

**City of Brewer Comprehensive Plan**  
**Draft Goals, Policies, Strategies**

**November, 2014**

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**City of Brewer Draft Goals, Policies, Strategies  
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# BREWER'S VISION

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

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

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

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

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

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

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

<b>ECONOMY GOALS, POLICIES, AND STRATEGIES</b>			
<p><b>Goals:</b></p> <ol style="list-style-type: none"> <li>Promote an economic climate which increases job opportunities and overall economic well-being.</li> <li>Add commercial and industrial property to the tax rolls so that total assessed values (taxable and exempt) in Brewer increase by an average of two percent (2%) per year, after inflation.</li> </ol>			
<b>Policies</b>	<b>Strategies</b>	<b>Responsibility</b>	
<p><b>1. Financial commitment.</b> Continue the City's financial commitment to economic development.</p>	<p><b>A. Economic development staff.</b> Continue to provide staff to support the City's economic development initiatives.</p>	City Council	
	<p><b>2. Business-friendly ordinances.</b> Ensure that city ordinances are business-friendly.</p>	<p><b>A. Ordinance simplification.</b> Continue to simplify and clarify rules on permitted uses, non-conforming uses, setbacks, and other requirements in consultation with the public.</p>	Staff, City Council
	<p><b>B. Allowed uses.</b> Continue to review allowed uses in all zoning districts, in consultation with the public, to ensure that potentially compatible uses are not inadvertently excluded from the various districts.</p>	Staff, City Council	
<p><b>3. Existing business support.</b> Continue support for existing businesses.</p>	<p><b>C. Downtown district.</b> Review and potentially expand the downtown district for portions of Main Street.</p>	Staff, City Council	
	<p><b>A. Brewer Business Resources Program.</b> Continue to provide free business training for all Brewer businesses.</p>	Economic Development Dept.	
	<p><b>B. Revolving Loan Program.</b> Further capitalize the revolving loan fund for business improvements.</p>	City Council, Economic Development Dept., Finance Dept.	

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

## HOUSING GOALS, POLICIES, AND STRATEGIES

### Goals:

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

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

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

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

## TRANSPORTATION

### Goals

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

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

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

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

**PUBLIC SAFETY**

**Goals:**

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

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

**EDUCATION (Pre-K – 12)**

**Goals:**

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

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

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

**PUBLIC WORKS GOALS, POLICIES, STRATEGIES**

**Goals**

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

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

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

## WATER SUPPLY

### Goals:

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

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

## WASTEWATER/SANITARY SEWERS

### Goals:

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

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

## STORMWATER

### Goals:

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

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

## SOLID WASTE

### Goals:

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

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

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

**RECREATION/PUBLIC ACCESS**

**Goals:**

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

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

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

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

## CITY BUILDINGS AND LANDS

### Goals:

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

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

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

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

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

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

## HISTORICAL/ARCHAEOLOGICAL RESOURCES

### Goals:

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

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

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

**LAND USE**

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

**Goals**

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

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

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

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

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

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

# FUTURE LAND USE PLAN

## Introduction

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

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

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

## General Principles

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

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

## Rural Area

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

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

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

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

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

## **Growth Area**

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

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

### Residential Districts

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

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

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

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

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

#### Commercial/Industrial Districts

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

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

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

## **Appendix A**

### **Waterfront Master Plan (Penobscot Landing)**

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

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

#### The Waterfront Area

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### The Streetscape Improvement Area

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

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

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

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

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

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

- the condition of the street and sidewalk materials;
- the reconfiguration of the street crossing points;

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

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