated in the north of Bangor but is also found in developed residential and commercial areas. The presence of street trees in Bangor’s urban neighborhoods is an asset that the City would like to ensure is maintained, although that canopy is incomplete, and the City has no active street tree planting program.

ENVIRONMENT

Land Cover CONTINUED

The Department of Public Works (DPW) is responsible for planting, maintenance, and removal of street trees within the public right-of-way. The City does not currently have an inventory of street trees or complete data on the location, type, and condition of street trees. In an effort to improve the City’s approach to street trees, the Tree Board was reestablished to help guide management and planning and to identify where trees previously existed and were removed. DPW has also begun collecting and maintaining data on street trees and tree maintenance.

Land cover change

Land cover has not changed dramatically in Bangor from 2001 to 2019. Most change was experienced in forested areas and urban areas with the most prominent land cover change occurring outside of the core of the City in forested and urban areas. The map below shows changed areas in Bangor based upon their 2019 land cover.

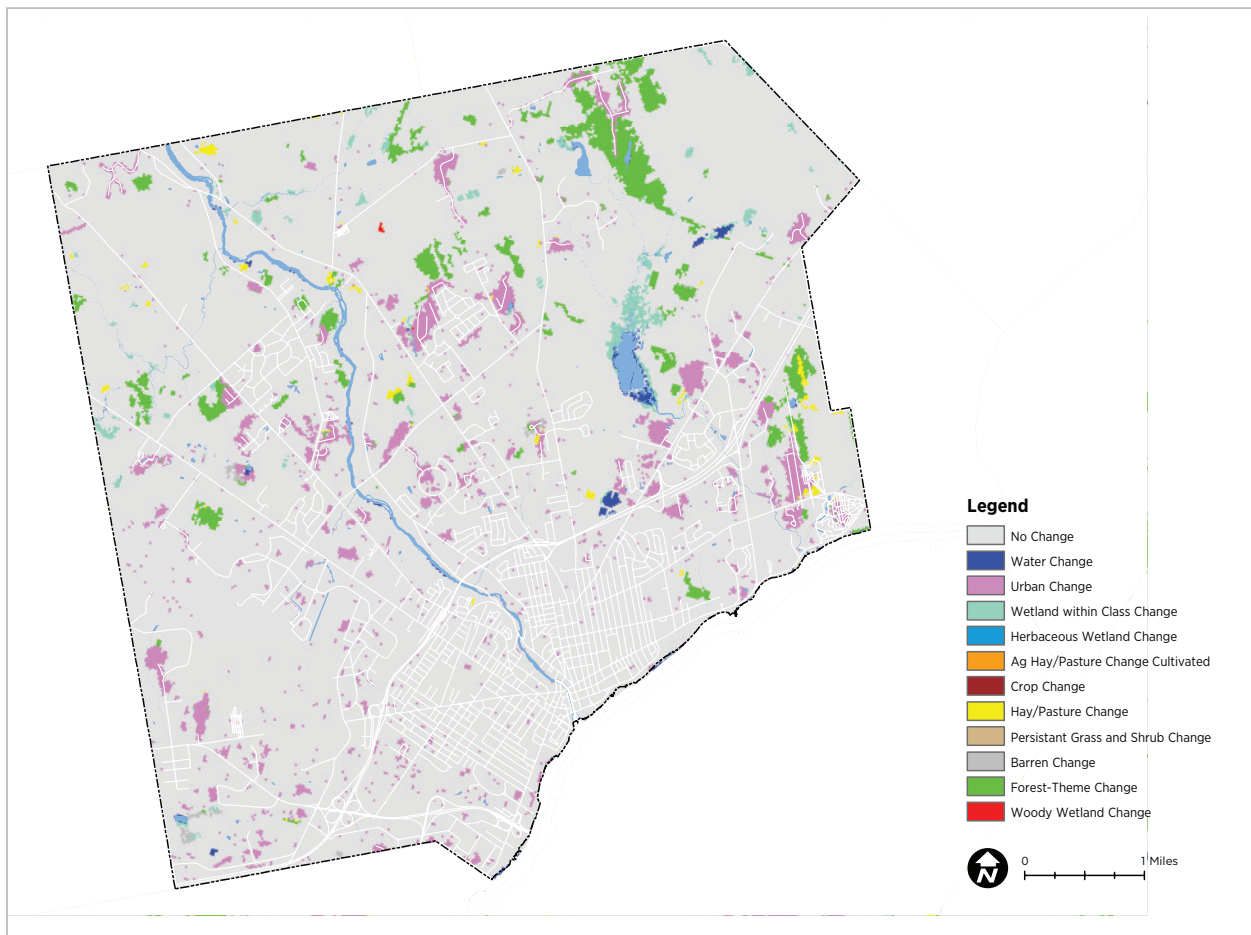


Figure 25: Land Cover Change

Source: *Maine High Resolution Land Cover Data*

ENVIRONMENT

Open Space

One of Bangor’s greatest assets is the availability of and access to parks and open space. More than half (51%) of the City’s open space area is dedicated to parks, and preserves comprise nearly one-third of open space.

Bangor has more than 50 miles of trails located primarily within open space land including parks and preserves maintained by the City of Bangor and the Bangor Land Trust (BLT). BLT was founded in 2001 to protect and preserve natural areas for public benefit. The organization owns and maintains several preserves in Bangor including the Penjajawoc Preserve and Walden-Parke Preserve. The City of Bangor maintains approximately 39 miles of trails through the City park system, including City Forest, Brown Woods, Essex Woods, Kenduskeag Stream Park, and Prentiss Woods.

The 2008 Trails Report, developed through a partnership of the BLT, Keep Bangor Beautiful, and the City, recommends the development of an interconnected network of trails and identifies potential trail segments to prioritize.

ENVIRONMENT

Wetlands and Waterways

Penobscot River

Bangor is located within the Lower Penobscot watershed subbasin where the Kenduskeag Stream flows into the Penobscot River. The City has 4.7 miles of riverbank along the Penobscot River. North of Bangor, the river is characterized by numerous rapids and common bedrock outcrops. South of Bangor, the river is tidally influenced and is characterized by bluffs of unconsolidated material and bedrock cliffs with fringing salt marshes in protected areas. In 2013, the Veazie Dam was removed to reopen the river to sea-run fish.

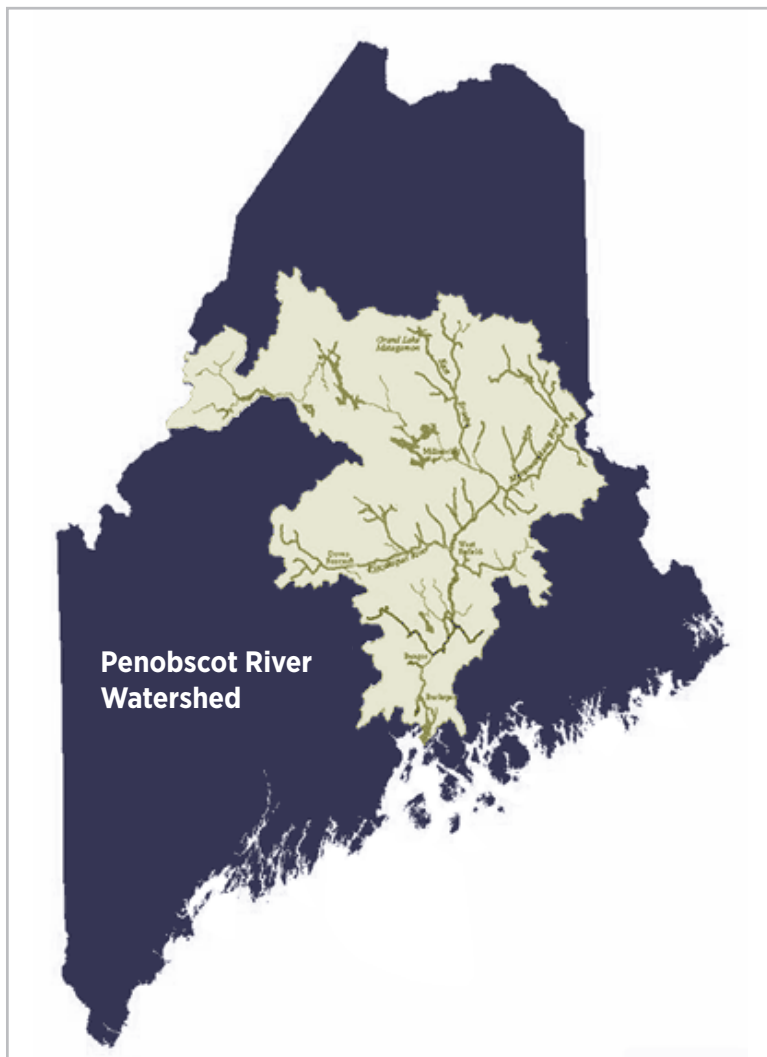


Figure 26: Penobscot Watershed
 Source: Natural Resource Council of Maine

ENVIRONMENT

Wetlands and Waterways CONTINUED

Watersheds

Bangor’s watersheds are primarily associated with the Penjajawoc and Kenduskeag Streams, with all watersheds ultimately draining into the Penobscot River. Six of Bangor’s streams and associated watersheds have been classified by the Maine Department of Environmental Protection (DEP) as Urban Impaired Streams, including:

- Penjajawoc Stream
- Arctic Brook
- Birch Stream
- Capehart Brook
- Shaw Brook
- Sucker Brook

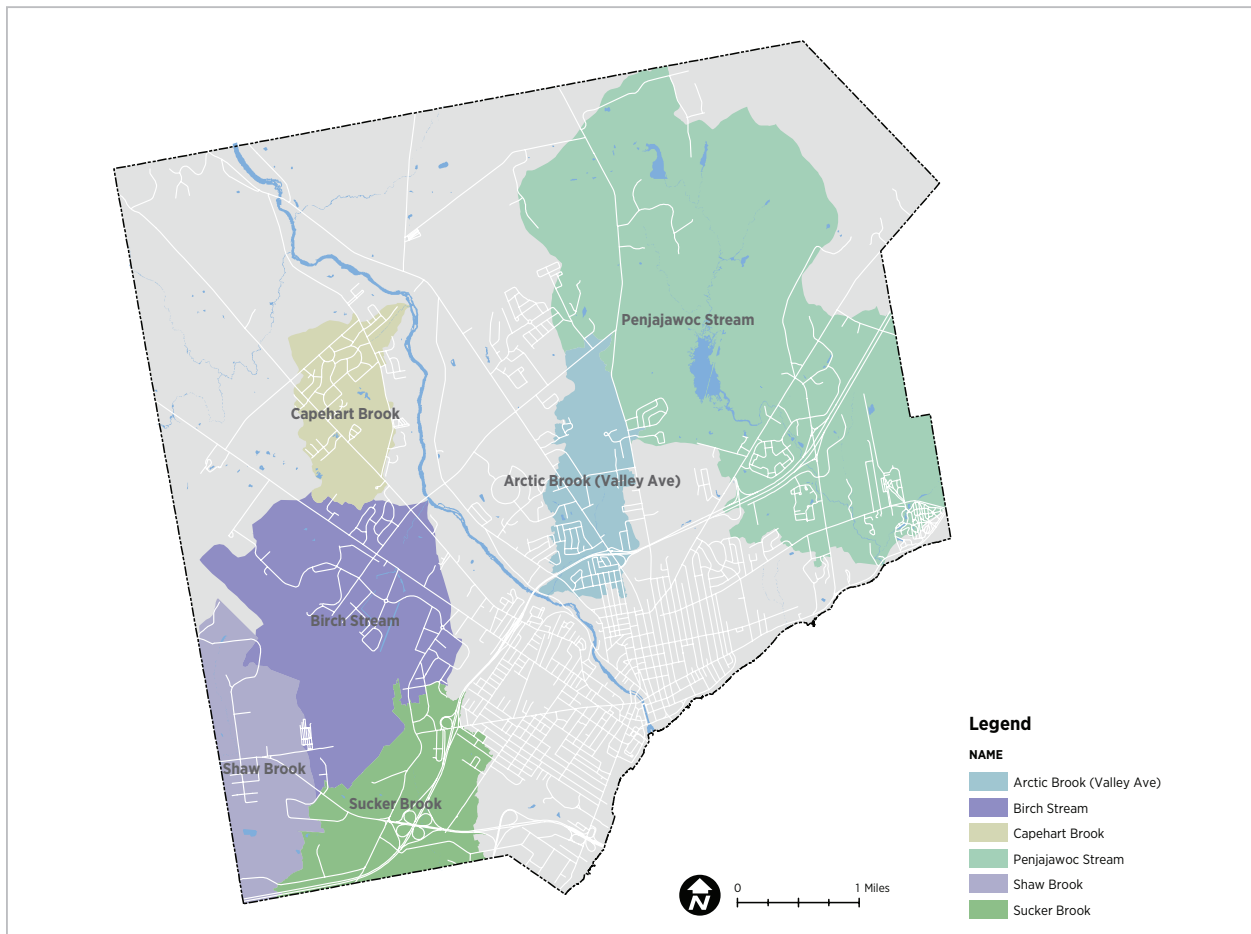


Figure 27: Impaired Watersheds

ENVIRONMENT

Wetlands and Waterways CONTINUED

A stream is considered impaired if it fails to meet water quality standards. With the exception of the lower segment of the Kenduskeag Stream, which is a Class C waterway, streams in Bangor are Class B waterways. Class B waters have fewer restrictions on activities but still maintain high water quality criteria. Class C waters have the least restrictions on use and the lowest (but not low) water quality criteria. Class C waters are still good quality, but the margin for error before significant degradation might occur in these waters in the event of an additional stressor being introduced (such as a spill or a drought) is the least.

All six of Bangor’s impaired streams are listed on Maine DEP’s Nonpoint Source (NPS) Priority Watershed List. The purpose of this list is to encourage nonpoint source abatement work in the most vulnerable watersheds and to incentivize communities to take action to restore or protect impaired streams. The priority list was identified based on known pollution source, development risk, and other factors.

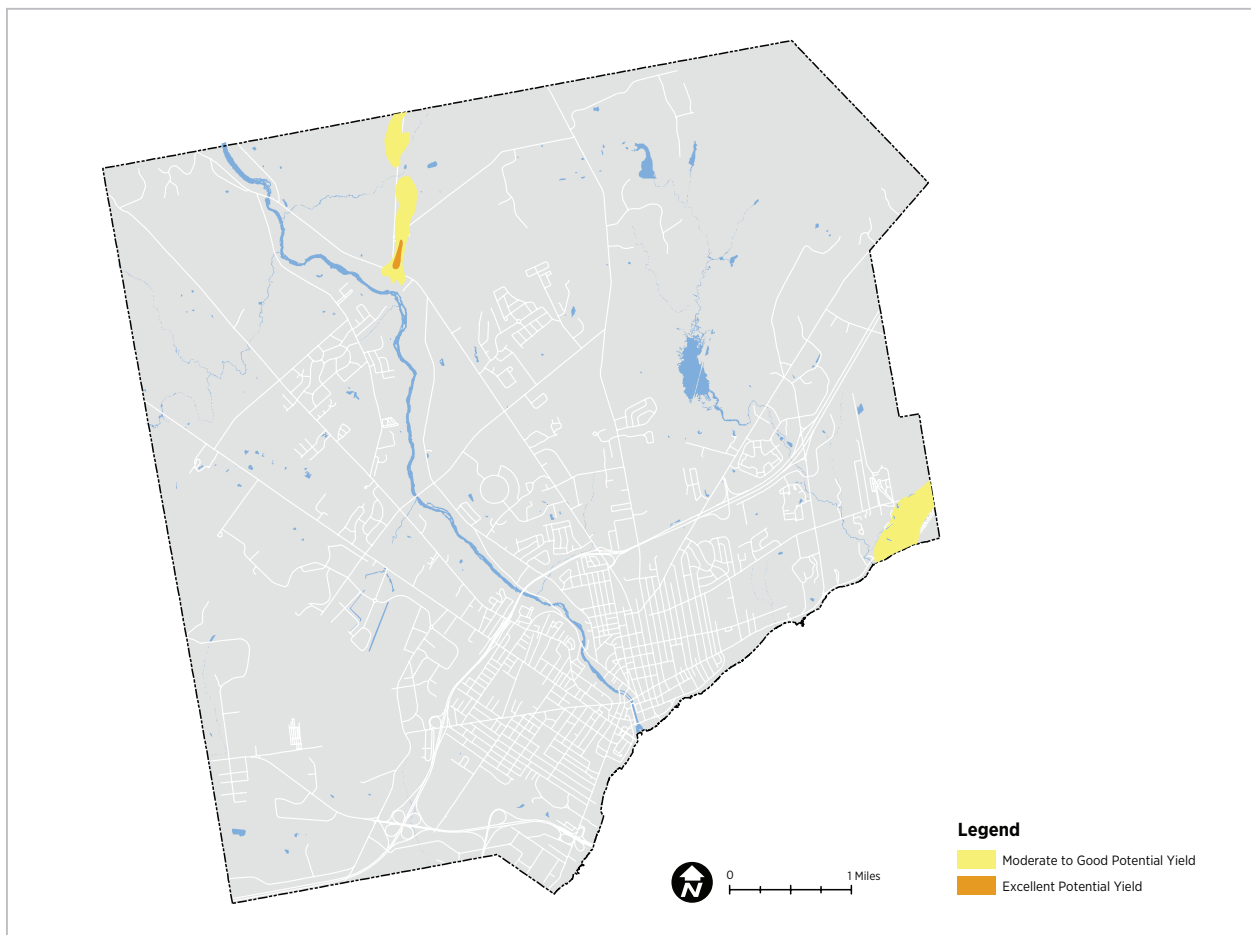


Figure 28: Aquifers
 Source: Maine Geological Survey Open Data

ENVIRONMENT

Wetlands and Waterways CONTINUED

Aquifers

Bangor has limited aquifers. The three sand and gravel aquifers in the City are located in the northern area near Pushaw Road and in the southeast corner of the City, by Mount Hope Cemetery. These aquifers are classified by the Maine Geological Survey as having surficial deposits with “moderate to good” potential ground-water yield, with the exception of a small area along Pushaw Road that is classified as “good to excellent.” Bangor’s aquifers are remote from threats associated with industrial uses, which are clustered in the southwest corner of the City.

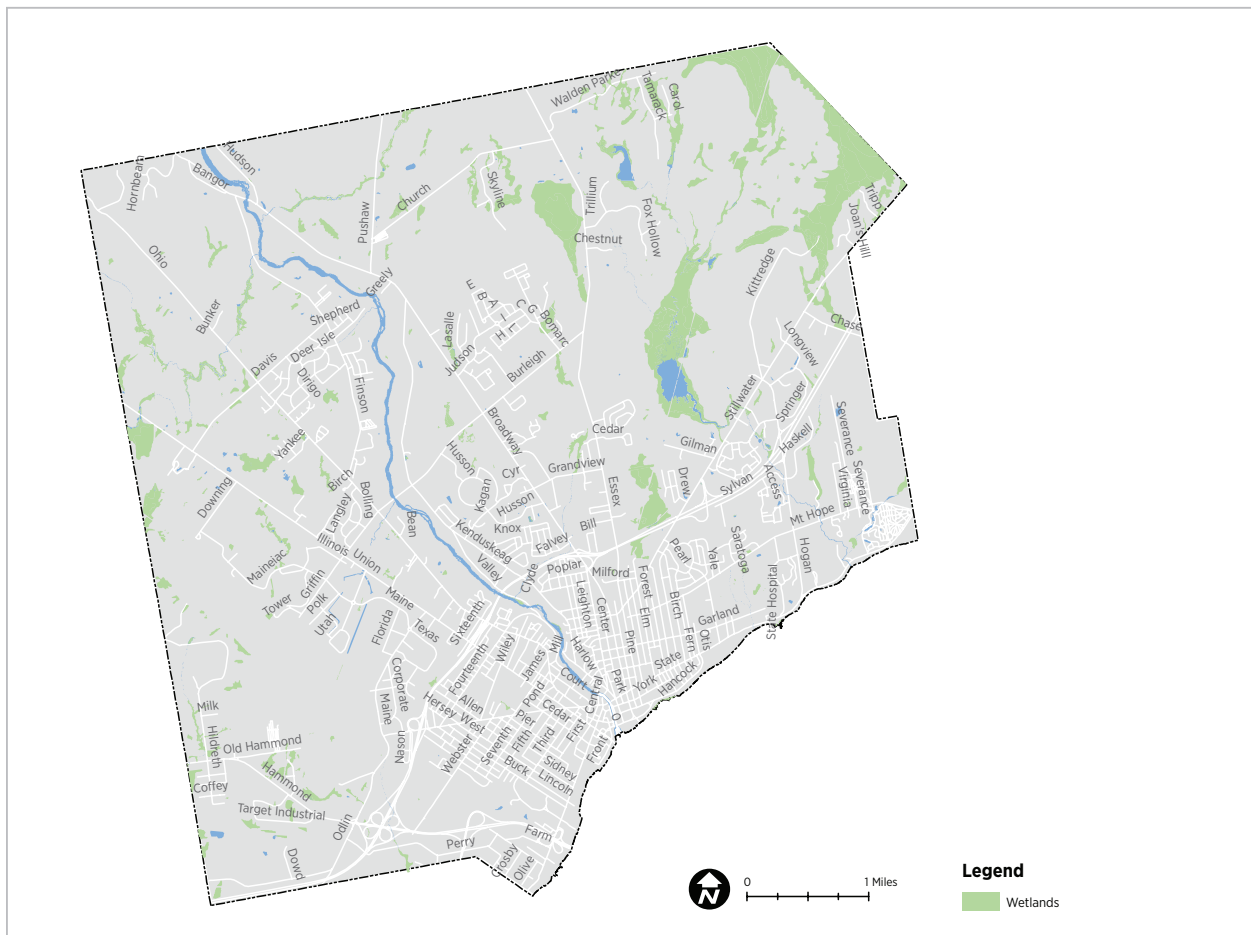


Figure 29: Wetlands

Wetlands

Wetland areas in Bangor are concentrated in the northeast corner of the City. Mapped wetlands cover 6% of Bangor. In addition, smaller unmapped wetlands exist throughout the City. The largest wetland area in Bangor is the Penjajawoc Marsh. With the commercial development of the Bangor Mall area adjacent to the marsh and encroaching upon sensitive habitat areas, the City established the Penjajawoc Marsh Bangor Mall

ENVIRONMENT

Wetlands and Waterways CONTINUED

Management Commission to oversee development around the marsh and to develop a management plan to preserve habitat areas and protect public access to natural areas.

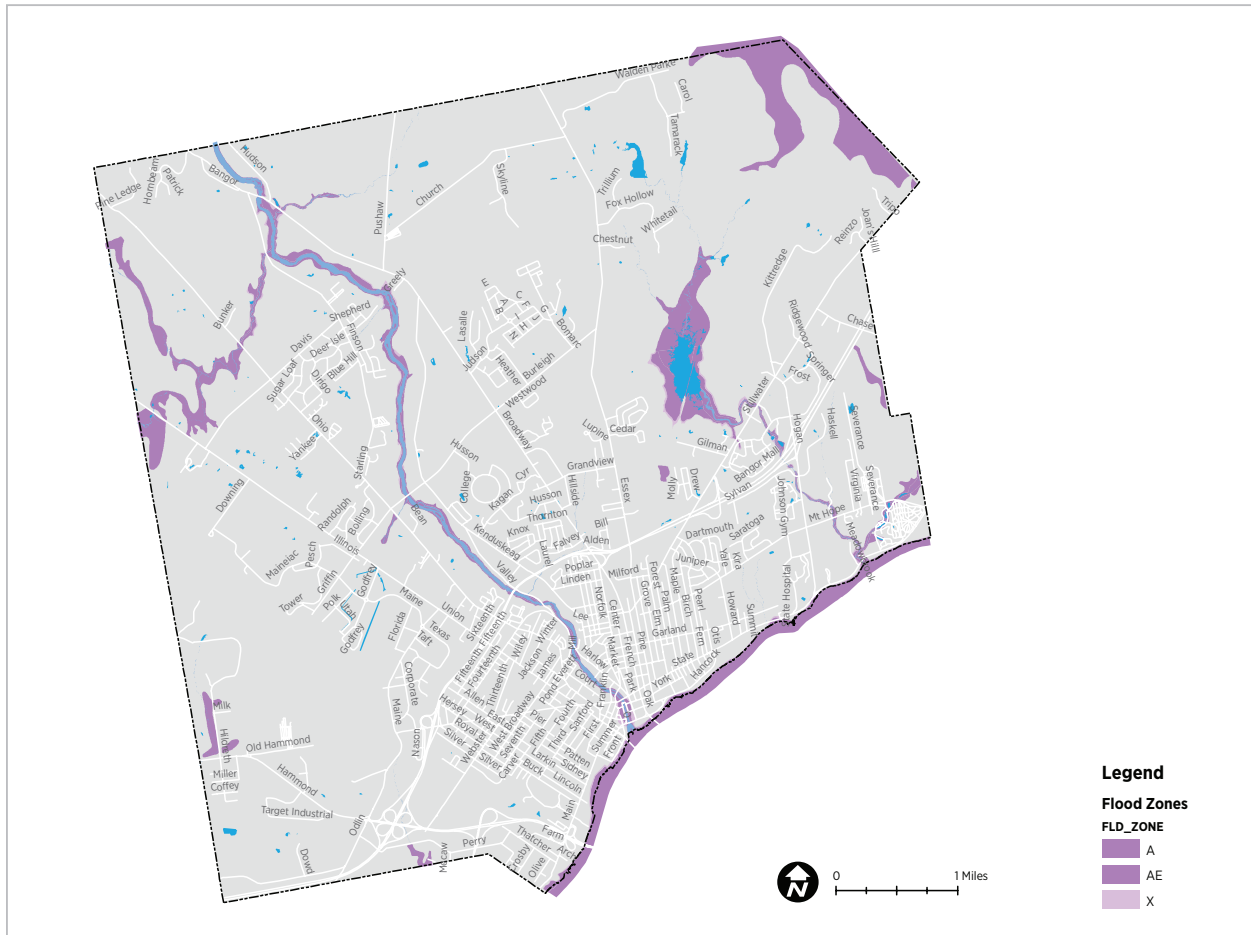


Figure 30: Flood Zones

Flood and Shoreland Zones

Bangor’s Federal Emergency Management Agency (FEMA)-mapped flood zones are primarily associated with the Penobscot River, Penjajawoc Stream, Kenduskeag Stream, and the Osgood Brook. Most flood hazard areas are 100-year flood plains (Zones A and AE). Most, but not all, of the City’s flood hazard areas are zoned as Resource Protection or Stream Protection areas.

ENVIRONMENT

Wetlands and Waterways CONTINUED

The City's Shoreland Zone Overlay district is comprised of all land areas within:

- 250 feet of the normal high-water line of any great pond or river
- 75 feet, horizontal distance, of the upland edge of a coastal wetland, including all areas affected by tidal action
- 75 feet, horizontal distance, of the upland edge of defined freshwater wetlands
- 75 feet, horizontal distance, of the normal high-water line of certain streams

The Shoreland Zone establishes specific requirements and limitations for land use, clearing of vegetation, sewage disposal, soil stabilization, and other development activities within the defined areas.

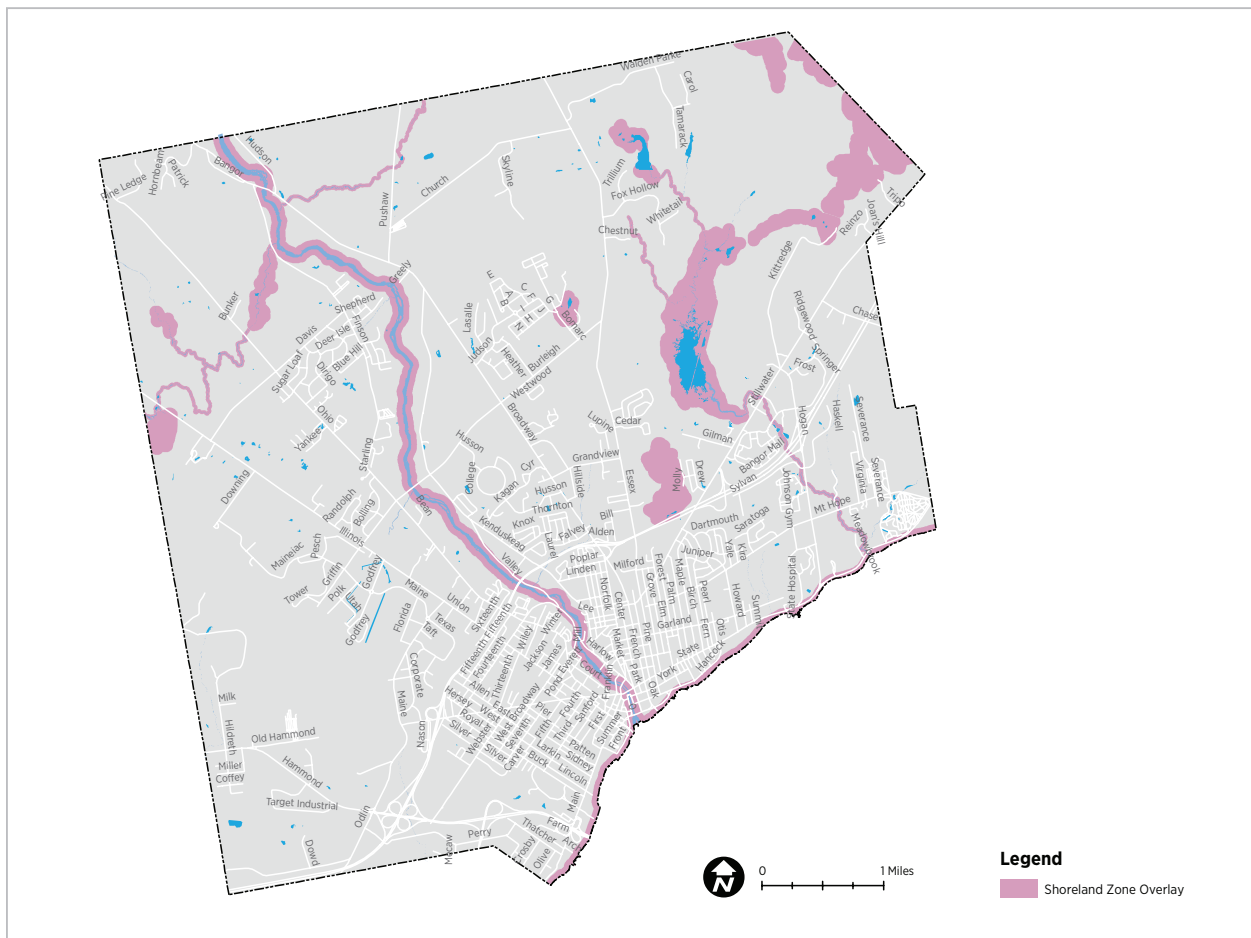


Figure 31: Shoreland Zone Overlay

ENVIRONMENT

Physical Assets

Topography

Bangor’s elevation ranges from 10 feet above sea level at the Penobscot River to 340 feet above sea level in the northwest corner of the City. The most notable areas of steeper slopes can be found along the Kenduskeag Stream.

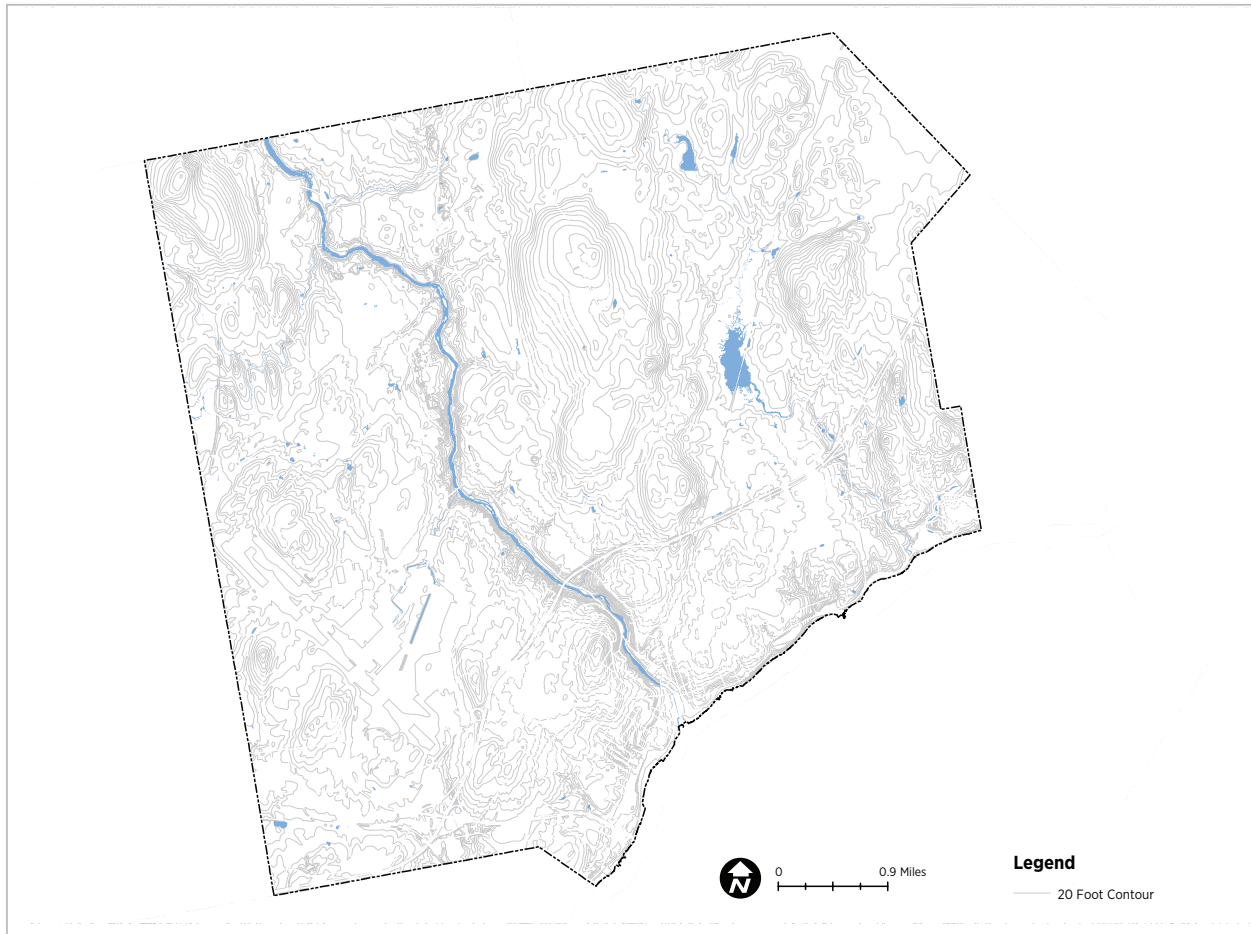


Figure 32: Topography

Soils

Bangor’s soils vary considerably in drainage characteristics but are evenly distributed between well-drained and poorly drained soils. The downtown and other areas along the Penobscot River are characterized as well-drained or moderately well-drained soils. Poorly drained or very poorly drained soils are more prominent in the northern half of the City.

ENVIRONMENT

Physical Assets CONTINUED

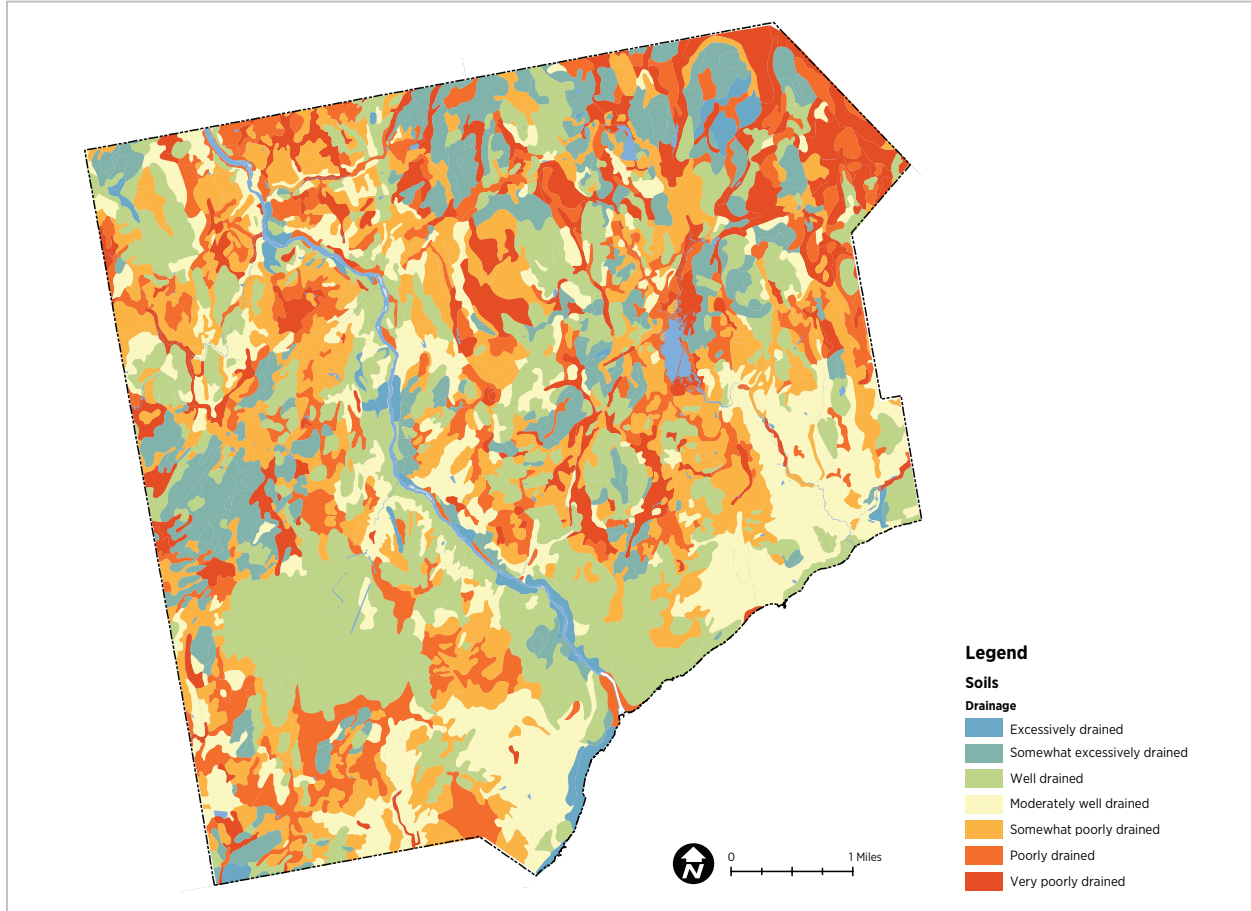


Figure 33: Soils

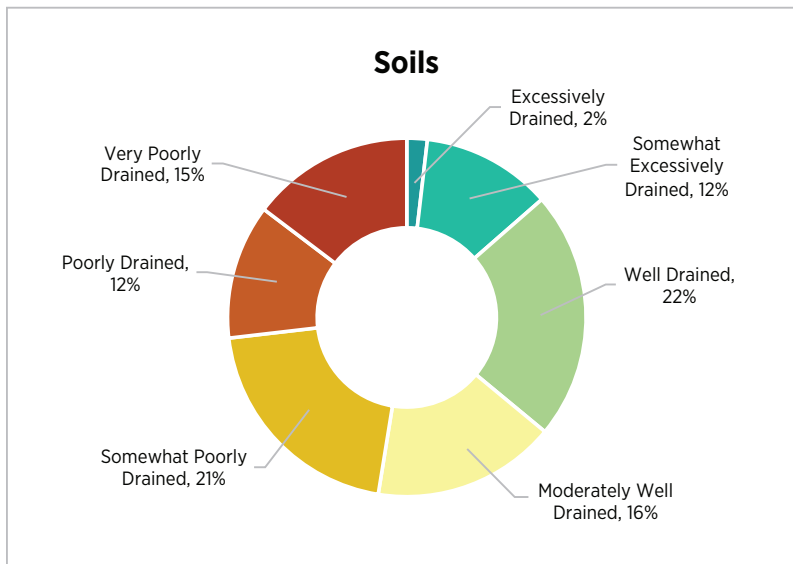


Figure 34: Soils

ENVIRONMENT

Physical Assets CONTINUED

Surficial geology

Bangor’s surficial geology is typical of a post-glacial landscape. Surficial deposits are mostly comprised of sand, silt, clay, and stone deposits. Some wetland areas, including Penjajawoc Marsh and some areas in the northeastern portion of Bangor, are characterized by peat, muck, clay, silt, and sand deposits.

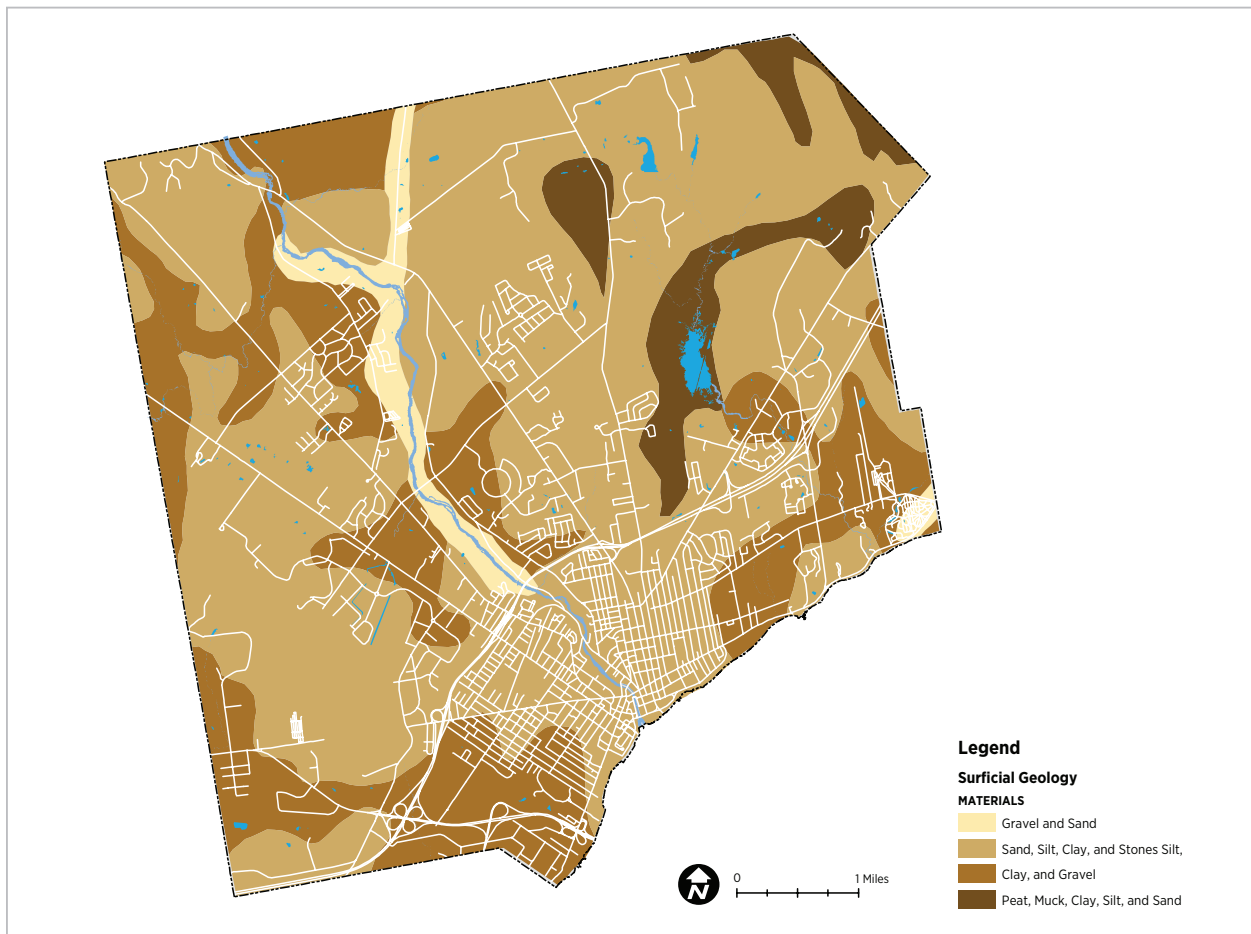


Figure 35: Surficial Geology

Prime Farmland

Prime farmland is defined as land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. These lands have the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods. In general, prime farmland has an adequate and dependable water supply from precipitation or irrigation, a favorable temperature and growing season, an acceptable level of acidity or alkalinity, an acceptable content of salt or sodium, and few or no rocks. Its soils are permeable to water and air. Prime

ENVIRONMENT

Physical Assets CONTINUED

farmland is not excessively eroded or saturated with water for extended periods of time, and it either does not flood frequently during the growing season or is protected from flooding. Users of the lists of prime farmland map units should recognize that soil properties are only one of several criteria that are necessary. Other considerations include land use, frequency of flooding, irrigation, water table, and wind erodibility.

Bangor’s prime farmland is distributed throughout the City with the greatest concentration found in the upper reaches of the Kenduskeag Stream and the associated drainage basin.

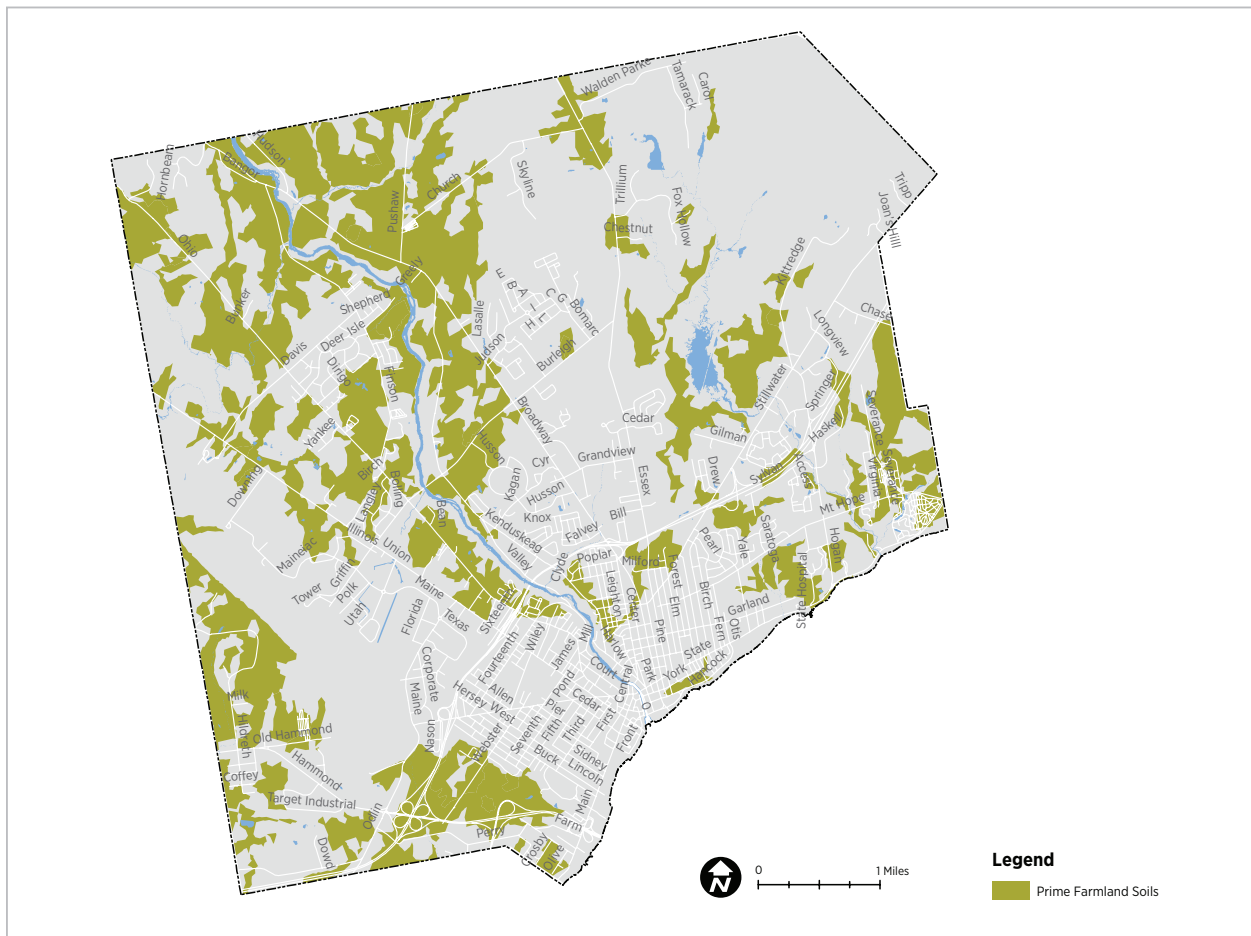


Figure 36: Prime Farmland

ENVIRONMENT

Habitat Areas and Protected Species

Much of Bangor’s wildlife habitat areas are associated with the Penjajawoc Stream and Marsh and the watershed in which they are located and include wading bird and waterfowl habitats, deer wintering areas, wetlands, vernal pools, and riverine habitats. Other notable habitat areas include the Osgood Brook, Kenduskeag Stream, and the Bangor Airport. Bangor’s mapped habitats include wading bird/waterfowl habitat, deer wintering habitat, wetlands, vernal pools, and riverine habitat.

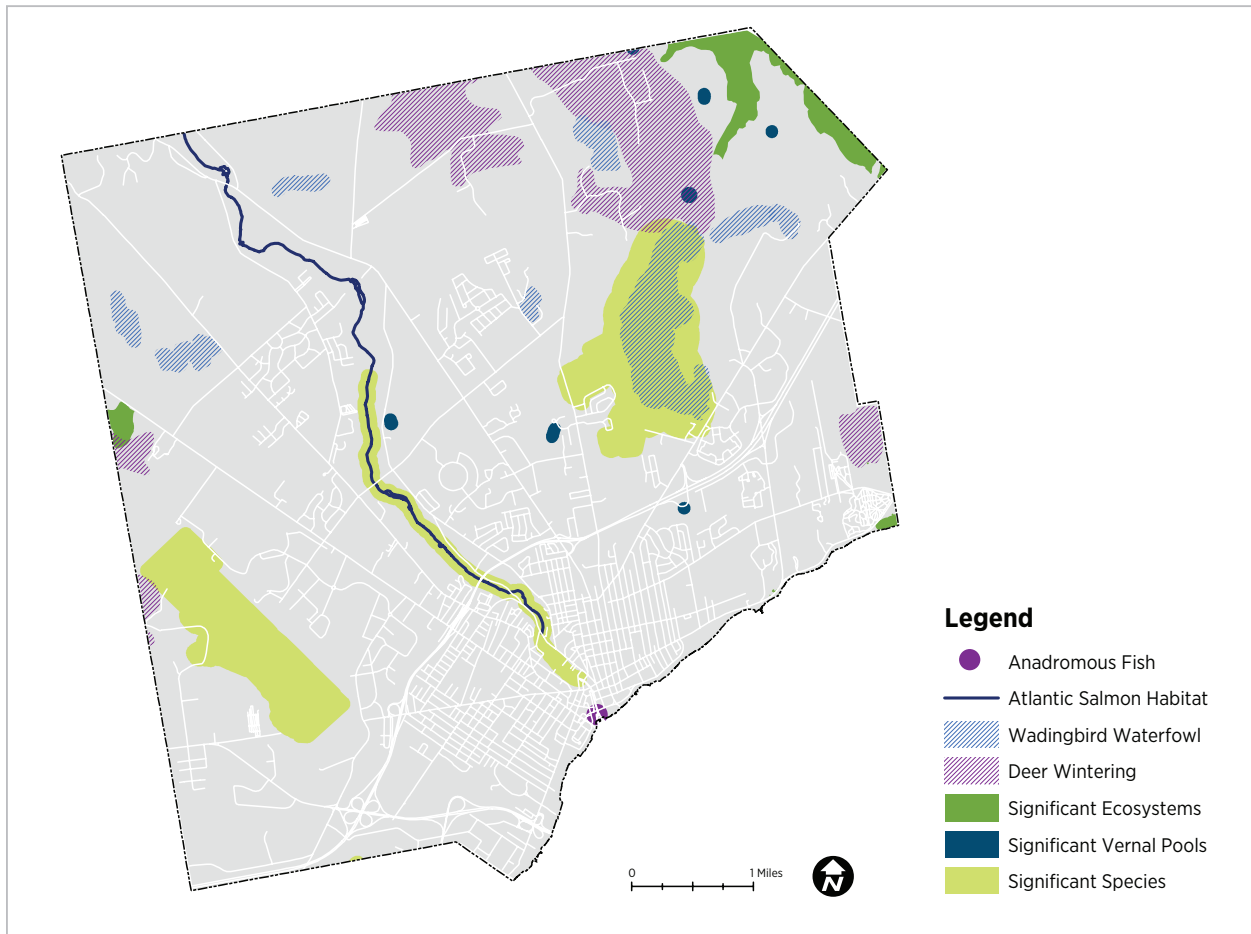


Figure 37: Habitat

Penjajwoc Marsh

Penjajawoc Marsh is a 300-acre emergent freshwater marsh with expanses of cattail, sedges, and alder. The marsh was likely altered in the early 1800s when a railroad right-of-way was constructed. This right-of-way still exists today, yet the stream has breached a small section of the embankment. Rocks and fill have been placed in the narrow stream channel to facilitate the passage of farm equipment over the stream. This

ENVIRONMENT

Habitat Areas and Protected Species CONTINUED

debris has served to impound the stream and maintain a large emergent wetland. In recent years, beaver have further impounded Penjajawoc Stream, downstream from the old railway, and effectively doubled the open water component of the wetland. Although the Bangor Mall can be seen from the marsh, most of the adjacent upland habitat surrounding the wetland is still in agriculture or forested habitats, buffering the wetland from nearby development and human activity.

In 2001, the Maine Department of Inland Fisheries and Wildlife (MDIFW) conducted additional surveys of the marsh. The following information is derived from MDIFW results of that and previous efforts. An impressive list of over 180 bird species has been recorded, including many rare species of wading and marsh birds. In addition to the rare species listed in Table 1 below, other noteworthy species at the marsh include the pied-billed grebe, American bittern, Virginia rail, sora, green herons, and great blue herons. Bobolinks and northern harriers have been observed in the surrounding uplands.

Observations by MDIFW staff over time suggest that habitat on the lower, beaver flooded portion of the marsh is changing, as many shrubs are dying, allowing emergent vegetation to become established. However, the existing live shrub habitat, especially from the beaver dam to Stillwater Avenue, appears to remain attractive to species like green herons and several species of waterfowl. The vegetation in Penjajawoc is close to a “hemi-marsh” condition, characterized by a mix of emergent vegetation interspersed by areas of open water with submerged plant life. This combination creates an ideal habitat for a variety of wildlife and several vegetative types, adding to the marsh’s structural diversity. These types include cattail, emergent grasses and sedges, open water with aquatic bed (floating leaved) species, shrub-scrub (live and recently flooded), wet meadow and forested wetland. The upper portion of the marsh has an interspersed of broadleaved emergent vegetation (cattails) and open water. This portion of the marsh habitat also appears to be changing. Dense cattail growth has proliferated, covering some of the most valuable hemi-marsh portions of the upper marsh. In the absence of water control structures, future marsh conditions will likely continue to change. Current vegetation trends suggest the lower marsh (beaver dam) will continue to improve in habitat quality and the upper marsh (above the railroad bed) may diminish in value for some birds that require open water or a high degree of interspersed.

The 2001, the MDIFW survey identified the Penjajawoc Marsh as the most significant emergent marsh for waterbirds in Maine. Several critical animal species have been seen in or are known to live in the area. Several endangered species including the Sedge Wren, Least Bittern, and Black Tern have all been observed in this crucial habitat, in addition to the American Coot (identified as an Animal of Special Concern) and the Common Moorhen, Upland Sandpiper, and Black-crown Night Heron, (Threatened Animals) as reported by MDIFW. The marsh area itself has been identified as a Focus Area of Ecological Significance by the Beginning With Habitat program. The undeveloped uplands associated with the Penjajawoc Marsh are also important and contribute to the wildlife diversity present at the marsh. Several species of waterfowl, such as American

ENVIRONMENT

Habitat Areas and Protected Species CONTINUED

black ducks, forage in the marsh itself, but may also nest in the upland forests and fields. American bitterns also use the uplands associated with the marsh and were regularly observed in the nearby hayfields. The undeveloped upland habitats around Penjajawoc buffer the marsh from human activity, noise and light. Finally, the associated uplands also provide habitat for several other species of management concern such as bobolinks and northern harriers. Unfortunately, without an adopted habitat plan, no specific protection can yet be afforded to these species.

Vernal pools

In 2006, legislation was passed in Maine to regulate a subset of vernal pools as significant wildlife habitat under the state's Natural Resources Protection Act. These significant vernal pools (SVPs), a small subset of Maine's total pool resources, are recognized as productive breeding habitat for several specialized species of frogs, salamanders, and invertebrates. Bangor has several significant vernal pools concentrated in the northeast area of the City. The City's Code Enforcement Officers administer and enforce codes and ordinances relevant to significant vernal pools. Bangor's Planning Board also reviews site plans and subdivision applications for conformance with local ordinances, and pertinent state and federal regulations as related to significant vernal pools.

Common Name	Scientific Name	State Status
Sedge Wren	<i>Cistothorus Platensis</i>	Endangered
Black Tern	<i>Chlidonias Niger</i>	Endangered
American Coot	<i>Fulica Americana</i>	Species of Special Concern
Least Bittern	<i>Ixobrychus Exilis</i>	Endangered
Upland Sandpiper	<i>Bartramia Longicauda</i>	Threatened
Black-crowned Night Heron	<i>Nycticorax Nycticorax</i>	Endangered
Common Moorhen	<i>Gallinula Chloropus</i>	Threatened
Bald Eagle	<i>Haliaeetus Leucocephalus</i>	Species of Special Concern

ENVIRONMENT

Open Space Conservation

The BLT has also developed outreach and educational programs to support stewardship and coordinated with regional organizations and landowners in conservation efforts. The Caribou Bog-Penjajawoc Project involved collaboration of BLT and the Orono Land Trust with support from the municipalities of Bangor, Orono, Veazie, and Old Town. The project preserves a wildlife and recreation corridor from Bangor's Essex Woods north to Old Town, connecting several preserves, municipal parks, and state-owned open space properties.

In addition to the Parks & Open Space district, Bangor has established the Stream Protection and Resource Protection zoning districts for the purpose of protecting natural areas and wildlife habitats from future unsuitable development.

Challenges and Opportunities

Open space

Initial public input for the 2022 Comprehensive Plan as well as feedback from prior planning efforts clearly indicate that access to open space for recreation, as well as the preservation of natural habitat areas, is important to Bangor residents. There is also public interest in expanding greenways and increasing connectivity of open spaces and trails. The 2008 Bangor Trails Report identifies potential trail segments and ranks these proposed trails based on public benefit, proximity and connectivity, cost and funding, and several other factors. Consideration should be given to opportunities to improve connections between open space areas as well as providing trail connections to users (commercial areas, schools, neighborhoods, etc.) and the possible need for open space acquisition.

Conservation and climate action planning

Consideration should be given to the current protection of natural areas and habitats. Currently, some, but not all, of the City's identified wildlife habitat areas are protected through local zoning designations. In addition, the impact of future development on water quality should be considered, including protection of wetland vegetation and impact on stormwater runoff.

In the spring of 2021, the City Council passed a resolution declaring a climate emergency and committing to a municipal climate action planning process. This regionally collaborative planning process will build on the state's climate action plan, Maine Won't Wait. Protecting Maine's natural areas is a key strategy of the climate action plan. While some undeveloped areas of the City are not currently experiencing immediate development pressure, thoughtful planning for the future can help ensure that important natural areas and critical habitats are preserved in the face of future urban expansion.

ENVIRONMENT

Challenges and Opportunities CONTINUED

The Maine Won't Wait plan also points to building resilient communities as a key strategy to addressing climate change. Consideration should be given to planning for sea level rise and building resiliency against extreme weather and flooding. Bangor should review resource protection areas as they relate to projected climate impacts in the context of regional and state climate goals to determine if additional protections are needed to conserve critical environments.

In December of 2022, the Penobscot Climate Action Regional Climate Vulnerability Assessment was released by the Bangor Area Comprehensive Transportation System (BACTS) in partnership with the City of Bangor and Town of Orono. The assessment presents the current and future climate risks to the Penobscot Climate Action Region and assesses how those risks will affect the natural environment, infrastructure, and the community.

Climate Change

The Penobscot Climate Action Regional Climate Vulnerability Assessment identifies several climate trends that are occurring in the region. These include rising temperatures, extreme precipitation and inland flooding, more frequent and intense storms, and sea level rise. Specific trends and projections for Bangor and the region include:

- Central Maine has warmed by over 3°F over the last century and the rate of warming has accelerated in recent decades. The northeast is warming faster than any other region in the U.S.
- Maine is receiving more rain, especially in the summer and early fall. Heavy storms of 2-4 inches are becoming more frequent. Since 2000, there have been 10-15 additional heavy rainstorms per year compared to the previous century.
- Central Maine has warmed by over 3°F over the last century and the rate of warming has accelerated in recent decades. The northeast is warming faster than any other region in the U.S.
- Maine is projected to experience 3.9 to 8.8 feet of sea level rise by the year 2100. The Penobscot River is tidally influenced up to Bangor, exposing the City to rising sea levels and corresponding storm surge.

ENVIRONMENT

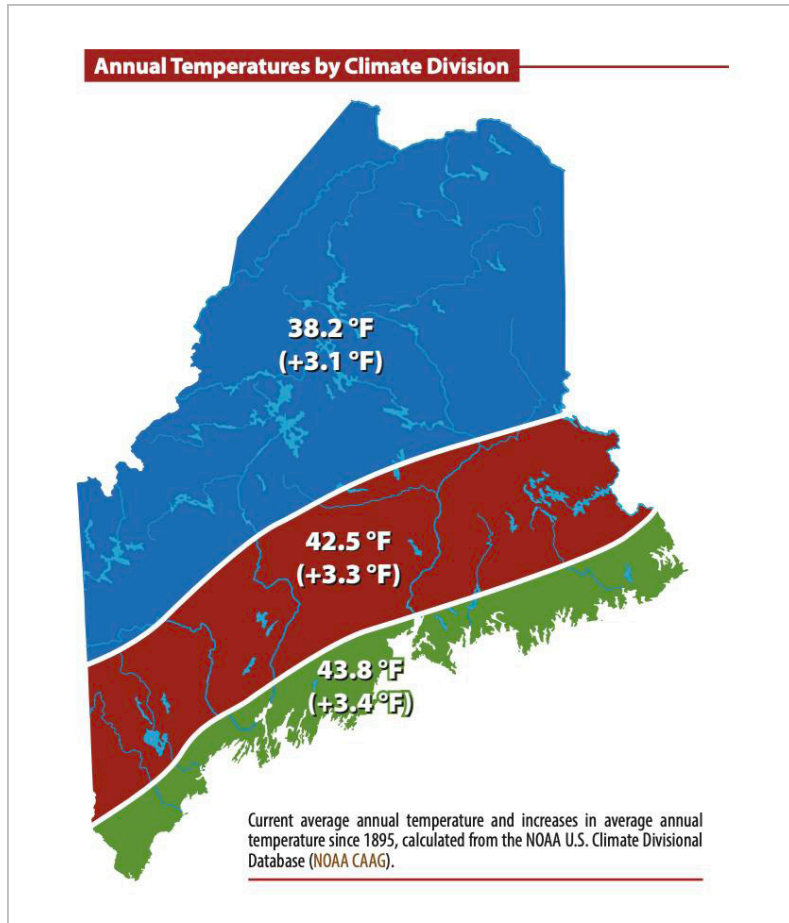
Climate Change CONTINUED

Figure 38: Source: Penobscot Climate Action Regional Climate Vulnerability Assessment

These climate changes will have direct impacts on the City and its environmental systems including trees and forests. Rising temperatures threaten the regions' trees and forests due to heat stress, drought, and invasive species migrating into the region. Yet the region's forests are critical to mitigating the impacts of climate change. Rising temperatures will directly contribute to the following environmental impacts:

- More days of extreme heat (Bangor is expected to have 12-14 days over 90 degrees Fahrenheit per year by 2025, compared to an average of 5 days per year in the 1990s)
- More intense storms (analysis of daily precipitation data from Farmington, ME shows an increase in the overall frequency of extreme precipitation events since 2000, with 10-15 more events occurring per year compared to the previous century)
- Variability in snowfall and earlier snowmelt (more days of rain and less days of snow)
- Longer growing season (has increased by 16 days since 1950)
- Warmer waterbodies (Maine lake surface temperatures have warmed an average of 5.5 degrees Fahrenheit since the 1980s)

ENVIRONMENT

Climate Change CONTINUED

- Less ice (winter ice thickness in lakes and streams is decreasing, ice-out is occurring 1-2 weeks earlier on average compared to around 1960)
- Surface flooding (between 2021 and 2051, Bangor is expected to experience a 9.8% increase in residential property loss due to flooding)
- Drought (Maine's States of Risk report projects a 70% increase in the risk of widespread drought in Maine by 2050)

Resource Protection***Resource Protection District***

Bangor has a Resource Protection District within its Land Development Code that was established to preserve and protect certain areas, such as natural drainageways, floodplains, streams, rivers, wetlands, etc. The district is intended to preserve and protect open space land, water quality, productive habitat, biotic systems and scenic and natural areas consistent with the intent and purpose of the Land Development Code and to protect the inhabitants of the City from costs and consequences which may be incurred when unsuitable development occurs in such areas.

Stream Protection District

The Stream Protection District was established to preserve and protect defined streams in the developing areas of the City. The district is intended to ensure that natural drainageways continue to function to provide fish and wildlife habitat, to support vegetation, to provide visual relief from development and to provide passive recreation opportunities are not encroached upon by future development in the district.

Penjajawoc Marsh Overlay Zone

The Penjajawoc Marsh Overlay Zone is intended to balance natural resource protections with the rights of property owners to maintain the historic use and development potential of their properties. Through the use of cluster development standards, expanded open space and buffer zones can be provided adjacent to the Penjajawoc Marsh and its adjacent wildlife habitat. The Overlay Zone recognizes the marsh as a significant wildlife area.

Shoreland Zoning

Bangor's Land Development Code identifies Shoreland Zoning, which include those areas within 250 feet of the normal high-water mark of the Kenduskeag Stream and the Penobscot River or within 75 feet, horizontal distance, of the high-water line of a stream or outlet stream or 75 feet, horizontal distance, of the upland edge of a freshwater wetland. The regulation provides restrictions on the erection, construction, expansion, movement, alteration, or occupation of buildings, structures or land within shoreland areas.

ENVIRONMENT

Resource Protection CONTINUED***Wetlands regulation***

Wetlands are regulated at all levels; federal, state, and local. The State of Maine developed its present system for wetland permitting in 1995. The system uses a three-tiered hierarchy based on a number of factors; including the presence of endangered or threatened species and significant wildlife habitat, proximity to great ponds, coastal wetlands and streams or open water, as well as the plant community. Federal regulations covering discharge of fill in wetlands have been adopted under Section 404 of the Clean Water Act.

The State of Maine Natural Resources Protection Act (NRPA) developed a wetland permitting system in 1995 which is coordinated with the Army Corps of Engineers. The revised permitting system allows applicants to file one application which is forwarded to the Corps by the Maine DEP. The system creates two distinct categories of wetlands those of “special significance” and those without. To be a wetland of special significance it must contain one of the following elements: within 250 feet of a coastal wetland within 250 feet of the normal high waterline or within the same watershed as a lake or pond classified as GPA freshwater wetlands containing 20,000 of aquatic or emergent marsh vegetation or open water freshwater wetlands within the 100 year flood plain freshwater wetlands containing significant wildlife habitat freshwater wetlands containing peat lands freshwater wetlands within 25 feet of a river, stream or brook.

Erosion control measures must be used to prevent sedimentation of protected natural resources. A 25-foot buffer strip must be maintained between the activity and any river stream or brook. The project must meet the applicable water quality standards. On a local level, Bangor’s Land Development Code regulates wetland alteration through Shoreland Zoning and provisions in the Subdivision Ordinance. The Shoreland Zoning only protect large (10 acre) non-forested wetlands. That protection is based on its habitat value as assigned by Inland Fisheries and Wildlife.

LAND USE

Existing Land Use

South and east of the I-95 corridor, Bangor's land use is primarily mixed residential, commercial, and institutional. North and west of the I-95 corridor, land uses include low-density residential uses, open space and undeveloped lands, farms, large tracts of commercial land, and the Bangor Airport.,

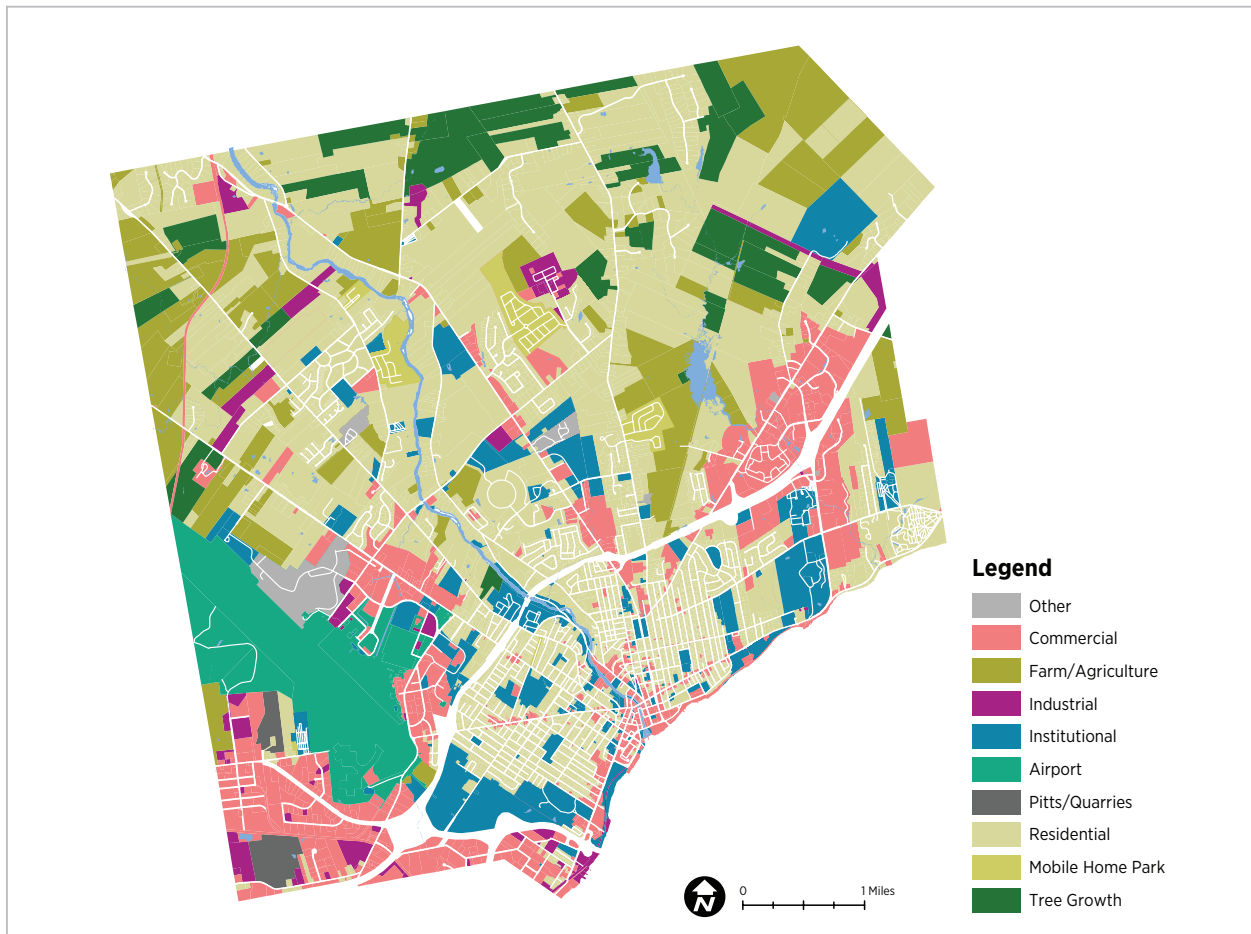


Figure 39: Land Use

Residential parcels cover 44% of Bangor's land area, while commercial parcels cover 16% of the City's land area.

LAND USE

Existing Land Use CONTINUED

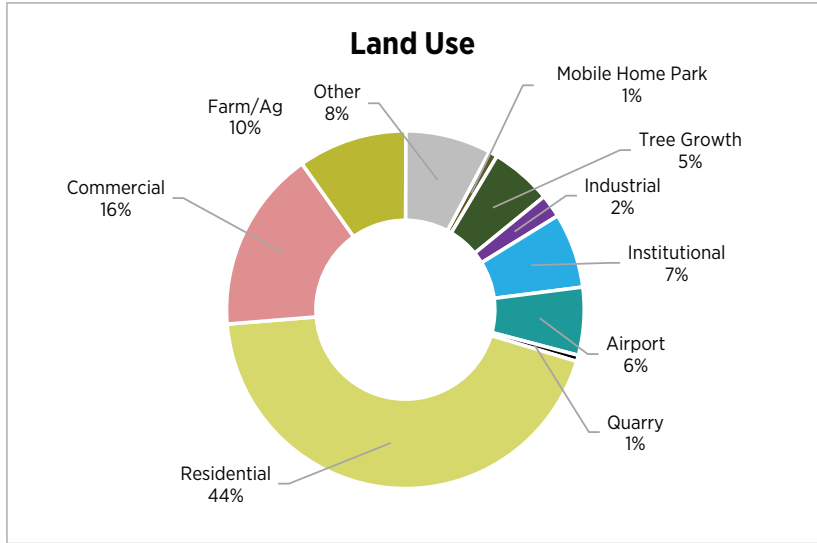


Figure 40: Land Use

Agricultural land cover

Approximately 1,100 acres (5%) of Bangor’s land cover is occupied by agricultural uses. Agricultural land covers are comprised of pastures and hayfields with a lesser area dedicated to crop production or tree farming.

LAND USE

Existing Land Use CONTINUED

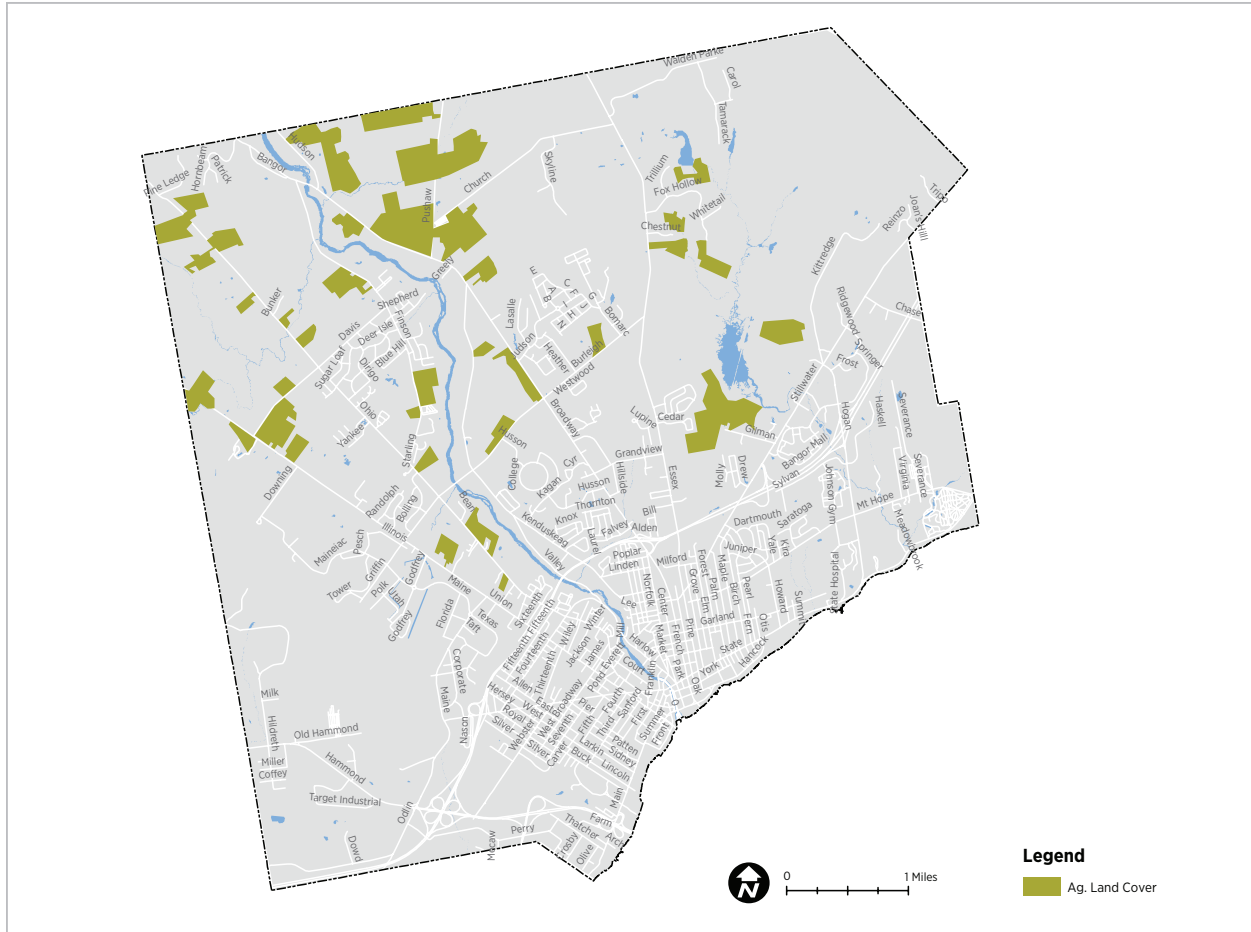


Figure 41: Agricultural Land Cover

Source: FHI Studio land cover mapping based upon ESRI aerial imagery

Farm, open space and forest properties

Bangor has eight properties taxed as farms and open space under Maine’s 36 M.R.S Farm and Open Space tax program. These properties total 182.3 acres and range in size from 4.5 to 30.5 acres. The Farm and Open Space Tax Law encourages the preservation of farmland and open space land and the protection of farmland and open space land from competing, higher-valued uses. The farmland program provides for the valuation of farmland based on its current use as farmland, rather than based on its fair market value for other potential uses. This reduced land value results in lower property tax bills for owners of farmland. Lower taxes are intended to function as an incentive to preserve Maine’s farming community.

Bangor also has 32 properties that are under Maine’s 36 M.R.S. Tree Growth Tax Law Program. Those properties total 1,128.6 acres and are comprised of softwood, hardwood, and mixed soft and hardwood forests. The Maine Tree Growth Tax Law program provides for the valuation of land based on its current use as forest

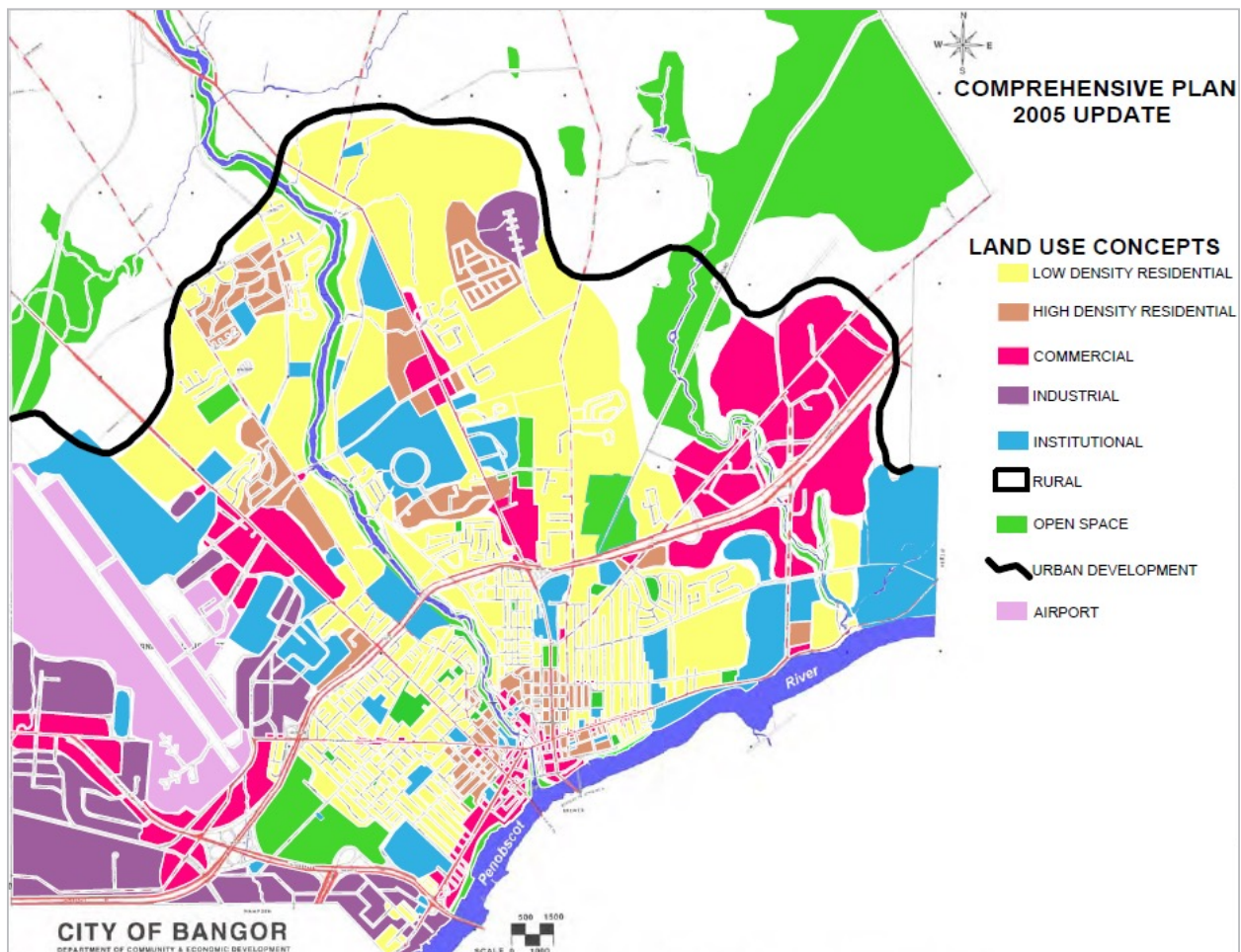
LAND USE

Existing Land Use CONTINUED

land, rather than its potential for development. The goal of the law is to encourage forest landowners to retain and improve their holdings of forest lands and to promote better forest management practices.

Urban development boundary

The City’s 2005 Comprehensive Plan Update presented the concept of an urban growth boundary, which divides the area reserved for future urban development from the area that the City would like to see reserved as more rural in nature. The boundary also represents the outer limits of urban zoning boundaries.



*Note: The 2005 Comprehensive Plan Land Use Map is also the land use map referenced in the 2012 Comprehensive Plan.

Figure 42: Comprehensive Plan 2005 Update

LAND USE

Existing Land Use CONTINUED

2012 Comprehensive Plan

The 2012 Comprehensive Plan identifies 10 goals related to land use and zoning:

- (1) The City of Bangor shall strive to provide the best possible living environment for its citizens through promotion and protection of the quality of life in the community and creation of economic opportunity for individuals.
- (2) The achievement of the most functional spatial arrangement of activities in the community.
- (3) The achievement of an integrated balance between the natural and man-made environment.
- (4) Conservation of the historic and cultural resources of the community.
- (5) Establishment of the most efficient system possible for the provision of infrastructure and delivery of City services in support of development.
- (6) Enhance the appeal and livability of the City through application of Community Design Standards.
- (7) Limit development sprawl; maintain and support redevelopment and growth in the older developed portions of the City.

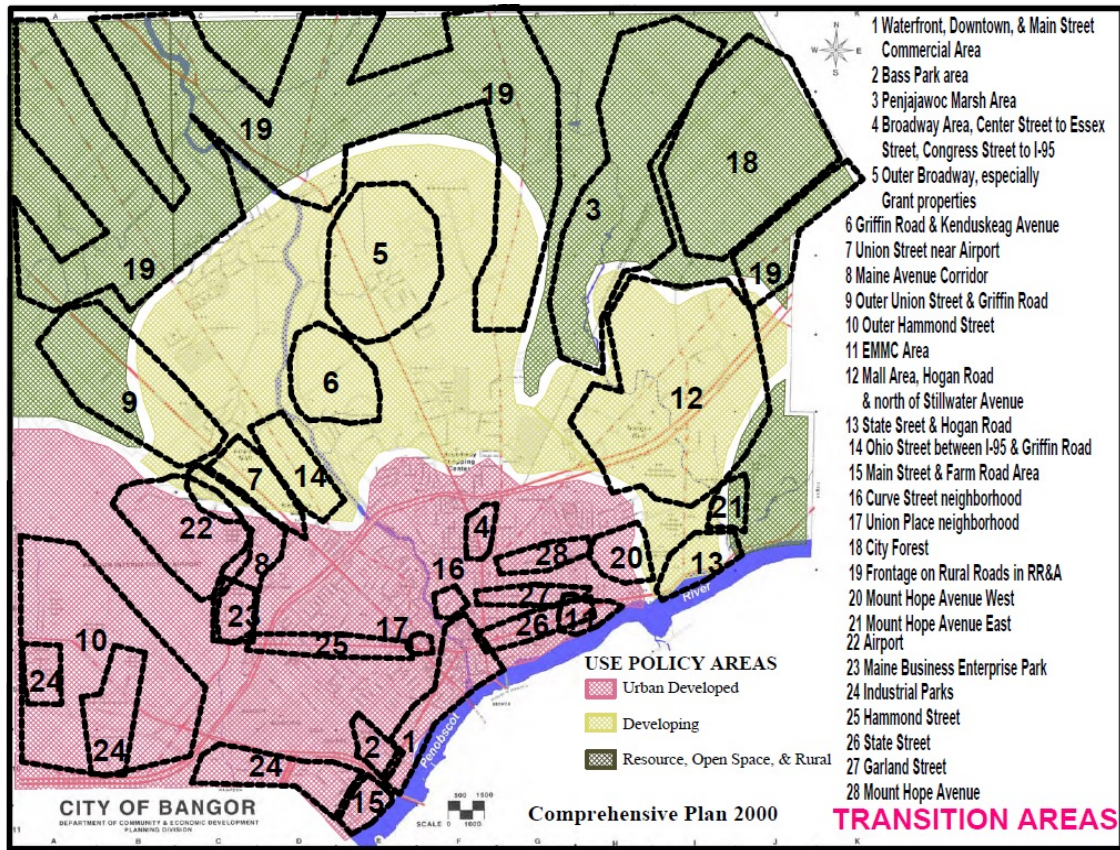


Figure 43: Comprehensive Plan 2000 Use Policy Areas

LAND USE

Existing Land Use CONTINUED

- (8) Provide a land use framework to accomplish the objectives of the Comprehensive Plan.
- (9) Revitalize the waterfront along Main Street.
- (10) Maintain the rural areas of Bangor for the traditional use of farming, forestry, and other open space uses.

The 2012 Comprehensive Plan characterized three areas of Bangor (originally identified in the 2000 update):

- (1) Urban Developed – most of which was established by 1875
- (2) Developing – area that will meet the needs for urban development
- (3) Resource, Open Space and Rural – not to be developed with urban services or a traditional urban pattern

The Developing/Resource, Open Space and Rural boundary corresponds closely with the urban development boundary presented in the 2005 update.

Land use areas

A review of existing land use in Bangor reveals six primary land use areas characterized by the type and intensity of development. These include the following areas: Airport, Commercial, Core, Fringe, Industrial, and Low-Density.

Airport – The airport area is primarily occupied by the Bangor International Airport but is also comprised of associated land uses such as the Air National Guard facility and industries associated with the airport.

Commercial – Bangor’s commercial area is dominated by large format retail land uses including the Bangor Mall, multiple big box retailers, and multiple shopping plazas. This area is clustered around the I-95 and Hogan Road interchange.

Core – Bangor’s core area is south and east of I-95 and includes the City’s downtown, surrounding neighborhoods (many of them historic), and much of the City’s active waterfront.

Fringe – Bangor’s fringe area includes areas that abut and are located to the north and east of the core area. Land uses in this area are lower in density than the core area and were developed more recently. Land uses include low-density residential development, institutional uses, parks and open space, and small-scale commercial development.

Industrial – Bangor’s industrial area is concentrated in the southwest corner of the City and abuts the airport area. Land use in this area is dominated by both small- and large-scale, light to heavy industrial uses, including a quarry.

Low-Density – Bangor’s low-density land use area is comprised mostly of open space, undeveloped lands, and very low-density residential development. This area occupies much of the northern half of Bangor.

LAND USE

Existing Land Use CONTINUED

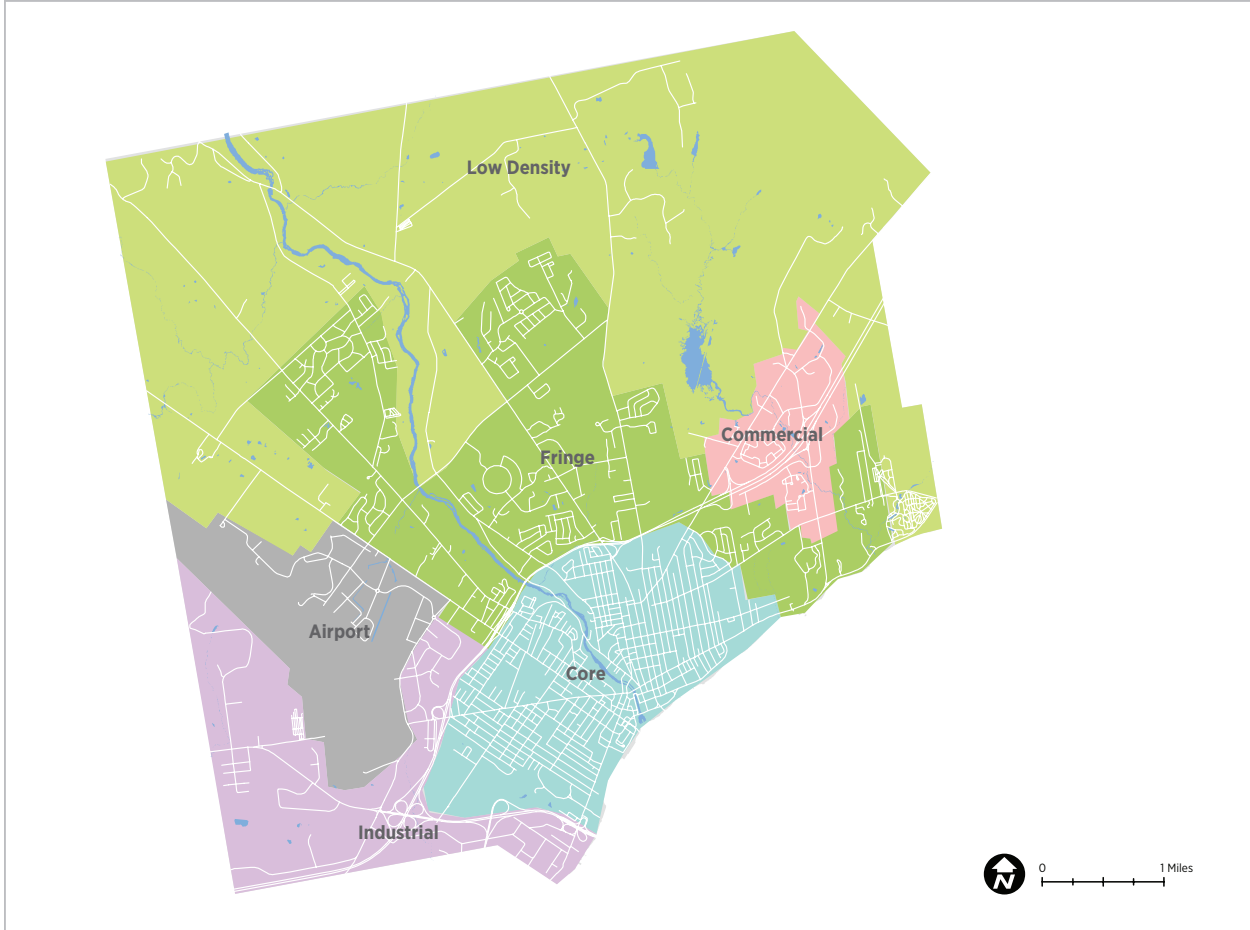


Figure 44: Land Use Characterization

LAND USE

Zoning

There are 21 zoning districts in Bangor. The greatest range of districts is found south and east of I-95, in and around downtown, and along the waterfront area. Districts north and west of I-95 are heavily comprised of the Rural Residence & Agricultural District, Airport Development District, Shopping & Personal Service District, Government & Institutional Service District, Low-Density Residential District, and Urban Industry District.

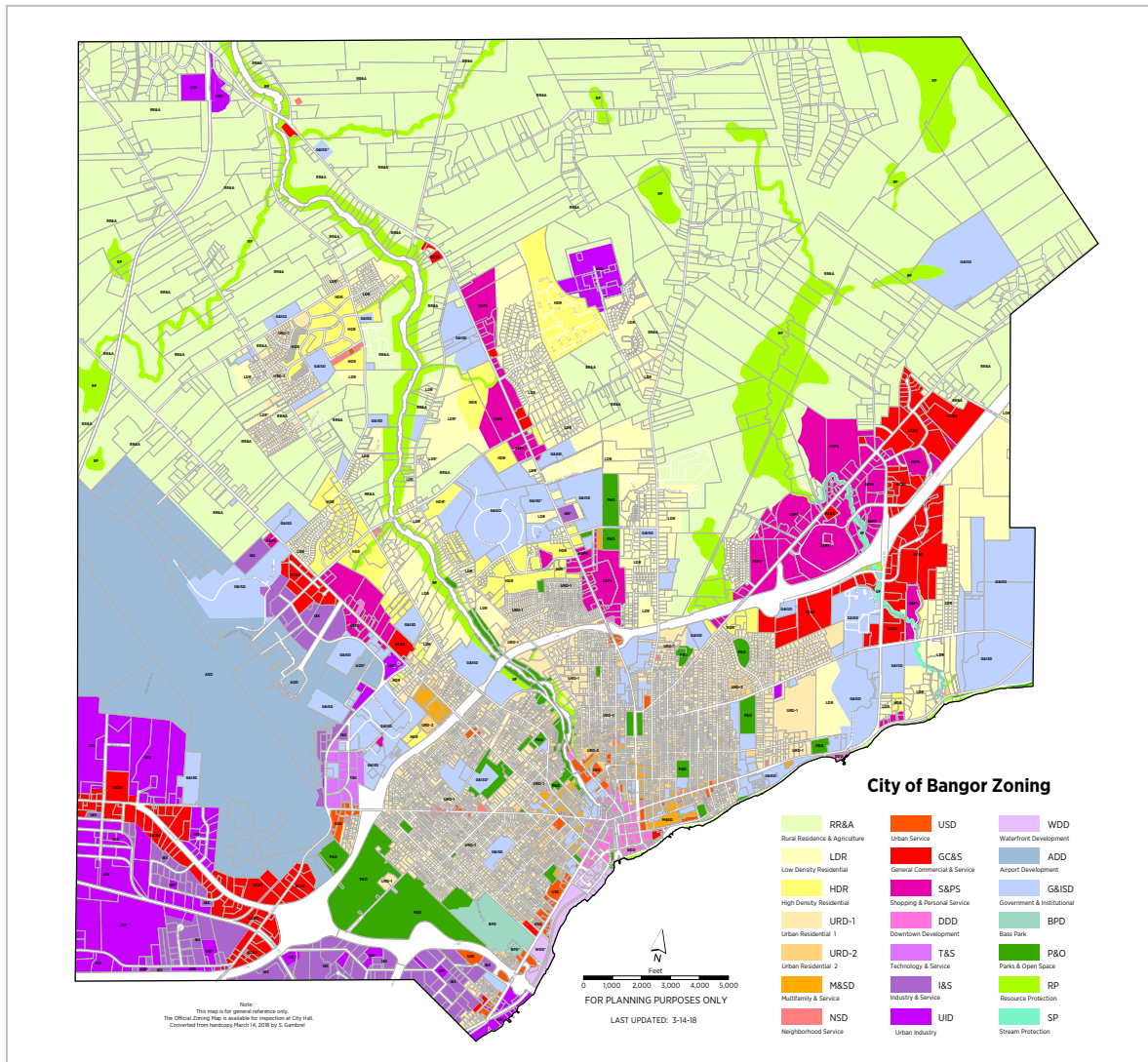


Figure 45: City of Bangor Zoning

Bangor’s zoning districts range from low-density residential districts to special districts such as the Airport Development District. The Rural Residence & Agricultural District covers more area (8,309 acres) than any other district in Bangor. Bangor has eight districts that cover less than 100 acres each.

LAND USE

Zoning CONTINUED

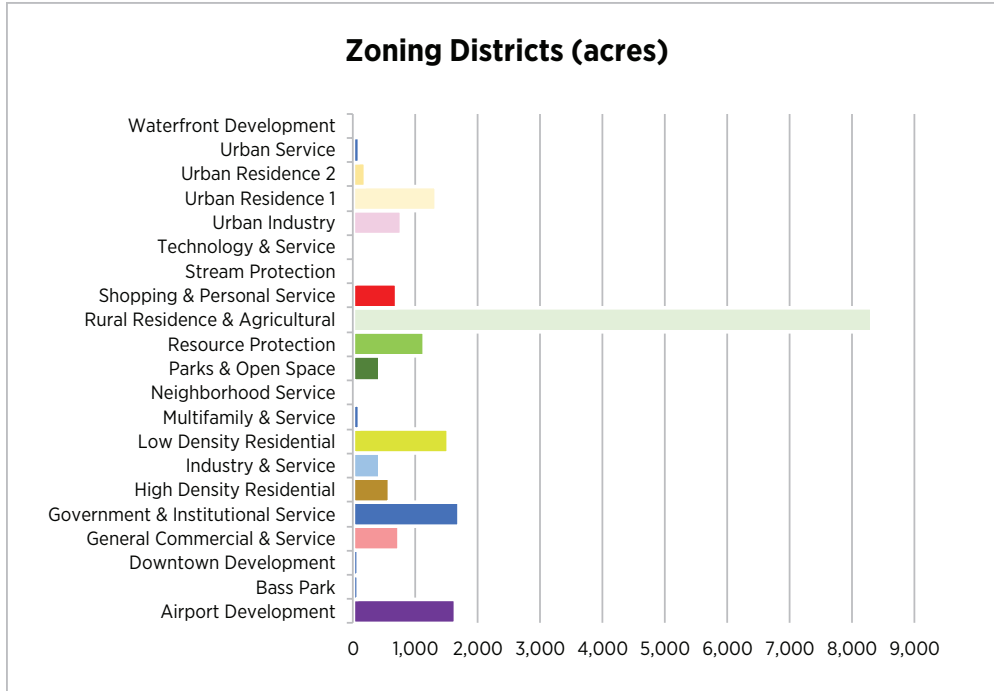


Figure 46: Zoning Districts

Residential districts cover approximately 60% of Bangor’s land area, with 44% of the City’s land area covered by parcels with residential land uses. The remaining district types each cover between 6% and 9% of Bangor’s land area. Special Districts cover 9% of the City and include Bass Park, the Downtown Development District, and Waterfront Development District.

LAND USE

Zoning CONTINUED

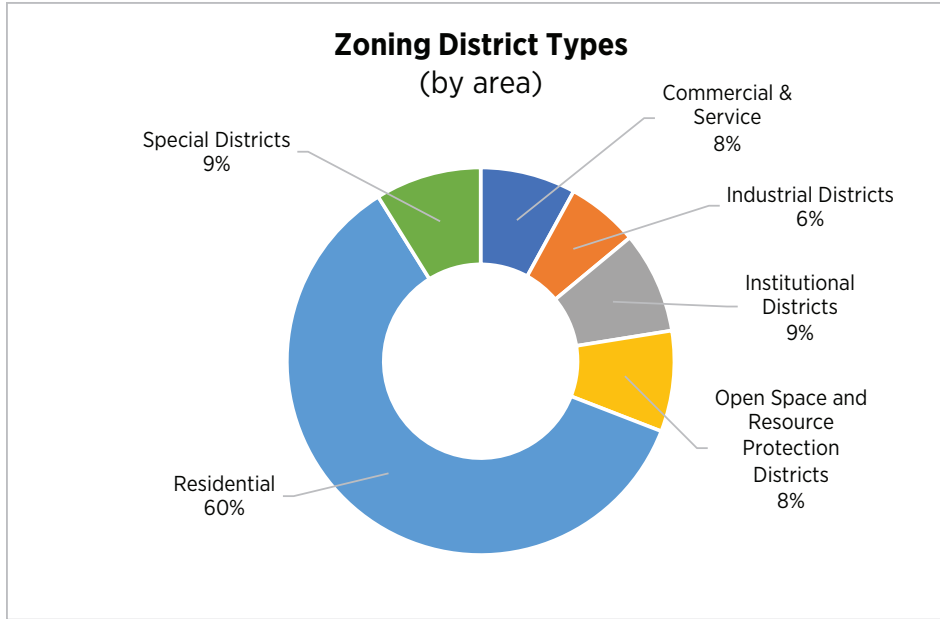


Figure 47: Zoning District Types

While Open Space and Resource Protection Districts cover only 8% of Bangor’s land area, many of the City’s parks and open space areas fall within the Rural Residential & Agricultural and Low-Density Residential districts, including portions of Bangor City Forest, Central Penjajawoc Preserve, and Saxl Park.

LAND USE

Zoning CONTINUED

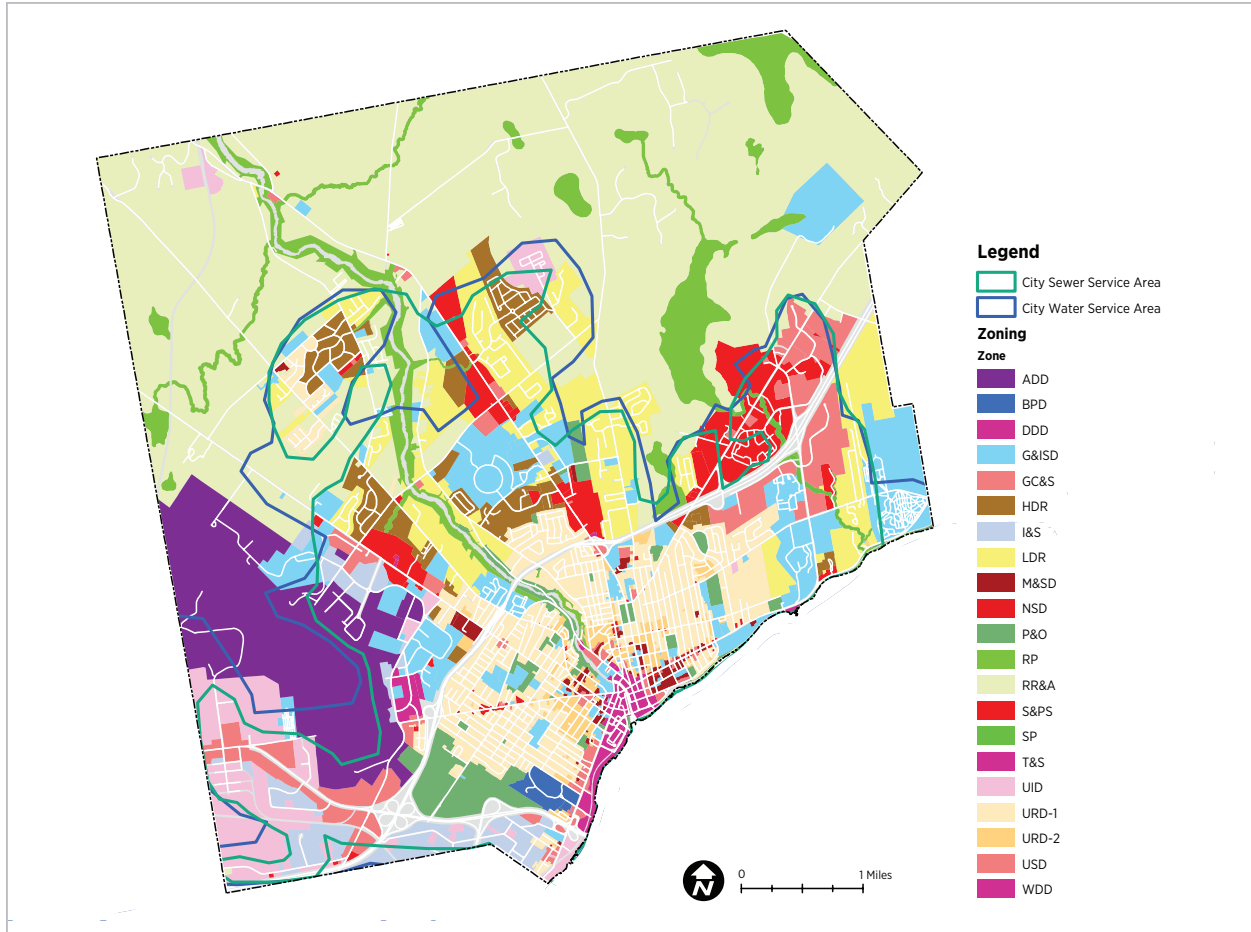


Figure 48: Zoning Districts and City Water and Sewer Service Areas

Bangor’s zoning districts are consistent with the City’s ability to provide services to those areas based upon the type and density of uses with respect to sewer and water service. Higher density zoning districts are almost exclusively located within the City’s sewer and water service areas. The rural residence and agriculture district and much of the Airport Development District are primarily located outside of the City’s sewer and water service areas.

LAND USE

Challenges and Opportunities

Urban development boundary

The urban development boundary was established as part of the 2005 Comprehensive Plan update. Consideration should be given to the location of this boundary in the context of development patterns since 2005, anticipated growth, and any changes to service areas for water and sewer since the boundary was created.

Rezoning

Goals from the 2012 Comprehensive Plan include limiting sprawl in rural areas of the City and focusing on development and redevelopment opportunities in the City's core. More recent community feedback is consistent with this goal. The City could consider opportunities to reevaluate zoning in the downtown and surrounding neighborhoods to foster new development and redevelopment and remove any barriers to investment in these areas.

Special development district

In considering the reuse potential of existing developed properties, consideration could be given to implementing a special development district (a floating district) as a tool to allow for and encourage adaptive reuse of properties such as the Bangor Mall.

Open space agricultural area protection

As noted above, many of the City's parks, open spaces, and natural resource areas are not zoned as open space or resource protection areas. The City may consider whether additional land use protections are needed for these open space and natural areas, in the face of potential future development.

Similarly, there may be rural areas of Bangor that the City would like to see protected for agricultural use. In alignment with the state's goal to conserve working forest and farmlands, the City should consider if conservation of lands or incentives for agricultural use are appropriate for certain rural areas of Bangor. The intent of this goal is to protect biodiversity and carbon storage opportunities as well as to support agricultural economies and increase food security in critical areas of the state.

PARKS, RECREATION, AND OPEN SPACE

Access to open space and recreation facilities are vital to Bangor’s quality of life and the overall health and well-being of residents. Bangor has abundant open space and opportunities for outdoor recreation compared to other municipalities of a comparable size. The City has more acres of parks and miles of trails than comparable communities do. Bangor also has several recreation amenities that are unique to Bangor and not typically found in communities of a comparable size, including a stadium, horse racetrack, and a 27-hole golf course.

Municipal Parks

The City’s parks and recreation facilities provide outlets for physical activity, gathering spaces, access to natural areas, and opportunities for leisure programming. Facilities maintained by the Parks and Recreation Department include a half dozen urban parks, 14 neighborhood and community parks, a public waterfront, a municipally owned golf course, five natural areas/community forests, a community garden, and over 39 miles of trails. In all, the City of Bangor has over 900 park acres available for public use. The Parks and Recreation Department has 13 full-time equivalent jobs (FTEs), with three of those staff dedicated to the golf course. In addition to those FTEs, the department has approximately 75 temporary and seasonal employees.

In addition to public facilities, the City also provides a wide range of regular and seasonal programming for adults, seniors, teens, and younger age groups at varying locations. These offerings include swimming lessons, skating lessons, baton twirling, skiing, snowboarding, crafts, art, music, a variety of sports, and gaming. In addition to its robust programming, the Parks and Recreation Department organizes a wide range of community events and activities throughout the year.

Table 2: Existing Municipal Facilities

Name/Address	Facility Type	Characteristics
Bangor Gardens Park 70 Knox Avenue	Park	<ul style="list-style-type: none"> • Basketball court • Playground • Walking path
Bangor Municipal Golf Course 278 Webster Avenue	Golf	<ul style="list-style-type: none"> • 27-hole championship layout • Two practice greens • Short-game practice area • Pro shop
Bass Park Bass Park Boulevard	Park	<ul style="list-style-type: none"> • Cross Insurance Center • Bangor State Fair • Bangor Raceway grounds

PARKS, RECREATION, AND OPEN SPACE

Municipal Parks CONTINUED

Beth Pancoe Municipal Aquatic Center 175 13th Street	Aquatics Center	<ul style="list-style-type: none"> • Zero entry pool • Two water slides
Broad Street Park 200 Broad Street	Park	<ul style="list-style-type: none"> • Passive park • Picnic shelter • Playground
Brown Woods 1300 Ohio Street	Park	<ul style="list-style-type: none"> • 28-acre wooded area • 0.87-mile loop
Cameron Stadium 245 Mt. Hope Avenue	Stadium	<ul style="list-style-type: none"> • Synthetic football field • Track and field • Operated by Bangor School Dept • Maintained by Bangor P&R
Cascade Park 600 State Street	Park	<ul style="list-style-type: none"> • Fountain • Grotto • Trails • Gardens
Cemetery Park 250 West Broadway	Park	<ul style="list-style-type: none"> • Passive recreation
Charlie Howard Memorial 5 State Street	Memorial	<ul style="list-style-type: none"> • Memorial
Chapin Park 75 Forest Avenue	Park	<ul style="list-style-type: none"> • Open space • Playground • Walking paths
Coe Park 130 Court Street	Park	<ul style="list-style-type: none"> • Picnic area • Playground • Walking paths
Community Garden 402 Essex Street	Community Garden	<ul style="list-style-type: none"> • 185 raised beds
Dakin Pool 336 Pine Street	Pool	<ul style="list-style-type: none"> • Pool • Waterslide
Maine Savings Amphitheater 55 Railroad Street	Amphitheater	<ul style="list-style-type: none"> • 15,000-person amphitheater
Davenport Park Main Street	Park	<ul style="list-style-type: none"> • Passive recreation space
Downeast Park Downeast School 100 Moosehead Blvd	Park	<ul style="list-style-type: none"> • Playground

PARKS, RECREATION, AND OPEN SPACE

Municipal Parks CONTINUED

Essex Woods Recreation Area 12 Watchmaker Street	Park	<ul style="list-style-type: none"> • 61 acres of mostly wooded forest • Dog park • PAL Center • Basketball court • 4.4 miles of hiking and biking trails
Fairmount Park	Park	<ul style="list-style-type: none"> • Basketball court • Playground • Walking path
Gateway Park Valley Avenue	Park	<ul style="list-style-type: none"> • Passive recreation
Hannibal Hamlin Park 2 State Street	Park	<ul style="list-style-type: none"> • Passive recreation
Harbor Docks 88 Front Street	Park	<ul style="list-style-type: none"> • Public docks • Water and power • Pump-out services
Hayford Park 155 13th Street	Park	<ul style="list-style-type: none"> • Stadium • Arena • Playground • Tennis courts • Skate park
Kenduskeag Stream Trail Valley Avenue	Park	<ul style="list-style-type: none"> • Trails • Picnic area
Little City Park 40 Linden Street	Park	<ul style="list-style-type: none"> • Open space • Playground • Tennis courts
Norumbega Parkway 60 Central Street	Park	<ul style="list-style-type: none"> • Lady Victory sculpture
Parks & Recreation Center 647 Main Street	Recreation Center	<ul style="list-style-type: none"> • Conference room • Gym • Programming • Children's area • Kitchen
Paul Bunyan Park 515 Main Street	Park	<ul style="list-style-type: none"> • Passive recreation • Paul Bunyan statue
Pickering Square 25 Water Street	Plaza	<ul style="list-style-type: none"> • 2.4-acre plaza

PARKS, RECREATION, AND OPEN SPACE

Municipal Parks CONTINUED

Pierce Memorial 125 Harlow Street	Park	<ul style="list-style-type: none"> • Passive park • Plaza • Seating area
Prentiss Woods 500 Grandview Avenue	Natural Area	<ul style="list-style-type: none"> • 24.6 acres of wooded area • 2 miles of trails
Rolland F. Perry City Forest 100 Tripp Drive	Natural Area	<ul style="list-style-type: none"> • 680 acres of wooded area • 14.3 miles of trails • Picnic shelters
Sawyer Arena 107 13 th Street	Arena	<ul style="list-style-type: none"> • Ice rink
Talbot Park 100 Second Street	Park	<ul style="list-style-type: none"> • Picnic tables • Playground
Stillwater Park 325 Howard Street	Park	<ul style="list-style-type: none"> • Accessible playground • ½ basketball court
Summit Park Thomas Hill Road	Park	<ul style="list-style-type: none"> • 9.3-acre historic park
Union Street Complex 1355 Union Street	Park	<ul style="list-style-type: none"> • 3 lighted ASA regulation softball fields • 2 youth soccer fields
Waterfront Park 55 Railroad Street	Park	<ul style="list-style-type: none"> • Picnic tables • Benches • Walking paths • Marina • Electric and water hookups
West Market Square	Plaza	<ul style="list-style-type: none"> • 0.2-acre plaza
Williams Park 60 Newbury Street	Park	<ul style="list-style-type: none"> • Playground • Basketball court • Tennis court

PARKS, RECREATION, AND OPEN SPACE

2021 Parks and Recreation Master Plan

In October 2021, the Bangor Parks & Recreation Master Plan was completed. This plan includes an assessment and analysis of City parks and recreation facilities and department operations and budgeting. The plan provides recommendations for improvement based on the assessment and analysis and feedback from community outreach. Recommendations include guidance for funding for regular annual maintenance, needed repairs to existing facilities, upgrades to improve accessibility, and a feasibility study for Sawyer Arena and the Recreation Center facility.

Non-Municipal Facilities and Programming

Several community organizations also provide valuable recreation facilities and programming for Bangor residents to supplement those offered through the Parks and Recreation Department. For example, Bangor has five elementary schools with a variety of recreation assets that are accessible to the public outside of normal school hours; these include playgrounds, fields, and tracks. The Bangor Housing Authority provides a playground and splash pad. The Bangor YMCA provides an outdoor playground, indoor pool, fitness equipment, gymnasium, and a teen center. The Bangor East Little League maintains Taylor Fields.

PARKS, RECREATION, AND OPEN SPACE

Open Space

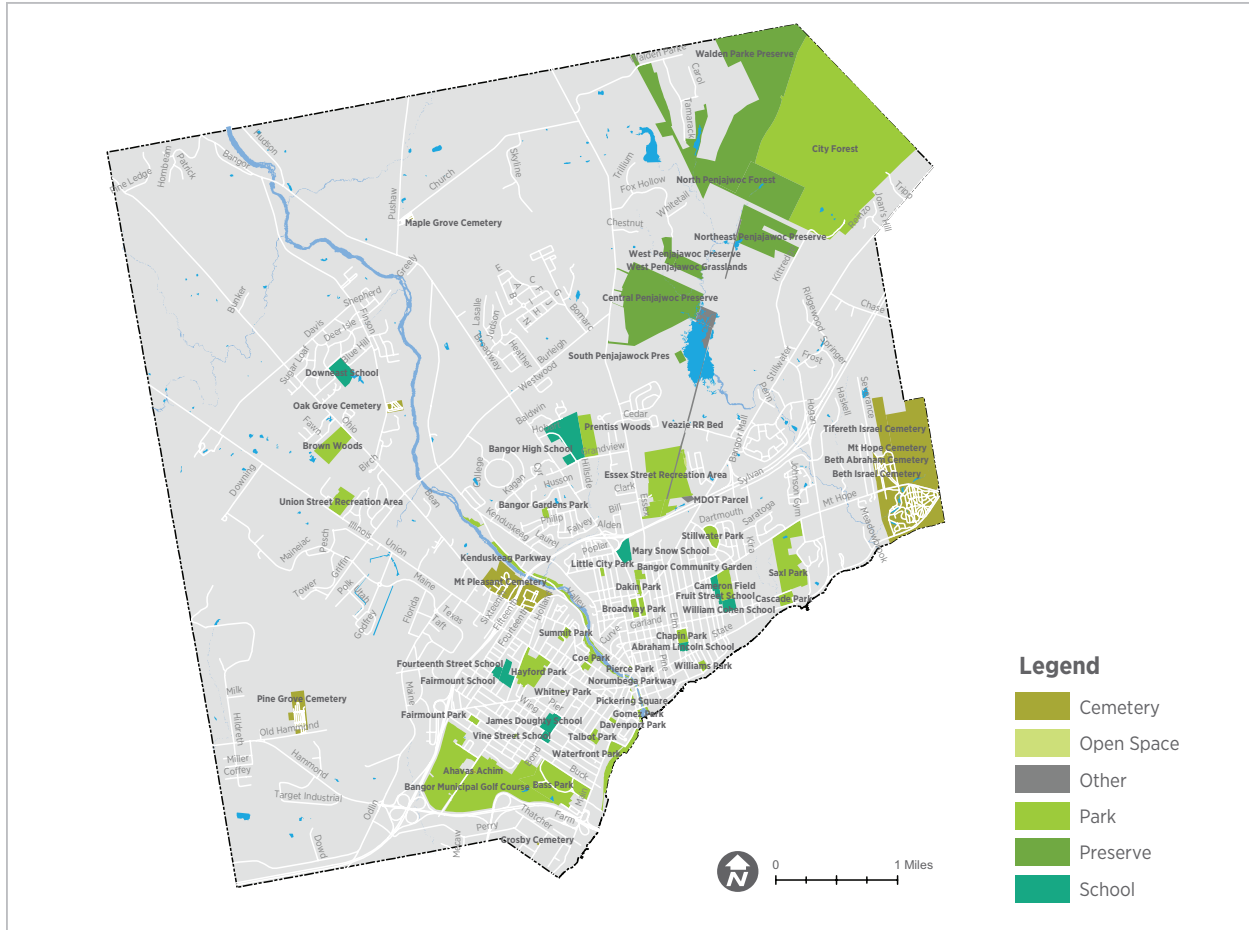


Figure 49: Open Space

The BLT was established in 2001 to protect natural areas in Bangor for public benefit. BLT has acquired and maintains more than 800 acres of conservation land. In addition to land and trail maintenance, BLT works to engage the community in long-term stewardship through community education programs to help people learn more about the natural environment. Preserves in Bangor under conservation by the BLT include Walden-Parke Preserve, North Penjajawoc Forest, Northeast Penjajawoc Preserve, South Penjajawoc Overlook, Central Penjajawoc Preserve, and West Penjajawoc Grasslands.

PARKS, RECREATION, AND OPEN SPACE

Challenges and Opportunities

One theme from the 2021 Master Plan is the high number of parks and facilities maintained by the Bangor Parks and Recreation Department with a relatively low operating budget, compared to similarly sized communities. The staffing and funding necessary to operate and maintain these amenities must remain an important consideration for future planning and operations. Similarly, the equitable distribution of facilities and programs around the City should also be considered. Despite the quantity of amenities Bangor offers, there are some current and anticipated gaps in service the department could explore addressing. Future opportunities for consideration include a community center, additional indoor recreation spaces, athletic fields, trail connectivity, a senior center, and increased staffing.

Staffing

There is an opportunity to bring Bangor's Parks and Recreation Department staffing levels and operating budget in line with those of comparable communities. Bangor has 13 FTEs, whereas similarly sized communities have approximately 21 FTEs, based on data collected in the 2021 Bangor Parks and Recreation Master Plan. Bangor also hires 66 – 75 seasonal, part-time employees each year to help meet staffing needs. These seasonal hours worked are twice those of similar communities. Bangor's Parks and Recreation workload is also twice or more than that of similar communities in terms of maintenance obligations. The Bangor Parks and Recreation Department has twice as many parks, three times the trail miles, and double the number of buildings than comparable communities. The department also has several unique parks and recreational assets that it is responsible for managing that are not typical of other departments in comparable communities, including a golf course, marina and public dock, and community garden. Addressing staffing needs will help to ensure that the City can continue to maintain existing facilities and can increase recreation programming to meet the changing needs of the community.

Diversifying park facilities

Bangor should consider diversifying neighborhood parks to engage a wider user group and expand opportunities for recreation. As playgrounds are replaced, or new playgrounds are installed, the department should consider diversifying the play structures. The 2021 Parks and Recreation Master Plan recommends adding additional play structures for toddlers and young children and improving accessibility of all parks through the incorporation of universal design in the development of new park amenities and the rehabilitation of older facilities. The department should also consider adding tennis and pickle ball courts at various locations.

Community center

Further evaluation of the department's indoor recreation facilities is recommended. Bangor has fewer recreation and community centers than other communities in the New England region, and Bangor's recent Parks and Recreation Master Plan identified that a community the size of Bangor could support two recreation centers. The existing recreation center is aging and does not meet the capacity needs for indoor programming for both adults and children.

PARKS, RECREATION, AND OPEN SPACE

Challenges and Opportunities CONTINUED***Trails and trail connectivity***

Access to parks and natural areas is important for the quality of life for Bangor residents. Throughout its greater park system, Bangor has five natural preserve areas and maintains over 39 trail miles. There is strong community support for walking paths and hiking trails. There is community support for the addition of trails and trail segments that contribute to better connectivity between neighborhoods and parks. In addition, the City has worked with volunteer and community organizations on trail maintenance and access for different user groups including mountain biking.

Community gardens

The Parks and Recreation Department maintains a community garden with 185 raised beds for public use. Consideration should be given to assessing the demand for additional community garden space. There are more than a dozen other community gardens throughout the City, including on school campuses and at apartment complexes. Community gardens offer an opportunity for residents to grow their own food, engage with the community, and serve as a hands-on learning opportunity for students. Community-led initiatives include educational programs and gleaning efforts that support local food pantries. In addition to identifying potential locations for gardens, the City should consider how new facilities and programs could be managed without burdening existing staff resources.

Partnerships

Partnerships with private and nonprofit agencies will continue to have a future role in providing parks and recreation services to Bangor. The City currently partners with four different AmeriCorps groups for park maintenance. Similarly, the Parks and Recreation Department also maintains some school athletic facilities and school grounds. Bangor Parks and Recreation should continue to explore partnership opportunities for added value and to support the City's maintenance and stewardship efforts.

Parks and Recreation will continue to play a significant role in Bangor's quality of life well into the future. Planning documents such as the Parks and Recreation Master Plan and the City's Forest Management Plan should be updated regularly to help ensure these amenities continue to meet its residents' current and future needs.

ECONOMY

In the 19th century, Bangor's economy was dominated by the lumbering industry. Bangor is strategically located on the western side of the Penobscot River with navigable access to the Atlantic Ocean, 30 miles south. Over 100 sawmills once operated in Bangor, and the City was once one of the largest lumber ports in the world. Bangor's economic base has since shifted. The City has a stable and diversified economy with management and administration, retail and food service, education, and healthcare being the current largest employment sectors.

Bangor is often described as a service center for the region and serves as one of the largest retail markets in Maine. The Bangor Mall, Airport Mall, Broadway commercial center, Union Street commercial corridor, and the Bangor Center Development District (downtown) have long established Bangor as the hub of the six-county eastern Maine retail market. Bangor's retail sector serves an extensive geographic area ranging from eastern Maine to the Canadian Maritimes, with a population exceeding 3.1 million. On a typical workday, the City's daytime population doubles to roughly 60,000, when considering the average daily commuters, students, tourists, shoppers, and visitors for medical and other appointments.

In addition to serving as the primary retail center for the region, Bangor is the service center for communications, government services, banking, industry, transportation, and healthcare. Bangor also serves as northern New England's economic link to the Canadian Maritimes and eastern Quebec. For these reasons, spending is attributable not only to local residents, but also to local employees, local businesses, and visitors who come to the City for services, shopping, and leisure, including residents of Canada.

Unlike many independent local retailers throughout the United States that are currently experiencing financial challenges (high rents, competition from online retailers, difficulty recruiting and retaining employees, and increasing healthcare costs), Bangor retailers continue to support a stable and varied economic base. Major employers include a diversified mix of healthcare, educational, professional, retail, manufacturing, and governmental entities. To date, the City has recorded less of an impact in its economic base, due to the impacts of COVID 19 or other macroeconomic trends listed above, compared to other areas throughout the country.

With less than 3% of the state's population, Bangor's share of the state's retail sales is proportionally higher. In fiscal year (FY) 2020, Bangor's retail taxable sales were \$1.84 billion and represent 7.27% of total state retail taxable sales. Shifts in the retail market have created challenges in some of the City's large retail centers. Specifically, the Bangor Mall is facing the same challenges as other retail centers around the country, with numerous vacancies as retail sales shift to online. The pandemic has accelerated this transition, leaving many brick-and-mortar stores struggling. This is further exacerbated in the broader region by the COVID-19-related closure of the Canadian border. The full impacts of such challenges may not be completely realized for some time.

ECONOMY

Economy CONTINUED

Bangor has also become a cultural and entertainment center as well as a hub for innovation and transportation. While lesser known for its cultural and educational amenities, these are growing industries in Bangor that can and do attract visitors to the City from a broad region.

Bangor is a commercial and economic center serving a much larger geographic area than other communities of a comparable population. As a result, the City has been challenged to address problems that are typically associated with much larger urban areas, including providing amenities for a daytime population that is more than double the resident population, providing services for the growing unhoused population, and addressing regional transportation needs for residents and the influx of employees, students, and visitors.

Current Trends in Employment

Even with a slight decline in population from 2010 to 2019, total jobs in Bangor increased by 6.3%, to just over 37,000, during the same period. The total number of workers residing in Bangor also grew between 2010 and 2019.

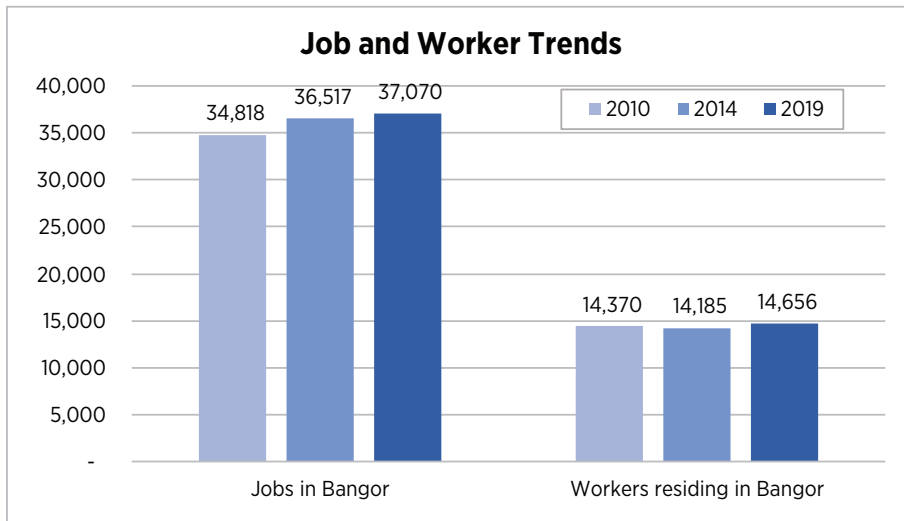


Figure 50: Job and Worker Trends
 Source: USCB Longitudinal Employer-Household Dynamics

The greatest share of Bangor’s residents are employed in healthcare. This is followed by retail trade, education, accommodation, and food services. Bangor exceeds employment levels of residents in both the County and the State in these sectors, but is underrepresented in manufacturing, construction, and agriculture/forestry/fishing/hunting/mining sectors.

ECONOMY

Current Trends in Employment CONTINUED

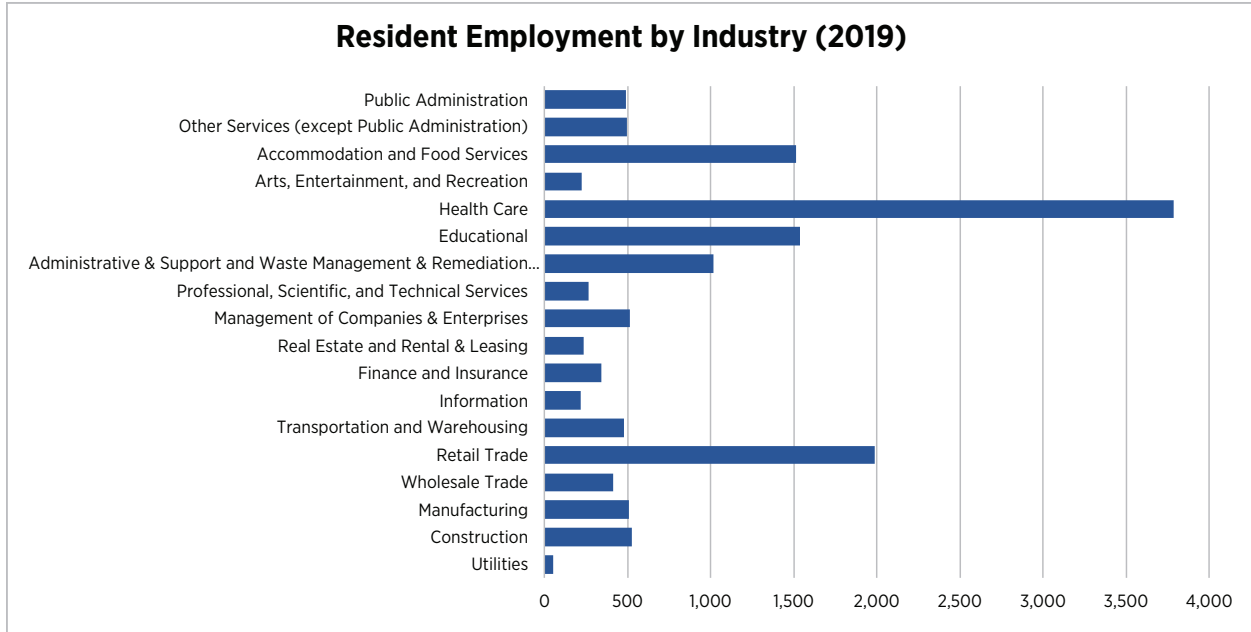


Figure 51: Resident Employment by Industry
 Source: USCB Longitudinal Employer-Household Dynamics

In recent years, the Arts, Entertainment, and Recreation sector has experienced the highest percentage growth with employment nearly doubling, while the Healthcare and Social Assistance sector still has the most employment with 14,742 jobs in 2019, an 8.6% increase from 2014. Retail Trade, Educational Services, and Accommodation and Food Services are the next largest employment sectors in the metro area; however, retail employment in the metro area declined from 2014 to 2019.

ECONOMY

Current Trends in Employment CONTINUED

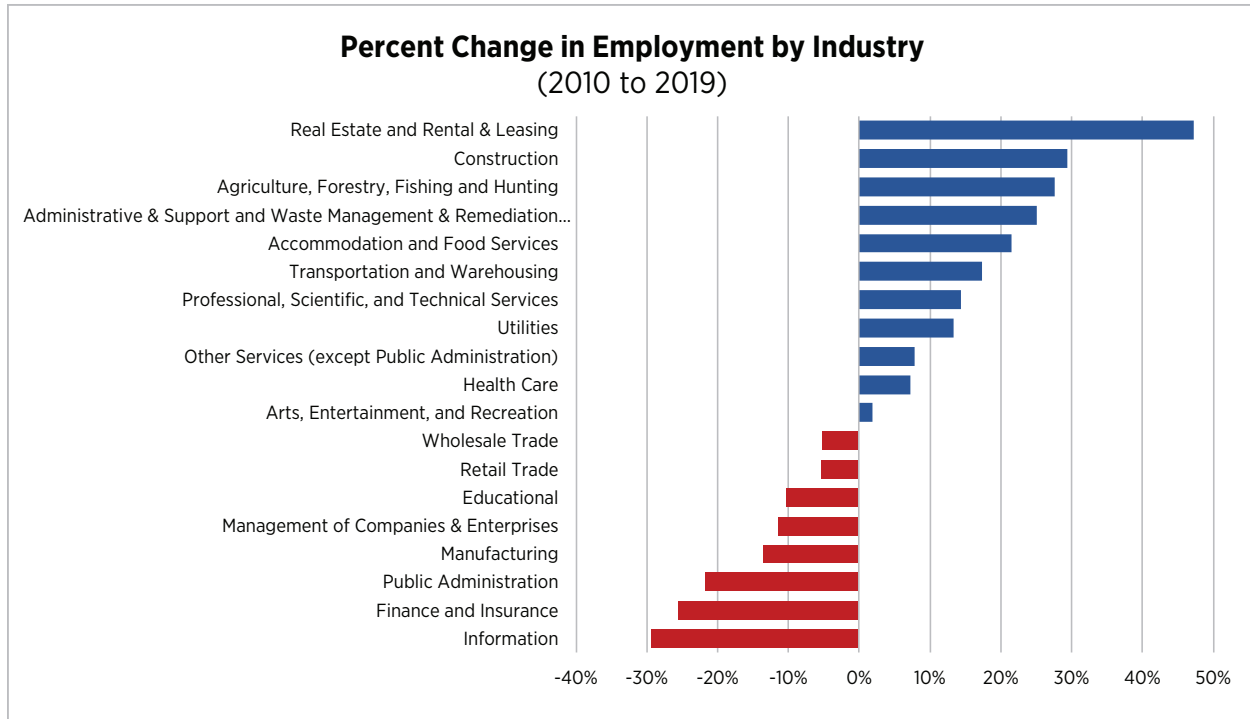


Figure 52: Percent Change in Employment by Industry
 Source: USCB Longitudinal Employer-Household Dynamics

The area’s major employers are primarily healthcare facilities and retail corporations. The region’s largest employer is Northern Light Eastern Maine Medical Center. Additional top employers in the region with more than 500 employees include Northern Light Health; Hannaford Brothers, Co.; Saint Joseph Hospital; Walmart/Sam’s Club; Penobscot Community Healthcare; Husson University; Acadia Hospital; and Bangor Savings Bank.

The majority of projected job openings through 2029 in the Northeast Region of Maine are in retail sales, personal care aides, food service, and janitorial services. These are largely occupations that are low paying and do not require a higher degree.

ECONOMY

Current Trends in Employment CONTINUED

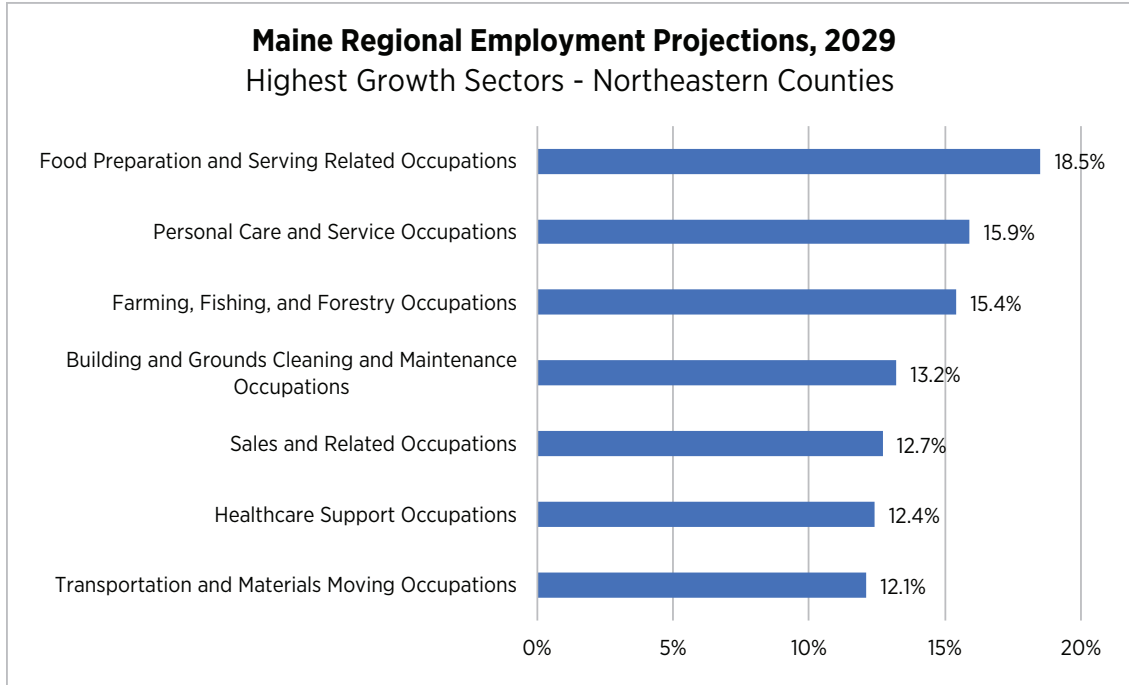


Figure 53:
Maine Regional Employment Projections
Source: Maine Center for Workforce Information

Commuter Trends

The total number of jobs in Bangor has increased since 2010. Likewise, there has been an increase in commuters to Bangor and residents working in Bangor. In 2019, there were more than 29,000 workers commuting to jobs in Bangor. This was a 7% increase from 2010.

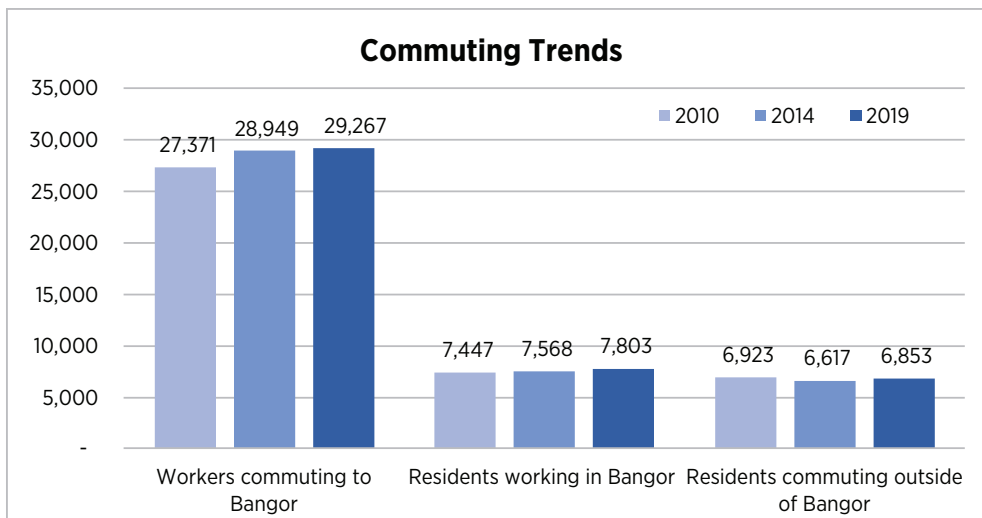


Figure 54: Commuting Trends
Source: USCB
Longitudinal Employer-Household Dynamics

ECONOMY

Commuter Trends CONTINUED

Despite the availability of public transportation, only 1% of Bangor’s commuters use public transportation to commute to work, and the vast majority (73%) drive alone for their commute. Compared to the county and state, Bangor residents commute shorter distances to work, on average. Most residents (71%) commute less than 10 miles to work, compared to less than 50% for the county and state.

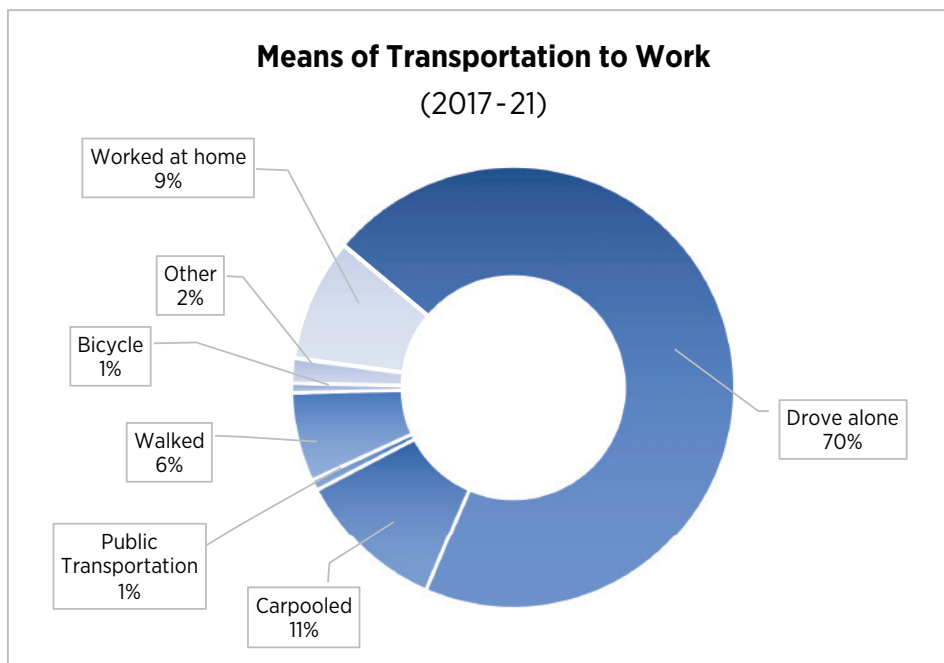


Figure 55: Means of Transportation to Work
 Source: American Community Survey

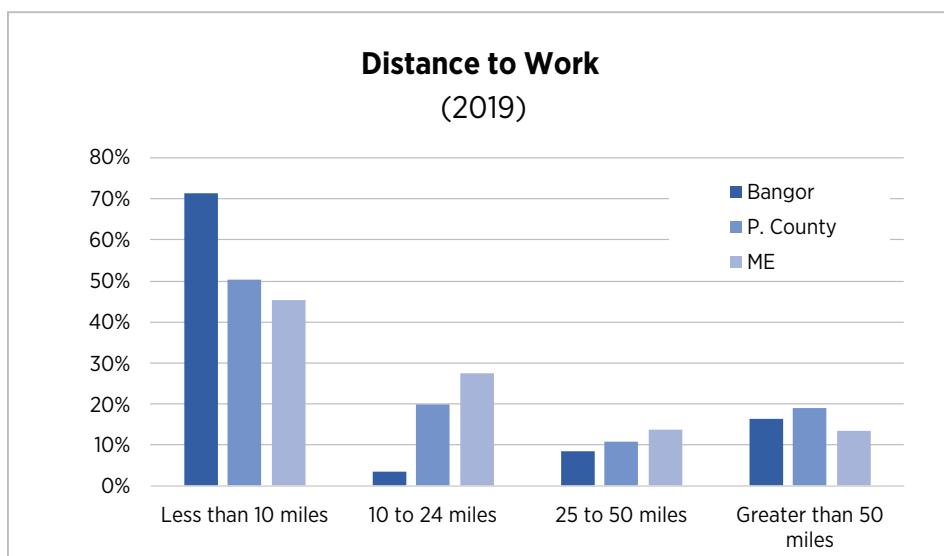


Figure 56: Distance to Work
 Source: USCB Longitudinal Employer-Household Dynamics

ECONOMY

Economic Advantages

Bangor has several unique advantages compared to other communities in Maine and the northeast that make it a desirable place to work, live, and do business.

Schools – Bangor Public Schools are consistently ranked among the top public schools in the state. Additionally, Bangor is home to four colleges and universities, including Husson University, Beal University, University of Maine-Augusta at Bangor, and Eastern Maine Community College. A strong public school system and higher education institutions can draw employers who are looking to attract employees to relocate and to find qualified new talent.

Downtown – Unlike other former mill communities in the northeast, many of which have struggled to revive their economies after decades of decline, Bangor has a thriving downtown. Like many downtown districts, downtown Bangor experienced a decline after the development of the Bangor Mall and other strip retail development outside of the urban core in the 1970s. In 1984, the Downtown Bangor Partnership was formed, and a special assessment downtown district was established to support the revitalization of downtown Bangor. The organization focused on maintenance, beautification initiatives, and events to draw people downtown and make the district a viable and pleasant place to be. This effort, combined with City and community involvement and support, helped to revive downtown Bangor.

Transportation infrastructure – Bangor International Airport (BGR) is an important asset to the region as it provides access to passenger travel as well as being an important hub for logistics and trade. A new transit center is currently under construction in Pickering Square in downtown Bangor, to support the Community Connector, Bangor’s local bus transit system. The Community Connector bus lines serve the City and provide service to surrounding towns. In addition, the City’s location along I-95 and the Penobscot River provides easy access for truck transport and access to the Port of Searsport. The City is also served by two freight rail lines.

Cultural amenities – Bangor has several major entertainment venues that draw visitors from the larger region, as well as several smaller venues and attractions. Since 2001, with the opening of the Maine Discovery Museum, the City has continued to add new arts, culture, and entertainment amenities, including large venues like the Cross Insurance Center arena, Hollywood Casino Hotel and Raceway, and the waterfront Maine Savings Amphitheater.

Despite all of these advantages, the City’s population has remained relatively stagnant since the 1970s. While Maine has experienced growth through in-migration, especially in the past two years during the pandemic, this growth has not been experienced evenly throughout the state. New residents are predominantly moving to southern and coastal Maine, while much of northern and rural Maine has continued to experience population loss as younger people move away to more urban areas. Promoting Bangor’s quality of life and economic advantages will be important to the City’s long-term economic growth.

ECONOMY

Economic Advantages CONTINUED

Arts

Shop

ART FOOD SHOPPING ENTERTAINMENT

fitness

slow

DISCOVER DOWNTOWN BANGOR

A full directory of downtown businesses can be found at DOWNTOWNBANGOR.COM

Figure 57: Discover Downtown
Source: downtownbangor.com

Bangor’s Economic Development Strategic Plan

In the fall of 2021, the City retained consulting firm Better City to develop an Economic Development Strategic Plan for Bangor. The plan identified depopulation as a critical concern and efforts to reverse this trend and to support population growth and diversity are central to the plan’s recommendations. The plan recognizes the need to promote the City and its amenities through a comprehensive communications and marketing strategy and to continue to enhance livability to attract and retain people (especially young professionals) to live and work in Bangor.

The plan also recognizes the importance of downtown to the City’s economic growth. The plan’s recommendation to create an entertainment district along Front Street would involve supporting the development of new entertainment venues in the area, as well as improving connectivity between the proposed entertainment district and downtown.

ECONOMY

Maine Economic Development Strategy 2020 – 2029

In 2019, the State of Maine produced a 10-year Economic Development Strategy. The plan identifies statewide concerns for economic growth in the next decade, including a shrinking workforce and low wages. Similar to Bangor’s Economic Development Strategic Plan, the state’s strategy also focuses on building and sustaining a strong labor force. As the oldest state in the nation, Maine is especially impacted by a decline in the workforce due to an aging population. The plan refers to talent and innovation to spur growth, specifically recommending support for education, research, and development of and investment in emerging industries such as renewable energy and bio-forest products.

The plan also identifies opportunities for growth and provides recommendations that are synchronized with the state’s goals to address climate change, recognizing that economic growth and environmental sustainability are not mutually exclusive. Growing the workforce through investments in education, collaboration with colleges and universities, attracting new workers to Maine, and supporting growing industries including alternative energy production and forest products, are top priorities for Maine. The plan also identifies the Bangor region as a “hub of excellence,” noting the transportation infrastructure, educational institutions, services, and the region’s overall livability. The state’s focus on strengthening existing economic hubs offers an opportunity for Bangor to work with the state and surrounding towns to leverage the area’s existing assets to support economic growth.

Impacts of the COVID-19 Pandemic

Bangor is still experiencing the economic impacts of the COVID-19 pandemic, and it is unclear what a post-pandemic economy will look like for the City, state, and nation. Taxable retail sales declined 5.5% for 2020 compared to 2019, with lodging and restaurants having the steepest decline in sales and building supplies experiencing an increase of nearly 20%. This is consistent with trends across the country.

Employment has recovered since the early impacts of the pandemic in 2020. The unemployment rate trended downward between 2013 and 2018 and did not rise significantly until a pandemic-related increase in 2021. Total employment increased by 10.6% from June 2020 to June 2021. The Bangor region’s unemployment rate in November 2021 was 4.1%, slightly lower than Maine’s rate of 4.9%. Wages have also increased. The average weekly wage in Penobscot County grew 15% from December 2019 to December 2020.

ECONOMY

Impacts of the COVID-19 Pandemic CONTINUED

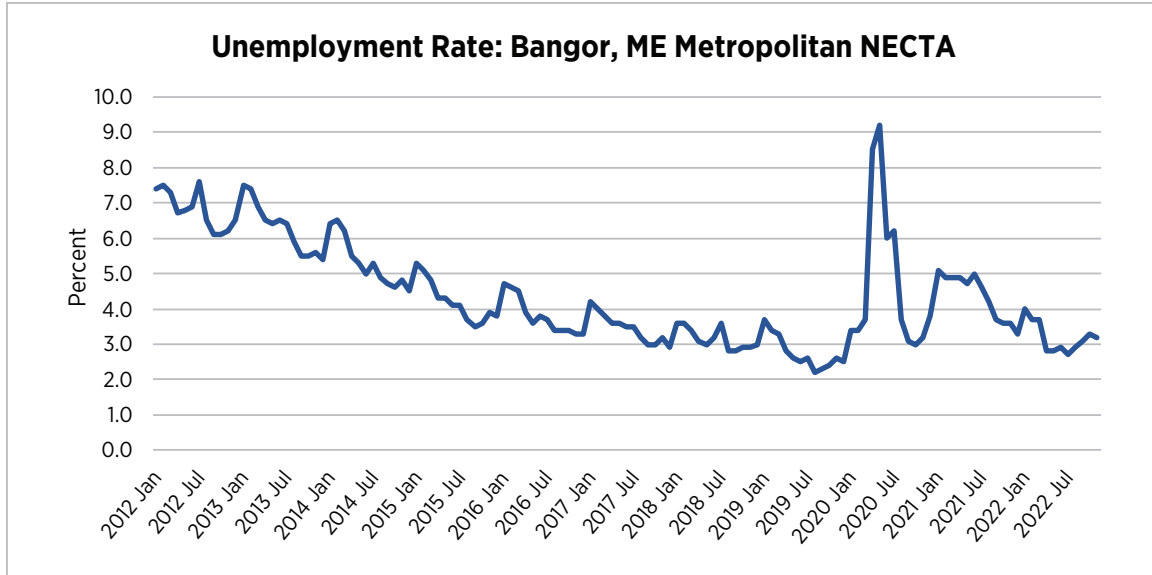


Figure 58: Bangor Metro NECTA (New England city and town area) – Unemployment Rate
 Source: Bureau of Labor Statistics

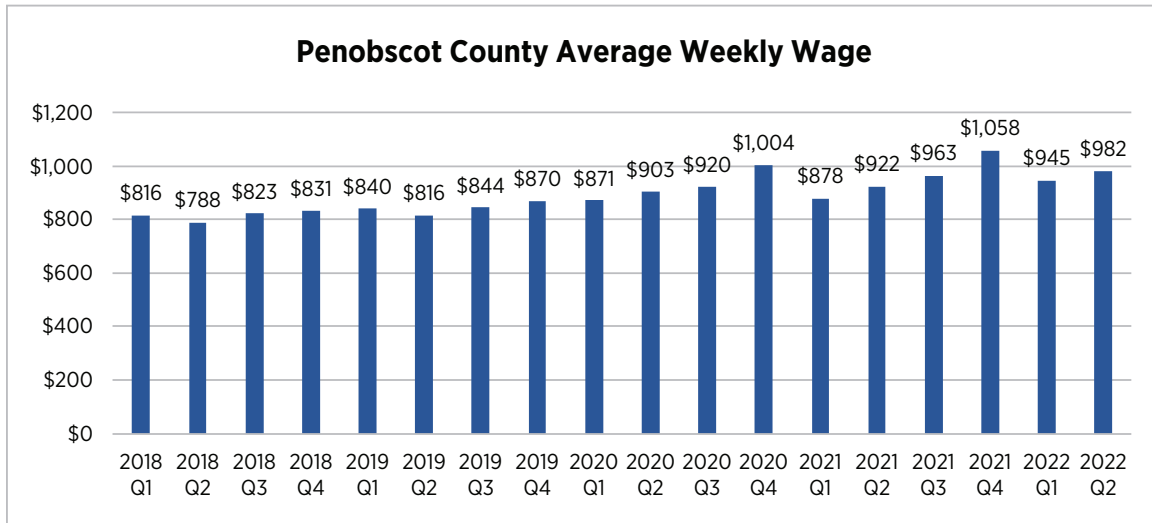


Figure 59: Penobscot County Average Weekly Wage
 Source: Maine Department of Labor, Center for Workforce Research & Information

ECONOMY

Challenges and Opportunities

Manufacturing and the forest bioeconomy

The recent sharp increase in demand for industrial property presents a growth opportunity for Bangor. The emergence of the marijuana industry in Maine and the surge in e-commerce, especially since 2020, have generated a demand for industrial space. The City’s physical location with access to I-95 and Bangor International Airport makes it an ideal location for certain manufacturing businesses. With a current vacancy rate for industrial properties of 1.9%, it is a challenge for business owners to find a location within Bangor. While there are opportunities to construct new industrial facilities, the current high cost of construction could be a deterrent for many prospective buyers.

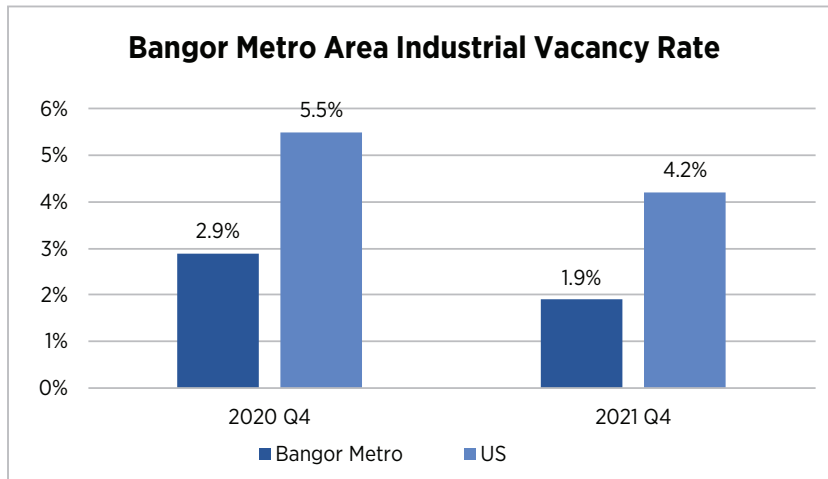


Figure 60: Bangor Metro Area Industrial Vacancy Rate
 Source: National Association of Realtors Commercial Real Estate Metro Market Report, 2021.Q4

Maine’s climate action plan recommends investment in and promotion of the emerging bio-based wood products industry. Investing in innovation in forest products could benefit the local economy by taking advantage of existing amenities and infrastructure while also providing more sustainable materials and reducing waste. The former Madison Paper Industries mill in Madison, Maine was recently purchased in late 2021 by GO Lab to be converted to manufacture wood-fiber insulation. This will be the first of its kind facility in North America, and it represents an opportunity for growth in manufacturing in Maine.

Housing and construction

The cost of construction is also a challenge for new housing construction. In January 2022, the median home sales price in Portland, Maine was approximately double the median home sales price in Bangor. This disparity in home sales prices indicates a likely lower rate of return on housing development in the Bangor area compared to Portland or other communities in southern and coastal Maine, making it a less desirable place to invest in development. The limited supply is affecting the increasing cost of housing and combined with the relatively low median income in Bangor, has created an affordability crisis.

ECONOMY

Challenges and Opportunities CONTINUED***Bangor Mall***

The Bangor Mall has experienced an increase in vacancies over the last several years. As of October 2021, there were 22 vacant storefronts within the mall. The recent addition of entertainment businesses to the mall has been a welcome change after a steep decline in the facility's operations. While the mall is privately owned, the City of Bangor has an interest in considering potential redevelopment opportunities to improve an area that has been underused.

Perception of Bangor

Bangor is widely recognized as a service center for the region; however, the City's cultural and recreational amenities and excellent quality of life are lesser known to those outside of the metro region. The nation has experienced a recent pandemic trend of migration away from large cities to small cities and rural areas. Bangor can capitalize on this trend by marketing its amenities and quality of life, including outdoor recreation opportunities, schools, entertainment, transportation, and proximity to both the ocean and mountains.

New Mainers

In December 2021, Bangor was approved by the U.S. State Department to be a refugee resettlement site. This initiative was led by Catholic Charities of Maine with support of the City Council. The City recognizes the benefits that cultural diversity and the range of skills and experiences that refugees and asylum seekers would bring to Bangor.

While the addition of new residents to Bangor will contribute to the cultural diversity of the community and growth of the workforce, initially, the City will need to consider the unique service needs of refugees and asylum seekers. Many of the individuals relocating to Bangor as refugees and asylum seekers will need assistance with housing, translation, and interpretation services, and other basic needs upon arrival.

Broadband

Improved broadband services are critical to attracting working-age professionals to Bangor. In addition, broadband access has become an essential service for all residents. With the transition of education, services, commerce, and communication to be more online, access to affordable high-speed internet is necessary to support residents' and businesses' ability to work, learn, and do business in Bangor. Broadband access can also increase the ability for residents to establish home occupations and enable opportunities for entrepreneurs.

Recreation economy

One of Bangor's greatest assets is its park system and variety of recreational opportunities, including the waterfront, golf course, several forest areas, and extensive trail system. In addition, the City's proximity to Acadia National Park, state parks, and other public lands and recreation areas make it an ideal gateway community for outdoor recreation enthusiasts. Building upon and marketing these assets could create a new area of economic growth for Bangor while also preserving and enhancing key amenities for existing community members.

HOUSING

One of Bangor's greatest challenges is the lack of safe, quality, and affordable housing. Housing markets are driven by many factors, including consumer demand and preferences, household incomes, mortgage rates, and labor and construction material costs. While Bangor's housing costs are low relative to housing markets in other metropolitan areas in the state and region, the combined effect of changing consumer demands for housing types, shortage in housing supply, and a low area median income have resulted in a lack of safe and affordable housing in Bangor.

Bangor is not unique in its critical need for affordable housing; however, the Bangor metro area has been especially impacted due to slow housing development and incomes that have not kept pace with increasing housing costs. A recent study by the Wall Street Journal and Realtor.com ranked the Bangor metropolitan area ninth on its list of emerging housing markets. The study considered rising prices, supply and demand, and other economic indicators. With new housing construction continuing to lag, this trend is expected to continue.

There are several forces influencing Bangor's housing market, many of which are also being experienced in other housing markets in the region and nationally. The City of Bangor, like other municipalities, is under pressure to take on the housing challenges that have resulted from broader economic trends. The City recognizes that addressing the housing needs of Bangor residents is an ongoing challenge that requires the coordinated effort of multiple partners and strategies over the long-term.

Housing Stock

From 2014 to 2019, the total number of housing units in Bangor decreased by 1.5%. During that same period, the number of occupied units decreased by 3.4% and the number of vacant units increased by 16.6%. This overall reduction in the housing supply has contributed to the strain on the housing market. While some units that are categorized as vacant are seasonally occupied, others have been converted for use as short-term rentals, or taken out of the housing market altogether due to deterioration and neglect.

HOUSING

Housing Stock CONTINUED

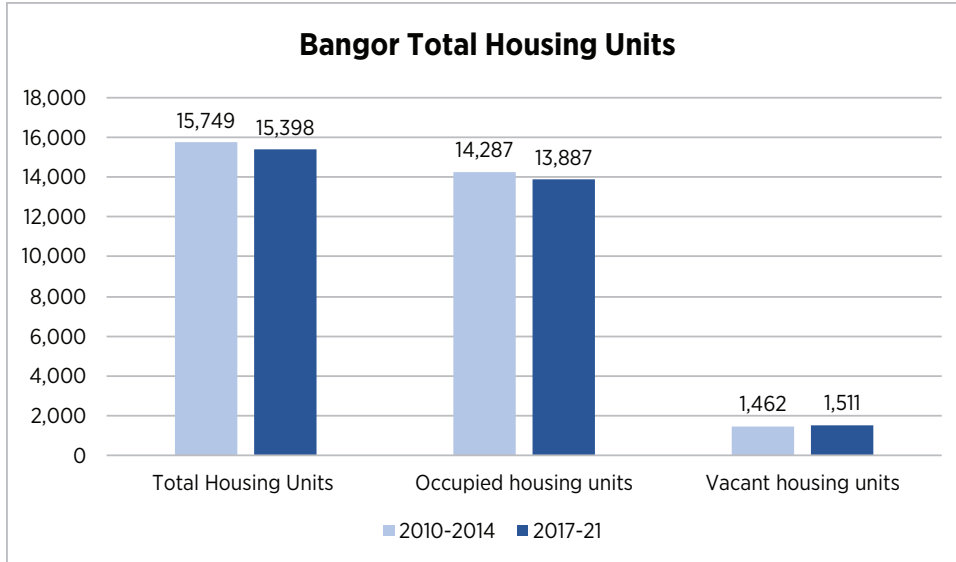


Figure 61: Bangor Total Housing Units

Source: American Community Survey (Note: The term Vacant housing units is defined broadly by the U.S. Census Bureau and may not be an accurate representation of vacant, unoccupied housing units.)

The City has a variety of housing types and styles and both renter and owner-occupied housing. There are more renter occupied units than owner-occupied units; however, the number of owner-occupied units has increased, while the number of rental units has decreased by about 10 percent from 2014 to 2019.

The City’s housing stock has declined and has not diversified enough to keep up with shifts in demographics and changing housing needs of the community. Approximately 43% of the City’s housing units are single-family detached homes while units within multi-family buildings of five or more units comprise less than one-quarter (22%) of Bangor’s housing stock. Compared to the state and county, Bangor has a much more diverse housing stock. Still, the current demographics of the City, projected population changes, and recent community feedback, indicate a need for more housing diversity, including smaller units, multi-family development, and housing for seniors and special needs populations.

HOUSING

Housing Stock CONTINUED

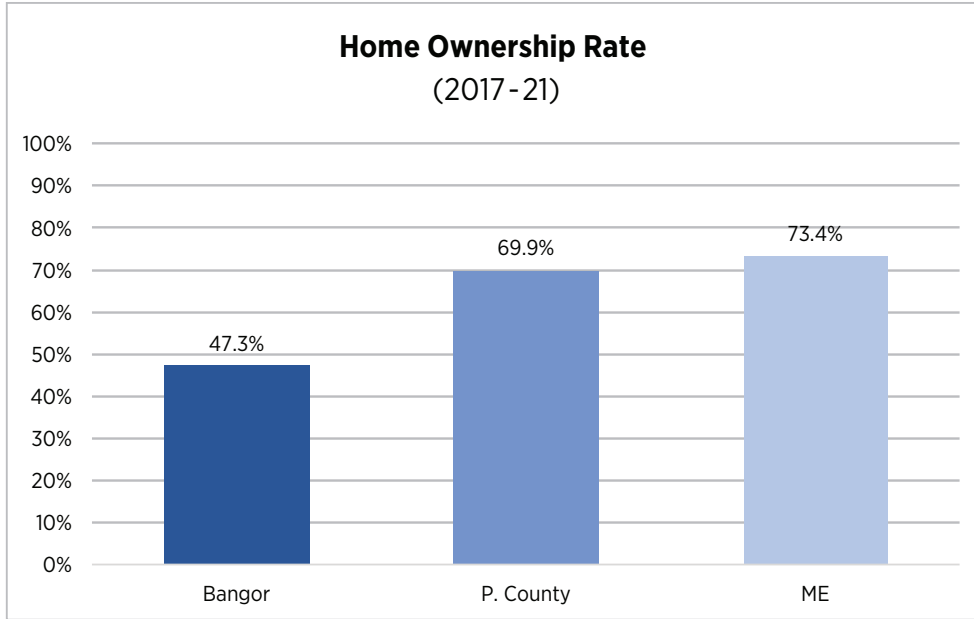


Figure 62: Home Ownership Rate
Source: American Community Survey

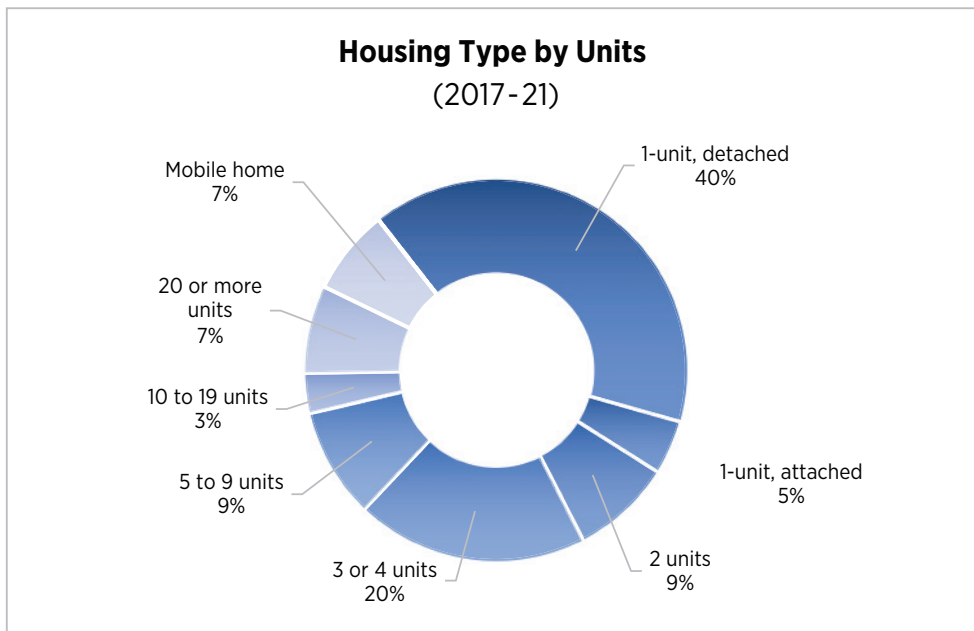


Figure 63: Housing Type by Units
Source: American Community Survey

HOUSING

Affordability

Housing in Bangor has become less affordable to Bangor residents. While housing costs for both rentals and sales are considerably lower than southern and coastal Maine, the lower median income in Bangor means that housing is still unaffordable for many residents. Housing costs have steadily increased in recent years, but wages have not increased proportionately. Nearly 20% of Bangor residents live below the federal poverty level. The existing problem of housing affordability has been exacerbated by a slow-down in production and increase in cost of construction in the past two years. Median home sales prices have increased across the country and especially in Maine. While Bangor’s median home sales price remains lower relative to the state and national prices, the City has experienced a 36% increase in median home sales price from 2018 to 2022.

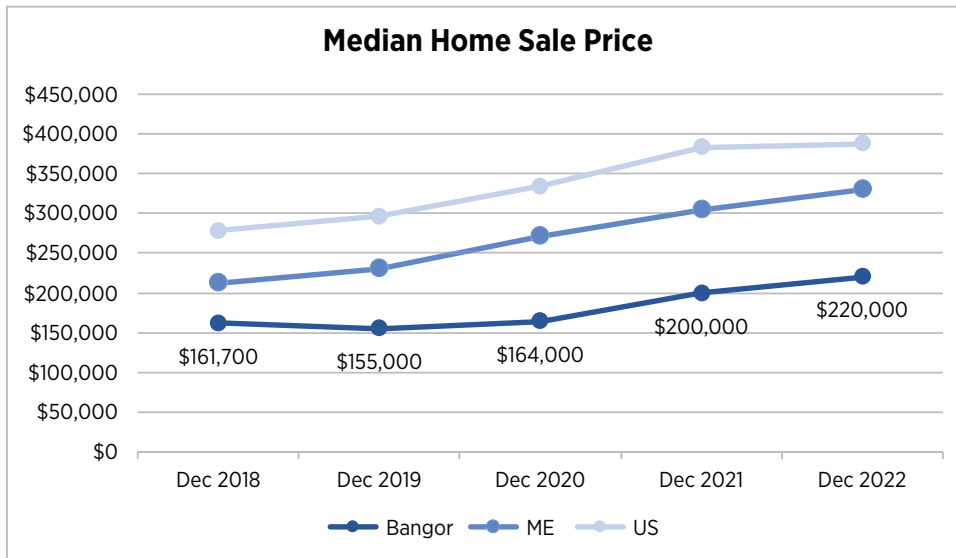


Figure 64: Median Home Sale Price
 Source: Redfin.com

Housing affordability is typically evaluated by measuring the proportion of a household’s income that is spent on housing costs. Households spending 30% or more of their gross income on rent or a mortgage are considered to be housing cost burdened. By this measure, almost half (47.5%) of Bangor residents who rent their home are housing cost burdened. The Affordability Index is a measure of housing affordability for a particular geography, using the ratio of rent that is affordable (using the 30% measure) to the median income household to median rent for a two-bedroom apartment. Using this ratio, an index of less than one is considered unaffordable. Using the Affordability Index, the rental housing market in Bangor has not been affordable since 2000. The 2020 Affordability Index of 0.74 indicates that more than 60% of Bangor households are unable to afford the median rent.

HOUSING

Affordability CONTINUED

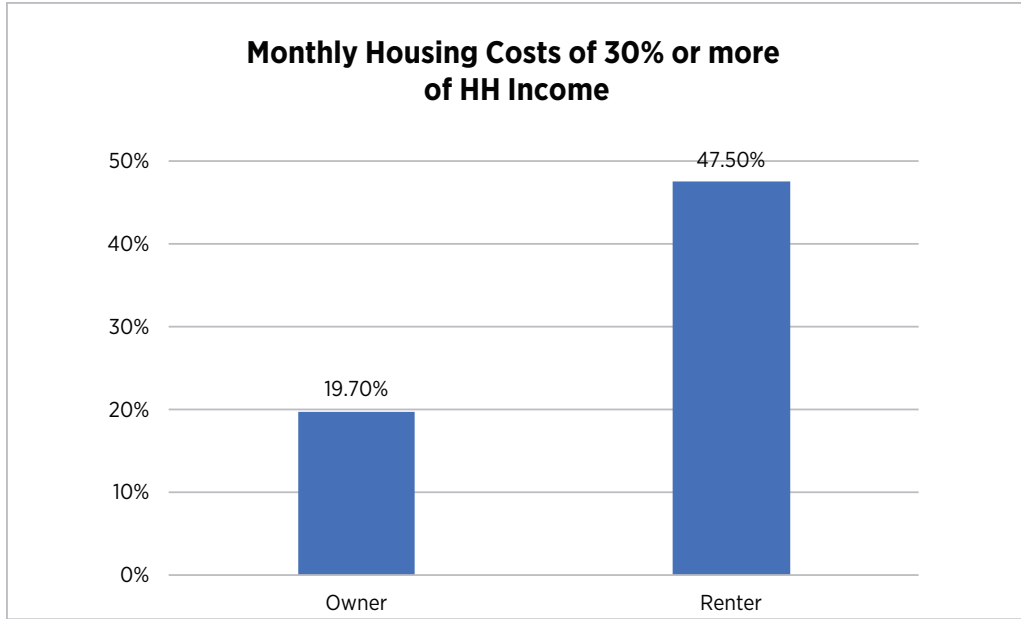


Figure 65: Monthly Housing Costs of 30% or more of HH Income
Source: MaineHousing

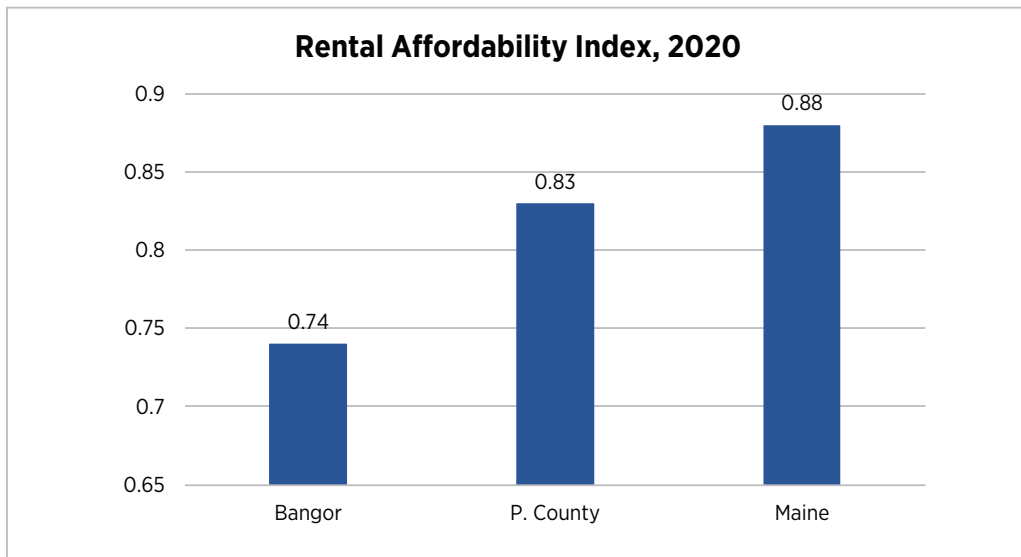


Figure 66: Rental Affordability Index
Source: MaineHousing

HOUSING

Housing Demand

Changing demographics, including smaller average family size and an aging population, have resulted in shifts in the demand for different housing types. Smaller households, including more single-person households, have generated a demand for smaller units, more rental units, and housing close to services and amenities.

The state and region's aging population is driving demand for senior housing and assisted living facilities. In addition, the growing unhoused population in Bangor also has unique housing needs that are not being met by the existing housing market. Additional temporary and supportive housing for those dealing with mental health and substance abuse issues is needed.

Housing Supply

From 2014 to 2019, Bangor experienced a net loss of 239 housing units. Loss of housing units may be partially a result of units being taken off the market due to needing repairs to be habitable. Other units may have been converted for use as short-term rentals or for seasonal use.

One factor that is contributing to the loss of available housing units is the age of the City's housing stock. Like other cities in the northeast, much of Bangor's housing is very old and in need of costly repairs and upgrades to maintain a basic level of habitability. More than one-third (37%) of Bangor's housing stock was constructed prior to 1940, and more than half of all units were constructed prior to 1960. After decades of consistent housing construction, only 2% of the City's housing stock was constructed after 2010.

HOUSING

Housing Supply CONTINUED

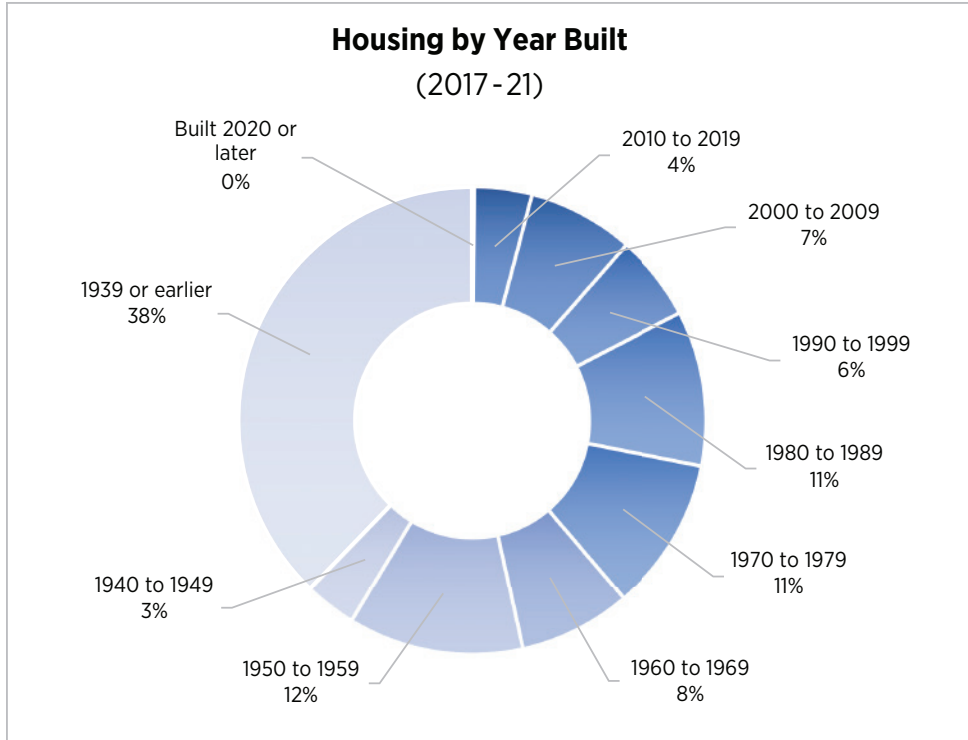


Figure 67:
Housing by Year Built
Source: American Community Survey

HOUSING

Housing Supply CONTINUED

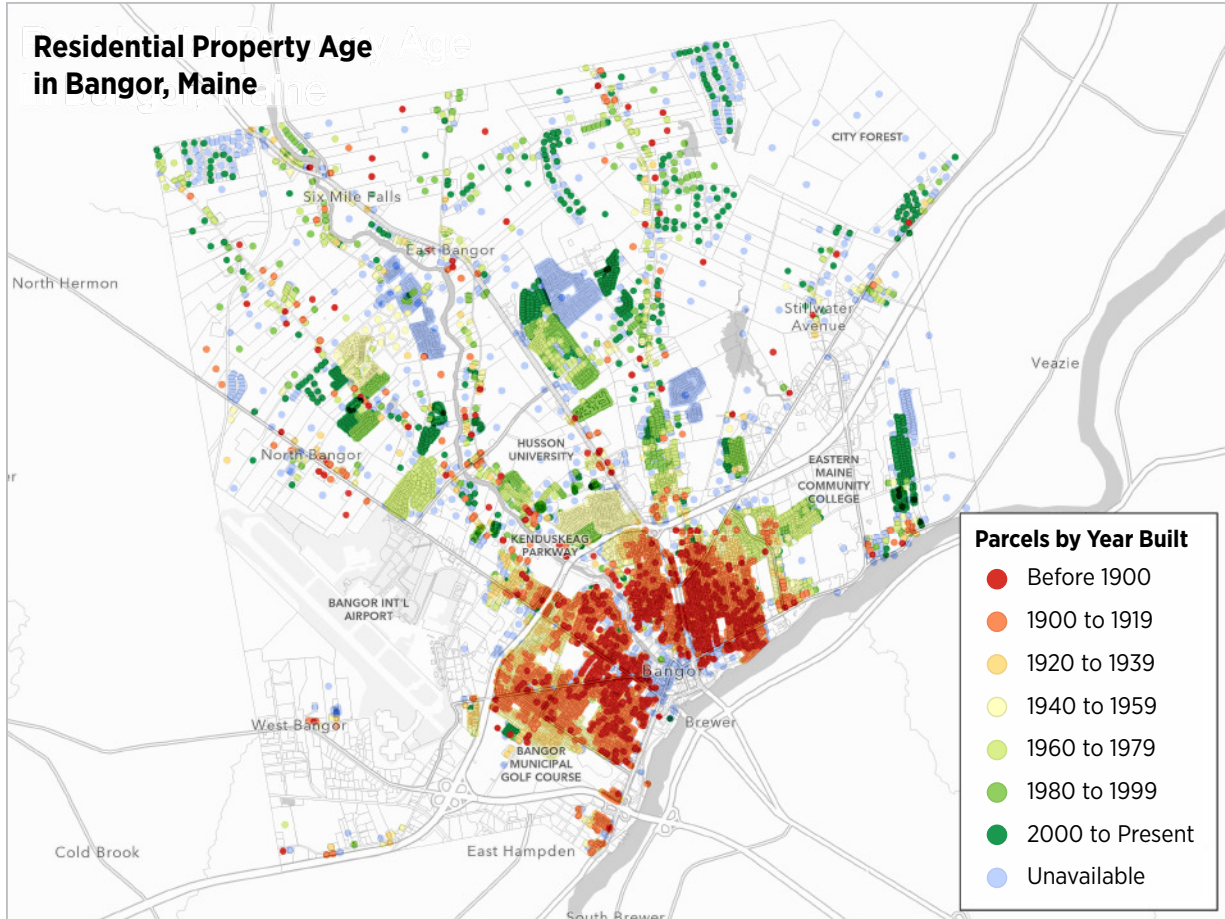


Figure 68: Parcels by Year Built
 Source: City of Bangor

With the increasing popularity of short-term rentals (for stays of fewer than 30 days), the City has completed a study of the short-term rental market in Bangor. The study, completed in 2021, found 82 short-term rentals listed in Bangor. Of the 82 units, 87% are for an entire home or dwelling unit, while the remainder are for a room or portion of a home. Most of the units are located in and around downtown. The City would like to encourage visitors to spend time downtown, but there is a concern about the potential impact of short-term rentals on the rental housing market.

HOUSING

Housing Supply CONTINUED

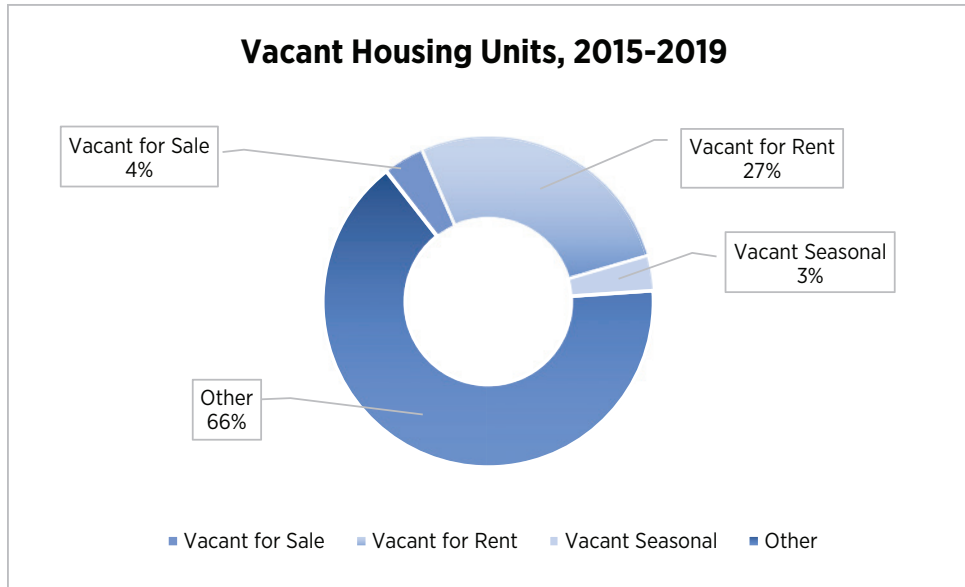


Figure 69: Vacant Housing Units
Source: American Community Survey

The impact of short-term rentals on the housing market is unclear, but as this is a growing industry, the City would like to address the issue of regulating short-term rentals (whether to regulate this use and how to do so) in the near future. Initial public feedback, gathered as part of the City’s study of short-term rentals, indicated that there is support for some regulation of short-term rentals with some concerns related to equity in regulation and enforcement. Stakeholders also noted the benefit of extra income for homeowners through short-term rentals as well as some concerns, including rentals being used for illegal activity, neighborhood erosion, loss of housing stock, and impact on the rental market.

The recent dramatic increase in cost of building materials and the regional labor shortage have limited new housing development in Bangor. It is unclear how these immediate challenges will affect housing markets in the long-term, but the impact of current low rates of housing construction starts or major housing redevelopment projects will mean that the availability of new housing units will remain low for the next few years.

Housing Quality

In addition to the cost and availability of housing, housing quality and safety are also concerns for Bangor residents. Due to the age of Bangor’s housing stock, lack of maintenance and aging systems in building that are not built to current construction standards is a major concern, especially for low-income tenants with limited housing options.

HOUSING

Housing Quality CONTINUED

The City maintains a list of buildings that have been placarded as uninhabitable and unsafe for occupancy by the City's Code Enforcement Division. Currently, 101 properties have been identified by the City. Of those, 34 were placarded more than five years ago and remain uninhabitable, and 64 were identified more than three years ago. Long-term vacancies of unsafe structures pose a safety concern for neighbors and those seeking shelter in vacant buildings. Housing units being removed from the housing market because of deterioration and unsafe conditions has contributed to the overall loss of housing units in Bangor.

The City of Bangor requires owners of vacant buildings to register their building with the City's Code Enforcement Division; however, not all property owners of vacant buildings have complied with this ordinance. The City has been challenged to identify and contact property owners in order to obtain compliance.

The 2019 Housing Report recommends implementing a rental inspection and registration program to help ensure that minimum life safety standards are met in rental housing. The City should also consider potential short-term effects of requiring rental inspections, including the possible displacement of tenants if dwelling units are found to be unsafe upon inspection. Additionally, to complement a rental registration program and address housing quality, the Housing Report recommends incentivizing rehabilitation and redevelopment of residential properties in the urban core. This could include expansion of Community Development Block Grant (CDBG) programs to subsidize rehabilitation projects, and changes to City ordinances regarding vacant, abandoned, foreclosed, or placarded properties to allow for an accelerated timeline for demolition or rehabilitation of these properties.

Recent Housing Development

In October 2021, Penquis completed a 40-unit affordable senior housing project, funded through MaineHousing using the Low-Income Housing Tax Credit. The City has seen recent conversion of non-residential structures for market rate dwelling units, including downtown rehabilitation projects and the Schoolhouse Apartments (15% of units are affordable). In FY2019, the Bangor Housing Authority received initial site plan approval for 30 new units of senior housing. This project has been delayed due to the pandemic but is expected to move forward in 2022 to seek housing tax credits for the project. Still, the rate of new housing development in Bangor has been slow compared to other housing markets in Maine that have been experiencing significant increases in residential development in recent years.

HOUSING

Challenges and Opportunities

Zoning and land use

At the local level, zoning and land use policies also affect housing supply, both intentionally and unintentionally. The City has amended local codes in order to facilitate the development of more housing units, including allowing accessory dwelling units (ADUs) in residential zones. Still, single-family zoning is predominant in downtown-adjacent neighborhoods. Converting a single-family home to a multi-family structure often has additional costs associated with renovating an older structure, including the costs to renovate a dilapidated structure and for lead and asbestos remediation. This is a factor when considering housing opportunities within existing neighborhoods.

Historic preservation

Bangor has nine local historic districts in and near downtown Bangor. The City has a historic preservation ordinance and a Historic Preservation Commission that oversees compliance with that ordinance for properties located in the City's local historic districts. The City's historic district regulations are intended to preserve the essential character of the City's neighborhoods and to assure that new buildings constructed in historic districts are designed and built in a way that is compatible with the district's historic character. The evaluation standards in the ordinance are based on the U.S. Secretary of the Interior's Standards for Rehabilitation. These standards allow a property to be repaired or altered so it can be used in a contemporary manner while preserving portions and features that are significant, either historically, architecturally, or culturally. While these standards ensure that homes and buildings are properly improved and maintained, compliance with these standards can add cost to the maintenance and improvement of properties.

Homelessness

Bangor has seen a considerable increase in the unhoused population, with a noticeable increase in unsheltered people seeking housing and services in the City. According to Bangor's Public Health and Community Services Department, many unhoused people are coming to the City from other parts of the state in order to access services. Providing housing for this population is complex and includes a need for longer-term housing in addition to short-term shelter space, as well as the consistent availability of a range of on-site social services. The increase in the number of people experiencing homelessness in Bangor has put a strain on existing service providers in the City and region. These providers have also been impacted by the COVID-19 pandemic and labor shortages and are challenged to maintain levels of service previously provided.

There are two adult shelters in Bangor: Hope House and Bangor Area Homeless Shelter (BAHS). Together, these shelters have 95 beds, and both report operating at capacity and turning away up to five individuals each night due to capacity limitations. There are also a number of unhoused individuals who do not seek shelter; tracking and providing services to these individuals is a challenge.

HOUSING

Challenges and Opportunities CONTINUED

The City as recently begun implementing the Built for Zero methodology as part of a statewide “hub” approach to support a coordinated effort to create a shared system for tracking and providing services to people experiencing homelessness. The City is working in partnership with Penobscot Community Health Care, Community Health and Counseling Services, Health Equity Alliance, Penquis, and other organizations to implement this data-driven approach to help overcome barriers and assist individuals in securing stable, permanent housing.

City programs and initiatives

The City administers federal CDBG funds through programs to provide housing rehabilitation and homeownership assistance to low- and moderate-income Bangor residents in eligible neighborhoods. As noted in the City’s Consolidated Annual Performance and Evaluation Reporting (CAPER) for the CDBG program, progress on program goals for FY 2021 was limited due to the COVID-19 pandemic.

In 2018, the City convened a work group to address the issue of quality, affordable housing in Bangor. The recommendations of this group provided in the 2019 report include many issues that the 2022 Comprehensive Plan will consider. As with many other City programs and plans, efforts to implement recommendations of the 2019 Bangor Housing Working Group recommendations were hindered as a result of the COVID-19 pandemic. Despite the ongoing challenges of the pandemic, the City has implemented recommendations to modify the zoning code to allow for ADUs and to reduce minimum lot sizes and related dimensional requirements to allow for more flexibility for home expansions and the addition of ADUs.

Bangor Housing Authority

The Bangor Housing Authority (BHA) manages 808 units of housing on 10 properties, including both public housing owned by BHA and privately owned housing that is managed by BHA. BHA housing is for low-income families and seniors, serving 1,988 residents. BHA also administers over 400 housing choice vouchers in the greater Bangor area. In addition to maintaining public housing, the BHA also provides supportive and educational programs for both adults and children who are tenants or Section 8 recipients. Consideration should be given to the BHA’s capacity to fund and manage additional housing units.

TRANSPORTATION

Transportation amenities and infrastructure are vital to the economic competitiveness of the Bangor region as well as the quality of life for residents, workers, and visitors. Bangor has multiple transportation advantages including Bangor International Airport, a roadway network that includes several interchange access points to I-95, a regional bus transit system, access to two freight rail corridors, and a growing network of pedestrian and bicycle infrastructure. The existing transportation resources are an asset to the City; however, the ability to maintain infrastructure and expand networks to meet changing demands will be critical to supporting economic growth in the City and region.

Roads

Existing roadway network

Bangor’s roadways are comprised of interstate highways, arterials, and collector roadways, as classified by the Federal Highway Administration’s functional classification system. Principal arterials include Broadway (Route 15), Cedar Street, Gallagher Place, Hammond Street, Independence Street, Main Street, Oak Street, Odlin Road, Short Street, State Street, Summer Street, Union Street, and Washington Street. Minor arterials include Central Street, Essex Street, Fourteenth Street, Griffin Road, Hancock Street, Harlow Street, Hogan Road (south of I-95), Kenduskeag Boulevard, Mount Hope Avenue, Ohio Street, State Street, and Washington Street (eastern segment).

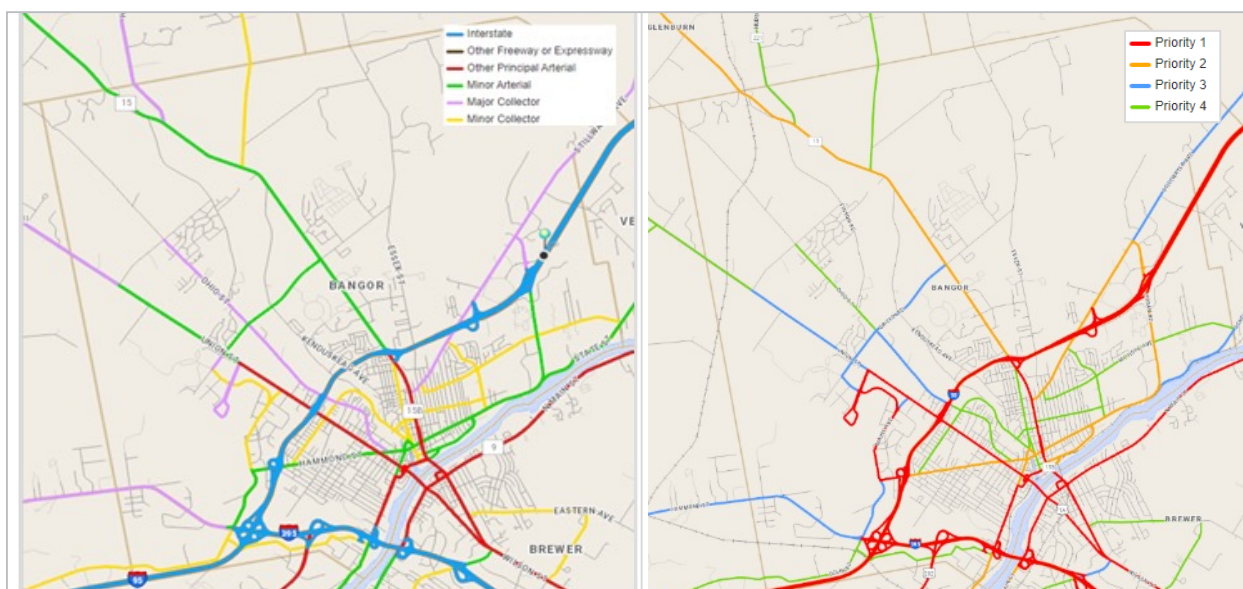


Figure 70: Maine DOT Corridors
 Source: *Maine DOT Public Map Viewer*

TRANSPORTATION

Roads CONTINUED

City of Bangor Ordinance classifies arterials differently than the federal classification system. According to City Ordinance 165-13, major arterials include: Broadway, Hammond Street, Hogan Road, Main Street, Odlin Road, State Street, Stillwater Avenue, and Union Street. Minor arterials include Mount Hope Avenue, Essex Street, Griffin Road, Kenduskeag Avenue, Ohio Street, State Street, Maine Avenue, and Fourteenth Street.

Maine Department of Transportation (DOT) maintains a database of corridors that are prioritized for investments. This database includes state roadways as well as local roadways that receive state funding. Priority 1 roadways are the highest priority for investment. Within

Bangor, roadways classified as Priority 1 include I-95, I-395, Broadway (Route 15), Cedar Street, Gallagher Place, Godfrey Boulevard, Hammond Street (western segment), Main/State Streets, Maine Avenue, Oak Street, Penobscot Bridge, Short Street, Summer Street, Union Street, and the Union Street Ramp.

Bangor has a total of 249.3 miles of state or municipal roadway. Approximately 52 miles of arterial roadways are state or interstate highways, and 36 miles are City roadways that receive state aid. The remainder are roadways that are under the jurisdiction of the City of Bangor.

The I-95 corridor carries between 30,000 and 50,000 vehicles per day. The 2011 Bangor I-95 Corridor Study conducted by Maine DOT identified multiple near-term and long-term recommendations to improve traffic flow and safety and to address infrastructure needs for the corridor. Near-term recommendations include implementing intelligent transportation systems (ITS), implementing transportation demand management (TDM), completing interchange and auxiliary lane improvements. Long-term recommendations include auxiliary lane, intersection, and interchange improvement strategies.

Recent improvements and maintenance

Recent highway improvements in Bangor include segments of Broadway, Main Street, Stillwater Avenue, and Union Street (including Union Plaza, Summer Street, and Short Street). Several other roadways and roadway segments are within a paving program.

Of the 249.3 miles of roadways in Bangor, the City's DPW is responsible for maintaining 197 centerline miles of roadway as well as City sidewalks, with a total of 423 lane miles that require maintenance and plowing. The City resurfaces between 4 and 15 miles of roadway per year, with a current pavement restoration budget of approximately \$1.2 million per year in capital funding and approximately \$350,000 annually through Maine DOT's Local Road Assistance Program. The miles of roadway paved per year are contingent upon available funding and the pavement cost at the time of bidding.

While the City completes necessary roadway resurfacing from year to year, there is a need for additional interim maintenance of roadways that would help to extend the life of paved roadways. The City does

TRANSPORTATION

Roads CONTINUED

not currently have a pavement management plan, but funding for an asset management software system to track pavement management is under consideration. DPW is challenged to keep up with road and sidewalk maintenance, including ability to identify deficiencies, efficiently allocate resources, and maintain a consistent level of service as costs for materials and labor rise.

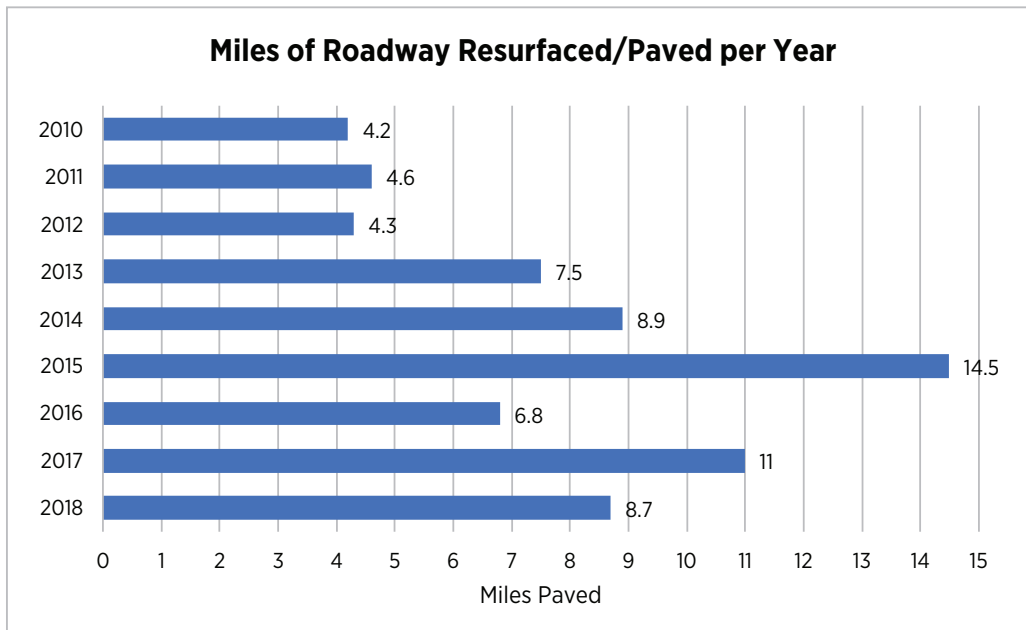


Figure 71: Miles of Roadway Resurfaced/Paved per Year
 Source: City of Bangor, Public Works

Traffic signals

Bangor’s traffic signal system is concentrated in the downtown area and along major corridors including Union Street, Broadway, State Street, Hogan Road, and Stillwater Avenue. The traffic control system is aging, but the City has recently begun replacing old signals with new GRIDSMART technology. As of January 2022, signals at six intersections have been replaced with new optical detection signals. This recent technology involves responsive traffic signals, which result in reduced wait times and improved traffic flow. GRIDSMART technology will also help the City and state meet emissions reduction goals by reducing idling at intersections. The City is working toward replacing aging signals and older technology with optical detection signals.

Construction of new roadways

The construction of new roadways as part of a subdivision is regulated by Bangor Municipal Code Section 165-131, which provides construction standards for streets and roadways. Sidewalks a minimum of six feet in width are required on major arterial and collector roadways or as required by the Planning Board.

TRANSPORTATION

Bicycle and Pedestrian Facilities

Existing facilities

Bangor's sidewalks are concentrated in the downtown and historic core areas. There are few sidewalks north of I-95. The City has restored sidewalks on between 15 and 30 roadways per year, since 2014.

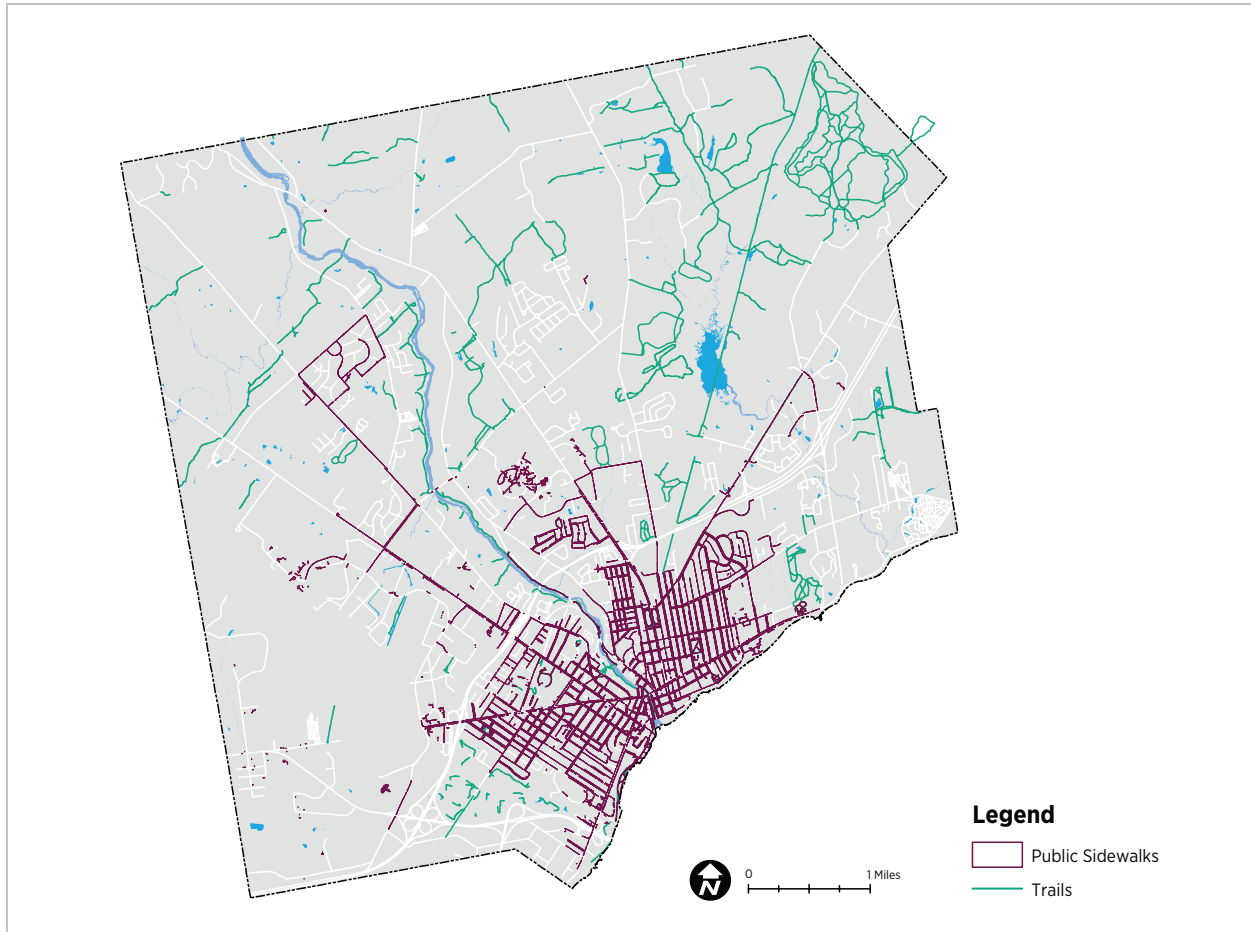


Figure 72: Public Sidewalks and Trails

Trails are primarily located in open space areas in the northern areas of the City. In 2008, the Bangor Trails Report was developed in a coordinated effort by BLT, Keep Bangor Beautiful, and the City of Bangor. The Trails Report was initiated in response to recommendations of the 2005 Comprehensive Plan to establish a pedestrian system plan and to coordinate with an open space and recreation plan. The report identifies potential new trail segments to improve pedestrian connectivity.

Two major bicycle routes pass through Bangor. The East Coast Greenway route enters Bangor from the south on Odlin Road and crosses into Brewer via the Union Street and State Street bridges. With the exception of a

TRANSPORTATION

Bicycle and Pedestrian Facilities CONTINUED

roughly one-mile segment along the Bangor waterfront, the remainder of the route is on-road. The Northern Maine Bicycle Route (U.S. Bike Route 501) continues east from the East Coast Greenway in downtown Bangor and exits Bangor along Mount Hope Avenue into Veazie.

The BACTS Pedestrian and Bicycle Plan recommends pedestrian and bicycle improvements in Bangor. The plan recommends adding sidewalks to major routes beyond the downtown areas including Hammond Street, Odlin Road, Ohio Street, Broadway, Hogan Road, State Street, and Kenduskeag Avenue. Additional recommendations include design and facility improvement at several key intersections.

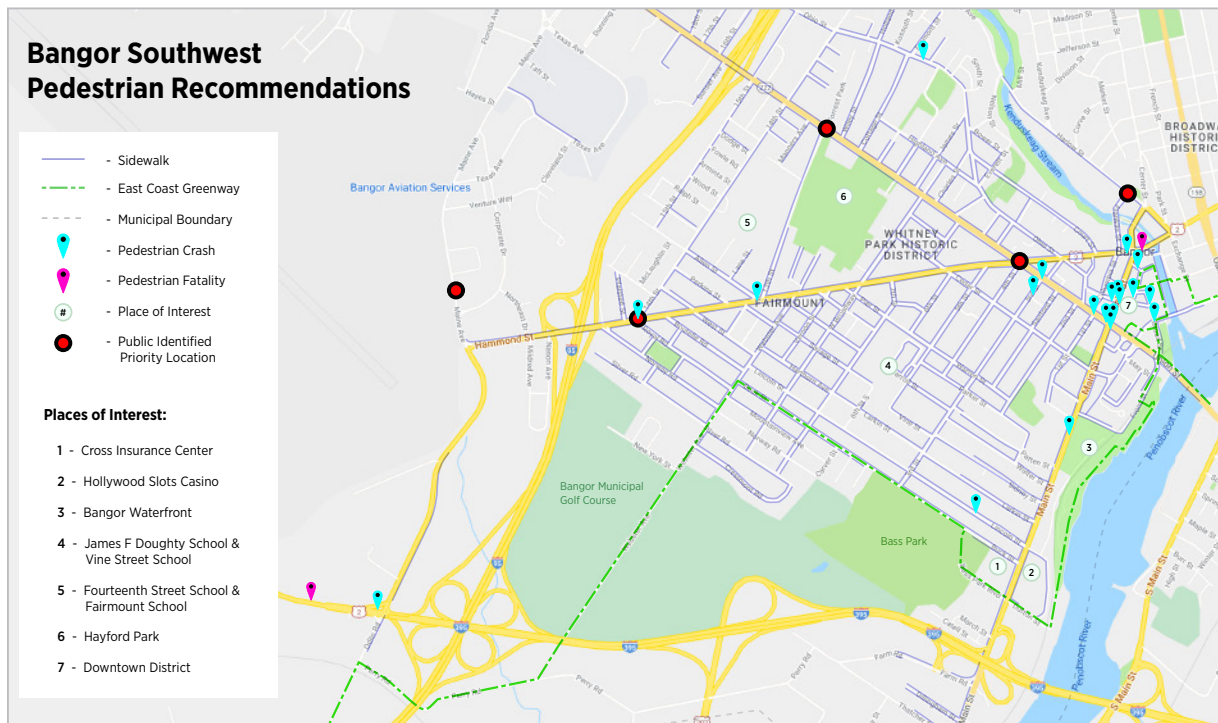


Figure 73: Bangor Southwest Pedestrian Recommendations
 Source: BACTS Long-Range Pedestrian and Bicycle Transportation Plan

Planned improvements

The following list includes planned or programmed transportation improvements as indicated in the BACTS Long-Range Pedestrian and Bicycle Transportation Plan:

- Improve the intersections at 14th Street and Ohio Street and 14th Street and Union Street, including traffic signals with pedestrian equipment and improved sidewalks in 2019.
- Install signal improvements at Union Street and Main Street in 2019.
- Build Trail 5, connecting Sylvan Road to Stillwater Avenue in 2019.

TRANSPORTATION

Bicycle and Pedestrian Facilities CONTINUED

- Construct a new sidewalk on the west side of Union Street from Vermont Avenue to Griffin Road in 2019.
- Install intersection signal improvements at State Street and Forest Avenue in 2020.
- Repave Main Street from Dutton Street to the municipal boundary in 2020.
- Repave Union Street from Hammond Street to I-95 in 2019.
- Install signal improvements and add a through lane at Stillwater Avenue/Bangor Parkade in 2019.
- Widen ramp, and add new signals and a new sidewalk, on the south side of Hammond Street from Maine Avenue to I-95 in 2019.
- Install a sidewalk on Buck Street from Main Street to Bass Park Boulevard in 2019.
- Install sidewalk upgrades, including radiant heat, on Exchange and State Streets in 2019.
- Install lighting and high-visibility pedestrian signs on Outer Hammond Street between the end of I-395 and the Target Industrial Complex in 2018.
- Improve the intersection at Broadway/Center Street/ I-195 Off-Ramp.

Community Connector

The Community Connector is the regional bus transit system that is operated by the City of Bangor. The bus system also serves the communities of Old Town, Orono, Veazie, Brewer, and Hampden, providing a connection between these towns and Bangor. The Community Connector runs 10 bus routes with most routes operating Monday through Saturday, and one route operating on weekdays only. The system runs from 5 a.m. to 7 p.m. Annual ridership in a five-year period prior to the pandemic ranged from 770,000 to 941,000 riders. The City established partnerships with the four colleges and universities whereby the schools contribute financially to the system in exchange for allowing students to ride free.

TRANSPORTATION

Community Connector CONTINUED

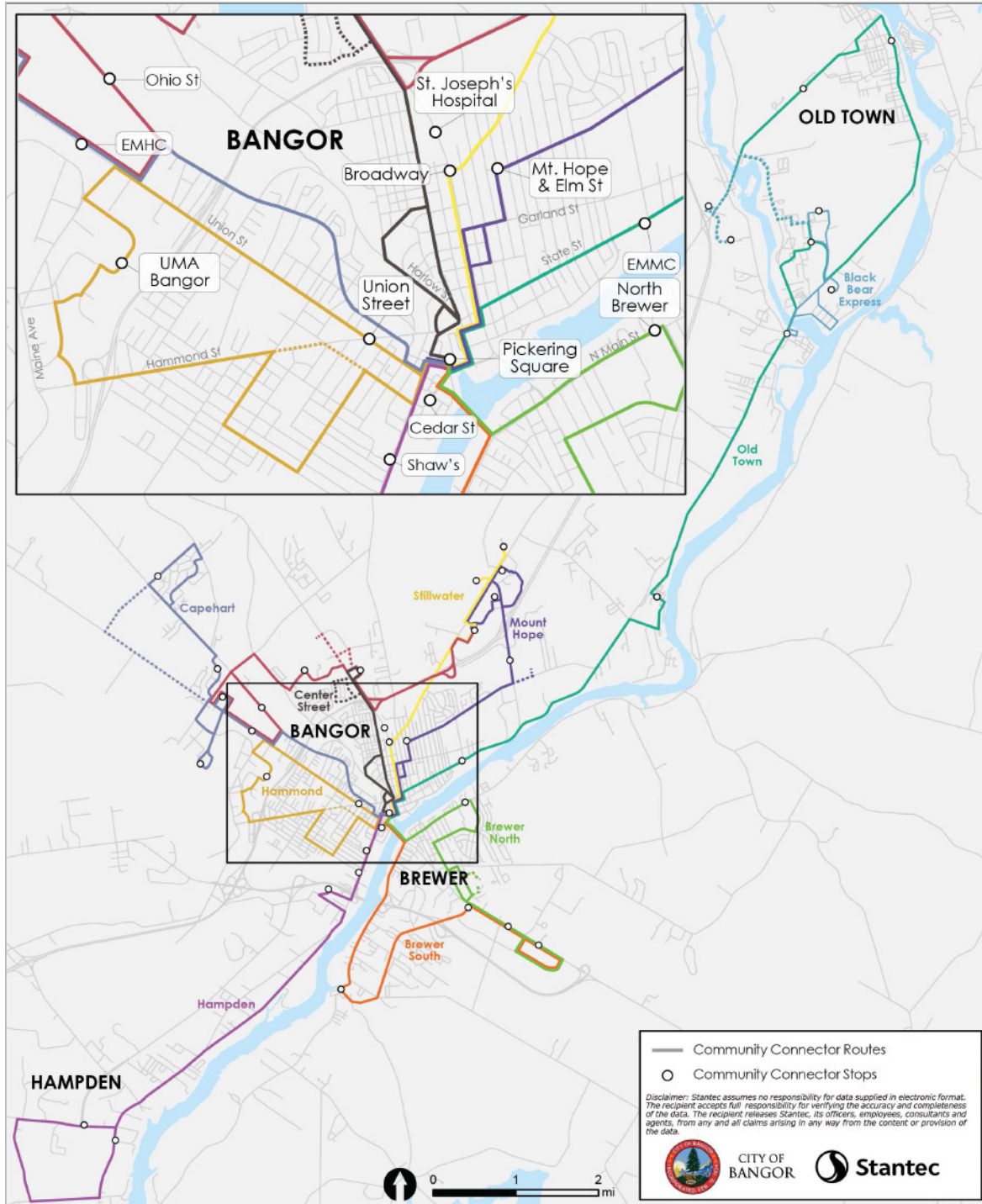


Figure 74: Existing Community Connector Transit Service
 Source: 2019 Bangor Transit Study

TRANSPORTATION

Community Connector CONTINUED

The City was recently awarded a grant for technology to support real-time passenger data collection, develop an app for riders, install a location tracker for buses, and implement mobile fare payment. This innovative technology will be implemented in the next two years. The City is also planning to upgrade bus stops, construct new bus shelters, and incorporate GPS tracking at bus stops. It is anticipated that improved technology will make the system easier to use and will increase ridership.

Stakeholders, including university partners and potential employer partners, have indicated that extended evening service is desired. In particular, many healthcare workers are on a 7 a.m. to 7 p.m. shift, and food service workers often have shifts ending later in the evening. Extending service would allow these workers to use the bus system for commuting.

New transit center

In the fall of 2021, construction began on the new Bangor Area Transit Center, a 2,200 square-foot transportation center in Pickering Square. The transit center will serve as the hub for the Community Connector, and will include internal and external waiting areas, accessible loading areas, public restrooms, a drivers' room, and administrative areas. The transit center will also incorporate new system technology related to bus schedules and GPS tracking for buses. The new building will provide greater visibility and accessibility for the bus system in a central location downtown.

Transit study

In 2019, a transit study was prepared for the Community Connector. The study provided an analysis of the bus service planning and operations, technology, fare structure, partnerships, marketing, and bus fleet. Community feedback on the existing bus service was also compiled as part of the project. The study found that the Community Connector is productive compared to its peers and has some of the lowest operating costs per hour and per passenger in the peer group; however, the system has experienced the greatest decrease in ridership and cost recovery ratio among the peer group systems.

The study provides 14 short-term, 13 mid-term, and two long-term recommendations. Some recommendations of the study are already being implemented, including transitioning to fixed stops, improving the use of technology for route information and service updates. Additional recommendations include partnering with employers and other City agencies to encourage ridership, redesigning routes to be more efficient and address changes in demand, launching a rebrand of the service to increase awareness and appeal to more potential riders, and engaging in data collection to track travel patterns. Long-term recommendations include extending service hours for key routes, increasing frequency on some routes, and implementing asset management software.

TRANSPORTATION

Community Connector CONTINUED

The study proposed a 10-year Capital Plan that focuses on improving assets and infrastructure and investments required to support the plan. The plan calls for a total investment of \$12.6 million over a 10-year span.

Community Connector: Transit structural analysis

The 2021 Transit Structural Analysis, conducted for BACTS, recommended that the Community Connector create a new regional transportation authority (RTA) governed by a joint powers agreement (JPA) among participating communities. The creation of an RTA is viewed as a long-term solution, whereas the establishment of a JPA could be done in the short-term.

Funded Projects in Bangor

Currently funded Federal Highway Administration projects in Bangor include:

- The Unified Planning Work Program (\$778,171) – a project-planning document for proposed transportation project implementation for the next two years.
- Hogan Road/I-95 Interchange (\$752,000) – redesign of the Hogan Road interchange to address safety concerns, relieve congestion, and provide pedestrian access on the bridge.
- Ohio Street/I-95 Bridge replacement (\$7,272,605) – demolition and construction of a new bridge.

Current and recent Federal Transit Administration funding for Bangor’s Community Connector include:

- Operating assistance and capital assistance related to COVID-19 (\$3,106,172).
- Capital assistance for the purchase of seven new buses (\$3,612,501).

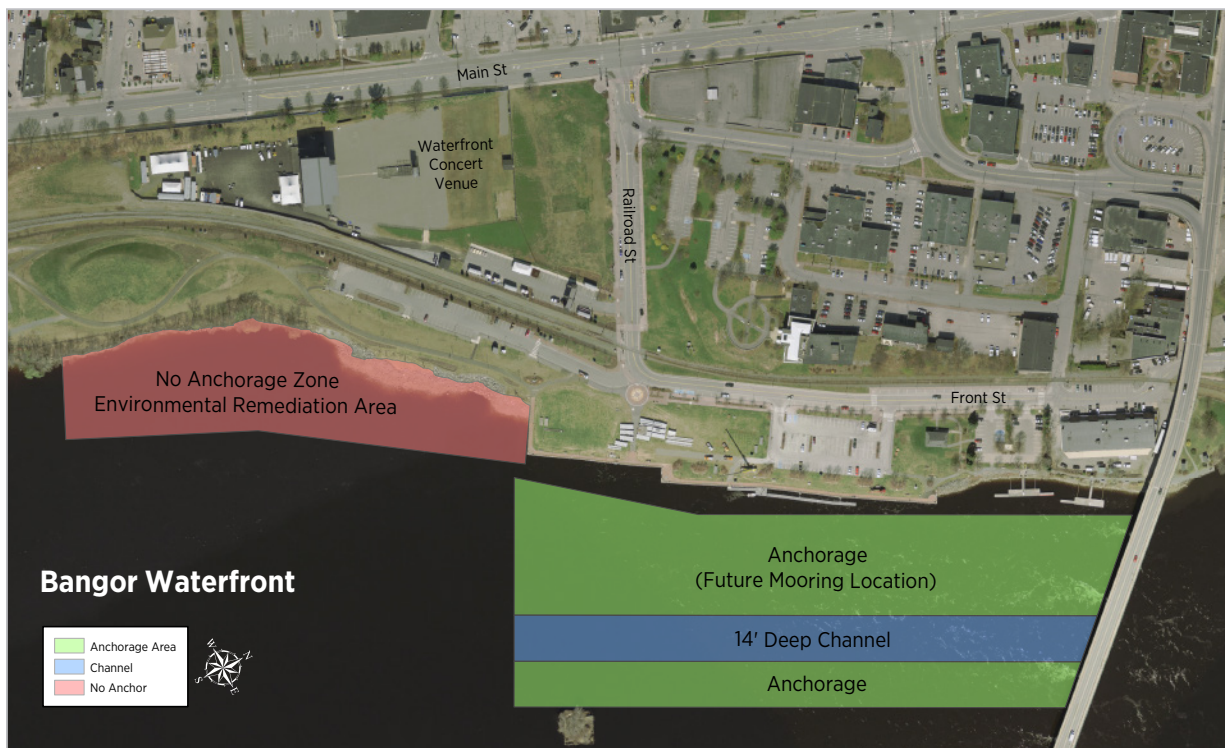
Rail Lines

Bangor is traversed by two rail lines, the Central Maine & Quebec Railway (CMQR) and the Maine Central Railroad (Pan Am Railways). Both rail corridors are used for freight. There is currently no passenger rail service in Bangor, although in January 2021, the Maine Legislature tasked Maine DOT with studying the feasibility of extending passenger rail service from Brunswick to Bangor along existing railroad corridors. Bangor’s rail corridors are located in the northwest corner of the City (Canadian Pacific Railway) and at the southern end of the City along the Penobscot River (Maine Central Railroad).

TRANSPORTATION

Bangor Landing and Waterfront

Bangor Landing has two public docks that can accommodate private vessels of most sizes. The harbor is open throughout the freshwater boating season. Amenities at the landing include 400 feet of seasonal dock (most with water and electricity), 210 feet of guest dock with electricity and pump-out, 90 feet of small vessel dock (kayak/canoe accessible), harbor master, and Coast Guard auxiliary.



Bangor International Airport (BGR)

Figure 75: Bangor Waterfront

BGR is comprised of 2,079 acres and is owned and operated by the City of Bangor. Runway 15-33 is 11,400 feet long and 200 feet wide. The airport facilities standard and design are based on accommodating the critical design aircraft, which is the Boeing 757-300. The airport is considered a joint-use airport as it serves both civilian and military aviation needs. BGR is served by four airlines: American, United, Allegiant, and Delta.

Enplanements for year ending 2019 were 304,900, with 42% enplanements on American Airlines aircraft.

TRANSPORTATION

Bangor International Airport (BGR) CONTINUED

Prior to 2020, passenger enplanements were rising and BGR was experiencing a surge in growth from 2017 to 2020. Due to the COVID-19 pandemic, passenger activity declined precipitously beginning in March 2020, with passenger enplanements down 95% from June 2019 to June 2020. Through 2021, BGR has experienced a faster-than-expected recovery in passenger travel, and continued growth is expected.

Bangor International Airport Master Plan

In 2021, a master plan was developed for BGR. The plan addresses key issues, including terminal building analysis, aircraft storage hangars, cargo facilities, and runway length analysis. The Master Plan recommends multiple improvements, including runway rehabilitation, taxiway improvements, cargo hub hangar development, a new general aviation terminal, expanded parking, a new fuel farm, and sustainability improvements.

Maine Long-range Transportation Plan

The statewide 2008 – 2030 transportation plan, developed in 2010, identifies Bangor as “ideally located to become a major intermodal transportation hub in central and northern Maine.” The plan recognizes the vital role Bangor could play in Maine’s economic growth as a hub in the regional and global trade network.

Recommendations of the plan include:

- Capacity and modernization improvements to the I-95 corridor
- Design and construction of a new I-95/I-395 interchange, including flyovers
- Expansion of transit service with additional intermodal links and increased hours of service (evenings and Sunday)
- Planning and construction of the Penobscot River Valley bicycle/pedestrian trail network

Maine DOT is currently soliciting public input for the 2050 Long-Range Transportation Plan. The 2050 plan will focus on a vision for a multimodal transportation system and will tie together the state’s separate modal plans to move toward developing a unified multimodal system.

TRANSPORTATION

2012 Bangor Comprehensive Plan

Transportation goals of the 2012 plan include maintaining an efficient street and highway system, optimizing accessibility of transportation facilities to national and international markets, and supporting alternative modes of transportation using a “complete streets” approach to roadway design for safer movement of pedestrians and other non-automobile traffic.

Since the 2012 plan was adopted, Maine DOT developed and approved a Complete Streets Policy (2014), to help ensure that all users of Maine’s transportation system, including people of all ages and abilities, have safe and efficient access to the transportation system.

Challenges and Opportunities

Expansion of sidewalk network

Initial community feedback in this planning process as well as recent public comment of prior planning initiatives have noted the importance of pedestrian and bicycle connectivity. Participants of the walk audit in 2021, while not representative of all Bangor residents, identified some areas where sidewalks are missing, in disrepair, or need expansion. Consideration should be given to stakeholder requests to expand the sidewalk network to provide pedestrian connectivity to more neighborhoods beyond the downtown area.

Addition of on-road bicycle facilities

Similarly, the 2012 Comprehensive Plan and recent community feedback has referenced the need for additional bicycle infrastructure as part of a multimodal system. A review of existing infrastructure and current usage could provide some guidance as to where additional bicycle facilities could best support improved connectivity.

Improvements/investments in the traffic signal system

The City is currently in the process of replacing several traffic signals with new and more efficient technology. Six intersections have been upgraded to the GRIDSMART system with planned replacement of traffic signals at six other intersections. Having all traffic signals on the GRIDSMART system and implementation of a traffic responsive control system will allow the City to fully realize efficiency and environmental benefits from new technology. The City is currently working with BACTS to add Centrac software to an upcoming regional infrastructure project. Consideration should be given to the traffic flow improvements and environmental benefits of new technology, compared to the estimated cost to fully transition all traffic signals to the GRIDSMART system and to implement traffic optimization software.

Community Connector operational structure

The funding and operational structure of the Community Connector has been considered by the City in the past. With infrastructure improvements and system modernization, the City hopes to increase ridership. As the system grows, consideration of the equity of both the funding and operation of the system is necessary.

TRANSPORTATION

Challenges and Opportunities CONTINUED

Currently, the City of Bangor bears the full responsibility for funding the bus system, with agreements with Old Town, Orono, Veazie, Brewer, Hampden, and five colleges and universities contributing some funding for the system. With that responsibility, the City has full authority over system operations.

Passenger rail

Consideration should be given to opportunities that could be realized if the extension of passenger rail service to Bangor is feasible. Connecting Bangor to other economic centers via rail will create an opportunity for job growth, provide easier access to Bangor services and retail, and provide an opportunity to grow Bangor's tourism industry.

Road maintenance

The maintenance of City roads is a concern for several reasons. In the short-term, Bangor DPW is challenged to adequately staff the department, similar to other City departments and other industries dealing with labor shortages. In the long term, rising pavement costs mean that the overall cost to maintain the same number of miles of roadway will increase over time. To manage maintenance needs, the City could benefit from a more detailed management plan. While the City implements a repavement plan, regular maintenance of roads could be improved through the development of a pavement maintenance plan to extend the functional life of the pavement before resurfacing is required. Additionally, long-term changes in climate and weather are increasing damage to pavement, requiring additional emergency repair and maintenance. Just this year, DPW received eight times as many reports of potholes in the first two weeks of February, compared to the same time last year, caused by variable temperatures earlier in the season. The likelihood that this weather trend and resulting pavement damage will continue in future years should be considered by the City in addressing and planning for maintenance and repair needs.

Acceptance of private roads

The City may consider reviewing the current land development policy for accepting privately built roadways. The increasing cost of maintenance and aging roads and systems will likely continue to be a challenge for the City to maintain infrastructure. The acceptance of new roads and infrastructure requiring City maintenance should be carefully considered.

Climate action planning

With transportation being responsible for 54% of Maine's greenhouse gas emissions, the state's climate action plan recognizes the importance of changing the way communities view transportation. The plan sets expectations for transitioning to electric vehicles and expanding public transportation to make transit more accessible and improve connectivity. The City should consider incorporating these recommendations into future capital planning and transit planning.

HISTORIC AND CULTURAL RESOURCES

Historic Resources

The City of Bangor has a rich history that is evident throughout the City’s several historic neighborhoods and districts. The City has 10 designated historic districts with multiple contributing properties and structures. Additionally, within the City, there are 36 designated landmarks and 31 properties listed on the National Register of Historic Places. In addition to those officially designated local and national historic districts, structures, and properties, there are many other unlisted resources that contribute to the historic fabric of the community.

The majority of Bangor’s historic structures and landmarks are residences or former residences constructed in the 19th century. These structures are primarily located in and near downtown, including the Broadway Historic District, Tree Streets neighborhood, Thomas Hill District, and the Whitney Park Historic District.

History of preservation in Bangor

In 1973, the Broadway Historic District was nominated as the first designated historic district in Bangor. In 1977, the City adopted the Historic Preservation Ordinance following the completion of an historic resources inventory by the Maine Historic Preservation Commission in 1975. This inventory was the first in-depth architectural survey of a Maine city and included documentation of six areas and 28 properties.

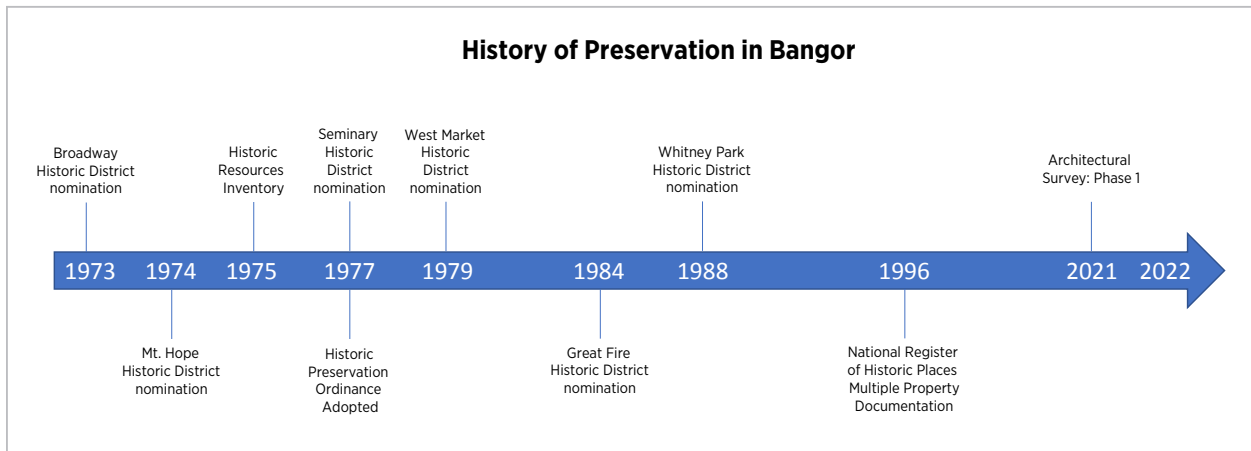


Figure 76: History of Preservation in Bangor

Like many communities with valuable historic resources, Bangor recognized the need to protect buildings of historic and architectural value in order to preserve the essential character of the City’s neighborhoods and to assure that new buildings that are constructed in historic districts are designed and constructed in a way

HISTORIC AND CULTURAL RESOURCES

Historic Resources CONTINUED

that is compatible with the district's historic character. The evaluation standards in the ordinance are based on the U.S. Secretary of the Interior's Standards for Rehabilitation. These standards allow a property to be repaired or altered so it can be used in a contemporary manner while preserving portions and features that are significant, either historically, architecturally, or culturally.

The ordinance established a Historic Preservation Commission to enforce the regulations. The commission reviews new construction and building alterations with the City's historic districts to determine if locally listed historic sites will be affected and also reviews all National Register nominations for properties within its jurisdiction. In addition, the commission serves in an advisory and educational role to the City and community regarding the protection of historic and cultural resources.

Historic districts

There are 10 designated historic districts in and near downtown Bangor. Nine of these districts are locally designated, and six are National Register historic districts. Two of these districts, the Great Fire and West Market Square Districts are partially located within flood zones associated with the Kenduskeag Stream. These districts are also vulnerable to sea level rise as documented by mapping provide by *Weathering Maine: Mapping Threats to Maine's Historic and Cultural Resources*.

Bangor Historic Districts	Locally Designated	National Register District
Bangor Theological Seminary	X	X
Broadway	X	X
Great Fire	X	X
High Street	X	
Main Street	X	
State Street	X	
Thomas Hill	X	
West Market Square	X	X
Whitney Park	X	X
Mount Hope Cemetery		X

Table 3: Bangor Historic Districts

HISTORIC AND CULTURAL RESOURCES

Historic Resources CONTINUED



Figure 77: Historic Districts

Historic sites and landmarks

The City’s Historic Preservation Ordinance identifies 51 historic sites and landmarks, with 20 properties listed locally only and 31 of those properties also listed on the National Register. Of Bangor’s locally and nationally sites and landmarks, only the Wheelwright Block property is located in a flood hazard area. The property is located on State Street along the banks of the Kenduskeag Stream. While other sites and landmarks are located outside of flood hazard areas, The 2021-2026 Maine Statewide Historic Preservation Plan identifies threats to the state’s historic resources such as vandalism and neglect.

HISTORIC AND CULTURAL RESOURCES

Historic Resources CONTINUED



Figure 78: Historic Sites

Architectural survey

In 2021, an architectural survey was conducted for Bangor that surveyed 63 structures in the Broadway District and 91 structures in the Tree Street Study Area. The survey identified historic structures, predominantly residences, most of which were constructed between the early 19th century and the early 20th century. Historic architectural styles in Bangor include Georgian and Federal styles of the turn of the 19th century; Greek Revival, Gothic Revival, Italianate, and Second Empire styles of the mid-19th century; Queen Anne, Richardsonian, Romanesque, and Stick styles of the late 19th century; and Colonial Revival style of the early 20th century.

The architectural survey included six recommendations for expanding and supporting the preservation of historic architecture in Bangor:

1. Consider adding the section of Broadway between Garland and South Park to the Broadway Historic District.
2. Extend Tree Street study from Somerset to State Street.

HISTORIC AND CULTURAL RESOURCES

Historic Resources CONTINUED

3. Consider a study of the “double houses” in Bangor. Several examples exist in the study area.
4. Consider a study of Pattern Book architecture in Bangor, which may result in a multiple property historic district designation.
5. Create an awareness campaign sharing what is known about Bangor’s architectural heritage.
6. Consider historic landmark designations for five identified buildings: 193 Essex Street, 114 Somerset Street, 126 Grove Street, 92 Forest Avenue, and 5 Elm Street.

Incentives for rehabilitation

The Maine Historic Tax Credit (HTC) incentivizes business and real estate owners and developers to rehabilitate and reuse income-producing historic buildings in Maine. The HTC provides a building owner or developer with a state tax credit of 25% (or 34% for affordable housing) of the cost of historic improvements for the rehabilitation and reuse of a building that is a certified historic structure (structures that are on the National Register and within a National Register District). The HTC program was substantially expanded in 2008; however, there is still a need to consider providing additional incentives that could encourage historic preservation. From 2009 to 2019, only two projects were completed in Bangor using historic tax credits with one underway in 2019 and four projects that were recently approved, but not yet completed.

Cultural Resources

Bangor has a wide variety of arts and cultural offerings, including music, dance, theater, fine art, film, libraries, and museums. Events and facilities range from large venues such as the waterfront Maine Savings Amphitheater and the Cross Insurance Center; to smaller, well-established community institutions such as the Bangor Community Theater and the Maine Discovery Museum; to newer ventures like the Bangor Arts Exchange.

In 2004, the City of Bangor established a Commission on Cultural Development (CCD) to promote the development of Bangor as a regional arts center. In enacting legislation to establish the CCD, the City recognized the importance of arts and culture to quality of life, creating a sense of community, and as an engine of economic growth.

The CCD is tasked with assessing the City’s cultural needs, developing and maintaining an Arts and Cultural Policy, reviewing and providing recommendations on grant applications and public art requests, and working with the community to identify and encourage opportunities for incubation of arts and cultural initiatives.

The CCD provides recommendations for grants awarded by the City for a variety of arts and cultural programs. This funding has helped to support and sustain organizations and individual artists that make up Bangor’s creative community. Recent projects and initiatives to receive grant funding include the Bangor

HISTORIC AND CULTURAL RESOURCES

Cultural Resources CONTINUED

Region YMCA's arts and social engagement program for isolated seniors, live theater performances for the Ten Bucks Theatre, and public art installation by the United Way of Eastern Maine.

In 2014, the CCD developed an Arts and Culture Policy. Goals of the policy include identifying and pursuing additional sources of funding for the arts, supporting advocacy and education to artists and the creative community to assist in business growth and operations, and marketing Bangor as an arts and cultural destination.

In 2017, Americans for the Arts conducted an Arts & Economic Prosperity 5 (AEP5) study for the City of Bangor. The AEP5 study provides detailed economic impact findings for 341 study regions. The study found that the nonprofit arts and culture sector in Bangor generates approximately \$10 million in total economic activity and supports 312 FTE jobs. Economic impact of the arts and culture industry in Bangor was higher in all measures than the median of study regions of comparable size, with the total FTE jobs supported being more than twice the median of similar communities and total industry expenditures nearly double the median expenditures.

Challenges and Opportunities

Bangor's historic landmarks and districts and cultural resources are a valuable asset to the community, providing an important connection to the City's rich history and contributing to the unique sense of place and quality of life in Bangor.

Adaptive reuse

As former residences in residential districts, many of the historic homes are limited in how they can be restored for reuse. The current zoning regulations for zoning districts that underlie historic districts should be considered with regard to flexibility to allow for productive uses, reuses, and preservation and restoration of historic properties.

Due to the increasing cost of construction and additional costs associated with historic renovations, additional incentives could be considered to provide and encourage preservation and reuse.

Preservation

The 2021 Architectural Survey provided recommendations for consideration by the City, including recommendations to expand historic districts and add designated historic landmarks, and to consider whether the existing historic districts cover all desirable areas of the City.

HISTORIC AND CULTURAL RESOURCES

Challenges and Opportunities CONTINUED

Marketing Bangor's cultural assets

Several of the goals of the Arts and Culture Policy refer to marketing of Bangor as an arts and culture destination as well as improving communication with the community related to the promotion of events, organizations, and initiatives. Development of a comprehensive marketing strategy is also a recommendation of the Economic Development Strategic Plan. Any marketing campaign that the City develops should incorporate the promotion of Bangor as an arts and culture hub and should be consistent with the messaging of the CCD.

The Arts and Cultural Policy provides relevant guidance to promote the art and culture community and support local artists and arts organization; however, the policy could be updated to provide specific guidance on marketing through various platforms as well as metrics for measuring the impact of education and outreach programs and marketing strategies.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Safety

Police

The Bangor Police Department has a force of 84 police officers and a civilian support staff of 20. The department serves the City of Bangor and maintains mutual response agreements with surrounding communities to provide backup and special support when needed. The Bangor Police Department is the only department in the region with certain specialized skills and training, including an Explosive Detection Unit and a Crisis Intervention Team. While the total number of calls for service has remained consistent in recent years, the number of welfare check calls has increase by more than 50% from 2017 – 2021, and in 2021 accounted for 21% of all calls for assistance.

In the last 10 years, community issues related to the growing unhoused population and the opioid crisis have been the greatest challenges for law enforcement. In response to these issues, the department has continued to increase training for mental health and crisis de-escalation and has recently added a Community Relations Officer position to serve in a community liaison capacity to facilitate communications between the community and the Police Department.

In 2019, the City created a homeless outreach caseworker position. This position is currently based out of the Police Department and provides assistance in responding to calls for service and taking over the response where a homeless individual is involved and not engaged in criminal activity. Officers work closely with other agencies providing services to the unhoused and often connect individuals to service providers. The Police Department is also collaborating with Penobscot County on their overdose response, including outreach, training, and harm reduction and connecting individuals to treatment and other services.

Like many other police departments in Maine and throughout the United States, the Bangor Police Department has struggled with hiring and retaining officers. In addition to the general decline in interest in public safety professions, the shift to addressing social service issues through policing has been a deterrent to some.

Fire

The Bangor Fire Department maintains three fire stations and 95 full-time employees. In 2021 the department responded to approximately 7,000 emergency medical services (EMS) calls and approximately 2000 fire calls. The department operates three engines, one ladder truck, three rescue vehicles, one fire command vehicle, one heavy rescue vehicle, and one tanker. The department is licensed to the paramedic

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Safety CONTINUED

level and provides support to surrounding municipalities. Fire suppression is provided to other communities through Mutual Aid Agreements. The department is often challenged to provide assistance to other municipalities due to staffing limitations and a general shortage of EMS providers in the region.

In recent years, the department has experienced higher turnover rates. This is a particular concern due to the high cost of training for staff. The City has considered the addition of a new fire station on Odlin Road to better serve the west side of the City; however, the cost to adequately staff a fourth station is a concern.

Like the Bangor Police Department, the Fire Department has also experienced an increase in EMS calls related to substance abuse and mental health crises, which has put a strain on the department's staff.

The Fire Department is also responsible for fire prevention measures, including fire and life safety inspections, fire systems plan review, and fire prevention public education. Fire safety related to older, poorly maintained structures is a concern. The City is currently discussing implementing a rental inspection and registration program to address housing quality and life safety issues that put tenants at risk.

Emergency management

The Fire Chief currently serves as the City's emergency management director. This role involves coordination of response to emergency management threats, ranging from crowd protection for large events to securing shelter space during and after a natural disaster. The Fire Chief collaborates with the American Red Cross, the Bangor Parks and Recreation Department, and the Maine Emergency Management Agency; however, there is a need for a dedicated emergency management director. As a separate position, the director would have greater capacity to engage in long-term emergency management and disaster mitigation planning and to coordinate with all City departments.

Solid Waste

The City contracts with private carriers for sanitation services. DPW oversees the coordination of sanitation services provided by private companies and tracks total volume of waste generated by the City. Solid waste is transferred to Penobscot Energy Recovery Company (PERC) in Orrington, Maine for combustion to produce electricity for sale on the grid. Waste from Bangor was previously being sent to Fiberight, a waste and recycling processing facility in Hampden before it shut down in 2020. As a result of the Hampden facility closure, the City is not currently meeting its goal for recycling. The Municipal Review Committee, a group of 115 Maine municipalities formed to manage municipal solid waste issues, hopes to find an operator to reopen the facility.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Storm Water and Utilities

Stormwater Management Plan

The City of Bangor is subject to the General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4s) which is administered by MDEP. In accordance with the requirements of the General Permit, the City has developed and will implement a Stormwater Management Plan (SMP) to coincide with the effective dates of the General Permit (July 1, 2022 – June 30, 2027). The SMP notes six streams receiving discharge from the City's MS4 that have impaired water quality, as determined by MDEP.

The SMP is a document approved by MDEP and is used by the City as a guidance document to conform to the requirements of the permit. This document addresses all aspects of the permit including public education and outreach, public involvement and participation, illicit discharge detection and elimination, construction site stormwater runoff control, post-construction stormwater management for new development and redevelopment, pollution prevention and good housekeeping for municipal operations, and discharges to impaired waters. The Bangor Area Stormwater Group (BASWG) is a regional collaboration of municipalities and nonprofit and educational institutions working to improve regional water quality through education and outreach efforts that are prescribed by the MS4 General Permit. The organization has led outreach and education efforts, hosted stream cleanups, and secured grant funds to support initiatives.

In addition to stormwater facility improvements and maintenance, the SMP also outlines a review of the City's Land Development Code site plan review procedures and erosion and sediment control as required by the MS4 General Permit. The City must meet the permit requirements in the development review process to incorporate best management practices for both during the construction process and for final site conditions after construction completion.

Davis Brook combined sewer overflow (CSO) storage tank

In coordination with MDEP and the Environmental Protection Agency (EPA) to address the CSOs, the City is in the process of constructing a new 3.8 million-gallon CSO storage tank. The Davis Brook storage tank is a significant project that will reduce the number and volume of combined sewer overflows that enter the Penobscot River.

Stormwater utility

In 2012, the City of Bangor passed an ordinance creating a stormwater utility. The purpose of the utility to provide funding to address stormwater management through education, infrastructure, and preventing improper discharges into the system. The fee is a service charge for the stormwater management system, with the fee amount based upon the amount of impervious surface area on a property. The utility allows for credits against the service charge when appropriate mitigation measures are taken to address stormwater runoff impacts on water quality. Revenue collected through the utility support stormwater improvements as recommended in the SMP, as needed and as determined by the City Engineer, and based on other plans such as Watershed-Based Management Plans.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Storm Water and Utilities CONTINUED***Wastewater***

The City is responsible for maintaining the sewer system and wastewater treatment plant, including periodic inspections, cleaning, and repair of the system. The City's wastewater treatment plant provides both primary and secondary treatment and discharges directly to the Penobscot River. Expanded in the early 1990's, the plant modern treatment technologies to meet or exceed all state and federal requirements.

As wastewater enters the plant, solid and floatable materials are removed. Primary treatment then allows a sizable proportion of the solids suspended in the waste stream to settle out and be collected. Once primary treatment is completed, the wastewater receives secondary treatment, which is a biological process. The plant utilizes an activated biotower along with suspended growth to treat the wastewater entering the secondary process. The treated water is then chlorinated to kill bacteria and dechlorinated before being released into the Penobscot River. Solids removed from the waste stream are dewatered and composted for reuse at a private composting facility.

In 2015, the City entered a consent decree with the EPA and MDEP to perform short- and long-term improvements to the City's wastewater collection system and municipal separate storm sewer system to reduce the discharge of pollutants from the systems to be in compliance with the requirements of the Clean Water Act. To comply with the consent decree, the City has ongoing and planned sewer separation projects, including the Davis Brook CSO storage tank. Separation projects and improvements to the wastewater collection system will reduce CSOs and increase system capacity.

Permitted discharges

The following MDEP permits are held by the City to allow discharges of water to surface waters or groundwaters in Bangor.

- ME0100781: Authorizes the City's Wastewater Treatment Plant to discharge secondary treated sanitary and municipal wastewater from Outfall #001A to the Penobscot River in Bangor.
- MER05C204: Grants the City's Wastewater Treatment Plant coverage under the Multi-Sector General Permit For Stormwater Associated With An Industrial Activity (MSGP).
- MEG220000: Maine Pollutant Discharge Elimination System General Permit authorizes the discharge of waste snow to earth and to ground waters. This allows for the removal, stockpiling, and disposal of snow from Bangor's Downtown to a site in Hampden. This permit does not authorize the discharge of wastewater from waste snow disposal activities to any fresh surface water of the state.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Water

The Bangor Water District (BWD) was established in 1957 as an independent municipal district. BWD oversees supply of water to Bangor and six other municipalities for domestic service and fire protection. Water is sourced from Floods Pond in Otis, Maine, 15 miles east of Bangor. Water is piped underneath the Penobscot River to reach Bangor. Three pump stations in Bangor control water flow, and 13.2 million gallons of water are stored in six standpipes within the service area for daily draw down and emergency use. BWD provides more than 11,000 direct service connections for domestic and fire protection service.

Water service does not extend to all parts of Bangor. There are some gaps in service in more rural areas of Bangor. Consideration should be given to the regulation of growth and development in areas that are outside of the water service area.

Broadband

In 2020, the City of Bangor developed a Broadband Strategic Plan and Roadmap in response to the City Council's order declaring fiber-optic cable to be essential infrastructure and proclaiming reliable, high-speed, and affordable internet to be imperative for residents. The City currently has inadequate access to broadband, affecting both the private sector and public sector.

Multiple Internet Service Providers (ISPs) provide broadband access to Bangor residents in the form of technologies including fiber-optic cable, copper cable, coaxial cable, fixed wireless, and satellite. Stakeholders have claimed several issues with the current state of broadband in the City, such as access to high-speed broadband being limited in certain areas, broadband service reliability being inconsistent, service providers' customer service being subpar, and broadband affordability being an issue, especially for lower-income households. The strategic plan evaluated projected benefits of a citywide improvement in broadband and recommends exploring different financial and operational broadband models (including municipal owned and operated, public/private partnership, and a blended municipal network), to promote economic development, and to ensure access to adequate broadband for telehealth and educational opportunities.

The City has outlined several risks concerning pursuing a more comprehensive broadband plan. The City has outlined financial risks, operational risks, partnership risks, public relations risks, competitive risks, and risks of taking no action. Some of these risks include assessing the City's ability to access state and federal funds, potential opposition from the community, ISPs regarding a broadband overhaul, and potential risks from recent technologies such as 5G access.

For next steps, the City aims to review and update the goals and priorities for the plan including finalizing bandwidth requirements, reviewing and selecting a network model, and a timeline for next steps within the overall project.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Facilities

The City of Bangor's operations are spread out among several buildings, many of which are aging facilities in need of maintenance and not able to accommodate necessary growth. Given the condition of several of the City buildings, planning for future facility needs will be critical for maintaining efficient and effective municipal operations into the future.

- **City Hall** – Current plans are in place to reconfigure portions of the building. The current building is not meeting the operational needs of the City.
- **Public Health building** – This space is leased from Covenant Health and is an aging facility that is in need of maintenance and system upgrades. The building meets the current office space needs of the department, but there is no room for expansion.
- **Parks and Recreation building** – This facility is aging and there is a need for additional space for indoor recreation and activities.
- **Public Works/Fleet services** – There is a need for additional capacity for fleet including auto power wash for salt and indoor parking for all vehicles.
- **Community Connector office** – The current office space is located on Maine Avenue. New office space will be located in the new transit center in downtown.
- **Central Fire Station** – This facility is aging and in need of a new roof, flooring, and plumbing system upgrade; the facility needs to be updated to provide private bunkrooms for staff.
- **Fire Station 5** – This facility is in good condition.
- **Fire Station 6** – This facility is in good condition.
- **Police Station** – This building is much newer than other City facilities and meets the current needs of the department.
- **Bangor School Department** – The school department maintains 11 school buildings as well as school athletic facilities. Facilities are aging and in need of improvements. The 10-year strategic plan (2020-2030) noted the need to develop a long-range facilities plan to manage the necessary long-term capital improvements and enhancements.

Public Health and Community Services

Bangor's Public Health and Community Services Department (PHCS) provides a range of services to Bangor residents as well as some services and programs that are provided regionally, in accordance with the terms of funding for each program. The City of Bangor supports one of only two Public Health Departments in the State of Maine. In this role, PHCS is often the leader in bringing stakeholders and the community together on public health matters and to engage in community-based problem solving.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Health and Community Services CONTINUED

Additional clinical services include the region's tertiary hospital, Northern Light Health, its mental health partner, Acadia Hospital, and St. Joseph Hospital. Bangor is also home to several rehabilitation and assisted care facilities, healthcare agencies, mental health providers, and nonprofit service providers. People travel from throughout northern and central Maine to access healthcare and supportive services in Bangor.

PHCS is currently in the process of seeking accreditation from the Public Health Accreditation Board. Completing this two-year process and becoming an accredited public health department will help the City through increased access to grant funding and accountability in serving the community.

Public health

PHCS provides public health services including immunization programs, travel health programs, and infectious disease testing. The department has been critical in providing education and outreach during the COVID-19 pandemic, as well as providing vaccination clinics. PHCS also focuses vaccination efforts on those with limited access, including those experiencing homelessness, those in shelters and at meal sites, and those confined to their homes. Other public health programs provided by PHCS include Women, Infants, and Children (WIC) food and nutrition programs, public and maternal health nursing program, car seat inspection and distribution (by certified Car Seat Technicians) and numerous health promotion and prevention initiatives.

Safe housing

PHCS provides general informational resources regarding mold, mildew, lead, bedbugs, and other home health concerns as well as administering a Lead-Safe Renovation, Repair, and Painting Certification program.

The City also administers the federally funded Shelter Plus Care (S+C) program that houses chronically homeless individuals. This program is a collaborative effort with property owners and many community organizations that offer supportive services to those housed through the S+C program.

Community

PHCS administers the City's General Assistance program that is mandated and partially funded by the State of Maine. In FY2021, the City assisted 964 individuals through the General Assistance program. This number was down from 1,674 individuals in FY2020 due in large part to other federal assistance offered to low-income individuals in response to the COVID-19 pandemic.

PHCS also supports a homeless outreach caseworker who provides services primarily to those experiencing unsheltered homelessness. The goal is to help individuals overcome barriers to securing permanent housing. The caseworker was initially housed at PHCS and has recently transitioned to be based in the Bangor Police Department this past year, in order to better assist those with immediate needs.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Health and Community Services CONTINUED

The 2022 Penobscot County Community Health Needs Assessment (CHNA) Report identified County health priorities (which are also identified as statewide priorities) including mental health, substance and alcohol use, access to care, and social determinants of health. Metrics for mental health, substance use, and access to care indicate a growing percentage of the population experiencing these health issues. The impacts of the ongoing pandemic have likely further exacerbated these problems. Of particular concern, overdose deaths per 100,000 population in Penobscot County increased nearly 80% from 2019 to 2020 and is 66% higher than the rate of overdose deaths in 2020 for the state, according to the CHNA Report. Issues of mental health, substance use, and poverty, while statewide concerns, are especially critical challenges in Bangor. The City has a higher concentration of people living below the federal poverty level than any of the surrounding municipalities and is higher than the state overall. Access to shelter, transportation, services, and other amenities has drawn people in need of available social services to Bangor from the surrounding region.

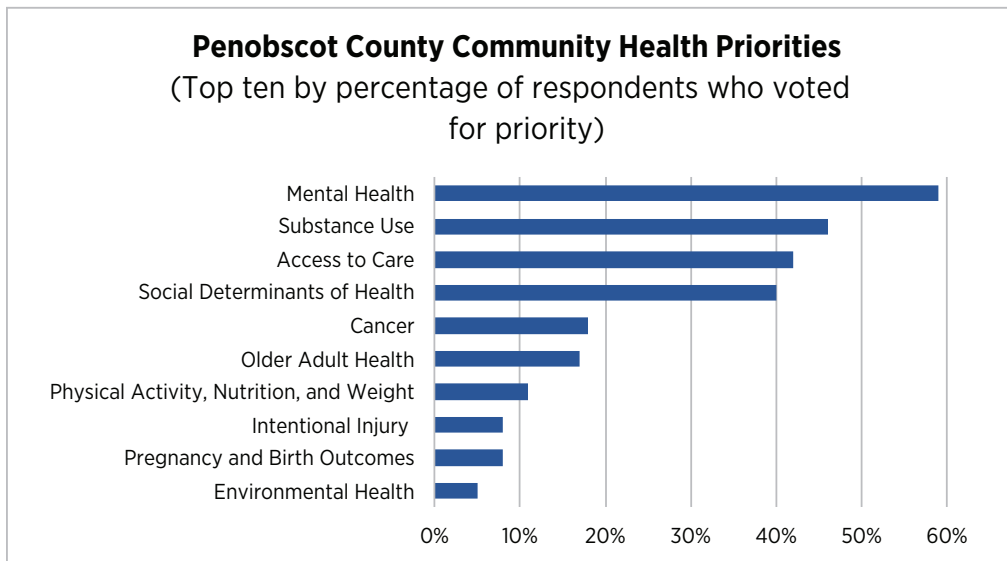


Figure 79: Penobscot County Community Health Priorities
 Source: 2022 Penobscot County CHNA

In response to the growing opioid crisis, the State of Maine has developed the Overdose Prevention Through Intensive Outreach Naloxone and Safety (OPTIONS) initiative, providing grant funding to service providers to meet face to face with individuals who have overdosed or are at risk of overdosing. Bangor has been disproportionately impacted by substance use disorder, experiencing higher than expected overdose deaths. As a result, the City of Bangor was awarded a grant for the OPTIONS initiative as a municipality and is collaborating with the Penobscot County Overdose Response Team acting to quickly respond by providing individuals with harm reduction resources, counseling, and referrals to support services.

COMMUNITY SERVICES AND PUBLIC FACILITIES

Public Health and Community Services CONTINUED

Since 2015, Bangor has been an Age-Friendly Livable Community, as part of the American Association of Retired Persons (AARP) Livable Communities Initiative. The goal of the Livable Communities Initiative is to strengthen communities to be safe and secure for residents of all ages. The program considers physical features of a community including housing, transportation infrastructure, and access to parks, as well as factors affecting social involvement, availability of services, and civic participation. In 2018, the Bangor Livable Communities Committee, in coordination with several community partners, developed an action plan to guide Bangor's work as part of this initiative. The action plan includes the following goals:

1. *Outdoor spaces and buildings will have more waystations for people and promote use by all people.*
2. *Support ongoing initiatives to improve transportation resources and quality in Bangor over the next three years.*
3. *Support ongoing initiatives to improve housing resources and quality in Bangor over the next three years.*
4. *Bangor residents will have greater access to full social participation in all desired City activities and opportunities.*
5. *Increase awareness of the need for volunteers in greater Bangor across all sectors.*
6. *Create a welcoming community that encourages new Mainers to come to Bangor.*
7. *Identify community resources for those older adults who want to stay in the workforce.*
8. *Promote activities to encourage community interaction across all neighborhoods and combat social isolation.*
9. *Identify gaps in the community for needed services and promote those local organizations and groups who offer resources to the community without duplicating efforts.*

Local and regional collaboration

PHCS has strong working relationships with other service providers in the community as well as with the City's Police and Fire Departments, which have seen an increase in service calls involving substance use and mental health crises, and a growing need for collaboration with PHCS and other service providers.

Due to the considerable number of public, private, and nonprofit agencies addressing a wide array of issues and servicing different geographies, there is a need for a more comprehensive communication network and information sharing among organizations. Better access to information on services provided by different organizations as well as the ability to share information about individuals being served, could help agencies more efficiently and effectively serve the community.

Funding

Many of the City's public health and community service programs are funded through state and federal grants. Ensuring that these programs can continue with the uncertainty of funding availability from year to year is a priority for the City. Additionally, funding uncertainty means that planning for program expansion or the development of new programs to fill current gaps in service is a challenge.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

The Fiscal Capacity and Capital Investment Plan section addresses foundational economic development elements and trends related to revenue generation and strategic capital investment. It is not a State-required Comprehensive Plan element. Instead, it is a required topic area, but its contents are equally important to those in the mandatory elements. This topic area, informed by local economic conditions and fiscal trends and forecasts, focuses on the role of economic development related to tax revenue generation for the City of Bangor and provides insight into potential mechanisms for the City to support strategic growth and development initiatives. A main goal for the City is to plan for, finance, and develop an efficient system of public facilities, retail centers, and services to accommodate anticipated growth and economic development into the future. A subset of goals aims to continue to support a thriving economy and fiscal health and to support innovation and strategic investment designed to carry the City into the future.

A plan for fiscal sustainability will be refined over time and will utilize available planning and regulatory tools, such as ordinances, strategic development initiatives, regional collaboration, and ongoing outreach by the City to businesses, residents, and the broader community.

Fiscal Health in the Planning Context

The City of Bangor serves as the major service center in central, northern, and eastern Maine for a variety of services including communications, banking, retail, industrial, transportation, and healthcare (see Economy Section for greater detail). The City's fiscal health and livability depend on maintaining a diverse community of businesses that are supported by residents, visitors, and workers. Additionally, developing and maintaining infrastructure is crucial to ensuring the City continues to be a viable location to attract new businesses and support established businesses.

A thriving business environment in Bangor is one that complements and supports the City's residential neighborhoods and natural environment. The City can help cultivate interdependence between commercial centers and surrounding neighborhoods through policies that maintain the natural environment while minimizing potential impacts on neighborhoods such as traffic and parking.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Fiscal Health in the Planning Context CONTINUED

Bangor’s continued fiscal health is crucial to providing the range and quality of infrastructure, services, amenities, and maintenance that residents, visitors, and businesses expect. The key indicator of the fiscal health of any agency or organization is a balanced ratio of revenues to expenses. As shown in Figures 80 and 81, the City’s total revenue stream has increased steadily over the last several FYs, from approximately \$162 million in FY 2015 – 2016 to about \$176 million in FY 2019 – 2020. This revenue comes from diverse sources ranging from the sale of services to the receipt of sales and property taxes.

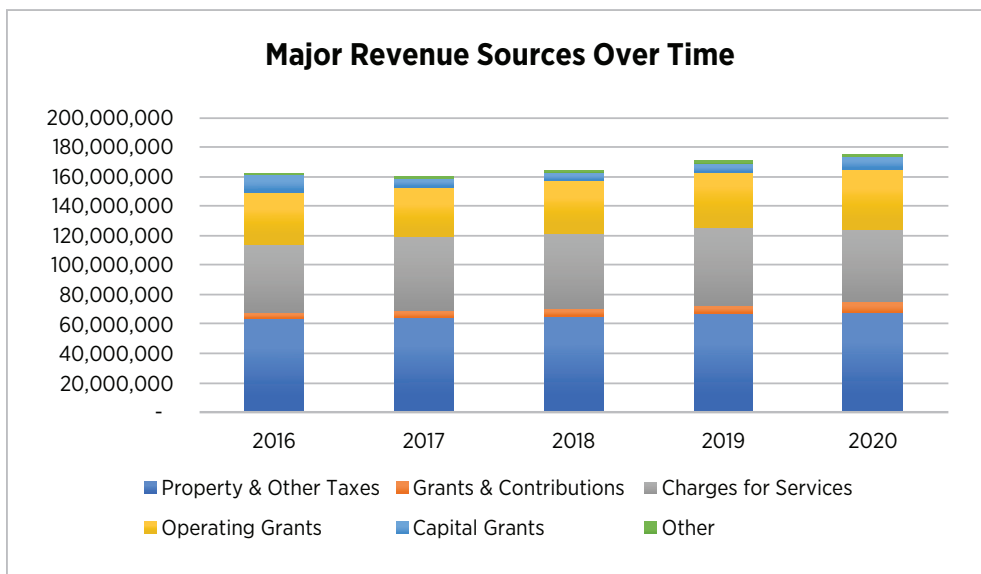


Figure 80: Major Revenue Sources Over Time

Figure 81 illustrates total City expenses over the same time period and shows that expenses associated with general governmental operations, City services delivery, and expenses associated with business type activities have also risen, from about \$153 million in FY 2015 – 2016 to about \$166 million in FY 2019 – 2020. However, as illustrated in Figure 81, Bangor’s total revenue outpaced its expenses by an average of approximately \$6.6 million per fiscal year, from 2016 to 2020. The impacts of COVID-19 may have halted that trend in FY 2020 – 2021, and the full impacts to revenues remain to be seen in FY 2020 – 2021 and FY 2021 – 2022 and beyond.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Fiscal Health in the Planning Context CONTINUED

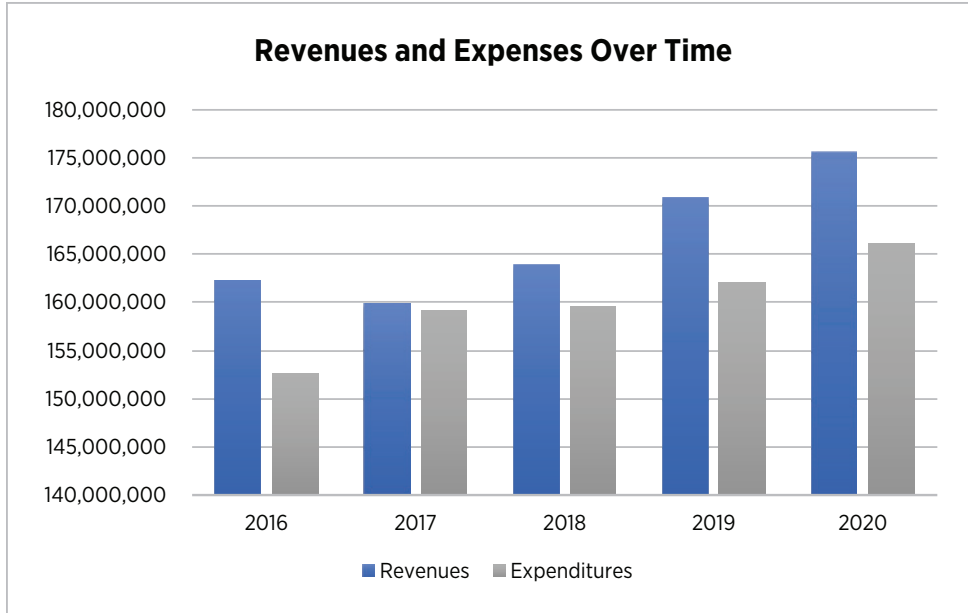


Figure 81: Revenue and Expenses Over Time

Revenue Capacity and Tax (Millage Rate) Rates

A strong economy is essential to the social, cultural, and financial vitality of Bangor. Successful economic development requires cooperation among government, businesses, educational institutions, nonprofits, and civic and private organizations. The promotion of business and economic development investment along with jobs retention and creation supports the City’s tax base, increases property values, provides work opportunities, and moves the City toward fiscal stability. In FY 2020, 48% of the City’s expenses were funded by property taxes. Figure 82 depicts the percent of annual expenditures financed by property taxes since FY 2016:

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Revenue Capacity and Tax (Millage Rate) Rates CONTINUED

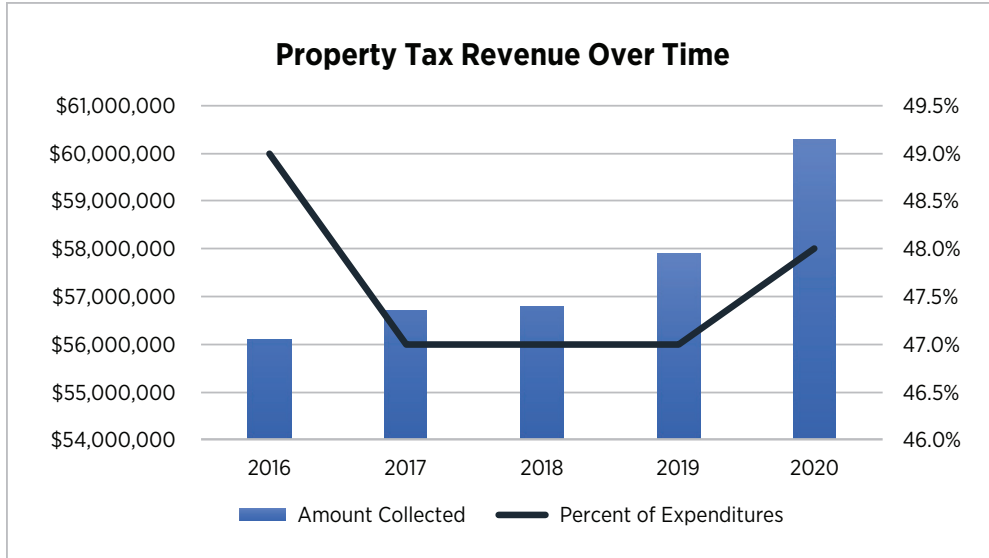


Figure 82: Property Tax Revenue Over Time

Interrelated factors—such as land use policies, housing availability, transportation accessibility, real estate occupancy, economic development policy and programs, and tax rates—all influence the extent to which the City can attract economic development and support a robust employment base. Figure 83 depicts the growth in assessed value and millage rate over time:

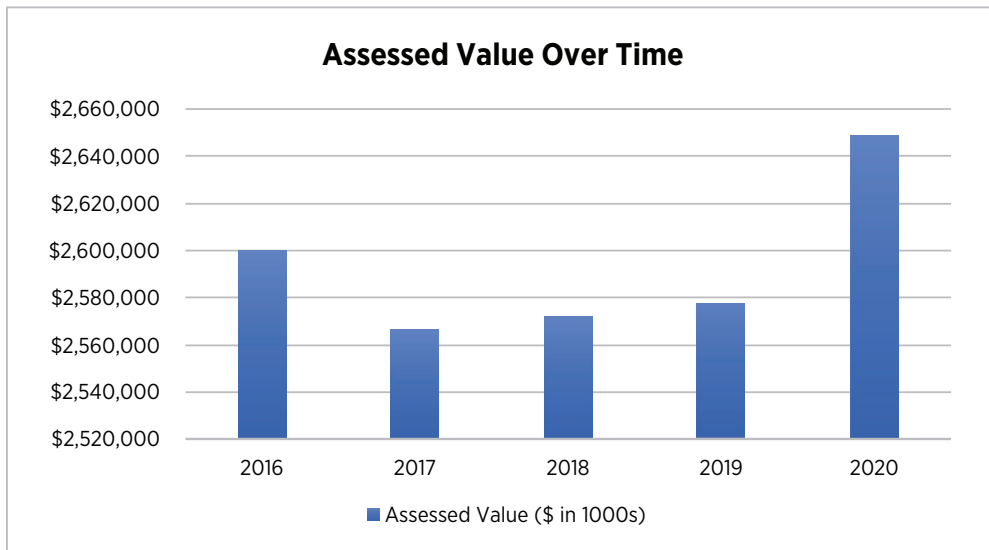


Figure 83: Assessed Value Over Time

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Revenue Capacity and Tax (Millage Rate) Rates CONTINUED

While assessed valuations declined from 2016 to 2017, and remained relatively flat until 2020, evidence of continuing sustained growth can be seen in the increases of assessed value of real and personal property since 2020. The annual increase in assessed value is generally a combination of three factors:

- (1) Market adjustments to existing property
- (2) New construction/additions
- (3) Personal property depreciation
- (4) Changes in the value of exemptions (e.g., Homestead Exemption, Business Equipment Tax Exemption)

Whether the tax rate for a community will increase or decrease from the prior year will depend on whether property values appreciate, depreciate or remain steady, and as can be seen in the previous Figure 83, values can fluctuate significantly from year to year. In addition to property values, the tax rate for the community also depends on the levy amount. Increases (or in less common instances decreases) to annual levy amounts can be permanent due to increased spending needs or temporary increases due to debt issuance or capital expenditures. Finally, the City does provide exemptions and tax relief for qualified scenarios. As Figure 84 shows, the City’s full exemption amount continues to increase with the tax rate over time:

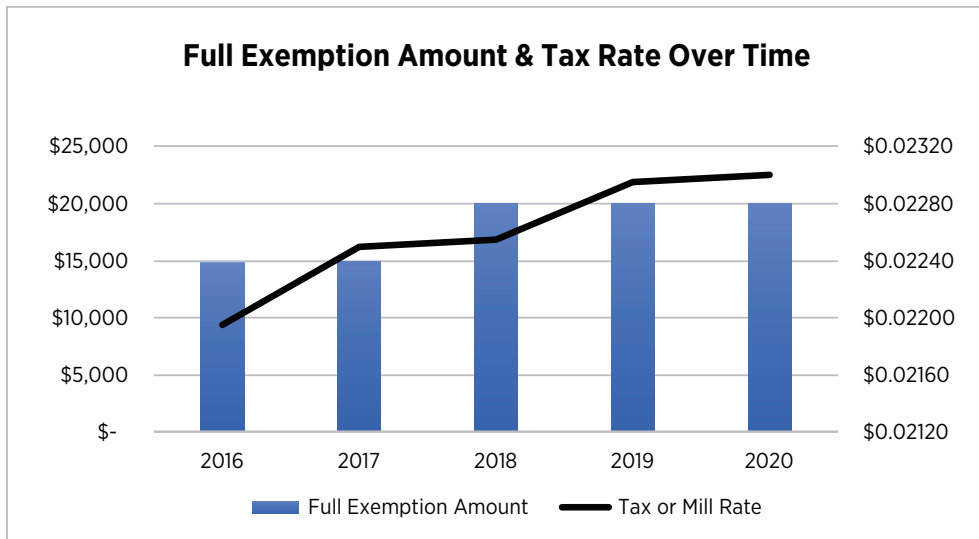


Figure 84: Full Exemption Amount & Tax Rate Over Time

While full exemption amounts increased \$5,000 from FY 2016 – FY 2017 levels, and remained flat through FY 2020, an increase of \$5,000 to the full exemption amount, bringing the total to \$25,000 annually, has been approved for FY 2021 and FY 2022.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Revenue Capacity and Tax (Millage Rate) Rates CONTINUED

The City has used municipal tax increment financing (TIF) districts to provide financial assistance to development projects and to direct incremental property tax revenue generated by the new investment to fund special projects, programs, and initiatives. For FY 2021, the City captured \$4,624,564 in incremental property taxes from development in TIF districts. Of that revenue, \$382,976 was dispersed to developers and \$4,241,588 (91%) was applied to eligible local expenses. Approximately \$1.8 million in incremental property tax revenue was generated from the Downtown TIF, with a portion of revenue being used to support improvements and initiatives in downtown. The City will continue to assess opportunities to use TIF districts within the City's defined growth area to promote reinvestment and support municipal projects aligned with the recommendations of the Comprehensive Plan.

Debt Capacity and Capital Investments

The City's Capital Improvement Program (CIP) serves as the major financial planning tool for expenditures allocated for public capital infrastructure, facilities, and equipment. It guides development funding and budgetary priorities for large City infrastructure projects that exceed funding amounts in the normal operating budget. The CIP helps to ensure that major projects are within fiscal reach for the City and helps to prioritize the most vital capital projects to sustain economic growth.

The City's CIP is an integral part of the annual budget process. The City has made significant investments in its operating and capital infrastructure to support its economic base. Recent major areas of investment include:

- (1) \$1.1 million invested in streets, sidewalks, traffic control, and other infrastructure
- (2) \$3.2 million invested in upgrades to Community Connector vehicles
- (3) \$10.8 million invested in the plant and pump station upgrades, sewer replacements, and separation projects
- (4) \$3.1 million invested in airport equipment and infrastructure
- (5) \$923 thousand invested in school facilities

In order to better understand the City's capacity to finance capital investments in the future through the issuance of debt, Table 4 presents information related to the City's current levels of outstanding debt and the ability to issue additional debt in the future:

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Debt Capacity and Capital Investments CONTINUED

Fiscal Year	Debt Limit	Total Debt Applied to Limit	Legal Debt Margin	Percent of Current Debt to Legal Limit
2016	\$383,182,500	\$140,744,237	\$242,438,263	36.73%
2017	\$381,555,000	\$134,045,613	\$247,509,387	35.13%
2018	\$386,265,000	\$130,885,863	\$255,379,137	33.88%
2049	\$392,497,500	\$128,290,800	\$264,206,700	32.69%
2020	\$400,072,500	\$131,265,511	\$268,806,989	32.81%

Table 4: City of Bangor, Maine – Legal Debt Margin Information**Important Themes for a Fiscally Resilient City**

It is critical that Bangor makes wise fiscal policy decisions in order to be able to provide high-quality services throughout the City, to continue to promote economic development and attract quality investment, and to thrive as a community. The City will maintain fiscal resiliency by developing and adopting economic development strategies that support and sustain revenue generation for the City, and strategies that focus on areas where existing infrastructure (e.g., sewer and water lines, transportation elements and facilities), and City facilities and services (e.g., libraries, parks and public safety) are in need of investment, and those areas where strategic expansion is needed.

Sustainment of Bangor’s fiscal health requires that the City have the fiscal resources needed to effectively govern, to provide services at a level consistent with community expectations, and to advance programs and initiatives that further strategic growth. The City must be persistent in pursuing new or enhanced revenue resources and continue to explore more efficient use of existing resources in order to be an effective and fiscally sustainable City. The City must continuously refine its governance best practices to maintain and improve upon the services it provides, and it must have adequate financial resources to fund them.

Maintain and grow fiscal resources

Achievement of Bangor’s fiscal health goals requires that the City maintain and expand revenue sources available to fund City service delivery. To increase revenue, many cities look to property taxes first. This is often a logical starting point for no other reason than property tax revenue accounts for a significant portion of total revenues generated locally but may also be the least popular option for the business community and residents to consider. However, exploring revenue enhancement by way of property taxes does not always have to mean increases to the tax rates. Strategic growth and economic development approaches can help

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Important Themes for a Fiscally Resilient City CONTINUED

the increase the tax base without raising the tax rate. Furthermore, the same strategic growth and economic development strategies that support expansion of the property tax base often have the same effect in generating increased sales tax revenues as well.

Capital outlay and infrastructure

Well over 75% of City expenditures (exclusive of business type activities expenditures) were resultant from general government operations. For FYs 2016 – 2020, an average of 8.2% of total governmental expenditures were related to capital outlays. Although capital outlays are a relatively small percentage of total expenditures for the City, the long-term maintenance costs and eventual replacement costs need to be carefully considered before making capital investment decisions. For these reasons, the City should focus on capital investments in infrastructure related to their ability to generate revenues beyond the cost to maintain and replace. In doing so, the City will realize revenue in excess of the capital construction costs and ongoing maintenance over life of the capital asset.

Similarly, strategic investments in business type capital infrastructure, such as water and sewer infrastructure, should be considered for the potential to generate indirect revenues beyond what the rate payers pay to utilize and maintain the services.

Capital outlay and facilities

Addressing deferred maintenance and capital replacement needs of existing buildings and facilities throughout the City requires a strategic approach. Much like the maintenance, updating, and constructing of new transportation and utility infrastructure, building and facility capital investment needs to also be strategic with a focus on return on investment. Planning for the maintenance of existing buildings and facilities and the construction of new facilities can be targeted to support and encourage new investment and development. Strategic investment in capital improvements will provide the foundation for growth and will provide the City with more opportunities to generate revenues beyond the capital construction and maintenance costs for facilities over the course of their useful life.

Regional coordination

The City will continue to build upon existing partnerships with neighboring municipalities and regional and state agencies to leverage resources to implement initiatives and deliver services. As the regional center, Bangor provides critical services for surrounding municipalities and will look to enhance regional financial support for amenities such as transit, emergency response, and social services.

FISCAL CAPACITY AND CAPITAL INVESTMENT PLAN

Challenges and Opportunities

Recommendations and strategies laid out in this plan provide guidance for Bangor to address stakeholder concerns and build upon opportunities for growth that are aligned with the City's vision for the future. Consideration will be given to the City's current fiscal capacity and expected impacts to the City's finances, including infrastructure and capital investment needs. In identifying opportunities for implementation, the City should consider the current climate for state and federal funding to take advantage of new opportunities, while also preparing for a possible decline in government funding in a few years, when several current funding sources are set to expire. Long-term planning for Bangor's fiscal health will be critical for ensuring stability and achieving the City's vision.

"Lovers Leap, Kenduskeag Stream," a watercolor painting by Michael E. Vermette

