

2004

# Town of Brownville Maine Comprehensive Plan

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# TOWN OF BROWNVILLE COMPREHENSIVE PLAN



*Picture taken by Diane Libby*

*Source: Three Rivers Community website [www.trcmaine.org](http://www.trcmaine.org)*

Prepared for the Town of Brownville by:



Penobscot Valley Council of Governments  
PO Box 2579  
Bangor, Maine 04402-2579

June 2003  
SPO Consistency April 2004  
Town Vote:

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# **TOWN OF BROWNVILLE**

## **2003 COMPREHENSIVE PLAN COMMITTEE**

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Gerald Maclean  
Len Nevens  
Wade Sickler  
Allana Washburn  
Charlie Weston  
Margaret Williams  
Janice Winslow

---

### **TOWN MANAGER**

---

Sophia Wilson

---

### **PLANNING CONSULTANT**

---

Connie A. Marin, Planner  
Penobscot Valley Council of Governments  
One Cumberland Place, Suite 300  
PO Box 2579  
Bangor, Maine 04402-2579

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### **IN ADORING MEMORY**

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**JAMES W. BRYANT**  
**September 9, 1940 – March 17, 2003**

Jim Bryant was born and grew up in Brownville Junction, graduated from Brownville Junction High School and completed his life's journey at his home in Brownville Junction. He was a very dedicated man and gave endlessly to his community.

Jim actively participated in several community activities and committees. He was a dedicated volunteer for the Brownville/Brownville Junction Parish House Museum and Historical Society, a member of the Brownville Junction High School Alumni Association, and a 50-year member of the Brownville Junction United Methodist Church where he was active on the Administrative Council, Church Historian and many other activities of the church.

In addition, Jim was a driving force and founding member of the Cultural Heritage for Eco Tourism (CHET) committee, and an enthusiastic and vital member of this Comprehensive Plan Committee. The History and Archaeological Resources section of this Comprehensive Plan is just one product of Jim's many contributions.

Jim will be wholeheartedly missed.



## **INTRODUCTION**

A comprehensive plan is literally defined as a method devised for doing or achieving something completely and broadly. The comprehensive plan committee and the participating townspeople dictate the desired end result.

The Comprehensive Plan is a statement for self-governance. In today's political climate, the return of decision-making authority to states and its localities is a popular political theme because it's popular with citizens in general. Comprehensive planning coincides with the notion of bringing decision-making back home. The comprehensive planning process is a whole lot more than a prerequisite to land use ordinances.

There are ten state goals in the growth management law, but the goals and rule criteria are good structural parameters for this process, whether there is a law or not. There is a structure to the growth management process, but the law does not set limits on a local priority structure or emphasis pattern. Flexibility comes in locally generated policies being the driving force in deciding how the plan is cultivated.

## **GEOGRAPHIC LOCATION**

The Town of Brownville is located in the southeast portion of Piscataquis County. It is surrounded by the Town of Milo to the south, Township 5, Range 9 to the North, Williamsburg Township to the West and Lake View Plantation to the East. Map i depicts the Town's location within Piscataquis County and the State of Maine.

Brownville is known as the town of slate, rails, and men. It has three major settlements: Brownville, Brownville Junction, and Knight's Landing. Brownville Junction is to the north, and Knight's Landing is on the shore of Schoodic Lake.

## **POPULATION**

Demographic changes affect income, consumer expenditures, the labor force, demand for education at all levels, demand for human resources, and state revenues and expenses. Brownville's population is on the decline. Since 1980, the Town's population has decreased approximately 19 percent. During the decade from 1990 to 2000, Brownville experienced an out-migration of 13.8 percent. The State Planning Office projects a decrease of 147 people in population between 2000 and 2010.

There is a decline in the percentage of children being born, which has affected the school-aged population (5-19 years), and threatens the Town's ability to justify large schooling costs. In order to have a sufficient and economically viable entry-level work force, it is important for the young adult population (18-24) to be maintained and properly trained.

The Town recognizes the need, not only for economic opportunity, but educational and technical programs to allow the entry-level work force opportunities in the Brownville

area. A decrease in this population segment could lead to lags in economic growth in the future.

The 25 to 44 years old population brings more than dollars to economy. Generally, this segment of the population participates actively in the workforce, purchases homes, start businesses and have children enrolled in school. The median age of a Brownville resident is reported by the 2000 Census as 42.9 years. This segment of Brownville's population has decreased from 1990 to 2000 and is projected to continue decreasing through 2010.

Peak earning years for workers happen between the ages of 45 and 64, making it very important economically for a community to maintain that population segment. This population segment makes up more than one-quarter of the Town's total population, and is the only segment that experienced an increase from 1990 to 2000. The State Planning Office projects this age segment will continue to grow through 2010.

Maine has one of the oldest populations in the United States. The senior population (65+) in Maine as a whole has grown rapidly and is projected to continue increasing, causing communities to shift special services and public support to meet the needs of the elderly, which can be challenging in rural communities where services are not always readily available. Brownville's 65+ population has decreased by 4 percent.

### **EMPLOYMENT AND ECONOMY**

Historically, Brownville's economy was based on the slate industry and the railroad. More recently, the economy was dependant on the manufacturing industry, specifically, textile, pulp and paper and shoe industries. However, recently the Town has experienced a great deal of uncertainty within the local economy and employment opportunities. Brownville suffered the loss of hundreds of jobs at Dexter Shoe Company. Recently, the Bangor and Aroostook Railroad has emerged from Chapter 11 Bankruptcy under new ownership. However, business opened with a reduced workforce earning a fraction of their previous wages and increased uncertainty about whether or not the substantial outstanding tax balances would be paid. The closing of Great Northern Paper, Inc. mills in Millinocket leave the Town with even greater uncertainty regarding the future of the mill workers and those local businesses that provided goods and services to the mills and their employees. As singular events, they each would have dramatic impact on the rural region; however, taken in total the impact has been staggering.

Currently, the majority of enterprises in the Town of Brownville consist of small, owner-operated, or home-based businesses. These businesses, for the most part, are part-time ventures to assist residents to supplement their incomes. The Town continues to experience decreases in the civilian labor force. From 1990 to 2000, the civilian labor force decreased by 5.8 percent and an additional 3.4 percent from 2000 to 2001. From 1990 to 2000, the Town's unemployment rate went from a slightly high 6.4 percent to a staggering 10.2 percent. Although, the unemployment rate has decreased by 1.2 percent

from 2000 to 2001, local opinion is that it is more likely the result of people giving up on actively seeking work, rather than finding work.

The resounding effect of the lack of employment in the area, is shown through retail sales statistics for the local economy. Retail sales in the Dover-Foxcroft LMA have decreased by \$1,075,000 from 2000 to 2001, on the heels of an increase of \$5,957,000 from 1999 to 2000. The 2000 Census indicates that both the median household income and the per capita income in Brownville are approximately 24 percent less than that of the State. However, Piscataquis County as a whole also shows similar statistics as the Town of Brownville.

During these turbulent times, the Town of Brownville has maintained a focus on keeping the economy going and seeking initiatives to bring jobs to the area. The Town is an active participant in the Piscataquis County Economic Development Council (PCDED), the Piscataquis Properties Corporation (PPC), and the Brownville/Milo Economic Development Grant Committee. The Town has also expressed a sincere interest in Governor John Baldacci's Pine Tree Development Zone initiative (LD 1385). Although this legislation has not been finalized, the Town recognizes this opportunity and is strongly encouraged by the initiative. The Town will be watching developments on this issue closely. It is the hope of the Town that the Brownville area will be considered as one of the identified zones eligible for this initiative.

## **HOUSING**

It is possible to have housing without jobs. In Maine those regions with the most available and affordable housing – including Piscataquis County, are precisely those with the greatest challenge when it comes to economic development. Housing alone is not enough for economic development. But it is part of the context, part of the picture. Economic development requires people, schools, roads, airports, telephone lines, stores, universities, and many other things. No one of these elements alone is sufficient. They all have to be present and fit together.

As is the case in many rural communities, the housing stock in Brownville is old. More than 47 percent of Brownville's homes were built prior to 1940. Aging houses, not properly cared for, can impact the quality of the housing stock. Low family incomes, due to hard economic conditions in the area, may mean that many families are unable to acquire better housing or repair housing. Sixty-nine percent of Brownville's owner-occupied, and 73.1 percent of renter households are classified as extremely low to moderate incomes.

Although, Brownville's has a high owner-occupancy housing rate and a low vacancy rate; and the median value of owner-occupied housing units is less than half of what the State median value is, residents have expressed a concern about affordability versus adequacy of housing in the Town. Although there is plenty of affordable housing within the Town, some of the housing classified as affordable, either owner-occupied or renter-

occupied, does not necessarily provide for a safe, warm, and/or aesthetically pleasing home. It is important for all of Brownville's residents to be aware of existing housing rehabilitation funds and for renters to be aware of their rights to demand a certain level of maintenance by their landlords.

Maine State Housing Authority's 1999 Report on the State of Maine's Housing indicates that the Dover-Foxcroft Market is a low-growth region and is likely to remain so for the foreseeable future. Residents need help with paying for housing and property taxes and repairs, and some need decent replacement housing.

### **TRANSPORTATION**

Route 11 is the main thoroughfare through the Town of Brownville. The majority of land use activity within the town occurs along Route 11. It connects Brownville to both Milo and Millinocket, areas used for shopping and employment. The majority of Brownville's roads are in good condition. The only road that appears to be in poor condition is the gravel portion of Quarry Avenue.

The railroad provides Brownville with a unique opportunity for economic development. Enterprises requiring rail service would be pleased at the front-door service that would be available to them. The town will be exploring these types of opportunities.

Most of the bridges in Brownville need cosmetic attention and appropriate signage; however, the Brownville Junction Bridge is in need of serious structural repairs. The Town recognizes the need for safe pedestrian traffic channels. The condition of sidewalks within the Town is generally fair to poor condition. The Town has already begun the process of implementing a sidewalk committee to inventory conditions of the sidewalks and make recommendations to the Board of Selectmen for priority in repairing.

### **PUBLIC FACILITIES AND SERVICES**

The funding structure of the School Administrative District (MSAD#41) will be changing with the disassociating of Lake View Plantation in July 2003. Atkinson has also recently expressed the desire to disassociate with MSAD#41, which could further affect the structure, perhaps putting a greater financial burden on the Town of Brownville.

The Brownville Water and Sewer Departments have expressed concern with the ability to keep user fees down. There needs to be an increase in users in order to maintain service without a significant increase in user fees. The Departments are working toward a plan to increase the customer base. One of the initiatives the Water and Sewer Departments are working on is the connection of the two systems (Brownville Village and Brownville Junction).

Many of Brownville's public services are shared. This allows the Town to save money and receive services that the Town would otherwise be unable to afford. The Town

continues to seek ways in which to share services and maintain an appropriate level of local service.

## **RECREATION**

Most of the current recreational opportunities in Brownville rely on the rural nature of the Town. The natural beauty and open space of Brownville provides for a recreationalists paradise. The Town is interested in encouraging tourism and recreation in the area. The entrance to the Katahdin Iron Works State Historical Site is located off Route 11, just north of Brownville Junction. This provides numerous recreational opportunities, including the well-known Gulf Hagas.

The challenge for the Town is to maintain acceptable recreational opportunities at a minimum cost to the taxpayers. Brownville residents have expressed interest in implementing a municipal park with a playground area and ice-skating rink, the need for a public hall that would be available for civic and private rental, and the availability of additional recreation programs for the Town's Senior Citizens.

## **NATURAL RESOURCES**

Natural resources information is useful in identifying opportunities and constraints for development and for protecting environmentally sensitive areas. Brownville is a typical rural town and the natural resources contribute greatly to the quality of life in the Town. It is essential for these resources to be protected in order for the town to maintain its rural, traditional, and scenic character. Water pollution, high cost and maintenance of public services, and the destruction of existing wildlife and scenic values are just a few of the existing ways that a community ends up paying for improper land use; therefore, it is extremely important to identify and protect these areas.

The critical wildlife habitats identified within Brownville include birds, mussels, turtles and dragonflies. The majority of the Town's natural resources lie within the same area as the majority of development – along Route 11. This in part is because development occurred along the river, where these habitats flourish. In addition, there is an aquifer that lies beneath the most populated area of Route 11. This poses unique circumstances for the Town. Special care will be used when permitting development.

## **FISCAL CAPACITY**

Decreasing revenues and increasing expenditures has put a stronghold on the Town's budget. Therefore, it is more important that ever for the Town to have a capital improvement plan. The Budget Committee will use the outline provided in this plan and formalize a local capital improvement plan.

One of the ways the Town is working to decrease costs is by sharing services with neighboring communities. The concept of regionalism is not new to the Town of

Brownville. The Town has a successful history of working with neighbors to provide cost-effective services to residents.

One of the current strains on the Town's budget is that one of the top 5 taxed entities in Town, the former Bangor and Aroostook Railroad, has substantial outstanding tax balances. It is unknown at this time whether or not the outstanding tax balances will be paid. The Town awaits judgment from the Court.

### **LAND USE**

The Town of Brownville has approximately 28, 526 acres and is primarily a rural residential community. In addition to residential uses, the Town has forestry and small commercial uses. Currently, the Town does not have any identified zoning districts. The Town has proposed a Village North, Village South, and Mixed Use District for growth areas. The growth areas represent approximately nine (9) percent of the Town's total land mass. The Town has also proposed a Rural Residential and Forestry/Recreation/Open Space District for the rural areas.

There are areas within Brownville that may not be suitable for development or areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. These areas are identified in the Land Use section of this plan. As mentioned earlier, this poses a unique situation in the Town in part is because development has naturally occurred along the river, where some of these critical resources happen to also be situated. Special attention to these areas will be used when permitting development.

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## **INTRODUCTION**

During the economic “boom” of the eighties, the State of Maine experienced substantial growth, not only in the urban areas, but also in the outlying rural communities. This growth, which was a mix of industrial, commercial and residential, occurred in many communities, which were not prepared to deal with the increased demands on municipal budgets or the environmental effects. In response to this growth and in an effort to reduce the impact on taxes, community character and our environment, the State of Maine Legislature enacted various land use laws that were intended to provide municipalities with the tools to prepare for future growth and development. The “Comprehensive Planning and Land Use Regulation Act of 1988,” which is frequently referred to as the “Growth Management Act” required municipalities throughout the State to adopt a Growth Management Program. The program, which consisted of a comprehensive plan and implemented land use ordinance, would provide the framework for municipalities to guide their future growth and development while still maintaining the character and identity of their community. Due to a period of decreasing state revenues, the program was repealed by the Legislature to eliminate the mandatory aspect of the law; but many communities had already recognized the necessity of this program and continue today to achieve Growth Management’s goals.

In January 2001, Public Law 776 “*An Act to Implement the Land Use Recommendations of the Task Force on State Office Building Location, Other State Growth-related Capital Investments and Patterns of Development*” went into effect to ensure that governmental investments are made in a manner that will not spur development sprawl and will concentrate public facilities and improvements in locally designated growth areas. “Growth-related capital investment” means investment by the State in only the following projects, whether using state, federal or other public funds and whether in the form of a purchase, lease, grant, loan, loan guarantee, credit, tax credit or other financial assistance:

- Construction or acquisition of newly constructed multifamily rental housing;
- Development of industrial or business parks;
- Construction or extension of sewer, water and other utility lines;
- Grants and loans for public service infrastructure, public facilities and community buildings; and
- Construction or expansion of state office buildings, state courts and other state civic buildings that serve public clients and customers.

“Growth-related capital investment” **does not** include investment in the following:

- Operation or maintenance of a governmental or quasi-governmental facility or program;
- Renovation of a governmental facility that does not significantly expand the facility's capacity;
- General purpose aid for education;
- School construction or renovation projects;
- Highway or bridge projects;

- Programs that provide direct financial assistance to individual businesses; community revenue sharing; or
- Public health programs.

A comprehensive plan is a document adopted by a local government and created by local people. This document is actually a map to the town's future that guides the decision making process regarding the community and the vision that the residents have for their future. The essential characteristic of the plan makes it comprehensive, general, and long-range. The plan is comprehensive since it encompasses all aspects of the community; general because the plan summarizes policies and implementation strategies but does not include detailed regulations, and long-range since the plan looks to the future to envision the problems and possibilities.

### **STATUTORY BASIS**

Brownville's Comprehensive Plan was developed pursuant to the statutory requirements of the Comprehensive Planning and Land Use Regulation Act of 1988 (MRS Title 30, Section 4861). The adoption of the plan can assist Brownville in receiving preferential consideration when applying for federally or state funded grants that affect community development (MRSA Title 30-A, Section 4349).

### **PURPOSE**

The purpose of a comprehensive plan is to provide the factual basis and policy framework for future planning, regulatory, and community development decision-making, in both the public and private sectors for the town. The plan is a valuable working instrument for the future growth and development of Brownville.

### **CONSULTANT**

The Town of Brownville has contracted with Penobscot Valley Council of Governments (PVCOG) to assist the Comprehensive Plan Committee in preparing this comprehensive plan.

### **STATE OF MAINE'S GOALS OF GROWTH MANAGEMENT**

In order for the plan to be deemed consistent by the state, it must address the State's Ten Goals of Growth Management as outlined in M.R.S.A. Title 30-A§4312. The following is a listing of those goals.

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

- To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
- To promote an economic climate that increases job opportunities and overall economic well-being.
- To encourage and promote affordable, decent housing opportunities for all Maine citizens.
- To protect the quality and manage the quantity of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.
- To protect the state's critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.
- To protect the state's marine resources industry, ports, and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public.
- To safeguard the state's agricultural and forest resources from development that threatens those resources.
- To preserve the state's historical and archaeological resources.
- To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

### **SCOPE**

A comprehensive plan involves the following:

- Survey of existing and potential resources;
- Analysis of past, present, and future community trends;
- Development of policy proposals to abate, resolve or prevent local problems;
- Adoption and implementation of these policies by Town Officials and residents; and
- Continuous monitoring of the plan's policies and implementation strategies.

A comprehensive plan follows an established framework set forth by the State. Within the plan, however, are the collective thoughts and actions of Brownville's residents. The entire comprehensive plan must be applicable now and in the future. As a result, the town must periodically review the plan and update it to reflect needed changes in local policies and to incorporate updated information.

This comprehensive plan looks at local, as well as regional, issues that concern or affect the Town of Brownville. This plan will guide the town over the next ten years, and provide a

reasonable approach to land use regulation in preparing the town for future development while retaining, or even enhancing the local quality of life.

This comprehensive plan examines the above-mentioned available information, including inventory and analysis, local policies, implementation strategies and regional policy/coordination, through the following components:

- Community Character and History
- Population
- Employment and Economy
- Natural Resources
- Housing
- Recreation
- Transportation
- Public Facilities and Services
- Fiscal Capacity
- Land Use

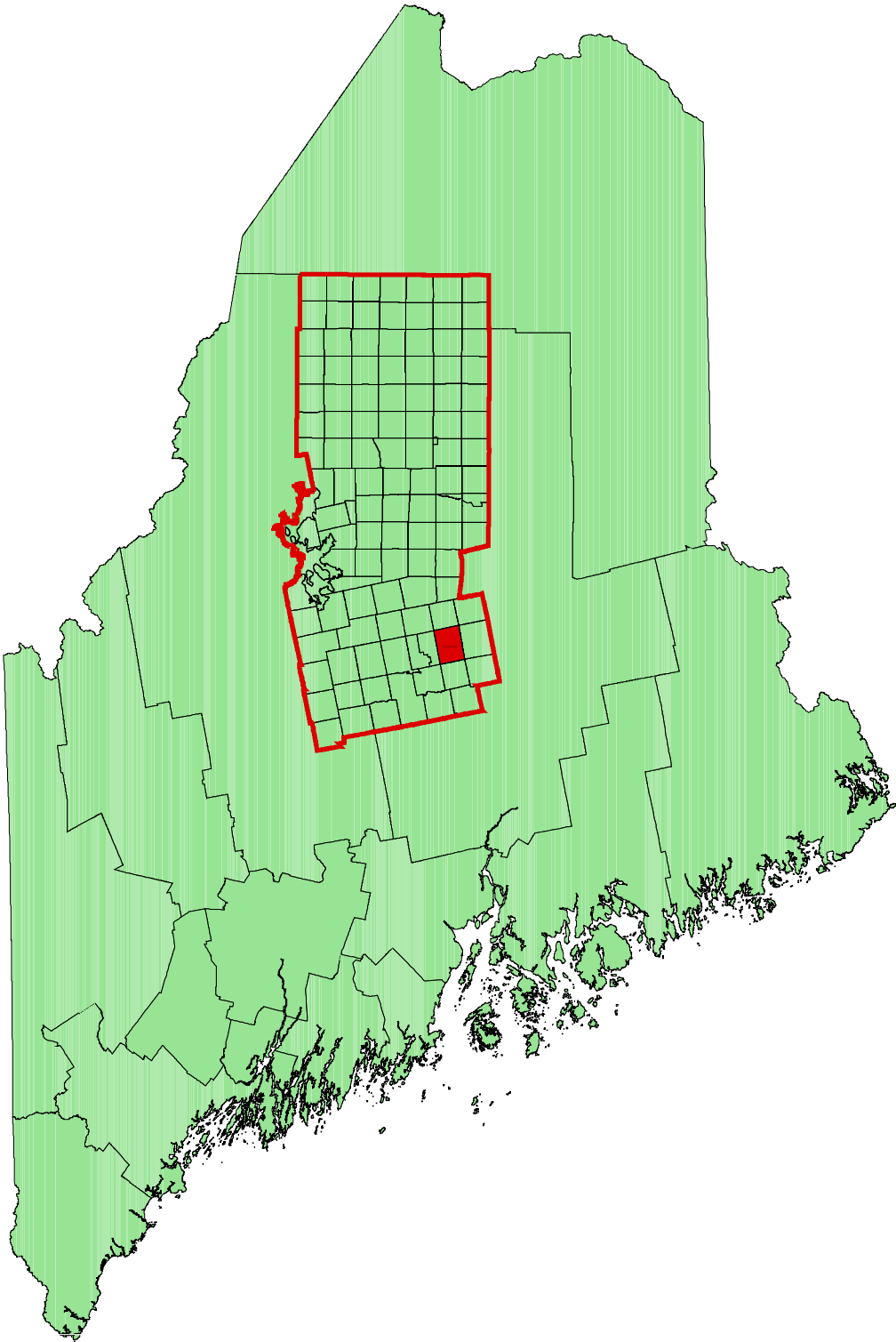
### **LIMITATIONS**

This comprehensive plan has been assembled and compiled with the genuine intention that all of the data and information contained herein is reasonably accurate and correct. The information contained in this plan was gathered from the sources cited. Some of the sources were found to be more detailed and more recent than other sources. Where appropriate, future application of the information contained in this plan should be preceded by a check of the sources to see if additional or revised information is available. Most of the information contained in the plan is considered current enough and of sufficient detail to support the conclusions and recommendations offered. This information is suitable for general planning; however, it may not be appropriate for site-specific decisions.

The information used to create the maps contained within this comprehensive plan has been derived from multiple sources. This product as provided is for reference and planning purposes only and is not to be construed as a legal document or survey instrument.

PVCOG/EMDC provides this information with the understanding that it is not guaranteed to be accurate, correct or complete; that it is subject to revision; and conclusions drawn from such information are the responsibility of the user. *Due to ongoing road renaming and addressing, the road names shown on this map may not be current.* Any user of this map accepts same AS IS, WITH ALL FAULTS, and assumes all responsibility for the use thereof, and further agrees to hold PVCOG/EMDC harmless from and against any damage, loss, or liability arising from any use of this map.

# Town of Brownville Location



**STATE GOAL**

*To preserve the State's historic and archaeological resources.*

**INTRODUCTION**

Introduce yourself to the people of Brownville and you will find their names reflect a rich cultural diversity. Whether descended from Welsh, Swedish, Canadian or old Yankee stock, their names and faces reflect a comfortable mix of cultural roots. From the quarry booms of the 1840's through the turn of the 20th century, the town's need for labor to work the slate quarries, mills and on the railroads attracted workers from Wales, Sweden, Canada and elsewhere. Their influence is found in the commerce of Brownville and in the customs, culture and musical legacy their decedents enjoy today.

Most of Brownville's settlers and early residents came here because of it's geographical location and it's natural resources-water in it's streams and rivers, both for mill power and for drinking; lumber for building homes and for providing work; land for building work sites and farming; slate from it's quarries and iron ore from nearby Katahdin Iron Works.

Brownville still depends a great deal on its natural resources. The jobs of a large portion of Brownville's labor force are based on those resources – harvesting timber, hauling timber to mills, working in the mills that process the timber into value-added products and working for companies which transport the product to customers. Brownville's citizens and visitors use the woods and waters for camping, fishing, hunting, snowmobiling, and for rest and relaxation every season of the year.

There is a growing sense of place and an increasing awareness of history that the people of Brownville and the folks who come to visit feel. This is reflected in a quote, which says, "The history of our country is but the history of its small towns."

**EARLY SETTLERS**

In 1794, when the surface of what is now Piscataquis County was still covered by the growth of giant pine, the Massachusetts Land Office employed Samuel Weston and his brother Stephen to survey and plot into townships the land known as ranges VII and VIII north of Waldo Patent, in order that the townships might be offered for sale and settlement. There is no record of settlement at this time.

In 1803, Park Holland surveyed the land, to lot it out for Joseph Blake, another prospective purchaser. Blake bought the land, but like his predecessors, failed to fulfill the conditions, to wit settlement of the area. In 1805 the township came into the possession of Moses Brown and Josiah Hills of Newburyport, Massachusetts, who became joint proprietors.

Through some error, Weston's survey made Range VIII 7 miles 140 rods in depth, instead of the six miles intended. Holland supposed it to be six miles square, and so plotted it, having a considerable part of his eastern line in Schoodic Lake. Later his random line was mistaken for

the true line, thus making the width 5 miles 162 rods instead of six miles--a grave error and a serious loss to what later would become our town, Brownville.

In 1806, Francis Brown, Brownville's namesake, and his nephew Moses was sent with a crew of men to build a dam and mills on the river. They came during August bringing equipment and supplies up the river from Bangor. By fall they had a sawmill and gristmill in operation. During the first decades new families came to the settlement, up the river by bateau, or through blazed forest trails on horseback, or later, following the rough roads by ox-team. The first settlers received whatever social and cultural advantages the state of Massachusetts afforded. Up until 1828 the settlers lived off the land, woods, and water. In 1828, slate was discovered by Moses Greenleaf of nearby Williamsburg. This vein was under the soil of Brownville, and west of Brownville to Monson. From the quarry boom of the 1840's through the turn of the 20th century, the town's need for labor to work the slate quarries, mills and on the railroads attracted workers recruited from Wales, Sweden, Canada and elsewhere. Their influence is found in the commerce of Brownville and in the customs, culture and musical legacy their descendants enjoy today. In 1889 the arrival of the Canadian Pacific Railroad generated the growth of a village 3 miles north of Brownville, and was called Henderson later to be renamed Brownville Junction.

### **GEOGRAPHICAL FEATURES**

Brownville is sited on both sides of the Pleasant River. Brownville is in a glacial region, as evidenced by the sand hills or "horsebacks" along the river. It is believed that Tannery Hill and Rounding Hill were once the two sides of a gateway through which, in remote ages, the river of ice pushed its way. Underlying the soil of Brownville is a belt of slate, which extends westward through the other townships of this range reaching its highest quality here and contributing to the early development of the town.

### **TOWN GOVERNMENT**

From its beginning in 1824, Brownville has been governed by a Board of Selectmen. In the early days, there were three selectmen elected by the citizens at the annual town meeting. The selectmen were the administrators and overseers of all aspects of town business. In the middle of the 20<sup>th</sup> century, as the governing of towns became more complex, there was a need for a full-time administrator. A Town Manager was hired to supervise the running of the Town under the direction of the elected Board of Selectmen. Two selectmen positions were added, again because of the growing complexity of local government. This is the system by which Brownville is governed today. Since the beginning of the Town, there has been the traditional annual town meeting held in the spring at which the officers are elected and all business of the Town comes before the citizens for their decision. It is at once an informative and lively process in which all citizens can participate. It is an interesting bit of history that in 1845, the annual town meeting was held inside the covered bridge, which then spanned the Pleasant River in the Village.



**TOWN HALL**

Over the history of the Town, governmental meetings were held wherever it was convenient – in private homes, at the church hall, the Grange Hall, school gymnasiums and at the Brownville Junction High School Alumni Building. Now, the official offices of the Town of Brownville are in the Masonic Building in the Village.

**SCHOOLS**

During Brownville's early history, the settlers depended on the ministers and teachers sent to them for their educational privileges. Brownville was more fortunate than most, in that the men who stood back of the settlement were pre-eminently interested in both the religious and scholarly attainments. They selected and supported university men until such time as the settlers were sufficiently established to care for their own needs.

The first schoolhouse was built prior to 1819, for the first meeting held to organize the plantation was held "at the schoolhouse near the mills." In 1820, when Maine became a state, there were three school districts, the Village School, the North Brownville School and the Rider Ridge School. Three years later, a new district was opened at East Ridge.

According to Brownville Historian, Susan Merrill Lewis, "the inspiration to learn and teach has never been wanting in this community. As early as 1825, Isaac Wilkins was graduated from the Bangor Theological Seminary...In 1859, Mark Pitman graduated from Bowdoin College, became a teacher and was instrumental in founding the noted Choate School in Connecticut...Eber Davis Thomas, in 1878 was a member of the first graduating class of the University of Maine."

In 1872, the first Brownville High School was built and the next year the first Superintendent of Schools was chosen to take the place of the committee of the then existing nine school districts. Over the years, these many schools were closed and the students attended more centrally located facilities. Until the 1950s and 1960s there were schools in both the Village and the Junction, with elementary and high school students in both parts of the Town. In the late 1960s, Brownville became a member of the newly formed Maine School Administrative District (MSAD) #41, which currently includes Brownville, Milo, Atkinson, Lakeview and surrounding townships.

MSAD 41 Administrative offices are now located in Milo, including the Superintendent of Schools. The only school facility in the Town of Brownville today, is Brownville Elementary School located between the village and the junction at 744 Main Road. In the 2001-2002 school year, there were 92 pupils and 8 staff members at the School. The school serves students from Kindergarten to Grade 5.

**CARING FOR THE POOR**

As was true of most communities, Brownville, in its past, had what was called a "poor farm," where those unable to support themselves were given help. The system of caring for the poor has gone by the wayside to be replaced with many Federal, State and Local Programs. The

Town of Brownville can provide assistance and referrals to those in need. The Town of Brownville is fortunate to have a number of local agencies and institutions providing assistance, including a Community Food Cupboard, a Medical Loan Closet, a thrift shop and other services available through local churches and organizations.

### **LIBRARIES**

The Brownville Free Public Library is located in the Masonic building in the Village. It has a small budget supported by municipal funds, interest from an endowment and donations. It is open on Tuesday and Saturday from 1:00 p.m. to 4:00 p.m. All services, including computer access, are free to the public. A Librarian and Board of Trustees administer the Library.

### **CHURCHES**

#### ***Brownville Village Churches***

The first settlers of Brownville brought strong religious heritage and tradition. The Town fathers furthered this influence by sending, bringing and supporting “ministers of the Gospel” from the very first days. The Rev. Hezekiah May was a graduate of Yale College in 1793. He was sent to Brownville and maintained by the proprietors of the Township for six years; was given one hundred acres of land, which he partially cleared and upon which he built himself a frame house, the first in the Town. It stood where the Francis Brown House now stands. He was the first Congregational preacher to enter Piscataquis County. In 1814, he left and was succeeded by Rev. John Sawyer.

Father Sawyer, as he came to be called, was a 1785 graduate of Dartmouth College. He was the first “missionary” to be sent out by the Massachusetts Land Company to the scattered settlements in this newly opened part of Maine. He was instrumental in the founding of the Bangor Theological Seminary, wanting to ensure an educated ministry to the churches being established in this territory.

In 1818, Mr. Welch came from Bangor Theological Seminary to conduct services and as a result of his labors, on August 25, 1819, a church of eleven members was formed. Services were held in the schoolhouse until 1838 when the meetinghouse was built. This was the beginning of what is now the Brownville Community Church in the Village.

In 1834 the Methodist Church in Brownville was organized at the Gerrish farmhouse on the Schoodic Lake Road. In 1839, this Church built its meetinghouse near the site of Merrill Quarry, but shortly after the opening of the quarry, the house was removed to its present location. This building now houses the Brownville/Brownville Junction Historical Society Parish House Museum. These two churches served the needs to Brownville Village for threescore years and more.

***Brownville Junction Churches***

With the arrival of the Canadian Pacific Railroad in Henderson (now Brownville Junction) in 1889, the people who came to build and then work for the railroad desired churches to fill their spiritual needs. At first, missionary priests served them from St. Joseph's Church in Old Town. Around 1888, E. Henderson gave the Catholics a parcel of land where a small building was erected. The membership of the Parish grew until the necessity of a larger permanent sanctuary was evident. St Francis Xavier Roman Catholic Church was built in 1915 and dedicated in 1916. The rectory was built in the early 1930s. This congregation has been an active part of Brownville through its history.

The Brownville Junction United Methodist Church was established when the increasing population of Henderson during the end of the 19<sup>th</sup> Century and beginning of the 20<sup>th</sup> Century showed the need for a Methodist Church in the Junction. Following the usual pattern of church growth, meetings were held in member homes with pastors from the Village Church and supply pastors leading services. The membership grew to the point that, in 1902, a church was built for the cost of \$2,950. It was dedicated on November 23, 1902. In 1916, the parsonage was built, thus providing a comfortable home for the pastor and his family. In 1922, the church was remodeled and enlarged and beautiful stained glass windows were added. The Brownville Junction United Methodist Church has seen many local firsts in its history including the first female pastor, the first Korean pastor, and the first female Korean pastor. The church has always prided itself on its participation in the community and continues in that tradition going into the second hundred years.

"The morning of December 16, 1898 was bright and fair, when at 10:30 a.m., the Bishop, accompanied by Rev. H. Hudson and Rev. W.H. Davis proceeded on consecrate the near little chapel erected at this place." Thus the establishment of St. John the Baptist Episcopal Church. The arrival of railroad workers from Canada, many of which were members of the English Church in Canada, made necessary this new church. As usual there was quite a bit of time between when the first worshipers were identified and when a permanent house of worship was built. Meanwhile, services were held in an old school building, in private homes, even in a railroad passenger car loaned by the railroad and later in the waiting room of the depot. Finally a church was built during the summer of 1901 and, on December 6, 1901, the Bishop came to Henderson for the opening of the new church.

**CEMETERIES**

There are two cemeteries located in Brownville. The Pine Tree Cemetery (70% full) is on Davis St. in Brownville Jct. and Brownville Village Cemetery (75% full) is on Stickney Hill Road in the village. There was a small cemetery located next to the Grange Hall in the Village. When the water treatment system needed that space, the people were removed and reburied in the Brownville Village Cemetery. There are a number of private family cemeteries on private land, some of which have been inventoried.

**BROWNVILLE POST OFFICE**

Brownville Village has had a post office in the heart of the Village since the founding of the town in 1824. As the town grew, many businesses joined it on the square. The Post Office moved into the Briggs Block when it was built. When that building burned in 1951, it was quickly rebuilt and the Post Office moved back into the space it still occupies. Brownville's first Postmaster, in 1824, was Rev. Nathan W. Sheldon; the current one is William Gallant.

**BROWNVILLE JUNCTION POST OFFICE**

On June 6, 1889, an application was made by Postmaster Charles H. Dunning of Brownville to establish a Post Office at Brownville Jct. The application was counter-signed by Alexander C. Dougherty, storekeeper and proposed Postmaster. The arrival of the Canadian Pacific Railroad in February 1889 had increased the population to 150 people with a projected postal customer base of 400 people.

The mail was brought to town on the Bangor and Katahdin Iron Works Railway from Milo Jct. (now Derby) through Brownville and Brownville Jct. to Katahdin Iron Works. It is interesting that although the original application called for the new Post Office to be located in Brownville Jct., it was to be called Henderson Post Office. This Post Office was officially established on June 26, 1889 and it wasn't until June 10, 1909 that the Henderson Post Office officially became the Brownville Jct. Post Office.

**PREHISTORIC ARCHAEOLOGICAL SITES**

Prehistoric archaeological resources are those associated with Native American archaeology and generally date prior to the 1600s. The MHPC lists seventeen (17) known prehistoric archaeological sites in Brownville, many of which are eligible for listing in the National Register of Historic Places. According to Arthur Spiess at the Maine Historic Preservation Commission, the banks and floodplains of the Pleasant River need a systematic professional survey to further survey, inventory and analyze prehistoric archaeological sites in the Town of Brownville. Map set B-1 from the Maine Historic Preservation Commission shows areas of prehistoric archaeological significance and/or potential areas of prehistoric archaeological significance. Map set B-1 shows areas of identified and/or potential archaeological sites.

**HISTORIC ARCHAEOLOGICAL SITES**

Historic archaeological resources are those associated with the earliest European settlers. The MHPC does not list any historic archaeological sites in Brownville. Robert Bradley, of MHPC, reports that no professional survey for historic archaeological sites has been conducted to date in the Town of Brownville. Future such fieldwork could focus on sites relating to the earliest European settlement of the town, beginning in the early 19<sup>th</sup> century.

**HISTORIC BUILDINGS, STRUCTURES AND OBJECTS**

The National Register of Historic Places (NRHP) is the official list of the Nation's cultural resources worthy of preservation that are significant in American history, architecture, archaeology, engineering, and culture. Authorized under the National Register Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archaeological resources. The National Register is administered by the National Park Service under the Secretary of the Interior. Properties listed in American history, architecture, archaeology, engineering, and culture. These resources contribute to an understanding of the historical and cultural foundation of the nation. Listing in the National Register includes the following results:

- Recognition that a property is of significance to the nation, the state, and the community;
- Consideration in the planning for federal or federally assisted projects;
- Eligibility for federal tax benefits; and
- Qualifications for federal assistance for historic preservation, when funds are available.

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for archaeological and historic buildings survey information and maintains an inventory of important sites including buildings or sites on the NRHP. The standard of what makes an historic or archaeological resource worthy of preservation should normally be eligibility for, or listing in, the National Register of Historic Places. Because the National Register program accommodates buildings and sites of national, state and local significance, it can include local values. As reported by Kirk Mohoney of the Maine Historic Preservation Commission, a comprehensive survey of Brownville's historic above-ground resources needs to be conducted in order to identify other properties that may be eligible for nomination to the National Register of Historic Places. The Town has two properties currently listed in the National register of Historic Places. These properties can be found on Map B-2 and are listed below:

***Brown House***

The Brown House is located on High Street. The Francis Brown House is one of only two houses in Brownville to be listed on the National Register of Historic Places. In 1815 Francis brown came here to build a lumber mill and to oversee the town on behalf of his uncle, Moses Brown. Francis lived for a while in what had been the Rev. Hezekiah May house, while he had a house built for himself and his family. As the town grew, so did Francis Brown's house. It is said to have taken twelve years to complete, and when one looks at the terraced yard, the heavy wood peg construction and the fine woodwork, and remembers that this was a frontier town, that is not difficult to believe.

The hardware came from Boston and the foundation granite from the coast. Clay for bricks that built the massive cellar arches, chimney and top quarter of the foundation was dug 30 miles away in Charleston, brought to the site by oxen and then shaped and fired in a kiln on the property. When it was finally completed, Mr. Brown's house was not only the grandest in town but also somewhat of an architectural wonder.

In the attic of the Francis Brown house the entire second story ceilings of 2x4 and 10x10 hand hewn beams are suspended from a 40-foot length of hewn timber, which forms the ridgepole. A visiting architect from Sturbridge Village noted that the building would stand even if all the interior walls were removed.

Another unique feature is found in the wall above the great fireplace between the kitchen and the living room. A cabinet slides out of the wall to reveal a secret hiding place that purportedly gave refuge to runaway slaves in the days of the Underground Railroad. The owners Woody and Susan Higgins have since meticulously restored the Francis Brown House, listed on the National Register of Historic Places since 1985. Mrs. Higgins is a descendant of the Brown family.

### ***Slate House***

The Swallow House, known locally as the Slate House, was built in 1848 and is located at 123 Church Street. It is Italianate in style, noteworthy for its unique use of locally quarried slate. The foundation, entrance steps, as well as the sheathing of its exterior walls are of slate. It is the only known building in Maine that makes such diverse use of this material.

In addition to its architectural significance, the house has an important association with the local quarrying industry, one firm of which originally erected the structure for its superintendent. Thus, it's eligibility and listing on the National Register of Historic Places. The slate for the house came from the Merrill Quarry, just up the road from the house. It is believed it was built to showcase the various uses of slate in house construction. The foundation is made of long slabs of stacked slate. The shingles, which side the house, number in the thousands, each cut and scalloped at the ends by the patient hands of quarry men. Every shingle contains two holes made with a pick. The slate stairs, both at the front and the sides of the house, still bear the tooth marks of the saw used to cut them. Inside, wherever there was a wood stove, there is a mantle made of slate. In keeping with the impressive workmanship exhibited at the home, the original stained dark ash frames the doorways and windows. Ceilings in each room are 12 feet high, and double ornate glass doors adorn the front hall.

## **HISTORIC PLACES AND ARTIFACTS OF LOCAL SIGNIFICANCE**

The Brownville Parish House Museum is located on Church Street in the Village. The Brownville Historical Society operates the Museum. The building is the former Methodist Episcopal Church built in 1839. The Historical Society is in the process of creating an inventory of Brownville's historic buildings and resources.

### **KATAHDIN IRON WORKS STATE HISTORIC SITE<sup>1</sup>**

Today, the skeletons of a blast furnace and charcoal kiln stand silent, lone remnants of the Katahdin Iron Works. In the past, these structures pulsed with activity as part of Maine's only nineteenth century iron works operation. Here the fires of the blast furnace

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<sup>1</sup> <http://www.mainerec.com>

flames non-stop for as long as a year at a time, glowing against the night sky. Smoke poured from this charcoal kiln and many others like it. Mule, oxen or horse-drawn wagons rattled by constantly carrying ore, pig iron or wood.

Such sights and sounds must have seemed out of place in the Maine wilderness. Yet it was the wilderness, with its ready supplies of iron ore, fuel wood and water power that brought the iron works industry to this site.

Katahdin Iron Works operated here for a total of about 25 years between 1843 and 1890. Although isolated, it was tied closely to outside markets and technological advances in the iron industry. Its beginnings, for example, paralleled a growing demand for iron farm tools, machinery and railroad car wheels. In the end, the iron works failed when huge mill in Pennsylvania brought the nation's new age of steel.

The heart of the Katahdin Iron Works was its blast furnace where intense heat separated iron from other materials in the ore. Workers pouted ore, limestone flux and charcoal into the top of the furnace. The charcoal was then ignited from the bottom and the mixture was heated to high temperatures by a blast of air circulated through the base of the furnace.

As the iron melted, it dripped into a crucible, which held about two tons of liquid. When the crucible was filled, workers broke a clay plug in the tap hole. The liquid ran down a long trench onto the sand floor of the casting room and flowed into shorter trenches. Here, the molten iron cooled into pig iron ingots, each weighing about 80 pounds. In the 1880's when production was at a high, 18-20 tons of pig iron were produced daily. Katahdin Iron works once had 16 charcoal kilns like the one remaining today. These kilns each burned 50 cords of wood (which took 6 days to burn and 10 days to cool) at a time and produced charcoal vital in fueling the blast furnace. Cutting and hauling wood to burn in these kilns was a major activity and employed hundreds of men. One winter, when the iron works was at the height of its operation, 400 men, using 200 horses and oxen, cut and hauled 20,000 cords of wood, a year's supply for the kilns.

From the first firing of the blast furnace in 1844 Katahdin Iron Works had to cope with its remote location and problems in smelting the local iron sulphide ore. Several different owners saw KIW through expansion and lean times. It survived destructive fires and a railroad was built to lower transportation costs. But the iron works which remained a relatively small scale, inefficiently operation, was finally closed due to outside competition. In March 1890, the Piscataquis Observer reported the end of this fascinating and unique chapter in Maine's history.

The people who opened the Katahdin Iron Works in 1843 built an iron works, town and roads in this remote location. By 1884, during the height of the KIW operation, the village had grown to include the homes of 200 workers. The 1880s also marked the beginning of the summer resort business here. Local springs, rich in iron, sulfur and



other minerals, were widely advertised as health-giving and the area's scenery, outdoor sports offerings and Silver Lake Hotel became well-known.

Many townspeople moved away when the iron works and a later spool mill closed. The hotel burned in 1913. In 1927, the General Chemical Company leased Katahdin Iron Works land as a reserve source of the sulfur contained in the iron sulphide ore. General Chemical finally purchased the land in 1952, but has not yet undertaken mining operations.

General Chemical Company donated the land containing the blast furnace and one remaining charcoal kiln to the Maine Bureau of Parks and Recreation. Katahdin Iron Works was first operated as an historic site in 1965. Extensive restoration was done on the furnace and kiln in 1966.

### **KI JO-MARY MULTIPLE USE FOREST<sup>2</sup>**

Much of this forestland was first purchased in the early part of the 19th century. Following the Missouri Compromise, both Maine and Massachusetts were land rich and dollar poor. In Maine, this wild, forested land was usually sold a township at a time. Even though prices were low, purchasing 36 square miles of land, sight unseen, was as much of a gamble then as it would be today. It was, therefore, not unusual for several investors to pool their resources to purchase the land. This type of joint ownership was (and still is) known as common, undivided interest and means each owner owns a percentage of each acre, rather than wholly owning certain acres, in the township. Costs of ownership and management activities were paid from gross income from timber sales. Profits were then divided among owners, according to their percentage of ownership. This unique ownership pattern persisted throughout most of Maine until very recently. The complications of modern tax and anti-trust laws have caused most forest landowners to trade their common, undivided interests for full title. Recent publicity regarding sales of vast forested tracts to developers has caused much public concern in the Northeast. In reality, ownership of most forestland simply changes to another forest landowner - sometimes through sale, but more often through trade.

### **THREATS TO HISTORICAL AND ARCHAEOLOGICAL RESOURCES**

Historical and archaeological resources must first be identified before they can be protected from any potential threats. Protection of identified historic sites in Brownville is the responsibility of the municipality or individual owners of the site(s). Archaeological resources are often threatened by development because their existence is not obvious. Public ownership of historic sites is an option, only if the owners desire to sell their property. The Maine Historic Preservation Commission (MHPC) indicates, after review, that there is need for further survey, inventory and analysis of Brownville's historic aboveground resources in order to identify properties that may be eligible for nomination to the National Register of Historic Places. The MHPC further indicates no prehistoric or historic archaeological sites are known.

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<sup>2</sup> <http://www.northmainewoods.org>

**RESOURCE PROTECTION MEASURES*****Maine Historic Preservation Commission***

The MHPC is the central repository in the state for archeological and historic buildings survey information. Survey files include computer files, map sets, paper data forms, field notes, unpublished reports, photographic archives and published works. Archeological files are exempt from the “right to know” legislation and are accessible only with permission from MHPC staff, to protect sensitive archaeological sites and landowners’ privacy. Summaries of sensitive archaeological information are made available on a case-by-case basis.

The MHPC contains an inventory of sites, yet has no jurisdiction over these sites. The MHPC coordinates funding for inventory and restoration of historic sites. Towns with historic protection ordinances may also be eligible for monies through MHPC. Funding for inventory and restoration is (sometimes) available depending on legislative appropriation.

***National Register of Historic Places***

MHPC also coordinates a National Register of Historic Places. Sites registered by the owner with the National Register of Historic Places are protected through federal legislation, but only protected against any intervention or development by a federal agency. Eligible sites include those with only local significance or value.

Listing a property on the National Register provides protection only when federal funds are used for a project, which would affect the historic property. More complete protection is provided by a local historic preservation ordinance.

***Local Ordinances***

Local adopted ordinances, such as land use and subdivision ordinances, can protect historic area zones from harmful impact and regulate their development.

***Shoreland Zoning Ordinance***

Because archaeological sites are found along shores (99% of Maine's known prehistoric archaeological sites are located near water), shoreland zoning will often provide protection of such sites. To the extent that the future archaeological sites may be identified on the banks of water bodies within the community, they may be partially protected from development by state mandated setbacks in shoreland zones.

***The Site Location Law***

The law requires consideration of impact on historic resources.

*Easement and Initiatives*

Individual landowners, historic societies, or nonprofit agencies may apply a number of development restrictions to their properties on a voluntary basis. These restrictions may be strengthened by deed constraints or easements.

*Public or Nonprofit Ownership*

Public ownership of historic resources is another option for protection of historic buildings or sites.

**POLICY AND IMPLEMENTATION PLAN**

In order to preserve the State's historic and archaeological resources from development that could threaten those resources, the Town of Brownville has developed the following policies and implementation strategies:

**1. Policy:** The Town shall promote awareness of and encourage historic resources, whether large homes, older commercial districts, or farms, to be economically viable without destroying the resources.

**Implementation Strategies:** The Town, in conjunction with the Historical Society, shall educate residents and developers about historical resources and archaeological sites/artifacts within the Town. The Town will also inform residents about special initiatives and financing available for historic preservation projects.

The Town shall encourage that all privately owned historic resources be registered and maintained to the maximum extent feasible through landowner or nonprofit efforts.

**Responsibility:** Planning Board and Historical Society

**Time Frame:** on-going

**2. Policy:** Potential areas and artifacts of historical and archaeological significance shall be documented and historical and archaeological sites and artifacts should be monitored to ensure their protection and preservation. In addition, goals for the protection and preservation of archaeological and historic sites shall be developed.

**Implementation Strategies:** The Board of Selectman, in conjunction with the Historical Society, shall educate the public and highlight the existence of locally significant buildings and sites as reported by the National Register of Historic Buildings and the Maine Historic Preservation Commission.

The Local Historical Society shall inventory and maintain a listing of all locally significant historic artifacts and structures.

**Responsibility:** Planning Board and Historical Society

**Time Frame:** within five to ten years

**3. Policy:** Future ordinances shall include language with respect to preservation of historic and archaeological resources, including land use standards, to better protect historic and archaeological resources.

**Implementation Strategy:** The future land use ordinance shall include language to ensure that historic zones are identified and protected within the ordinance. Developers within an identified area shall be required to sponsor a survey acceptable to the MHPC; and if resources are found, to include a management plan of those resources.

The Planning Board, in conjunction with the Historical Society, shall create a Historic Preservation Ordinance.

**Responsibility:** Planning Board, Historical Society and Code Enforcement Officer

**Time Frame:** within two years

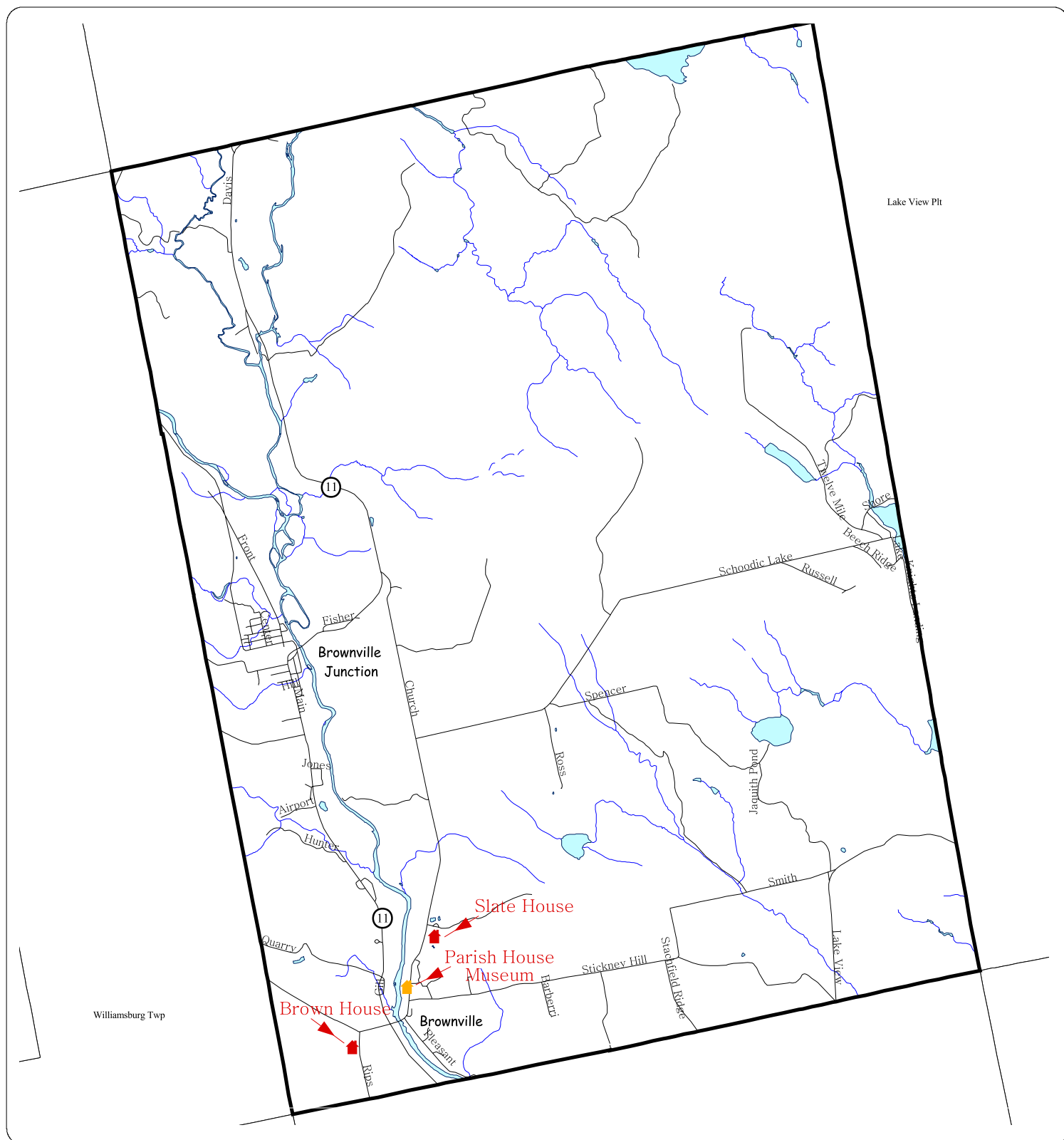
**4. Policy:** A more detailed survey of historic and archaeological resources by qualified professionals shall be performed.

**Implementation Strategy:** The Town shall seek funding sources to conduct a professional survey of historical resources and archaeological sites/artifacts within the Town.

**Responsibility:** Board of Selectmen, Planning Board, Historical Society

**Time Frame:** within five to ten years

# Town of Brownville Historic Buildings



## LEGEND

 Local Historic Significance

 National Register of Historic Places

0.6 0 0.6 1.2 Miles



Penobscot Valley Council of Governments  
Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)



See disclaimer on page A-4 of this plan

**STATE GOAL**

There is no specific state goal that addresses population; however, all other goals depend on an understanding of population and demographic data for the municipality and region.

**INTRODUCTION**

Brownville's past, present and future projected population trends are important factors to consider in relation to its future. The intent of this section is to analyze selected socio-economic characteristics of Brownville's year-round population (hereinafter referred to as population) to provide a basis for future growth management decisions. An important goal of a comprehensive plan is to provide for a productive relationship between the future population and important community resources. Accordingly, most phases of the Comprehensive Plan are either dependent upon, or strongly influenced by, the size and composition of the Town's future population.

**TOTAL POPULATION AND GROWTH RATES**

The information shown in the following table (Table 1) shows the population and growth rate in Brownville for each decade since 1840. The population boom in the 1890s can be directly correlated to the Canadian/Pacific Railroad coming to Brownville. Brownville Junction was built as a result of the railroad and jobs were created. The population continued to grow until the 1950s when diesel fuel replaced steam and the Canadian/Pacific Railroad moved its headquarters to St. John, New Brunswick, Canada. Population continued to decline slightly until Dexter Shoe opened and Great Northern Paper upgraded their facility. This brought about 200 - 300 jobs through the 1980s. The 2000 Census shows a big decline in population that can be attributed to the closing of the Dexter Shoe Facility and cut backs that Northern Railroad made during the 1990s. The following chart (Chart 1) graphically illustrates the population trend in Brownville for the last 160 years.

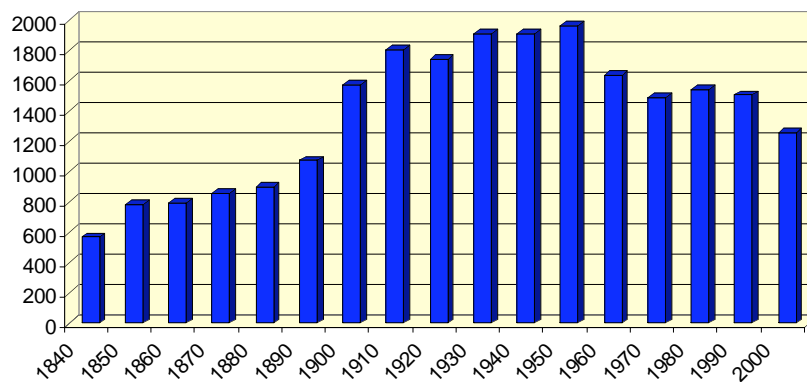
Table 1

<b>HISTORIC POPULATION Town of Brownville</b>		
<i>Year</i>	<i>Population</i>	<i>Percent of Change</i>
1840	568	--
1850	787	38.6%
1860	793	.76%
1870	860	8.4%
1880	896	4.2%
1890	1,074	19.9%
1900	1,570	46.2%
1910	1,808	15.2%
1920	1,743	(3.6)%
1930	1,910	9.6%
1940	1,914	.2%
1950	1,964	2.6%
1960	1,641	(16.4)%
1970	1,490	(9.2)%
1980	1,545	3.7%
1990	1,506	(2.5)%
2000	1,259	(16.4)%

Source: Maine Department of Labor -- Labor Market Information Services; U.S. Census Survey  
Municipal Statistics Book for the Penobscot District – Penobscot Valley Regional Planning Commission

Chart 1

### Brownville Historical Population



**POPULATION GROWTH – COMPARATIVE TRENDS**

The information in Table 2 illustrates comparative population trends for the Town of Brownville along with trends for Piscataquis County and the State of Maine. Not unlike Piscataquis County as a whole, Brownville has shown constant decreases in population since the 1980s. It is also projected that Brownville and Piscataquis County will continue to show decreases in population through 2010, with a very slight increase from 2010 to 2013 projections (2 people). Due to the lack of employment opportunities in the area, Brownville will continue to see a decline in population. Residents are being forced to move to areas with more technical training and employment opportunities.

The Town would like to encourage technical training at the local level to attempt to stabilize population rates. In order to effectively attract economic development opportunities, business owners need to have assurances of availability of, at the very least, an entry-level workforce. As part of the Town's efforts to attract new businesses and keep current businesses in Brownville, the Town will work with local educators and businesses to provide technical training to residents.

Table 2

<b>POPULATION LEVELS AND RATES OF CHANGE</b>							
		<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010 Projections</b>	<b>2013 Projections</b>
Brownville	Population	1,490	1,545	1,506	1,259	1,112	1,114
	rate of growth		3.7%	(2.5)%	(16.4)%	(11.7)%	.2%
Piscataquis County	Population	16,285	17,634	18,653	17,235	15,626	15,767
	rate of growth		8.3%	5.8%	(7.6)%	(9.3)%	.9%
State of Maine	Population	993,663	1,124,660	1,227,928	1,274,928	1,330,117	1,353,686
	rate of growth		13.2%	9.1%	3.8%	4.3%	1.8%

Source: U.S. Census Bureau, 1980, 1990, 2000  
Projections: State Planning Office

**SEASONAL POPULATION**

The 2000 Census reports that Brownville has 77 housing units used for seasonal, recreational or occasional use. Local opinion is that the seasonal population is less than what the Census reports.

**GROUP QUARTERS**

The 2000 Census reports two (2) persons are living in noninstitutional group quarters in Brownville.



### **MIGRATION PATTERNS**

Maine's population is mobile. The Maine State Planning Office (SPO) reports that, on average, 40 percent of the State's residents move at least once during a five-year period. Such population shifts will affect a small rural municipality like Brownville. Net migration is defined as the number of people that Brownville has gained or lost after factoring out the actual number of births and deaths. After calculating the out-migration for Brownville, as shown in Table 3, it appears that in the last decade 13.81% of the population or 204 persons have moved out of Brownville.

Table 3

<b>MIGRATION PATTERNS</b>						
	<b>Population</b>		<b>Intercensal</b>		<b>Net Migration</b>	
	<b>2000</b>	<b>1990</b>	<b>Births</b>	<b>Deaths</b>	<b>Persons</b>	<b>Percentage</b>
Brownville	1,259	1,506	144	183	(208)	(13.81)%
Piscataquis County	17,235	18,653	1,820	2,108	(1,130)	(6.06)%
State of Maine	1,274,923	1,227,928	148,158	116,087	14,924	1.22%

Source: U.S. Census Bureau, Maine Department of Data, Research and Vital Statistics

Net Migration = 2000 Population – (1990 Population + (Intercensal Births – Intercensal Deaths))

### **POPULATION BY AGE GROUP**

The important aspect of Table 4 is to analyze the population of Brownville as it affects age groups, which in turn, will affect the school system and other municipal services.

Brownville's population is decreasing for all persons under the age of 45. The closing of Dexter Shoe and Great Northern Paper directly affected the 25-44 age group. This group of people may have been left with no alternative but to leave Brownville in their search for gainful employment. Local opinion indicates that the 2000 Census may not accurately reflect population numbers for persons aged 20-24. It is the opinion of the Town that it is characteristic of this age group to be less inclined to fill out Census information.

Because the elderly population is increasing and the working age population is decreasing, there will be more of a demand on services for the elderly and less of a demand for services for children and young adults. Chart 3 graphically illustrates the population trends for the Town of Brownville.

Table 4

POPULATION BY AGE												
	Brownville				Piscataquis County				State of Maine			
	1990	2000	2010 Projection	2013 Projection	1990	2000	2010 Projection	2013 Projection	1990	2000	2010 Projection	2013 Projection
0-4	70	61	61	62	1,141	826	746	751	85,722	70,726	72,043	72,939
5-17 * 5-19	309	240*	138	133	3,739	3,561*	2,296	2,273	223,280	264,759*	199,393	201,021
18-24 * 20-24	104	50*	112	106	1,390	621*	1,691	1,626	123,772	69,656*	189,784	184,590
25-44	439	322	206	207	5,474	4,488	2,778	2,822	398,580	370,597	261,676	268,652
45-64	316	329	352	347	3,898	4,744	5,249	5,228	233,201	315,783	408,070	411,107
65+	268	257	243	259	3,011	2,995	2,866	3,067	163,373	183,402	199,151	215,377
<b>Total</b>	1,506	1,259	1,112	1,114	18,653	17,235	15,626	15,767	1,227,928	1,274,923	1,330,117	1,353,686
Median age	37.5	42.9			36.6	42.1			33.9	38.6		

Source: U.S. Census Bureau, 1990, 2000  
Projections: State Planning Office

Chart 3

## Brownville Population by Age

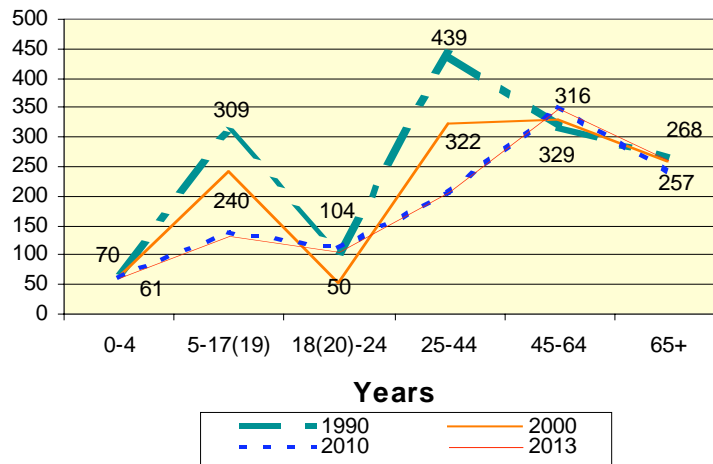


Table 5

<b>PERCENT OF CHANGE IN POPULATION BY AGE 1990-2000</b>			
	<b>Brownville</b>	<b>Piscataquis County</b>	<b>State of Maine</b>
0-4	(12.9)%	(27.6)%	(17.5)%
5-17 * 5-19	(22.3)%	(4.8)%	18.6%
18-24 * 20-24	(52.0)%	(55.3)%	(43.7)%
25-44	(26.7)%	(18.0)%	(7.0)%
45-64	4.1%	22.7%	35.4%
65+	(4.1)%	(.5)%	12.3%

Source: U.S. Census Bureau

\* 2000 U.S. Census breaks down age groups differently from the 1990 U.S. Census

### **BROWNVILLE POPULATION BY GENDER**

Brownville's population has historically been evenly split with a slightly higher female population than male. Table 6 breaks down population by gender percentages by census year.

Table 6

<b>POPULATION BY GENDER TOWN OF BROWNVILLE</b>					
<b>Year</b>	<b>Female</b>	<b>%</b>	<b>Male</b>	<b>%</b>	<b>Total</b>
2000	646	51.3%	613	48.7%	1,259
1990	770	51.1%	736	48.9%	1,506
1980	780	50.5%	765	49.5%	1,545

Source: U.S. Census Bureau, 1980, 1990, 2000

### **HOUSEHOLDS**

In Tables 7 and 8, the number of households, household size and rates of change for the Town of Brownville, Piscataquis County and the State of Maine are presented. Both average household size and number of households are decreasing for Brownville. This can be attributed to the decreasing young adult population, increasing elderly population, and single person households becoming more common.

Table 7

AVERAGE HOUSEHOLD SIZE AND RATE OF CHANGE		1980	1990	2000	2006 Projections
Brownville	size	2.73	2.55	2.26	2.34
	% of change		(6.6)%	(11.4)%	3.5%
Piscataquis County	size	2.80	2.56	2.34	2.42
	% of change		(8.6)%	(8.6)%	3.4%
State of Maine	size	2.75	2.56	2.39	2.50
	% of change		(6.9)%	(6.6)%	4.60%

Source: U. S. Census Bureau

Projections: Claritas, Inc.

Table 8

NUMBER OF HOUSEHOLDS AND RATE OF CHANGE		1980	1990	2000	2006 Projections
Brownville	number	566	591	555	493
	growth		4.4%	(6.1)%	(11.2)%
Piscataquis County	number	6,290	7,194	7,278	6,782
	growth		14.37%	1.2%	(6.8)%
State of Maine	number	395,184	465,312	518,200	518,155
	growth		17.8%	11.4%	(.01)%

Source: U. S. Census Bureau

Projections: Claritas, Inc.

## **EDUCATION CHARACTERISTICS**

Educational attainment is a community planning issue based on the premise that meeting the academic requirements of specific programs better prepares a labor force to function at a more productive level. As the economic environment has grown more complex over the years, there has been a corresponding increase of educational expectations and aspirations. At one time, an eighth grade education was considered sufficient. Today a high school diploma is considered a minimum level of achievement. However, the means to a more earning potential has, for a very long time, been reserved for those with a college education. No other social indicators suggest quality of life and overall well being more than educational attainment. It is the single most important factor in predicting how well we prosper over the years. Culture, aspirations, economic opportunities, family, community institutions and activities influence educational attainment.

The upward trend in education attainment levels of individuals age 25 and over reflect the increasing emphasis placed on higher education. This trend shows up in Maine as it does elsewhere in the United States; although overall, Maine shows a slightly higher number of persons with at least a high school diploma and slightly less with college degrees than the United States as a whole. This is due more to the nature of the economy in Maine rather than any lack of interest in higher education. Since people generally attend college as a way of ensuring greater economic opportunity, the tendency is to migrate to places where the

opportunities are the greatest. The same economic influence accounts for differences among the counties and municipalities of the state as well. Rural counties and towns some distance from job centers tend to have lower levels of educational attainment because economic opportunity is usually found elsewhere. Rural communities within commuting distance of job centers and coastal retirement areas tend to have higher levels because economic success allows the flexibility of residential choice.

With declining student populations comes a decline in dollars available to support the schools. The Town of Brownville is concerned with the lack of funds available to provide job skill training to students in the school system. Basic programs are being shut down due to lack of funding. The Town would like to encourage a higher level of job skill training and local involvement in the local school system.

Table 9

<b>EDUCATIONAL ATTAINMENT</b>						
<b>Persons 25 years old and over</b>						
	<b>High School Graduate</b>			<b>4 Years or More of College</b>		
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Brownville	65.9%	77.0%	79.1%	5.0%	7.2%	7.2%
Piscataquis County	65.4%	75.4%	80.3%	8.3%	12.3%	13.3%
State of Maine	68.7%	78.8%	85.4%	14.4%	18.8%	22.9%

Source: U.S. Census Bureau

## **POLICY AND IMPLEMENTATION PLAN**

In order to maintain and possibly increase the Town's young adult population, the Town of Brownville has developed the following policies and implementation strategies:

**1. Policy:** The Town of Brownville shall actively encourage and provide incentive for the young adult population to continue or take up residence in Brownville.

**Implementation Strategies:** The Board of Selectmen shall seek available funding sources to maintain and increase technical training programs in the school system.

The Board of Selectmen in conjunction with the school system shall encourage local industry to participate in training programs for students.

**Responsibility:** Board of Selectmen, School Department, Local Industry

**Time Frame:** within two to five years

**STATE GOAL**

*To promote an economic climate that increases job opportunities and overall economic well-being.*

**INTRODUCTION**

The historical driving forces of the Town's economy were slate and the railroad and more currently, textile, pulp and paper industry, shoe manufacturing and railroad engine maintenance. Brownville has traditionally relied on just a few large manufacturing industries to provide the area's employment base. In the last two decades, the area has lost these traditional sources of employment, due to layoffs and closings. The economy of Brownville faces challenges in the new millennium.

The Town has experienced a great deal of uncertainty within the local economy and employment opportunities. The Bangor and Aroostook Railroad has emerged from Chapter 11 Bankruptcy under new ownership. However, business opened with a reduced workforce earning a fraction of their previous wages and increased uncertainty about whether or not the substantial outstanding tax balances would be paid. The closing of Great Northern Paper, Inc. mills in Millinocket leave the Town with even greater uncertainty regarding the future of the mill workers and those local businesses that provided goods and services to the mills and their employees.

Because the Town of Brownville realizes the importance of the region to its economic development, and strength in numbers, the Town participates in regional economic development initiatives. It is the intent of the Town to foster economic development for the town "regionally." The Town realizes that which will benefit Milo economically, may also benefit Brownville and vice versa, and is willing to share the burden of hosting economic development. Therefore these communities have taken team approaches to economic development. Part of this team approach is creating The Three Rivers Community. The Three Rivers Community is a group of towns including Atkinson, Brownville, LaGrange, Lake View, Medford, Milo, and Sebec, with a total population of about 5,000 people. The goal of the Three Rivers Community is to link the communities, businesses, schools, and organizations together for better social and economic benefits.

In addition to being part of the Three Rivers Community, Brownville seeks regional economic development through membership in the Piscataquis Economic Development Council, Piscataquis Properties Corporation, and the Brownville/Milo Economic Development Grant Committee as vehicles to such economic development.

**PISCATAQUIS COUNTY ECONOMIC DEVELOPMENT COUNCIL**

In 1997, community and business leaders from Greenville, Dover-Foxcroft, Milo and Brownville joined together to form the Piscataquis County Economic Development Council (PCEDC). PCEDC is devoted to the long-term economic stability of the area focusing on business

expansion and retention, increasing the capacity of the County to respond to economic change and identifying and targeting specific industrial sectors for business attraction.

In 2001, PCEDC organized a Building Committee to study the importance of available buildings for economic growth in eastern Piscataquis County. In an effort to boost the area's economic base, the PCEDC applied for and was awarded a smart growth grant from the State Planning Office in order to design a speculative building project in the Towns of Brownville and Milo. The group came up with the following findings and/or recommendations:

- The goal of the speculative building project is to create or rehabilitate high quality space that will help generate jobs across the County.
- It is difficult and highly unlikely that any single community can (or should) afford to build a speculative building. A multi-community approach will help spread the costs and risks associated with a speculative building program. Likewise, the building will be owned by the communities that contribute toward its creation.
- In order to benefit most Piscataquis County residents, three speculative buildings are planned in each of the County's three major labor market areas: one in Western Piscataquis (the Greenville area), the second in Eastern Piscataquis (the Brownville-Milo area), and the third in Southern Piscataquis (Dover-Foxcroft-Guilford area).
- Because of the high cost of construction, only one building can be built at a time.
- Lease and property tax revenues collected from the first building will be invested for the creation of the second and likewise the third building.
- The Committee decided that the criteria used to identify the location order for building construction should depend on the following:
  - Is there an available tenant waiting?
  - Has there been recent sudden/severe economic dislocation?
  - Is there developed land available for donation?
  - A strong marketing/advertising program is necessary in order to attract future tenants to the building.

The Towns of Brownville and Milo have an interlocal agreement and whatever parcel is purchased for the speculative building project will be owned by both Brownville and Milo. The Towns are currently in the negotiation phase of purchasing a parcel for this project.

### **PISCATAQUIS PROPERTIES CORPORATION**

The Town of Brownville is also represented and participates in the Piscataquis Properties Corporation (PPC). The PPC was first established to develop a multi-municipal mechanism for regional economic development in Piscataquis County. Eleven of the seventeen organized towns and Piscataquis County, representing the unorganized territories, joined the PPC and have been working to create the groundwork needed to fund a more regional approach to job creation for the entire county. In response to the unanimous agreement of PPC directors, emergency legislation will be introduced that would give the Piscataquis County Commissioners the authority, after referendum and budget process, to borrow or appropriate funds to be used in regional economic development projects. This will allow the costs associated with regional

development projects to be incorporated in the annual county tax assessment – thus, all members of Piscataquis County would bear the burden of economic development expenses.

### **BROWNVILLE/MILO ECONOMIC DEVELOPMENT GRANT COMMITTEE**

With the approval of grant funds from the Department of Economic and Community Development, the PCEDC has reconvened the Brownville/Milo Economic Development Grant Committee to implement a site feasibility study for joint municipal development of a site for future economic growth in the region. The group is currently working with PCEDC to work on marketing, site and legal components of the feasibility study.

### **LABOR FORCE**

The basic concepts involved in identifying the employed and unemployed are quite simple. People with jobs are employed. People who are jobless, looking for jobs, and available for work are unemployed. People who are neither employed nor unemployed are not in the labor force. The sum of the employed and the unemployed constitutes the civilian labor force. Persons not in the labor force combined with those in the civilian labor force constitute the civilian noninstitutional population 16 years of age and over.

Persons under 16 years of age are automatically excluded from the official labor force measurements, as are all inmates of institutions and persons on active duty in the Armed forces. All other members of the civilian noninstitutional population are eligible for inclusion in the labor force, and those 16 and over who have a job or are actively looking for one are so classified. All others--those who have no job and are not looking for one--are counted as "not in the labor force." Many who do not participate in the labor force are going to school or are retired. Family responsibilities keep others out of the labor force. Still others have a physical or mental disability, which prevents them from participating in labor force activities.

The Town of Brownville is part of the Dover-Foxcroft Labor Market Area (LMA). The Dover-Foxcroft LMA includes the communities of Abbot, Atkinson, Bowerbank, Brownville, Dover-Foxcroft, Guilford, Lake View Plantation, Medford, Milo, Monson, Parkman, Sangerville, Sebec, Willimantic, and Northeast Piscataquis (unorganized), Blanchard (unorganized), and Southeast Piscataquis, also known as Orneville (unorganized). The Dover-Foxcroft LMA is part of Penobscot District, which is comprised of Winterport, Bangor, Bangor Suburban, Dover-Foxcroft, Lincoln and Millinocket LMAs.

The Town of Brownville, as well as Piscataquis County as a whole, has continued to endure turbulent economic times since 1990. The total population of the Town decreased 16.4% from 1990 to 2000, and the civilian labor force decreased by 5.8%. More alarming than the decrease in the labor force and population is the 9.6% decrease in employment rates and the 50% increase in total unemployment.

Decreases in the civilian labor force and unemployment continue in 2001 for Town of Brownville, the Dover-Foxcroft LMA, Piscataquis County and the State. On the contrary to the



encouraging decreases in total unemployment for Brownville and the Dover-Foxcroft LMA the state as a whole shows an increase in total unemployment.

Brownville has suffered the loss of hundreds of jobs at Dexter Shoe Company, a significant scale-back of workforce and salaries at the Bangor and Aroostook and Canadian American Railroad Companies, and the latest closing of the Great Northern Paper mills. As singular events, they each would have dramatic impact on the rural region; however, taken in total the impact has been staggering.

Table D-1

<b>CIVILIAN LABOR FORCE</b>					
	<b>1990</b>	<b>2000</b>	<b>Percent of Change</b>	<b>2001</b>	<b>Percent of Change</b>
Town of Brownville	656	618	(5.8)%	597	(3.4)%
Total Employment	614	555	(9.6)%	543	(2.2)%
Total Unemployment	42	63	50%	54	(14.3)%
Dover-Foxcroft LMA	7,330	7,250	(1.1)%	7,100	(2.1)%
Total Employment	6,900	6,770	(1.9)%	6,630	(2.1)%
Total Unemployment	430	480	11.6%	470	(2.1)%
Piscataquis County	8,700	8,350	(4.0)%	8,230	(1.4)%
Total Employment	8,160	7,800	(4.4)%	7,680	(1.5)%
Total Unemployment	540	550	1.9%	550	0%
State of Maine	634,601	688,800	8.5%	683,900	(0.7)%
Total Employment	601,778	664,600	10.4	656,800	(1.2)%
Total Unemployment	32,823	24,200	(26.3)%	27,100	12.0%

Source: Maine Department of Labor  
Division of Labor Market Services

## **UNEMPLOYMENT**

When workers are unemployed, they, their families and the state as a whole lose. Workers and their families lose wages, and the state loses the goods or services that could have been produced. In addition, the purchasing power of these workers is lost, which can lead to unemployment for yet other workers. The Unemployment Rate is the percentage of the total labor force that is unemployed - that is, the percentage of people who would like a job, and are available for work, but do not currently have one. The labor force consists of the unemployed plus the employed.

Persons are classified as unemployed if they do not have a job, have actively looked for work in the prior 4 weeks, and are currently available for work. Total unemployment figures cover more than the number of persons who have lost jobs. It includes persons who have quit their jobs to look for other employment, workers whose temporary jobs have ended, persons looking for their first jobs, and experienced workers looking for jobs after an absence from the labor force (i.e., a woman who returns to the labor force after her children have entered school).

Historically, Brownville's economy was largely based on the railroad. The interruption of the Canadian Pacific's passenger rail service through Maine in January 1995 resulted in a loss of many railroad jobs, most of those belonging to Brownville residents. Brownville's Plymouth

Cordage Industries (PCI), a steel shoe shank plant, closed in December of 1982 resulting in the loss of 100 jobs. In the mid 1980s, Katahdin Lumber and Gill Wood Products both closed, leaving a total of 50 people out of work. In the past decade, the majority of the stores in Brownville have been forced to close. Since 1990, Guilford of Maine, and the largest sector, the paper, lumber and wood industry, has cut nearly 250 jobs. In addition, the downsizing of Great Northern Paper and the closing of Dexter Shoe in Milo resulted in a significant loss of additional jobs. The decline of the manufacturing of durable goods in the area has significantly impacted Brownville's residents, as well as the Dover-Foxcroft LMA and the County as a whole, leaving Brownville with a high unemployment rate.

Table 2 shows the unemployment rate of the Town of Brownville, Dover-Foxcroft LMA, Piscataquis County and the State of Maine. Brownville's unemployment rate decreased from 2000 to 2001, while the Dover-Foxcroft LMA, Piscataquis County and the State of Maine unemployment rates increased slightly.

Table 2

<b>UNEMPLOYMENT RATES</b>			
	<b>1990</b>	<b>2000</b>	<b>2001</b>
Town of Brownville	6.4%	10.2%	9.0%
Dover-Foxcroft LMA	5.9%	6.6%	6.7%
Piscataquis County	6.2%	6.5%	6.7%
State of Maine	5.2%	3.5%	4.0%

Source: Maine Department of Labor  
Division of Labor Market Services

## **EMPLOYMENT**

Employed persons consist of all persons who did any work for pay or profit, all persons who did at least 15 hours of unpaid work in a family-operated enterprise, all persons who were temporarily absent from their regular jobs because of illness, vacation, bad weather, industrial dispute, or various personal reasons. Table 3 and 4 show the employed population by occupation and industry, respectively, for Brownville, Piscataquis County and the State.

Fifty years ago, one out of every two jobs in Maine was in the manufacturing sector. That figure has now fallen for the State and the State Planning Office is projecting further decline over the next decade. The movement away from manufacturing (as a provider of jobs) has very different implications for certain geographic areas and for certain segments of the population. The Town of Brownville falls within one of the geographic areas in Maine that is severely affected by job losses in this industry. The decline for Brownville began in the 1950s when diesel fuel replaced steam and the Canadian/Pacific Railroad moved its headquarters to St. John, New Brunswick, Canada. The 1980s brought new hope for the manufacturing industry when Dexter Shoe opened and Great Northern Paper upgraded their facility. This increased manufacturing jobs in the area by 200- 300 jobs. Then hard times hit the area again and the closing of the Dexter Shoe Facility and cutbacks at Great Northern Paper created another large loss of manufacturing positions available. In addition to the loss of positions in the manufacturing sector and the pulp and paper industry suffering, the Railroad also was significant impacted from these losses. Throughout the

2000s, it is certain that there will be a shift from manufacturing to other industries employing the population of Brownville.

Throughout Maine, the loss of manufacturing hits those without college degrees or technical training the hardest. In the old economy, landing a job in a mill following grammar or high school ensured a fairly decent standard of living and future. As these opportunities are disappearing, Maine people who choose not to further their educations and/or skill training face a harder future. Some of these individuals move away from the area to find acceptable employment. In response to the ramifications of losing industry and very small percentage of people attaining higher education, the Town of Brownville hopes to maintain the population by working with local businesses and schools to prepare students with appropriate training to obtain the local employment opportunities. Local businesses will also benefit by having a work force to choose from that is prepared and trained for the jobs that are available.

Higher education has become more critical and Maine currently has one of the worst track records for post-secondary educational attainment (the 2000 Census reports only 22.9% of persons 25 years and over have attained four or more years of college). Although there is an increase in percentage of persons who have graduated from high school in the Town of Brownville, the percentage of persons who have attained four or more years of college has remained exactly the same from 1990 to 2000. As the manufacturing industry continues to decrease, it will be necessary for people to obtain higher education or skill training in order to obtain employment.

Manufacturing is forecasted to see modest losses throughout the next ten years. Hopefully, tight labor markets will provide workers with enough bargaining power to keep wage growth near 5% through the mid 2000s. Long-term wage gains, however, will depend heavily on Maine's investment in education, particularly post-secondary and a major upgrading of skill levels of the current workforce. Reflecting recent history, virtually all net job gains in the next ten years will come from the non-manufacturing sector, led by services, which along with retail trade, will account for the majority of all new jobs. The service industry will be the principal engine of growth.

As illustrated in Table 3, more than one-quarter of Brownville's working population reports their occupation as Production, Transportation and Material Moving. Slightly less than one-quarter of Brownville's working population reports sales and office occupations.

Table 3

<b>2000 Employed Population by Occupation</b>						
	<b>Brownville</b>	<b>Percent</b>	<b>Piscataquis County</b>	<b>Percent</b>	<b>State</b>	<b>Percent</b>
Management, Professional and related	97	19.2%	1,830	25.1%	196,862	31.5%
Service	58	11.5%	1,069	14.7%	95,601	15.3%
Sales and office	116	23.0%	1,584	21.8%	161,480	25.9%
Farming, fishing and forestry	20	4.0%	170	2.3%	10,338	1.7%
Construction, Extraction and Maintenance	80	15.8%	913	12.5%	64,064	10.3%
Production, Transportation and Material Moving	134	26.5%	1,714	23.5%	95,666	15.3%
Employed persons 16 years and over	505		7,280		624,011	

Source: U.S. Census Bureau

As has been historically true, the majority, more than one-quarter, of Brownville's employed population works in the manufacturing industry, followed by education, health and social services industry.

Table 4

<b>2000 Percent of Employed Population by Industry</b>						
	<b>Brownville</b>	<b>Percent</b>	<b>Piscataquis County</b>	<b>Percent</b>	<b>State</b>	<b>Percent</b>
Agriculture, forestry and fishing, hunting and mining	31	6.1%	330	4.5%	16,087	2.6%
Construction	37	7.3%	494	6.8%	42,906	6.9%
Manufacturing	142	28.1%	1,761	24.2%	88,885	14.2%
Wholesale trade	8	1.6%	115	1.6%	21,470	3.4%
Retail trade	61	12.1%	958	13.2%	84,412	13.5%
Transportation and warehousing, and utilities	54	10.7%	427	5.9%	26,857	4.3%
Information	7	1.4%	120	1.6%	15,294	2.5%
Finance, insurance, real estate, rental and leasing	5	1.0%	223	3.1%	38,449	6.2%
Professional, scientific, management, administrative and waste management services	20	4.0%	249	3.4%	43,074	6.9%
Educational, health and social services	92	18.2%	1,575	21.6%	144,918	23.2%
Arts, entertainment, recreation, accommodation and food services	15	3.0%	394	5.4%	44,606	7.1%
Other services (except public administration)	18	3.6%	270	3.7%	29,182	4.7%
Public administration	15	3.0%	364	5.0%	27,871	4.5%
Employed persons 16 years and over	505		7,280		624,011	

Source: U.S. Census Bureau

## **COMMUTING PATTERNS**

Influencing a community's labor force is the immigration and/or emigration of workers or people looking for work in the area. In addition, labor force size will change because of an increasing tendency for a group of residents, such as spouses, young adults, the elderly, or students, to either work or look for work.

Table 5

MODE OF TRANSPORTATION			
	1980	1990	2000
<b>Brownville</b>			
Percent drove alone	52.8	68.0	70.1
Percent in carpools	30.4	21.5	19.7
Percent using public transportation	--	.4	0.0
Percent using other means	.4	.4	2.0
Percent walked or worked at home	16.4	9.8	8.2
Mean travel time to work (minutes)	Not Avail	Not Avail	30.1
<b>Piscataquis County</b>			
Percent drove alone	53.4	70.7	77.0
Percent in carpools	28.5	14.7	11.8
Percent using public transportation	.4	.2	.1
Percent using other means	2.1	1.6	1.0
Percent walked or worked at home	15.5	12.8	10.1
Mean travel time to work (minutes)	18.1	Not Avail	22.1
<b>State</b>			
Percent drove alone	59.3	74.3	78.6
Percent in carpools	24.6	14.0	11.3
Percent using public transportation	1.5	.9	.8
Percent using other means	1.9	1.2	.9
Percent walked or worked at home	12.7	9.7	8.4
Mean travel time to work (minutes)	17.6	19.0	22.7

Source: U.S. Census Bureau

As shown in the Table below, the majority (77.64%) of employed Brownville residents are employed outside of the Town. Over 80% of the Town's employed population is reported to work in Milo, Brownville, Dover-Foxcroft, Bangor, Millinocket or Dexter. Since these statistics have been calculated by the U.S. Census Bureau, as result of the declining manufacturing industry in Maine, positions have been reduced and/or eliminated at Dexter Shoe and Great Northern Paper and the Bangor and Aroostook (Canadian-American) Railroad. Interestingly, 2.2% of the employed population reports employment outside of the State of Maine.

Table 6

<b>WORK FORCE COMMUTING PATTERNS TO EMPLOYMENT FROM THE TOWN OF BROWNVILLE 2000</b>		
<i>Place of Employment</i>	<i>Number of Positions</i>	<i>Percent of Total</i>
Milo town Piscataquis Co. ME	131	26.63%
Brownville town Piscataquis Co. ME	110	22.36%
Dover-Foxcroft town Piscataquis Co. ME	60	12.20%
Bangor city Penobscot Co. ME	42	8.54%
Millinocket town Penobscot Co. ME	33	6.71%
Dexter town Penobscot Co. ME	20	4.07%
Guilford town Piscataquis Co. ME	10	2.03%
Hampden town Penobscot Co. ME	7	1.42%
Hermon town Penobscot Co. ME	7	1.42%
Old Town city Penobscot Co. ME	6	1.22%
Lisbon town Androscoggin Co. ME	5	1.02%
Sebec town Piscataquis Co. ME	5	1.02%
Bradford town Penobscot Co. ME	4	0.81%
Bradley town Penobscot Co. ME	4	0.81%
Lagrange town Penobscot Co. ME	4	0.81%
Greenville town Piscataquis Co. ME	4	0.81%
Wellington town Piscataquis Co. ME	4	0.81%
Hartland town Somerset Co. ME	4	0.81%
Orono town Penobscot Co. ME	3	0.61%
Springfield town Windsor Co. VT	3	0.61%
Garland town Penobscot Co. ME	2	0.41%
Kenduskeag town Penobscot Co. ME	2	0.41%
Milford town Penobscot Co. ME	2	0.41%
Veazie town Penobscot Co. ME	2	0.41%
Atkinson town Piscataquis Co. ME	2	0.41%
Monson town Piscataquis Co. ME	2	0.41%
Parkman town Piscataquis Co. ME	2	0.41%
Sangerville town Piscataquis Co. ME	2	0.41%
Boston city Suffolk Co. MA	2	0.41%
Berlin city Coos Co. NH	2	0.41%
Gorham town Coos Co. NH	2	0.41%
Allentown city Lehigh Co. PA	2	0.41%
Corinna town Penobscot Co. ME	1	0.20%
Medway town Penobscot Co. ME	1	0.20%
<b>Total</b>	492	

Source: U.S. Census Bureau

Of the 204 positions reported in Brownville, the table below shows Brownville residents hold 53.92 % of those jobs. The majority of businesses in Brownville are logging, construction and

railroad companies. With the decline in the pulp and paper industry, and the uncertain future of the railroad, these positions and businesses may not have a secure future.

Table 7

<b>WORK FORCE COMMUTING PATTERNS TO EMPLOYMENT IN THE TOWN OF BROWNVILLE</b>		
<i>Place of Residence</i>	<i>Number of Positions</i>	<i>Percentage of Positions</i>
Brownville town Piscataquis Co. ME	110	53.92%
Lincoln town Penobscot Co. ME	15	7.35%
Milo town Piscataquis Co. ME	13	6.37%
Millinocket town Penobscot Co. ME	9	4.41%
Dover-Foxcroft town Piscataquis Co. ME	7	3.43%
Dexter town Penobscot Co. ME	6	2.94%
Northeast Piscataquis UT Piscataquis Co. ME	5	2.45%
Bradford town Penobscot Co. ME	4	1.96%
Lagrange town Penobscot Co. ME	4	1.96%
Enfield town Penobscot Co. ME	3	1.47%
Howland town Penobscot Co. ME	3	1.47%
North Washington UT Washington Co. ME	3	1.47%
Island Falls town Aroostook Co. ME	2	0.98%
Rome town Kennebec Co. ME	2	0.98%
Greenbush town Penobscot Co. ME	2	0.98%
Woodville town Penobscot Co. ME	2	0.98%
Abbot town Piscataquis Co. ME	2	0.98%
Greenville town Piscataquis Co. ME	2	0.98%
Lake View plantation Piscataquis Co. ME	2	0.98%
Medford town Piscataquis Co. ME	2	0.98%
Wellington town Piscataquis Co. ME	2	0.98%
Cornville town Somerset Co. ME	2	0.98%
North Penobscot UT Penobscot Co. ME	1	0.49%
Guilford town Piscataquis Co. ME	1	0.49%
<b>Total</b>	204	

Source: U.S. Census Bureau

### **BROWNVILLE LOCAL BUSINESSES**

The majority of businesses that can be located in Brownville are small independent companies that employ less than ten people, full and part-time. The Town of Brownville has numerous home-based businesses that, for the most part, are part-time ventures to assist residents supplement their incomes. These businesses primarily provide employment to only the proprietor. These types of small businesses include crafters, professional consulting, home repairs, machine shops, child day care, elderly day care, electricians, masons, carpenters, photographers, truckers and real estate agents. In addition to these types of businesses, the Town of Brownville, the local school district, the Maine Forest Service, and the U.S. Post Office

employ a considerable amount of Brownville's population. Table 8 is representative of the majority of businesses in Brownville.

Table 8

BUSINESS	NUMBER OF EMPLOYEES	TYPE OF BUSINESS
A.E. Robinson's Fuel Mart	9	Convenience Store, Gas, Pizza
B & B Builders	1 FT	Roofing Carpentry
B & W Glass		Glass
Bessey E.D.		Logging Contractor
Beech Ridge Camps	2 PT	Camps, Guide Service
Bishop Concrete	5 PT	Concrete / Ready Made Stone
BJ's Market	1 FT/4 PT	Grocery Store, Pizza, Video Rental
Brewers Electric	1 PT	Electrical Service
Canadian American Railroad	4 FT	Railroad Company
Custom Knives	1 FT	Knives (Custom)
Dillon's Gunsmoke Lodge	1 FT	Guide Service, Camps
Eastern Maine Railway Company	4 FT	Railroad Company
Eddy, George	7 FT/1 PT	Logging Company
Paul Foulkes	7 FT	Logging
Earl Gerrish	7 FT	Gravel, Sand, Road Contractor
Ghostrider Pawn	2 PT	Pawn Shop
God's Country Guide Service	1 FT/1 PT	Guide Service
Grant's Used Cars	2 FT	Auto Dealer
Graves' Service Station	6 FT	Gas, Auto Repair, Heating Oil, Propane
JD's Store and Laundromat		Convenience Store, Laundromat
Jean's Redemption Center	1 FT	Redemption Center
Jones, Donna		Auto Salvage/Junkyard, Trailer Park
Koelsch, William & Sons	1 FT	Construction, Masonry, Carpentry
Lloyd, Chas	1 PT	Guide Service
McKenzie, Chris	2 FT	Logging
Melanson Electric	1 FT	Electrician
Praire Lodge	2 PT	Lodging
Sawtell, William	1 FT/2 PT	Historian
Simple Sacks	1 FT	Crafts
Smith's Grocery & Lunch	1 FT/3 PT	Grocery Store, Restaurant
Wasburn, Joe	1 FT/1 PT	Motorcycle/ATV/Snowsled Repair
Washburn, Mike	1 FT/1 PT	Logging
Wiles, Fred Construction	3 FT	Construction

Source: Local Residents, Three Rivers Web Site



**HOME BASED OCCUPATIONS**

The Town of Brownville recognizes that home based occupations will play a large part in the future economic health of the Town. There must be a balance maintained between the home-based business's right to exist and the neighborhood's character. With that in mind the Town will require certain standards be met for home based occupations. These standards shall include the following:

- a. Signage shall be compatible with the neighborhood's surroundings. Signs must not block view of traffic or any neighbor's view. No sign will interfere with use of sidewalks or driveways. No lighting of signs shall be a distraction unto itself.
- b. Outdoor storage/operations shall be set-back a minimum of 10 feet from any neighbor's property lines and 10 feet from any rights of way, public or private.
- c. Any parking at home-based business locations shall be off the public right of way and sidewalks.
- d. Excessive Noise or Odor shall not be generated during normal course of business. Noise and odors normally generated by a home-based business, will not be allowed between hours of 8 p.m. through 6 a.m..

**CONSIDERATIONS FOR TOWN OF BROWNVILLE WHEN EVALUATING DEVELOPMENT PROJECTS FOR THE TIMBER/FORESTRY INDUSTRY**

The economy of the Town is tied to the health and vitality of the Maine Woods for industrial and recreational uses and opportunities. The Maine Woods, primarily held by large private property owners in the forest products industries, currently make possible multiple uses and provide for many diverse activities on the land, such as traditional timber harvesting, camp development, wildlife habitats, public access for snowmobiling, ATVs, hunting, fishing, hiking and kayaking. The Town of Brownville currently benefits from the presence of businesses dependant upon access to wood fiber in the Maine Woods. These activities include traditional wood harvesting, family owned wood lots, trucking of wood products, employment in area wood product mills and wood fiber being moved through the local wood and rail yards. Access to wood products and development of sustainable forestry will be very crucial for the future economy of the Town. The potential for large parcels of land being transferred is great because it is being done throughout the industry. The Town will encourage conservation projects and policies to find a way to enhance opportunities along this vein that enrich the local employment while providing for public recreational access. See Map titled "The Town of Brownville Large Parcel Ownership" for more information. (Copy of Map is Attached to this for your review.)

There is an interest by the public, especially visitors to the region, to learn about the history and the cultural and physical components of the Maine Woods. There is great merit in and arguably a demand for collaboration with both community groups and also the regional schools for outdoor educational endeavors and outdoor experiential learning. Projects, which promote such cultural heritage and outdoor learning aspects within the region and especially within the community, shall be strongly considered.

**LARGEST EMPLOYERS IN PISCATAQUIS COUNTY**

Piscataquis County is home base for many large manufacturers. Over 30% of the County's workforce is engaged in manufacturing; twice the State of Maine average. Below are some of the County's manufacturers and other large county employers.

**B&A Railroad**-International railroad corporation with its chief maintenance and repair yard in **Milo**.

**Charlotte White Center** - In 1979, the Charlotte White Center was created by a group of citizens who were concerned by the lack of services in Piscataquis and Penobscot Counties for people with mental retardation or mental illness. Every day over two hundred and fifty staff and over three hundred consumers engage in a process of open dialogue, thoughtful interactions, and support for personal goals that enrich the lives of all parties. The Charlotte White Center has offices in **Dover-Foxcroft**, Greenville and Bangor.

**Creative Apparel**-Producer of chemical resistant military outerwear, recently moved to **Dover-Foxcroft** after an intense site-selection search.

**Guilford of Maine**-Headquartered in **Guilford**, Guilford of Maine is a leading, long-standing supplier of upholstery and panel fabrics for offices, theatres, hotels, restaurants and other commercial/high traffic environments. Their fabrics are available through more than 200 furniture manufacturers, as well as through furniture dealers, designers and refurbishers.

**Hardwood Products**-Based in **Guilford**, Hardwood Products Company manufactures and markets a variety of disposable products for use in the health care, manufacturing, and food service industries.

**Hibbard Nursing Home, Inc.** - Based in Dover-Foxcroft, Hibbard Nursing Home is a modern 102-bed facility that has offered quality care to the elderly in Dover-Foxcroft and surrounding area communities since 1955.

**JSI Store Fixtures Inc.**- JSI started in 1991 as a small family business and has experienced amazing growth since. The PCEDC assisted JSI with their relocation effort to **Milo**.

**Mayo Regional Hospital**-Mayo is a non-profit, 46-bed acute care facility located in **Dover-Foxcroft**. The hospital has 20 physicians and 260 staff members dedicated to providing acute medical/surgical care, intensive care, surgical services and obstetrics in an inpatient setting, as well as a wide array of outpatient services.

**C.A. Dean Memorial Hospital**-Charles A. Dean Memorial Hospital & Nursing Home (C. A. Dean) is a 14-bed, acute care hospital with a 24-bed skilled and intermediate care nursing home nestled near the shores of Moosehead Lake in **Greenville**, Maine. Dean offers ambulatory care, inpatient acute care, outpatient services, and rehabilitative therapies.

**Moosehead Cedar Log Homes**-Located in **Greenville**, this up-and-coming company has quickly become a major producer of log homes throughout the country.

**Moosehead Manufacturing**-Located in Monson and **Dover-Foxcroft**, Moosehead Mfg. is a nationally known maker of fine hardwood furnishing. Moosehead has produced more than a half billion dollars worth of furniture, at retail, in the last 55 years, and has shipped its product throughout the United States and to locations in Canada, Bermuda, Panama, Puerto Rico, Japan, and South Korea.

**Numberall**-Numberall Stamp & Tool Co., Inc. has been designing, manufacturing and servicing a complete line of quality marking equipment since 1930. The company has its corporate headquarters, sales, engineering and manufacturing facilities in **Sangerville**. You can find Numberall's markings from the far reaches of space aboard the Space Shuttle to the depths of the oceans on board this country's submarine fleet, and from identifying tags on cattle to sophisticated electronic components in today's marketplace.

**O and R Lumber**-Primary sawmill in **Milo** that has just completed a complete modernized renovation.

**Ox-Yoke Originals**-Manufacturer of quality gun cleaning supplies. Located in **Milo**.

**PQ Controls**-P-Q Controls, located in **Dover-Foxcroft**, is one of the largest manufacturers of controls for equipment manufacturers. Clients include producers of mining, construction, aerial lifts, refuse, fire apparatus, forestry, and other high tech equipment.

**Pride Manufacturing**-Pride owns four manufacturing facilities in three different states (including their plant and corporate offices in **Guilford**) and have leadership positions in several wood product markets.

### **TOWN OF BROWNVILLE FUTURE ECONOMIC VISION**

Brownville's future economic climate must insure increase in both job opportunities and job quality. Success will be judged by increasing the regional economic base while maintaining the Town's rural character. The types of business/industry considered as the Town's most compatible and non-compatible are shown in the table below.

Table 9

COMPATIBLE	NON-COMPATIBLE
Motels	Heavy Industry
Campgrounds	Chemical Plants
Recreation Facilities	Toxic Relay Stations
Hunting Camps	Prison Facilities
Eco-Tourism related enterprises	
Small Textile Plants	
Distribution Centers	
Sales and Service Industries	
Home Health	
Research Laboratories	
Agriculture/Farms	
Wind Farms	
Saw Mills	
Log Yards	
Rail Road Yards	
Lumber Yards	
Market Gardening	

The characteristics of business which best serve Brownville are natural resources based and those which provide services to the regional population.

### **INCOME**

Income levels affect the Town's economy and ability to raise revenues through taxes or fees. Income patterns are of importance to the Town for economic development and affordable housing issues. When the income figures for the area are particularly low, generally there is a proportional increase in the municipal general assistance expenditures.

Table 10 looks at median household income and rates of growth for Brownville, Piscataquis County and the State of Maine. The economic boom of the 1980s brought about large increases in the median household incomes. Brownville's median income had a dramatic increase, which can be attributed to the strike of Great Northern Paper in 1978; however, the increase was only about half of what the state as a whole experienced. The 1990s showed continued growth, but at a slower rate than that of the previous decade. As reported in the 2000 Census, Brownville's median income is just about the same as that of Piscataquis County, but remains significantly lower than that of the State as a whole.

Table 10

<b>MEDIAN HOUSEHOLD INCOME AND RATES OF GROWTH</b>					
	<b>1979</b>	<b>1989</b>	<b>Growth</b>	<b>1999</b>	<b>Growth</b>
Brownville	\$13,819	\$21,221	53.5%	\$28,167	32.7%
Piscataquis County	\$12,260	\$22,132	80.5%	\$28,250	27.6%
State	\$13,816	\$27,854	101.6%	\$37,240	33.7%

Source: U. S. Census

Like median household income, per capita income reflects the relative wealth and job opportunities of the area. Because the entire population is included in the per capita income measure, it can be used as an economic dependency indicator. Economic dependency describes the ratio between workers and non-workers. According to Table 1 in the Population Section of this Comprehensive Plan, Brownville's population was 1,259 in 2000. Thus, Brownville's nonworking population is equal to 641; when Brownville's 2000 labor force of 618, as indicated in Table D-1, is subtracted from the total population. This yields a ratio of 1:1.037; therefore for every person working, there are 1.037 persons not working. This ratio is qualified as the economic dependency of Brownville. Economic dependency is influenced to a very high degree by structure, the very young and the elderly compared to the working population.

Table 11 shows Brownville's per capita income was \$5,473 in 1979 as reported in the 1980 Census, \$9,690 in 1989 as reported in the 1990 Census and \$14,774 as reported in the 2000 Census. Although per capita income for Brownville is growing at a slightly faster rate than that of the State, the State's per capita income is 32.2% more than that of Brownville. As is true with median household income, the 2000 Census indicates that Brownville and Piscataquis County report very similar per capita incomes.

Table 11

<b>PER CAPITA INCOME AND RATES OF GROWTH</b>					
	<b>1979</b>	<b>1989</b>	<b>Growth</b>	<b>1999</b>	<b>Growth</b>
Brownville	\$5,473	\$9,690	77.1%	\$14,774	52.5%
Piscataquis County	\$4,990	\$9,919	98.8%	\$14,374	44.9%
State	\$5,768	\$12,957	124.6%	\$19,533	50.8%

Source: U.S. Census

### **DISTRIBUTION OF HOUSEHOLDS BY INCOME**

The 2000 Census reports that the majority of Brownville's households show incomes of less than \$35,000, however, the highest percentage (23.5%) of households report incomes of \$35,000 to \$49,999. The table below breaks down households by 1999 income. It is noted that there are discrepancies in the 2000 Census reports total number of households as compared to total households reported in the income distribution table.

Table 12

DISTRIBUTION OF HOUSEHOLDS BY 1999 INCOME						
	Brownville		Piscataquis County		State	
	Num	%	Num	%	Num	%
<\$10,000	93	16.7%	1076	14.8%	53,259	10.3%
\$10,000-\$14,999	57	10.2%	777	10.7%	39,231	7.6%
\$15,000-\$24,999	113	20.3%	1411	19.4%	76,633	14.8%
\$25,000-\$34,999	59	10.6%	1122	15.4%	73,614	14.2%
\$35,000-\$49,999	131	23.5%	1325	18.2%	94,848	18.3%
\$50,000-\$74,999	76	13.6%	1050	14.4%	100,423	19.4%
\$75,000-\$99,999	17	3.0%	333	4.6%	43,341	8.4%
\$100,000-\$149,999	8	1.4%	134	1.8%	24,348	4.7%
\$150,000 - \$199,999	4	.7%	34	.5%	5,866	1.1%
\$200,000 or more	N/A	N/A	10	.1%	6,809	1.3%
Total Households	558		7,272		518,372	

Source: U. S. Census Bureau

## **POVERTY STATUS**

There are two slightly different versions of the federal poverty measure: poverty thresholds, and poverty guidelines. The poverty thresholds are the original version of the federal poverty measure. They are updated each year by the Census Bureau. The thresholds are used mainly for statistical purposes — for instance, preparing estimates of the number of Americans in poverty each year. In other words, all official poverty population figures are calculated using the poverty thresholds, not the guidelines.

The poverty guidelines are the other version of the federal poverty measure. They are issued each year in the *Federal Register* by the Department of Health and Human Services (HHS). The guidelines are a simplification of the poverty thresholds for use for administrative purposes — for instance, determining financial eligibility for certain federal programs.

The income cutoffs used by the U.S. Census Bureau to determine poverty status consist of a set of several thresholds, including family size and number of family members less than 18 years of age. Table 13 shows the poverty thresholds in 2000 by size of family and number of related children under 18 years old. The 2000 poverty threshold for a family of four is \$17,603. This is an increase of \$4,929 to the 1990 poverty threshold of \$12,674.

Table 13

<b>POVERTY THRESHOLDS IN 2000</b>	
<b>Size of family unit</b>	<b>Weighted Average Thresholds</b>
One Person (unrelated individual)	\$8,794
Under 65 years	\$8,959
65 years and over	\$8,259
Two Persons	\$11,239
Householder under 65 years	\$11,590
Householder 65 years and over	\$10,419
Three Persons	\$13,738
Four Persons	\$17,603
Five Persons	\$20,819
Six Persons	\$23,528
Seven Persons	\$26,754
Eight Persons	\$29,701
Nine Persons or more	\$35,060

Source: U.S. Census Bureau, Current Population Survey

Table 14 illustrates the percentage of population below poverty levels for Brownville, Piscataquis County and the State of Maine.

Table 14

<b>1999 PERCENT OF POPULATION BELOW THE POVERTY LEVEL</b>			
	<b>Brownville</b>	<b>Piscataquis County</b>	<b>State</b>
<b>FAMILIES</b>	12.1	11.2	7.8
With related children under 18 years	19.3	16.8	11.9
With related children under 5 years	24.1	19.0	16.0
<b>FAMILIES WITH FEMALE HOUSEHOLDER</b>	14.3	31.3	28.1
With related children under 18 years	22.2	39.6	36.4
With related children under 5 years	9.1	44.5	54.7
<b>INDIVIDUALS</b>	13.6	14.8	10.9
18 years and over	13.5	13.7	10.1
65 years and over	12.3	13.9	10.2
Related children under 18 years	12.5	17.8	13.0
Related children 5 to 17 years	11.7	17.8	12.0
Unrelated individuals 15 years and over	25.1	28.2	22.5

Source: U.S. Census Bureau

## **RETAIL SALES**

In Maine's sales tax system, codings are by store type, not product. Thus, each store is coded into one of the store-type groups below depending on its predominant product; i.e., furniture sold by a furniture store will be included in General Merchandise sales while furniture sold by a hardware store will be included in Building Supply sales.

Building Supply includes durable equipment sales, contractors' sales, hardware stores and lumber yards. Food stores include all food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed. General merchandise are stores carrying product lines generally carried in large department stores. It includes clothing, furniture, shoes, radio- T.V., household durable goods, home furnishings, etc. Other sales includes a wide selection of taxable sales not covered elsewhere. Examples are dry goods stores, drug stores, jewelry stores, sporting goods stores, antique dealers, morticians, book stores, photo supply stores, gift shops, etc. The auto sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc. Restaurant/Lodging includes all stores selling prepared food for immediate consumption. The Lodging group includes only rentals tax.

Table 15 illustrates total taxable consumer retail sales from 1997- 2001 for the Dover-Foxcroft LMA, the Penobscot District and the State of Maine. While the State and Penobscot District show increases from 2000 to 2001 in taxable consumer retail sales, the Dover-Foxcroft LMA shows a decrease.

Table 15

TOTAL TAXABLE CONSUMER RETAIL SALES BY RETAIL SECTOR					
	1997	1998	1999	2000	2001
<b>Dover-Foxcroft LMA</b>	<b>\$100,910,000</b>	<b>\$111,391,000</b>	<b>\$115,584,000</b>	<b>\$121,541,000</b>	<b>\$120,466,000</b>
Building Supply Sales	14,964,000	16,334,000	18,169,000	19,182,000	20,646,000
Food Store Sales	25,369,000	26,854,000	27,291,000	27,560,000	24,543,000
General Merchandise Sales	12,550,000	14,576,000	15,332,000	16,542,000	16,442,000
Other Retail Sales	7,172,000	7,681,000	7,999,000	9,366,000	9,076,000
Automotive Sales	28,688,000	32,829,000	34,298,000	35,212,000	35,392,000
Restaurant and Lodging Sales	12,167,000	13,118,000	12,495,000	13,680,000	14,367,000
<b>Penobscot District</b>	<b>\$1,302,573,000</b>	<b>\$1,406,483,000</b>	<b>\$1,558,724,000</b>	<b>\$1,575,576,000</b>	<b>\$1,653,899,000</b>
Building Supply Sales	173,830,000	172,097,000	194,939,000	227,382,000	227,881,000
Food Store Sales	148,282,000	156,965,000	168,751,000	176,739,000	155,578,000
General Merchandise Sales	293,590,000	347,725,000	365,760,000	366,066,000	373,101,000
Other Retail Sales	106,087,000	105,415,000	134,501,000	139,156,000	144,505,000
Automotive Sales	394,312,000	422,758,000	480,272,000	506,362,000	531,712,000
Restaurant and Lodging Sales	186,473,000	201,524,000	214,502,000	217,930,000	221,123,000
<b>State of Maine</b>	<b>\$9,858,740,000</b>	<b>\$10,734,751,000</b>	<b>\$11,638,157,000</b>	<b>\$12,107,641,000</b>	<b>\$12,413,335,000</b>
Building Supply Sales	1,197,610,000	1,340,365,000	1,536,757,000	1,664,894,000	1,746,892,000
Food Store Sales	1,148,156,000	1,218,613,000	1,282,179,000	1,330,256,000	1,185,002,000
General Merchandise Sales	2,083,035,000	2,311,938,000	2,441,896,000	2,535,876,000	2,612,551,000
Other Retail Sales	1,238,803,000	1,312,437,000	1,387,551,000	1,429,986,000	1,409,147,000
Automotive Sales	2,561,584,000	2,797,605,000	3,126,904,000	3,248,452,000	3,446,345,000
Restaurant and Lodging Sales	1,629,837,000	1,753,793,000	1,869,186,000	1,956,237,000	2,013,398,000

Source: State Planning Office *Maine Retail Sales Quarterly Report Annual Review 2000*



**PINE TREE DEVELOPMENT ZONE INITIATIVE**

In the recent past there has been an increasingly growing list of sudden and severe economic dislocations, closings, downsizings and bankruptcies that greatly affect the Brownville area. Specifically, Great Northern Paper, Dexter Shoe in both Dexter and Milo, and the former Bangor and Aroostook Railroad has left gaps in Brownville's economy.

The Pine Tree Development Zone initiative is the product of Governor John Baldacci pursuing a \$70 million bond issue and a companion plan to help depressed regions of the state by giving tax breaks to some businesses in those areas. This initiative is a powerful, well-crafted economic development incentive to grow Maine's economy and combat the issue of economic disparity in the State.

The Pine Tree Development Zone initiative will create up to eight zones with powerful economic development incentives attached. Each zone may comprise up to 5,000 acres in up to 20 noncontiguous parcels. Qualified businesses in the manufacturing, targeted technology and financial services sectors that establish new operations or expand into the zones will receive comprehensive state tax incentives. These zones and state tax incentives create investment areas that are essentially "free" of state taxes. Specifically, these tax incentives include: a 100 percent sales tax exemption for construction costs and the acquisition of tangible personal property for 10 years; a 100 percent state income tax credit for five years and 50 percent for the second five years; a 100 percent reimbursement of state withheld payroll taxes for qualified employees for 10 years.

The legislation targets the zones in regions of greatest need based on "severity of economic distress within the region affected by the zone;" it targets only the manufacturing, targeted technology, and financial services sectors as "qualified businesses; it targets benefits to new and expanding businesses avoiding the "zero sum game;" it targets the zonal incentives on Maine's most significant business climate issue (both real and perceived): high state taxes; the incentives (areas free of state taxes) are strong enough to achieve their intent and object: attracting jobs and investments to areas of greatest need; and the concept and idea underlying the zones (no state taxes) is simple, easily understood, and translates readily into a clear-cut business attraction marketing plan and message.

Although this legislation (LD 1385), has not been finalized, the Town recognizes this opportunity and is strongly encouraged by the initiative. It is the hope of the Town that the Brownville area will be considered as one of the identified zones eligible for this initiative.

**ECONOMIC DEVELOPMENT PROGRAMS**

The following programs are available to Maine communities and counties through the Office of Community Development.

***COMMUNITY DEVELOPMENT******Housing Assistance Grant Program***

The Housing Assistance Grant Program (HA) provides funding to address housing problems of low and moderate-income persons. Eligible activities are those directly related to assisting or creating residential housing units including Acquisition, Code Enforcement, Conversion of Non-Residential Structures, Demolition, Historic Preservation, Housing Rehabilitation, New Housing Construction, Relocation Assistance, and Removal of Architectural Barriers. The maximum amount for a Housing Assistance program grant award is \$400,000.

***Downtown Revitalization Grant Program***

The Downtown Revitalization Program (DTR) provides funds for communities to implement comprehensive, integrated and innovative solutions to identified problems facing their downtown districts. These downtown revitalization projects must be part of a strategy that targets downtown service and business districts and will lead to future public and private investment. Eligible activities include all those eligible under the Public Facilities, Public Infrastructure, Public Service, Housing Assistance and Business Assistance Grant programs as relevant to the revitalization of a downtown district. A community must have completed a comprehensive downtown strategic plan or updated an existing plan within in the past five years. The maximum amount for a Downtown Revitalization Program grant award is \$400,000.

***Public Facilities Grant Program***

The Public Facilities Grant Program (PF) provides funds for communities to address local issues, which are part of a community development strategy leading to future public and private investments. Eligible activities include construction, acquisition, reconstruction, installation, rehabilitation, site clearance, historic preservation, and relocation assistance associated with public projects for:

Community, child, senior and health centers, Libraries, Sheltered workshops, Homeless shelters, Piers/wharfs and Fire stations with a maximum grant award amount of \$250,000

Fire fighting equipment, Sal/sand storage shed, Transfer station, Parks and recreation facilities and Public works garages with a maximum grant award amount of \$50,000.

*Public Infrastructure Grant Program*

The Public Infrastructure Grant Program (PI) provides funds for communities to address local issues, which are part of a community development strategy leading to future public and private investments. Eligible activities include construction, acquisition, reconstruction, installation, rehabilitation, site clearance, historic preservation, and relocation assistance associated with public projects and infrastructure in support of new affordable housing construction. Program activities are grouped as follows:

- Water system installation/improvements, Sewer system installation/improvements, Water/sewer system hookups, Storm drainage, Utility infrastructure and infrastructure in support of new affordable housing with a maximum grant award amount of \$400,000.
- Streets, roads and sidewalks with a maximum grant award amount of \$250,000.
- Parking areas, curbs and gutters with a maximum grant award amount of \$50,000.

*Public Service Grant Program*

The Public Service Grant Program (PSG) provides funding for community resource needs for operating expenses, equipment and program materials for public service programs. Past program activities have included dental clinics, job training, literacy training, welfare-to-work programs, senior center programs and day care programs. All beneficiaries of public service programs must be low to moderate income.

*Urgent Need Grant Program*

The Urgent Need Grant Program (UNG) provides funding to enable a community to address serious and immediate threats to health and welfare of its residents. All units of general local government in Maine, including plantations, are eligible to apply for and receive Urgent Need Program funds. An applicant must address a community development need which:

- Poses a serious and immediate threat to the health or welfare of the community
- Became a threat to public health or safety within 18 months of the submission of the application;
- Cannot be funded by the applicant or the applicant cannot find an entity or individual to fund the project.
- The maximum Urgent Need Grant Program award amount is \$100,000.

***ECONOMIC DEVELOPMENT******Business Assistance Program***

The Business Assistance Program (BA) provides funds to communities to loan/grant businesses for the creation or retention of jobs for low and moderate-income persons. The Business Assistance Program funds may be used to meet the infrastructure, capital equipment and real property needs of the assisted business. The program assists those economic initiatives and development opportunities that are of sufficient magnitude to have a significant impact on a local or regional economy. The maximum Business Assistance Program award amount is \$400,000.

***Development Fund Program***

The Development Fund Program (DF) provides funding to communities to assist businesses with loan funds. These funds may be used for non-real property improvements such as operating capital or purchase of inventory. The purpose of this program is to promote the creation or retention of jobs for low and moderate-income persons. The maximum Development Fund Program award amount is \$200,000.

***Economic Development Infrastructure Grant Program***

The Economic Development Infrastructure Grant Program (EDI) provides funds to communities to develop or rehabilitate public infrastructure in support of new and existing non-retail businesses for the creation or retention of jobs for low to moderate-income individuals. Eligible activities include Acquisition, Relocation, Demolition, Clearance, Construction, Reconstruction, Installation, and Rehabilitation associated with public infrastructure projects such as water and sewer facilities, flood and drainage improvements, publicly-owned commercial/industrial buildings, parking, streets, curbs, gutters, sidewalks, etc. which are necessary to create or retain jobs in the non-retail private sector for low and moderate income persons. The maximum Economic Development Infrastructure Grant Program award amount is \$400,000.

***Micro-Loan Grant Program***

The Micro-Loan Program (ML) provides communities with funds to assist existing and new businesses to create and/or retain jobs for low and moderate-income persons. Eligible activities include the establishment of a local commercial loan program for the purpose of assisting for-profit businesses. The maximum Micro-Loan Program award amount is \$100,000, part of which may be used to provide technical assistance to loan applicants.

***Regional Assistance Fund Program***

The Regional Assistance Fund Program (RAF) provides financial resources to communities or regional organizations which can use the funds as leverage/match to obtain funds under the Economic Development Administration (EDA) Economic Adjustment Assistance Program (Title IX) and the EDA Public Works Program (Title I) or the Rural Development Agency (RDA),

Rural Business Enterprise Grant (RBE) and the Intermediary Relending Program (IRP) and/or other Federal, State and private programs. The purpose of the RAF Program is to bring additional money into the State of Maine and therefore cannot be used as match with the CEBG Program or conventional lending institutions. The maximum Regional Assistance Fund Program award amount is \$200,000.

#### *Regional Super Park Program*

The Regional Super Park Program provides funding to communities to construct necessary infrastructure to develop a regional business park (Super Park). The state recognizes the need to have an inventory of "Super Parks" in Maine and is challenging communities to develop the next generation of business industrial parks. These parks are to be developed through a creative regional process involving tax sharing and other cooperative agreements. Eligible activities include acquisition, relocation, demolition, clearance, construction, reconstruction, installation, and rehabilitation associated with public improvements such as water and sewer facilities, utility infrastructure, flood and drainage improvements, parking, streets, curbs, gutters, sidewalks, etc. which are necessary to create or retain jobs in the non-retail private sector for low and moderate income persons. The "Super Park" program is available in even numbered program years and the maximum Regional Super Park Program award amount is \$1,000,000.

### **PLANNING**

#### *Community Planning Grant Program*

The Community Planning Grant Program (CPG) provides funding to communities or community partnerships that have clearly identified a local community or economic development problem and lack the resources to develop a strategy for solving the problem. CPG funds may be used for planning only activities that include studies, analysis, data gathering, preparation of plans and maps, and identification of actions that will implement plans. Engineering, architectural and design costs related to specific activities are not eligible. All applications containing ineligible or non-planning activities will not be considered. The maximum Community Planning Grant award amount is \$10,000.

#### *Housing Assessment Planning Grant Program*

The Housing Assessment Planning Grant Program (HAPG) provides funding to communities or community partnerships to identify their housing problems and to develop a strategy for solving the problems. HAPG funds are to be used to conduct a comprehensive study of housing issues. The study must cover issues such as the number and age of units, condition, energy considerations, affordability, occupancy rates, needs for new construction, rehabilitation, code enforcement, elderly, assisted living, special needs housing and financial resources to address housing needs. Engineering, architectural and design costs related to specific activities are not eligible. The maximum Community Planning Grant award amount is \$15,000.

*Project Development Planning Grant Program*

The Project Development Planning Grant Program (Phase II) provides communities funding to gather, analyze and provide information require during the project development process. These funds are only available to communities invited into the Project Development Phase of the CDBG Program application process. The maximum Project Development Planning Grant Program award amount is \$2,500.

**POLICY AND IMPLEMENTATION PLAN**

In order to promote an economic climate that increases job opportunities and overall economic well-being, the Town of Brownville has developed the following policies and implementation strategies:

**1. Policy:** The Town of Brownville shall continue to participate in and support the regional efforts of the Piscataquis County Economic Development Council (PCEDC) and all other groups that grow from the PCEDC.

**Implementation Strategies:** The Board of Selectmen, or their designee(s), shall maintain an active membership by attending and participating in meetings of the PCEDC Board of Directors, Executive Committee, Building Committee, Grant Committee and Cultural Heritage Eco-tourism (CHEt) Committee.

**Responsibility:** Board of Selectmen

**Time Frame:** On-going

**2. Policy:** The Town shall identify appropriate areas for economic development within the Proposed Land Use Section of this Plan and in the Future Land Use Ordinance.

**Implementation Strategies:** The Comprehensive Plan Committee will provide opportunity for economic growth by encouraging appropriate light commercial growth compatible with the recommendations of the proposed land use plan.

The Board of Selectmen, or their designee(s), shall apply for grant funds to implement the land use section of this plan through the creation of a Land Use Ordinance. This Ordinance (along with the proposed land use section of this plan) shall identify suitable land areas and outline acceptable uses for current and potential businesses and industries to relocate.

**Responsibility:** Board of Selectmen

**Time Frame:** within two years of Plan completion

**3. Policy:** The Town shall organize an Economic Development Committee to pursue economic incentives for the Town.

**Implementation Strategies:** The Board of Selectmen shall solicit volunteers to sit on the Brownville Economic Development Committee. This Committee shall be charged with 1. developing a list of economically viable businesses and/or industries for the area to provide needed services and jobs to residents of Brownville; 2. forming strategies and/or programs to enhance the economic situation of the Town; 3. promoting tourism through the Town's recreation areas and targeting use of the area's natural resources; and 4. seeking available funding sources to implement projects and/or programs.

**Responsibility:** Board of Selectmen

**Time Frame:** within five to ten years

**4. Policy:** The Town shall seek opportunities to attract and maintain businesses and/or industries in Brownville.

**Implementation Strategies:** The Board of Selectmen, or their appointed committee, shall develop guidelines to use TIFs (Tax Increment Financing) as a business attraction and development tool (M.R.S.A. Title 36 Chapter 917).

The Board of Selectmen, or their appointed committee, shall create guidelines for the development and relocation of businesses to the Town of Brownville.

The Board of Selectmen, or their appointed committee, shall actively "market" the Town through all available avenues including printed publications and electronic publications. This shall include seeking a consultant to create and maintain an Internet Web Page for the Town.

The Town Office staff shall make available educational materials about available funding and programs for public and private entrepreneurial ventures.

The Board of Selectmen, or their appointed committee, shall explore ways in which the availability of the railroad may attract businesses/industries to the area.

The Board of Selectmen will closely follow the legislative progress of the Governor's Pine Tree Zones initiative and actively participate in activities, which are required for designation of such zone within the Brownville area.

**Responsibility:** Board of Selectmen, Town Office Staff

**Time Frame:** within five to ten years

**5. Policy:** The Town shall outline standards for home-based occupations.

**Implementation Strategies:** The Board of Selectmen, or their appointed committee, shall develop guidelines, to be incorporated in the future land use ordinance, for home-based occupations to ensure compatibility with residential land uses.

**Responsibility:** Board of Selectmen,

**Time Frame:** within two to five years

**6. Policy:** The Town shall promote the viability of forest resources within the Town.

**Immediate Implementation Strategies:** The Board of Selectmen will recognize that all “value added” use of forest/timber land is an indirect benefit to the Town and its economy.

**Responsibility:** Board of Selectmen,

**Time Frame:** on-going

**Short-term Implementation Strategies:** The Board of Selectmen will contact local large landowners on the potential collaboration, along with the School District, to create a forestry/cultural heritage experimental learning program.

**Responsibility:** Board of Selectmen,

**Time Frame:** two to five years

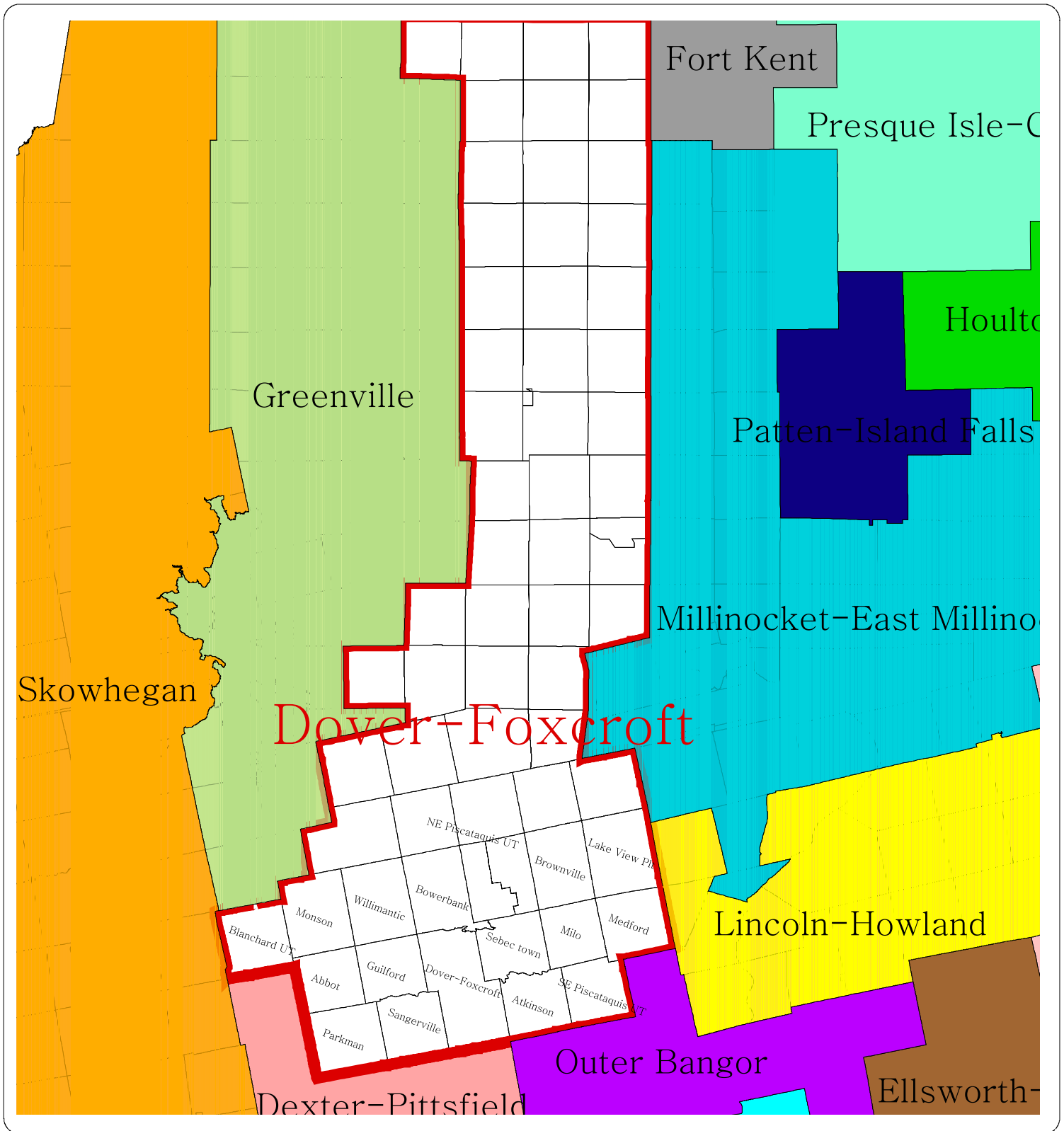
**Long-Term Implementation Strategies:** The Board of Selectmen will solicit input from large landowners in Brownville and other regional forest industries to evaluate the needs and demands of the industry. Then these needs will be weighed to balance the wood product industry against possible loss of access or diminishment of recreational use.

**Responsibility:** Board of Selectmen,

**Time Frame:** five to ten years



# Dover-Foxcroft Labor Market Area



## LEGEND

- |                       |                                  |
|-----------------------|----------------------------------|
| Dover-Foxcroft LMA    | Lincoln-Howland LMA              |
| Skowhegan LMA         | Millinocket-East Millinocket LMA |
| Greenville LMA        | Patten-Island Falls LMA          |
| Dexter-Pittsfield LMA | Houlton LMA                      |
| Outer Bangor LMA      | Presque Isle-Caribou LMA         |
| Ellsworth LMA         | Fort Kent LMA                    |

7 0 7 14 Miles



Penobscot Valley Council of Governments  
Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)



See disclaimer on page A-4 of this plan

**STATE GOAL**

*To encourage and promote affordable, decent housing opportunities for all Maine citizens.*

**INTRODUCTION**

Shelter is the primary need to every community. The goal of this section is to encourage and promote affordable, decent, safe and sanitary housing opportunities for all Brownville residents. No matter where you go in Maine, there is some level of housing need.

Maine State Housing Authority's 1999 Report on the State of Maine's Housing indicates that the Dover-Foxcroft Market is a low-growth region and is likely to remain so for the foreseeable future. Residents need help with paying for housing and property taxes and repairs, and some need decent replacement housing. The economic climate for the market area is such that young people are leaving the area and overall population and labor force is decreasing.

**HOUSING UNITS**

The number of year-round housing units is important to consider when planning. Making Brownville, and Maine in general, an attractive place for young people is a key factor in the Town's economic future. As reported in the 2000 Census, Brownville has a total of 726 year-round housing units, 77 units are classified as seasonal, recreational or occasional use housing. The 2000 Census also reports that the average household size in Brownville is 2.26 persons, while the average family size 2.80 persons. It is projected that between 2000 and 2013 18 new housing units will be built.

Table 1

<b>NUMBER OF TOTAL HOUSING UNITS AND PERCENT OF CHANGE</b>					
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010 Projection</b>	<b>2013 Projection</b>
Town of Brownville	699	714	726	740	744
Percent of Change		2.1%	1.7%	1.9%	.5%
Town of Milo	1,072	1,225	1,215	1,296	1,320
Percent of Change		14.3%	(.01)%	6.6%	1.9%
Piscataquis County	10,731	13,194	13,783	15,743	16,331
Percent of Change		23.0%	4.5%	14.2%	3.7%
State of Maine	501,093	587,045	651,901	749,998	777,775
Percent of Change		17.2%	11.1%	15.0%	3.7%

Source: U.S. Bureau of Census

The type of housing units is an important indicator of affordability, density, and the character of the community. Within a community there should be a diverse distribution of types of homes to provide variation according to affordability and style. The 2000 Census reported approximately 85 percent of Brownville's total housing stock consists of one-unit dwellings. The next largest sector of the housing stock consists of mobile homes. These are also considered single-family dwellings, at slightly more than 8 percent of the housing stock. Multi-unit dwellings make up approximately 6 percent of the housing stock. From 1990 to 2000 the Town of Brownville had an increase in one-unit dwellings, while all other structure types declined. It is interesting to note that there was a 25.6 percent decrease in the amount of mobile homes in Brownville.

Table 2

<b>TOTAL HOUSING UNITS BY TYPE</b>									
	<b>Town of Brownville</b>			<b>Piscataquis County</b>			<b>State of Maine</b>		
	<b>1990</b>	<b>2000</b>	<b>Percent of Change</b>	<b>1990</b>	<b>2000</b>	<b>Percent of Change</b>	<b>1990</b>	<b>2000</b>	<b>Percent of Change</b>
<b>One-Unit</b>	582	614	5.5%	10,681	11,490	7.6%	390,166	453,846	16.3%
<b>Multi-Unit</b>	46	42	(8.7)%	1,280	1,143	(10.7)%	128,860	132,342	2.7%
<b>Mobile Home</b>	82	61	(25.6)%	1,069	1,072	.3%	54,532	63,902	17.2%
<b>Other</b>	4	0	(100.0)%	164	78	(52.4)%	13,487	1,811	86.6%
<b>Total Units</b>	714	717	1.7%	13,194	13,783	4.5%	587,045	651,901	11.1%

Source: U.S. Bureau of Census

\* The Census has slightly different total household unit information from sample data (short form) to total count data (long-form); therefore, total units is reported differently.

### **NUMBER OF HOUSEHOLDS AND HOUSEHOLD SIZE**

The number of households, household size and rates of change for the Town of Brownville, Piscataquis County and the State of Maine are presented. Both average household size and number of households are decreasing for Brownville. This can be directly attributed to the decreasing population, and loss of jobs in the region. It is projected that Brownville will have 548 households in the year 2013. This is a decrease of 7 households from 2000. It is also projected that household size will decrease from 2.26 persons in 2000 to 2.01 persons in 2013.

Table 3

NUMBER OF HOUSEHOLDS AND RATE OF CHANGE						
		1980	1990	2000	2010 Projections	2013 Projections
Brownville	number	566	591	555	550	548
	Rate of Change		4.4%	(6.1)%	(.9)%	(.4)%
Piscataquis County	number	6,290	7,194	7,278	7,850	8,021
	Rate of Change		14.37%	1.2%	7.9%	2.2%
State of Maine	number	395,184	465,312	518,200	598,855	623,051
	Rate of Change		17.8%	11.4%	15.6%	4.0%

Source: U. S. Census Bureau  
Projections: Claritas, Inc.

Table 4

AVERAGE HOUSEHOLD SIZE AND RATE OF CHANGE						
		1980	1990	2000	2010 Projections	2013 Projections
Brownville	size	2.73	2.55	2.26	2.07	2.01
	Rate of Change		(6.6)%	(11.4)%	(8.4)%	(2.29)%
Piscataquis County	size	2.80	2.56	2.34	2.15	2.09
	Rate of Change		(8.6)%	(8.6)%	(8.1)%	(2.9)%
State of Maine	size	2.75	2.56	2.39	2.23	2.19
	Rate of Change		(6.9)%	(6.6)%	(6.7)%	(1.8)%

Source: U. S. Census Bureau  
Projections: Claritas, Inc.

## **HOUSING STOCK**

Maine's housing stock reflects the State's history, the uniqueness of its culture and the independent character of its people. The expected future population of a community and the existing housing stock provide insight on the future availability of housing. Adequate housing is essential to support economic growth. To attract new businesses or industries, a community should be able to house new workers moving into the community.

Although it is understood that many factors can change current trends, it is projected that by the year 2010, Brownville will have approximately 740 housing units. It is also projected that Brownville's population will decrease, and keeping with current trend,

household size will continue decrease. This is an indicator that there will be sufficient housing stock. However, a sufficient number of housing units does not always indicate the availability of a sufficient number of decent, safe and affordable units.

As is the case in many rural communities, the housing stock in Brownville is old. Almost half of Brownville's homes were built prior to 1940. Aging houses, not properly cared for, can impact the quality of the housing stock. Low family incomes, due to hard economic conditions in the area, may mean that many families cannot afford to acquire better housing or repair housing. It is important for all of Brownville's residents to be aware of existing housing rehabilitation funds and for renters to be aware of their rights to demand a certain level of maintenance by their landlords.

Table 5

	YEAR OF STRUCTURE BUILT		
	Town of Brownville	Piscataquis County	State of Maine
1999 to March 2000	7	461	12,493
1995 to 1998	27	728	36,375
1990 to 1994	44	856	46,041
1980 to 1989	50	2,065	104,039
1970 to 1979	90	2,185	103,806
1960 to 1969	52	1,532	59,812
1940 to 1959	108	1,706	99,476
1939 or prior	339	4,250	189,859

Source: U.S. Bureau of Census

Table 6

TOWN OF BROWNVILLE BUILDING PERMITS (New Housing Starts) 1998 - 2002						
New Construction	1998	1999	2000	2001	2002	Total
Single Family	0	5	2	3	4	14
Multi-Family	0	0	0	0	0	0
Total	0	5	2	3	4	14

Source: Labor Market Information Service

### **SUBSTANDARD CHARACTERISTICS**

Local tax records should show a home's Condition, Desirability and Use (CDU) rating. If a dwelling has a low CDU rating, it is most likely that the home is deteriorated. Since, resources are limited to perform such research on all homes in Brownville, for the purposes of this Plan the 2000 Census standards are used to determine how many homes have substandard characteristics.

The Census indicates that there are units in the Town of Brownville lacking complete plumbing facilities and complete kitchen facilities; however, it is recognized in Brownville that there are several structures that should be considered substandard for a variety of reasons. One of the largest reasons for substandard housing in Brownville is vacant structures have been deteriorating over time. Another contributor to substandard housing in the Town directly relates to the aging population. The population is getting older, staying in their homes longer, and are physically and/or financially unable to maintain their homes. In addition, many low-income residents were given federal grants to build homes in the 1980s. Many of the contractors hired to complete these homes, did not repair items that were found to be substandard. The table below outlines the percentage of housing units lacking complete plumbing facilities, kitchen facilities and telephone.

Table 7

<b>TOWN OF BROWNVILLE SELECTED HOUSING CHARACTERISTICS</b>				
	<b>1990</b>		<b>2000</b>	
	<b>Number of Units</b>	<b>Percentage of Total Units</b>	<b>Number of Units</b>	<b>Percentage of Total Units</b>
Lacking complete plumbing facilities	31	4.3	6	.01
Lacking complete kitchen facilities	23	3.2	4	.01
No telephone in housing unit	35	4.9	10	.01
Total Housing Units	714		726	

Source: U.S. Bureau of Census

### **HOUSING REHABILITATION GRANT**

The town of Brownville is joining the Towns of Milo and Orneville in applying in a second round of housing rehabilitation funds from the state Department of Economic and Community Development. The Town's hired a consultant to assist in completing the \$400,000 community development block grant (CDBG) application.

Brownville residents returned more than 30 preapplications, demonstrating the need in the community for the project, and the funding. If approved for the grant, monies would be distributed, by a committee of residents from the towns, to homeowners in the communities, based on financial need and condition of the home.

### **HOME OCCUPANCY**

Home ownership is a good indicator to assess the overall standard of living in an area. One way to trace home ownership changes over time is to compare owners and renters as proportions of total occupied housing. A high rate of owner-occupied housing is typical for rural Maine communities. For a community, such as Brownville, who desires to attract young families (or accommodate older, retired couples), some form of rental housing must be provided to assure affordable, decent housing for all residents.

The prime periods for household formation occur between the ages of 24-35. During this period, a family is just beginning and will probably be renting. As the family ages toward 35, chances are greater that they will be having children and purchasing their first homes. Maine State Housing Authority (2001) estimates that approximately 77 percent of renter households, age 25-44 population, have the potential to be homeowners. The majority of them (36.1%) have moderate income levels.

The continued housing needs of older residents, as they live longer and healthier lives, with some moving into smaller units and others remaining in their family homes, will contribute to the increase in demand for renter-occupied housing. The high level of home ownership may present a unique situation for lower income residents, as quality rental units may be rare and the price may be inflated. Maine State Housing Authority estimates that 85 percent of households with persons 65 years of age and older own their homes. It is further estimated that almost half of those households are moderate-income households (from \$20,112 up to \$37,709). The remaining 15 percent of 65 years and older are renter households with slightly more than 15 percent of those households having extremely low income (less than \$7,542).

Baby boomers are starting to impact the senior age groups. More amenities for seniors will be needed as the population ages and the average life span grows. Quarry Pines in Brownville has subsidized rental units for the elderly. In addition to those housing units and services available to the elderly in Brownville, Brownville residents also use services in the surrounding communities of Milo and Dover-Foxcroft.

Table 8

	HOUSING TENURE					
	Town of Brownville					
	2000		1990		1980	
	Units	Percent of Total	Units	Percent of Total	Units	Percent of Total
Owner-occupied	462	83.2%	481	81.4%	464	82.0%
Renter-occupied	93	16.8%	110	18.6%	102	18.0%
Total	555		591		566	
	Town of Milo					
Owner-occupied	789	77.3%	1,047	85.5	813	85.4%
Renter-occupied	232	22.7%	178	14.5	139	14.6%
Total	1,021		1,225		952	
	Piscataquis County					
Owner-occupied	5,789	79.5%	5,654	78.6%	5,005	79.6%
Renter-occupied	1,489	20.5%	1,540	21.4%	1,285	20.4%
Total	7,278		7,194		6,290	
	State of Maine					
Owner-occupied	370,905	71.6%	327,888	70.5%	280,377	70.9%
Renter-occupied	147,295	28.4%	137,424	29.5%	114,807	29.1%
Total	518,200		465,312		395,184	

Source: U.S. Census Bureau

**HOUSING VALUES**

The bounding economic climate of the 1980s inflated the value of the housing stock throughout the State of Maine. The State as a whole experienced an increase in housing value of more than 130 percent. Brownville's housing stock experienced a lower percent of increase, however, for the area it was significant. Throughout the 1990s, the values continued to increase, but at a slower rate than that of the 80s. From 1990 to 2000, the State as a whole experienced only a slight increase in median housing value, while Piscataquis County and the Town of Brownville experienced increases of approximately one-third of their values. Interestingly enough, even with the larger percentage of increase from 1990 to 2000, the Town of Brownville's median housing values, as reported in the 2000 Census, remain less than one-half of the State.



Table 9

<b>MEDIAN VALUE OF OWNER- OCCUPIED HOUSING UNITS</b>					
	<b>April 1, 1980</b>	<b>April 1, 1990</b>	<b>Percent of Change</b>	<b>April 1, 2000</b>	<b>Percent of Change</b>
<b>Town of Brownville</b>	\$22,900	\$36,200	58.1%	\$47,100	30.1%
<b>Town of Milo</b>	\$23,000	\$42,100	83.0%	\$46,900	11.4%
<b>Piscataquis County</b>	\$24,600	\$46,500	89.0%	\$62,300	34.0%
<b>State of Maine</b>	\$37,900	\$87,300	130.3%	\$98,700	13.1%

Source: U.S. Census Bureau

At the same time housing values in Brownville increased by approximately 58 percent from 1980 to 1990, median contract rent increased 187 percent. This percentage is higher than Piscataquis County and the State as a whole. From 1990 to 2000, Brownville's median contract rent continued to increase, but at a lower rate. Although the median value of Brownville's owner occupied housing units is only 47.7 percent of that of the State, and 75.6 percent of Piscataquis County, Brownville's median contract rent is 84.3 percent of the State's and 110.7 percent of the County's. Local opinion is that contract rent rates in Brownville reported to the Census appear higher than actual average rental rates.

Table 10

<b>MEDIAN CONTRACT RENT (per month)</b>					
	<b>April 1, 1980</b>	<b>April 1, 1990</b>	<b>Percent of Change 1980-1990</b>	<b>April 1, 2000</b>	<b>Percent of Change 1990-2000</b>
<b>Town of Brownville</b>	\$113	\$325	187.6%	\$413	27.1%
<b>Town of Milo</b>	\$126	\$249	97.6%	\$289	16.1%
<b>Piscataquis County</b>	\$133	\$324	143.6%	\$373	15.1%
<b>State of Maine</b>	\$173	\$358	106.9%	\$497	38.8%

Source: U.S. Census Bureau

## **VACANCY RATE**

The purpose of identifying vacancy rates is to understand how tight the housing market is and whether or not there is a shortage or surplus of housing units in the area. The vacancy rate is of concern to a community if it is too high or too low. High vacancy rates may lead to abandonment or nonprofitable housing markets, while low vacancy rates lead to competition for housing and inflated prices. It is important to keep these two items in balance.

As reported in the Census, the homeowner vacancy rate for Brownville in 2000 was 5.9% and rental vacancy rate was 11.4% of the total units. These rates indicate a sufficient amount of available housing with a high vacancy to need ratio. Although, vacant units may include those that are used only occasionally or seasonally, it is estimated that only

75 percent of the Town's housing stock is occupied. The Town should be cautious about the amount of vacant units in Brownville to ensure a profitable and well-maintained housing stock is available.

Table 11

<b>2000 HOUSING OCCUPANCY</b>			
	<b>OCCUPIED</b>	<b>VACANT</b>	<b>SEASONAL</b>
<b>Town of Brownville</b>	555	171	77
<b>Town of Milo</b>	840	147	22
<b>Piscataquis County</b>	7,278	6,505	5,512
<b>State of Maine</b>	518,200	133,701	101,470

Source: U.S. Census Bureau

With more than 20 percent of Brownville's housing stock vacant, the declining household size and population, the Town is more at risk for abandoned homes that may fall into disrepair and become a health and safety hazard as well as an eye sore.

### **HOUSING AFFORDABILITY**

Many factors contribute to the challenge of finding affordable housing. These factors include population dynamics, the emergence of the "baby boom" generation; older residents living longer, healthier lives at home; more single parent households, and generally smaller household sizes than in previous years. As householders shift in age and need, income will play an increasing role in their choice of housing. Households making median incomes or greater are predominantly homeowners.

Many people in Maine are affected by a lack of affordable housing including: older citizens facing increasing maintenance costs and property taxes; young couples unable to afford their own home; single parents trying to provide a decent home; low-income workers seeking an affordable place to live within commuting distance; and grown children seeking independent housing. The affordability of housing units is of critical importance for any municipality. High costs are burdensome to individuals, to governments, and to the economy of the area. Excessively high housing costs will force low to moderate-income residents to leave the community.

Table 12

<b>HOUSING AFFORDABILITY FACTORS</b>						
	<b>Median value of housing</b>			<b>Median household income</b>		
	<b>2000</b>	<b>1990</b>	<b>1980</b>	<b>2000</b>	<b>1990</b>	<b>1980</b>
<b>Town of Brownville</b>	\$47,100	\$36,200	\$24,600	\$28,167	\$21,221	\$13,819
<b>Piscataquis County</b>	\$62,300	\$46,500	\$24,600	\$28,250	\$22,132	\$12,260
<b>State of Maine</b>	\$98,700	\$87,400	\$37,900	\$37,240	\$27,854	\$13,816

Source: U.S. Census Bureau

One way to gauge the financial ability to buy a home is to establish a ratio between the price of the property and the income of the person wishing to buy. It should be noted that no particular number has been set which would reflect the presence of affordable homes, but as the value gets lower, homes become more affordable. Thus, the closer the ratio is to 1, the more affordable the houses are. In 2000, the Town of Brownville had a 1:1.67 ratio, indicating a fairly stable financial ability to purchase a home.

As reported by the Maine State Housing Authority (MSHA), the Dover-Foxcroft housing market has an excellent housing affordability index. The Dover-Foxcroft housing encompasses 15 different communities, which include Abbot, Atkinson, Bowerbank, Dover-Foxcroft, Guilford, Lake View Plantation, Medford, Milo, Monson, Parkman, Sangerville, Sebec, Willimantic and an unorganized territory. The affordability index for the Dover-Foxcroft Housing Market in 2001 is reported as 1.88, Piscataquis County as 1.84, and the State of Maine as .95. An index of over 1.00 shows availability of affordable housing. The 2001 estimated median income of a household in the Dover-Foxcroft housing market is reported as \$28,896 and the median home price is \$44,300. Although, it seems it would be very difficult to afford, MSHA reports that a household with an income of \$15,389 annually can afford to purchase a home costing \$83,182. More generally, affordable housing means decent, safe, and sanitary living accommodations that are affordable to low to moderate income (LMI) families. Brownville's very low-income households are households with annual income of less than or equal to 50 percent of Piscataquis County median annual family income. Low-income households are households with annual incomes more than 50 percent, but less than or equal to 80 percent, of Piscataquis County median annual family income. Moderate-income households are households with annual incomes more than 80 percent, but less than or equal to 150 percent, of Piscataquis County median annual family income.

The tables below show the Town of Brownville's owner-occupied households by income levels and the value of owner-occupied housing units. Approximately 69% of all Brownville's owner households report incomes less than 150% of the County's median annual family income.

Table 13

<b>TOWN OF BROWNVILLE OWNER HOUSEHOLDS BY 2001 INCOME</b>				
	<b>&lt;30% Extremely Low</b>	<b>&lt;50% Very Low</b>	<b>&lt;80% Low</b>	<b>&lt;150% Moderate</b>
<b>Households</b>	42	82	150	286
<b>Income</b>	\$7,542	\$12,570	\$20,111	\$37,709
<b>Percent of Total Households</b>	10.2%	19.9%	36.2%	69.0%
<b>Median Income</b>	\$25,139			
<b>Approximate Value of Affordable Home (up to)</b>	\$21,549	\$35,914	\$57,460	\$107,740

Source: Maine State Housing Authority

Table 14

<b>TOWN OF BROWNVILLE VALUE OF OWNER-OCCUPIED HOUSING UNITS</b>				
	<b>1990</b>		<b>2000</b>	
	<b>Number of Units</b>	<b>Percentage of Total</b>	<b>Number of Units</b>	<b>Percentage of Total</b>
<b>Less than \$50,000</b>	271	70.6%	188	56.0%
<b>\$50,000 to \$99,999</b>	77	29.4%	129	38.4%
<b>\$100,000 to \$149,999</b>	--	--	15	4.5%
<b>\$150,000 to \$199,999</b>	--	--	4	1.2%
<b>Median value</b>	\$36,200		\$47,100	

Source: U. S. Census Bureau

Since it is estimated that 36.2 percent (150) households can afford homes of up to \$57,460, and 188, or 40.7 percent, of the owner-occupied housing units in Brownville are reported with values of less than \$50,000, it appears that there is a sufficient amount of affordable housing available for low, very low and extremely low income households. To further solidify this finding, Maine State Housing Authority reports that the average price of the three homes sold in 2001 was \$20,333 (less than the approximate value of an affordable home for those that fall within the extremely low household income category.)

A renter-occupied housing unit is considered affordable to a household if the unit's monthly housing cost (including rent and utilities) does not exceed 30 percent of the household's gross monthly income. An owner-occupied housing unit is considered affordable to a household if the unit's selling price/market value can reasonably be anticipated to result in a monthly housing cost (including mortgage and interest, mortgage insurance, homeowner's insurance, and real estate tax) that does not exceed 28 to 33 percent of the household's gross monthly income.

The tables below show the Town of Brownville's renter-occupied households by income levels and the monthly value of gross rent. Approximately 73.1% of all Brownville

renter households report incomes less than 150% of the County's median annual family income

Table 15

<b>TOWN OF BROWNVILLE RENTER HOUSEHOLDS BY 2001 INCOME</b>				
	<b>&lt;30% Extremely Low</b>	<b>&lt;50% Very Low</b>	<b>&lt;80% Low</b>	<b>&lt;150% Moderate</b>
<b>Households</b>	20	34	52	79
<b>Income</b>	7,542	12,570	\$20,111	\$37,790
<b>Percent of Total Households</b>	20.6%	36.0%	55.2%	73.1%
<b>Median Income</b>	\$25,139			
<b>Approximate Value of Affordable Monthly Rent (up to)</b>	\$189	\$314	\$503	\$945

Source: Maine State Housing Authority

Table 16

<b>TOWN OF BROWNVILLE MONTHLY VALUE OF GROSS RENT</b>				
	<b>1990</b>		<b>2000</b>	
	<b>Number of Units</b>	<b>Percentage of Total</b>	<b>Number of Units</b>	<b>Percentage of Total</b>
<b>Less than \$200</b>	19	21.6%	14	15.7%
<b>\$200 to \$299</b>	13	14.8%	9	9.9%
<b>\$300 to \$499</b>	55	62.5%	41	45.1%
<b>\$500 to \$749</b>	1	1.1%	13	14.3%
<b>Median contract rent</b>	\$325		\$413	

Source: U. S. Census Bureau

Because housing ownership is so affordable in Brownville the majority of residents (83.2% of total housing units) own their own homes. Renter occupied housing units makeup 16.8 percent of total housing units. It appears from the tables above that there is a sufficient number of affordable rental units. If any slight need is present, it would be for a few more extremely low income (monthly rent of \$189 or less) rental housing units. These needs can be filled through Section 8 vouchers.

### **SUBSIDIZED HOUSING**

Local, state, and federal governments have a number of different program subsidized housing. In most cases, the efforts of the different levels of government are integrated, with funding and operation and jurisdictional fields overlapping.

The United States Department of Housing and Urban Development (HUD) is the primary Federal agency dealing with affordable housing. The Maine State Housing Authority (MSHA) is the state's agency for such issues and Penquis Community Action Program (CAP) is the agency for Piscataquis County. The Town of Brownville does not have a

local housing authority but the Town does have a General Assistance Program, which is used at times to defray housing and utility costs.

Subsidized units are built with state or federal funding for the express purpose of providing housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals below certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, MSHA will provide monies for citizens to use as payment for rent for non-public units. The Town is also reimbursed by the state for general assistance money, which may be given to citizens with short-term immediate needs for housing. Finally, low interest loans through the federal or state governments are also a form of subsidy.

Even though elderly and family housing units may appear to be the solution to affordable housing problems, rent is only one of the many housing expenses. Our subsidized housing problems include poor insulation and heating which can inflate total housing expenses.

Rental assistance and vouchers are used to compensate when subsidized housing units are not available. These forms of assistance are often more expensive than providing actual units, and thus it may be in a community's best interest to facilitate the construction of housing units and/or projects.

An overlap exists between the need for "affordable and appropriate" housing and the need for "subsidized" housing. Many residents are not eligible for subsidies, but are not able to maintain houses by themselves and may not be able to afford high rents. Listed below under Maine State Housing Authority are programs available for housing assistance.

### **MAINE STATE HOUSING AUTHORITY**

The Maine State Housing Authority (MSHA) is Maine's housing finance agency, created in 1969 to finance affordable housing for Maine people and distribute federal housing funds in the State. More than 30,000 Maine people live in homes financed by MSHA. Financing comes primarily from bonds, which are not debts of the state. MSHA offers a wide variety of programs that address Maine's pressing housing needs. Maine State Housing Authority (MSHA) provides low-interest rate loans and grants to provide housing for first-time home buyers, lower income renters, owners of housing that needs repair, people with special needs, and people who are homeless.

***First Time Homebuyers Program***

This flagship MSHA program helps Maine families realize the American dream to own a home. It provides lower interest rate mortgages, generally one to two points below conventional interest rates, to low and moderate income Maine people for the purchase of their first homes. The program has maximum income limits for borrowers and price limits for eligible homes. It can be used to finance single-family homes; mobile homes; two-to-four unit owner-occupied homes; and condominiums. In the coming years MSHA plans to make \$100 million or more in mortgages annually, helping 2,000 or more Maine families buy their first homes.

In order to reduce the required down payment, MSHA's program requires borrowers to use mortgage insurance. Mortgage insurance reduces the down payment to 5% or less, depending on the type of insurance used. Borrowers have the option of using private mortgage insurance; Federal Housing Administration (FHA) insurance; Veterans Administration (VA) guarantee; or the Rural Development (formerly Farmers Home) insurance. Each type of insurance has slightly different eligibility requirements. Borrowers who complete a home buying course may qualify for a reduced down payment (3% instead of 5%). MSHA also finances some types of mobile homes with self-insurance with a 5% down payment.

***Closing Cost Assistance***

Closing Cost Assistance is available for borrowers who do not have the cash to cover these costs. The costs include such fees as title examination, credit check, and several others. Eligible applicants receive 2% of the mortgage amount, which is credited toward the closing costs. The closing cost assistance is repaid by a slightly higher interest rate on the mortgage.

***Down Home Program***

For some lower income borrowers, the Housing Authority offers its "Down Home" loans that permit a family to buy a home with a minimum cash contribution of \$750 or \$1,000 in out-of-pocket expenses. The option is limited to borrowers who qualify for the MSHA purchase program, use FHA insurance, have less than \$4,000 in liquid assets, and have an income that is 90% or less of the median income. The difference between the borrower's payment and the actual up front costs are repaid when the borrower sells the home.

***Purchase Plus Improvement***

MSHA also offers a Purchase Plus Improvement option that allows applicants to borrow more than the purchase price in order to make immediate repairs or improvements to the home. Details on Closing Cost Assistance, Down Home, Purchase Plus Improvement, and our regular program are available from MSHA or from participating lenders.

***Great Rate Program***

Introduced in June 1999, the Great Rate program makes monthly payments affordable with an interest rate that is at least 1% lower than the regular MSHA program interest rate in effect at the time of application. The Great Rate interest rate was lowered to 4.5% in June 2000 and is available for applicants with household incomes at or below 65% of the area median income. A 10-hour homebuyer education course must be completed before loan closing. MSHA expects up to 150-200 credit-worthy households may take advantage of this reduced rate program in 2001.

***hoMEworks Program***

MSHA's Homeownership division participates in hoMEworks, Maine's network of homebuyer education. These programs give potential homebuyers an opportunity to sort through the complex process of buying a home, including building good credit, shopping for a home, qualifying for a loan, and life as a homeowner. Some MSHA programs require completion of a 10-hour homebuyer class.

***New Lease Program***

The New Lease Program provides additional low income rental housing and improves rental housing stock. MSHA's New Lease program for 2001 provides \$2 million of subsidized loans to promote the acquisition and rehabilitation of smaller rental properties (4-19 units) in Maine. The program is intended to improve the quality of approximately 80 apartment units, and to reduce the rents in a significant number of those units so that the apartments are affordable to very low income tenants. When completed, 30% of the units are rented to tenants with incomes at or below 60% of the area median income; 40% of the units are rented to tenants with income at or below 40% of the area median income, including one unit rented to a tenant with an income at or below 30% of the area median income. In selecting projects for New Lease financing, MSHA intends to limit the number to 35 to any one community in any one year. Developers will be limited to no more than two projects per year.

***Pre-Development Loan Program***

The Pre-Development Loan Program provides interest-free capital to cover mortgageable pre-development costs incurred by nonprofit borrowers who are developing affordable housing projects. Eligible uses include any expense related to the proposed project including, but not limited to: option or earnest money payments on a purchase & sale contract; environmental testing; legal services; architectural services; engineering assessment; appraisal services; consulting fees or staff time devoted to project management.



***Rental Loan Program***

The Rental Loan Program (RLP) is MSHA's program for development of affordable rental housing in projects of 10 or more units. The program provides long term mortgage financing at attractive interest rates. RLP financing can be linked with the subsidy available from the federal Housing Tax Credit. Developers using RLP and/or the housing credit must reserve a portion of the units for low or very low income renters. The RLP program may be used for acquisition, acquisition/rehab, or new construction of apartment buildings.

***Subsequent Loan Program***

The Subsequent Loan Program provides funds to existing MSHA mortgagors to make capital improvements, including converting electrically heated projects to another energy source; to make major repairs or to create new affordable units within an existing project. Subsequent loans may not be used to reimburse owners for work already completed. A property with an electric heating system must use a portion of the subsequent loan for a heat conversion to an alternate fuel source. Project reserves must also be considered as a source of funding for needed improvements.

***Preservation Financing Program***

The Preservation Financing Program is a program to preserve the future affordability of MSHA-financed Section 8 projects. Projects currently financed by MSHA are eligible on a walk-in basis. Debt can be used for acquisition or refinancing, and physical plant improvements. In exchange for MSHA financing, owners must agree to any extension of the subsidy contract. If the subsidy ends, the owner must rent 40%-70% of the units to households with incomes at or below 40% of the area median income beyond the term of the Section 8 HAP Contract.

***Supportive Housing Program***

The Supportive Housing Program (SHP) provides reduced interest rate mortgage financing and subsidy funding to eligible nonprofit sponsors to create housing for persons with special needs. The program targets low income tenants, especially those with very low incomes. Eligible sponsors must be 501(c)(3) nonprofit corporations. The program may be used for the purchase, purchase and rehab, or new construction of facilities such as transitional housing, group homes, emergency shelters, and supported or independent apartments. Sponsors must show that revenue from the housing or other sources is sufficient to amortize the mortgage.

**PENQUIS COMMUNITY ACTION PROGRAM*****Housing Emergency Loan Program***

The Housing Emergency Loan Program provides loans up to \$1,500 to low- and very low-income homeowners for minor home health and safety needs. The interest rate is 3% for a term up to 24 months. An 8% fee (minimum \$24) will be charged and can be included in the loan amount. Residents of Penobscot and Piscataquis Counties who meet income guidelines are eligible for this program. Loans can be approved within 48 hours in an emergency.

Typical eligible improvements include furnace upgrade or repair, weatherization items, handicap items, replacement of appliances, well and septic system upgrades or repairs and minor home repairs such as roofs, electrical wiring, plumbing and chimneys. Ineligible improvements include cosmetic improvements, construction of sun decks, swimming pools and other recreational items, refinancing existing debt and purchase of personal property.

***Section 8 Housing***

Section 8 Housing provides subsidized rent to qualifying families. Families contribute between 30% and 40% of their income toward rent. Penquis CAP, acting as an agent for Maine State Housing Authority, subsidizes the balance. Housing must meet Housing and Urban Development quality standards and Fair Market Rent guidelines. Income-eligible individuals who are handicapped, disabled or 62 years of age or older, or income-eligible families of two or more living in Penobscot, Piscataquis, Knox and Waldo Counties may apply for this program. Preference is given to individuals and families who are homeless.

***Temporary Housing Assistance Program***

Temporary Housing Assistance Program assists people in Penobscot and Piscataquis Counties who are homeless or at risk of becoming homeless. Assistance may be a security deposit, back rent or forward rent.

***Own ME Program***

Own ME helps eligible first-time home buyers in finding, financing and rehabilitating a home. Soft second money is available for assistance with rehabilitation, closing costs or mortgage buy down, depending on the circumstances. The soft second money is a loan by MaineStream Finance in the form of a second mortgage. This second mortgage is a 0% interest loan deferred for a term of up to 15 years, depending on the amount. If the homebuyer continues to own and live in the house for the term of the mortgage, that loan is forgiven, and does not have to be repaid. However, if the homebuyer chooses to sell

the house before the end of the term, the second mortgage amount must be repaid to MaineStream Finance from the proceeds of the sale.

Residents of Penobscot and Piscataquis Counties who have not owned a home in the past three years (with the exception of a mobile home, if it is not on a slab foundation) and who meet income guidelines are eligible for this program.

## **RURAL DEVELOPMENT**

### ***Rural Housing Service***

The Rural Housing Service is an agency within Rural Development that provides Single Family Housing loans, grants, and guarantees; loans and guarantees for Multi-Family Housing; and loans, grants, and guarantees for not-for-profit and municipal Community Facilities. The following is a listing of programs offered through the Rural Housing Service:

Section 502 Guaranteed Loans - Loans are made by mortgage lenders and guaranteed by USDA Rural Development to low and moderate income applicants to buy or build homes (30 year fixed interest rate) in rural areas of Maine.

Section 502 Direct Loan Program - Low interest loans are made directly by Rural Development to applicants whose incomes are less than 80 percent of the median income for the area. This program is focused towards purchasing modest housing, constructing new homes, or repairing pre-owned dwellings, located in rural areas of Maine.

Section 504 Direct Loan Program - Loans are made at 1 percent interest rate to repair, improve, or modernize modest single family homes in rural areas, making homes safer or more sanitary, or to remove health and safety hazards. Applicants' incomes must be less than 50 percent of the median income for the area.

Section 504 Direct Grant Program - For homeowners 62 years old or older who cannot repay a loan, grant funds are available to remove health or safety hazards, or remodel dwellings to make them accessible to household members with disabilities.

Mutual Self-Help Housing Program - Low interest loans are made directly by Rural Development to applicants whose incomes are less than 80 percent median income for the area. This program is focused towards constructing modest new homes, through a group effort, in rural areas of Maine.

***Rural Utilities Service***

The Rural Utilities Service is an agency within Rural Development that provides loans, grants, and guarantees for Water and Waste Disposal systems to municipalities, public utilities, and not-for-profit water or sewer systems.

Section 515 Direct Loans - Loans made by USDA Rural Development to build or repair apartment style housing in rural areas whereas up to 97 percent of the appraised value or development costs can be borrowed.

Section 538 Guaranteed Loans - Loans made by mortgage lenders and guaranteed by USDA Rural Development covering up to 90 percent of development cost of apartment style housing in rural areas.

Housing Preservation Grants - Grants made by USDA Rural Development to not-for-profit entities to operate a program which finances repair and rehabilitation activities to individual housing and rental properties for very-low and low-income property owners.

Farm Labor Housing Loans and Grants - Loans and Grants made by USDA Rural Development to public bodies, not-for-profit entities or individuals to finance rental units for domestic farm labor

Direct Community Facility Programs - Loans made directly by USDA Rural Development with the intention to improve, develop, or finance essential community facilities in rural areas with populations less than or equal to 20,000.

Guaranteed Community Facility Programs - Loans made by conventional lenders and guaranteed by USDA Rural Development to improve or develop community facilities such as water and waste disposal facilities.

Community Facility Grant Program - Grants made to cover up to 75 percent of the cost of developing essential Community Facilities in rural areas with populations less than or equal to 20,000.

**BUILDING CODES AND SAFETY STANDARDS**

Brownville employs a part-time Code Enforcement Officer (CEO) and contracts with a licensed plumbing inspector (LPI) to ensure the State Plumbing Code is met. The CEO also assures that new and remodeled manufactured homes meet state and federal regulations. The State electrical inspector, in the absence of a municipally appointed electrical inspector, inspects wiring, installation and modification in accordance with the National Electric Code prior to approving electrical installation. The Town of Brownville realizes a need to adopt local ordinances with safety standards consistent with that of the state and federal minimum requirements.

**POLICY AND IMPLEMENTATION PLAN**

In order to encourage and promote affordable, decent housing opportunities for all Brownville citizens, the Town of Brownville has developed the following policies and implementation strategies:

**1. Policy:** The Town shall continue to recognize the importance of safe, decent and affordable housing for all residents.

**Implementation Strategies:**

Through the future land use ordinance, the Town shall provide residential areas that allow single and multi-family dwellings, as well as manufactured housing.

The Licensed Plumbing Inspector (LPI) shall enforce and implement the provisions of the Maine State Plumbing Code.

The Code Enforcement Officer (CEO) shall enforce and implement all existing and future local ordinances and codes.

The CEO, as supported by the Planning Board, shall ensure that manufactured housing built prior to 1976 will be consistent with the future land use ordinance performance standards, including electrical, fire, plumbing, and related design standards.

The Planning Board shall create and institute a local building application and permit process.

**Responsibility:** Planning Board, Board of Selectmen and CEO, LPI

**Time Frame:** within two to five years

**2. Policy:** The Town shall ensure that housing remains affordable and appropriate in Brownville.

**Implementation Strategies:**

The Board of Selectmen with the help of the Town Manager shall explore opportunities and apply for grant funds available to assist property owners in revitalizing substandard house lots, structures, and septic systems.

The Town Manager shall coordinate with Penquis Community Action Program, Maine State Housing Authority and Rural Development and will request annual updates from these programs on their respective program criteria and availability.

**Responsibility:** Board of Selectmen and Town Manager

**Time Frame:** two to five years

**3. Policy:** The Town shall educate residents about available resources, and assist buyers, sellers and real estate brokers in obtaining information about available housing in Brownville.

**Implementation Strategies:**

The Town Manager shall provide a designated area or forum for local businesses, property owners and real estate agents to access and share information.

The Town Manager shall assemble and provide residents with a listing of agencies and groups available to assist in maintaining or obtaining safe, decent and affordable housing.

**Responsibility:** Town Manager

**Time Frame:** within two years

**4. Policy:** The Town shall ensure safe and healthy rental units are available.

**Implementation Strategies:**

The Town Manager shall obtain and make available, information to renters and landlords on each party's rights and responsibilities and on the availability of housing assistance programs designed to reduce and eliminate housing energy loss and health and safety problems.

The future land use ordinance shall include standards to ensure sanitary and safe rental conditions.

**Responsibility:** Planning Board, Board of Selectmen, Town Manager

**Time Frame:** within two years

**STATE GOAL**

*To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

**INTRODUCTION**

Streets affect the value of property, the economy of the Town, and the overall safety and convenience of Brownville's residents, who depend on a well-maintained road system. Only through adequate roads and control of traffic flow can the community be assured of economical, efficient, and safe circulation patterns.

**ROAD TYPES*****Arterials***

Arterials are characterized by high-volume roadways, which provide linkage between major cities and towns and developed areas, capable of attracting travel over long distances. Basically, they provide service to interstate and intercounty travel demand. The arterial system typically provides for high travel speeds and the longest trip movements. The degree of access control on an arterial may range from full control (freeways) to entrance control on, for example, an urban arterial through a densely developed commercial area.

***Principal Arterials***

These are highways in rural and urban areas that provide access between an arterial and an airport, public transportation facility or other intermodal transportation facility. These roads are owned and maintained by the State.

***Collectors***

Collector routes are characterized by a roughly even distribution of their access and mobility functions. These routes gather traffic from local and private roads and deliver it to the arterial system. Traffic volumes and speeds will typically be lower than those of arterials. These roads are usually town or state funded, mainly because of their limited access and purpose. These roads are maintained by the state. Voters in some cases pass a road construction referendum. Both the State and Federal government will usually match the amount voters approve, or give a percentage, usually in the form of a grant. In either case, Brownville residents pay their fair share for maintenance to state-owned roads.

Rural Collectors generally serve travel of primarily intracounty rather than statewide importance and travel distances are shorter than arterial routes.

1. **Major Collector Roads (regional):** (a) Serve county seats not on arterial routes, larger towns not directly served by higher systems (b) link nearby larger towns, or cities, or with route of higher classifications (c) serve more important intracounty travel corridors which could connect consolidated schools, shipping points, important agricultural areas, etc.
2. **Minor Collector Roads (local):** Spaced consistent with population density to accommodate local roads within reasonable distance of collector roads. Provide service to smaller communities. Link locally important traffic generators with the arterial system.

### ***Local Roads and Streets***

All public roads and streets not classified as arterials or collectors have a local classification. Local roads and streets are characterized by many points of direct access to adjacent properties and have a relatively minor role in accommodating mobility. Speeds and traffic volumes are usually low. These roads are within the town and the town maintains them. These roads usually carry only local traffic and serve only the abutting properties. Depending on the owner of a particular road, these roads are maintained by either the town, a land developer or road association.

The Brownville Town Manager acts as the Road Commissioner for the Town. The town relies on the road commissioner to determine which roads need immediate attention and which ones can wait.

### ***Private Roads***

Private roads include subdivision roads. In some cases, because of the new Enhanced 911 system, private roads include some driveways. A driveway will have a name if it accesses more than one residential structure, to lessen the confusion for emergency personnel. Whatever the case may be, private roads receive their maintenance from a source other than the town or the state.

## **ROAD INVENTORY**

An inventory of Brownville's roads is shown in Table 1. The roads are divided into four categories of road function: arterial, collector, local and private. The table also indicates ownership, maintenance responsibility, surfacing, and overall condition for Brownville's approximately 39 miles of road. The Town is financially responsible to maintain approximately 24 miles of road. Map F-1 depicts Brownville's transportation system. Maps F-2 and F-3 show local roads in Brownville and the Brownville Junction area.

Table 1



<b>TOWN OF BROWNVILLE ROADWAY INVENTORY</b>						
<b>Name of Roadway</b>	<b>Collector</b>	<b>Local</b>	<b>Private</b>	<b>Owned/ Maintained By T - Town P - Private S - State C - County</b>	<b>Surfacing  P - Paved G - Gravel</b>	<b>Overall Condition  G - Good F - Fair P - Poor</b>
	<b>Approximate Length in Miles</b>					
Airport Road		0.30		T	G	G
Barberri Rd		0.28		T	G	G
Beech Ridge Rd			0.30	P	P	F
Buckley`s Corner Rd		0.27		T	P	G
Burgoine Road			0.20	P/T	G	F
Center St		0.42		T	P	G
Charlottes Rd		0.17		T	G	G
Church St		3.37		T/S	P	G
Circle Dr		0.14		T	P	G
Cove End Rd			0.60	P	P	G
Davis St (Route 11)	2.75			T/S	P	G
Fisher Av		0.28		T	P	G
Forest Av		0.13		P	P	G
Front St		1.41		T	P/G	G
Gerrish Av		0.14		T	P	G
Gill Rd		0.15		T	P	G
Henderson St		0.31		T	P	G
High St		0.68		T/S	P	G
Hill St		0.06		T	P	G
Hunter Av		0.77		T	P	G
Jaquith Pond Rd		1.00	0.29	T&P/T&P	G	F
Jones Blvd			0.09	P	G	F
Katahdin Iron Works Rd		0.04		T	P	F
Kineo Av		0.16		T	P	G
Kirby Rd		0.12		T	P	G
Knights Landing Rd		0.14		T	P	G
Lake Ave		0.21		T	P	G
Lake View Rd		2.16		T	P	G
Lincoln Av		0.12		T	P	G
Main Rd (Route 11)	7.74			S	P	G
Meulendyke Ave		0.21		T	P	G
North St		0.29		T	P	G
Page St		0.42		T	P	G
<b>TOWN OF BROWNVILLE ROADWAY INVENTORY</b>						

(cont.)						
Name of Roadway	Collector	Local	Private	Owned/ Maintained By	Surfacing	Overall Condition
	Length in Miles					
Pine St		0.12		T	P	G
Pleasant St		0.81		T	P	G
Quarry Av		0.56		T/P/C	P/G/G	G/P/P
Railroad Av		0.46		T	P	G
Richard St		0.07		T	P	F
Rips Rd		0.28		T	G	G
Ross Rd		0.34		T	G	G
Russell Rd		0.66		T	G	G
Ryder Av		0.27		T	P	G
Schoodic Lake Rd		2.18		T/S	P	G
Shore Rd			0.42	P	G	F
Smith Rd			1.70	P	G	F
Spencer Rd		0.60		T	G	G
Spring St		0.26		T	P	G
Stachfield Ridge Rd		0.33		T/S	P	G
Stickney Hill Rd		2.59		T/S	P	G
Treatment Plant Rd		0.25		T/T	G	G
Twelve Mile Rd			0.81	P	G	G
Van Horne Av		0.51		T	P/G	F
Whitten St		0.03		P/T	G	G
Windy Hill Rd		0.10		T	P	G

Source: *Maine Office of Geographic Information Systems  
Local records and opinions*

Within the Town are 10.49 miles of State-owned roads in overall good condition; 24.17 miles of Town-owned roads in overall good condition; and 4.4 miles of privately owned roads in overall fair condition. It is also estimated that in addition to the above, there is approximately 16 miles of commonly used logging and/or forestry roads.

### **TRAFFIC VOLUME AND PATTERN**

Many factors influence traffic count results. When traffic volumes are counted over long periods of time, the annual average daily traffic volume (AADT) can be determined. The AADT is the total annual traffic volume divided by the number of days in the year. These average daily figures do not reflect peak daily traffic volume. Traffic counts are meant to help understand the overall patterns of vehicular movements. Table 2 shows AADT for locations within Brownville. Brownville's traffic volumes and patterns are a result of its geographic location.

Table 2

TOWN OF BROWNVILLE TRAFFIC COUNTS					
STA	Road	Location Reference	Type	Group	1999 AADT
00101		Elm Court N/O SR 11 (Davis St)	C	II	1490
00407		Van Horne Ave W/O SR 11 (Front St)	C	II	380
01101		Front St N/O Main St	C	II	730
01107		Main St W/O Front St	C	II	1250
00103	0011X	SR 11 (Davis St) E/O Elm Court	C	I	1680
00107	0011X	SR 11 (Front St) W/O Elm Court	C	I	2510
00205	011X	SR 11 (Front St) .10 MI S/O Page St	C	I	2490
00602	011X	SR 11 (Davis St) NE/O Fisher Ave @ CUL	C	I	1480
31900	011X	SR 11 BR#3355	C	II	1270
32301	011X	SR 11 N/O OR 367	C	II	1240
32306	011X	SR 11 SW/O IR 367	C	II	1370
32002	0011X	SR 11 NE/O IR 2009@T05 R09 NWP TL	C	II + III	830
32305	00367	IR 367 S/O SR 11	C	II	300
34405	00367	IR 367 S/O IR 376	C	II	600
34403	00376	IR 367 (Schoodic Lake Rd) E/O IR 367	S	III	460
32001	02009	IR 209 N/O SR 11	C	II	250

Source: Maine Department of Transportation AADT Maps  
2000 Maine Transportation Count Book

#### Location Abbreviations

SR = STATE ROUTE

N/O = NORTH OF

S/O = SOUTH OF

IR = INTERMEDIATE ROUTE

NE/O = NORTHEAST OF

SE/O = SOUTHEAST OF

TL= TOWN LINE

NW/O = NORTHWEST OF

SW/O = SOUTHWEST OF

BR = BRIDGE

E/O = EAST OF

W/O = WEST OF

#### Type Abbreviations

C COVERAGE COUNT

S SPECIAL COUNT

#### Group Abbreviations

I--URBAN GROUP

II--ARTERIAL GROUP

III--RECREATIONAL GROUP

## **REGIONAL TRANSPORTATION ADVISORY COMMITTEE**

The Regional Transportation Advisory Committee (RTAC) process created by MDOT, facilitates public participation during the formulation of transportation policy. RTACs are advisory committees consisting of citizens representing environmental, business, municipal, planning, and alternative forms of transportation, as well as members of the general public. The purpose of the RTAC is to provide early and effective input into MDOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the general public an opportunity to help shape transportation policy and the decision making process.

The RTACs, in collaboration with MDOT and Regional Planning Commissions, develop regional advisory reports for each RTAC Region. The Town of Brownville is part of RTAC-Region 3, which encompasses Penobscot and Piscataquis County. The advisory report outlines each RTAC's objectives, goals, and strategies for improving transportation systems in their respective regions and the state. The RTACs meet regularly and advise the MDOT on a number of issues including advisory reports and helping with the prioritization of major collector and arterial improvement needs in the region as outlined in the Department's Six Year Plan updated every two years. The Biennial Transportation Improvement Program, the Department's capital

budget selects projects from the Six Year Plan to fund. The best way for Brownville to make priorities known is to communicate with the Department, particularly when the Department solicits municipalities for transportation projects that should be considered for future funding.

### **HIGH CRASH LOCATIONS**

The Maine Department of Transportation (MDOT) rates accidents according to a Critical Rate Factor (CRF), which corresponds to the number of times the actual accident rate exceeds the expected accident rate. Generally, a CRF of 1.0 or more indicates a higher than usual number of accidents at that specific intersection or stretch of road. According to the MDOT, during a two-year study period from January 1996 to December 1998, Brownville had a total of 27 reported accidents, with the highest number occurring in the month of March. Two intersections in Brownville have a CRF of more than 1.0. The first is the intersection of High Street and Rips Road with a CRF of 2.55 and the second is the intersection of Front Street and Henderson Street with a CRF of 1.67. In addition, there are two stretches of road that also have a CRF of more than 1.0. Main Road (low node: 06039; high node: 06996) has a CRF reported of 2.45 and Davis Street (low node: 06047; high node: 06048) has a CRF reported of 1.61. The majority of accidents that occur in Brownville are vehicles hitting animals (deer and moose) that run into the roadway. The second leading cause of accidents in Brownville is running off the road, most likely due to inclement weather conditions.

The Maine DOT identifies a high crash location as a location that exhibits a Critical Rate Factor (CRF) equal to or greater than 1.0 and has experienced at least 8 crashes in the most recent complete 3-year period. Using information provided by the Maine DOT in 2000, Brownville does not have any high crash locations.

Although not considered high crash locations, there are other areas of roadway in the Town that are of local concern. The majority of vehicle accidents that occur on these stretches of road involve animals. Some believe that feeding animals contributes to the number of accidents that occur. Speeding is another factor contributing to how dangerous these roads are. Some of the stretches of road mentioned include the intersections of Front Street and Railroad Avenue, Church Street and Route 11, Railroad Avenue and Route 11. Additional stretches of road that are of concern to residents include Main Road near the elementary school, the Treatment Plant Road and Schoodic Lake Road. In 2001, the Chief of Police reported making 354 traffic stops and attending 16 traffic accidents, he further indicates in the Town's 2001 Annual report that "speeding continues to be a problem."

## **TRAFFIC CONTROL DEVICES**

The only traffic control device found in Brownville is Railroad Crossing Lights, which belong to the Railroad. The devices appear to be functioning properly.

## **BRIDGE INVENTORY**

The Maine Department of Transportation indicates that there are five bridges in Brownville owned and maintained by the State, and one owned and maintained by the Railroad. Table 3 describes the bridges and their sufficiency ratings. A sufficiency rating refers to a bridge's structural (piers, deck, abutments, rails, etc.) and functional (serviceability, width, etc.) sufficiently or its likelihood of needing capital improvements (other than paint or wearing) for at least ten years. The Town of Brownville has identified an additional bridge, named the Town Line Bridge located on Pleasant Street. The bridge appears to be in good condition.

**Table 3**

<b>TOWN OF BROWNVILLE BRIDGE INVENTORY</b>				
<b>Bridge Name</b>	<b>Bridge Number</b>	<b>Owned and Maintained By</b>	<b>Year Built</b>	<b>Sufficiency Rating</b>
Brownville Bridge	0923	MDOT	1980	93.8
Brownville Junction Bridge	3222	MDOT	1935	30.0
Railroad Avenue Bridge	0967	Railroad	1956	--
Stevens Bridge	3589	MDOT	1969	82.3
Town Line Bridge	--	Town	1940	Good
Walker Bridge	3355	MDOT	1957	66.2
Whetstone Bridge	3588	MDOT	1961	63.5

*Source: Maine Department of Transportation  
Town Line Bridge Information - Local opinion*

Local opinion indicates that inappropriate signage and poor sight distance create safety hazards on the narrow bridges. In addition, the Railroad Avenue Bridge and the Brownville Junction Bridge are in severe need of paint. Furthermore, based on the DOT's sufficiency rating, the Brownville Junction Bridge is in poor structural condition and should be repaired. Several local concerns about the bridge include how narrow the bridge is since it is used primarily by large trucks, the poor sight distance from all angles, and the expansion crack on the approach is a bit too wide. Consideration should be given to painting the bridge, improving sidewalks by widening, and improving to a two lane bridge to increase the sight distance on the bridge. The Town is also concerned about the paint, sidewalks and sight distance on the Railroad Bridge. These concerns shall be communicated to Eastern Maine Railroad. The Town will communicate concerns regarding state owned bridges to MDOT. Structural concerns will be discussed with engineers and planners from MDOT's Bridge Management Section.

## **RAILROAD FACILITIES**

Brownville Junction was the result of railroads. The Katahdin Iron Works had a railroad that ran from the Iron Works above Brownville to Bangor. The Canadian-Pacific Railroad later came through the Town, making it a busier place. With all these railroads, the only entrance to the Town is under the railroad bridge by the Pleasant River. When the Katahdin Iron Works died away, the rails from Bangor were connected to the Bangor and Aroostook Railroad (B&A). These are still used today. A few years ago the Canadian-Pacific Rail dissolved itself and was bought up by the owners of the Bangor and Aroostook Railroad. The B&A System includes Bangor & Aroostook Railroad, along with the Canadian American Railroad Co., Quebec Southern Railway Co., Northern Vermont Railroad Co., Newport and Richford Railroad Co.

In October 2001, Bangor and Aroostook Railroad was involuntarily placed in Chapter 11 Bankruptcy protection. In October of 2002, the bankruptcy court approved a deal in which Rail World, Inc. proposed to purchase 835 miles of tracks, facilities and real estate from the B&A System for \$50 million.

Rail World is forming a new company, called Montreal, Maine and Atlantic Railway, and plans to revitalize a system that has been losing millions of dollars in revenue in the last few years. B&A System is not the only rail line Rail World is buying. In September 2002, Rail World, Inc. announced that it concluded an agreement to buy two Canadian Pacific Railway lines, linking the B&A System with two lines in northern Vermont.

The Town will work with the railroad to ensure safety of residents, natural resources, railroad equipment and employees. Some of the items that should be discussed include keeping appropriate fencing around the rail yard to keep people out, obtaining a second access for emergencies, acquiring appropriate equipment and training to handle emergencies, and access/egress for recreational vehicles. The Town of Brownville has been awarded a Homeland Security Grant, in which the monies could be used to address some of these issues. Maps F-4 and F-5 show the rail systems in the Town of Brownville.

## **AIRPORT FACILITIES**

The Town of Brownville has one privately owned airport, the Webber Jones “International” Airport. The Airport’s hangar holds three to four single engine airplanes and does not provide commercial service. The Airport is located off of Route 11 between the Village and Airport Road. The airstrip is in poor condition.

## **SIDEWALKS/PEDESTRIAN FACILITIES**

The Town of Brownville has approximately 2.3 miles of sidewalks. The sidewalks are generally in fair to poor condition. The Town plans to coordinate a volunteer committee to make recommendations to the Board of Selectmen for a sidewalk rehabilitation project.

## **ACCESS MANAGEMENT**

Access management is important for all roads – especially as relates to safety and potential drainage impacts of poorly located and built access points, whether they be, in DOT terms, driveways (up to 50 trips per day) or entrances (more than 50 trips per day) and public and private roads. Maine DOT's access management standards/rules apply to the 10+ miles of collector roads in Brownville (Davis and Maine Road – or Route 11). The purpose of those rules is to protect public safety and protect the public investment by managing drainage. Access onto Route 11 requires a permit from DOT Division 3 Offices in Bangor.

To maintain and improve traffic flows, the future Land Use Ordinance will include access management performance standards in accordance with MDOT access management rules. Development proposals within those districts which necessitate frontage, driveways and/or entrances along the corridors will require a MDOT permit in accordance with MDOT Access Management Administrative Rules.

## **CORRIDOR PLANNING**

The purpose of corridor planning is to supply a regional approach for corridor management. Corridor planning is necessary for the continued efficient movement of traffic. Corridor planning is directly related not only to mobility, but also to economic activity and regional mitigation efforts that are necessary for the vitality of the area. It is important for neighboring communities to recognize the importance of corridor planning and to work together to create a regional access management master plan.

## **POLICY AND IMPLEMENTATION PLAN**

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development the Town of Brownville has developed the following policies and implementation strategies:

- 1. Policy:** The Town of Brownville shall develop a strategy to ensure Town roadways, bridges, and sidewalks are constructed and maintained properly.

### **Implementation Strategies**

Under direction of the Town Manager, the Public Works Department shall prepare a sidewalk inventory with condition ratings.

The Board of Selectmen, in coordination with the Road Commissioner (Town Manager) shall implement a capital improvement plan to finance and outline long-term priorities for roadway and sidewalk construction and maintenance.

The Planning Board shall develop, adopt and incorporate new road construction standards in the local subdivision ordinance and future land use ordinance.

The Planning Board shall evaluate the current set-backs and develop and adopt new standards to prohibit building on the Town's road right of way to assist the Public Works Department in roadway and sidewalk maintenance.

**Responsibility:** Planning Board, Board of Selectmen, Town Manager

**Time Frame:** within two to five years

**2. Policy:** The Town of Brownville shall encourage the appropriate authorities to maintain and improve the State Route 11 corridor from Milo through Brownville to Millinocket to the highest feasible extent.

### **Implementation Strategies**

The Road Commissioner (Town Manager) shall stay informed of the activities of the Regional Transportation Advisory Committee and attend meetings regularly to ensure local issues are communicated.

The Board of Selectmen, with the assistance of the Road Commissioner, will respond to DOT scheduled requests for information regarding improvement needs and/or priorities.

**Responsibility:** Road Commissioner, Town Manager

**Time Frame:** within two years

**3. Policy:** The Town of Brownville shall seek to reduce safety hazards affecting the community in regards to state and local roadways and bridges.

### **Implementation Strategies**

The Board of Selectmen shall send a formal request to MDOT asking that appropriate signage be maintained on all MDOT bridges to ensure passenger safety, in addition the Board of Selectmen will communicate aesthetic needs for all bridges, specifically the Railroad Avenue Bridge and Brownville Junction Bridge for painting, to the MDOT..

The Board of Selectmen will contact DOT's Bridge Management Section to communicate concerns and strategies for improving the structural condition of the Brownville Junction Bridge.

The local Police Department shall continue to enforce all traffic laws on roadways and bridges.



To maintain and improve traffic flows, the future Land Use Ordinance will include access management performance standards in accordance with MDOT access management rules. Development proposals within those districts which necessitate frontage, driveways and/or entrances along the corridors will require a MDOT permit in accordance with MDOT Access Management Administrative Rules.

The Planning Board shall include access management performance standards in accordance with MDOT access management rules for driveways and entrances in the future land use ordinance.

**Responsibility:** Board of Selectmen, Planning Board, Police Chief, Road Commissioner

**Time Frame:** on-going

**4. Policy:** The Town shall implement and maintain a filing system identifying the location of all underground utilities.

### **Implementation Strategies**

The Board of Selectmen shall require all projects completed in the Town have as-built plans developed and submitted to the Town office.

The Town Manager shall maintain a record of all as-built plans in the Town Office and make the plans available to the public.

The Town Manager will communicate with DIG SAFE to track the location of underground utilities.

**Responsibility:** Board of Selectmen, Town Manager

**Time Frame:** on-going

**5. Policy:** The Town will work with the railroad to ensure safety of residents, natural resources, railroad equipment and employees.

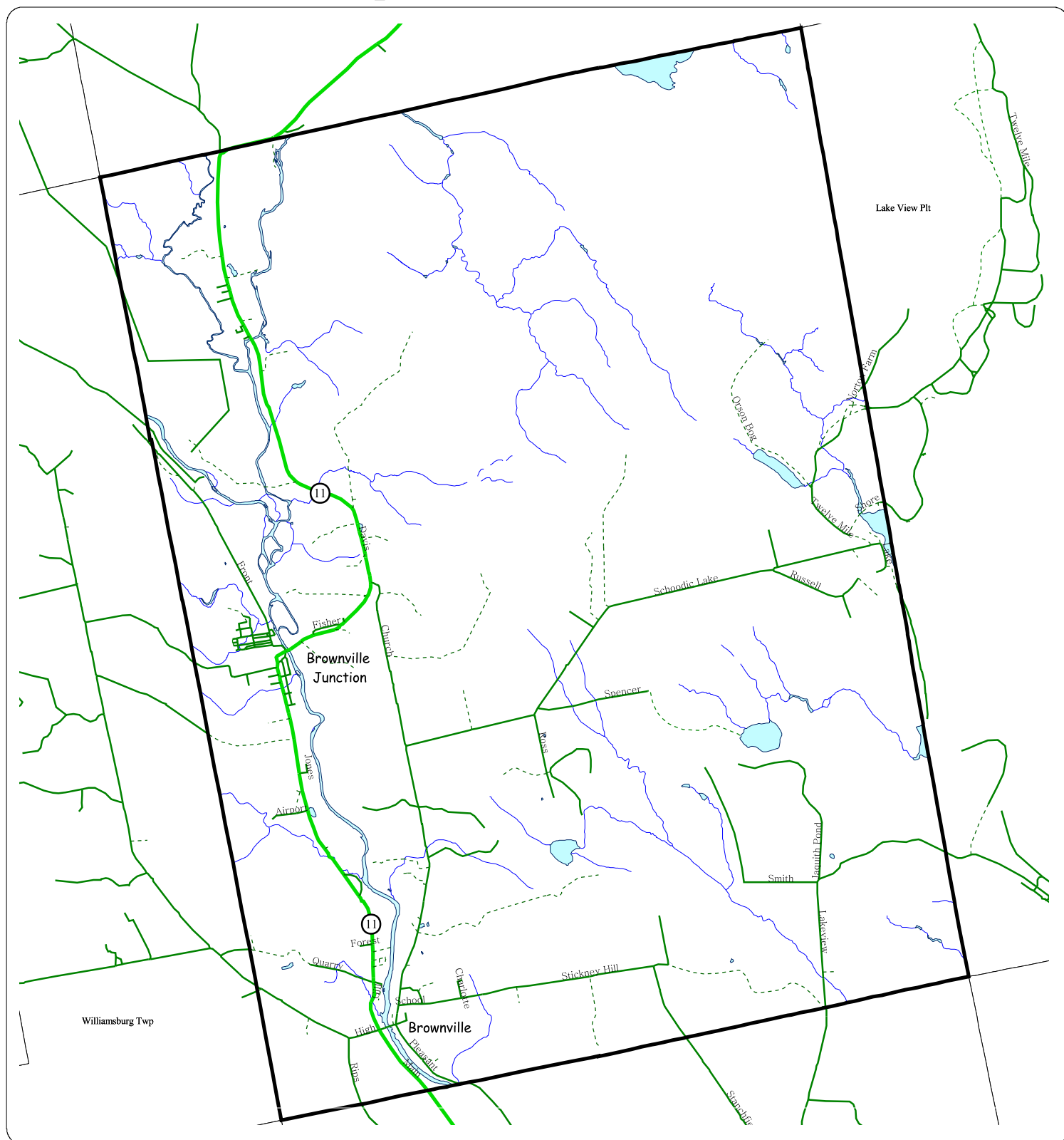
**Implementation Strategies**

The Board of Selectmen shall create a “Rail Services Committee” to meet with the Railroad on an annual basis to address concerns related to railroad activities in Brownville. Focus of discussion will include: keeping appropriate fencing around the rail yard to keep people out; obtaining a second access for emergencies; acquiring appropriate equipment and training to handle emergencies; and access/egress for vehicles.

**Responsibility:** Board of Selectmen

**Time Frame:** within two years

# Town of Brownville Transportation Systems



## LEGEND

- Secondary and connecting road, state highways, unseparated
- Local neighborhood, and rural road, cit street, unseparated
- Vehicular trail, road passable only by 4WD vehicle, unseparated
- Driveway or service road

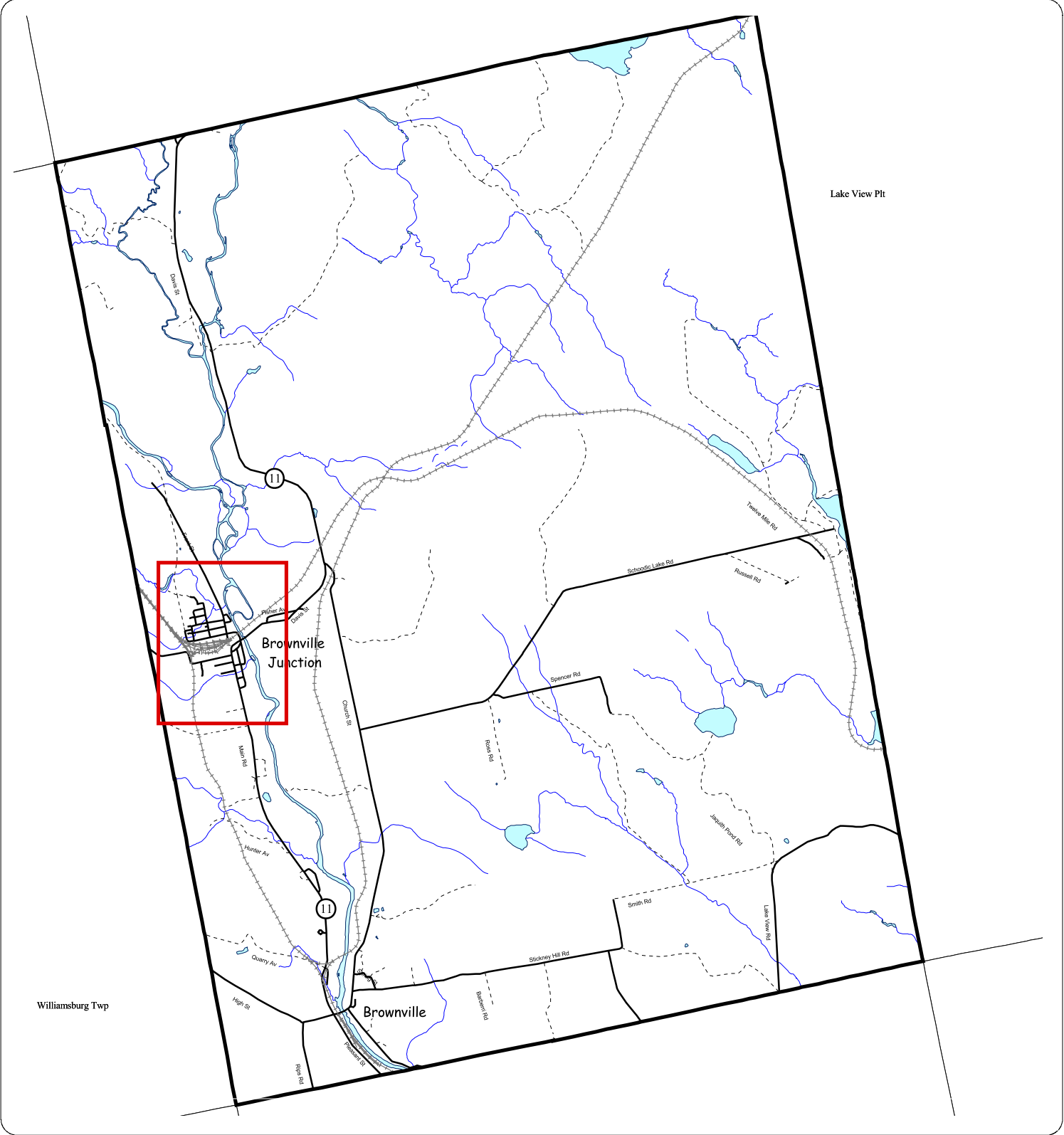
0.6 0 0.6 1.2 Miles



Penobscot Valley Council of Governments  
Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)

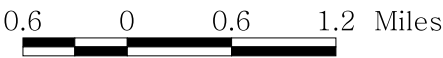


# Town of Brownville Town Roads



LEGEND

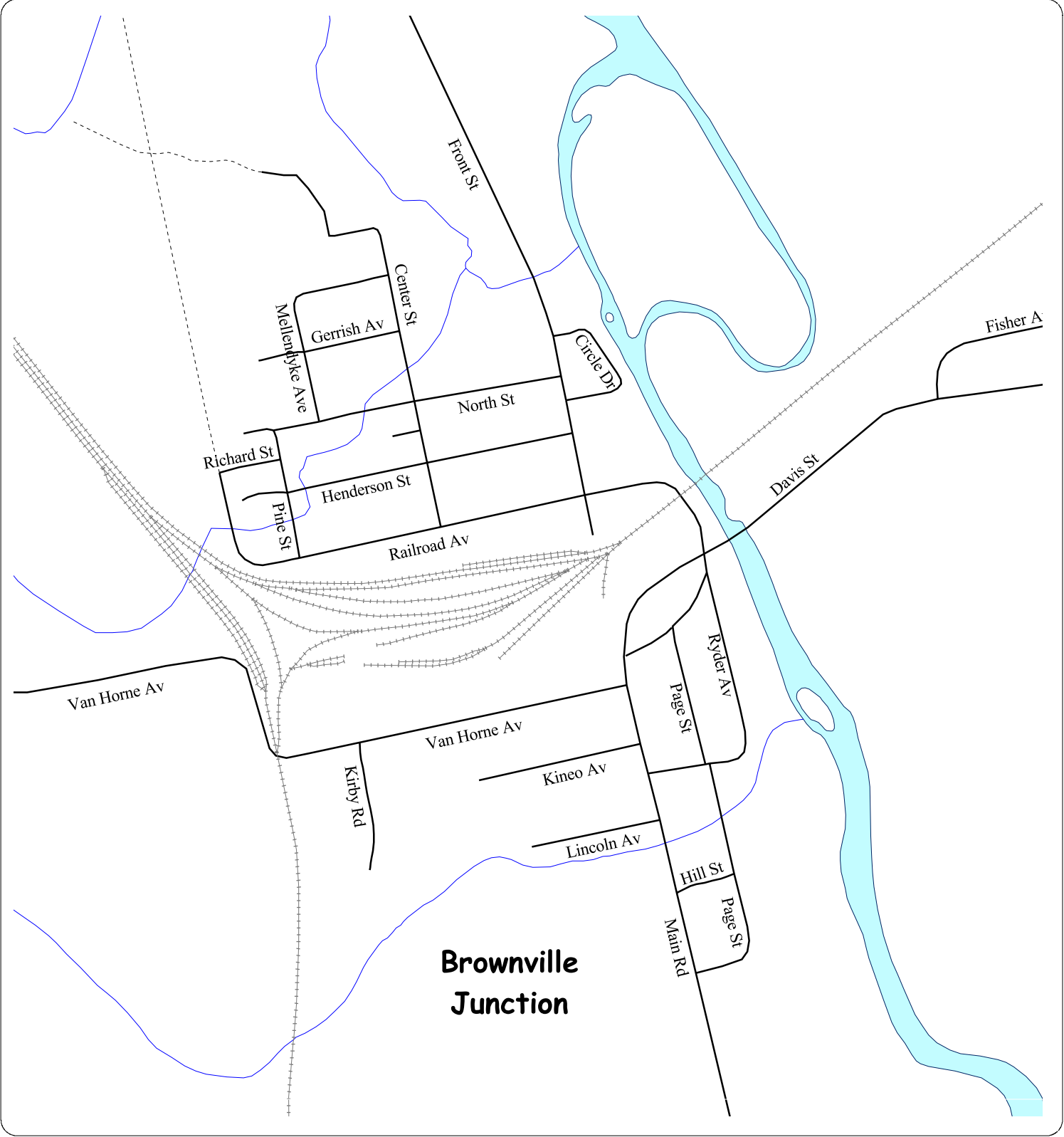
- Primary Road
- Secondary Road



Penobscot Valley Council of Governments  
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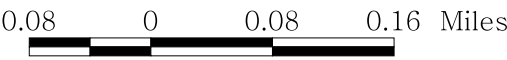



# Town of Brownville "Junction" Town Roads




LEGEND

- Primary Road
- Secondary Road

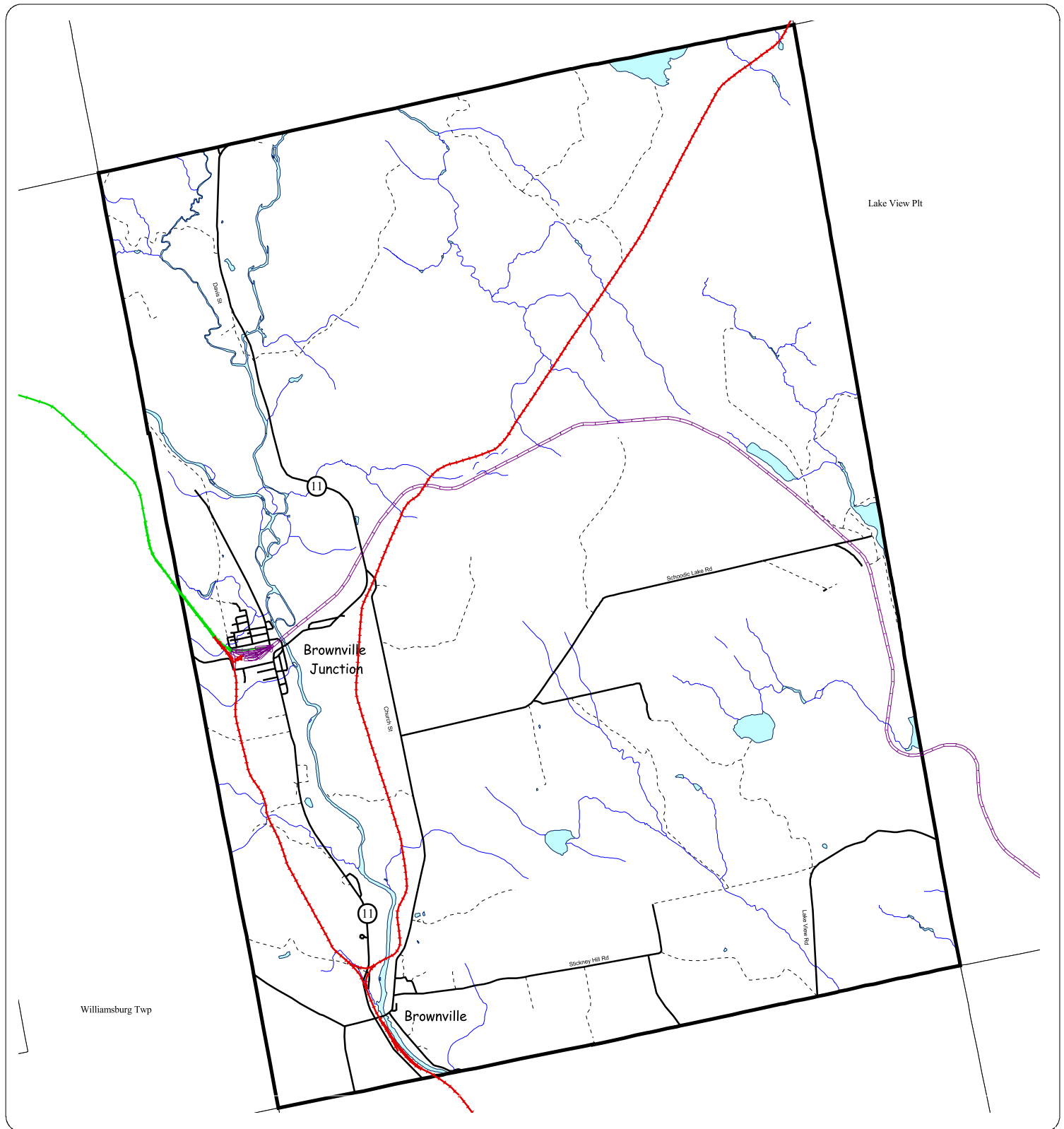




Penobscot Valley Council of Governments  
Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)




# Town of Brownville Railroads



## LEGEND

-  Bangor and Aroostook Railroad
-  Canadian American Railroad
-  Eastern Maine Railroad

0.6 0 0.6 1.2 Miles

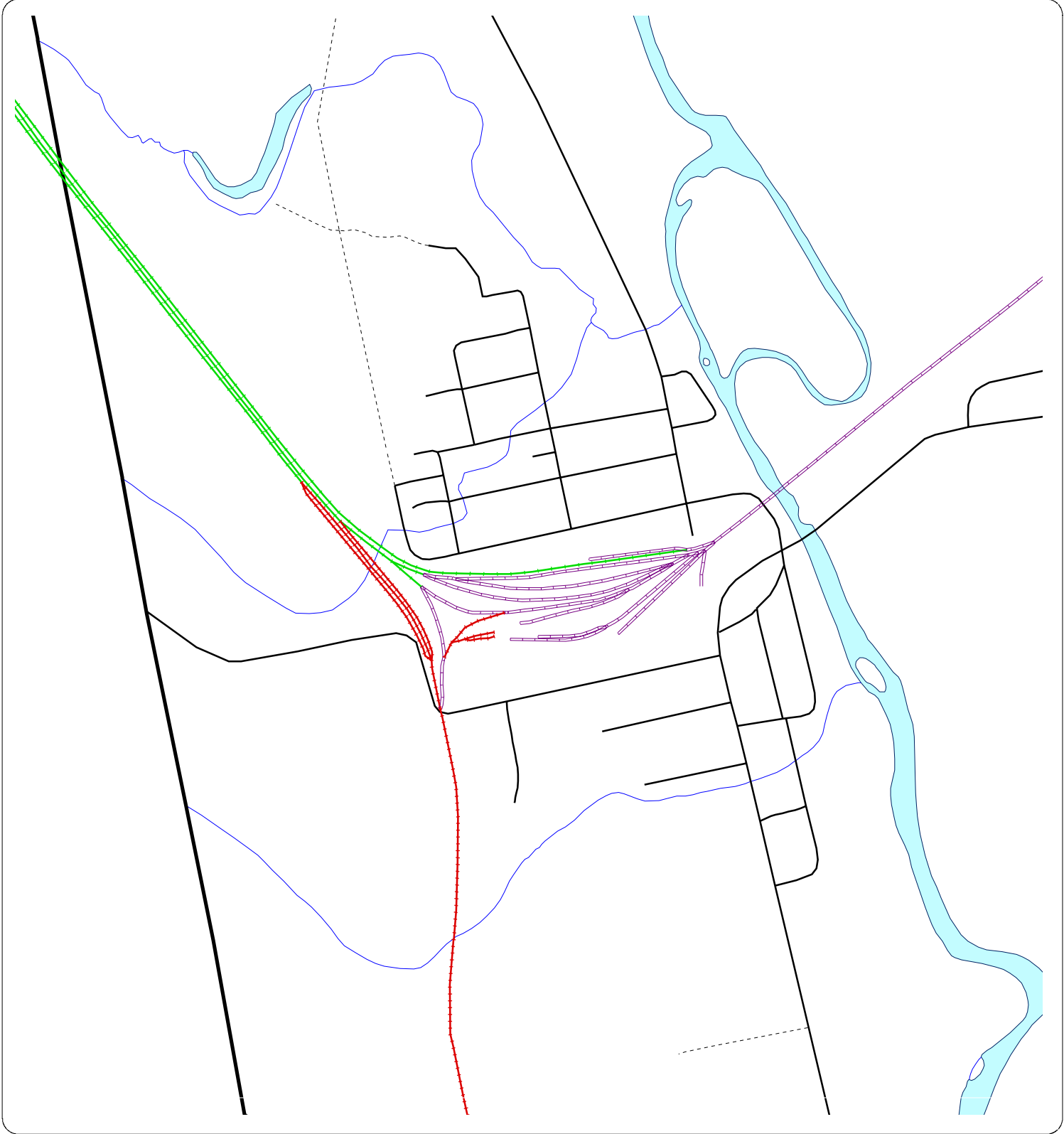



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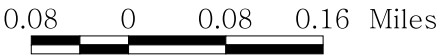
See disclaimer on page A-4 of this plan

# Town of Brownville "Junction" Railroads



LEGEND

- Bangor and Aroostook Railroad
- Canadian American Railroad
- Eastern Maine Railroad



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**STATE GOAL**

*To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

**INTRODUCTION**

Municipal facilities and services are provided by local government. Their purpose is to protect public health, safety and welfare, and enhance the well-being of residents of the community. Services and facilities, their availability, quality, and adequacy are a reflection of the community, in so far as it contributes to the Town's desirability as a place to live and work or establish an industry or business.

Reviewing Brownville's facilities and services is also the first step toward creating a capital improvement program. Over the last decade, the overall loss of population, decline in real estate values and state revenue sharing along with increased municipal expenses and commitments placed increased pressures on Brownville's budget. Planning future investment in capital items has become extremely important. Brownville does not have an extensive amount of municipally owned facilities; however, there are certain other facilities that Brownville owns and operates which are valuable assets to the community. Maps H-1, H-2, and H-3 found in Section H of this Plan, Recreation, show the location of the Town's public facilities and services.

**MUNICIPAL ADMINISTRATION**

The Town of Brownville, including Brownville Junction, is part of Senate District 8 and House District 111. The Town of Brownville has a Board of Selectmen/Town Meeting/Manager form of government. The Town's fiscal year ends on December 31 of each year and the Town's Annual Meeting is held on the third Monday of March.

The Brownville municipal building is located in the Masonic Block constructed in 1952 on Church Street. The Masonic Building houses the offices of the Town Manager and Town Staff, Police Department, Recreation Department, Village Post Office, as well as the Town's Library. The municipal building is sufficient for current and projected needs of the Town.

The municipal administration budget, including insurance and benefits, for year ended 2001, was \$208,022. Municipal office staff includes three full-time employees and one part-time employee.

**BROWNVILLE FREE PUBLIC LIBRARY**

The Brownville Free Public Library is located in the Masonic building in the Village. A Librarian and Board of Trustees administer the Library. The Library has four volunteers. It has a small budget supported by municipal funds, interest from an endowment and donations. It is open on Tuesday and Saturday from 1:00 p.m. to 4:00 p.m. All services, including computer access, are free to the public. In 2001, the librarian reported 28 new customers, 180 new books



cataloged, and 1,778 books and magazines circulated. The Library has one computer available for public use, and the Librarian reports it was used 25 times in 2001. The Town provided the Library with \$3,700 in 2001.

### **BROWNVILLE/BROWNVILLE JUNCTION PARISH HOUSE MUSEUM AND HISTORICAL SOCIETY**

The Brownville/Brownville Junction Parish House Museum is located on Church Street in Brownville Village. The Museum building was originally the Methodist Episcopal Church built in 1839 next to the Slate Quarry, but moved to its present site in 1850. It was used for many purposes over the years: the original Church; a Veteran's Center; a meeting hall; and a dining room for the Brownville Community Church. In 1996, the Historical Society purchased the building and uses it in its official mission "of the Collection, Preservation and Presentation of the History and Heritage of our area's unique place in Maine History." The Historical Society also uses the building for storage and display old Fire Station, which is owned by the Town.

The Historical Society has an extensive collection, including many hundreds of original documents, deeds, maps and books especially from 1790 to 1850s; a railroad collection including both written documents and items used in the day-to-day running of the railroads; complete census records from 1790 to 1830 are available on searchable CDs; extensive genealogical records of local families; and rare Civil War items from local veterans are on display. The Historical Society is proud of its Parish House Museum and its collection is open with regular hours or by appointment for visits and research. The Historical Society is currently in the process of creating an inventory of Brownville's historic buildings and resources.

The Historical Society is a non-profit organization staffed by local volunteers and supports itself from member dues and donations. There are approximately 100 dues paying members of the Historical Society.

### **SCHOOLS**

Brownville, along with the towns of Atkinson, Lagrange, Milo and Lake View Plantation, is part of the Maine School Administrative District (MSAD) #41. In July 2003, Lake View Plantation will be disassociating with MSAD #41 and will pay tuition per student. This will affect the funding structure of the MSAD, perhaps increasing commitments required by Brownville. The Superintendent is currently David A. Walker and has offices located on West Main Street in Milo. Since Brownville belongs to a MSAD, the Town's involvement includes a yearly vote of the budget and electing three persons to the Board of Directors to represent Brownville. The school budget for Brownville in the year 2001 was \$459,364. Brownville students go to Brownville Elementary School (the only school in the district located in Brownville) from Grades K through 5, Penquis Valley Middle School for Grade 6, and Penquis Valley High School for Grades 7 through 12. The following is a list of schools in MSAD #41 as of July 25, 2002, reported by the Maine Department of Education in the Directory of Maine Schools, otherwise known as the "Moose Book:"

Due to decreasing student populations, MSAD 41 is investigating the possibility of consolidating schools. Should consolidations be made in the school district, it is very unlikely that the Brownville Elementary School will be affected.

***Brownville Elementary School***

The Brownville Elementary School is the only school in the District located in Brownville. The school was built in June 1987 and is in good condition. Brownville Elementary School is located at 774 Main Road in Brownville. In the 2001-2002 school year, there were 96 pupils and 9 staff members at Brownville Elementary School. The School serves students from Grades K through 5. Patricia K. Bradbury is the current principal.

***Marion C. Cook School***

Marion C. Cook School is located at 22 Howland Road in Lagrange. In the 2001-2002 school year, there were 56 pupils and 5 staff members at Marion C. Cook School. The School serves students from Grades K through 5. Patricia K. Bradbury is the current principal.

***Milo Elementary School***

Milo Elementary School is located at 18 Belmont Street in Milo. In the 2001-2002 school year, there were 227 pupils and 18 staff members at Milo Elementary School. The School serves students from Grades K through 5. Christine M. Beres is the current principal.

***Penquis Valley Sixth Grade***

Penquis Valley Middle School is located at 48 Penquis Loop in Milo. In the 2001-2002 school year, there were 80 pupils and 9 staff members at Penquis Valley Middle School. The School serves students in Grade 6. Shirley Wright is the current principal.

***Penquis Valley Complex***

Penquis Valley Complex is located at 48 Penquis Loop in Milo. In the 2001-2002 school year, there were 423 pupils and 25 staff members at Penquis Valley High School. The School serves students from Grades 7 through 12 and also offers alternative programs and special education. John A. Robinson is the current principal.

**RECREATION DEPARTMENT**

The Town of Brownville employs a (year-round) part-time recreation director. The Town also employs two part-time seasonal laborers during the summer months. The Department has 20 volunteers to provide recreation programs to residents. The Recreation Department works in conjunction with the Town of Milo for many activities. The Recreation Department owns playground equipment, baseball equipment, including uniforms and volleyball and basketball equipment. The equipment is stored in various town-owned locations. In 2001, the Town of

Brownville spent \$22,051 on cultural and recreational program for its residents. The Town is in the process of building a new basketball court.

### **WELFARE/SOCIAL SERVICES**

The selectmen are in charge of overseeing the poor and in turn appoint the Town Manager to act as their agent. Currently, the Town budgets \$3,500 a year in general assistance. In 2001, \$2,767 was spent on general assistance. In addition to general assistance, the Town refers residents to other area agencies who provide assistance to families in need.

### **POLICE PROTECTION**

The Town of Brownville employs shared police chief, one full-time patrol officer and several reserve officer consultants, who maintain an office at the Town Office. The Town also receives police protection from the County Sheriff and State Police. In 2001, the Town spent \$65,982 on police protection and \$3,750 on public safety. The Chief of Police facilitates a D.A.R.E. program for fifth graders at Brownville Elementary School. Annual report statistics indicate that the majority of police activity in 2001 was in response to traffic violations. The Town owns approximately \$25,000 in police protection equipment, including one cruiser, radar gun, video camera and personal protection equipment, which are all stored at the Town Office.

### **FIRE DEPARTMENT**

The Town of Brownville employs one part-time fire chief and has 16 volunteers who maintain an administrative office within the Town Office. Average fire response time is approximately 15 minutes. The Town spent \$20,509 on fire protection services, including training, and \$6,902 on the fire truck in 2001. The Town rents 50 fire hydrants from Brownville Water Department (Maps G-1 and G-2) and one private hydrant with rental costs of \$60,940 in 2001. The fire department is currently working on fundraising efforts to provide local match for a grant to purchase a thermal imaging camera.

The Fire Department equipment includes two pumper trucks, two tanker trucks and personal protective gear for all firemen. All fire equipment is located at the Brownville Junction and Brownville Villages Fire houses, located on the south side of Railroad Avenue and the northeast corner of Church Street and Windy Hill Road, respectively.

### **THREE RIVERS AMBULANCE SERVICE**

Brownville's ambulance service comes from Three Rivers Ambulance Service located on West Main Street in Milo and is supported by Mayo Ambulance, Milo Police Department, Milo Fire Department and Rescue 7. Emergency response time is 15 to 20 minutes on average. It is reported, by the Ambulance Chief, that 441 emergency calls were responded to in 2001. Three Rivers Ambulance employs seven part-time EMTs and has five active volunteers. The Town of Brownville paid an annual fee of \$3,000 to Three Rivers Ambulance in 2001.

**EMERGENCY MANAGEMENT**

The Town Manager also acts as the Emergency Management Director for Brownville. The Town does not currently have a budget for emergency management and follows the Piscataquis County Hazard Mitigation Plan. However, the Town realizes the need to adopt a local Hazard Mitigation Plan in accordance with the Disaster Mitigation Act of 2000.

**ROAD COMMISSIONER**

The Town Manager acts as the Road Commissioner in Brownville. Road maintenance is ultimately the responsibility of the Board of Selectmen, however, the Town Manager shares responsibility for day-to-day maintenance and issues with the Public Works Director. Currently, there is a road maintenance budget of \$28,000 inclusive of both capital and debt.

**PUBLIC WORKS DEPARTMENT**

The Town employs a full-time Director of Public Works and has 3 full-time and 2 part-time employees. Responsibilities of the Public Works Director include road maintenance, solid waste pick-up, including spring and fall pick-ups, street sign maintenance, culvert maintenance, manhole and drainage pipe maintenance, and assisting other Town departments with maintenance. Brownville's municipal garage is located on Main Road. The three-bay garage houses the Town's equipment. Public works functions, including sanitation services, cost the Town \$182,389 in 2001. Of that amount expended, \$113,000 included salaries, non-capital road maintenance and culvert repairs.

Cemetery maintenance, which is contracted out, cost the Town \$11,303 in 2001.

**WATER AND SEWER DEPARTMENTS**

The Water and Sewer Department is a Department of the Town government and is operated as such. The superintendent answers day to day to the Town Manager, but ultimately works for the Selectpersons and the people of Brownville. The water system is self-financed in that water service rates are determined by adding operating cost and capital improvements. Customers are billed by cubic feet of water used. The sewer system is also self-financed in the same way but sewer is charged to customers at a flat rate per quarter.

The Town of Brownville has three drilled wells. All water comes from an underground aquifer. The two wells in the village are approximately 50 feet deep and sit approximately 200 feet from the Pleasant River across from the town garage on Route 11. The Junction well sits 150 feet from the west side of Front Street and is approximately 50 feet deep. The estimated safe yield for wells (during a drought) from the village system is 469 gallons per minute (gpm). The Junction system has a safe yield 269 gpm.

Both the Village and Junction wells, pumping stations, and underground reservoirs, are new within the last five years. Most pump controls are interchangeable. The systems are automated

and monitored by Computer. The wells and pumping stations are expected to have a 30-year life. The wells all have a buffer area in excess of 300 feet around them and that seems to mitigate any threats to supplies.

Table 1

	<b>Brownville Village</b>	<b>Brownville Junction</b>
Number of Hydrants	24	27
Capacity of Reservoir	238,000 gallons	181,704 gallons
Pumping Capacity	200 gpm	200 gpm
Average Daily Use	17,850 gallons	53,113 gallons

Source: Local Records

In the past three years, there has only been two new water and sewer connections made. Any future expansion in both water and sewer systems should address connection of Junction and Village systems. This would improve the capacity of the systems especially water pressure in the Junction system. Map G-3 shows the existing water lines and areas of water main replacement as provided by the Water District. The current system is more than sufficient for current and projected use. The Water and Sewer Departments currently are at a collection rate of 86 percent. Although the Town is curious about the feasibility of connecting the two systems, the Town does not have any plans to expand the current water and/or sewer system within the next five to ten years.

The sewer system on Kineo Avenue, which is the only concrete pipe remaining will most likely have to be replaced. The only sewerage pump not tied into the automated system is pump number five. This pump requires as much attention as all other pumps combined.

The treatment of town sewerage is done by use of a Class One Septic System. The system is for all purposes should be considered two systems, as the Village and Junction Systems are not connected. The sewerage system is considered a tight system (meaning very little storm or ground water enters the system). There are seventeen pumps used to get sewerage to treatment sites. The town's license to operate the treatment plant is also subject to separate EPA requirements, which in some cases are stricter.

Table 2

<b>TREATMENT CAPACITY</b>				
Site	Junction	Village Old School	Village Restaurant	Village Pleasant Street
Design Capacity (Gallons)	65,000	5,400	5,400	6,360
Normal daily flow (Gallons per Day)	30,000	423	339	658

Source: Local Records

During the spring run off, some infiltration of groundwater has been known to leach through the Village septic leach fields and flow into the Pleasant River. This has always been monitored and reported to the EPA. The Town is licensed to spread sludge from the septic systems on the fields located at the Town's Treatment Plant off Route 11 in the Junction.

The current sewer system cannot handle industrial wastes. Industries in Brownville must arrange for their own leach fields.

At the end of 2002, the Water and Sewer Departments had a collection rate of approximately 86 percent, which allows the Departments to get by at present, but also raises some concern for the ability to continue with the current rate structure into the future. User fees for the water and wastewater systems are directly linked to the Town's ability to collect from customers. The higher the collections, the longer the Department will be able to operate without raising the rates. However, if there is not a rise in the number of customer's who use the public water and sewer system, service rates will need to be increased to ensure enough money to fund the operation and capital expense of the Water and Sewer Departments.

In 2002, the water department budget was \$200,153. The sewer budget was \$114,179.

### **SOLID WASTE MANAGEMENT**

The Town of Brownville has a charter waste disposal agreement that extends until March 31, 2018 with the Penobscot Energy Recovery Company's (PERC) facility in Orrington. This agreement provides for a cash distribution back to the town, based on plant performance including the number of tons that are actually delivered by the Town. Performance standards, including the town's "guaranteed annual tonnage" (GAT) of 675 tons, were established based on the Town's historical trash tonnage and anticipated growth. In 2002, the Town of Brownville brought 774.92 tons of actual tonnage to the PERC plant. This includes waste that the Town picked up through contracts with Piscataquis County and Lake View Plantation.

Brownville is a member of the Municipal Review Committee (MRC). The MRC was organized in 1991 to ensure the continuing availability of long-term, reliable, safe and environmentally sound methods of solid waste disposal at stable and reasonable costs. MRC operates under a dues based membership and acts as a liaison between MRC members and the PERC facility. The dues structure is calculated based on anticipated administrative fees necessary to support the

Organization's oversight duties. Each member pays its proportionate share, on a quarterly basis, based on waste tonnage actually delivered to PERC and their GAT. The Town of Brownville's dues totaled \$926.03 in 2001. Some of the services MRC provides to members include:

- Review of PERC's monthly and annual financial performance and operating reports;
- Review of PERC's quarterly tipping fee adjustments;
- Review of projected and documented utilization of the Capital Maintenance and Reserve Account (CMRA) monies;
- Oversight of CMRA;
- Review and verification of PERC's calculation of cash and performance credits to be provided to MRC members;
- Review of PERC's compliance with performance standards;
- Enforce the priority lien MRC's members have on the CMRA monies in the event of termination of PERC's operations.
- Receive and/or direct the performance credits from PERC and determine the allocation, use and application of those funds on behalf of members;
- Purchase, sell and otherwise deal with limited partnership interests in PERC on behalf of members;
- Receive, hold, exchange, sell, exercise or otherwise administer and deal with warrants for one million shares of common stock of Bangor Hydro.

## **RECYCLING**

Legally, each of Maine's municipalities has to submit an annual report of its solid waste management practices. The State's objective is for all towns to recycle at least 35 percent of its household waste. Brownville has a voluntary recycling program and reported a recycling rate of 18.4 percent in 2000 to the Maine State Planning Office.

## **CEMETERIES**

### ***The Pine Tree Cemetery***

The Pine Tree Cemetery is approximately 70% full and is located on Davis Street in Brownville Junction.

### ***Brownville Village Cemetery***

The Brownville Village Cemetery is approximately 75% full and is located on Stickney Hill Road in the Village.

**POLICY AND IMPLEMENTATION PLAN**

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, the Town of Brownville has developed the following policies and implementation strategies:

**1. Policy:** The Town shall reach the State's goal of 35% of solid waste being recycled.

**Implementation Strategies**

The Board of Selectmen shall educate residents on the importance of recycling, and the benefits of compost piles.

**Responsibility:** Board of Selectmen

**Time Frame:** within two years

**2. Policy:** The Town shall evaluate the need to connect the water distribution systems of Brownville Village and Brownville Junction.

**Implementation Strategies**

The Town Manager, working with the Water Department shall seek funding sources to prepare a study on the cost of connecting the two lines.

The Town Manager shall make recommendations to the Town on the benefits and cost of connecting the two systems.

**Responsibility:** Town Manager, Water Department

**Time Frame:** within five years

**3. Policy:** The Town shall explore the feasibility of providing a public sewer system capable of handling industrial wastes.

**Implementation Strategies**

The Town Manager, working with the Water Department shall gather information from public and private sources on public sewer systems capable of handling industrial and hazardous wastes.

**Responsibility:** Town Manager, Water Department

**Time Frame:** within ten years



**4. Policy:** The Town shall evaluate the need to acquire additional cemetery space.

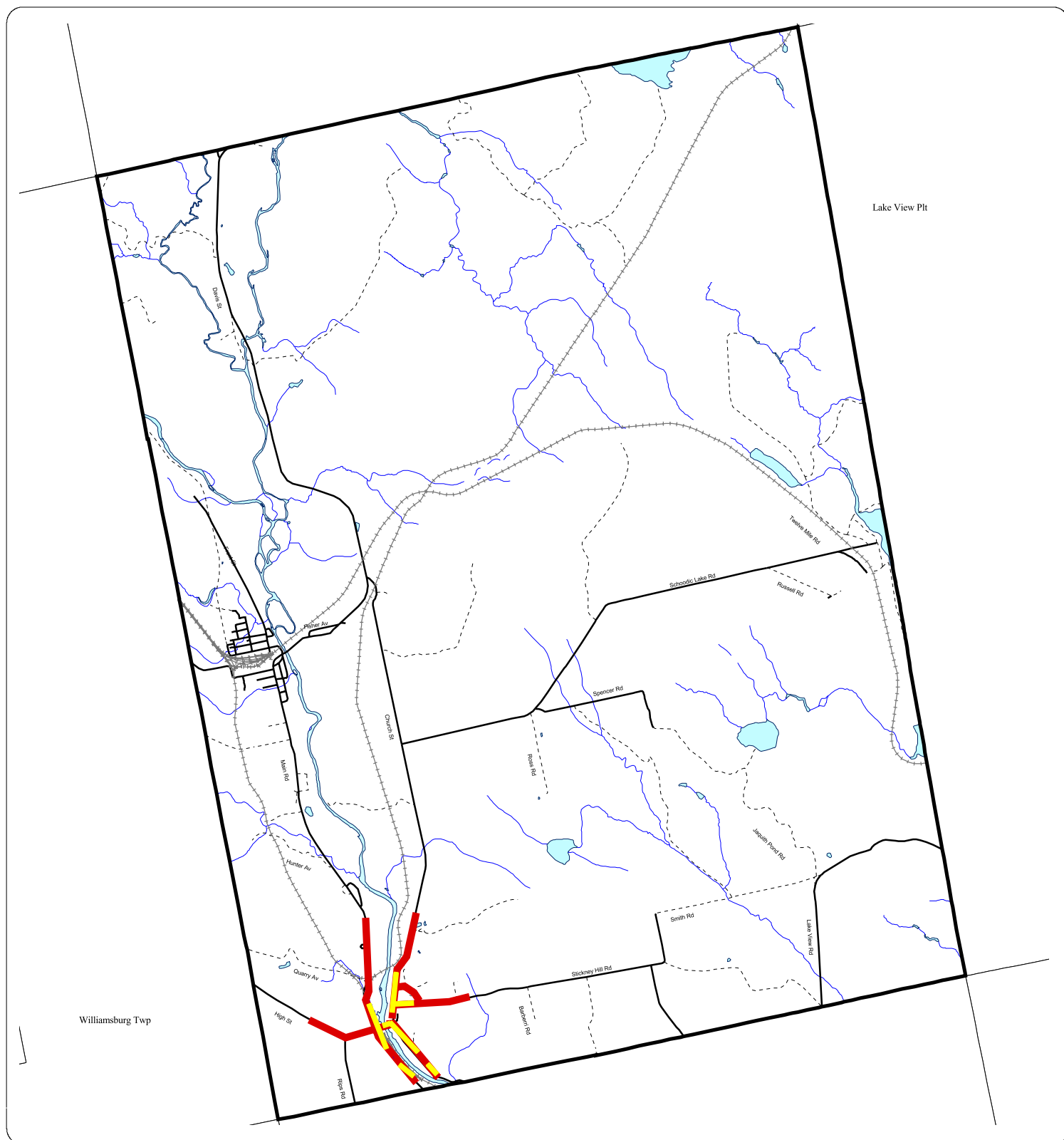
**Implementation Strategies**

The Board of Selectmen shall appoint a committee to make recommendations to the Town on the current availability of public burial space and available opportunities to acquire additional burial space.

**Responsibility:** Board of Selectmen

**Time Frame:** within five years

# Town of Brownville "Village" Water and Sewer System



## LEGEND

- Water Line
- Sewer Line

0.6 0 0.6 1.2 Miles

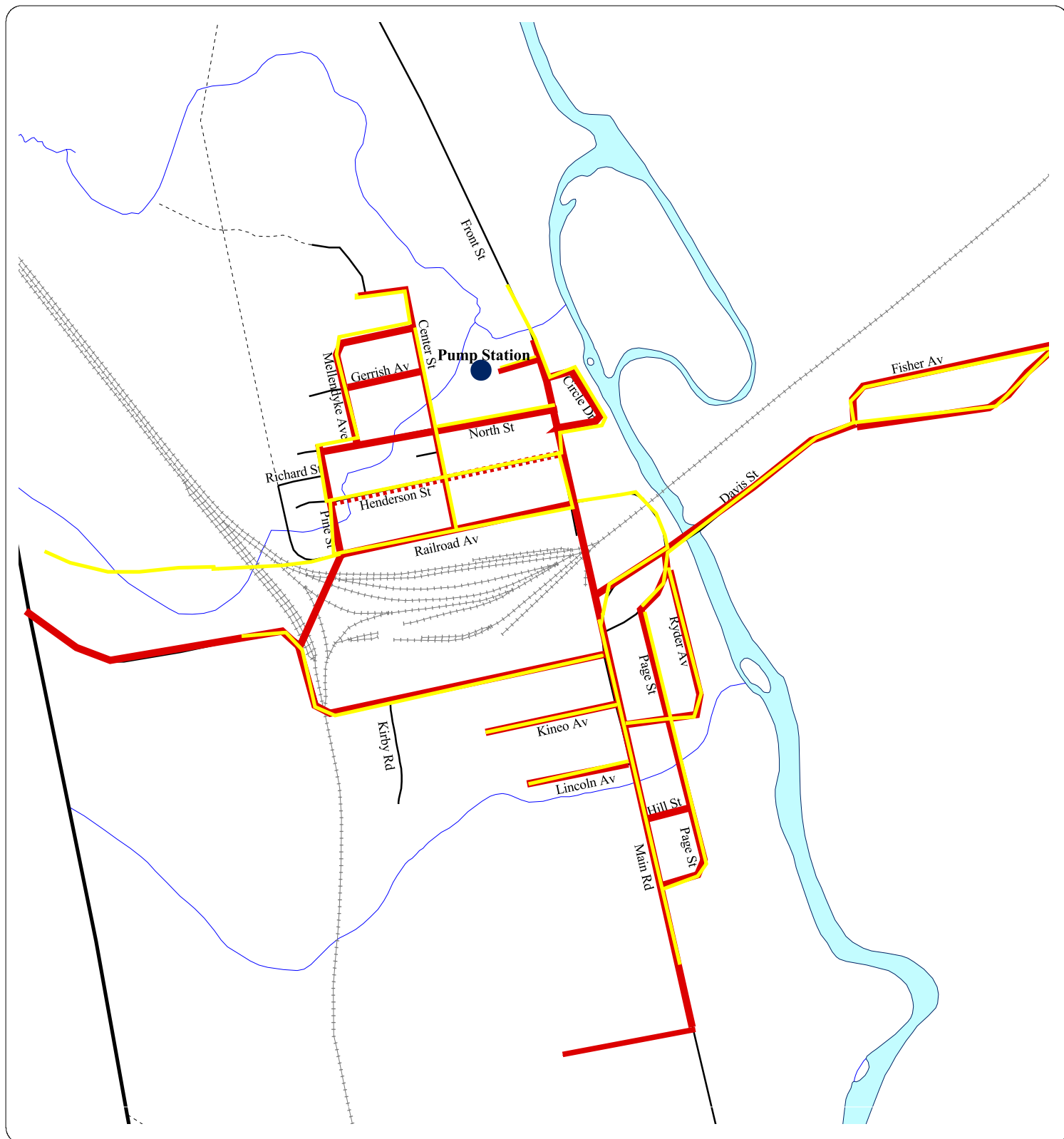


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See disclaimer on page A-4 of this plan

# Town of Brownville "Junction" Water and Sewer System



## LEGEND

- Water Line
- Sewer Line

0.07 0 0.07 0.14 Miles



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See disclaimer on page A-4 of this plan

**STATE GOAL**

*To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.*

**INTRODUCTION**

Recreation can be described as a state or as a time during which an individual may achieve a pleasurable experience. Recreation can take place either indoors or outdoors. Outdoor recreation is related to open space and consequently to undeveloped land. Open spaces include agricultural and forest lands, wetlands, mountains, lakeshores, and river corridors. While not all open space is accessible to the public, areas such as parks, ball fields, snowmobile trails, and areas for hunting are all part of open space and are used for recreation. Many Mainers feel that, since the state is largely rural, there will always be plenty of open space. As the area's population increases, request for recreational areas and opportunities on undeveloped land will also increase. Most of Brownville's land is privately owned and people using this land should be respectful to ensure such right will not be revoked. Map H-1, H-2 and H-3 show the location of Brownville's public and recreation facilities.

**RECREATION COMMISSION**

The recreation commission is a privately funded organization with members that are appointed by the Town's Board of Selectmen. The Commission gives money to the Town to assist in purchasing recreation equipment. Money raised by the Commission is generally from fundraisers and events such as the Davis Complex "Snack Shack."

**RECREATION DEPARTMENT**

The Town of Brownville employs a (year-round) part-time recreation director and has 20 volunteers to provide recreation programs to residents. The Recreation Department works in conjunction with the Town of Milo for many activities. The Recreation Department owns approximately \$10,000 worth of equipment, which is stored at several town-owned buildings. In 2001, the Town of Brownville spent \$22,051 on cultural and recreational program for its residents. The Recreation Director has established a very aggressive recreation program for the youth of Brownville. The core programs include Little League Baseball, T-Ball, Softball, Swimming, Pee Wee Basketball, Wee Pee Wee Basketball and Arts and Crafts. The Little League Baseball program is a collaborative effort with teams from other towns such as Milo and Lagrange. There is also an adult Volleyball Program, which plays during the school year every Sunday at the Brownville Elementary School.

**DAVIS FIELD COMPLEX**

The Davis Field Complex is located on Route 11 (Davis Street) just over the green bridge on the right heading north. The Field is approximately 13.48 acres and has two baseball/softball

diamonds with dugouts, fences and a parking lot. The field is a multi-use facility and is open to the public during daylight hours. Funds to maintain the complex come from the Brownville Town budget. There is also a concession stand run by the Recreation Commission Volunteers called the “Snack Shack.” The Recreation Director and volunteers provide labor to maintain the fields and keep entire complex in good condition. During the summer of 2002 a new outdoor Basketball court was constructed at Davis Field. This court is paved with asphalt and is fenced in on four sides. Lighting for the basketball court is being considered as a future development.

### **BROWNVILLE JUNCTION SKATING RINK**

The skating rink is located at the northeast corner of North and Front Streets in Brownville Junction. This 2.21 acre site was the location of the former Brownville Junction High School. On this same site is located a single car garage type building which is used a storage for some of the recreation department equipment. There are no organized skating programs, but the rink is open to the public seven days a week during the winter. The recreation department maintains this rink and the condition of the ice is dependent on the local weather.

### **BROWNVILLE PLAYGROUNDS**

Brownville’s Playgrounds both have equipment such as swings, slides, parallel bars and play stations. Both playground sites are approximately 100 feet by 100 feet. Both facilities are well maintained and are in use much of the time.

One Playground which is Town owned and maintained is located on Church Street approximately one half mile north of the intersection of Route 11 (Main Street) and Church Street intersection. The second Playground is located at the Brownville Elementary School on Main Street (Route 11). This second Playground is owned and maintained by Maine School Administrative District #41 but is used during non-school hours by the general public.

Because current parks and playgrounds can only provide outdoor recreation opportunities for residents, the Town is interested in creating an all-purpose community recreational facility where all residents could enjoy recreation activities indoors. Activities could include organized indoor sports, arts and crafts, dancing, self-defense, bingo, community meal events, even provide residents opportunities to rent the space for private functions. Young and old residents alike could enjoy opportunities offered in this facility.

### **KNIGHTS LANDING BOAT LAUNCH**

Knights Landing Boat Launch is located on Schoodic Lake Road. This is a public landing used by both Brownville and Lake View Plantation residents. This boat-launching ramp is owned and maintained by the Town of Brownville and is in good condition. The Town Clerk reports 249 boat licenses issued in the year 2002.

**AMERICAN LEGION BERNARD JONES POST #92**

American Legion Bernard Jones Post #92 is located on Railroad Avenue and has approximately 50 members. The Post has a Woman's Auxiliary and active Sons of American Legion membership. The Post operates a well-attended Bingo on Tuesday nights. The Legion hosts a Breakfast the first Saturday of each month. Often, movies are shown for the Town's children. Members of the Legion participate in school related classroom projects. The Legion always provides Brownville with activities for the observation of Memorial Day. The American Legion Post is also used as a meeting place for many other social and civic organizations.

**PLEASANT RIVER MASONIC LODGE #163**

Pleasant River Masonic Lodge #163 is a fraternal organization and has a membership of approximately 150. The Lodge meets the third Monday of each month with one exception. The March meeting is held on the fourth Monday to avoid any conflict with the Brownville Town Meeting. The Masons own a lodge building located at the southeast corner of Pleasant and Church Streets. This building also houses the Brownville Town Office, Brownville Village Post Office, and the local library.

**THE BROWNVILLE JUNCTION MONDAY MORNING QUILTERS**

The Brownville Junction Monday Morning Quilters meet every Monday morning at the United Methodist Church on Front Street Brownville. This group has 11 active members. The Quilters do more than just socialize. The Quilters have one quilt show a year, and they participate in an annual quilting trip to view other Quilters' work and purchase fabrics. They donate quilts for local fund raising events and to area nursing homes.

**MILO GARDEN CLUB**

The Milo Garden Club serves both the communities of Milo and Brownville. The Club has approximately 57 members, 7 of those members from Brownville. The group meets the second Tuesday of each month from September to June. The monthly meetings are held at the Milo Town Hall at 1 p.m. On months they do not meet, members do gardening projects to benefit the local area. Club projects include fund raising for organizations such as the Ronald McDonald House. During the holidays, the Club donates food trays for local seniors. The Club also maintains planters in Brownville at the Brownville Elementary School and at the Pine Tree Cemetery. The Club sponsors youths to attend Soil Conservation Camps and Scouting programs.

**BROWNVILLE JUNCTION HIGH SCHOOL ALUMNI ASSOCIATION**

The Brownville Junction High School Alumni Association's purpose is to preserve the traditions of the old Brownville Junction High School, maintain contact among the alumni, and to promote education through scholarships. The Alumni Association meets the first Monday of every month

as long as it is not a Monday holiday. In August of every year, they have their annual meeting which includes a supper. Over one hundred alumni normally attend this function. Members and non-members get together on a weekly basis to play cards at the facility.

The Association also provides its facility, located on Railroad Avenue, for many public events. One of the events is the Brownville's Town meeting in March of each year. The building has a spacious main meeting room usable for public and private occasions such as weddings receptions, dances, and public suppers. The Alumni association welcomes all types of gatherings. With its full kitchen, dining facilities, handicap accessible bathrooms, and plenty of parking, this is one of the best gathering facilities in Town.

### **BOY SCOUT TROOP 112**

Boy Scout Troop 112 meets regularly at the American Legion Post. Troop 112 has approximately ten active members. In recent years, the Boy Scouts have participated in activities such as clean up of the Pleasant River Walk and hosting a Scouting Jamboree at the edge of the KI Jo-Mary Forest.

### **BROWNVILLE EXTENSION HOMEMAKERS GROUP**

Brownville Extension Homemakers Group has 10 active members. The group's purpose is to share ideas and promote learning in homemaking skills. These skills include such things as cooking, sewing, canning, and homemaking crafts. The homemakers meet once a month and recent projects in the local elementary school have been, knitting socks for students and making a large cushion for story hour. They also maintain several public flower gardens around Brownville.

### **THREE RIVERS KIWANIS CLUB**

Three Rivers Kiwanis Club is a chartered chapter of Kiwanis International, and focuses on the goal of service to the children of Brownville, the country and the world. The club was chartered in 1979 and has a membership of 58. The Three Rivers Kiwanis Club is in Division 2, along with four other clubs, of the New England District, which consists of 32 different divisions. The Club meets at Angie's Restaurant in Milo at 6:30 a.m. on Wednesday mornings.

The Club currently sponsors youth and community service projects including Key Club at Penquis Valley High School, Terrific Kids Programs in SAD 41, Senior Citizens Barbecues in the Milo/Brownville areas, Annual Fund Raising Auction, Christmas Food Baskets, Citizen Scholarships, Summer Swim Program, and Bicycle and Family Safety Day. The members of the Club strive individually and collectively to improve the quality of life for all members of the community.

**BROWNVILLE JUNCTION SERVICE CLUB**

Brownville Junction Service Club is an organization, which provides U.S. Service members with support in several ways. At both Christmas and on the service member's birthday, they send a card and such things as money and postage stamps. To be eligible, one of the service member parents must be from the Town of Brownville or Williamsburg Township. The Club also donates to several national organizations such as American Red Cross and American Heart Fund. The Club raises money by making quilts to order for their annual November craft fair. The organization has approximately 25 members of which 15 are active. Meetings are held every Monday from Labor Day through Memorial Day at the American Legion Post.

**MOUNT KATAHDIN SENIOR CITIZENS**

Mount Katahdin Senior Citizens is a social group that meets on the first and third Tuesday of each month except for a summer recess from June through the second week of September. The bi-monthly meetings, held at the Brownville Community Church include pot luck lunches, old and new business discussions and other activities such as story telling and games. In addition to the regular meeting lunches, the Club strives to hold dinners to celebrate Thanksgiving, Christmas and the end of the meeting year. These special dinners may be either catered or held at local restaurants. The Club also offers its membership day and/or multi-day bus tours. These trips are organized with other senior citizen groups within the area.

**KI JO-MARY MULTIPLE USE FOREST<sup>1</sup>**

The KI Jo-Mary Multiple Use Forest is a region of approximately 175,000 acres of privately owned, commercial forest, located between Millinocket, Greenville and Brownville. KI Jo-Mary, Inc., a consortium of landowners, was formed in 1986 to cooperatively address rapidly increasing public demand for recreation opportunities in the KI Jo-Mary Forest. Included within its boundaries are over 30 miles of the Appalachian Trail, the Gulf Hagas Reserve, the Hermitage, the east and west branches of the Pleasant River, White Brook, more than 50 lakes and ponds and over 100 miles of brooks, streams and rivers.

With the cessation of river drives and expansion of logging road networks, areas formerly accessible only by foot, wagon or water were opened to a greater portion of outdoor recreationists. At the same time, many Americans found themselves with more leisure time in which to enjoy the great outdoors. Conflicts between users became more prevalent. Outdoors people found "crowds" in their favorite, solitary places; the quality of the backwoods experience diminished. The KI Jo-Mary landowners recognized the need to provide better recreation facilities to accommodate the growing demand and to conserve the quality of the outdoor experience.

KI Jo-Mary, Inc. contracts with North Maine Woods, Inc. (NMW), a professional forest recreation management company, to manage recreation in the KI Jo-Mary Forest. NMW's

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<sup>1</sup> <http://www.nothmainewoods.org>



extensive experience managing outdoor recreation in the working forests of Northern Maine fits well with KI Jo-Mary, Inc.'s management objectives. The KI Jo-Mary, Inc. directors, who represents the landowners, set fees and policies regarding use of the area. North Maine Woods, Inc. implements these policies. User fees offset the costs of checkpoint operations and campsite development and maintenance.

It is a working forest, which makes it different from a wilderness area or a State Park. Recreational facilities are limited and there are no rangers, water or power hook-ups, gas stations, or tow trucks. All roads and bridges in the KI Jo-Mary Forest are maintained primarily for forest management activities.

People, who make their living in the forest and those who come to relax, love this area for its rich history, its natural bounty, and its serene beauty. Landowners, both corporate and family, are working with Maine's natural resource agencies, sporting camp owners, the Maine Appalachian Trail Club, North Maine Woods, Inc., and the users themselves to resolve current problems and plan for the future. Together, they take game, timber, and great pleasure from this region, yet the spirit of cooperation and mutual concern for the future assures it will not be any less tomorrow that it is today.

### **KATAHDIN IRON WORKS STATE HISTORICAL SITE<sup>2</sup>**

General Chemical Company donated the land containing the blast furnace and one remaining charcoal kiln to the Maine Bureau of Parks and Recreation. Katahdin Iron Works was first operated as an historic site in 1965. Extensive restoration was done on the furnace and kiln in 1966.

To reach Katahdin Iron Works, take Route 11 to Brownville Junction. Drive five miles north of Brownville Junction on Route 11 and turn left at the sign for Katahdin Iron Works State Historic Site. Katahdin Iron Works is located about six miles further on this gravel road. The Iron Works entrance can also be reached by the old abandoned railroad bed which runs from Rail Road Avenue, or Front Street, in Brownville Junction to the Iron Works. This old rail bed is used as a multi-use trail by many.

Beautiful scenery and numerous recreational opportunities surround Katahdin Iron Works. Among the most well-known is Gulf Hagas, a gorge 3.5 miles long through slate bedrock, Gulf Hagas is a National Natural Landmark and part of the Appalachian Trail. Nearby, the Maine Chapter of the Nature Conservancy protects 35 wooded acres of some of Maine's oldest white pines. Known as The Hermitage, this preserve is also a National Natural Landmark.

The Maine Bureau of Parks and Recreation operates two camping parks in the area. Peaks-Kenny State Park, on the shore of Sebec Lake, is located at the end of Route 153, about six miles from Dover-Foxcroft.

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<sup>2</sup> <http://www.mainerec.com>

**BAXTER STATE PARK<sup>3</sup>**

March 31, 1939 was the beginning of an extraordinary era for recreationists, conservationists, and resource managers due to the single-handed efforts of Governor Percival P. Baxter. His vision of Mount Katahdin belonging to the people of Maine for all generations became a reality. It was on this date that the Maine legislature and the Governor accepted 2/3 interests in T3R10 in an area commonly known as the South Basin and Mount Katahdin. For the next 32 years Governor Baxter continued to add pieces to what he referred to as his puzzle and ultimately in June 1962 presented to the State of Maine his 28th deed, his total gift to the People of the State of Maine, Baxter State Park 201,018 acres. In addition to the gift of lands, he provided trust documents, trust funds, and outlined the structure of the Baxter State Park Authority, which would manage his Park.

Today, 32-years after his death, his generosity continues. Trust funds and use fees totally support park operations, and allow a surplus of income to be returned to reserve accounts, thus protecting the financial resources of Baxter State Park long-term in the same way as we are mandated to protect the natural resources. A land acquisition account provided by Governor Baxter has afforded The Baxter State Park Authority to purchase additional lands adding to the Park, 1,047 acres around Togue Pond, T2R9, in 1993 and 2,669 acres in T2R10 in 1997. Baxter State Park acreage today totals 204,733 acres.

All of the Parks geological features, animals and plants, by regulation, are to be left in the Park, undisturbed for their own sake and for the enjoyment of future visitors. Of course, harvesting berries and fern fiddleheads for personal consumption and catching fish according to the state regulations for the particular body of water you are fishing are all permitted within the mandate of the Park. While preserving human artifacts is not a management priority, cultural objects are also protected from collecting. Objects such as wood stoves, old kitchenware, old tools, horseshoes and other items should not be collected but should be left where they are found, so that Park visitors discovering them might be able to reflect on the history of the Park's land, passage of time and the regenerative power of nature.

Baxter State Park is home to numerous mountains, the two most notable clusters being the peaks comprising and surrounding the Katahdin massif and the cluster of peaks in the northern part of the Park consisting of the Traveler Range. Pink and white Katahdin granite make up the rugged mountains on the southern end of the Park while the Traveler range further to the north is composed of Rhyolite with prominent columnar jointing visible in many places. The north end also features sedimentary rock in certain localities. Glacial features are abundantly evident throughout the Park in the form of kettle ponds, eskers, moraines, erratics, the Knife Edge arête, the glacial cirques of Katahdin and the splendid U-shaped valley running north to south from the Travelers to South Turner.

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<sup>3</sup> <http://www.baxterstateparkauthority.com>

The mountains combine with a wide array of ponds, lakes, streams, waterfalls and bogs to create a varied and beautiful landscape. Favorite waterfalls include Katahdin Stream Falls, Big and Little Niagara Falls and the remote Green Falls. Two of the most significant streams are Nesowadnehunk Stream and Wassataquoik Stream. Ponds such as Kidney and Daicey Ponds, Grassy Pond, Rocky Pond and the Fowler Ponds, among many others, provide excellent fishing in most cases and the chance to canoe with friends and family with the scenic north woods as a backdrop. There are numerous bogs with the associated plants, birds and wildlife unique to such areas. In the forested areas, wildlife includes moose, deer, bear, otter, mink, marten, fisher, weasel, coyote, bobcat, beaver, muskrat, raccoon, woodchucks, snowshoe hare, squirrels, chipmunks, flying squirrels, mice, voles, lemmings. Avid birders enjoy the variety of environments found in the Park, resulting in sightings of many different wood warblers, thrushes, and flycatchers as well as game birds, several species of owls and hawks, and many ducks and other wetland birds. Amphibians and reptiles are representative of freshwater habitats throughout northern New England and provide young campers some engaging encounters. Insect life is abundant and diverse, including some beautiful beetles, dragonflies and butterflies.

The plant life in the Park is as varied as the terrain and wildlife. From wetland plants to woodland ferns and wildflowers to alpine plants, the regular Park visitor will find a plant guide to be very useful. The plant life most popular with visitors are the blueberries, raspberries and blackberries.

The Park was designed primarily to be a hiking park with vehicular access on the limited and very primitive road system intended, not as a means to thoroughly experience the wilderness but only as a way for visitors to reach their starting point. There are approximately 200 miles of trail maintained by the Park. These trails range from the heavily-used boardwalks around Sandy Stream Pond to the remote and little traveled Freezeout and rugged Northwest Basin Trail. There are moderate trails around ponds, pleasant trails to waterfalls and challenging boulder-strewn pathways up many of our mountains. All these trails must be marked, brushed out and repaired regularly by the Trail Crew. Each season roughly 10 people, usually volunteers from the Student Conservation Association, along with the Trail Supervisor and two BSP Trail Crew Leaders, undertake this task. They are joined each summer by dozens of individuals who volunteer either as a group or alone to contribute their time and effort to maintain quality trail access to this Park.

### **SNOWMOBILE CLUB/TRAILS**

Brownville has two snowmobile clubs. The Town of Brownville passes money received from the State of Maine Snowmobile Fund onto the Snowmobile clubs. The Town Clerk reports issuing 257 Snowmobile licenses in 2002. Map H-4 shows the snowmobile trail system as drawn by Tim Drinkwater, a MSAD #41 student. The Snowmobile Club is currently in the process of obtaining trail easements and agreements with landowners. Several landowners choose not to have written agreements, but have verbally allowed use of their private property. It has traditionally been accepted practice that if land is not posted, recreationalists are allowed to

use it. It is essentially the private owners individual decision whether or not they post their land. If landowners are unwilling to allow access to their land, they are encouraged to post it.

### ***The Brownville Snowmobile Club***

The Brownville Snowmobile Club meets September through March at the Community Church. Most meetings include a Pot Luck Supper. The Club has between 40 and 50 active members and maintains approximately 50 miles of trail. The Club owns a Track Truck and several smaller grooming sleds. They have many hand tools and items such as chain saws and bush saws. This trail system includes trails in Brownville, Lakeview, Williamsburg, and Katahdin Iron Works. The trails connect to systems maintained by the Ebeemee Club, Milo Club and Greenville Club. Cross-country skiers and dog mushers also use the Club trails.

### ***The Ebeemee Snowmobile Club***

The Ebeemee Snowmobile Club has a limited membership and meets once a month from September through March at the American Legion Post. This Club is smaller than the Brownville Snowmobile Club and maintains only a trail from an area in the vicinity of the Brownville sewerage plant to Ebeemee Lake. This part of their trail system that is in the Town of Brownville is approximately 13 miles.

## **ALL TERRAIN VEHICLES**

All Terrain Vehicles (ATV) are used extensively in and around Brownville as a tool to enjoy the great outdoors. Each year more and more people travel by ATV taking advantage of the great opportunities to access and enjoy new areas. The Town Clerk reports issuing 205 ATV licenses in 2002. There are current efforts underway to start a local ATV Club.

## **FISHING/ICE FISHING FACILITIES**

Brownville native fish are supplemented by stocked fish in the area. Many local people along with occasional use non-residents, fish the east and west branch of the Pleasant River and Schoodic Lake. There is a large ice fishing derby every year in February. Parents and their children enjoy recreational fishing on the Pleasant River, Whetstone Brook and at a small pond located at Rolfe Brook, known locally as the Washout, which is located approximately ½ mile north of Brownville Junction on the old rail bed to Katahdin Iron Works.

## **HUNTING**

Hunting is still very much a local family tradition in Brownville. The area is rich with a plentiful game population. Bear and Moose hunting have had resurgence in the past ten years in the local area. This is evidenced by several guide services operating out of Brownville. The Town Clerk reports issuing 667 fish and game licenses in 2002. As noted with snowmobiling, it has traditionally been accepted practice within Brownville that if land is not posted, recreationalists

are allowed to use it. It is essentially the private owners individual decision whether or not they post their land. If landowners are unwilling to allow access to their land, they are encouraged to post it.

### **THREE RIVERS WING-SHOOTING CLUB**

Three Rivers Wing Shooting Club in Milo was established in 1996 as a bird-shooting preserve on a 500-acre farm (the preserve covers 385 acres). Owing to the thick covers and strong-flying birds, Three Rivers Wing Shooting Club can be described as a hunting preserve. Hunters come from near and far to the nationally renowned wing shooting and field dog trial facility in Milo. Annual reservations number nearly 300 give or take. In 2000, 1,500 pheasants and 1,200 quail were released at Three Rivers. In 2001, 4,500 long-tailed birds and 3,000 that whistle “bob-white” were turned out. There’s a good supply of birds on the ground at all times. For safety purposes only one group of hunters is allowed on the preserve at a time.

Three Rivers Wing-shooting Preserve is open year round, including Sundays, weather permitting.

Testimony to Three Rivers’ reputation as a hunting-oriented preserve is that the Cocker Spaniel National Field Trial sanctioned by the American Kennel Club will be held at the Milo-based Club in late October 2002. The event is the first national bird dog trial held in Maine.

### **PLEASANT RIVER WALK**

This local Pleasant River Walk is open to the public though situated on private land. Located on the east bank of the Pleasant River between Brownville Village and Brownville Junction, this historic trek covers 3.2 miles (one way). The trail can be started either from Davis Field in Brownville Junction on Davis Street or from behind the community playground on Church Street in Brownville. This is truly a hiking trail and not a path, meaning there is some degree of difficulty to complete this walk. This area of the Pleasant River offers fairly flat water with many boulders and inlets of a few streams. The trail itself is narrow through mostly flat terrain with some tree roots and rocks to negotiate. It offers scenic views of the river with benches along the way. There is a wide variety of flora and fauna in this relatively short hike. The fifth graders from Brownville Elementary School have placed identification, common and scientific names, on many of the trees. Signs mark each end of the trail and markers describe the mileage along the trail. The local Boy Scout troop provides cleaning services on the trail.

The Pleasant River Walk was built and maintained by *The Friends of the River Walk*, a group of dedicated community volunteers, with enthusiastic cooperation and support of landowners along the trail. The Trail is maintained with private donations.

Map H-5 shows the Pleasant River Walk and the attractions that can be found along the trail.

**SCENIC AREAS**

Brownville, in general, is known for its scenic wonder with a “small town Maine” quaint setting and “north woods” charm. Brownville has it all: forests, lakes, rivers, streams, ponds, and views of the mountains. One only has to enter the Town of Brownville on Route 11 and look at the scene before you down the Pleasant River, to know you are in one of the best places on earth.

**POLICY AND IMPLEMENTATION PLAN**

In order to promote and protect the availability of outdoor recreation opportunities in Brownville, the Town shall:

**1. Policy:** The Town shall provide residents with expanded recreational programs.

**Implementation Strategies**

The Board of Selectmen will appoint a group to seek funding to perform a feasibility study on building a new recreational facility available for public recreation and private rental situations. The most likely location for any future recreational building would be at Davis Field.

The Board of Selectmen, in conjunction with the Recreation Director, will seek opportunities for more structured recreation activities geared towards the Town’s senior citizen population.

**Responsibility:** Board of Selectmen

**Time Frame:** within five years

**2. Policy:** The Town should more actively advertise and market recreational opportunities and civic and social organizations.

**Implementation Strategies**

The Town Manager shall maintain and make available a listing of all active civic and social organizations and activities with contact information.

The Board of Selectmen, or their appointee, shall seek funds to prepare a campaign promoting the recreational nature of the Town as an economy base.

The Town Manager will continue to participate in eco-tourism efforts with Piscataquis County Economic Development Council (PCEDC) to promote recreational and tourism opportunities in the Town.

**Responsibility:** Town Manager, Board of Selectmen

**Time Frame:** within two years

**3. Policy:** The Town shall evaluate the feasibility creating a park in Brownville Junction.

**Implementation Strategies**

The Board of Selectmen, in conjunction with the Recreation Commission, shall apply for available grants and raise appropriate funds to turn the old high school parking lot into a playground area, including skating rink.

**Responsibility:** Board of Selectmen, Recreation Commission

**Time Frame:** within ten years

**4. Policy:** The Town will support all organized recreation and social organizations in Brownville.

**Implementation Strategies**

The Board of Selectmen, in conjunction with the Recreation Commission shall apply, or assist various recreational and social groups in applying, for available grants for expansion and/or enhancement of their programs, including but not limited to the Maine Recreational Trail Program, Land and Water Conservation Fund, Boating Facilities Fund, Snowmobile Trail Fund and ATV Management Fund.

The Board of Selectmen will encourage the organization of an ATV club.

**Responsibility:** Board of Selectmen, Recreation Commission

**Time Frame:** two to five years

# TOWN OF BROWNVILLE PUBLIC FACILITIES AND RECREATION AREAS

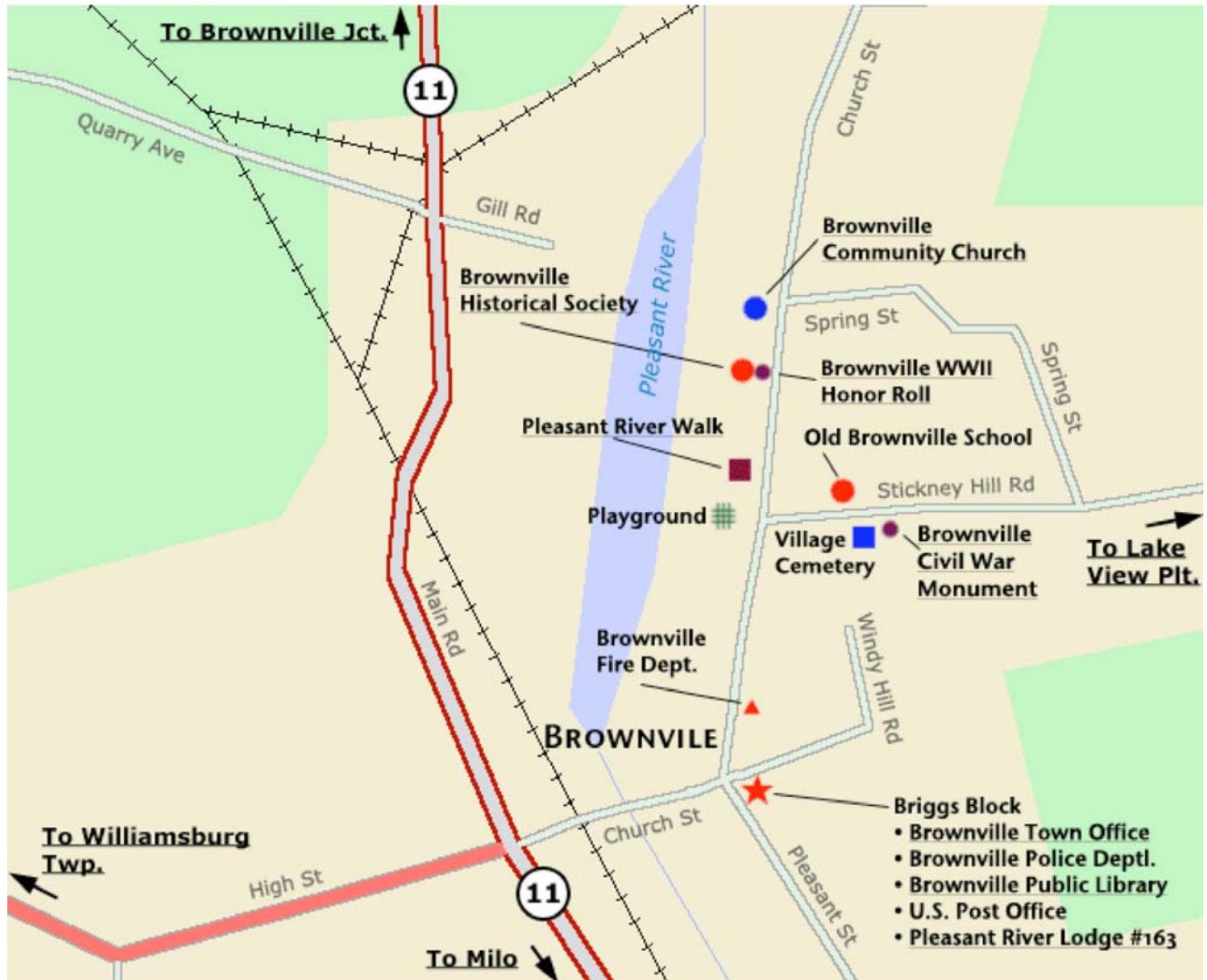


**Map H-1**

Source: Three Rivers Community <http://www.trcmaine.org/maps/brownville.htm>



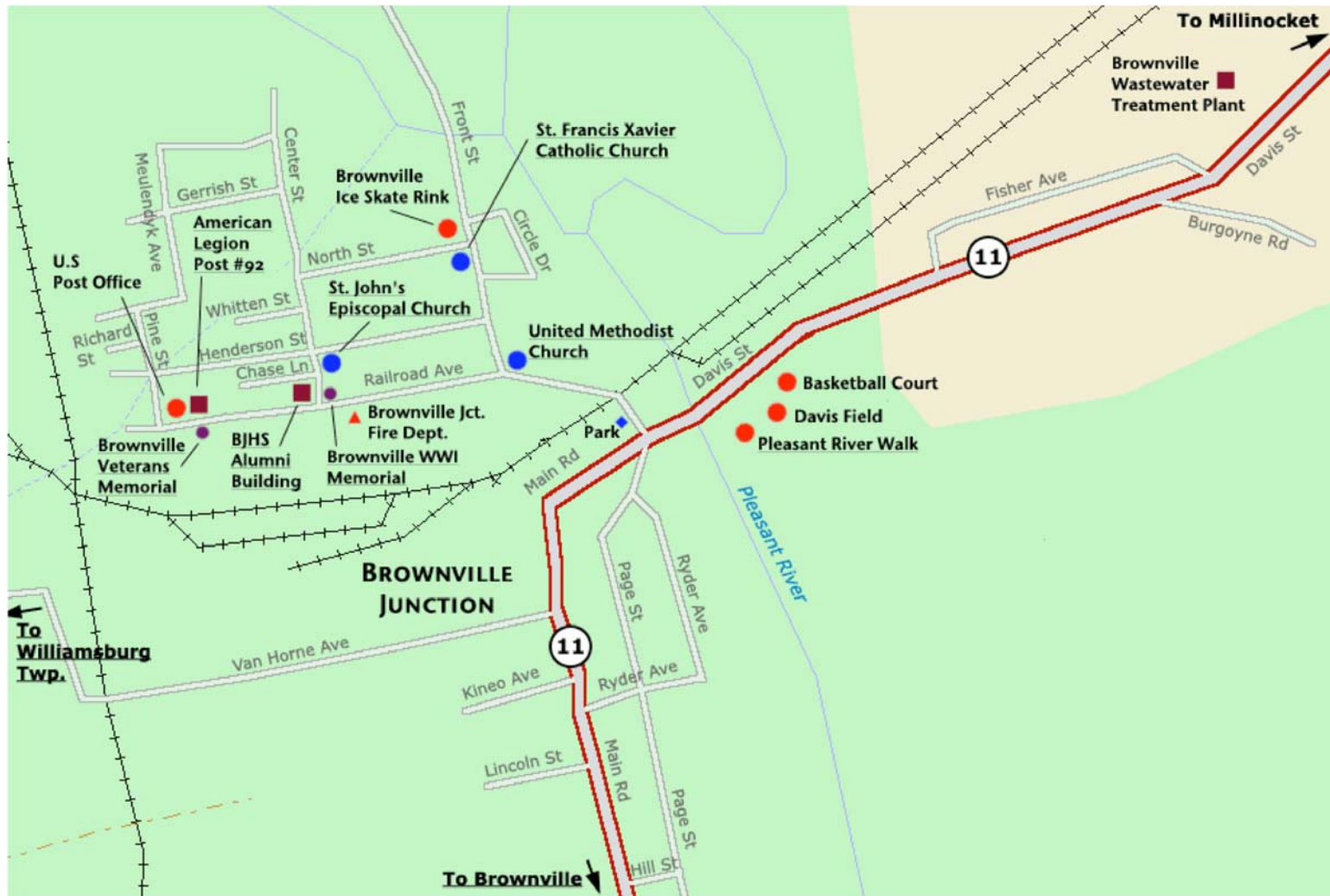
# TOWN OF BROWNVILLE “VILLAGE” PUBLIC FACILITIES AND RECREATION AREAS



Map H-2

Source: Three Rivers Community <http://www.trcmaine.org/maps/brownville.htm>

**TOWN OF BROWNVILLE  
“JUNCTION”  
PUBLIC FACILITIES AND RECREATION AREAS**

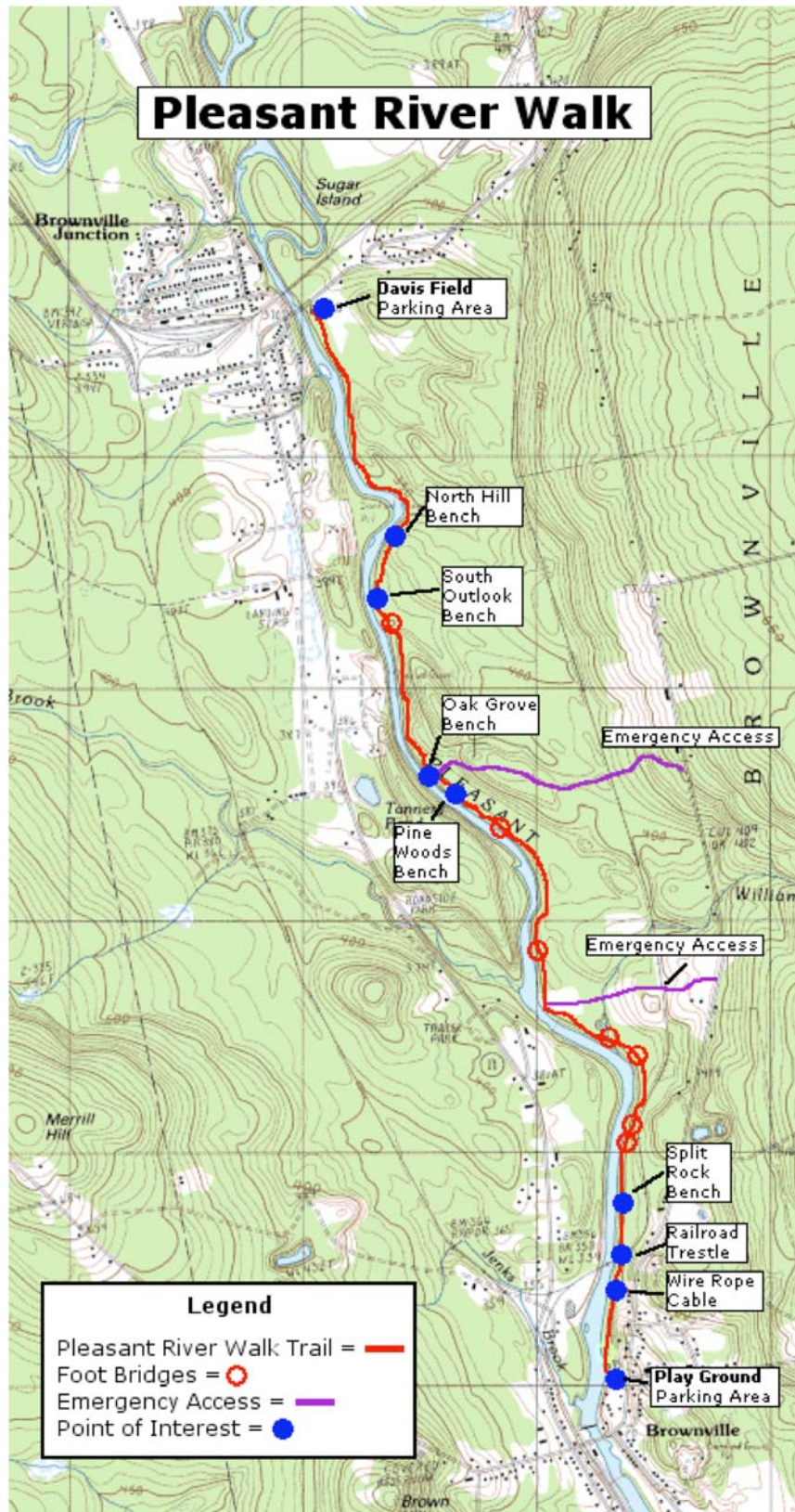


Map H-3

Source: Three Rivers Community <http://www.trcmaine.org/maps/brownville.htm>



# TOWN OF BROWNVILLE PLEASANT RIVER WALK TRAIL



Map H-5

Source: Three Rivers Community <http://www.trcmaine.org/maps/brownville.htm>

**STATE GOAL**

*To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas.*

*To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.*

*To protect the State's marine resources industry, ports and harbors from incompatible development to promote access to the shore for commercial fisherman and the public.*

*To safeguard the State's agricultural and forest resources from development which threatens those resources.*

**INTRODUCTION**

Natural resources information is useful in identifying opportunities and constraints for development and for protecting environmentally sensitive areas. Brownville is a typical rural town and the natural resources contribute greatly to the quality of life in the Town. Water pollution, high cost and maintenance of public services, and the destruction of existing wildlife and scenic values are just a few of the existing ways that a community ends up paying for improper land use; therefore, it is extremely important to identify and protect these areas.

**SOIL AND WATER CONSERVATION DISTRICT PROGRAM**

Maine's 16 Soil and Water Conservation Districts (SWCD) are subdivisions of state government that are run by locally elected and appointed volunteers. Generally their jurisdiction follows county boundaries. The SWCD purpose is to solve local natural resource conservation problems (both urban and agricultural) as determined by local stakeholders. Not only do districts work with their partners to identify natural resource problems at the local level and develop solutions, they also assist in getting those measures applied to the land. This is accomplished by a unique partnership with the United States Department of Agriculture, Natural Resources Conservation Service (NRCS) and the Maine Department of Agriculture, Food and Rural Resources (MDOAFRR). NRCS provides technical support of district programs and MDOAFRR is the state agency that provides administrative oversight of district programs and administers basic state funding grants to districts. The Piscataquis County SWCD is located in Dover-Foxcroft.

**NATURAL RESOURCES CONSERVATION SERVICE**

The Natural Resources Conservation Service (NRCS) is an agency of the U.S. Department of Agriculture. NRCS offers help to individuals, groups, towns and other units of government to protect, develop and wisely use soil, water and other natural resources. NRCS is to provide leadership and administer programs to help people conserve, improve and sustain our resources and environment. The mission of the Natural Resources Conservation Service in Maine is to

“provide technical assistance to help people conserve, improve and sustain our natural resources.”

### **SOIL SURVEY**

The United States Department of Agriculture (USDA) Soil and Water Conservation District (SWCD) have prepared soil classification maps by county for the State of Maine. Land suitability analysis or soil surveys can be used to produce maps depicting the appropriateness of land areas to various land uses. The survey consists of an inventory, description, and evaluation of the soils within each county. The survey classifies all soils within a county into soil series. The classification is based on characteristics of the soil, including texture (percentage of sand, silt, clay), permeability, slope, wetness, and so on. Map I-1 shows the different soil types found in Brownville. A listing of the soils full names and brief descriptions of each soil can be found in Appendix B.

### **HYDRIC SOILS**

Hydric soil is defined as soil that is saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions that favor the growth and regeneration of hydrophytic vegetation. A hydric soil may be either drained or undrained, and a drained hydric soil may not continue to support hydrophytic vegetation. Therefore, not all areas having hydric soils will qualify as wetlands. Only when a hydric soil supports hydrophytic vegetation, and the area has indicators of wetland hydrology, may the soil be referred to as a “wetland” soil. A drained hydric soil is one in which sufficient ground or surface water has been removed by artificial means such that the area will no longer support hydrophytic vegetation. Onsite evidence of drained soils includes:

- a. Presence of ditches or canals of sufficient depth to lower the water table below the major portion of the root zone of the prevalent vegetation.
- b. Presence of dikes, levees, or similar structures that obstruct normal inundation of an area.
- c. Presence of a tile system to promote subsurface drainage.
- d. Diversion of upland surface runoff from an area.

Although all soil-forming factors (climate, parent material, relief, organisms, and time) affect the characteristics of a hydric soil, the overriding influence is the hydrologic regime. The unique characteristics of hydric soils result from the influence of periodic or permanent inundation or soil saturation for sufficient duration to effect anaerobic conditions. Prolonged anaerobic soil conditions lead to a reducing environment, thereby lowering the soil redox potential. This results in chemical reduction of some soil components (e.g. iron and manganese oxides), which leads to development of soil colors and other physical characteristics that usually are indicative of hydric soils.

Hydric soils may be classified into two broad categories: organic and mineral. Organic soils (histosols) develop under conditions of nearly continuous saturation and/or inundation. All organic soils are hydric soils except Folists, which are freely drained soils occurring on dry

slopes where excess litter accumulates over bedrock. Organic hydric soils are commonly known as peats and mucks. All other hydric soils are mineral soils. Mineral soils have a wide range of textures (sandy to clayey) and colors (red to gray). Mineral hydric soils are those periodically saturated for sufficient duration to produce chemical and physical soil properties associated with a reducing environment. They are usually gray and/or mottled immediately below the surface horizon, or they have thick, dark-colored surface layers overlying gray or mottled subsurface horizons.

Brownville has a large amount of hydric soils throughout the Town as shown on Map I- 2.

### **STEEP SLOPES**

Slope is one of the most noticeable of soil properties. It is a major component of the landscape and is one of the most significant soil properties governing land use. Most land use and development takes place on the less sloping areas, areas with slopes of less than 15 percent (representing an average drop of 15 feet or more in 100 feet horizontal distance). On steep slopes, areas with slopes of 15 percent or more, soils present problems for buildings, roads, and septic systems. The costs of engineering foundations and installing septic or sewer and other utility systems increase. Map I-3 shows moderately steep slopes (15%-25%) and steep slopes (slopes greater than 25%) in the Town of Brownville.

### **SOIL POTENTIALS**

Very few towns in Maine have large tracts of soils that are ideal for residential development. Soils that are wet, steep, subject to flooding, shallow to bedrock or restrictive layer, or have a coverage of stone or boulders are often more expensive to develop. Maintenance costs such as erosion control, road and culvert repair will often fall burden to the property owner or a municipality. To minimize these impacts, soils limitations need to be recognized and identified. A rating system called soil potentials has been developed to rate soils and shows the potential for low-density development.

Soil potentials have been developed by selecting the best soil in a county for low-density development. Low-density development is defined as 3-bedroom single-family unit residences with basements and comparable buildings covering 2,000 square feet and subsurface wastewater disposal system, with or without on-site source of water. Paved roads in development are also included. Residences may be a single unit or a cluster of units in a development. The subsurface wastewater disposal system would have the capacity of processing 270 gallons per day of effluent and would be installed according to the Subsurface Wastewater Disposal Rules, Chapter 241, of the Maine Department of Human Resources (DHS), Division of Health Engineering. The soil potential index is a mathematical expression of a soil's position in the overall range of potentials, which is 100 to 0. Since the entire range is large, these numerical ratings are separated into soil potential rating classes of very low to very high. Map I-4 depicts the soil potentials for the Town of Brownville.

### **HIGHLY ERODIBLE SOILS**

Highly erodible soils are those soils that have a potential to erode at a rate far greater than what is considered a tolerable soil loss. The potential erodibility of soil takes the following factors into consideration:

- rainfall and runoff
- the susceptibility of the soil to erosion
- the combined effects of slope length and steepness.

A highly erodible soil has a potential erodibility that would cause a considerable decline in long-term productivity of that soil as well as possible negative impacts on water quality.

Map I-5 shows Brownville's highly erodible soils.

### **PRIME FARMLAND**

Prime farmland is defined as "the best" nationwide for producing food, feed, fiber, forage, and oilseed crops. Criteria for prime farmland is tied directly to soil protection properties and not land use, except for urban land. If the land is urban, or built-up, it cannot be prime farmland. Prime farmland can be land in cultivation, forest, pasture or idle, and it can be remote or inaccessible. This land is also defined as important for the production of food, feed, fiber, forage, and oilseed crops but not included in prime or unique farmlands.

Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources and results in the least damage to the environment. The majority of identified prime farmland is found along Route 11. A map of Brownville's prime farmlands is included as Map I-6.

### **FARMLAND PROTECTION MEASURES**

State legislation provides environmental guidelines and mandates shoreland zoning and subdivision which consider agricultural issues. To reduce potential environmental problems resulting from farming activities, Brownville will ensure that shoreland zoning and other ordinances, in cooperation with UCME, MDAFRR are properly enforced and do not conflict with Best Management Practices. Moreover, appropriate performance standards will be developed to minimize environmental contamination such as encouraging local farmers to work in close cooperation with NRCS to ensure appropriate farming practices.

Traditionally and historically, Brownville has always had a forest-based economy thus the land was not developed for agriculture to the extent of many areas in Maine. Local opinion in Brownville indicates that "Market Gardening" is an area of agriculture, which could fit very well into the town's future economic expansion. It is also felt that large farms, other than the several we currently have, are not likely to be established under current conditions. One of the reasons is that there is little unforested land in the town. Currently, landowners or lessees are already utilizing most of the large parcels of land available for agriculture. Another factor is that start up costs of any large farm in the current economic environment is prohibitive. Short growing seasons preclude some types of products being grown in this area. However, if ever there were

interest shown in bringing agricultural industry to Brownville, the Town would work with the farmer in accommodating needs as they would any other business that expresses an interest in Brownville.

### ***Farm and Open Space Tax Law***

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.) if that farm consists of at least five contiguous acres in a single town and has shown gross earnings from agricultural production of at least \$2,000 during one of the last two years or three of the last five years. The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current, rather than potential, use if landowners agree not to develop their property. The benefits of this program are that it enables farmers to continue their way of life without being forced out of business by excessive property taxes, which can be brought about by rising land valuations. The 2001 Municipal Valuation Return Statistical Summary indicates that Brownville has no land enrolled in the Farm and Open Space Tax Law Program.

### **FARM SECURITY AND RURAL INVESTMENT ACT OF 2002 (2002 FARM BILL)**

The Farm Security and Rural Investment Act of 2002, signed into law by President Bush on May 13, 2002, is landmark legislation for conservation funding and for focusing on environmental issues. The conservation provisions will assist farmers and ranchers in meeting environmental challenges on their land. This legislation simplifies existing programs and creates new programs to address high priority environmental and production goals. The 2002 Farm Bill enhances the long-term quality of the environment and conservation of natural resources. The Natural Resources Conservation Service (NRCS) administers the following programs authorized or re-authorized in the 2002 Farm Bill:

#### ***Conservation of Private Grazing Land Program***

The Conservation of Private Grazing Land Program (CPGL) is a voluntary program that helps owners and managers of private grazing land address natural resource concerns while enhancing the economic and social stability of grazing land enterprises and the rural communities that depend on them.

#### ***Conservation Security Program***

The Conservation Security Program is a voluntary program that provides financial and technical assistance for the conservation, protection, and improvement of soil, water, and related resources on Tribal and private lands. The program provides payments for producers who historically have practiced good stewardship on their agricultural lands and incentives for those who want to do more. The program will be available in fiscal year 2003.



***Environmental Quality Incentives Program***

The Environmental Quality Incentives Program (EQIP) is a voluntary conservation program that promotes agricultural production and environmental quality as compatible National goals. Through EQIP, farmers and ranchers may receive financial and technical help to install or implement structural and management conservation practices on eligible agricultural land.

***Farmland Protection Program***

The Farmland Protection Program is a voluntary program that helps farmers and ranchers keep their land in agriculture. The program provides matching funds to State, Tribal, or local governments and nongovernmental organizations with existing farmland protection programs to purchase conservation easements or other interests in land.

***National Natural Resources Conservation Foundation***

The National Natural Resources Conservation Foundation (NNRCF) promotes innovative solutions to natural resource problems and conducts research and educational activities to support conservation on private land. The NNRCF is a private, nonprofit 501(c)(3) corporation. The foundation builds partnerships among agencies and agricultural, public, and private constituencies interested in promoting voluntary conservation on private lands.

***Resource Conservation and Development Program***

The Resource Conservation and Development Program (RC&D) encourages and improves the capability of civic leaders in designated RC&D areas to plan and carry out projects for resource conservation and community development. Program objectives focus on “quality of life” improvements achieved through natural resources conservation and community development. Such activities lead to sustainable communities, prudent land use, and the sound management and conservation of natural resources.

***Wetlands Reserve Program***

The Wetlands Reserve Program is a voluntary program that provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resource concerns on private land in an environmentally beneficial and cost-effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture.

### ***Wildlife Habitat Incentives Program***

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program that encourages creation of high quality wildlife habitats that support wildlife populations of National, State, Tribal, and local significance. Through WHIP, NRCS provides technical and financial assistance to landowners and others to develop upland, wetland, riparian, and aquatic habitat areas on their property.

### **PRIME FORESTLAND**

Soils rated with a woodland productivity of medium or above are qualified as prime forestland soils. These soils are rated only for productivity and exclude management problems such as erosion hazard, equipment limitations or seedling mortality. Soils rates with a productivity level of medium, high or very high are prime forestland soils. It comes as no surprise, that the majority of the Town has soils that are classified as high to very high productivity. Map I-7 depicts the areas of prime forestland in Brownville categorized by productivity level.

Forests should be effectively managed and harvested so they can continue to be home to many unique habitats. Loss of forestland is attributed to fragmentation and development, land valuation/taxation, and productivity decrease.

### **EXISTING FORESTLAND PROTECTION MEASURES**

#### ***Tree Growth Tax Law***

The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides landowners with the opportunity to apply for tax valuations of timberlands and woodlands based on their current use (i.e., for timber and wood production). This encourages landowners to retain and use their timberland and woodlands and, if managed properly, conserves the wildlife habitats these forested areas provide. In 2001, the Maine Revenue Service reported that Brownville had 124 parcels of land in the tree growth tax program with a total valuation of \$2,129,011. Within the 124 parcels, a total of 16,707 acres were enrolled and included 5,158 acres of softwood, 7,172 acres of mixed, and 4,377 acres of hardwood.

#### ***The Forest Practices Act***

The State Forest Practices Act regulates timber-harvesting activities in forests that give protection to land by allowing tax incentives to owners of those lands who meet the appropriate definitions. However, forest resources adjacent to residential development will need to be protected (in order to preserve the residential character) with additional timber harvesting standards and at the discretion and application of the owners of parcels less than 500 acres but more than 10 acres in size. The Act taxes forestland on the basis of its potential for annual wood production as opposed to an added value basis.

***Mandatory Shoreland Zoning, Subdivision Control Law, and Clear Cutting*** - State legislation provides environmental guidelines and mandates regarding shoreland and subdivision activities that consider forestry issues, as well as regulations on clear cutting.

### **THE NATURAL RESOURCES PROTECTION ACT**

The Natural Resources Protection Act (NRPA) establishes a permit review process designed to provide protection of natural resources of statewide importance. The Act applies to the following protected natural resources: coastal wetlands and sand dunes; freshwater wetlands; great ponds; rivers, streams and brooks; fragile mountain areas, and significant wildlife habitat. The NRPA recognizes the State significance of these natural resources in terms of their recreational, historical, and environmental value to present and future generations. The NRPA's intent is to prevent any unreasonable impact to, degradation of or destruction of the resources and to encourage their protection or enhancement.

### **FRESHWATER WETLANDS**

The term "wetlands" is defined under both state and federal laws as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support prevalence of vegetation typically adapted for life in saturated soils." Wetlands include freshwater swamps, bogs, marshes, heaths, swales, and meadows.

Wetlands are valuable not only for their beauty and their recreation opportunities they support, but also for critically important functions they perform in our environment. Wetlands are important to natural systems including water storage, flood conveyance, groundwater recharge and discharge, shoreline erosion control and water quality improvement. Wetlands are important to the public health, safety and welfare because they act as a filter, absorb excess water, serve as aquifer discharge areas, and provide critical habitats for a wide range of fish and wildlife.

Wetlands are fragile natural resources. Even building on the edge of a wetland can have significant environmental consequences. Some wetlands have important recreational and educational value providing opportunities for fishing, boating, hunting, and environmental education. Planning efforts should take into account the constraints of these areas.

The DEP has identified freshwater wetlands located within Brownville, as illustrated on Map I-8. These wetlands were identified as wetlands by air photo interpretation. Interpretations were confirmed by soil mapping and other wetland inventories. Field verification of the location and boundaries of the wetlands should be undertaken prior to development. Wetland alterations can contribute to wetland loss. Most common source of alterations include commercial, residential and urban development; transportation and roads; floodplain development; pollution; timber harvesting; and agriculture.

There are three separate designations for wetlands: Lacustrine, Palustrine, and Riverine. The Lacustrine System includes wetlands and deepwater habitats with all of the following characteristics: (1) situated in a topographic depressions or a dammed river channel; (2) lacking

trees, shrubs, persistent emergents, emergent mosses, or lichens with greater than 30% areal coverage; and (3) total area exceeds 20 acres. Similar wetland and deepwater habitats totaling less than 20 acres are also included in the Lacustrine System if an active wave formed or bedrock shoreline feature makes up all or part of the boundary, or if the water depth in the deepest part of the basin exceeds 6.6 feet at low water. Lacustrine waters may be tidal or nontidal, but ocean-derived salinity is always less than 0.5 parts per thousand (ppt).

The Palustrine System includes all nontidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 0.5 ppt. It also includes wetlands lacking such vegetation, but with all of the following four characteristics: (1) area less than 20 acres; (2) active wave-formed or bedrock shoreline features lacking; (3) water depth in the deepest part of basin less than 6.6 feet at low water; and (4) salinity due to ocean-derived salts less than 0.5 ppt.

The Riverine System includes all wetlands and deepwater habitats contained within a channel, with two exceptions: (1) wetlands dominated by trees, shrubs, persistent emergents, emergent mosses, or lichens, and (2) habitats with water containing ocean-derived salts in excess of 0.5 ppt. A channel is “an open conduit either naturally or artificially created which periodically or continuously contains moving water, or which forms a connecting link between two bodies of standing water.”

## **WATERSHEDS**

The watershed is defined as a geographic region within which water drains into a particular river, stream or body of water and includes hills, lowlands, and the body of water into which the land drains. Approximately 50% of the land area in the State of Maine is located in a lake watershed.

All waters are connected; pollution to one source will affect another within a watershed. It is important to remember that everything occurring in a watershed and everything that can be transported by water will eventually reach and impact the water quality of a water body. In other words, these activities may disturb the watershed. The disturbed and developed land contributes pollutants and other substances to a lake. Therefore, lake water quality is degraded. Activity anywhere in a watershed, even several miles away, has the potential to impact lake water quality. Map I-9 depicts Brownville’s watershed and water features as described by the Maine Department of Environmental Protection.

## **WATER QUALITY CLASSIFICATION**

Maine has had a water classification system since the 1950s. This system establishes water quality goals for the State. The system is used to direct the State in the management of its surface waters, protect the quality of those waters for their intended management purposes and where standards are not achieved, direct the State to enhance the quality to achieve those purposes. The classification standards establish designated uses, related characteristics of those uses and criteria necessary to protect the uses and establish specific conditions for certain activities (such as discharge of wastewater).

The State has four classes for freshwater rivers, three classes for marine and estuarine waters, and one class for lakes and ponds. A close comparison of the standards will show that there is actually not much difference between the uses or the qualities of the various classes. All attain the minimum fishable-swimmable standards established in the Federal Clean Water Act. Most support the same set of designated uses with some modest variations in their descriptions.

The classification system should be viewed as a hierarchy of risk, more than one of use or quality, the risk being the possibility of breakdown of the ecosystem and the loss of use due to either natural or human-caused events. Ecosystems that are more natural in their structure and function can be expected to be more resilient to a new stress and show more rapid recovery. Classes AA, GPA, and SA involve little risk since activities such as waste discharge and impoundment are prohibited. The expectation to achieve natural conditions is high and degradation is unlikely. Class A waters allow impoundments and very restricted discharges, so the risk of degradation while quite small, does increase since there is some small human intervention in the maintenance of the ecosystem. Classes B and SB have fewer restrictions on activities but still maintain high water quality criteria. Classes C and SC waters are still good quality, but the margin for error before significant degradation might occur in these waters in the event of an additional stress being introduced, (such as a spill or a drought) is the least.

The reclassification of waters of the State is governed by Title 38 Sections 464(2), 464(2-A) and 464(3). This statute requires the Department of Environmental Protection to conduct water quality studies, and the Board of Environmental Protection to hold hearings and propose changes to the water classification system to the Legislature for final approval. This is to be conducted from time to time, but at least every three years. The last reclassification resulting in changes was enacted in 1999. The Maine Department of Environmental Protection indicates that there are no water quality violations and Brownville's waters are currently meeting their designated water quality classifications.

Map 9-A shows the classification of waters in Brownville.

### **LAKES AND PONDS**

Among Maine's most significant natural resources are its lakes and ponds. Fisheries, wildlife, recreation, scenic views and water supply are all benefits that the citizens of Maine and its visitors derive from the 5,779 lakes and ponds here. Development activities, such as house and road construction, timber harvesting and agricultural practices, disturb the land that is drained to a lake by streams and ground water (the watershed). Map 10 shows the significant lakes and ponds in Brownville. There are four great ponds in Brownville identified by the Department of Inland Fisheries and Wildlife.

***Abbee Pond***

Abbee Pond is very shallow and almost surrounded by bogs. It covers 26 acres and has an elevation of 569 feet and maximum depth of 7 feet. Only one small section of the shoreline is firm ground. The bottom is a thick layer of soft muck. A large population of pickerel dominates the waters of Abbee Pond. Hornpout (bullhead), White sucker, Minnows and Golden shiner can also be found in the Pond. Beaver have a series of dams on the outlet that have raised the level of the pond more than two feet.

The Pond is open to fishing during the winter as well as the summer. However, fishermen who would like to go to Abbee Pond should get landowner permission prior to crossing fields if they intend to use that route. The Maine Department of Inland Fisheries and Wildlife (MDIFW) recommends that Abbee Pond be managed for pickerel.

***Ebeemee Lake***

The four ponds included under the name of Ebeemee Lake are all at the same water level and have no riffle areas between them. These four ponds are Horseshoe, Pearl, East and West Ponds. It covers an area of 940 acres and a maximum depth of 47 feet. The ponds are good habitat for warm water fishes and support a population of pickerel and bass. A very large population of white perch is present. Many small trout are present in the tributaries but they will never be abundant in the ponds because of the severe competition from other species. Other fish habitats found in Ebeemee Lake include Salmon, Brook trout, Smallmouth bass, Yellow perch, Chain pickerel, Hornpout (bullhead), Eel, White sucker, Minnows, Golden Shiner, Fallfish, Blacknose dace, and Pumpkinseed sunfish. Spawning and nursery areas in the tributaries and outlets are more than adequate for the number of salmon and trout the ponds will support.

***Jaquith Pond***

Jaquith Pond is a small, shallow, spring-fed pond. It covers 45 acres, has an elevation of 508 feet, and maximum depth of 20 feet. Aquatic plants are abundant in shallow areas. The bottom is almost completely covered with a thick layer of muck. Chain pickerel are abundant and provide a popular winter fishery. Other fish found in the pond include Yellow perch, White sucker, Minnows, Golden shiner, Pumpkinseed sunfish, and Yellowbelly sunfish. The Maine Department of Inland Fisheries and Wildlife recommends that Jacquith Pond be managed for chain pickerel.

***Schoodic Lake***

Schoodic Lake is superior in water quality characteristics for salmonid fishes. It is one of the deeper Maine Lakes. It covers 7,168 acres and has a maximum depth of 188 feet. Fish habitats found in the Lake include Salmon, Brook trout (squarescale), Lake trout (togue), Smallmouth bass, Round whitefish, White sucker, Minnows, Cusk, and Stickleback. The Maine Department of Inland Fisheries and Wildlife recommends that Schoodic Lake be managed for salmon, brook

trout, and tounge (the most desirable cold-water species present). The MDIFW also recommends liberal fishing be permitted for smallmouth bass and other competing warm water species.

### **RIVERS, STREAMS, AND BROOKS**

According to the Natural Resources Protection Act (NRPA), a river, stream, or brook is a channel that has defined banks (including a floodway and associated flood plain wetlands) created by the action of the surface water.

River waters have been harnessed to produce electricity, benefiting all Maine citizens. Our rivers have also been used as dumping sites for the refuse of industry and waterfront communities, taking a heavy toll on water quality. Over the years, extensive efforts have been made to clean up Maine rivers. Sewage treatment plants have been installed and upgraded. The amount of industrial wastewater has been reduced and is monitored. Businesses like canoeing and sport fishing have created a stream of tourist dollars to interior Maine. Maine rivers are cleaner now than they have been in generations; however, there is still work to be done in protecting these resources.

Map 10 shows rivers, streams and brooks in Brownville.

Other water resources include:

Alder Brook  
East Branch Pleasant River  
West Branch Pleasant River  
Jenks Brook  
Mill Brook  
Mooresville Brook  
Orson Brook  
Rolfe Brook  
Whetstone Brook  
Williams Brook

### **FLOODPLAINS**

Brownville participates in the National Flood Insurance Program (NFIP), and has a Floodplain Management Ordinance, which was originally adopted in 1985 and last updated in 1994. Floodplain maps were created in 1985 and are included as part of the Ordinance. Intensive development in floodplains, floodprone areas, and “special flood hazard areas” should be avoided. In addition, existing development and incompatible land use activities should not be permitted to expand and should be amortized for their eventual elimination, to the maximum extent possible. In addition, Brownville has adopted a shoreland zoning ordinance as required by the State of Maine. This ordinance serves to protect shores by restricting building to reduce flood damage and problems. Map I-11 depicts the approximate location of Brownville’s flood

areas. Because Piscataquis County data has not been digitized by FEMA, FIRM maps were scanned and superimposed on a base map of the Town.

### **SURFACE WATER PROTECTION**

Protection of Brownville's surface water takes place at the local, state, and federal levels, and sometimes at more than one level simultaneously. At the local level, Brownville's surface water is protected through Shoreland Zoning (Map I-12), Subdivision Regulations, Site Plan Review, and Plumbing Code. Surface water protection at the state level encompasses the Site Law, Public Water Supply Regulation, Natural Resources Protection Act (NRPA), Hazardous Law, and Underground Tank Regulation. Finally, protection at the federal level consists of Wetlands Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

### **AQUIFERS**

An aquifer is defined by the Maine Department of Conservation as a geological unit capable of containing a usable amount of ground water. Aquifers are subsurface water supplies that yield useful quantities of ground water to wells and springs. Aquifers may be of two types: bedrock aquifers and sand and gravel aquifers.

In a bedrock aquifer, ground water is stored in fractures in the rock and areas with a large number of fractures may contain significant amounts of water. A bedrock aquifer is adequate for small yields. Fractures are sufficiently abundant to provide enough water for a single-family home most everywhere in Maine, and most domestic water supplies are wells drilled in bedrock.

A sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater. The sand and gravel deposits of Maine result from the action of glacial ice and melt water. Boundaries are based on the best-known information and encompass areas that tend to be the principal groundwater recharge sites. Recharge to these specific aquifers, however, is likely to occur over a more extensive area than the aquifer itself.

It is important to protect groundwater from pollution and depletion. Once groundwater is contaminated, it is difficult, if not impossible, to clean. Possible causes of aquifer contamination include faulty septic systems, road salt leaching into the ground, leaking above ground or underground storage tanks, agricultural run-off of animal waste, auto salvage yards, and landfills. Protecting groundwater resources and preventing contamination are the most effective and least expensive techniques for preserving a clean water supply for current and future uses.

Map I-13 shows that the Town of Brownville has one very large sand and gravel aquifer on the west side of town that pumps 10-50 gallons per minute (gpm) within the Town. It also shows there are four smaller aquifers that pump greater than 50 gpm. Two of these aquifers lie solely within Brownville and the other two are shared with neighboring communities.



**DRINKING WATER SUPPLY**

The Town of Brownville has five public wells as reported by the Maine Drinking Water Program. The location of those wells can be found on Map I-14. All water comes from an underground aquifer. The two wells in the village owned by the Brownville Water Department are approximately 50 feet deep and sit approximately 200 feet from the Pleasant River across from the town garage on Route 11. The Brownville Junction Water Department well sits approximately 150 feet from the west side of Front Street and is approximately 50 feet deep. The estimated safe yield for wells (during a drought) from the village system is 469 gallons per minute (gpm). The Junction system has a safe yield 269 gpm. There are two additional public wells independent from the Water Districts that serve Jones Mobile Home Park and the Brownville Elementary School. These wells also come from underground aquifers.

Public water suppliers are required to periodically test the water they serve and, if necessary, to treat it. However, public water supply wells do sometimes get contaminated by human and animal waste, gasoline and other pollutants. Developing a new ground water supply can cost a town more than half a million dollars. The responsibility for protecting public water supply sources from contamination falls largely to public water suppliers. However, land use decisions are made by municipal officials, not water suppliers. This means that protection of public water supplies requires a partnership among water suppliers, regulators, local land owners, and municipalities.

**MAINE DRINKING WATER PROGRAM**

The State of Maine Drinking Water Program (DWP) is responsible for enforcing the Federal Safe Drinking Water Act in Maine and has primary responsibility for administering the State's Rules Relating to Drinking Water. The DWP receives funding from both the United States Environmental Protection Agency and the regulated community. Public water suppliers pay an annual fee which was developed by the DWP, Maine Rural Water Association (MRWA), and the Maine Water Utilities Association (MWUA). This cooperative funding effort was developed to allow Maine companies to be regulated by Maine regulators. The DWP regulates over 2,200 public water systems in Maine.

**THREATS TO WATER QUALITY*****Point Source Discharge***

Point Source discharges of pollution originate from municipal and industrial facilities, bypasses and overflows from municipal sewage systems, unpermitted and illegal dischargers, and produced water from oil and gas operations. During the spring run off, some infiltration of groundwater has been known to leach through the Brownville Village septic leach fields and flow into the Pleasant River. This has always been monitored and reported to the EPA. The Town is licensed to spread sludge from the septic systems on the fields located at the Town's Treatment Plant off Route 11 in Brownville Junction. The current sewer system does not have the capacity to handle industrial wastes.

In an effort to optimize the performance of municipal and industrial wastewater treatment facilities, the Maine DEP provides Pollution Prevention services to municipal and industrial facilities. Pollution Prevention is the concept of preventing the pollution before it is created in the first place. Typically, a team will be formed to identify any opportunities to increase the efficient use of chemicals and energy throughout the treatment facility. In addition, the team will look for any opportunities to reduce pollution either throughout the municipality or the industry. This team typically is comprised of a DEP staff person, plant operators and administrators, and may include engineering consultants. This team approach is now used more extensively than in the past, because it builds trust and better working relationships and produces improved results. The team works together to identify pollution prevention opportunities. Once the problem has been properly identified, the team will identify possible solutions. The facility staff's extensive experience with their facility, combined with the DEP's experience with a variety of facilities, combines to form a very effective team.

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

Threats to water bodies include non-point source pollution through erosion and sedimentation resulting in an increase in phosphorus levels. Erosion occurs because of soil disturbances by people. Water-generated erosion causes the most severe damage to a site undergoing development. A serious consequence of erosion is sedimentation; sedimentation of water bodies can cause an "algal bloom," which occurs when a water body has high concentrations of phosphorus attached to soil particles. All water bodies have the ability to absorb some phosphorus before there is an adverse impact on the quality of the water.

Pollution from non-point source include agricultural run-off, both animal wastes and fertilizers, landfills, sand and salt storage, waste lagoons, roadside erosion, leaking underground storage tanks, and hazardous substances. Identification and regulation of these sites are important in safeguarding both surface and ground waters.

## **WATER QUALITY PROTECTION**

The following is an abbreviated listing of water protection funding and assistance programs and descriptions of those programs. A more inclusive list outlining sources of state, federal and private funding and technical assistance can be found in Appendix C.

### ***Small Community Grant Program***

The Small Community Grant Program provides grants to towns to help replace malfunctioning septic systems that are polluting a waterbody or causing a public nuisance. Grants can be used to fund from 25% to 100% of the design and construction costs, depending upon the income of the owners of the property, and the property's use. An actual pollution problem must be documented in order to qualify for funding. The highest priority is given to problems which are polluting a public drinking water supply or a shellfishing area. DEP grants are not available to provide septic systems for new homes, and any home constructed since October, 1974 must

show evidence that a septic system was previously installed which complied with the Maine Subsurface Wastewater Disposal Rules. Grant applications must be submitted by the municipality in which the property owner resides. Applications must be sent to the Department of Environmental Protection by January 31 in order to receive funding in that year, except under special circumstances.

Individual families may qualify for the grant program if their federal taxable income for the previous year was \$40,000 or less. Commercial establishments may qualify if their gross profit for the previous year was \$40,000 or less. Potential applicants are not eligible for grant assistance if their income exceeds these figures. Applicants are required to show proof that they meet the income limit. A sliding-scale grant percentage applies depending on the amount of income or profit. Participants in the program are also required to grant an easement to the town allowing construction and inspection of the system.

### ***Overboard Discharge Grant Program***

The Maine Overboard Discharge Program was initiated by the Legislature (38 M.R.S.A. Section 411-A) to help fund replacement systems that would eliminate licensed overboard discharges in certain areas. Licensed overboard discharges are treated discharges, to surface bodies of water, of domestic pollutants not conveyed to a municipal or quasi-municipal wastewater treatment facility. High priority is given to shellfish areas that could be opened for harvesting if the licensed overboard discharges were eliminated. High priority is also given to great ponds and small rivers and streams with drainage areas of less than 10 square miles where the licensed overboard discharge creates a public nuisance condition.

The State share of funding for projects in this grant program comes from bond issues approved by the voters of the State of Maine. The Program Administrator develops a priority list based on information from the Department of Marine Resources, DEP staff, local officials, shellfish committees, and other interest groups. Municipalities, Quasi-Municipal Corporations, County Commissioners and Individual Persons may be eligible to receive grant funds to eliminate overboard discharges. Municipal officials may act as the Applicant for the grant funds for all the licensed discharges scheduled to be eliminated within their jurisdiction. Individual owners of licensed overboard discharges scheduled to be removed can also act as the Applicant for grant funds. Owners of existing licensed overboard discharges in high priority areas will be notified by the DEP that they are eligible for grant funds to replace their existing system with a subsurface system in compliance with the Maine State Plumbing Code or to connect to a public sewer system. A year-round residential overboard discharge will receive a grant of 90% of the project costs, a commercial overboard discharge will receive a grant of 50%, and a seasonal residential overboard discharge will receive a grant for 25% of the project costs. Project costs include engineering and construction costs.

### ***Maine Combined Sewer Overflow Grant Program***

Combined sewer overflows (CSOs) occur during storm events when a mixture of wastewater and stormwater runoff overflows the combined sewer collection system before receiving treatment at

a licensed wastewater treatment facility. These discharges of diluted untreated wastewater violate both State and Federal water pollution laws. Municipalities or Sewer Districts that have CSOs are required to license them with the Maine Department of Environmental Protection. License requirements direct these communities to evaluate their CSO problems and determine cost effective solutions to abate them.

In 1990, voters approved a state bond issue for \$2.4 million to be used for funding CSO related studies that develop recommendations for solving CSO problems. Grants are awarded for 25% of eligible costs. Requests for CSO Planning Grants should include the following information: 1) If an engineering consultant is to be used, an engineering contract based on a Department approved scope of work. 2) If municipal/district staff will be involved in activities such as sampling and testing, an estimate of costs for staff time; 3) Costs for equipment needed for the study, such as flow meters, or rain gages. Design and construction costs associated with CSO remediation may be funded by the State Revolving Loan Fund or, depending on municipal/district financial capability and grant availability, State grant.

### ***Maine State Revolving Loan Fund (SRF)***

The SRF provides low interest loans to municipalities and quasi-municipal corporations such as sanitary districts for construction of wastewater facilities. The SRF is funded by a combination of federal capitalization grant and state bond issue funds equal to 20% of the federal grant. State bond issues are approved by the voters in the State of Maine. The Maine Municipal Bond Bank (MMBB) is the financial manager for the SRF program. The MMBB combines federal and state funds with MMBB bond funds to create attractive interest rates; 2% below the market rate. The DEP Division of Engineering and Technical Assistance (DETA) administers the technical aspects of the program and the projects funded by it. The primary purpose of the fund is to acquire, plan, design, construct, enlarge, repair and/or improve publicly-owned sewage collection systems, intercepting sewers, pumping stations, and wastewater treatment plants. The long-term goal of the SRF is to establish a self-sufficient loan program that will maintain and improve Maine's inventory of municipal sewage facilities in perpetuity. This will ensure preservation of the water quality gains that were realized by the initial construction of them.

State law also gives the DEP flexibility, through the related Construction Grant Program, to use bond issue funds with other sources of funding to provide affordable financing of municipal and quasi-municipal wastewater facilities. The Board of Environmental Protection has established a goal for residential users of 2% of the Median Household Income (MHI). The DEP attempts to reach this goal by combining grant funds, SRF loan funds, and other sources of funds such as Community Development Block Grants, Rural Development loans and grants, and grants or loans from the Economic Development Administration.

State participation is limited to 80% of the project costs for wastewater treatment facilities, interceptor systems and outfalls. The word "expense" does not include costs relating to land acquisition or debt service, unless allowed under federal statutes and regulations. The commissioner is also authorized to grant an amount not to exceed 25% for preliminary planning or design of a pollution abatement program.

***Watershed Protection Grant***

Teachers or Advisors of grades 6 through 12 can apply for a maximum of \$1000 for support of a service learning project. Teachers are responsible for obtaining the appropriate permission from their school or school board before applying. Preference will be given to schools who involve community members and in-kind matches of plants or other materials that will be used to control erosion or stormwater run-off or moderate temperature (streams only). Cost sharing with landowner is highly encouraged if project is on private land. Funds can be used for materials to restore or improve the site, for transporting students to the site, for a sign at the site and for expendables related to public education.

Action Projects must restore or protect a local freshwater resource (lake or stream that feeds a lake), to be named in the application. Projects must involve lake or stream watersheds; no purely coastal applications can be funded. The focus of this program is to protect water quality of a lake or stream and to educate the public about the relationship between land use and water quality. Projects should prevent soil erosion, reduce polluted stormwater or moderate temperature (streams only). A typical project would begin with classroom activities that help the students learn about the habitat, followed by a field survey, and culminate in a service learning project such as planting of a vegetated buffer, repairing eroded shorelines, ditches, or roads.

Public Education projects will educate the public about the knowledge gained through the classroom watershed protection project. Some examples would be publishing articles by students in local newspapers, hosting a public event at the site upon completion, conducting a workshop to teach others in the community or lake association about how to complete a similar project on their property, and making a presentation to the conservation commission or other municipal group that has the authority to make changes to protect the lake or stream watershed.

***Surface Water Protection Projects***

Maine has thousands of surface water bodies such as lakes, ponds, rivers, streams, and coastal waters within its boundaries. Many of them are adjacent to or near highways. To help reduce pollution and other damage from those highways, the Maine Department of Transportation has created a Surface Water Quality Protection Program (SWQPP). This program is funded under the Surface Transportation Program (STP), which is part of the federal Transportation Equity Act for the 21st Century (TEA-21) of 1998.

The funding can be used on what MDOT refers to as arterial, major and minor collector highways, which include most of the major highways in Maine. The SWQPP has two purposes. First, to identify potential project locations where surface water quality is being adversely impacted by runoff from highways, and, second, to select and prioritize potential pollution elimination projects for funding under this program.

Working with the Department of Environmental Protection, MDOT has developed a list of thirteen criteria for evaluating potential projects. That list includes requirements that work

funded under this program not involve non-MDOT property unless it is essential to eliminating runoff pollution, that projects consist of actions not included in normal routine highway maintenance or construction activities, and that high priority be given to projects which are actively supported by the municipality, local environmental groups, conservation commissions, planning boards, soil and water conservation districts and similar groups.

Nominated projects are screened, selected and prioritized by a team of representatives from MDOT, the Maine Department of Environmental Protection and the Federal Highway Administration. While there is no deadline for applications to be considered, they will be reviewed and selected in the order in which they are received, so the earliest submissions will have an advantage.

### ***Nonpoint Source Water Pollution Control Grants***

The primary objective of NPS projects is to prevent or reduce nonpoint source pollutant loadings entering water resources so that beneficial uses of the water resources are maintained or restored. Maine public organizations such as state agencies, soil and water conservation districts, regional planning agencies, watershed districts, municipalities, and nonprofit (501(c)(3)) organizations are eligible to receive NPS grants.

This program invites proposals for the following three types of NPS projects:

**NPS Watershed Project.** This project is designed so that Best Management Practices (BMPs) are implemented in a manner that leads to a significant reduction in NPS pollutant load to a waterbody. The load reduction is intended to restore or protect water quality.

**NPS Watershed Survey.** This project focuses on finding, describing, and prioritizing NPS pollution sources in a watershed, and recommends BMPs for correcting identified pollution sources.

**Watershed Management Plan Development.** This project is to develop and produce a locally supported “Watershed Management Plan.” The plan is intended to be a comprehensive plan of action to prompt use of BMPs to prevent or abate NPS pollution sources within a watershed or subwatershed.

***Wellhead Protection Program***

In 1991, the Maine Drinking Water Program (DWP) began the process of developing and implementing a wellhead protection program for all of the public water supplies statewide. This included all of the community, non-transient non-community and transient non-community water systems. Nearly all of the community and non-transient non-community systems have completed self-evaluation forms designed to familiarize operators with the threats their system faces, and to provide the drinking water program with the information required to evaluate the level of risk present at each source (source water assessments). Completion of a self-evaluation form is considered as satisfying the first two steps in a complete wellhead protection plan, delineation of the protection area and an inventory of potential sources of contamination. Therefore, systems that have successfully completed these self-evaluations are half way to completing wellhead protection plans. The next steps will be for systems to complete management and contingency plans, which will be requested after the Source Protection Section completes assessments for each well.

A community and non-profit noncommunity public water systems can apply for a grant of up to \$5,000 to plan or implement projects designed to protect their groundwater supply from contamination. Projects such as the development or implementation of a wellhead protection plan, developing public educational materials, or developing useful base maps are eligible for funding. All projects are evaluated and ranked based on several specific criteria and awards will be made beginning with the highest ranked project and working down the list until all grant funds are exhausted. In general, projects with a demonstrated need, which build on previous source protection work, and which involve other municipal or volunteer partners are more likely to be approved.

**MARINE RESOURCES**

There are no marine resources or water dependant uses within the Town of Brownville.

**CRITICAL NATURAL RESOURCES**

Conserving an array of habitats and their associated wildlife species helps in maintaining biological diversity and ensuring that wildlife and human populations remain healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water and space. Development often has a negative impact, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridor.

The Growth Management Act encourages municipalities to develop a comprehensive growth management plan to guide their future development and specifically requires that each plan address important wildlife habitats. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has documented and mapped occurrences of rare, threatened and endangered wildlife species. MDIFW has also mapped candidate significant wildlife habitats as defined by the NRPA; which include deer wintering areas (DWA) and waterfowl and wading bird habitats (WWH) The Growth Management Act encourages municipalities to consider critical natural

resource locations in their comprehensive plans. Map I-15 identifies all of Brownville's Critical Wildlife Habitats.

### **DEER WINTERING AREAS**

In early winter, deer normally migrate to preferred wintering habitat, in some cases more than 20 miles from summer range. Without the protection of wintering habitat, deer are particularly vulnerable to severe winter weather and predators. It is essential to maintain sufficient amounts of high-quality wintering habitat in order to minimize the effects of severe winters, reduce deer losses during normal winters, and provide for a more sustainable population of deer to be enjoyed by all of Maine's people.

Because deer in Maine exist near the northern limit of the species' range, abnormally severe winters will inevitably cause periodic declines in deer abundance. In nearly all parts of Maine, deer populations are normally kept well below the capacity of the habitat to support deer. This ensures that deer remain productive, that they have access to high quality forages, and that they achieve near-optimum body size and condition prior to winter. The Maine Department of Inland Fisheries and Wildlife (MDIFW) encourages landowners to develop a management plan for their lands to provide optimal winter and summer habitat for deer. MDIFW has identified DWAs to ensure that town governments adequately address the protection of special habitats, such as deer wintering areas, at the town-level, during the comprehensive planning process. Brownville does not have any MDIFW identified deer wintering areas. The lack of mapped DWAs in Brownville is likely due to an ongoing supplemental winter feeding program conducted by many Brownville residents that draws deer into town and away from traditional DWAs.

### **INLAND WATERFOWL AND WADING BIRD HABITATS**

Waterfowl and Wading Birds occupy areas of Maine for all or a portion of the year so it is necessary that efforts be taken to conserve their habitats. High and moderate value Waterfowl and Wading Bird habitats are candidate significant wildlife habitats as defined by the NRPA. They are mapped and rated using the 1973 MDIFW Wetland Inventory, aerial photography and site visits, if necessary. Ratings are based upon the dominant wetland type, wetland type diversity, size, wetland interspersion and percent of open water. These areas provide breeding, feeding, migration staging, wintering, roosting, and loafing habitats for waterfowl and wading birds.

### **BROOK FLOATER**

The Brook Floater, or *Alasmidonta varicose*, is a small to medium sized mussel, and in profile often has a characteristic "roman nose" shape. The brook floater is found in streams and rivers of the Atlantic coastal region; locally, throughout the Penobscot River and many of its tributaries. The brook floater is known from nearly all of the rivers that historically supported runs of Atlantic salmon. The brook floater inhabits flowing-water habitats from small streams to large rivers. It is found in a range of flow conditions, but does not inhabit high-gradient streams with very fast water flow and coarse substrate, nor is it usually found in slow water. In Maine, it



is often found in association with rooted aquatic vegetation. It is frequently found in streams that have low calcium levels and are nutrient-poor. The brook floater has experienced significant declines throughout its range, with many populations being extirpated. Even where it is found, the population often consists of just a small number of aging individuals, with little evidence of recruitment. Maine figures prominently in this species' conservation, having more populations than the remainder of the Northeast combined. The brook floater was considered a candidate for the federal Endangered Species List prior to 1995, when an act of Congress eliminated the candidate list. It is listed as a species of special concern in Maine. Of all of Maine's freshwater mussel species, the brook floater probably stands the greatest chance of being recognized as federally endangered. Brownville has two identified Brook Floater habitats. The Brook Floater mussel is listed as a species of special concern by the State of Maine.

### **CREEPER**

This is a small to medium-sized mussel. The creeper, or *Strophitus undulates*, is one of the most nondescript mussels in Maine and can be confused with a number of other species. The creeper is one of the most widely distributed species in North America. It is found in most major watersheds in Maine, though it is never common. The creeper has been found only in streams and rivers in Maine, though elsewhere it is reported to live in Lakes. It can tolerate a range of flow conditions, but is rarely found in high-gradient streams of mountainous regions. Lake outlets are especially productive habitats for this species. It seems to prefer sand and fine gravel substrates. Although the creeper is widely distributed in Maine, it is rarely abundant. Usually fewer than ten individuals are found at a single location, and there is considerable question about the long-term viability of such small populations. Consequently, Maine has listed the creeper as special concern. The only other northeastern state to list the creeper is Massachusetts. Like the other special concern species in Maine, it prefers clean, flowing water, and thus habitat degradation and pollution have probably affected this species in similar ways. Brownville has two recognized creeper habitat sites. The Creeper mussel is listed as a species of special concern by the State of Maine.

### **EASTERN BOX TURTLE**

Eastern box turtles, scientifically known as *Terrapene carolina carolina*, are among the most attractive and widely known of all turtles. Box turtles are probably the best known of all the turtle species. There are several different varieties of box turtles found in the United States. The Eastern Box Turtle is the species native to the southern Appalachian mountains.

The high-domed shell is the most prominent feature of the box turtle. Closer examination reveals that the lower shell, called the plastron, is hinged, enabling the shell to be closed much like a box. Both the upper shell, called the carapace, and the plastron, are typically dark brown to black in color with many varying streaks, spots, and lines of yellow and orange. Older specimens often have very smooth and worn shells with little coloration. The head, neck, and legs of the box turtle are also brightly colored with yellow and orange, particularly in the males. Male box turtles usually have bright red or orange colored eyes while the eyes of the females are usually dark red or brown. Male box turtles also have a slight depression in the middle of their lower

shells while that of the female's is flat. Overall length of most adult box turtles is about 5 to 6 inches.

The Box Turtle is Endangered in Maine because of a high risk of extirpation caused by species rarity, northern range limits in southern Maine, habitat fragmentation threats, and population declines elsewhere. Brownville has one recognized Eastern Box Turtle habitat. The Brownville occurrence is believed to be a released pet turtle and not a self-sustaining population. Any new sightings should be reported to MDIFW. The Eastern Box Turtle is listed as an endangered species by the State of Maine.

### **WOOD TURTLE**

The wood turtle, or *Clemmys insculpta*, is typically 5 to 9 inches long. It has a rough, sculptured carapace formed by concentric ridges and grooves, and serrated rear-edge plates that flare outward. The sculpturing of the upper shell resembles numerous irregular pyramids or clusters of sea shells. The carapace is brown or dull gray. The yellowish plastron is not hinged and has large, dark, oblong blotches on the outer part of each plate. The legs and head of the wood turtle are brown on top, however the neck, chin and forelimbs are orange-red in color. The limbs are heavily scaled and the tail is long.

Although not endangered or threatened, wood turtles are a species of management concern in Maine. They are found throughout the state in streams and rivers. During summer months they inhabit adjacent riparian areas. Appropriate habitat occurs throughout the state. The greatest threat to Maine's wood turtles is illegal collection for the pet trade. Collectors can decimate local populations in a short period of time. Several instances of large collections of wood turtles have been investigated by the Warden Service in Maine in recent years. Although Brownville does not have a wood turtle habitat site, nearby in Milo, there is one identified site. Wood Turtles are likely to occur in suitable habitats along the Pleasant River in Brownville as well. The Wood Turtle is listed as a species of special concern by the State of Maine.

### **EXTRA-STRIPED SNAKETAIL**

Extra-striped Snaketail, scientifically referred to as *Ophiogomphus anomalus*, commonly recognized as a dragonfly, lives in small to medium streams, fast water, gravel bottom in mixed hardwood-conifer forests. It spends lots of time in the forest canopy and will disappear if more than half of this cover is lost. Adults are rarely encountered. The face is striped with black side to side and has superiors pointed in side view. The Extra-striped Snaketail dragonfly is listed as a species of special concern by the State of Maine.

## **RARE AND UNIQUE BOTANICAL FEATURES**

The Natural Areas Program, within the Department of Conservation, identifies and maps rare, threatened, or endangered plants and rare or exemplary natural communities. A natural community is defined as an assemblage of interacting plants and animals and their common environment, recurring across the landscape in which the effects of human intervention are minimal. These features are ranked in four different ways: State Rarity (determined by the Maine Natural Areas Program), Global Rarity (determined by The Nature Conservancy), State Legal Status (according to 5 M.R.S.A. § 13076-13079) and Federal Status.

Map I-16 shows the general location in Brownville of botanical features that are threatened or of special concern as identified by the DOC. This area is identified as an Unpatterned Fen Ecosystem last seen in 1988. This natural community is apparently secure in Maine and does not have a global rarity rank and does not have a state or legal status. This area is defined by the Natural Areas Program as peatlands fed by water carrying nutrients from adjacent uplands. Vegetation (with a large component of sedges, grasses, low shrubs, and sphagnum) is different and often more diverse than in bogs, though patches of heath shrub dominated bog communities may occur. Because plants and animals shift over time, changes in nearby areas can have a major effect on the health of populations. The general area as well as a specific site should be considered during conservation planning. Neither State nor Federal law provides legal status to ecosystems or natural communities.

## **MAINE'S RARE, THREATENED, AND ENDANGERED PLANTS**

Features that have been identified in the past, but have not been seen, or field-verified, within the past 20 years are considered as historic rare, threatened or endangered plants. Because these areas have not been field verified there is no information available by which to map these areas. However, these natural communities are worth noting as once documented in the Town of Brownville.

### ***Alaskan Clubmoss (Diphasiastrum Sitchense)***

Alaskan Clubmoss or *Diphasiastrum Sitchense*, flourishes in barrens, mountain slopes and summits, and open thickets. In Maine, this clubmoss is typically found in open, moist, subalpine areas. Alpine clubmoss is very similar in appearance to the hybrid *Diphasiastrum x sabinifolium* but they can be distinguished by the following features: Alpine clubmoss has leaves of uniform length arranged in five ranks, and the sterile branchlets are not flattened. Identification can be further complicated by the fact that the growth form varies widely with the habitat among clubmoss species. Plants growing in the sun are more compact, shorter, more upright, while those in woodlands are taller and more spreading.

This natural community was last seen in Brownville in 1905. *Diphasiastrum Sitchense* is critically imperiled in Maine because of extreme rarity or vulnerability to extirpation. It is a globally rare plant occurring in New England: Only a few occurrences exist within New England. This species is legally threatened in the State of Maine.

***Ground-fir (Diphasiastrum x Sabinifolium)***

Ground-fir or *Diphasiastrum x Sabinifolium* can be found in woods, thickets, and clearings. In Maine, this has been found in dry pastures and knolls with a variety of associated plant species. It is believed to be a fertile hybrid between *D. sitchense*, a boreal species of North America and Japan, and *D. tristachyum*, a north temperate to boreal species of eastern North America and Europe. *Diphasiastrum x sabinifolium*, a branched clubmoss with scalelike leaves, can be distinguished from its parent species by the combination of the following characters: a) rhizome at or near ground surface, b) flattened branches with both surfaces convex, c) four ranks of leaves, d) one or two strobili on short or long unforked peduncles, and e) basal sporophylls scattered along the peduncle. It should be noted that the *fertile* branches of all three taxa are round with spirally arranged leaves. Identification of *Diphasiastrum* species is complicated by the fact that their morphology varies widely with their habitat. Plants growing in the sun are more compact, shorter, more upright, while those in woodlands are taller and more spreading. Thus, *Diphasiastrum x sabinifolium* when growing in the shade may have peduncles as long as *D. tristachyum*, but in the sun may superficially resemble *D. sitchense*.

This natural community was last seen in Brownville in 1905. *Diphasiastrum x Sabinifolium* is critically imperiled in Maine because of extreme rarity or vulnerability to extirpation. It is a regionally rare plant: Fewer than 20 current (seen since 1970) occurrences within New England. It is globally ranked as a hybrid species. *Diphasiastrum x Sabinifolium* is legally endangered in the State of Maine.

**POLICY AND IMPLEMENTATION PLAN**

*In order to protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas, the Town of Brownville has developed the following policies and implementation strategies:*

**1. Policy:** The Town shall ensure that environmental resources of all types are taken into account during development review process.

**Implementation Strategies**

The proposed land use map and the future land use ordinance shall identify critical areas and provide assurance of protection by classifying those areas with appropriate zoning protection.

In conjunction with the Code Enforcement Officer (CEO), the Planning Board shall develop a permit review process to include consideration of identified wildlife habitat areas so to minimize impacts to natural resources.

The future land use ordinance shall require that proposed development in or near a site identified as an essential, critical or significant wildlife habitat, shall require the permit applicant to consult

with the Department of Inland Fisheries and Wildlife Biologist for immediate advice in order to avoid conflicts.

**Responsibility:** Planning Board, CEO

**Time Frame:** within five years

**2. Policy:** The Town should identify and restrict development in floodplain areas.

**Implementation Strategies**

The future land use ordinance shall contain provisions to regulate activities that could increase flooding or create threats to public safety or water quality.

The Planning Board shall review and update the local floodplain management ordinance as appropriate and recommend the selectmen pursue available funding to update local floodplain maps to ensure development is restricted in high-risk areas.

**Responsibility:** Planning Board, CEO

**Time Frame:** within five years

**3. Policy:** The Town shall ensure that ground and surface waters remain high quality resources.

**Implementation Strategies**

The Code Enforcement Officer shall identify systems and apply for the Department of Environmental Protection Small Community Grant for the replacement of failing septic systems.

The Board of Selectmen, Planning Board and Town Manager shall regularly consult the Water and Sewer Departments for technical advisement on public water protection and/or contamination issues, including protection of sand and gravel aquifers.

Existing and future ordinances shall be reviewed by the Planning Board to ensure proper regulations exist to adequately protect these resources, such as requiring vegetated, riparian buffers adjacent to streams, and larger than mandated setback for activities in the Shoreland Zone.

Town staff shall provide residents with educational materials about point source and nonpoint source pollution.

The Board of Selectmen and Planning Board will delineate resource protection shoreland zones around MDIFW identified waterfowl and wading bird habitats when the shoreland zoning map is next updated.

**Responsibility:** Board of Selectmen, Planning Board, CEO, Water and Sewer Departments, and Town Manager

**Time Frame:** within two years

**4. Policy:** The Town shall encourage sound environmental practices.

#### **Implementation Strategies**

The Board of Selectmen shall provide residents and developers with educational materials on how to protect the Town's natural resources and encourage the use of DEP recognized Best Management Practices.

The Board of Selectmen, or their designee(s), shall adopt a local hazard mitigation plan, which prevents inappropriate development in natural hazard areas, specifically the identified flood areas.

**Responsibility:** Board of Selectmen, Town Staff

**Time Frame:** within two years

**5. Policy:** The Town shall identify ways in which Brownville's natural resources contribute/can contribute to the Town's economy.

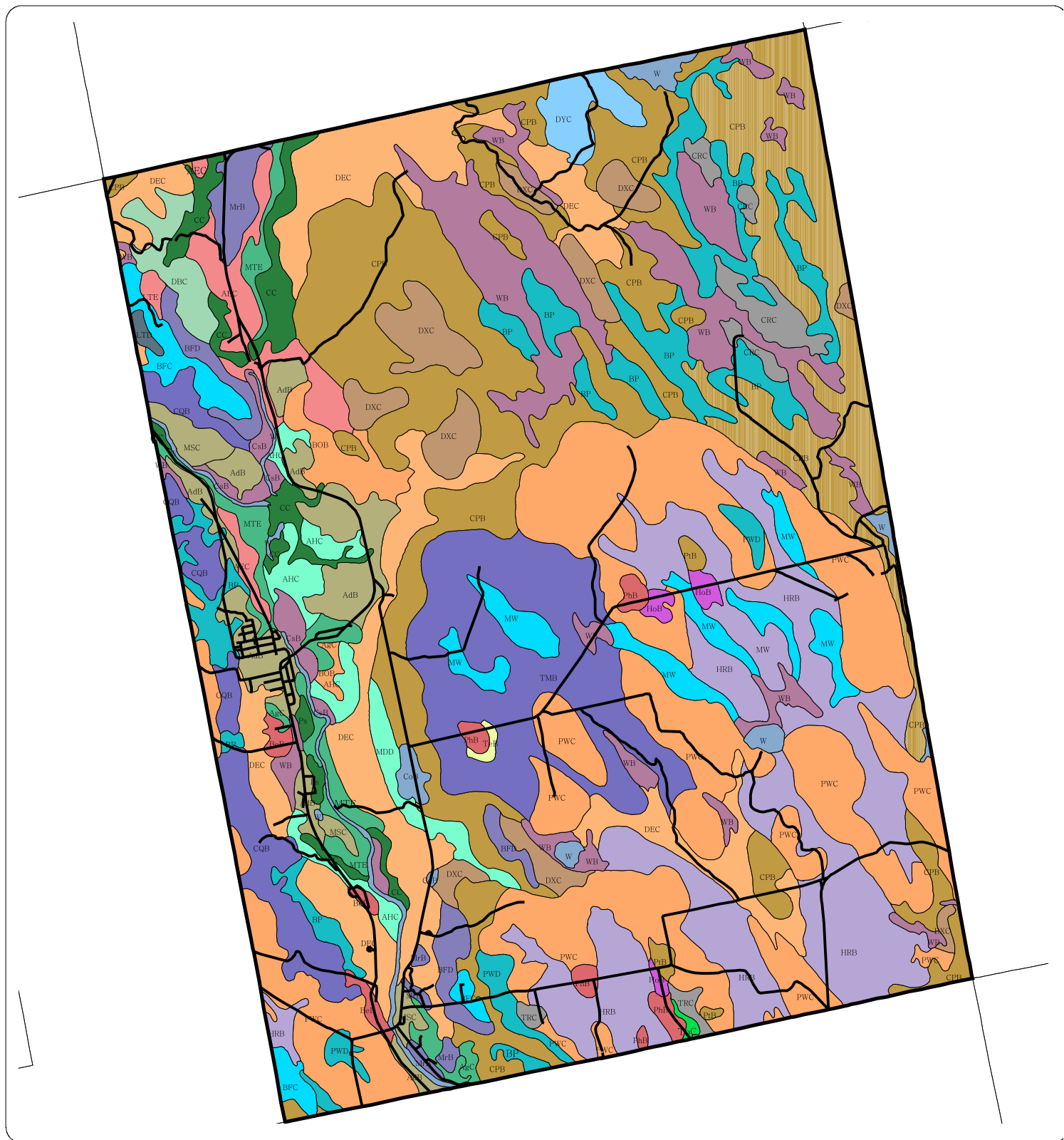
#### **Implementation Strategies**

The Board of Selectmen shall seek funding to study the current impact of natural resource based industries (i.e., forestry, agriculture) on the Town's economy.

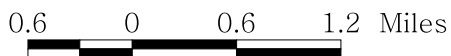
**Responsibility:** Board of Selectmen

**Time Frame:** within two years

# Town of Brownville Soil Types



See Appendix B for a description of soil types

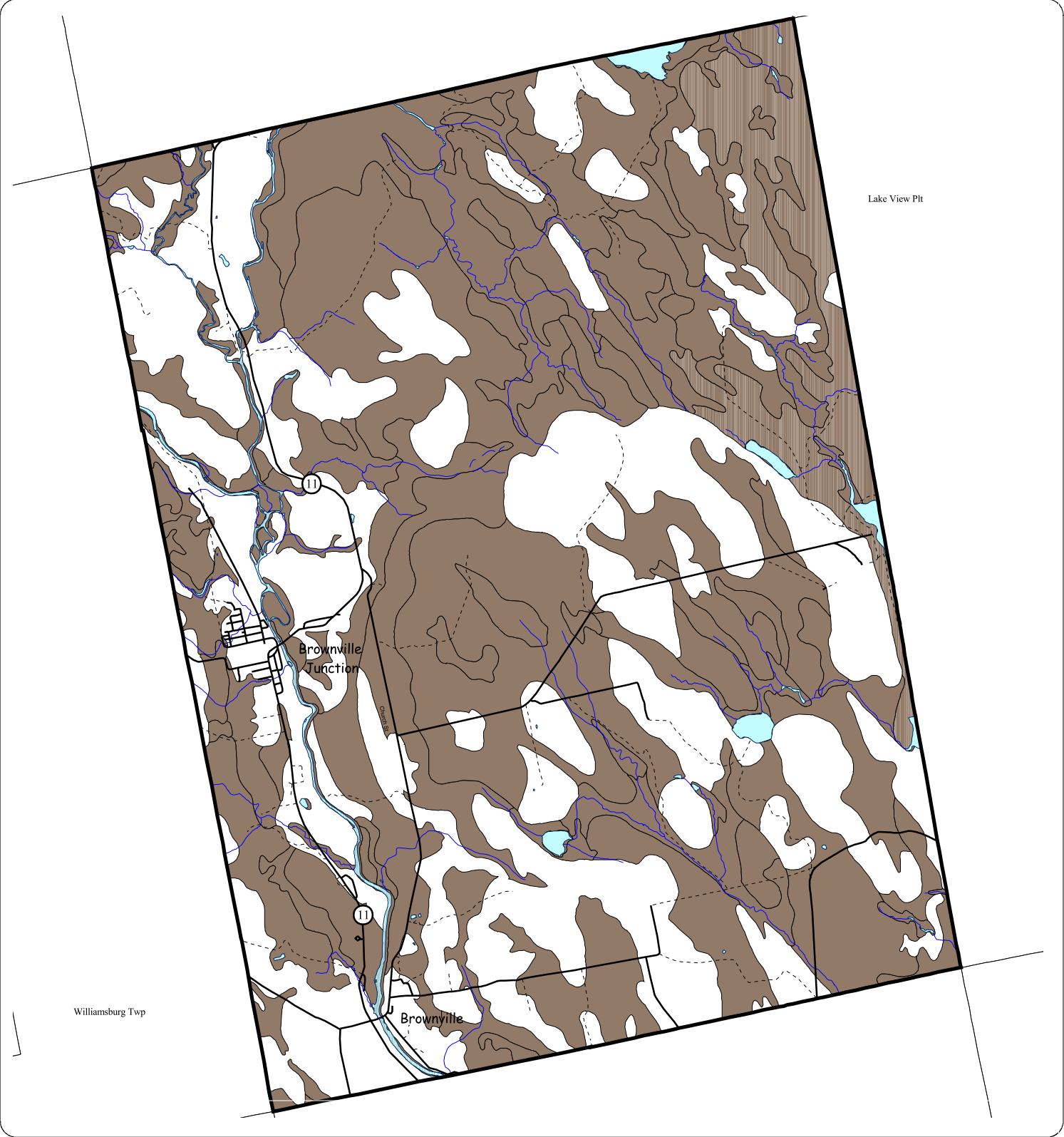


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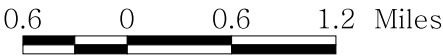
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# Town of Brownville Hydric Soil Areas



LEGEND

 Hydric Soils

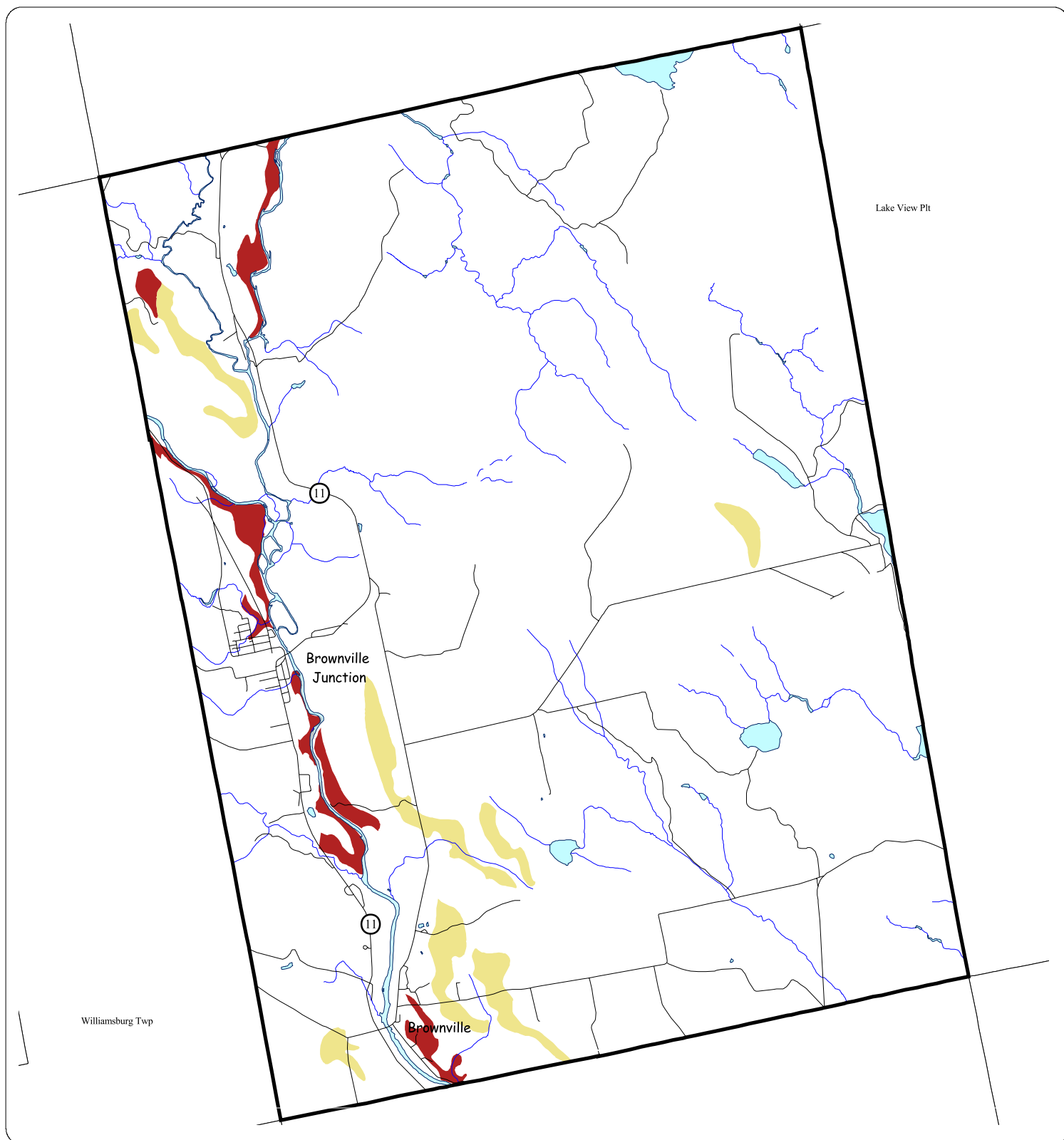


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# Town of Brownville Soils Slopes



## LEGEND

- Moderately Steep Slopes
- Steep Slopes

0.6 0 0.6 1.2 Miles

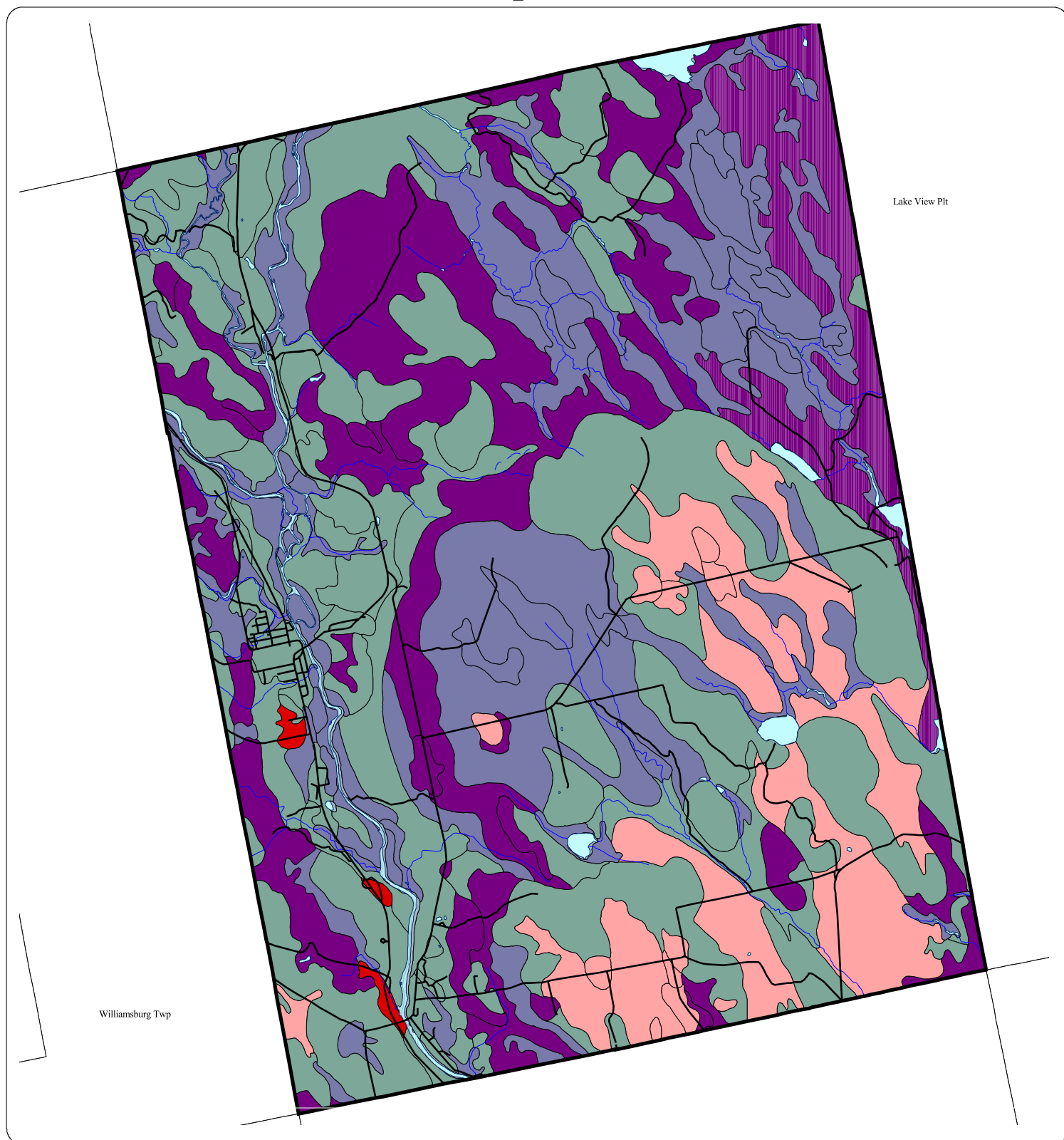


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# Town of Brownville Soils Development Potential



## LEGEND

- |  |  |
|--|--|
| <span style="color: red;">■</span> Very High | <span style="color: purple;">■</span> Low    |
| <span style="color: pink;">■</span> High     | <span style="color: blue;">■</span> Very Low |
| <span style="color: green;">■</span> Medium  | <span style="color: cyan;">■</span> Water    |

0.6 0 0.6 1.2 Miles

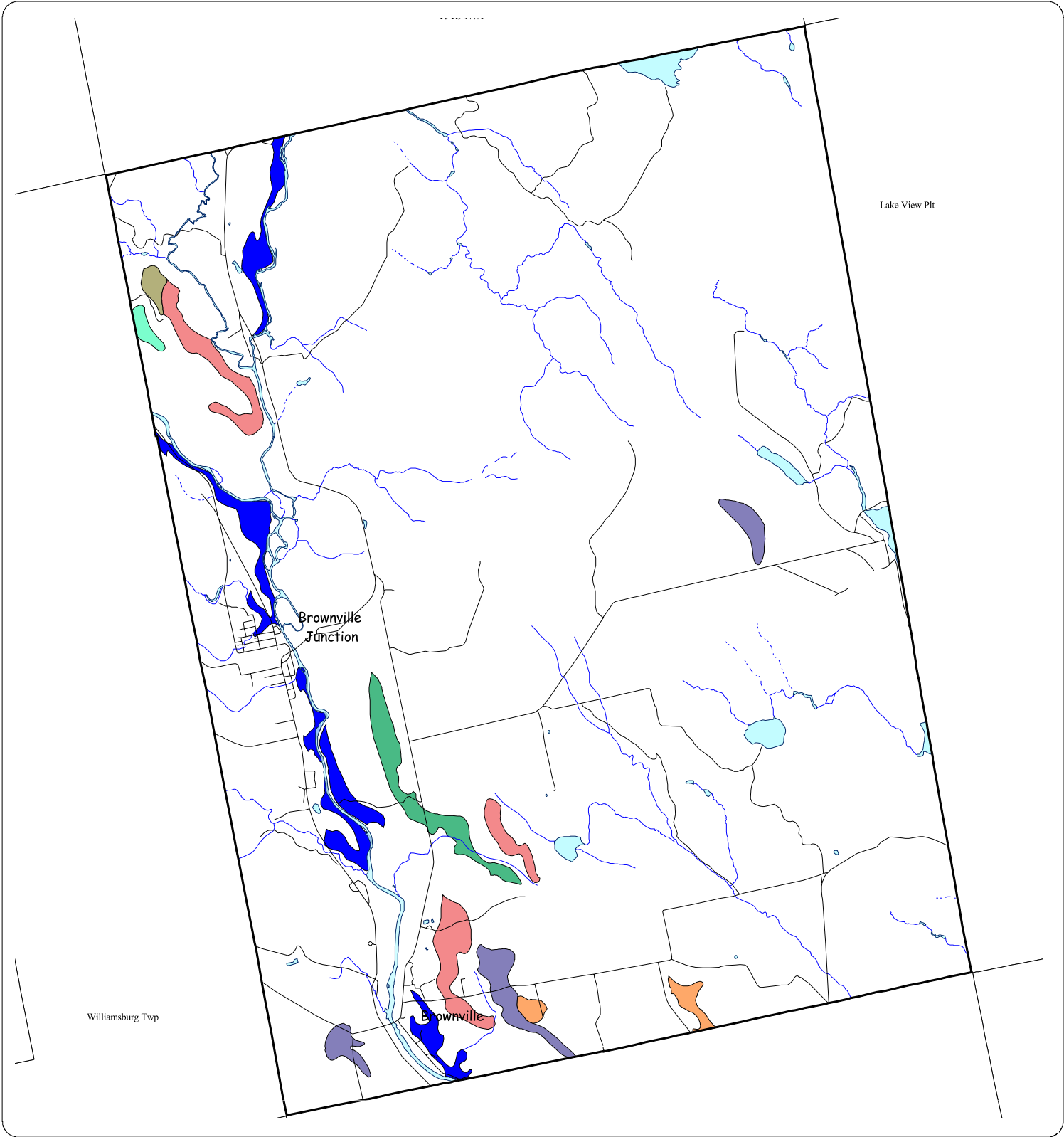


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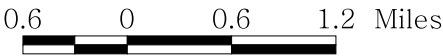
# Town of Brownville Erodible Soils



LEGEND

- |  |   |
|--|---|
|  BFD |  MTE |
|  LTD |  PWD |
|  LTE |  TRC |
|  MDD |   |

see Appendix B for soil descriptions

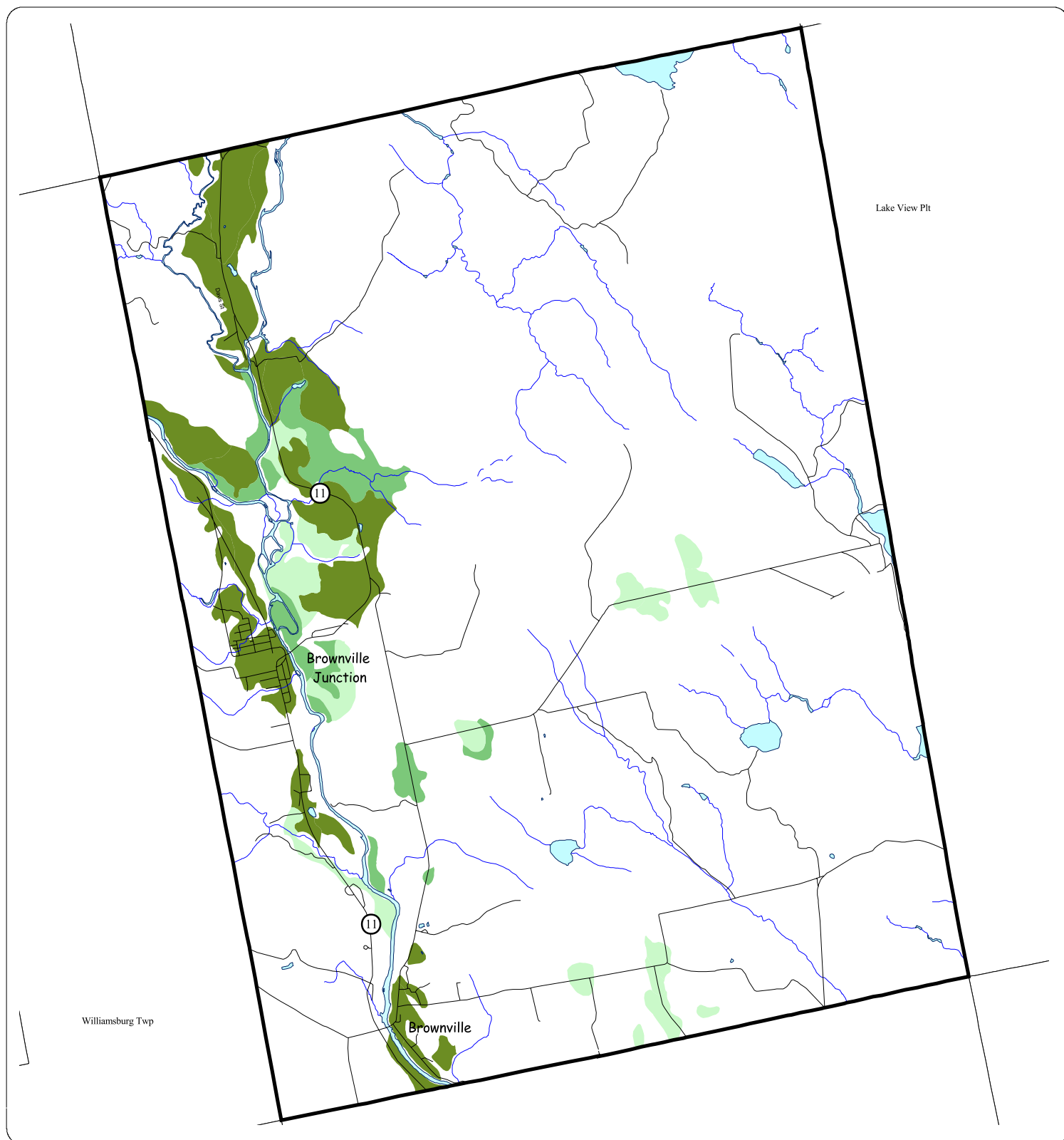


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# Town of Brownville Prime Farmland Soils



## LEGEND

- All areas are prime
- Only drained areas are prime
- Only irrigated areas are prime

0.6 0 0.6 1.2 Miles

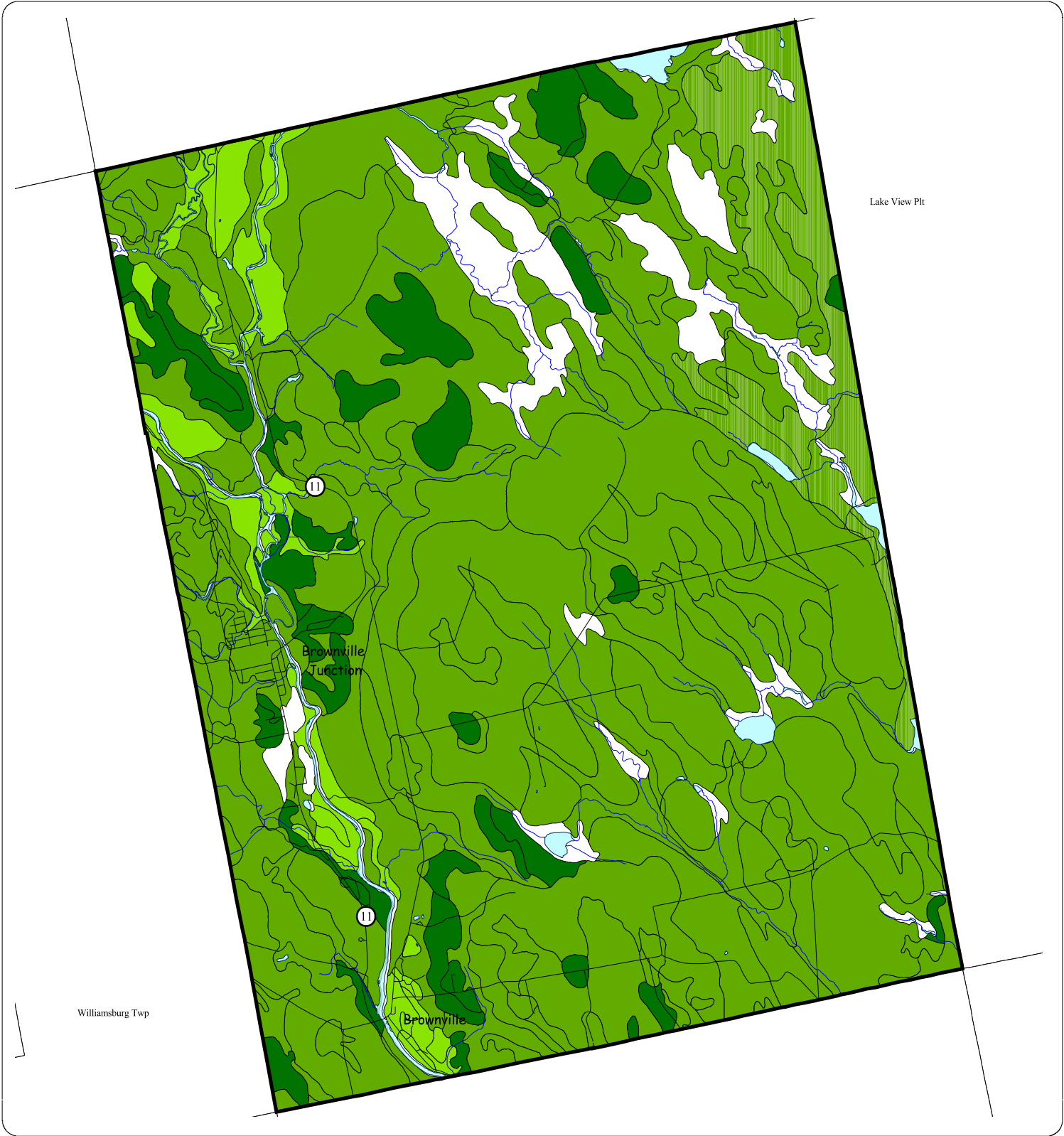


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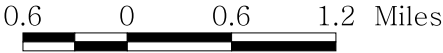
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# Town of Brownville Prime Forestland




## LEGEND

- Very High Productivity
- High Productivity
- Medium Productivity

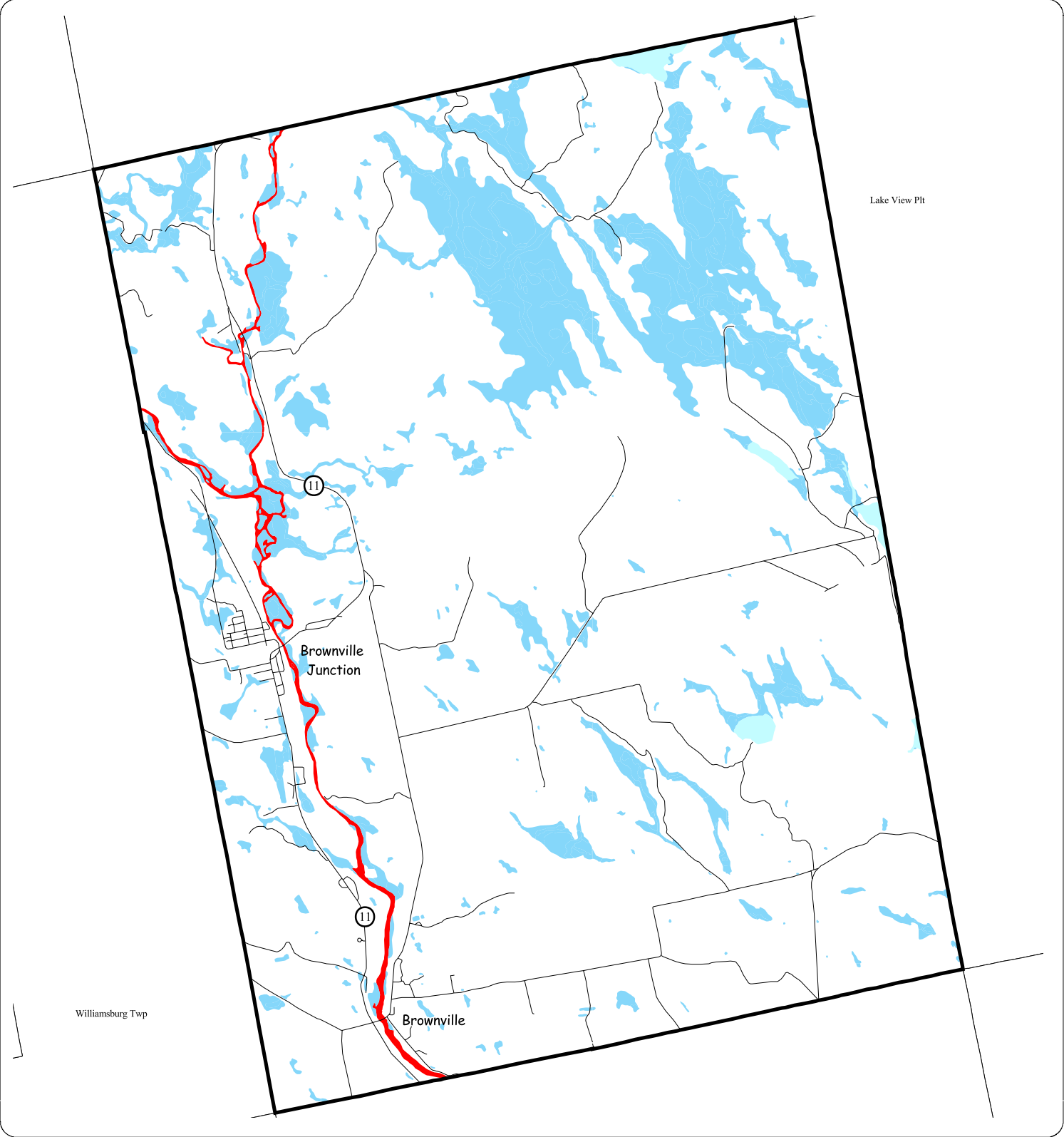







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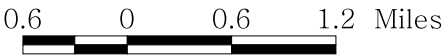



# Town of Brownville Wetlands




LEGEND

-  Lacustrine Wetland
-  Palustrine Wetland
-  Riverine Wetland



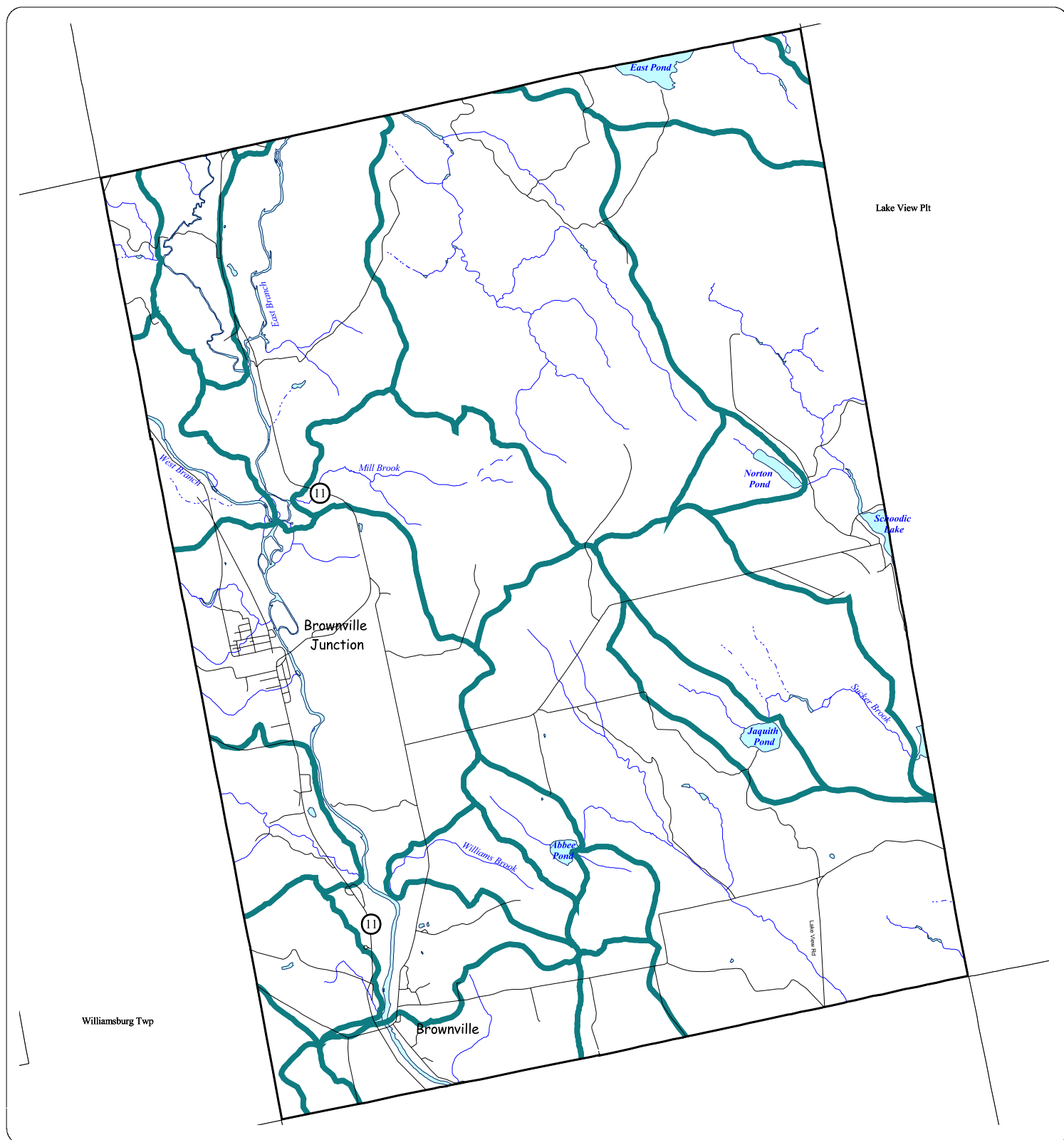


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# Town of Brownville Watersheds



## LEGEND

- Drainage Divide
- Perennial Stream
- Intermittent Stream
- Pond
- River

0.6 0 0.6 1.2 Miles

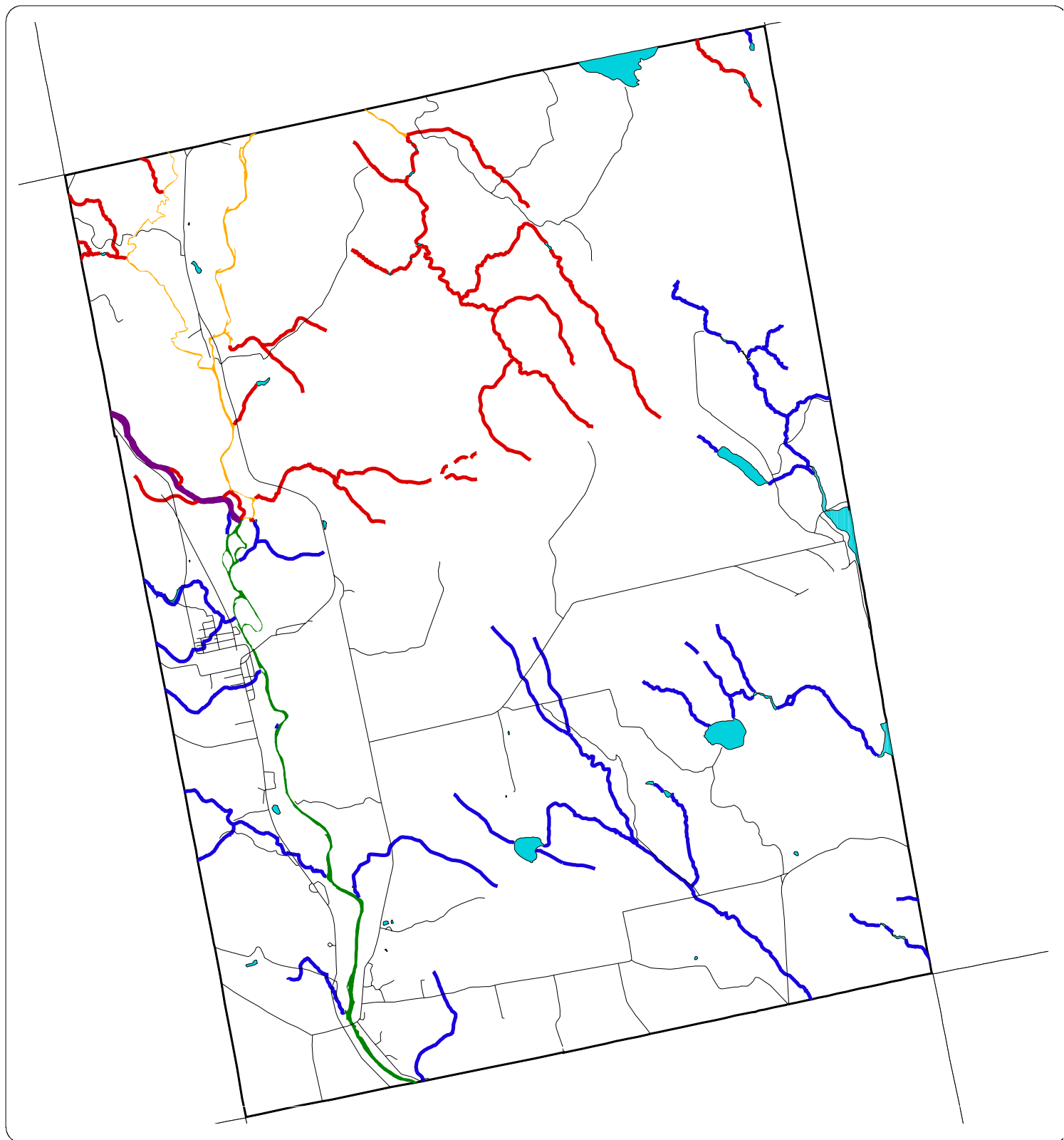


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# Town of Brownville Water Quality Classifications



## LEGEND

### River Classifications



### Stream Classifications



0.6 0 0.6 1.2 Miles

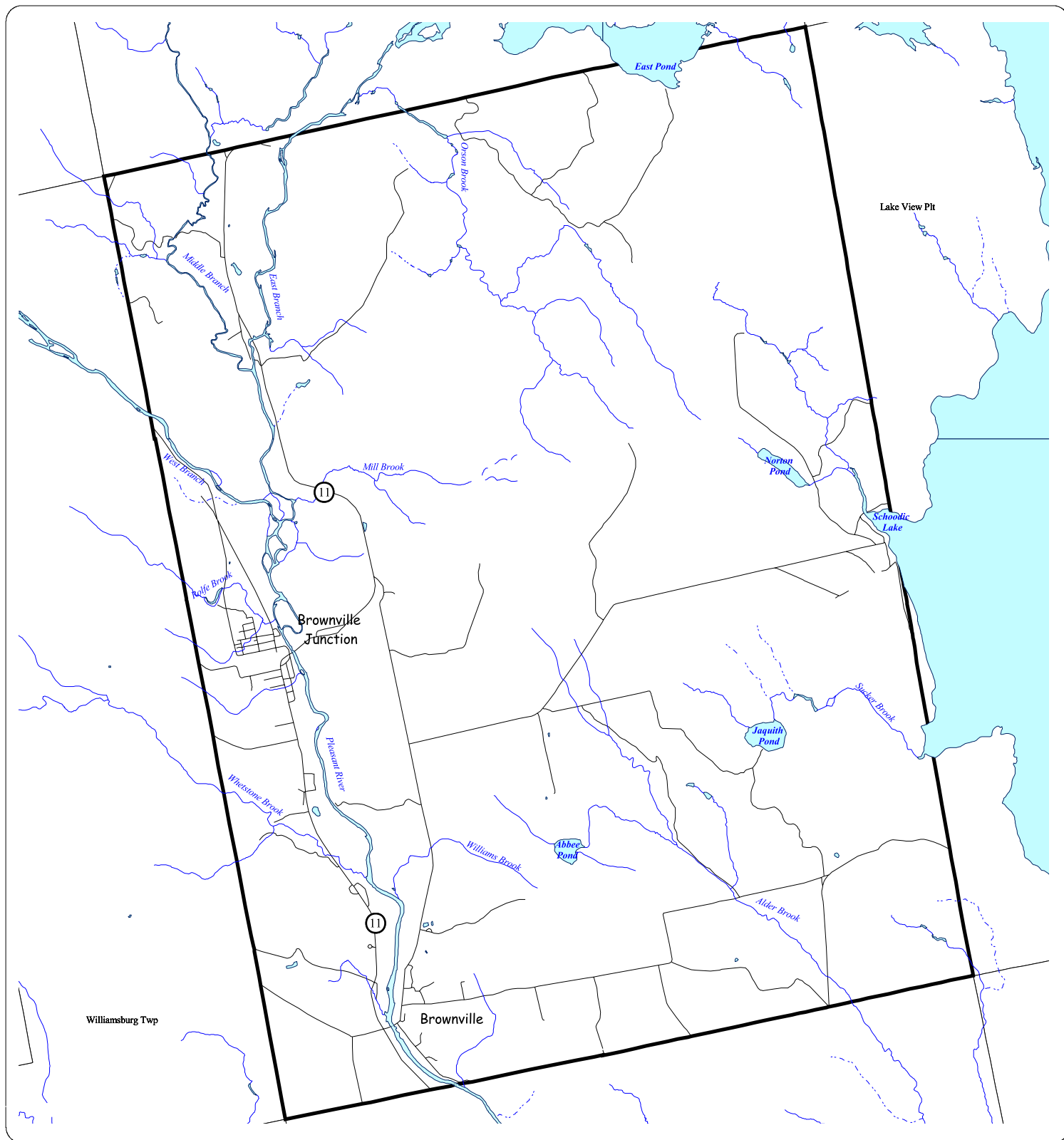


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# Town of Brownville Great Ponds



## LEGEND

-  Perennial Stream
-  Intermittent Stream
-  Ponds
-  Rivers

0.6 0 0.6 1.2 Miles

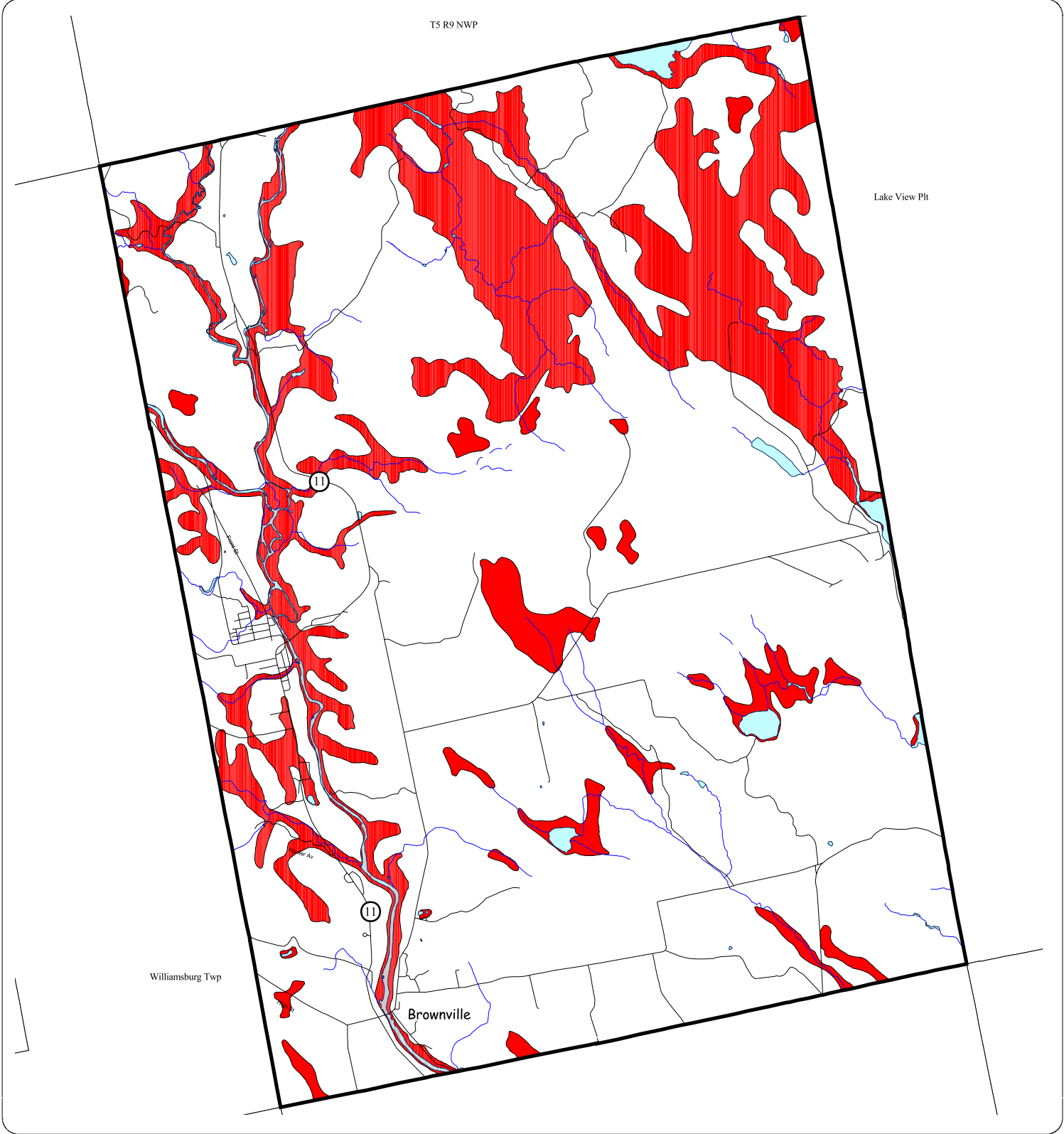



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Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)



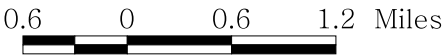
See disclaimer on page A-4 of this plan


# Town of Brownville Floodplains




LEGEND

 Flood Zone A

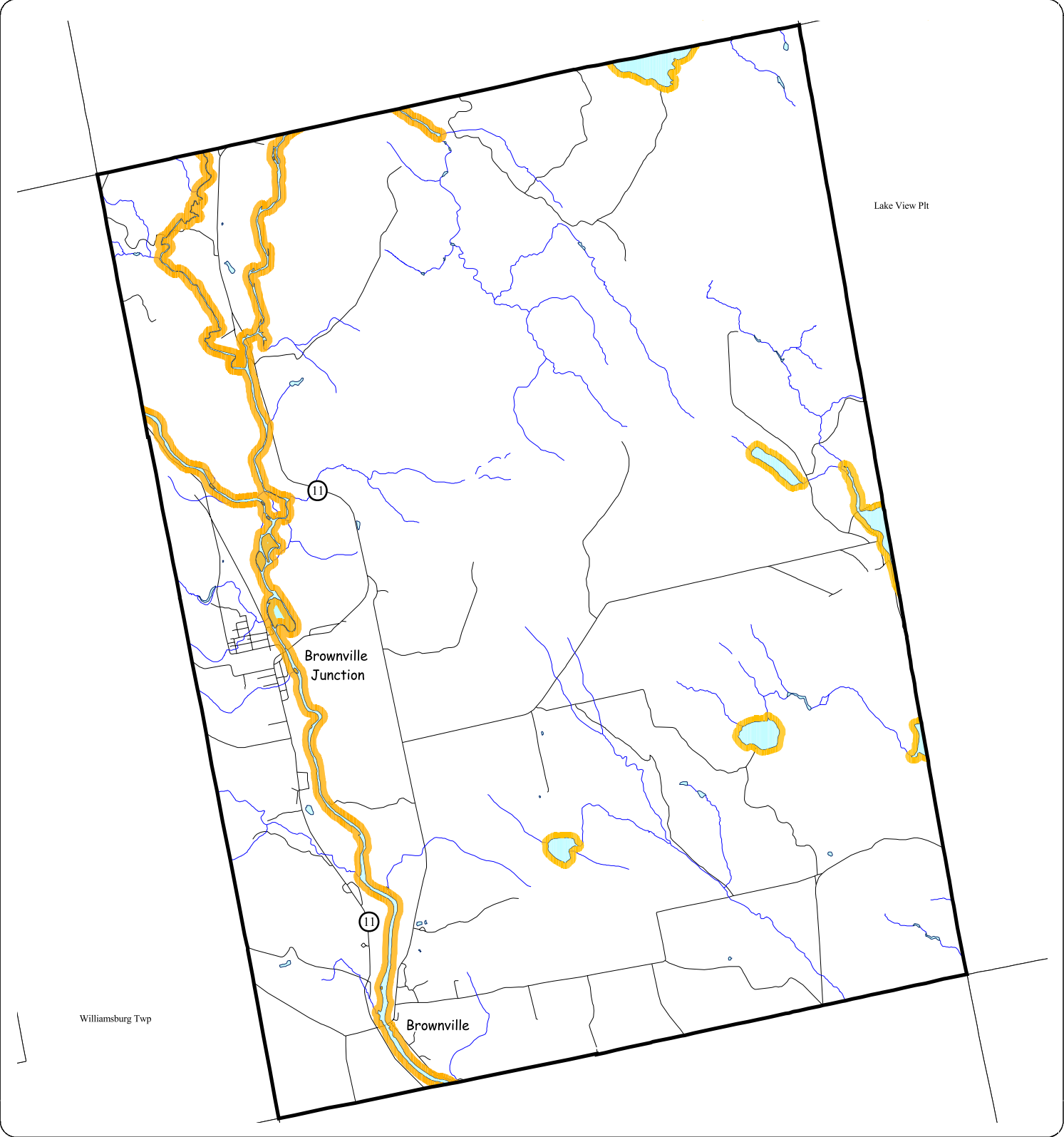




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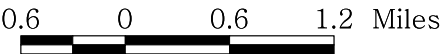


# Town of Brownville Shoreland Zoning



## LEGEND

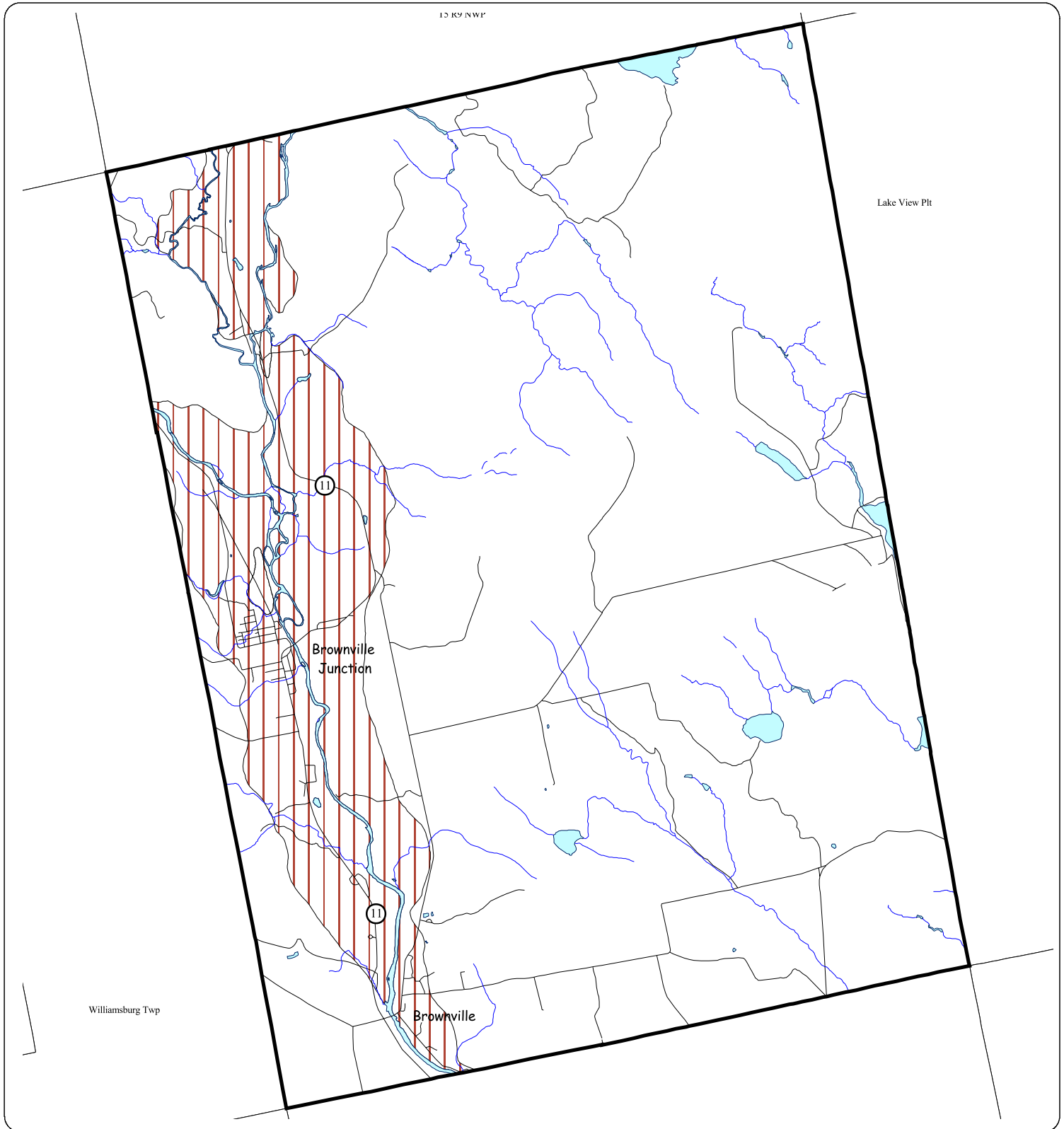
- River Shoreland Zoning
- Pond Shoreland Zoning
- Rivers
- Ponds
- Streams



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# Town of Brownville Sand and Gravel Aquifer



## LEGEND

 Aquifers

0.6 0 0.6 1.2 Miles  


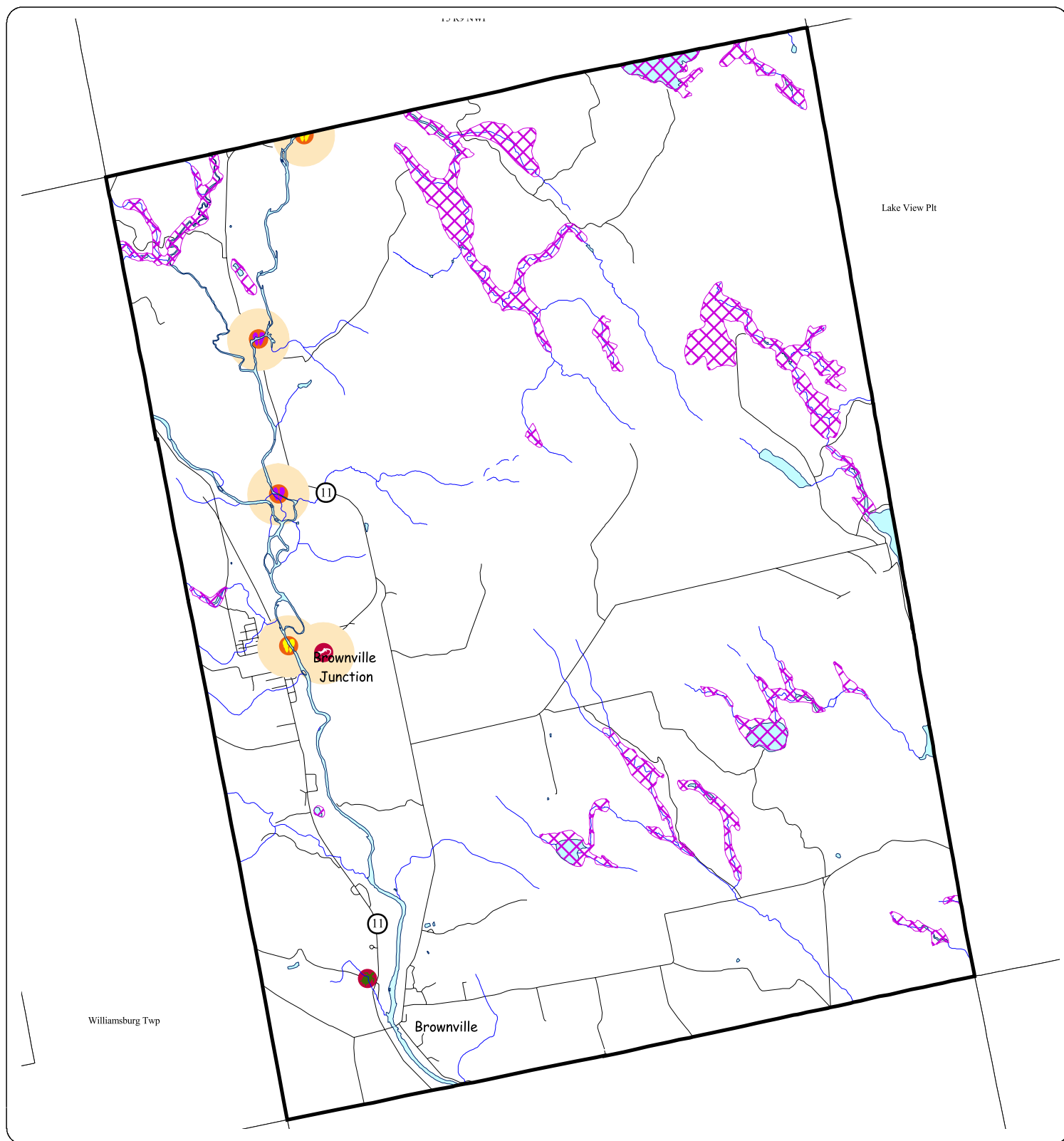
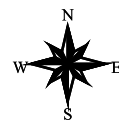


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See disclaimer on page A-4 of this plan

# Town of Brownville Candidate Significant Wildlife Habitats and Rare, Threatened and Endangered Species Occurrences



## LEGEND

- |  |                         |   |                                  |
|--|-------------------------|---|----------------------------------|
|  | Brook Floater           |  | Habitat Buffer Area              |
|  | Creeper                 |  | Inland Wading Bird and Waterfowl |
|  | Eastern Box Turtle      |   |                                  |
|  | Extra-Striped Snaketail |   |                                  |
|  | Wood Turtle             |   |                                  |

0.6 0 0.6 1.2 Miles



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# Town of Brownville Rare Botanical Features



T5 R9 NWP

Lake View Plt

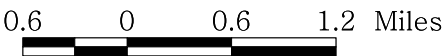
Brownville  
Junction

Brownville

Williamsburg Twp

## LEGEND

 Unpatterned Fen Ecosystem



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**STATE GOAL**

*To plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.*

**INTRODUCTION**

The primary funding source for municipal government is through property tax revenues. In order for a municipality to maintain a consistent mil rate year to year, town government must operate in a manner that is fiscally responsible. Large fluctuations in the tax rate can cause public outcry and can also discourage economic development. Stable municipal finances are the fundamental responsibility of town government, although the priorities change from one election year to another. It is important for Brownville to diligently handle all yearly expenditures while concurrently planning for the Town's long-term objectives. As is the case with any business, the physical assets of Brownville must be properly maintained through capital reserve accounts to protect the Town's continued economic health.

The poor status of the State's economy has added a great deal of pressure on the municipal budget. The downturn in the economy pushes the Town from three distinct areas – decreasing revenues, increasing costs of providing services and increasing hardship on citizens' ability to pay their property taxes. During the last year, the Town has tried to provide services and develop a longer-range plan that acknowledges ever-increasing pressures while maintaining the core community identity.

**ASSESSED VALUE**

The basis of a municipality's fiscal health is its assessed property valuation: The greater the valuation, the lower the tax rate needed to raise a given sum of money. Municipalities and the State both track property valuation. The local, or municipal, valuation is determined by the local tax assessor and reflects actual market values only in the years in which a municipality conducts a revaluation and upgrades values to 100% of market value. The State of Maine recommends that a Town should be revalued at least once in every ten-year period. Furthermore, the State requires a Community to perform a revaluation if the assessment ratio falls below 70 percent of the market value. Brownville's current state certified assessment ratio is reported as 100% of market value. The Town of Brownville's last valuation was completed in 1989 by Hamlin Associates. Although it has been more than ten years since the last town-wide valuation, the Town assessment ratio is around 100% annually and there are no large-scale problems with the assessment. Hence, during these tough economic times, the Town has decided not to make plans for a town-wide revaluation.

In 2002, Brownville had 26,730 acres of taxable land as reported on the Municipal Valuation Return. The municipal valuation has not had dramatic fluctuations in the last five years. From 1998 to 2002, the total valuation for the Town increased by approximately 4.6 percent. Table J-1 shows the Town of Brownville's municipal valuation for the last five years.

Table J-1

TOWN OF BROWNVILLE MUNICIPAL VALUATION					
	2002	2001	2000	1999	1998
Certification Ratio	100%	100%	100%	100%	100%
Total Land	\$10,773,480	\$10,751,670	\$10,829,540	\$11,002,800	\$10,238,790
Total Building	21,317,790	\$21,003,770	\$20,700,930	\$20,407,120	\$20,452,590
Total Real Property	\$32,091,270	\$31,755,440	\$31,530,470	\$31,409,920	\$30,691,380
Production Machinery and Equipment	\$241,190	--	\$226,300	\$205,380	\$214,060
Business Equipment	1,670	--	\$1,140	\$1,140	\$1,140
Other Personal Property	--	\$232,190	--	--	--
Total Personal Property	\$242,860	\$232,190	\$227,440	\$206,520	\$215,200
Total Real and Personal Property	\$32,334,130	\$31,987,630	\$31,757,910	\$31,616,440	\$30,906,580

Source: Maine Revenue Services Property Tax Division Municipal Valuation Return Statistical Summary  
Town of Brownville Annual Reports

## STATE VALUATION

The State of Maine also places a total valuation on the town. This value is known as the State Valuation. Every year all arms-length sales that have occurred in each community are reviewed by the Maine Revenue Services Property Tax Division. An arms-length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances (examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions). These sales are compared to the Town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The State's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay. In 2002, the Town paid \$48,773 for Piscataquis County tax as reported by the Assessor. Although, the Town of Brownville's State valuation fluctuates from year to year, sometimes increasing, sometimes decreasing, for the five-year period from 1998 to 2002, the Town's State valuation increased a total of .9375 percent. The table below shows the Town of Brownville's State Valuation for the last five years.

Table J-2

TOWN OF BROWNVILLE STATE VALUATION				
2002	2001	2000	1999	1998
\$32,300,000	\$32,950,000	\$31,750,000	\$32,500,000	\$32,000,000

Source: Maine Revenue Services Property Tax Division Municipal Valuation Return Statistical Summary



**REVENUE SHARING**

Through April 2003, the State Treasurer will take 5.1% of all sales, corporate, and individual income tax revenue and send it to the 493 municipalities in Maine. Beginning in May 2003, the percentage of these tax revenues shared will increase to 5.2%. The sharing of these broadbased tax revenues with towns and cities helps reduce the property tax burden and makes Maine's tax system more fair. Each municipality is given an account. The amount credited to the account is distributed on the basis of a formula, which multiplies each municipality's population by its total property tax assessment and then divides by its state valuation. The result is compared to results from other municipalities and a percentage is determined for each. These percentages represent each municipality's proportional share of the statewide distribution.<sup>1</sup>

In June of each year annual estimates are prepared by the Treasurer's Office and provided to the Maine Municipal Association, who distributes them to the municipalities. In the year that ended on June 30, 2002 the State Treasurer distributed \$100,573,000 in Rev I dollars, of which .119 percent or \$30,529 was distributed to the Town of Brownville. It is expected that by June 30, 2003 approximately \$102 million dollars will be distributed statewide. It is projected by the Maine Municipal Association that the Town of Brownville will receive \$122,045 of that distribution.

Since the State of Maine provides one of Brownville's largest revenue sources, the Town has truly felt the impact of the State's cost cutting measures. In the 2002 annual report, the Town Manager states that Brownville was directly impacted through a loss of approximately \$23,000 of Municipal Revenue Sharing funds.

**EXEMPTIONS**

Maine State law provides for tax exemptions for certain properties. The table below lists exemptions reported by the Town of Brownville. Since exemptions are established by statute, the Town is required to grant all applicable exemptions. The State will reimburse the municipality for a portion of all exemptions or credits that were enacted after April 1, 1978. However, in many communities the number of exempt properties is increasing which decreases the municipal tax base. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.<sup>2</sup>

Table J-3 shows the Town of Brownville's reported exemptions for the five-year period from 1998 to 2002. The large quasi-municipal organization exemption in 1998 is a result of the Town of Brownville absorbing the Water District.

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<sup>1</sup> Information comes from the *Maine State Treasurer* – [www.maine.gov/treasurer/revenue.htm](http://www.maine.gov/treasurer/revenue.htm)

<sup>2</sup> For more information on exemptions and reimbursement, see Title 36 of the *Maine Revised Statutes Annotated*.

Table J-3

TOWN OF BROWNVILLE REPORTED EXEMPTIONS					
	2002	2001	2000	1999	1998
Churches/Parsonages	\$521,180	\$521,180	\$521,180	\$521,180	\$484,690
Fraternal Organizations		\$121,010	\$121,010	\$121,010	\$121,000
Veteran Exemptions *	539,790	\$534,000	\$552,790	\$537,000	\$517,000
Blind Exemptions	8,000	\$8,000	\$8,000	\$8,000	\$8,000
Private Airports	12,000	\$12,000	\$12,000	\$12,000	\$12,000
Quasi Municipal Organizations					\$2,927,950
State of Maine	58,540	\$58,540	\$58,540	\$58,540	\$58,550
Municipal Corporations	1,413,850	\$1,413,850	\$1,211,510	\$1,431,290	\$1,500,100
Veteran Organizations	80,880	\$80,880	\$80,880	\$80,880	\$80,880
<b>Total Exemptions</b>	<b>\$2,694,240*</b>	\$2,749,460	\$2,565,910	\$2,769,900	\$5,710,170

TOWN OF BROWNVILLE * VETERANS RECEIVING EXEMPTIONS					
	2002	2001	2000	1999	1998
WWI	1	1	1	0	1
WWII/Korean/Vietnam/Persian Gulf	90	85	89	87	84
WWII- Non Resident	17	19	19	20	18
Total Veteran Exemptions	108	105	109	107	103

Source: Municipal Valuation Return

\* Town Tax Assessor, Hamlin Associates, indicates discrepancy in total due to value of \$60,000 for exempt parsonages.

In addition to the exemptions listed in the table above, the State of Maine provides property owners exemption as incentive to provide affordable lifestyles and preserve the rural character and maintain the natural beauty and habitat of our state. The following outline those additional exemptions.

### ***Farm and Open Space Tax Law***

M.R.S.A Title 36 Chapter 105 Subchapter 10 defines the purpose of the Farm and Open Space Tax Law as “It is declared that it is in the public interest to encourage the preservation of farmland and open space land in order to maintain a readily available source of food and farm products close to the metropolitan areas of the State to conserve the State’s natural resources and to provide for the welfare and happiness of the inhabitants of the State, that it is in the public interest to prevent the forced conversion of farmland and open space land to more intensive uses as the result of economic pressures caused by the assessment thereof for purposes of property taxation at values incompatible with their preservation as such farmland and open space land, and that the necessity in the public interest of the enactment of this subchapter is a matter of legislative determination.”

This law allows for municipal assessors to adjust the 100% valuations per acre for farmland by whatever ratio or percentage of current just value is then being applied to other property within the municipality to obtain the assessed values. For any tax year, the classified farmland value must reflect only the current use value for farm or open space purposes and may not include any increment of value reflecting development pressure. Commencing April 1, 1978, land in the

organized areas subject to taxation under this subchapter must be taxed at the property tax rate applicable to other property in the municipality, which rate must be applied to the assessed values so determined. There is no property in the Town of Brownville currently enrolled in the Farm and Open Space Tax program.

### ***Tree Growth Tax Law***

M.R.S.A Title 36 Chapter 105 Subchapter 2-A defines the purpose of the Tree Growth Tax Law “...to tax all forest lands according to their productivity and thereby to encourage their operation on a sustained yield basis...” The law is in response to the notion that the public interest of the State would be best served by encouraging forest landowners to retain and improve their holdings of forest lands upon the tax rolls of the State. The goal of this law is to promote better forest management and protect the economic and recreational viability of this land.

Participation is voluntarily and not mandated; however, participation requires “the unanimous consent of all owners of an interest in a parcel, except for the State, which is not subject to taxation ...” Furthermore, if land is withdrawn from the program, penalties will be assessed to the land owner. To participate in the program a property owner of a parcel containing forestland (no less than ten acres) enrolls by filing with the local assessor. For purposes of the program, a parcel is “deemed to include a unit of real estate, notwithstanding that it is divided by a road, way, railroad or pipeline, or by a municipal or county line.” A parcel of land used primarily for growth of trees to be harvested for commercial use shall be taxed according to the requirements of M.R.S.A. Title 36 Chapter 105 §574-B.

Table J-4 below shows the number of parcels, acres, type of wood, total valuation and any penalties assessed of all land in the Town enrolled in the tree growth tax program. In 1998, three parcels were withdrawn from the program consisting of 278 acres. Penalties assessed on these parcels equaled \$7,360. In 1999, two parcels equaling 34 acres were withdrawn from the program. Penalties assessed in 1999 equaled \$1,874. In 2000, another 29 acres were withdrawn at a penalty of \$5,125. In 2002, Brownville’s assessor reported 16,796 acres of land classified under the tree growth tax law, with a total value of \$2,106,850. The State reimbursed \$20,980 to the Town for this exemption. Town reports receiving a 42 percent reimbursement rate from the State of Maine. Maine Municipal Organization is working on behalf of communities to get reimbursement rates where they should be.

Table J-4

TOWN OF BROWNVILLE LAND IN TREE GROWTH					
	2002	2001	2000	1999	1998
Acres	16,796	16,707	16,662	16,579	16,822
Softwood	5,134	5,158	4,964	5,031	4,945
Mixed	7,202	7,172	7,247	8,958	8,901
Hardwood	4,460	4,377	4,451	2,590	2,976
Number of Parcels	124	124	124	124	126
Total Valuation	\$2,106,850	\$2,129,011	\$2,258,935	\$2,504,380	\$2,638,494
Penalties Assessed	--	--	\$5,125	\$1,874	\$7,360

Source: Maine Revenue Services Property Tax Division Municipal Valuation Return Statistical Summary

### ***Homestead Exemption***

The estate up to the just value of \$7,000 of the homestead of a permanent resident of the State of Maine who has owned a homestead in the State for the preceding 12 months is exempt from taxation except for assessments for special benefits. In determining the local assessed value of the exemption, the assessor multiplies the amount of the exemption by the ratio of current just value upon which the assessment is based.

The municipal assessor will annually evaluate the eligibility of property for which a homestead exemption has been approved. The evaluation is based on the status of the property on April 1 of the year in which the homestead exemption is based. If the assessor determines that the property is no longer entitled to an exemption under State law, the assessor will notify the owner that the property is no longer entitled to an exemption. In 2002, the Town of Brownville received \$72,075 in reimbursement from the State for homestead exemptions. The table below shows the Town's homestead exemptions from 1998 to 2002.

Table J-5

TOWN OF BROWNVILLE HOMESTEAD EXEMPTIONS					
	2002	2001	2000	1999	1998
Homestead Valuation	\$3,095,160	\$3,063,750	\$3,123,670	\$3,128,980	\$2,927,950
Number of Homestead Exemptions	443	439	449	450	421

Source: Maine Revenue Services Property Tax Division Municipal Valuation Return Statistical Summary  
Town of Brownville Annual Reports

### **MIL RATE**

After the Town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the Town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the Town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total

appropriation is then divided by the total taxable or assessed valuation of the Town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand of valuation, or in decimal form, commonly referred to as the mil rate. As shown in the Table below, the Town of Brownville's tax rate has increased from 20.4 mils to 23.28 mils or 14.1 percent from 1998 to 2002.

Table J-6

**TOWN OF BROWNVILLE  
MUNICIPAL COMMITMENT, TAX RATE AND VALUATION**

	2002	2001	2000	1999	1998
Commitment	\$752,738	\$690,932	\$654,213	\$651,299	\$649,040
Tax Rate	0.02328	0.0216	0.02245	0.0206	0.0204
Municipal Valuation	\$35,429,290	\$31,987,630	\$31,757,910	\$31,616,440	\$31,815,700

Source: *Maine Revenue Services Property Tax Division Municipal Valuation Return Statistical Summary*  
*Town of Brownville Annual Reports*

## **OVERLAY**

The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during the tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or tax commitment. In 2002, Brownville's tax assessor reported an overlay of \$14,659 or approximately 1.24 percent of the Town's total appropriations.

## **TAX BURDEN**

The tax rate indicates the rate, measured in mils (one mil equals one-thousandth) at which the base is taxed in order to raise required revenues. The higher the rate, the greater the effort or burden that is being placed on the community-wide tax base. Two measures are used to illustrate the tax burden on the taxpayer level: tax paid on a median valued home and tax paid on a median valued home as a percent of the median household income. Table J-7 indicates the local taxpayer burden in the Town of Brownville for 2002. Table J-8 compares Brownville tax burdens to surrounding communities of Milo and Lake View Plantation using 2001 mil rates.

Table J-7

TOWN OF BROWNVILLE 2002 TAXPAYER BURDEN		
Tax Rate		0.02328
Median Home Value	\$47,100	
Property Tax on Median Home Value		\$1,097
Median Household Income	\$28,167	
Property Tax as Percent of Median Household Income		3.895%

Source: *U.S. Census Bureau*  
*Town of Brownville Local Annual Reports*

Table J-8

2001 TAXPAYER BURDEN COMPARISONS						
	Brownville		Milo		Lake View Plt	
Tax Rate		0.0216		0.0239		0.00227
Median Home Value	\$47,100		\$46,900		\$102,800	
Property Tax on Median Home Value		\$1,017		\$1,120.91		\$233.36
Median Household Income	\$28,167		\$24,432		\$18,125	
Property Tax as Percent of Median Household Income		3.612%		4.588%		1.287%

Source: U.S. Census Bureau - 2000 Census

It is important to recognize that the indicators provided here are not the only means of analyzing property tax burdens or municipal fiscal conditions. Other financial indicators are excluded from this presentation, including data regarding types and amounts of various municipal expenditures and data regarding the compositions of the property tax base. As is the case with any statistical analysis that uses median values for comparative purposes, special circumstances may make the data less reliable for certain municipalities.

Examples of such special circumstances include municipalities with tax bases that are disproportionately composed of one or several highly valued properties; disproportionate levels of rental housing, the value of which is not included in the median household value data; or disproportionate numbers of out-of-state residents, whose income is not included in the median household income data. If these limitations can be kept in mind, the indicators presented here provide a significant step towards analyzing the property tax burden in Maine and its impact on taxpayers and municipalities.

## **MUNICIPAL REVENUES**

Table J-9 shows the Town of Brownville's sources of municipal revenues for 1998 to 2002 as reported in the Town audit. Brownville's total municipal revenues increased approximately 7.91 percent from 1998 to 2002. In 2002, as usual, the majority of the Town's revenues, 78.1 percent, came from taxes. This percentage is slightly higher than that of the year before (74.0 percent). In 2002, the remaining municipal revenues came from intergovernmental revenues (10.6 percent), municipal revenue sharing (10.1 percent), and just about 1.1 percent came from local revenues and the Medical Center fund combined. The 2002 increase in tax revenues can be attributed to the decrease in municipal revenue sharing and local revenues from 2001. Interestingly, local revenues have decreased by 80.2 percent from 1998 to 2002. This decrease is highly affected by the loss of sanitation income, administration income, and the decrease in interest income the Town is receiving.

In 2002, Brownville's top five taxpayers in order from highest to lowest were as follows:

1. Bangor Hydro-Electric Company
2. Brownville Housing Corporation
3. S.P. Forests, LLC
4. W.T. Gardiner
5. Canadian American Railroad

Table J-9

TOWN OF BROWNVILLE STATEMENT OF REVENUES					
	2002	2001	2000	1999	1998
<b>Taxes</b>					
Property	\$714,739	\$643,933	\$650,137	\$653,249	\$639,771
Supplemental Taxes	14,193	29,094	--	--	--
Excise	163,065	162,507	150,489	139,145	136,239
Tax Acquired Property	--	--	--	--	5,699
Interest on Taxes	10,762	10,011	10,252	11,283	12,301
	<u>\$902,759</u>	<u>\$845,545</u>	<u>\$810,878</u>	<u>\$803,677</u>	<u>\$794,010</u>
<b>Intergovernmental Revenues</b>					
Tree Growth Exemption Reimbursement	\$20,980	\$17,000	\$61,427	\$17,000	\$15,000
Road Assistance	27,580	28,012	28,195	26,382	25,592
Veterans Exemption Reimbursement	1,955	1,905	1,915	1,786	1,758
Homestead Exemption Reimbursement	72,075	66,377	37,368	61,515	59,730
	<u>122,590</u>	<u>\$113,294</u>	<u>\$158,905</u>	<u>\$106,683</u>	<u>\$102,080</u>
<b>Local Revenues</b>					
Administration Income	--	--	\$14,327	\$13,644	\$15,353
Fuel Tax Refund	--	\$5,251	--	--	--
Interest Income	\$6,829	18,381	23,406	\$18,066	16,143
Sanitation Income	--	--	--	7,436	17,472
Insurance Reimbursement	211	1,766	--	1,210	2,597
Cable TV	3,861	3,442	3,592	3,586	3,449
	<u>\$10,901</u>	<u>\$28,840</u>	<u>\$41,325</u>	<u>\$43,942</u>	<u>\$55,014</u>
<b>Transfers and Other Revenue Sources</b>					
Note Proceeds	--	--	\$38,872	\$30,000	--
Transfers from Other Funds					
Fire Department Reserve	--	6,902	6,902	88,950	--
Medical Center Fund	\$2,568	8,675	--	--	--
Ludin Trust	--	--	--	908	--
Municipal Revenue Sharing	<u>\$117,000</u>	<u>140,000</u>	<u>133,000</u>	<u>135,000</u>	<u>\$120,000</u>
	<u>\$119,568</u>	<u>\$155,577</u>	<u>\$178,774</u>	<u>\$254,858</u>	<u>\$120,000</u>
<b>Total Revenues</b>	<u>\$1,155,818</u>	<u>\$1,143,256</u>	<u>\$1,189,882</u>	<u>\$1,209,160</u>	<u>\$1,071,104</u>

Source: Town of Brownville Annual Reports 1998-2002 (Audit)

## **MUNICIPAL EXPENDITURES**

Table J-10 shows the Town's expenditures as reported in the Annual Reports from 1998 to 2002. Although Brownville's revenues have increased, the expenditures have also increased, and at a higher percentage. The Town's expenditures have increased by 38.87 percent from 1998 to 2002. It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

With expenditures increasing at much higher rate than revenues, the Town has had to eliminate expenditures that were not critical to the Town's operations. Unfortunately, in 2002 the Town was not able to donate or even pay dues to health and social service organizations that the Town had contributed to in the past. The only health and social service expenditure in 2002 went to the Town's general assistance. The Town's total expenditures for health and social services decreased by 70 percent from 1998 to 2002.

Table J-10

## TOWN OF BROWNVILLE EXPENDITURES

	2002	2001	2000	1999	1998
General Government					
Administration	\$110,689	\$109,022	\$106,257	\$107,467	\$100,095
Insurance	14,846	13,967	15,347	17,422	15,662
Retirement Plan	3,222	--	--	--	--
Employee Benefits	90,185	85,033	78,640	72,027	67,561
	<u>\$218,942</u>	<u>\$208,022</u>	<u>\$200,244</u>	<u>\$196,916</u>	<u>\$183,318</u>
Protection					
Police	\$61,900	\$65,982	\$65,097	\$66,130	\$69,594
Police Cruiser	--	--	--	--	20,217
Public Safety	3194	3,750	--	--	--
Cruiser Video Equipment	--	900	--	--	--
Fire Department	15,746	19,774	14,162	15,384	12,449
Fire Dept. Training	682	735	2,518	408	472
Fire Truck	6,902	6,902	6,902	118,950	--
Hydrant Rental	60,940	60,940	60,940	60,940	25,900
Street Lights	20,000	20,378	18,830	17,487	16,240
Ambulance	3,000	3,000	3,000	3,000	3,000
	<u>\$172,364</u>	<u>\$182,361</u>	<u>\$171,449</u>	<u>\$282,299</u>	<u>\$147,872</u>
Health and Social Services					
General Assistance	\$3,289	\$2,767	\$7,581	\$5,789	\$9,962
Penquis CAP	--	100	175	200	200
Charlotte White Center	--	100	50	50	50
Eastern Area on Aging	--	100	100	100	1,000
Community Health and Counseling	--	100	175	200	200
American Red Cross	--	100	200	200	200
Womancare	--	100	100	100	100
Soil and Water	--	100	100	100	100
Piscataquis Chamber of Commerce	--	--	132	132	--
Maine Publicity Bureau	--	235	--	35	35
	<u>\$3,289</u>	<u>\$3,702</u>	<u>\$8,613</u>	<u>\$6,906</u>	<u>\$10,947</u>
Public Works					
Public Works Department	\$113,371	\$110,097	\$105,689	\$102,440	\$10,973
Paving	168,150	--	--	--	--
Loader Purchase	--	--	38,872	--	--
Sanitation	71,549	72,292	86,135	77,352	88,438
	<u>\$353,070</u>	<u>\$182,389</u>	<u>\$230,696</u>	<u>\$179,792</u>	<u>\$193,411</u>
Cultural and Recreation					
Recreation	\$23,153	\$16,639	\$19,362	\$19,649	\$20,414
Snowmobile Clubs	1,368	1,712	1,652	1,546	14,106
Brownville Free Library	3,700	3,700	3,700	3,700	3,400
	<u>\$38,221</u>	<u>\$22,051</u>	<u>\$24,714</u>	<u>\$24,895</u>	<u>\$37,920</u>
Cemetery					
Cemetery Maintenance	<u>\$8,491</u>	<u>\$11,303</u>	<u>\$9,652</u>	<u>\$8,753</u>	<u>\$8,462</u>
Debt Service					
Truck Note	\$14,001	\$14,841	\$15,515	\$16,186	--
Loader Note	8,675	8,675	8,815	--	--
Medical Center Note	--	5,408	5,851	6,285	\$6,739
	<u>\$22,676</u>	<u>\$29,924</u>	<u>\$30,181</u>	<u>\$22,471</u>	<u>\$6,739</u>



TOWN OF BROWNVILLE EXPENDITURES (cont.)					
	2002	2001	2000	1999	1998
Unclassified					
Animal Control	\$229	\$808	\$1,901	\$131	\$110
Town Owned Property	77,749	16,358	8,235	5,642	965
Memorial Day	448	480	499	484	452
Christmas Decorations	100	93	67	75	71
175 <sup>th</sup> Celebration	--	--	--	5,000	--
Cemetery Project	--	868	--	--	--
CDBG Planning Grant	--	--	2,000	--	--
Comprehensive Plan	8,070	86	--	2,000	--
Main Street Project	812	2,688	--	--	--
911 Road Signs	40	924	189	--	--
Tree and Ledge Removal	--	--	2,500	--	--
Culvert Replacement	--	720	840	--	--
Emergency Surplus	1,250	5,020	--	5,274	--
Knights Landing Project	--	--	7,000	--	--
Knights Landing ROW	13	--	25	--	--
	\$88,751	\$28,045	\$25,290	\$18,607	\$1,598
Assessments					
MSAD #41	\$477,845	\$459,364	\$434,815	\$412,505	\$388,836
Penquis Solid Waste	28,360	26,787	23,290	24,318	--
County Tax	48,773	50,743	43,498	43,030	42,880
Overlay	1,335	31,623	2,359	2,948	1,166
	\$556,313	\$568,517	\$503,962	\$482,801	\$432,882
Transfers to Reserves					
Paving Reserve	\$15,000	\$15,000	\$26,301	\$13,382	\$12,728
Highway Capital Reserve	--	--	--	--	16,764
Fire Department Equipment	12,380	9,973	19,059	12,178	15,601
Fire Department Small Equipment	1,000	800	800	800	800
Administration	1,000	1,000	500	3,000	500
Highway Equipment	--	--	11,107	--	--
Sanitation Truck Reserve	8,370	9,920	11,107	829	4,298
Police	7,000	7,000	7,000	7,000	4,000
	\$44,750	\$43,693	\$75,874	\$37,189	\$54,691
Total Expenditures	\$1,496,867	\$1,279,007	\$1,280,675	\$1,260,629	\$1,077,840

Source: Town of Brownville Annual Reports

## **LONG-TERM DEBT**

The State of Maine imposes a total debt limit of 15 percent, including debt from schools, sewer/drain purposes or energy facilities of a Town's last full state valuation. The Town issues general obligation bonds and notes to provide funds for the acquisition and construction of major capital facilities. General obligation bonds and notes are direct obligations and pledge the full faith and credit of the government. Bonds and notes currently outstanding are as follows:

Table J-11

TOWN OF BROWNVILLE GENERAL LONG-TERM DEBT DECEMBER 31, 2002			
Year of Note	Purpose of Note	Interest Rate	Amount
1999	Fire Truck	4.85%	\$12,859
2000	Loader	5.50%	15,804
Total Long-Term Debt			\$26,663

Source: Town Audit December 31, 2002

Table J-12

TOWN OF BROWNVILLE PROPRIETARY FUNDS DECEMBER 31, 2002			
Year of Note	Purpose of Note	Interest Rate	Amount
1988	Village Water Bond	5.00 – 7.85%	\$26,064
1990	Sewer Bond	5.0%	284,015
1999	Water Bond	4.5%	1,035,490
2000	Water SRF Bond	0%	23,000
2000	Water RUS Bond	4.50%	\$62,422
Total General Obligation Debt			<u>\$1,430,981</u>

Source: Town Audit December 31, 2002

Annual debt requirements to maturity for general obligation bonds and notes, including interest of \$894,620 are as follows:

Table J-13

TOWN OF BROWNVILLE ANNUAL DEBT SERVICE REQUIREMENTS			
Year Ended June 30,	Proprietary Funds	General Long- Term Debt Account Group	Total
2003	\$110,647	\$15,577	\$126,224
2004	106,910	15,360	122,270
2005	106,860		106,860
2006	106,810		106,810
2007	106,330		106,330
Thereafter	1,785,770		1,889,454
Total	<u>\$2,431,377</u>	<u>\$30,937</u>	<u>\$2,354,264</u>

Source: Town Audit December 31, 2002

## **OVERLAPPING DEBT**

Table J-14 shows the Town of Brownville's proportionate share of debt of all local government units that provide services within the Town boundaries, and which must be borne by properties in the Town. These services are provided by the school administrative district (MSAD#4), the County and Penquis Solid Waste District. The Town's share of County debt and Penquis Solid Waste District debt is paid through annual assessments of each.

Table J-14

TOWN OF BROWNVILLE OVERLAPPING DEBT DECEMBER 31, 2002			
	Debt Outstanding	Applicable Percentage	Proportionate Share
MSAD#4	\$260,000	26.1%	\$67,860
Piscataquis County	1,343,315	2.5%	33,583
Penquis Solid Waste District	101,900	32.0%	32,608
Total	<u>\$1,705,215</u>		<u>\$134,051</u>

Source: Town Audit December 31, 2002

**CAPITAL IMPROVEMENT PLAN**

Most communities need more capital improvements than they can afford at one time. The cost of constructing new facilities, and rebuilding old ones, usually has to be spread out over a period of years. In part, capital improvements construction is spread out over time so that the future population, who benefit from the facilities, will help pay for them.

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the fiscal capacity section is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year during the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The longer the useful life of a capital item, the lower the annual provision for its eventual improvement. It is important that capital improvements be financially provided for each fiscal year, minimizing later expense.

For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired. It is safe to assume that requests for improvements will exceed the available dollars. Therefore, setting priorities is a necessity. To be effective, the CIP must be based on well-thought out priorities. A way to determine priorities is to have criteria for evaluating each project and to determine the funds available to pay for these projects as well as their operating and maintenance costs for the later years. The Town has assigned estimated years of purchase to each item.

Projects previously mentioned and identified throughout this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been incorporated into

the following tables. All projects are based on information as of 2002. These figures are rough estimates of anticipated costs and subject to review by the Town's voters.

Table J-15

TOWN OF BROWNVILLE CAPITAL IMPROVEMENT PLAN 2003 – 2013				
ITEM	ESTIMATED COST	YEAR	RESPONSIBLE PARTY	POTENTIAL FUNDING SOURCES
Roadway Resurfacing	\$200,000	2012	Board of Selectman	DOT, Local Funds
Sidewalk Construction	\$35,000	2005	Board of Selectman	DOT, Local Funds
Recreation Building	\$110,000	2006	Board of Selectman	CDBG, Local Funds
Sand and Salt Storage Shed	\$112,000	2008	Board of Selectman	DOT, CDBG, Local Funds
Photocopier	\$6,000	2005	Board of Selectman	Local Funds
Photocopier	\$6,000	2010	Board of Selectman	Local Funds
Computer Workstations (4) Network Server and Software	\$15,000	2007	Board of Selectman	Local Funds
Police Cruiser	\$25,000	2006	Board of Selectman	Local Funds, Loan
Police Cruiser	\$25,000	2009	Board of Selectman	Local Funds, Loan
Police Cruiser	\$25,000	2012	Board of Selectman	Local Funds, Loan
Fireproof Safe	\$4,000	2010	Board of Selectman	Local Funds, Loan
Pumper Truck (used)	\$130,000	2008	Board of Selectman	FEMA Grants, Local Funds, Loan
Tanker Truck (used)	\$30,000	2008	Board of Selectman	FEMA Grants, Local Funds, Loan
Tanker Truck (used)	\$30,000	2015**	Board of Selectman	FEMA Grants, Local Funds, Loan
SCBA Equipment	\$16,000	2013	Board of Selectman	FEMA Grants, Local Funds, Loan
4X6 Plow Truck	\$90,000	2003	Board of Selectman	Local Funds, Loan
4X6 Plow Truck	\$90,000	2013	Board of Selectman	Local Funds, Loan
2X4 Plow Truck	\$65,000	2008	Board of Selectman	Local Funds, Loan
Backhoe (used)	\$30,000	2007	Board of Selectman	Local Funds, Loan
Front-end Loader (used)	\$40,000	2017 **	Board of Selectman	Local Funds, Loan
4X4 Pickup Truck	\$50,000	2006	Board of Selectman	Local Funds, Loan
4X4 Pickup Truck	\$50,000	2007	Board of Selectman	Local Funds, Loan
Sanitation Truck	\$23,000 *	2004	Board of Selectman	Local Funds, Loan
Total	\$1,184,000.00			

Source: Town of Brownville Comprehensive Plan Committee and Budget Committee

\* The \$23,000 is because it is estimated there will be approximately \$107,000.00 in reserve by 2004.

\*\* Equipment is due replacement beyond year 2013 but are included because reserve accounts will be required prior to 2013.

Table J-16

TOWN OF BROWNVILLE WATER AND SEWER DEPARTMENT CAPITAL IMPROVEMENT PLAN 2003 - 2013				
ITEM	ESTIMATED COST	YEAR	RESPONSIBLE PARTY	POTENTIAL FUNDING SOURCES
Leach Bed Replacement	\$1,000,000	2013	Board of Selectman	CDBG, User Fees, Loan

Source: Town of Brownville Comprehensive Plan Committee

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development the Town has developed the following policies:

**1. Policy:** The Town shall prepare a formal Capital Improvement Plan.

**Implementation Strategies**

The Board of Selectmen, in conjunction with the Town Manager and Budget Committee, shall update and review the CIP on an annual basis and make recommendations to the voters on budget items.

The Board of Selectmen, or their appointee(s), shall outline and define projects to be included in the CIP.

**Responsibility:** Board of Selectmen, Town Manager, Budget Committee

**Time Frame:** two to five years

**2. Policy:** The Town shall pursue all available grants to assist in funding all capital improvements.

**Implementation Strategies**

The Planning Board and Town Manager shall continue to pursue available funding from the Community Development Block Grant Program to assist in the acquisition of a Recreation Building, a Sand and Salt Shed and Leach Bed installation.

The Fire Department shall continue to apply for all available FEMA grants in order to assist in purchasing new fire equipment as needed.

The Public Works Department and Town Manager shall continue to seek all available grants in order to assist the Town in purchasing new highway equipment as needed.

The Board of Selectmen shall pursue any and all available funds from a variety of sources to fund projects.

**Responsibility:** Board of Selectmen, Town Manager, and Fire Department

**Time Frame:** on-going

**3. Policy:** The Town shall work to decrease the amount of money needed to be raised through tax revenues, in turn decreasing the Town's mil rate.

**Implementation Strategies:**

The Board of Selectmen and Town Manager shall continue working toward collaborating with neighboring communities for public services that could easily be shared within the communities. These services may include, but are not limited to, police protection, fire protection, sanitation, and highway services.

**Responsibility:** Board of Selectmen, Town Manager, Fire Department, Police Department, Public Works Department

**Time Frame:** on-going

**STATE GOAL**

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

**INTRODUCTION**

The land use section of this plan is based on the information found in the inventory and analysis of the comprehensive plan. Although the land use plan is shaped by the policies developed in each section, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed zone.

Growth management legislation requires the creation of growth and rural zones. The designation of growth zones is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural zones is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

**EXISTING LAND USES**

The Town of Brownville is primarily a rural residential community. Map K- 1 shows Brownville's land cover. The majority of Brownville is forested (79.29%), followed by water (16.16%), grassland (2.6%), *developed* (1.37%), cultivated and bare (both less than 1%). Currently, the Town does not have any identified zoning districts.

With only 1.37% of the Town's land cover developed, it is obvious that the Town of Brownville has not experienced very much growth. From 1998-2002 there were 14 new building permits issued. Four of these permits were issued in 2002. Furthermore, the Town is projecting very small amounts of growth (only 18 new housing units to be built) during the planning period (2003-2013).

The building permits issued for new housing in recent years have been for single-family homes. The new construction is all located in currently developed areas of the town, identified on the proposed land use map (Map K-3) as Village North and Village South. This type of development, in large part, is consistent with the Town's future development needs.

**EXISTING LAND USE CONTROLS****LOCAL CONTROLS**

Listed below are Brownville's major land use ordinances, as well as State environmental and land use statutes.

***Land Subdivision Review Ordinance-*** The purpose of this ordinance is to assure the comfort, convenience, safety, health, and welfare of the people, to protect the environment and to promote the development of an economically sound and stable community.

This ordinance outlines standards by which all subdivisions must adhere to in order for the Planning Board to grant approval. The ordinance specifies standard definitions, outlines procedures for preapplication, submission, review and final plan of minor and major subdivision applications. The enforcement section of the plan specifies legality of acquiring a permit and fees associated in not doing so. Fines of not more than \$1,000 shall be imposed on entities that convey or agree to convey land in a subdivision not approved by the Planning Board. Subdivisions have a minimum lot size of five acres and minimum road frontage of 350 feet.

***Shoreland Zoning Ordinance-*** The Brownville Shoreland Zoning Ordinance was adopted June 30, 1997. The purpose of this ordinance is to comply with the mandatory Shoreland Zoning Act, 38 MRSA, Section 435-449 which requires all municipalities to adopt, administer, and enforce ordinances which regulate land use activities within 250 feet of great ponds, rivers, freshwater and coastal wetlands, and tidal waters; and within 75 feet of streams as defined. The Town has adopted the State's model using the alternative method as an option to the 30% rule for limiting expansions of nonconforming structures in the shoreland zone. The alternate method limits expansions based on the total floor area of all buildings within the setback area as well as the building height.

The Code Enforcement Officer is appointed to assist with administration and enforcement of the shoreland zoning ordinance. The Code Enforcement Officer is also responsible for administration and enforcement of the ordinance.

***Floodplain Management Ordinance*** – The Brownville Floodplain Management Ordinance was adopted in March 1994. The purpose of the ordinance is to establish a Flood Hazard Development permit system and review procedure for development activities in designated flood areas of Brownville as outlined in the Flood Hazard Boundary Map dated November 1, 1985.

This ordinance specifies when permits are required, the application process, fees, and review standards. The ordinance further defines development standards, the appeals process, enforcement and penalties. Penalties outlined in Maine State law will be applied



and violations will be reported to the Federal Insurance Administration, with a request to deny flood insurance.

## **STATE AND FEDERAL CONTROLS**

Presented below are some of the environmental and land use statutes designed to protect Maine's natural resources. The Town will encourage compliance with these statutes, as well as the use of DEP's Best Management Practices.

***Natural Resource Protection Act-*** This Act regulates activities in stream, wetlands, and great ponds.

***Forest Practices Act-*** The Act regulates forest harvesting in order to promote a healthy and sustainable forest that contains a balance of age classes necessary for a sustainable timber supply and spatial and compositional diversity. Landowners or their agents are required to develop forest management practices signed by a professional forester for clear-cuts of 50 acre or more. Municipalities may regulate timber harvesting so long as they use definitions consistent with the Act and follow certain prescribed procedures for adopting timber-harvesting ordinances.

***Maine Endangered Species Act-*** The Act was enacted to conserve species of fish or wildlife that are in danger of becoming extinct in Maine. Where essential habitat and protection guidelines have been established for listed species, State agencies and municipal governments are prohibited from permitting, licensing, funding or carrying out projects that will significantly alter the essential habitat or violate protection guidelines absent a variance obtained after a public hearing.

***Site Location of Development Law-*** The law regulates the location of certain large industrial, commercial and residential developments, including subdivisions, in order to minimize adverse impacts and avoid subjecting the environments, and in consequence the public to irreparable damage.

## **SELECTION CRITERIA**

The Comprehensive Planning and Land Use Regulation Act requires the separation of growth and rural areas. The designation of growth areas is intended to ensure that planned growth and development is directed to areas most suitable for such growth and development and away from areas in which growth and development would be incompatible, thus protecting rural resources. The designation of rural areas is intended to protect agricultural, forest, scenic, and open space land areas from incompatible development.

Because growth and development should be managed in a manner that will not negatively impact the Town's natural resources and character, the Comprehensive Plan Committee

considered the areas most suitable for, as well as those areas needing protection from growth. In designating proposed districts, the following elements were considered:

1. Current Housing Stock
  - Projection of 14 additional housing units by 2010
  - Distinction between affordable and adequate
2. New economic initiatives
  - Speculative Building
  - Tourism (CHet)
  - Pine Tree Zones
  - Business Development Initiatives
  - Identify areas for appropriate commercial development to minimize municipal expenditures
3. Current business patterns and uses
  - Lack of industry
  - Home-based occupations
4. Areas of Incompatible/Restricted Development
  - Critical Habitats
  - Flood Areas
  - Soils/Slope
  - Water Resources/Wetlands
5. Availability of public facilities and services
  - Water and Sewer Lines
  - Location of Schools and Busing Routes
  - Solid Waste Disposal Services
  - Winter Road Maintenance
6. Transportation Systems
  - Main transportation system in town is State-owned Route 11
  - Current Town Roads
  - Cost of Maintenance
  - DOT Access Management Rules
7. Recreation Area/Open Space
  - Location of recreation facilities/areas
  - Potential tourism opportunities

### **AREAS UNSUITABLE FOR DEVELOPMENT**

There are areas within Brownville that may not be suitable for development or areas that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. Map K-2 shows these constraints within Brownville. These areas are protected from development regardless of which proposed district these special areas of concern lie within. These areas include:

***Floodplains***

Floodplains are areas located in the flood prone areas of Brownville. Use in these areas should be limited to those activities, which are unharmed by flooding, such as agriculture, forest and some types of recreation. A map outlining floodplain areas in Brownville can also be found in the Natural Resources Section of this plan.

***Water Resources/Wetlands***

Water Resources and Wetlands are areas that fall under the Shoreland Zoning Laws. Development in these areas would be extremely limited if not impossible. Maps outlining the water resources and shoreland zoning in Brownville can be also found in the Natural Resources Section of this plan.

***Wildlife Habitat/Conservation***

These are areas that would fall under the provisions of the applicable mandated legislation. Development in these areas, if possible, may require review and approval by the appropriate State Agencies. A map outlining natural habitat areas in Brownville can also be found in the Natural Resources Section of this plan.

***Slope***

Areas within Brownville that have a slope greater than 15 percent may not be suitable for development. These areas preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent. A map outlining slope areas in Brownville can also be found in the Natural Resources Section of this plan.

**PROPOSED LAND USE DISTRICTS**

The purpose of the proposed land use plan and map is to identify general areas of appropriate location and size to accommodate anticipated growth and future development. The proposed land use plan does not attempt to identify precise land areas needed to accommodate predicted growth and development. Only detailed site-specific analysis can determine land suitable for development and density levels. In addition, the comprehensive plan has not assessed nor will it assess, the individual landowner's desire to sell his/her land for development, to develop it or to leave it undeveloped.

The future land use ordinance for Brownville will also address development concerns with strict performance standards to ensure appropriate development in each district. The schedule of uses will be as consistent with current and existing development as possible. Applicable performance standards will be developed for each district within the future land use ordinance to address, among others, access requirements, parking, landscaping,

signage, refuse disposal, off street loading, oil and chemical storage, water quality, landscaping, buffer provisions, as well as design criteria to ensure attractive development for all applicable districts.

Map K-3 shows the areas designated for the proposed land use districts.

### **GROWTH AREAS**

The proposed growth area contains approximately 1.74 percent of the Town's land (inclusive of lots that have already been developed). The amount of land designated in growth areas is anticipated to be sufficient to accommodate for the projected development of 18 new buildings by the year 2013. The identified growth areas fall within the areas of Town that are currently served by public water and sewer and accommodate the Town's most dense development.

Growth areas, by definition, include lands that are physically suitable for development or redevelopment; can be effectively served by public facilities; contain sufficient area to accommodate projected growth; and can provide a compact pattern of development within existing natural constraints.

In order to provide the future land use ordinance committee with direction as to what types of uses are envisioned for each district, some acceptable types of uses have been included in this text; however, the land use ordinance will specify the exact types of uses allowed. In addition, the future land use ordinance will specify standards such as architectural and signage design, parking lot location, size and landscaping, and maximum floor areas for individual retail stores. Performance standards (noise, lighting, hours of operation, parking, access management and other adverse impacts) will be considered to ensure compatibility with residential neighbors.

The majority of the identified mixed use areas are serviced by public water and sewer. It is the strong intent of the community to maintain the traditional village character of the identified mixed use areas. The Town of Brownville understands that State Law requires municipalities not ban manufactured housing and must allow this type of housing in a number of locations where other single-family residences are permitted. However, State law provides for a Town to establish design criteria to make sure the homes are well sited and look attractive, provided that the design requirements don't have the effect of banning manufactured housing. Therefore, in accordance to Title 30 Section 4358, Regulation of Manufactured Housing, a mobile home ordinance will be established to outline such safety standards and design criteria. In addition, the Town will create safety standards and design criteria for Mobile Home Parks.

**Mixed Use District (approximately 495 acres)**

**Purpose:** To provide higher density development which promotes the traditional neighborhood and encompasses a broad range of uses including some commercial and residential as well as municipal services.

**Acceptable uses should include:** Single-family dwellings, multi-family dwellings, manufactured housing with permanent foundations, mobile home parks, retail and service establishments with , (i.e., restaurants, lounges, cafes, hotels and motels, bed and breakfasts, hair salons, banks, professional offices, churches, public buildings and facilities, indoor and outdoor recreation facilities, clubs, halls, meeting facilities, public buildings and facilities), fabricating, manufacturing and light industrial activities, and home-based occupations.

**Minimum Lot size:** 10,000 square feet with public sewer; 20,000 square feet without public sewer.

**Minimum Frontage:** 100 feet

**Minimum Setback for Town Approved Septic Systems and Wells:** 50 feet from the edge of the traveled way.

**Minimum Setback for Town Approved Buildings:** 30 feet from the edge of the traveled way.

**RURAL AREAS**

Brownville's largest amount of land is designated within the rural districts. Rural Districts encompass approximately 98.26 percent of the Town's land area. The rural area is intended to protect the rural character of the Town; to allow for conservation of natural resources; and to encourage natural resource based-industries. There are two districts in the rural area: Rural Residential and Forestry/Recreation/Open Space. Open space subdivisions will be encouraged in the rural areas. An open space subdivision is a subdivision in which for the provision of dedicated permanent open space, the lot sizes are reduced below those normally required in the land use district but at or above the state minimum lot size requirements. Open space may or may not be publicly accessible. Density bonus provisions will be included within the future land use ordinance, which will encourage the preservation of rural areas.

In order to provide the future land use ordinance committee with direction as to what types of uses are envisioned for each district, some acceptable types of uses have been included in this text; however, the land use ordinance will specify the exact types of uses allowed. In addition, the future land use ordinance will specify standards such as architectural and signage design, parking lot location, size and landscaping, and maximum floor areas for individual retail stores. Performance standards (noise, lighting,

hours of operation, parking, access management and other adverse impacts) will be considered to ensure compatibility with residential neighbors.

**Rural Residential District (approximately 13,852 acres)**

**Purpose:** To provide for low-density development without access to public water and sewer services as a means of preserving the open space characteristics of country living.

**Acceptable Uses Should Include:** Single-family dwellings, manufactured housing with permanent foundations, non-commercial farming, tree farms, non-commercial horse stables, horticulture activities, small scale low-impact retail establishments, bed and breakfast accommodations, churches, cemeteries, and home-based occupations.

**Minimum Lot size:** 4 acres

**Minimum Frontage:** 250 feet

**Minimum Setback for Town Approved Septic Systems and Wells:** 50 feet from the edge of the traveled way.

**Minimum Setback for Town Approved Buildings:** 30 feet from the edge of the traveled way.

**Forestry/Recreation/Open Space District (approximately 14,179 acres)**

**Purpose:** To protect and preserve agricultural lands and activities, provide for the continuation of forestry and open space, and permit compatible recreational development in harmony with reasonable levels of rural residential development in keeping with the special rural character, environmental protection needs, and limited rural infrastructure.

**Acceptable Uses Should Include:** Single-family dwellings, manufactured housing with permanent foundations, farming (including livestock), all types of farm-related structures, horticulture activities, commercial greenhouse/nursery operations, golf courses, commercial outdoor guide services, indoor and outdoor recreation facilities, wildlife preserves, horse farm/stables, roadside produce operations, logging operations, wood product processing facilities, tree farms, commercial towers, cemeteries, and home-based occupations.

**Minimum Lot size:** 10 acres

**Minimum Frontage:** 300 feet

**Minimum Setback for Town Approved Septic Systems and Wells:** 50 feet from the edge of the traveled way.

**Minimum Setback for Town Approved Buildings:** 30 feet from the edge of the traveled way.

### **IMPACT FEES**

The future land use ordinance will include a provision for collection of impact fees from new applicable development in all of the proposed districts, as allowed by Maine's impact fee statute (Title 30-A MRSA, § 4354, as amended). The Town may assess impact fees from applications if the expansion of the public facility and/or service is necessary and caused by the proposed development. The fees charged must be based on the costs of the new facility/service appointed to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time. Fees may be collected for the following, as well as for other facilities and/or services not listed:

- Waste water collection and treatment facilities
- Municipal water facilities
- Solid waste facilities
- Fire protection facilities
- Roads and traffic control devices
- Parks and other open space or recreation areas.

### **GENERAL RECOMMENDATIONS** (for development of zoning ordinance and land use performance standards)

The following recommendations for Brownville's Land Use Ordinance, when developed, will be consistent with the intent of this comprehensive plan.

Several items must be considered prior to addressing specific issues for Brownville's Land Use Ordinance. During preparation of the ordinance, land use regulations should be kept to the minimum necessary to achieve the goals of the comprehensive plan and to reduce the number of non-conforming properties. It is not the intent of the Comprehensive Planning Committee to impose burdensome requirements on the everyday activities of the Town's residents or to create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values and public safety. The imposed regulations should not make the Town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices.

Regarding the creation and updating of various ordinances, there are some general guidelines that should be followed. In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards set forth by Maine State law. In addition, it is very important that land use ordinances be consistent with the

recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Brownville has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) develop clear and consistent guidelines for obtaining approval; and (3) allow the Code Enforcement Officer more responsibility for review and approval of “vacant land” to be developed appropriately within any zone.

### **LAND USE ORDINANCE PERFORMANCE STANDARDS**

The Land Use Ordinance of the Town of Brownville will be developed consistent with the identified needs of the Town. In order to protect and preserve natural resources, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the Town, the following performance standard topic areas will be developed and included within Brownville’s Land Use Ordinance:

*Access Requirements* - Standards will be developed which will minimize the creation of strip development within the community.

*Agriculture* - Standards will be developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Brownville’s water bodies.

*Archeological and Historical Resources* – Standards will be developed that will require developers of major construction in an archaeologically sensitive area to provide the Board of Selectmen, or their designee(s), with evidence certified by a qualified geologist that the proposed development will not negatively impact known or possible archeological sites. The Board will require the development plan include plans showing the preservation of known or suspected historic or naturally significant areas.

*Buffer Provisions* - Standards will be developed to minimize the negative impacts of inconsistent development, and to protect Brownville’s water sources.

*Conversion*- Standards will be developed which will regulate the conversion of existing structures into multi-family dwellings ensuring the safety, health and welfare of Brownville’s citizens.

*Forestry Management*- Standards will be developed to prevent clear cutting timber practices within the community. Such standards will be reviewed by the Maine Forest Service as required by State law.



*Historical Buildings* - Standards will be developed to regulate the renovation of historic buildings (those listed on the National Register of Historic Places) to ensure the appropriate preservation of such buildings.

*Home Occupation*- Standards will be developed by which home occupations may be established minimizing their impact on existing neighborhoods.

*Industrial Performance Standards*- Standards will be developed to ensure appropriate industrial development within designated areas of the community. The following provisions shall apply to all permitted industrial uses:

**Danger** – No material which is dangerous due to explosion, extreme fire hazard, chemical hazard or radioactivity shall be used, stored, manufactured, processed, or assembled except in conformance with applicable State and Federal Code and Regulations.

**Vibration** – With the exception of vibration necessarily involved in the construction or demolition of buildings, no vibration shall be transmitted outside the lot where it originates.

**Wastes** – No offensive wastes shall be discharged or dumped in any river, stream or water course, storm drain, pond, lake or swamp. Industrial waste water may be discharged into municipal sewers only and in such quantities and quality as to be compatible with commonly accepted municipal sewage treatment operations subject to the approval of the Town. The disposal of industrial waste waters by means other than the municipal sewage system must comply with the laws of the State of Maine.

*Manufactured Housing*<sup>1</sup> - Standards will be developed to ensure the safety, health and welfare of manufactured home occupants and owners regardless of the date manufactured.

*Mobile Home Park*<sup>1</sup> - Standards will be developed regarding the placement and design of mobile home parks within the town.

*Off Street Loading*- Standards will be developed to minimize traffic congestion associated with commercial development.

*Oil and Chemical Storage*- Standards will be developed regarding the storage of combustible materials that are compatible with state and federal regulations

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<sup>1</sup> see Appendix D, Title 30-A § 4358 Regulation of Manufactured Housing

*Parking Requirements-* Parking space provisions will be created within the performance standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed.

*Pesticide Application-* Standards will be developed to protect the public from dangers associated with pesticides.

*Refuse Disposal -* Standards will be developed regarding the disposal of solid and liquid wastes.

*Sedimentation and Erosion -* Standards will be developed (town-wide) so to minimize the volume of surface water runoff during and after development.

*Signs -* Standards will be developed regarding the placement of signs, sign size, and sign type.

*Soils -* Standards will be developed to ensure that development occurs on appropriate soils. All land uses shall be located on soils in or upon which the proposed uses or structures can be established or maintained without causing adverse environmental impacts, including severe erosion, mass soil movement, and water pollution, whether during or after construction. Proposed uses requiring subsurface waste disposal, and commercial or industrial development and other similar intensive land uses shall require a soils report, prepared by a State-certified soil scientist or geologist based on an on-site inspection.

*Storage Materials-* Standards will be developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

*Topsoil and Vegetation Removal -* Standards will be developed to prevent soil erosion and destruction of topsoil during construction.

### **OTHER CONSIDERATIONS**

The Planning Board, Code Enforcement Officer, Board of Appeals and Board of Selectmen will regularly review the ordinances in the Town of Brownville for appropriateness. In reviewing these regulations, the Planning Board and Code Enforcement Officer will consider whether or not there have been any changes in the minimum requirements of state or federal laws that would require local amendment of the land use regulations. These Boards will also accept public comment regarding any ordinance concern or confusion.

In order to educate residents on local land use ordinances, a list of all local ordinances and when they are applicable should be developed and made available to the public at the town office. An attempt will be made to notify and involve all citizens in the development and amendment of local ordinances.

**ENFORCEMENT**

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) the education of residents as to the requirements of the local and state regulations, and (2) providing for adequate hours for the Code Enforcement Officer to ensure compliance. The key to adequate and successful enforcement is in providing the Code Enforcement Officer with proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the Code Enforcement Officer to enforce the ordinance and be supported by management and elected officials.

**POLICIES AND IMPLEMENTATION STRATEGIES**

In order to encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl, the Town of Brownville has developed the following policies and implementation strategies:

1. **Policy:** The Town shall prepare a land use ordinance.

**Implementation Strategies**

The Board of Selectmen, Planning Board and the Town Manager will apply for available State funded implementation grant monies to prepare the Town's future Land Use Ordinance.

The Board of Selectmen and Planning Board will assemble a committee to prepare the Town's Land Use Ordinance.

The Board of Selectmen, Planning Board or their appointee(s) will develop a Land Use Ordinance consistent with the goals and guidelines of this Comprehensive Plan and they will regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the comprehensive plan.

**Responsibility:** Board of Selectmen, Town Manager and Planning Board

**Time Frame:** two to five years

2. **Policy:** The Town shall ensure that land use standards are compatible with that of neighboring communities.

**Implementation Strategies**

The Board of Selectmen and the Town Manager will keep neighboring communities informed of planning initiatives to insure compatibility along town borders. When any development or change in land use ordinance occurs on town borders or within a shared resource, all pertinent information will be forwarded to the adjoining community by the planning board.

**Responsibility:** Board of Selectmen, Town Manager

**Time Frame:** within two years

**3. Policy:** The Town shall institute a mechanism by which to monitor the progress and activities of the comprehensive plan and the Town's land use activities.

**Implementation Strategies**

The Planning Board will hold regularly scheduled meetings.

The Board of Selectmen, Planning Board, and Code Enforcement Officer, will outline and implement a process by which all land use activities are regulated using this document and the future land use ordinance as a guide.

**Responsibility:** Board of Selectmen, Planning Board, Code Enforcement Officer

**Time Frame:** within one year

**4. Policy:** In order to maintain the traditional village character of the Town and provide for the safety and welfare of all Brownville residents, the Town shall adopt a manufactured housing and mobile home park safety and design standards ordinance.

**Implementation Strategies**

The Board of Selectmen and Planning Board, or their appointee(s), will draft safety and design standards to be included in the future land use ordinance (or in the absence of a land use ordinance, a separate mobile home safety standards ordinance), in compliance with Title 30-A § 4358 Regulation of Manufactured Housing, outlining safety standards by which all manufactured housing located within the Town must comply.

The Planning Board, or their appointee(s), will prepare a mobile home park ordinance, in compliance with Title 30-A § 4358 Regulation of Manufactured Housing, outlining safety and design standards by which all mobile home parks within the Town must comply.

**Responsibility:** Board of Selectmen, Planning Board

**Time Frame:** within two years

**5. Policy:** The Town shall strive to preserve the rural nature of the town and protect its natural resources and beauty.

**Implementation Strategies**

The Planning Board, or their designee(s), will prepare an Open Space Plan.

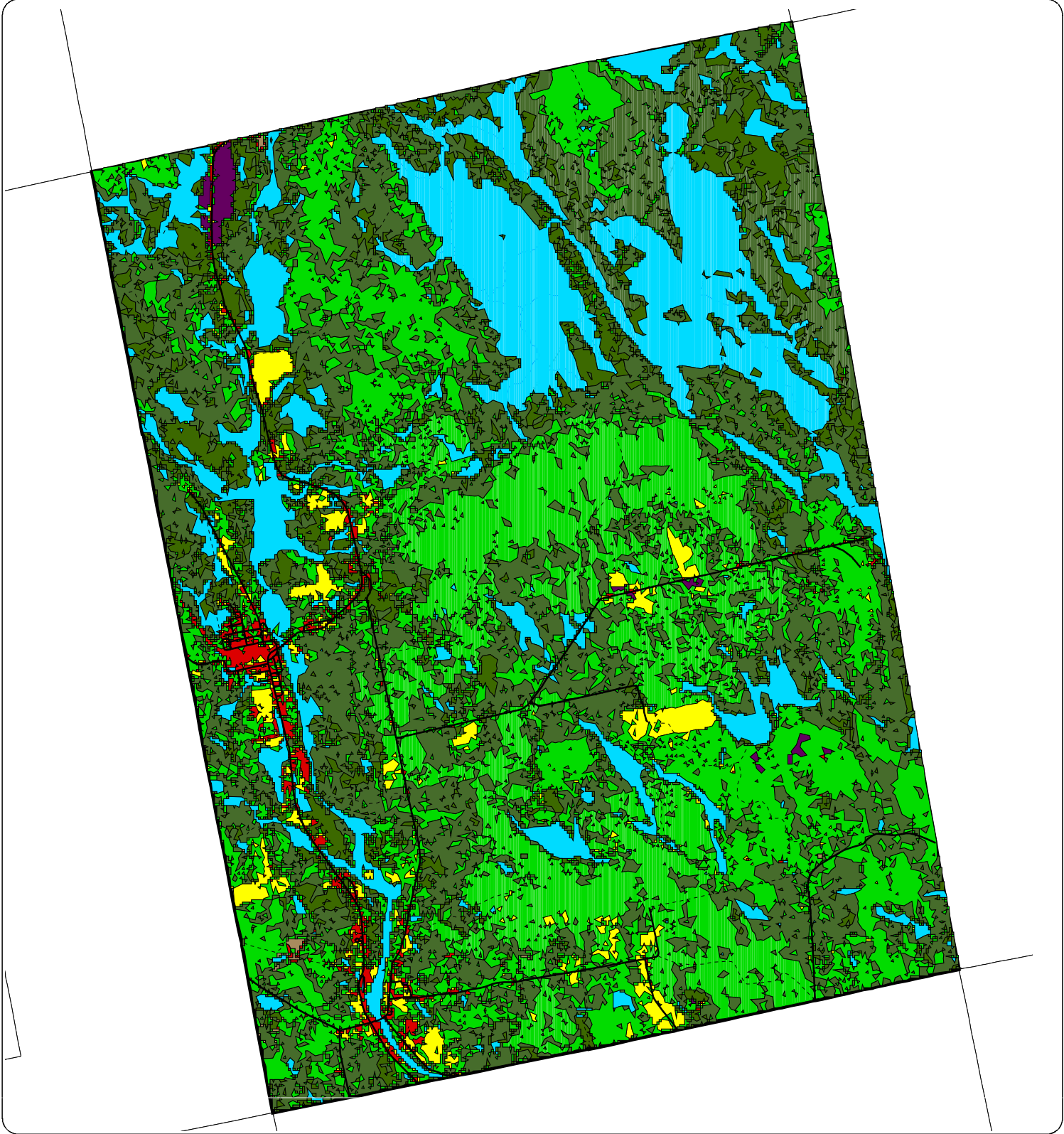
The Planning Board, or their designee(s), will delineate resource protection zones when updating the shoreland zoning ordinance and map.

The Planning Board, or their designee(s), will prepare a local timber harvesting ordinance.









**Responsibility:** Planning Board

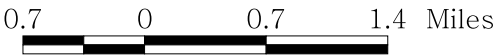
**Time Frame:** two to five years

# Town of Brownville Land Cover



LEGEND

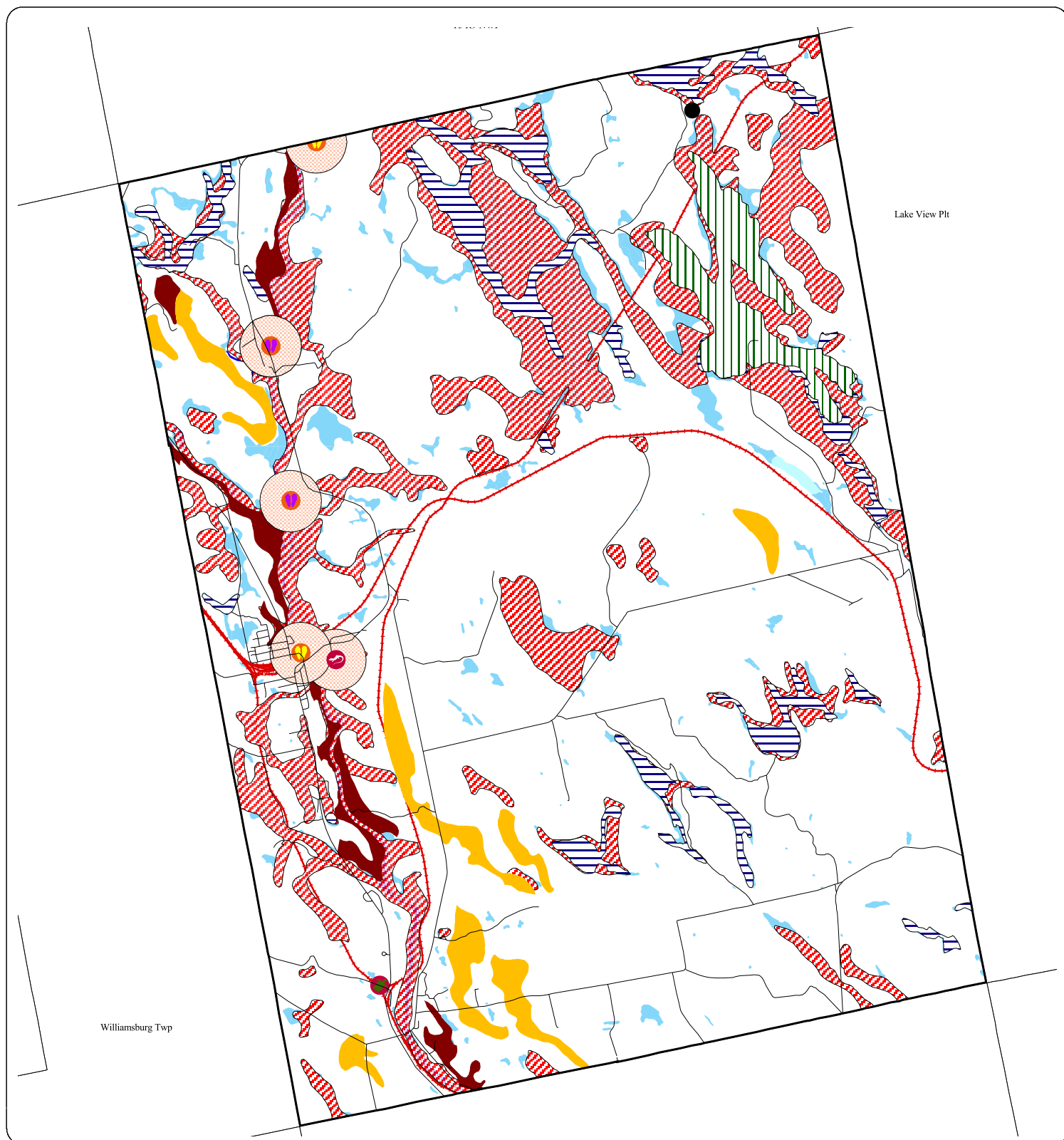
- |  |   |
|--|---|
|  Coniferous Forest               |  Developed   |
|  Deciduous Forest                |  Grassland   |
|  Mixed Forest                    |  Cultivated  |
|  Swamps, Wetlands and Open Water |  Bare Ground |



Penobscot Valley Council of Governments  
Eastern Maine Development Corporation  
One Cumberland Place, Suite 300  
Bangor, ME 04402-2579  
(207) 942-6389  
Web site: [www.emdc.org/pvcog.htm](http://www.emdc.org/pvcog.htm)



# Town of Brownville Natural Constraints



## LEGEND

### Wetlands

- Lacustrine
- Palustrine
- Riverine

### Floodplains

- Flood Zone A

### Conservation

- Penobscot Indian Nation Land
- Unpatterned Fen Ecosystem

### Slope

- Moderately steep
- Steep

### Wildlife Habitat

- Brook Floater
- Creeper
- Eastern Box Turtle
- Extra-Striped Snaketail
- Wood Turtle
- Habitat Buffer

- Inland Wading Bird and Waterfowl Habitat



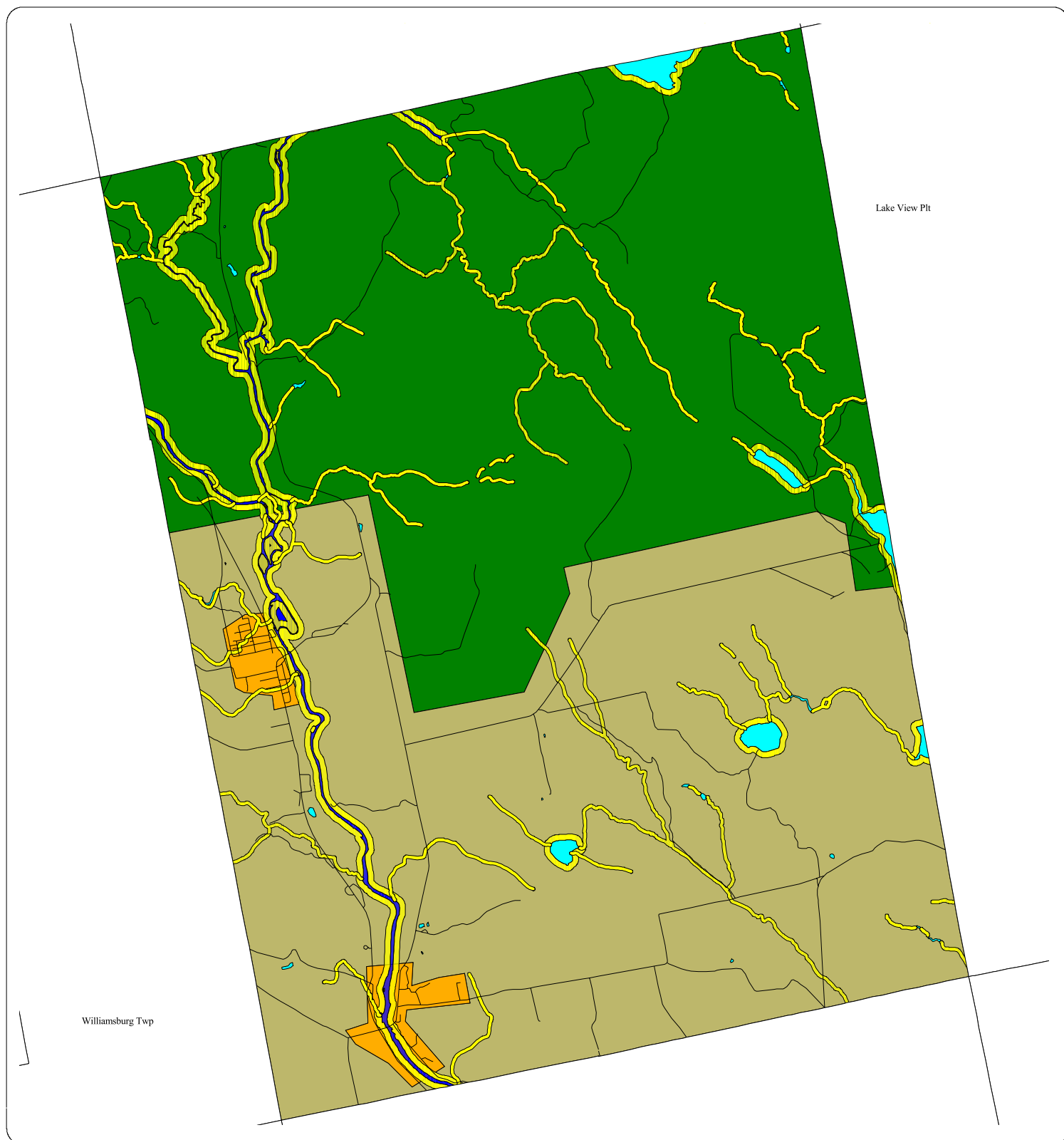
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See disclaimer on page A-4 of this plan



# Town of Brownville Proposed Land Use



## LEGEND

### PROPOSED LAND USE DISTRICTS

- Forestry/Recreation/Open Space
- Mixed Use
- Rural Residential
- Shoreland Zone

0.6 0 0.6 1.2 Miles



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See disclaimer on page A-4 of this plan

## **INTRODUCTION**

Regional coordination is a mechanism used to break down and work across boundaries that exist between communities, while maintaining separate community identities, in order to provide a more cost-effective, efficient system of operations to residents. In order to ensure that coordinating efforts are effective and efficient, consideration needs to be given to putting in place structures and procedures (formal and informal) for coordination - both on regional and local levels. In order for regional coordination to be successful, creativity and imagination (thinking outside of the box) with how resources and services are prioritized, organized and delivered is necessary.

The Town of Brownville has been participating in many regional coordination efforts. The change in leadership in the Governor's office has brought increased desire for municipalities throughout the State of Maine to work together in more formal ways to provide services to citizens. For this reason, the Town has spent a great deal of energy identifying and evaluating additional opportunities for coordinating efforts with other communities in the region to provide services to citizens while maintaining local control and identity.

Several sections within this plan contain policy and implementation strategies which identify the need for regional cooperation.

## **THE THREE RIVERS COMMUNITY**

The Three Rivers Community is a group of towns in central Maine including Atkinson, Brownville, LaGrange, Lake View, Medford, Milo, and Sebec, with a total population of about 5,000 people. The goal of the Three Rivers Community is to link the communities, businesses, schools, and organizations together for better social and economic benefits. Milo is the largest town in the Three Rivers Community, and the second largest town in Piscataquis County. It is known as the "Town of Three Rivers," hence the name Three Rivers Community. The three rivers are the Piscataquis, Sebec, and Pleasant Rivers.

## **HISTORIC RESOURCES**

The Town of Brownville has many historic resources that are of interest not only to its residents, but also to its neighboring communities' residents. The Town will cooperate with adjacent communities to ensure that shared historic and archaeological resources and/or resources of a regional interest are preserved and protected. The Planning Board and/or Board of Selectmen will inform neighboring communities of the regulatory and non-regulatory measures the Town adopts to preserve and protect historical and archaeological resources.

## **ECONOMY**

The Town of Brownville actively participates in regional efforts to retain and/or attract appropriate economic development in the area. The Town's Board of Selectmen and Town Manager will continue to cooperate, communicate, and participate in joint initiatives with adjacent communities and regional committees in order to efficiently address regional economic issues.

There are several multi-community and/or regional initiatives, in which Brownville actively participates, currently underway. Several of these initiatives and/or projects are the result of the Piscataquis County Economic Development Council. The Piscataquis County Economic Development Council (PCEDC) is a group of community and business leaders from Greenville, Dover-Foxcroft, Milo and Brownville devoted to the long-term economic stability of the area focusing on business expansion and retention, increasing the capacity of the County to respond to economic change and identifying and targeting specific industrial sectors for business attraction.

The PCEDC is working on a speculative building project design for the Towns of Brownville and Milo, funded by a smart growth grant from the State Planning Office. Efforts are currently underway to assist the Town of Greenville to attract new businesses into the industrial park, expanding Pleasant River Lumber in Dover-Foxcroft, and actively marketing available commercial space in the multi-community area. The group also working toward obtaining scenic byway status for Route 11; however, with all of the economic development resources being focused on the devastating impact of Great Northern Paper's closing, the Towns of Millinocket and Brownville have agreed to hold off pursuing the project for a little while.

The Town of Brownville is also represented and participates in the Piscataquis Properties Corporation (PPC). The PPC was first established to develop a multi-municipal mechanism for regional economic development in Piscataquis County. Eleven of the seventeen organized towns and Piscataquis County, representing the unorganized territories, joined the PPC and have been working to create the groundwork needed to fund a more regional approach to job creation for the entire county. It has most recently become clear to the PPC that the bankruptcy/significant workforce scale back at the Bangor & Aroostook Railroad and more recent bankruptcy filing/closing of the Great Northern Paper mills in Millinocket and East Millinocket have created an economic climate across Piscataquis County that cannot support the costs associated with regional development on a local scale. In response to the unanimous agreement of PPC directors, emergency legislation will be introduced that would give the Piscataquis County Commissioners the authority, after referendum and budget process, to borrow or appropriate funds to be used in regional economic development projects. This will allow the costs associated with regional development projects to be incorporated in the annual county tax assessment – thus, all members of Piscataquis County would bear the burden of economic development expenses.

The Brownville/Milo Economic Development Grant Committee has been convened to implement a site feasibility study for joint municipal development of a site for future economic growth in the region. While the need for this study was identified during the development of the county-wide speculative building program, it is not a part of the Picataquis Properties Corporation project.

### **HOUSING**

The Town of Brownville has and will continue to coordinate and work jointly with existing authorities to provide affordable housing for residents. The Town's Board of Selectmen and Planning Board will coordinate with neighboring communities to work toward similar goals and priorities for providing affordable housing in order to ensure that no one community bears a disproportionate share of the obligation.

The Town of Brownville most recently coordinated affordable housing efforts with the towns of Milo and Orneville in applying jointly for a Community Development Block Grant for housing rehabilitation. If the application is funded, up to \$400,000 will be available to homeowners for housing improvements. Anticipated types of improvements include wells, septic systems, heating, roofing, siding, windows, doors or other health and safety or energy efficiency repairs.

### **TRANSPORTATION**

The Board of Selectmen and Town Manager will explore regional shared maintenance agreements with adjacent communities for cooperation in the optimum use, construction, maintenance, and repair of shared roads. Some of these efforts will be accomplished through the efforts of PCEDC, such as the efforts to designate Route 11 with Scenic Byway status.

### **PUBLIC FACILITIES AND SERVICES**

The Town of Brownville has taken a regional or multi-community approach to meet some of its current infrastructure needs. The Town's Board of Selectmen, Planning Board and Town Manager realize, and is in the process of exploring, the need and potential of regionalizing additional public services.

The Town will, through Municipal Review Committee (MRC) Membership and representation on the Penquis Solid Waste Corporation (PSWC), continue to participate in cost-effective regional solid waste management solutions. The Town has entered into an interlocal agreement with the Town of Milo, County of Piscataquis and Lake View Plantation to contract and organize a public waste disposal corporation referred to as The Penquis Solid Waste Corporation (PSWC), to operate a solid waste management facility. The Corporation is managed by a Board of Directors appointed by the municipal officers of each member municipality. The Recycling Committee continues to evaluate the

feasibility of implementing a recycling program for the PSWC communities. The group will soon be addressing the problem of commercial waste/demo debris generated by non-PSWC members being disposed of at the facility.

Brownville, along with the towns of Atkinson, Lagrange, Milo and Lake View Plantation, is part of the Maine School Administrative District (MSAD) #41. As of June 2003, Lake View Plantation will no longer be part of MSAD #41 and will rather pay tuition per student. This will affect the funding structure of the MSAD, since Lake View Plantation's valuation should not be included in the formula for the District's general purpose aid to education for the 2003-2004 school year. In addition, the Town of Atkinson petitioned in February 2003 to withdraw from MSAD #41 and have asked MSAD #68, which consists of the towns of Dover-Foxcroft, Monson, Charleston and Sebec, to consider allowing them into the District. The MSAD #41 School Board has set a meeting with representatives from the Department of Education (DOE) regarding MSAD #41's future secondary education needs. While there have been no formal discussions, there has been some discussion about evaluating the ideas of sending Penquis students to Foxcroft Academy or forming a consolidated high school with SAD #46 (Dexter) and SAD #4 (Guilford). MSAD #41 has been recently given "Priority School Status" as a result of the 8<sup>th</sup> graders math scores on the MEA test. The new "Priority" status provides more resources, both monetary and in terms of access to experts, for the school to use to meet this already identified goal.

When Brownville's Police Chief resigned in August 2002, the Town Manager was appointed as interim part-time Chief and Constable and the Milo police chief was contracted with to provide service to Brownville on a part-time basis. This has provided an opportunity to realize significant savings in the Police Department while increasing patrol time in the community through collaboration with the Town of Milo. At the March 2003 Town Meeting, voters approved continuing this arrangement.

The Town of Brownville will continue to participate in mutual aid agreements for fire protection services with neighboring communities and receive ambulance service from Three Rivers Ambulance Service out of Milo.

The Town of Brownville currently contracts with Lake View Plantation and Katahdin Iron Works to pick up residential garbage. The Town is committed to examining the possibility of working together with Milo to provide regional curbside garbage pick-up.

## **RECREATION**

Many recreation programs are offered to Brownville residents in conjunction with the Milo Recreation Department. These combined efforts provide great program resources and allow more kids to participate.

The Town of Brownville will continue to participate in and support regional recreational initiatives and programs. The Board of Selectmen, Planning Board and Town Manager will also work with neighboring communities to ensure that all shared recreational resources are properly cared for and maintained.

### **NATURAL RESOURCES**

The Town of Brownville will participate in regional natural resource protection initiatives and programs. The Planning Board will work with neighboring communities to plan for the mutual protection of natural resources. The Planning Board will also provide adjacent communities with copies of its land use ordinances that regulate shared natural resources.

The Planning Board will send a letter to the planning boards of neighboring towns expressing the willingness to consider joint efforts toward protection of shared surface and ground water resources.

### **LAND USE ACTIVITIES**

It is the principle of the Comprehensive Plan to recognize the importance of regional cooperation. The land uses of neighboring communities can impact Brownville, particularly when that land use is located near the boundaries of the Town. The Town will attempt to develop compatible land use activities and patterns by meeting regularly with the neighboring communities and coordinating districts, as well as zone designations.