

2016

# Town of Dover-Foxcroft Comprehensive Plan

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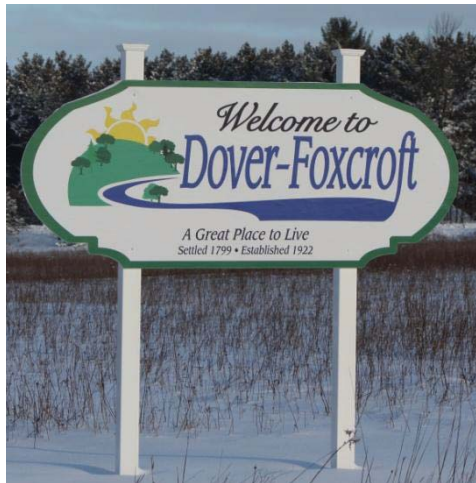
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# **TOWN OF DOVER-FOXCROFT COMPREHENSIVE PLAN**

## **VOLUME I RECOMMENDATIONS**



**MAY 1, 2016  
DRAFT FOR STATE REVIEW**

**VOLUME II - THE INVENTORY AND ANALYSIS**

**CONTAINS THE INFORMATION USED TO DEVELOP THESE RECOMMENDATIONS.**

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## Acknowledgements

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This Comprehensive Plan update is the result of extensive work by the Comprehensive Plan Committee with input from Town staff, and other agencies and organizations, and interested citizens. The Town would like to thank everyone who contributed to the development of this Plan, including citizens who participated in the election exit poll and at public meetings. Special thanks are extended to the following individuals:

Comprehensive Plan Committee: Steve Grammont (Chair/Vice Chair), Jason Brochu (Chair), Louise Ringle (Vice Chair), Jeff Dale, Lisa Laser, Chris Mass, Sean Malone, George McKay, Paul Matulis, Robin Brochu, Dustin and Natasha Colbry, Sarah Swanson, and Diana and Will Vandermast. Not all members of the Committee were able to participate throughout the process, but their involvement is appreciated.

Jack Clukey (Town Manager), Connie Sands (Code Enforcement Officer) and Lisa Niles (recorder) also participated in the Comprehensive Plan Committee meetings, and provided information for the development of this Plan.

Exit poll: Chris Mass (tabulation of results), and other members of the Comprehensive Plan Committee who participated in administering the poll.

Planning Board: Chris Maas, Thomas Sands, Sandra Spear, Gary Niles Jr., Scott Wellman, Lisa Laser, and Peter Robinson. Several members of the Planning Board served on the Comprehensive Plan Committee, and several others participated in the review of the Future Land Use Plan.

Board of Selectperson: Elwood E. Edgerly (Chairman), Cindy Freeman Cyr (Vice Chairman), Jane Conroy, Gail D'Agostino, Stephen Grammont, Scott A. Taylor, and Ernie Thomas

Others who provided information and input: Dave Johnson (Finance Director, Treasurer, Office Manager), Alan Gove (Assessor), William Littlefield (Director, Wastewater Department), Joe Sands (Director, Solid Waste/Transfer Station), Matthew Demers (Superintendent, Dover-Foxcroft Water District), Kenneth Woodbury (Piscataquis Economic Development Council), Geoffrey Chambers (Public Works Foreman), Police Chief Dennis Dyer, Fire Chief Joseph Guyotte, Cindy Woodworth (Town Office staff/cemeteries), Helen Fogler (Thompson Free Library), Robert Lucy (Superintendent, RSU 68), Arnold Shorey (Head of School, Foxcroft Academy), and Clare and Park Pino (citizens).

Most certainly, some names have been missed for which we apologize, however everyone's contribution is greatly appreciated.

Planning Consultant: Gwendolyn Hilton

Mapping Consultant: Cindy Pellett, LatLong Logic



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## Introduction

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### ***Purpose***

This Comprehensive Plan updates Dover-Foxcroft's 2005 Comprehensive Plan. It is designed to reflect the desires of citizens today, with consideration for current conditions, anticipated trends and future needs. The Plan charts a course for the next decade based on extensive data collection, research and analysis, predictions for the future, and most importantly, public input.

The Plan contains a vision for Dover-Foxcroft's future and makes recommendations for how the vision might be achieved. Once the Plan is adopted, the Town implements the recommendations with ongoing input from citizens. Since the Plan is advisory, actual changes, such as municipal expenditures or regulatory modifications, must be voted on by citizens at future town meetings or referendums. The Plan is not set in stone, but it can be revised as needed to best serve the Town.

### ***This Plan is organized into two parts:***

#### **Volume I - Recommendations (this document)**

The recommendations include the vision, goals, policies and implementation strategies. The vision describes the community's desires for the future. The goals, policies and strategies are designed to advance the vision. The goals express intent, the policies are directives, and the strategies are specific actions to implement the policies. The strategies are prioritized with respect to timeframe, and the entities responsible for implementation are identified. The recommendations also include the Future Land Use Plan (Chapter 9) and the Capital investment Plan (Chapter 10).

#### **Volume II - Inventory and Analysis**

Volume II contains the background information that provides the data, analysis and findings to support Volume I. Topics include population characteristics, housing, economy, community facilities and services, transportation, parks and recreation, municipal finance, natural resources, historic and cultural resources, agriculture and forestry, and land use.

#### ***The Comprehensive Plan is....***

- *A vision with a plan for the next 10 to 20 years.*
- *A practical guide for policy-making and managing future growth and change.*
- *A set of recommendations covering all aspects of the town – economy, housing, public facilities and services, transportation systems, cultural and natural resources, land use, and agriculture and forestry.*
- *A way to manage town costs and minimize increases in property taxes.*
- *A way to access outside sources of funding, such as grants.*
- *A legal foundation for local regulations; but is not an ordinance or regulations.*
- *A way to address major issues and concerns for the future of the community.*

### ***Public Participation Summary***

The Comprehensive Plan update is based on extensive public participation. The Comprehensive Plan Committee consisted of over ten members representing a cross-section of the community who met regularly to develop the Plan. The Consultant interviewed many town officials and agency heads to obtain their input on issues of concern and future needs. The Committee conducted an exit poll at the November 2015 election (See results in Volume II Appendices). Several public meetings and a public hearing were held prior to presenting the Comprehensive Plan for a Town referendum vote November

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8, 2016. Final and draft copies of the Comprehensive Plan update were available for public inspection throughout the process.

### ***Regional Collaboration Summary***

The Town of Dover-Foxcroft, as the county seat and a primary regional service center, plays a critical role in the region that includes Piscataquis County, and adjacent areas of Penobscot County. Dover-Foxcroft provides many services to the region, including governmental services, healthcare and social services, retail and business services, employment opportunities, educational services, a range of housing options, and recreational, cultural and social offerings. In serving in this role, the Town must coordinate and collaborate with other towns, the county, the state, and other public and private entities to provide necessary services for the region.

The Comprehensive Plan includes many recommendations that focus on regional collaboration. This Plan supports continuation of many current efforts with some recommended improvements for future consideration. Each chapter of this Plan has specific recommendations for regional coordination. The following is a summary.

- **Economy:** The Town of Dover-Foxcroft actively promotes economic development that benefits the region, such as working with the Piscataquis County Economic Development Council and the Piscataquis County Chamber of Commerce on marketing and other economic development initiatives. Many of the Town's efforts, such as revitalization of the downtown and policies to support business and industrial development add vitality to the region. Additionally, the Town's effort to improve internet communications and promote renewable energy also impact neighboring communities. (See Chapter 1)
- **Housing:** The Town supports and promotes many different types of housing opportunities, some of which that are usually not available elsewhere in the region, such as senior housing and multifamily housing near county seat services. (See Chapter 2)
- **Historic and Archaeological Resources:** The Historic Society's efforts to showcase the history of Dover-Foxcroft is of great benefit to neighboring communities whose histories and culture are intertwined with those of Dover-Foxcroft. (See Chapter 3)
- **Natural Resources:** Many of the natural resources within Dover-Foxcroft are shared with other communities; most notably the Piscataquis River, Sebec Lake, and the vast forested areas that provide important wildlife habitat and preserve water quality. The Town also has a considerable amount of conserved land that is shared, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area and the Northeast Wilderness Trust's land. (See Chapter 4)
- **Agriculture and Forestry:** Increasingly the Town is serving as a hub for agriculture and forestry with federal, state and county agencies, the UMaine Cooperative Extension, the Piscataquis County Fairgrounds, and the Dover-Cove Farmer's Market. (See Chapter 5)
- **Community Services and Facilities:** In order to provide high-quality, efficient services and facilities, the Town collaborates with county, state and federal agencies, educational institutions including RSU 68 and Foxcroft Academy, area municipalities, and many other public and private sector entities. Examples where collaboration is important include emergency services, recycling and solid waste disposal, health and social services, and the Dover-Foxcroft Water District's work with Guilford in maintaining the Town's public water supply. (See Chapter 6)
- **Transportation:** The most significant collaboration in transportation is advocacy for improvements to state and state-aid highways that are critical to Dover-Foxcroft and other communities in the region. A coordinated approach to managing local roads serving adjacent communities can also be

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beneficial. Another area of concern with a regional focus is adequate public transportation alternatives for the aging population. (See Chapter 7)

- Parks, Recreation and Open Space: Dover-Foxcroft serves as a gateway to the Highlands Region by providing vital services for tourists, second homes residents and others recreating in the region. Mutual promotion of the region is important. Many of the Town's recreational facilities are available to residents in the region, including the Regional YMCA, Peaks Kenny State Park, public access facilities to ponds and the river, local parks and playgrounds, and the many recreational trails that are connected to regional systems. (See Chapter 8)
- Future Land Use Plan: This Plan recommends that Dover-Foxcroft coordinate with neighboring communities in the following ways: ensuring that land use regulations and districts are consistent in adjacent areas; consulting with towns regarding planning projects for adjacent areas; and collaborating in reviewing and permitting of projects that effect the communities, particularly for very large, high-impact projects, such a major utility/highway corridors. (See Chapter 9)
- Capital Investment Plan. This Plan recommends working with neighboring communities, the county, and other public and private partners to provide essential services equitably for mutual benefit. (See Chapter 10)

### ***Monitoring Implementation and Plan Evaluation***

The Comprehensive Plan's success in attaining Dover-Foxcroft's Vision for the future is dependent on the citizens of the Town implementing its recommendations.

Monitoring progress in implementing the Plan should be accomplished as follows: at a minimum, an evaluation of the Plan should be conducted within five years of the Plan's adoption to determine the degree, to which the Future Land Use Plan strategies and other strategies have been implemented and the steps taken toward implementing the Capital Investment Plan. This evaluation should also include an assessment of overall development trends. If the Committee's evaluation concludes that portions of the current plan or its implementation are no longer effective or desired, the Committee should propose changes to the Comprehensive Plan.

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## Vision for the Future

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### *Dover-Foxcroft's vision for the future...*

#### **A Prosperous Community of Caring and Civically Engaged People of All Ages**

- A friendly, welcoming community that is clean, safe and a great place to thrive – a great place to live, raise a family, work, retire, socialize, recreate, and operate a business.
- A community of creative, resourceful and resilient people of all ages making the Town a better place; positive changes occur as a result of actively involved citizens.

#### **An Attractive, Authentic, Rural Town with a Rich Cultural Heritage and Exceptional Natural Resources**

- An exceptional quality of life in a unique and beautiful place in central Maine where two towns came together to create one community.
- A well-preserved, rich cultural heritage as a shiretown with beautiful historic neighborhoods, old homes and other buildings, such as the County Court House, the Blacksmith's Shop, Center Theater, and the restored Mayo Mill and Central Hall.
- A healthful and productive natural environment for current and future generations.
- Clean, plentiful groundwater and surface water resources, such as the Piscataquis River, Sebec Lake, and the numerous ponds, wetlands and streams.
- A scenic rolling landscape with widespread forests, farms and small rural hamlets, such as East Dover and South Dover.
- Extensive wildlife, fisheries and plant habitats for native species like bald eagles, white-tailed deer, Atlantic salmon, wild brook trout, rare plants, and other unique natural areas.
- Conserved lands for people to enjoy nature and outdoor recreation, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, and Brown's Park.

#### **The Shiretown of Piscataquis County and a Community with Everything You Need**

- A thriving shiretown and primary service center in the geographic center of Maine, providing a broad range of goods and services to the region.
- The seat of county government with federal, state, and university agencies, such as the County Courthouse and Sheriff's Department, the U.S. Department of Agriculture and County Soil and Water Conservation District, the UMaine Cooperative Extension, and hopefully, a new Maine Health and Human Services Office.
- A social, cultural and recreational destination with entities, such as the Thompson Free Library, Center Theater, Central Hall, the Regional YMCA and the Piscataquis County Fairgrounds.
- Excellent schools and educational services, such as RSU #68, Foxcroft Academy, and the Piscataquis Higher Education Center.
- Essential medical and social services including the Mayo Regional Hospital with Lifelight and many other health and social service providers.
- The best possible support for the infirm and seniors choosing to "age in place" because of close cooperation among the health care providers, social services agencies, and churches.
- An employment center, particularly in the health care, government, and manufacturing sectors.
- A range of housing opportunities close to services not generally found in more rural areas.
- A leader in collaborating with public and private partners to achieve prosperity through economic development initiatives, such as work with the Piscataquis County Economic Development Council and the Piscataquis County Chamber of Commerce.

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- A transportation center at the intersection of well-maintained major state highways serving the region and providing access to and from the Bangor Metropolitan area, the interstate, and beyond.
- A gateway to the Highlands region of central Maine providing services to second home residents, tourists and others visiting the region.

### **Long-term Prosperity through Moderate Population Growth and Economic Development Consistent with the Character of the Town**

- A demographically stable, growing population with people of all ages and backgrounds.
- An expanding local economy consistent with the community's cultural heritage and natural character.
- A strong, diverse, sustainable economy that ensures long-term prosperity.
- A strong entrepreneurial spirit with ongoing business investments, including new businesses and expansions and revitalization of existing businesses and industries.
- An economy that supplies good jobs, brings money into the community, and provides a strong property tax-base to support necessary services.
- A community that supports the local economy through purchases from area businesses.
- A multi-skilled, trained workforce and high quality of life attractive to new business investments.
- A thriving natural resource-based sector in forestry, agriculture, outdoor recreation, and nature- and culture-based tourism.
- An agricultural and forestry hub with a suitable land base and organizations such as, the Dover-Cove Farmers Market, the Piscataquis County Fairgrounds, and government agencies providing technical and funding assistance for these endeavors.
- A place with the infrastructure and services necessary to grow the economy: In particular high speed communications to support educational opportunities, telecommuting, marketing and sales, and other uses dependent upon this technology.
- Adequate, affordable energy options to include renewable energy alternatives.

### **Patterns of Development Designed for an Exceptional Quality of Life**

- Patterns of development harmonious with the history and culture of the community.
- An attractive, vibrant, people-friendly downtown with compatible mixed uses such as retail and service establishments, professional offices, restaurants, art galleries, residential uses, civic and cultural offerings.
- The Moosehead Redevelopment Project thriving as a downtown anchor for further revitalization, and demonstrating the benefits of energy conservation and renewable energy options.
- Public spaces for social interaction and community events to include the Waterfront Park, Brown's Mill Park, Kiwanis Park, and small, landscaped pocket parks with street furniture and other pedestrian amenities.
- An attractive village surrounding the downtown with great places to live near neighbors and services, such as the hospital, schools, businesses, government offices, and the YMCA.
- Good quality, affordable housing for a variety of lifestyles, such as families with children living near schools and recreational facilities, older-adults aging-in-place and with other housing options near services, subsidized multifamily housing and apartments, mobile home parks, single family homes in many locations, and second-homes and rustic camps for part-time residents and visitors.
- Hamlets with close-knit neighborhoods in outlying areas of Town, such as East Dover.
- Urban and growth areas with services for different types of businesses and industries to thrive, such as the in the downtown and areas designated for commercial and industrial uses.
- A built-out Pine Crest Business Park and airport area, where new business and light industries can locate in an attractive setting close to infrastructure.

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- Areas set-aside for manufacturing and heavier industries to include the Pleasant River Lumber area and the Verso Log Yard and regional recycling and transfer station area.
- Extensive rural areas with productive farms and forests and related value-added industries, and rural homes, home occupations and cottage industries prospering from what the land has to offer.
- Great places for outdoor recreation and nature-based tourism for all seasons, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, Brown's Mill Park and other urban area parks and playgrounds, trail systems, the river, lakes, ponds and streams, and extensive forests where landowners allow public access.

### **High-quality, Affordable Public Services and Facilities Meeting Community Needs**

- Ongoing investments into the community to provide the growing property tax base necessary to support affordable, high-quality public services and facilities.
- Regionally-coordinated, efficient and effective services and facilities, such as education, emergency services, solid waste disposal and recycling, and economic development.
- Orderly community development making efficient use of public facilities, such as public water and sewer and the transportation network.
- An efficient and effective municipal government with adequate staffing, facilities, and equipment to provide excellent service.
- Reliable utilities providing adequate power, public sewer and water service, and communications.
- Adequate state highways providing safe and efficient transportation for vehicles, bicycles and pedestrians within the community, and to and from areas outside of town.
- State highways with gateway and Katahdin Trail signage to enhance safety and support tourism.
- A well-maintained Town-owned transportation infrastructure with adequate roads, bridges, sidewalks and ample public parking in the downtown and other urban areas.
- Public transportation alternatives, such as taxis, Lynx buses, and ride sharing.

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## Chapter 1 - Economy<sup>1</sup>

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### ***Goals***

**State:** Promote an economic climate that increases job opportunities and overall economic well-being.

**Local:** Attain long-term economic stability and prosperity for Dover-Foxcroft citizens and businesses.

### ***Policies***

1. Seek long-term stability through a demographically stable population, a strong diversified economy and tax base, an educated and skilled workforce, and plentiful employment opportunities.
2. Promote Dover-Foxcroft as the county seat and regional service center that provides a range of government, healthcare and social services, retail and business services, major employers, educational services, housing, and cultural and social opportunities for the community and the region.
3. Promote the downtown as the civic, cultural and commercial hub of the community and region.
4. Promote Dover-Foxcroft as a four-season tourist and recreation destination and gateway to the Highlands Region of Maine.
5. Provide a proactive economic development program that entails working with the Piscataquis County Economic Development Council, the Piscataquis County Chamber of Commerce, the Eastern Maine Development Corporation, other organizations and surrounding towns.
6. Plan for, finance, and develop an efficient system of public facilities and services to support desired economic development.
7. Improve Dover-Foxcroft's economic competitiveness through efforts to provide affordable, state-of-the-art telecommunications and energy options, and any other technological advances as they arise in the future.
8. Actively pursue outside sources of funding and creative financing mechanisms to support economic development, including necessary infrastructure and incentives and support for business development.
9. Promote economic development that is compatible with community character and individual neighborhoods.
10. Actively support farming and forestry and encourage their economic viability.

### ***Implementation Strategies***

#### **1. Proactive Economic Development Program**

- a. Administration
  - i. Continue the Town Manager's oversight role in coordinating the economic development program with dependence on the Piscataquis County Economic Development Council (PCEDC) to develop programs and financing for infrastructure and business development, and coordination with other communities in the region.
  - ii. Utilize Pine Crest Development Corporation for specific economic development projects, such as the Pine Crest Business Park and the Mayo Mill Commercial Office Plaza and Data Center.

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<sup>1</sup> Cross reference note: Recommendations related to economic development are also included in other chapters, as applicable – such as the chapters on: Community Facilities and Services; Parks, Recreation and Open Space; Agriculture and Forestry; Historic and Archaeological Resources; Transportation; the Future Land Use Plan; and the Capital Investment Plan.



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- iii. Monitor the effectiveness of the economic development program and the workload of the Town Manager and PCEDC in current capacities. If necessary, consider expanding capacity for economic development and grant writing through additional Town staffing. As an example, a staff position might be project based, such as through the Maine Downtown Network Community Program or a special grant program.
- b. Utilize targeted approaches (project-based) such as Community Development Block Grants, USDA Rural Development funding, tax increment financing,<sup>2</sup> and private funding to undertake specific activities and provide support for ongoing economic development efforts.
- c. Take advantage of state and regional programs to promote economic activity, such as assistance through the Eastern Maine Development Corporation, the Maine Development Foundation, the State of Maine (Department of Economic and Community Development, Office of Tourism, etc.), Coastal Enterprises, and others.
- d. Collaborate with local partners, such as the Piscataquis County Chamber of Commerce, Kiwanis, Center Theater, the Historical Society, the Dover Cove Farmers Market, the snowmobile and ATV clubs, and others to increase economic vitality.
- e. Encourage volunteerism by supporting the efforts of local organizations and volunteers.

*Responsibility: Board of Selectpersons, Town Manager, Pine Crest Development Board, Chamber of Commerce, PCEDC, other partners / Timeframe: ongoing*

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### 2. Promotion

- a. Promote Dover-Foxcroft as a great place to live, work, obtain goods and services, operate a business and to socialize and recreate because it is a rural community where you have everything you need - a full-set of services, county and state government, health care, great schools, active cultural and social atmosphere, accessibility to Bangor metropolitan area, parks and recreation including urban area facilities (YMCA, fairgrounds, walkable neighborhoods, theater, library, older adult facilities, etc.) and many housing options, including generally affordable historic homes.
- b. Develop the slogan/theme/brand, such as “Dover-Foxcroft, the Center of Things.” The Town is the geographic center of the state at the crossroads of major highways, a service center, job center, healthcare center, education/career center; there is Center Theater and Central Hall. The “Town Squares” are Dover-Foxcroft’s town center. Include this theme in state-wide publications and promotional efforts.
- c. Continue to improve the Town’s website, including the listing of government agencies, non-profit organizations and businesses. Incorporate a. and b. above. Ensure that websites for other organizations have links to the Town’s website. Consider utilizing professional services either through contract or collaboration with another entity for marketing and branding services.
- d. Expand distribution of the “Welcome to Dover-Foxcroft” packet for new residents, prospective businesses, guests, and others. Continue to provide this information on the Town’s website.
- e. Encourage the Piscataquis County Chamber of Commerce, PCEDC, Maine State Agencies (e.g., Bureau of Tourism, Parks and Recreation) and other organizations in promoting the region.

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<sup>2</sup> Tax increment financing (TIF), a sophisticated economic development tool, allows a Town to use property tax income from new development for specific economic development activities. A town must define a TIF District (area where TIFs can be granted) and adopt policies for granting TIFs. Some or all of the new property-tax income can be used in the TIF District. A major fiscal benefit is that new valuation from the development is not added to the town’s total valuation. The higher the town’s valuation, the higher its proportional share of funding for schools, the more it pays in county taxes, and conversely the less it gets in state revenue sharing and general purpose school funding. Dover-Foxcroft has a TIF policy and two districts: Pleasant River Lumber and the Moosehead Mill Redevelopment Project.



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- f. Continue to expand community events through collaboration with organizations, such as the Chamber of Commerce, Kiwanis, and the Piscataquis County Fairgrounds Committee.
- g. Promote regional tourism initiatives, such as the Katahdin Trail, the scenic byways program, the Penquis Valley Bicycle Tour, and other arts and heritage trails. (See also Chapter 8)
- h. Encourage the Piscataquis County Chamber of Commerce and other partners to consider the concept of a Piscataquis County Visitors Center in Dover-Foxcroft to promote the region through expanded, more accessible services to visitors and tourists. This could be facility and/or “visitor center in virtual format” accessible through the internet.

*Responsibility: Board of Selectpersons, Town Manager, Chamber of Commerce, PCEDC, other partners*

*Timeframe: ongoing and within 5 years, except “h” which might be a longer-term initiative*

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### **3. Economic Diversification to Increase Stability, the Property Tax Base, and Good Jobs**

- a. Continue to support existing business, industries and organizations in their efforts to expand and diversify.
- b. Identify new opportunities for expansion and diversification, such as:
  - i. Businesses that are related to or complementary to existing businesses and industries – sometimes called business or industrial clusters.
  - ii. Businesses that might be attracted to the Town’s assets: existing infrastructure (excess public sewer and water capacity), natural resource assets (e.g., forest, farmland, Piscataquis River), service center and county seat, hospital and health and social services, government agencies, arts and cultural offerings, Peaks Kenny State Park and other recreational facilities, fairgrounds, and location relative to the Highlands Region and North Woods.
  - iii. Clean industries that provide jobs and add considerably to the tax base.
  - iv. Development that enhances the character of the community.
  - v. Services and goods not currently available, but that might be desirable.
- c. Continue to seek businesses and light industries that will create jobs, services and expand the tax base to locate in the Pine Crest Business Park, the Mayo Mill Commercial Office Plaza and Data Center (Moosehead Redevelopment Project) and in other suitable locations. Utilize PCEDC and EMDC services for this effort. Ensure that land use regulations and infrastructure support desired development.
- d. Support the efforts of PCEDC, EMDC and the Chamber of Commerce to maintain a promotional package for prospective developers.
- e. Continue to aggressively pursue grants, business assistance, and other financing mechanisms to support desired economic development. Monitor the needs of existing and prospective businesses and industries, and match these needs with potential sources of financial assistance. Utilize the services of PCEDC in these efforts.
- f. On a regional level, work with neighboring towns and organizations on economic development by exploring opportunities for regional marketing, collaboration in providing services and infrastructure, and regional land use planning.

*Responsibility: Board of Selectpersons, Town Manager, Pine Crest Development Board, Chamber of Commerce, PCEDC, and other partners / Timeframe: ongoing*

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### **4. Downtown Revitalization**

- a. Encourage new and expanded downtown land uses –compatible mixed uses, such as retail and service establishments, professional offices, restaurants, art galleries, residential uses, civic and cultural offerings, and other uses consistent with a walkable, vibrant downtown environment. Support infill and redevelopment of vacant and dilapidated buildings and areas.
- b. Continue downtown revitalization to include infrastructure improvements (attractive public spaces, improved walkability, streets, sidewalks and amenities, parking, trails, parks, lighting, signage,

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elimination of overhead power lines, beautification through landscape and façade improvements (See 2003 Downtown Revitalization Plan and Maine Downtown Center Report). Consider a formal update of the 2003 Downtown Revitalization Plan within the next ten years.

- c. Strongly advocate for improvements to the state highway and street infrastructure to support a safe, attractive, pedestrian-friendly downtown that serves both local and through traffic.
- d. Continue to participate in the Maine Downtown Network Community Program utilizing the “Main Street Four-Point Approach” and the work of the Committees. Utilize technical assistance provided through the Main Street Maine Program (Maine Development Foundation).
- e. Modify downtown revitalization, including infrastructure needs and land use regulations, to take advantage of the Moosehead Mill development and any potential spin-off development.
- f. Seek mechanisms to support funding for transportation improvements, façade improvements, redevelopment needs, and other infrastructure needs, such as grants, public and private partnerships, and tax increment financing.
- g. Promote building and site designs to enhance historic and cultural character by working the Historical Society, property owners, businesses, and others.

*Responsibility: Downtown Committees, Board of Selectpersons, Town Manager, Pine Crest Development Board, Chamber of Commerce, PCEDC, other partners / Timeframe: ongoing*

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### 5. Moosehead Mill Redevelopment Project

- a. Seek full occupancy of the Moosehead Mill facility, including the Mayo Mill Commercial Office Plaza and Data Center.
- b. Complete the development of renewable energy facilities – hydropower, solar, geothermal.
- c. Provide ongoing state-of-the-art high speed internet.
- d. Improve vehicle and pedestrian access to and from the facility, including parking, sidewalks, signage and landscaping.
- e. Continue to enhance the livability of the surrounding vicinity, including the Riverfront Park.

*Responsibility: Pine Crest Development Board, Board of Selectpersons, Town Manager, Downtown Committee, Planning Board, PCEDC / Timeframe: ongoing, within 5 years for full occupancy*

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### 6. Urban Area Improvements

- a. Continue to provide a high level of services, including centralized sewer and water, streets with sidewalks, parking, lighting, trails, parks and playgrounds.
- b. Continue to market office space at the Town Office Center Complex. Consider this area as a unique neighborhood with community uses – school, recreation area, town office, professional offices, etc. Improve accessibility and way-finding through better signage. Assure that land regulations are aligned with goals in this area.
- c. Address vacant structures and severely dilapidated buildings, as follows:<sup>3</sup>
  - i. Consider requiring owners of vacant buildings (vacant for extended periods) to register with the Town providing contact information and other information regarding future plans.
  - ii. Consider enacting a property maintenance ordinance to address severely dilapidated and unsafe structures.
- d. Identify specific parcels that could potentially accommodate more development, and work with willing property owners to explore opportunities.
- e. Consider the need for additional land area for desired economic development, such as an area for a large industry and expansion of commercial districts. (See Chapter 9 Future Land Use Plan)

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<sup>3</sup> This should be addressed throughout the community, but it has the greatest negative impact in areas with higher densities.

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- f. Work with the Wastewater Department and the Water District to improve services within and near the urban area to support economic development. Support their efforts to obtain grants and loans to maintain, upgrade and expand their systems.
- g. Support organizations, such as the Piscataquis Valley Fair Association, Dover-Foxcroft Farmer's Market, Center Theater and the YMCA.

*Responsibility: Pine Crest Development Board, Board of Selectpersons, Town Manager, Downtown Committee, Planning Board, PCEDC, Waste Water Department and Water District / Timeframe: ongoing*

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### **7. Pine Crest Business Park**

- a. Seek build-out of the Business Park.
- b. Continue to utilize the PCEDC to market the facility; include "center" concept branding.
- c. Periodically re-evaluate the Park, including the desired and most viable uses, criteria and covenants, and marketing to emphasize park assets.
- d. Revise land use regulations to reflect desired uses and modifications to this district. (See Chapter 9 Future Land Use Plan)

*Responsibility: Pine Crest Development Board, Board of Selectpersons, Town Manager, Downtown Committee, Planning Board / Timeframe: ongoing, within 10 years for full occupancy*

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### **8. Infrastructure to Support Economic Development<sup>4</sup>**

- a. Monitor and respond to technological and other changes in order to maintain economic competitiveness (e.g., telecommunications, energy options, improved technology in government operations and utilities).
- b. As a top priority, improve and maintain up-to-date telecommunications, such as town-wide high-speed internet and adequate cell-phone service. Expand connections to the Three Ring Binder fiber optic network. Explore options, such as regional collaborations, public and private partnerships, grants, tax increment financing, town-ownership and open access networks to allow competition, free or low-cost wireless internet as an incentive for business development.
- c. Monitor energy needs to determine if there are barriers to desired economic activity, and take steps as appropriate to increase capacity.
- d. Take advantage of any opportunities to make electricity more affordable, such as new energy production facilities, natural gas, alternative energy options, locally produced wood pellets or other fuels, or local cooperatives or utilities.
- e. Continue to explore community-based energy production using renewable resources, such as through the Community Based Renewable Energy Pilot Program (Maine PUC) grant designed to provide energy production at the Moosehead Mill using solar and hydroelectric power.
- f. Support the development of public and private installations of renewable energy production, such as solar, wind, biomass, hydroelectric, geothermal, while assuring these facilities are compatible with neighborhoods and the community character, and provide benefits to the community.
- g. Improve and maintain other public facilities and services including the transportation infrastructure and recreation facilities and programs to support economic development.<sup>5</sup>
- h. Address the issue of corridors and their appropriateness for the community, such as major highway/utility corridors (which is of significant concern), but also smaller corridors, such as natural gas pipeline corridors, renewable energy transmission corridors, or recreational trail corridors (e.g., huts and trails), which might be compatible with community character and desirable.

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<sup>4</sup> See Chapter 6 Community Facilities and Services, Chapter 7 Transportation and Chapter 9 Future Land Use Plan

<sup>5</sup> See Chapter 6 Community Services and Facilities, Chapter 7 Transportation, Chapter 8 Parks, Recreation and Open Space.

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- i. Continue to aggressively seek outside sources of funding to support economic development, such as through the U.S. Department of Agriculture (e.g., Rural Development, Northern Border Regional Commission), U.S. Environmental Protection Agency (e.g., Brownfields Program), Maine Department of Economic and Community Development (e.g., Community Development Block Grants, Community for Maine's Future Program), and the Maine Community Foundation.

*Responsibility: Board of Selectpersons, Town Manager, PCEDC, Planning Board, others / Timeframe: ongoing*

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### 9. Career and Workforce Development

- a. Encourage and support educational opportunities to provide adequate incomes for residents and a highly-skilled workforce for employers, and to promote successful entrepreneurs.
- b. Encourage Foxcroft Academy, the Tri-County Technical Center, the Penquis Higher Education Center, and area business and others to provide educational opportunities relevant to the Town and region, such as special projects and internships in health care, outdoor recreation, forestry, agriculture and other natural resource-based industries.

*Responsibility: Foxcroft Academy, RSU #68, Tri-County Technical Center, Penquis Higher Education Center, Board of Selectpersons, Town Manager / Timeframe: ongoing*

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### 10. Land Use Regulations to Support Economic Development<sup>6</sup>

- a. Assure that land use ordinances are aligned with economic goals and reflect desired uses, scale, design, intensity, and locations for economic development.
- b. Promote the highest and best use of Town infrastructure to assure its most efficient use, to include consideration for:
  - i. Higher densities on public sewer and water.
  - ii. Development designs that more effectively and efficiently use space.
  - iii. More intensive uses on or near state highways and the Town's better roads.
  - iv. Build-out of urban areas, particularly the downtown, business park, and areas designated for commercial and industrial uses.
- c. Promote rural areas with economically important natural resources for agriculture, forestry, outdoor recreation and other natural resource-based uses.
- d. Support home occupations in most areas of Town subject to site suitability and compatibility with residential uses.

*Responsibility: Planning Board, Downtown Steering Committee, Pine Crest Development Board, Board of Selectpersons, Town Manager / Timeframe: ongoing, amend ordinances within 5 years*

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## Chapter 2 - Adequate and Affordable Housing

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### Goals

**State:** Encourage and promote affordable, decent housing opportunities for all Maine citizens.

**Local:** Encourage and promote affordable and adequate housing opportunities for all Dover-Foxcroft citizens.

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<sup>6</sup> See Chapter 9 Future Land Use Plan

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## ***Policies***

1. Promote prosperity for all Dover-Foxcroft citizens through efforts to maintain and improve the community's housing stock.
2. Encourage and promote adequate workforce housing to support community and regional economic development.
3. Support an adequate and affordable supply of housing for people of all ages and incomes, but particularly for those with modest incomes, such as older adults and young families.
4. Promote housing that is safe, sanitary, energy efficient and well-built.
5. Support improvements to the Town's older housing stock to include restoration, rehabilitation, reuse, and reconstruction, as appropriate.
6. Ensure that land use regulations encourage the development of quality, affordable housing, including senior housing and rental housing.
7. Encourage and support the efforts of regional housing coalitions and private developers in addressing affordable and workforce housing needs.

## ***Implementation Strategies***

### **1. Local Housing Committee/Regional Housing Coalition**

- a. Appoint a Housing Committee charged with evaluating housing conditions and needs, and taking the lead in addressing housing needs. Committee make-up could include representatives from the Town, a local realtor, a 3<sup>rd</sup> party MUBEC inspector, a private developer, subsidized housing complex manager, social service agencies, etc.
- b. Advocate for the formation of a regional housing coalition to include representatives from area towns and housing complexes, Penquis, Area Agencies for the Aging, etc.

*Responsibility: Board of Selectpersons, Town Manager, other partners / Timeframe: within 5 years, as needed*

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### **2. Future Housing Trends and Needs**

- a. Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable to those earning the median income in the region. Review building permit data to make this determination.
- b. Monitor and work to address housing supply and demands; consider the following:
  - i. Need for older adult housing options, such as accommodations for "aging in place," accessory apartments, rentals, condos, senior housing with independent units, and assisted living facilities.
  - ii. Need for affordable, workforce housing, including housing for young adults and families.
  - iii. Demand for different types of housing – rentals, multifamily, condos, mixed-use, mobile homes, etc.
  - iv. Demand for subsidized housing.
  - v. Housing conditions, including abandoned structures, substandard housing, energy efficiency, etc.
  - vi. Condition and use of the Town's large, older historic homes.

*Responsibility: Housing Committee, Board of Selectpersons, Town Manager / Timeframe: ongoing*

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### **3. Enhancing the Town's Housing Stock**

- a. Address abandoned, substandard and/or obsolete housing through rehabilitation, reuse, replacement, and/or demolition. Conduct an inventory and needs assessment to determine what actions will be most effective in addressing the issues, including a comprehensive neighborhood revitalization approach that promotes overall livability. Options to consider include incentives, such as funding for upgrades, and regulations on property maintenance (See Chapter 1 Economy, Strategy #6).
- b. Assure that land use and building regulations support desired improvements.

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- c. Seek funding to support improvements to the housing stock, as follows:
  - i. Publicize housing assistance programs available to individuals, such as those through Penquis, Efficiency Maine, and the Maine State Housing Authority. Publicity could include information on the Town website, brochures at the Town Office, and information available from the Code Enforcement Officer and third party MUBEC inspectors.
  - ii. Pursue grants, public and private partnerships, and other mechanisms to fulfill housing needs, such as those available through the Maine Department of Economic and Community Development Community Development Block Grant Program and other public and private sources. An initial housing needs assessment may be required to show the justification for funding.
  - iii. Seek assistance from the Piscataquis County Economic Development Council in applying for grants and implementing programs associated with workforce housing.
  - iv. Consider utilizing tax increment financing to support the development of housing projects that meet the goals and policies of this Comprehensive Plan.

*Responsibility: Housing Committee or Coalition, Board of Selectpersons, Town Manager, Code Enforcement Officer, PCEDC / Timeframe: ongoing*

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### 4. Land Use Regulations

- a. Continue to allow the following through provisions in land use regulations:
  - i. A range of affordable and workforce housing options.
  - ii. Higher residential densities, including multifamily housing and planned unit developments with minimal dimensional requirements in the urban area, particularly where public sewer and water are available.
  - iii. Conservation subdivisions with reduced lot sizes and other dimensional requirements in exchange for conservation land.
  - iv. At least one accessory apartment per dwelling unit in most areas of the Town.
  - v. Manufactured housing in most areas where stick-built housing is allowed.
  - vi. Mobile home parks in a number of areas, preferably on public water and sewer.
  - vii. Community living arrangements, nursing homes, and convalescent facilities in a number of areas.
- b. Continue to administer land use regulations with performance standards designed to protect residential uses from potentially incompatible uses.
- c. Review land use regulations to consider the following amendments:
  - i. Increased flexibility to allow higher densities and a variety of housing options in the downtown and adjacent residential areas, such as:
    - 1) Mixed-use developments with compatible and complimentary uses.
    - 2) Residential uses on upper floors above businesses.
    - 3) Minimal dimensional requirements (e.g., zero lot line development) where it can be shown there is adequate parking and that other concerns are addressed.
  - ii. Adequate consideration for older adult housing, such as provisions to support “aging in place” and assisted living facilities.
  - iii. Incentives for rehabilitation and redevelopment of obsolete and dilapidated structures for residential uses.

*Responsibility: Planning Board, Code Enforcement Officer, Housing Committee, Board of Selectpersons, Town Manager / Timeframe: ongoing and within 5 years for proposed amendments*

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### 5. Building Code

- a. Continue to utilize the Maine Uniform Building and Energy Code (MUBEC), the Maine Subsurface Wastewater Disposal Law and the Plumbing Code as required by State law, to assure that housing is safe, sanitary and energy efficient.



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- b. Utilize MUBEC provisions intended to facilitate the continued use or adaptive reuse of historic buildings; these may include additional or alternative means of compliance.
- c. If MUBEC is no longer required by State law and other options are allowed, consider other options consistent with the goals and policies in this Plan.

*Responsibility: Code Enforcement Officer, Plumbing Inspector, Planning Board, Housing Committee, Board of Selectpersons, Town Manager / Timeframe: ongoing with amendments as needed*

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## Chapter 3 - Historic and Archaeological Resources

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### ***Goals***

**State:** Preserve the State's historic and archaeological resources.

**Local:** Preserve Dover-Foxcroft's cultural heritage and significant historic and archaeological resources.

### ***Policies***

1. Promote the community's exceptional cultural heritage and historic and archaeological resources because they are important to the quality of life in Dover-Foxcroft.
2. Enhance the cultural and historic character of the downtown as a high priority for improving economic and social vitality.
3. Support and encourage the Historical Society in its endeavors to document and preserve the cultural heritage, and significant historical and archaeological resources of the community.
4. Encourage owners of historical and archaeological sites to preserve the historical or archaeological integrity of their properties.
5. Continue to utilize land use regulations to protect to the greatest extent practicable the community's significant historic and archaeological resources.

### ***Implementation Strategies***

#### **1. Collaborate to Promote Cultural Assets**

- a. Utilize the Town's cultural heritage, and historic and archaeological resources to encourage a stable and prosperous community, including:
  - i. Foster appreciation for these assets through education and promotion as opportunities arise, such as on the websites for the Town, Historical Society and Chamber of Commerce, in hard copy materials, and through community events.
  - ii. Continue to enhance the cultural and historic aspects of the downtown through a variety of efforts (e.g. the Maine Downtown Network Program, redevelopment projects - Moosehead Mill Project, walking routes with plaques on historic properties, Center Theater, Central Hall, Thompson Free Library, special events - Shiretown Homecoming Festival).

*Responsibility: Historical Society, Center Theater, Thompson Free Library, Chamber of Commerce, Board of Selectpersons, Town Manager, Downtown Committees, other partners / Timeframe: ongoing*

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#### **2. Dover-Foxcroft Historical Society**

- a. Support the Society as the primary steward of the Town's history, and in their endeavors to:
  - i. Operate the Blacksmith's Shop and Observer Museums.

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- ii. Preserve important records and publications, and make them accessible to the public through work with other organizations, such as area churches, Foxcroft Academy, and the Thompson Free Library.
- iii. Document and encourage the preservation of historically significant properties and artifacts. Seek assistance in this work, such as through interns, a local school or photography club, or through professional surveys of significant properties with assistance from the Maine Historic Preservation Commission or some other organization.
- iv. In partnership with other organizations, restore and reuse Central Hall as a multi-use facility for social, cultural and other activities. Continue to seek grants and other outside sources of funding for this endeavor.
- v. Encourage owners of eligible properties to have their properties listed on the National Register of Historic Places, thereby affording property owners' access to technical assistance, grants, and federal tax credits. Building codes and floodplain regulations have special allowances for restoration of properties listed on the National Register.

*Responsibility: Historical Society, Board of Selectpersons, Town Manager / Timeframe: ongoing*

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### **3. Preservation of Historic Properties**

- a. Support the restoration, renovation and reuse of historic properties.
- b. Educate citizens about appropriate historic building and property designs. This effort could include development of guidelines based on information from the Maine Downtown Center, the Maine Historic Preservation Commission, and the National Trust for Historic Preservation.
- c. Seek funding assistance for owners of historically significant properties who wish to rehabilitate, reuse or redevelop their properties, such as reuse of large older homes and out-dated commercial structures. Funding mechanisms, such as federal tax incentives for historic properties, Community Development Block Grants, energy efficiency grants and programs, could be explored.

*Responsibility: Historical Society, Board of Selectpersons, Town Manager / Timeframe: ongoing*

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### **4. Building Code and Land Use Regulation**

- a. Administer the Maine Uniform Building and Energy Code (MUBEC), and/or any locally adopted building code, if allowed by state law, to support and promote reuse, rehabilitation or redevelopment that preserves and enhances the historic character of a property.
- b. Continue to require consideration for archaeological and historic resources in subdivisions, mobile home parks, multifamily developments, large commercial and industrial developments, and for development in shoreland areas, particularly if the site or structure is eligible to be listed, or listed on the National Register of Historic Places. Utilize maps and information provided by the Maine Historic Preservation Commission in the review process. (See Maps 3 and 4 in the Appendices and Volume II Chapter 5)
- c. For known historic archeological sites and areas sensitive to prehistoric archeology, require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation. Developers should consult the Maine Historic Preservation Commission (MHPC) or another acceptable expert for advice on the best approach if important resources have been identified.
- d. Continue to utilize the Land Use Ordinance Historic District provisions which require Historical Review Committee advice on land use activities involving structural development of properties listed on the National Register of Historic Places within the mapped Historic District. Consider updating these provisions to including the following:
  - i. Historic Review Committee review of other historically significant properties (properties potentially eligible for National listing), National Register properties outside the district. The historic design guidelines could be used for these reviews (mentioned previously).



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- ii. Expansion of the Historic District (for example, the MHPC map shows important area further west along West Maine Street)

*Responsibility: Historic Review Committee, Planning Board, Code Enforcement Officer, Board of Selectpersons, Town Manager*  
*Timeframe: ongoing; within 5 years for proposed ordinance amendments*

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## Chapter 4 - Natural Resources

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### ***Goals***

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

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.

**Local:** Conserve and protect Dover-Foxcroft's water resources and other important natural resources to provide a healthful, sustainable, attractive, thriving, and productive natural environment for current and future generations.

### ***Policies***

1. Protect current and potential drinking water sources.
2. Protect significant surface water resources from pollution and improve water quality where needed.
3. Recognize the significant quality-of-life and economic values of the Town's natural resources, including, but not limited to, groundwater resources, the Piscataquis River, Sebec Lake and the other ponds, wetlands and streams, wildlife and fisheries habitats, unique natural areas and the scenic landscape.
4. Protect water resources in urban and other growth areas while promoting development in these areas.
5. Support the use of the public sewer system and public water supply where available as the preferred alternatives to individual subsurface sewage disposal and private wells.
6. Prevent pollution discharges through ongoing upgrades to wastewater treatment facilities and stormwater management systems.
7. Protect critical and important natural resources through a multi-pronged approach that includes education, monitoring, land conservation, and land use regulation.
8. Maintain healthy populations of native plant and animal species by seeking to conserve critical and important natural areas including large blocks of wildlife habitat, deer wintering areas, habitat for threatened or rare species, shoreland areas, waterfowl and wading bird habitat, fisheries including salmon and brook trout spawning streams, and other important habitats.
9. Collaborate with regional and state resources agencies, advocacy groups, private entities, neighboring communities and others to protect water quality and shared natural resources.
10. Support enforcement of state and federal laws by making the public aware of these laws, and reporting violations, as appropriate. This does not imply that the Town should be responsible for enforcement of these laws.

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## ***Implementation Strategies***

### **1. Quality-of-Life and Economic Planning**

Promote the community's natural resource assets in all aspects of planning for future prosperity, such as to encourage modest population growth, support business investments, encourage ecotourism, and other economic development endeavors.

*Responsibility: Town Manager, Board of Selectpersons, Recreation Committee, Piscataquis Economic Development Council, and other partners / Timeframe: ongoing*

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### **2. Municipal Entity to Focus on Natural Resources Conservation and Management**

Consider appointment of a standing committee or conservation commission to address natural resources issues, as needed.

*Responsibility: Board of Selectpersons / Timeframe: as needed*

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### **3. Education and Collaboration with Partners**

- a. Encourage landowners, residents and developers to protect important natural resources, including utilization of best management practices to protect water resources, by providing information at the Town Office, making referrals to agencies, providing links to resource agencies on the Town's website, and through land use permitting activities.
- b. Direct citizens to the local offices of the Piscataquis County Soil and Water Conservation District, the U.S. Department of Agriculture Natural Resources Conservation Service and the Farm Services Agency, the University of Maine Cooperative Extension Service, and other local agencies.
- c. Provide contact information for state agencies (Drinking Water Program, Natural Areas Program, Department of Inland Fisheries and Wildlife, Department of Environmental Protection, Forest Service, etc.), the Small Woodlot Owners Association, Maine Audubon, the Maine Lakes Society, Maine Environmental Lakes Association, the Maine Volunteer's Lake Monitoring Program and other similar organizations.
- d. Inform landowners living in or near critical or important natural areas about the following:
  - i. Current use property tax programs (Tree Growth, Farm and Open Space).
  - ii. Applicable local, state or federal regulations.
  - iii. The Maine Natural Areas Beginning with Habitat Program, the Maine Inland Fisheries and Wildlife Department, and others.
  - iv. The Maine Land Trust Network on long-term protection through conservation easements or land donations to land trusts.
- e. Encourage the University of Maine Cooperative Extension Agency, County Conservation District, Maine Forest Service and others in educating the public about invasive species that can negatively impact native plant and animal species, water quality, and forestry and agricultural activities.
- f. Support the Sebec Lake Association and volunteer lake monitors in maintaining the water quality of Sebec Lake. Encourage the formation of associations for other water bodies. Encourage these associations to provide educational materials at key locations regarding the threat of aquatic invasive species, such as signage at boat launches, and to conduct boat and seaplane inspections, as necessary.
- g. Direct the Code Enforcement Officer to do the following:
  - i. Distribute information on the proper maintenance of septic systems and importance of maintaining buffers and other best management practices to protect water quality.
  - ii. Where necessary, provide information on cost-share programs to do remedial work and upgrade substandard septic systems, such as those programs through Penquis and the Maine Department of Environmental Protection.

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- iii. Alert landowners about potential violations of federal and state environmental laws, and report violations to the appropriate agencies, when necessary.

*Responsibility: Town Manager, Board of Selectpersons, Code Enforcement Officer, Town Assessor, Sebec Lake Association, other partners / Timeframe: ongoing*

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### 4. Inter-local and Regional Planning

- a. Participate, as appropriate, in interlocal and regional planning, management, and regulatory efforts around shared critical and important natural resources, such as the Piscataquis River, Sebec Lake and other ponds, high-yield aquifers, unfragmented habitat blocks and wildlife travel corridors, waterfowl and wading bird habitat, deer wintering areas, the Alder Stream Focus Area, the Foxcroft/Sangerville White Cedar Bog, and Atlantic Salmon, brook trout and other fisheries.
- b. Participate as appropriate in regional conservation efforts, such as state facilities (e.g., Peaks Kenny State Park and the Bud Leavitt Wildlife Management Area), private land trust and conservation organizations (e.g., the Northeast Wilderness Trust's Greater Alder Stream/ Piscataquis River Project), and programs through the Piscataquis County Conservation District.
- c. As opportunities arise, pursue public and private partnerships to protect critical and important natural resources, such as through purchase of land or easements from willing sellers.

*Responsibility: Planning Board, Code Enforcement Officer, Town Manager, Board of Selectpersons, Sebec Lake Association, other partners/ Timeframe: ongoing*

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### 5. Regulatory Considerations: Potential Amendments to Land Use Regulations

- a. Retain existing land use regulations that address air and water quality, preservation of the landscape, soils and natural vegetation, and protection for wildlife and fisheries habitats.
- b. Provide resource protection to rivers, streams, ponds and high value wetlands, and plant and animal habitats through shoreland zoning and the floodplain management ordinance.
- c. Ensure that local ordinances are consistent with applicable state and federal laws, such as the state subsurface wastewater treatment law and plumbing code, state shoreland and subdivision statutes, the MaineDEP stormwater runoff performance standards,<sup>7</sup> and laws regarding critical natural resources, such as the Natural Resources Protection Act.
- d. Incorporate low-impact development standards designed to minimize impacts on water bodies by keeping stormwater on-site through natural vegetation and use of porous materials to allow infiltration into the soil, and other techniques designed to prevent runoff.
- e. Incorporate more specific guidance on controlling phosphorus runoff into Sebec Lake and the other great ponds, particularly for developers of subdivisions and other developments within lake and pond watersheds.
- f. Ensure that land use ordinances are consistent with Maine Public Law 761, which provides protection to "non-community water systems" used by the public.<sup>8</sup> Also, consider enacting wellhead protection zones around these wells.
- g. Protect the Town's high yield aquifers as potential future water supplies for the community or industry, such as the aquifer located along Black Stream and the Branns Mill Pond.

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<sup>7</sup> *Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502); Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds; and Maine Pollution Discharge Elimination System Stormwater Program.*

<sup>8</sup> *"Non-community water supplies" are not connected to the Town's public water system, but include water supplies utilized by the public, such as those associated with the Charlotte White Center, the Dover-Foxcroft Golf Course, motels, campgrounds, restaurants, office buildings, public facilities, etc. The law requires that the Town notify public water suppliers of certain activities occurring on nearby properties.*

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- h. Designate critical natural resources<sup>9</sup> as critical resource areas in the Future Land Use Plan.
- i. Require subdivision or non-residential property developers to protect critical natural resources that may be on-site through appropriate measures, including but not limited to, modification of the proposed site design, construction timing, and extent of excavation. These measures should be based on advice from the Maine Inland Fisheries and Wildlife, the Maine Natural Areas Program, or other qualified experts.
- j. Require that the Planning Board or Code Enforcement Officer include as part of the review process, consideration of pertinent Comprehensive Plan Maps, including the Beginning with Habitat Maps, and information on critical and important natural resources. Identification of critical and important natural resources would require on-site verification.
- k. Address both the positive and potential negative impacts from new uses related to wind, solar and other forms of energy generation, and uses related to new technology in communications and utilities.
- l. Protect against environmental degradation associated with high impact uses, such as industrial-scale water extraction, chemical pipelines, major transmission lines, and utility/transportation corridors. Require environmental impact studies, mitigation, and community benefits for large, high impact projects, if they are to be permitted within the community.
- m. Work to maintain compatible land use regulations with neighboring communities on shared natural resources, including consultations during the permitting process for developments that impact both communities.

*Responsibility: Planning Board, Code Enforcement Officer, Town Manager, Board of Selectpersons / Timeframe: ongoing, ordinance updates within 5 years*

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### **6. Public Infrastructure, Public Works, and Contractors - Best Management Practices for Protecting Natural Resources**

- a. Monitor water quality of the Piscataquis River, and manage the Town's wastewater and stormwater systems to maintain the water quality. (Also see Chapter 6)
- b. Protect the water quality of the Piscataquis River, particularly in urban areas, by maintaining adequate shoreland vegetation and remediating any environmental degradation.
- c. Support the efforts of the Dover-Foxcroft Water District to protect the public water supply, including advocating for adequate regulations in the Town of Guildford, as appropriate.
- d. Monitor and maintain water quality at the closed landfill, transfer station, construction and demolition debris landfill, and the sand and salt storage facility; facilities that are currently meeting MaineDEP standards.
- e. Host best-management practices training for public works personnel and contractors, such as training workshops through the MaineDEP or other state agencies and organizations.
- f. Consider requiring that public works employees become certified in MaineDEP Best Management Practices. Encourage private contractors to do the same; this is required for contractors working in shoreland zones.
- g. Adopt water-quality protection practices and standards for construction and maintenance of public and private roads, and other public properties, and require their implementation by the community's officials, employees and contractors. Runoff from gravel pits, snow storage areas, and roadsides, particularly at bridges and culverts, can contribute significant amounts of polluted runoff into waterbodies.

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<sup>9</sup> "Critical natural resources" are those which under federal and/or state law warrant protection from the negative impacts of development to include: Shoreland Zoning Resource Protection Districts; significant wildlife habitat; threatened, endangered and special concern animal species (bald eagles, mussels); significant freshwater fisheries spawning habitat (salmon fisheries); and threatened and rare plant species.

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- h. Refer to the MaineDOT Waterway and Wildlife Crossing Policy and Design Guide when planning future road construction or rehabilitation projects with the goal of maintaining critical fish and wildlife passage.
- i. Take advantage of funding opportunities and programs to protect natural resources, such as internships and grants to perform watershed surveys, remedial work on ditches and driveways, planting of buffers, improvements to culverts and bridges to allow fish passage, and other conservation efforts.

*Responsibility: Town Manager, Board of Selectpersons, Wastewater Treatment Director, Code Enforcement Officer, Public Works, Water District, Piscataquis County Economic Development Council / Timeframe: ongoing*

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## Chapter 5 - Agriculture and Forestry

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### **Goals**

**State:** Safeguard the State's agricultural and forest resources from development which threatens those resources.

**Local:** Attain long-term viability of agriculture and forestry in Dover-Foxcroft.

### **Policies**

1. Recognize the cultural, economic, scenic, and biological values of rural lands used for agriculture and forestry.
2. Actively support farming and forestry and encourage their economic viability.
3. Safeguard lands identified as prime farmland, farmland of statewide importance, and lands capable of supporting commercial forestry.
4. Assure that land use regulations, property taxation and other policies support agricultural and forestry activities.
5. Promote best management practices to conserve important farmland and forestland soils, and protect water quality.
6. Collaborate with nearby communities and others to promote agriculture and forestry.

### **Strategies**

#### **1. Economic Development Plans**

- a. Include commercial forestry and agriculture, and land conservation that supports these activities, in local and regional economic development plans.
- b. Support traditional agriculture and forestry, and encourage diversification, such as value added industries and agritourism.
- c. Promote the community as a growing regional hub for agriculture and forestry with state, county and university agency offices, the Piscataquis Valley Fairgrounds, the Dover-Cove Farmers Market, and businesses that provide goods and services to farmers and woodlot owners.

*Responsibility: Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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#### **2. Education and Support for Agriculture and Forestry**

- a. Provide information at the Town Office and on the Town's website on resources available to assist farmers and woodlot owners, such as the Piscataquis County Soil and Water Conservation Service, the U.S. Department of Agriculture Natural Resources Conservation Service and Farm Services Agency, the

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University of Maine Cooperative Extension Service, and the Maine Department of Agriculture, Forestry and Conservation. Encourage these organizations to provide additional information on the many other organizations, such as the Small Woodlot Owners Association, the Maine Organic Gardeners and Farmers Association, the Maine Farmland Trust, and others that serve specific types of farming activities.

- b. Refer farmers and woodlot owners to the Maine Department of Agriculture, Forestry and Conservation for information on state laws, such as the Maine Forest Practices Act (Title 12 MRSA Sec. 8867-A & MFS Rules Chapter 20), the Maine Agricultural Protection Act (Title 7 MRSA Chapter 6), the Registration of Farmland Law (Title 7 MRSA, Chapter 2-B), the Voluntary Municipal Farm Support Program (Title 7 MRSA, Chapter 2-C), and the Conservation Easement Law (Title 33 MRSA, Sec.476).
- c. Encourage Foxcroft Academy, the Tri-County Technical Center, the Penquis Higher Education Center and area business and other entities to provide educational opportunities relevant to agriculture and forestry, and related endeavors.
- d. Support the Dover-Cove Farmers Market, and other similar efforts to assist farmers and forestland owners in marketing their produce and other goods.

*Responsibility: Town Manager, Board of Selectpersons, Dover-Cove Farmers Market, PCEDC, and other partners/  
Timeframe: ongoing*

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### **3. Property Taxation, Estate Planning and Land Conservation**

- a. Encourage owners of productive farm and forestland to enroll in the current use taxation programs, such as the Tree Growth, and Farmland and Open Space Programs.
- b. To the extent allowed by state law seek to maintain property tax values on productive farmland and forestland at affordable levels to support viability.
- c. Encourage farmers and woodlot owners to take steps to preserve the long-term viability of their operations through succession estate planning and permanent land conservation. The Maine Farmland Trust and other organizations can assist in these efforts.

*Responsibility: Property Tax Assessors, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### **4. Regulatory Considerations: Potential Amendments to Land Use Regulations**

- a. Support productive agriculture and forestry by allowing diversification and value-added production; consider land uses, such as greenhouses, pick-your-own operations, roadside stands, farmer's markets, firewood operations, sawmills, log buying yards, value-added industries and agritourism.
- b. To the greatest extent practicable, require commercial or subdivision developments in rural districts to maintain areas with prime farmland soils and farmland soils of statewide importance as open space or for agricultural or forestry use. At a minimum, applicants should identify prime farmland and farmland soils of statewide importance, and then specify how these areas might be maintained for forestry or agricultural.
- c. Encourage conservation of forest and farmland through clustered and open space development designs.
- d. Encourage non-resource based development in urban areas instead of in important forest and farmland areas to minimize conflicts between uses and protect farmers and woodlot owners from perceived nuisances.
- e. Require buffers for new residential subdivisions abutting agricultural and forestry operations.
- f. Update the subdivision ordinance to include the following as required in state statute:
  - i. A parcel consisting of 5 or more acres that is classified as prime farmland, unique farmland or farmland of statewide or local importance by the U.S. Natural Resources Conservation Service is to be identified on maps submitted as part of a subdivision application so the Planning Board can consider how this land is affected by the development.



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- ii. A provision to address liquidation harvesting which is the purchase of timberland followed by a harvest that removes most or all commercial value in standing timber, without regard for long-term forest management principles, and the subsequent sale or attempted resale of the harvested land within 5 years.
- g. Consult with County Soil and Water Conservation District staff when developing regulations pertaining to agricultural management practices.
- h. Consult with Maine Forest Service when developing any regulations pertaining to forest management practices as required by state statute (12 M.R.S.A. §8869).
- i. Protect important farm and forestland from the impacts of high intensity uses, such as industrial-scale water extraction, chemical pipelines, major transmission lines and utility/ transportation corridors; uses that can directly remove land from production, reduce the size of parcels making them less viable for commercial agricultural and forestry, create barriers to operations, and increase conflicts between incompatible uses. Require environmental impact studies, mitigation, and community benefits for large, high impact projects, if they are to be permitted within the community.

*Responsibility: Planning Board, Code Enforcement Officer, Town Manager, Board of Selectpersons / Timeframe: ongoing, ordinance amendments within 5 years*

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## Chapter 6 - Community Services and Facilities

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### **Goals**

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

**Local:** Plan for, finance, and provide high-quality, affordable public services and facilities to support the community's overall well-being and economic prosperity, both now and in the future.

Enhance Dover-Foxcroft as the county seat and primary regional service center for Piscataquis County through a full-complement of federal, state, local and private sector services.

Encourage orderly community development to make efficient and cost-effective use of public services and facilities.

Maintain an economically resilient community in the face of an often uncertain future through careful planning and management of community services.

### **Policies**

1. Efficiently meet identified public facility and service needs.
2. Provide high-quality public facilities and services to promote and support growth and development, particularly in the urban area.
3. Promote the use of the public sewer and water systems, which have excess capacity, to improve cost effectiveness.
4. Seek town-wide access to adequate communications systems, including high-speed internet (broadband); seek this type of service as a "utility."
5. Collaborate and coordinate with county, state and federal agencies, educational institutions, and other public and private sector entities to effectively and efficiently provide high-quality public services.
6. Seek cooperative and equitable regional participation in the efficient and affordable delivery of public services.

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7. Ensure that new development does not overtax community services and infrastructure, and contributes to the cost of improving services and the infrastructure when necessary. (See Chapter 9 Future Land Use Plan)
8. Promote and coordinate alternative energy systems and energy conservation.
9. Maintain the community's resiliency in addressing the impacts of climate change, such as consideration for infrastructure needs designed to withstand more extreme weather and provisions for emergency services.

## ***Implementation Strategies***

### **1. Public Service and Facility Needs, Overall**

- a. Maintain municipal administration, services, and facilities to accommodate community needs and changing demographics. Periodically review needs and make changes, as necessary.
- b. Continue to explore options for interagency and regional delivery of services.
- c. Conduct a comprehensive review of public facilities and services to identify opportunities to more cost-effectively provide necessary services. For example,
  - i. Joint use of facilities, equipment and staffing by agencies, such as the Town, school, water district, wastewater department, state agencies, and other public and private sector partners.
  - ii. Improved operations, communications and other efficiencies through new technologies.
- d. Monitor demographic and economic changes in the region outside of Dover-Foxcroft and assess the demands and impacts on the Town. Assure equitable provision of services while seeking opportunities for improved service through cooperative efforts.
- e. Locate new public facilities comprising at least 75% of new municipal development-related capital investments in designated urban and growth areas to provide for the most efficient use of facilities. (See Chapter 9 Future land Use Plan and Chapter 10 Capital Investment Plan)
- f. Continue multi-year capital improvements programming to prudently schedule and fund necessary capital investments and to facilitate use of a broad range of funding mechanisms thereby reducing reliance on local property taxes. (See Chapter 10 Capital Investment Plan)

*Responsibility: Board of Selectpersons, Town Manager, Budget Committee, and others / Timeframe: ongoing with periodic reviews every five years, or as needed*

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### **2. Town Administrative Capacity**

- a. Review staffing and operations to identify any opportunities for sharing administrative functions between the Town, Town departments and other entities.
- b. Continue the Town Manager's oversight role in coordinating the economic development program in conjunction with the Piscataquis County Economic Development Council, Pine Crest Development Corporation, and participants in the Downtown Network Community Program. If necessary, consider expanding capacity for economic development/grant writing through additional town staffing. (See Chapter 1 Economy)
- c. Seek outside sources of funding for administrative functions, such as those associated with specific economic development projects.
- d. Monitor Town staffing for land use planning and regulation, particularly if there are significant increases in permitting activity or major issues to be addressed. (See Chapter 9 Future Land Use Plan)

*Responsibility: Board of Selectpersons, Town Manager, others / Timeframe: ongoing, periodic reviews as needed*

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### **3. Town Office Complex**

- a. Maintain and improve the Town Office Complex. (See Chapter 10 Capital Investment Plan)
- b. Lease unused space to other entities to provide income. Consider sharing space with tenants where there could be mutual benefits through staffing, use of equipment and other functions.

*Responsibility: Town Manager, Board of Selectpersons / Timeframe: ongoing*

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## 4. Emergency Preparedness

- a. Participate in Piscataquis County Emergency Management Agency (PCEMA) planning and response programs, including periodic updates to the County Emergency Operations Plan.
- b. Participate in emergency action plans to address flooding associated with the Piscataquis River and its tributaries, including the management of dams.
- c. Participate in the Federal Flood Insurance Program, including regulation of development in flood hazard areas.
- d. Include information for citizens on planning for emergencies on the Town's website, such as a link to the PCEMA website.
- e. Improve and maintain adequate emergency communications throughout the community including current "dead spots."
- f. Provide adequate emergency shelter and warming stations, such as at the police and fire stations and Town Office Complex. Consider other facilities, such as at Foxcroft Academy, if needed.
- g. Collaborate with other entities and utilize grant funding to the maximum extent to prepare for and address emergencies (affects of extreme weather events - flooding, snow, ice, rain, wind, lightning strikes, extreme temperatures, drought, wildfires, and contagious disease pandemics, bomb threats and other acts of terrorism).
- h. Advocate for emergency preparedness for specific populations of the community and organizations, such as:
  - i. School staff and students, procedures in the event of an emergency.
  - ii. Older adults and people with disabilities, particularly those living at home who may need specific services such as communications, transportation and other assistance.
  - iii. Hospital, nursing homes, assisted living facilities, etc.

*Responsibility: Emergency Management Director, PCEMA and other partners, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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## 5. Dover-Foxcroft Police Department

- a. Provide adequate 24-hour police coverage to Dover-Foxcroft to include collaboration with the County Regional Communications Center, the County Sheriff's Department, the Maine State Police, federal agencies, area towns, and other entities.
- b. Periodically evaluate police services, and consider any collaborative proposals to deliver these services more cost-effectively while maintaining quality.
- c. Provide specialized programs and training to address specific issues (e.g., school programs, crisis intervention, addressing drug addiction, and training for businesses with liquor licenses).
- d. Maintain adequate equipment and facilities. (See Chapter 10 Capital Investment Plan)
- e. Maximize the use of grants and other outside sources of funding for programs, equipment and facility needs, including improvements that increase efficiencies.
- f. Consider providing incentives when hiring new police personnel to encourage them to commit to working and living in Dover-Foxcroft long-term.

*Responsibility: Police Chief, Town Manager, and Board of Selectpersons / Timeframe: ongoing*

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## 6. Dover-Foxcroft Fire Department

- a. Provide adequate 24-hour fire protection and rescue service to Dover-Foxcroft to include collaboration with the County Regional Communications Center, area towns, and other entities.
- b. Periodically evaluate fire services, and consider any collaborative proposals to deliver these services more cost-effectively while maintaining quality.

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- c. Provide specialized programs on fire prevention, suppression, and emergency evacuation, including programs in the schools.
- d. Maintain adequate equipment and facilities. (See Chapter 10 Capital Investment Plan)
- e. Maximize the use of grants and other outside sources of funding for programs, equipment and facility needs, including improvements that increase efficiencies.
- f. Address the ongoing need for volunteer firefighters, including recruitment and incentives. Consider the need for a paid full/part-time Fire Chief and other necessary staff.

*Responsibility: Fire Chief, Town Manager, and Board of Selectpersons / Timeframe: ongoing*

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### **7. Mayo Regional Emergency Medical Services (Ambulance Service)**

- a. Support and collaborate with the Mayo Regional Ambulance Service to provide 24-hour service.
- b. Assist in obtaining grant funding for these efforts, as needed.

*Responsibility: Police and Fire Chiefs, Emergency Management Director, Mayo Regional Emergency Medical Services, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### **8. Comprehensive Review of Public Safety Services**

Conduct a comprehensive review of public safety services (e.g. police, fire, ambulance) to identify opportunities to provide necessary services more efficiently through collaboration and/or consolidation. Such an effort might result in the establishment of a multi-jurisdictional Public Safety Director.

*Responsibility: Town Manager, Board of Selectpersons, Police and Fire Departments, Emergency Management Director, Piscataquis County public safety entities, municipalities in the region, Mayo Regional Emergency Medical Services, others as appropriate / Timeframe: within ten years*

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### **9. Dover-Foxcroft Public Works Department**

- a. Maintain adequate equipment and facilities. (See Chapter 10 Capital Investment Plan)
- b. Consider covered sand and salt storage, if state funding becomes available.
- c. Continue Public Works Department responsibilities to include maintenance of the Town's transportation infrastructure. (See Chapter 7 Transportation and Chapter 10 Capital Investment Plan)

*Responsibility: Public Works Department, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### **10. Street Lighting**

- a. Seek options to reduce the cost of street lighting, including town-ownership of street lights.
- b. Upgrade street lighting to high-efficiency lights, and obtain available funding, such as through Efficiency Maine. (See Chapter 10 Capital Investment Plan)

*Responsibility: Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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### **11. Stormwater Systems**

- a. Manage and improve the stormwater system (roadside ditches, catch basins, drainage pipes, etc.) through collaboration between the MaineDOT, the Public Works Department, the Wastewater Department and landowners.
- b. Insist that MaineDOT provide adequate stormwater systems along state roads, including consideration of upgrades with any road improvement project.
- c. Maintain and improve stormwater systems along local roads as part of ongoing road work.
- d. Continue Public Works and Wastewater Department collaboration in maintaining the urban area stormwater infrastructure.
- e. Require that private stormwater systems are adequately designed and maintained to prevent negative impacts on-site, to adjacent properties, to Town or state stormwater systems or to nearby waterbodies. Develop a policy to address public and private responsibilities.

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- f. Conduct an assessment of the Town's urban area stormwater system to determine needs, costs, and priorities. Improvements can be coordinated with road projects and new development, and the assessment can be used to seek outside sources of funding, such as emergency management funds. The assessment should also consider system capacities in anticipation of increased stormwater flows due to climatic changes. (See Chapter 10 Capital Investment Plan)
- g. Consider land use standards for new development that require on-site infiltration of stormwater to the greatest extent possible thereby decreasing harmful stormwater runoff.

*Responsibility: Public Works Department, MaineDOT, Wastewater Department, Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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### **12. Green Infrastructure: Forestry, Tree Planting, Landscaping Programs**

- a. Maintain and improve the community's green infrastructure to include preservation and planting of trees and shrubs, particularly in the downtown and other areas used by the public.
- b. Highlight and celebrate the Town's designation as a Tree City USA Community on the Town's website and in Arbor Day activities; use these programs to increase appreciation for green infrastructure.
- c. Continue inventories, plantings and maintenance with funding through state and federal grants, and other opportunities as they arise.
- d. Seek opportunities to coordinate with the private sector in improving and expanding the community's green infrastructure.

*Responsibility: Tree Warden, Tree Committee, Town Manager, Public Works Department, Board of Selectpersons, Downtown Committee, PCEDC / Timeframe: ongoing*

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### **13. Regional Solid Waste Disposal and Recycling**

- a. Participate in regional efforts to provide solid waste disposal and recycling to maintain adequate and affordable service to the community.
- b. Address solid waste disposal in anticipation of the March 31, 2018 contract termination with the Penobscot Energy Recovery Company.
- c. Continue to operate the Regional Solid Waste and Recycling Facility (transfer station); provide incentives to increase recycling to off-set waste disposal costs. Incentives could include more publicity, special programs, or fees for commercial haulers. A "pay-as-you-through" approach would encourage recycling, which is free, but could be controversial.
- d. Maintain adequate facilities and equipment. (See Chapter 10 Capital Investment Plan)

*Responsibility: Town Manager, Board of Selectpersons, Solid Waste and Recycling Committee, Solid Waste and Transfer Station Director / Timeframe: meet 2018 deadline; ongoing*

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### **14. Dover-Foxcroft Water District**

- a. Support the District's 15-year plan for upgrades to improve service and efficiencies including efforts to secure state and federal grants and loans, and other funding mechanisms. (See Chapter 10 Capital Investment Plan)
- b. Support the District's ongoing efforts to protect the public water supply including efforts to protect the source (Salmon Pond) through the Town of Guilford.
- c. Coordinate with the District to plan for future development including any necessary water system expansions. Areas designated for future development should be areas most easily served by the public water supply. The capacity of the system to serve additional development should be used as an incentive for development. (See Chapter 9 Future Land Use Plan)
- d. Consider requiring that new uses and developments within the vicinity of the public water system be required or encouraged to connect to the system.

*Responsibility: Water District, Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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### 15. Dover-Foxcroft Wastewater Department

- a. Support the District's efforts to maintain and improve the wastewater collection and treatment system, including efforts to secure state and federal grants, and loans and other funding mechanisms. (See Chapter 10 Capital Investment Plan)
- b. Coordinate with the Department to plan for future development including any necessary expansions. Areas designated for future development should be areas most easily served by public sewers. The capacity of the system to serve additional development should be used as an incentive for development. (See Chapter 10 Future Land Use Plan)
- c. Continue to require that the owner of any habitable building situated within the service area and within 200 feet of an existing sewer main, connect to the system.
- d. Consider the merits of becoming licensed to accept septic tank waste at the treatment plant.

*Responsibility: Wastewater Department, Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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### 16. Education

- a. Advocate for high-quality public education, and accessible, relevant adult education and preschool opportunities within Dover-Foxcroft. Emphasize these high-quality educational offerings in promoting the community as a great place to live, raise a family, start a new business, and retire.
- b. Support RSU#68 including SeDoMocha Elementary and Middle School, and Foxcroft Academy in improving public education programs and facilities. Seek opportunities to collaborate, such as the cooperative use of recreational facilities.
- c. Encourage Foxcroft Academy to increase student interaction with the community, including international student interaction to provide opportunities for cultural exchange.
- d. Support the Tri-County Technical Center in providing public education, particularly in areas of study related to area workforce and entrepreneurial needs, such as in healthcare, community services, natural resource and outdoor recreation, energy, and communications fields.
- e. Support the Penquis Higher Education Center in providing adult educational opportunities with a facility located in Dover-Foxcroft.
- f. Support public (Penquis) and private entities in providing adequate child care and preschool services in Dover-Foxcroft.
- g. Encourage education opportunities for older adults in Dover-Foxcroft through organizations, such as the Maine Highlands Senior Commons, the Penobscot Valley Senior College, the Thompson Free Library, and other organizations.
- h. Encourage opportunities to collaborate, such as sharing of facilities or administrative functions and internship programs at public and private entities.

*Responsibility: RSU#68 School Board Representative, entities listed above, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### 17. Communications and Energy Infrastructure

- a. Actively pursue and maintain access to adequate, affordable communications services for the community, including cell phone and high-speed internet services. Make connections to the high-speed Three Ring Binder fiber optic network that runs through the community.
- b. Actively pursue town-wide broadband infrastructure; advocate for service as a "public utility."
- c. Actively pursue and maintain access to adequate and affordable energy options for the community, including renewable energy opportunities.
  - i. Seek to ensure adequate energy capacity to serve the community, including energy-intensive industries.

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- ii. Explore options for town involvement in the provision of affordable energy, such as at the Riverfront Redevelopment Project (e.g., hydro, geothermal, solar) and involvement in the possible formation of a local utility.
- d. Support public and private partnerships, outside sources of funding (e.g. grants) and other funding mechanisms to provide adequate communications and energy infrastructure.
- e. Stay abreast with new technologies in communications and energy; take action as necessary.
- f. Support the private sector in providing communications and energy infrastructure appropriate to the community, such as new communications technologies, and solar and geothermal installations.

*Responsibility: Town Manager, Board of Selectpersons, PCEDC, other public and private partners*

*Timeframe: ongoing*

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### **18. Thompson Free Library**

- a. Support the Library in maintaining and expanding its facility and services through annual municipal contributions, publicity on websites, and assistance in funding, as appropriate.
- b. Promote the Library as a significant resource center for the community that:
  - i. Serves as a repository for a broad range of information, including via the internet.
  - ii. Has staff with expertise in accessing and using information resources.
  - iii. Provides enrichment programs.
  - iv. Serves to facilitate the exchange of resources, such as a drop-off site for meals programs.
  - v. Has the potential to provide many other community services at a centralized location.

*Responsibility: Library Executive Committee, staff, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### **19. Dover-Foxcroft Cemeteries**

- a. Maintain Town cemeteries and associated facilities and equipment. (See Chapter 10 Capital Investment Plan)
- b. Consider trends in burials and cremations and make adjustments to meet demands, such as a cremation-only cemetery and a natural green cemetery.

*Responsibility: Cemetery Department, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### **20. Health Care and Social Services**

- a. Advocate for access to a range of health care and social services within Dover-Foxcroft.
- b. Continue Town involvement in health and social services, as follows:
  - i. Administration of the General Assistance Program as required by state law.
  - ii. Financial support for certain health and social service agencies through annual appropriations.
  - iii. Appointment of a Health Officer to work on behalf of the Town in monitoring and responding to health issues.
- c. Collaborate with the Piscataquis Public Health Council initiative.
- d. Strongly advocate for a Piscataquis County "Health Officer" - possibly a full-time position to better carry-out the duties of individual municipal health officers.
- e. Advocate for health and social service providers to be located in Dover-Foxcroft, including private organizations and public agencies. The following are currently not available in Dover-Foxcroft: a Piscataquis County Office of the Maine Department of Health and Human Services, an adult day service center, and Piscataquis County drug treatment facilities, dialysis and some cancer treatment facilities.
- f. Provide links to health and social service organizations on the Town's website.

*Responsibility: Health Officer, Town Manager, and Board of Selectpersons / Timeframe: ongoing*

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## Chapter 7 - Transportation

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### *Goals*

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

**Local:** Maintain an adequate and efficient transportation system to accommodate Dover-Foxcroft's existing needs, and anticipated growth and economic development.

### *Policies*

1. Safely and efficiently preserve or improve the transportation system by prioritizing community and regional needs associated with safe, efficient, and optimal use of transportation systems.
2. Promote Dover-Foxcroft as a regional service center, major transportation crossroads and gateway to the Highlands Region by advocating for high priority status for federal and state funding for an adequate transportation system to support necessary growth and economic development.
3. Promote public health, protect natural and cultural resources, and enhance livability by managing land use to maximize transportation efficiency and minimize increases in vehicle miles traveled.
4. Promote economic activity and livability, particularly in the urban area and downtown, by providing a safe, convenient and pedestrian friendly transportation system.
5. Meet the diverse transportation needs of residents, including children, older adults, and people with disabilities, and through-travelers by providing a safe, efficient and adequate transportation network for all types of users, including motor vehicle drivers and riders, pedestrians and bicyclists.
6. Promote fiscal prudence by maximizing the efficiency of state and state-aid highways, and local roads.
7. Seek optimum use, construction, maintenance, and repair of the local transportation system through planning, budgeting and utilization of a variety of funding mechanisms.
8. Work with neighboring communities, state and regional agencies, and other organizations to improve the transportation system serving Dover-Foxcroft and the region.

### *Implementation Strategies*

1. **State Highways Serving Dover-Foxcroft, the Primary Service Center, and Regional Gateway**
  - a. As a top priority, seek to maintain safe traffic flow, mobility and carrying capacity of state and state-aid highways to support economic prosperity. Advocate for transportation improvements as high priorities for federal and state funding by actively participating in state and regional transportation planning and programming. Seek the following:
    - i. Major upgrades to Route 7 (Dexter Road), an important regional artery connecting Dover-Foxcroft and the region, to the Interstate. Seek higher priority status (Priority 2, instead of 3).
    - ii. Adequate maintenance of Route 15 (Bangor Road), an important regional artery connecting Dover-Foxcroft and the region to the Interstate and the Bangor metropolitan area.
    - iii. Adequate maintenance of other state roads within the region to provide necessary connections for commuters, businesses, the forest products industry, tourists, and others.
    - iv. Adequate management to minimize conflicts between through-traffic, including large trucks, and local traffic in the downtown and urban areas.
    - v. Adequate maintenance and management of West Main Street/Guilford Road, including measures to address high crash locations. This is a congested area with many entrances and driveways.



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- vi. Major upgrades to East Main Street and the Bangor Road from the downtown traffic signal to the Pine Crest Business Park, including related downtown improvements, such as moving overhead utilities to improve aesthetics, upgrades to sidewalks and other pedestrian amenities, and other improvements identified in downtown economic development plans.
- vii. Reconfiguration of the intersection of South and East Main Streets to more safely accommodate truck traffic. This intersection has a low level of service according to MaineDOT.
- viii. Assistance in controlling traffic speeds entering the urban areas to include maintaining gateway signage along the Bangor and Dexter Roads, and installing new gateway signage along the Guildford and Milo Roads.
- ix. Adequate paved shoulder widths and bridge widths to accommodate bicycles and pedestrians, particularly in areas within and near the urban area and routes designated as bike routes.
- b. Continue to utilize the Town's 2003 Downtown Revitalization Plan for guidance in making transportation system improvements, as still relevant.
- c. Collaborate with state and regional agencies, and area towns to manage and improve the transportation system.
- d. Seek scenic byway designation and funding, as appropriate. At a minimum insist that MaineDOT maintain and improve signage for the Katahdin Trail.

*Responsibility: Town Manager, Board of Selectpersons, MaineDOT, Eastern Maine Development Corporation, other towns / Timeframe: ongoing, within 5 years for improvements*

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### **2. Town Transportation Infrastructure**

- a. Planning and Budgeting for Maintenance and Capital Improvements
  - i. Utilize state local road assistance for improvements to Town roads and bridges recognizing this level of funding alone is far below what is needed.
  - ii. As a top priority, explore options to address adequately maintaining the Town's transportation infrastructure. Utilize the Town-wide assessment of paved roads completed by a consultant in 2015 to develop a multi-year capital plan.
  - iii. Seek Town adoption of the multi-year capital plan, which will then be used to develop annual budgets in future years.
  - iv. Seek to include all transportation improvements in capital planning and budgeting to include roads, streets, bridges, parking, sidewalks and associated amenities, crosswalks, curbing, stormwater systems, signage, and lighting.
  - v. Utilize a variety of funding mechanisms, such as state and federal funding, grants, bonding, tax increment financing and public and private partnerships for improvements. Include transportation improvements in economic development initiatives as applicable.
- b. Specific Infrastructure Improvements
  - i. Maintain and improve the extensive network of sidewalks, particularly those serving the downtown, public agencies, recreation and cultural destinations, the Mayo Hospital complex, Foxcroft Academy, SeDoMoCha School, senior housing, and residential neighborhoods in the urban area.
  - ii. Review the MaineDOT Community Program Transportation Enhancement and Safe Routes to School 2012 grant application to identify specific sidewalk and other improvements; pursue funding for these projects where still needed.
  - iii. Maintain and improve public parking, including more conveniently located parking in the downtown. Additional parking and management of parking through signage and integration with the street network will increase use of parking lots and improve traffic flow.
  - iv. Improve vehicle and pedestrian access to the Moosehead Mill Redevelopment Project, including parking, sidewalks, signage and landscaping.
  - v. Consider amenities for bicycles in improvements (e.g., paved road shoulders, bike lanes, bike racks)

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- vi. Maintain and improve paving, curbing, lighting, landscaping, signage and well-defined pedestrian ways (See 2003 Downtown Revitalization Plan and Downtown Center Report)
- vii. Maintain the Town's bridges, culverts and stormwater runoff system, as appropriate.  
(See Chapter 10 Capital Investment Plan)

*Responsibility: Town Manager, Board of Selectpersons, Finance Director, Budget Committee, PCEDC, Downtown Steering Committee, Road Foreman, Wastewater Department / Timeframe: ongoing*

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### 3. Public Bus and Taxi Service

- a. Encourage private sector services, such as taxi, shuttle, rental car and bus services.
- b. Publicize the availability of public transportation by posting services on the Town's website:
  - i. Private sector services.
  - ii. Penquis public transportation services (LYNX buses and other services) which primarily cater to seniors, individuals with disabilities or special needs, and those with low-incomes.
- c. Participate in regional public transportation programs through Penquis, Eastern Maine Development Corporation and the MaineDOT to increase transportation options, such as expansion of LYNX bus service, ride-sharing, volunteer drivers, community ride boards, neighborhood cell-phone networks, and park and ride lots. Encourage major employers and social service agencies and organizations to participate in these programs.

*Responsibility: Town Manager, Board of Selectpersons, Appointed Representative (c. above), Penquis, Eastern Maine Development Corporation, MaineDOT / Timeframe: ongoing*

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### 4. Charles A. Chase Jr. Memorial Air Field

Continue to maintain and operate the airport; consider the development of an airport master plan, as needed.

*Responsibility: Airport Manager, Town Manager, Board of Selectpersons / Timeframe: ongoing*

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### 5. Public Health, Livability, and Natural Resources

Consider the following in developing, maintaining and regulating transportation systems:

- a. Street trees, including trees in parking lots for shade and aesthetics.
- b. Street lighting and signage designed for safety, way-finding, and aesthetics.
- c. Noise impacts from transportation systems, including use of jake brakes and designs to reduce noise for residential neighborhoods, such as buffers, berms and fencing.
- d. Traffic speeds and their affect on safety and livability.
- e. Amenities to encourage more physically active lifestyles, such as pedestrian ways, sidewalks, bikeways, bike racks, wider road shoulders, safe routes to school, recreation areas, and business and shopping.  
Continue to maintain and improve the urban area walking routes.
- f. Negative impacts on natural resources, such as water quality, and wildlife and fisheries habitats, from the transportation system.

*Responsibility: Planning Board, Town Manager, and Board of Selectpersons / Timeframe: ongoing*

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### 6. Access Management and Land Use Regulation

- a. Seek to maintain highway capacity and maximize efficient and cost-effective use of the state and local transportation infrastructure through access management and land use regulation.
- b. Modify as needed local ordinances to address or avoid conflicts with the objectives of the Maine Sensible Transportation Policy Act (23 M.R.S.A. §73); Maine access management regulations pursuant to



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23 M.R.S.A. §704; and Maine’s traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.<sup>10</sup>

- c. Modify as needed ordinance standards for subdivisions, developments and for public and private roads to foster transportation-efficient growth patterns and provide for future street connections.
  - i. Continue to require that all uses be designed to promote traffic safety.
  - ii. Continue to require the following for projects subject to subdivision review:
    - 1) Subdivisions will not cause unreasonable highway or public roads congestion or unsafe conditions with respect to use of highways or public roads existing or proposed.
    - 2) Road design standards, including required sight distances for access to public ways.
    - 3) Limiting subdivision lot driveway access directly to a state highway.
    - 4) Multiple accesses to public ways for subdivisions generating large volumes of traffic.
    - 5) Traffic impact analysis for subdivisions generating large volumes of traffic.
    - 6) A maximum length for dead-end streets serving commercial or industrial uses.
  - iii. Continue to require the following for projects subject to site plan review:
    - 1) Entrance and exit driveways to be designed to afford maximum safety to traffic, including maximum possible sight distances.
    - 2) Safe and convenient parking and traffic circulation.
    - 3) Public and private ways constructed to Town road standards.
    - 4) Adequate emergency vehicle access, lighting and stormwater control facilities.
  - iv. Consider the following amendments:
    - 1) Evidence of approved MaineDOT permits with applications for Town permits, as applicable
    - 2) Directing medium and high traffic generators to main roads while controlling access and turning movements, and directing single-family residence driveways to minor streets and roads, where affordable and feasible.
    - 3) Standards to support more interconnected development designs to limit direct access to public roads, particularly in congested areas, such as along West Main Street where several high accident locations have been identified.
    - 4) A maximum length for dead-end residential streets, and standards to encourage more compact and efficient street systems in subdivisions.
    - 5) Making transportation standards, particularly with respect to access to public ways, applicable to all significant traffic-generating uses, such as day care centers, churches, and service clubs.
- d. Regarding private roads - continue the following policies:
  - i. Require that private roads, including roads serving subdivisions, meet Town road standards to be proposed for acceptance as Town roads (Town-meeting acceptance required).
  - ii. Require that new lots have road frontage on a road built to Town standards even if the road is to remain private.
  - iii. Provide public access across private roads, if requested by an applicant, with certain qualifications regarding housing density, deed and easement requirements, and road design and construction standards.
- e. Modify ordinances as needed to consider the following:

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<sup>10</sup> *MaineDOT Highway and Driveway Entrance Rules require a permit for all new driveways and entrances (or for change of use) connecting to rural portions of state highways. Driveways and entrances connecting to State mobility corridors (Guildford Road, Dexter Road, Bangor Road) must meet more stringent access management standards to maintain highway capacity to efficiently carry traffic that serves an intrastate purpose. MaineDOT Rules and Regulations Pertaining to Traffic Movement Permits address access ways expected to carry more than 100 passenger car equivalent trips in the peak hour.*

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- i. Adequate, but flexible standards for sidewalks, parking, and loading and unloading facilities, with consideration for usability, safety, and location (e.g., more flexibility for downtown to promote more compact development versus other areas where there is more space).
- ii. Requirements for new developments, such as senior housing and health care facilities, to accommodate public transportation and the needs of seniors and people with handicaps (e.g., covered bus stops/handicapped access/waiting areas are examples).
- iii. Updates to address current practices, such as the frontage requirement along a driveway built to Town standards for new development on backlots.
- iv. Update as needed street design and construction standards for subdivisions and developments; particularly those streets that might become Town ways. Where appropriate, require developers proposing to locate developments on substandard public roads contribute to the cost of bringing the road up to Town standards based on the impact the development will have on the adjacent public road. Consider provisions for pedestrians and bicycles, particularly for urban areas.
- f. Develop regulations to fully address transportation system issues associated with any major highway corridor proposals (e.g., access, traffic impacts on local roads, etc.). (See Chapter 9 Future Land Use Plan)

*Responsibility: Planning Board, Code Enforcement Officer, Town Manager, Board of Selectpersons / Timeframe: ongoing, ordinance updates within 5 years*

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## Chapter 8 - Parks, Recreation and Open Space

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### **Goals**

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

**Local:** Provide a range of affordable recreational, cultural and social opportunities to encourage healthy, active lifestyles for people of all ages, and to enhance overall economic prosperity.

Dover-Foxcroft Recreation Committee Mission, Vision, Values and Goals:

Mission Statement - The Town of Dover-Foxcroft Recreation Committee will strive to enhance the quality of life for people of all ages by supporting a variety of recreational activities including both competitive and non-competitive programs that encourage wellness, cultural opportunities, natural resource appreciation and fellowship with neighbors.

Vision Statement - This is a year-round endeavor, including both indoor and outdoor activities that are meant to complement services already available in our area.

Values Statement - The utmost importance is placed on the values of good sportsmanship, discipline, respect of self, respect of others and teamwork at all levels.

Goals - Our goals include encouraging community health by providing quality recreation facilities and programs for all age groups, and building on the natural beauty of our town through the development, care, and maintenance of public parks and facilities.

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## ***Policies***

1. Encourage and collaborate with public and private entities to improve and diversify recreational, cultural and social opportunities within the region, while seeking to enhance Dover-Foxcroft as a gateway and service center with abundant outdoor and indoor recreational and cultural amenities.
2. Promote state and regional facilities located in Dover-Foxcroft, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, the Piscataquis Valley Fairgrounds, the Piscataquis Regional YMCA, the Four Seasons Multi-use Trail, and state facilities that provide public access to the Piscataquis River and other water bodies.
3. Provide recreational, cultural and social opportunities, such as parks, playgrounds, trails, museums, the theater, sports programs, and community events, particularly within the urban area where they are accessible to the largest number of people.
4. Provide a community parks and recreation program through collaboration between the Town's Recreation Committee, Foxcroft Youth Sports (Foxcroft Academy), the Piscataquis Regional YMCA, and other entities.
5. Maintain and upgrade existing recreational facilities as necessary to meet current and future needs and preserve open space for recreational use.
6. Maintain at least one major point of public access to major waterbodies for boating, fishing, and swimming, and work with nearby property owners to address any concerns.
7. Support the development and maintenance of motorized, non-motorized, and multi-use trail systems, including interconnections with regional trail systems.
8. Preserve high-value scenic resources, both natural and cultural, that are essential to the unique character of the Town and vital to economic prosperity.

## ***Implementation Strategies***

### **1. Overview**

- a. Maintain recreational programs and facilities to meet current and future needs through free and affordable opportunities for people of all ages. Consider projected demographic needs, such as services for the increasing number of older adults, and fill gaps in offerings, such as for very young children, and children and teens seeking alternatives to the sports programs that are currently offered.
- b. Collaborate with public and private partners to provide programs and facilities and utilize a variety funding sources and approaches to expand and improve programs, facilities and services. Consider funding sources, such as Maine's recreational trails and boating facilities programs, the Land and Water Conservation Fund, the Land for Maine's Future Program, and funding from private sector businesses and non-profits.
- c. Strongly encourage volunteers, civic and service organizations, the Thompson Free Library, garden clubs, 4-H clubs, educational institutions, and other organizations in providing recreational opportunities, such as through fund raising, grants, adopt a trail or park programs, and public service programs and internships through the schools.
- d. Encourage and support the Piscataquis Valley Fair Association in increasing use of the fairgrounds, including for recreational vehicle camping, which would bring more visitors to Dover-Foxcroft.
- e. Continue municipal funding through a contract for services for a recreation program with a part-time director and staffing; expand as necessary, such as during the busiest times of the year and as opportunities arise.
- f. Encourage recreation and socialization by providing easily accessible facilities and programs within the urban area, such as parks, river access, trails, pedestrian friendly sidewalks and other amenities, playgrounds, picnic areas, sports fields, tennis courts, the theater, and Central Hall.

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- g. Consider parks, recreation and open space in the Town's economic development, transportation, and land use planning initiatives, and include facility improvements in the Capital Improvements Program. (See Chapter 10 Capital Investment Plan)
- h. Promote the community's recreational, social and cultural offerings through information on the Town's website, the Chamber of Commerce website, on applicable state websites and through advertisements and publications.
- i. Encourage the Recreation Committee and other stakeholders to consider and implement, as appropriate, the recommendations within this Plan. This effort should be in the context of a comprehensive review of recreational, cultural and social opportunities within the community.

*Responsibility: Recreation Director and Committee, Town Manager, Board of Selectpersons, Chamber of Commerce, PCEDC, educational institutions, Downtown Committee, civic and service organizations, Piscataquis Valley Fair Association, State entities, private sector stakeholders / Timeframe: ongoing*

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### 2. Parks and Recreational Trail Systems

- a. Maintain and upgrade as needed Town-owned facilities, such as the Riverfront Park, Brown's Mill Park, and the Town Office Complex playground. Consider the following:
  - i. Browns Mill Park improvements, such as the addition of benches, picnic tables, gazebo, and amphitheater.
  - ii. Riverfront Park improvements, such as the addition of portable toilets, exercise stations and ongoing landscaping.
- b. Consider "pocket parks" in conjunction with downtown and urban area redevelopment to make these areas more attractive and pedestrian-friendly.
- c. Support and work with educational institutions, the Kiwanis, the Highlands Center, and other organizations to provide sports fields, parks, and other facilities and programs.
- d. Work with public and private partners to provide non-motorized walking routes and trails.
  - i. Maintain urban area walking routes using sidewalks and paths to including connections to other trails systems, public spaces, and local attractions. Provide pedestrian amenities, mapping and signage for these routes. Integrate these efforts with downtown economic development efforts.
  - ii. Maintain and improve Town trails, such as at the Waterfront Park, Brown's Mill Park, and the nature trail between the Town Office Complex and the SeDoMoCha School.
  - iii. Promote trail systems at Peaks Kenny State Park, the Kiwanis Park, and others where landowners make them available.
- e. Work with state and local snowmobile and ATV clubs to provide multi-use trails.
  - i. Support the clubs in maintaining local trails, club houses, and interconnections to regional networks.
  - ii. Address parking needs in Dover-Foxcroft for the Four Seasons Multi-use Trail.
  - iii. Encourage volunteers and landowner cooperation in maintaining trails and clubhouses.
  - iv. Support the clubs in obtaining funding through the Snowmobile Trail Fund and ATV Management Fund, and through state snowmobile and ATV registration reimbursements.
  - v. Encourage cooperation to address conflicts between motorized and non-motorized users.

*Responsibility: Recreation Committee, Urban Area Walking Group, Town Manager, PCEDC, Board of Selectpersons, snowmobile and ATV clubs, State of Maine / Timeframe: ongoing*

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### 3. Public Access to Significant Water Bodies

- a. Provide and expand public access to Sebec Lake, the Piscataquis River, Branns Mill Pond, Garland Pond, Snow's Pond and Dunham Pond through state ownership, town ownership and cooperative agreements with adjacent property owners.
- b. Promote the community's waterbodies for recreational activities, as appropriate (e.g., wildlife watching, fishing, canoeing, boating, and swimming)

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- c. Manage access to prevent degradation or overuse through the type and design of facilities (e.g., boat ramp vs. carry-in) and other mechanisms; work with state agencies in these efforts.
- d. Advocate for adequate state-owned facilities, such as the need for more parking at the Branns Mill Pond State Boat Launch.
- e. Work with the state to improve and expand access to Sebec Lake; existing facilities can become crowded during the summer.
- f. Address water quality issues at public accesses as needed, such as the build-up of sediment and vegetation alongside the Cove Boat Landing.

*Responsibility: Town Manager, Board of Selectpersons, State of Maine (Bureau of Parks and Lands, Inland Fisheries and Wildlife), Sebec Lake Association, and other entities / Timeframe: ongoing*

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### **4. Cultural and Social Recreation**

- a. Promote Dover-Foxcroft as a community with a variety of cultural and social opportunities through entities, such as the Piscataquis County Chamber of Commerce, Center Theater, the Highlands Center, the Historic Society, the Thompson Free Library, the Maine Highlands Guild, the Piscataquis Regional YMCA, the Piscataquis Valley Fair Association, the Kiwanis and others.
- b. Collaborate to support recreational events, such as the annual Piscataquis River Canoe Race, Piscataquis Valley Fair, Whoopie Pie Festival, Shiretown Homecoming Festival, Maine Maple Sunday, Penquis Valley Regional Expo, Kiwanis Club Auctions, and other events.

*Responsibility: Chamber of Commerce, Town staff, and other organizations / Timeframe: ongoing*

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### **5. Scenic Resources Important to Outdoor Recreation and Tourism**

- a. Promote the preservation and enhancement of scenic resources, both natural and cultural, for the public's overall enjoyment and as important to the region's economy.
- b. Consider as most important those scenic and cultural views that are iconic and visible to the general public from a public way, public recreation area or other public location; these views should be inventoried so they can be better preserved.
- c. Utilize a variety of tools to preserve or enhance scenic resources, including ongoing beautification efforts through tree planting and landscaping, preservation of historic structures and cultural landscapes, improvements to community gateways, efforts to support property maintenance, consideration in land use permitting and in economic development plans.

*Responsibility: Planning Board, Historical Society, Downtown Committee, Town Manager, Board of Selectpersons, PCEDC / Timeframe: ongoing*

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### **6. Public and Private Land Conservation Partnerships**

- a. Support the state in managing Peaks Kenny State Park and the Bud Leavitt Wildlife Management Area, as appropriate.
- b. Support landowners and area conservation organizations, such as the Northeast Wilderness Trust, Forest Society of Maine, Appalachian Mountain Club, Nature Conservancy, Small Woodlot Owners of Maine, and others in conserving the most important open space and recreation land.
- c. Consider the creation of an open space fund or partnership with a local land trust to acquire important open spaces and access sites, either outright or through conservation easements, if there is public support for these arrangements.

*Responsibility: Town Manager, Board of Selectpersons, State of Maine, land trusts, conservation organizations and others / Timeframe: ongoing*

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### **7. Landowner Education and Support for Public Access for Recreation**

- a. Encourage landowners to allow public access to their properties for recreational uses.

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- b. Provide educational materials on the benefits and protections for landowners allowing public access to include information on Maine's landowner liability law regarding recreational or harvesting use (Title 14, M.R.S.A. Section 159-A), and information from the Maine Department of Agriculture, Conservation and Forestry's Landowner Relations Program.
- c. Encourage snowmobile, ATV, and sportsman's clubs, and others that utilize private land to provide landowner appreciation and education programs.

*Responsibility: Town Office, snowmobile and ATV clubs, sportsman's clubs, etc / Timeframe: ongoing*

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### **8. Land Use Planning and Regulation (See Chapter 9 Future Land Use Plan)**

- a. Encourage a variety of recreational and cultural uses in a number of locations consistent with the character of the community.
- b. Consider recreation areas, open space, and scenic resources in new developments. Facilities should be age-appropriate (e.g., families, older adults) and provide convenient access to adjacent municipal recreation areas, sidewalks and trails, as appropriate.

*Responsibility: Planning Board, Board of Selectpersons / Timeframe: ongoing, ordinance changes within 5 years*

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## Chapter 9 - Future Land Use Plan

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### **Goals**

**State:** 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.

**Local:** Enhance Dover-Foxcroft as the county seat and primary regional service center through a full-complement of governmental and private sector services and facilities, and opportunities for economic prosperity that are compatible with the community's small-town rural character.

Maintain an economically resilient community in the face of an often uncertain future by encouraging orderly growth and development, protecting the Town's rural character and cultural heritage, and making efficient use of public services and facilities.

### **Policies**

1. Support the locations, types, scales, and intensities of land uses the community desires as stated in the Vision for Dover-Foxcroft.
2. Encourage growth and development, including redevelopment that is compatible with and enhances existing uses, neighborhoods, and patterns of development.
3. Ensure that implementation of the Future Land Use Plan is consistent with the recommendations in other sections of the Comprehensive Plan (e.g., Economy, Housing, Natural Resources, etc.)
4. Promote efficient and cost-effective use of community infrastructure, such as public water and sewer and transportation systems, through land use patterns and development designs that make efficient use of space on these services.
5. Promote and protect rural areas with economically important natural resource-based uses, such as agriculture, forestry, and outdoor recreation.
6. Direct development to areas with suitable soils, slopes and drainage, and discourage development on floodplains, steep slopes, highly erodable soils and in wetlands.



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7. Ensure that new development preserves important water resources, important fisheries and wildlife habitat, prime farmland and farmland of statewide significance, unique natural areas, important historic and archaeological resources, and overall community character.
8. Encourage renewable energy systems and energy conservation in developments that benefit the community.
9. Ensure that new development does not overtax community services and infrastructure, and contributes to the cost of improving services and the infrastructure when necessary.
10. Ensure that very large, high-intensity developments do not negatively impact community character, the local economy, or natural resources, or place an undue burden on the community's infrastructure.
11. Preserve the traffic moving capacity, safety, and scenic attributes of the community's highways, roads and streets, particularly on major corridors.
12. Support the level of financial commitment necessary to provide adequate infrastructure, particularly in urban and growth areas.
13. Maintain user-friendly, equitable, and efficient permitting procedures, especially for areas where new development and redevelopment are most desirable.
14. Coordinate the community's land use strategies with other local, regional and state land use planning and regulation efforts, where it is in the Town's best interest to do so.

### ***Implementation Strategies***

#### **1. Future Land Use Plan Implementation**

- a. Assign responsibility for implementing the Future Land Use Plan to an Ordinance Committee, which can be the Planning Board, or should at least include members of the Planning Board, and other town officials and members of the public.
- b. Using the descriptions provided in the Future Land Use Plan narrative (which follows), maintain, enact or amend local ordinances as appropriate to:
  - i. Clearly define the desired scale, intensity, and location of future development.
  - ii. Establish or maintain fair and efficient permitting procedures, and explore streamlining permitting procedures in urban and growth areas.
  - iii. Clearly define protective measures for critical natural resources and, where applicable, important natural resources.

*Responsibility: Ordinance Committee/Planning Board, Code Enforcement Officer, Board of Selectpersons, Town Manager / Timeframe: within 5 years, and ongoing*

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#### **2. Capital Investments to Support Future Land Uses**

- a. Include in the Capital Investment Plan anticipated municipal capital investments necessary to support proposed land uses. (See Chapter 10)
- b. Direct a minimum of 75% of new municipal growth-related capital investments into the urban area and other designated growth areas identified in this Future Land Use Plan.

*Responsibility: Board of Selectpersons, Town Manager, and Budget Committee / Timeframe: ongoing*

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#### **3. Regional Coordination**

- a. Monitor development trends in the region outside of Dover-Foxcroft to take advantage of opportunities and respond to trends that might impact the community.
- b. Meet with neighboring communities to coordinate land use designations and regulatory and non-regulatory strategies, as needed.
- c. Coordinate with neighboring communities, and federal and state agencies to address concerns related to any proposed mega/major projects that may have multijurisdictional impacts, such as industrial-scale

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water extraction, industrial-scale wind farms, and major chemical pipelines, transmission lines, and utility/transportation corridors.

*Responsibility: Planning Board, Code Enforcement Officer, Board of Selectpersons, Town Manager / Timeframe: ongoing*

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### **4. Permitting Capacity, Staffing, and Code Enforcement**

- a. Maintain a user-friendly application and permitting process with application forms and consistent and straightforward regulations for obtaining permit approval.
- b. Provide the Code Enforcement Officer (CEO) with the tools, training, and support necessary to enforce land use regulations, including certification in accordance with 30-A MRSA §4451.
- c. Provide the Planning Board and Appeals Board with training opportunities (e.g., attendance at Maine Municipal Association (MMA) workshops and access to MMA Manuals). Board members should attend these workshops at the beginning of their service, and periodically thereafter.
- d. Update, as needed, Planning Board and Appeals Board bylaws and procedures to ensure each board's capacity to adequately and fairly carry out their duties.
- e. Continue to improve compliance and enforcement through access to mapped information, ordinances, and other permitting information on the Town's website.
- f. Monitor Town staffing for land use planning and regulation. Increase staff capacity, when necessary, such as when the staff role in permitting increases either due to greater responsibility for issuing permits or an increase in development activity and/or complexity.
- g. Consider instituting a permitting process that is streamlined for smaller, low impact projects and a more thorough process for larger, more complicated projects. There could be two or three categories (e.g., minor projects, major projects, mega projects), which could be applicable to both subdivision and site plan review projects.
- h. Consider the efficiency and effectiveness of permitting roles, such as the CEO's permitting smaller projects and the Planning Board's permitting larger projects. (e.g., CEO review authority for small site plan review projects, such as businesses with less than 2,000 sq. ft.)
- i. Institute permitting mechanisms to allow technical assistance in permit reviews of major and mega projects, such as requirements that developers provide funding for experts to review projects on the Town's behalf.
- j. Consider the benefits of encouraging developers of major and mega projects to write draft findings of fact for their projects.
- k. Amend public notice requirements to ensure adequate notice to nearby property owners and the community consistent with the size and impacts of a proposed development.

*Responsibility: CEO, Ordinance Committee, Planning Board, Appeals Board, Town Manager, and Board of Selectpersons / Timeframe: ongoing, ordinance changes with 5 years*

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### **5. Track Development, Monitor Effectiveness, and Adjust as Needed**

- a. Track new development in the community by type and location.
- b. Periodically (at least every 5 years) evaluate implementation of this Plan to determine:
  - i. The degree to which Future Land Use Plan strategies have been implemented.
  - ii. The percent of municipal development-related capital investments in growth areas.
  - iii. The location and amount of new development in relation to community's designated growth areas, rural areas and critical resource areas.
  - iv. The amount of critical resource areas protected through acquisition, easements or other measures.
- c. If this evaluation concludes that portions of the current Plan or its implementation are not effective, the Planning Board should propose changes as needed.

*Responsibility: CEO, Planning Board, Town Manager / Timeframe: at least every five years*

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## ***Future Land Use Plan Narrative***

### **Overview**

The Future Land Use (FLU) Plan builds on existing patterns of development and systems for managing growth, and makes recommendations for guiding future growth and development that is consistent with the Town's Vision. The FLU Plan's recommendations are designed to be used in concert with the recommendations from other sections of the Comprehensive Plan, such as Economy, Community Facilities and Services, Transportation, Housing, Natural Resources, Agriculture and Forestry and the Capital Investment Plan, which means the coordinated use of both regulatory and non-regulatory approaches to effectively guide the Town's future.

Dover-Foxcroft's existing Land Use Ordinance (LUO) serves as the backbone of the Town's land use program. While the LUO is not a state-mandated ordinance, state law does require that the LUO be consistent with an up-to-date comprehensive plan prepared in accordance with Maine's Growth Management Act.<sup>11</sup> The overall goal of the Act is to encourage orderly growth and development in appropriate areas of each community and region while protecting rural character, making efficient use of public services and preventing development sprawl.

Dover-Foxcroft's 2005 Comprehensive Plan was deemed consistent with Maine's Growth Management Act. The 2005 Comprehensive Plan also stated that "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 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." This FLU Plan updates and improves upon the 2005 Comprehensive Plan.

### **The Vision and the Future Land Use Plan**

This FLU Plan is based on the Vision for Dover-Foxcroft for the next decade and beyond, which seeks to achieve a prosperous and demographically stable population through moderate population and economic growth. Providing economic opportunities while maintaining the Town's most desirable characteristics as a rural shiretown with "everything you need" is key aspiration.

Improving economic prosperity for the Town and the region means strengthening Dover-Foxcroft as the county seat and primary service center for a large rural area of Piscataquis County and portions of nearby Penobscot County. This Plan seeks to accomplish this by ensuring there are areas with infrastructure in Dover-Foxcroft to allow services necessary to the region and the community to thrive. Enhancing the community as a great place to live, work, shop, invest in, and recreate is a primary goal. The Town has an infrastructure designed to support its service center role with centralized public sewer and water systems with excess capacity for development, and a transportation infrastructure that includes several arterial and major collector state highways.

This Plan responds to recent development trends and desires for the future by encouraging and providing opportunities for population growth and economic development, particularly in designated urban and growth areas. The Plan also recognizes the importance of the Town's vast rural areas and encourages land uses that will enhance the rural economy, such as the growing agriculture sector, commercial forestry, and outdoor recreation. The Plan also recognizes the Town's scenic rural landscape, waterbodies, fisheries and wildlife habitats, and special natural areas as important to the community's rural way of life.

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<sup>11</sup> *Growth Management Act (30-A MRSA Sec 4312 et seq.)* <http://legislature.maine.gov/statutes/30-a/title30-Asec4312>

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## Summary of Key Regulatory and Non-Regulatory Approaches

Dover-Foxcroft uses a multipronged approach to directing future growth and development that consists of both regulatory and non-regulatory mechanisms. The primary regulatory tools are Dover-Foxcroft's Land Use Ordinance, Shoreland Zoning Ordinance and Subdivision Ordinance, combined with State regulations, such as the Natural Resources Protection Act, Stormwater Law and Subsurface Wastewater Disposal Law. The Town also utilizes Maine's Uniform Building and Energy Code. The primary non-regulatory tool to guide growth is the provision of a high level of services and infrastructure within urban and growth areas. Many of the capital investments envisioned for the next decade focus on maintaining and improving urban area infrastructure. Other non-regulatory mechanisms include promoting the current use property tax programs, Tree Growth and Farm and Open Space, supporting lake associations and land conservation organizations, encouraging best management practices for water quality protection, educating citizen's to promote compliance with state and local laws, and making referrals to agencies, such as the Piscataquis County Conservation District and the University of Maine Cooperative Extension Service, both with offices in Dover-Foxcroft.

## Urban and Growth Areas

Urban and growth areas are designed to be suitable for orderly residential, commercial or industrial development, or a combination of those types of development, and into which most development projected over ten years is directed. Dover-Foxcroft's Land Use Ordinance, Capital Investment Plan, transportation and other policies are designed to promote orderly development and redevelopment in within these areas.

Providing adequate infrastructure is fundamental to promoting desired land use patterns. Nearly all recommended capital investments are located in these areas. The Town's public sewer and water capacity for additional development, along with adequate streets, parking, sidewalks, parks, public spaces, and reliable utilities, combined with excellent services, community events, and economic incentives can be effective in attaining desired development in the downtown and other urban areas.

Urban and growth area districts are designed to reflect existing patterns of development with space for new development, redevelopment, infill and expansions depending on the area. Past development trends and desires for future compatible development are reflected in the types of uses allowed, dimensional standards, performance standards and other requirements. This Plan builds on the existing urban area districts and recommends changes including expansions and boundary changes to several districts, and the designation of several new districts. The Plan envisions the following urban and growth area districts: Village, Downtown, Hamlet (new), Commercial, Light Industrial, and Industrial (new). The existing Residential District is eliminated, with portions being included in several other districts (i.e., Village District, Hamlet District, and Farm and Forest District), as displayed on the Map 19 Future Land Use. This change reflects the existing character of these areas.

Urban and growth area districts are consistent with the community's vision. The most densely developed area is the Downtown District where additional mixed uses and compact development are desirable. The Village District is predominately residential on relatively small lots interspersed with areas of public, semi-public and commercial uses. The Hamlet District, a new designation, is designed to better accommodate small rural neighborhoods in outlying rural areas where lot sizes and dimensional standards could allow more compact development than in surrounding rural areas. Given that all of these districts are mixed use districts, the Plan recommends close scrutiny of permitted uses and "good neighbor standards" to assure compatibility.

The Commercial District accommodates primarily highway commercial uses that require larger lots and access to a main thoroughfare. The Light Industrial and Industrial Districts are consistent with the existing patterns and types of developments, and provide opportunities for expansions and new development. Consideration for

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compatibility of uses is important to encourage development in these areas, such as limitations on most residential uses.

Nearly all urban and growth area districts are supported with necessary infrastructure: public sewer and water are potentially available in all these districts, with the exception of Hamlet Districts, and the Pleasant River Industrial District, where only public water is available. All these districts are served by state highways, either directly or in close proximity, which means access management to maintain highway capacity and safety is important and is addressed in Chapter 7 Transportation.

Urban and growth area districts are designed to take advantage of the suitable terrain and soils prevalent in these areas. The extensive availability of public sewer allows for development at densities not otherwise possible in some areas. The Piscataquis River which runs through the urban areas provides amenities for the urban area, including scenic parks along its banks. Natural constraints in urban and growth areas include shorelands and floodplains of the River, some areas of hydric soils and several wetlands. Wetlands and areas of hydric soils that can't be developed can serve important growth area functions, such as for parks and open space, for stormwater control and water quality protection, habitat for urban wildlife, and as natural buffers. Critical natural resources associated with the River include important fisheries habitat, two rare plant habitats, and potential archaeological resources. State regulations, municipal shoreland zoning and floodplain regulations, and performance standards provide protection for these areas. Shoreland zoning and other performance standards, including stormwater provisions, are designed to protect water quality, particularly in urban areas with many impermeable surfaces.

(See Map 19 Future Land Use, Map 20 Development Constraints, Map 6 Important Habitats and Natural Areas, Map 5 Water Resources, Map 4 Historic District Inset, Map 15 Land Cover, Map 16 and Map 17 Land Use (existing districting), and Map 18 Shoreland Zoning)

### **Village District (V)**

The Village District, which surrounds the downtown, is intended to be a vibrant, walkable, convenient place to live, work and play in close proximity to goods, services, and recreational areas. The District accommodates medium to high-density residential uses, including multifamily housing, apartment houses, and mobile home parks, and other compatible neighborhood and community uses. Other than single and two family homes and a few other low-impact uses, all other new uses must meet performance standards to ensure compatibility. Incompatible uses, such as extractive industries, junk yards, and intensive commercial and industrial uses, are prohibited. Dimensional standards allow relatively high density development, particularly on public sewer. Infill and redevelopment are desirable, and there are still some areas for new development. An important feature of the Village is its many beautiful historic homes and other buildings. The Historic District (overlay) is designed to provide some protection for these structures.<sup>12</sup> The Piscataquis River and a few tributaries, as well as a few wetlands, are all protected through local and/or state regulations. (See Table 9-1 and Map 19 Future Land Use)

### **Downtown District (D) (Renamed from Commercial)**

The Downtown District, which encompasses downtown areas on both the north and south sides of the Piscataquis River, is the civic, cultural and business center of the community. The district is designed to support a vibrant, authentic, mixed-use downtown at relatively high densities. Walkability, attractive public spaces, and thriving businesses are the goal. The district contains a variety of typical downtown commercial uses, semi-public and public uses and some residential uses, including the new mixed-use Moosehead Riverfront Project.

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<sup>12</sup> See Chapter 3 Historic and Archaeological Resources



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Infill and redevelopment are desirable, including use of second stories. The historic buildings and character of the downtown are important features that are included in the Historic District overlay.<sup>13</sup>

Other than single and two-family homes, most uses must meet performance standards and good neighbor standards to assure compatibility, and incompatible uses are prohibited. Since sewer and water are available, the area could accommodate higher density development. Prohibited uses would be those that detract from the character of the downtown, and/or would be better located elsewhere in the community. (See Table 9-1 and Map 19 Future Land Use)

### ***Village and Downtown District Recommendations***

1. Revise the statements of purpose in the LUO to more accurately reflect this Plan.
2. Review land uses and performance standards to assure protection, compatibility, and priorities for mixed uses. “Good neighbor” standards should be considered.
3. Consider standards with respect to new types of downtown uses, such as temporary pop-ups, farmers markets, street vendors, and other shared or temporary uses.
4. Ensure that the standards allow affordable and market-rate housing opportunities for all age groups, such as older-adults and mixed-use developments that provide easy access to services.
5. Village: Consider changes to dimensional requirements and standards to encourage infill and redevelopment where harm will not be caused to existing homes and neighborhoods.
6. Downtown: Consider increasing the flexibility of dimensional standards and requirements for parking<sup>14</sup> to allow high-density development, including upper story uses, infill and redevelopment. Reduce the setbacks for development on sewer, including zero setbacks, where appropriate.
7. Revise the Planned Unit Development provisions to accommodate developments like the Moosehead Redevelopment Project and similar projects under a unified development plan.
8. Consider changes in the boundaries of these districts to accommodate uses, including densities and intensities: a) expansion of the Downtown to allow more compact development consistent with adjacent downtown development; b) expansion of the Village to include an area between Essex Street and Vaughn Road - an area which has, or could have access to public sewer; and c) redistricting of an area to Light Industrial between the Pine Crest Business Park and the airport. (See Map 19 Future Land Use)
9. Given the density of uses in these districts, and the desire to make these areas desirable places to live, a property maintenance ordinance or policy is recommended.<sup>15</sup>
10. Capital investments for these districts include revitalization of the downtown infrastructure (both Town and state), additional parking in the downtown, façade improvements, sidewalks and other pedestrian-friendly improvements, improved vehicle and pedestrian access to the Riverfront Redevelopment project, improvements to parks, upgrades to stormwater infrastructure, and ongoing upgrades to public water and sewer systems. (See Chapter 10 Capital Investment Plan)

### **Historic District (H)**

The Historic District overlays portions of both the Village and Downtown Districts. It is designed to encourage long-term preservation of properties listed on the National Register of Historic Places. Proposed land use activities involving structural development associated with recognized historic buildings within this district must be submitted to the Historical Review Committee for their review. The CEO or Planning Board must consider these comments and require that these historic properties be protected to the maximum extent practicable. The recommendations for changes to this district include expansion of the review to other historic buildings and the

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<sup>13</sup> See Chapter 3 Historic and Archaeological Resources

<sup>14</sup> More parking is needed in the downtown, which should be addressed if parking requirements are relaxed.

<sup>15</sup> See Chapter 2 Economy, Strategy 6.c.



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development of design guidelines. (See Chapter 3 Historic and Archeological Resources and Map 4 Historic District Inset)

### **Hamlet District (H) (New District)**

The Hamlet District is proposed to accommodate very small villages or clustered residential neighborhoods in outlying rural areas, with the goal of enhancing the historic or existing character by allowing the traditional smaller lot sizes and corresponding dimensional standards. Typical uses would include single and two family homes, home occupations, a corner grocery, a small church or other public use. East Dover, South Dover, and residential clusters associated with Branns Mill Pond and Sebec Lake, and perhaps other similar places would benefit from this designation. Good neighbor standards would ensure compatibility with existing uses, and incompatible uses would be restricted. The only capital investments envisioned are improvements to the state highways serving these areas to include wider shoulders for pedestrians, and improvements to any water access facilities. The Hamlets associated with Sebec Lake, Branns Mill Pond and the Piscataquis River would have shoreland zones to provide protection for these water bodies. These water bodies, as well as others, would also be protected through state laws and local performance standards. (See Table 9-1 and Map 19 Future Land Use Map)

### **Commercial District (C) (Renamed from Commercial 2)**

The Commercial District, which is located along West Main Street west of the Village District, accommodates commercial and compatible manufacturing uses that require larger parcels (larger buildings, more parking, outdoor storage), and access to a state highway, such as shopping centers, commercial complexes, auto sales and repair, restaurants, larger retail and service businesses, warehouses, and motels. Prohibited uses are those that present conflicts, such as new residential uses, and those uses that would be more suitable in other areas of the community, such as churches, public schools and heavy industries. All uses must meet site plan review standards.

Overriding goals of this district are to encourage efficient use of land and infrastructure (state highway, sewer, water), to maintain carrying capacity and safety through access management on West Main Street (Guilford Road), and to limit strip development and sprawl. While much of the buildable road frontage in the existing district is occupied, there may be additional land available for uses that don't require a lot of road frontage and/or that could be located set back from the highway. This Plan proposes a limited expansion of this district westward along the north side of the Guilford Road, and adjustment of the rear district line to reflect a large wetland in that area.

This district is consistent with existing uses, has access to infrastructure, and has areas suitable for infill and additional development with few development constraints. Shoreland zoning regulations provide protection for those areas of the district adjacent to the Piscataquis River, and state and local land use regulations protect wetlands and small streams. (See Table 9-2 and Map 19 Future Land Use)

### ***Commercial District Recommendations***

1. Revise the purpose statement in the LUO to more accurately reflect this Plan.
2. Review land uses and performance standards, in general; specific performance standards for shopping centers or commercial complexes would be beneficial; address any new uses of concern, such as marijuana dispensaries, if allowed.
3. Consider two boundary changes: a) a westward expansion of the district on the north side of the Guilford Road, and b) rezoning the most northern strip of the district to Rural Residential to more accurately reflect the extensive wetlands in that area.

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4. Access management is a high priority to maintain safety and highway capacity (See Chapter 7 Transportation)
5. Capital investments for this district include improvements to the state highway (shoulders wide enough for bicycles and pedestrians would be desirable), expansion of public sewer and water and stormwater systems as development occurs.

### **Light Industrial District (LI) (Rename from Industrial District - I)**

The Light Industrial District is designed to support existing and new business and light industrial uses. The district currently encompasses the Pine Crest Business Park, which is situated off the Dexter Road (State Route 7), and is surrounded on three sides by the Village District. The Business Park has several occupants, including a government office, a day care/preschool facility, and a vacant building. The remaining six vacant lots are all pre-permitted with necessary infrastructure. The district accommodates compatible business and light industrial uses, such as professional offices, boat building and repair, light manufacturing, wholesale businesses, commercial schools, and fitness facilities. New residential uses, junkyards and demolition and waste disposal are prohibited. All new uses require site plan review to assure compatibility with adjacent districts and internal uses.

This plan proposes to expand this district to include the municipal airport area, and to allow airport-related uses as well as other business and light industrial uses. The entire district as proposed is consistent with current uses; either has, or has the potential to have, access to sewer and other infrastructure; and has vacant land for additional growth with few development constraints and no known critical natural resources. However, there is an area with critical natural resources associated with a large wetland complex just south of the district which would be protected through state laws and land use ordinance performance standards, such as buffers and setbacks. (See Table 9-2 and Map 19 Future Land Use)

### ***Light Industrial District Recommendations***

1. Revise the purpose statement in the LUO to more accurately reflect this Plan.
2. Consider expanding this district to include the airport area. (See Map 9 Future Land Use)
3. Review and amend land uses and performance standards to accommodate any proposed changes in the district, including consideration for airport-related uses and buffers and setbacks along district boundaries.
4. The planned development design tool should be available to support unified design proposals.
5. No capital investments are envisioned, however, expansion of the district to include the airport area suggests the need to expand infrastructure in the area as demand arises.

### **Industrial District (I) (New District)**

The new Industrial District designation supports expansions of existing industries, industrial redevelopment, and new industries in and around areas of existing industrial uses to include the Pleasant River Lumber area and the Landfill Road area including the Verso log yard, the closed municipal landfill and the regional transfer station. Providing adequate space for expansions and new industrial uses is a high priority. This district accommodates manufacturing, and medium and heavy industrial uses, recycling, the solid waste transfer station, demolition and waste disposal, forest products-related industries, energy generation - biomass, medium-large scale solar, etc. Uses that would present conflicts, such as new residential uses would be prohibited (any existing uses would be grandfathered). Performance standards would be developed to address industrial land use concerns, and also provide buffers and setbacks in areas adjacent to other districts with residential uses. Dimensional and design standards would accommodate these types of uses. Capital investments envisioned for these districts include improvements to the state highways, such as the Milo Road, and the Town's Landfill Road to accommodate new development. Public sewer and/or water systems improvements may also be necessary, but these would likely be funded by developers. Adequate power for expanded or new industrial uses may be an issue that will need to be resolved, even though three-phase power is already available.

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These districts have areas of developable land, interspersed with some wetlands that would be protected through state and local standards. The Pleasant River area abuts Daggett Brook which is protected through shoreland zoning, and an associated wetland that can be protected through state law and LUO performance standards. A candidate deer wintering area has also been identified in the Pleasant River District, which would be verified with any expansion. (See Table 9-2 and Map 19 Future Land Use)

### **Rural Areas**

Essential to Dover-Foxcroft's vision for the future is preserving and enhancing the Town's vast rural areas, which occupy about 90% of the community's land area. When considering the Town's rural areas it is important to realize that Dover-Foxcroft has the land area of two towns, as it once was.

Rural areas are deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, sand and gravel extraction, open space, wildlife habitat, fisheries habitat and scenic lands, and away from which most incompatible and non-resource-based development projected over ten years is diverted. An overriding purpose is to maintain the existing rural character, including critical and important natural resources, and the rural economy that is dependent on these resources, such as high-value farm and forestland, scenic areas and other land valuable to outdoor recreation.

Rural area districts, Rural Residential (RR) and Farm and Forest (FF), promote these goals, with RR surrounding urban areas and FF occupying the vast outlying areas. This plan supports maintaining the existing types and intensities of land uses while ensuring that new uses are compatible and consistent with the Vision and goals of this Comprehensive Plan. Additionally, this rural area districting is consistent with areas in adjacent towns.

The new designations of urban and growth area districts, such as expansion of the Commercial District and the Light Industrial District, and the new Industrial District and Hamlet District, are designed to encourage many commercial, institutional and industrial uses to these areas rather than rural areas, where maintaining agriculture, forestry and open space for outdoor recreation are high priorities. Redistricting most of the area between Essex Street and Vaughn Road, and outlying areas around East Dover to Farm and Forest also serves to recognize the important farmland in this area. Overall, these changes will help minimize traffic impacts on the Town's rural roads from more-intensive types of new development.

Natural opportunities within both these districts are abundant, and include extensive areas of productive farm and forestland including prime and important farmland soils, large areas important to outdoor recreation, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, the Northeast Wilderness Trust's land and other conserved lands. Rural portions of the Piscataquis River and other water bodies (e.g., Sebec Lake, Branns Mill Pond), abundant wildlife and fisheries habitat, unique natural areas, and an attractive rural landscape are also natural assets. Areas with constraints to rural development provide important functions, such as wetlands and floodplains providing benefits for wildlife, water quality, and buffers against flood hazards to development. Most commercial forestland is enrolled in the Tree Growth Property Tax Program and an increasing amount of commercial farmland is enrolled in the Farmland Property Tax Program, both programs the Town promotes.

Critical natural resources, such as important wildlife and fisheries habitats, unique natural areas, public water supplies, and high-yield aquifers, are protected through federal and state regulations, Town shoreland zoning and floodplain regulations, Land Use Ordinance districting and performance standards, educational programs and volunteer efforts, land conservation, and the Tree Growth and Farm and Open Space Property Tax Programs.

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Rural area infrastructure is limited to state highways, rural Town roads, and private roads. Some private roads serve multiple residences, such as the camps associated with Sebec Lake and the Town's other ponds. The relatively few municipal roads in rural areas serve to discourage sprawl and allow for large areas of unfragmented wildlife habitat. Adequately maintaining the Town's rural roads is a significant challenge due to fiscal constraints, but is important to serving the rural economy in agriculture, forestry and outdoor recreation. The other public facilities in rural areas are public recreation and water access facilities at Sebec Lake and several of the ponds, and trail systems. Anticipated capital investments focus on maintaining this infrastructure. The Town's wastewater treatment plant is located in the rural area, but considered part of the urban area infrastructure.

### **Rural Residential District (RR) (Renamed from Rural Residential 1 – RR1)**

The Rural Residential District accommodates areas of existing rural residential uses and home occupations, while maintaining rural character, protecting and supporting agriculture, forestry, and open areas for outdoor recreational uses, and providing for overall low-density residential growth interspersed with non-residential rural uses, such as cottage industries, outdoor recreation facilities, and other uses typically found in rural areas. More intensive uses, such as mobile home parks, multifamily dwellings, and most commercial, industrial and semi-public uses must meet performance standards to assure compatibility and consistency with the goals of the district. Open space for wildlife and fisheries habitat, and a scenic landscape are important aspects of this area. With the exception of smaller parcels located along main roads, most parcels are relatively large in this district. (See Table 9-3 and Map 19 Future Land Use)

### **Farm and Forest District (FF) (Renamed from Rural Residential 2 - RR2)**

The Farm and Forest District accommodates rural residences, home occupations, agriculture and forestry uses and related uses, low intensity outdoor recreation and open spaces and water bodies, and other rural uses that do not detract from the rural character or natural resource-based economy of the area. With the exception of clusters of smaller lots along main roads, most of the parcels are large. Open space for wildlife and fisheries habitat, unique natural areas, and the scenic landscape are important aspects of this area. Peaks Kenny State Park, Sebec Lake, the Bud Leavitt Wildlife Management Area, the Northeast Wilderness Trust's land are all located within this district. Major portions, if not all of the watersheds (in Dover-Foxcroft) of Sebec Lake and the Town's other great ponds and streams are located within this District; shoreland zoning districts are immediately adjacent to these water bodies. Most second homes, camps and other seasonal uses are clustered along the shores of these water bodies. The Town's high-yield aquifer which follows Black Stream is also in this district, and this Plan recommends that standards be put in place to protect this important aquifer, portions of which are used for sand and gravel extraction. (See Table 9-3 and Map 19 Future Land Use)

### ***Rural Residential District and Farm and Forest District Recommendations***

1. Revise the statements of purpose in the LUO to more accurately reflect this Plan.
2. Revise uses in each district to be consistent with goals of preserving rural character, promoting agriculture and forestry, outdoor recreation, and other natural resource-based uses.
3. Consider mechanisms to limit the intensity of uses that may negatively impact agriculture and forestry or place an undue burden on Town infrastructure and services. (e.g., limits on size of subdivisions, larger subdivisions must set-aside some open space and address impacts on Town roads, limits on size and intensity of other uses).
4. Revise dimensional standards and performance standards to be consistent with this Plan.
5. Revise planned unit development and conservation subdivision design provisions to provide more incentives for use of these tools to promote preservation of open space, important farm and forestland and other important natural resources.

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6. Consider proposed redistricting described elsewhere in this Plan to encourage and support land uses consistent with the Vision and land use goals.<sup>16</sup>
7. Other recommendations particularly important to these rural districts are included in the following sections: Chapter 5 Agriculture and Forestry, Chapter 4 Natural Resources and Chapter 8 Parks, Recreation and Open Space.

### Critical Natural Resources

Critical natural resources are very important to Dover-Foxcroft's vision for the future. They are an essential part of the Town's quality of life and contribute significantly to the economy in outdoor recreation, tourism and second homes.

Critical natural resource areas are comprised of one or more of the following: 1) shoreland areas; 2) large habitat blocks; 3) multi-function wetlands; 4) essential wildlife habitats and threatened, endangered, and special concern species [bald eagle nests, wood turtle habitat, etc.]; 5) significant wildlife habitats [mapped high-moderate value waterfowl and wading bird habitat, high-moderate value deer wintering areas and significant vernal pool habitat]; 6) significant freshwater fisheries habitat (Salmon and brook trout) and 7) 100-year floodplains.<sup>17</sup> Most of these areas are displayed on maps within the Comprehensive Plan. The Plan makes reference to the Beginning with Habitat Maps, as well.

State, federal and local regulations and non-regulatory measures, such as land conservation and existing use-property tax programs (Tree Growth and Farmland and Open Space) are designed to protect critical natural resources to the greatest practicable extent from the impacts of incompatible development. At the state level the Natural Resources Protection Act, in particular, provides a considerable amount of protection. At the local level protection is provided through Shoreland Zoning, the Floodplain Regulations, the Subdivision Ordinance, and the Land Use Ordinance. Both the Shoreland Zoning Ordinance and the Floodplain Ordinance are consistent with state and federal laws.

Many critical natural resources, such as large habitat blocks and deer wintering areas, receive some protection through rural area districting which seeks to limit development intensities and associated road building, and forestry and farmland using best management practices can be very compatible with protection of critical natural resources.

Critical natural resources are also conserved within the Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, the Northeast Wilderness Trust, and other conserved land. Habitat for important fisheries, such as Atlantic salmon and brook trout, receive protection through Shoreland Zoning, as well as best management practices by the public works employees and certified contractors working in shoreland areas. Education on protection of important and critical natural resources includes information and activities through the University of Maine Cooperative Extension and the Piscataquis County Soil and Water Conservation District (both have offices in Dover-Foxcroft). The Sebec Lake Association and water quality monitors also provide protection to critical natural resources.

Capital investments associated with critical natural resources include grant funding and collaboration to identify and remediate problem areas, such as Brownfields Projects, wastewater system upgrades, addressing erosion

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<sup>16</sup> The existing rural areas allow a very broad range of land uses, some that are inconsistent with the goals of these districts. Creation and expansion of growth area districts for commercial and industrial uses is designed to encourage many commercial and industrial activities in these areas as opposed in designated rural area districts. The Hamlet Districts accommodate existing clusters of homes and other neighborhood uses.

<sup>17</sup> Maine's Growth Management Act defines "Critical natural resources"



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and sedimentation associated with boat launches, bridges and roadways, and improvements to public access to water bodies.

### ***Critical Natural Resource Recommendations***

1. Consider rezoning an area currently zoned as Shoreland Limited Commercial between West Main Street and the Piscataquis River to Shoreland Residential or Resource Protection to be consistent with the adjacent Rural Residential and Farm and Forest Districts.
2. Utilize new information on critical natural resources, such as the Beginning with Habitat information, to amend land use regulations and for educational and conservation efforts.
3. Amend the LUO to be consistent with state law, such as protection for non-community public water supplies.
4. Consider amending the LUO to protect important high-yield aquifers, such as potential future water supplies for the community or industry, such as the aquifer located along Black Stream and the Branns Mill Pond.
5. See Chapter 4 Natural Resources for more recommendations.

### **Other Land Use Recommendations to Consider**

#### **1. *New Energy and Communications Uses***

- a. Develop land use standards to address wind, solar and other forms of energy generation, and uses related to new technology in communications and utilities. Consider associated facilities, such as transmission lines and substations.
- b. Depending on the size and potential impacts of these projects, generally allow relatively small scale installations with standards to assure compatibility in many areas of Town, while limiting large scale, more intensive commercial installations to certain districts, such as an industrial district where they can be safely and compatibly accommodated. Properly located and regulated in rural areas, particularly where uses are related to agriculture or forestry may also be appropriate.

#### **2. *Other New Uses***

- a. Develop land use standards to address uses, such as marijuana facilities, adult entertainment, and drug treatment facilities, where location relative to residential neighborhoods and schools, and public safety may be significant concerns. These uses might be most suitable in districts where there are few residences and public places (e.g., commercial district, industrial district)
- b. Make ordinance revisions to accommodate new housing arrangements and business models, such as seniors housing options, ecotourism, agrotourism, pop-ups and street vendors in the downtown, and commercial or industrial incubators with shared facilities or services.
- c. Develop performance standards for industrial scale, high intensity agriculture, such as large commercial greenhouses and marijuana growing operations, and large livestock and poultry facilities.
- d. Make ordinance revisions to address different kinds of corridors to include intensity and impacts, such as “mega” versus “mini” recreational corridors.

#### **3. *High-impact Uses; Mega Projects*<sup>18</sup>**

- a. Develop a permitting process and standards to address large, high-impact uses, such as industrial-scale water extraction, large wind farms, major chemical pipelines or power transmission line corridors, and major utility/transportation corridors to include both public and private sector projects. If federal and/or state law preempts local regulation, the Comprehensive Plan and Ordinance standards can be used to advocate for the Town’s concerns in negotiations and the federal and state permitting process.

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<sup>18</sup> These types of projects are regulated at federal and state levels, often by multiple agencies, such as the Federal Energy Regulatory Commission, U.S. Army Corps of Engineers, and the Maine Department of Environmental Protection.



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- b. Require, or strongly recommend that developers hold community meetings to get input prior to submitting an application. Public input should be recorded and submitted to the Town.
- c. Require, or strongly recommend that developers meet with local officials, the state and other potentially involved entities to get input prior to submitting an application. Input from these meetings should be recorded and submitted to the Town.
- d. Require that developers submit all federal and state application materials and provide copies of permit approvals, as applicable. The Town should consider participating in, or coordinating with state and federal permitting processes (e.g., interested parties, interveners).
- e. Require at least one preapplication meeting with Town staff to consider sketch plans for the proposed project, application requirements, the need for economic and environmental impact studies, and potential impacts fees, mitigation and community benefits, and other concerns.
- f. Require coordination with other impacted communities, including participation in the state permitting process. Joint participation as interested parties or interveners with other impacted communities might be beneficial to the Town from the perspective of effectiveness and cost.
- g. Require that developers provide funding so the Town can retain the legal and technical expertise necessary to review the application.
- h. Develop land use standards to adequately address Town concerns such as: 1) overall consistency with the Vision and the recommendations of this Comprehensive Plan; 2) impacts on existing and future land uses; 3) impacts on the local economy, including attractiveness for future development consistent with the Vision; 4) impacts on citizens' ability to earn a living; 5) impacts on community character, such as cultural heritage, social atmosphere, scenery, recreational opportunities and overall enjoyment of the community; 6) impacts on public facilities and services, such as emergency services (e.g., fire, police, ambulance, hospital, evacuation routes), and overall access to government services; 7) impacts on the transportation system including state and local roads; 8) impacts on downtown businesses and activities; 9) impacts on existing businesses and industries; 10) impacts on agriculture, forestry, outdoor recreation and tourism; 11) impacts on property values and the property tax base; 12) impacts on air and water quality, and other environmental concerns, such as noise and light pollution; 13) impacts on the natural environment, such as the Piscataquis River, Sebec Lake and other water bodies, groundwater resources, public water supplies, wildlife and fisheries habitats, and other unique and important habitats; 14) and impacts on overall health, safety and welfare.
- i. Since these uses may not be specifically allowed in any district, consider the use of planned development districts or provisions,<sup>19</sup> which if approved become land use districts in the Land Use Ordinance. There could be Mega Planned Development Districts and Major Planned Development Districts to provide flexibility for mixed use development, such as in the Downtown District.

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<sup>19</sup> Examples:

1) *The Planned Development ordinance provision is required for certain projects to ensure adequate public review, encourage unified planning and development, promote economically beneficial development patterns that are compatible with the character of existing neighborhoods, allow design flexibility, and encourage the protection and conservation of natural resources.*

2) *Planned Development District (PDD). Planned development districts are intended to allow flexibility in development and encourage the use of innovative site planning techniques resulting in developments with improved design, character, and quality which preserve natural and scenic open spaces. A PDD is characterized by a plan that may incorporate housing of different types and densities and compatible commercial, institutional, and industrial developments. Furthermore, a PDD allows for the establishment of dimensional and use requirements unique to the property to accommodate flexibility in the arrangement of uses within the project for the general purpose of promoting and protecting the public health, safety, and general welfare.*

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- j. Require as appropriate, community benefits, exactions or impact fees that meet necessary legal tests, including: 1) they are legally permissible in Maine; 2) the requirements (fees or improvements) are linked to the impacts of the new development; 3) the requirements are proportional to the impacts; and 4) there is a reasonable connection between the use of the requirements (fees or improvements) and the benefits produced for the new development.

### **3. *Other Recommended Revisions***

- a. Ensure that Town ordinances are consistent with federal and state laws.
- b. Ensure that ordinances are consistent with the Comprehensive Plan.
- c. Review and revise definitions so they are consistent and complete.
- d. Review and update performance standards to address recommendations within this Plan.
- e. Require that access to back land (i.e. land that does not have frontage on a public road or private right-of-way) is retained as land is developed.
- f. Review and amend, as necessary, the existing contract zone provisions to assure it will achieve its intended purpose, which is to provide flexibility while being consistent with the Comprehensive Plan.

## Volume I Recommendations

Table 9-1 Recommended Land Use Ordinance Provisions: Growth and Urban Development Areas			
Districts	Village (V)	Downtown (D)	Hamlet (H) (New)
Purpose (summary)	Accommodate village residential and compatible non-residential uses. Encourage infill and redevelopment. Efficient use of infrastructure and land desirable.	Accommodate downtown mixed uses to support more vibrant area. Encourage infill & redevelopment. Efficient use of infrastructure & land desirable.	Accommodate small village area of residential and compatible uses.
Location	Urban area surrounding downtown	Downtown, both sides of Piscataquis River	Small villages in outlying areas (e.g., East Dover, South Dover)
Min. lot size -sewer; no sewer	5,000 sf. ; 20,000 sf.	5,000 sf.*; 20,000 sf.*	N/A; 20,000 sf.
Min. area/unit	None	None	None
Min. lot width -sewer; no sewer	50 ft.; 100 ft.	50 ft.; 100 ft.*	N/A; 75 ft., or greater
Setbacks - front/side/rear -sewer; no sewer	15' /5' /5'; 15' /5' /15'	10' /10' /10'*; 20' /20' /20' *	N/A; 15' /15' /15', or greater
Max. lot coverage	80%**	None**	70%**
Maximum build. height	35 ft.*	45 ft.	35 ft.
Permitted Uses: Limited Review with Basic Standards (examples)	1&2 family homes, mobile homes, small expansions of conforming uses, signs, essential uses	1&2 family homes, small expansions of conforming uses, signs, essential uses	1&2 family homes, small expansions of conforming uses, signs, essential uses
Special Exceptions/ Conditional Uses with Site Plan Review (examples)	Multifamily, mobile home parks & compatible neighborhood uses, such as home occupations, parks, restaurants, retail, services, auto service, banks, public and semi-public uses, hospital, nursing homes, schools	Multifamily, public, semipublic, parks, public spaces, retail, services, offices, restaurants, banks, planned development, public transport and other compatible & complimentary uses.	Generally low to medium intensity uses compatible with residential neighborhoods, such as corner grocery, convenience store, and home occupations
Prohibited Uses (examples)	High-intensity uses and other uses not compatible with residential neighborhoods, such as junkyards	High-intensity uses and other uses not compatible with the downtown, such as junkyards, mobile home parks	High-intensity uses and other uses not compatible with residential neighborhoods
Notes: *Dimensional standards can be modified to allow higher-densities or more compact, well-designed development; density bonuses also applicable; special standards for mobile home parks (where allowed) consistent with state statute. **Stormwater retention and water quality protection important. Lot coverage could be increased if these are addressed.			

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Table 9-2 Recommended Land Use Ordinance Provisions: Growth and Urban Development Areas

Districts	Commercial (COM)	Light Industrial (LI)	Industrial (I) (New)
Purpose (summary)	Accommodate commercial uses requiring more space and highway access, but with efficient use of land and infrastructure.	Accommodate business, light industrial, airport & related uses. Limit residential and other conflicting uses. Efficient use of land and infrastructure important.	Accommodate existing industrial uses; allow expansions and new medium-heavy industries. Limit residential and other conflicting uses.
Location	W. Main St. area, encourage development of back land, consider extension of district along W. Main	Pine Crest Business Park and Airport area	Pleasant River, Landfill Road Log Yard & Transfer Station areas
Min.lot size -sewer; no sewer	15,000 sf.; 20,000 sf.	40,000 sf.; 60,000 sf.	1 acre; 2 acres
Min. area/unit	N/A	N/A	N/A
Min. lot width -sewer; no sewer	50 ft.; 100 ft.	50 ft.; 100 ft.	50 ft.; 100 ft.
Setbacks - front/side/rear -sewer; no sewer	10'/10'/10'; 20'/20'/20'	10'/10'/10'; 20'/20'/20'	20'/20'/20' ; 20'/20'/20'
Maximum lot coverage	90%	90%	80%
Maximum build. height	35 ft.	45 ft.	45 ft.
Permitted Uses: Limited Review with Basic Standards (examples)	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses Home occupations, day care, nursing home, commercial complex, offices, restaurants, retail, services, auto & equipment services, greenhouses, banks, indoor entertainment, motels, kennels, light manufacturing, warehouses	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses Business and light industrial uses, convention center, hotel, fitness center, business complex, medical facility, research facility, light manufacturing, repair services, wholesale, commercial daycare/school, airport uses	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses, forestry Industrial uses, manufacturing, recycling, solid waste transfer station, demolition waste disposal
Special Exceptions/ Conditional Uses with Site Plan Review (examples)			
Prohibited Uses (examples)	Uses incompatible with highway commercial uses, new residential, some agriculture & industrial uses	New residential, nursing home, and other incompatible uses	New residential, nursing home, and other incompatible uses

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Table 9-3 Recommended Land Use Ordinance Provisions: Rural Areas

Districts	Rural Residential (RR)	Farm and Forest (FF)
Purpose (summary)	Accommodate rural homes, home occupations, agriculture, forestry & other natural resource-based uses. Allow value-added agricultural & forestry uses & other uses that do not negatively impact rural character and rural uses.	Accommodate rural homes, home occupations, agriculture, forestry, and other low intensity natural resource-based uses. Allow value-added agricultural & forestry; protect agriculture & forestry from incompatible uses.
Location	Rural area surrounding nearly all the urban area	Outlying rural area
Minimum lot size	2 acres*	2 acres*
Minimum area per housing unit	1 acre*	2 acres*
Minimum lot width	200 ft.*	200 ft.*
Setbacks – front/side/rear	25'/15'/50'*	25'/15'/50'*
Maximum lot coverage	25%*	25%*
Maximum building height	35 ft.	35 ft.
Permitted Uses: Limited Review with Basic Standards (examples)	1&2 family homes, mobile homes, home occupations, small expansions of conforming uses, signs, essential uses, agriculture, forestry	1&2 family homes, mobile homes, home occupations, small expansions of conforming uses, signs, essential uses, agriculture, forestry
Special Exceptions/ Conditional Uses with Site Plan Review (examples)	Mobile home parks, ** multifamily, value-added uses (See Farm and Forest District); golf courses, other commercial, light industrial, public/semipublic uses that do not detract from rural residential neighborhoods and rural character. Conservation subdivisions.	Value-added and uses related to agriculture, forestry & outdoor recreation (e.g., retail sales of produce, small-scale processing of products, agritourism, nature-based tourism, parks, veterinary services, and equipment repair). Conservation/small subdivisions, sand & gravel extraction.
Prohibited Uses (examples)***	Extractive industry, commercial complex, heavy industry, demolition/waste disposal and high-intensity uses that might be appropriate elsewhere	High-intensity uses (large multifamily development, commercial complex, heavy industry) that stress outlying public roads and emergency services, and do not need to be located in these areas. Uses that provide conflicts for agriculture and forestry should also be discouraged.
Notes: *Density bonuses for conservation subdivision designs. ** Special standards for mobile home parks (where allowed) consistent with state statute. ***Some prohibited uses might be allowed under certain circumstances, if they are compatible with existing uses and district goals.		

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### Chapter 10 – Ten Year Capital Investment Plan

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#### *Overview*

The Capital Investment Plan contains a summary of municipal capital investments anticipated during the ten-year planning period necessary to implement the recommendations of this Comprehensive Plan. Capital investments typically include the repair, renewal, replacement or purchase of capital items. These differ from consumables, which are ordinarily budgeted as operating expenses. Capital investments usually have the following characteristics: they are relatively expensive (e.g., acquisitions of \$5,000+); they generally don't reoccur annually but have a useful life of 3+ years; and usually result in fixed assets. Capital items can include buildings and real property, equipment and machinery, utilities and long-term contracts, and are often funded through the financial reserves. In some cases further study is necessary to identify specific capital investment needs, priorities and funding mechanisms.

Dover-Foxcroft has a formal budgeting and six-year capital planning process. Each year the six-year plan is used to determine the budget for the upcoming year, and then updated to include the next six years. The goal is to anticipate major capital outlays, and to prioritize and schedule funding for projects in a fiscally sound manner that minimizes drastic changes in tax levels and cost-effectively manages interest payments on borrowed money.

By anticipating future needs the Town is also better able to take advantage of creative funding approaches and outside funding opportunities. Dover-Foxcroft strives to maintain a balanced financial approach that utilizes short-term capital outlays through current year revenues and annual contributions to reserve accounts and longer-term financing for large projects, such as the following:

- Bonding, such as through the Maine Municipal Bond Bank, USDA Rural Development, or Camden National Bank or other competitive means.
- Capital equipment leases, such as a photocopier, a fire truck and loader through Gorham Leasing or other competitive means.
- In-house loans, such as for an excavator loan from the Wastewater Department.
- Grants, such as through the US Housing and Urban Development (CDBG), USDA Rural Development, US Department of Homeland Security, and the US Department of Justice.
- Special trust funds, such as the Thompson Free Library Trust Fund.
- Tax Increment Financing, such as in the Moosehead Redevelopment Project and the Pleasant River Lumber expansion

The following Capital Investment Plan goals, policies and implementation strategies are designed to support other recommendations of the Comprehensive Plan.

#### *Goals*

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

**Local:** Plan for, finance, and develop an efficient system of public facilities and services to encourage population growth and economic development, while also being prepared for any unanticipated downturn in the local economy.



# Volume I Recommendations

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## ***Policies***

1. Improve the community's fiscal health by working to grow and diversify the property tax base.
2. Finance existing and future facilities and services in a cost-effective and affordable manner.
3. Continue multi-year capital improvements programming to prioritize and fund necessary capital improvements, to facilitate use of a broad range of funding mechanisms, and to minimize drastic changes to local property taxes.
4. Continue to seek out-side sources of funding, such as through the state and federal programs and private sector contributions.
5. Balance the need to adequately provide services and maintain Town assets (e.g., roads, bridges, buildings) to keep from falling behind while controlling property tax increases.<sup>20</sup>
6. Maintain an appropriate balance between providing public infrastructure to encourage development and having new development pay its own way in providing the infrastructure it requires.

## ***Implementation Strategies***

### **1. Overall Fiscal Health**

- a. Maintain a strong, diverse, and growing tax base through efforts to support population growth, adequate services and facilities, economic and community development, and preservation of community character.
- b. Ensure an equitable system of property taxation by maintaining up-to-date property valuations consistent with market trends and the overall goals of the community.
- c. Ensure equitable regional participation in shared services, such as emergency services, recycling and solid waste disposal, through service agreements and other mechanisms.
- d. Advocate for adequate state and county funding for services and facilities, such as schools, roads, and emergency services.
- e. Continue to aggressively seek outside sources of funding to support necessary capital investments with assistance from the Piscataquis Economic Development Council.
- f. Address the relatively high proportion of tax-exempt properties in Dover-Foxcroft, such as state and county government properties, the hospital and other non-profits, through contributions (e.g., fees, services, equipment, and infrastructure) in lieu of taxes which can be used to support services provided by the Town.

*Responsibility: Board of Selectpersons, Town Manager, Budget Committee, Treasurer, Assessor / Timeframe: ongoing*

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### **2. Capital Improvements Programming**

- a. Utilize the Comprehensive Plan as a guide for ongoing capital improvements programming with the following objectives:
  - i. To prioritize and schedule funding for capital projects in a fiscally sound manner.
  - ii. To minimize drastic changes in property taxes from year to year.
  - III. To cost-effectively manage the Town's borrowing capacity and debt load.
  - iv. To adequately maintain the Town's capital infrastructure and assets into the future.

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<sup>20</sup> Property tax increases are limited by LD 1 An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels (enacted 1/20/05). The purpose is to keep the percentage growth in taxes below the percentage increase in personal income. The tax cap is applicable to state, county, and local governments.

## Volume I Recommendations

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- b. Continue multi-year capital improvements programming; utilize this in developing the annual budget, with recommendations from the Budget Committee.
- c. Continue to use reserve accounts, bonds, loans, grants, state road subsidies, lease agreements, trust accounts, refinancing options, fundraising, voluntary contributions, and general funds for capital improvements.
- d. Utilize as applicable other funding mechanisms, such as user fees, tax increment financing, and impact fees.
- e. Maintain adequate funding in existing and new reserve accounts for ongoing capital purchases (major equipment and buildings) based on depreciation values, to keep from falling behind.

*Responsibility: Board of Selectpersons, Town Manager, Budget Committee, Department Heads / Timeframe: ongoing*

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### **3. Transportation Management System**

- a. Continue the Road Management Program to include an ongoing inventory and scheduling of capital improvements in order to spread the costs out over time.
- b. Utilize the town-wide paved road assessment completed by a consultant in 2015 to develop a multi-year capital plan to affordably bring the transportation infrastructure up to standards and then seek to adequately maintain this infrastructure with the goal of not falling behind.
- c. Seek Town adoption of a multi-year capital plan for the transportation system, which can then be used to develop annual budgets in future years.
- d. Expand the program to include other transportation improvements, such as gravel roads, sidewalks, parking, and stormwater infrastructure, as funding capacity grows.

*Responsibility: Board of Selectmen, Town Manager, Budget Committee / Timeframe: ongoing*

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### **4. Equitable Sharing of the Costs of Development**

- a. Maintain an affordable balance between public and private involvement in funding any infrastructure required by new development, such as sewer, water, sidewalks, parking, and roads, through enactment of policies and ordinances to address this issue.
- b. Work with the Town Wastewater Department and Dover-Foxcroft Water District as needed to address system improvements and expansions associated with new developments, including consideration for developer participation in paying for improvements.
- c. Consider approaches, such as tax increment financing, cost-sharing, impact fees, community benefits, incentives, and other mechanisms designed to ensure that new development pays its fair share and improves the public infrastructure specifically needed for the development.

*Responsibility: Board of Selectpersons, Town Manager, Budget Committee, Wastewater Department, Water District, Planning Board / Timeframe: ongoing*

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### **5. Regional Coordination and Collaboration**

- a. Work with neighboring communities and the county to plan for and finance shared capital investments to increase cost-savings and efficiencies, such as:
  - i. Emergency services through the county, including dispatch, communications, and emergency planning, and expanded collaboration in providing municipal police and fire services.
  - ii. Transfer station (solid waste and recycling), and solid waste disposal
  - iii. Regional School Unit #68

*Responsibility: Board of Selectmen, Town Manager, Department and Agency heads, others / Timeframe: ongoing*

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## Volume I Recommendations

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### 6. Growth-related Investments

Continue to direct a minimum of 75% of new municipal growth-related capital investments into designated growth and urban areas.

*Responsibility: Board of Selectmen, Town Manager, Department and Agency heads/ Timeframe: ongoing*

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#### ***Ten-year Capital Investments Summary***

Table 10-1 summarizes identified capital investments for the next decade. These projects and priorities may change over time depending on a variety of circumstances, such as unforeseen opportunities and shifting community opinions. Some projects may require further study to determine specific needs and approaches.

It must be noted that the Town has not been able to adequately fund capital needs due to fiscal constraints associated with very minimal growth of the tax base, cuts to municipal revenue sharing and state aid to education, LD 1 limitations,<sup>21</sup> and a stagnant economy that has limited citizens' ability to pay higher taxes. As a result, many of the capital investments displayed in Table 10-1 represent an effort to maintain the existing infrastructure without falling too far behind. Most of these capital investments are located in urban and growth areas, where most of the Town's infrastructure is located, with the major exception of rural roads.

All of the projects listed are important, but given fiscal constraints, the projects have been assigned a priority with potential funding mechanisms. In general, all these projects are considered high priorities for funding through grants and other non-municipal funds.

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<sup>21</sup> LD 1 An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels (enacted 1/20/05). The purpose is to keep the percentage growth in taxes below the percentage increase in personal income. The tax cap is applicable to state, county, and local governments.

## Volume I Recommendations

Table 10-1 Ten Year Capital Investment Plan (Projects are not prioritized in any particular order)				
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget <sup>22</sup>	Priority and Funding Options	
Town Office Complex;* Administration; Assessing	Facility: heating/mechanical upgrade, roof upgrade* Unfunded: parking lot improvements, records storage	\$25,000/yr. (\$130k 2018/19)	Necessary/ Funding: capital budget, rental income from tenants, grants	
	Equipment: office equipment, computers, records storage, GIS, aerial maps, voting booths, etc.	\$8,000/yr.	Necessary/ Funding: capital budget	
Town Public Works Department	Equipment: bucket loader & excavator (leased at \$44,904/yr to 2018/19, then drops to \$26,114/yr until 2020), sander body/ wheeler, engine overhauls, etc.	\$90,000/yr.	Necessary/ Funding: capital budget, loans	
Town Police Department	Facility: garage, sand storage improvements*	\$5,000/yr.	Necessary/ Funding: capital budget	
	Equipment: cruisers, bullet proof vests, video cams, office equipment, radios, cameras, handguns, tasers, cruiser light bar, etc.	\$25,000/yr.	Necessary Funding: capital budget, grants	
	Facility: windows & doors, roof for generator, roof for River St. side, paint, etc. Unfunded: floors, garage*	\$5,700/yr.	Necessary Funding: capital budget, grants, loans	
Town Fire Department	Fire Station: fire alarm system, air exhaust system, washer- dryer, electrical upgrade Unfunded: additional space for equip.*	\$6,000/yr.	Necessary Funding: capital budget, loans, grants	
Solid Waste Transfer Station; (Town & partners)	Equipment: pumper truck, airpacks, cascade btles, etc	\$40,000/yr.	Necessary/ Funding: capital budget, loans, grants	
	Facility: demolition wood storage, paving, etc.*	\$5,000/yr.	Necessary/ Funding: capital budget	
Emergency Management (County, Town, School, Hospital)	Equipment: bucket loader, forklift, container, major equipment repairs, storage trailers, etc.	\$10,000/yr.	Necessary Funding: capital budget	
	Emergency shelter,* improved communications in dead areas, flood prevention and other emergency infrastructure (County EMA working on addressing many needs)	Not itemized	Necessary, but more study needed Funding: grants (FEMA, other); county, town, in-kind, school, and private contributions	
Note: *Indicates projects that are primarily or entirely located within the urban area and growth areas.				

<sup>22</sup> Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.

## Volume I Recommendations

Table 10-1 Ten Year Capital Investment Plan (Continued from prior page) (Projects are not prioritized in any particular order)			
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget <sup>23</sup>	Priority and Funding Options
Town Airport*	Update Airport Site Plan and site improvements*	Not funded, cost unknown	Low priority unless a demonstrated need Funding: federal/state funding often available
Town Cemetery Department	Equipment: crew cab truck, gator, movers, utility trailers, overhauls, etc.	\$10,000/yr.	Necessary/ Funding: capital budget
	Shop maintenance and repair	\$4,000/yr.	Necessary / Funding: capital budget
	Unfunded: New/relocated cemetery space for cremations and green burials	Not funded, cost unknown	Very desirable, potentially low cost Funding: capital budget
Town Parks* / Recreation Department and Other partners	Fairgrounds (field, lighting, rink buildings), Morton Ave field improvements*	\$8,800/yr	Very desirable Funding: capital budget
	Downtown walking routes, signage, pocket parks, etc.*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
	Browns Mill Park improvements (e.g., benches, picnic tables, gazebo, amphitheater)*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
	Riverfront Walk improvements (e.g., portable toilets, exercise stations, landscaping)*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
State, Bureau of Parks and Lands	Improve access to water bodies: Branns Mill Pond boat launch parking; expand access to Sebec Lake	Not funded, cost unknown	Medium for staff resources, high for grants/state funds Funding: State, grants
Snowmobile & ATV Clubs / Trails	Trail and clubhouse improvements, including trailhead parking for Maine's Four Season Multi-use Trail	Not funded, cost unknown	Limited staff resources, high priority for grants Funding: state grants, registration reimbursements, donations, grants
Town Street Lighting (potential)	Upgrade to more energy efficient lighting*	Not funded, cost unknown	High priority/ Funding: existing budget, grants (e.g., Efficiency ME)
Thompson Free Library*	Lighting improvements, upgrade meeting room, new heating system*	Not funded, cost unknown	High priority for grants/ Funding: Thompson Trust Fund, grants, donations, fundraising
Note: *Indicates projects that are primarily or entirely located within the urban area and/or other growth areas.			

<sup>23</sup> Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.

## Volume I Recommendations

Table 10-1 Ten Year Capital Investment Plan (Continued from prior page) (Projects are not prioritized in any particular order)			
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget <sup>24</sup>	Priority and Funding Options
Dover-Foxcroft Water District*	Improve service & efficiencies: continue replace/upgrade mains, repair/upgrade hydrants, upgrade treatment plant & sludge handling, upgrade alarm system, GIS system, replace computers, trucks, etc.*	\$200,000/yr.	Necessary, limited staff resources (district) Funding: capital accounts, federal and state grants and loans, user fees
Dover-Foxcroft (Town) Wastewater Department*	Upgrade of lagoons (#2 & #3) aeration systems for electricity conservation, upgrade equipment in the grit building, upgrade/replacements of storage building heating system, driveway paving*	\$12,000/yr.	Necessary Funding: capital accounts, federal and state grants and loans, user fees
Stormwater Infrastructure (State & Town)*	Upgrade based on assessment to determine needs, costs, and priorities. Coordinate with road projects.*	Not funded, cost unknown	High priority for grants, limited staff resources. Funding: state, federal emergency management funds, grants, town funds, etc.
Town Transportation Infrastructure	Road and bridge improvements based on multi-year capital plan – amount shown is just for pavement preservation, does not address gravel roads  Sidewalks (urban area) – (also see downtown below)*	\$400,000/yr. (proposed to begin in 2016)  Not funded Cost unknown	Necessary, critical in many locations Funding: State, capital budget, bonding, grants, etc.  Desirable, ongoing maintenance necessary to maintain existing sidewalks Funding: capital budget, loans, etc.
State Transportation Infrastructure	Major upgrade: Route 7 (Dexter Road) Major upgrade: East Main St. & Bangor Rd. to Pine Crest Business Park (see Downtown improve. below)* Reconfiguration of South & East Main St. intersection* Gateway signage along Guilford & Milo Roads Katahdin Trail Byway signage & improvements Pedestrian & bicycle amenities – wider shoulders, etc.	State Funding Responsibility	Very high priority for state highways, particularly downtown; medium for signage, unless state or grant funding is available, then high; high/medium for staff involvement Funding: state, grants (downtown economic development)
Note: *Indicates projects that are primarily or entirely located within the urban area and/or other growth areas.			

<sup>24</sup> Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.



## Volume I Recommendations

Table 10-1 Ten Year Capital Investment Plan (Continued from prior page) (Projects are not prioritized in any particular order)			
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget	Priority and Funding Options
High-speed internet (Town, other public and private partners)	Town-wide broadband infrastructure; possible Town-ownership or operated as utility. Provide open access networks, free/low cost wireless as business incentive	Not funded, cost unknown	Necessary, very high priority for staff effort Funding: regional collaboration, public and private partnerships, grants, tax increment financing, use of franchise fee revenue collected from Time Warner Cable
Downtown Revitalization* (Town, State, and other public and private partners)	Ongoing improvements: parking, streets, signage, pedestrian friendly public spaces, sidewalks, parks, trails, lighting, elimination of blight (buildings, vacant spaces, overhead power lines), beautification (landscaping, façades), redevelopment, infill, etc. (See 2003 Downtown Revitalization Plan & Maine Downtown Center Report)*	Not funded, cost unknown	Very desirable; medium priority for staff involvement; high priority for grants to update 2003 Downtown Revitalization Plan and make improvements Funding: state, grants, loans, public and private partnerships, tax increment financing, volunteers, donations, etc.
Mayo Mill Commercial Office Plaza and Data Center (Pine Crest, Town)*	Provide state-of-the-art high speed internet Improve vehicle and pedestrian access (parking, sidewalks, signage, landscaping, etc.) Explore community-based energy production using renewables (e.g., hydro, solar, geothermal)*	Not funded, cost unknown	Very desirable; high priority for grants Funding: Community Based Renewable Energy Pilot Program (Maine PUC) grant, other grants, tax increment financing, etc.
Housing/Housing Coalition/Penquis*	New affordable and senior housing; address obsolete, substandard, dilapidated, abandoned housing; study housing needs as basis for grant funding*	Not funded, cost unknown	Desirable; medium priority for staff resources; high priority for grants to study and address issues; Funding: USDA, CDBG grants/loans, Penquis Programs, Efficiency Maine, Historic Preservation funds, private sector, tax increment financing
Pine Crest Business Park* (Pine Crest, Town)	Support Pine Crest Development Corporation in its efforts to develop the business park. Lease/sell the Town building and promote job creation and growth.	In kind staff support	High priority, Funding: state/federal grants and loans. Collaborative efforts involving PCEDC, the Town, prospective business, and other economic development entities
Notes: *Indicates projects that are primarily or entirely located within the urban area and/or other growth areas. In addition to the capital projects listed above, the Comprehensive Plan includes recommendations in other parts of this plan to support projects associated with the Highlands Center, the Piscataquis Valley Fair Association, the Piscataquis County Chamber of Commerce, and others.			

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## Appendices – Maps

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Map 1 Location

Map 2 Labor Market Areas

Map 3 Historic and Archeological Resources

Map 4 Historic District Inset

Map 5 Water Resources

Map 6 Important Habitats and Natural Areas

Map 7 Farmland and Forestland

Map 8 Community and Recreation Facilities

Map 9 Community Facilities Inset

Map 10 Recreation Facilities Inset

Map 11 Water and Sewer Systems

Map 12 Transportation

Map 13 Transportation Inset

Map 14 Sidewalks, Parking Lots, and Traffic Lights

Map 15 Land Cover

Map 16 Land Use (Land Use Ordinance Districts)

Map 17 Land Use Inset (Land Use Ordinance Districts)

Map 18 Shoreland Zoning

Map 19 Future Land Use

Map 20 Development Constraints

Map 21 Soil Potential for Low Density Development

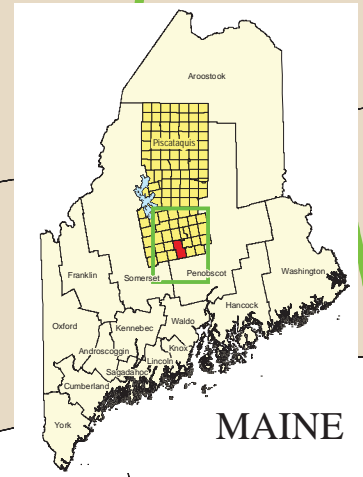
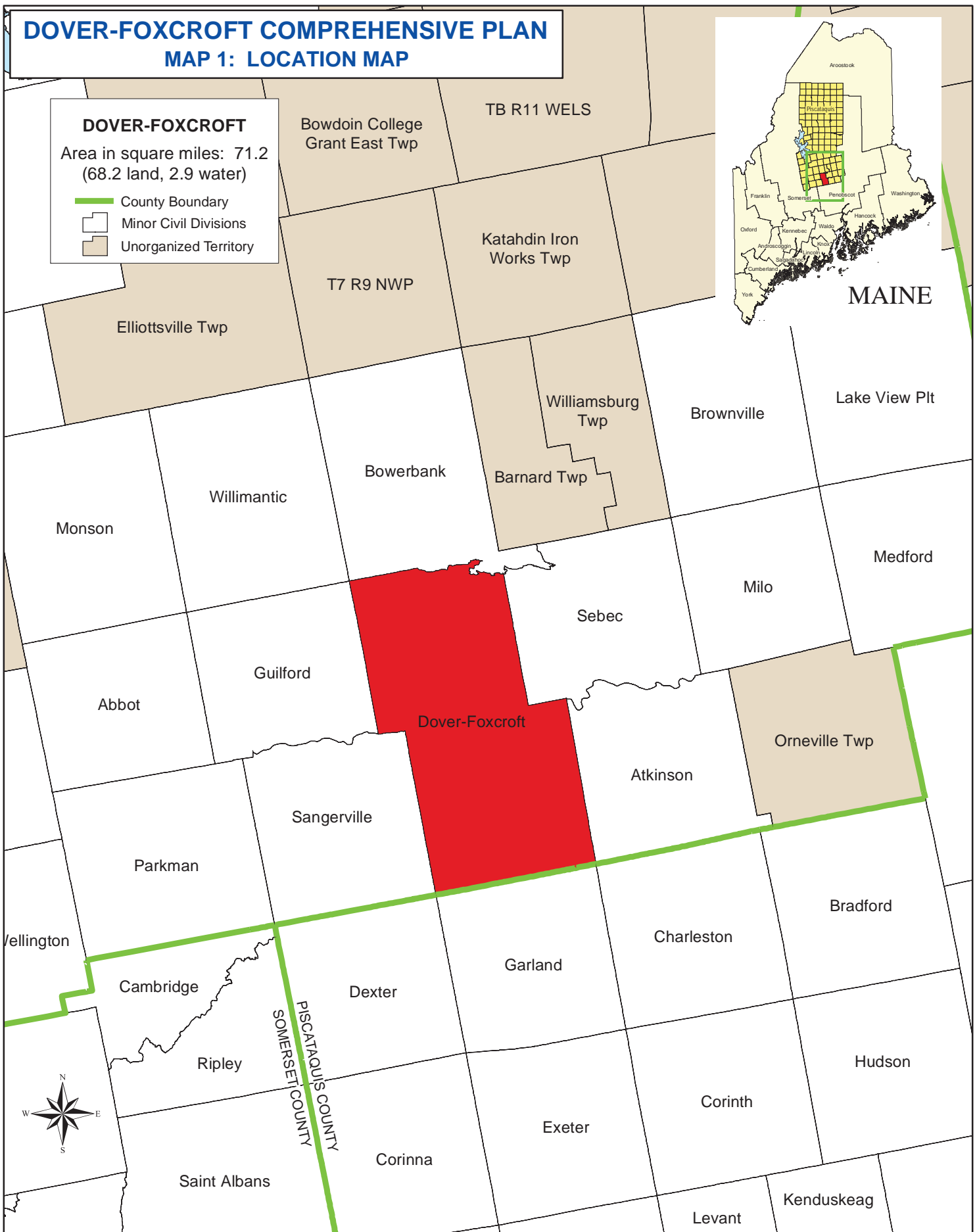
# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 1: LOCATION MAP

### DOVER-FOXCROFT

Area in square miles: 71.2  
(68.2 land, 2.9 water)

- County Boundary
- Minor Civil Divisions
- Unorganized Territory







MAINE

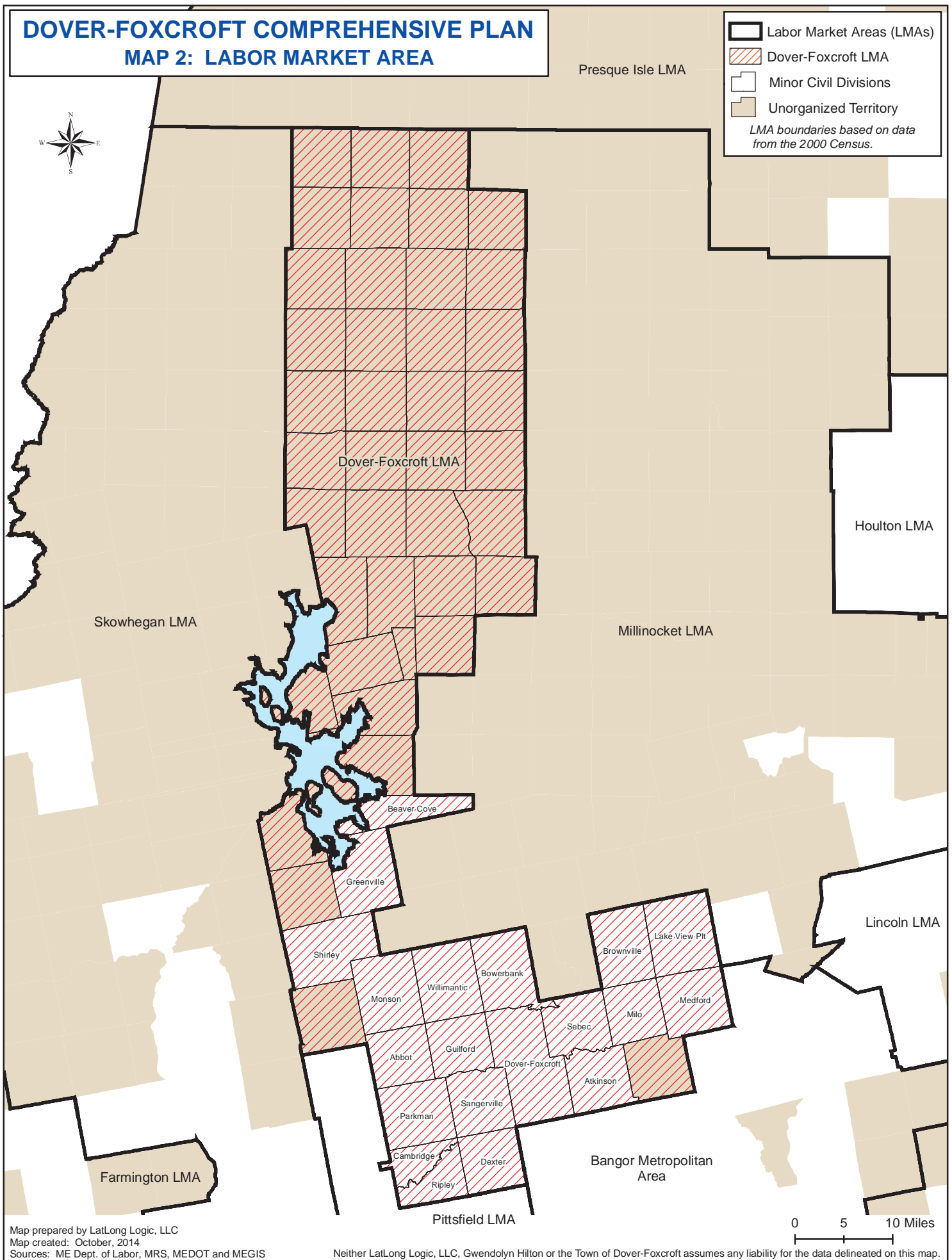


0 2.5 5 Miles

# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 2: LABOR MARKET AREA

-  Labor Market Areas (LMAs)
  -  Dover-Foxcroft LMA
  -  Minor Civil Divisions
  -  Unorganized Territory
- LMA boundaries based on data from the 2000 Census.*



Map prepared by LatLong Logic, LLC  
 Map created: October, 2014  
 Sources: ME Dept. of Labor, MRS, MEDOT and MEGIS

Neither LatLong Logic, LLC, Gwendolyn Hilton or the Town of Dover-Foxcroft assumes any liability for the data delineated on this map.

# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 3: HISTORICAL AND ARCHAEOLOGICAL RESOURCES



**LEGEND**

- State Roads
- Town Roads
- Private/Other Roads
- County Boundary
- Perennial Streams
- Tax Parcels
- Water

**NATIONAL REGISTER OF HISTORIC PLACES SITES**

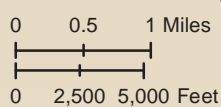
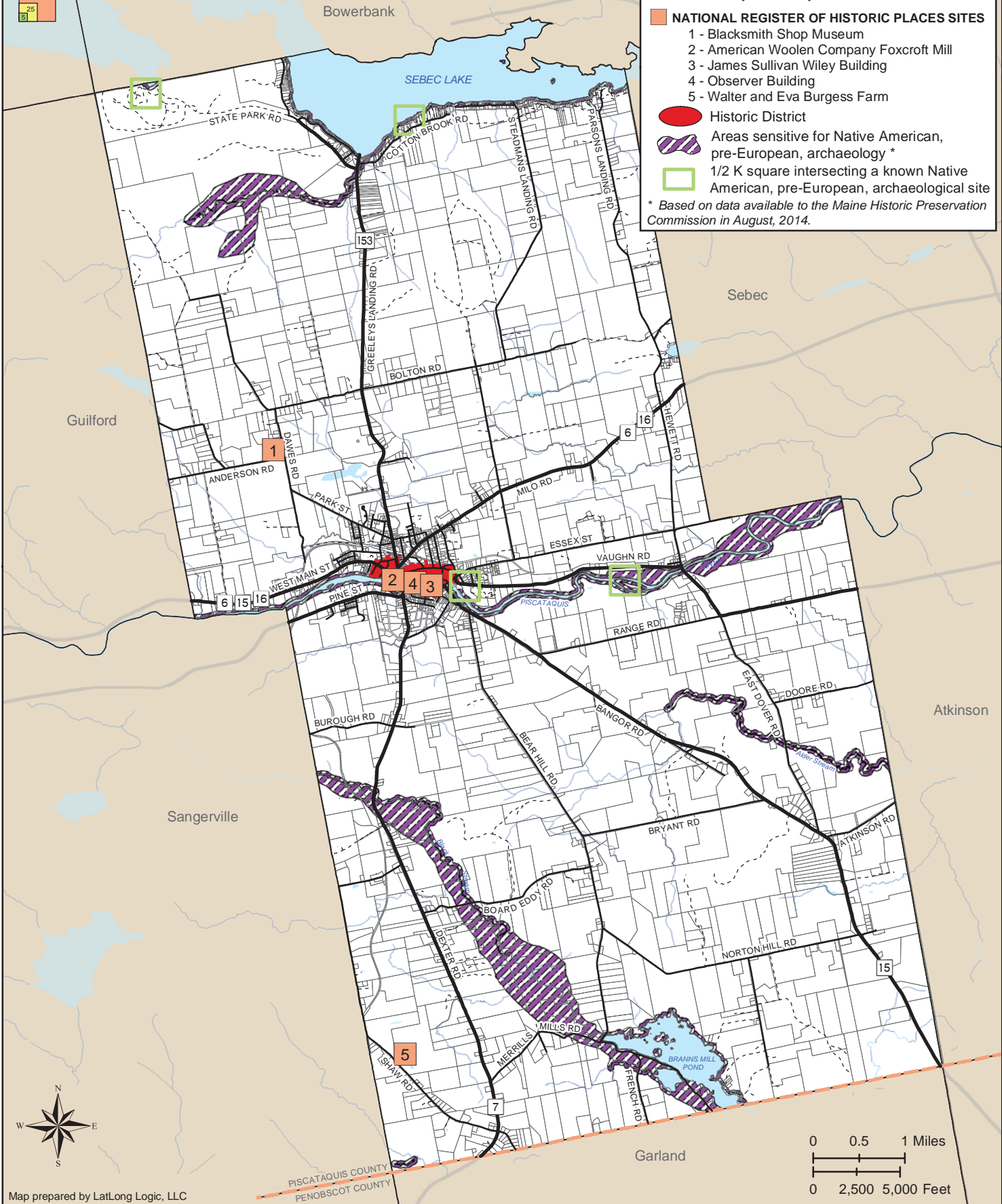
- 1 - Blacksmith Shop Museum
- 2 - American Woolen Company Foxcroft Mill
- 3 - James Sullivan Wiley Building
- 4 - Observer Building
- 5 - Walter and Eva Burgess Farm

**Historic District**

**Areas sensitive for Native American, pre-European, archaeology \***

**1/2 K square intersecting a known Native American, pre-European, archaeological site**

\* Based on data available to the Maine Historic Preservation Commission in August, 2014.



Map prepared by LatLong Logic, LLC  
 Map revised: March, 2015  
 Sources: NPS, MHPC, MDOT, MEGIS

Neither LatLong Logic, LLC, Gwendolyn Hilton or the Town of Dover-Foxcroft assumes any liability for the data delineated on this map.

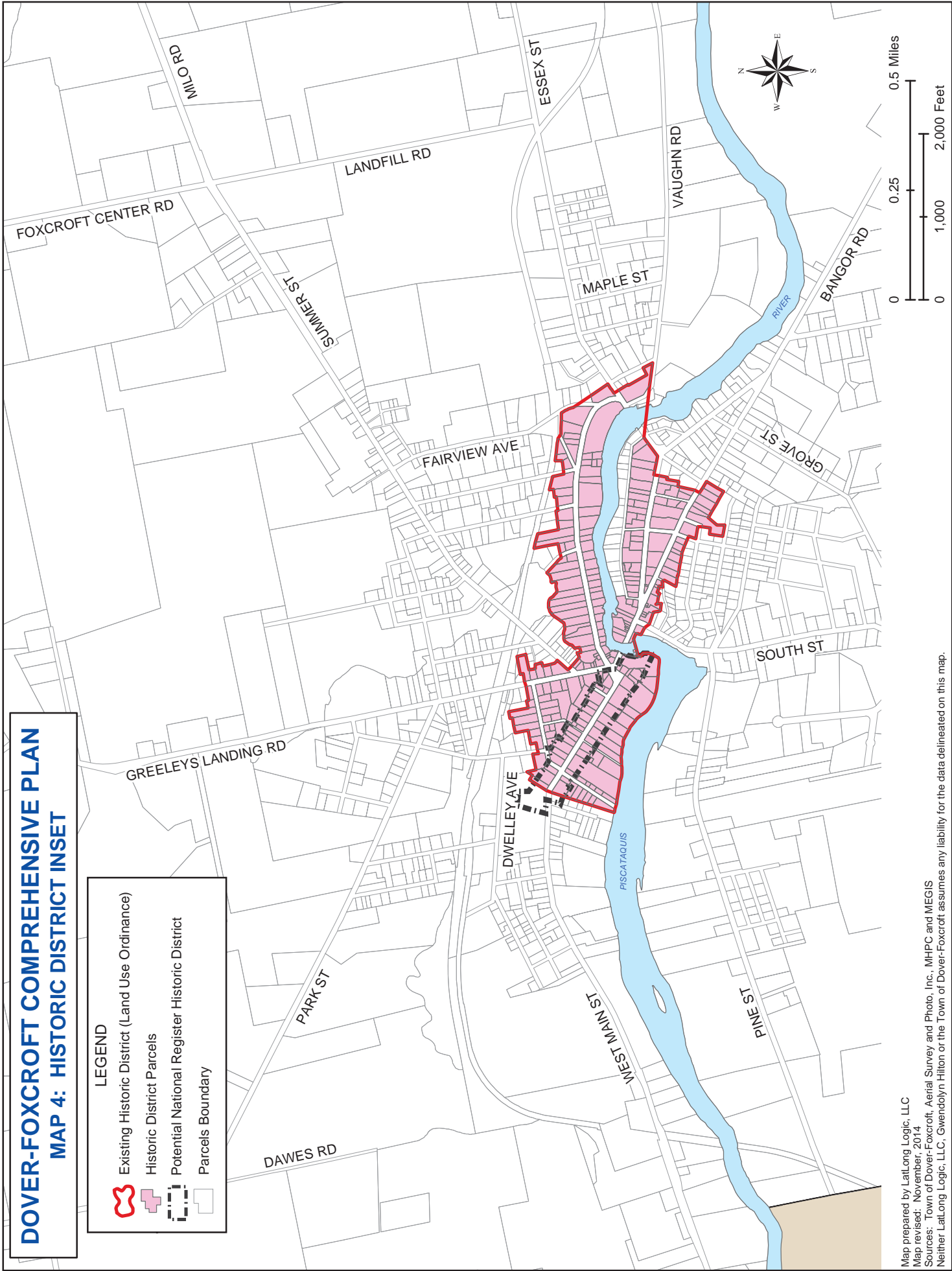


# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 4: HISTORIC DISTRICT INSET

**LEGEND**

- Existing Historic District (Land Use Ordinance)
- Historic District Parcels
- Potential National Register Historic District
- Parcels Boundary

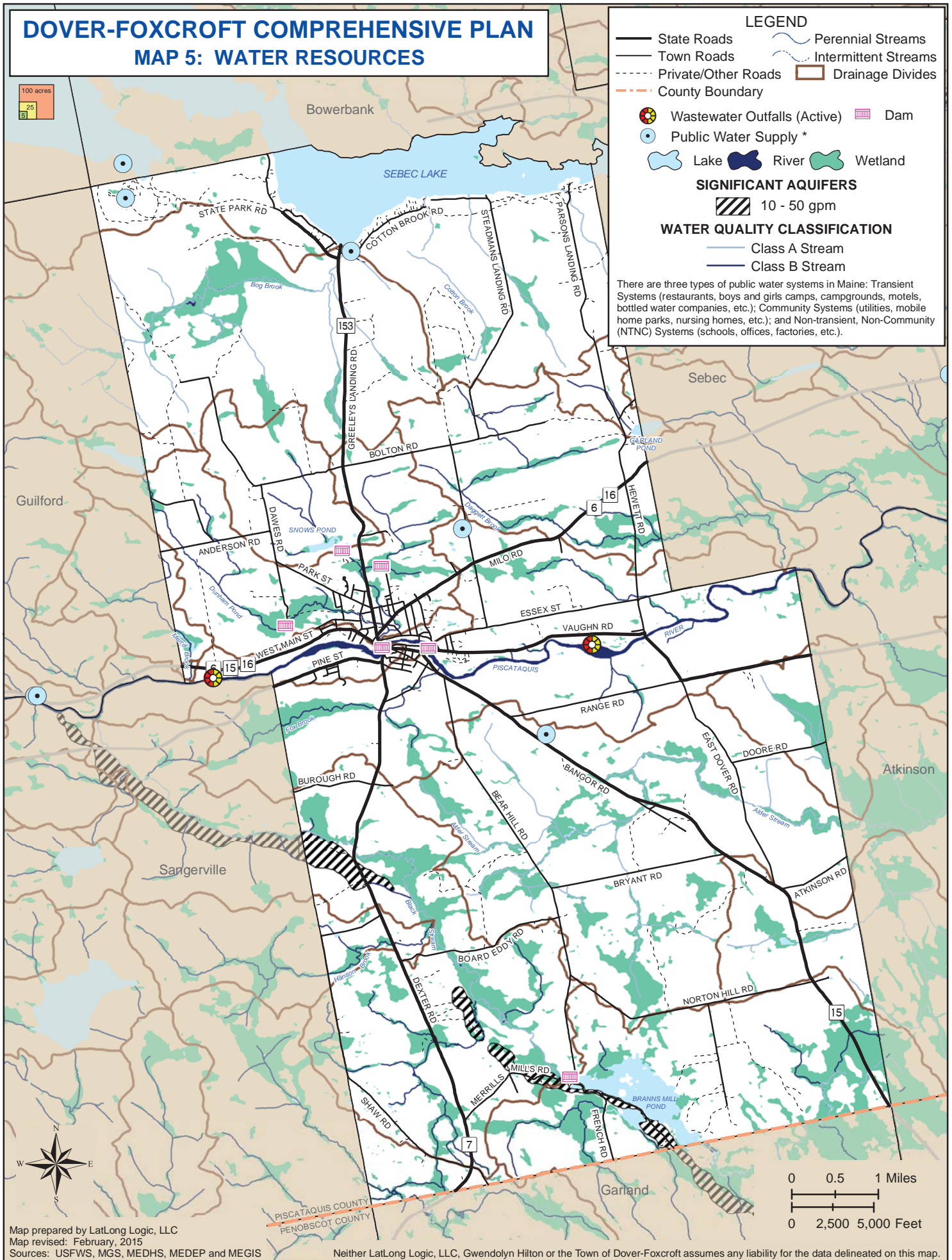


Map prepared by LatLong Logic, LLC  
 Map revised: November, 2014  
 Sources: Town of Dover-Foxcroft, Aerial Survey and Photo, Inc., MHP-C and MEGIS  
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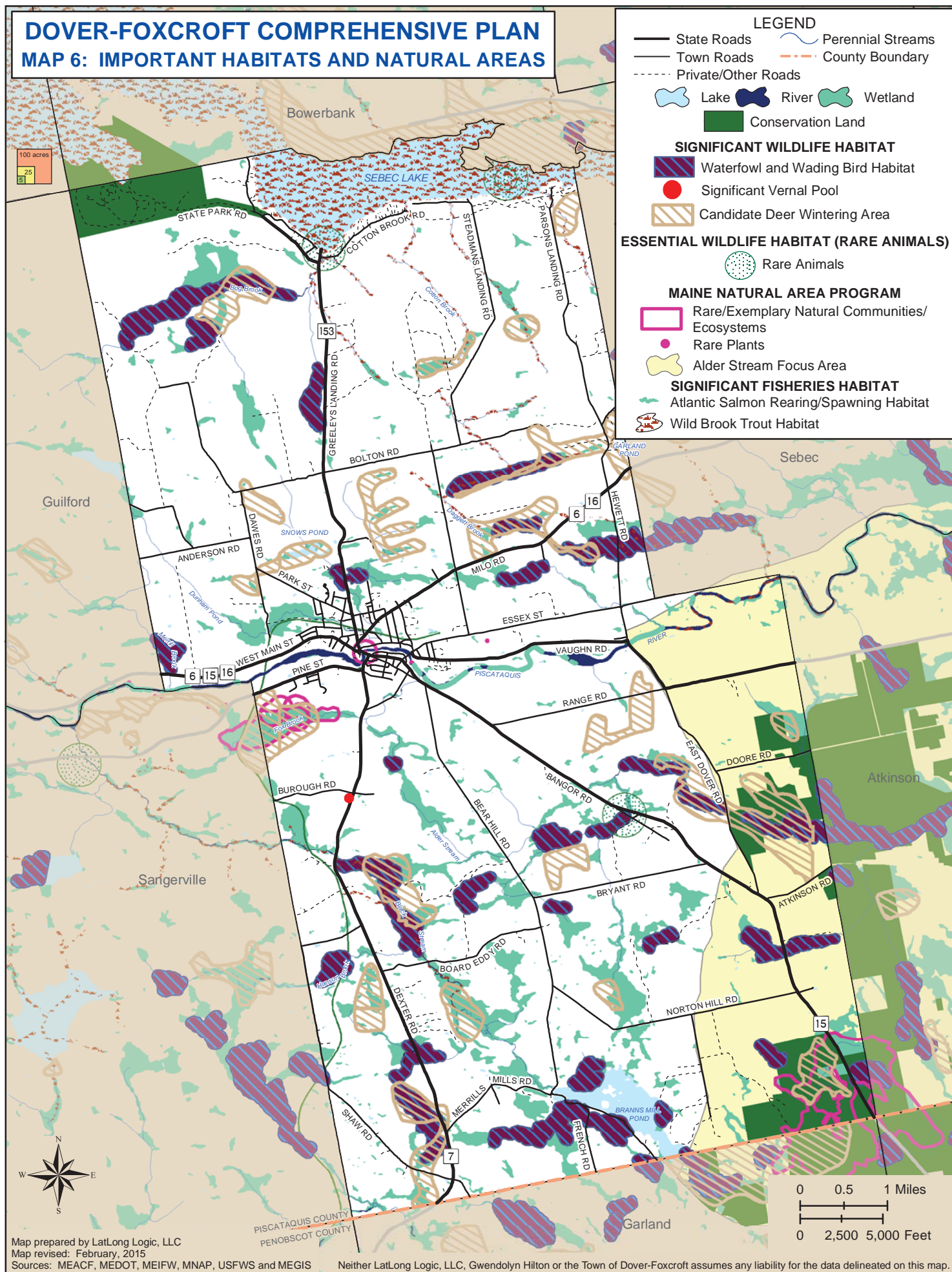
# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 5: WATER RESOURCES



# DOVER-FOXCROFT COMPREHENSIVE PLAN

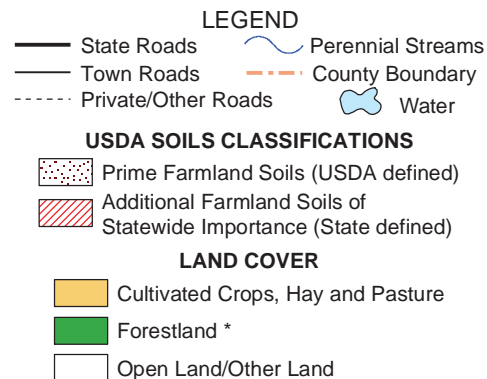
## MAP 6: IMPORTANT HABITATS AND NATURAL AREAS



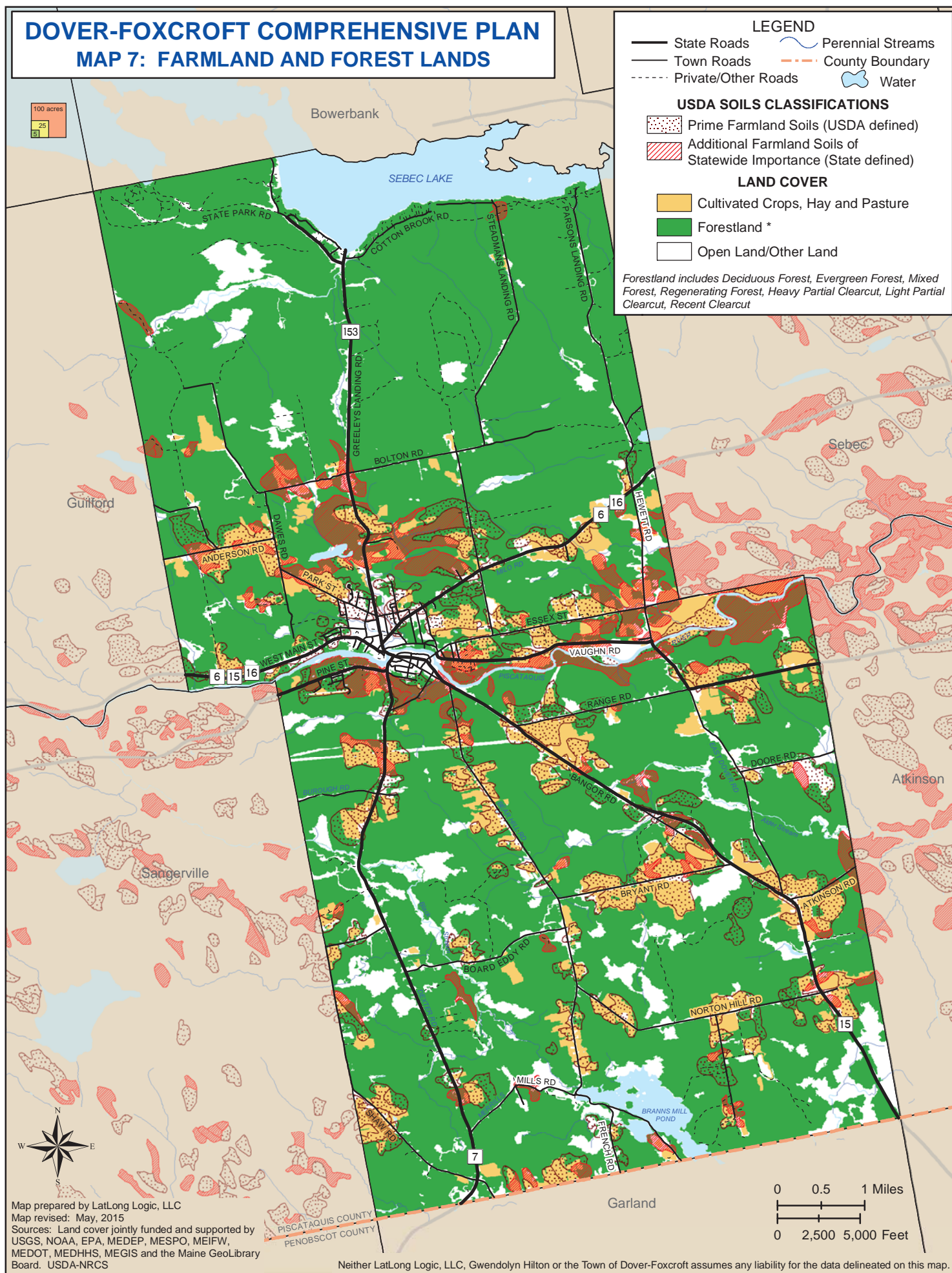


# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 7: FARMLAND AND FOREST LANDS



Forestland includes Deciduous Forest, Evergreen Forest, Mixed Forest, Regenerating Forest, Heavy Partial Clearcut, Light Partial Clearcut, Recent Clearcut



Map prepared by LatLong Logic, LLC  
 Map revised: May, 2015  
 Sources: Land cover jointly funded and supported by  
 USGS, NOAA, EPA, MEDEP, MESPO, MEIFW,  
 MEDOT, MEDHHS, MEGIS and the Maine GeoLibrary  
 Board. USDA-NRCS

Neither LatLong Logic, LLC, Gwendolyn Hilton or the Town of Dover-Foxcroft assumes any liability for the data delineated on this map.

# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 8: COMMUNITY & RECREATION FACILITIES

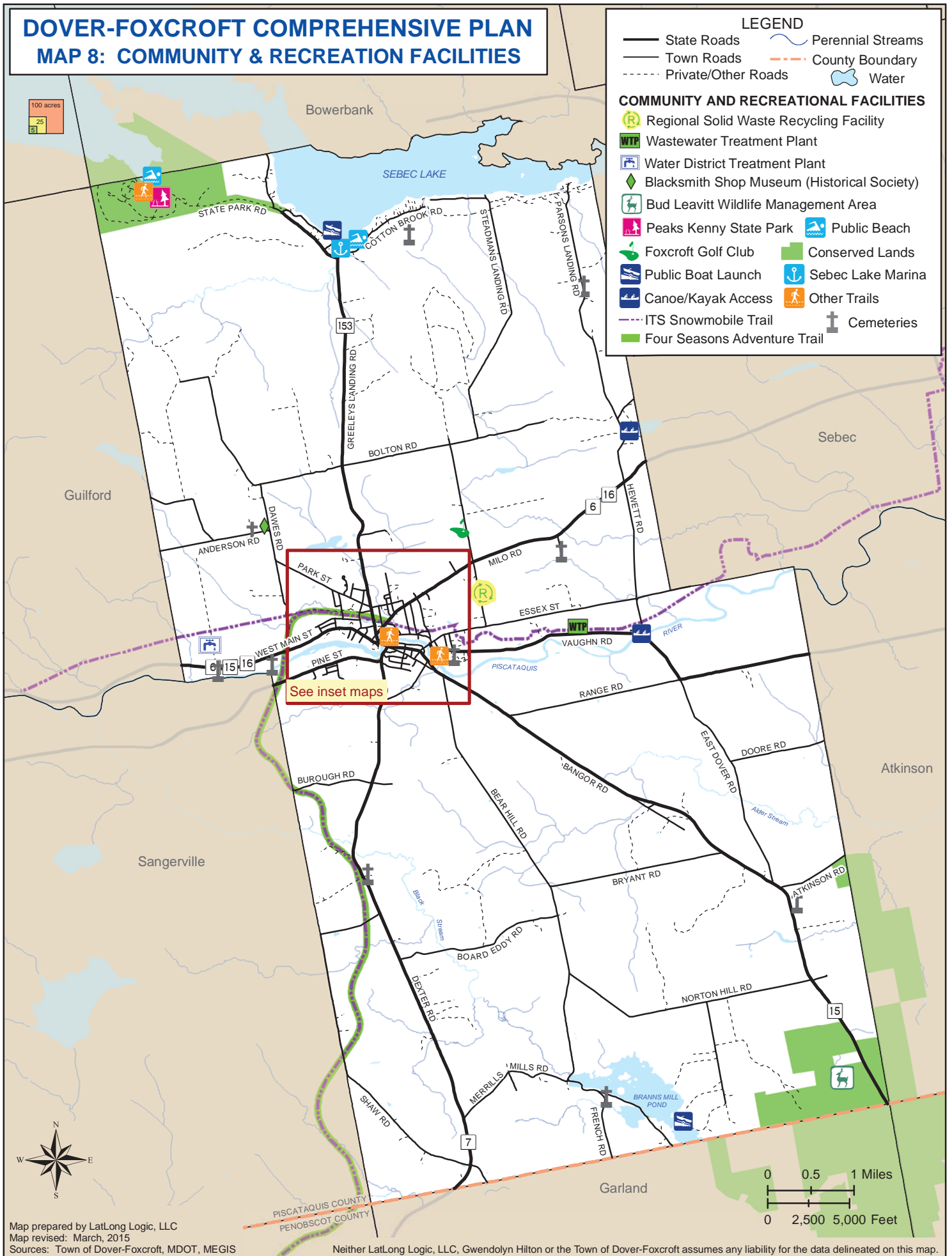
100 acres  
25  
6

**LEGEND**

- State Roads
- Town Roads
- Private/Other Roads
- Perennial Streams
- County Boundary
- Water

**COMMUNITY AND RECREATIONAL FACILITIES**

- Regional Solid Waste Recycling Facility
- Wastewater Treatment Plant
- Water District Treatment Plant
- Blacksmith Shop Museum (Historical Society)
- Bud Leavitt Wildlife Management Area
- Peaks Kenny State Park
- Foxcroft Golf Club
- Public Boat Launch
- Canoe/Kayak Access
- ITS Snowmobile Trail
- Four Seasons Adventure Trail
- Public Beach
- Conserved Lands
- Sebec Lake Marina
- Other Trails
- Cemeteries

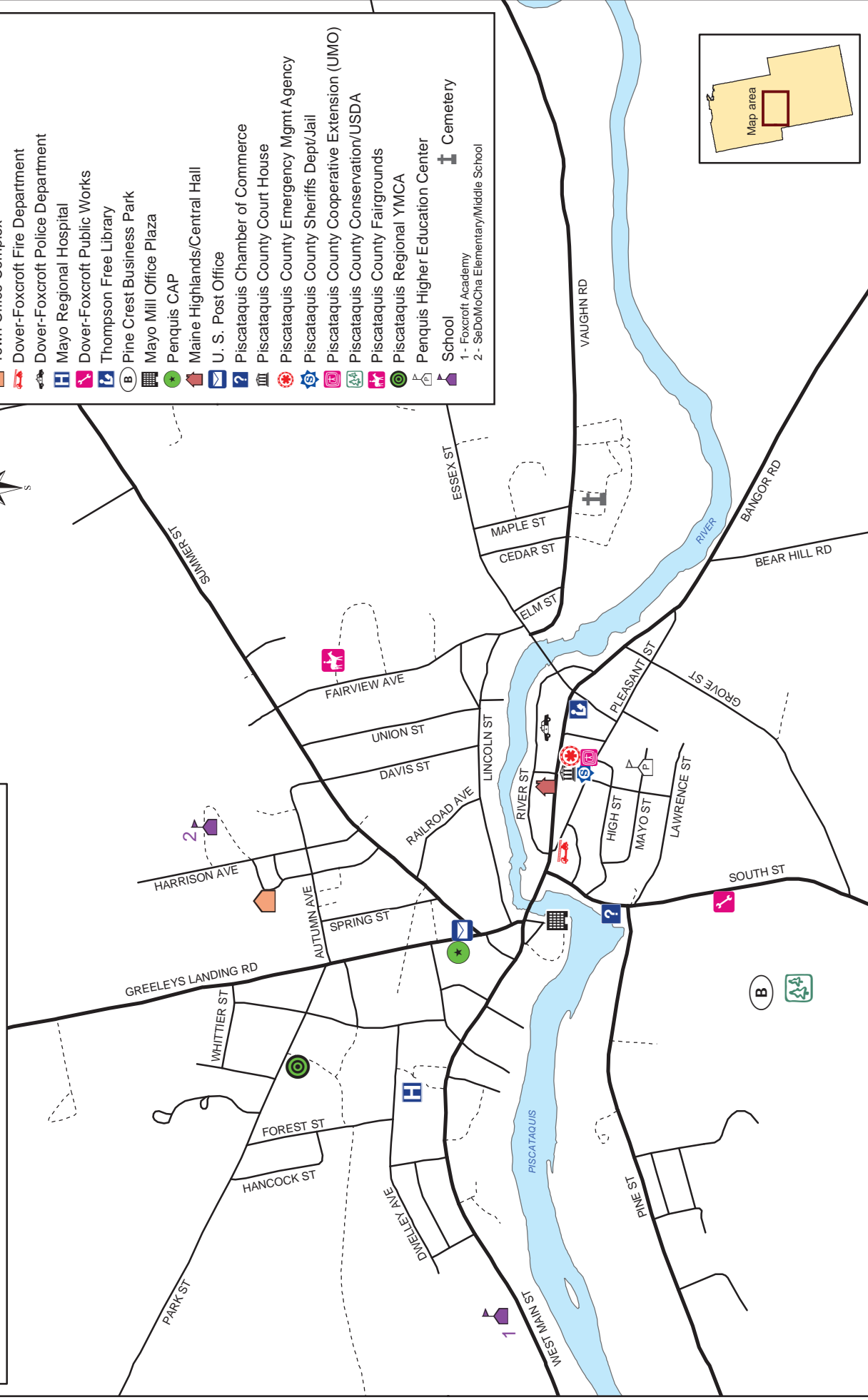
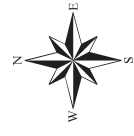


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Map revised: March, 2015  
Sources: Town of Dover-Foxcroft, MDOT, MEGIS

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# DOVER-FOXCROFT COMPREHENSIVE PLAN MAP 9: COMMUNITY FACILITIES INSET

- LEGEND**
- COMMUNITY FACILITIES**
- Town Office Complex
  - Dover-Foxcroft Fire Department
  - Dover-Foxcroft Police Department
  - Mayo Regional Hospital
  - Dover-Foxcroft Public Works
  - Thompson Free Library
  - Pine Crest Business Park
  - Mayo Mill Office Plaza
  - Penquis CAP
  - Maine Highlands/Central Hall
  - U. S. Post Office
  - Piscataquis Chamber of Commerce
  - Piscataquis County Court House
  - Piscataquis County Emergency Mgmt Agency
  - Piscataquis County Sheriffs Dept/Jail
  - Piscataquis County Cooperative Extension (UMO)
  - Piscataquis County Conservation/USDA
  - Piscataquis County Fairgrounds
  - Piscataquis Regional YMCA
  - Penquis Higher Education Center
  - School
  - Cemetery
  - 1 - Foxcroft Academy
  - 2 - SeDoMoCha Elementary/Middle School



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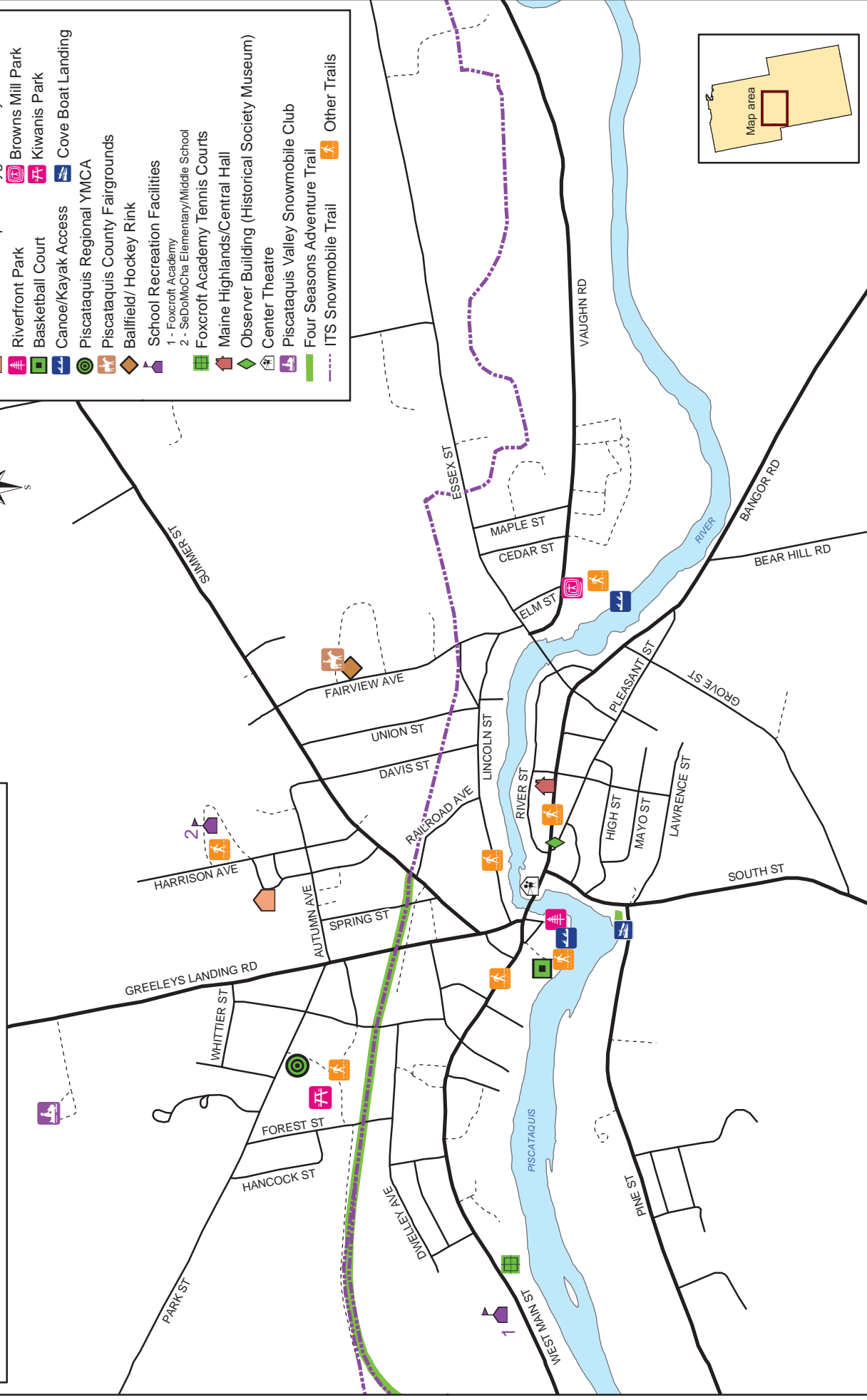
# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 10: RECREATION FACILITIES INSET

### LEGEND

#### RECREATION FACILITIES

- Town Office Complex Playground/Gym
- Riverfront Park
- Basketball Court
- Canoe/Kayak Access
- Piscataquis Regional YMCA
- Piscataquis County Fairgrounds
- Ballfield/ Hockey Rink
- School Recreation Facilities
- 1 - Foxcroft Academy
- 2 - SeDoMoChia Elementary/Middle School
- Foxcroft Academy Tennis Courts
- Maine Highlands/Central Hall
- Observer Building (Historical Society Museum)
- Center Theatre
- Piscataquis Valley Snowmobile Club
- Four Seasons Adventure Trail
- ITS Snowmobile Trail
- Other Trails



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# DOVER-FOXCROFT COMPREHENSIVE PLAN MAP 11: WATER AND SEWER SYSTEMS

**LEGEND**

State Roads

Town Roads

Private/Other Roads

Perennial Streams

Water

**UTILITIES**

Water Main

Water Main

Wastewater Treatment Plant

Water District Treatment Plant

Location of mains are approximate and is not intended to show which side of street main is located on.



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 Map created: April 2015  
 Sources: Town of Dover-Foxcroft, Dirigo Engineering and MEGIS  
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# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 12: TRANSPORTATION



**LEGEND**

- County Boundary
- Bridge
- Perennial Streams
- Water

**HIGHWAY AND ROAD JURISDICTION**

- State Highway
- State Aid Highway
- Town Way
- Private/Other Roads

**LEVEL OF SERVICE (LOS)**

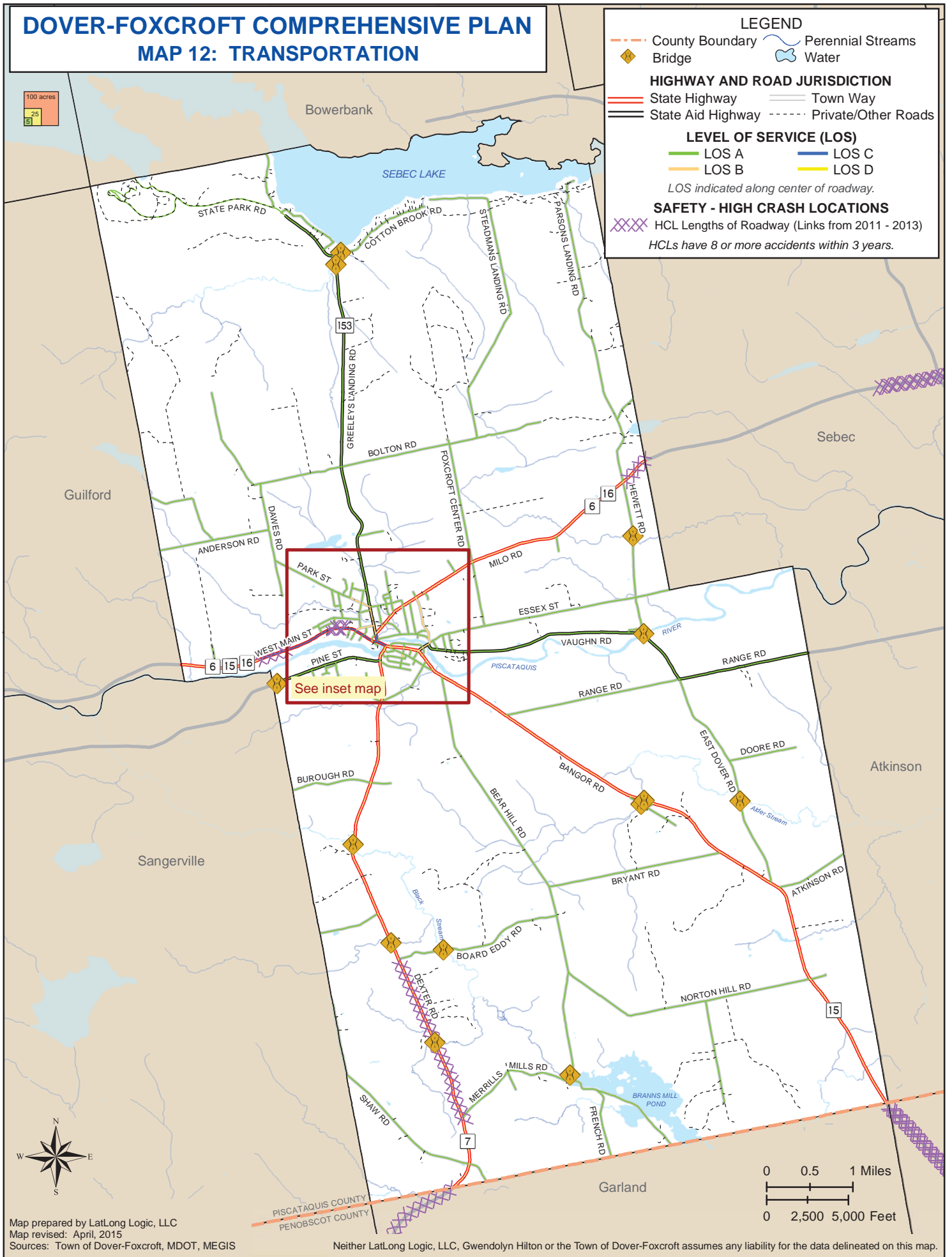
- LOS A
- LOS B
- LOS C
- LOS D

LOS indicated along center of roadway.

**SAFETY - HIGH CRASH LOCATIONS**

HCL Lengths of Roadway (Links from 2011 - 2013)

HCLs have 8 or more accidents within 3 years.



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 Map revised: April, 2015  
 Sources: Town of Dover-Foxcroft, MDOT, MEGIS

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# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 13: TRANSPORTATION INSET

**LEGEND**

- County Boundary
- Bridge
- Perennial Streams
- Airport
- Water

**HIGHWAY AND ROAD JURISDICTION**

- State Highway
- State Aid Highway
- Town Way
- Private/Other Roads

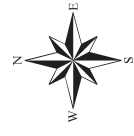
**LEVEL OF SERVICE (LOS)**

- LOS A
- LOS B
- LOS C
- LOS D

LOS indicated along center of roadway.

**SAFETY - HIGH CRASH LOCATIONS**

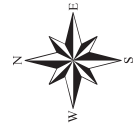
HCL Lengths of Roadway (Links from 2011 - 2013)  
HCLs have 8 or more accidents within 3 years.



# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 14: SIDEWALKS, PARKING LOTS AND TRAFFIC LIGHTS

- LEGEND**
- State Roads
  - Town Roads
  - Private/Other Roads
  - Municipal Parking Lot
  - Perennial Streams
  - Sidewalk
  - Water
  - Traffic Light



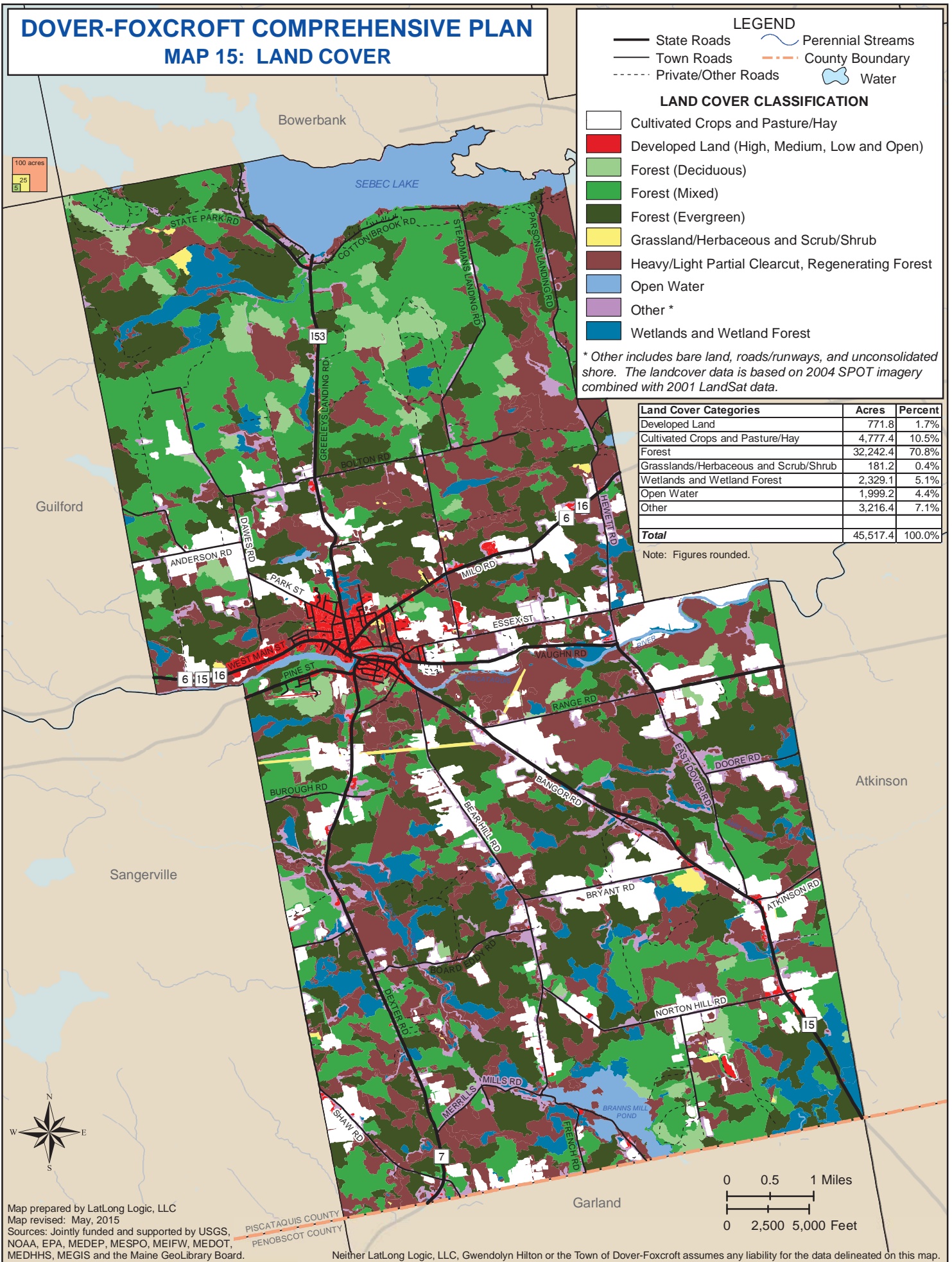
0 0.25 0.5 Miles  
0 1,000 2,000 Feet

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Sources: Town of Dover-Foxcroft and MEGIS  
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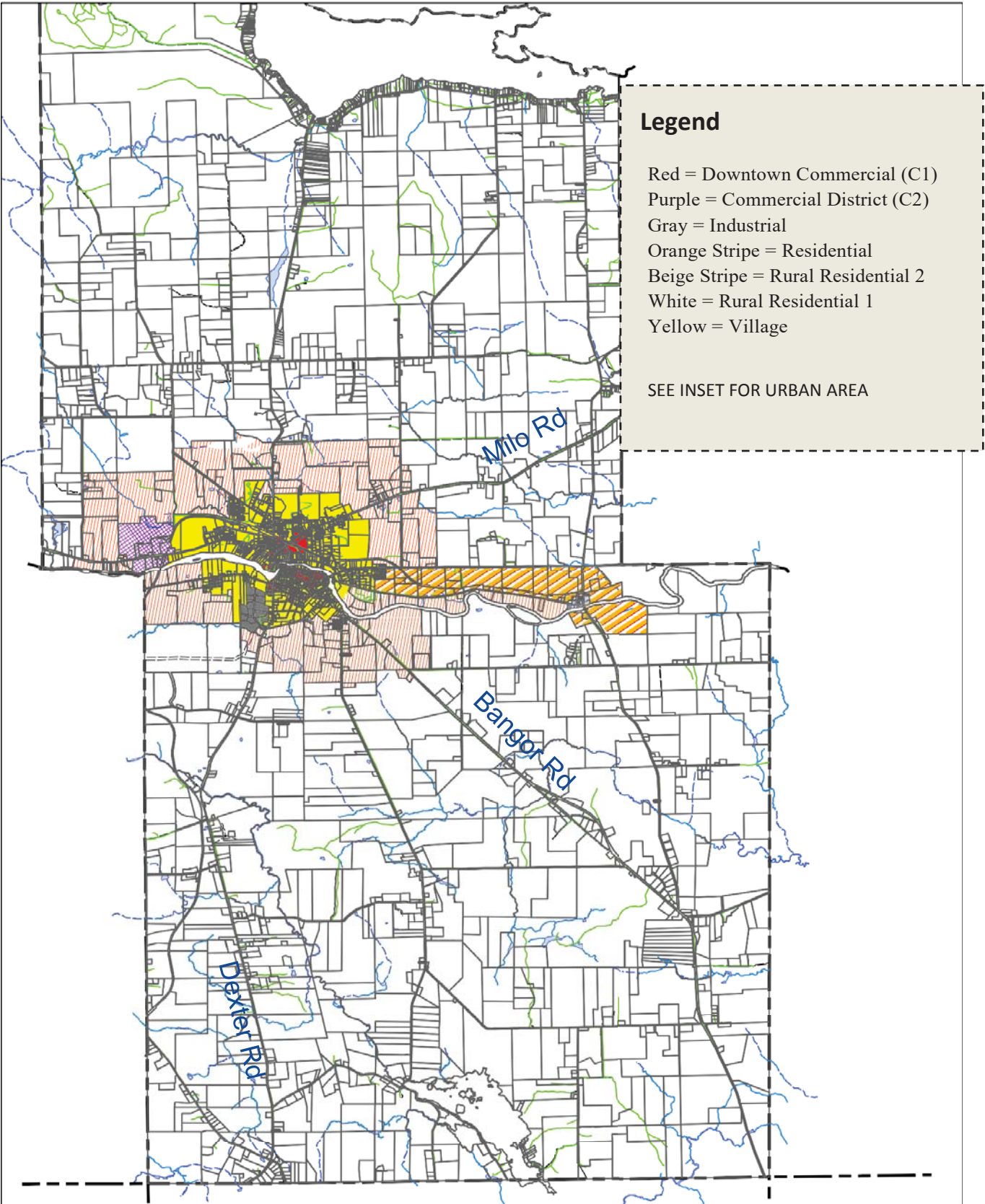


# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 15: LAND COVER

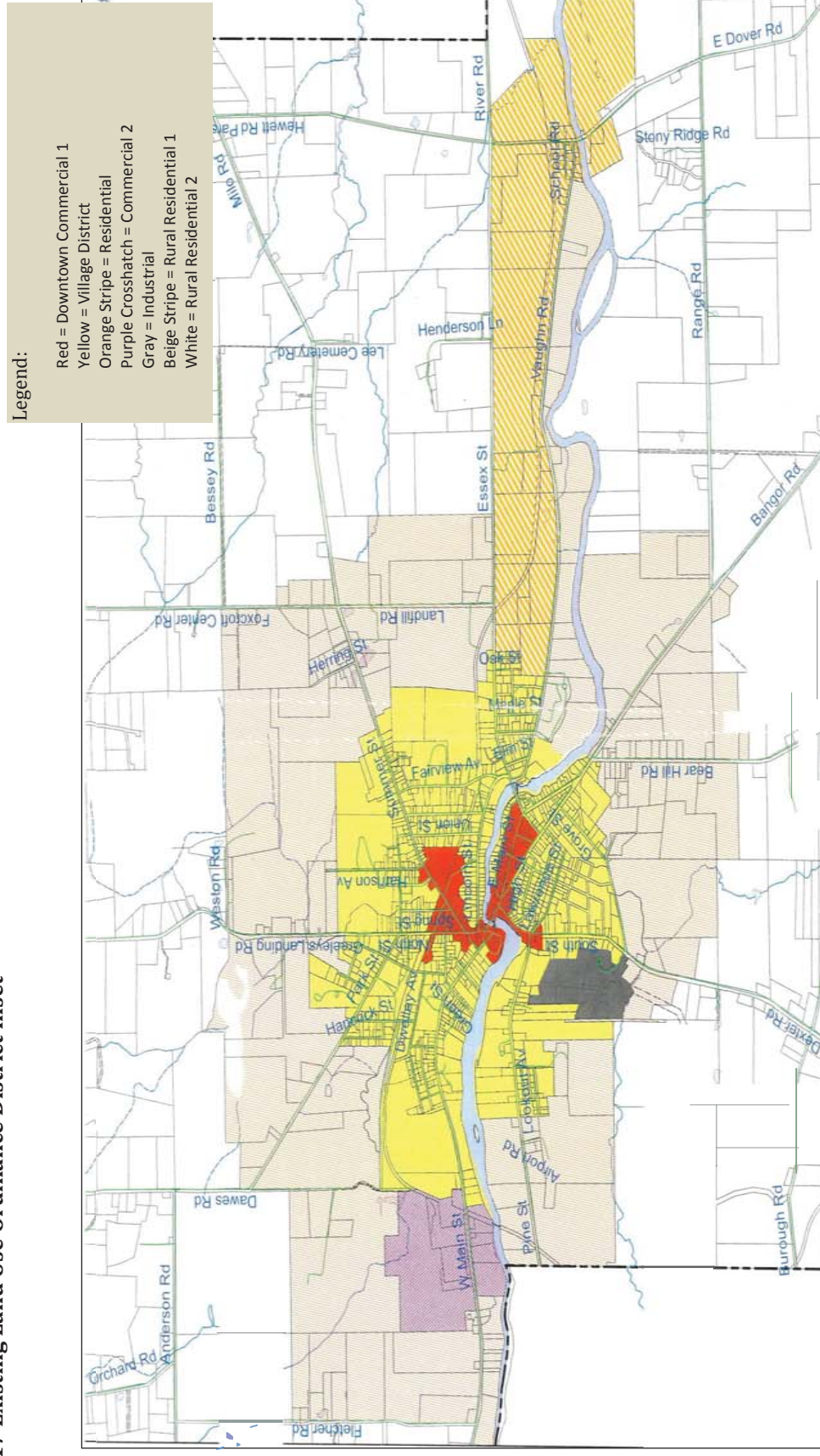


Map 16 Existing Land Use Ordinance Districts





Map 17 Existing Land Use Ordinance District Inset



# Dover-Foxcroft Shoreland Zoning Map





# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 19: FUTURE LAND USE

100 acres  
25  
5

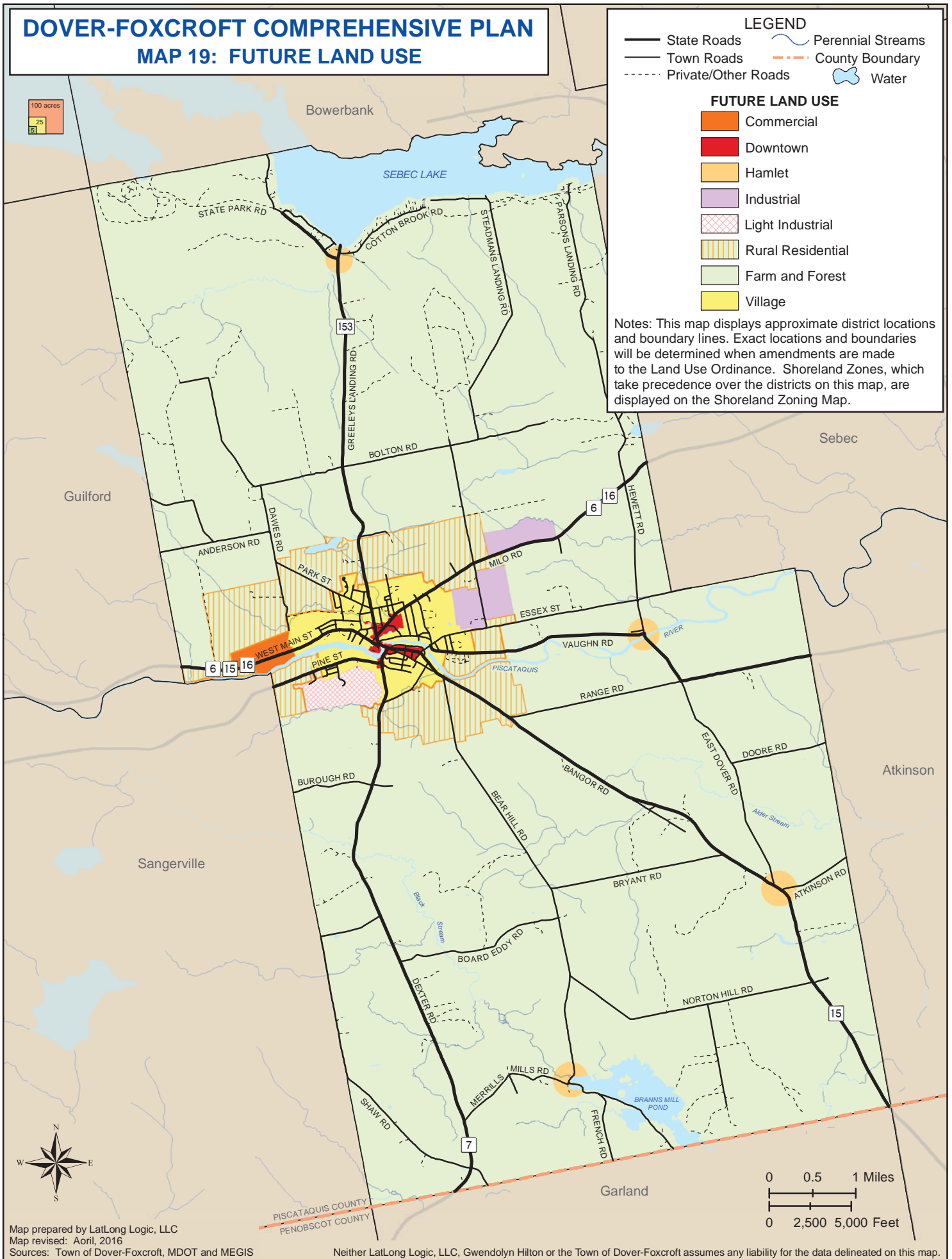
**LEGEND**

- State Roads
- Town Roads
- Private/Other Roads
- Perennial Streams
- County Boundary
- Water

### FUTURE LAND USE

- Commercial
- Downtown
- Hamlet
- Industrial
- Light Industrial
- Rural Residential
- Farm and Forest
- Village

Notes: This map displays approximate district locations and boundary lines. Exact locations and boundaries will be determined when amendments are made to the Land Use Ordinance. Shoreland Zones, which take precedence over the districts on this map, are displayed on the Shoreland Zoning Map.

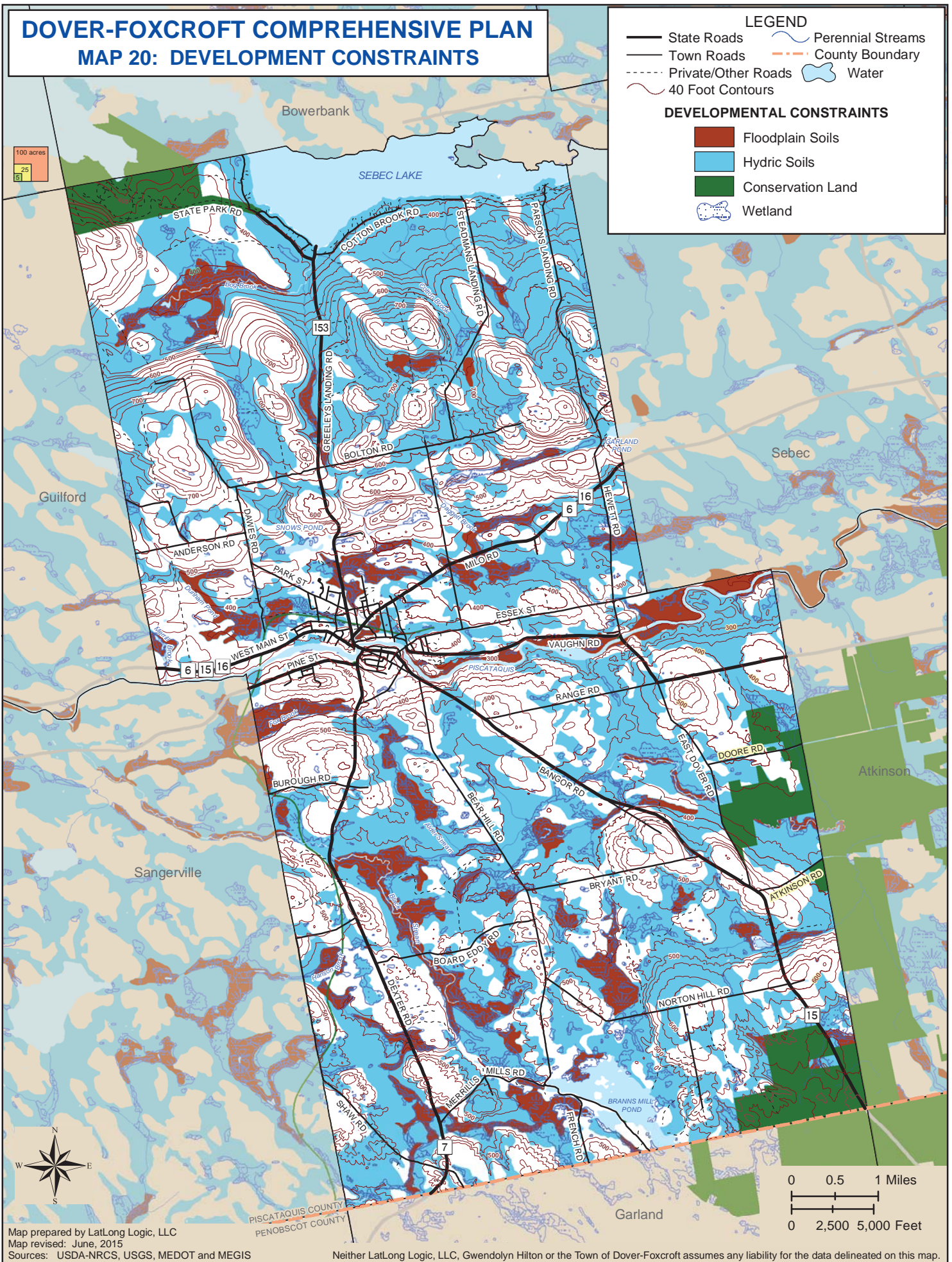


Map prepared by LatLong Logic, LLC  
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Sources: Town of Dover-Foxcroft, MDOT and MEGIS

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# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 20: DEVELOPMENT CONSTRAINTS



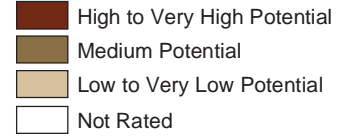


# DOVER-FOXCROFT COMPREHENSIVE PLAN

## MAP 21: SOIL POTENTIAL FOR LOW DENSITY DEVELOPMENT

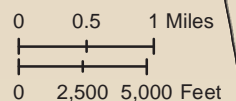
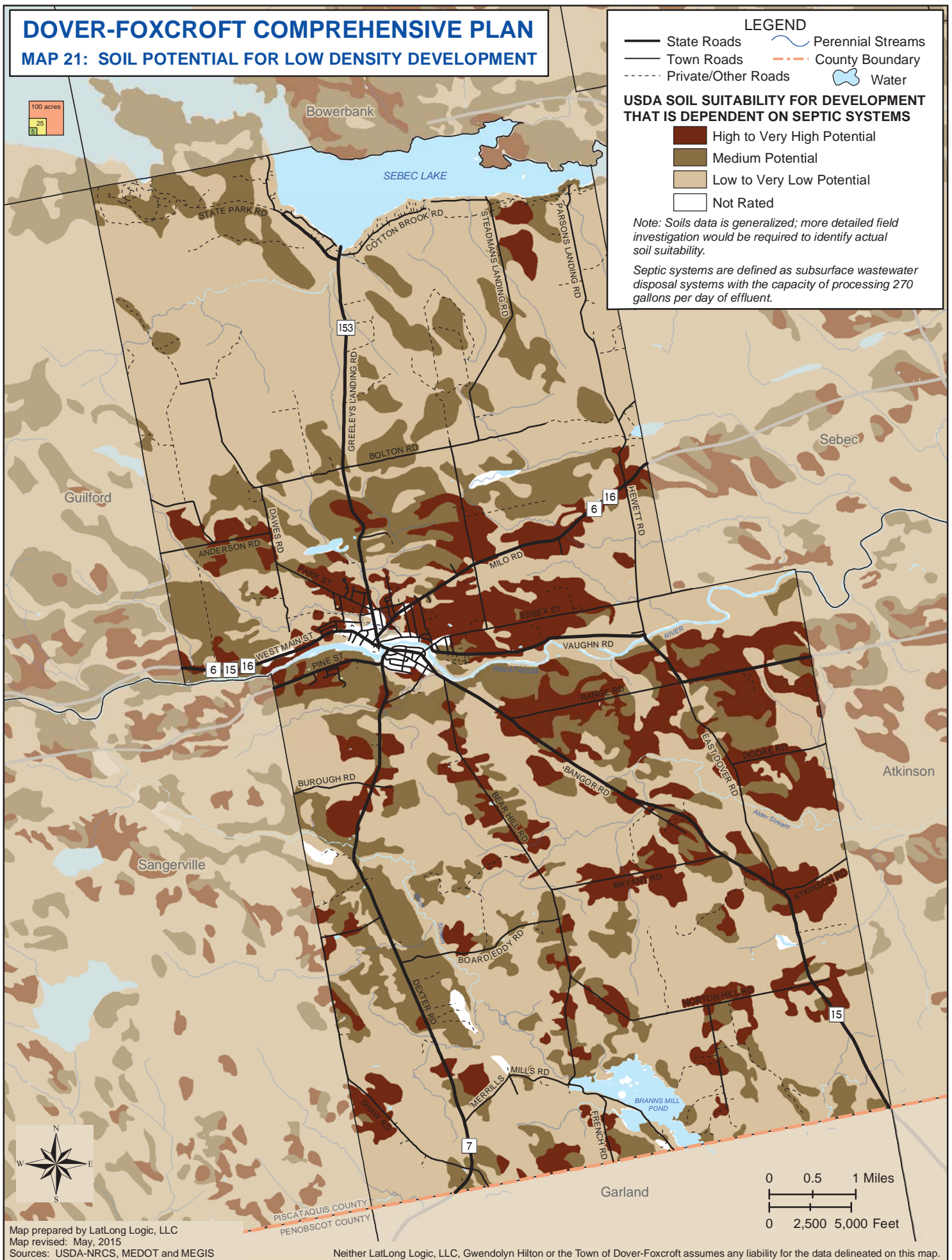


### USDA SOIL SUITABILITY FOR DEVELOPMENT THAT IS DEPENDENT ON SEPTIC SYSTEMS



*Note: Soils data is generalized; more detailed field investigation would be required to identify actual soil suitability.*

*Septic systems are defined as subsurface wastewater disposal systems with the capacity of processing 270 gallons per day of effluent.*

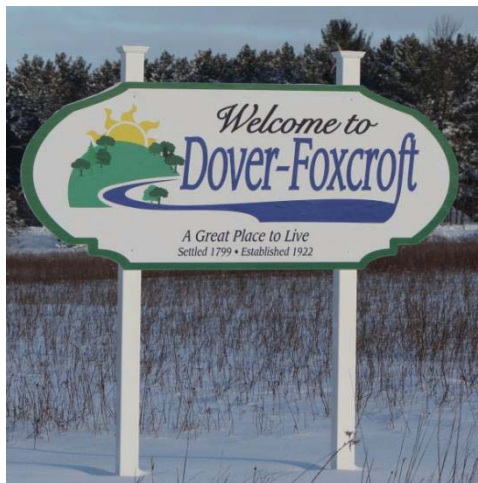


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Map revised: May, 2015  
Sources: USDA-NRCS, MEDOT and MEGIS

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# **TOWN OF DOVER-FOXCROFT COMPREHENSIVE PLAN**

## **VOLUME II INVENTORY AND ANALYSIS**



**MAY 1, 2016  
DRAFT FOR STATE REVIEW**

**VOLUME I - RECOMMENDATIONS OF THE COMPREHENSIVE PLAN IS A  
SEPARATE DOCUMENT. THE COMPREHENSIVE PLAN  
MAPS ARE IN THE APPENDICES OF VOLUME I.**



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## Chapter 1 - Summary of Findings and Conclusions

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### ***Section 1.1 Population and Demographics***

Predicting future population and demographic trends is important to comprehensive planning because these trends affect all aspects of the community, such as overall economic prosperity and well-being, job and work force issues, educational needs, housing choices, social desires, transportation needs, health care and other services. A stable, demographically diverse population, particularly in age make-up, is necessary to support a community's overall economy and the infrastructure and services the population needs and desires.

One of the greatest challenges facing Maine, and rural areas in particular, is the overall aging of the population and slow population growth. Maine is the oldest state in the nation, and its rural counties tend to be even older demographically. As baby boomers retire, employers are increasingly faced with the possibility of more job openings than people to fill them. In addition, the skill sets of the younger generations may not match available openings. Demand for health care workers of all sorts will rise as the baby boomers require more medical care. A larger and larger elderly population will depend on a smaller and smaller working population unless more working-age people move into the state. In order for Maine's population to be sustainable and companies to find the employees they need, in-migration to Maine must increase.<sup>1</sup>

Dover-Foxcroft faces these challenges, particularly given its location in rural Piscataquis County.

#### **Overall Population Characteristics**

- The Town's population is estimated to be 4,135 for 2015; the 2010 population was 4,216.
- The Town's median age is 45, as compared to 48.1 countywide and 42.7 statewide for 2010.
- About 6.4% of the population is under age 18; 6.4% is age 18 to 24; 51.9% is age 25 to 64; and 20.2% of the population is age 65 years and older. In 2000, 17.7% of the population was age 65 years and older.

#### **Anticipated Population Changes and Implications**

- Dover-Foxcroft's year-round population is expected to remain stable over the next decade.
- The Town's older population overall is attributed to more deaths than births (natural change), and older people moving to Dover-Foxcroft to reside in one of the senior housing facilities. During the 2000s when the population increased by 3 individuals, from 4,213 to 4,216, it was the net result of 210 more deaths than births, and the net in-migration of 213 people.
- The Town anticipates the continuation of in-migration, particularly with its efforts to become more attractive as a place to reside. Two contributing factors to this trend are the closure of schools in nearby small communities which suggests that families may move to Dover-Foxcroft to be closer to the schools, and the Town's efforts to provide senior housing close to services.
- Maintaining a stable population size with demographics that support a healthy, prosperous community requires that more people move to the Town. Young families who both increase the number of births and provide a workforce would bring more long-term stability. More middle-aged people and seniors would also contribute to economic stability particularly given that people are working longer.
- The Town's strategy to maintain a stable population should consider regional trends, such as the projections for population growth (even though modest) in Bangor and Newport. Piscataquis County, including nearly all of the communities around Dover-Foxcroft, is projected to experience loss in population over the next decade. As the service center and shiretown for the region, Dover-Foxcroft would benefit from population growth countywide.

---

<sup>1</sup> *Maine Population Outlook 2013 – 2028, Maine Land Use Team (March 30, 2010)*



# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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- An increasingly older population can mean an overall older workforce, fewer people available to be in the workforce, skill sets less likely to match current workforce demands and shifting needs, such as those for housing, transportation, health care, social services, and recreation. An older population can also mean more people willing and able, and with special skills, to contribute to the community.

## **Non-resident Population**

- The non-resident population is important to the social fabric and economy of the community.
- The non-resident population includes people who own second homes or stay at short-term lodging-accommodations, such as campgrounds, bed and breakfasts, and motels. The 2010 Census found 451 “seasonal, recreational or occasional use” housing units - about 18% of all housing units.
- The daytime population increases significantly with people coming to work, shop, socialize and obtain health care and other services. This daytime population provides considerable economic benefits.
- Dover-Foxcroft supports its non-resident and daytime population by serving as the county seat of Piscataquis County and a regional service center with government services, a hospital, health care and social services, educational services and a broad range of businesses and employers.

## **Educational Attainment, Income and Poverty**

- Overall, the Town’s residents appear to be better educated and financially better off than in the past.
- Almost 94% of residents age 25 and over were high school graduates for the 2010 Census. This compares to 83% for the 2000 Census.
- The percentage of residents age 25 and over with a bachelor’s degree or higher was 19% for the 2010 Census, which was higher than educational attainment countywide, but lower than statewide. In 2000, 17% of residents age 25 and over had a bachelor’s degree.
- Educational attainment is a good predictor of the economic success. Potential employers seek an educated workforce when considering where to locate a business or industry.
- Since educational attainment and economic prosperity are closely linked, it is not surprising that the Town’s population appears to have overall higher incomes than countywide, but lower incomes than statewide. Income levels in rural areas are typically less than those in urban areas because there are fewer job opportunities in rural areas.
- Poverty data suggest there is significantly less poverty in Dover-Foxcroft today than in the year 2000. Poverty rates also appear to be significantly lower than countywide and statewide.

## **Population in Group Quarters**

- There were 183 individuals, or 4.3% of the population living in group quarters with 111 institutionalized and 72 non-institutionalized (2010 Census). The institutionalized population includes residents of the Hibbard Nursing Home, Pleasant Meadows, and Hilltop Manor, inmates of the Piscataquis County Jail, and residents of the Charlotte White homes. Non-institutionalized individuals include those living in the dorms at Foxcroft Academy.
- The percentage of residents living in group quarters in Dover-Foxcroft (4.3%) was higher than countywide (1.1%) and statewide (2.7%) according to the 2010 Census.

## ***Section 1.2 Economy***

While Dover-Foxcroft’s economic prosperity is highly dependent on the overall health and vitality of the regional, state and national economies, the Town is best able to promote prosperity if it understands its economic strengths and challenges, and potential opportunities within the context of the long-term economic trends affecting the country today.

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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A detail analysis of the economic trends is beyond the scope of this document, particularly given the ongoing debate amongst experts on what the trends mean and how they might affect the future. But a basic understanding of these trends may be helpful in planning for the Town's future.

The primary factors driving the overall economy today are globalization, technology, financialization, and demographics. Increasing income inequality with the rich getting richer, the poor getting poorer and a shrinking middle class is also a structural trend that may be affecting the ability of the middle class to prosper. These long-term structural trends are resulting in fundamental changes to the country's economy, and are the most important to consider in comprehensive planning. Less important are cyclical changes, such as periods of growth and recession, because they are temporary changes that do not affect the long-term structure of the economy. The following is a brief description of each of these structural factors.

Globalization is defined as the increasing process of international integration and interdependence of economic and cultural activities.<sup>2</sup> Globalization has been the primary factor in driving the loss of jobs in manufacturing over the past several decades both in the U.S. and in Maine: a trend that is expected to continue. Coupled with globalization, technology continues to shape the economy, with the pace of technological change expected to accelerate. Changes in technology and the demand for innovation have increased the need for skilled workers in terms of knowledge, skills, and abilities required for job performance.

Financialization describes an economic system or process that attempts to reduce all value that is exchanged (whether tangible or intangible, future or present promises, etc.) into financial instruments. The intent is to reduce any work product or service to an exchangeable financial instrument, like currency, thereby making it easier for people to trade. As a result financial markets tended to dominate over traditional industrial and agricultural economies.<sup>3</sup>

Another, perhaps equally important trend affecting the national economy is the aging population and the impending retirements of baby boomers, which is profoundly impacting labor markets and reshaping long-standing patterns of demand for goods and services. This is particularly true in Maine, which is the overall oldest state in the country.

In summary, perhaps the wisest advice for a Dover-Foxcroft is reflected in the following statement: "Increasingly, Maine's competitiveness is determined by the quality and availability of human capital. Much of the growth will have to come from entrepreneurship and initiative of Maine's smaller businesses, and entrepreneurial startups."<sup>4</sup>

### **Challenges and Opportunities<sup>5</sup>**

The long-term structural changes occurring in the economy today are impacting Dover-Foxcroft and Piscataquis County, presenting both challenges and opportunities. Dover-Foxcroft has many assets upon which to build a prosperous future, such as an excellent quality of life. Key to this endeavor is providing access to state-of-the-art telecommunications, particularly given the Town's location in rural Piscataquis County.

If the Town is to maintain and promote economic prosperity it must continue to improve its competitive advantage to grow its population and economy. Historically, Dover-Foxcroft's economy thrived when it had a competitive advantage in terms of its location proximate to timber for making wood products and access to the river for movement of logs and making electricity. Today's economy is increasingly reliant on reliable, high-

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<sup>2</sup> Source: <https://en.wikipedia.org/wiki/Globalization>

<sup>3</sup> Source: <https://en.wikipedia.org/wiki/Financialization>

<sup>4</sup> Sources: *The Maine Land Use Team (The Maine Economy: Year-End Review and Outlook 2008)*

<sup>5</sup> Other chapters of the Comprehensive Plan will focus on topics that are relevant to the Town's economy, such as the chapters on Services and Facilities, Transportation, Agriculture and Forestry, and Recreation.

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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speed telecommunications: the new “river” for moving information and services into and out of the Town. While the Town’s access to state-of-the art telecommunications may never be substantially better than other areas, if it is not equal to other areas, the Town will continue to fall behind. Dover-Foxcroft’s quality of life could in and of itself be a competitive advantage in terms of ability to attract a workforce, entrepreneurs, and other investments but this advantage could easily be negated if Town’s capacity for high speed internet isn’t present and accessible.

## **Economic Strengths and Weaknesses**

- Population growth and stability requires more job and business opportunities, combined with adequate affordable housing, services and facilities, and cultural and social amenities.
- Dover-Foxcroft has many strengths to be emphasized in growing the population and economy:
  - The Town is a small, close-knit community located in central Maine surrounded by a vast rural landscape with forests, farms, lakes and many pristine natural resources. It is clean, safe and beautiful.
  - As the county seat and primary service center for the region, it has a diversified economy and tax base. Economic sectors include healthcare, social services, business services, retail, government services, manufacturing, natural resource-based industries, and arts, recreation and culture. The strongest sector is in healthcare and social services, particularly as a result of the Mayo Hospital, social services agencies, and other related businesses.
  - While governmental services and non-profits may not contribute directly to the local tax base, they do bring people to the community to live, shop and conduct business.
  - The Town is within 35 miles of the Bangor metropolitan area where there is an international airport, several colleges and technical schools, major employers, shopping malls, etc.
  - The Town is at the intersection of state routes 6, 7, 15, 16 and 153, and is 25 miles from Interstate 95.
  - The Town has an industrial park with infrastructure including access to high-speed fiber optic internet, and the lots are pre-permitted for future occupants.
  - The Town has excess sewage treatment capacity, and plentiful drinking water supplies.
  - Land and homes are affordable compared to many other service centers in the state.
  - The Town has excellent schools including an award-winning high school, with students coming from as far away as the county of China.
  - The Three-Ring binder fiber optic network can potentially allow businesses and residents access to high-speed internet. Telecommuting means people can live in Dover-Foxcroft and work and sell services and products to just about anywhere in the world.
  - Dover-Foxcroft is at one of the primary gateways to Maine’s North Woods with Peaks-Kenny State Park, Borestone Mountain, and many other attractions easily accessible for day trips or longer stays. There are many opportunities in nature-based tourism.
  - The Town has many enthusiastic volunteers working to improve the community.
- Dover-Foxcroft’s most significant challenges include:
  - Providing access to state-of-the-art high speed internet throughout the community, which critical for many reasons, including for employment, accessing services, conducting business, telemedicine, etc.
  - The Town’s distance from the Bangor area and I-95 makes it less attractive for certain types of economic activity. This distance makes transportation of goods and materials more costly, and means longer commutes for residents working outside the region, such as in Bangor.
  - The Town lacks direct access to rail service, which may discourage some types of development.
  - Adequate maintenance of state roads connecting the Town to the Bangor area and I-95. Adequate roads to surrounding areas are also important to area residents traveling to Dover-Foxcroft for work, shopping and other business. Maintaining local roads is also a challenge due to the cost.
  - Access to utilities - power is a limitation for certain types of expansions.

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- Limited Town funding for economic development and to support maintenance and improvement of the infrastructure is a major constraint.
- There are workforce constraints, such as having a workforce with the appropriate skills and training to support economic growth.

## **Economic Development Priorities**

- As the county seat and primary service center for Piscataquis County, Dover-Foxcroft plays a critical role in providing jobs and services to residents of the region.
- Expansion and diversification of the economic base in Dover-Foxcroft and the region by both public and private interests is vital for ongoing economic stability and prosperity.
- Dover-Foxcroft collaborates with the Piscataquis County Economic Development Council (PCEDC), and towns in the region to promote economic development. The Piscataquis Chamber of Commerce is also a partner in economic development in the region.
- The Town Manager, working on behalf of the Selectmen oversees the Town's economic development activities, which involves extensive use of the expertise of PCEDC to develop programs and financing for infrastructure and business development. PCEDC has assisted the Town in obtaining a number of grants for projects, including the Riverfront Redevelopment Project, redevelopment of Central Hall, and business assistance to BS Farms and GLOBEco LLC.
- Dover-Foxcroft's highest priorities for economic development include:
  - Providing high-speed internet throughout the community through connection to the Three-Ring Binder fiber optic network.
  - Improving and maintaining the infrastructure critical to the economy, such as transportation systems other municipal facilities and services.
  - Improving transportation linkage to I-95 and the Bangor area.
  - Downtown revitalization including advancing the Maine Downtown Network Community initiative.
  - Supporting the Riverfront Redevelopment project, including the Mayo Mill Commercial Office Plaza and Data Center, renewable energy generation, high-speed internet, and spin-off development nearby.
  - Build-out of Pine Crest Business Park - identifying best uses and focusing on the Park's unique assets.
  - Seeking more affordable energy alternatives, including renewable energy resources, such as hydropower, solar and geothermal power.
  - Improving access to utilities, including adequate energy (e.g., 3-phase power) for economic growth. The Town is at the end-of-the-line in many cases – natural gas, power transmission, etc.
  - Determining the Town's position on highway and/or utility corridors.
  - Increased growth in the property-tax base and the number of good jobs.
  - Given funding constraints, recommendations must identify priorities for the next decade.
  - Economic policies must consider all inter-related aspects of planning for the future, such as adequate affordable housing; education; work-force training; services; facilities; social, cultural, recreational and other amenities; and a supportive and balanced fiscal and regulatory climate.

## **Downtown**

- Dover-Foxcroft's downtown serves as the civic, cultural and commercial center of the community and the region. Its strengths are its many historically significant buildings and its setting along the Piscataquis River and at the intersection of several major thoroughfares.
- The community treasures its downtown as evidenced through ongoing revitalization efforts. A citizen initiative led to the development of the Downtown Revitalization Plan (2003) and Dover-Foxcroft becoming a Maine Downtown Network Community. The Town is also a Tree City USA.
- There is a wealth of information and ideas on how to revitalize the downtown, and dedicated volunteers and organizations working to implement the many recommendations.

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- Primary goals of downtown revitalization include:
  - Increasing vibrancy (commerce, civic, social, and cultural).
  - Improving the infrastructure - public spaces, streets, sidewalks, parking, trails, parks, lighting, signage, etc. (making the downtown more pedestrian friendly).
  - Supporting businesses and organizations.
  - Encouraging more business, infill and redevelopment of vacant land and buildings.
  - Beautification – facades, landscaping, pocket parks, sidewalk amenities, lighting, trees, eliminating overhead power lines, eliminating blight, etc.
  - Supporting businesses and organizations through community events, and cultural and social offerings, such as the Center Theater, Historical Society, Kiwanis, Farmers Market, etc.
- Redevelopment of the historic Moosehead Mill complex, which has enormous potential for the entire community, and specifically the downtown. Town ordinances and economic development plans should be modified to take advantage of this development.
- The Town receives financial and/or technical support for revitalization through the Maine Development Foundation’s Downtown Center and the Piscataquis County Economic Development Council (PCEDC).
- While the Town has obtained a number of grants to support revitalization, the major challenge is funding.

## **Tourism and the Seasonal Population**

- Outdoor recreation and nature-based tourism is a significant part of the local and regional economy. The Town in collaboration with the PCEDC and the Piscataquis Chamber of Commerce promote and support the region’s four-season recreational opportunities. Efforts include providing public access to water bodies, providing parks and recreational programs, putting on events and activities, and generally providing a broad range of services to second-home residents and short-term visitors.
- The Town offers many cultural activities such as those through the Historical Society, and Center Theater.
- Dover-Foxcroft includes information on the Town website to promote the community and provide information valuable to seasonal residents and tourists.

## **Home Occupations**

- There are many home occupations. In some cases home occupations have grown into larger businesses.
- The community supports and encourages home occupations. The Town’s land use regulations allow home occupations in nearly all areas of the community.

## **Areas for Industrial and Commercial Development**

- Dover-Foxcroft’s Land Use Ordinance allows a range of businesses and industries in a number of locations, including the Pine Crest Business Park, the Industrial District, the Village District, two Commercial Districts, and in rural areas, as appropriate. The ordinance’s performance standards are designed to assure that development is compatible with surrounding land uses and the landscape. The Industrial District does not allow residential uses.
- Ordinances and regulations should be evaluated to determine if they are serving the vision and goals of the community with respect to the economy. For example:
  - Do regulations support mixed-use development (e.g., Riverfront Redevelopment) in the downtown?
  - Are there areas with infrastructure and appropriately zoned to support desired commercial and industrial development?
  - What types of heavy industry might the community want, if any, and are there appropriate locations where this might be encouraged?
  - Do land use regulations adequately address new uses, such as utility corridors, pipelines, highway corridors, wind farms, adult businesses, marijuana dispensaries, water extraction, or other potentially controversial uses?



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## Adequacy of Public Facilities for Future Economic Development

- Dover-Foxcroft's strengths with respect to public facilities include public sewer and water with capacity for expansion, the Pine Crest Business Park, its access to several state highways, and potential access to the Three-Ring Binder fiber optic network.
- The biggest gaps in infrastructure include:
  - Affordable high speed internet connection to the existing "first mile" Three Ring Binder fiber optic system. The "middle mile" and "last mile" connections to residents and businesses however remotely located are needed.
  - Maintenance of adequate state and local roads and bridges is a major challenge.
  - Downtown deficiencies as described previously.
  - Affordable energy resources, including renewable resources.
  - Adequate power capacity, such as 3-Phase power or natural gas, in areas where industrial expansion or new facilities might be desirable.

## Economic Development Incentives

- Dover-Foxcroft currently has two Tax Increment Financing (TIF) districts designed to support economic development; both are located in growth areas:
  - The Riverfront Redevelopment TIF district was established in 2012/2013 to support redevelopment of the Moosehead Manufacturing Mill complex and area. TIF goals are to: maintain/increase property tax revenues within the district; create long-term, stable employment; improve the tax base; provide revenues for investment into public facilities and economic development; and to restore the landmark historic buildings. Arnold Development leases the property from Pine Crest (a municipally created non-profit) and is developing the mixed-use "Mayo Mill Commercial Office Plaza and Data Center". The project will include Town ownership/involvement in renewable energy facilities, including hydropower, photovoltaic solar panels, and geothermal shafts under the parking lot.
  - The Pleasant River Lumber TIF district was established in 2001 to support modernization of the mill. Pleasant River Lumber is a major employer and taxpayer.
- Other TIFs that might be considered include a downtown TIF and an affordable housing TIF.
- PCEDC and the Town have provided other types of incentives for growth, such as business assistance (revolving loan program, grants) to new/expanding businesses, and suitable locations with infrastructure to support commercial and industrial development, such as the Pine Crest Business Park.
- Affordable energy and high-speed internet are very important incentives for economic development. Free or low cost high speed internet (Wi-Fi) in the urban area would be a strong incentive to encourage growth in that area of Town.

## Unique Assets to Promote Economic Growth

- Dover-Foxcroft has a wealth of unique assets for promoting economic growth, as described above. As the county seat and primary service center it offers services essential to the region's residents and visitors.
- Dover-Foxcroft provides an active social and cultural environment for the region, and is the only community in the region that has a YMCA and indoor pool.
- Unlike other communities in Piscataquis County, Dover-Foxcroft has many indoor recreational and cultural offerings that are available particularly when the region's renowned outdoor offerings are not available due to weather conditions.
- The Piscataquis County Fairgrounds located in Dover-Foxcroft is an underutilized facility.
- Dover-Foxcroft has an active Historical Society and Chamber of Commerce, and sponsors a number of events, such as the Balloon Festival and Homecoming Festival.

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- Dover-Foxcroft needs to publicize itself better. As a starting point, the Town should inventory its assets as a great place to live, work, develop a business, and visit and then seek low cost ways to promote itself, such as improved promotion on the Maine Bureau of Tourism website.
- An inventory of the Town's assets can also be used to identify weaknesses in offerings, such as gaps in certain types of businesses (lodging, restaurants, certain types of retail establishments) or opportunities (spin-offs off's related to the Mayo Hospital, Pleasant River Lumber, assisted living facilities, or the new Mayo Mill Commercial Office Plaza and Data Center). The new Mayo Mill Commercial Office Plaza and Data Center may fulfill some of these needs.

**See Map 2 Labor Market Area (Volume I Appendices)**

## ***Section 1.3 Housing***

A town's housing stock reflects the health and well-being of the community. Housing issues important to planning for the future include housing type, supply, condition and affordability.

Understanding demographic trends is important to evaluating future housing needs. A noteworthy trend in many parts of Maine is the significant increase in the number of new housing units over the past decade even though there has been relatively slow population growth. Several reasons for this include: smaller household sizes resulting in the need for more housing units per person; people upgrading by building new homes; people downsizing to smaller housing types; and people building second homes or purchasing homes as an investment.

Adequate, affordable housing to a range of household incomes is essential to a healthy community. Changing demographics suggests there will be proportionately more middle-age people and senior citizens in the future, and there will be fewer young adults and children. Housing needs change as the population ages. Middle-age people, often at their peak earning capacity, may want larger homes, especially if they still have children at home. People approaching retirement age or concerned about living on a reduced income may want smaller, lower maintenance, more energy-efficient housing. Some seniors may want assisted living and, in some cases, nursing home care. People commonly affected by a shortage of affordable housing include senior citizens on fixed incomes, single parents, first-time home buyers, young families, and grown children seeking independence from parents. In some cases, seniors looking to downsize may be competing with first-time home buyers for smaller homes to purchase, and these same groups may be seeking rentals.

### **Housing Characteristics**

- According to property tax records there are 1,388 single family homes, 57 doublewides, 245 mobile homes, 277 seasonal homes, and 129 multifamily structures (two or more units) in Dover-Foxcroft. Multifamily structures include housing developments (i.e., Thayer, Country Meadows, Riverview, Main Street Assisted Living, Foxcroft Academy Apartments), which account for 138 units. Other multifamily structures are smaller with fewer units, where the combined number of units is not easily calculated.
- Census counts of housing units are somewhat inconsistent with the local count, which is not unusual. However, it is important to keep this in mind when looking at Census information, which is the only way to compare the Town's historical trends, and make comparisons to countywide and statewide data.
- About 71% of housing units were single-family, about 18% were multifamily units, and 12% were mobile homes (2012 Census estimates).<sup>6</sup>
- About 72% of housing units were occupied year-round, 18% of housing units were for seasonal, recreational or occasional use, and 10% of housing units were vacant (2010 Census).

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<sup>6</sup> *These estimates are based on sample data for 2008 through 2012, which is how the data is now collected and tabulated. The other 2010 Census data is based on the traditional census, which is often a 100% sample size.*

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- Almost 73% of Dover-Foxcroft's year-round housing was owner-occupied and about 27% of year-round housing was renter-occupied. Between 2000 and 2010, 34 new owner-occupied units were added and 81 new renter-occupied units were added (2010 Census).

## **Future Housing Needs**

- Even if the year-round population stays the same over the next decade, there will continue to be a demand for new housing, including different types of housing.
- The Town should plan for an additional 250 to 350 housing units over the next ten years, which would be 25 to 35 units per year. This estimate includes all types of housing, and reflects the assumption that the size of the population will remain stable with modest growth. (Since 2000, there has been an increase of about 22 housing units per year based on the Town's property tax records, and an additional 42 units of multifamily housing was constructed in 2015/16 (See below).
- Given the aging population and overall smaller household sizes, there will continue to be a demand for smaller housing units, multifamily housing, condominiums, rental units, and senior housing.
- Two new multifamily housing developments have been constructed recently: the Moosehead Redevelopment (20 market rate units already sold) and North View Apartments (24-units senior housing).
- Even with the addition of these two senior housing projects there may continue to be a need for senior housing, both market-rate and subsidized.
- Dover-Foxcroft has an abundance of large, older homes that were designed for larger households. The future of these older homes depends on the ability of owners to maintain and utilize them.
- The 2010 Census vacancy rate for owner-occupied units was 3.9% or 53 units for sale, which suggests an adequate choice in housing, particularly given very slow population growth. In a faster growing community, 3.9% would suggest a tight housing market.
- The 2010 Census vacancy rate for renter-occupied units was 12.8%, or 70 units for rent, which suggests an oversupply. The rental vacancy rate does not include seasonal, recreational or occasionally-used housing. Locally, it is reported there is a shortage of adequate rental housing, which means that some of the vacancies reported in the census may not be of the type, cost, or condition for adequate rental housing.

## **Housing Affordability**

- Housing prices in Dover-Foxcroft and the Dover-Foxcroft Labor Market Area (LMA) are considered "affordable" according to Maine Housing (Maine State Housing Authority).
- Rental housing in Dover-Foxcroft and the Dover-Foxcroft LMA is considered "unaffordable" according to Maine Housing. Maine Housing calculated that 53% of all renter households in Dover-Foxcroft cannot afford the average 2-bedroom rent of \$711 (includes utilities).
- Affordable rental housing in Dover-Foxcroft includes three subsidized housing developments with a total of 38 subsidized family units and 56 subsidized senior units. Rents are based on income.
- The waiting list for senior units at Thayer has about 50 people listed. The combined waiting lists for family units (Country Meadows and Riverview) average around 35 people. All three housing managers indicated there was a need for more subsidized housing in Dover-Foxcroft.
- Other affordable housing options include five mobile home parks, mobile homes on lots outside parks, and accessory apartments in single-family homes.
- Foreclosed homes can also be affordable for people willing to fix them up.

## **Year-round Use and Conversion of Seasonal Housing**

- Often seasonal camps, particularly lakefront properties, are converted to homes that could be used year-round. This trend generally improves the structures and upgrades septic systems, and serves to increase property values and the local tax base. The downside is that local people are less likely to be able to afford the traditional family camp on the lake.

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- There is a need to upgrade septic systems for some camps. Conversions may also be impacting the number of rental units available.

## **Housing Conditions**

- The overall age of the housing stock can be an indicator of housing conditions. Older housing often requires more upkeep, and may need new wiring, energy-efficiency improvements and lead paint remediation, which together raise health and safety concerns.
- Dover-Foxcroft's housing on average is older than countywide and statewide.
  - According to the 2000 Census, more than 40% of Dover-Foxcroft's housing stock was built prior to 1939, compared with almost 31% countywide and 29% statewide.
  - According to the 2011 Census, about 46% of Dover-Foxcroft's owner-occupied housing was built prior to 1940 as compared to 38% countywide and 24% statewide. Most of Dover-Foxcroft's renter-occupied housing was constructed after 1940, and similar to countywide and statewide over 50% of renter-occupied housing was built after 1960.
- The last housing study to evaluate housing conditions and needs for Dover-Foxcroft was performed in 2001, and was the basis for obtaining the 2003 Community Development Block Grant. Given the age of the housing stock, it may be time to reevaluate housing conditions.
- There are a number of government programs available to towns and individuals for housing, such as those available through Penquis, Efficiency Maine, Maine Housing, and the Maine Department of Economic and Community Development Community Development Block Grant Program.

## **Regulatory Impacts on the Development of Affordable, Workforce Housing**

- Dover-Foxcroft's Land Use Ordinance (LUO) allows a variety of affordable/workforce housing options in nearly all areas of the Town. The ordinance allows higher density housing, including multifamily structures and mobile home parks, in areas served by sewer and water. Accessory apartments are allowed in all districts where residential uses are allowed. Multifamily housing and mobile home parks are also permitted in some rural districts. Clustered subdivision development is also permitted.
- Single-family mobile homes and manufactured housing are treated the same as stick-built housing and generally allowed throughout the Town. Community living arrangements, nursing homes, and convalescent facilities, and mixed use planned unit developments are also allowed in several districts.
- The dimensional requirements (road frontage, building setbacks, etc.) are not overly constraining to the development of affordable housing.
- In the future, the Town may want to allow higher densities and more flexibility in the village, such as small- and large-scale mixed-use development (second story accessory apartments above commercial uses, redevelopment of existing structures, etc.). Also, the Town should review the ordinance to assure that it will allow senior housing alternatives, such as assisted living arrangements.
- Lastly, the Town began administering the Maine Uniform Building and Energy Code (MUBEC) on July 1, 2012. Dover-Foxcroft is one of the few communities within the immediate region that is required to administer the Code because it has a population of over 4,000. This is perceived as being unfair, and may be driving up the cost of building or renovating a home in Dover-Foxcroft, and discouraging people from living and/or investing in residential properties in the Town.

## ***Section 1.4 Historic and Archaeological Resources***

Dover-Foxcroft's rich cultural heritage is evident today in its overall pattern of development and many historically significant features. The community showcases these features through the Historic Society's Blacksmith Shop and Observer Building museums, the sites on the National Register of Historic Places, the Historic District, and the recent redevelopment of the American Woolen Company Mill (Moosehead Redevelopment Project). The redevelopment of the Mill into a modern, mixed-use facility that maintains its

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historic charm demonstrates the importance of preserving important historic and archaeological features for the future. The preservation and reuse of Central Hall to serve today's uses is another example of the importance of preserving the historic assets. The Town, in collaboration with the Historical Society and others, should explore other opportunities to enhance the unique character and charm of Dover-Foxcroft, particularly those that would revitalize the downtown.

## Historic Patterns of Settlement Still Evident Today

- Dover-Foxcroft's historic patterns of settlement are still evident today. The villages of Dover and Foxcroft, two separate towns prior to 1922, developed as a result of their location along the Piscataquis River and the construction of early roads and the railroad. While the railroad is gone, the Town continues to have several state highways converging within the village. Just as in the past, the Town's open lands are being used for forestry and agriculture, and there are camps on the shores of Sebec Lake and Branns Mill Pond.
- Dover-Foxcroft currently serves as the Piscataquis County seat and the largest service center in the region. Dover's designation as the shire town of the newly-formed Piscataquis County occurred in 1838. The Town's many well-preserved historic homes and buildings are evidence of the Town's past.

## Protective Measures for Historic and Archaeological Resources

- The Dover-Foxcroft Historical Society is very active in preserving the Town's history and culture. As examples, current activities include:
  - Operation of the Blacksmith Shop Museum and the Observer Building Museum; both buildings are on the National Register of Historic Buildings.
  - Work with the Congregational Church and Foxcroft Academy to preserve, catalog, index, and display their records. The Society hopes to do the same with other churches and organizations.
  - Coordination with the Thompson Free Library to microfilm and to put up on the Internet all of the past issues of the *Piscataquis Observer* (1838 to present).
  - Collaboration with the Town and area agencies in the restoration and reuse of Central Hall.
- The Town and its partners achieved listing of the American Woolen Company Mill on the National Register of Historic Places,<sup>7</sup> and use of Historic Preservation Tax credits in the redevelopment of the mill.
- The Town's land use regulations provide some protection for historic and archaeological resources:
  - Land Use Ordinance Historic District – Historical Review Committee advises on land use activities involving structural development of properties listed on the National Register of Historic Places (See Map 4 Historic District Inset in the Volume I Appendices).
  - Shoreland zoning, floodplain and subdivision regulations provide consideration for important historic and archaeological resources, particularly if the site or structure is eligible to be listed, or listed on the National Register of Historic Places.
- There is no regulatory consideration for historic and archaeological resources that do not fall under one of the regulations cited above, such as outside the shoreland zone, floodplain, or historic district, and development not covered through the subdivision regulations.
- The Town's ordinances do not require a survey for historic or archaeological resources. However, the Town has identified many historic structures.
- The Maine Historic Preservation Commission recommends that an inventory be conducted to identify significant historic and archaeological resources so these resources can be preserved. MHPC also

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<sup>7</sup> The National Register of Historic Places is the official list of the Nation's Historic places worthy of protection. The National Park Service administers the program which is designed to coordinate and support public and private efforts to identify, evaluate and protect America's historic and archaeological resources. Some of the benefits to owners of "certified" historic structures include access to grants and technical advice for preservation activities, and access to federal historic preservation investment tax credits for income-producing properties.



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recommends there be a mechanism for review of all construction or other ground disturbing activity in known archaeological sites and other identified archaeologically sensitive areas so that development can be designed to minimize impacts to important resources. MHPC has mapped of areas sensitive for prehistoric archaeology (See Map 3 Historic and Archaeological Resources in the Volume I Appendices).

## **Significant Historic Resources and Ways to Preserve Them**

- The Historic Society's Blacksmith Shop Museum and the Observer Building Museum are both well-maintained and on the National Register of Historic Places.
- The Historical Society and its partners are working to restore and reuse Center Hall.
- The Historical Society has an extensive list of historic structures.
- Property owners are encouraged to have eligible structures and sites listed on the National Register of Historic Places, which can provide access to technical assistance, grants, and federal tax credits.
- The Historical Society encourages appreciation and support for preservation of important structures.

**Maps: Map 3 Historical and Archeological Resources and Map 4 Historic District Inset (See Volume I Appendices)**

## ***Section 1.5 Water Resources***

Clean, plentiful water is essential. Water resources provide potable water for human consumption, water for plants and animals including aquatic habitats, waterbodies for recreation, scenic beauty, and water for renewable energy production. Dover-Foxcroft has a wealth of excellent quality surface and ground water resources as displayed on Map 11 Water Resources in the Appendices of Volume I.

### **Drinking Water and Groundwater Resources**

- Dover-Foxcroft's public drinking water supply is provided by the Dover-Foxcroft Water District. The water source is Salmon Pond in Guilford. Rural area residents rely on ground water wells.
- Dover-Foxcroft has five non-community public water supplies, including the wells at the Charlotte White Center, Peaks Kenny State Park, Dover-Foxcroft's beach, and the Dover-Foxcroft Golf Course.
- Dover-Foxcroft has a band of significant aquifers, potentially capable of producing large quantities of water, located along Black Stream and Branns Mill Pond. High yield aquifers can be valuable for community or industrial water supplies, including water extraction for bottled water companies. These areas are also a source of sand and gravel resources, which can threaten ground water quality if not conducted in an environmentally sound manner.

### **Surface Water Resources**

- Dover-Foxcroft has an abundance of surface water resources with very good water quality.
- The Piscataquis River is a very significance and visible natural resources, particularly as it flows through the center of the urban area and along two major gateways to the community. In addition to its scenic attributes, the river is used for hydroelectric power and recreation, and provides important plant and wildlife habitat. The water quality of the river has improved dramatically over the past decades due to ongoing efforts by the State and communities along its length.
- Sebec Lake is also a significance water resource that is shared with several other communities. It is important for recreation, and as fisheries and wildlife habitat. Two volunteers monitor the lake's water quality, and the lake has above average water quality.
- Other water bodies include Branns Mill Pond, Garland Pond, Snow's Pond, several other small ponds, and many wetlands. Water quality monitoring indicates that Garland Pond has average water quality. Water quality monitoring of other ponds does not appear to be occurring, but should be encouraged.
- There are many streams and brooks, including: Alder Stream, Black Stream, Bog Brook, Cotton Brook, Daggett Brook, Dunham Brook, Hanson Brook, and many others.

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## Threats to Water Resources

- Potential point sources (direct discharges) of water pollution include wastewater outfalls, landfills, transfer stations, salt piles, service stations, fuel storage facilities, junkyards, malfunctioning septic systems, chemical pipelines, and other similar uses.
- There are two wastewater outfalls to the Piscataquis River: the Water District discharge and the Town's wastewater treatment plant discharge; both are licensed and in compliance. Storm water separation was completed within the past decade, which means combined overflows of untreated water no longer occur.
- The Town's closed landfill, transfer station, and sand/salt facilities are secure and currently meet Maine DEP standards. The Town has a covered salt storage facility, and sand is stored separately outdoors. The facility is located in an area served by public water so it is unlikely to affect drinking water. Water quality monitoring is done at the closed landfill and at the construction/demolition debris landfill.
- The Town is not aware of any other potential point-sources of water pollution at this time.
- Every community has non-point sources of pollution. The issue is whether these sources are causing significant levels of pollution and whether steps are being taken to mitigate the pollution.
- Non-point sources of pollution are usually the result of stormwater runoff that flows over the ground until it reaches a waterbody. Stormwater runoff can carry pollutants, such as soil, fertilizers, pesticides, manure, and petroleum products that may originate from places like farms, driveways, roads, golf courses, forestry operations, and lawns located within a watershed. This type of pollution can be particularly harmful to lakes and ponds. Dover-Foxcroft's lakes and ponds have good water quality; however ongoing development is a potential threat.
- Water extraction can lead to the depletion of water supplies that can have impacts on adjacent properties and other users of the water source.

## Protection for Water Resources

- Both regulatory and non-regulatory tools are used to protect important water resources.
- The Town's public water supply, Salmon Pond in Guildford, is well-protected because the Water District owns most of the land around the pond and manages uses on the pond to protect the water quality.
- Federal, state and local regulations provide considerable protection for water resources, however, given the importance of these resources and the fact that once they are contaminated it can be extremely expensive, if not impossible, to restore them, the Town should do the following:
  - Be vigilant about enforcement of existing regulations, including notifying state authorities about potential violations.
  - Review the Town's existing regulations, and consider amendments to improve protection where needed (a few recommendations are provide below).
  - Maintain adequate and compliant shoreland zoning and floodplain regulations.
  - Amend land use ordinances to provide protection for non-community water supplies (e.g., Charlotte White Center, Dover-Foxcroft Golf Course) to include notification when development is proposed in the vicinity of wellheads and to establish wellhead protection zones.
  - Amend land use regulations to be consistent with current state and federal laws. For example, the MaineDEP recommends that towns utilize stormwater runoff performance standards<sup>8</sup> consistent with the state stormwater law.
- Two other areas for improving regulatory protection for water resources include:
  - More protection for lakes and ponds through specific guidance to developers on how to reduce phosphorus runoff.

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<sup>8</sup> *Stormwater Management Law and Stormwater Rules (Title 38 MRSA Section 420-D and 06-096 CMR 500 and 502) and reference the current stormwater manual.*

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- More protection for significant aquifers through requirements to prohibit potentially contaminating uses in recharge areas.
- Lastly, with respect to regulations, every permit for development should require consideration for impacts to important water resources, such as protection for wellheads, appropriate septage disposal, storage and use of potentially polluting materials, stormwater runoff and contamination of water bodies, etc.

## **Public Works Use of Best Management Practices to Protect Water Resources**

- The Public Works Department (PWD) uses best management practices to protect water resources in their daily operations, including on Town-owned property and Town projects (e.g., salt/sand pile maintenance, culvert replacement, street sweeping, and public works garage operations).
- PWD personnel should receive periodic training, and perhaps certification, to stay up-to-date on best management practices and regulations designed to protect water quality.<sup>9</sup>
- The Town can continue to promote state training and certification for private contractors by publicizing the state programs.

## **Opportunities to Partner with Local or Regional Advocacy Groups**

- There are many non-regulatory approaches to protecting water resources that can involve coordination with government agencies, non-profit groups, and volunteers.
- The Town is a partner in the Piscataquis County Economic Development Council's Brownfield's Program, and recently completed a Brownfield's cleanup at the former "Maine Leathers Tannery" site on Vaughn Road.<sup>10</sup> The Council is also seeking to conduct a county-wide environmental assessment to identify other sites that may require remediation.
- The Sebec Lake Association and two water quality monitors advocate for protection of Sebec Lake. The organization also monitors for invasive plants.
- Lake associations and volunteer water quality monitors should be encouraged for all the Town's ponds.
- Statewide lake protection organizations include the Maine Lakes Society, the Maine Environmental Lakes Association, and the Maine Volunteer's Lake Monitoring Program.
- The U.S.D.A. Natural Resources Conservation Service and Piscataquis County Soil and Water Conservation District have a number of programs available to protect water quality, including educational materials, technical assistance, and in some cases funding for water quality protection and restoration projects.
- The Maine Department of Environmental Protection offers programs for water quality protection including educational materials, technical assistance, and grants for specific projects, including replacement of failing wastewater disposal systems for income eligible individuals. The Maine Department of Inland Fisheries and Wildlife has an interest in water quality for fisheries and wildlife habitat.

**See Map 5 Water Resources (Volume I Appendices)**

## ***Section 1.6 Critical and Important Natural Resources***

Natural resources contribute greatly to the economy and quality of life in Dover-Foxcroft and the Maine Highlands Region. The Maine Highlands are renowned for their vast undeveloped forestlands; numerous lakes, ponds, rivers, streams; mountains; outstanding wildlife and fisheries; and scenic beauty. The area is known for forest products, for nature-based tourism and recreational opportunities such as wildlife watching, fishing, hunting, boating, snowmobiling, ATVing, canoeing, hiking, cross-country skiing, as well as other activities.

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<sup>9</sup> Training is available through state agencies, such as the Maine Department of Environmental Protection.

<sup>10</sup> A program through the U.S. Environmental Protection Agency designed to deliver land and buildings that have real or perceived hazardous materials back to the marketplace.

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Critical natural resources are those most vulnerable to the impacts of development, including sensitive shoreland zones and floodplains; large habitat blocks; multi-function wetlands; essential wildlife habitats for threatened and endangered species, and other species of special concern; high value waterfowl and wading bird habitats; high value deer wintering areas; significant vernal pool habitats; and significant fisheries habitats.<sup>11</sup>

Critical rural areas are areas deserving maximum protection from development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland and forestland; high value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural community.<sup>12</sup>

Maine's Comprehensive Planning Rules<sup>13</sup> define critical natural resources as those natural resources which under federal and state law warrant protection from the negative impacts of development, including the following:

- Resource protection areas established by Maine's Shoreland Zoning Act.
- Wetlands of special significance identified in the MaineDEP's wetlands and water bodies protection rules.
- Significant wildlife habitat as defined in Maine's Natural Resources Protection Act (NRPA).
- Threatened, endangered and special concern animal species identified by Maine Endangered Species Act.
- Significant freshwater fisheries spawning habitat identified by Maine's Departments of Inland Fisheries and Wildlife, and Marine Resources.
- Threatened or endangered plant habitats identified by the Maine Natural Areas Program.
- Imperiled or rare natural communities identified by the Maine Natural Areas Program (MNAP).

Important natural resources as defined by the Growth Management Act are those areas in the community important for strategic conservation planning purposes, and not classified as critical natural resources, comprised of one or more of the following: 1) large habitat blocks and habitat connections as identified by the Beginning with Habitat Program (BwH);<sup>14</sup> 2) Focus Areas of Statewide Ecological Significance as identified in Maine's Wildlife Action Plan, prepared by the Maine Department of Inland Fisheries and Wildlife (MIFW); and 3) Exemplary Natural Communities as defined by the MNAP.

### **The Extent and Nature of Important Natural Resources**

A number of critical and important natural resources have been identified in Dover-Foxcroft by state agencies and their partners. Most of these are displayed on Map 6 Important Habitats and Natural Areas in the Volume I Appendices, and include:

- Significant wildlife habitats: which if mapped and rated, are protected through the NRPA.
  - Numerous waterfowl and wading bird habitats, moderate and high value, protected through NRPA.
  - One significant vernal pool, mapped, rated, protected through NRPA.
  - Numerous candidate deer wintering areas, none rated, not protected through NRPA.
- Essential wildlife habitats (rare animals): protected or managed under the Maine Endangered Species Act:
  - Tidewater Mucket (threatened)
  - Bald Eagle (special concern)
  - Canada Lynx (special concern)

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<sup>11</sup> Maine's Growth Management Act

<sup>12</sup> Maine's Growth Management Act; some of these are discussed in other sections of this Plan.

<sup>13</sup> Maine's Growth Management Act

<sup>14</sup> The Beginning with Habitat Program includes Maine Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon, Maine Land Use Team, U. S. Fish and Wildlife, Maine Cooperative Fish and Wildlife Unit, Southern Maine Regional Planning, Nature Conservancy and Wells National Estuarine Research Preserve. Maps at <http://www.beginningwithhabitat.org>

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- Wood Turtle (special concern)
- Rare, threaten and endangered plants with very limited protection: 3 threatened species and 4 species of special concern.
- Rare and exemplary natural communities and ecosystems:
  - Raised level bog – Bud Leavitt Wildlife Management Area (State).
  - Northern white cedar swamp – Foxcroft/ Sangerville Bog – many rare plants, candidate deer wintering area – limited protection through NRPA (for wetlands), and Forest Practices Act.
  - Enriched northern hardwoods forest (maple-basswood-ash) – Center Range Road – very limited protection through Maine Forest Practices Act.
- Significant fisheries:
  - Piscataquis River – Atlantic salmon spawning and rearing habitats, American eel habitat.
  - Sebec Lake – outstanding landlocked salmon fishery, wild brook trout habitat, excellent coldwater fishery. (Sebec Lake is one of the original landlocked salmon fisheries in Maine).
  - Sebec Lake tributaries, Piscataquis River, Black Stream, Daggett Brook, few other streams - wild brook trout habitat.
  - Important sport fisheries in other water bodies, such as Branns Mill Pond with small and large mouth bass, chain pickerel, white perch and stocked brook trout.
- Alder Stream Focus Area: Area of Statewide Ecological Significance:
  - Large area in Atkinson with some portions in Dover-Foxcroft and Garland.
  - Includes wetlands, waterfowl and wading bird habitats, deer wintering areas, Atlantic Salmon habitat, wild brook trout habitat, and a Raised Level Bog Ecosystem.
  - Includes the Bud Leavitt (Bull Hill) Maine Wildlife Management Area, managed by the MDIFW (908 acres in Dover-Foxcroft).
  - Includes a portion of the Greater Alder Stream/Piscataquis River Project located in the southeastern corner of Dover-Foxcroft (about 137 acres in Dover-Foxcroft owned by the Northeast Wilderness Trust). The entire project straddles both Piscataquis and Penobscot counties and consists of a roughly 20,000-acre complex of protected lands.
  - Large habitat blocks and habitat connections – extensive with some barriers (development, roads, bridges, culverts) to wildlife, including fish.
  - Important shorelands, multifunction wetlands and floodplains.
- Conservation land in Dover-Foxcroft includes:
  - Bud Leavitt Wildlife Management Area (State) – 908 acres.
  - Northeast Wilderness Trust – 137 acres.
  - Peaks-Kenny State Park - 562 acres.
  - Several landowners with land in the “open space” property-tax designation – 40 acres.

### Protection for Critical and Important Natural Resources

- The very rural nature of the Dover-Foxcroft region provides extensive and rich natural habitat for a variety of plants and animals. While development threatens natural habitats through direct loss of habitat and through fragmentation of existing large areas of habitat, it presents less of a threat in the Dover-Foxcroft region than in more developed areas of Maine.
- Fragmentation of habitats by roads (particularly high-speed travel corridors), buildings and other development isolates some plants and animals limiting their ability to travel, feed and reproduce. Fragmentation also creates an edge effect where disturbed areas between developed and natural areas are more easily colonized by non-native species. As development and fragmentation continues, more rare species can become increasingly threatened.



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- Dover-Foxcroft's efforts to encourage and support development in its urban areas through land use regulations and provisions for infrastructure help direct development away from important wildlife habitats and natural areas.
- Shoreland zoning and protection of shoreland areas is critical to conserving water quality, and both terrestrial and aquatic habitats.
- Conservation of critical and important natural resources serves multiple purposes. For example, maintaining large tracts of forestland for forestry can benefit many species of wildlife, help maintain water quality, and provide areas for recreation.
- Protection for important natural resources can be both regulatory and non-regulatory. A balance of federal, state and local regulations combined with education and conservation measures can provide considerable protection.
- The primary state and federal laws designed to protect critical and important natural resources include the Federal and State Endangered Species Acts, the Maine Natural Resources Protection Act (NRPA), and the Forests Practices Act.
- Maine's Natural Resource Protection Act (NRPA) regulates activities in, on, over or adjacent to natural resources, such as lakes, wetlands, streams, rivers, fragile mountain areas, high and moderate value waterfowl and wading bird habitats, high and moderate value deer wintering areas, and significant vernal pools.
- Enforcement of state laws by state agencies can be sporadic due to staffing levels relative to the vast areas to be monitored, which can mean that compliance with regulations is primarily left to individual landowners. In many communities there is greater monitoring and enforcement of state and federal regulations through the local code enforcement officer.
- Dover-Foxcroft's land use regulations provide some protection for critical and important natural resources, including:
  - Shoreland zoning, consistent with state law, and consistent with neighboring municipalities.
  - Subdivision regulations, consistent with state law, and with conservation subdivision provisions.
  - Town-wide zoning and urban infrastructure to encourage many types of development in built-up areas as opposed to rural areas, thereby reducing impacts to important natural areas.
  - Dover-Foxcroft's land use ordinance site plan review, review criteria and performance standards address a number of natural resource concerns.
- Local regulations could be improved by incorporating the information in this Comprehensive Plan into future land use planning and permitting, and using it to educate landowners.
- Local regulations could require that projects potentially impacting identified habitats be reviewed by scientists at the Maine Department of Inland Fisheries and Wildlife or Maine Marine Resources agencies.
- Other issues that might be considered include addressing wildlife and fisheries concerns associated with cell towers, wind turbines, and high-speed highways and major utility corridors.
- The Public Works Department's use of best management practices to protect water quality benefits aquatic habitats and fisheries. Bridges and culverts can be designed to allow fish passage.

### **Partners in Conserving Natural Resources**

- Regional and inter-agency collaboration is important to conserving critical and important natural resources because habitats often extend across town boundaries. Many natural resources, such as unfragmented habitat blocks, moderate to high value water fowl and wading bird habitat, deer wintering areas, the Alder Stream Focus Area, the Foxcroft/Sangerville Bog, Atlantic Salmon and brook trout fisheries are all shared natural resources.
- The State of Maine and several organizations are actively protecting and conserving important natural resources in Dover-Foxcroft and the region. Examples include:

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- State facilities - Peaks Kenny State Park and the Bud Leavitt Wildlife Management Area.
- The Northeast Wilderness Trust's Greater Alder Stream/Piscataquis River Project which includes land in Dover-Foxcroft, Atkinson and Garland.
- The Sebec Lake Association efforts to protect Sebec Lake resources, including the tidewater mucket, the bald eagle, brook trout, landlocked salmon, loons, etc.
- The Piscataquis County Resource Conservation Service's educational programs and materials.
- Other shared natural resources where coordinated efforts might benefit include:
  - Sangerville/Foxcroft White Cedar Bog
  - Alder Stream Focus Area
  - Black Stream brook trout habitat
- In general, planning boards and code enforcement officers from neighboring towns should monitor and reference adjacent shoreland zoning issues in neighboring municipalities when addressing shoreland zoning in their own towns.

**See Map 6 Important Habitats and Natural Areas (Volume I Appendices)**

### ***Section 1.7 Community Services and Facilities***

Community facilities and services are provided to protect the public health and safety, and to insure the general welfare and well-being of residents and visitors. The availability and adequacy of these facilities and services reflect the community's desirability as a place to live, work, recreate, and locate a business. The condition and capacity of these services and facilities is examined to determine what improvements might be needed to serve and/or stimulate population growth and economic development within the next ten years and beyond.

#### **Overall Adequacy of Municipal Services to Meet Changes in Population and Demographics<sup>15</sup>**

- Population growth and economic development is needed to provide the property-tax base and economic vitality necessary to support adequate community facilities and services. The population is projected to remain stable, but increasingly older overall.
- As the primary service center and county-seat, Dover-Foxcroft plays an important role within Piscataquis County. Equitable and mutually beneficial sharing of services and facilities among the communities, county and state is important to consider in looking ahead.
- All of the community's facilities and services will continue to require ongoing maintenance and upgrades to meet future needs.
- Some of the most significant needs include:
  - Adequate high-speed internet to residents and businesses.
  - Affordable and renewable energy options.
  - An affordable solution to address solid waste disposal as of the March 31, 2018 contract termination with the Penobscot Energy Recovery Company.

#### **Partnerships to Share Services to Reduce Costs and Improve Services**

- As the region's primary service center and county seat Dover-Foxcroft is host to a number of state and county agencies, and other organizations that provide regional services.
- Dover-Foxcroft is a partner in sharing services for the following:
  - Overall emergency planning and disaster response is a collaborative effort between the Piscataquis County Emergency Management Agency, the Dover-Foxcroft Police, Fire and Highway Departments, Mayo Regional Hospital and Ambulance, the Piscataquis County Sheriff's Office, the Maine Department of Inland Fisheries and Wildlife, the Maine Bureau of Forestry, and the Maine State Police.

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<sup>15</sup> Also see Section 1.8 Parks, Recreation and Open Space, and Section 1.9 Transportation.

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- Dispatch for emergency calls is primarily provided through the Piscataquis County Emergency Communications Center located in Dover-Foxcroft.
- The Dover-Foxcroft Fire Department has mutual aid agreements with communities in Piscataquis County and neighboring Penobscot County communities.
- The Dover-Foxcroft Police Department receives assistance from the Piscataquis County Sheriff's Department and State Police, and has mutual aid agreements with Brownville, Milo and Greenville.
- The Maine Regional School Unit School #68, a pre-k system, includes the towns of Dover-Foxcroft, Charleston, Monson and Sebec. The district contracts with Foxcroft Academy, a private high school in Dover-Foxcroft to provide an education for its secondary students in grades 9-12. The district also operates an adult education program.
- The Dover-Foxcroft's Regional Solid Waste and Recycling Facility is utilized by the communities of Atkinson, Barnard, Bowerbank, Sebec, Sangerville and Dover-Foxcroft.
- The Dover-Foxcroft Library allows non-resident use at \$20 per year.
- Dover-Foxcroft utilizes the services of the Piscataquis County Economic Development Council to promote economic development in the Town and the region.

## **Dover-Foxcroft Water District**

- The Water District has substantial excess capacity to meet future needs, with its current capacity at about 670,000 gallons per day. Excess capacity is about 61% of total capacity.
- The District has made considerable progress in upgrading the water supply system, but there is more work to be done. The District is developing a 15-year plan for future upgrades to improve service and efficiencies. Funding comes from state and federal loans/grants, and user fees.
- The District does not anticipate any line extensions or an expansion of the service area. The District also does not have a policy to require hook-up if a water line runs past or nearby a particular location.
- Areas designated for future growth and development should consider those areas most easily served by the public water supply system. The capacity of the system to serve additional development could be used as an incentive for development.
- The Town should support the District in planning for future development, and in upgrading and expansion of the system, as needed. In some cases the Town has access to funds that the District does not have access to, such as Community Development Block Grants.

## **Wastewater Department**

- The wastewater treatment system has considerable excess capacity to serve additional wastewater, including from new users, and is generally in good condition.
- The Town adopted a sewer ordinance in 2010 that requires the owner of any habitable building situated within the service area and within 200 feet of an existing sewer main to connect to the system.
- The Department's major capital needs for the next decade include: upgrade of lagoons #2 & #3 aeration systems for electricity conservation; upgrade/replacement of the storage building heating system, and driveway and parking area paving.
- Areas designated for future growth and development should consider those areas most easily served by the sewer system. The capacity of the system to serve additional development should be used as an incentive for development.

## **Disposal of Septic Tank Waste**

- Individuals pay private haulers to dispose of septic tank waste at licensed facilities outside of Town.
- The wastewater treatment facility is not licensed to receive septic tank waste, but there is some discussion about the department becoming licensed to do so in the future.

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## Stormwater Management Facilities

- Stormwater systems consist primarily of roadside ditches, and catch basins and drainage pipes along state roads and most Town roads in the urban area.
- MaineDOT is responsible for the system along state roads and highways.
- The Public Works Department is responsible for drainage systems along Town roads, and works with the Wastewater Department in managing the stormwater system in the urban area.
- Most of the Town's urban area stormwater system is comprised of old abandoned sewers dating back to the 1920s. System failures (flooding) are most risky during periods of heavy rain fall and snow. The Town should study this situation to determine what is needed.
- The Town's land use regulations should be consistent with state stormwater regulations to address cumulative impacts from future development.

## Education

- Dover-Foxcroft's schools offer an excellent education to the community's students.
- RSU #68's SeDoMoCha Elementary and Middle School facilities are in good condition and no major capital improvements are anticipated within the next ten years. Student enrollment is stable with a slight increase in enrollment expected in the future. RSU anticipates having adequate capacity to serve the expected enrollments.
- Foxcroft Academy, a private school, contracts with RSU #68 to provide education for grades 9-12. The facilities are in excellent shape. The school's ten-year facility plan is to add instructional space, as needed, and to include a gym addition, auditorium, student union, and instructional classrooms. Foxcroft Academy will be able to support the educational needs of the community as it anticipates that enrollment rates will decline and be steady at around 300 students per year (400 students total with 100 boarding students each year). Boarding students are often from other countries which add to the cultural experience for local students. More community interaction with international students would be beneficial.
- Both schools are located within the urban area near residential neighborhoods. Sidewalks extend to the schools allowing staff and students to walk to and from the schools. Both schools are also located within the Land Use Ordinance's Village District, which is designed to support residential and other compatible uses at relatively high densities. As in many rural northern Maine communities, the climate combined with safety issues, makes walking or bicycling to and from school challenging. MaineDOT grants are available to improve pedestrian facilities connecting residential areas to schools.

## Emergency Response Systems

- Emergency services, while generally adequate at this time (with a few exceptions), can be significantly impacted by future development and other changes, such as more extreme weather events and economic downturns. Meeting government mandates, insurance requirements and staying abreast of technological improvements can be costly and challenging. Federal grants are available to assist in covering the costs of some equipment and programs.
- The Piscataquis County Emergency Management Agency coordinates emergency planning and response. The Agency is developing an updated Emergency Operations Plan for the County.
- The Town is developing a flood emergency action plan for 3 dams that are on tributaries to the Piscataquis River. The Town participates in the Federal Flood Insurance Program.
- Emergency communications (radio) could be improved within rural areas of the County and Dover-Foxcroft to eliminate "dead spots", such as at Sebec Lake.
- Emergency shelters and warming centers are available in Dover-Foxcroft, including the Town's Fire Station, the Town Office Complex, and the Town's Police Station. Both the Police and Fire Stations have generators. Foxcroft Academy has been identified as another location with the capacity to handle emergency shelter.

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- The Police Department has adequate staffing for the foreseeable future. The Police station (1821 building with an addition) needs a number of capital improvements to improve operations and energy efficiency. The Department replaces its two primary cruisers every three years and seeks grants for the other two cruisers. Other major capital expenditures include ongoing equipment upgrades and purchases.
- The Fire Department, a volunteer department, may have to seriously consider increased staffing to handle administrative functions and provide necessary coverage when volunteers are usually at their day jobs. Area towns are becoming more and more reliant on the Department due to the decline in the size of their populations, and fewer volunteers. The Fire station was constructed in 1927, with an addition added in 1955. A number of capital improvements are scheduled for the facility. Other major capital expenditures include ongoing equipment upgrades and purchases.

## **Solid Waste and Recycling System**

- The regional transfer station and recycling facility should be adequate for the foreseeable future.
- The Town will need to address solid waste disposal in anticipation of the March 31, 2018 contract termination with the Penobscot Energy Recovery Company.
- The recycling rate has remained stable at about 40% of the waste stream. The sale of recyclables increases revenues and decreases the cost of disposing of non-recyclables. More publicity and incentives can be used to encourage recycling. A “pay-as-you-through” system is an option, but would require public support. Any increase in commercial haulers fees provides a monetary incentive, since recycling is free.

## **Telecommunications and Energy Infrastructure**

- Adequate and affordable high-speed internet throughout the Town is a very high priority. Existing service is very inadequate and a significant constraint to future prosperity.
- Reliable cell phone service at acceptable speeds is not available in all areas of the Town.
- Central Maine Power provides electrical service to the Town. There is a CMP substation located in Dover-Foxcroft. Three phase power is available within the urban area, and along major highways and some roads extending into the rural areas. Adequate capacity for major industrial operations, depending on their location, is an issue.
- Emera Maine (Bangor Hydro) provides service to a few areas in northeastern parts of Dover-Foxcroft.
- More affordable energy and more renewable energy options are needed. The Town’s Riverfront Redevelopment Project is to include hydro, solar and geothermal power.

## **Health Care Facilities and Public Health and Social Service Programs**

- Many health and social services are available in Dover-Foxcroft, such as through the Mayo Hospital and other social service and private facilities.
- Where services aren’t available locally, residents may travel to Bangor, or even further for specialized services. Specific services that are not available locally include:
  - Maine Department of Health and Human Services office in Piscataquis County.
  - Drug treatment facilities (methadone clinic) in Piscataquis County.
  - Dialysis treatment facility, Brewer is the closest.
  - Some cancer treatments, Bangor area is the closest.
- The needs of the region’s aging population are served by the Mayo Hospital and Nursing home, and other senior housing facilities. The Town is actively pursuing more senior housing options.
- The Maine Highlands Senior Center is a new non-profit organization whose goal is to repurpose Central Hall to house “The Maine Highlands Senior Commons,” an event and activity center, and “The Highlands at Central Hall,” a medical model adult day center for dependent seniors.

## **Other Town Facilities and Services**



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- The Town's Administrative Capacity should be adequate for the foreseeable future.
- The Town Office Complex houses administrative offices and leased space. The facility is in fairly good condition and is large enough to serve the community's needs well into the future. The Town would like to lease additional space.
- The sharing of administrative functions between the Town and other entities could be explored.
- Overall, Public Works facilities, planned equipment replacements, and staffing should be adequate for the foreseeable future.
- Thompson Free Library would like to make a number of improvements to the Library and hire a literacy specialist. Trust funds and fundraising will be used extensively.
- Town Cemeteries will be more than adequate for the next decade and beyond. Increasingly people are choosing cremation, which takes less space than burials, and in some cases ashes are not buried.
- Nearly all of Dover-Foxcroft's public facilities are located within the existing urban area, and nearly all future investments are anticipated to be located within the urban areas.

## **Tree Planting and Maintenance Program**

- Dover-Foxcroft has an ongoing tree planting and maintenance program for the downtown and in-town areas, and plans to expand the program into rural areas. Tree planting and landscaping enhance the downtown and riverfront areas to create more vibrant, pedestrian friendly public spaces. Many of the improvements will be made using grants, donations, and volunteer efforts.
- Dover-Foxcroft officially became a Tree City USA Community on Arbor Day 2013.

**See Maps 8 and 9 Community and Recreation Facilities and Map 11 Water and Sewer Systems (Volume I Appendices)**

## ***Section 1.8 Parks, Recreation and Open Space***

Parks, recreation and open space are important to the quality of life in Dover-Foxcroft. These amenities provide places where people can pursue healthy lifestyles socializing, recreating, and exercising. Public access to parks, trails, open space and water bodies allows for many recreational activities, such as boating, fishing, swimming, ice skating, walking, camping, picnicking, hiking, snowshoeing, cross-country skiing, snowmobiling, ATV riding, hunting, trapping, and wildlife and bird watching. Parks and open space also provide habitat for wildlife and contribute to the scenic beauty of the area.

Dover-Foxcroft's recreational and cultural offerings also include indoor facilities, such as the YMCA, the library, museums and Central Hall. Private recreational businesses, such as the golf course and the Sebec Lake marina, also contribute to the community's recreational offerings.

Publicly accessible open space and water bodies and recreational and cultural resources are economic assets for ecotourism, second-home development, and overall population and economic growth in the region. Dover-Foxcroft sits at one of the primary gateways to the Highlands Region. As the largest community in the region, the Town has much to offer those recreating, vacationing and living in the region, including its historic downtown, museums, theater, the Piscataquis River, Sebec Lake, Peaks Kenny State Park, the YMCA and the Piscataquis County Fairgrounds.

## **Recreational Facilities and Programs**

- Dover-Foxcroft's parks and recreation program is a collaborative effort between the Town's Recreation Committee, Foxcroft Youth Sports and the Piscataquis Regional YMCA.
- The Town-appointed Recreation Committee is responsible for providing direction for recreation programs and facilities. The goal is to provide programs and facilities for people of all ages.

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- There appear to be gaps in recreation programs for very young children, and for children and teens looking for alternatives to the sports programs offered. A number of families transport youth to gymnastic, dance and other programs available in Bangor.
- Given funding constraints and other higher priorities, such as roads, it is unlikely that additional resources from the general budget will be forthcoming. The Town will need to prioritize facility improvements and recreation programming, continue to rely heavily on volunteers, and seek other funding sources.
- Since population projections do not suggest much growth over the next ten years, the current level of recreation programs and facilities should generally be adequate. However, the following should be noted:
  - Demographic trends indicate an overall older population in the future.
  - If the Town wants to attract more residents, of particular age groups (retirees, young families), then programs and facilities should be designed to meet their needs.
  - Overall, more residents in Town and users of programs and facilities may make them more cost-effective to provide.

### **Specific Recreational Needs**

- Ongoing maintenance is necessary at all of the Town's recreation facilities, but the Town has limited funding dedicated to recreation.
- The following potential needs have been identified:
  - Riverfront Walk along Piscataquis River - portable toilets and exercise stations.
  - Browns Mill Park - benches, picnic tables, gazebo, and amphitheater.
  - Cove Boat Landing - address build-up of sediment and vegetation alongside boat launch.
  - More/better access is needed to Sebec Lake; existing facilities can become crowded during the summer.

### **Open Space Available for Public Recreation**

- There is a wealth of publicly-owned or publicly accessible open space available for recreation.
- Town-owned open space within urban areas is particularly valuable because many people can walk to these areas, such as the Riverfront Walk Park, Browns Mill Park, and Kiwanis Park. The public also has access to open areas at the Piscataquis County Fairgrounds.
- State-owned open space includes Peaks Kenny State Park and the Bud Leavitt Wildlife Management Area.
- Most of the land in Dover-Foxcroft is privately owned, including large tracts of working forests. Most landowners allow public access for a variety of uses. However, as land becomes developed public access is often restricted and issues such as the relocation of snowmobile trails or posting of land traditionally used for hunting may present challenges.

### **Public Access to Significant Water Bodies**

- Overall, public access to important water bodies appears to be adequate.
- Sebec Lake has one Town-owned access (beach, marina) and two state accesses (boat launch and at Peaks Kenny State Park). Town-owned moorings are leased to Merrill's. Improved access is needed during busy seasons.
- Piscataquis River: three boat and/or canoe accesses - Cove Boat Landing, Vaughn Road (East Dover) Launch, and Browns Mill Park. The Riverfront Walk Park is along the River.
- Branns Mill Pond State Boat Launch (more parking needed).
- Garland Pond has Town-owned canoe/small boat access.
- Carry-in access to Snow's Pond and Dunham Pond.

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## Recreational Trails

- There are a number of non-motorized trails including:
  - The in-town/downtown walking routes utilizing sidewalks and shoulders.
  - Waterfront Walk (Riverfront Redevelopment Project) (may add exercise stations).
  - Browns Mill Park walking, skiing and snowshoeing trails.
  - Kiwanis Park walking trails.
  - Peaks Kenney State Park Trails for walking, skiing and snowshoeing.
  - SeDoMoCha to/from Town Office Complex nature trail.
- Trails for both motorized and non-motorized uses include:
  - Four Season's Multi-use trail – (better parking needed on Dover-Foxcroft end)
  - Snowmobile trails including two ITS routes and local club trails.
  - ATV trails, including Four Season trail and local trails.
  - Penquis Valley Bicycle Tour – 56-mile highway/road loop.
- Maintenance of trails can be costly, and in many cases is done by volunteers and with limited funding. Grants can sometimes be used for this work.
- Conflicting uses on trails is sometimes a problem, such as when non-motorized users don't want to share trails with motorized users.

## Land Conservation Mechanisms and Partnerships

- The Town does not have an open space fund or a formal partnership with a land trust.
- The only known land trust active in Dover-Foxcroft is the Northeast Wilderness Trust with its Alder Stream/Piscataquis River Project, a 20,000-acre complex of conservation lands, situated in both Piscataquis and Penobscot counties. The Trust owns 136 acres in Dover-Foxcroft.
- There are other land conservation organizations active in the region, such as the Forest Society of Maine and the Appalachian Mountain Club; both have large tracts of land in publically-accessible conservation.
- Given the amount of conserved land in the region, and publically accessible open space in Dover-Foxcroft, there does not appear to be a critical need to establish a Town open space fund, or develop a partnership with a land trust to conserve additional land at this time.

## Scenic Resources<sup>16</sup>

- Piscataquis County's scenic resources are vital to the region's economy, particularly given its dependence on second-home residents, nature-based tourism and outdoor recreation. The region's beauty also serves to attract year-round residents. As the shire town Dover-Foxcroft plays an important role in maintaining the county's scenic assets.
- The Town has worked to enhance its scenic and aesthetic character, particularly in the downtown and in-town areas. Examples include the establishment of the Historic District, ongoing beautification efforts (tree planting and landscaping), and efforts to enhance community gateways. The Town's Downtown Revitalization Plan (2003) includes recommendations for improving scenic beauty and aesthetics.
- There are a number of tools the Town could utilize to enhance its scenic character. A first step is to identify those scenic views most important to the community and then to use non-regulatory and regulatory approaches to protect and improve these views.

**See Maps 8 and 10 Community and Recreation Facilities (Volume I Appendices)**

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<sup>16</sup> Scenic areas are considered "critical rural areas" under Maine's Growth Management Act.

## **Section 1.9 Transportation**

The transportation system provides access to and from areas outside as well as within the Town. It ties together the various the land uses, and must remain efficient and functional to ensure the continued well-being and economic vitality of the community. In addition to highways, streets and bridges, transportation planning includes consideration for public parking, pedestrian and bicycle facilities, public bus transportation, and air and rail transportation.

Transportation planning and land use planning must work hand-in-hand to protect highway safety and mobility, and enhance economic opportunity, community livability, and environmental quality.

Dover-Foxcroft's transportation policies, such as those that are incorporated into capital improvements programming and land use ordinances help assure that future development does not increase traffic congestion or overtax existing roadways. Such policies also seek to assure that transportation systems function cost-effectively at acceptable levels.

### **Transportation System Concerns for the Future**

- The State Highway system is a vital economic link to the greater Bangor metropolitan area and to the Interstate. Adequate maintenance of this system is a top priority. These highways are particularly important given the lack of rail as an alternative for transporting goods to and from the region. A number of state and regional transportation planning studies have identified these corridors as being critical to the well-being of the region.
- The following should be considered within the next ten years:
  - Major upgrades to the Dexter Road (Route 7) as an important regional artery connecting Dover-Foxcroft to the Interstate and points south. The Town should consider seeking designation of this route as a State Priority 2 highway, instead of the current Priority 3 designation.
  - Adequate maintenance of the Bangor Road (Route 15) as an important regional artery connecting Dover-Foxcroft to the Interstate and the Bangor area.
  - Maintenance of other state roads within the region to provide other necessary connections.
  - Adequate maintenance and management of West Main Street and the Guilford Road including to address high crash locations. This is a congested area with many entrances and driveways.
  - Development of regulations to assure the Town's interests regarding the local economy, natural resources, scenic resources and other critical concerns are addressed when/if a highway, utility and/or communications corridor or other major development is proposed.
  - A major upgrade to East Main Street and the Bangor Road from the traffic signal downtown to the Pine Crest Business Park, to include downtown improvements, such as moving overhead utilities to improve aesthetics, sidewalk and other pedestrian amenities, and other improvements identified in downtown economic development plans.
  - Reconfiguration of the downtown intersection of South Street and East Main Street to more safely accommodate truck traffic. This intersection has a low level of service according to MaineDOT.
  - Address the cost and financing of adequately maintaining Town-owned transportation infrastructure, particularly paved roads. Consider the results and recommendations of the 2015/16 consultant study designed to evaluate specific transportation needs.

### **Conflicts Caused by Multiple Road Uses (Major Thoroughfare through the Downtown)**

- State Routes 6, 7, 15, 16, and 153 converge in the urban area, and funnel traffic to major destinations in the Town and beyond. All types of traffic are handled by these routes including local and regional traffic associated with in-town services, commuter traffic, local service trucks, logging trucks and other large trucks traveling in and through the region. This traffic inflicts a tremendous amount of wear and tear on highways and roads in Dover-Foxcroft.

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- In general, the community accepts its role as a major transportation hub for the region, but expects that as such, it deserves greater support from the State in maintaining the system.
- Minimizing conflicts in the downtown is particularly important to the viability of the downtown for commerce and social interaction.
- Traffic speeds as traffic enters Dover-Foxcroft and at dangerous locations is a concern. The Town would like to install gateway signage at key locations along the Guilford Road and the Milo Road to alert travelers of the upcoming developed areas. Gateway signage is already installed on the Bangor and Dexter Roads.

## **Planning and Budgeting for Road Maintenance and Capital Improvements**

- Dover-Foxcroft spends about \$88,000 per year for road improvements. This equals the amount of money the Town receives from the state in Local Road Assistance and only covers improvements to address crisis situations on the worst roads. This amount of funding is far below what is needed, which means that each year the Town is falling further and further behind in maintaining its transportation infrastructure. Historically, the townspeople have voted against raising an additional amount for road improvements.
- A town-wide assessment of paved road needs was completed in 2015. The assessment will be used to develop a multi-year capital plan to be considered by the public in the following years.

## **Parking**

- Public parking in downtown Dover-Foxcroft includes Town-owned parking lots, street-side parking and parking associated with County offices and other public agencies.
- There is not an adequate amount of public parking in the downtown, including parking conveniently located for businesses and activities. This is particularly evident when during special events, such as at Center Theater. Any increase in activity in the downtown including new businesses and more social interaction will further exacerbate the problem.
- Improved parking should include additional parking and management of parking through signage and integration with the street network to improve the public's use and access to these areas. More parking and improved signage would also improve traffic flow in the downtown.
- The 2003 Downtown Revitalization Plan made recommendations for improving parking, such as parking areas with paving, curbing, lighting, landscaping, signage, and well-defined pedestrian ways.
- Land Use Ordinance provisions governing parking should support and compliment the Town's desire for more economic development in the downtown and other urban areas.

## **Pedestrian and Bicycle Amenities**

- Dover-Foxcroft has an extensive network of sidewalks serving downtown shopping areas, public agencies, recreation and cultural destinations, the Mayo Hospital complex, Foxcroft Academy, SeDoMoCha School, and some residential neighborhoods.
- Adequate maintenance of sidewalks is a challenge. Given funding constraints, it is important to prioritize sidewalk improvements based on use (e.g., downtown, schools, senior housing, etc.), and to coordinate sidewalk improvements with street upgrades utilizing grant funds to the maximum extent. Snow removal and sanding of sidewalks are also a challenge.
- When sidewalks are absent, pedestrians and bicyclist utilize road shoulders. The shoulders along many streets and roads are narrow and unpaved, making walking and bicycling challenging, particularly when there is a lot of traffic. Accommodations for pedestrians and bicycles should be considered in any upgrade of highways, roads and bridges.
- The Town's land use ordinances and economic development plans for the downtown, in particular, should include consideration for pedestrian and bicycle amenities.



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## Recreational Trails

- There are a number of non-motorized trails including: in-town/downtown walking routes, the Piscataquis River waterfront walk, the Branns Mill Park trails, the Kiwanis trails, Peaks Kenny State Park trails, and the trail between the Town Office complex and the SeDoMaCha School.
- Trails for both motorized and non-motorized uses include the Four Season's Multi-use trail, and other snowmobile and ATV trails.
- Adequately maintaining trail systems is difficult given funding constraints, and is usually accomplished through volunteer efforts and some instances grant funding.
- The Penquis Valley Bicycle Tour is a 56-mile loop on highways and rural roads through portions of Piscataquis, Somerset, and Penobscot Counties, including Dexter, Dover-Foxcroft, Guilford, St. Albans, and Cambridge. Adequate, paved shoulders are important to safe use of bicycles.

## Public Bus and Taxi Service

- There are no intercity bus services providing regular service to Dover-Foxcroft. The closest intercity bus terminals are in Bangor.
- Penquis, a social service and transportation agency based in Bangor, provides public transportation (LYNX buses) and social service transportation in Penobscot and Piscataquis counties, including Dover-Foxcroft. This service is open to the public, but is most often utilized by seniors, individuals with disabilities or special needs, and those with low-incomes.
- The only taxi identified was Bragdon Taxi Service that provides services in the Bangor and Dover-Foxcroft areas. This service includes Bangor International Airport pick-ups and drop-offs, as well as long-distance transportation within Maine to all points in the Northeast.
- Public transportation services will become increasingly important as the overall population ages and is less able to own and/or drive a vehicle.
- A recent study entitled "Linking the Rural Regions of Four Counties in Maine to Enhance Transportation Opportunities and Improve Quality of Life" recommends increasing transportation options in rural areas through expansion of existing programs (Penquis) and establishing new programs to support ride-sharing, volunteer drivers, community ride boards, neighborhood cell-phone networks, and official/unofficial park and ride lots. These options would be implemented by a Transportation Management Association. Dover-Foxcroft should consider involvement with the new association, if beneficial, and/or could encourage local agencies, businesses to establish programs of their own.<sup>17</sup>

## Access Management and Land Use Regulation

- MaineDOT Highway and Driveway Entrance Rules require a permit for all new driveways and entrances (or where there is a change of use) connecting to rural portions of state highways. Driveways and entrances connecting to State mobility corridors (Guildford Road, Dexter Road and Bangor Road) are required to meet more stringent access management standards to maintain highway capacity to efficiently carry traffic that serves an intrastate purpose.
- MaineDOT Rules and Regulations Pertaining to Traffic Movement Permits address access ways expected to carry more than 100 passenger car equivalent trips in the peak hour.
- The Town's land use and subdivision ordinances contain provisions to require that new development does not negatively impact public highways and roads.
- The Land Use Ordinance addresses traffic access, circulation and parking: All uses must be designed to promote traffic safety. Uses subject to Site Plan Review must meet the following requirements:
  - Entrance and exit driveways shall be located to afford maximum safety to traffic.

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<sup>17</sup> <http://www.emdc.org>

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- Entrance/exit design shall facilitate maximum possible sight distances.
- Parking and circulation, vehicle and pedestrian, shall be safe and convenient.
- Public and private ways shall be constructed to Subdivision Standards.
- Other requirements address adequate emergency vehicle access, lighting and stormwater facilities.
- Standards Applicable to Subdivisions include:
  - Subdivisions will not cause unreasonable highway or public roads congestion or unsafe conditions with respect to use of highways or public roads existing or proposed.
  - Detailed road design standards, including required sight distances for access to public ways.
  - No subdivision may have direct vehicular access to a state highway.
  - Subdivisions generating more than 200 trips per day must have two accesses to public ways.
  - Traffic impact analysis is required for subdivisions generating more than 500 trips per day.
  - The only limitation on the length of dead-end streets is 1,000 feet for commercial or industrial streets.
- The following should be considered to improve ordinances:
  - Assure consistency with MaineDOT regulations, and require evidence of approved MaineDOT permits with applications for Town permits, as applicable.
  - Review and update as appropriate road and street standards to assure adequate sizing and design while not being overbuilt.
  - Standards to encourage more compact and efficient street systems in subdivisions.
  - Consider provisions for pedestrians and bicycles, particularly for urban areas.
  - Review list of uses to determine if transportation standards should be applicable to uses such as day care centers, churches, and service clubs (uses not currently subject to Site Plan Review)
  - Add standards to support more interconnected development designs to limit direct access to public roads, such as along West Main Street.
  - Add more specific standards for off-street parking and for loading and unloading areas, without discouraging development in the urban area.
  - Update language to cover current practices, such as the frontage requirement along a driveway built to Town standards for new development on backlots.
  - Address transportation impacts from major projects, such as an east-west highway, to include consideration for the traffic impacts on Dover-Foxcroft.

## **Air Transportation**

- The Bangor International Airport, located about 36 minutes from Dover-Foxcroft, is the closest full-service airport. The Airport provides national and international commercial passenger and cargo service as well as civil defense operations. Car rental services are available at the airport.
- The Charles A. Chase Jr. Memorial Field Airport, activated in 1958, is a very small Town-owned and operated airport. The airport is unattended, but there is a wind indicator and parking with tie downs. The airport receives very limited use. Aircraft operations for 12-month period end August 2014 were: 80% transient general aviation; 13% local general aviation; and 7% military. The airport is in a rural residential zone away from residential uses. The Land Use Ordinance does not address conflicts between airport uses and nearby residential uses.

## **Railroads**

- There are no active rail lines in Dover-Foxcroft. The rail line that once existed was abandoned a number of years ago. A portion of this line is owned by the State and utilized as a multi-use recreational trail.
- Some major industries may not locate in Dover-Foxcroft because it does not have rail service.

**See Maps 12 and 13 Transportation, and Map 14 Sidewalks and Parking in the Volume I Appendices**

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## **Section 1.10 Fiscal Capacity**

Dover-Foxcroft's financial condition with respect to meeting the community's future needs is important to comprehensive planning. While a detailed financial analysis is beyond the scope of this plan, a general assessment can provide some insight into the Town's overall ability to provide services and facilities to accommodate anticipated growth and development over the next decade. Financial information, including property valuations, tax rates, revenues and expenditures, long-term debt and capital budgeting are considered.

### **Funding Government**

- An increasing property valuation is crucial to the fiscal health of the community because property taxes currently provide about 75% of funding for municipal services. Based on state valuations for the Town, the Town's valuation increased by 43% between 2004 and 2009, when it peaked at \$318 million. Between 2009 and 2013 the valuation decreased by 7.3% to about \$294.9 million. The decrease in valuation since 2009 can be attributed to the economic recession, slow population growth and the lagging economic recovery.
- In the future, property taxes will continue to provide most of the revenues to support Town services, which is why a growing property valuation is so important. As state revenues, such as revenue sharing, local road assistance, and aid for education, continue to decrease there will be increasing reliance on property taxes.
- The Town already utilizes grants and other types of funding and financing to offset increases in property taxes, but will need to continue to explore these types of options in the future.
- The Town has little control over school and county budgets, as well as the costs of energy, fuel, and other expenses, where there is limited choice in vendors. Careful planning and budgeting will help manage future expenditures where the Town has control over costs.

### **Funding Future Capital Investments**

- Dover-Foxcroft funds capital improvements through a capital budgeting process that includes annual contributions to reserve accounts, equipment leasing, state transportation funds, tax increment financing, grants, trust accounts, and long-term borrowing, including refinancing to improve interest rates. The Town also recently hired a consultant to develop a plan for prioritizing capital improvements to the Town's paved roads.
- These funding sources and mechanisms, and others as identified, will be used to support the capital investments identified in this Comprehensive Plan.

### **Borrowing Capacity**

- The Town had approximately \$6.5 million in long term debt (principal and interest) as of the June 30, 2014. This debt is well within the legally allowed amount of debt.
- Based on the borrowing capacity analysis, the Town appears to have sufficient borrowing capacity to fund additional capital investments, but should proceed cautiously. Property valuations need to be increasing if the current level of services and facilities are to be maintained.

### **Regional Collaboration in Funding Capital Projects**

- Regional collaboration to fund capital improvements can reduce costs and increase efficiencies.
- Areas where the Dover-Foxcroft has or might share in capital improvements include:
  - Emergency services through the county, including dispatch, communications, and planning.
  - Regional School Unit School #68.
  - The Dover-Foxcroft's Regional Solid Waste and Recycling Facility.
  - Solid waste disposal through PERC through 2018; thereafter to be determined in the future.
  - Recreation facilities and programs – Piscataquis YMCA, Foxcroft Academy, etc..

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- As the primary service center and county-seat, Dover-Foxcroft plays an important role within Piscataquis County. Equitable and mutually beneficial sharing of services and facilities among the communities, county and state is important to consider in looking ahead.

## ***Section 1.11 Existing Land Use***

An analysis of land use is one of the most important elements of the Comprehensive Plan because it provides the basis for the Future Land Use Plan and the management of future growth and development. The inventory and analysis examines land use patterns, identifies development trends, and predicts how much future growth might occur. The Town's land use regulations and their administration and enforcement are also examined. Key policy issues to be addressed include: to what extent does the Town wish to direct future development; how can the Town best prepare for future development; how does the Town ensure that new development will be compatible with existing uses; and how can the Town assure that new development will not over-tax public facilities and services.

### **Recent Development Trends and Consistency with the Town's Vision**

- **Residential Development:** New residential development has been modest over the past decade consisting of about one to two small subdivisions per year (less than 15 lots each, except for one 24-unit multifamily development) and an average of about 22 new residential units per year. Trends include:
  - About ½ of subdivision lots/units (including multifamily) were in the urban area.
  - Most new single-family residences (homes and mobile homes) have been located in the rural area on lots outside of subdivisions. These new homes are often located along or near major highways, such as the Dexter Road and the Bangor Road.
  - Nearly all new units associated with multifamily housing and mobile home parks have been located in the urban area.
  - There are still vacant lots in existing subdivisions; some subdivisions are entirely vacant.
  - Land divisions to accommodate family members are common.
  - Not much residential development has occurred in the Residential District; the growth district that extends from the Village District to East Dover.
  - Developable shoreline on Sebec Lake is nearly built-out. Seasonal camps are common. Most developable shoreline along Brann's Mill Pond is built-out.
  - Conversion of camps to homes suitable for year-round habitation occurs occasionally.
- **Non-residential Development:** Non-residential development since 2009 has included commercial, public and semi-public uses. These have included three cell towers, a credit union, Family Dollar, Dunkin' Donuts, a nursing home, a nursery/garden center, Central Hall redevelopment, Foxcroft Academy expansions, Two Rivers Child Development project, several home occupations and a number of small business expansions. The Moosehead Redevelopment Project, a major mixed use development, was also developed in the downtown. With the exception of several churches and cell towers, most new non-residential uses were located in the urban area.
- **Consistency with the Vision:** Development trends have been fairly consistent with the goals of the existing Land Use Ordinance – that is, a significant proportion of development over the past decade has occurred in growth/urban areas. Where recent development trends have fallen short of the Town's vision, is in the overall limited amount of development that has occurred. Specifically, the Town would like to see more redevelopment of existing properties in the urban area including revitalization of the downtown, and build-out of the Pine Crest Business Park.

### **Regulatory Actions to Promote Development Consistent with the Vision**

- A stable population with a flourishing economy is necessary to affordably support community services and facilities over the next decade. In general, the Town should promote good quality redevelopment and new

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development in areas most cost-effectively served. The Town has more than enough public sewer and water capacity to support additional development.

- A multi-pronged growth management program will be most effective to achieving the Town's vision. This program should include land use planning and regulation, an ongoing capital improvements program, the downtown revitalization plan and other economic development plans, housing programs, and other tools designed to achieve the community's vision for the future.<sup>18</sup>
- Overall, the Town's existing designation of growth, rural, and natural resource protection areas appears to be supporting the community's vision for the future. This is within the context of current rates and types of growth.
- In considering future redevelopment and other growth opportunities, the Town should review urban area zoning to assure the following:
  - Adequate flexibility to encourage redevelopment, infill and new development at desired densities, including consideration for mixed-use developments in appropriate areas.
  - Adequate "good neighbor" standards to make more densely developed areas attractive for development and to protect existing uses and reduce the probability of conflicts.
  - An adequate amount of land available for expansion of desired uses, without encouraging sprawl that will be more expensive to serve. The Town may want to consider:
    - Expanding the Commercial District further west along West Main Street.
    - Changing the Residential District from a growth district to a transitional or rural district; the village of East Dover (cluster of homes) could be its own district.
    - Expanding the Village District in areas that would be most easily served by centralized sewer and water in the future.
- With the desire to build-out the Pine Crest Business Park, it is important to assure that land use regulations are aligned with the vision for park development.
- If the Town's vision is for more industrial development (with consideration for type of development), land areas potentially suitable for this type of development should be identified and zoned appropriately.
- With respect to "distribution corridors including highways, pipelines and high tension transmission lines"<sup>19</sup> the Town should take a comprehensive approach to address all types of corridors so that all potential, future concerns are addressed.
- The Land Use Ordinance should be amended as necessary to address uses, such as marijuana dispensaries, industrial scale energy production (pellet mills, wind, solar, geothermal), and any other potential uses that do not appear to be addressed.
- Assuming more forestry and agricultural uses are desirable, the Town should evaluate land use regulations to assure adequate protection from conflicts for these uses, and the regulatory flexibility to allow diversification, as appropriate (See Section 1.12 Forestry and Agriculture).
- Assuming the Town's desire to maintain rural character and protect important natural resources, land use regulations should be reviewed to determine their effectiveness in this regard. A number of non-rural uses are currently allowed in rural areas. While conservation subdivisions are allowed, and allow density bonuses for preservation of important open space, these provisions have never been used.

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<sup>18</sup> The findings and conclusions from each chapter of the Inventory and Analysis should be considered in the development of a multi-pronged future land use plan and growth management program.

<sup>19</sup> Moratorium Ordinance, Re: Private Distribution Corridors to Include Paved Highways, Pipelines, and High Tension Transmission Lines; enacted December 15, 2014.



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## **Non-Regulatory Actions to Promote Development Consistent with the Vision**

- Providing adequate infrastructure is fundamental to promoting desired land use patterns. The Town's public sewer and water capacity, along with adequate streets, parking, sidewalks, parks, public spaces, and services, community events, and economic incentives can be effective in promoting desired development in the urban areas.
- Adequate roads are important to rural areas, particularly those roads that serve farming and forestry operations. Roads can also have other impacts, such as encouraging sprawl in areas that may be more costly to serve and serving as barriers to wildlife habitats.
- Property tax programs, such as Tree Growth, and the Farmland and Open Space Program can support forestry, agricultural, and open space uses.
- Land conservation has been used by land trusts and state agencies in Dover-Foxcroft and the region to protect important natural resources, and is another non-regulatory option for land use planning.

## **Administrative Capacity to Manage Land Use Program**

- The Town has a full-time person who serves as the certified Code Enforcement Officer (CEO) and also serves in a number of other capacities. This person is responsible for permitting, compliance, enforcement, maintenance of records, and staffing the meetings of the Planning Board. This individual also serves as the assessor's agent assistant and maintains on-line assessing records and maps, serves as the E-911 addressing officer, and serves as the health officer and building inspector.
- The Town began administering the state-mandated MUBEC code in 2012, which increased the CEOs workload somewhat. Applicants must hire their own certified, third-party inspectors to assure compliance with MUBEC.
- Currently, the Town hires another person as a part-time plumbing inspector to permit and inspect subsurface wastewater disposal systems and plumbing installations.
- While the Town's current capacity to administer its land use regulations appears adequate at this time, any increase the amount of activity in any one of the areas of responsibility of the person serving as the CEO could impact this individual's ability to adequately manage land use permitting, compliance and enforcement.
- An efficient and effective land use permitting system is important to facilitating future growth and development.

## **Floodplain Management**

- The Town participates in the National Flood Insurance Program (NFIP), which makes federally backed flood insurance available for all buildings, whether they are in a floodplain or not. Flood insurance covers direct loss caused by surface flooding, including a river flowing over its banks, a lake storm, and local drainage problems. In order to participate in the program, the Town maintains an up-to-date Floodplain Ordinance as required by the NFIP.
- 100-year floodplains subject to the requirements of the Floodplain Management Ordinance are found along portions of the Piscataquis River, Fox Brook, Alder Stream, Black Stream, Branns Mill Pond, Daggett Brook, and Sebec Lake. The Town's floodplain maps are available on the Dover-Foxcroft website.

**See Map 15 Land Cover, Maps 16 and 17 Land Use Districts, Map 18 Shoreland Zoning, Map 20 Development Constraints, and Map 21 Soil Potential for Low Density Development (Volume I Appendices)**

## ***Section 1.12 Forestry and Agriculture***

Agriculture and forestry are significant endeavors in Dover-Foxcroft. The Town's forests and agricultural land are the foundation of its rural landscape, and combined with human settlements are an important aspect of the community's cultural heritage.

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Commercial forestry is a tradition and an ongoing source of income for landowners. Historically, Maine farms were diversified, with landowners producing various food crops for families and neighbors, and utilizing their woodlands for firewood and other forest products for personal use and for sale to local mills. Today, there appears to be resurgence in the traditional family farm and woodlot operation.

## **Forestry and Agriculture: Important Cultural, Economic, Scenic and Biological Values**

- Air and water quality protection
- Source of income for landowners and operators
- Jobs for local people
- Business for services associated with forestry and agriculture (e.g., equipment, fuel, repairs)
- Locally grown food and fiber
- Habitat for fisheries and wildlife
- Scenic, quiet, rural landscape, and open lands for outdoor recreation
- Undeveloped resource base for the future

## **Importance of Forestry**

- Commercial forestry is a mainstay of the region. While over 70% of the Town is covered with forests, there is proportionally less commercial forestry in Town than many other less-populated areas of the region.
- Nearly all forest landowners in Dover-Foxcroft are small woodlot owners, as opposed to large industrial or investment landowners.
- Two measures of commercial forestry include:
  - There are 159 parcels with a combined total of 14,000 acres of forestland enrolled in the Tree Growth Property Tax Program (intended for commercial forestry).
  - Maine Forest Service timber harvests permits indicate there are an average of 56 timber harvests per year and about 1,289 acres harvested per year.
- Pleasant River Lumber is one of the largest taxpayers and employers in the Town. The industry is a major market for spruce and white pine saw logs, and adds value to the resource for export to other areas.
- CMP Bucksport LLC has a large wood yard where wood is brought in and then shipped to the Verso paper mill in Jay.
- There are many other markets for forest products in the region and state.
- Given the vast industrial forests of the region it is likely that forestry will remain a stable and major activity in the future.

## **Importance of Agriculture**

- Commercial agriculture activity is growing in Maine, Piscataquis County and Dover-Foxcroft, as a part of the local foods and buy-local movement.
- Land cover data indicates 11% of Dover-Foxcroft is cultivated, pasture or hay land.
- In Piscataquis County between 2007 and 2015 the number of farms increased by 7%, the land in farms increased by 37%, and the average size of farms increased by 28%.
- Twenty commercial farm operations were identified in Dover-Foxcroft, and there are very likely more. Many of these operations are diversified, and the list of products include maple syrup, Christmas trees, vegetables, herbs, fruits, poultry, eggs, beef, pork, lamb, flowers, honey, hay, and many value-added products. Several of these businesses offer Community Supported Agriculture arrangements. Farm woodlots are also an important source of firewood and lumber and as income for many farms. There are also several commercial equestrian facilities.
- There are 18 parcels with a combined total of 1,541 acres, consisting of 713 acres of farm and open space, and 828 acres of woodland, enrolled in the Farm and Open Space Property Tax Program (intended for

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commercial agriculture). The number of parcels and amount of land enrolled has increased by 158% since 2005.

- Local growers organized the Dover Cove Farmers Market in 2012.
- Access to markets is a major challenge for many farms in Dover-Foxcroft.
- Many people have gardens, tap trees for maple syrup, or raise poultry or livestock for personal use.

### **Support for Productive Forestlands and Farmlands**

- Dover-Foxcroft places a high value on its productive forests and farmlands, and supports these land uses in the following ways:
  - Encouraging the use of the state's current use property tax programs (Tree Growth, Farm and Open Space Property Tax Programs).
  - Supporting the Dover Cove Farmers Market.
  - Serving as the host community for businesses and agencies that support forestry and farming, such as equipment supply businesses, livestock services, businesses that sell local products, the Piscataquis Soil and Water Conservation District, etc.
  - Land use regulations with rural areas designed to protect forestry and agricultural uses.
  - Land use regulations that support uses associated with agricultural and forestry, such as sawmills, firewood processors, veterinary clinics, and farm stands.
- The Town should consider updating its land use regulations to improve support for agriculture and forestry, such as amendments to clearly allow farms to diversity their activities, and to fully utilize their properties.
- The Northeast Wilderness Trust, which owns 137 acres in Town states as its goals to expand and further connect the network of protected lands, which includes areas devoted to wilderness, sustainable forestry, and organic farming.
- Several landowners have established land trusts for their properties.

### **Threats to Forestry and Agriculture**

- The Town is not aware of any situations where the proximity of new homes or other incompatible uses has affected the normal operations of commercial farmers or forestland owners.
- In general, the conversion of productive forest and farmland to other uses has not been a concern due to slow population growth. Population projections suggest this will continue to be the case.
- However, major developments, including some types of major highway corridors can have significant impacts, such as:
  - Directly converting productive forest and farmland to other uses.
  - Reducing the size of parcels making them less viable for commercial farming and forestry.
  - Creating barriers for agricultural and forestry operations.
  - Creating conflicts between incompatible uses.

### **Community Supported Forestry and Agriculture**

- The Dover Cove Farmers Market utilizes Town-owned property on South Street adjacent to the Chamber of Commerce. Founded in 2012, the market has significant economic and community health benefits.
- The Town could explore the benefits and possibilities for a Town forest or community garden. This could be accomplished collaboratively with an agency and/or interested landowner.
- In many ways, Dover-Foxcroft is an agricultural hub, due to the following:
  - The Piscataquis County Fairgrounds is a major asset that brings people interested in agriculture and forestry together from within the region.
  - The Dover Farmers Market has the potential to grow, and can serve farmers and consumers both from within and outside the community.

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- Two important resources for those involved in agriculture and forestry include:
  - The USDA Resource Conservation Service and Piscataquis County Soil and Water Conservation District, both located in Dover-Foxcroft.
  - The University of Maine Cooperative Extension is also located in Dover-Foxcroft.
- There are a number of statewide organizations that support forestry and agriculture, such as the Small Woodlot Owners Association, the Maine Organic Gardeners and Farmers Association, the Maine Farmland Trust. The Maine Department of Agriculture, Forestry and Conservation is the primary state agency that provides support for forestry and agriculture.

**See Map 7 Farmland and Forest Land and Map 15 Land Cover (Volume I Appendices)**

## Chapter 2 - Population Characteristics

### Section 2.1 Year-round Population: Past, Present and Future

Dover-Foxcroft's population generally increased in size, with a few fluctuations, between 1860 and 1990. The figures prior to 1922 when Dover and Foxcroft were two separate towns were combined in Figure 2-1 below. The year-round population peaked at 4,657 for the 1990 Census. By the year 2010 the population was 4,216, which was a loss of 441 individuals over the twenty years since 1990. The 2015 population was estimated to be 4,053 (Maine Office of Policy and Budget, 2013), which is 82 people less than the 2012 Census estimate of 4,135.

Population projections done by the Maine Office of Policy and Budget suggest the population will continue to decrease in size through to the 2030. These projections must be interpreted with caution. They are based on assumptions and past trends that may or may not hold into the future. In some ways, these projections represent what will happen under a business-as-usual scenario where all the moving pieces (including migration rates, life expectancies, and sprawl patterns) continue on their current trajectories.

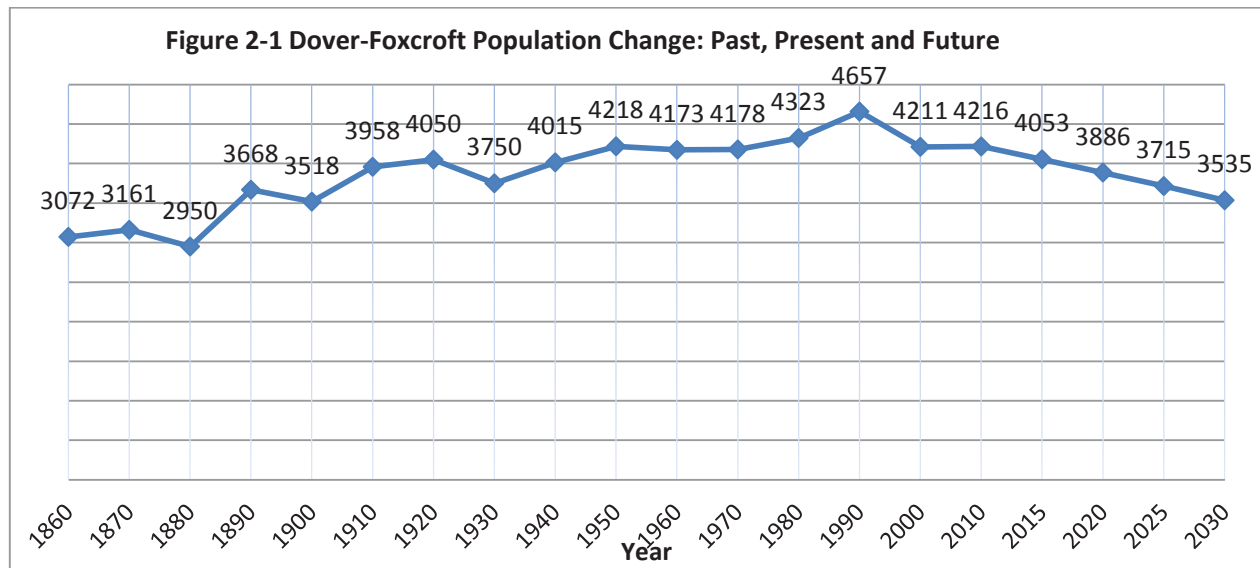


Figure 2-1, Source: U.S. Census (1860 through 2010); Maine Office of Policy and Management, 2013 (2015-2030)

### Population Growth Comparisons

The following conclusions can be drawn by looking at past population growth and state projections (Figure 2-2 and Table 2-1):

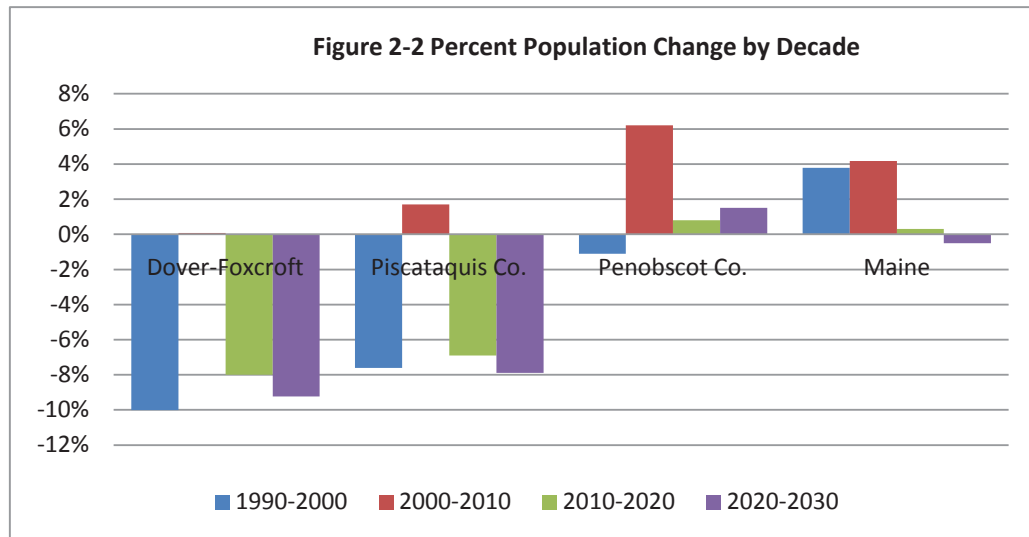
- Dover-Foxcroft's population decreased in size by about 10% between 1990 and 2010, and is projected to further decrease in size by about 16% between 2010 and 2030.
- Piscataquis County's population decreased in size by 6% between 1990 and 2010 even though there was a nearly 2% increase during the 2000s. The County's population is projected to decrease in size by 14% between 2010 and 2030.
- Penobscot County experienced a slight loss in population during the 1990s, but experienced a 5% net gain in population between 1990 and 2010. The County's population is projected to experience a 2.4% gain in population between 2010 and 2030.
- Maine experienced an 8% population growth rate between 1990 and 2010, and is projected to continue to grow very modestly between 2010 and 2020, but then decrease for a net loss in population of 0.1% between 2010 and 2030.



# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Figure 2-2,  
Sources: U.S. Census  
(1990, 2000, 2010);  
Maine Office of Policy  
and Management,  
2013 (2015-2030)

Population  
projections for  
neighboring towns,  
Penobscot and  
Piscataquis Counties,  
and area service  
center communities,  
may be helpful in  
determining how



Dover-Foxcroft might approach the future. With the exception of Garland, all of Dover-Foxcroft's neighbors are projected to experience losses in population. Area service centers, Dexter, Guilford, Greenville and Lincoln, are also projected to lose population. Areas where the population is projected to grow, albeit modestly, include Newport, the City of Bangor, and Penobscot County.

Again, it is important to note that the projections are based on the past, and do not take into consideration any unanticipated changes such as the loss or gain of a major employer. However, if Dover-Foxcroft desires to grow its economy, which means maintaining a stable population, it should look to those communities where growth is anticipated to determine how to take advantage of any connections or collaborations.

Table 2-1 State, County and Regional Population Change: 2000 through 2030

Place	Population		Population Projected				% Change From Previous Period					Total % Change 2010-2030
	2000	2010	2015	2020	2025	2030	2000-2010	2010-2015	2015-2020	2020-2025	2025-2030	
Dover-Foxcroft	4,213	4,216	4,053	3,886	3,715	3,535	0.1%	-3.9%	-4.1%	-4.4%	-4.8%	-16.2%
Atkinson	325	326	314	301	288	275	0.3%	-3.8%	-4.0%	-4.3%	-4.7%	-15.7%
Bowerbank	123	116	108	100	92	85	-5.7%	-6.9%	-7.3%	-7.7%	-8.3%	-26.9%
Dexter	3,883	3,893	3,783	3,703	3,620	3,532	0.3%	-2.8%	-2.1%	-2.2%	-2.4%	-9.3%
Garland	989	1,105	1,102	1,121	1,140	1,158	11.7%	-0.3%	1.7%	1.7%	1.6%	4.8%
Guilford	1,531	1,521	1,457	1,391	1,325	1,256	-0.7%	-4.2%	-4.5%	-4.8%	-5.2%	-17.4%
Sangerville	1,270	1,343	1,297	1,260	1,221	1,178	5.7%	-3.5%	-2.8%	-3.1%	-3.5%	-12.3%
Sebec	612	631	616	599	582	562	3.1%	-2.4%	-2.7%	-2.9%	-3.4%	-11.0%
Willimantic	135	150	137	130	123	116	11.1%	-8.6%	-5.1%	-5.4%	-5.8%	-22.7%
Newport	3,017	3,274	3,285	3,336	3,385	3,433	8.5%	0.3%	1.5%	1.5%	1.4%	4.9%
Greenville	1,627	1,647	1,593	1,536	1,477	1,414	1.2%	-3.3%	-3.6%	-3.8%	-4.3%	-14.1%
Lincoln	5,211	5,082	4,896	4,736	4,571	4,398	-2.5%	-3.7%	-3.3%	-3.5%	-3.8%	-13.5%
Bangor	31,476	33,021	32,860	32,978	33,080	33,152	4.9%	-0.5%	0.4%	0.3%	0.2%	0.4%
Piscataquis C.	17,235	17,545	16,956	16,366	15,753	15,091	1.7%	-3.4%	-3.5%	-3.7%	-4.2%	-14.0%
Penobscot C.	144,919	153,835	153,750	155,081	156,350	157,493	6.2%	-0.1%	0.9%	0.8%	0.7%	2.4%
Maine	1,274,293	1,327,379	1,329,823	1,331,607	1,330,821	1,325,751	4.2%	0.2%	0.1%	-0.1%	-0.4%	-0.1%

Sources: U.S. Census (2000, 2010); Maine Office of Policy and Budget (2015, 2020, 2025, 2030)

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Natural Change and Migration

Dover-Foxcroft's loss in population during the 1990s was the result of more deaths than births and more people moving out of Town than into Town. During the 1990s there were 98 more deaths than births and net out-migration was 348 individuals (Table 2-2).

During the 2000s when the population increased by 3 individuals, from 4,213 to 4,216, it was the net result of 210 more deaths than births, and the net in-migration of 213 people.

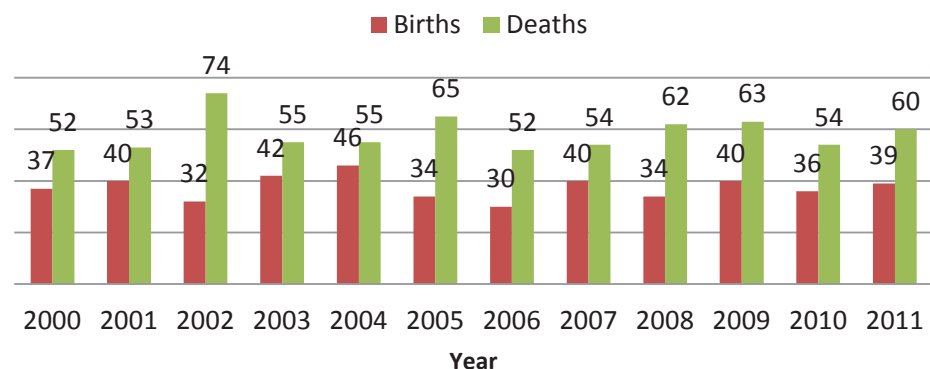
One factor to consider is that older people may be moving to Dover-Foxcroft to live at one of the three nursing or boarding homes. This could affect both death rates and in-migration.

Figure 2-3, Source: Maine Bureau of Vital Statistics, Dover-Foxcroft Town Clerk

Table 2-2 Population Growth: Natural Change and Migration					
Decade	Population Change	Births	Deaths	Natural Change*	Migration*
1990s	-446	438	536	-98	-348
2000s	3	375	585	-210	213

\*Notes: Natural change = births +/- deaths (residents). Migration (people moving into or out of town) = Total population change +/- natural change.  
Sources: U.S. Census; Town Clerk; Maine Office of Data, Research and Vital Statistics.

Figure 2-3 Dover-Foxcroft Births and Deaths by Year



## Section 2.2 Population Characteristics

### Median Age

Median age data from the Census can be used to compare population age trends. The median age for Dover-Foxcroft is estimated to be 45 (margin of error is +/-3.2%). This is an increase from median age figures for the 1990 and 2000. These figures also suggest the Town and county continue to have overall older populations than statewide.

Figure 2-4 Median Age Comparison

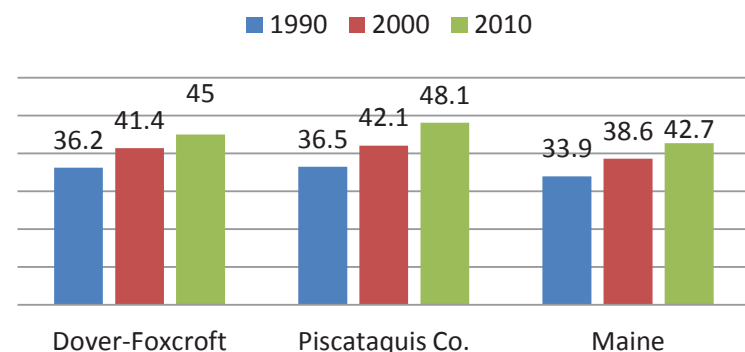


Figure 2-4, Source: U.S. Census, 1990, 2000, 2010 (2008-2012) ACS 5-Year Estimates<sup>20</sup>

<sup>20</sup> Census data can be helpful to understanding a community's demographics. Some census data is based on a nearly 100% sample size, while other data is based on a smaller sample size. Small sample sizes are less accurate and require greater scrutiny to interpret. Some of the most current data is from the American Community Survey (ACS) 2008-2012 5-year estimates. The ACS 5-year estimates for rural communities is based on very small samples, and therefore are subject to often-substantial sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error. The value shown is the 90% margin of error which can be interpreted roughly as providing a 90% probability that the interval defined by the estimate minus the margin of error and the estimate

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Age Distribution

While the total population of the Town increased by only 3 individuals between 2000 and 2010, there were significant shifts in some age categories (Figure 2-5 and Table 2-3).

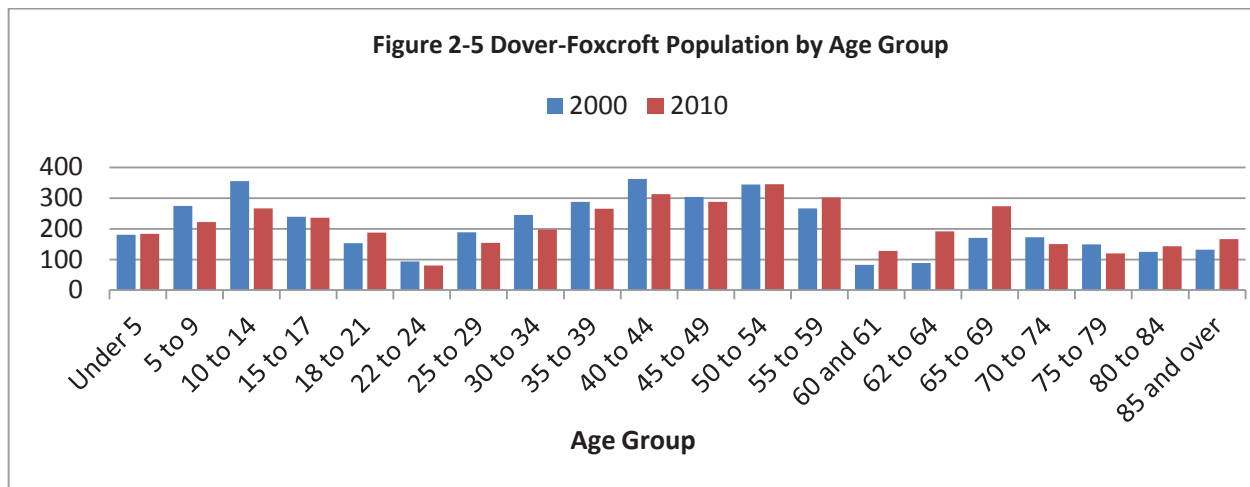


Figure 2-5, Source: U.S. Census, 2000; (2010) ACS 5-Year Estimates

The 2010 estimates should be used with caution due to sampling errors, but the overall trends are evident.

This data indicates the following:

- The overall school-age population (ages 5 to 18 years) decreased by 135 between 2000 and 2010.
- The population age 18 to 24, often those who are either pursuing a post secondary school education or starting out in the work force, increased by 22 between 2000 and 2010.
- The working-age population age 25 to 50, the largest age category for both 2000 and 2010, decreased by 170 individuals by the year 2010.
- The working age population age 50 to 65 increased by 187 between 2000 and 2010. Some of these people may be retiring in the near future.
- There were approximately 69 more people age 65 and over in 2010 than in 2000. The largest age group of those ages 65 and over was the age 65 to 75 for both 2000 and 2010.

Age Category	2000	% of Total	2010	% of Total
Under 5	180	4.2%	183	4.3%
5 to 9	275	6.5%	222	5.3%
10 to 14	355	8.4%	266	6.3%
15 to 17	239	5.7%	236	5.6%
<b>Total Under Age 18</b>	<b>1049</b>	<b>24.8%</b>	<b>907</b>	<b>21.5%</b>
18 to 21	153	3.6%	188	4.5%
22 to 24	93	2.2%	80	1.9%
<b>Total Age 18 to 24</b>	<b>246</b>	<b>5.8%</b>	<b>268</b>	<b>6.4%</b>
25 to 29	189	4.5%	154	3.7%
30 to 34	245	5.8%	198	4.7%
35 to 39	288	6.8%	265	6.3%
40 to 44	362	8.6%	313	7.4%
45 to 49	304	7.2%	288	6.8%
50 to 54	344	8.2%	345	8.2%
55 to 59	266	6.3%	302	7.2%
60 & 61	82	1.9%	128	3.0%
62 to 64	88	2.1%	192	4.6%
<b>Total Age 25 to 64</b>	<b>2168</b>	<b>51.4%</b>	<b>2185</b>	<b>51.9%</b>
65 to 69	170	4.0%	274	6.5%
70 to 74	172	4.1%	150	3.6%
75 to 79	149	3.5%	120	2.8%
80 to 84	125	3.0%	143	3.4%
85 & Over	132	3.1%	166	3.9%
<b>Total Age 65 and Over</b>	<b>748</b>	<b>17.7%</b>	<b>853</b>	<b>20.2%</b>
<b>Total (All Ages)</b>	<b>4211</b>		<b>4213</b>	

Source: U.S. Census, 2000; (2010) ACS 5-Year Estimates

plus the margin of error (the lower and upper confidence bounds) contains the true value. This chapter contains ACS 5-Year estimates for 2010 and/or 2012, depending on which samples have the smallest margins of error.

## Population Projections by Age

Projections by age group are not available for the Town, so projections for Piscataquis County are used. The total population of the County is projected to decrease by 1,203 from 16,956 people in 2015 to 15,753 people by 2025. Figure 2-6 displays the proportional aging of the population with fewer younger people and increasingly more, older people between 2015 and 2025. These projections have the same caveats as those for the Town, and reflect what has happened in the past.

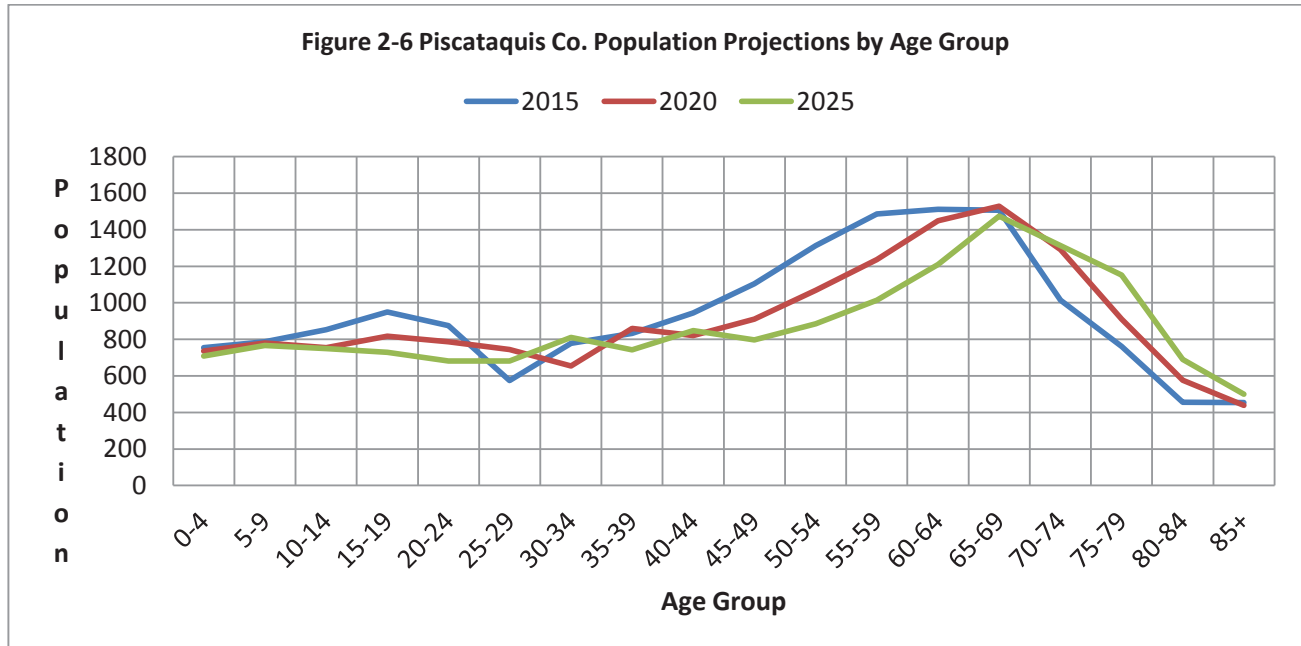
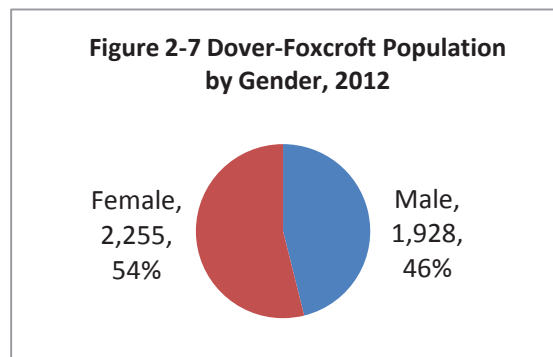


Figure 2-6, Source: Maine Office of Policy and Budget, 2013

## Gender

There were proportionately more females (54%) than males (46%) living in Dover-Foxcroft according to 2012 Census estimates. This compares to 52% females and 48% males for the 2000 Census.

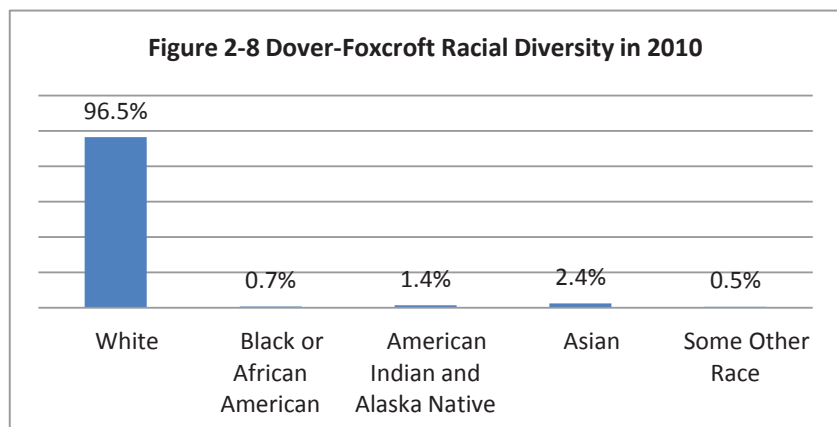
Figure 2-7, Source: ACS 5-Year Estimates (margin of Error is  $\pm 2.9\%$ )



## Racial Diversity

According to the 2010 Census, Dover-Foxcroft has very little racial diversity with 96.5% of residents indicating they were white (Figure 2-8).

Figure 2-8, Source: U.S. Census, 2010



## Section 2.3 Education, Income and Poverty

### Educational Attainment

Nearly 94% of Dover-Foxcroft residents age 25 and over were high school graduates, which was higher than countywide and statewide (2010 Census). This was an increase of about 10% over the 2000 figure of 83%.

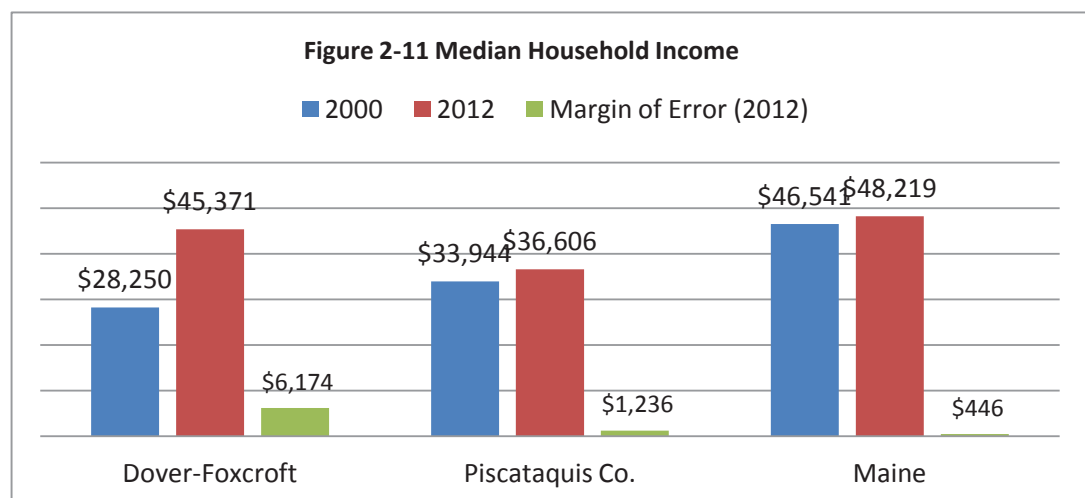
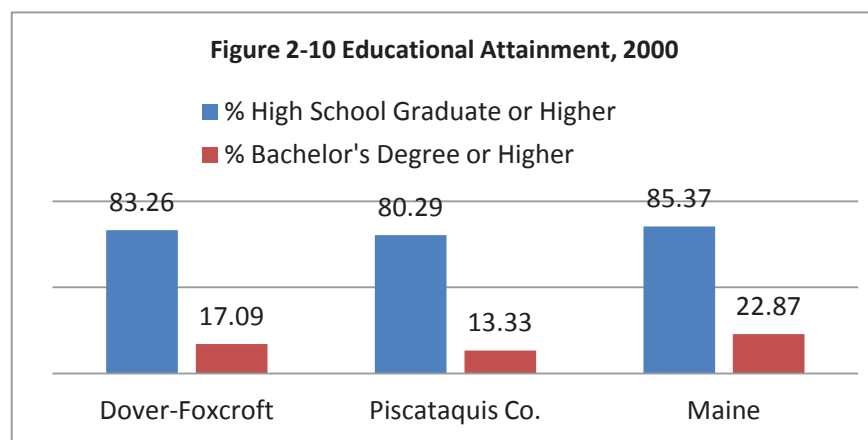
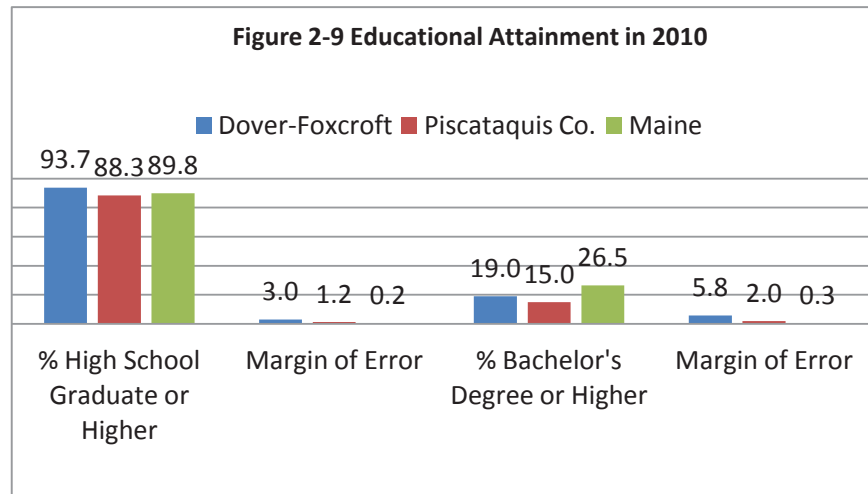
*Figures 2-9 and 2-10 Source: U.S. Census, 2000; 2010 ACS 5-Year Estimates*

About 19% of Dover-Foxcroft residents age 25 and over had a bachelor's degree or higher, which was higher than countywide, but lower than statewide (2010). While the 2010 figure is about 2% higher than the 2000 Census figure (17%), the margin of error makes it difficult to reach a conclusion. However, the 2000 data does suggest that overall educational attainment for Dover-Foxcroft is higher than countywide, but lower than statewide.

### Median Household Income

The median household income for Dover-Foxcroft was \$45,371 with a margin of error of about +/- \$6,000 (2012 Census estimates - Figure 2-11). The median household income for the Town was higher than countywide, but lower than statewide. For the 2000 Census, the median household income was \$28,250, considerably less than countywide and statewide. Census estimates for 2010 have a higher margin of error than the 2012 data, but the data matches fairly closely.

*Figure 2-11  
Sources: U.S. Census, 2000; (2012) ACS 5-Year Estimates*



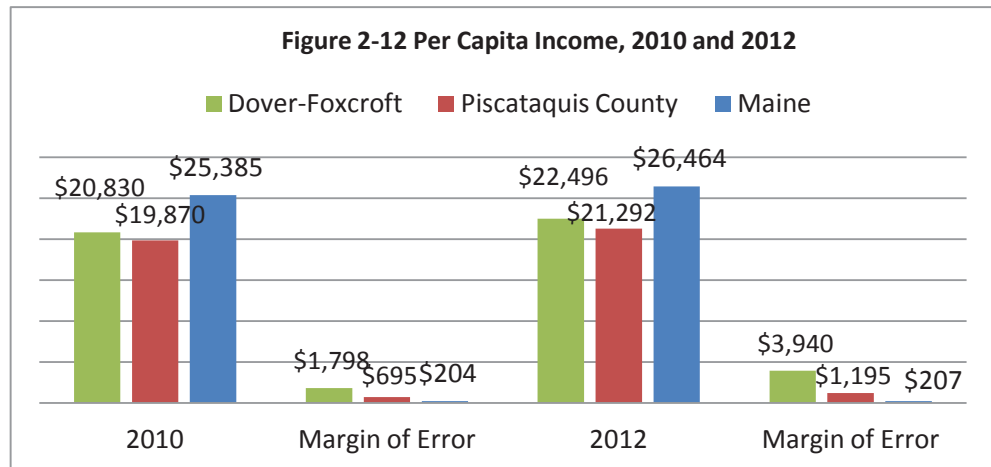


# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Per Capital Income

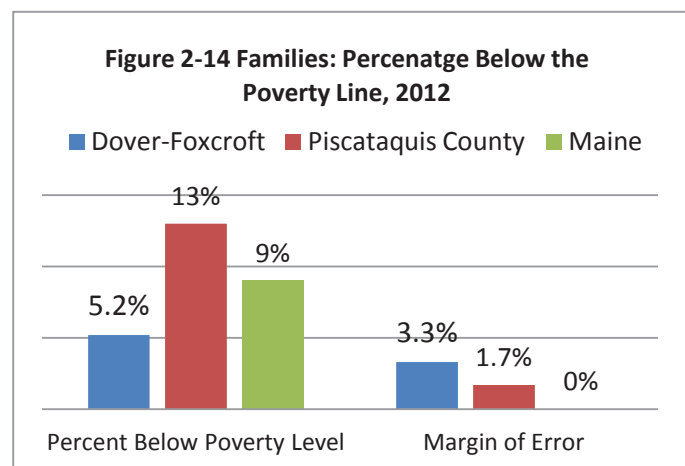
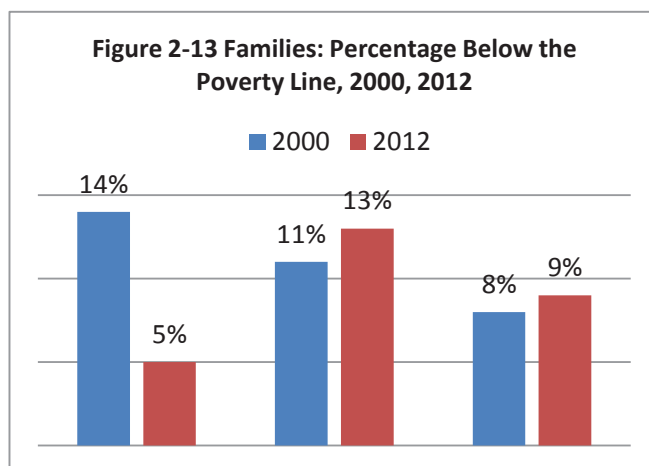
Per capital income, which is total income per person, is another measure of income. The data in Figure 2-11 again suggest income levels in Dover-Foxcroft fall between income levels countywide and statewide.

Figure 2-12, Source: U.S. Census ACS 5-Year Estimates



## Poverty

Overall poverty rates for families in Dover-Foxcroft appear to have declined significantly since the 2000 Census (Figure 2-13). These figures correspond to the median household income data in Figure 2-11. When compared to poverty levels countywide and statewide, Dover-Foxcroft appears to have proportionately fewer individuals living below the poverty level (Figure 2-14). Individuals and families most likely to live in poverty include single, female, head-of-household families with children under age 18, and the elderly. The most current Census data for these groups has such high margins of error that it is not helpful to this analysis.



Figures 2-13 and 2-14, Sources: U.S. Census, 2000; (2012) ACS 5-Year Estimates

## Characteristics of Households

Most households (63%) in Dover-Foxcroft were "family" households that consist of a householder and one or more other people related to the householder by birth, marriage, or adoption (2010 Census -Table 2-4\*). About 24% of households were family households with their own children under 18 years of age. There were more than twice as many female householders without a husband with their own children under 18 (104), than male householders without a wife and their own children under 18 (42). This can be a concern, because women are more likely to live below the poverty line than men.

Of the nonfamily households, about 543 were householders living alone. Of those householders living alone and age 65 or over, many more women (311) than men (23) live alone, including those 65 years and over. There were 173 women age 65 or older living alone as compared to 84 men age 65 or older living alone.

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Section 2.4 Seasonal Population

Dover-Foxcroft had 451 “seasonal, recreational or occasional use” housing units according to the 2010 Census. This is about 18% of all housing units within the community. Some tourists stay at short-term accommodations in Dover-Foxcroft, such as campgrounds, sporting camps, bed and breakfasts and motels. Although there are a significant number of tourists passing through Dover-Foxcroft on their way to the Moosehead Lake region, local opinion indicates that most people simply pass through Dover-Foxcroft on their way to the Moosehead Lake (2005 Dover-Foxcroft Comprehensive Plan).

## Section 2.5 Group Quarters<sup>21</sup>

The proportion of Dover-Foxcroft’s population living in group quarters increased from 3.7% in 2000 to 4.3% in 2010. Dover-Foxcroft had 183 individuals, or 4.3% of its population living in group quarters with 111 institutionalized and 72 non-institutionalized for the 2010 Census. The institutionalized population would include residents of the Hibbard Nursing Home, Pleasant Meadows and Hilltop Manor, inmates of the Piscataquis County Jail and probably residents of the Charlotte White homes. Non-institutionalized individuals would include those living in the dorms at Foxcroft Academy.

For the 2000 Census, there were 155 individuals, or 3.7% of the population living in group quarters in Dover-Foxcroft. This consisted of 130 institutionalized individuals and 52 non-institutionalized individuals. The percentage of residents living in group quarters in Dover-Foxcroft (4.3%) was higher than countywide (1.1%) and statewide (2.7%) for the 2010 Census.

Table 2-4 Dover-Foxcroft Households by Type, 2010		
	Number	% of Total
Total households	1,773	100.0
Family households (families)*	1,120	63.2%
With own children under 18 years	431	24.3%
Husband-wife family	865	48.8%
With own children under 18 years	285	16.1%
Male householder, no wife present	77	4.3%
With own children under 18 years	42	2.4%
Female householder, no husband present	178	10.0%
With own children under 18 years	104	5.9%
Nonfamily households*	653	36.8%
Householder living alone	543	30.6%
Male	232	13.1%
65 years and over	84	4.7%
Female	311	17.5%
65 years and over	173	9.8%
Households with individuals under 18 years	469	26.5%
Households with individuals 65 years & over	580	32.7%
* Note: "Family households" consist of a householder and one or more other people related to the householder by birth, marriage, or adoption. They do not include same-sex married couples. Same-sex-couple households are included in the family household category if there is at least one additional person related to the householder by birth or adoption. Source: U.S. Census 2010		

Table 2-5 Dover-Foxcroft Population in Group Quarters, 2010		
Type	Number	Percentage of Total
In group quarters	183	4.3%
Institutionalized population	111	2.6%
Male	42	1.0%
Female	69	1.6%
Non-institutionalized population	72	1.7%
Male	44	1.0%
Female	28	0.7%
Source: U.S. Census, 2010		

<sup>21</sup> “Group quarters” is a place where people live or stay, in a group living arrangement that is owned or managed by an entity or organization providing housing and/or services for the residents. “Institutional group quarters” include facilities for people under formally authorized, supervised care or custody at the time of enumeration. Generally, restricted to the institution, under the care or supervision of trained staff, and classified as “patients” or “inmates,” such as correctional, nursing, and in-patient hospice facilities, psychiatric hospitals, juvenile group homes and residential treatment centers. “Non-Institutionalized group quarters” includes other types of group quarters such as college dormitories, rooming houses, religious group homes, communes, and halfway houses.

## Chapter 3 – Economy

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### ***Section 3.1 A County Seat and Primary Service Center<sup>22</sup>***

Dover-Foxcroft is the county seat and primary service center for Piscataquis County. The community serves a large rural area with outstanding natural resources, and at a gateway to Maine's North Woods. Many would say the community's quality of life is exceptional because it is a small, tight-knit community with the full range of services necessary to meet residents' and visitors' needs.

### ***Section 3.2 Inventory of Businesses and Organization***

The following table displays an inventory of current businesses and services within Dover-Foxcroft. With the broad range of business and public and private services, it clearly illustrates the Town's role as the primary service center in the region. While this list includes some major employers, such as the Mayo Regional Hospital and Pleasant River Lumber, it primarily consists of many small to medium-sized businesses, some owner-operated, and some with no employees. The list also includes non-profits and public agencies which are employers and important to the community's economy.

This inventory was created using information from the 2005 Comprehensive Plan, the business listing on the Town's WEB page, an internet search, and an update by Town staff utilizing g property tax records. It is intended to be as comprehensive as reasonably possible, but there may be unintentional omissions or listing may be listed incorrectly, for which we apologize.

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<sup>22</sup> See Chapter 5 Historic and Archeological Resources for a brief historical perspective on how and why the current economy of the community and region developed.

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 3-1 Dover-Foxcroft Business and Agency Listing

<b>Agriculture</b>			
Begin Farm	Vaughn Rd	Cutting Edge Builders	148 Holmes Rd
Bob's Sugar House	252 East Main St	Edgerly Plumbing	803 Bangor Rd
Finest Kind Tree Farm	112 Ames Rd	James Raymond/Builder	1279 Bear Hill Rd
Happy Nest Farm	35 Silverado Ln	Jay Nutter/Painter	775 Bangor Rd
Infinity Farm	11 Mack Hill Rd	Johnson Foundations	202 Shaw Rd
Isaac Royal Farm	849 Range Rd	JW Small Construction	24 Union St
Leaves & Blooms Greenhouse	1467 Bangor Rd	Macomber Family Plumbing	46 Ames Rd
Moreno Farm	144 Anderson Rd	Northscape Earthworks	1972 Dexter Rd
Northern ME Riding Adventures	186 Garland Ln Rd	Pike Industries	53 Spaulding Rd
Ripley Farm	62 Merrill's Mills Rd	R & J Electric LLC	1099 South St
River Run Farm	320 Vaughn Rd	Steve Arno/Electrician	1152 Dexter Rd
Shamrock Farm	Shamrock Rd	Steve Cochran	4 Hancock St
Shaw Road Farm	Shaw Rd	Toby Arno/Builder	26 Foxcroft Ctr Rd
Smith, Hump and Blake	Bryant Rd	TRAMM/Contractor-Earthwks	107 Doore Rd
Spruce Mill Farm	324 SangervilleLnRd	<b>Dentists/Dental Hygiene</b>	
Thomas Jersey Farm	Norton Hill Rd	Dental Hygiene Ass. of Maine	78 Summer St
Tudor Farm Orchard	772 Essex St	Dr. Daniel Steinke & Dr. Hillary Caruso, Dentists	5 Winter Street
Widdershins	843 Bear Hill Rd	Dr. John Clark, Dentist	8 Monument Sq
<b>Auto Sales &amp; Service</b>		Essex Street Dental Ass.	427 Essex St
Dave's Garage	15 Airport Rd	<b>Gas/Convenience Stores</b>	
Dover Auto Parts	27 Summer St	AE Robinson Oil Inc	1021 West Main St
Dover Carquest	67 Summer St	AE Robinson Oil Inc	17 East Main St
Jim Chambers Garage	34 Doore Rd	Foxbrook Variety	251 East Main St
Prouty Auto Body	26 Summer St	Mountains Market	914 West Main St
Prouty Ford, Inc	19 Summer St	Shell	823 West Main St
Rowell's Garage	191 East Main St	The Store N' More	13 Summer St
Scooter's Service Center	180 Summer St	Tim Merrill & Co Park Grocery	45 State Park Rd
Tim Merrill & Co	45 State Park Rd	<b>Gifts, Crafts, Antiques &amp; Art</b>	
Wilhite Automotive	1300 West Main St	Antiques	118 East Main St
<b>Banks</b>		Bob's Sugar House	254 East Main St
Bangor Savings Bank	160 East Main St	Calico Corner Gift Shop	857 West Main St
Camden National Bank	1083 West Main St	Green Door Gallery	103 Dawes Rd
Maine Highlands Federal CU	955 West Main St	Mikes Photography	87 Fairview Ave
<b>Communications/Media</b>		Quilting Mania	25 North St
CMTI (Computer Service)	396 Board Eddy Rd	Union Sq Antiques/Collect	
Dr. Dan (Computer Service)	132 Foxcroft Ctr Rd	Violets Everything Shop	8 East Main St
Fairpoint Communications	124 East Main St	<b>Government/County Agencies</b>	
GWl (out of Biddeford) ME)		Dover & Foxcroft Water Dist	48 Morton Ave B
Piscataquis Observer	12 East Main St	Dover-Foxcroft Fire Dept	105 East Main St
The ZONE (radio station)	120 East Main St	Dover-Foxcroft Municipal Off	48 Morton Ave
US Cellular	16 Summer St	Dover-Foxcroft Police Dept	182 East Main St
<b>Contractors</b>		Dover-Foxcroft Public Works	1081 South St
Advantage Plumbing, Heating	590 Bear Hill Rd	Dover-Foxcroft Recycling Ctr	66 Landfill Rd
Anderson Building, Woodwkg	116 French Rd	DF Wastewater Treatmt Plant	478 Vaughn Rd
B Washburn Electric	24 Dawes Rd	Piscataquis Chamber of Com	1033 South St
Baird Construction	217 Greeleys Ldg Rd	Piscataquis County Offices	159 East Main St
Bonsey Brothers Weatheriz	79 East Main St	Piscataquis Co. Sheriff's Dept	58 Court St
Brian Inch Painting	7 Green St	U.S. Dept of Agriculture	42 Engdahl Dr
Brian Smith	165 Park St	U.S. Postal Service	41 North St
Central Maine Refrigeration	262 Board Eddy Rd	UMO Cooperative Extension	165 East Main St
CL Cogar Home Services	235 Norton Hill Rd	<b>Grocery Stores</b>	

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Countryside Meat Market	1225 West Main St
Dover Cove Farmers Market	1041 South St
Scott's Save A Lot	1090 West Main St
Shaws Supermarket	1073 West Main St
Will's Shop and Save	22 North St
<b>Hair Salons/Barbers</b>	
Hair Visions	East Main St
Michael's Boutique	21 Park St
Modern Image	10 Lincoln St
Shear Designs	79 E Main St Suite A
The Cutting Board	1837 Dexter Rd
Wild Monkey	951 West Main St
<b>Lodging</b>	
Bears Den Motel, Restaurant	73 North St
Freedom House B & B	140 East Main St
Nelsons Guest Rooms	79 Pleasant Street
Peaks Kenney Motor Lodge	663 Greeleys Ldg Rd
The Cabot House	866 West Main St
<b>Manufacturing</b>	
CMP Bucksport LLC (IP)	131 Landfill Rd
Pleasant River Lumber	Milo Road
Globeco Maine	
<b>Medical</b>	
Care & Comfort Home Health & Mental Health Services	1073 West Main St
Dover Audiology and Hearing	859 West Main St
Dover-Foxcroft Family Med	891 West Main St
Dr Daniel Starbird, Psych	900 West Main St
Dr James Lanetta, Chiro	287 East Main St
Dr. Kathleen Clark Chiro	207 East Main St
Dr. Kevin Chasse, Chiro	48 East Main St
Dr. Richard Evans	14 Winter St
F.I.N.D. Inc Therapy Services	207 East Main St
Fernow's Medical Associates	1048 South St
Holistic Healing Center of ME	Union Sq Mall 64-66
J. Carey Massage Therapist	10 High St
Mayo Orthopedics	45 Dwelley Ave
Mayo Regional Hospital	897 West Main St
Mayo Reg Psychiatry, Counseling	69 High St
Mayo Surgical Associates	891 West Main St
Mayo Women's Health	891 West Main St
Sebasticook Family Doctors	1008 West Main St
<b>Miscellaneous/Retail Services</b>	
Adventure Sports & Paintball	1937 Dexter Rd
Agway	76 North St
AMB Signs	25 North St
B & A Storage	265 Summer St
Bob's Farm Home & Garden	15 Lincoln St
Center Coffee House	22 East Main St
Central Maine Power	50 Mechanic St
Central Maine Railroad Club	69 East Main St
CMD Storage	36 Cedar St
Dave's World	16 Summer St
Directv	

Dish	
Dover Car Wash	1116 West Main St
Dover True Value	69 East Main St
DF Redemption Center	1007 South St
Family Dollar	1012 West Main St
Foxcroft Center Road Storage	132 Foxcroft Ctr Rd
Foxcroft Laundry Mat	25 North St
Foxcroft Printers	25 North St
Foxcroft Veterinary Services	1441 Dexter Rd
Harvey Farm Equipment	1251 Bangor Rd
Inkorporated (Tattoos)	164 East Main St
JD Raymond Trucking	983 Bear Hill Rd
Label Shopper	1073 West Main St
Lillian Mayo (seamstress)	57 Thayer Parkway
Living Word Com Food Cupbd	1207 West Main St
Maine Smoke Shop	2 East Main St
Mainely Rent to Own	1012 West Main St
Merrill's Landscaping	15 Whittier Street
Penquis Surge Rentals	1123 West Main St
Piscataquis Monumental Co.	59 Summer St
Pixies Consignment Shop	32 River St
Red Door Sewing, Embroidery	13 Winter St
Riverside Florist	920 West Main St
St Augustine's Thrift Store	1213 Dexter Rd
Starbird Cleaning Services	54 North St
The Berry Patch	638 Bear Hill Rd
The Hobby House	136 East Main St
The Music Shed	25 Pleasant St
Time Warner Cable	
Tractor Supply	1073 West Main St
<b>Non-Profits</b>	
Advent Christian Church	53 High St
Calgary Chapel	48 Morton Ave SteE
Chadbourne-Merrill Post 29	112 Park St
Church of Jesus Christ of LDS	600 Bangor Rd
Church of the Nazarene	4 Paine Rd
Dover-Foxcroft Congre. Church	824 West Main St
Dover-Foxcroft Historical Soc	117 East Main St
Dover-Foxcroft Housing Corp	33 Thayer Parkway
Dover-Foxcroft Kiwanis Club	
Family Worship Center	1372 Bangor Rd
Living Word Assembly of God	176 East Main St
Maine Highlands Senior Ctr	152 East Main St
New Life Baptist Church	2385 Dexter Rd
Pine Tree Hospice	883 West Main St
St Augustine's Episcopal Ch	1213 Dexter Rd
StThomas Aquinas CatholicCh	43 High St
United Baptist Church	146 East Main St
United Methodist Church	156 East Main St
Woman Care Aegis	8 Mechanic St
<b>Nursing Homes/Assisted Living</b>	
Hibbards Nursing Home	1037 West Main St
Hilltop Manor	462 Essex St
Main St West Assisted Living	1037 West Main St



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Pleasant Meadows Res. Care	137 Park St
Oil Companies	
AE Robinson Oil Co	1020 West Main St
McKusick Petroleum	32 Summer St
Webber Oil /Dead River Co	49 East Main St
Optometrists	
Family Eye Care, Dr. D. Frasz	1048 South St
Vision Care of Maine	859 West Main St
Pharmacies	
Osco Pharmacy (Shaws)	1020 West Main St
Rite Aid Pharmacy	151 East Main St
Professionals	
Better Homes Gardens Real Est.	164 East Main St
Bigelow Travel Agency	101 East Main St
Brian Kelly Site Evaluations & Land Surveying Services	850 West Main St
Community Health & Counseling Services	1093 West Main St
CW & HM Hayes P.A.	5 Lincoln St
H&R Block	1073 West Main St
Howard Insurance Company	125 East Main St
Kimberly Chase Cavanagh, Att	256 Summer St
Lary Funeral Home	62 Summer St
Mallet Real Estate	11 North St
Options in Therapy	14 Headstart Dr
Paralegal Systems Inc.	851 West Main St
Penquis Mental Health Ass	59 River St
Synergy Accounting Systems	1116 West Main St
Tax Pro	132 East Main St
Union Square LLC	64 East Main St
Varney Insurance Company	143 East Main St
Recreation	
Center Theater	20 East Main St
Fairgrounds	77 Fairview Ave
Foxcroft Golf Course	84 Foxcroft Ctr Rd
Merrill's Marina	12 Cotton Brk Rd
Peaks Kenney State Park	401 State Park Rd
Piscataquis Regional YMCA	48 Park S
Pisc. Valley Snowmobile Club	230 Greeleys Ldg Rd
Public Beach	34 Cotton Brk Rd
Thompson Free Library	86 East Main St
Restaurants	
Athen's Pizzeria	58 East Main St
Bears Den Restaurant/Tavern	73 North St
Butterfields	946 West Main St
Dunkin Donuts	
McDonalds	1063 West Main St
Moon Hing Restaurant	1073 West Main St
Noreaster	44 North St
Pasttimes Pub	118 East Main St
Pat's Dairyland	1016 South St
Pat's Pizza/Alley Oops Sp Bar	100 East Main St
Spencer's Bakery & Café	922 West Main St
Subway	1012 West Main St

Schools	
Buie School of Music	21 Pleasant Street
Children's Learning Center	48 Morton Ave St
Eastern Maine Com College	50 Mayo St
Eastern Maine Dev Corp	50 Mayo St
Foxcroft Academy	975 West Main St
Lynnedwards Day Care Ctr	628 Bangor Rd
Moosehead Driving School	951 West Main St
Penquis Child Development	48 Morton Ave St M
Ready Set Grow	50 Engdahl Dr
SeDoMoCha Elementary and Middle School	63 Harrison Ave

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3

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Section 3.3 Major Employers<sup>23</sup>

Dover-Foxcroft has a number of major employers with more than fifty employees that were identified by the Maine Department of Labor (MDL) (Table 3-2). Major employers located in the Labor Market Area (LMA) outside of the Town are listed in Tables 3-2 and 3-3. The majority of employers in Dover-Foxcroft and the region have less than 20 employees; many of these are family businesses and home occupations.

The top 25 private employers in Piscataquis County as identified by the MDL are displayed in Table 3-3. Public employers not listed include area school districts, and state, county and local government agencies.

Table 3-2 Major Employers (50+ Employees) in the Dover-Foxcroft LMA	
Located in Dover-Foxcroft	
Charlotte White Center	Mayo Regional Hospital
Foxcroft Academy	Pleasant River Lumber
Public School System	Ortelius International LLC
Shaw's Supermarket	Hibbard Nursing Home Inc.
Located within LMA outside of Dover-Foxcroft	
Hardwood Products Co., Guilford	JSI Fixtures Inc., Milo
Country Pride Cleaning, Sebec	MSAD 41, Milo
Dexter Health Care, Dexter	Bud's Shop'n Save, Dexter
Dexter Middle School, Dexter	Scavengers, Dexter
Dexter Regional High School, Dexter	True Textiles Inc., Guilford
Indian Hill Trading Post, Greenville	Greenville Consolidated School
C.A. Dean Hospital, Greenville	
Source: Maine Department of Labor, September 2011	

Table 3-3 Top 25 Private Employers in Piscataquis County by Average Monthly Employment (1st Quarter 2014)		
Rank	Employer	
1	Hardwood Products Co	Surgical appliance and supplies manufacturing
2	Charlotte White Center	Services for the elderly and disabled
3	True Textiles	Broadwoven fabric mills
4	JSI Store Fixtures	Showcases, partitions, shelving, and lockers
5	Dean Memorial Hospital & Nursing Home	General medical and surgical hospitals
6	A E Robinson Oil Co Inc	Gasoline stations with convenience stores
7	Hibbard Skilled Nursing Center	Nursing care facilities, skilled nursing
8	Country Pride Cleaning Service Inc	Janitorial services
9	Pleasant River Lumber Company	Sawmills
10	Care & Comfort	Home health care services
11	Shaws Supermarkets Inc	Supermarkets and other grocery stores
12	Indian Hill Trading Post	All other general merchandise stores
13	Davis Long Term Care Group Inc	Assisted living facilities for the elderly
14	Richen Management LLC	Janitorial services
15	True Textiles Inc	Broadwoven fabric mills
16	Rite Aid of Maine Inc	Pharmacies and drug stores
17	Piscataquis Regional YMCA	Civic and social organizations
18	Tradewinds Market	Supermarkets and other grocery stores
19	Lumbra Hardwoods Inc	Sawmills
20	Wills Shop N Save	Supermarkets and other grocery stores
21	McDonald's Restaurant	Limited-service restaurants
22	Community Health and Counseling SVC	Other individual and family services
23	Rowell's Garage	New car dealers
24	Mckusick Petroleum Co	Fuel dealers
25	Steinke & Caruso Dental Care PA	Offices of dentists
Source: Source: Maine Department of Labor, Center for Workforce, Research and Information, 2014		

<sup>23</sup> See Map 2 Dover-Foxcroft Labor Market Area in the Volume I Appendices.

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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The future of major employers is mixed, particularly given projected population changes and slow growth in the regional economy. Given the aging population, there will continue to be a strong demand for health and social services. Public schools are major employers whose employment levels may be impacted by decreasing enrollments. However, Foxcroft Academy draws students from outside the region, and would not be as impacted by regional economic factors. Major employers in manufacturing, construction businesses, and retail and service providers would be more likely to be impacted by overall economic trends.

### ***Section 3.4 Employment and Workforce Statistics***

Employment in rural Maine can differ substantially from that of urban Maine. Rural areas often have fewer jobs per capita, lower labor force participation, and higher rates of unemployment. Occupations in rural areas typically differ from those in urban areas, reflecting greater reliance on manufacturing. Since rural residents must commute greater distances to find work, benefits are diminished by increased commuting time, transportation costs, and lack of access to child care and services. As will be seen in the following material, the residents of Dover-Foxcroft are generally better off than people living outside of the Town in more rural areas. The following summarizes 2013/14 data from the Census and Maine Department of Labor which is presented in more detail on the following pages.

- Dover-Foxcroft's unemployment rate (8.4%) was lower than the rate for Piscataquis County (9.6%), but higher than the rate for Penobscot County (7%) and statewide (6.7%). The City of Bangor had an unemployment rate of 6.2%.
- Almost 60% of Dover-Foxcroft's adult population was in the labor force; higher than countywide (55%), but lower than statewide (64%).
- The data suggest the need for daycare is higher in Dover-Foxcroft than countywide and statewide. About 81% of Dover-Foxcroft families with children less than 6 years of age had all parents in family in the labor force and 76% of families with school-age children had all parents in the labor force.
- About 57% of Dover-Foxcroft working-age residents worked in Dover-Foxcroft.
- About 53% of Dover-Foxcroft's workforce lived outside of Town.
- Occupations in Dover-Foxcroft reflect its role as a county seat and primary service center.
  - 37% of workers were in management, business, science, and arts occupations
  - 20% were in service occupations
  - 18% were in sales and office
  - 14% were in natural resources, construction, maintenance occupations
  - 12% were in production, transportation, material moving occupations
- The most significant shifts in occupations since 2000 were: for service occupations – from 14% (2000) to 20% (2013), and for sales and office occupations – from 24% to 18% (2013), and for production, transportation, material moving occupations – from 17% to 11% (2013).
- Dover-Foxcroft's workforce by industry was also typical of a county seat and primary service center.
  - 34% of workers were in educational services, health care, and social assistance
  - 10% in manufacturing
  - 9% in retail trade
  - 9% in arts, entertainment, recreation, food and accommodation services
  - 38% in all other categories combined
- The most significant shifts in workforce by industry since 2000 were: for education, health and social services – from 27% (2000) to 34% (2013); for manufacturing – from 17% to 10% (2013); and for retail trade – from 17% to 9% (2013).
- About 79% of Dover-Foxcroft's employed population were private wage and salary workers, 13% were government workers, 8% were self-employed in their own not-incorporated business workers and 1% were unpaid family workers.

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

- The most significant changes since 2000 were: for private wage and salary workers from 76% to 79% (2013) and for government workers from 16% to 13% (2013)

The following six pages provide more detailed information.

## Labor Force and Employment

Statistics from the MDL define the labor force as those who are residing in an area who are employed or unemployed; unemployed are those who are receiving unemployment compensation (Table 3-4). These figures do not include those who are unemployed and not receiving unemployment compensation, but who may still be looking for work. Those not participating in the labor force may be going to school or may be retired, or may have family responsibilities that prevent them from working.

According to these statistics for 2013, Dover-Foxcroft had 1,784 people in the labor force, of which 1,635 were employed and

149 were unemployed for an unemployment rate of 8.4% (Table 3-4). Dover-Foxcroft's unemployment rate (8.4%) was lower than the rate for Piscataquis County (9.6%), but higher than the rate for Penobscot County (7%) and statewide (6.7%). This is not surprising given Dover-Foxcroft's rural location. Of the jurisdictions displayed in the table, the City of Bangor had the lowest unemployment rate, 6.2%.

Jurisdiction	Labor Force	Employment	Unemployment	Unemployment Rate (%)
Dover-Foxcroft	1,784	1,635	149	8.4
Atkinson	161	147	14	8.7
Bowerbank	30	27	3	10.0
Dexter	1,686	1,531	155	9.2
Garland	534	491	43	8.1
Guilford	684	625	59	8.6
Sangerville	607	555	52	8.6
Sebec	291	267	24	8.2
Willimantic	58	54	4	6.9
Greenville	760	664	96	12.6
Lincoln	2,183	1,968	215	9.8
Newport	1,528	1,396	132	8.6
Bangor	17,380	16,296	1,084	6.2
Piscataquis Co.	7,420	6,704	716	9.6
Penobscot Co.	79,411	73,835	5,576	7.0
Maine	708,967	661,615	47,352	6.7

Source: Maine Dept. of Labor, Center for Workforce Research & Information, 2014

**3-1 Dover-Foxcroft Labor Force Employment Status in 2013**

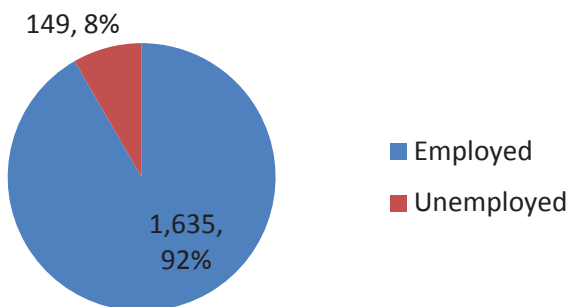
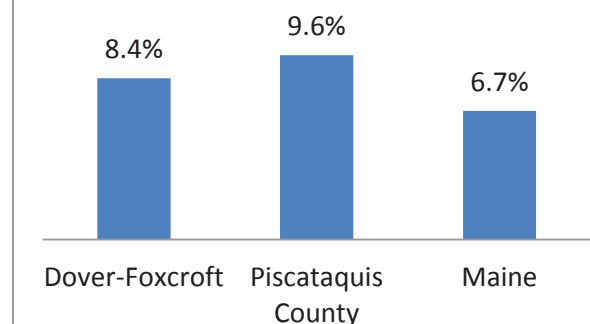


Table 3-5 displays data from the U.S. Census's American Community Survey 5-year Estimates for 2009-2013. These figures differ from the MDL statistics because they are

*Figures 3-1 & 3-2, Sources Maine Department of Labor, Center for Workforce Research and Information, 2014*

**Figure 3-2 Comparison of Unemployment Rates for 2013**



## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

derived from a survey of individuals and do not take into consideration an individual's status with respect to unemployment compensation. Dover-Foxcroft's labor force was estimated to be 2,113, about 330 individuals larger than the MDL figure of 1,784. The Town's unemployment rate shown below is 8%, lower than the MDL employment rate of 8.4%. Similar to the MDL data, Dover-Foxcroft's unemployment rate is lower than countywide (9%), but higher than statewide (7.7%).

Almost 60% of Dover-Foxcroft's adult population was in the labor force, which was higher than countywide (55%), but lower than statewide (64%). About 55% of women in Dover-Foxcroft's labor force were employed. The data suggest that the need for daycare is higher in Dover-Foxcroft than countywide and statewide. For Dover-Foxcroft 81% of families with children less than 6 years of age, had all parents in family in the labor force, which was much higher than both countywide (53%) and statewide (69%). The data for families with school-age children indicates that 76% of Dover-Foxcroft families had all parents in the labor force as compared to countywide (64%) and statewide (76%).

Table 3-5 Employment Status for Dover-Foxcroft, Piscataquis County and Maine, 2013								
Subject	Dover-Foxcroft				Piscataquis County		Maine	
Employment Status	Estimate (Number)	Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error
Population 16 yrs and over	3,528	+/-125						
In labor force	2,113	+/-193	59.9%	+/-5.4	54.6%	+/-1.8	64.3%	+/-0.3
Civilian labor force	2,113	+/-193	59.9%	+/-5.4	54.5%	+/-1.8	64.1%	+/-0.3
Employed	1,944	+/-188	55.1%	+/-5.1	49.6%	+/-1.8	59.2%	+/-0.3
Unemployed	169	+/-70	4.8%	+/-2.0	4.9%	+/-1.0	4.9%	+/-0.1
Armed Forces	0	+/-10	0.0%	+/-0.6	0.1%	+/-0.1	0.2%	+/-0.1
Not in labor force	1,415	+/-203	40.1%	+/-5.4	45.4%	+/-1.8	35.7%	+/-0.3
Civilian labor force	2,113	+/-193						
% Unemployed			8.0%	+/-3.2	9.0%	+/-1.8	7.7%	+/-0.2
Females 16 Years and Over								
Females 16 yrs and over	1,867	+/-129						
Civilian labor force	1,032	+/-147	55.3%	+/-7.7	50.3%	+/-2.3	60.7%	+/-0.3
Employed	945	+/-140	50.6%	+/-7.2	46.7%	+/-2.3	56.8%	+/-0.4
Population 16 Years and Over in Families with Own Children								
Own children under 6 yrs	204	+/-80						
All parents in family in labor force	166	+/-87	81.4%	+/-22.1	53.3%	+/-10.7	69.0%	+/-1.2
Own children 6 to 17 yrs	535	+/-107						
All parents in family in labor force	409	+/-131	76.4%	+/-19.7	64.4%	+/-6.9	75.5%	+/-0.8
Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates <sup>24</sup>								

<sup>24</sup> Census data can be helpful to understanding a community's demographics. Some census data is based on a nearly 100% sample size, while other data is based on a smaller sample size. Small sample sizes are less accurate and require greater scrutiny to interpret. Some of the most current data is from the American Community Survey (ACS) 2008-2012 5-year estimates. The ACS 5-year estimates for rural communities is based on very small samples, and therefore are subject to often-substantial sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error. The value shown is the 90% margin of error which can be interpreted roughly as providing a 90% probability that the interval defined by the estimate minus the margin of error and the estimate



# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Commuter Patterns

According to Census estimates, about 79% of Dover-Foxcroft residents commute to work alone, compared to 80% countywide and 78% statewide. Dover-Foxcroft commuters are slightly more likely to carpool or walk than countywide and statewide. About 5.5% of Dover-Foxcroft's workers worked at home as compared to 6.1% countywide and 5.3% statewide. The estimated mean travel time to work for Dover-Foxcroft residents was 24.1 minutes, as compared to 24.9 minutes countywide and 23.3 minutes statewide.

Table 3-6 Commuting to Work for Dover-Foxcroft, Piscataquis County and Maine, 2013								
Subject	Dover-Foxcroft				Piscataquis County		Maine	
	Estimate (Number)	Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error
Workers 16 years & over	1,908	+/-191						
Car, truck, or van -- drove alone	1,512	+/-170	79.2%	+/-6.9	80.1%	+/-2.5	78.4%	+/-0.3
Car, truck, or van -- carpooled	199	+/-102	10.4%	+/-4.9	8.6%	+/-1.9	10.1%	+/-0.3
Public transportation (excluding taxicab)	0	+/-10	0.0%	+/-1.2	0.3%	+/-0.2	0.6%	+/-0.1
Walked	84	+/-55	4.4%	+/-2.9	4.1%	+/-1.1	4.0%	+/-0.2
Other means	8	+/-12	0.4%	+/-0.6	0.7%	+/-0.3	1.6%	+/-0.1
Worked at home	105	+/-84	5.5%	+/-4.3	6.1%	+/-1.5	5.3%	+/-0.2
Mean travel time to work (minutes)	24.1	+/-5.1			24.9		23.3	
Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates (See footnote regarding census data)								

About 57% (1,158) of Dover-Foxcroft residents worked in Dover-Foxcroft. Almost 8% commuted to Guilford and about 5% commuted to Greenville for work (Table 3-7). Most other residents commuted to major employment centers in the greater Bangor area and the larger towns in the region. The farthest commute was to Boston, and about 1% (23) of Dover-Foxcroft residents made that commute.

About 47% of Dover-Foxcroft's workforce resided in Dover-Foxcroft. Another 23% of the Town's workforce commuted to Dover-Foxcroft from Milo, Guilford, Sangerville and Dexter, combined. The Dover-Foxcroft LMA designation is based on commuter patterns (See Map 2 Labor Market Area in Volume I Appendices).

*plus the margin of error (the lower and upper confidence bounds) contains the true value. This chapter contains ACS 5-Year estimates for 2010 and/or 2012, depending on which samples have the smallest margins of error.*

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 3-7 Community Patterns for 2010

Place of Work of Dover-Foxcroft Residents		Residence of Workers Commuting to Jobs in Dover-Foxcroft * Communities part of the Dover-Foxcroft LMA			
Place of Work	Commuters	Place of Residence	Commuters	Place of Residence	Commuters
Dover-Foxcroft	1,158	Dover-Foxcroft*	1,158		
Guilford	157	Milo *	153	Rochester, NH	12
Greenville	109	Guilford*	142	Corinna	11
Milo	77	Sangerville *	134	Bucksport	10
Dexter	75	Dexter *	122	Exeter	10
Bangor	61	Sebec*	64	Bowerbank*	10
Atkinson	53	Abbot *	61	Greenville *	10
Monson	51	Charleston	60	Medford *	10
Brewer	46	Atkinson*	44	SE Piscataquis UT*	10
Charleston	29	Brownville *	41	Harmony	9
Hermon	28	Parkman *	40	Willimantic *	8
Boston, MA	23	Bangor	36	Troy	8
Hampden	22	Monson *	30	Kenduskeag	7
Pittsfield	21	Old Town	22	Ripley*	7
Palmyra	16	Corinth	20	Greenbush	6
Mount Desert	14	Cambridge *	18	Lake View Plt.*	6
Lincoln	14	Bradford	16	Wellington	6
Newport	14	Hudson	15	Skowhegan	6
Presque Isle	13	South Berwick	15	Enfield	5
Garland	10	Pittsfield	14	Blanchard UT*	5
Kenduskeag	10	St. Albans	14	NE Piscataquis UT	5
Skowhegan	10	Peru	12	NW Piscataquis UT*	5
Corinth	9	Garland	12	Cushing	4
Burnham	9	Glenburn	12	Plymouth	4
Orono	8	York	12	Shirley*	4
Sangerville	8	Sub-Totals	2,267		178
Total	2,045			Grand Total	2,445

Source: US Census, American Community Survey 5-Year Estimates 2006-10

## Workforce Statistics

Occupations in Dover-Foxcroft reflect its role as a county seat, service center and a community with a strong health and social services sector. According to 2013 Census estimates in Table 3-8, Dover-Foxcroft's workforce by occupations was as follows:

- 37% of workers were in management, business, science and arts occupations
- 20% were in service occupations
- 18% were in sales and office
- 14% were in natural resources, construction, maintenance occupations
- 12% were in production, transportation, material moving occupations

The work force (civilian employed population 16 years and over) was 1,807 for the 2000 Census and 1,944 according to the 2013 estimates. Even though the categories changed slightly between the censuses, the shifts in the proportion of the workforce in occupations between 2000 and 2013 can be compared, and are as follows:

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Increases in the following:

- For management, business, science and arts occupations – from 34% (2000) to 37% (2013)
- For service occupations – from 14% (2000) to 20% (2013)
- For natural resources, construction, maintenance occupations - from 11% (2000) to 13% (2013)

Decreases in the following:

- For sales and office occupations – from 24% (2000) to 18% (2013)
- For production, transportation, material moving occupations – from 17% (2000) to 11% (2013)

Table 3-8 Workforce by Occupation, 2013								
	Dover-Foxcroft				Piscataquis County		Maine	
Occupation	Estimate (Number)	Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error
Civilian employed population 16 years & over	1,944	+/-188						
Management, business, science, arts	719	+/-147	37.0%	+/-6.5	29.2%	+/-2.6	35.1%	+/-0.4
Service	397	+/-109	20.4%	+/-6.0	20.0%	+/-2.4	18.3%	+/-0.3
Sales and office	358	+/-134	18.4%	+/-6.2	19.0%	+/-2.3	24.1%	+/-0.3
Natural resources, construction, maintenance	248	+/-97	12.8%	+/-5.0	13.6%	+/-2.0	11.0%	+/-0.3
Production, transportation, material moving	222	+/-88	11.4%	+/-4.3	18.2%	+/-2.1	11.5%	+/-0.3
Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates (See footnote regarding census data)								

Statistics for Dover-Foxcroft’s workforce by industry are also typical of a county seat and service center, and a community with a strong health and social services sector. According to 2013 Census estimates, Dover-Foxcroft’s workforce by industry was as follows:

- 34% of workers were in educational services, health care, and social assistance
- 10% in manufacturing
- 9% in retail trade
- 9% in arts, entertainment, recreation, food and accommodation services
- 38% in all other categories combined (Table 3-9)

The most significant shift in the proportion of the workforce by industry between 2000 and 2013 was the increase in the workforce in “education, health and social services”. While this was the largest industry category for both censuses, it is estimated to have increased by about 180 individuals. This proportional shift meant there were proportional decreases in other categories. The following are the most significant shifts proportionally and by estimated number of workers between 2000 and 2013:

Increases in the following:

- For education, health and social services – from 27% (2000) to 34% (2013) of the total workforce
- For arts, entertainment, recreation, food and accommodation services - from 5% (2000) to 9% (2013)
- For transportation, warehousing, utilities – from 4% (2000) to 7% (2013)

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Decreases in the following:

- For manufacturing – from 17% (2000) to 10% (2013)
- For retail trade – from 17% (2000) to 9% (2013)

Table 3-9 Workforce by Industry, 2013

Industry	Dover-Foxcroft				Piscataquis County		Maine	
	Estimate (#)	Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error
Workforce - Civilian employed population 16 years and over	1,944	+/-188						
Agriculture, forestry, fishing, hunting, mining	70	+/-47	3.6%	+/-2.5	4.2%	+/-1.1	2.4%	+/-0.1
Construction	95	+/-53	4.9%	+/-2.7	7.4%	+/-1.4	7.0%	+/-0.2
Manufacturing	193	+/-86	9.9%	+/-4.3	16.3%	+/-2.1	9.3%	+/-0.2
Wholesale trade	39	+/-35	2.0%	+/-1.8	1.4%	+/-0.7	2.4%	+/-0.1
Retail trade	174	+/-76	9.0%	+/-4.0	12.2%	+/-2.1	13.6%	+/-0.3
Transportation, warehousing, utilities	128	+/-82	6.6%	+/-4.2	5.8%	+/-1.6	3.9%	+/-0.2
Information	30	+/-24	1.5%	+/-1.3	0.9%	+/-0.4	1.8%	+/-0.1
Finance and insurance, real estate, rental and leasing	46	+/-31	2.4%	+/-1.6	2.7%	+/-0.8	6.1%	+/-0.2
Professional, scientific, management, administrative waste management services	96	+/-80	4.9%	+/-4.1	4.9%	+/-1.4	8.7%	+/-0.3
Educational services, health care, social assistance	666	+/-159	34.3%	+/-7.4	28.6%	+/-2.4	27.4%	+/-0.4
Arts, entertainment, recreation, food and accommodation services	173	+/-81	8.9%	+/-4.0	6.9%	+/-1.5	8.5%	+/-0.2
Other services, except public administration	136	+/-86	7.0%	+/-4.2	5.0%	+/-1.4	4.4%	+/-0.2
Public administration	98	+/-62	5.0%	+/-3.2	3.8%	+/-1.0	4.4%	+/-0.2

Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates (See footnote regarding census data)

According to the 2013 Census, 79% of Dover-Foxcroft's employed population were "private wage and salary workers," 13% were "government workers," 8% were "self-employed in own not-incorporated business workers" and 1% were "unpaid family workers."

Table 3-10 Workforce by Type of Employment, 2013

	Dover-Foxcroft				Piscataquis County		Maine	
	Estimate (#)	Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error	Percent	% Margin of Error
Civilian employed population 16 years and over	1,944	+/-188						
Private wage & salary workers	1,526	+/-211	78.5%	+/-7.1	74.7%	+/-2.4	76.7%	+/-0.3
Government workers	250	+/-102	12.9%	+/-5.3	13.3%	+/-2.0	14.3%	+/-0.2
Self-employed in own not incorporated business workers	156	+/-109	8.0%	+/-5.5	11.8%	+/-1.8	8.8%	+/-0.2
Unpaid family workers	12	+/-20	0.6%	+/-1.1	0.3%	+/-0.3	0.1%	+/-0.1

Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates (See footnote regarding census data)

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The proportional shifts between 2000 and 2013 were:

- An increase for private wage and salary workers from 76% (2000) to 79% (2013)
- A decrease for government workers from 16% (2000) to 13% (2013)
- Self-employed workers in own not incorporated business was 8% for both censuses
- Unpaid family workers increased from 0.4% (2000) to 0.6% (2013)

### ***Section 3.5 Consumer Retail Sales***

Taxable consumer retail sales data can be used to evaluate the strength and weaknesses of the community's retail sales sectors. Taxable consumer retail sales are those sales where a sales tax is collected, and do not include non-taxable items such as food eaten in the home. Non-taxable food store items typically represent about 25% of actual total sales in food stores.<sup>25</sup>

The Maine Office of Policy and Management compiles the retail sales data displayed in Figure 3-3. The communities included in these Economic Summary Areas (ESAs) are listed in Table 3-11.

Most notable in Figure 3-3 is the growth in retail sales (14.3% from 2008 to 2013) for the Bangor Sub ESA, which includes Hampden, Hermon, Newport, Holden, and a number of smaller communities. This rate of growth was more than twice the rate of growth statewide.

The Dover-Foxcroft ESA, which includes Dover-Foxcroft, Guildford, Garland, Dexter, Greenville, and many other smaller communities, had retail sales growth of 1.4% between 2008 and 2013, which was more than for the Bangor ESA, which includes Bangor, Brewer, Orono, Old Town and Veazie and a few others smaller communities. The Lincoln ESA, which includes communities along the interstate, experienced greater growth (2.3%) than the Dover-Foxcroft ESA (1.4%) between 2008 and 2013.

Retail sales for the Dover-Foxcroft ESA increased somewhat dramatically between 2012 and 2013 (3%), which exceeded retail sales growth in the Bangor and Lincoln ESAs.

The cumulative rate of inflation from 2008 to 2013 was 8.2%, and the rate of inflation for 2012 to 2013 was 1.5%.<sup>26</sup> This means that with the exception of the Bangor Sub ESA, retail sales in the other ESAs were not keeping up with the rate of inflation for the period between 2008 and 2013. Between 2012 and 2013 retail sales exceeded the rate of inflation in all of the ESAs and statewide, which is not surprising given the more recent improvement in the overall economy.

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<sup>25</sup> The data on taxable Maine retail sales is derived from state sales tax collections. These data represent sales, not the amount of tax revenue collected.

<sup>26</sup> <http://www.usinflationcalculator.com/>



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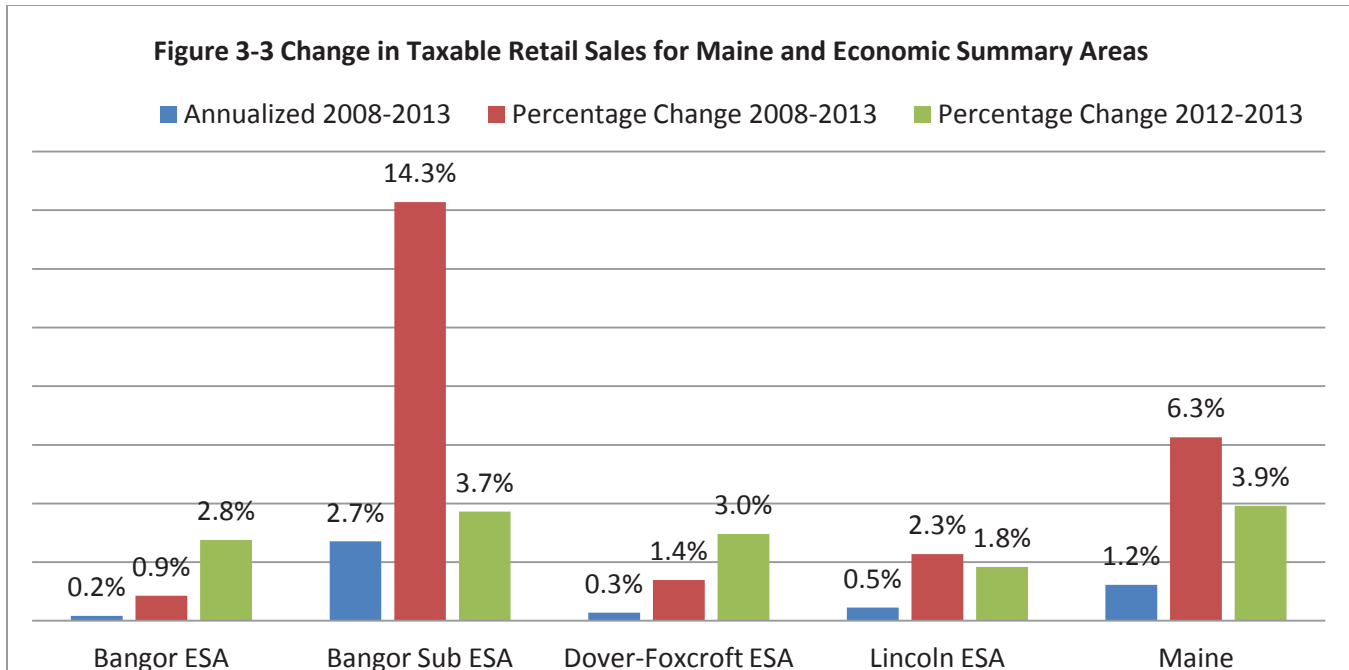


Figure 3-3, Source: Maine Office of Policy and Management, 2014

## Economic Summary Areas

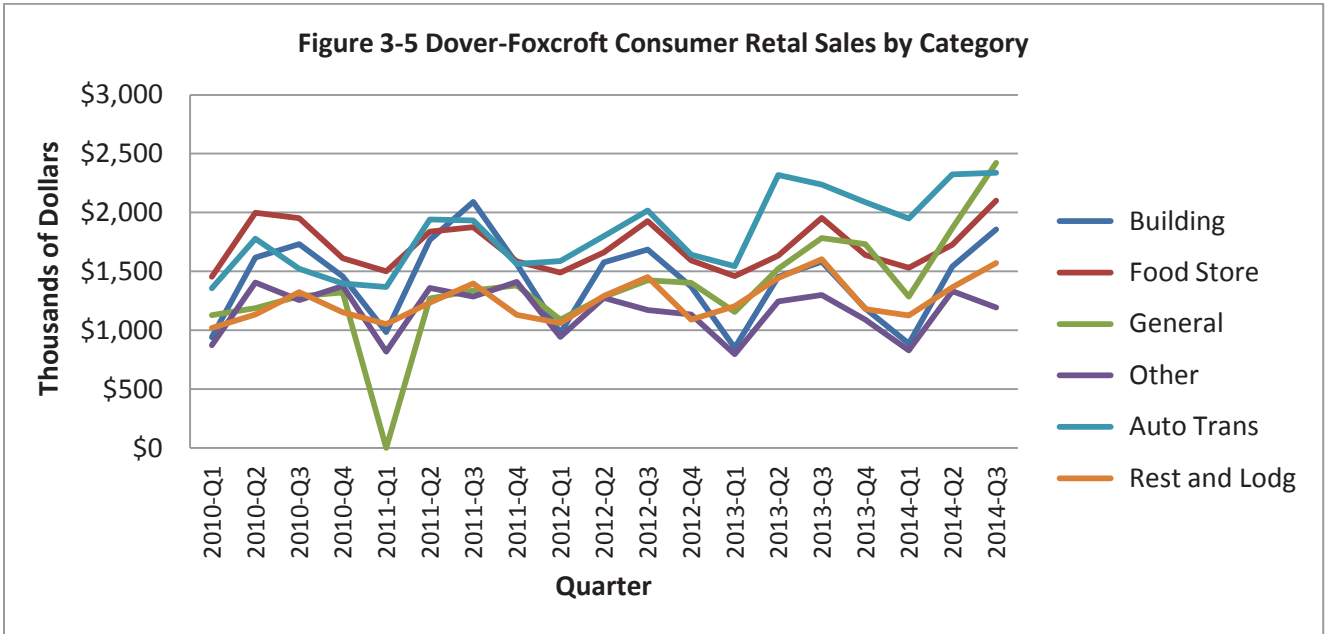
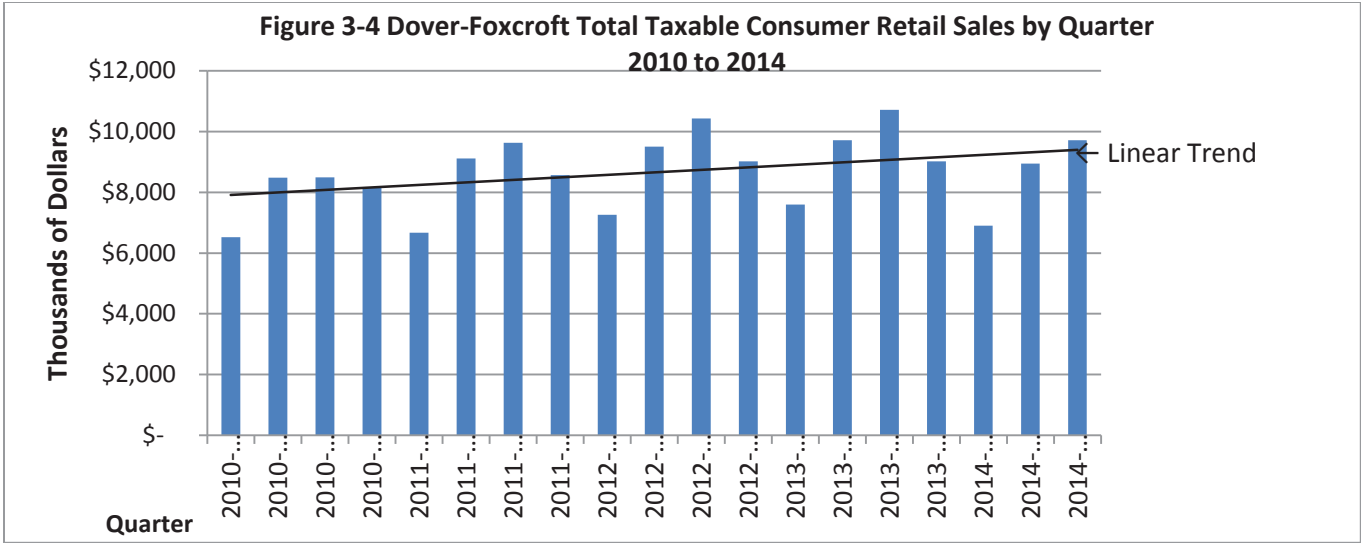
- BANGOR ESA – Bangor, Brewer, Great Works, Indian Island, Old Town, Orono, Stillwater, Veazie
- BANGOR SUB. ESA – Alton, Argyle Twp, Bradley, Cardville, Carmel, Clifton, Corinna, Corinth, Costigan, Dixmont, Eddington, Eddington, Etna, Exeter, Glenburn, Greenbush, Greenfield, Hampden, Hampden Hights, Hermon, Holden, Hudson, Kenduskeag, Levant, Milford, Newburgh, Newport, Olamon, Orrington, Plymouth, Stetson
- DOVER-FOX. ESA – Abbott, Atkinson, Barnard Plt, Beaver Cove, Blanchard, Bowerbank, Bradford, Brownville, Charleston, ChesuncookTwp, Derby, Dexter, Dover-Foxcroft, Ellitsville, Garland, Greenville, Guilford, Kingsbury, Lagrange, Lakeview Plt, Medford, Milo, Monson, Northeast Carry Twp, Onawa, Orneville Twp, Parkman, Sangerville, Sebec, Sebec Lake, Sebec Sta, Shirley
- LINCOLN ESA – Burlington, Carroll Plt, Chester, Drew Plt, Edinburg, Enfield, Grand Falls, Howland, KingmanTwp, Lee, Lincoln, Lowell, Mattawamkeag, Maxfield, Passadumkeag, Saponac, Sebeis Plt, Springfield, Webster Plt, Winn

Dover-Foxcroft's quarterly consumer retail sales data for 2010 through the 3<sup>rd</sup> quarter of 2014 are displayed in Figure 3-4. The cyclical nature of retail sales with the most sales during the 2<sup>nd</sup> and 3<sup>rd</sup> quarter is quite evident. There was also a steady increase in retail sales between 2010 and 2013, as is made evident from the linear trend line. The 2014 figures appear to be less than prior years, but that may be because complete data for the year is not yet compiled by Maine Revenue Services. The cumulative rate of inflation for 2010 through 2014 is about 8.3%,<sup>27</sup> which means that \$8 million dollars in 2010 would be about \$8.664 million in 2014. This rough calculation suggests that retail sales are increasing only slightly faster than the rate of inflation.

Dover-Foxcroft's retail sales by Store Type are displayed in Figure 3-5. Store Types are defined in Table 3-12. The strongest retail sale store types were Auto Trans and Food Store. The General store type also had strong retail sales for the 2<sup>nd</sup> and 3<sup>rd</sup> quarters of 2014. The retail sales for the store types Building, Restaurant and Lodging, and Other do not appear to be as strong.

<sup>27</sup> <http://www.usinflationcalculator.com>

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Figures 3-4 and 3-5, Source: Maine Office of Policy and Budget, 2014

Key to Consumer Retail Sales Store Types: 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.
Auto: All transportation-related stores, including auto dealers, auto parts, motorcycle shops, aircraft & boat dealers, auto rental, etc.
Building Supply: Durable equipment sales, contractors' sales, hardware stores and lumber yards.
Food Stores: All food stores from large supermarkets to small corner food stores. The values are non-food items only, since food intended for home consumption is not taxed. The taxable values shown typically represent roughly 25% of actual store sales (since three-fourths of all food store sales are not taxed).
General Merchandise: Department stores and stores carrying product lines typically found in department stores; including clothing stores, furniture stores, shoe stores, and home appliance stores.
Lodging & Restaurants: Hotels, motels, campgrounds, bed & breakfasts, etc. & stores selling food for immediate consumption.
Other Retail: A wide variety of stores not covered elsewhere, including drug stores, jewelry stores, sporting goods stores, antique dealers, book stores, photo supply stores, gift shops, etc.

## Section 3.6 Dover-Foxcroft's Economic Development Initiatives

Dover-Foxcroft's Town Manager, acting on behalf of the Board of Selectpersons, oversees the Town's economic development programs, which often consists of collaborative efforts with other organizations, such as the Pine Crest Development Corporation and the Piscataquis County Economic Development Corporation (PCEDC).

Specific economic development activities have included downtown revitalization, the Riverfront Redevelopment Project, the Pine Crest Business Park, several tax increment financing districts, and efforts to get adequate access to high-speed internet. It is important to note that basic municipal services and facilities are critical to economic activity. A thriving economy depends on government services and adequate facilities, such as roads, emergency services, solid waste disposal, and sewer and water.

The Town, usually with assistance from the PCEDC, has accomplished many projects utilizing outside funding sources, and creative financing mechanisms (See Tables 3-12 and 3-13 at the end of this chapter). The Town is also active with the PCEDC in promoting countywide economic development.

### Piscataquis County Economic Development Council (PCEDC)<sup>28</sup>

Dover-Foxcroft participates with PCEDC in promoting economic development both countywide and in Dover-Foxcroft. PCEDC, with an office in Dover-Foxcroft, was established in 1997 by leaders from around the county who recognized the need for a cooperative economic development program. The Board of Directors is diverse and has members from both the public and private sectors. The Board elects an Executive Committee that oversees the staff and PCEDC's daily operations.

The Council's mission is to leverage local, county, regional, state and federal resources to promote and encourage private and public investment with the goal of stimulating long-term sustainable economic development and growth in the region. In order to better promote economic development, PCEDC focuses on attracting businesses to the county, retaining local businesses and assisting in their growth, and developing and promoting the county's unique culture and heritage.

PCEDC assists towns and non-profits in a number of areas, such as downtown revitalization, improving community facilities, upgrading water and sewer systems, developing renewable energy projects, preserving historic buildings, redeveloping sites for businesses and creating infrastructure for tourism. PCEDC also operates two revolving loan programs: the Brownfields program for clean-up of contaminated sites and the Small Business Revolving Loan Program for development and expansion of small businesses.

### Piscataquis Chamber of Commerce<sup>29</sup>

The Piscataquis Chamber of Commerce is a non-profit organization with an office and tourist information center at 1033 South Street in Dover-Foxcroft. The Chamber's mission is to unify and promote business and stimulate growth in Piscataquis County. Its vision is to create a truly regional, active, vital partnership between

*PCEDC's Vision: Piscataquis County will have a strong, diverse, and vibrant economy that offers higher quality jobs to support strong, diverse, and vibrant families and communities. A strong economy is one that is wealth generating, able to survive national economic downturns, productive, and efficient. It's also diverse, containing a numerous, healthy combination of manufacturing, service, and retail businesses. Such an economy must be a vibrant one that values creativity, supports leadership, and is knowledge based. The resulting higher quality jobs will be able to financially sustain individuals, families, and communities.*

*PCEDC will continue to build a prosperous future of Piscataquis County for everyone by growing our population, ensuring a viable future for our youth, providing opportunities for lifelong learning and employment, promoting tourism and recreation, and advocating for this county at multiple levels in order to ensure a good quality of life for all of our residents.*

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<sup>28</sup> <http://www.pcedc.org>

<sup>29</sup> <http://www.piscataquischamber.com>

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community and business to build a healthy marketplace and enriched living environment. The Chamber of Commerce is an active participant in economic development within the region and has a director and several part-time staff.

## Annual Events

There are a number of annual activities that the Town and its partners have sponsored to promote the region. These have included the following:

- Piscataquis Heritage Hot Air Balloon Festival
- Kiwanis Club Piscataquis River Canoe Race (Guilford to Dover-Foxcroft)
- Whoopie Pie Festival
- Piscataquis Valley Fair
- Shiretown/Homecoming Festival
- Dover-Foxcroft and Milo Kiwanis Club Auctions
- Maine Highlands State Championship Sled Dog Race
- Maine Maple Sunday
- Penquis Valley Regional Expo

## Downtown Revitalization

Dover-Foxcroft's downtown revitalization efforts can be traced back to 2001, when a Vision Committee comprised of downtown's stakeholders (e.g., business owners, consumers, town officials, and civic organizations) worked to create a vision for the area.<sup>30</sup> The Vision Committee's work led to the development of the Downtown Revitalization Plan (2003), and then to Dover-Foxcroft's designation as a Maine Downtown Network Community in 2009. The following summarizes these efforts.

## Summary of Recent Progress

- A garden and traffic island installed to improve traffic flow in the area of the Fire Department
- Farmer's Market established at the Chamber of Commerce
- Facade improvements to downtown businesses
- Tree inventory and trees planted at key locations (Project Canopy); became a Tree City USA
- Plantings established in the triangle at Union Square
- Historic District enacted - Historical Society makes recommendations related to historic structures.
- Central Hall revitalized
- Town became member of Maine Downtown Network
- Redevelopment of the Moosehead Mill Complex underway

## Dover-Foxcroft, a Maine Downtown Network Community (2009 to Present)

Dover-Foxcroft became a Maine Downtown Network Community in 2009. This means the Town is a member of the Maine Development Foundation's Maine Downtown Center (MDC) program<sup>31</sup> which supports downtown revitalization through technical assistance and training in the areas of promotion, design, organization and economic restructuring. Each Main Street program is locally driven, responds to local priorities, and is locally funded. The MDC is a partner in the revitalization process by providing technical assistance and training.

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<sup>30</sup> A detailed summary of the Vision Committee's work is included in the Town's 2005 Comprehensive Plan.

<sup>31</sup> The Maine Downtown Center's mission is "to advance preservation-based economic development in downtowns across Maine, resulting in business growth, job creation, building rehabilitation, cultural enhancement and organizational leadership. The Center and its Advisors serve as a resource for all Maine communities interested in undertaking downtown revitalization projects and developing sustainable programs." See [http://www.mdf.org/mdc\\_overview.php](http://www.mdf.org/mdc_overview.php)

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The Main Street Four-Point Approach® developed by the National Trust for Historic Preservation's Main Street Center emphasizes economic development within the context of historic preservation and is based on principles of self-determination and direct community participation. The four key areas of revitalization are:

- **Organization.** Involving all constituencies having an interest in downtown revitalization and management of both human and financial resources. Organization helps everyone work towards the same goals and maximizes involvement of public and private leaders within the community.
- **Design.** Implementing projects that improve the appearance and functionality of downtown buildings and physical environment. Design enhances a district's appearance and pedestrian amenities while preserving its historic features.
- **Promotion.** Creating programs that market the downtown to potential and existing customers, producing special events and festivals, and promulgating a positive image of downtown. Promotion brings people back downtown by helping to attract visitors, shoppers, and investors.
- **Economic Restructuring.** Studying the community's economy and market opportunities and using the information to develop programs that strengthen and expand existing businesses and aid in recruiting new businesses to downtown. Economic restructuring stimulates business development and helps strengthen the district's economic base.

To implement the Four-Point Approach to advance downtown revitalization, Dover-Foxcroft established a Steering Committee, and appointed two working committees: the Design Committee and the Economic Restructuring and Promotion Committee. The MDC provided technical support to the committees through a start-up evaluation and work plan in 2010 (summarized below), and has provided first and second year evaluations, and on-going training and other technical assistance through workshops and other activities.

## **Summary Report from the Start-Up Team Visit to Dover-Foxcroft September 2010**

The MDC report contains observations and recommendations made by a team of experts when they visited the community in 2010. In general, the report builds on the Town's strengths, such as strong community interest in improving the downtown and a number of architecturally and historically significant buildings that help define the unique character of the downtown. The report also recognized the enormous potential of the redevelopment of the historic Moosehead Mill complex for the entire community, and specifically downtown. The report has many recommendations, including those that up-date the 2003 Downtown Revitalization Plan.

Since the initial start-up visit, the Steering Committee and two working Committees have established goals for future work and implemented a number of actions. Some of these have included:

- **Steering Committee**
  - Establishing a budget and seeking funding sources.
  - Developing a public relations program.
- **Promotions Committee**
  - Expand and develop new promotions – Hometown Holidays, etc.
  - Develop print brochure and events calendar.
  - Establish online presence – website and Facebook.
- **Design Committee**
  - Downtown beautification – clean-up, flowers, flags, banners, etc.
  - Inventory downtown buildings.
  - Inventory parking availability and make improvements.
  - Downtown rehabilitation project (s) – storefront, downtown flower gardens.
  - Education in historic preservation, attended Maine Preservation's Field Service Training.
- **Economic Restructuring**



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- Inventory downtown businesses.
- Inventory vacant storefronts.
- Analyze opportunities for clustering of complementary businesses.
- Create downtown brochure and business directory with Promotions Committee.
- Conduct a brief intercept survey of people coming to the downtown.
- Hold forum for downtown business owners and managers to network and collaborate.

In addition to the establishment of committees and goals, the report also recommended the following:

- Develop a downtown brand logo and slogan statement to be used widely by merchants and businesses to continually reinforce the message and image of the downtown.
- Promote infill development that is compatible with the historic fabric creates attractive places for people and art, as part of your creative economy/local crafts niche.
- Develop design guidelines for downtown integrating redevelopment that preserves and enhances significant structures (of which there are many) and street character.
- Utilizing a fundraising approach for income sources: 1/3 from the Town, 1/3 from downtown businesses/property owners and 1/3 from the residents and special events.

The overarching slogan for the Main Street program is economic development within the context of historic preservation. Historic buildings provide the distinctive setting for downtown revitalization and, when combined with a beautiful natural setting, are a community's greatest economic development assets. Your good historic building stock is relatively intact, with the exception of a few storefronts that have been significantly modified over time. While many people do, it is important for the entire community to recognize the quality of these irreplaceable buildings, their character-defining value, and their potential to leverage the benefits of incentives such as the federal and state historic tax credits to restore and preserve them well into the future. As we and many others regularly state: historic preservation is a proven economic development tool and will significantly raise the level of revitalization here to the status it deserves.

### **Redevelopment of the Moosehead Mill Complex<sup>32</sup>**

The Riverfront Redevelopment Project, initiated around 2010 consists of the downtown complex of land and buildings formerly owned by Moosehead Manufacturing (Mill), an area of about 3.25 acres with frontage on the Piscataquis River. When Moosehead Manufacturing defaulted on its real estate taxes, the Town assumed ownership of the property. In order to redevelop the property and create jobs, the Town decided to sell the property to Pine Crest, the non-profit corporation created by the Town to develop the Pine Crest Business Park. Pine Crest was the logical choice to lead the redevelopment project, since it was designed to work in concert with the Town to bring new businesses to Dover-Foxcroft.

The Town and Pine Crest selected the Arnold Development Group as the lead developer for the redevelopment project. Pine Crest sold the buildings to the developer and then leased back space to build and operate the Mayo Mill Commercial Office Plaza and Data Center.

Arnold Development is rehabilitating the Mill complex as a LEED-certified community of retail shops, craft ateliers, art studios, commercial offices, data center, renewable energy facilities (hydroelectric plant, photovoltaic solar panels and geothermal plant), restaurant, boutique cafe, residential apartments (20) and a pedestrian Mayo Mill Riverwalk open to the general public that will give residents of Dover-Foxcroft the opportunity to live, work, and shop in the Town's downtown business district. The project is to maintain the historic integrity of the buildings while restoring them to productive reuse.

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<sup>32</sup> TIF application. Also see description later in this chapter.

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The Riverfront Redevelopment Project represents a \$12 million investment that requires an innovative public - private partnership fostering private financing and investment, state and federal grants and community support through Tax Increment Financing (TIF) to revitalize the downtown business district, increase property values, restore the historic buildings to complement the commercial, residential, religious and civic buildings surrounding the Mill, encourage investment in the downtown, eliminate slum and blight and create new job opportunities.

The Dover-Foxcroft Riverfront Redevelopment TIF District is designed to provide a solution to those looking for multi-purpose space in an urban environment, and will offer attractive living and working space to the region's growing community of artists, craftspeople, Web designers, graphic artists, software engineers, and medical professionals while providing attractive office and meeting space for a variety of business sectors.

### **Downtown Revitalization Plan- Phase I (2003)**

The Downtown Revitalization Plan was prepared for the PCEDC (on behalf of the Town). WBRC, an architectural and engineering firm based in Bangor, was hired to develop the plan.

The following is a summary of the Plan's goals and general recommendations.

- Gateway Arrival (South Street): Create a first impression that sets the mood and flavor for a clear, beautiful and environmentally conscious community that is attractive to business, investors, visitors and residents. Recommendations include: appropriate lighting, plantings to frame views and buffer uses, common traffic signs and lighting specific to Dover-Foxcroft, curbed streets, historic preservation measures, site and view sensitive utilities, and traffic circulation and pedestrian improvements.
- Waterfront (Area between South Street and Piscataquis River): Promote and expand cultural and recreational events, facilities, and programming to address the diverse needs and desires of the citizens in our community. Recommendations include: creating a sense of identity and place, highlighting natural and historic features, increase usability and attractiveness of waterfront (parking, boat ramp, gathering areas, walking and biking trails, site furnishings and lighting, signage, etc.), and cleaning up the area and improving aesthetics.
- Union Square: A downtown center and meeting place that creates identity and sense of place which expresses and accommodates the mixed use nature of a thriving downtown. Recommendations include: making pedestrian spaces and circulation a priority and addressing traffic issues (traffic calming, pedestrian crossings, and signage), developing a sense of community and pride through activities and events (plaza area with site furnishings and lighting).

The Downtown Revitalization Plan contains a detailed inventory and analysis of conditions in the areas examined, and recommends objectives with some specific design improvements. Some of the recommendations of the Plan have been implemented, but not necessarily as specifically suggested. The overall themes – goals and objectives – have the most value in continuing to improve the downtown and adjacent areas. The Town should update the Plan to reflect the Riverfront Redevelopment Project, since it was not envisioned in 2003. An updated Plan may also be necessary for obtaining grants and other financing for future projects.

### **Tax Increment Financing District (TIF)**

TIF is a sophisticated economic development tool used for a wide-range of economic development activities. Simply stated, it allows a town to direct property tax income from new development to a fund for specific economic development activities. To establish a TIF Program a town must define a TIF District (area where TIFs can be granted) and adopt policies for granting TIFs in accordance with state law. Some or all of the new property-tax income can be used in the TIF District or to support development within the district. A major fiscal benefit is that new valuation from the development is not added to the Town's total valuation. The higher the

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Town's valuation, the higher its proportional share of funding for schools, the more it pays in county taxes, and conversely the less it gets in state revenue sharing and general purpose school funding.

Dover-Foxcroft has created two TIF districts:

- The Riverfront Redevelopment TIF district was established in 2012/2013 to support redevelopment of the Moosehead Manufacturing Mill complex and area. The goals of the TIF are to: maintain/increase property tax revenues within the district; create long-term, stable employment; improve the tax base; provide revenues for investment into public facilities and economic development; and to restore landmark historic buildings. As described earlier, Arnold Development now owns the property and has constructed a mixed use facility. Pine Crest, the municipally created non-profit, will lease the Mayo Mill Commercial Office Plaza and Data Center for future development. The project will also include Town ownership and involvement of renewable energy facilities, including hydropower, photovoltaic solar panels, and geothermal shafts under the parking lot. A pedestrian Riverwalk along the waterfront and connecting to the mill complex and the downtown is also planned.
- The Pleasant River Lumber TIF district was established in 2001 to support modernization of the mill. Pleasant River Lumber is a major employer and taxpayer in the Town.

## **Pine Crest Business Park**

The Pine Crest Business Park was established by the Town in the year 2000 with the goal of creating additional employment opportunities for the residents of Dover-Foxcroft and the surrounding area, and to enhance the commercial tax base for the Town. The Park is managed by Pine Crest, a non-profit corporation with a 10 member Board of Directors. The corporation has criteria and covenants which must be adhered to by all occupants of the facility, including the requirement that all properties pay property taxes.

The Business Park, located off Route 7, occupies approximately 60 acres of land with 12 surveyed lots varying in size from 1.5 acres to 6.5 acres. The Park has complete infrastructure including roads, water, power and sewer, and fiber optic technology is accessible. The Park's location along the Maine's Three-Ring Fiber Optic Network is one of its strengths.

As of the fall of 2014, three of the lots were owned by a private entity, who leases the lots to the 4 occupants – the Passamaquoddy Indian Tribe (15,000 s/f building formerly Creative Apparel Associates, a manufacturing of military clothing), a child care/pre-school facility, and sharing a lot - the Piscataquis County Soil and Water District and the United States Department of Agriculture.

There are nine building sites remaining, all of which are pre-permitted. These lots are marketed by the Piscataquis County Economic Development Council as part of its county-wide marketing efforts. Factors affecting build-out of the park include distance from the interstate and large urban areas, workforce limitations, and the overall economic climate.

## **Summary of Grants and Other Outside Sources of Funding**

Dover-Foxcroft has benefitted from a considerable amount of outside funding for economic development.

Table 3-12 lists Dover-Foxcroft projects funded through the Maine Department of Economic Development and Community Development's Community Development Block Grant Program (CDBG) since 2001.

Table 3-13 is a list of grants that the Town received with assistance from the PCEDC.

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Table 3-12 Dover-Foxcroft Projects Funded through Community Development Block Grants Since 2000

Year	Type Grant	Grant Amount	Use of Funds
2001	EDI	\$400,000	Construction of building for Creative Apparel
2002	CPG	\$10,000	Downtown study
2003	HA	\$301,400	Housing rehabilitation
2003	MITF	\$303,258	Historic Theater Restoration
2004	CE	\$102,500	Business façade program
2005	PF	\$100,800	Renovations to Center Theatre
2005	BA	\$401,000	Pleasant River Lumber - Water Line (PTZ)
2006	CE	\$101,000	Micro-enterprise loan
2007	CPG	\$10,000	Reuse plan for Moosehead Manufacturing
2008	MITF	\$33,000	Purchase and renovation of vacant storefront by non profit – capital improvements to town hall.
2008	MITF	\$12,400	Acquisition of vacant storefront property adjacent to Center Theatre
2010	NPDG	\$250,000	Redevelopment of former Moosehead Manufacturing facility
2010	HA	\$250,000	Housing rehabilitation/weatherization/ADA – Charlotte White
2011	CFMF	\$400,000	Rehabilitation of Central Hall and pedestrian walkways
2011	DFBF	\$206,500	Central Hall
Total		\$2,881,858	

Source: Maine Department of Economic and Community Development, 2014

Table 3-13 Community Development Projects: 2011-2014

Funding Agency	App Date	Amt Received	Applicant	Project
Project Canopy	2009	\$7,940	Dover-Foxcroft	Tree planting/ maintenance
EPA Brownfields cleanup	2010	\$4,000,000		Moosehead Mfg cleanup
EPA Brownfields cleanup	2010	\$600,000		ME Leathers clean-up (Brown's Mill Park)
Communities for Maine's Future*	Jun-11	\$400,000	Dover-Foxcroft	Central Hall & Mill Redevelopment
EDA	Jul-11	\$1,508,200	Dover-Foxcroft	Moosehead Mfg. Redevelopment
Project Canopy	Sep-11	\$7,990	Dover-Foxcroft	Tree planting
EPA Brownfields Cleanup	Nov-11	\$200,000	D-F Historical Society	Central Hall Hazardous Materials
USDA RBEG*	Feb-12	\$99,999	Dover-Foxcroft	IT Data Center
ME Inland Fish & Wildlife	Apr-12	\$10,000	Dover-Foxcroft	Sebec boat launch dredging
Maine Community Foundation	Feb-13	\$3,000	Dover-Foxcroft	Hot Air Balloon Festival
Maine Community Foundation	Feb-13	\$4,499	Senior Network	Consumer Fraud Protection Program
Northern Border Regional Commission	Jul-13	\$200,000	Dover-Foxcroft	Hydro Electric Plant
USDA REAP*	Aug-13	\$500,000	Mayo Mill LLC	Renewable Energy
CDBG- RLF	Oct-13	\$150,000	Dover-Foxcroft	Pine Crest and Mill Brownfields
Maine Community Foundation	Feb-14	\$3,000	Dover Cove Farmers' Market	Outreach
CDBG-EDP	May-14	\$30,000	Dover-Foxcroft	Center Coffee House
CDBG-EDP*	May-14	\$240,000	Dover-Foxcroft	GLOBEco LLC
CDBG-EDP	May-14	\$90,000	Dover-Foxcroft	BS Farms
Project Canopy	2014	\$7,999	Dover-Foxcroft	Trees- downtown

\*Pending Approval

Source: PCEDC, January 2015

## ***Section 3.7 Summary of Past Studies<sup>33</sup>***

### **The Vision for Downtown/ Intown Dover-Foxcroft (2001)**

The Vision Committee, comprised of many of the downtown's stakeholders including small business owners, consumers, municipal officials, and civic organizations, created a vision for the downtown/intown areas that set the stage for current efforts. Many of their recommendations have been implemented. Some of their work continues to be relevant, and may be helpful to future endeavors. It is summarized below.

The Vision Committee discussed the downtown's weaknesses which generally fell into four areas: unmet business needs, beautification issues, lack of cultural amenities, and infrastructure problems, and then focused on developing constructive solutions, including the following:

- Create a downtown merchant's organization
- Compile a business directory to coordinate sales and promotions
- Encourage a high quality restaurant to attract more people to the downtown
- Orient businesses towards river to take advantage of views
- Poll residents on their opinion of downtown/purchases
- Construct a welcome sign
- Promote more attractive signage perpendicular to the street
- Create quality sidewalks
- Improve lighting and street lamps
- Develop more green spaces with emphasis on Piscataquis River viewsheds
- Create an "improvement" award for window front display and façade renovations
- Provide low-interest loans for façade renovations
- Coordinate building color schemes
- Enhance cultural amenities (a crafts incubator, downtown arts and historic district, Center Theater, the Historical Society, and closer association with Peaks Kenny State Park, Sebec Lake, and Borestone Mountain
- Develop a downtown walking loop, improve cross walks, create a river walk
- Investigate snowmobile access to downtown through the Rails to Trails initiative
- Promotion of a downtown Arts and Crafts District to include many of the area's craftsmen and artisans. Galleries, working studios, arts & crafts incubator/co-op, renovation of Center Street Theater - independent films, highlighting local dramatic talent, and display of artistic creations.
- Promoting Dover-Foxcroft as an historical district with a variety of architectural styles.
- Promote downtown Rivers and Mills concept to highlight historical nature of the downtown area with the Piscataquis River providing past manufacturers with a source of dammed energy.
- Other promotional ideas such as vendors selling and displaying their goods downtown rather than at the Fairgrounds during Homecoming, the creating a Farmer's market downtown, creating a light parade to help encourage the public to shop downtown after dark, and a downtown promotional that corresponds with the Hiram Maxim Shootoff and the annual Southern Piscataquis County Chamber of Commerce Sled Dog Race.

The Vision Committee charged the PCEDC with finding programs to promote the vision and make the concepts into reality. Suggestions included:

- Dover-Foxcroft becoming a Maine Downtown Network Community

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<sup>33</sup> *This information summarizes material in Dover-Foxcroft's 2005 Comprehensive Plan.*



## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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- Business Education seminars through the Small Business Administration staff at Eastern Maine Development Corporation (marketing, product pricing, cash flow, etc.)
- Utilization of funds from the CDBG Downtown Revitalization program and Public Facilities Program (Historic Preservation category)

### **“A Profile of the Workforce in the Piscataquis County – Western Penobscot County Region” (2001)**

This study was compiled by the USM Center for Business and Economic Research for the Maine Department of Economic and Community Development in October 2001. Labor market areas (LMA) included the Greenville LMA, Dexter-Pittsfield LMA and the Dover-Foxcroft LMA. Data came from random sample phone surveys of households and employers. Key findings were:

- Employment in the region was much more concentrated in manufacturing at 34.3% of employment as the primary job, and 9.3% of self-employed, particularly because of the forest products and textile industries.
- The region had a high proportion of service employment with 30.8% as the primary job, 31.6% as a second job and 35.2% of the self-employed.
- Trade and services comprised the major industries for second jobs, while construction and services were the major industries for self-employment.
- The region had a wide diversity of occupations: a high proportion in skilled manufacturing (19.3% primary job), managerial (12% primary job) and skilled trades (10.5% primary job and 11.8% second job). Reflecting the forest products activities in the region, there was a relatively high proportion of transportation workers (7.5% primary job and 11.8% second job).
- While the quality of life in the region was considered quite good there was concern among employers about transportation, the personal income tax, cost of utilities and the availability of arts and culture.
- The most serious issues for employers were providing adequate pay to new employees and finding employees with particular skills. Finding employees in a timely way and with basic skills was a concern.
- More than 88% of primary jobs in this region were full-time (more than 35 hours per week).
- Employers reported starting wages for administrative/clerical and manufacturing positions comparable to other Maine regions, but somewhat lower in retail and managerial positions. Professional starting salaries were found to be comparable to other similar regions.
- About 29% of respondents indicated they needed childcare to be able to work. Of those who required child care, 81% indicated that it was somewhat to very hard to find adequate childcare.
- Employers did not indicate significant concern with the skills of new hires. However, there was a somewhat greater concern about computer skills and analytic/math skills. Over half of employers indicated they must do some remedial training for 50% or more of new hires.
- Regarding workforce education, more than 92% of the respondents indicated they had completed high school or more. However, the percentage of bachelors and post-graduate degree holders was significantly lower than the state average. Education in the arts and the health professions were the two major fields of degrees, but there were a wide variety of other degree fields as well.
- The mean commute for the region was 23 minutes. The majority of commute times were over 30 minutes.

### **“Business Perceptions in Four Rural Eastern Maine Towns (February 2001)”**

This report was prepared by EMDC. Surveys were conducted with businesses in four downtowns: Calais, Dover-Foxcroft, Machias, and Millinocket. Key findings were:

- Downtown businesses are well established in terms of longevity and property ownership.
- Location is critical in determining the markets available to business located in downtown.
- Downtowns serve local, regional, and tourism markets.
- Downtowns tend to lack the draw to be destination shopping.
- The unique character of downtown is strength.

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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- There is a perception that physical barriers still exist to downtown shopping.
- There is some need for business assistance services.
- There is little cooperation among business owners and between business owners and town government.
- There is a need for cooperative marketing and organization to carry it out.
- Downtown business owners/operators are not optimistic about the future of their downtown.
- Identified needs may be met through merchants working together and through business assistance.

Recommendations indicated the need for:

- Economic restructuring – Increasing sales in the downtowns requires having the right mix of retail and services. Profiling existing businesses and interviewing existing and potential customers may identify opportunities.
- Organization – Chambers are often challenged to address the specific needs of downtown. A merchants association can develop a working relationship between businesses and the town. Common goals can be identified and pursued.
- Promotion and Advertising – There is little or no organized marketing in the downtowns. These downtowns need to draw shoppers. Marketing should capitalize on the location and unique aspects of the Town. The ideal organization to carry out local promoting and advertising would be a merchants association.
- Physical Improvements – Town government and downtown businesses need to identify their specific needs and form a plan to address these needs and funding for the improvements.

In addition to this study, a trade area analysis of retail sales was conducted by the University of Maine and Eastern Maine Development Corporation for each town. The analysis indicated steady sales in Dover-Foxcroft.

## Chapter 4 – Housing

### Section 4.1 Housing Trends

According to the Dover-Foxcroft Tax records there are 1,445 single family homes (includes 57 doublewides), 245 mobile homes, 277 seasonal homes (camps), and 129 multifamily structures (two or more units) (Table 1). The 2012 Census estimate was 407 units in multifamily structures, which if added to these figures results in a total number of housing units for the town of 2,374. *This figure is 85 units less than the 2010 Census figure of 2,459.* It is not uncommon for local numbers and Census figures not to match, and the discrepancy is likely in the Census.

Based on the information in Table 4-1, the increase in the number of new housing units was about 22 units per year between 2000 and 2014. This figure will be used to project future housing growth.

Housing Type	Year Permit Issued															Total	Units/Year
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014		
Single Family	7	11	12	10	14	16	17	14	7	1	12	1	2	2	3	129	8.6/yr
Mobile Homes	12	6	9	10	2	9	7	2	4	5	11	5	3	5	3	93	6.2/yr
Multi-family	0	0	0	14	0	0	0	0	6	0	0	0	6	0	24	50	3.3/yr
Seasonal	3	0	5	4	4	12	10	3	2	2	6	1	1	1	1	55	3.7/yr
Total	22	17	26	38	20	37	34	19	19	8	29	7	12	8	31	327	21.8/yr
Source: Dover-Foxcroft Permitting Records, December 2014																	

Census data can be used to track trends over time. Dover-Foxcroft had a total of 2,459 housing units for the 2010 Census, which means the total number of housing units increased by 331 units since the 1990 Census. The rate of increase in the number of housing units between 1990 and 2010 was 15% for both Dover-Foxcroft and Piscataquis County. This compares to a rate of increase statewide of 22% for the twenty-year period, 1990 to 2010. (Table 4-2)

The total number of housing units includes all housing units, including occupied and unoccupied units, year-round and seasonal units, single-family homes, mobile homes and multifamily homes.

#### Number of Households

Dover-Foxcroft had a total of 1,773 households for the 2010 Census, which means the total number of households increased by 74 between 1990

and 2010. Between 1990 and 2000 there was a decrease in the number of households of 41, followed by an increase of 115 households between 2000 and 2010. The rate of increase in the number of households between 1990 and 2010 was 5% for Dover-Foxcroft, 9% for Piscataquis County, and 19% statewide. (Table 4-3)

Area	1990	# Chg.	% Chg.	2000	# Chg.	% Chg.	2010
Dover-Foxcroft	2,128	72	3%	2,200	259	12%	2,459
Piscataquis Co.	13,194	589	4%	13,783	1,557	11%	15,340
Maine	587,045	64,856	11%	651,901	69,929	11%	721,830

Source: U.S. Census, 1990, 2000, 2010

Area	1990	# Chg.	% Chg.	2000	# Chg.	% Chg.	2010
Dover-Foxcroft	1,699	-41	-2%	1,658	115	7%	1,773
Piscataquis Co.	7,194	84	1%	7,278	547	8%	7,825
Maine	465,312	52,888	11%	518,200	39,019	8%	557,219

Source: U.S. Census, 1990, 2000, 2010

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A major factor affecting housing needs is household size. The decrease in average household size (persons per households) can be directly attributed to an increase in single-person households and single-parent households, following state and national trends. Smaller household size means that the demand for housing will increase faster than the growth in population.

The trends affecting household size are expected to continue over the next decade, which means that even with no increase in the year-round population, there will still be a need for more housing as a result of smaller household sizes and desires for different types of housing.

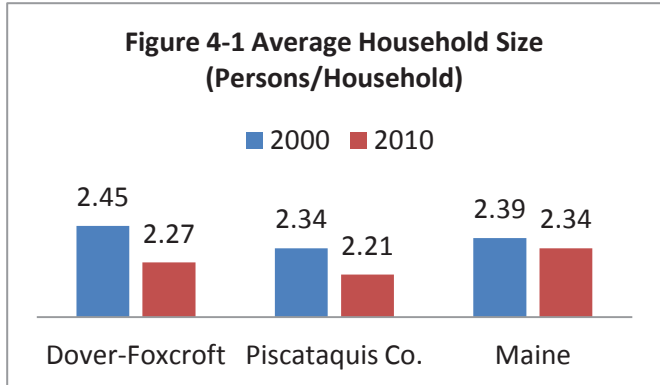


Figure 4-1, Source: U.S. Census, 2000 and 2010 ACS 5-Year Estimates (Margins of error for 2010 data: Dover-Foxcroft +/-0.17; Piscataquis County +/- 0.06; Maine +/-0.01)

### Section 4.2 Number of Housing Units Needed for the Future

While accurately predicting the number of housing units needed for the future is challenging, it is useful for planning purposes. This analysis suggests the Town should plan for an additional 250 to 350 housing units over the next decade, which would be 25 to 35 units per year. This estimate includes all types of housing, and reflects the assumption that the size of the population will remain stable. The estimate is on the high side to assure adequate consideration for the amount of land area, appropriately zoned to accommodate future housing.

Two sets of data are examined to determine how many new housing units will be needed for the next ten years: U.S. Census data and local permitting data. According to Census data 311 units of housing were added between 1990 and 2010. The total number of housing units includes occupied year-round units, second homes, camps, and vacant housing. Projected forward this rate of increase in the number of new housing units for the upcoming decade would be 167 units. (Table 4-4)

Table 4-4 Dover-Foxcroft: Change in Number of Housing Units					
	Census Year			Increase 1990 to 2010	
	1990	2000	2010	Total Units	Units/Year
All Housing Units	2,128	2,200	2,459	331	16.6

Source: U.S. Census, 1990, 2000, 2010

Data from property tax records indicate an increase of 22 units per year between 2000 and 2014, which was an increase of 18 units per year of year-round housing and 4 units per year in seasonal housing (Table 4-1). Projected forward for a ten year period, this would suggest the need for 220 new housing units.

### Section 4.3 Housing Occupancy

According to the 2010 Census, 1,773 (72%) of the Town's housing units were occupied year-round, 451 (18%) were for seasonal, recreational or occasional use, and 235 (10%) were other vacant units. Of the 235 vacant units, 70 were for rent, 4 were rented but not occupied, 53 were for sale, 6 were sold but not occupied, and 102 were other vacant units. (Table 4-5)

Countywide, about 42% of housing was used seasonally, recreationally or occasionally, which is not surprising given the rural nature of the area.

About 10% of housing in Dover-Foxcroft was vacant, somewhat higher than countywide and statewide (2010 Census).

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 4-5 Housing Occupancy (All Housing)

Occupancy Status	Dover-Foxcroft			Comparison for 2010 Percent of Total (2010 Census)		
	2000	2010	Change 2000-2010	Dover-Foxcroft	Piscataquis Co.	Maine
	Housing Units		# (% Chg)			
Year-round	1,658	1,773	115 (7%)	72%	51%	77%
Seasonal, Recreational	372	451	79 (21%)	18%	42%	16%
Vacant	170	235	65 (38%)	10%	7%	6%
Total Units	2,200	2,459	259 (12%)			

Source: U.S. Census, 2000, 2010

In comparing housing occupancy from 2000 to 2010, there was proportionately less year-round housing, and more seasonal and recreational housing, and more vacant housing for 2010 than in 2000 (Figure 4-3).

## Owner and Renter-Occupancy

About 73% (1,302 units) of Dover-Foxcroft's year-round housing was owner-occupied in 2010 (Table 4-6, Figure 4-4). About 27% (471 units) of the Town's year-round housing was renter-occupied. Dover-Foxcroft has proportionately more renter-occupied housing than countywide but less than

statewide, which reflects its role as a regional service center with multifamily housing developments. There were 3,105 people living in the 1,302 owner-occupied housing units for a household size of 2.38 (2010 Census).

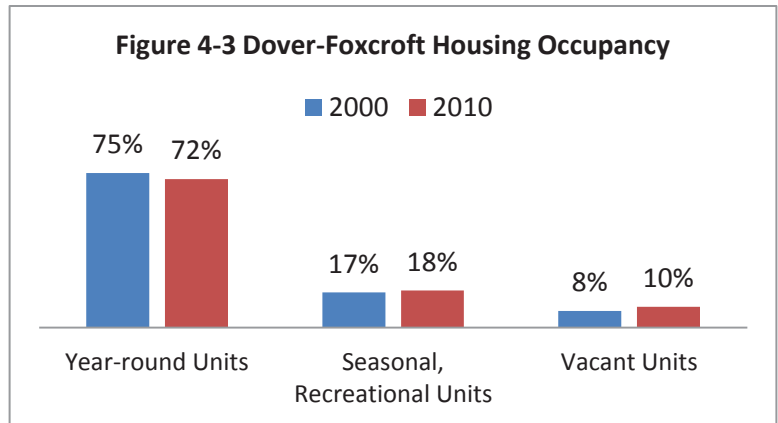


Figure 4-3, Source: U.S. Census, 2000, 2010

Table 4-6 Housing Tenure, Occupancy Status and Vacancy Rates (Year-round Housing)

Occupancy of Year-round Units	Dover-Foxcroft			Comparison		
	2000	2010	Chg. 2000-10	Dover-Foxcroft	Piscataquis	Maine
	Number of Units		#/% Chg.			
Owner Occupied Units	1,268	1,302	34 (3%)	73%	77%	71%
Renter Occupied Units	390	471	81 (21%)	27%	23%	29%
Total Occupied Units	1,658	1,773	115 (7%)			

Source: U.S. Census, 2000 and 2010

There were 925 people living in the 471 renter-occupied housing units for an average household size of 1.96 (2010 Census). This suggests that renter-occupied units are more likely to be occupied by people living alone and single-head of household families.

Between 2000 and 2010 the proportion of renter-occupied units increased from 24% of occupied housing to 27% of occupied housing. This was the result of an increase of 81 units over the ten year period, whereas there was

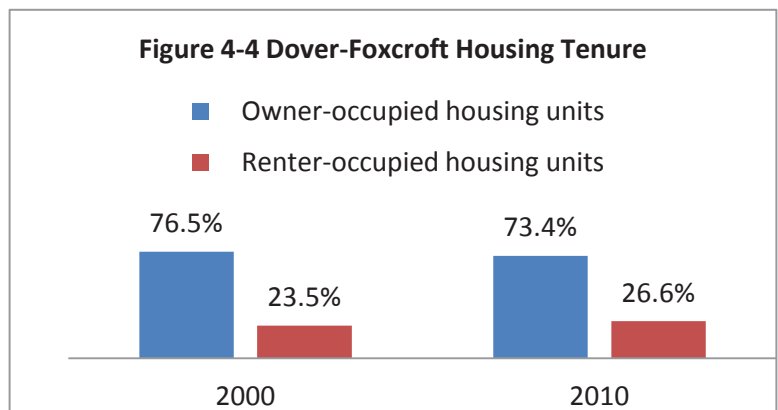


Figure 4-4, Source: U.S. Census, 2000, 2010



# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

an increase of only 34 owner-occupied units during this time period.

Between 2000 and 2010 the proportion of owner-occupied housing units decreased from 77% of occupied housing to 73% of occupied housing. This change was likely due to the construction of new multifamily housing, such as Maine Street Assisted Living (Hubbard's), and new apartments at Foxcroft Academy.

## Vacancy Rates

The 2010 vacancy rate for owner-occupied units was 3.9% (53 units for sale), which suggests there may have been adequate choice in housing given slow population growth. In a faster growing community, 3.9% would suggest a tight housing market. The vacancy rate for renter-occupied units was 12.8% (70 units for rent), which might suggest an oversupply of rentals. The rental vacancy rate does not include seasonal, recreational or occasionally-used housing or other vacant units (Table 4-7). These vacancy rates do not consider the type, condition or cost of housing that is for sale or rent, and that may explain why town officials indicate there is a shortage of rental housing.

Table 4-7 Dover-Foxcroft Occupancy and Vacancy Status		
	Number	Percentage of Total
Total housing units	2,459	100.0
Occupied housing units	1,773	72.1
All Vacant housing units	686	27.9
For rent	70	2.8
Rented, not occupied	4	0.2
For sale only	53	2.2
Sold, not occupied	6	0.2
For seasonal, recreational, or occasional use	451	18.3
All other vacant units	102	4.1
Homeowner vacancy rate (percent)*	3.9	( X )
Rental vacancy rate (percent)*	12.8	( X )
*Note: The Census Bureau calculates vacancy rates as follows: The homeowner vacancy rate is the proportion of the homeowner inventory that is vacant "for sale." It is computed by dividing the total number of vacant units "for sale only" by the sum of owner-occupied units, vacant units that are "for sale only," and vacant units that have been sold but not yet occupied; and then multiplying by 100. The rental vacancy rate is the proportion of the rental inventory that is vacant "for rent." It is computed by dividing the total number of vacant units "for rent" by the sum of the renter-occupied units, vacant units that are "for rent," and vacant units that have been rented but not yet occupied; and then multiplying by 100.		
Source: U.S. Bureau of Census, 2010		

Table 4-8 A Comparison of Vacancy Rates, 2010			
Type Unit	Percentage of Year-round Units		
	Dover-Foxcroft	Piscataquis Co.	Maine
Homeowner Units	3.9%	4.3%	2.4%
Rental Units	12.8%	10.9%	8.9%
Source: U.S. Census, 2010			

## Section 4.4 Housing Types

About 71% of the Town's housing units were single-unit (detached and attached), 15% of units were in multifamily 2-9 unit structures, 3% of units were in multifamily structures with 10 or more units, and 12% were mobile homes. The most significant change in housing since 2000 was the addition of 63 units in multifamily structures with 10 or more units. (Table 4-9)

The increase in larger multi-unit developments since 2000 is attributable to developments like the Main Street West Assisted Living facility associated with Hibbard Nursing and Rehabilitation Center (14 apartments)

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

constructed in 2000, and possibly dorm facilities at the Foxcroft Academy. More recent multifamily developments include 22 loft apartments (market rate leases) at the Mayo Mill and 25 units of affordable senior housing on Summer Street.

Dover-Foxcroft has more multi-unit housing than countywide, which is typical of a service center. The Town also has a higher proportion of mobile homes, perhaps due to the five mobile home parks in Town. Multi-unit developments and mobile home parks are often located on public sewer and water, and are more likely to be developed in communities with these systems.

Table 4-9 Housing Type: Number of Units in Structure (All Housing – Occupied and Unoccupied)						
Type Structure Based on Number of Units	Dover-Foxcroft			Comparison – 2012**		
	2000	2012**	Change 2000-2012	Dover-Foxcroft	Piscataquis	Maine
	Number of Units		#/ % Chg	Percent of Total		
Single-Units*	1,635	1,691	56/ 3.4%	71%	83%	72%
Multi-Units, 2-9 Unit Structures	300	344	44/ 14.6%	15%	7%	15%
Multi-Units, 10 or More Structures	0	63	63/ 100%	3%	2%	5%
Mobile Homes	256	274	9/ 7.0%	12%	8%	9%
Boat, RV, Van	9	0	-9/ -100%	0	<1%	<1%
Total Housing Units	2,200	2,372**	172/ 7.8%			
Notes: *Includes both detached and attached single family housing; **Numbers are different that 2010 Census due to sampling. Source: U.S. Census, 2000; American Community Survey 5-Yr. 2008-2012 Estimates (margins of error not shown) <sup>34</sup>						

Regarding multi-unit homes, it is not uncommon for larger older homes to be divided into one or more apartments. Sometimes these are accessory apartments designed to bring in more income to the primary resident, or to provide for a relative, such as an elderly person or young adult.

The larger multi-unit developments include the following subsidized housing: Thayer Parkway with 56 units; Country Meadows with 24 units; and Riverview Apartments with 32 units. These will be covered in more detail later in this document.

Dover-Foxcroft has five mobile home parks within its borders, as listed in the table below.

Table 4-10 Mobile Home Parks in Dover-Foxcroft			
Park Name	Map/Lot	Number of Lots	Water/Sewer Source
Foxcroft Estates	14/59	12	Private
Goodwin's	32/26	17	Public
Patterson's	32/17	6	Public
Alan Rush	33/94	4	Public
Robert and Carla Bragan	32/73A	4	Public
Source: Town of Dover-Foxcroft, 2014			

<sup>34</sup> Census data can be helpful to understanding a community's demographics. Some census data is based on a nearly 100% sample size, while other data is based on a smaller sample size. Small sample sizes are less accurate and require greater scrutiny to interpret. Some of the most current data is from the American Community Survey (ACS) 2008-2012 5-year estimates. The ACS 5-year estimates for rural communities is based on very small samples, and therefore are subject to often-substantial sampling variability. The degree of uncertainty for an estimate arising from sampling variability is represented through the use of a margin of error. The value shown is the 90% margin of error which can be interpreted roughly as providing a 90% probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. This chapter contains ACS 5-Year estimates for 2010 and/or 2012, depending on which samples have the smallest margins of error.

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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About 43 mobile homes are located in mobile home parks (Table 4-10), and since property data indicates there are 302 mobile homes and doublewides, this means 259 are located on single lots.

Many mobile homes in northern Maine predate safety standards established by the Department of Housing and Urban Development (HUD) in 1976. According to the 2005 Comprehensive Plan, Dover-Foxcroft's Tax Assessor indicated that although he had not performed a detailed study on this subject, he estimated that more than 50% of mobile homes were built before the HUD standards were enacted.

As of the enactment of the Land Use Ordinance (2009) all mobile homes moved into Dover-Foxcroft must meet specified design and safety standards.

### ***Section 4.5 Housing Affordability***

Adequate, affordable housing to a range of household incomes is essential to a healthy community. Changing demographics suggests there will be proportionately more middle-age people and senior citizens in the future, and there will be fewer young adults and children. Housing needs change as the population ages. Middle-age people, often at their peak earning capacity, may want larger homes, especially if they still have children at home. People approaching retirement age or concerned about living on a reduced income may want smaller, lower maintenance, more energy efficient housing. Some seniors may want assisted living and, in some cases, nursing home care. People commonly affected by a shortage of affordable housing include senior citizens on fixed incomes, single parents, first-time home buyers, young families, and grown children seeking independence from parents. In some cases, seniors looking to downsize may be competing with first-time home buyers for smaller homes to purchase, and these same groups may be those seeking rentals.

Maine's Growth Management Act requires that towns seek to achieve at least 10% of all housing built or placed during the next decade be affordable. Affordable housing means decent, safe and sanitary dwellings, apartments, or other living accommodations for a household whose income does not exceed 80% of the median income. Further, an owner-occupied unit is affordable to a household if its price results in monthly housing costs (mortgage principal and interest, insurance, real estate taxes, and basic utility costs) not exceeding 28% to 33% of the household's gross monthly income. A renter-occupied unit is affordable to a household if the unit's monthly housing costs (including rent and basic utility costs) do not exceed 28% to 33% of the household's gross monthly income. Affordable housing types typically include, but are not limited to multifamily housing, rental housing, mobile homes, government assisted housing, group and foster care facilities, and accessory apartments. In addition, decreased unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can contribute to a community's affordable housing stock.

Home ownership is considered affordable in Dover-Foxcroft, the Dover-Foxcroft Labor Market Area,<sup>35</sup> and Piscataquis County according to Maine Housing. Maine Housing has developed an affordability index which is the ratio of home price affordable at median income to median home price (Table 4-11). An affordability index of more than 1.00 means the area is generally affordable – i.e., a household earning area median income could afford the payment on a median priced home (30 year mortgage, taxes and insurance) using no more than 28% of gross income.

The price of housing in Dover-Foxcroft is considered affordable based on calculations performed by Maine Housing. A Dover-Foxcroft household with the median household income for the Town (\$39,122) could afford to purchase a home at the price of \$130,836. However, a household would only need to have a household income of \$22,875 to afford the home at median sales price (\$76,500) in Dover-Foxcroft. Maine Housing also calculated that there were 456 households (26% of all households) in Town that were unable to afford a home at the median price (\$76,500). This compares to 27% of households in the Dover-Foxcroft LMA (Table 4-11).

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<sup>35</sup> See Map 2 Dover-Foxcroft Labor Market Area in the Volume I Appendices. The Housing Market area is the same area.

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 4-11 Homeownership: Housing Affordability Analysis for 2013

	Dover-Foxcroft	Dover-Foxcroft LMA
Affordability Index	1.71	1.79
Median Home Price	\$76,500	\$67,000
Median Income	\$39,122	\$35,141
Income Needed to Afford Median Price Home	\$22,875 (\$11/hour)	\$19,581 (\$9.41/hour)
Home Price Affordable to Household at Mean Income	\$130,836	\$120,237
Households Unable to Afford Median Home Price	456 (26% of all HH)	2,583 (27% of all HH)

Source: Maine Housing, Maine Housing Facts for Piscataquis County, 2013; See also Footnote<sup>36</sup>

Maine Housing's calculations displayed in Figure 4-5 indicate that housing is affordable in Piscataquis County. Statewide housing is considered unaffordable because the median household income would only be able to afford to purchase a home at \$165,374, almost \$5,000 less than the median sales price of \$169,900.

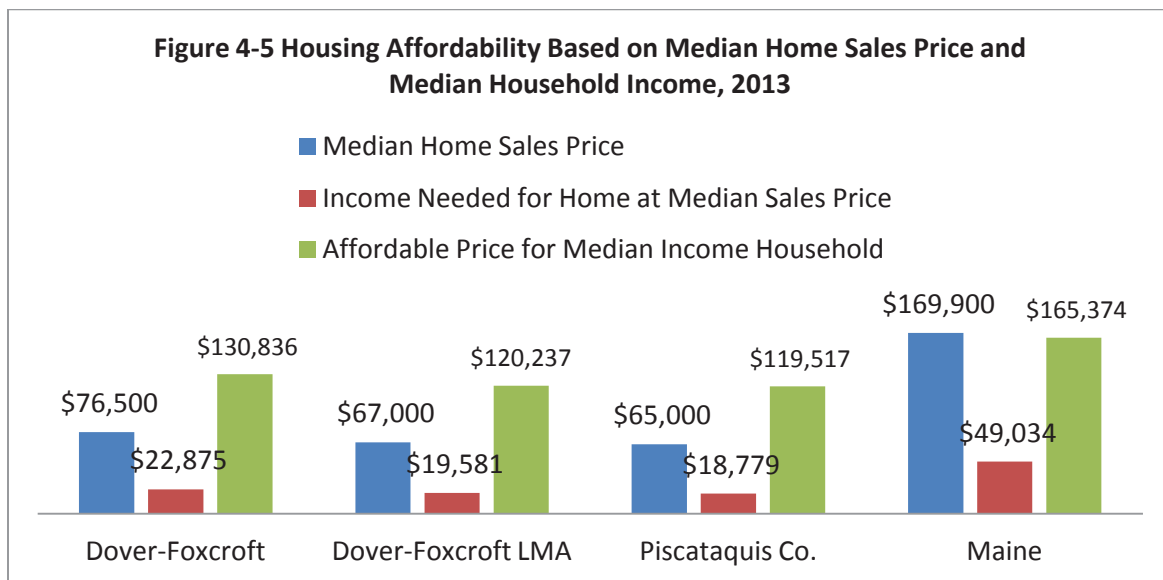


Figure 4-5, Source: Maine Housing, Maine Housing Facts for Piscataquis County, 2013; See Footnote<sup>3</sup>

It is important to note the relationship between population growth and housing affordability. Generally speaking, in areas where there is little population growth, the demand for housing is less thereby reducing housing prices, and often referred to as a buyers' market. Conversely, in areas with a lot of population growth, the demand for housing increases and housing prices increase for a sellers' market.

Rental housing in Dover-Foxcroft and the Dover-Foxcroft LMA has been identified as being unaffordable according to the analysis done by Maine Housing (Table 4-12). The rental affordability index is the ratio of the 2-bedroom rent affordable at the median renter income to the average 2-bedroom rent. An index of less than 1 means the area is generally unaffordable – i.e., a renter household earning the median renter income could not cover the cost of an average 2-bedroom apartment (including utilities using no more than 30% of gross income). The index for Dover-Foxcroft was 0.95 and the index for the Dover-Foxcroft LMA was 0.80.

According to Maine Housing's calculations for the affordability of rental housing in Dover-Foxcroft, 53% of renter households would not be able to afford the average two-bedroom rental with utilities (\$711). Maine Housing

<sup>36</sup> Maine Housing's sources of data include the Maine Real Estate Information System, Claritas and the MaineHousing Quarterly Rent Survey.

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estimates that there are about 241 renter households that cannot afford a rent plus utilities of \$711. This compares to 59% of renter households countywide who would not be able to afford the average two bedroom rental with utilities for the county (\$705).

Table 4-12 Rental Housing: Housing Affordability Analysis for 2013

	Dover-Foxcroft	Dover-Foxcroft LMA
Affordability Index	0.95	0.80
Average 2-Bedroom Rent	\$711	\$700
Renter Household Median Income	\$26,961	\$22,451
Income Needed to Afford Average 2-Bedroom Rent	\$28,454 (\$13.68/hour)	\$28,011 (\$13.47/hour)
2-Bedroom Rent Affordable at Median Income	\$674	\$561
Households Unable to Afford Average 2-Bedroom Rent	241 (53% of all renter households)	1,350 (59% of all renter households)
Source: Maine Housing, 2013 Maine Housing Facts for Piscataquis County <sup>37</sup>		

### Subsidized Housing

Local, state, and federal governments have a number of subsidized housing programs. 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. Part of the United States Department of Agriculture (USDA), also deals with affordable housing. Maine Housing is the state's agency for such issues and Penquis Community Action Program (PCAP) is the regional agency. The town of Dover-Foxcroft does not have a local housing authority but the town does have a General Assistance Program that 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 consist of all subsidized units, or subsidized units mixed with market rate units. 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, Maine Housing 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.

Figure 4-6 Percentage of Renter Households Unable to Afford Average 2 Bedroom Rent, 2013

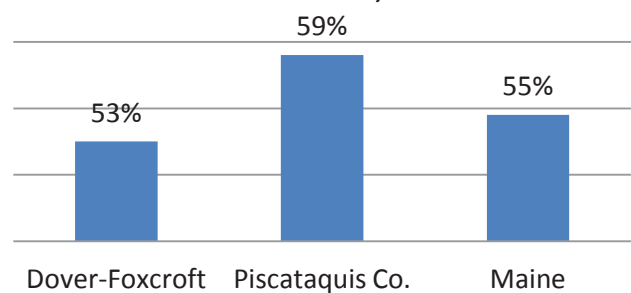


Figure 4-6, Source: Maine Housing, 2013 Housing Facts for Piscataquis County

<sup>37</sup> Maine Housing's sources of data include the Maine Real Estate Information System, Claritas and the MaineHousing Quarterly Rent Survey.



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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.

According to Maine Housing, as of 2011 there were 129 units of subsidized housing in Dover-Foxcroft, which is 23% of the 553 subsidized housing units countywide (Figure 4-7).

There are three federally subsidized multifamily housing complexes in Dover-Foxcroft that provide a total of 112 units. Currently, 18 of these units at Riverview Apartments are not subsidized, which means there are actually a total of 94 subsidized units at these facilities. The waiting list for senior units (Thayer) has 50 people on it and the combined waiting list for (Country Meadows and Riverview) can be as large as 35 people. All of the housing managers indicated there was a need for more subsidized housing in Dover-Foxcroft. Information on each of these is presented in Table 4-13.

Based on the number of individuals on the waiting lists, it is quite evident that there is a need for more subsidized housing. A new 25-unit senior housing complex is currently being developed on Summer Street that will help fill the need.

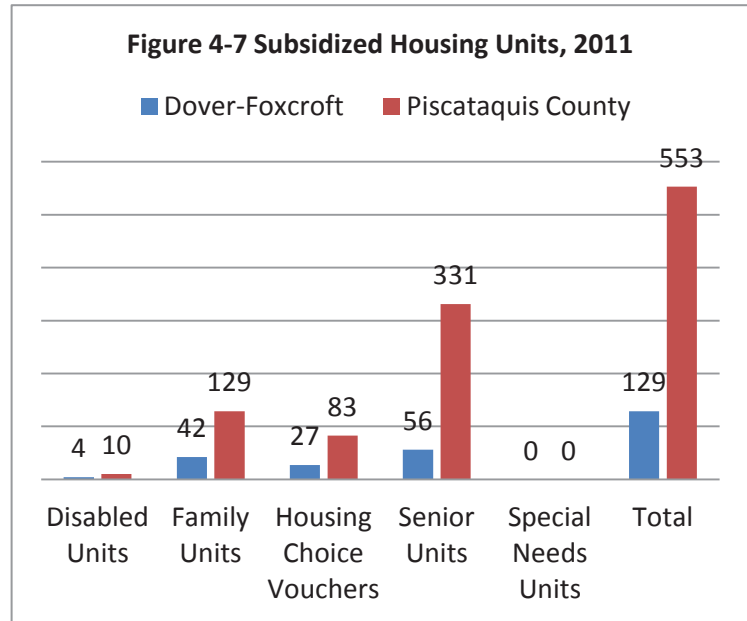


Figure 4-7, Source: Maine Housing, 2011

Table 4-13 Dover-Foxcroft Subsidized Housing Complexes			
Type of Units	Thayer Parkway	Country Meadows	Riverview Apartments
One-bedroom	24	6	8
Two-Bedroom	32	18	20
Three Bedroom	0	0	4
Total Units	56	24	32 (18 not currently subsidized)
Handicap Units (included above)	3	2	3
Type of Units	All are for Seniors age 62 and above	Family Units (only) 24	Family Units (primarily)
Number on Waiting List	35 on 1-bedroom list; 15 on 2-bedroom list (many actually waiting for 1-bedroom units) Demand for single-bedroom	8 on 1-bedroom list; 2 2-bedroom list; often have as many as 10 to 20 names, although not all may qualify	10-15 although not all may qualify for subsidized units

Sources: Maine Housing, Housing Complex Management staff, December 2014; Interviews with managers, 12/3-5/14

## Special Needs Housing

The Charlotte White Center (CWC) is a non-profit organization that provides community health and social services for adults, children, and families affected by cognitive and developmental disabilities, behavioral and mental health challenges, domestic violence, and acquired brain injuries. CWC has 11 residential homes in Dover-Foxcroft that support 34 individuals with various disabilities.

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## Local Regulations that Affect Affordable Housing

Dover-Foxcroft's Land Use Ordinance (LUO) allows a variety of affordable/workforce housing options in nearly all areas of the Town: residential uses are not allowed in the Industrial District. The ordinance allows higher density housing, including multifamily structures and mobile home parks, in areas served by sewer and water. Accessory apartments are allowed in all districts where residential uses are allowed. Multifamily housing and mobile home parks are also permitted in some rural districts. Clustered subdivision development is also permitted. Single-family mobile homes and manufactured housing are treated the same as stick-built housing and generally allowed throughout the Town. Community living arrangements, nursing homes, and convalescent facilities, and planned units developments (mixed use) are also allowed in several districts. Road frontage, lot width, building setback, maximum lot coverage, and maximum building height are dimensional standards that can affect the cost of housing. The dimensional requirements in Dover-Foxcroft's ordinance are not overly constraining to the development of affordable housing.

In the future, the Town may want to consider amendments to the LUO to allow higher densities and more flexibility in the village district, such as small and larger scale mixed-use development (second story accessory apartments above commercial uses, redevelopment of existing structures, etc.). Also, the Town should review the ordinance to accommodate senior housing alternatives, such as assisted living arrangements.

Lastly, the Town began administering the Maine Uniform Building and Energy Code (MUBEC) on July 1, 2012. Dover-Foxcroft is one of the few communities within the immediate region that is required to administer the Code because it has a population of over 4,000 and. The concern is that it is perceived as being unfair, and may be driving up the cost of building or renovating a home, and discouraging people from living and/or investing in residential properties in Dover-Foxcroft.

## Section 4.6 Housing Conditions

The overall age of a community's housing stock is an indicator of housing conditions. Older housing often requires more upkeep, and may need new wiring, winterization and lead paint remediation, which together raise health and safety concerns. Septic systems may also need to be repaired or replaced. These homes are more likely to be deteriorating and, therefore, depreciating in value, or requiring extensive rehabilitation before becoming marketable. This can negatively affect surrounding home values within a neighborhood.

Dover-Foxcroft's housing on average is older than countywide and statewide. More than 40% of Dover-Foxcroft's housing stock was built prior to 1939, compared with almost 31% countywide and 29% statewide for the 2000 Census.

Census data for 2011 suggests Dover-Foxcroft continues to have an older housing stock than countywide and statewide (Table 4-15). Most

Table 4-14 Year Structure Built, 2000

Housing Units	Dover-Foxcroft		Piscataquis County	Maine
	Number	Percent	Percent	Percent
1990 to March 2000	322	15%	15%	15%
1980 to 1989	244	11%	15%	16%
1970 to 1979	350	16%	16%	16%
1940 to 1969	393	18%	24%	24%
1939 or earlier	891	41%	31%	29%
Total Housing Units	2200			

Source: U.S. Census, 2000

Table 4-15 Housing - Age of Housing Units by Tenure, 2011

	Dover-Foxcroft		Piscataquis	Maine
	Number	Percent	Percent	Percent
Owner-Occupied Units				
Built 1960 to 2004	576	41%	50%	59%
Built 1940 to 1959	159	11%	10%	12%
Built 1939 or earlier	641	46%	38%	24%
Total Owner-Occupied	1,394	98%	98%	95%
Renter-Occupied Units				
Built 1960 to 2004	228	55%	56%	49%
Built 1940 to 1959	115	28%	14%	13%
Built 1939 or earlier	61	15%	29%	35%
Total Renter Occupied	415	98%	99%	97%
Total All Housing Units	1,809			

Source: U.S. Census, 2011

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notable is that about 46% of Dover-Foxcroft's owner-occupied housing was built prior to 1940 as compared to 38% countywide and 24% statewide. Most of Dover-Foxcroft's renter-occupied housing was constructed after 1940, and similar to countywide and statewide over 50% of renter-occupied housing was built after 1960. A number of the units built after 1960 may be located in the Town's multi-family housing developments. Census data suggest that very few structures lack indoor plumbing and complete kitchen facilities, which are other indicators of housing conditions.

### **Initiatives to Improve the Housing Conditions**

Dover-Foxcroft has undertaken two housing rehabilitation projects since the year 2000. The first was housing program utilized a 2003 Community Development Block Grant of about \$301,400 and the second was 2010 Community Development Block Grant of \$250,000. It appears the first was rehabilitation of a number of units around Town, while the second was pass-through funding to the Charlotte White Center and Penquis Mental Health to rehabilitate and weatherize housing associated with their facilities and/or clients.

The last housing study to evaluate housing conditions and needs for Dover-Foxcroft was performed in 2001, and was the basis for obtaining the 2003 Community Development Block Grant. Given the age of Dover-Foxcroft's housing stock, it may be time to reevaluate housing conditions, particularly weatherization and heating needs.

There are a number of government programs available towns and individuals for housing assistance. Funding levels and eligibility criteria can change from year to year so the following is a general description of these programs with websites links.

**Maine Community Development Block Grants (CDBG):** Maine's CDBG program is administered by the Office of Community Development within the Maine Department of Economic and Community Development. The agency works with municipalities, regional partnerships and non-profit groups to meet a broad array of economic and community development needs. The Housing Assistance Grant Program 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. See [www.maine.gov/decd/meocd/cdbg](http://www.maine.gov/decd/meocd/cdbg)

**Maine Housing Programs:** Maine Housing (Maine State Housing Authority) has programs that provide funding and assistance to homeowners, first-time home purchasers, renters, homeless people, developers, subsidized housing owners/ managers, non-profits and government entities. See [www.mainehousing.org](http://www.mainehousing.org)

**Penquis:** Based in Bangor but with an office in Dover-Foxcroft, is a public agency whose mission is to assist individuals and families in preventing, reducing, or eliminating poverty. Penquis primarily serves low and moderate-income individuals in Penobscot, Piscataquis, and Knox Counties. Penquis offers many services related to housing, such as home loans, heating and utility assistance, subsidized housing, housing rehabilitation, weatherization, and lead and radon testing. Some services are based on income eligibility, while others are offered on a sliding scale fee and fee for service. Penquis also assists towns in applications for housing-related projects, such as the CDBG Housing grants mentioned previously. See: [www.penquis.org](http://www.penquis.org)

**Maine Small Community Grant Program (SCG) for Septic System Upgrades:** By participating in the Maine Department of Environmental Protection's Small Community Grant Program towns can assist homeowners and small businesses in obtaining grants to replace malfunctioning septic systems that are polluting water bodies or causing a public nuisance. Individual families may qualify 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 \$100,000 or less. See: [www.maine.gov/dep/water/grants](http://www.maine.gov/dep/water/grants)

## Chapter 5 - Historic and Archeological Resources

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### ***Section 5.1 Historical Background<sup>38</sup>***

As with virtually all towns away from the seacoast, Dover and Foxcroft owed their existence to a desire for agricultural land. First settled in the opening decade of the 19th century, the two towns soon attracted craftsmen such as blacksmiths, tanners, harness-makers, boot and shoe-makers, carpenters and brick and stone masons to meet the immediate needs of the agriculturist inhabitants. Little of the products of those craftsmen were destined for customers outside of the towns. Agricultural produce, chiefly grains and cattle, constituted the major revenue producers beyond subsistence needs. But the abundant supply of timber on the hills surrounding the Piscataquis River constituted an important export commodity, with the river providing the power to operate sawmills at places where an adequate head could be created by damming.

It is interesting to note that the town of Foxcroft, when first laid out, was to be centered at the intersection of a projected East-West road connecting Guilford and Milo with a North-South road from the river bank to the shores of Sebec Lake. This intersection, some two and a half miles north of the river, thus emphasized the agricultural intent of the early proprietors. Dover, on the other hand, appears from the beginning to have been designed to capitalize on the economic benefit of the river, hence one of its focuses was on the southern (right) bank of the Piscataquis where the river ran through rapids, with other centers at another rapids site on Black Stream (Dover South Mills) and a rapids lower down the river (East Dover). Furthermore, with Dover designated the shire town of newly-formed Piscataquis County in 1838, business interests were attracted to that side of the river. Hence the population and commercial/ industrial center of gravity tended towards Dover with Foxcroft initially acting as a kind of an agrarian raw materials source and a “bedroom” for workers employed on the Dover side of the common boundary. Thus, until the merger of the two towns in 1922, Dover seems always to have been the dominant neighbor.

Early manufacturing in the two towns devolved around the use of waterpower for the production of lumber and woolen cloth, with iron and leather goods production as ancillaries to those two enterprises. However, the cost of land transportation militated against large-scale industrial development. The Piscataquis River experiences extremes of water flow and hence was not a dependable means of moving goods, save for logs, to a wider market. Instead, overland transport in the form of oxcarts constituted the main means of bringing raw wool into and the finished textiles and wood products out of the towns. It was not until railroads were extended to the towns in 1869 and 1884 that the economic “boom” of Dover and Foxcroft came. In the former year, a rail line linked Foxcroft to the seaport of Bangor on the Penobscot River. The latter year saw the towns linked to the Maine Central Railroad, the chief Maine rail arterial via Newport. With these rail lines completed, the stage was set for major industrial development.

In the meantime, Dover and Foxcroft had become significant way stations for vacationers and business travelers into the deeper interior of the State. Henry David Thoreau’s account of his adventures in the Maine woods whetted the appetite of city-dwellers for the great outdoors experience. The development of other communities in the region brought hundreds of commercial “drummers” through the towns yearly. Thus, in their heyday, the twin towns boasted three large hotels that served as stop-over posts for travelers to Greenville and upper Piscataquis County from points South and East. The addition of rail connections and the development of recreational resources in and around the towns turned them into places to stay as well as waypoints. Sebec Lake drew “summer people” and regular steamboat traffic facilitated the needs of vacationing “rusticators” who stayed at the several “camps” along the lake shore, while a large racetrack brought many day visitors during the racing season.

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<sup>38</sup> Source: By John F. Battick, Ph.D., *Dover-Foxcroft Comprehensive Plan*, 2005

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Textiles became the more important industry in the towns with an abundant supply of raw wool provided by area sheep farmers. The initial investment in textile mills appears to have come from other Maine towns. Capitalists brought their money and incentives to the Piscataquis Valley, built the mills and settled down. In the 19th century, some woolen mills passed from generation to generation within families, with mergers and buy-outs occasionally occurring. The abundant supply of good hardwood timber also encouraged other lines of manufacture. When the textile mills turned to the production of yarns and thread a large spool mill came into being. The raw material for millions of wooden spools was cut and sawed locally and hauled by cart to the spool mill in Foxcroft. At the same time, a small factory went up to build decorated hardwood piano and organ cases around actions and pipe boards brought in from away. Eventually the instruments were built totally in Foxcroft and shipped all over the world. For a period in the late 19th century and into the 20th, seasonal work was found at a cannery from whence locally grown vegetables, principally corn, were shipped to the rest of the country. Evidence of the importance of agriculture to the communities at that time is the existence of photographs that show miles of open fields stretching over the hills surrounding the towns.

The occasional failure of the streams and rivers to provide the necessary power for the mills saw a shift to coal as fuel for steam-driven machinery while demand for local produce provided return cargoes for train-loads of coal. Mills, which theretofore could operate successfully at some distance from the rail lines, began to close down. Only overgrown dam abutments and penstocks indicate the centers of once flourishing villages away from the center of the towns. Many tons of apples, as well as vast quantities of bolt wood for paper mills passed through the towns via the railroads. So frequent and dependable was rail traffic that many citizens of employment as far away as Bangor, taking the morning train “down” and the evening train “home.”

Through the First World War, life in Dover and Foxcroft was busy, lively and pleasant for their inhabitants. Outside events - economic “panics,” international crises, wars - affected the towns only slightly, buffered as they were by distance and seemingly insatiable demands of a growing American nation for all sorts of goods and produce. But the picture changed after the Great War. Locally owned mills were bought up by large corporations which initially integrated them into their broad regional and national operations. Then, when the economic pinch came in the Great Depression, these branches of the great corporations were shut down or were sold off to new and not always successful enterprises. With those shut-downs went employment opportunities as well as regular traffic on the railroads as local demand for coal declined and the market for locally produced goods and produce shrank. Regular passenger traffic by rail ended in 1932 and only freight trains thereafter carried produce, mainly lumber and bolt wood out of the towns. As farming declined, the trees moved back in, clothing the once open hills with second growth timber, now the major “agricultural” resource of the area. The advent of the private auto and the marketing practices of other areas saw vacationers seek other places of recreation. The great wooden hotels closed and were razed and even the through traffic to the Greenville area stops in Dover-Foxcroft only for supplies, food and gas. The lakeshore “camps” are gone, replaced by a marvelous state park.

Furniture manufacture and leather tanning moved into the major mill sites and, for a while, a clothing company with a worldwide market brought jobs and prosperity once again after the Second World War. But a dramatic rise in energy costs in the 1970s, meaning that truck transportation over the highways became too expensive for plants far from distribution and sale points, the shift of manufacturing to the cheaper labor markets of the South and then abroad, saw economic opportunity in manufacturing shrink. Laid-off workers had either to commute long distances to work or relocate closer to those cities where employment was available.

At present, there exist two traditional industries in the town, one in lumber and another in non-traditional manufacturing, electrical technology. Several small companies specializing in handicrafts, in wood and ceramics, and dozens of small home-based craftspersons provide goods for the tourist market and elsewhere. The greatest growth in the immediate past and present is in the service sector: retail sales and social services, including health care.



## ***Section 5.2 Inventory of Historic and Archaeological Resources***

The Maine Historic Preservation Commission (MHPC) is the state agency responsible for overseeing historic and archaeological resources within Maine. The Commission has identified three types of historic and archaeological resources to be considered in comprehensive planning: (1) Historic Buildings/Structures/Objects (buildings and other above ground structures and objects); (2) Historic Archaeological (mostly European-American after written historic records, 1600 A.D.); and (3) Prehistoric Archaeological (Native American resources, before European arrival).

### **Historic Buildings, Structures, and Objects**

The MHPC maintains an inventory of important sites including buildings or sites on the National Register of Historic Places (NRHP). The following locations are currently listed in the National Register for Dover-Foxcroft as of October 2014:

- James Sullivan Wiley House (148 E. Main Street)
- Chandler-Parsons Blacksmith Shop (105 Dawes Road)
- Walter and Eva Burgess Farm (283 Shaw Road) (Burnt to ground in 2014)
- Observer Building (117 East Main Street)
- American Woolen Company Foxcroft Mill (East Main Street)<sup>39</sup>

Based on preliminary survey data, MHPC has identified the following properties that may also be eligible for listing in the National Register:

- Piscataquis County Courthouse
- Former Maine Central Railroad Trestle, over Piscataquis River
- Farmstead (849 Range Road)
- U.S. Post Office (corner of North and Summer streets)
- West Main Street Historic District (See Map 4 in the Volume I Appendices)

The 2005 Comprehensive Plan also identified Center Theater and former Newberry's Block as eligible for listing. MHPC recommends that a comprehensive survey of Dover-Foxcroft's historic above-ground resources needs to be conducted in order to identify other properties which may be eligible for nomination to the National Register of Historic Places.

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<sup>39</sup> *Riverfront Redevelopment project, Arnold Development, former Moosehead Manufacturing.*

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The 2005 Comprehensive Plan listed many other sites that contribute to the history and character of the town. These include the following:

West Main Street from the Congregational Church to the Hospital	Kimball's Store and Home (206 E Main Street)
Lincoln Street	Foxcroft Academy (845 West Main Street)
Central Hall (East Main Street)	Blethen House (Since been demolished)
The Old Bank Building (118 E Maine Street)	Brown's Mill (109 Vaughn Road)
Dr. Forbes' Office (8 Monument Sq.) – (Dr. Clark's Dental Office)	Bob's Hardware (15 Lincoln St)/Hayes Law Office (5 Lincoln Street)
Soldiers' Monument (Monument Square)	Thompson Free Library (186 East Main Street)
Philip Weatherbee's House (1 Davis Street)	Old Engine House and Turntable on Summer Street (demolished)
Barbara Goodwin's House (14 Park Street)	Foodmill Building, old potato barn (Bear's Den)
Evans House (corner of Court and Pleasant Streets)	Old Livery Stable behind Prouty's
Elmer Glover House (37 Spring Street)	Hopkins Block (Old Brick Building in Front of Light at South Street)
Edes house (2 Edes Avenue)	Congregational Church (824 West Main Street)
Gilman Farm (Anderson Road)	Baptist Church (146 E Main Street)
Seth Spaulding House (320 Pine Street)	Methodist Church (156 E Main Street)
Samuel Chamberlain Home (157 Dawes Road)	Universalist Church (21 Pleasant Street)
Lee House (826 East Main Street)	Merrick Sq. (Harness Store, Watering Trough & Nearby Houses)
A.A. Dinsmore House (East Main Street)	East Dover Grange (45 School Road)
Cass Farm (533 Pine Street)	South Dover Grange
Gray Place (Outer Pine Street)	Central Grange (6 Grange Street)
Guernsey Home (182 East Main Street)	Old School House at Site of Harvey's Equipment (School burned)
George W. Lougee House (252 E Main Street)	Lodge at Greeley's Landing (960 Greeley's Landing Road)
Charles Woodbury House (410 Essex Street)	Houses near Public Access on Branns Mill Pond

### Archaeological Resources

Archaeological resources are those found underground, and are locations where there has been prior existence of human beings including structures, artifacts, terrain features, graphics, or remains of plants and animals associated with human habitation. There are two types: Historic Archeological resources and Prehistoric Archaeological resources.

### Historic Archaeological Sites

Historic archaeological resources are those associated with the earliest European settlers, and sites may include cellar holes from houses, foundations for farm buildings, mills, wharves and boat yards, as well as shipwrecks. The MHPC has not documented any historic archaeological sites within Dover-Foxcroft as of October 2014. MHPC indicated that no professional surveys for historic archaeological sites have been conducted in Dover-Foxcroft, and suggested that future work should focus on the identification of potentially significant resources associated with the town's agricultural, residential, and industrial heritage, particularly those associated with the earliest Euro-American settlement of the town in the 18th and 19th centuries.

### Prehistoric Archaeological Sites

Prehistoric archaeological resources are those associated with Native Americans, and generally date prior to 1600s. They include camp or village locations, rock quarries and workshops, and petroglyphs or rock carvings. Except for the sites of Maine's earliest known inhabitants (Paleoindians - at the end of the last ice age), most archaeological sites are found along water bodies.

There are four known prehistoric archaeological sites located within Dover-Foxcroft as of September 2014, according to the MHPC. Two of the sites are located on the north bank of the Piscataquis River downstream from the urban area of Dover-Foxcroft. The other two sites are located on the shores of Sebec Lake. MHPC indicates that professional archaeological surveys in Dover-Foxcroft have been very limited, so there are probably many more sites in river alluvium. In particular, the Piscataquis River valley, and various lake

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shorelines, should be surveyed. The shore of Black Stream and Alder Stream may also contain significant prehistoric archaeological resources.

MHPC has mapped “archaeologically sensitive areas” for prehistoric sites. Prehistoric archaeological site sensitivity maps are based on the current understanding of Native American settlement patterns. Most commonly, prehistoric archaeological sites are located within 50 meters of canoe-navigable water, on relatively well-drained, level landforms. Some of the most ancient sites (>10,000 years old) are located on sandy soils within 200 meters of small (non canoe-navigable) streams. Where professional archaeological survey is not complete, archaeological sensitivity maps are based on water shoreline, surficial geology, and landform. The Historic and Archaeological Resources Map displays the general location of the four sites identified above and areas identified as sensitive for Native American archaeology.

## Cemeteries

Cemeteries are also a cultural resource providing insight into the history of the community. An inventory of Dover-Foxcroft cemeteries are listed below. The Town has a reasonably comprehensive computerized index of names of most of the people in the cemeteries.

South Dover Cemetery (Bangor Road)	Lee Yard (Lee Cemetery Road)
Dover Cemetery (Vaughn Road)	Parson’s Landing Cemetery (Parsons Landing Road)
Rural Grove Cemetery (West Main Street)	Foxcroft Center/ Steadmans Landing Cemetery (Steadman’s Landing Road)
Gray Yard (West Main Street)	Boss Yard (Anderson Road)
Pine Grove Cemetery (French Road)	McAllister Cemetery (Dexter Road)
East Dover Cemetery (East Dover Road)	

## Section 5.3 Dover-Foxcroft Historical Society

The Dover-Foxcroft Historical Society was founded in October 1963, incorporated in 1995 and designated a non-profit organization in 1996. It maintains two museums, The Blacksmith Shop Museum and the Observer Building Museum. Both museums are on the National Register of Historic Places.

The Observer Building on Union Square was constructed in 1854 as a tenement. It was converted to mixed residential and business uses later and given to the Society in 1998. It is a unique “flat-iron” timber frame structure with an unusual peaked roof. It is structurally sound and necessary repairs are done as funding is obtained. The building lacks proper climate control, but a secure room has been designated the archives room and will be made archives-friendly upon recommendation of a consultant and the receipt of funding for that purpose.

The Museum is open in the summer for about twelve hours per week and for special occasions. When open, hosts are in attendance and are prepared to conduct tours of the building and provide background information to visitors. Permanent exhibits include a complete barber shop, a dentist’s operating room, and a physician’s office, all associated with local practitioners and artifacts associated with the Piscataquis Observer newspaper and publishing activities. Display cases contain exhibits which are changed on an annual basis to attract return visits. The walls display many photographs of school groups, manufacturing plants, significant events and individual townspersons. The staff of this museum is made up of all volunteers and members of the Historical Society, who give their time freely to maintain and interpret this valuable depository of local history and culture.

The collections consist of over an estimated ten-thousand pages of paper documents alone, some two hundred books, thousands of photographs, numerous textiles, and mechanical artifacts, including two large jobbing presses left behind by the previous owners, The Observer Publishing Company, as well as articles of furniture and other memorabilia. The paper documents include very early town, school board, and church records, files of tax receipts, a few volumes of county commissioners’ records, the records of many social and fraternal organizations, printed annual school reports and high school yearbooks, copies of very early newspapers,

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personal diaries, and letters, business accounts, mixed media scrapbooks, typed and holograph manuscripts of town and church histories, several typescripts of articles by historian John Francis Sprague (a notable townsman), and a great number of miscellaneous ephemera.

These items were acquired through donations by local residents and custodial depository by town and county institutions. The town, school and county records have been transferred to the Historical Society from the Thompson Memorial Library because the Library at the time did not wish to have the responsibility to keep and preserve all of these old documents. The society has formally agreed with the town to act as depository and to serve as consultant to the town in matters of local history and has been so stated within this comprehensive plan. The local postmaster has also given to the museum original copies of the records of the construction and decoration of the post office building, a 1930s WPS project, together with records of early rural free delivery postal routes. While the museum is ordinarily open to the public on a limited basis, anyone seeking access to official records can apply to the curators or the president of the society to gain admittance by appointment.

The photographic collection consists of thousands of portraits, town views, and records of local events taken by resident professional photographers as well as snapshots by citizens. Prize photos in the collection are four original Matthew Brady portraits of local citizens in their Civil War uniforms. When the Society acquired the building, most of the archived photographs of the *Piscataquis Observer* weekly newspaper from the 1940's onward were left and constitute another class of records.

The collection thus constitutes a major archive for the town's history and is so recognized by town government. By the nature of many of the documents in the collection, genealogists might find valuable information for their research. Upon completion of cataloging and proper storage, the society will make the collections fully open to researchers. It is planned to have some of the more significant series microfilmed. The catalog will be placed on CD's as finding aids via an up-to-date desktop computer recently donated to the society.

The Blacksmith Shop Museum (the former Chandler-Parsons Blacksmith Shop) is located on the Dawes Road, a little less than two miles from the center of the town. The structure was built in 1863 and was acquired by the Historical Society in 1964. The restoration of the structure was its first major undertaking. It houses a collection of blacksmithing, farming, and general tools and conveyances, for example a so-called "Kick-sled" manufactured in the area. The original forge is in the building. The museum is open almost daily in the summer for unescorted visitation. The building is maintained by a curator whose home is adjacent to the property. As repairs are needed the historical society seeks and administers funding from the public and from organizations specializing in such matters.

The Dover-Foxcroft Historical Society is totally self-supporting and receives no direct aid from the town. Its operation expenses are paid by income derived solely from membership dues, contributions, as well as generous support from local businesses and visitors.

The Historical Society is currently working with the Congregational Church and Foxcroft Academy to preserve, catalog, index, and display (some on the internet) their records. The Historical Society would like to do the same with other churches and organizations in the community. The Historical Society is also coordinating with the Thompson Free Library to microfilm and to put up on the Internet all of the past issues of the *Piscataquis Observer* (1838 to present).

A major project for the Historical Society is the preservation and reuse of Central Hall. The project began in 2010 when the building was no longer being used as the town office building. The Society is working in partnership with the Town of Dover-Foxcroft, the Maine Highlands Senior Center, Charlotte White, Eastern Area Agency on Aging and a host of other local organizations on this project.

## **Section 5.4 Protection for Significant Historic and Archaeological Resources**

The most significant threat to historic and archaeological sites is that they will be altered in ways that destroy their integrity and value. Historic structures may be demolished or renovated in ways that destroy important architectural features. Archaeological sites may be destroyed by excavation or construction prior to any investigation into their significance and archaeological value. In some instances increased flooding due to climate change may be a threat to resources located near or on floodplains. There are a number of regulatory and non-regulatory approaches communities can use to enhance protection for significant historic and archaeological resources. Dover-Foxcroft has utilized a number of these approaches.

### **Regulatory Protection for Significant Historic and Archaeological Resources**

Dover-Foxcroft has adopted regulations that provide consideration for historic and archaeological resources. The Town's Land Use Ordinance encourages protection for historic structures if they are located within the designated Historic District, which includes much of the in-town areas (see text box and Map 4 in the Volume I Appendices).

The Town's Shoreland Zoning, Floodplain and Subdivision regulations also provide consideration for important historic and archaeological resources, particularly if the site or structure is eligible to be listed, or listed on the National Register of Historic Places.<sup>40</sup>

There are regulatory gaps where important historic and archaeological resources may not be considered, such as when the proposed activity does not fall under one of the town's regulations. Also, the regulations allow considerable latitude in how the regulations are interpreted by the permitting authority through use of language such as the Subdivision Ordinance "Will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites, ..."; and the Shoreland Zoning text "In determining that no greater adverse impact will occur, the Planning Board shall require written documentation from the applicant, regarding the probable effects on ..., archaeological and historic resources, and ...."

Land Use Ordinance, Section 4.3 Review Criteria for developments includes the following:

B. Preservation of Historic Structures: For any applications located within the Historic District, the Planning Board shall consider comments received from the Historical Review Committee prior to rendering a decision on the application and shall require that historic resources be protected to the maximum extent possible in accordance with the Committees recommendations.

MHPC recommends that towns establish a mechanism for review of all construction or other ground disturbing activity within archaeologically "sensitive" areas (mapped) or adjacent to or including known archaeological sites. This mechanism might include contacting MHPC for an opinion, and/or review of the construction area by an MHPC-approved archaeologist. Ordinances might contain language, such as: "If there are archaeological sites within or adjacent to the proposed development which are either listed in or eligible to be listed in the National Register of Historic Places, or the proposed development is within or adjacent to an area designated as archaeologically sensitive or potentially containing such sites, as determined by the town or the MHPC, an appropriate archaeological survey shall be conducted." MHPC also suggests the following wording: "If one or more National Register eligible or listed archaeological sites will suffer adverse impact, appropriate mitigation measures shall be proposed in the subdivision plan, and submitted for comment to the MHPC at least 20 days prior to action being scheduled by the Planning Board."

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<sup>40</sup> *Maine's subdivisions statute (30-A MRSA 4401-4407) recommends review of impact on "historic sites" (Section 4404(8)), which includes both National Register listed and eligible buildings and archaeological sites. Maine's Shoreland Zoning statute (38 MRSA 435-449) includes, as one of its purposes, "protect archaeological and historic resources" (Section 435).*



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### **Education, Incentives and Advocacy for Protection of Historic and Archaeological Resources<sup>41</sup>**

Considerable protection for historic and archaeological resources can occur through the Historical Society's educational and promotional efforts. The establishment of the Historic District enhances appreciation for historic resources including of the value of these features for quality of life and prosperity purposes.

Another mechanism is continuing efforts to encourage owners of significant historic and archaeological sites to seek National Register of Historic Places listing. A number of potentially eligible properties, including a farmstead, several public buildings, the former Maine Central Railroad Trestle, and a West Maine Street Historic District have been identified by the MHPC. Some of the benefits to owners of "certified" historic structures or districts include access to technical assistance and grants for preservation activities, and access to federal historic preservation investment tax credits for income-producing properties.

The Federal Historic Preservation Tax Incentives program encourages private sector investment in the rehabilitation and re-use of historic buildings. A 20% income tax credit is available for the rehabilitation of historic, income-producing buildings that are "certified historic structures." This tax credit was utilized in the riverfront redevelopment project (Mayo Mill).

A 10% tax credit is available for the rehabilitation of non-historic buildings placed in service before 1936. The building must be rehabilitated for non-residential use, and rehabilitation must meet specific preservation criteria.

There are also tax benefits for historic preservation easements, which consists of a voluntary legal agreement, typically in the form of a deed that permanently protects an historic property. Through the easement, a property owner places restrictions on the development of or changes to the historic property, then transfers these restrictions to a preservation or conservation organization. A historic property owner who donates an easement may be eligible for tax benefits, such as a Federal income tax deduction.

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<sup>41</sup> More information on grants, tax incentives and other programs can be found at the Maine Historic Preservation Commission's website: <http://www.maine.gov/mhpc>

## Chapter 6 - Water Resources

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### ***Section 6.1 Groundwater Resources and Drinking Water Supplies***

Dover-Foxcroft's drinking water supplies include the public water supply system through the Dover-Foxcroft Water District, several small non-community public water supplies, and individual dug or drilled wells. The water source for the Dover-Foxcroft Water District is Salmon Pond in Guildford.

Groundwater resources are either bedrock aquifers or sand and gravel aquifers. A bedrock aquifer is generally adequate for small yields. A sand and gravel aquifer is a deposit of coarse-grained surface materials that, in all probability, can supply large volumes of groundwater.

The Maine Geological Survey (MGS) has mapped significant sand and gravel aquifers in Dover-Foxcroft. Significant sand and gravel aquifers have yields that might be suitable for public water supplies or for uses that require significant quantities of water. MGS has identified a band of significant aquifers in the south western part of the Town that extend along portions of Black Stream, including in Sangerville, southward to and including Branns Mill Pond and extending into Garland (See Map 5 Water Resources in the Volume I Appendices). These aquifers have predicted yields between 10 and 50 gallons per minute. The mapped areas represent the principal groundwater recharge sites. Recharge is the process of precipitation filtering through the soil to replenish the groundwater. The recharge area in reality probably extends beyond the mapped area of each aquifer.

While the State has not mapped bedrock aquifers in Dover-Foxcroft, it is likely that most homes with wells rely on bedrock aquifers. It has been roughly estimated that 70% of homes with private wells in Maine are served by bedrock aquifers.

#### **Public Drinking Water Systems**

A public water system is defined by state and federal statute as one that serves 25 or more people for 60 or more days per year. There are three types:

- Community water systems that serve people in their place of residence. The Dover-Foxcroft Water District is a community water system.
- Non-transient non-community water systems that serve schools, office buildings, etc.
- Transient non-community water systems that serve a constantly changing, transient population, such as those associated with motels, restaurants and campgrounds.

Dover-Foxcroft's community water system is owned and operated by the Dover-Foxcroft Water District and serves the urban area of Dover-Foxcroft. The water source for the system is Salmon Pond located in Gilford. There is considerable protection for the community water supply: the Water District owns most of the land around Salmon Pond; motorized vehicles, swimming and fishing are prohibited on the pond; and there are limitations on timber harvesting on the land around the pond. (See Chapter 8 on Community Facilities and Services for more information about the Dover-Foxcroft Water District)

Maine's Drinking Water Program lists the following non-community public water supplies:

- Charlotte White Center (non-transient, non-community system)
- Foxcroft Golf Club (transient system)
- Maine Department of Conservation Peaks Kenny State Park (two sites – transient)\*<sup>42</sup>
- Town of Dover-Foxcroft well at the beach (transient)

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<sup>42</sup> The Maine Drinking Water Program lists both wells as being located within Dover-Foxcroft, however, their mapped information shows that only one is in Dover-Foxcroft.

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Maine's Drinking Water Program (DWP) is responsible for completing an assessment for each public water supply source and publishing the results for the benefit of the operators of each system and their customers. 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 between water suppliers, state and federal regulators, local land owners, and municipalities.

Table 6-1 summarizes the Drinking Water Program's evaluation of the risks of contamination to non-community public water supplies. The risk of chronic contamination is only evaluated for non-transient systems, such as the Charlotte White Center. The Drinking Water Program lists the Foxcroft Golf Club as a transient public water supply, but does not have any data on that system.

Table 6-1 Risk Assessment for Non-Community Public Water Supplies					
Risk of contamination due to:	Charlotte White Center #ME0092394	Peaks Kenny State Park #ME0093915	Peaks Kenny State Park site 33 #ME0094963	Town of Dover-Foxcroft #ME0090470	Foxcroft Golf Club #ME0006621
Well Type and Site Geology	Low Risk	Low Risk	Low Risk	Low Risk	Information Not Available
Existing Risk of Acute Contamination*	High Risk (Positive coliform test)	Low Risk	Moderate Risk	Moderate Risk Septic system w/in 300' of well	
Future Risk of Acute Contamination*	Moderate Risk Legal control of wellhead area less than 300'	Low Risk	Low Risk	Moderate Risk Legal control of wellhead area < 300'	
Existing Risk of Chronic Contamination**	Low Risk - 260' to chemically fertilized agricultural field	Not applicable			
Future Risk of Chronic Contamination**	High Risk - Legal control of wellhead area < 300'	Not applicable			
Notes: *Acute Contamination - contaminant can cause illness immediately after consumption (i.e., pathogens, nitrate/ nitrite). Potential source of pathogens or nitrates, include septic system leach fields, manure piles/spreading, barnyards, livestock. ** Chronic Contamination - contaminant can pose a health risk if consumed (even at very low doses) over many years. Potential source of chemical contaminants (i.e., leaking fuel storage tanks, landfills, industrial waste disposal) Source: Maine Drinking Water Program, 2014					

## Protection for Public Water Supplies and Groundwater Resources

Federal and state (Public Law 761) regulations require that owners of these public water supplies take steps to protect them. In general, the source protection area around non-community supplies is 300 feet. There are several state laws, including the state plumbing code, that address the location of potential threats to these water supplies. Further, public water suppliers must be notified of certain activities occurring on nearby properties. These activities include automobile graveyards, recycling businesses, junkyards, septic system expansions or replacements, activities requiring a Maine Natural Resource Protection Act Permit or a State Stormwater Permit, subdivisions, and other land use projects. In general, in any situation where a permit is required, any nearby public water suppliers should be notified of the project. The Town's land use regulations should require this type of notification.

Almost all groundwater contamination in Maine originates from non-point source pollution, rather than point source pollution. Most important non-point contamination sources include: agriculture, hazardous waste spills, landfills, petroleum products and leaking underground storage tanks, road-salt storage and application, septic

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systems, shallow well injection, and waste lagoons. In addition to these major sources, things as diverse as golf courses, cemeteries, dry cleaners, burned buildings, and automobile service stations are also potential threats to groundwater.

It is important to protect groundwater from pollution and depletion. Once groundwater is contaminated, it is difficult, if not impossible, to clean. Contamination can eventually spread from groundwater to surface water and vice versa. Thus, it is important to take measures to prevent contamination before it occurs.

Locally administered regulations that provide protection for groundwater resources include the Maine subsurface wastewater disposal rules and plumbing code, and the Town's other land use regulations including shoreland zoning, subdivision regulation and the land use ordinance. The state-mandated shoreland zoning and subdivision standards include review criteria that clearly require protection for groundwater resources and water supplies. Similar criteria could be added to the land use ordinance to provide more complete protection of these resources.

### ***Section 6.2 Surface Water Resources***

Dover-Foxcroft has an abundance of surface water resources, and in general, water quality is very good because of the community's rural nature and significant amount of forested land cover. Undisturbed forest is about the least polluting form of land cover in terms of nutrients and sediments lost to surface waters. Sediment is usually the single greatest pollutant by volume in most watersheds. Roadside runoff, gravel pit runoff and stream bank erosion are major contributors of sediment to surface waters. Road crossings (bridges and culverts) can also contribute significant amounts of polluted runoff to streams.

Other threats to water quality include nutrients and pathogens from improperly maintained septic systems; pathogens, nutrients, sediment and toxic substances, such as heavy metals from storm water runoff from developments; landfills; salt storage sites; underground storage tanks; hazardous materials spills; and litter.

Timber harvesting and agricultural activities can also impact water quality. Timber harvesting activities, such as the layout of roads and skid trails, location of landings and stream crossings, can contribute to water quality problems, particularly when these activities are conducted on steep slopes. Most non-point source pollution from agricultural activities (barnyard runoff, eroding farmland, fertilizers, etc.) occurs during the fall, winter and spring when the ground is frozen.

#### **Watersheds**

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

An understanding of the Town's watersheds is important when considering surface water quality, particularly the water quality of lakes, which can be negatively impacted by activities within the watershed. Surface waters and their watersheds are displayed on Map 5 Water Resources in the Volume I Appendices.

Dover-Foxcroft lies within the Penobscot River Basin. There are two watersheds within the Town: the Piscataquis River watershed and the Sebec River watershed. The Sebec River Watershed includes Sebec Lake, Cotton Brook, Bog Brook and several other small tributaries. The Piscataquis River Watershed includes Snow's Pond, Thompson Pond, Dunham Pond, Garland Pond, Branns Mill Pond, Merrill Brook, Dunham Brook, Black Stream, Hanson Brook, Alder Stream, Hall Brook and several other small streams.

#### **Water Quality Classification**

Maine has four water quality classes of rivers and streams: AA, A, B, and C (38 MRSA § 465). Each classification assigns designated uses and water quality criteria, and may place specific restrictions on certain activities such that the goal conditions of each class may be attained. There is actually not much difference between the uses

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or the qualities of the various classes because all attain the minimum fishable-swimmable standards of the federal Clean Water Act. Most support the same set of designated uses with modest variations. The classification system is really a hierarchy of risk, more than one of use or quality, the risk being the possibility of a breakdown of the ecosystem and loss of use due to either natural or human-caused events.

Ecosystems that are more natural can be expected to be more resilient to a new stress and to show more rapid recovery. Classes AA (rivers and streams) and GPA (lakes and ponds) involve less risk since activities, such as waste discharges and impoundments are prohibited. Class A waters allow impoundments and very restricted discharges, so the risk of degradation, while small, does increase since there is some human intervention. Class B rivers and streams have fewer restrictions on activities but still attempt to maintain high water quality criteria. Class C has the least restrictions on use and the lowest (but not low) water quality criteria. Class C waters are still good quality, but the margin for error before significant degradation might occur in the event of an additional stress being introduced (such as a spill or a drought) is the least. See Table 6-2.

Table 6-2 Maine's Water Quality Classification System for Rivers and Streams					
Class	Designated Uses	Dissolved Oxygen	Bacteria ( E. coli )	Habitat	Aquatic Life (Biological) Narrative Criteria**
Class AA	Aquatic life; drinking water; fishing; recreation	As naturally occurs	As naturally occurs	Free flowing and natural	No direct discharge of pollutants; as naturally occurs **
Class A	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	7 ppm; 75% saturation	As naturally occurs	Natural	As naturally occurs **
Class B	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	7 ppm; 75% saturation	64/100 ml (g.m. *) or 236/100 ml (inst. *)	Unimpaired	Discharges shall not cause adverse impact to aquatic life - receiving waters shall be of sufficient quality to support all indigenous aquatic species without detrimental changes to the resident biological community. **
Class C	Aquatic life; drinking water; fishing; recreation; navigation; hydropower; industrial discharge	5 ppm; 60% saturation 6.5 ppm (monthly average) at 22° & 24°F	126/100 ml (g.m. *) or 236/100 ml (inst. *)	Habitat for fish and other aquatic life	Discharges may cause some changes to aquatic life, provided the receiving waters shall be of sufficient quality to support all indigenous fish species, and maintain the structure and function of the resident biological community.**

\* "g.m." means geometric mean and "inst." means instantaneous level

\*\*Numeric biocriteria in Maine Rule Chapter 579, Classification Attainment Evaluation Using Biological Criteria for Rivers and Streams

Source: Maine Department of Environmental Protection

Maine statute (38 MRSA § 465-A) has designated one standard (GPA) for the classification of great ponds (at least 10 acres in size), and natural lakes less than 10 acres in size. Specifically, Class GPA waters shall be suitable for the designated uses of drinking water after disinfection, recreation in and on the water, fishing, industrial process and cooling water supply, hydroelectric power generation and navigation and as habitat for fish and other aquatic life. The habitat shall be characterized as natural. Class GPA waters shall meet specific water quality standards and shall be free of culturally induced algal blooms which impair their use and enjoyment. The number of Escherichia coli bacteria of human origin in these waters may not exceed minimal levels. There may be no new direct discharge of pollutants into Class GPA waters, other than those that are legally exempt. The statute further states that no activities or land uses may take place on the banks of the water body or in the watershed that might degrade the water quality below the attainment level of the classification.



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Map 5 Water Resources displays the water quality classifications for surface water resources in Dover-Foxcroft. Sebec Lake, Branns Mill Pond and the Town's other ponds are class GPA. Tributaries to Sebec Lake in Dover-Foxcroft are Class A streams. Other Class A streams are Black Brook and Alder Stream and its tributaries. The Piscataquis River is Class B, and most other streams are Class B. All these water bodies meet their water quality classification.

### Rivers, Streams, and Brooks

According to Maine's 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. Dover-Foxcroft's rivers, streams and brooks, are displayed on Map 5 Water Resources.

### The Piscataquis River

The Piscataquis River is one of Dover-Foxcroft's most significance and visible natural resources, particularly as it flows through the urban area and along two major gateways to the community: the Guilford Road/ West Main Street and the Pleasant Street (Bangor Road). In addition to the river's scenic attributes, the river is used for hydroelectric power and recreation, and serves as important plant and wildlife habitat.

There are two hydroelectric dams on the river: one owned by the Town and associated with the Riverfront Redevelopment Project and the other a privately-owned dam downstream at the former Browns Mill site.<sup>43</sup>

The water quality of the Piscataquis River has improved dramatically over the decades. It is a Class B waterbody. Currently, the Maine Department of Environmental Protection (MDEP) lists the river as an impaired waterbody because the water quality has not been shown to consistently attain the Class B standards; apparently more testing is necessary to determine that it is meeting the classification. According to the MDEP's 2012 Integrated Water Quality Monitoring and Assessment Report<sup>44</sup> the river is listed as impaired for the following two reasons:

- A portion of the river below Dover-Foxcroft is impaired for recreational use (contact, swimming) due to occasional discharges from combined sewer overflows, typically associated with heavy rainfall events.
- A segment of the River below Dover-Foxcroft is impaired for fish and other aquatic life uses due to periods of low dissolved oxygen.

The Director of the Dover-Foxcroft Wastewater Department indicated that wastewater and stormwater have been fully separated, and there have not been any combined sewer overflows (CSO) in several years. According to MDEP, the 2014 update to the Integrated Water Quality Monitoring and Assessment Report will acknowledge that there have not been any CSOs since 2005.<sup>45</sup> MDEP also indicated that water quality testing over a period of several years will be necessary to show that the river is meeting its Class B designation and to remove the "impaired" listing for the River.

The two licensed wastewater outfalls on the Piscataquis River (see Map 5 Water Resources) are:

- Dover-Foxcroft Water District Water Treatment Facility (MEPDES Permit # ME0102229), located at 70 Fletcher Road on the north side of the river. The District is licensed for a monthly average discharge of 0.15 million gallons per day of filter cleaning backwash wastewaters to the river.

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<sup>43</sup> There are several other dams in town that were installed in the 70's to mitigate the effects of seasonal flooding. These earthen dams require annual inspections and some routine maintenance.

<sup>44</sup> <http://www.maine.gov/dep/water/monitoring/305b/index.htm> (Appendix, page 41) (Appendix, page 79)

<sup>45</sup> Susanne Meidel, Water Quality Standards Coordinator, MDEP ME (207.441.3612) (e-mail 1/7/2015 and phone conversation 1/9/2015)

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- Dover-Foxcroft Wastewater Treatment Facility (MEPDES Permit # ME0100501), located off Vaughn Road on the north side of the river. The facility is licensed to discharge up to a monthly average flow of 0.80 million gallons per day of secondary treated sanitary waste waters to the river.

In an effort to further protect the river, the Town completed a major Brownfields cleanup project at the former “Maine Leathers Tannery” site on Vaughn Road. The completion of this project included moving and capping the hazardous materials to a location on site, but out of the flood zone.

### **Wetlands, Shorelands, and Floodplains**

Wetlands are defined 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 can serve many functions: they protect water quality; control flooding and erosion; provide a natural habitat for waterfowl, wildlife and unique plant life; encourage nutrient recycling; and serve as fish sanctuaries and nursery grounds. Wetlands are vital to preserving water quality and the quantity of surface and groundwater resources. The National Wetlands Inventory provides the most accurate wetlands mapping. (See Map 5 Water Resources)

Shorelands are environmentally important because of their relationship to water quality, value as critical wildlife habitat and function as floodplains. Development or the removal of vegetation on shorelands can increase runoff and sedimentation, as well as the amount of nitrogen and phosphorus entering the water, which can lead to algae blooms. Vegetation tends to slow runoff of rainfall, allowing more time for infiltration into the soil. Steep slopes with highly erodible soils are particularly susceptible to erosion and sedimentation and should remain vegetated. Development and the removal of vegetation also disturb many wildlife species that use shoreland areas as habitat and travel corridors.

Floodplains are defined as areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains also serve as wildlife habitats, open space and outdoor recreational areas, and as farmland without interfering with their emergency overflow capacity.

Intensive development on floodplains can increase the severity of floods and cause flooding of previously unaffected areas. The major consequence of intensive development in floodplains is widespread property damage and loss of life, which results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, and water contamination from toxic and hazardous materials.

### **Lakes and Ponds<sup>46</sup>**

Among Dover-Foxcroft’s most significant surface water resources are Sebec Lake and the four ponds inventoried in this chapter. These water bodies provide many benefits, including areas for recreation, beautiful scenery, and as habitat for fisheries and wildlife. Lakes and ponds support a complex web of life from tiny zooplankton and algae, to plants, invertebrates, fish and birds. The shorelands of lakes and ponds are particularly important in providing shade and as buffers in protecting water quality. Shoreland areas also provide critical habitat for many species of wildlife.

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<sup>46</sup> Information on Lakes can be found at <http://www.lakesofmaine.org> which is a collaboration of the Maine Department of Environmental Protection, the University of Maine, the Maine Volunteer Lakes Monitoring Program and the Knowledgebase for the Gulf of Maine and its watersheds.

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The amount of development within lake watersheds and around the shores of lakes and ponds can impact water quality. Dover-Foxcroft's lakes and ponds are located in very rural areas with a limited amount of development. Most of the shorelands along Sebec Lake in Dover-Foxcroft have small house and camp lots. However, most of the lake's shorelands are located in other towns, where there are clusters of developed lots as well as large expanses of undeveloped wetland and forested areas. Branns Mill Pond also has some camps and house lots, but a considerable amount of the shoreland remains undeveloped. The Town's other ponds also have a very limited amount of development along their shores.

Table 6-3 Dover-Foxcroft's Lakes and Ponds

	Branns Mill Pond	Garland Pond	Sebec Lake	Snow's Pond	Thompson Pond
ID #	MIDAS 4130	MIDAS 4132	MIDAS 0848	MIDAS 4131	MIDAS 0764
Towns	Dover-Foxcroft, Garland	Dover-Foxcroft, Sebec	Dover-Foxcroft, Bowerbank, Sebec, Willimantic	Dover-Foxcroft	Dover-Foxcroft
Area	352 acres	27 acres	6,362 acres	26 acres	0.2 acres
Perimeter	1.4 miles	0.9 miles	52.1 miles	1.4 miles	0.1 miles
Mean Depth	4 feet	11 feet	42 feet	4 feet	n/a
Max Depth	15 feet	38 feet	155 feet	8 feet	n/a
Fishery Type	Warm water	Cold water	Cold & Warm water	Warm water	n/a
Water Quality	n/a	Average	Above Average	n/a	n/a

Source: Maine Department of Environmental Protection (See also Footnote 7)

### Water Quality Data on Lakes<sup>47</sup>

The Maine Department of Environmental Protection (MDEP) and the Volunteer Lake Monitoring Program (VLMP) have collaborated in the collection of lake data on Sebec Lake and Garland Pond to evaluate water quality, track algal blooms, and determine water quality trends. The monitoring does not normally include bacteria, mercury, or nutrients other than phosphorus. Water quality monitoring does not appear to be performed on the Town's other ponds.

#### Sebec Lake Water Quality

MDEP lists two volunteer water quality monitors for Sebec Lake. There are two sampling sites (Sample Station # 1, Northeast of South Cove point, and Sample Station # 2 Northeast of Greeley's Landing). The conclusions are similar for both sites. Water quality monitoring for Sample Station # 1 has been conducted since 1981, and for Sample Station # 2 water quality monitoring has been conducted since 1984. Based on the data, water quality is considered above average and the potential for nuisance algal blooms is low. Recent dissolved oxygen (DO) profiles show no DO depletion in deep areas of the lake. The potential for phosphorus to leave the bottom sediments and become available to algae in the water column (internal loading) is low. Oxygen levels below 5 parts per million stresses certain cold water fish, and a persistent loss of oxygen may eliminate or reduce habitat for sensitive cold water species. Inland Fisheries and Wildlife manages this pond as both a warm water and cold water fishery. (Source: Filename: sebe0848\_01, Revised: 12/06, By: JP)

#### Garland Pond Water Quality

There is one sampling station for Garland Pond located in Sebec. Water quality monitoring has been conducted since 1989. Based on the data the water quality is considered to be average, and the potential for nuisance algal

<sup>47</sup> See the Maine DEP Explanation of Lake Water Quality Monitoring Report for measured variable explanations. Additional information can be obtained by contacting Maine DEP at 207-287-3901 or VLMP at 207-783-7733, and at <http://www.lakesofmaine.org> and <http://www.maine.gov/dep/water/lakes/index.html> and <http://www.mainevolunteerlakemonitors.org>

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blooms is low to moderate. Recent DO profiles show high DO depletion in deep areas of the lake. The potential for phosphorus to leave the bottom sediments and become available to algae in the water column (internal loading) is high. Oxygen levels below 5 parts per million stresses certain cold water fish and a persistent loss of oxygen may eliminate or reduce habitat for sensitive cold water species. (Source: Filename: GARL4132.doc, Revised: 3/02, By: lb)

### **Invasive Aquatic Species**

The introduction of non-native invasive plant and animal species to the U.S. has been escalating with widespread destructive consequences. Maine has four invasive aquatic plants of concern - variable-leaf milfoil, hydrilla, curly-leaved pondweed, and Eurasian milfoil. Significant habitat disruption, loss of native plant and animal communities, loss of property values, reduced fishing and water recreation opportunities, and large public and private expenditures have accompanied invasive plant introductions in many states. In Maine it is illegal to sell, propagate or introduce eleven invasive aquatic plants. These plants are aggressive growers that can become serious nuisances. Maine also requires a Lake and River Protection Sticker on all seaplanes, which can also carry invasive plants into water bodies.

Currently, invasive plants have not been identified in any of Dover-Foxcroft's water bodies. However, variable milfoil and hydrilla infestations have been identified in water bodies in central Maine. Lake associations in some areas have established invasive plant monitoring and education programs with boat inspections and eradication efforts. The Sebec Lake Association monitors for invasive plants in Sebec Lake.

### ***Section 6.3 Protection for Water Resources***

#### **State and Federal Protection**

There are a number of state and federal laws that protect water resources. However, enforcement of these laws by state agencies can be sporadic due to agency staffing levels relative to the vast areas to be monitored. In practice, compliance with most state and federal environmental regulations is left to individual landowners. In many communities there is greater monitoring and enforcement of state and federal regulations through the local code enforcement officer. Some of the most significant state laws affecting water resources include:

- Maine's Natural Resource Protection Act (NRPA) regulates activities in, on, over or adjacent to natural resources, such as lakes, wetlands, streams, rivers, fragile mountain areas, high and moderate value waterfowl and wading bird habitats, high and moderate value deer wintering areas, and significant vernal pools. Standards focus on possible impacts to the resources and to existing uses.
- Maine's Erosion and Sedimentation Control Law requires basic controls and stabilization when a project involves filling, displacing, or exposing earthen material. No permit is required, but the law sets minimum across-the-board standards that help prevent harm to surface waters.
- Maine's Storm Water Management Law regulates activities creating impervious or disturbed areas (of size and location) because of their potential impacts to water quality. In effect, this law extends storm water standards to smaller-than Site Location of Development Law-sized projects (see below). It requires quantity standards for storm water to be met in some areas, and both quantity and quality standards to be met in others.
- Maine's Site Location of Development Law regulates developments that may have a substantial impact on the environment (i.e., large subdivisions and/or structures, 20-acre-plus developments, and metallic mineral mining). Standards address a range of environmental impacts.
- Maine's Minimum Lot Size Law regulates subsurface waste disposal through requirements for minimum lot size and minimum frontage on a water body. The minimum lot size requirement for a single-family residence is 20,000 square feet; the shoreland frontage requirement is 100 feet. The requirements for

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multi-family and other uses are based on the amount of sewage generated. The local code enforcement officer/plumbing inspector is responsible for administering this law.

- Maine's Forest Practices Act requires that landowners notify the Maine Bureau of Forestry of any commercial timber harvesting activities, and that commercial harvest activities meet specific standards for harvesting adjacent to water bodies, clearcutting and forest regeneration following the harvest.

### Local Regulations

Dover-Foxcroft's land use ordinances provide protection to both surface and groundwater resources. The Land Use Ordinance applies town-wide and provides considerable protection to water resources. As examples, the ordinance requires the following:

- Identification of water resources on site plans
- A storm water plan to assure that surface water drainage does not pollute water bodies
- Evidence of adequate water supply for developments
- Adequate provision for storage of toxic materials
- Adequate subsurface wastewater disposal
- Preservation of the landscape including vegetation
- Environmental controls during construction
- Appropriate handling of manure on farms

Dover-Foxcroft's Shoreland Zoning Ordinance provides substantial protection to natural resources located within shoreland areas, as mandated by state law. Shoreland zoning applies to the following:

- Areas within 250 feet of the Piscataquis River and great ponds (Sebec Lake, Garland Pond, Branns Mill Pond and Snow's Pond)
- Areas within 250 feet of unforested wetlands 10 acres or larger in size and wetlands associated with great ponds and rivers
- Areas within 75 feet of streams flowing from great ponds, or streams below the confluence of two perennial streams (second order streams, such as Black Stream and Alder Stream)

(See Map 18 Shoreland Zoning in the Volume I Appendices)

Dover-Foxcroft's Subdivision Regulations are designed to comply with the State subdivision statute. A subdivision is generally defined as the division of a parcel into 3 or more lots (or units) within any 5-year period. State statute requires that subdivisions be designed to address many environmental concerns including water quality, sewage disposal, erosion and sedimentation, aesthetics, groundwater, wetlands, rivers, streams, great ponds and timber harvesting.

### Special Protection for Great Ponds

Lakes and ponds are particularly susceptible to the negative impacts of pollution. The most serious threat is phosphorus pollution which is associated with non-point sources of pollution (storm water runoff). Development in the form of roads, buildings, lawns, farms, timber harvesting and other human activities that eliminates vegetation and natural depressions, allows rainwater to flow more quickly and directly into ponds. Increased runoff can carry excessive amounts of phosphorus into ponds (up to 10 times as much as normal), particularly when it carries fertilizers, detergents and other phosphorus laden chemicals. The negative impacts from excessive phosphorus can be loss of fisheries, cloudy green waters with unpleasant odors that lose their appeal for swimming and boating, and a resultant reduction in property values. Restoration of polluted ponds is extremely expensive, and some ponds may never recover. Generally speaking, the more developed a pond's watershed is, the higher the phosphorus concentration in storm water runoff.



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There are two requirements for keeping phosphorus low and water quality high for ponds in watersheds. First, existing sources of phosphorus need to be minimized, particularly from soil erosion in the watershed and from inadequate shoreline septic systems on sandy or shallow soils. The second requirement is that new additions of phosphorus to the pond resulting from residential and commercial growth in the watershed must be minimized.

All inland natural ponds that are ten acres or larger in size are classified as great ponds. Additionally, any body of water artificially formed or increased in size which has a surface area in excess of 30 acres is also a great pond. Great ponds receive special regulatory consideration under Maine statutes, such as through the shoreland zoning and subdivision statutes, and the Natural Resources Protection Act.

The State subdivision statute (30-A MRSA §4404) lists consideration of phosphorus contribution to great ponds as a review criteria (#18) that must be addressed before a subdivision permit is issued. The MDEP has developed a methodology that can be used to determine acceptable phosphorus exports to a lake, and any appropriate control measures, such as buffers, infiltration systems, wet ponds, and other designs to limit storm water runoff. Some towns incorporate this standard into ordinances, while others simply use it as advisory information.

The MDEP methodology, described in *Phosphorus Control in Lake Watersheds: A Technical Guide for Evaluating New Development*,<sup>48</sup> is designed to evaluate whether or not a proposed development will add a disproportionate amount of new phosphorus to a pond. It provides a standard that limits the amount of phosphorus a proposed new development can add to a pond, and a means by which the development can be designed and evaluated to insure it meets the standard for that pond. The MDEP provides the estimated phosphorus allocations<sup>49</sup> for the ponds in Dover-Foxcroft (Table 6-4). The next to the last column of the table is the most important. It indicates an estimated per acre phosphorus allocation in pounds of phosphorus per acre per year (lb/acre/yr) for each pond watershed, which can serve as a standard for evaluating new development proposals. It is applied to the area of the parcel of land being developed to determine how much the development should be allowed to increase phosphorus loading to the pond.

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<sup>48</sup> <http://www.maine.gov/dep/land/stormwater/stormwaterbmpps/index.html>

<sup>49</sup> "Phosphorus allocation" is the maximum amount of phosphorus/per acre that can be safely added to the lake.

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Table 6-4 Calculation of Per Acre Phosphorus Allocations for Dover-Foxcroft's Lakes and Ponds												
Watershed	DDA acres	ANAD acres	AAD acres	GF ppb	D acres	F ppb	Water Quality Category WQC	LOP	C ppb	FC lb/yr	P lb/acre/yr	SWT acres
Branns Mill Pond	3,805	900	2,905	0.2	581	23.52	Moderate-sensitive	m	1.00	23.52	0.040	145
Dunham Pond	126	0	126	0.2	25	1.14	Moderate-sensitive	m	1.00	1.14	0.045	6
Garland Pond	365	20	345	0.2	25	1.14	Moderate-sensitive	m	1.00	3.30	0.048	17
Sebec Lake	9,105	700	8,405	0.25	2,101	126.2	Good	h	1.00	126.21	0.060	525
Snow's Pond	1,423	80	1,343	0.2	269	9.41	Moderate-sensitive	m	1.00	9.41	0.035	67
Notes:												
DDA	Direct land drainage area in Dover-Foxcroft in acres											
ANAD	Area not available for development in acres (wetlands, steep slopes)											
AAD	Area available for development in acres (DDA - ANAD)											
GF	Growth Factor: assumes some development possible; higher the number the more growth anticipated											
D	Area likely to be developed in acres (GF x AAD)											
F	Pounds phosphorus allocated to town's share of watershed per pounds per billion (ppb) in lake											
WQC	Water quality category; "good" = better than average water quality; "moderate-sensitive" = average water quality, but potential for phosphorus recycling from pond bottom sediments											
LOP	Level of Protection (h=high (coldwater fishery);m=medium)											
C	Acceptable increase in lake's phosphorus concentration in ppb											
FC	Allowable increase in annual phosphorus load to the lake (lb/year)											
P	Per acre phosphorus allocation (FC/D) (lb/acre/year)											
SWT	Small Watershed Threshold in acres											
Source: Division of Watershed Management, Maine Department of Environmental Protection, 2015; www.maine.gov/dep/land/stormwater/stormwaterbmps/appc_bytown.pdf												

### Sources of Assistance to Protect Water Resources

Assistance in protecting water resources is available from federal, state and county agencies, and a number of non-profit organizations. Assistance can include educational materials, technical assistance and grants funding. The following is a listing of some of those programs and resources.

**United State Department of Agriculture, Natural Resources Conservation Service:** offers help to individuals, groups, towns and other units of government to protect, develop and wisely use soil, water and other natural resources.

**Piscataquis County Soil and Water Conservation District:** Purpose is to solve local natural resource conservation problems (both urban, agricultural and forestry) 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. 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. [www.piscataquisswcd.org](http://www.piscataquisswcd.org)

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**Maine State Agencies:** Maine Department of Environmental Protection, Maine Department of Transportation, Maine Department of Inland Fisheries and Wildlife ([www.maine.gov/portal/government](http://www.maine.gov/portal/government))

**Non-profits:**

- Maine Volunteer Lake Monitoring Program (VLMP) ([www.mainevolunteerlakemonitors.org](http://www.mainevolunteerlakemonitors.org))
- Maine Lakes Society ([www.mainelakessociety.org](http://www.mainelakessociety.org))
- Maine Environmental Lakes Association ([www.mainelakes.org](http://www.mainelakes.org))

**Grant Programs**

The following is a list of MDEP grant programs designed to assist towns in protecting their lakes. ([www.maine.gov/dep/assistance/grants-loans](http://www.maine.gov/dep/assistance/grants-loans))

Small Community Grants Program (SCG) provides grants to help replace malfunctioning septic systems that are polluting a water body or causing a public nuisance. Grants can fund from 25% to 100% of the design and construction costs, depending upon the income of the property owner and the property's use. An actual pollution problem must be documented to qualify for funding. Grant applications must be submitted by the town in which the property owner resides. Individual families may qualify for a grant if their income is \$40,000 or less. Commercial establishments may qualify if their gross profit is \$100,000 or less.

The Watershed Protection Grant Program provides funding (up to \$1,000) and classroom support for service learning projects designed to protect the water quality of a lake or stream and to educate the public about the relationship between land use and water quality.

Invasive Aquatic Plants Cost Share Grants are for local programs designed to prevent the spread of invasive aquatic plants. This cost share program is administered by the Lakes Environmental Association (LEA) under an agreement with the MDEP. Eligible projects include boat inspection programs and education efforts to prevent the spread of invasive aquatic species. Grants up to \$2,000 are available to municipal and county governments, quasi-municipal organizations and nonprofit organizations.

Nonpoint Source Water Pollution Control Grants ("319" or NPS 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 organizations are eligible to receive NPS grants. Activities include: surveys, management plans and implementation of "best management practices" by land owners.

## Chapter 7 - Critical and Important Natural Resources<sup>50</sup>

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### ***Section 7.1 Overview of Wildlife and Plant Habitat***

The Maine Natural Areas Program (MNAP) and the Maine Department of Inland Fisheries and Wildlife (MDIFW) in collaboration with other organizations have developed the *Beginning with Habitat Program (BwH)*,<sup>51</sup> which is a habitat-based landscape approach to assessing wildlife and plant conservation needs and opportunities.

*BwH* suggests maintaining a rich compliment of plant and wildlife habitat by interweaving important wetland and shoreland areas, high value habitats and large blocks of undeveloped habitat to identify those areas most critical to protect or conserve. Mechanisms to protect important habitats can include both regulatory and non-regulatory approaches. The program recommends utilizing shoreland zoning to protect shoreland habitats around water bodies. Conservation of undeveloped areas can focus on large blocks of agricultural and forested habitat that include high value plant and animal habitats. Large blocks of undeveloped land usually have more wildlife diversity than smaller areas and are important to certain wildlife species that require large unfragmented habitat (undeveloped and generally road less areas). The program has also identified wildlife corridors and impediments to critical movement of wildlife and fisheries, such as highways and culverts across streams.

The goal of the Beginning with Habitat Program (BwH) is to maintain sufficient habitat to support all native plant and animal species currently breeding in Maine by providing information depicting and describing various habitats of statewide and national significance.

#### **Wetland and Riparian (Shoreland) Habitats**

The habitats most critical to maintaining wildlife populations, including fisheries, are wetlands and shoreland areas. Wetlands are highly productive areas that provide important habitat for many types of wildlife, including waterfowl and wading birds, frogs, turtles, snakes, fish, shellfish, aquatic furbearers, and even large mammals, such as moose. Development in and near wetlands degrades their value to wildlife, and can be particularly threatening to wildlife species that move between small wetlands to meet their habitat needs.

Shoreland habitats are transitional zones between open water and wetland habitats, and dry or upland habitats. They include the banks and shores of streams, rivers, and ponds, and the upland edges of wetlands. These are perhaps one of the most important habitats because up to 80% of terrestrial vertebrate animals use these areas for part of their life cycle. Protection of shorelands is recommended as the backbone of managing wildlife and fisheries habitat.

Existing shoreland zoning controls land uses and placement of structures to minimize development impacts to areas adjacent to water bodies. Dover-Foxcroft's shoreland zoning ordinance regulates areas within 250 feet of Sebec Lake, Branns Mill Pond, and the Town's other ponds larger than 10 acres, as well as certain unforested wetlands 10 acres and larger. Shoreland zoning also regulates areas within 250 feet of the Piscataquis River, and 75 feet of Black Stream, Alder Stream and a few other streams and brooks. Shoreland zoning does not include areas along very small streams (upstream from the confluence of two perennial streams), many forested

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<sup>50</sup> Other chapters also discuss natural resources: Chapter 6 Water Resources, Chapter 9 Parks, Recreation, and Open Space, and Chapter 13 Agriculture and Forestry Resources. Chapter 12 Existing Land Use c examines soil suitability for development and development constraints.

<sup>51</sup> *Beginning with Habitat Program* includes Maine Inland Fisheries and Wildlife, Maine Natural Areas Program, Maine Audubon, Maine Land Use Team, U. S. Fish and Wildlife, Maine Cooperative Fish and Wildlife Unit, Southern Maine Regional Planning, Nature Conservancy and Wells National Estuarine Research Preserve. Maps are available at <http://www.beginningwithhabitat.org>

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wetlands, vernal pools and wetlands less than 10 acres in size. Maine's Natural Resources Protection Act and Forests Practices Act provide some protection to these areas if they are deemed significant.

### **Large Undeveloped Habitat Blocks and Habitat Connections**

Large habitat blocks are defined as contiguous, undeveloped areas of 500 acres or more as mapped by BwH. These are relatively unbroken areas of habitat that can include forests, grassland, agricultural land, and wetlands. Unbroken means the habitat is crossed by few roads, and has relatively little development and human habitation. These blocks are especially important to species that require large blocks of habitat, such as moose, bear, lynx, fisher, oven bird, and scarlet tanager. Larger blocks of habitat are also likely to serve a wider diversity of species than smaller blocks. Only in such blocks will many species find the home ranges they need to reproduce, travel and protect themselves. Dover-Foxcroft and the surrounding areas provide an extensive amount of this kind of wildlife habitat.

Habitat connections are those areas that link large habitat blocks based on a prioritized habitat analysis prepared by BwH.<sup>52</sup> Wildlife may need to move to different places for different purposes – they may feed in one place, raise young in another, and winter in a third, and some species may travel many miles to do this. Roads can create impassable barriers for terrestrial animals because of road width and altered habitat alongside roads. Roads constructed through wetlands and across streams can fragment habitat for aquatic animals. Culverts can restrict connections between habitat for fish and other aquatic animals. Noise, lights, and vehicle movements and emissions can restrict wildlife movement, particularly at high traffic volumes.

BwH has mapped large habitat blocks and habitat connections for Dover-Foxcroft, which can be used to identify those areas most important for habitat and connectivity. BwH recommendations include:

- Encourage growth in areas efficiently served by existing infrastructure and emergency services to save money and reduce miles driven.
- Maintain rural areas where large habitat blocks remain connected across the landscape, which can also reduce wildlife-vehicle conflicts, better protect water quality, and support agriculture and forestry.
- Encourage projects that reduce habitat fragmentation from new roads and incorporate conservation of high-value shoreland areas, habitat blocks, and connectors early in the permitting process.
- Conserve critical habitat connections on both sides of a road through purchase, easements, current use tax programs or landowner incentives.
- Design culverts, drainage pipes, fencing, and underpasses to help fish and wildlife move safely across the landscape.
- Design culverts to help fish and wildlife move up and down stream, which can also help reduce damage and costs from flooding.

### **Section 7.2 Significant Wildlife Habitats<sup>53</sup>**

Significant Wildlife Habitat is protected under Maine's Natural Resources Protection Act (NRPA). To be protected through the NRPA, significant wildlife habitat must be identified and mapped as valuable habitat by the Maine Department of Inland Fisheries and Wildlife (MDIFW). Permits from the Maine Department of Environmental Protection (MDEP) are required for regulated activities in significant wildlife habitats, including but not limited to dredging, bulldozing, draining, filling, and construction or alterations of permanent structures. The permit

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<sup>52</sup> *Conserving Maine Wildlife Habitat Connections Maine's Beginning with Habitat Program (BwH) shows the most important connections between high-value wildlife habitats on Map 3 – Undeveloped Habitat Blocks and Habitat Connections. See BwH Toolbox at <http://www.beginningwithhabitat.org> for specific suggestions on how to build habitat conservation into local land-use policies. See also BwH Conserving Wildlife On and Around Maine's Roads.*

<sup>53</sup> *Information is from Maine Inland Fisheries and Wildlife fact sheets which contain additional information, 2015*



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review process is designed to ensure that activities are done at a time or in a way that minimizes harm to significant wildlife and their habitats. Three types of significant wildlife habitat have been identified in Dover-Foxcroft: waterfowl and wading bird habitat (wetlands), vernal pool habitat, and deer wintering areas. These habitats are described below.

### **Inland Waterfowl and Wading Bird Habitats**

MDIFW has identified significant inland habitats for ducks, geese, herons, and similar species of waterfowl and wading birds, rating them as having high to moderate value. A moderate to high value habitat is a complex of freshwater wetland and open water areas plus a 250-foot wide area surrounding the complex itself where inland species of waterfowl and wading birds nest. The quality of a wetland complex is determined by the dominant wetland type, the diversity of wetland types in the complex, the size of the wetland(s), the interspersions of the different types, and the relative amount of open water. A number of these habitats have been identified in Dover-Foxcroft (See Map 6 Important Habitats and Natural Areas in the Volume I Appendices).

### **Significant Vernal Pools**

MDIFW recognizes the importance of vernal pools to pool-breeding amphibians, invertebrates, and other game and nongame wildlife, including several rare and endangered species. Vernal pools are shallow depressions that usually contain water for only part of the year, and are often associated with forested wetlands. Vernal pools serve as essential breeding habitat for certain species of wildlife, including salamanders and frogs. Species that must have access to vernal pools in order to survive and reproduce include wood frogs, spotted and blue-spotted salamanders, and fairy shrimp. Juvenile and adult amphibians associated with vernal pools provide an important food source for small carnivores as well as large game species.

Avoiding impacts to significant vernal pools and their surrounding habitat is important because many amphibians are pool specific: they must return to the pond in which they were born to breed. The loss of vernal pools and the critical terrestrial habitat around them leads to local loss of amphibian species, a decrease in biodiversity, and a decline in food available for many other animals in these areas.

In general, a vernal pool habitat is significant if it has a high habitat value, either because a state-listed threatened or endangered species uses it, or there is a notable abundance of specific wildlife, such as blue spotted salamander, wood frog, or fairy shrimp. Significant vernal pool habitat includes the vernal pool and the area within a 250 foot radius of the spring or fall high-water mark of the pool.

One significant vernal pool has been identified in Dover-Foxcroft (See Map 6 Important Habitats and Natural Areas in the Volume I Appendices).

### **Deer Wintering Areas (DWA)**

Many approximate deer wintering areas have been identified in Dover-Foxcroft by the MDIFW (See Map). While approximate DWAs have been mapped, their value has not been determined, which means they are not protected as significant wildlife habitat by the NRPA. NRPA also protects valuable deer travel corridors, but these have not been identified or mapped.

White-tailed deer in Maine are at the northern limits of their geographic range, and in northern Maine their numbers appear to be on the decline. During winter, deer are exposed to cold temperatures and deep snow that makes it hard to find food and keep warm. Deer adapt to winter by congregating in DWA where the snow is not as deep and there is protection from the wind and ample food. A DWA is defined as a forested area used by deer when snow depth in the open/hardwoods exceeds 12 inches, deer-sinking depth in the open/hardwoods exceeds inches, and mean daily temperatures are below 32 degrees. DWA are crucial to winter survival of deer. Even though the location and extent of DWAs may vary depending on the winter, use of a DWA is typically ongoing from one year to the next, and specific sites may receive annual use by many generations of deer.

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A DWA is ideally composed of over 50% conifers, with a conifer canopy of over 50%, with most trees over 35 feet in height. Approximately half of a DWA should be in mature conifers at any one time, while the remainder is made up of several age classes of regenerating forest that are interspersed throughout the DWA. Proper management of the DWA involves timber harvesting to ensure perpetual softwood cover and a mix of available browse. Over-harvesting as part of a logging operation or for building is the primary threat to DWA.

MDIFW encourages landowners to develop a management plan for their DWAs to provide optimal winter and summer habitat for deer. Several of the Town's DWAs are located within conservation lands, such as the Bud Leavitt Wildlife Management Area. Several other DWAs are located around moderate and high value wetlands that are protected as significant wildlife habitat through the NRPA. In some cases these areas may receive some protection through the town's shoreland zoning.

### Rare, Threatened and Endangered Species

Essential wildlife habitat is defined under the Maine Endangered Species Act as a habitat currently or historically providing physical or biological features essential to the conservation of an endangered or threatened species in Maine, and which may require special management considerations. The Act requires that all projects or activities permitted, licensed, funded, or otherwise carried out by the State or towns within an area designated as essential wildlife habitat must be reviewed by the MDIFW. Often projects can be modified to protect the habitat.

Table 7-1 Rare, Threatened and Endangered Animals for Dover-Foxcroft		
Name	State/Global Rarity	State Legal Status
Tidewater Mucket, Leptodea ochracea	G3 - Globally rare (on the order of 20 - 100 occurrences) G4 - Apparently secure globally. S2 - Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline	Threatened (Rare and with further decline, could become endangered; or federally listed as threatened)
Bald Eagle, Haliaeetus leucocephalus	G5 - Demonstrably secure globally S4 - Apparently secure in Maine	Special Concern (Rare in Maine, based on available information; not sufficiently rare to be threatened or endangered)
Canada Lynx, Felis lynx canadensis	G5 - Demonstrably secure globally S2 - Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline	Special Concern (Rare in Maine, based on available information; not sufficiently rare to be threatened or endangered)
Wood Turtle, Glyptemys insculpta	G4 - Apparently secure globally S4 - Apparently secure in Maine	Special Concern (Rare in Maine, based on available information; not sufficiently rare to be threatened or endangered)
Source: Maine Natural Areas Program, 2014		

A species of special concern is any species of fish or wildlife not meeting the criteria of an endangered or threatened species, but that is particularly vulnerable, and could easily become endangered, threatened, or extirpated due to restricted distribution, low or declining numbers, specialized habitat needs or limits, or other factors. Special concern species are established by State policy, not by regulation, and are used for planning and informational purposes; they do not have the legal weight of endangered and threatened species.

MDIFW tracks the status, life history, conservation needs and occurrences for species that are endangered, threatened, or otherwise rare. These species are of concern because of their rarity in the U.S. and Maine. Conservation of some of these species is particularly important because Maine may have some of the largest remaining populations.

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## Rare, Threatened and Endangered Animals<sup>54</sup>

Animal species identified for Dover-Foxcroft are the Tidewater Mucket, a threatened species, and three species of special concern: the Bald Eagle, Canada Lynx, and Wood Turtle. Information on these species is displayed in the following table and text, and generalized locations are displayed on Map 6 Important Habitats and Natural Areas in the Volume I Appendices. It is important to note that there are other locations within Dover-Foxcroft with habitats that might support these species.

### Tidewater Mucket<sup>55</sup>

The tidewater mucket is a medium-sized (usually less than 3 inches in size) freshwater mussel listed as threatened in Maine. Freshwater mussels are one of the most endangered groups of animals in North America, and Maine may have some of the largest remaining populations of tidewater muckets in the East. The decline in mussels in North America is due to loss of habitat from a century of industrialization and development of waterways, decline in water quality and introduction of the zebra mussel, an exotic species. Zebra mussels have not been documented in Maine, but are spreading across the U.S. Freshwater mussels are especially vulnerable and sensitive to changes and toxins in their environment, and are at high risk for extirpation when habitat is altered because of their inherent life history traits (i.e. sedentary, filter-feeders, long-lived, slow to mature, low reproductive success, host species-dependent (fish), and habitat specialists).

Tidewater mussels prefer ponds and slow-moving portions of rivers and will tolerate impoundments. MDIFW identified a portion of the shore of Sebec Lake as tidewater mucket habitat. Protection of clean, unaltered, forested watersheds and associated forested shoreland areas is essential for the long-term conservation of the tidewater mucket. MDIFW recommendations include:

- Consult MDIFW prior to development or forest harvesting near habitat.
- Shoreland zoning should be resource protection or very low residential density.
- Voluntary landowner agreements, conservation easements, or acquisition to protect habitat.
- Utilize best management practices for forestry, development and water body alterations.
- Avoid use of pesticides within ¼ mile of the waterway.
- Prohibit and guard against introduction of invasive species.

### Bald Eagle<sup>56</sup>

Bald eagle restoration has been one of the great success stories of the Endangered Species Act and the banning of pesticide DDT. As a result of the recovery of bald eagle populations, both federal and state governments have removed them from their lists of endangered and threatened species. Bald eagles continue to be a species of special concern in order to ensure their continued recovery. A bald eagle nest site has been identified on an island in Sebec Lake in Dover-Foxcroft.

Nesting eagles need mature trees and wooded buffers along shorelands – a niche that will always be at risk to land development and recreational pressures. The continued use of nests year after year makes site-specific management efforts very effective, which is why it has been the cornerstone strategy of Maine's eagle management program since 1972, and will continue to be a key strategy for ensuring the lasting recovery of eagles well into the future. MDIFW recommendations are as follows:

- Consult MDIFW prior to development or forest harvesting near nest sites.

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<sup>54</sup> The information below is summarized from MDIFW Fact Sheets. The Fact Sheets contain additional information and are available from the MDIFW.

<sup>55</sup> See [http://www.maine.gov/ifw/wildlife/endangered/pdfs/tidewatermucket\\_90\\_91.pdf](http://www.maine.gov/ifw/wildlife/endangered/pdfs/tidewatermucket_90_91.pdf), Maine IFW, 2014

<sup>56</sup> Fact Sheet: Bald Eagle, USFWS, 2007 (provided by Maine Inland Fisheries and Wildlife, 2014)

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- Maintain areas within 330 feet of nests as sanctuaries; avoid major disturbances within 330 feet to 1,320 feet of the nest during sensitive nesting season (February 1 to August 31).
- Maintain foraging perches, roosts, potential nest trees, and flight corridors.
- Recreationists (boaters, hikers, etc.) remain a safe distance away – 660 feet to 1,320 feet or more.
- Avoid aerial application of pesticides around nesting sites.
- Shoreland zoning should be resource protection or very low residential density.
- Voluntary landowner agreements, conservation easements, or acquisition to protect nest sites.

### Canada Lynx<sup>57</sup>

Maine lists the Canada Lynx as a species of special concern, and the U.S. Fish and Wildlife Service (USFWS) lists the lynx as threatened under the Federal Endangered Species Act. The lynx is a secretive, forest-dwelling cat common throughout the boreal forest of Alaska and Canada, but historically rare at the southern edge of their range, as in Maine. In Maine, lynx are most common in the spruce/fir flats of Aroostook and Piscataquis counties and northern Penobscot, Somerset, Franklin and Oxford Counties, where snow depths are often the highest in the state. Good habitat consists of large areas of young, dense stands of balsam fir and northern hardwoods which provide the highest densities of snowshoe hares, the primary food for lynx, and suitable areas for denning.

Maine's lynx population reached a record high as of 2006 as a result of widespread dense regenerating spruce/fir habitat due to clearcutting in the 1980s and 1990s. Currently, there is concern that with re-growth there will not be enough suitable habitats for snowshoe hares (primary food for lynx) and lynx. The USFWS, University of Maine, and MDIFW are working to determine what types and amount of habitat are needed to support lynx and to guide future forest management activities. MDIFW recommends the following:

- Report all lynx sightings to MDIFW as soon as possible.
- Manage northern forests in landscapes (at the township level) with areas having a high proportion of regenerating balsam fir/northern hardwood stands (less than 30 years old) that support high densities of snowshoe hares.
- Ensure large blocks of suitable regenerating habitat are distributed widely over the landscape.
- Avoid incidental take of lynx from trapping and snaring.
- Conserve large blocks of unfragmented forestland.
- Avoid construction of new high-volume/high-speed highways in currently undeveloped areas.

### Wood Turtle<sup>58</sup>

The wood turtle, one of the state's rarest turtles, is a medium sized turtle (5 inches to 8 inches) with a distinct sculpted shell and orange coloration on the neck and legs. No other Maine turtle species makes such extensive use of both aquatic and terrestrial habitats. For much of the year, wood turtles are found in slow-moving clear-water streams with a predominantly sand or gravel substrate. During late spring and summer they utilize the surrounding upland areas. From late fall to early spring, wood turtles hibernate underwater in sheltered areas of rivers, including pool bottoms, under riverbanks, or under woody debris. Females typically travel farthest from streams during the early summer seeking nesting sites in sunny places with bare soil, sand, gravel, gravel pits, agricultural fields, and forest clearings.

Wood turtles have experienced declines throughout their range in eastern North America. The principal threats are direct mortality by vehicles on roads, encounters with motorized equipment in agricultural and forestry operations, as well as collection as pets. These problems are exacerbated when combined with widespread

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<sup>57</sup> [http://www.maine.gov/ifw/wildlife/pdfs/Canada\\_Lynx\\_2011.pdf](http://www.maine.gov/ifw/wildlife/pdfs/Canada_Lynx_2011.pdf), *Maine Inland Fisheries and Wildlife*, 2014

<sup>58</sup> *Maine Inland Fisheries and Wildlife: Forest Management Recommendations for the Wood Turtle*, 2014

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fragmentation, and loss of their upland habitat associated with development. Wood turtles are long-lived and slow to mature, making them particularly vulnerable to adult mortality. It can take years to replace adult turtles when they are killed and even a small number of annual deaths can be devastating to a population. To thrive, wood turtles require an intact matrix of riverine and upland habitat free of intensive human activity. Forest management can be a compatible land use for wood turtles if precautions are taken. MDIFW recommends maintaining a forested shoreland zone within 300 feet of the banks of streams hosting wood turtles, for 2 miles upstream and 2 miles downstream, and within that area:

- Refrain from active cutting and motorized vehicle access between April 15th and October 15th.
- Avoid motorized activity within 50 feet of the high water shoreline.
- Manage with single-tree or small group-selection cuts that maintain 60-70% canopy cover within 100' and a forested condition within 300 feet of the stream bank.
- Harvest only during dry or frozen ground conditions.
- Avoid or minimize construction of permanent roads or openings.
- Build temporary bridges across all perennial streams prior to any motorized equipment crossing.

The wood turtle habitat identified in Dover-Foxcroft is located along the Bangor Road in an area that receives some protection as a wetland, and as waterfowl and wading bird habitat through the NRPA, and through the Town's shoreland zoning ordinance.

### ***Section 7.3 Rare and Unique Botanical Features***

Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. Several rare plant habitats have been identified in Dover-Foxcroft. The Maine Natural Areas Program lists three threatened plants, and four plants of special concern as displayed in Table 7-2. Each plant is assigned a rarity rank of 1 (rare) through 5 (common) both within Maine (state rank) and globally (global rank).

There is very limited protection for these plant habitats, other what might be afforded through the NRPA and the Town's shoreland zoning. The Town should consult with the Maine Natural Areas program when development is proposed for an area identified in this plan as potential habitat for one of these species, or encourage current landowners to protect these rare plants.



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Table 7-2 Rare, Threatened, and Endangered Plant Habitats Found in Dover-Foxcroft

Name	Rarity	Legal Status	Description
Shining Ladies'-tresses, <i>Spiranthes lucida</i>	S1/G5	Threatened	Critically imperiled in Maine. Its habitat is naturally scarce; it is vulnerable to human activity. Habitat type: rivershore (non-forested seasonally wet); open wetland (non-forested); located on flood-scoured rocky river shore of Piscataquis River.
Garber's Sedge <i>Carex garberi</i>	S2/G5	Special Concern	Habitat type: Usually, open wetland (non-forested wetland), seasonally wet; located on bedrock ledge along Piscataquis River.
Hyssop-leaved Fleabane, <i>Erigeron hyssopifolius</i>	S2/G5	Special Concern	Imperiled due to rarity or vulnerability to further decline. Habitat type: rivershores (non-forested, seasonally wet), rocky summits, outcrops (non-forested, upland); located in crevices of rocky ledges of the Piscataquis River.
Showy Lady's-slipper <i>Cypripedium reginae</i>	S3/G4	Threatened	Largest and showiest of the Lady's-slippers. Habitat type: forested wetland, open wetland, not rivershore. Located at Foxcroft/Sangerville Bog; good estimated viability.
Small Round-leaved Orchis, <i>Amerorchis rotundifolia</i>	S2/G5	Threatened	Imperiled in Maine due to extreme rarity or other factors making it vulnerable to further decline, including special habitat, declining populations & vulnerability to human activity. Habitat type: Northern White Forested wetland, open wetland, not rivershore (non-forested, wetland); located at Foxcroft/Sangerville Bog; fair estimated viability.
Clinton's Bulrush, <i>Trichophorum clintonii</i>	S3/G4	Special Concern	Imperiled in Maine, subject to possible future decline in population. Habitat type: open wetland (non-forested wetland), seasonally wet; not rivershore. Located at Foxcroft/Sangerville Bog
Northern Bog Sedge, <i>Carex gynocrates</i>	S2/G5	Special Concern	Rare, possibly imperiled in Maine. Habitat type: conifer forest (upland and wetland), Northern White Cedar fens. Rare due in part to a scarcity of suitable habitat. Located at Foxcroft/Sangerville Bog; excellent estimated viability.

S1 - Critically imperiled in Maine due to extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because of its biology it especially vulnerable to extirpation from Maine  
S2 - Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline  
S3 - Rare in Maine (on the order of 20-100 occurrences)  
S4 - Apparently secure in Maine  
S5 - Demonstrably secure in Maine  
G1 - Critically imperiled globally because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because of its biology it especially vulnerable to extirpation from Maine  
G2 - Globally imperiled due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline  
G3 - Globally rare (on the order of 20 - 100 occurrences)  
G4 - Apparently secure globally  
G5 - Demonstrably secure globally  
Note: The Nature Conservancy determines global ranks  
E - Endangered: Rare and in danger of being lost from the state in the foreseeable future; or federally listed as Endangered  
Source: Maine Natural Areas Program, January 2015

## Section 7.4 Rare and Exemplary Natural Communities and Ecosystems

MNAP has classified and distinguished 104 different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, coastal bogs, alpine summits, and many others. Each type is assigned a rarity rank of 1 (rare) through 5 (common) within Maine. MNAP is particularly interested in any example of a natural community type ranked S1, S2, or S3, and outstanding examples (e.g., large, old growth stands) of S4 and S5 types.

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The following natural communities and ecosystem are also displayed on Map 6 Important Habitats and Natural Areas.

Name/ Location	Rarity*	Description
Raised Level Bog Ecosystem Bud Leavitt Wildlife Management Area	S4	Open wetland (non-forested), single unit peatland; 4-7 vegetation types including Spruce - Larch Wooded Bog, Sheep Laurel - Dwarf Shrub Bog, Leatherleaf Boggy Fen, Cedar Woodland Fen, and Northern White Cedar Swamp; good estimated viability (area includes portions of a candidate deer wintering area, wetland, and waterfowl and wading bird habitat) 1,016 acres
Northern White Cedar Swamp  Foxcroft/ Sangerville Bog	S4	Moderate to dense forest, often with little light penetrating to the forest floor. Northern white cedar is dominant, often forming a fairly uniform stand, but may be interspersed with various amounts of red maple, black spruce, or, less frequently, larch, yellow birch, or balsam fir. Variable shrub & ground layers form a lush mosaic of vegetated hummocks interspersed with moist hollows; alder may be frequent. The herb layer can be well developed, with herbs more abundant than dwarf shrubs. Small cedar trees & an array of boreal herbs grow on the fallen logs and hummocks, including Yellow Lady's-Slipper, Clinton's Bulrush and Northern Bog Sedge. Sphagnum and other mosses blanket the hummocks, hollows, and fallen logs. Verified extant (viability not assessed) 209 acres (Area also includes a candidate deer wintering area, and wetland)
Enriched Northern Hardwoods Forest (Maple-Basswood – Ash, Cover Forests)  Center Range Road	S3	Hardwood to mixed upland forest dominated by sugar maple, with beech and/or yellow birch subordinate. Basswood and white ash are typical indicators but are not necessarily abundant. The shrub layer is usually sparse and dominated by saplings of the canopy species. The lush herb layer may contain species, such as maidenhair fern, blue cohosh, Dutchman's breeches, grape fern, spring beauty, and silvery spleenwort. These and many rare species are characteristic of forests with relatively nutrient rich soils. There are many known mature occurrences of Maple - Basswood - Ash Forests in the state, most with a history of harvesting. Market pressures for hardwoods have led to heavy cutting of several sites in the state. Typical sites where this community occurs are naturally small and should be buffered from surrounding forest uses.
Source: Maine Natural Areas Program, January 2015      *See notes in prior table.		

Protection of these natural communities and ecosystems varies. The Bud Leavitt Wildlife Management Area receives considerable protection as a state-owned area; portions of the Foxcroft/Sangerville Bog receives some protection as a wetland; and the Enriched Northern Hardwoods Forest is not protected other than very limited protection through the Maine Forests Practices Act.

## Alder Stream Focus Area of Statewide Ecological Significance

The Alder Stream Focus Area extends along the Town's boundaries with Atkinson and Garland. Most of the focus area is located in Atkinson (See Important Habitats and Natural Areas Map). The portion of the Focus Area within Dover-Foxcroft includes wetlands, wetland habitats for waterfowl and wading bird, deer wintering areas, salmon habitat in the Piscataquis River, and conservation land. There is also an outstanding raised level bog ecosystem, which is a flat sphagnum peatland with mostly closed drainage.

The Alder Stream Focus Area (Dover-Foxcroft and beyond) provides habitat for several rare and notable plant and animal species, including wood turtle, bald eagle, creeper (a freshwater mussel), wild leek, and American chestnut. There are also good examples of floodplain forests, large, open peatlands (bogs and fens), and vernal pools. In addition, over 1,700 acres of deer wintering area, almost 2,800 acres of inland waterfowl and wading bird habitat, and miles of brook trout streams contribute to the ecological value of the area. Approximately 44% of the Focus Area has been conserved (through fee ownership and easement), and there is good public access via the Bud Leavitt Wildlife Management Area and several land trust projects.

<sup>59</sup> Descriptions of all the community types are available at <http://www.maine.gov/doc/nrimc/mnap/features/commsheets>

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**Bud Leavitt Wildlife Management Area:** The Bud Leavitt WMA, managed by the MDIFW, is a total of 6,385 acres within the towns of Dover-Foxcroft, Atkinson, Garland and Charleston. About 908 acres are located in the southeastern corner of Dover-Foxcroft. The area consists primarily of upland forests and forested wetlands, where canoeing, trapping, hunting, fishing and wildlife watching are allowed.

**Land Trust Project: Greater Alder Stream/ Piscataquis River Project<sup>60</sup>**

The Alder Stream Focus area receives considerable protection through the Greater Alder Stream/ Piscataquis River Project. The entire project straddles both Piscataquis and Penobscot counties and consists of a roughly 20,000-acre complex of protected lands. The Northeast Wilderness Trust is working with other conservation groups and local partners to expand and further connect the network of protected lands, which includes areas devoted to wilderness, sustainable forestry, and organic farming. A portion of this project is located in the southeastern corner of Dover-Foxcroft (about 137 acres owned by the Northeast Wilderness Trust).

The Greater Alder Stream/Piscataquis River project borders Alder Stream and the Piscataquis River, and contains mature American chestnut trees, expansive wetlands, and Atlantic salmon habitat. The protected area contains one of the largest, most varied, and intact freshwater wetland systems in Maine. Recognized as vital at multiple scales, it is embedded within: (1) a Species-at-risk Focus Area identified in Maine's Comprehensive Wildlife Action Plan; (2) a larger 88,000-acre area identified by The Nature Conservancy as a high priority Tier 1 Matrix Forest Block due to its unfragmented, high quality forest and wetland characteristics; and (3) the Piscataquis-Penobscot Rivers Focus Area of the North American Waterfowl Management Plan.

### ***Section 7.5 Significant Fisheries Habitat***

Significant freshwater fisheries habitat is defined as any freshwater river, stream, brook, lake, or pond identified by MDIFW as brook trout habitat, or rare, native fish habitat; or waterbodies identified by the Maine Department of Marine Resources (MDMR) as diadromous<sup>61</sup> fisheries habitat.

Dover-Foxcroft has a number of significant freshwater fisheries. The MDIFW is charged with managing the state's freshwater fisheries and MDMR manages diadromous fisheries. Those species found in Dover-Foxcroft include Atlantic salmon and American eel, both diadromous species, and brook trout, a freshwater species.

While the following discussion highlights these most significant fisheries, it is important to note that there are other fisheries important to sport fishing in the Town.

**Wild Atlantic Salmon and American Eel Habitat: Piscataquis River<sup>62</sup>**

The Piscataquis River provides habitat for wild Atlantic salmon and American eel: both diadromous fish species that spend portions of their life cycles partially in fresh water and partially in salt water.

Wild Atlantic salmon are listed as endangered by the U.S. Fish and Wildlife Service (USFWS). The American Eel is a threatened species that may be listed in the future as endangered. Today, in spite of significant progress in reducing water pollution, improving fish passage, managing fisheries, and reintroducing salmon, wild salmon runs only remain in a handful of Maine rivers. The Penobscot River watershed, including the Piscataquis River, is one of these rivers. Map 6 Important Habitats and Natural Areas (Volume I Appendices) displays spawning and

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<sup>60</sup> *The Northeast Wilderness Trust, based in Montpelier Vermont, works to conserve forever-wild landscapes for nature and people. The Trusts uses various land conservation tools and often works with conservation partners including other land trusts to protect wild places in Maine, New Hampshire, Vermont, eastern New York, Massachusetts, and Connecticut. See more at <http://www.newildernesstrust.org/projects/greater-alder-stream-piscataquis-river-project>*

<sup>61</sup> *Diadromous is a general category describing fish that spend portions of their life cycles partially in fresh water and partially in salt water.*

<sup>62</sup> *USFWS, MDMR, 2014/2015*

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rearing habitat for Atlantic salmon in the portion of the Piscataquis River in Dover-Foxcroft. The river also provides habitat for American eel, but this is not mapped.

MDMR working with the USFWS, nonprofit organizations, industry representatives and other stakeholders, is working to identify critical habitats and potential threats to salmon survival, and providing technical assistance to assess and restore natural river channels. The goal is to revive native fisheries and the social, cultural and economic traditions associated with a free-flowing river to the river watershed, while maintaining energy production. The effort has entailed the removal of several dams and improved fish passage at other dams on the Penobscot River. Efforts are currently underway to provide a bypass of the Howland dam on the Penobscot River, which will provide free passage to the Piscataquis River. The Town-owned Moosehead Mill dam on the Piscataquis River in Dover-Foxcroft is next on the list for consideration, and may require upgrades to provide adequate fish passage. The Brown's Mill, privately owned by KEI Power Management Inc., has adequate upstream and downstream fish passage and meets Federal Energy Regulatory Commission (FERC) requirements.

The town is currently working with the MDMR, USFWS, FERC and others to renew energy production at the Moosehead Mill dam while meeting the requirements for fish passage.

Atlantic salmon spawning habitat is characterized by coarse gravel or rubble bottom with suitable well-oxygenated, clean water with appropriate velocity and depth. The eggs are buried in gravel nests and hatch in March and April. The young salmon spend 2-3 years in this habitat before migrating to the North Atlantic near Greenland and Labrador. They spend about 1-3 years at sea before returning to spawn in the same area that they were spawned. MDMR currently stocks salmon at the upper headwaters of the Piscataquis River. While American eel populations are not at sustainable levels, stocking does not appear to be a reasonable approach, and scientists are working to find viable options for their restoration.

Recommendations for protecting habitat include:

- Protect the waterway and adjacent land (250 feet from high water mark) through shoreland zoning – resource protection is best to limit most development, or at least low density residential.
- Consult with MDIFW and MDMR prior to shoreland development or forest harvesting to determine what management tools would best protect the habitat.
- Utilize Maine Forest Service and Maine Department of Environmental Protection best management practices for forestry and land use activities within 250 feet of the waterway.
- Encourage landowner use of voluntary agreements, conservation easements, etc. to protect shorelands.
- Avoid road or pipeline crossings, use of heavy equipment or stream alterations in the waterway.
- Avoid use of broad spectrum pesticides within ¼ mile of the stream habitat.
- Educate anglers to promptly return the Atlantic salmon unharmed if caught accidentally.
- Discourage the introduction of non-native fish species, which is illegal.

### **Wild Brook Trout Habitat: Sebec Lake, Piscataquis River, Black Stream, Other Small Streams<sup>63</sup>**

Wild book trout habitat is found in Sebec Lake and its tributaries, the Piscataquis River, Black Stream and a few other small streams in Dover-Foxcroft (See Map 6). Brook trout are not afforded any special state or federal regulatory protection, but are native to Maine, and are the most preferred sport fish sought by Maine anglers. Further, Maine is the last stronghold for brook trout in the eastern U.S., and the only state with extensive intact lake and pond dwelling populations.

MDIFW stocks brook trout in tributaries to Sebec Lake, Branns Mill Pond, Garland Pond, Snow's Pond and the Piscataquis River. The stocking is a "put and take" fishery meaning it is primarily for fishing opportunities, and few stocked fish are expected to survive from year to year.

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<sup>63</sup> MIFW Forest Management Recommendations for Brook Trout

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Brook trout require clean, cool, well oxygenated water and are very sensitive to changes in habitat and water quality. Rivers and streams typically provide spawning and nursery habitat. Stream habitat suitability is maintained by the presence of intact, stable, mature wooded riparian corridors that conserve forest soils, provide shade to reduce stream warming, protect stream water quality, provide cover for fish, provide a source of woody debris and leaf litter from mature trees that maintain critical in-stream habitat for fish and the aquatic insects they feed upon. Floodplain and fringe wetlands associated with streams are a significant source of springs and groundwater discharge that maintain stream flows and cool temperatures during warm low flow summer periods.

Maine brook trout fisheries are unique and highly valuable, but vulnerable to habitat alteration that may be caused by development and activities associated with timber harvesting. Well planned forestry operations can actually protect habitat and help ensure that forests remain as forest, which is the most beneficial land use for brook trout and many other fish and wildlife species.

MDIFW recommends following best management practices during all road and trail building activities, as well as timber harvesting.<sup>64</sup> Potential harmful impacts to fish and wildlife may be further minimized by designating low-impact riparian protection areas adjacent to streams and stream-associated fringe and floodplain wetlands in forest management and harvest plans. Smaller streams may be greatly influenced by land management practices; these systems benefit the most from well managed and intact riparian corridors.

### **Landlocked Salmon and Lake Trout: Sebec Lake**

Sebec Lake is an excellent cold water fishery with the primary fish species consisting of native landlocked salmon, small mouth bass, white perch and lake trout. The lake is one of the few lakes that support an outstanding native landlocked salmon population. MDIFW stocks the lake with lake trout.

### **Threats to Fisheries**

Land use activities, particularly those that remove trees and vegetation from shorelands of brooks, streams and ponds, can result in increased water temperatures and degradation of water quality. Maintenance of vegetative buffers to provide shade, particularly for cold-water species (trout and salmon), and to protect water quality is important to maintaining healthy fisheries. Destabilization of banks and activities that increase erosion and sedimentation diminish water quality. Maine's NRPA and local shoreland zoning provide considerable protection for fisheries, through required structure setbacks and vegetative buffers, and restrictions on certain activities.

Highway and road construction and maintenance activities can also have a significant impact on fisheries. On streams and rivers the biggest threat to aquatic habitats is fish passage, particularly for those species that require upstream habitats for spawning and other habitat needs. Improperly designed culverts can prevent fish passage. Maintenance and continuance of the natural stream bottom surface material without major changes in elevation is important to maintaining fish passage. Additionally, ditching and drainage designs should direct runoff into vegetated areas or sediment ponds to allow for the filtering out of sediments before runoff is released into water bodies.

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<sup>64</sup> BMPs are detailed in the booklet entitled "Best Management Practices for Forestry," which offers guidance on managing and protecting water quality, installing road-stream crossings, and providing fish passage. See [http://www.maine.gov/doc/mfs/pubs/bmp\\_manual.htm](http://www.maine.gov/doc/mfs/pubs/bmp_manual.htm) or Maine Forest Service



## Chapter 8 - Community Services and Facilities

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### ***Section 8.1 Piscataquis County, County Seat***

Dover-Foxcroft serves as the county seat: The Piscataquis County District Court, Superior Court and District Attorney's offices are located in Dover-Foxcroft. Along with the courts, the Piscataquis County Jail, Registrar of Deeds, the Sheriff's Department, and Piscataquis County Emergency Management agency are also located in Dover-Foxcroft.

### ***Section 8.2 Municipal Government***

Dover-Foxcroft operates with a Selectmen/Town Manager/Town Meeting form of government. The Town Manager handles daily operations. The seven-member Board of Selectmen serves staggered three-year terms and typically meets the second and fourth Monday of each month, or as needed. The Board also serves as assessors and overseers of the poor. The Town's fiscal year runs from July 1 through June 30 and approval of the budget is achieved through town meeting warrant articles. The annual town meeting is held in June. The Town Charter was adopted on June 12, 2007 to establish overall policies and procedures for operation of Town government. The charter calls for a comprehensive review every ten years.

Elected officials include: the Board of Selectmen, Clerk, Treasurer, Regional School Unit #68 Board of Directors, Hospital Administrative District #4 Board of Directors, Dover-Foxcroft Water District Board of Trustees, and the Executive Committee of the Thompson Free Library.

Board of Selectmen appointments include: the Town Manager; Registrar of Voters and Deputy; Budget Advisory Committee; Planning Board; Board of Appeals; Fire Chief; Police Chief; Fire Chief and Deputy; Sealer of Weights and Measures; Code Enforcement Officer; Plumbing Inspector; Building Inspector; Emergency Management Services Director; Tree Warden; Forest Fire Warden; Animal Control Officer and Deputy; Constables; Airport Advisory Committee; and Pine Crest Development Corporation Board of Directors.

### **Dover-Foxcroft Town Office and Administration**

The Town Office complex is located at 48 Morton Avenue Suite A and houses the administrative offices. Town Office hours are: Monday, Thursday, Friday 7:30 a.m. to 4:00 p.m.; Tuesday, closed; and Wednesday 7:30 a.m. to 6:00 p.m. The Town Administration has an annual operating budget of approximately \$1,070,000, which includes both administrative office expenses and the cost of all employee benefits, social security, health insurance, and the property and liability insurance for all Town departments.

Administration has a full-time town manager/tax collector/general assistance administrator, a full-time office manager/clerk, treasurer, a part-time assistant general assistance administrator/assistant tax collector/assistant bookkeeper, full-time assessors' agent (contracted position), full-time code enforcement officer/assessors' assistant/E911 addressing officer, full-time deputy tax collector/ deputy clerk/deputy treasurer, full-time deputy clerk/assistant fish and wildlife agent, full-time secretary/treasurer assistant, full-time motor vehicle agent, and part-time office janitor. Staffing levels will be adequate for the foreseeable future. There may be ways the Town administrative staff could be helpful to other municipal or quasi-municipal agencies in coordinating staffing.

One of the most significant improvements to Town administration has been increased productivity through information technology including: cost savings with the VoIP phone system; improved data storage and retrieval; expedited transactions - better customer service; faster communications (email) and document transmittal; information sharing between towns, mapping capability, etc. The Town also has a website at [www.dover-foxcroft.org](http://www.dover-foxcroft.org) which greatly increases customer service and communications. There are links to online Maine.gov services, such as on-line motor vehicle registrations through the Maine Department of Motor Vehicles, and on-line sporting license registration through the Maine Department of Inland Fisheries and

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Wildlife. Maintaining up-to-date technology (equipment, software, and internet capacity) will become increasingly important to providing efficient, effective government services. The Town would like improve it internet capacity for high speeds, but at an affordable cost.

The Town Office was moved from Central Hall to its current location (the former Morton Avenue School) in 2008. This change followed the School District's decision to consolidate the primary and middle school grades into an expanded SedoMoCha Primary and Middle School. The Town also accepted the former High Street School Administrative Building when the School District moved its administrative offices to the SeDoMoCha facility. The Town sold the High Street School Administrative Building to Mayo Hospital and used the funds to make improvements to Town Office now located at Morton Avenue. The 27,000 square foot structure consists of the main building constructed in 1957 and an addition (two classrooms) constructed in the mid 1980s. In addition to office space, the facility includes a gym and a kitchen. The facility also has a large parking lot and a playground and recreation area.

The building is in generally good condition, and of more than adequate size to serve Town Office functions well into the future. A number of capital improvements have been identified, such as upgrades to the roof and heating and mechanical systems, improved records storage, and parking lot improvements.

At the Town Office complex, the Town leases office space to the Dover-Foxcroft Water District, the Cavalry Church, the Senior Network, and the Children's Learning Center. The Town would like to lease additional space at this facility to increase revenues from the facility.

### **Section 8.3 Public Works<sup>65</sup>**

The Public Works Department staff consists of seven full-time employees and four part-time employees. Full-time employees include the foreman, three truck drivers/laborers, two heavy equipment operators and a mechanic. Part-time employees consist of two truck drivers/laborers and an individual who mows roadsides. The Department operates on an annual budget of about \$750,000.

The Public Works Garage is located at 1081 South Street, with sand storage on a gravel pad across the street. Road salt is stored in a wood frame steel-sheeted building on a concrete/macadam pad.

The Town's gravel pit is located on the Dexter Road, where there is at least 100 years of gravel available. The facility is open Monday through Friday from 7:00 am to 3:30 pm.

The Public Works Garage has seven-bays and an office. The building was refurbished in 2005 and consists of a concrete block building (150' x 50') and a metal-sided addition (60' x 50'). The building has in-floor radiant heat in some areas. An energy audit was conducted that includes recommendations for additional improvements to improve energy efficiency.

The Maine Department of Transportation is responsible for plowing all state roads outside the urban area of the Town, while providing state-aid funding for the Town to plow state roads within the urbanized area. In total the

Administrative Department Equipment	
Administration Department	
	Fireproof Cabinets
	Software
	Server
	Computers & Equipment
	Voting Machines (2)
	Office Furniture
	Telephone system
	Printers
	Voting Booths
	Mapping / GIS
Code Enforcement Department	
	Computers
	Printers
	Camera
Assessing Department	
	Aerial Photos
	Desktop
	Laptop
	Printers
	Camera

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<sup>65</sup> Public Works Foreman: Geoffrey Chambers

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Public Works Department provides winter maintenance on approximately 20 miles of roads in the urban area 38 miles of rural Town roads.

The Department is also responsible for maintaining sidewalks, Town parking areas, road signage, Town-owned bridges and culverts, and the stormwater system. The Wastewater Department assists in management of the stormwater system in the urban area. The Town contracts for road-side tree and brush cutting. Overall, Public Works facilities, planned equipment replacements, and staffing should be adequate for the foreseeable future.

### **Section 8.4 Tree Program**

The Town established its community forestry project in the mid-2000s. A volunteer tree committee, assisted by the Town's Tree Warden and Town Manager, is responsible for administering the program. The Tree Warden makes recommendations with respect to the care of important trees and shrubs, and also makes recommendations for future plantings. When needed, Public Works assists. On Arbor Day 2013 Dover-Foxcroft officially became a Tree City USA Community.

One of the first steps in the establishment of the program was a tree inventory that identified notable trees. This was accomplished in 2007 with funding through a \$4,000 Maine Forest Service Project Canopy grant.<sup>66</sup> Two additional Project Canopy grants (\$7,940 and \$8,000) were used to replace trees lost to natural causes and to plant new trees. One area of focus has been the downtown, where trees have been planted and planters have been purchased for some of the plantings.

The Project Canopy-funded projects have been part of the Town's overall tree planting and beautification effort. The Town has used funding from multiple sources, such as the Communities for Maine's Future Program, for the Riverfront Redevelopment project, which is an ongoing effort to create a park-like setting for people to enjoy the beauty of the river. When completed, the project will include a river-walk, signage for notable species, and other amenities to improve the area as a public recreational space that enhances downtown Dover-Foxcroft. Dover-Foxcroft's tree planting program, which continues in urban areas, is now being extended into rural areas. Ongoing funding comes through the Public Works budget.

### **Section 8.5 Regional Solid Waste and Recycling<sup>67</sup>**

The Dover-Foxcroft Regional Solid Waste and Recycling Facility (transfer station) is located on the Landfill Road. This facility is located at the site of the Town's landfill which was closed in 1995. The regional facility is also utilized by the communities of Atkinson, Barnard, Bowerbank, Sebec and Sangerville on a contractual basis with each community paying a percentage of the annual costs based on population. Each town also pays its share of the tipping fees charged by the Penobscot Energy Recovery Company's (PERC). Dover-Foxcroft's share is about 69% of total tipping fees. Dover-Foxcroft's total annual budget for solid waste disposal and recycling is about \$470,000.

Public Works Equipment	
Grader 2011, Volvo	Trackless Plow 2001
Bucket Loader (1995) John Deere	Bulldozer (91) John Deere
Bucket Loader (2006) Case	Gravel Screen (95)
1998 Wheeler Volvo	06 Explorer with Plow
1995 Wheeler Volvo	Service Truck (2000) Ford
1995 Sweeper	Service Truck (2001) Ford
1989 Sweeper	Headgear
2006 Wheeler/s International	Sander Body / Wheeler
2002 Wheeler International	Pick-Up (2004) Chevy
2004 Wheeler/s International	Trailer 20 ton
Excavator 2012 Kobelko 140	Trailer (utility)
99 6-yd Sanders International (2)	Gator
2000 wheeler Volvo	Radios
Blanchette Snowblower 1989	Storage Boxes (3)
Blanchette Snowblower 1992	Trailer (homemade)
Trackless Plows 95 (2)	Van (2001) Ford

<sup>66</sup> Project Canopy funded by the U.S. Forest Service and administered by the Maine Forest Service provides grants to develop and maintain long-term community forestry programs. Grants are available in two categories: planning and education, and tree planting and maintenance.

<sup>67</sup> Joe Sands; Solid Waste/Transfer Station Director; Phone: 564-7940; recycling.center@myfairpoint.net

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The transfer station is open on Monday, Wednesday, Friday and Saturday. Individuals either transport materials to the facility themselves, or contract with a private hauler for curb-side pick-up. Residential users do not have to pay for disposal or recycling, except there is a fee for some materials, such as tires, furniture, TVs and computers. Commercial users, including private haulers, must pay a fee to disposal of materials.

Solid waste and recycling facility staffing includes one full-time director and five part-time employees. One employee works at the transfer station and four employees work at the recycling center. The Solid Waste and Recycling Committee oversees the program.

The facility includes the transfer station (2 wood frame buildings with trash compacters) and outside storage areas; the recycling center (one wood frame building, metal roof and siding, with storage, several bailers, bucket loader and forklift), and a demolition landfill. The facility is in good shape – the recycling center buildings were constructed in 2007 and the transfer station buildings have been well-maintained.

Recycled materials include: metal, paper, cardboard, and plastics. Glass is currently buried because there is no market for it. Tires are shipped for reuse. Waste oil is used as fuel to heat some of the Town's facilities. White goods are accepted, and the Town has a machine to remove the Freon. Paper products accepted include newsprint, magazines, office paper, catalogs, corrugated and paper board. Numbers 1 through 7 plastics, except plastic bags and styrofoam, are also accepted. In 2005, the Town began recycling universal waste (waste that may contain hazardous materials such as mercury, lead and other heavy metals) and household hazardous waste (e.g., paint, old gasoline, pesticides, alkaloids, acids, aerosols, tars, oil/coolants and ammonia products). Most of the universal waste consists of TV's and computer monitors, assorted fluorescent lamps, and mixed electronics. There is a charge for disposal of universal waste and household hazardous waste. The Town landfills demolition at the facility, which includes bulky waste (furniture, shingles, bathroom fixtures, and large plastic items). Construction demolition wood and brush are shipped out.

Table 8-3 displays materials handled through the regional transfer station and recycling facility. The recycling rate was around 50% in 2010, but since then has remained at around 40%.

Table 8-3 Materials Accepted at Dover-Foxcroft Solid Waste and Recycling Facility (All Six Towns)				
Material	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14
Paper/Cardboard*	342 tons	360.3 tons	329 tons	304.94 tons
Plastics #1-#7*	14 tons	12.5 tons	15 tons	10.39 tons
Aluminum/Steel Cans*	13.5 tons	22.5 tons	15 tons	15.84 tons
Universal Waste*	18 tons & 2,126 fluorescent lamps	21.21 tons & 4,436 fluorescent lamps	19.35 tons & 2,727 fluorescent lamps	20.78 tons & 5,308 linear ft. of fluorescent lamps
Bulky Waste Landfilled On-Site	300 tons	300 tons	250 tons	200 tons
Sheetrock, Plaster, Wallboard	50 tons	52 tons	51 tons	46.83 tons
Residential Wood Ash, Demolition Wood & Brush* (Shipped Out)	700 tons	800 tons	926 tons	918 tons
Tires (Oversized & Tires with Rims)*	8 tons	3 tons	4 tons	1.5 tons
Light Iron*	910 tons**	219 tons	115 tons	215 tons
Household Hazardous Waste (Paint, Old Gasoline, Pesticides, Etc)	32 drums liquids; 5 drums solids	17 drums liquids; (incl. in 2013/14)	8 drums liquids; (incl. in 2013/14)	43 drums liquids; 21 drums solids
Solid Waste Shipped to PERC	3,400 tons	3,300 tons	3,100 tons	3,435 tons
* Material recycled and/or reused; **Includes materials accepted at the Dover-Foxcroft facility as well as materials delivered by individuals directly to a Bangor scrap metal facility. Source: Solid Waste and Recycling Facility Director, Town Reports				

Dover-Foxcroft has a charter waste disposal agreement that extends until March 31, 2018 with the Penobscot Energy Recovery Company's (PERC) facility in Orrington where solid waste that is not otherwise recycled, reused or shipped elsewhere, is incinerated. This agreement provides for a cash distribution back to the Town, based on

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plant performance including the number of tons actually delivered by Dover-Foxcroft to the facility. Performance standards, including the Town's guaranteed annual tonnage, were established based on the Town's historical trash tonnage and anticipated growth.

The Town must address solid waste disposal in anticipation of the March 31, 2018 contract termination with the Penobscot Energy Recovery Company. Currently, the Municipal Review Committee, consisting of 187 communities including Dover-Foxcroft, are researching future options for solid waste disposal and recycling.

Solid Waste and Recycling Facility Equipment	
Bucket Loader 2005	Waste Oil Furnace 2006
Excel Horizontal Baler 2006	Containers open top (2)
Truck 2001	Arco Roto Phase
Nissan Forklift 2006	Roto Phase
Ramjet Compactors 2006 (2)	Floor Scale
3400HD Vertical Baler 2006	Storage Trailers (2)
3400HD Vertical Baler 2007	Air Compressor
Dump truck (solid waste)	Waste Oil Pump 2007
Containers 1995 (2)	Freon Evacuator
Containers 2003 (2)	Space Heater

Overall, the Dover-Foxcroft Solid Waste and Recycling facility should be adequate for serving the needs of the community and the region for the foreseeable future. Anticipated capital needs include equipment replacements and upgrades to the demolition wood storage area.

The Town would like to increase recycling because the sale of recyclable increases revenue and decreases the amount of solid waste to be disposed of, thereby decreasing disposal costs. Efforts are underway to increase publicity and find incentives to encourage more recycling. The Town has discussed a “pay-as-you-through” system, but is uncertain about public support for this type of system. An increase in commercial haulers fees would provide a monetary incentive, since recycling is free.

### **Section 8.6 Water District<sup>68</sup>**

The Dover-Foxcroft Water District is a quasi-municipal corporation established by the Maine Legislature to serve the Town with water for domestic and fire protection purposes. The District operates with a charter, which was updated on March 24, 2004. A five-member Board of Trustees elected by the citizens of Dover-Foxcroft oversees the District's operations. Staff includes a full-time superintendent, 3 full-time employees and 1 seasonal/part-time employee. Funding comes largely from revenues collected by the District as usage fees. Grants and bonds are sought when needed to pay for capital improvements. The annual budget is about \$744,000.

The District serves approximately 3,000 people within the urban area (See Map 11 Water and Sewer Systems in the Volume I Appendices). There are 917 active services (customers), with the following breakdown of services by type of user: residential 733; commercial 146; industrial 4; and governmental 34. There are 148 public fire hydrants and water capacity for firefighting is adequate. The District's capacity is about 670,000 gallons per day. Excess capacity is about 61% of total capacity at about 410,000 gallons per day. Estimated average daily water use is 230,000 gallons per day with a peak use of about 260,000 gallons per day.

The Water District office is located at the Town Office complex at 48 Morton Avenue, Suite B. The District's water treatment plant is located at 70 Fletcher Road. The treatment plant was constructed in 1988 and currently operates at about 39% of its total capacity. Water treatment consists of filtration and chlorination. The design capacity of the treatment system is 800,000 gallons per day, with approximately 17% or 130,000 gallons per day dedicated to the clarifier and filter backwashing requirements. The population's consumption has been steady for the last several years at roughly 230,000 gallons per day with peaks up to about 260,000.

The District's water source is Salmon Pond in Guilford. The pond has a source watershed of 920 acres, a surface area of about 70 acres, a maximum depth of about 14 feet, and an estimated water volume in storage of 22.8 million gallons (top foot of pond depth).

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<sup>68</sup> Matthew Demers, Superintendent Dover and Foxcroft Water District: 207-564-2310



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There are two standing water tanks, one located at the treatment plant and the other near the Town's airport on Reservoir Avenue. The tank located at the treatment plant is approximately 214,000 gallons.

The Reservoir Avenue standpipe has the capacity of 800,000 gallons and controls the system's pumping and production based upon the standpipe level. When the standpipe level reaches a predetermined level, a variable speed drive pump located at the treatment plant will begin moving water from the treatment plant standpipe into the distribution system. Water being pumped in excess of the system demand, backs up into the Reservoir Avenue standpipe until it reaches a predetermined level. At the full level, the variable frequency drive pump at the plant shuts down.

The District works on an ongoing basis to maintain and upgrade the water treatment plant and storage and transmission system. Work completed over the past several years has included: capital improvements and upgrades to the treatment plant, maintenance on water towers, upgrades and replacements of mains and services, replacements and addition of hydrants, and installation of meters and an automatic meter reading system. The District also replaced its F-150 truck and tractor loader/backhoe. Funding for these projects comes from grants, loans and/or the District user fees (capital account) depending on the project.

The District is developing a 15-year plan for future upgrades. To date, the plan includes the following: continued replacement and upgrade of mains; upgrade and addition of hydrants; purchase of a GIS system (software and equipment); ongoing maintenance, repairs and upgrades to the treatment plant; purchase a new computer (recording data and controls); upgrade of the alarm system; maintenance and upgrades on sludge handling (lagoons and settling tank); computerization of job/work order and inventory program; creation of a District website with customer service interaction capability; set-up for debit and credit card payments; computer replacements; and replacement of lawn tractor, dump truck, utility truck and ½ ton truck on a regular replacement schedule.

Costs for this work have not yet been calculated, but funding will likely come from state and federal loan programs (United State Department of Agriculture Rural Development and State Drinking Water Revolving Loan Program), and user fees.

None of the improvements above entail line extensions or an expansion of the service area. The District does not participate in line extensions, but the District may opt to take over the line if meets District specification and is in the best interest of the District. The District also does not have a policy that requires hook-up if a water line runs past or nearby a particular location.

### ***Section 8.7 Wastewater Department<sup>69</sup>***

Dover-Foxcroft's Wastewater Department is responsible for managing the Town's centralized wastewater collection and treatment system. The Department has a full-time director and two full-time employees and one part-time employee. The annual budget is about \$721,285 (operating, maintenance plus debt). The office and wastewater treatment facility are located at 478 Vaughn Road. The facility went on-line in 1991.

The wastewater facility's service area includes all of the urban area (See Map 11 Water and Sewer Systems in the Volume I Appendices). There are about 956 users of the system, including 766 residential, 159 commercial, 29 governmental and 2 industrial users. About 90% of households in the urban area are served. The system has considerable capacity to serve additional wastewater, including from new users, and is generally in excellent condition. The Town adopted a sewer ordinance in 2010 that requires the owner of any habitable building situated within the service area and within 200 feet of an existing public sewer main to connect to the public sewer.

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<sup>69</sup> William Littlefield, Director, Wastewater Department; Phone 564-3905; w\_littlefield@hotmail.com

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The wastewater treatment plant is a three-stage secondary wastewater treatment facility with a design flow of 800,000 gallons per day with an average actual flow of 400,000 gallons per day. Treated wastewater is discharged into the Piscataquis River.

The treatment plant includes a pretreatment operation to screen and remove grit, which is followed by three aerated lagoons operated in series, chlorination, and dechlorination. Recent improvements to the system have included: two sludge drying reed beds in 2006, a new screenings system put on line in 2007 and an upgrade to lagoon #1 from surface aeration to fine bubble diffusers in 2012. Accumulated sludge has been removed from each of the lagoons over the past several years.

According to the director the wastewater treatment facility is running as designed although the equipment and buildings are starting to show some wear.

The wastewater collection system consists of approximately 21.3 miles (112,418 linear feet) of gravity sewer mains and force mains, three wastewater pump stations and over 550 sewer manholes. To date, all of the Town-owned collection system has been upgraded to new PVC pipe, which means the Town should not need to address any major upgrades for at least 75 years.

In addition to the public collection system, the Department oversees 15.1 miles (79,582 linear feet) of sewer service lines. Some of these service lines are substandard resulting in problems such as sewer blockages and surcharge-induced flooding. The Department encourages owners of these substandard lines to upgrade them to eliminate problems and prevent costly and inconvenient service calls.

All public storm drains are disconnected from the sanitary sewer system. Constructed emergency bypass points were installed in the collection system to minimize damage from surcharge-induced flooding in. While no surcharge-induced flooding has occurred in recent years, excess infiltration and inflow can still impact the operating efficiency of the system.

Recent improvements to the collection system have included the Central Street tie-in, West Main Street area (mainly sewer service road crossings); a new sewer system for the Moosehead Manufacturing redevelopment project; and replacement of sewer line in the Lincoln Street/Davis Street area. The Bear Hill and West Main Street Pump stations were also upgraded, which has reduced power consumption and maintenance. Other improvements have included the Main Pump Station Upgrade Project and clean up at Bear Hill and West Main Pump Stations.

Septic tank waste is disposed by private contract septic haulers. The wastewater facility is not licensed to receive septic tank waste, but there is some discussion about becoming licensed to do so in the future.

The following is a list of possible future extensions of the sewer mains, if future development makes these extensions cost-effective:

- Route 15, south of Bear Hill Road
- Bear Hill Road
- Route 7, South of Pine Crest Business Park (pump station required)
- Pine Street, west of Bea Street Intersection (pump station needed)
- Route 15, west of Plaza (pump station needed)
- North Street, north of Whittier Street (pump station needed)
- Summer Street, east of Scooter's (pump station needed)
- Vaughn Road, east of the treatment plant (pump station needed)
- Essex Street, east of Oak Street (pump station needed)
- Park Street, west of Pleasant Meadows
- Grove Street, from Sandy Lane to South Street

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The Department has identified the following capital needs for the next decade: upgrade of lagoons #2 & #3 aeration systems for electricity conservation; upgrade/replacement of the storage building heating system; and paving driveway and parking area.

Areas designated for future growth and development should consider those areas must easily served by the sewer system. The capacity of the system to serve additional development should be used as an incentive for development.

## Section 8.8 Storm Water Management System

Dover-Foxcroft's storm water system consists primarily of roadside ditches, and catch basins and drainage pipes along state roads and most Town roads in the urban area.

The Maine Department of Transportation is responsible for the storm drain system within the right-of-way of state roads including: East Main Street from its intersection with Bear Hill Road to the bridge (by Mayo Mill); West Main Street from the bridge to the Foxcroft Plaza; South Street from its intersection with Main Street to the driveway of Pine Crest Industrial Park; North Street from its intersection with Main Street to its intersection with Whittier Street; and Summer Street from its intersection with North Street to the Scooters Service Center.

The Town's storm drain system includes, but is not limited to, sections of Pleasant Street, Bear Hill Road, Essex Street, Court and Lawrence Streets, Lincoln Street, Spring Street, Park Street, Winter Street, Morton Avenue, and Harrison Street. Private systems include, but are not limited to, Foxcroft Plaza, Foxcroft Academy, and the Mayo Regional Hospital. The Public Works Department collaborates with the Wastewater Treatment Department in maintaining the Town-owned stormwater system in the urban area.

Most of the Town's storm water system in the urban area is comprised of the old abandoned sewer system. The time of risk for flooding occurs between the months of December and April, when there is a chance of heavy rains coupled with frozen ground conditions or a rapid and large melting of snow. Generally, this only happens once a year. The Town works to address issues as they arise.

With current use patterns fairly stable, the existing system generally works satisfactorily. However, the system is old, dating back to the 1920s, and if a new significant user of the system were to be operating during the time of risk (December through April) there would be concern for the system's capacity. Climatic trends with more violent storm events can also increase the threat of emergency situations. The Town should conduct a study of the Town-owned urban area storm water system to prioritize future upgrades.

## Section 8.9 Emergency Services: Planning, Management, Ambulance, Police and Fire Protection

### Emergency 9-1-1 System (E 911), Dispatch and Response Times

Dover-Foxcroft has a complete E-911 Addressing and Management System including an addressing ordinance, addressing agent and reporting system.

Table 8-5 Overview of Dover-Foxcroft's Emergency Services		
Responder	Average Response Time (Estimates)	Back-up Responders
Dover-Foxcroft Police Department	<3 minutes	Piscataquis County Sheriff's Department and Maine State Police, mutual aid agreements with Brownville, Milo, Greenville
Dover-Foxcroft Fire Department	3-5 minutes	Mutual aid agreements – Piscataquis County towns; adjacent Penobscot County towns
Mayo Hospital Ambulance	<3 minutes	Ambulances out of stations in Dexter, Milo, East Corinth
Source: Department heads, 3/2015		

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The Piscataquis County Regional Communications Center (PCRCC) provides dispatch services for all fire, police, and ambulance entities within Piscataquis County. PCRCC is located within the secure perimeter of the County Jail located at 52 Court Street in Dover-Foxcroft.

### **Emergency Planning and Hazard Mitigation**

Emergency planning and hazard mitigation in Piscataquis County is most likely to involve natural disasters such as winter storms, extreme cold, flooding, wildfires, and severe thunderstorms. Examples of man-made emergencies include threats to school security, structure and grass fires, hazardous materials spills, and flu pandemics.

Flooding can be a problem in Dover-Foxcroft during major flood events. The Town is currently working on a flood emergency action plan that includes addressing issues associated with three dams on tributaries to the Piscataquis River. Dover-Foxcroft participates in the Federal Emergency Management Agency Flood Insurance Program, which is designed to assure appropriate use of floodplains to reduce the risk of property loss. As a participating town, residents are eligible to purchase subsidized flood insurance, which is often required when applying for a loan or mortgage for property located on a floodplain.

### **Piscataquis County Emergency Management Agency (PCEMA)<sup>70</sup>**

In general, emergency management responsibilities are shared by all levels of government. The state Emergency Management Agency does not replace local police, fire, ambulance, Red Cross, or other emergency response groups, but serves to coordinate response and recovery in declared disasters when more than one agency is responding to a threat.

PCEMA, based in Dover-Foxcroft, coordinates emergency response when a disaster extends beyond the mutual aid boundaries of a town, or when several towns are involved. PCEMA also serves as the link between towns and the state during a disaster. The county director also provides guidance, planning models, home study courses, and workshops on emergency management to local communities and their emergency management staff.

State law requires that towns and other political subdivisions use all their available resources to the maximum extent possible to minimize loss of life and damages to public and private property in an emergency. When the resources of local government, the private sector, and volunteer agencies are inadequate, or it is evident they will be exhausted, a request for assistance is made through the community's normal mutual aid avenues. When these resources are also exhausted, the county emergency management agency director is notified and requests additional aid from the state.

### **Dover-Foxcroft's Emergency Management System<sup>71</sup>**

The Dover-Foxcroft Police Chief serves as the Town's Emergency Management (EMA) Director who oversees the emergency management system and is the local representative to the PCEMA. Piscataquis County is currently working on a County Emergency Operations Plan which will include Dover-Foxcroft.

Dover-Foxcroft's EMA Director represents the Town in collaborating with other agencies in emergency management and during emergencies. These agencies include: Dover-Foxcroft Police, Fire and Public Works Departments; Mayo Hospital and Ambulance; the Piscataquis County Sheriff's Department, the Red Cross, and state agencies (Maine Warden's Service, Maine State Police, Maine Forest Service, Maine Emergency Management Association).

Designation of emergency shelters and warming centers is an important part of emergency management. Locations in Dover-Foxcroft available as emergency shelters and/ or warming centers include the Dover-Foxcroft

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<sup>70</sup> <http://www.piscataquis.us/Pages/ema>

<sup>71</sup> <http://www.piscataquis.us/ema>; Police Chief Dennis Dyer; Felice Lyford, PCEMA, 3/30/15

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Fire Station and the Dover-Foxcroft Town Office Complex. The Dover-Foxcroft Police Department and Foxcroft Academy are other locations that could be utilized for emergencies. All of these facilities except the Town Office Complex have generators to provide power during outages.

Emergency agencies statewide continually work to improve emergency services through the use of technology. One recent endeavor has been use of specialized software (Stillman Program) to streamline and improve data-sharing. Penobscot and Piscataquis counties have been working together to implement the system, which may take several years to achieve the desired results.

Adequate communications systems are critical to emergency services. There are a number of dead spots where there is no radio coverage in very rural areas of Piscataquis County. One of these areas is at Sebec Lake in Dover-Foxcroft and neighboring Sebec. Additional communications towers and other equipment are needed.

### **Dover-Foxcroft Police Protection**

Police protection for Dover-Foxcroft is provided by the Dover-Foxcroft Police Department, in coordination with the Piscataquis County Sheriffs' Department (also located in Dover-Foxcroft), and the Maine State Police. The Dover-Foxcroft Police Department also has mutual aid agreements with Brownville, Milo and Greenville.

Dispatch for the Town's police service is handled cooperatively between the Piscataquis County Regional Communications Center and the Dover-Foxcroft Police Department. Dover-Foxcroft Police Department dispatch is utilized from 8:00 a.m. to noon weekdays. The Piscataquis County Regional Communications Center handles dispatch the rest of the time - from noon to 8:00 a.m. weekdays and 24-hours per day on weekends.

The Police Department provides twenty-four hour police coverage. The Department consists of a full-time Police Chief, a full-time Lieutenant, a full-time Sergeant and two full-time Patrolmen. Each of the officers in the full-time positions has received at least the state-mandated training, which is a 16-week course at the Maine Criminal Justice Academy. There are also 15 part-time officers who have each received the state-mandated minimum of one hundred hours of instruction at the state police academy. The part-time officers are employed on an ad hoc basis in case of emergency or for coverage of special events. The positions of office administrator/patrolman and animal control officer are both part-time permanent. This current level of staffing should be adequate for the foreseeable future given projected slow population and economic growth for the next decade.

The Department has been successful in getting a number of grants, most notable are the following: OUI enforcement (funding for staffing), enforcement of underage drinking (funding for staffing), video camera system; and a new K-9 Unit.

Some of the Department's special programs include: programs in schools; specialized training for businesses with liquor licenses, specialized training for crisis intervention teams, and collaboration in the Piscataquis County prescription drug take-back program.

The Police Department is located in a renovated historic home on 182 East Main Street. The Town purchased the building in 2002 and then renovated it to accommodate the Police Department. Office space not utilized by the Department is rented to the local probation department and the apartment is rented to local residents. The house was built 1821 and is a 2-story, 1,752 square foot building with a 1 story addition of 624 square feet. A hard-wired generator was recently added to the facility.

Future needs for the building include: replacement windows; floors; and a roof for the generator. The Department would also like to have a garage to house its cruisers. A utility trailer was purchased recently for storage of on-the-road equipment.

The Department presently has four vehicles: two marked cruisers and two unmarked. These vehicles are the standard types for police operations, with rugged transmissions, heavy-duty brakes and tires, etc. New units are obtained, when funding is made available through the state-purchasing agency that obtains discounts through



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mass purchasing. The vehicles are equipped with standard police gear, such as radios, lights, and a laptop computer. The Town's purchasing program involves replacing two of the cruisers every three years (these cruisers are used for daily operations). The other two cruisers (1980s) were purchased with grant funding, and will be replaced using grant funds, when needed.

The Department is funded through the annual Town budget which is typically around \$450,000. Supplementary funding for specific projects is received from the federal government for limited time periods. Once federal funding ends, the projects must either be discontinued or made good by addition to the Town budget. Federal funding does impose additional administrative overhead for which not all costs are provided. As funds become available, new computers and software are purchased. The Department actively seeks grants to fulfill its equipment needs.

The largest single capital need is replacement of cruisers. The Department will seek grants for two of the cruisers. Overall maintenance of equipment and keeping up with technology are other capital expenses.

The number of police calls per year has fluctuated over the years as displayed in the Table 8-7. Overall, the Department seeks to provide community police services with an emphasis on prevention. The issues that continue to be of greatest concern are domestic abuse and drug abuse, and related crimes such as thefts and burglaries.

Police Department Equipment	
Unmarked Cruisers (2)	Radio - Office
Marked Cruisers (2)	Radios (2) - Cruiser
BulletProof Vests (17)	Radio - Repeater Extender
Cruiser Video Cams (2)	Tasers (3)
Office Telephone	Video Camera
Computers	Digital Cameras
Copier	Roll Bar Cage (2)
Office Furniture	Handgun, Rifle
Office Work Stations	Radios Chief, Lieut.
Printers	Camcorder
Cruiser Light Bar	Radios (7) - Portable

Table 8-7 Police Department Calls (Number of Calls by Type)					
	Fiscal Year				
Type Call	2009/10	2010/11	2011/12	2012/13	2013/14
Arrests/ Summons	354	426	337	364	393
Police Incidents	2,727	2,830	3,704	2,630	2,385

Source: Dover-Foxcroft Town Reports, Police Chief, 2015

### Dover-Foxcroft Fire Department<sup>72</sup>

The Dover-Foxcroft Fire Department is a division of municipal government. Fire suppression and prevention, and rescue service are the primary functions of the Department. Fire protection and rescue service is provided on a twenty-four hour basis. The Department operates on an annual budget of around \$143,000.

The Department is an all-volunteer body consisting of a Chief, a Deputy Chief, an Assistant Chief, two Captains, two Lieutenants and 36 regular firefighters. There are four reserve and three cadet firefighters as well as a safety officer. All regular members of the Department are trained to state standards and undergo two hours of additional training each month. Firefighters are paid for calls and training. All personnel meet on the first Monday of the month at the fire station.

Fire dispatch is handled by the Piscataquis County Regional Communications Center. The Department has written mutual aid agreements with all towns in Piscataquis County and with some towns just across line in Penobscot County. As many of these small towns continue to lose population it becomes more and more difficult for them to maintain their own firefighting capabilities. As a result the Dover-Foxcroft Department has had to provide basic response capability for more communities. The situation also means the Department may not be able to depend on neighboring towns for assistance in the future.

In general, recruiting new volunteer firefighters is challenging because volunteers must balance participation with jobs, family and other commitments; the travel distances associated with jobs and response to calls; and the mandated training requirements. Fortunately, the Dover-Foxcroft Department has been able to maintain its

<sup>72</sup> Fire Chief, Joseph Guyotte

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roster of volunteers. At the moment, the entire department is made up of volunteers, with members at their jobs spread over a wide area and response capabilities changing throughout the day. As previously stated in the 2005 Comprehensive Plan, there is a growing need for a full-time Fire Chief to handle the administrative workload, including attending seminars and responding to government mandates, and the need for a firefighter/driver at the station at all times to respond to calls more quickly. This full-time coverage would not only improve fire response times, but also decrease insurance costs for homes and business.

The Fire Department maintains a station at 105 East Main Street in downtown Dover-Foxcroft. The Fire Station is a 5,880 square foot, 2 story brick building with an 896 square foot addition for offices in the back. The main building was constructed in 1927, and the addition was added in 1955. There are five bays. In 2000 the Town purchased the adjoining property and building to allow for increased parking space in and around the downtown area. Over the years a number of improvements have been made to the building, including the recent installation of a sprinkler system. The Department plans a number upgrades to fire station, such as a fire alarm system, air exhaust system, and a washer-dryer. Additional space for equipment was also identified as a need.

Teaching fire prevention in the schools is a top priority for the Department. Fire Department personnel visit with about 400 students in grades K-4 at SeDoMoCha each year to teach students about smoke detectors, a safe exit out of their homes and getting them out alive. This effort appears to have paid off, with an overall decreasing number of structure fires per year.

Water supply for firefighting is generally adequate. A new dry hydrant was installed near Moosehead Apartments. The Water District has an ongoing program to replace and add fire hydrants.

The Insurance Services Office (ISO) rating system is a tool the insurance industry uses to measure quantitatively the adequacy of three major elements of a municipality's fire suppression system: the fire department, the emergency dispatch system, and the public water supply. The rating consists of a relative scale from 1 to 10, with 1 representing the best possible fire suppression system and 10 representing less than minimum recognized protection. A higher rating generally translates to a lower cost for fire insurance for the community's residents, businesses, and others. Dover-Foxcroft's ISO rating is 5.

The 956 1985 GMC Utility Rescue Van contains 8 air packs, extra tanks, the portable cascade air system, the Jaws of Life and other extraction equipment. In 2003, the Department received a Federal Fire Grant to replace its 20 year old set of the "Jaws of Life" plus support air bags. This grant also allowed for the upgrade and replacement of the Department's air packs. Eight new sets of air bags, as well as fifteen new sets of turnout gear with coat, pants, boots and helmets were purchased.

Fire Department Equipment	
Mini-pumper 928 (1981 Chevrolet Mini-Pumper 4x4, 250 gallon capacity)	Coats & Boots
Rescue 956 (1985 Heavy-duty Vehicle)	Air Compressor
1250/3000 935 (1996 Peterbilt pumper/tanker)	Airpacks
1000/1000 922 (2014 Spartin/Motalfab 1000 gal. capacity pumper)	Boat/Motor
1250/1250 923 (1999 International pumper)	Narrow Band Radios
Ladder Truck 949 (1993 Pierce, 100 foot length) with pumper	Cascade Bottles (8)
Turnout Gear	

The Department also has a snowmobile, rescue sled, and a 16-foot boat and trailer.

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The Department responds to about 150 to 250 calls per year. The Fire Chief noted the following trends:

- The Department is responding to more mutual aid calls due to manpower shortages in other communities.
- There is an increase in medical calls and motor vehicle calls.
- The number of structure fires is down, probably due to preventative efforts.

Table 8-9 Fire Department Calls (Number of Calls by Type Call)				
Type Call	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14
Public Service (power lines, trees down, floods, basements, etc.)	23	-	-	30
Vehicle Accidents	20	21	21	6
Mutual Aid Calls	17	10	18	16
Emergency Alarm Activation	14	23	13	30
Medical Assists	13	17	8	25
Structure Fires	9	8	20	7
Chimney Fires	9	4	5	4
Hazardous Materials Response	4	1	1	4
Appliance/Furnace Malfunction	3	2	2	1
Grass/ Brush/Woods Fires	3	7	8	6
Vehicle Fires	3	-	-	12
Rescues	2	7	1	3
Tree on Wires	-	13	23	11
Bomb Threats	0	0	24	0
Total	120	113	120	155
Source: Town Reports, Chief Joseph Guyotte, Dover-Foxcroft Fire Department, 2015				

### Section 8.10 Thompson Free Library<sup>73</sup>

The Thompson Free Library, located at 186 East Main Street, was established in 1897 by Dr. Elbridge A. Thompson. Thompson also established a trust fund for the purchase of books and reading materials. The Library deed was presented to the Town in 1898. The Library has continued to grow over the past 100 years including major additions completed in 1972 and 2006.

The Library is an independent entity with close links to Town government. It is governed by a group of 25 volunteers who serve as members of the Library Association. A seven-member Executive Committee, with six members elected by the Association and one member elected by the Town of Dover-Foxcroft, meet regularly and act as the administrative body of the Library. The Library has two full-time and three part time employees, and a number of volunteers. On an annual basis the Town raises about \$160,000 for the library. Other funding comes from the Thompson trust fund and grants, donations and fundraising.

The Library is free to Dover-Foxcroft residents and requires a modest yearly membership fee for non-residents (currently \$20 per year). Library hours are: Tuesday and Thursday 9 a.m. to 7 p.m.; Wednesday and Friday 9 a.m. to 5 p.m.; and Saturday 9 a.m. to 1 p.m. The Library collection has over 35,000 books, 700 audio books, 2,500 movies, and 45 subscriptions to magazines and newspapers. Almost any book can be borrowed using interlibrary loan through the Bangor Public Library. The Library is also a member of the Maine Infonet Download library, which provides patrons with access to over 5,300 e-books and 2,200 audio books. The library's 4,200 patrons borrowed over 45,000 items locally, 900 e-books, 400 downloadable audio books and almost 500 books through interlibrary loan (2011/12 Town Report).

The Maine Room has a large collection of Maine and town histories and is home to an extensive genealogy collection that includes many local family histories. Patrons can search the Piscataquis Observer on microfilm from 1838 through 2012. The Maine School and Library Network provides the library with free high-speed internet and wireless capabilities. There are three public access desktops and 6 laptops at the library. Library patrons have access to many databases, including Ancestry.com for Libraries using Maine MARVEL. Learning Express has many on-line tutorials.

<sup>73</sup><http://www.thompson.lib.me.us/>; and Thompson Free Library Report, Dover-Foxcroft Town Report (2010/12) Helen Fogler

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Library programs include: 1) Story Hour is every Thursday morning at 10:30 a.m.; 2) LEGOS Group meets the 2nd and 3rd Tuesday of the month from 3:30 - 4:30 p.m.; 3) Reading Group meets the 2nd Thursday of every month at 6:00 p.m.; and 4) James Brown lecture series presents lectures on topics related to history, literature and culture, areas of the humanities.

Future needs include the following: 1) upgrade lights - more efficient - lobby and basement rooms (\$2,000); 2) replace light fixtures in front rooms; 3) replace front sidewalk and front steps (\$12,000); 4) replace back sidewalk (\$10,000); 5) explore alternate heating system; possibly heat pumps; 6) upgrade and remodel the community meeting room (\$8,000 - \$10,000); and 7) consider full time literacy specialist to provide infant to senior literacy support and education for the community (\$30,500 - \$40,000 per year).

### Section 8.11 Cemeteries<sup>74</sup>

Dover-Foxcroft maintains eleven cemeteries (Table 8-10). The inventory indicates there is adequate burial space for the next several decades. There are 1,600 burial spaces available for purchase at this time, and an additional 5.5 acres of unsurveyed land in existing cemeteries. The unsurveyed land could accommodate an estimated 6,050 casket burials or up to 18,150 cremation burials (1 casket burial space can be used for 3 cremation burials). There is also burial space available in purchased lots.

Cemetery Sections	Burials (Caskets & cremations)	Spaces Available for Purchase (3 cremations/sp. or 1 casket/sp.)	Additional Land Not Surveyed or Numbered (Estimate)
Dover - Old & Annex	1143	0	None
Dover - Bassett/ Sawyer	640	0	None
Dover - Steeves/ New Bassett	309	216	None
Dover – Brown	897	60	None
Dover - Pond A	73	0	None
Dover - Pond B	39	45	None
Dover - Pond C	0	0	2 acres/ 2,200 spaces
Dover – Poole	569	540	None
East Dover	391	0	None
E. Dover – Annex	7	131	None
South Dover	579	88	None
S. Dover – Annex	10	143	None
Boss	180	0	None
Foxcroft Center	78	0	None
Gray	1325	0	None
Lee	389	96	None
Parson's Landing	61	0	None
Pine Grove - all	890	200	1 acre/ 1,100 spaces
Rural Grove – New	72	48	2.5 acres/ 2,750 spaces
Rural Grove – East	383	40	None
Rural Grove –Sec. I	859	0	None
Rural Grove – Sec. II	596	0	None
Rural Grove – West	291	0	None
McAllister	187	0	None
Totals*	9,968	1,607	6,050 Spaces
*Totals may reflect discrepancies such as duplications, and incomplete or unknown information.			Sources: Town Office Staff, 3/2015

<sup>74</sup> Cindy Woodworth, Town Office staff, 4/2015

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Death records suggest that increasingly people choose cremation over casket burials and in some cases may choose not to bury cremation ashes. Looking ahead long-term, the Town may want to consider purchase of land for a cremation-only cemetery.

The Cemetery Department is responsible for cemetery maintenance. The Department has one full-time Maintenance Forman, seven part-time seasonal/mowing maintenance crew members and two permanent part-time seasonal/mowing maintenance crew members.

Cemetery Department Equipment
Chevy Crew Cab 2008
Chevy 2003
Chevy 1 Ton Truck 1996
John Deere Tractor 1984
John Deere Gator 1994
Gravely Z Turn Mower 2004
Gravely Z Turn Mower 2001
Gravely Z Turn Mower 2010
John Deere Mower 1996
Encore Mower 1994

## ***Section 8.12 Electrical Service***

Electrical Service is provided to approximately 2,900 customers within Dover-Foxcroft by Central Maine Power (CMP). CMP maintains one substation within community and services over 115 miles of line. Three phase power is available in many of the urban areas, and extends out into rural areas along the following roads: Vaughn Road; Milo Road (Route 6/16); Greeley's Landing Road to Sebec Lake; and Guildford Road (Routes 6/15/16) to Fletcher Road.

## ***Section 8.13 Communications***

### **Internet Service**

Expansion of high-speed internet service in Maine is evolving rapidly, because it is crucial to the economic prosperity of the state and, in particular, to rural communities like Dover-Foxcroft. The backbone of this service is the recently completed Three Ring Binder project, which provides a 1,100 mile high-speed fiber-optic network in three loops extending from southern Maine, westward to Rumford and Farmington, eastward to Calais, and northward to Fort Kent and Van Buren. A portion of the network extends from Newport, through Dover-Foxcroft to Millinocket. The goal is to provide 1 gigabyte per second of internet connectivity for both downloading from and uploading to the internet. This compares to common DSL Internet speeds of 3 to 6 megabits per second, which would make the new service more than a hundred times faster. Currently, the issue for Dover-Foxcroft and many other communities along the network, is connecting to the high-speed network, and then providing access to companies and residents town-wide.

Internet communication is particularly to government today as a mechanism for providing efficient and timely services to citizens and businesses. The Dover-Foxcroft Town Office maintains a website at <http://www.dover-foxcroft.org>. The Town Office provider is Premium Choice Broadband which provides a raw data rate with line-of-sight wireless equipment of up to 5 megabytes per second, and a non-line-of-sight wireless equipment of up to 1.5 megabytes per second (Premium Choice website). These speeds are far below what would be available through a connection to the Three Ring Binder network.

Internet services in Dover-Foxcroft are generally best in the urban area and along major roads. Time Warner Cable and Fairpoint Communications are two other providers in the community. Internet service in very rural areas, like near Sebec Lake is generally the poorest, and may only be available via satellite.

### **Telephone Service**

Local land-line telephone service is provided by Fairpoint Communications and services the exchange (207)-564 for the Dover-Foxcroft area.

Cellular service is provided multiple carriers with varying contractual agreements, service providers and availability. These include: US Cellular Unicel, Cellular N More Dave's World, Wireless Zone and the Car Phone Store, local dial-up Internet providers (564 exchange) KYND, and Mid-Maine Communications.



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## Television, Cable, and Radio Providers

WLBZ

Channel 2 (affiliated with NBC) WABI

Channel 5 (affiliated with CBS) WVII

Channel 7 (affiliated with ABC)

Maine Public Broadcasting System

Channel 12 Adelphia Cable

WDME is a local radio station located in Dover

Foxcroft and affiliated with the Zone Corporation based in Bangor

## Newspapers

Bangor Daily News (daily)

Maine Sunday Telegram (Sunday) Piscataquis Observer (weekly)

Moosehead Messenger (weekly)

USA Today (Mon-Sat) NY Times (daily) Boston Globe (daily)

## United State Postal Service

The local United State Post Office is located at 41 North Street and provides both post office box and rural delivery under the 04426 zip code.

## Section 8.14 Childcare and Education Services

### Childcare and Preschool Facilities

Learning Tree Childcare (Box 332 Milo Road)

Lynnedwards Daycare (628 Bangor Road)

Children's Learning Center (48 Morton Avenue)

Ready Set Grow (50 Engdahl Drive)

There may be other day care and preschool facilities.

### Other Schools

Buie School of Music (21 Pleasant Street)

Moosehead Driving School (951 West Main Street)

### Maine School Administrative District (RSU #68)

Maine Regional School Unit School (RSU) #68 includes the towns of Dover-Foxcroft, Charleston, Monson and Sebec and is essentially a PreK-8 system. The District contracts with Foxcroft Academy, a private high school in Dover-Foxcroft to provide an education for its secondary students in grades 9-12. The District also operates an adult education program.

### SeDoMoCha Elementary and SeDoMoCha Middle School<sup>75</sup>

RSU #68 has one school facility, and it is located at 63 Harrison Avenue in Dover-Foxcroft. The facility houses the administrative offices and the SeDoMoCha Elementary School and the SeDoMoCha Middle School. The original building was constructed in 1974. In 1999, a 4,472 square foot expansion added four classrooms and increased administrative space. In 2007 the school was upgraded and expanded to consolidate the elementary and middle schools into one facility. The facilities are in good condition and no major capital improvements are anticipated for the foreseeable future.

Student enrollment for the K-8 school was 679 students as of March 25, 2015. Enrollment has increased by about 40 students over the past several years. The Superintendent anticipates that enrollment will remain stable with a slight increase for the foreseeable future. The school should be able to accommodate this amount of increase in enrollment.

### Foxcroft Academy<sup>76</sup>

Foxcroft Academy was founded in 1823 and is a private school that contracts with RSU #68 to provide for educational programming for grades 9-12 including approximately 100 Boarding students.

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<sup>75</sup> Bob Lucy, Superintendent, RSU 68

<sup>76</sup> Arnold Shorey, Head of School, Foxcroft Academy; [arnold.shorey@foxcroftacademy.org](mailto:arnold.shorey@foxcroftacademy.org)

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The Academy's mission statement is as follows: Foxcroft Academy is an independent high school founded in 1823 on the principle that knowledge is power. Foxcroft Academy is committed to providing students from central Maine and beyond a rigorous college and career preparatory academic curriculum designed to produce informed and active global citizens. Foxcroft Academy will furnish all students with the underlying skills needed for post-secondary success while embracing its safe community and natural environment.

The Academy's Guiding Principles: The Foxcroft Academy Experience.....

- Builds a global perspective through teaching and learning.
- Demonstrates a commitment to serving each student's growth as a whole person.
- Prepares students for lifelong learning.
- Honors human difference as fundamental to life.
- Enhances the educational experience for all students and staff with quality facilities and technology.
- Is implemented by a highly qualified and professional community that is dedicated to students.
- Is supported by the pillars of integrity, respect, and responsibility.

Foxcroft Academy is located at 975 West Main Street, Dover Foxcroft. The facilities are in excellent shape and are owned by the Board of Trustees of Foxcroft Academy. Foxcroft Academy does not receive public money to support construction and relies on philanthropic programs to support capital campaigns. As part of the State maximum allowable tuition rate, there is an insured value factor added to the tuition to help with facility costs and upkeep for Maine town academies.

Foxcroft Academy anticipates being able to support the future educational needs of the community. Recent enrollment studies indicate that enrollment rates will decline and be steady at around 300 students per year (400 students total with 100 Boarding students each year).

The Academy's Trustees have developed a ten-year facility plan to add more instructional space as needed. The plan has provisions for \$15 million dollars of expansion to include a gym addition, auditorium, student union, and instructional classrooms.

### **Tri-County Technical Center<sup>77</sup>**

The Tri-County Technical Center, located adjacent to Dexter High School, provides career and technical education for high school students residing in this region. Six area high schools participate in the program, including Dexter Regional HS, Greenville HS, Nokomis Regional HS, Penquis Valley HS, Piscataquis Community HS, and Foxcroft-Academy. Programs provide academic and work experiences to prepare students for employment and lifelong learning. Instruction is organized to provide pathways to employment and to post-secondary education. Training focuses development of responsible citizenship based on the best practices in workplace values, ethics, safety, employability, leadership, and technical skills.

### **Penquis Higher Education Center<sup>78</sup>**

The Penquis Higher Education Center, located at the former Mayo School in Dover-Foxcroft, serves Piscataquis and Penobscot Counties. The Center offers a variety of post secondary educational opportunities through the University College System of the University of Maine, and the Eastern Maine Community College. The Center offers interactive television (ITV), online courses, and onsite classes (in some cases) leading to certificates and associate, bachelor, and master degrees. The Center also provides customized training, supervisor development, and training programs through Maine Quality Centers for businesses and industries.

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<sup>77</sup> <http://www.aos94.org/Home/academics/tech-center>

<sup>78</sup> <http://www.emcc.edu/discover-emcc/the-campus/off-campus-centers/penquis-higher-education-center>

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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## Section 8.15 Health and Social Services

### Town and Town-Supported Health and Social Services

The Town of Dover-Foxcroft administers the municipal General Assistance Program which was funded at \$42,276 for the year 2013-14.

The Town also has a Health Officer who oversees these programs, and monitors public health issues that might affect the community. The Town Manager currently serves as the Health Officer.

In 2013/14 Dover-Foxcroft provided the following appropriations to the following local agencies:

Community Health and Counseling (\$1,000)	Red Cross (\$1,000)
Eastern Area Agency on Aging (\$1,000)	WomanCare (\$1,000)
Penquis C.A.P. (\$1,000)	United Cerebral Palsy (\$1,000)
Food Cupboard (\$1,000)	Pine Tree Hospice (\$1,000)

### Ambulance: Mayo Regional Emergency Medical Services<sup>79</sup>

Twenty-four hour ambulance service for the Town of Dover-Foxcroft is provided through the Mayo Emergency Medical Services (Mayo EMS), one of the Mayo Hospital's largest departments with approximately 60 employees. Mayo EMS operates out of three bases located in Dover-Foxcroft, Dexter and Corinth, and responds to calls in Piscataquis, Penobscot and Somerset Counties with a primary service area of approximately 750 square miles.

### Mayo Regional Hospital<sup>80</sup>

The Mayo Regional Hospital is a non-profit, 25-bed, critical access hospital located on West Main Street in Dover-Foxcroft. The Hospital, opened in 1978, is governed by representatives of the 13 towns in Hospital Administrative District 4. The Hospital provides advanced medical services to residents in Piscataquis, and adjacent Penobscot and Somerset counties. Since 1995, the Hospital has operated a physician practice management department, now known as Mayo Practice Associates, which manages primary care offices in Corinth, Dexter, Guilford, Milo, and Dover-Foxcroft (Dover-Foxcroft Family Medicine).

The Hospital is staffed with nursing and clinical support, and a team of primary care physicians and specialists including hospital based inpatient physicians that provide coverage 24/7 (hospitalists), Family Practice, Ear, Nose and Throat, Internal Medicine, OB/GYN, Pediatrics, Urology, General Surgery, Orthopedic Surgery, Psychiatry and Cardiology. The Hospital also provides regional ambulance and EMS responder services.

### Piscataquis Public Health Council (PPHC)<sup>81</sup>

The PPHC is one of 27 community-based members of the Healthy Maine Partnerships program which is a collaborative effort of the Maine Department of Health and Human Services, Maine Center for Disease Control and Prevention, Maine Office of Substance Abuse, and the Maine Department of Education. The effort involves communities, schools, hospitals, businesses, and volunteers working at the State and local level to make Maine a healthier place to live and work. Services offered from Dover-Foxcroft office (897 West Main Street) include:

- Adult Services: community integration, psychiatry and medication management, therapy and counseling
- Child Services: adoption home studies, treatment for families with children, parenting education, school-based therapy in Milo, targeted case management, therapy and counseling, treatment foster care

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<sup>79</sup> <http://www.mayohospital.com/locations/mayo-emergency-medical-services>, Phone: 564-8401 ext. 208

<sup>80</sup> <http://www.mayohospital.com>

<sup>81</sup> <http://www.piscataquispublichealthcouncil.org>

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- Home Health Services: hospice, medical social services, nursing care, paraprofessional health care, psychiatric nursing, rehabilitation, telehealth/telespeech, wound care, etc.

## Other Health Care and Social Service Providers

Dover Audiology and Hearing (859 West Main Street)	Jennifer Carey Licensed Massage Therapist (10 High St.)
Vision Care of Maine (859 West Main Street)	Mayo Regional Psychiatry and Counseling (69 High St.)
Mayo Surgical Associates (891 West Main Street)	Holistic Healing Center of ME (Union Square Mall 64-66)
Mayo Women's Health (891 West Main Street)	Mayo Orthopedics (45 Dwelley Avenue)
Dover-Foxcroft Family Medicine (891 West Main Street)	Dental Hygiene Ass of ME (78 Summer Street)
Dr Daniel Starbird, Psychologist (900 West Main Street)	Dr. Daniel Steinke, Dr. Hillary Caruso, Dentists (Winter St.)
Sebasticook Family Doctors (1008 West Main Street)	Dr. Richard Evans (14 Winter Street)
Care and Comfort Home Health and Mental Health (1073 West Main Street)	Dr. John Clark, Dentist (8 Monument Square)
Community Health & Counseling Services (1093 West Main St.)	Essex Street Dental Ass. (427 Essex Street)
Dr James Lanetta, Chiropractor (287 East Main Street)	Penquis Mental Health (59 River Street)
Dr. Kathleen Clark Chiropractor (207 East Main Street)	Pine Tree Hospice (883 West Main Street)
Dr. Kevin Chasse, Chiropractor (48 East Main Street)	Living Word Food Cupboard (76 Lincoln Street)
F.I.N.D. Inc Therapy Services (207 East Main Street)	Womancare (8 Mechanic Street)
Fernow's Medical Associates, Family Practice (1048 South St.)	Piscataquis Safe Havens Center (Penquis) (50 North St.)
Family Eye Care (1048 South Street)	

## Penquis<sup>82</sup>

Penquis is a nonprofit organization based in Bangor that provides services to individuals and families in Piscataquis, Penobscot and Knox Counties. The agency has an office in Dover-Foxcroft at 50 North Street. The focus of the organization is to improve the quality of life for individuals and families, including those needing assistance to become more self-sufficient. The agency receives funding from a number of sources, including federal and state agencies and other sources. It is also dependent on volunteers in a number of its programs. A broad range of services and program are offered (not all are located in Dover-Foxcroft) including:

Child Care and Head Start	
Heating and utility assistance	Resources for laid-off workers
Housing programs	Sexual assault prevention
Legal – family law assistance	Business start-up assistance
Parenting and family programs	Transportation services

## Nursing Homes and Adult Care Facilities

Hibbard Nursing Home (1037 West Main Street)	Pleasant Meadows Residential Care Facility (137 Park Street)
Main Street West Assisted Living (1037 West Main Street)	Charlotte White Center (adults and children)
Hilltop Manor (462 Essex Street)	

## Section 8.16 Service, Cultural and Religious Organizations

Kiwanis Club of Dover-Foxcroft	
American Legion Post 29 (121 Park Street)	Masonic Lodge #27 (56 East Main Street)
Boy Scouts and Girl Scouts	Chadbourne-Merril Post 29 (112 Park Street)
University of Maine Cooperative Extension, Piscataquis County – Youth and Adult services and programs (165 East Main St.)	
Piscataquis Valley Fair Association (Piscataquis County Fairgrounds)	

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<sup>82</sup> <http://www.penquis.org>

## Maine Highlands Senior Center

The Maine Highlands Senior Center is a relatively new non-profit organization whose goal is to repurpose Central Hall at 152 East Main Street to house The Maine Highlands Senior Commons, an event and activity center, and The Highlands at Central Hall, a medical model adult day center for dependent seniors.

Central Hall, built in 1882, served as the municipal building for many years. It is a 9,000 square foot 2-story building on a .24 acre lot. The Town owns the property, but leases it to the non-profit Highlands Center.

## Churches

Advent Christian Church (53 High Street)	New Life Baptist Church (2385 Dexter Road)
Calgary Chapel (48 Morton Avenue)	St. Augustine's Episcopal Church (1213 Dexter Road)
Church of Jesus Christ of Latter Day Saints (600 Bangor Road)	St. Thomas Aquinas Catholic Church (43 High Street)
Church of the Nazarene (4 Paine Road)	United Baptist Church (46 East Main Street)
Dover-Foxcroft Congregational Church (824 West Main Street)	United Methodist Church (156 East Main Street)
Family Worship Center (1372 Bangor Road)	Maine Highlands Senior Center (152 East Main Street)
Living Word Assembly of God (176 East Main Street)	New Life Baptist Church (2385 Dexter Road)
	St. Augustine's Episcopal Church (1213 Dexter Road)

## Cultural Organizations

The Blacksmith Museum (Historical Society)	Maine Highlands Guild Gallery
The Observer Building Museum (Historical Society)	Central Hall (The Commons – event center)
Center Theater	



## Chapter 9 - Parks, Recreation and Open Space

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### ***Section 9.1 Dover-Foxcroft Parks and Recreation Program***

The Town of Dover-Foxcroft's parks and recreation program is a collaborative effort between the Town's Recreation Committee, Foxcroft Youth Sports and the Piscataquis Regional YMCA.

The Town's annual budget for recreation is about \$72,000, with \$24,000 for Foxcroft Youth Sports, \$24,000 for the Piscataquis Regional YMCA, and \$24,000 for maintenance and improvements to Town facilities, including the ice rink and ball field at the fairgrounds, the Town Office Complex gym and playground, the ball fields at Morton Avenue and Park Street, the Sebec Lake beach and boat launch facility, and the basketball court.

#### **Dover-Foxcroft Recreation Committee**

The Dover-Foxcroft Recreation Committee is an 11-member volunteer committee appointed by the Board of Selectmen to oversee and operate the Town recreation programs. The Committee meets on regular basis to identify the needs of the Department and assists in the programs.

The Committee's mission and goals (paraphrased) are as follows:

- To provide a variety of indoor and outdoor recreational activities to encourage wellness, cultural opportunities, natural resource appreciation and fellowship.
- To compliment services already available and to build upon the natural beauty of the town by encouraging the development, care and maintenance of parks, facilities, and public areas.
- To encourage public participation in recreational activities, and to provide unique opportunities for young and old alike that reflect the needs and interests of residents.

#### **Foxcroft Youth Sports**

The Recreation Committee is also responsible for overseeing the Foxcroft Youth Sports Program. The Town pays Foxcroft Academy \$24,000 per year to operate the program using the Academy's facilities. The sports programs are for youth in grades three through six, and include baseball, basketball, cheering, field hockey, football, soccer, and softball. The program director is paid a stipend and manages the program, which typically serves about 70 to 80 players per season. Coaches and time-keepers are volunteers. In addition to staffing, funding is used for insurance, uniforms, equipment, medical supplies, and referees.

#### **The Piscataquis Regional YMCA<sup>83</sup>**

The Piscataquis Regional YMCA, located at 48 Park Street on a four-acre property, consists of a 20,900 square foot building. Dedicated to building healthy spirit, mind and body for all, the Piscataquis YMCA provides a range of programs to Dover-Foxcroft and surrounding communities. The YMCA has many different activities for all ages, such as: youth programming, swim lessons, child care, personal training, group fitness classes, adult aquatics classes, and senior programs. The YMCA facility includes a fitness center, racquet and wally ball courts, an indoor swimming pool, and child care facilities. The YMCA also uses the Town Office Complex gym and the Town's ball field at the fairgrounds for some of its activities.

#### **School Facilities**

**SeDoMoCha Primary and Middle School:** Athletic and recreational facilities include a gymnasium, playground, ball fields and the nature trail that connects the school to the Town Office Complex on Morton Avenue. The facilities are generally open to the public when they are not being used by students.

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<sup>83</sup> <http://www.prymca.org>

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**Foxcroft Academy:** Athletic and recreational facilities include the gymnasium, track and five playing fields. The Academy also has four tennis courts and an outdoor basket ball court on a 9-acre site on the south side of Main Street. Generally these facilities are available to the public when they are not in use by students.

## Section 9.2 Public Recreation Facilities

The following is an inventory of public recreational facilities – those that are either owned by the Town or the State of Maine. These facilities are displayed on Maps 8 and 10 in the Appendices of Volume I. There is a separate section for Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, and trail systems.

Table 9-1 Public Recreation Facilities	
Facility/Location	Description (Future Needs)
Town Office Complex/ Morton Avenue	Gym and playground; RSU 68 ball fields; Trails connecting to SeDoMoCha Primary/ Middle School. Adequate parking. Restrooms when Office is open. <i>Future needs:</i> None identified
Riverfront Walk along Piscataquis River (Town-owned/ easement)	Landscaped open space adjacent to downtown, about ¼ mile walking trail along River between Mayo Mill and Congregational Church. River access. Adequate parking. Portable toilets may be added at parking lot in the future. <i>Future needs:</i> Exercise stations along the trail might be desirable.
Browns Mill Park/ Piscataquis River, Vaughn Street (Town-owned)	36-acre park along River; canoe/kayak access; trails for running, walking, cross-country skiing and snowshoeing; open space and wooded areas for other activities. Adequate parking. Portable toilets on site. <i>Future needs:</i> Benches, picnic tables, gazebo, amphitheater.
Cove Boat Landing/ Piscataquis River, South St. near Chamber of Commerce (State-owned)	Boat Landing/Concrete Ramp. Adequate parking. Portable toilets on-site. <i>Future needs:</i> Address build-up of sediment and vegetation alongside boat launch. (Also see Downtown Revitalization Plan)
Vaughn Road Piscataquis River Access (East Dover) (State-owned)	Public river access – carry-in facility for small boats, canoes and kayaks. Limited parking. No restroom facilities. <i>Future needs:</i> None identified
Beach and Picnic Area on Sebec Lake/ Cotton Brook Road (Town-owned)	Beach, picnic and barbeque grill areas. Building (storage, changing rooms, occasional snack shack). Portable toilets. Well (used in the past to serve restrooms). Adequate parking. Lifeguard on duty during daylight hours during the summer. <i>Future needs:</i> None identified
Boat Launch and Marina/ Sebec Lake (State-owned boat launch) (Leased Town-owned marina)	Boat launch with concrete ramp with ample room to turn around vehicles with boats in tow (constructed 7-8 years ago). Adjacent to privately-owned Sebec Lake Marina (store, docks, fuel). Town-owned portion of the marina leased to Merrill's. <i>Future needs:</i> None identified
Baseball Field and Hockey Rink (Town-owned facilities) at the Piscataquis County Fairgrounds	Ball field and outside hockey rink (public skating/ice hockey). Dover-Foxcroft Youth Hockey Association utilizes rink. Site includes building with heated changing rooms, restrooms, and storage space for equipment. Parking is adequate except for some ball games when parking is at capacity in the immediate area. <i>Future needs:</i> None identified
Branns Mill Pond Boat Launch/ Notch Road (State-owned)	Boat launch with concrete ramp (constructed in 2002). Limited parking. No restroom facilities. <i>Future needs:</i> None identified
Garland Pond Canoe Landing	Carry-in access. Limited Parking. No restroom. <i>Future needs:</i> None identified
Basketball Court/ W. Main St. behind Congregational Church	Outdoor basketball court(s). Adequate parking in the area?? Portable toilet available seasonally. <i>Future needs:</i> None identified
Kiwanis Park (Town-owned)/ behind YMCA	Walking trails, picnic areas, playground, Park St. ball field, youth fishing pond. Storage building. Portable toilets. Adequate parking. <i>Future needs:</i> None
Source: Town Manager, Recreation Committee, Maine Bureau of Parks and Recreation, 2015	

## ***Section 9.3 Trail Systems, including Bicycle Tours***

### **Town-Owned<sup>84</sup>**

Town-owned trail systems are listed below and displayed on the Community Facilities and Recreation Facilities Maps. The trails below are for non-motorized uses, such as walking, hiking and snowshoeing and skiing (depending on the trail system).

- In-town and downtown walking trails
- Riverfront Park walking trail
- Browns Mill Park trails
- Kiwanis Park trails
- Town Office Complex and SeDoMoCha School nature trails

Private Trails Open to the Public: A privately-owned (Dr. Swett) trail system is listed on the town's website as accessible to the public for snowshoeing, hiking and cross-country skiing.

Peaks-Kenny State Park offers a 10-mile network of hiking trails.

### **Four Seasons Adventure Trail<sup>85</sup>**

The Four Seasons Adventure Trail is a 29 mile multi-use, gravel-surfaced trail that connects the communities of Newport, Corinna, Dexter, Sangerville and Dover-Foxcroft (See Map). The trail is owned and managed by the Maine Bureau of Parks and Lands and is located on the old railroad bed. The following uses are allowed on the trail: ATV riding, cross-country skiing, dog sledding, hiking, horseback riding, off-road biking, snowmobiling, snowshoeing, and wildlife watching. The trail is also part of the ITS snowmobile trails system described below.

The Four Seasons Adventure Trail receives considerable use. The trail can provide a nice one-day round- trip from Newport to Dover-Foxcroft for snowmobilers and all terrain vehicle users. The state is currently looking to expand parking at the Newport end of the trail to accommodate users including those with trailers for ATVs and snowmobiles. There is very limited parking at the Dover-Foxcroft end of the trail, which ends near the downtown. The Town may want to explore possible locations for parking on existing Town-owned land, at the fairgrounds, or elsewhere. Providing access to area businesses would be beneficial.

### **Snowmobile Trails**

The Maine Highlands region has what many consider world-class snowmobiling with a number of snowmobile clubs maintaining hundreds of miles of local trails that interconnect to the Maine Interconnecting Trail System (ITS), which provides access to other parts of Maine, New Hampshire, and into Canada. ITS 82 and 85 pass through Dover-Foxcroft. The local club is the Piscataquis Valley Snowmobile Club, which has a clubhouse at 230 Greeleys Landing Road in Dover-Foxcroft. Club volunteers maintain the trails in Dover-Foxcroft. Funding to assist in maintaining these trail if sometimes available through Maine Bureau of Parks and Recreation.

### **All-Terrain Vehicle (ATV) Trails**

The ATV trail network in the Maine Highlands region has been developed over the past ten to twenty years. The Four Seasons Adventure Trail is the only trail listed as an ATV trail in Dover-Foxcroft. The local club is the Dover Rovers ATV Club. ATV Clubs generally rely on volunteers to build and maintain trails using their own equipment. Funding to assist in maintaining these trail if sometimes available through Maine Bureau of Parks and Recreation.

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<sup>84</sup> The Town's website has maps of some of these trails.

<sup>85</sup> <http://www.maine.gov/cgi-bin/online/doc/parksearch>

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## Maine Highland Bicycle Tour (Penquis Valley Tour #17)<sup>86</sup>

The Penquis Valley Tour consists of a 56-mile loop on highways and rural roads that takes cyclists through portions of Piscataquis, Somerset, and Penobscot Counties, including Dexter, Dover-Foxcroft, Guilford, St. Albans, and Cambridge. The tour consists of four moderate to challenging loops featuring downtowns, historical landmarks, beaches, swimming holes, scenic views, and low traffic volumes.

## Section 9.4 Public Access to Waterbodies

Public access to lakes, ponds, rivers and streams facilitates the use of these water bodies for boating, swimming, fishing, wildlife watching, and other recreational activities. The availability of public access is one of the criteria used by the Maine Inland Fisheries and Wildlife (MIFW) to determine which water bodies are stocked for sport fisheries. The following table displays fisheries information, including public access for water bodies in Dover-Foxcroft.

Table 9-2 Sport Fisheries and Stocking for Dover-Foxcroft			
Waterbody	Principal Fisheries	Stocking	Public Access in Dover-Foxcroft
Piscataquis River	Smallmouth Bass, Brook Trout	Brook Trout (Annually), Atlantic Salmon* (Annually)	3 accesses; Good public access.
Sebec Lake	Salmon, Lake Trout, Smallmouth Bass, White Perch, Pickerel, (ice fishing allowed)	Lake Trout (Annually)	Town boat launch/marina; Canoe/kayak access at Peaks Kenny State Park.
Branns Mill Pond	Smallmouth Bass, Largemouth Bass, Chain Pickerel, White Perch, (ice fishing allowed)	Brook Trout (Annually)	Boat ramp constructed in 2002. More parking needed.
Garland Pond	Brook Trout	Brook Trout (Annually), Splake (Biennially)	Adequate public access via North Road.
Dunham Pond	Limited fishery - Chain Pickerel	None	Adequate public access via Orchard Road.
Snows Pond	Chain Pickerel, Brook Trout, (ice fishing allowed)	Brook Trout (Annually)	Adequate public access at the Snowmobile Club.
Kiwanis Park Pond (Youth)	Brook Trout, Pickerel	Brook Trout (Annually)	Kiwanis Park. Adequate public access.
* Stocking is done to establish a viable population; anglers should return any fish caught accidentally. Source: Tim Obrey, Maine Department of Inland Fisheries and Wildlife, 2015			

## Section 9.5 Public Access to Open Space

Public access to open space is a huge part of what Dover-Foxcroft and the region has to offer. Fortunately, there are a number of state and local parks, state public reserve land, and conservation lands that provide public access to open space. Portions of the Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, and the Alder Stream/ Piscataquis River Project are located in Dover-Foxcroft.

### Peaks Kenney State Park<sup>87</sup>

About 562 acres of the Peaks Kenney State Park is located in Dover-Foxcroft. The remaining portion of the park is located in Bowerbank. The Park is accessible from Route 153 and has frontage on Sebec Lake. The 839 acre park includes an overnight camping area with flush toilets and hot showers, a beach with a bathhouse and showers, a picnic area, hiking trails, and an amphitheater used for special programs. Park activities include

<sup>86</sup> <http://www.exploremaine.org/bike/highlands/penquisvalley>

<sup>87</sup> <http://www.maine.gov/cgi-bin/online/doc/parksearch>

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camping, canoeing, fishing, hiking (trails), hunting, picnicking, swimming, and wildlife watching. The park is open May 15 through September 30.

### **Bud Leavitt Wildlife Management Area (WMA)<sup>88</sup>**

The State's Bud Leavitt WMA is about 6,400 acres located in the towns of Dover-Foxcroft, Atkinson, Garland, and Charleston. About 908 acres are located in Dover-Foxcroft. The WMA is primarily secondary upland forests, with some forested wetlands, and some important natural areas. The WMA offers the following recreational uses: boating, canoeing, fur trapping, hunting and wildlife watching.

### **Alder Stream/ Piscataquis River Project NE Wilderness Trust<sup>89</sup>**

The Alder Stream/ Piscataquis River Project, situated in both Piscataquis and Penobscot counties, consist of a roughly 20,000-acre complex of protected lands owned and managed by the Northeast Wilderness Trust. These conserved lands are connected to the Bud Leavitt Wildlife Management Area. About 137 acres of the Trust's lands are located in the southeastern corner of Dover-Foxcroft. While the overall goal of the Trust is land conservation, one goal is to preserve the public's access to these areas.

### **Public Access to Private Land**

Dover-Foxcroft is a rural community where most landowners allow public access to their property. About 85 acres of private land is enrolled in Maine Open Space Property Tax Program, which typically requires that public access be allowed for specified uses.

While posting of private land is not a major issue at this time, it is often the case that as residential development in rural areas increases, posting of private land increases as well due to safety concerns.

### ***Section 9.6 Piscataquis Valley Fairgrounds***

The Piscataquis Valley Fairgrounds is located at 77 Fairview Avenue and occupies about 70 acres. The Piscataquis Valley Fair Association owns and operates the facility with its primary focus on the Piscataquis Valley Fair, a traditional agricultural fair held in the fall of each year. The Association also rents and utilizes the facility for a number of other uses, such as snowmobile races and horse shows.

The facility includes a dining hall, exhibition halls, livestock barns, dairy center, show rings, a stage, and booth, food booths, camping area, restrooms, and open space for a variety of other activities. The Town-owned ball field, ice hockey rink and associated facilities are in the location, as well.

### ***Section 9.7 Private Businesses in Outdoor Recreation***

There are a number of businesses in Dover-Foxcroft that provide recreational services, such as the Foxcroft Golf Club (a 9-hole par 36 course), Tim Merrill & Co. (Sebec Lake marina, boat service/sales, convenience/camp store, etc.), Northern Maine Riding Adventures, Infinity Farm, and the Isaac Royal Farm.

Many businesses in Dover-Foxcroft cater to recreationalists and tourists, such as the lodging establishments, restaurants, antique and craft shops, and convenience stores. A listing of businesses in Dover-Foxcroft is included in Chapter 3 Economy.

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<sup>88</sup> <http://www.maine.gov/ifw/wildlife/land/departments/region>

<sup>89</sup> <http://www.newwildernesstrust.org/projects/maine/greater-alder-stream-piscataquis-river-project/piscataquis-preserve-phase-2>



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## ***Section 9.8 Social and Cultural Facilities and Organizations***

There are a number of non-profit social and cultural organizations in Dover-Foxcroft. Some of these have been described in other chapters of this Plan. These include:

The Thompson Free Library	Masonic Lodge #27
The Maine Highlands Senior Commons (Central Hall)	American Legion Post 29
The Blacksmith Museum (Historical Society)	Chadbourn-Merril Post 29
The Observer Building Museum (Historical Society)	UMO Cooperative Extension Programs - 4-H
Center Theater	Boy Scouts and Girl Scouts
Maine Highlands Guild Gallery	Dover-Foxcroft Pony Club
Kiwanis Club of Dover-Foxcroft	

## ***Section 9.9 Scenic Resources<sup>90</sup>***

Piscataquis County's scenic resources are vital to the region's economy, particularly given its dependence on second-home residents, nature-based tourism and outdoor recreation. The region's beauty also serves to attract year-round residents. As the county's shire town Dover-Foxcroft plays an important role in maintaining the area's scenic assets.

Dover-Foxcroft is a beautiful community with exceptional natural and cultural scenic resources. Residents and visitors alike appreciate the Town's rural, small town landscape consisting of rolling topography, forests and agricultural land, numerous water bodies, and many historic structures. These features make for many scenic views and vistas.

The Town has worked to enhance its scenic and aesthetic character, particularly in the downtown and in-town areas. Examples include the establishment of the Historic District, ongoing beautification efforts (tree planting and landscaping), and efforts to enhance community gateways.

The most important scenic views and vistas are those visible to the general public from publicly accessible locations such as state and town roads, water bodies, and public parks. The following is a preliminary list of scenic resources:

- Piscataquis River – views from the downtown, bridges, parks, roads and streets
- Sebec Lake – views from public roads, Peaks Kenney State Park, the town beech, etc.
- Other Ponds – views from public accesses and public roads
- Views of Mount Katahdin from public roads
- Views of smaller mountains and rolling rural topography from public roads
- Views of farms, farmland and forestland from public roads
- Views of the historic downtown and buildings from public spaces
- Gateway views from roads coming into the urban areas, and at town lines

This preliminary list of scenic resources can be expanded to include those scenic resources that are most highly-valued by residents and area businesses, particularly those that rely on tourism and recreation. The following criteria can be used to prioritize scenic resources:

- Accessibility – must be visible to the general public from a public way, public recreation area or other publicly accessible location
- Uniqueness – unique or rare features can be particularly important
- Distance of view or viewshed – relates to size of view, view of only a few feet is less important than a view of several miles

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<sup>90</sup> Scenic areas are considered "critical rural areas" under Maine's Growth Management Act.

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## **Enhancing and Protecting Important Scenic Resources**

The Town could complete an inventory of its high-value scenic resources to include photographs, descriptions, and locations on a map. Inventory information can be used to obtain grants, such as gateway grants, for permitting to provide guidance on how development can be located to preserve high-value resources to the greatest extent practicable. Other considerations could include locating ridgeline development so it is not visible from a distance, or utilizing vegetative screening and setbacks along road corridors. Lighting can be designed to prevent glare, protect adjacent properties, and preserve the night sky. In locations with very high scenic value landowners can be encouraged to use conservation easements.

There is some consideration for scenic resources in the state mandated subdivision and shoreland zoning laws. Proposed subdivisions cannot have an undue adverse impact on scenic or natural beauty of the area. Development in shoreland zones must conserve shore cover, and visual as well as actual points of access to inland waters and conserve natural beauty and open space. These provisions provide general guidance on what is to be considered in reviewing proposed projects, but do not identify or more specifically describe, the scenic areas or views to be protected. Scenic resources would receive greater protection if they were identified and described.

## ***Section 9.10 Recreational Grants Available Through Government Agencies***

The Maine Department of Agriculture, Forestry and Conservation administers state and federal grants to provide services, resources and personnel to nonprofit groups, municipalities and other agencies. Priorities for funding found on the Statewide Recreation Program (SCORP). See: <http://www.maine.gov/dacf/parks/publications>.

Grant programs include:

- Maine Land and Water Conservation Fund - [http://www.maine.gov/dacf/parks/grants/land\\_water\\_conservation](http://www.maine.gov/dacf/parks/grants/land_water_conservation)
- Maine Recreational Trails - [http://www.maine.gov/dacf/parks/grants/recreational\\_trails\\_program](http://www.maine.gov/dacf/parks/grants/recreational_trails_program)
- ATV Programs - [http://www.maine.gov/dacf/parks/grants/atv\\_grants](http://www.maine.gov/dacf/parks/grants/atv_grants)
- Boating Facilities Fund - <http://www.maine.gov/dacf/parks/grants>
- Snowmobile Program provides three kinds of grants - [http://www.maine.gov/dacf/parks/grants/snowmobile\\_grants](http://www.maine.gov/dacf/parks/grants/snowmobile_grants)
- Maine Outdoor Heritage Fund - [http://www.maine.gov/dacf/about/commissioners/outdoor\\_heritage\\_fund](http://www.maine.gov/dacf/about/commissioners/outdoor_heritage_fund)

The Maine Department of Transportation has funding available for transportation alternatives for pedestrians and bicyclists. <http://www.maine.gov/mdot/pga>.

## Chapter 10 – Transportation

The function and condition of highways and other public roads affect economic productivity, property values, and the overall safety and convenience of citizens and businesses, which depend on a well-maintained transportation system. Ownership and maintenance responsibilities of public roads are shared between the State and Town. (See Maps 12 and 13 Transportation in the Appendices of Volume I)

### Section 10.1 State Highways

State Highways form a system of interconnected routes throughout the state that primarily serve intrastate and interstate traffic. These roads are usually classified as arterials, which are typically high-volume roadways that link major cities and towns and developed areas. The arterials in Dover-Foxcroft are minor arterials (see Table 10-1). The rural portions of these roads are expected to provide relatively high overall traffic speeds with minimum interference to through traffic. Maintaining arterial traffic flow through urban areas and downtowns often means balancing conflicting uses of the highway.

The rural portions of three of Dover-Foxcroft's arterials are classified as mobility corridors. Mobility corridors connect service centers, have posted speeds of at least 40 mph, and carry a considerable amount of traffic. To maintain the carrying capacity of these important corridors, MaineDOT regulates driveway and entrance access to these roads that is more stringent on other state highways. Dover-Foxcroft's mobility corridors include Route 15 (Bangor Road and Guilford Road) and Route 7 (Dexter Road).

Table 10-1 State Highways and State Aid Highways in Dover-Foxcroft			
Highway Name (State Route)	Jurisdiction	Federal Functional Classification	Total Length (Miles)
State Routes 6/15/16 (West Maine Street and Guilford Road)	State Hwy	Minor Arterial	2.40
State Route 7 (South Street, Dexter Road)	State Hwy	Minor Arterial	6.72
State Route 15 (East Main Street, Bangor Road)	State Hwy	Minor Arterial	8.39
State Route 6 North Street, Summer Street, Milo Road	State Hwy	Minor Arterial	3.88
State Highway Total Mileage			21.39
Pine Street/ Sangerville Road	State Aid	Major Collector	1.31
Greeley Landing Road and North Street (State Route 153)	State Aid	Major Collector	4.6
State Park Road	State Aid	Minor Collector	0.77
Essex Street	State Aid	Minor Collector	0.14
Vaughn Road	State Aid	Minor Collector	2.54
East Dover Road	State Aid	Minor Collector	0.71
Range Road	State Aid	Minor Collector	1.52
State-Aid Highways Total Mileage			11.59
Source: Maine Department of Transportation, April 2015 (loralyn.l.clark@maine.gov)			

MaineDOT is responsible for year-round maintenance on the 21.39 miles of State Highways in Dover-Foxcroft. State Highways include State Routes 6, 7, 15 and 16. The exception in year-round maintenance responsibility is in the Town's urban area, where the Town is responsible for winter maintenance of 3.98 miles of State Highways located in the urban compact area, which are:

- State Route 6 - West Main Street, from a point 0.77 miles west of Sanford Street to a point on Summer Street 0.13 miles north of Free Street, a distance of 2.43 miles.
- State Route 7 (South Street) from State Route 15 (East Main Street) to Grove Street, a distance of 0.65 miles.

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- State Route 15 (East Main Street) from State Route 6 (West Main Street) east to Bear Hill Road, a distance of 0.90 miles.

State Aid Highways connect local roads to the State Highway System and generally serve intra-county traffic. There are 11.59 miles of State Aid Highways in Dover-Foxcroft (See Table 10-1). State Aid Highways were designated to be maintained by the State in the summer and the by the Town in the winter. However, recent reductions in the share of state funding for state-aid highways have shifted increasingly more of the summer maintenance responsibility to the towns.

### Highway Capacity and Levels of Service

Level of Service (LOS) data provided by the MaineDOT provide a measure of the capacity of roads to handle current levels of traffic. LOS data characterize traffic conditions based on travel speeds, travel times, freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. There are six levels of service, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume.

As displayed on Maps 12 and 13 Transportation (See Appendices for Volume I), most of Dover-Foxcroft's highways and roads function at LOS A or LOS B. The exceptions where there is a LOS C include: most of West Main Street; North Street between its intersection with Summer Street and its intersection with West Main Street; and West Maine Street across the Main Street Bridge to the South Street intersection. There are two LOS D locations: a short segment of West Main Street where it approaches its intersection with North Street and a short segment of South Street at its intersection with East Main Street. Reconfiguration of the intersection of South Street and East Main Street to accommodate large trucks would vastly improve the level of service in the downtown.

The levels of service in the downtown are also affected by clear signage and design, including curbing, lane designations, parking, pedestrian crossings, loading/unloading areas for businesses, etc.

### Traffic Volumes: Annual Average Daily Traffic (AADT)

Annual average daily traffic (AADT) is a measure of traffic volume determined by placing an automatic traffic recorder at a specific location for 24 or 48 hours; 24-hour totals are then adjusted for seasonal variations. The most heavily traveled highways in Dover-Foxcroft (2012 counts) are as follows:

- Guilford Road/West Main Street (5,000 to 8,900 AADT),
- Bangor Road/East Main Street (3,100 to 9,000 AADT)
- Dexter Road/South Street (2,500 to 5,000 AADT)
- North Street/Summer Street/Milo Road (3,100 to 6,800 AADT)
- North Street/Greeley Landing Road (600 to 4,400 AADT)
- Winter Street (2,310 to 2,350 AADT)
- Essex Street @ Bridge # 5118 (2,170 AADT)

Tables at the end of this chapter contain the most current traffic volume data available.

### Major Traffic Generators

Traffic in Dover-Foxcroft is generally heaviest during daytime commuter and business hours. Major traffic generators include the downtown, the Dover-Foxcroft Plaza, the Mayo Hospital complex, and the Piscataquis County offices. Both Foxcroft Academy and the SoDoMoCha School create a lot of traffic when students and staff are arriving and leaving school, and for special events.

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Truck traffic through Dover-Foxcroft is significant, particularly on state highways. Much of this traffic is associated with the forest products industry. Pleasant River Lumber generates a lot of traffic, including commuter traffic and truck traffic. Traffic control devices have been installed to manage the plant entrance along the Milo Road (Rte 6/16). The CMP Bucksport LLC (IP) wood consolidation facility generates considerable truck traffic, as well.

Major events create sporadic increases in traffic, such as Center Theater events, the Piscataquis Valley Fair, Kiwanis Canoe Race, Piscataquis Heritage Hot Air Balloon Festival, Whoopie Pie Festival, Kiwanis Auction at the Fairgrounds, Homecoming/Parade/Fireworks, and Hometown Holidays and Parade.

## **Traffic and Safety Issues**

MaineDOT has identified several “high crash locations” for the time period 2011 through 2013. High crash locations are defined by MaineDOT as road locations where eight or more crashes occurred within a 3-year period, where they would not otherwise be expected. These locations are displayed on the Transportation Maps, and include the following:

- Two section of West Main Street, one in the vicinity of the Mayo Hospital entrance and the other in the vicinity of the Foxcroft Plaza entrance.
- A section of the Milo Road (Route 6/16) at/near its intersection with the Hewett Road – lack of adequate visibility appears to be the problem.
- A segment of the Dexter Road (Route 7), between Board Eddy Road and Merrill’s Mills Road intersections.

Also, displayed on Map 12 are several high crash locations just beyond the Dover-Foxcroft town lines along Route 7 in Garland and Route 15 in Garland/Charleston.

In addition to the MaineDOT high crash locations, the Town is also concerned about safety in several other locations including the following:

- Intersection of South Street and West Main Street in the downtown, which is not adequate for truck turning movements.
- Corner of North and Summer Streets (by the Post Office) (identified in 2005 Comprehensive Plan).
- Corner of High and South Streets (identified in 2005 Comprehensive Plan).
- Intersection of Shamrock and Bangor Roads (identified in 2005 Comprehensive Plan).

## **Traffic Control Devices**

There are two traffic lights located within downtown Dover-Foxcroft. The first is located at the intersection of South and East Main Streets, which is the junction of State Routes 7 and 15. The second is located at the corner of East Main and West Main Streets, at the junction of State Routes 15 and 6/16.

## **State Programming of Highway Projects**

MaineDOT prioritizes highways and roads into six categories to be used in determining priorities for capital improvements. The prioritization for Dover-Foxcroft roads is displayed in Table 10-2. Of note, is that the Dexter Road (Route 7) should be of equal importance as the Bangor Road, given that the Dexter Road provides the more southerly connection to the Interstate at Newport.

MaineDOT’s Statewide Transportation Improvement Plan (STIP) is a four year, federally required transportation capital improvement program that is required for Maine to receive Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) funding. All projects included in the STIP have been represented in a MaineDOT Work Plan and/or have received federal approval through inclusion in a prior STIP or as an amendment to a prior STIP. The Work Plan contains: the process for the selection of projects, a description



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regarding MaineDOT's public involvement process in transportation programming, and a more detailed discussion of state and federal transportation funding than the STIP document.

Table 10-2 MaineDOT Priorities for Highways and Roads		
Priority	Description	Dover-Foxcroft Highway
1	Includes Maine Turnpike, the interstate system and key principal arterials (Route 1 in Aroostook County, Airline (Route 9), Route 2 west of Newport, Route 302). The 1,400 miles of Priority 1 roads represent only 7% of total miles, but carry fully 40% of all vehicle miles traveled in Maine.	None
2	Includes non-interstate, high value arterials that represent about 4% of the total miles of road but carry 11% of overall traffic.	Bangor Rd. (Rt. 15) Guilford Rd. (Rt. 6/15/16)
3	Generally includes the remaining arterials and most significant major collectors. These 2,050 miles represent only 9% of miles, but carry 19% of the traffic.	Dexter Rd. (Rt. 7) Milo Rd. (Rt. 6/16)
4	Generally includes the remainder of major collectors, often part of the state aid system where road responsibilities are shared between the state and towns. These 1,900 miles represent about 8% of total miles, and carry 10% of the traffic.	Greeley's Landing Rd. (Rt. 153) Pine Street
5	Includes 2,500 miles of minor collectors, almost all on state aid system. They represent 11% of miles, but carry only 7% of traffic.	Vaughn Rd., then East Dover Rd to Range Rd., and east on Range Rd.
6	Includes 14,300 miles of local roads and streets that are year-round responsibility of towns. They carry 13% of the statewide traffic and make up 61% of total miles.	All other public roads
Source: MaineDOT at <a href="http://www.maine.gov/mdot/about/assets/glossary/">http://www.maine.gov/mdot/about/assets/glossary/</a>		

Table 10-3 contains the work plan for calendar years 2014 through 2017. Several projects that were completed in the prior work plan include:

- Route 6 (West Main St.) Highway reconstruction between Sanford St. and .72 miles easterly of Lincoln St.
- Route 15 (East Main Street) and 7 (South Street) Intersection upgrade of traffic signals.
- Route 6 (Milo Rd.) Installation of flashing beacons/warning signs at/near Pleasant River Lumber entrance.

Table 10-3 MaineDOT Work Plan: Calendar Years 2014 through 2017			
Year	Scope	Name and Description	Funding
2014*	Highway Light Capital Paving	Pine St./Douty Hill Rd. beginning at Rt. 23 extending east 6.56 miles to Rt. 7 in Dover-Foxcroft	\$258,752
2014*	Maintenance - Drainage	Pine St./Douty Hill Rd. shoulders and cross culverts beginning at Rt. 23 (Main St.) in Sangerville and extending easterly 6.58 mi. to Rt. 7 in Dover-Foxcroft.	\$116,000
2014*	Highway Light Capital Paving	Park Rd. beginning at Rt. 153 extending 0.95 mi. to Peaks Kenny State Park.	\$37,472
2014*	Highway Preservation Paving Mill and Fill	Route 15 (Bangor Road) beginning 0.88 of a mile north of Shamrock Rd. and extending northerly 3.43 miles.	\$1,358,260
2014*	Highway Light Capital Paving	Vaughn Rd. beginning at Rt.15 in Dover-Foxcroft extending east 7.16 miles to the Stagecoach Rd. in Atkinson.	\$282,418
2014*	Maintenance - Drainage	Vaughn Rd. shoulder work, ditching and repair of six catch basins beginning at Rt. 15 (East Main St.) in Dover-Foxcroft and extending easterly 7.22 miles.	\$66,000
2015/16/17	Highway Safety, Spot Improve. Culvert Replace.	Route 15 (Bangor Road) replace multi-plate arch located 0.1 miles northwest of Bear Hill Rd.	\$300,000
2015/16/17	Bridges Scour Counter-measures	Black Stream Bridge (# 2076) which carries Route 7 (Dexter Rd.) over Black Stream. Located 0.75 miles south of Paine Rd.	\$250,000
2015/16/17	Highway Preservation Paving 1 1/4" Overlay	Route 6 (Summer Street/Milo Road) beginning 0.13 of a mile north of Free St. and extending northeasterly 6.40 miles.	\$1,975,000
2016/17	Scour Countermeasures	Rt. 153 Third Bridge (# 3730) over Bog Brook; 0.1 mi. south of State Park Rd.	\$150,000
* Completed Projects Source: MaineDOT Work Plan: Calendar Years 2014-2015-2016-2017, January 2017 <a href="http://maine.gov/mdot/projects/workplan/docs/2015/WorkPlan2015-2016-2017.pdf">http://maine.gov/mdot/projects/workplan/docs/2015/WorkPlan2015-2016-2017.pdf</a>			

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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## Priorities on State Highways

The Town's priorities for future state projects include:

- Major upgrades to the Dexter Road (Route 7), as an important regional artery connecting Dover-Foxcroft and other area towns to the Interstate and points south. This should include:
  - Upgrade of East Maine Street and the Dexter Road (Route 7) from the traffic signal downtown to the Pine Crest Business Park to include road reconstruction and related downtown improvements, such as moving overhead utilities to improve aesthetics, sidewalk and other pedestrian amenities, and other improvements identified in downtown economic development plans.
  - Upgrade of Route 7 (Dexter Road) between Board Eddy Road and Merrills Mills Road, the low-lying section of the road with wetlands on both sides; section is also identified as a high crash location.
- Reconfiguration of the downtown intersection of South Street and Main Street to more safely accommodate truck traffic.

## Scenic Byways<sup>91</sup>

There are no actively maintained scenic byways running through Dover-Foxcroft. The remnants of a "Katahdin Trail" are several signs along Route 7 in Dover-Foxcroft. The two scenic byways in the Highlands Region listed on the MaineDOT website:

- Moosehead Lake Scenic Byway (formerly Seboomook) - Route 15 - Greenville to Jackman.
- Moosehead Katahdin Woods & Waters (formerly Grindstone) - Baxter State Park (boundary near Togue Pond) to Millinocket where it joins Route 11 to East Millinocket/Medway; then north on Route 11 to Stacyville/Sherman; then north to Patten; then following Route 159 through Mount Chase/Village of Shin Pond to the northern boundary of Baxter State Park at Matagamon.

The scenic byway designation has several advantages, including access to funding for improvements such as scenic overlooks, picnic and rest areas, and information and directional signage, and as a tourist attraction. Connecting Dover-Foxcroft and other nearby communities to one or both of these scenic byways could be a long-term goal to promote economic development.

## The Importance of Dover-Foxcroft Arterials: "Strategic Investment Plan for Corridors of Regional and Economic Significance, MaineDOT Region 4 Transportation Corridors" (March 19, 2007)<sup>92</sup>

This study was prepared by Eastern Maine Development Corporation and several other regional councils as a part of the MaineDOT's long-range planning process. The goal was to identify land use, transportation and economic needs along Maine's most significant corridors dominated by arterial highways, but also including rail, water, air and trail connections. The recommended long-term investments were prioritized based on economic vitality, safety and security, community and environmental preservation and enhancements, and transportation system sustainability. The following are the recommendations for the Sebastacook Valley Corridor:

- Improve Mobility and Safety on State Routes 7/11/15/23 from Newport to Dover-Foxcroft and Greenville: This project is to improve the efficiency and safety of the corridor. The corridor currently accommodates a mix of commuter vehicles, tourists, and heavy truck traffic. Improvements may include conducting a safety audit of the corridor and implementing access management techniques to preserve and enhance mobility and safety. This project is to address safety and mobility concerns resulting from existing traffic levels and anticipated increases resulting from anticipated residential and commercial developed in northern Piscataquis and Penobscot Counties.

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<sup>91</sup> <http://www.exploremaine.org/byways/highlands>

<sup>92</sup> <http://www.hcpcme.org/transportation/needs/sip Cres/SipCres031907.pdf>

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- **Tourism Infrastructure Improvements:** This project is to improve tourism related transportation infrastructure in Piscataquis and northern Penobscot Counties such as directional, sight identification, and interpretive signage as recommended by the Piscataquis County Tourism Taskforce. Tourism has been identified as a priority strategy for economic development in Piscataquis County.

While no specific projects were recommended for Dover-Foxcroft in this report, it is an indication of the overall corridor needs and issues that still need to be addressed. Future planning for the Sebastacook Valley Corridor will entail communities working together to advocate for desired improvements on these highways.

### **East-West Highway (Utilities and Communications) Corridor Proposals**

The concept of an east-west highway passing through northern New England has been around since before the 1960s. The original intent of an east-west highway was to link more remote northern communities in Maine, New Hampshire and Vermont with markets in the Canadian Maritimes, Quebec, and upstate New York. The most recent proposal is for a combined highway, utilities and communications corridor. The following is a brief time-line of efforts since 1990:<sup>93</sup>

- 1990 - Leaders at the New England Governors-Eastern Canadian Premiers' conference in Hartford, Connecticut, recommend the creation of an east-west highway through Maine to link the Canadian provinces of New Brunswick and Quebec.
- 1999 - A study prepared for the Maine DOT concludes the benefits of a 4-lane divided highway across Maine don't justify the costs, recommending instead that Maine work to improve existing roads.
- 2005 - President George W. Bush signs a federal transportation bill allocating \$1.1 billion to the state over the next six years, including \$28 million for the east-west highway.
- 2007 - President and CEO of Cianbro Corporation Peter Vigue unveiled a proposal for a toll highway from Calais to Coburn Gore, a privately-funded venture that he said was the only solution to the pressing need for a better way to cross the state. It's cost: \$2.1 billion.
- 2012 - Governor Paul LePage signed into law a bill setting aside \$300,000 to study the feasibility of Vigue's proposal.
- 2013 - Vigue supports the decision of the Maine Legislature's Transportation Committee to repeal a feasibility study for the proposed highway. He says the project could go forward anyway and a study "is something that can be done and be done by a third party." The Transportation Committee votes unanimously to recommend repealing the \$300,000 feasibility study for the proposed \$2.1 billion private east-west highway.

In response to the proposal the Town of Dover-Foxcroft adopted a moratorium ordinance regarding private distribution corridors to include paved highways, pipelines and high tension transmission lines on December 14, 2014. The moratorium ordinance cited the need to develop local regulations to address potential threats to public health, safety, and welfare, and to protect the local economy, natural resources and ecosystems, and the overall quality of life in the community.

As of this date, the east-west highway proponents continue to maintain a website with the proposal to create a long-term transportation, utility and communications corridor, including a privately financed toll road. The mission for the East-West Corridor Coalition is stated as follows: to make Maine the Northeast Trade Gateway; to provide economic opportunity and vitality to Maine, the Maritimes and Quebec; to develop a long-term

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<sup>93</sup> <http://bangordailynews.com/2014/12/30/news/state/maine-east-west-highway-timeline>

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transportation, utility and communications corridor; to improve connections to U.S. and Canadian Heartland and Atlantic Ports; and to develop demonstration pre-clearance border crossings.<sup>94</sup>

According to a Wikipedia citation - "Current backers of the highway propose an east–west axis through northern and central Maine - One portion of the new highway would run from Interstate 395 in Brewer, Maine, to the Canada-United States border near Calais, with a direct link to New Brunswick Route 1—a major transportation corridor serving the Maritimes. A second would travel northwest from Interstate 95 near Waterville, Maine, to the Canada-United States border at Coburn Gore, with a connection to a proposed extension of Quebec Autoroute 10 toward Montreal. A third would travel due west from Interstate 95 near Waterville, following the U.S. Route 2 corridor through Maine, New Hampshire, Vermont, and upper New York state."<sup>95</sup>

While the proponents of the project appear to be stalled, and possibly considering corridors that do not pass through Dover-Foxcroft, the Town still needs to be prepared for a possible corridor proposal by developing regulations to address the Town's interests, including protection of the local economy, natural resources, scenic resources and other critical concerns.

### ***Section 10.2 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 regional and state-wide mobility. Speeds and traffic volumes are usually lower than on state and state-aid highways and streets. The Town is responsible for maintenance on all Town roads and streets. There are a total of about 70.71 miles of local roads in Dover-Foxcroft. Another 3.68 miles are seasonal roads. (See Maps 12 and 13 Transportation in the Volume I Appendices)

The Town maintains an inventory of Town roads that is used to program maintenance and capital improvements. In 2010 a town-wide assessment of the Town's paved roads was completed that determined that over \$2.8 million would be needed to address paved roads in their entirety. To date, the townspeople have chosen to only invest State Local Road Assistance to upgrade town roads, which falls far short of what is needed. Table 10-4 contains the Town's inventory of its local roads.

### ***Section 10.3 Private Road and Public Easement Policies***

#### **Private Roads**

Private roads include driveways and some subdivision roads. For purposes of the Emergency 911 system, a private road will have a name if it accesses more than one residence. Any private road or subdivision road must meet Town road standards if it is proposed to become a town road. The Town has not generally accepted any private roads as town ways due to funding constraints. The Town also has a policy that all new lots have road frontage on a road built to Town standards even if it is to remain a private road.

#### **Public Easement Acceptance Policy**

The Public Easement Acceptance Policy, administered by the Board of Selectmen, is designed to provide public access across private roads, as requested by an applicant. The policy contains qualifying density requirements such as the number of residences, and other provisions such as deed conveyance and easement requirements, and road design and constructions standards. The amount of maintenance is to be determined annually by the Board of Selectmen, and may include non-maintenance.

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<sup>94</sup> <http://eastwestme.com>

<sup>95</sup> [http://en.wikipedia.org/wiki/East%E2%80%93West\\_Highway\\_%28New\\_England%29](http://en.wikipedia.org/wiki/East%E2%80%93West_Highway_%28New_England%29)

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 10-4 Town Road Inventory

Name	Total miles	Gravel miles	Paved miles
Airport Rd			
Ames Rd	0.73	0.66	0.07
Anderson Rd	1.7		1.7
Atkinson Rd	0.86	0.86	
Autumn Ave	0.45		0.45
Bea St	0.16		0.16
Bear Hill Rd	5.1		5.1
Board Eddy Rd	2.05	2	0.05
Bolton Rd	1.53	1.23	0.3
Bryant Rd	2.06	2.06	
Burough Rd	1.16	1.16	
Cedar St	0.18		0.18
Central Ave	0.1		0.1
Chandler Rd	1.04	1.04	
Cherry St	0.13		0.13
Cotton Brook Rd	1.17	0.87	0.3
Court St	0.17		0.17
Danforth Ave	0.06		0.06
Davis St	0.32		0.32
Dawes Rd	1.5	0.5	1
Deer View Lane	0.17		0.17
Depot St	0.06		0.06
Dexter Rd	6.03		
Doore Rd	0.78	0.78	
Dwelle Ave	0.52		0.52
East Dover Rd (town)	2.72	1.53	1.89
E Main St	0.9		
Elm St	0.11		0.11
Essex St (town portion)	2.92	2.23	0.83
Exchange St (town/priv.)	0.03		0.03
Fairview Ave	0.49		0.49
Fletcher Rd	0.4	0.4	
Forest St	0.3		0.3
Foxcroft Center Rd	1.39		1.39
Free St	0.09		0.09
French Rd	0.78	0.78	
Garland Line Rd	0.9	0.9	
Frost Rd	0.23	0.23	
Gellerson Lane	0.14		0.14
Grange ST	0.13		0.13
Gray Hill Rd	1.5	1.5	
Green St	0.12		0.12
Grove St	0.74	0.38	0.36
Hancock St	0.27		0.27
Harrison Ave	0.47	0.26	0.21
Harvey St	0.14		0.14
Herring St	0.15	0.15	
Hewett Rd	1.3	1.3	
High St	0.33		0.33
Holmes Rd	1	1	
Klimavicz Rd	0.72	0.72	
Lancaster Ave	0.19		0.19
Landfill Rd	0.83	0.73	0.1

Name	Total miles	Gravel miles	Paved miles
Lawrence St	0.38		0.38
Lee Cemetery Rd	0.19	0.19	
Lilac Lane	0.06		0.06
Lincoln St	0.68		0.68
Lookout Ave	0.18		0.18
Maple St	0.21		0.21
Mayo St	0.33		0.33
Mechanic St	0.3		0.3
Merrills Mills Rd	1.47	1.47	
Monument Sq Lane	0.04		0.04
Morton Ave	0.23		0.23
North Rd	0.3		0.3
Norton Hill Rd	3.2	1.8	1.4
Notch Rd	1.02	1.02	
Oliver Hill Rd	0.29	0.29	
Orchard Rd	1.09	1.09	
Paine Rd	0.91	0.91	
Park ST	1.23		1.23
Parsons Landing Rd	3.6	2.9	0.7
Paul Street	0.12		0.12
Pearl Street	0.1		0.1
Pine Crest Dr	0.37		0.37
Pleasant St	0.6		0.6
Railroad Ave	0.23	0.14	0.09
Range Rd (town portion)	2.08		3.6
Reservoir Ave	0.1	0.1	
River St	0.49		0.49
River Rd	0.63		0.63
Riverside Ave	0.06		0.06
Sanford St	0.11		0.11
Sangerville Line Rd	2.51	2.51	
School Rd	0.11	0.11	
Shamrock Rd	0.3		
Shaw Rd	1.29	1.23	0.06
Shore Rd North	0.63		0.63
Shore Rd South (town/priv.)	0.76	0.4	
Sias Hill Rd	0.09	0.09	
Smith Lane	0.15	0.15	
Spring St	0.25		0.25
Starbird Siding Rd	0.92		0.92
Steadman's Landing Rd	2.95	1.06	1.89
Timberlane Rd	0.07	0.07	
Union ST	0.37		0.37
Vulner Rd	1.33		1.33
Weston Rd	0.31	0.31	
Whittier St	0.19		0.19
Winter St	0.21		0.21
Totals	80.36	39.11	36.02
Source: Town of Dover-Foxcroft, Spring 2015			



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## Section 10.4 Bridges

The MaineDOT indicates there are twenty-one bridges in Dover-Foxcroft (See Maps 12 and 13, and Table 10-6). Seven of these bridges are the sole responsibility of the Town; the other fourteen are MaineDOT's responsibility. Most bridges were determined to be in satisfactory to good condition as of July 2013. The Town has recently made repairs to its Lincoln Street Bridge, and is waiting for MaineDOT to evaluate the bridge's condition to determine if additional work is needed.

Table 10-6 Bridges in Dover-Foxcroft							
MDOT #/ Bridge Name	Road	Over	Built	Span Type	# Spans/ Length (ft)	Last Inspected	Sufficiency Rating*/ Comments
State – MDOT Capital Responsibility							
2293/Main St Br.	Rt. 15/ Main St.	Piscataquis R.	1912	Concrete Arch	1/140'	12/4/12	99.3
5118/Essex St.	Essex St.	Piscataquis R.	1930	Concrete Girder	6/234'	11/5/12	46.7
3892/East Dover	E. Dover Rd.	Piscataquis R.	1948	Steel Girder	1/158'	5/17/12	66.5
2793/ Spool Factory	Rt. 16, Summer St.	Dunham Br.	1971	Steel Culvert	1/8'	7/20/11	81.8
2723/Robinson	Rt. 16, Summer St.	Davee Br.	1930	Concrete Slab	1/22'	7/20/11	83
0934/Board Eddy	Board Eddy Rd.	Black St.	1978	Alum. Culvert	3/27'	5/17/12	97
5861/Alder Br.	Rt. 15, Bangor Rd.	Alder Br.	1959	Steel Culvert	1/14'	7/20/11	96.3
2076/Black St.	Rt. 7, Dexter Rd.	Black St.	1976	Concrete Slab	1/36'	5/17/12	93.5
2983/Carey	Rt. 7, Dexter Rd.	Carey Br.	1938	Concrete Culvert	1/15'	7/21/11	75
2808/Stinchfield	Rt. 7, Dexter Rd.	Stinchfield Br.	1930	Concrete Slab	1/13'	7/20/11	71.9
3728/First	Rt. 153/ Greeley's	Davee Br.	1940	Steel Arch	1/21'	4/25/12	73.9
0953/Greeley's	Cotton Br. Rd.	Bog Br.	1980	Alum. Culvert	2/29'	4/28/11	93
3730/Third	Rt. 153/ Greeley's	Bog Br.	1943	Concrete Slab	1/26'	4/25/12	63.4
5287/Cass Notch	Pine St.	RR ROW	1952	Steel Girder	3/164"	4/25/12	70.2
Town – Capital Responsibility							
0971/Autumn A.	Autumn Ave.	Davee Br.	1975	Steel Girder	1/18'	8/6/12	68.8 Posted
0970/Lincoln St.	Lincoln St.	Davee Br.	1960	Concrete Slab	1/22'	8/6/12	59.8
0483/Railroad St.	Railroad St.	Davee Br.	1960	Steel Girder	1/18'	8/6/12	59.8 Closed
5119/South Mills	Bear Hill Rd.	Black St.	1979	Steel Culvert	1/17'	8/6/12	88.9
0933/Pratt	Hewett Rd.	Dagget Br.	2006	Concrete Culvert	2/20'	8/6/12	88.8
2766/SIAS	Ames Rd.	Alder Br.	1929	Concrete Slab	1/16'	10/26/1	88
0932/Hall	E. Dover Rd.	Alder Br.	2012	Steel Culvert	1/24'	7/24/12	38.9 Low use, redundant
<p>*Federal Sufficiency Rating is an indicator of the overall sufficiency of the bridge on a scale of 0 to 100 (100 = best, 0 = worst). The rating is computed with a federal formula using an array of condition and inventory data, and is used to identify bridges eligible for federal funding. The federal sufficiency rating includes both structural deficiencies as well as functional obsolescence. Since functional obsolescence (too narrow or low weight capacity) may account for a large portion of the rating, do not assume that a low sufficiency rating means the bridge could fail.</p> <p>Source: Maine DOT Bridge Management Section, 7/23/2013</p>							

## ***Section 10.5 Sidewalks/Pedestrian Facilities***

There are almost 8,000 feet of sidewalks in Town, located along South Street, Pleasant Street, Court Street, East and West Main Streets, Essex Street, Lincoln Street, North Street, Winter Street, Summer Street, Morton Avenue, and Autumn Avenue (See Map). Sidewalks are designed to provide access to commercial and residential areas, recreational opportunities, and are an important safety feature along heavily used roadways. In addition to sidewalks, crosswalks are important in maintaining safety for pedestrians. Crosswalks are distributed evenly across heavily used roadways at major intersections and frequent crossing areas.

The importance of adequate sidewalks and pedestrian amenities was emphasized in two studies completed for Dover-Foxcroft: the Downtown Revitalization Plan and the Maine Downtown Center Report. Both studies provide suggestions for how sidewalks and pedestrian amenities can be enhanced to improve economic viability in the downtown.

In 2012 the Town applied for funding to the MaineDOT for a safe routes project involving sidewalks and curbing to increase safety for pedestrians including senior citizens, citizens with handicaps and children walking to the K-8 school and installing warning lights on either side of the entrance to Foxcroft Academy. Specifically, the sidewalks that need to be refurbished, reconstructed, and/or constructed are used by pedestrians to access the downtown business district and children going to the SeDoMoCha K-8 school. The main artery of East and West Main streets provide critical pedestrian access to the Mayo Hospital complex, numerous health professional services, a grocery store and numerous retail shops.

Specific sidewalk needs include:<sup>96</sup>

- Route 15 (Bangor Road) between Bear Hill Road and Pearl and Essex Streets – sidewalk and curb
- Pleasant Street between High Street and East Main Street – sidewalk and curb
- Route 153 (North Street between the stream and East Main Street – sidewalk and curb
- Autumn Avenue between North Street and the stream – sidewalk and curb
- Pleasant Street between Bangor Road and School Street - sidewalk
- Morton Avenue between trailer court and Summer Street – sidewalk and curb
- Lincoln Street at intersection with Davis Street – sidewalk
- Essex street between Vaughn and Maple Street – sidewalk
- Also – two solar powers automatic school zone warning signs on Routes 15, 16 and 6 (West Main Street) 100 feet from the entrance to Foxcroft Academy

## ***Section 10.6 Public Parking***

Public parking in Dover-Foxcroft includes street-side parking in the urban area, Town-owned parking lots, and several other parking areas used by the public, but not owned by the Town. Parking lots are displayed on Map 14 in the Appendices of Volume I.

An inventory of public parking in Dover-Foxcroft includes:

- Street-side public parking – downtown and urban areas
- Town-owned/ leased off-street public parking lots
  - Town Office Complex
  - Public lot adjacent to Fire Station
  - Public lot at Chamber of Commerce
  - Parking lot at Monument Square (next to Congregational Church)

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<sup>96</sup> *MaineDOT Quality Community Program Transportation Enhancement and Safe Routes 2012 grant Application*

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- Parking lot north side of River Street Parking (a portion of this is leased)
- Parking associated with the Library and recreational facilities (Brown's Mill Park)
- Piscataquis County parking lots
- Other Public Agency parking lots

More conveniently located public parking is needed in the downtown. This is particularly noticeable when there are special events in the downtown, such as at Center Theater. The shortage of parking will increase as activity in the downtown increases. The Town's 2003 Downtown Revitalization Plan made a number of recommendations to improve parking in the downtown, such as parking areas with paving, curbing, lighting, landscaping, signage, and improved pedestrian ways.

### **Section 10.7 Public Transportation**

#### **Intercity Bus Service**

There are no intercity bus services providing regular service to and from Dover-Foxcroft. The closest bus terminals are in Bangor, where Concord Trailways, Vermont Transit, and SMT/Acadian Lines offer bus service to point in Maine, New Hampshire, Massachusetts and Eastern Canada. Cyr Bus Lines offers service between Bangor and Aroostook County and West Transportation connects Bangor and Calais.

#### **Taxi Service**

An internet search for taxi services in Dover-Foxcroft identified the Bragdon Taxi Service that provides services in the Bangor and Dover Foxcroft areas. Bragdon's website<sup>97</sup> states that they provide airport (Bangor International) pick-ups and drop-offs, as well as long-distance transportation within Maine to all points in the Northeast. They also provide services for events, such as weddings and conferences.

#### **Penquis Public Transportation and Specialized Services**

Penquis, a social service and transportation agency based in Bangor, provides demand response and deviated fixed-route transportation services by van and light duty bus, and through private volunteer drivers in Penobscot and Piscataquis counties.

Penquis' LYNX buses and vans provide public transportation and social service transportation to Dover-Foxcroft. MaineCare-covered and other social service transportation is also offered in private vehicles with volunteer drivers. While open to the general public, the primary users of the service are seniors, individuals with disabilities or special needs, and those with low-incomes.

LYNX scheduled stops (usually one round-trip per day) in Dover-Foxcroft are as follows:<sup>98</sup>

- Dover-Foxcroft – Bangor: Monday, Tuesday, Thursday
- Dover-Foxcroft – Dexter: Tuesday
- Abbott – Dover-Foxcroft: Tuesday
- Brownville – Dover-Foxcroft: Friday
- Guilford – Dover-Foxcroft: Wednesday
- Milo – Dover-Foxcroft: Tuesday
- Monson – Dover-Foxcroft: Tuesday
- Sangerville – Dover-Foxcroft

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<sup>97</sup> <http://bragdontaxiservice.com>

<sup>98</sup> <http://www.penquis.org>

## **Improving Transportation Options: “Linking the Rural Regions of Four Counties in Maine to Enhance Transportation Opportunities and Improve Quality of Life Regional Public Transportation Initiative” February 2014)<sup>99</sup>**

This study completed by the Eastern Maine Development Corporation examined public transportation needs in Piscataquis, Penobscot, Hancock and Waldo counties. The recommendations seek to assist people in rural communities by enhancing existing transportation options and developing new ones, thereby increasing access to the greater-Bangor metropolitan area. In addition to evaluating transportation needs, the study identified existing public transportation systems and new options for enhancing transportation options for rural areas. Some of the recommendations appear relevant, such as expansion of existing programs (Penquis), and new opportunities through programs that support ride-sharing, volunteer drivers, community ride boards, neighborhood cell-phone networks, and official/unofficial park and ride lots. To implement the recommendations the study suggests the formation of a “Transportation Management Association.” Dover-Foxcroft could initiate some of these programs by encouraging local agencies, private businesses (taxis, park and ride lots) to establish programs (or continue them, if already in place), and have representation on the Association.

### ***Section 10.8 Airports and Railroads***

The Bangor International Airport, located about 36 minutes from Dover-Foxcroft, is the closest full-service airport. The Airport provides national and international commercial passenger and cargo service as well as civil defense operations. The airport has an 11,441-foot main runway. Car rental services are available.

The Charles A. Chase Jr. Memorial Field Airport (Location I.D.44B)<sup>100</sup> is a public airport owned and operated by the Town of Dover-Foxcroft. The airport was activated in 1958. There are two turf runways, approximately 2,926 feet by 75 feet. The turf is in good condition. The airport is unattended, but there is a wind indicator and parking with tie downs. Aircraft operations for 12-month period end August 2014 were: 80% transient general aviation; 13% local general aviation; and 7% military.

There are no active railroad lines passing through Dover-Foxcroft. The rail road line that once existed in Town was abandoned a number of years ago. A portion of this line is owned by the State and utilized as a multi-use recreational trail.

### ***Section 10.9 Transportation Policies and Land Use Regulation***

Land use and transportation policies go hand-in-hand to guide future land use patterns and the costs associated with those patterns of development. Sprawling patterns of development result in increased costs for maintaining roads and road capacity to handle traffic. Unregulated access to major roads can result in increased conflicts with driveways and decreased road capacity to handle traffic efficiently. More compact development allows for the more efficient use and cost-effective maintenance of the transportation system.

In general, Dover-Foxcroft’s policies recognize the importance of coordinating land use and transportation systems. The Land Use Ordinance in combination with the provision of a higher level of services in the urban area enhances many aspects of the transportation system. Urban area zoning standards that allow higher densities support infill and a continuation of a more compact area. The subdivision regulations limit direct lot access to public roads. Town infrastructure, including parking, sidewalks, and the location of public facilities in the built-up area also support more compact development.

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<sup>99</sup> [http://www.emdc.org/image\\_upload/Final%20EMDC%20TIGER2%20corrected%208%2027%2014.pdf](http://www.emdc.org/image_upload/Final%20EMDC%20TIGER2%20corrected%208%2027%2014.pdf)

<sup>100</sup> <http://www.airnav.com/airport/44B>

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## Access Management

Access management is the planned location and design of driveways and entrances to public roads to provide for safe and efficient traffic movement. The unregulated addition of driveways and access points on a highway can greatly reduce traffic speeds, traffic safety and roadway efficiency. Access management is particularly important on the State's arterial highways where maintaining traffic flow and speed helps people and products move faster to enhance productivity, reduce congestion-related delays and to lessen environmental degradation.

Maine's access management law is applicable to all rural state highways and state-aid highways in Dover-Foxcroft. The rules set standards (sight lines, vertical alignment, driveway width, etc.) for the construction of driveway entrances within MaineDOT's right-of-way, and require permits for new driveways and entrances on state roads. State permits are also required for changes in existing driveways and entrances, including changes of use, to state roads. The Town is required by law to inform landowners and potential buyers of land requiring access to state roads of this permit requirement.

State arterial highways and mobility corridors are subject to more stringent standards than other state highways because of their economic importance and the need to maintain the critical highway capacity of these roads. State Routes 7 and 15 (Guilford Road, Dexter Road, Bangor Road) through Dover-Foxcroft are classified by MaineDOT as a Mobility Corridors. Other state highways in Dover-Foxcroft subject to less stringent access management regulations include the Milo Road (Route 6/16), Greeley's Landing Road (Rte 153), Pine Street, and Vaughn Road and the state-owned portions of the East Dover Road and Range Road.

Many towns adopt access management standards for town roads to assure that intersections have adequate sight distances, and are designed to provide for safe access to and from public roads. Access management is particularly important for major traffic generators, such as large subdivisions or major commercial and industrial developments.

## Existing Ordinance Requirements<sup>101</sup>

The Town's Land Use Ordinance and Subdivision Ordinance contain the following provisions regarding the transportation.

- Land Use Ordinance: Traffic Access, Circulation and Parking:
  - All uses must be designed to promote traffic safety.
  - Uses subject to Site Plan Review must meet the following additional requirements:
    - Entrance and exit driveways shall be located to afford maximum safety to traffic.
    - Entrance/exit design shall facilitate maximum possible sight distances.
    - Parking and circulation, vehicle and pedestrian, shall be safe and convenient.
    - Public and private ways shall be constructed to Subdivision Standards.
    - Other – adequate emergency vehicle access, lighting and stormwater control facilities.
- Standards Applicable to Subdivisions:
  - Statutory criteria: will not cause unreasonable highway or public roads congestion or unsafe conditions with respect to use of highways or public roads existing or proposed.
  - Detailed road design standards, including required sight distances for access to public ways.
  - No subdivision may have direct vehicular access to a state highway.
  - Subdivisions generating more than 200 trips per day must have two accesses to public ways.
  - Traffic impact analysis required for subdivisions generating more than 500 trips/day.
  - The only limitation on the length of dead-end streets is 1,000 feet for commercial or industrial streets.

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<sup>101</sup> See Chapter 12 Existing Land Use for more detailed discussion on land use issues.



## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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The following should be considered to improve these ordinances:

- Assure consistency with MaineDOT regulations.
- Require evidence of approved MaineDOT permits with applications for town permits.
- Review and update road and street standards to assure adequate sizing and design while not being overbuilt.
- Consider provisions for pedestrians and bicycles, particularly for urban areas.
- Review list of uses to determine if transportation standards should be applicable to uses such as day care centers, churches, and service clubs (uses not currently subject to Site Plan Review).
- Add guidance/standards to support more interconnected development designs to limit direct access to public roads, such as along West Main Street.
- Add more specific guidance/standards for off-street parking and standards for loading and unloading areas, without discouraging development in the urban area.
- Update language to cover current practices, such as the frontage requirement along a driveway built to Town standards for new development on backlots.
- Address transportation impacts from major projects, such as an east-west highway, to include consideration for the traffic impacts on Dover-Foxcroft.

### ***Section 10.10 Annual Average Daily Traffic (AADT) for Highways and Roads***

*See next 2 pages.*

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 10-5 Annual Average Daily Traffic (AADT) for Dover-Foxcroft Highways and Roads			
LOCATION	AADT – Year 2009	AADT – Year 2012	STATION #
GUILDFORD ROAD/WEST MAIN STREET (SR 6/15/16)			
SR 6/15/16 (W MAIN ST) W/O SR 153(NORTH)	5950	7060	2907
SR 6/15/16 (W MAIN ST) NW/O WINTER ST		8870	5508
SR 6/15/16(GUILFORD RD) W/O DF PLAZA ENT		4820	44607
SR 6/15/16 (W MAIN ST) SW/O SANFORD ST	8650	8770	5006
SR 6/15/16 @ GUILFORD TL	4650	4950	35300
EAST MAIN STREET/BANGOT ROAD (SR 15)			
SR 15 (E MAIN ST) W/O SR 7 (SOUTH ST)	9190	9000	707
SR 15 (E MAIN ST) E/O RIVER ST	5650	5110	803
SR 15 (E MAIN ST) SE/O PEARL ST	4230	3830	1404
SR 15 (E MAIN ST) W/O ESSEX ST		4510	1407
SR 15 (PLEASANT ST) SE/O PLEASANT ST		3780	1604
SR 15 (PLEASANT) SE/O IR 421 (BEAR HILL)	3470	3280	5704
SR 15 SE/O IR 418 (RANGE RD)	3390	3120	40404
SR 15 SE/O IR 432 (BRYANT RD)	3020		40504
SOUTH STREET/DEXTER ROAD (SR 7)			
SR 7 (SOUTH ST) S/O GROVE ST	3350	3380	205
SR 7 (SOUTH ST) SW/O HIGH ST		4480	506
SR 7 (SOUTH ST) SW/O SR 15 (E MAIN ST)	5140	4960	706
SR 7 NW/O IR 426 (STARBIRD SIDING RD)		2880	36308
SR 7(DEXTER RD) S/O IR436(MERRILLS MILL)	3070	2680	39605
SR 7 NW/O IR 430 (BOARDEDY) @BR# 2808	2870	2800	39708
SR 7 (DEXTER RD) SW/O IR 423 @GARLAND TL	2890	2520	39506
NORTH STREET/SUMMER STREET/MILO ROAD (SR 6/16)			
SR 6/16/153 (NORTH ST) N/O LINCOLN ST	8150	6820	2901
SR 6/16 (SUMMER ST) NE/O SR 153 (NORTH)	5270	5670	5602
SR 6/16 (SUMMER ST) SW/O MORTON @ BR2723	4740	5420	3106
SR 6/16 (SUMMER ST) SW/O FAIRVIEW AVE	4630		3606
SR 6/16 (SUMMER ST) NE/O BOWL ALLEY ENT	4680	4530	3702
SR 6/16 (MILO) NE/O IR 419(FOXCROFT CTR)	4010	3530	36602
SR 6/16 (MILO) NE/O IR 427 (HEWETT) @TL	3510	3060	41402
NORTH STREET/GREELEY LANDING ROAD (SR 153)			
SR 153 (GREELEY LANDING RD) N/O WHITTIER	1170	990	4501
SR 153 (NORTH ST) NW/O SR 6/16 (SUMMER)	7770	4370	5608
SR 153 S/O IR2179 (PEAKS-KENNY) @BR#3730	830	560	40105
SR 153 N/O IR 704 (COTTON BROOK RD)	150		40101
SR 153 (NORTH ST) N/O PARK ST	1390		4301
SR 153 (NORTH ST) N/O CHERRY ST	2160	2580	101
WINTER ST E/O MECHANIC ST	3870	2310	5403
WINTER ST W/O SR 153 (NORTH ST)	3980	2350	4207
MECHANIC ST N/O WINTER ST	2210	840	5401
PINE ST W/O SR 7 (SOUTH ST)	1700	1010	407
IR 356 (PINE ST) @ SANGERVILLE TL	1140	580	33900
Source: Maine Department of Transportation, 2015			

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 10-5 Annual Average Daily Traffic (AADT) for Dover-Foxcroft Highways and Roads			
LOCATION	AADT – Year 2009	AADT – Year 2012	STATION #
ESSEX ST NE/O RIVER ST @ BR # 5118	2470	2170	1802
ESSEX ST SW/O CEDAR ST	750	590	2106
PARK ST NW/O SR 153 (NORTH ST)		1420	4308
PARK ST W/O HANCOCK ST	860		4807
AUTUMN AVE NW/O SR 6/16 (SUMMER ST)	160		3408
AUTUMN AVE E/O SR 153 (NORTH ST)	1090	870	4303
FAIRVIEW AVE SE/O SR 6/16 (SUMMER ST)	1510		3604
LINCOLN ST W/O UNION ST	980	760	2307
LINCOLN ST E/O SR 6/16/153 (NORTH ST)	940	880	2903
PLEASANT ST E/O HARVEY ST	760	650	1003
PLEASANT ST W/O SR 15 (E MAIN ST)	680	530	1607
MORTON AVE NW/O SR 6/16 (SUMMER ST)	660	460	3108
BEAR HILL RD S/O SR 15 (PLEASANT ST)	720	480	5705
IR 421 (BEAR HILL) NE/O IR 436 @BR# 5119	300		39902
CHERRY ST W/O SR 153 (NORTH ST)	930	120	107
IR 419 (FOXCROFT CENTER RD) NW/O SR 6/16	570	600	36608
IR 423 (OLIVER HILL RD) SE/O SR 7 @ TL	710	540	39504
VAUGHN ST SE/O ESSEX ST	730	650	1904
IR 2179 (PEAKS-KENNY SP RD) NW/O SR 153	610	440	40108
IR 418 (RANGE RD) E/O SR 15	450		40403
IR 414 (RIVER RD) E/O IR 427 @ BR# 3853	290	190	41503
IR 427 (E DOVER RD) N/O SR 15	60		40601
IR 427 (E DOVER RD) SE/O IR 434 @BR#3892	450	310	41604
IR 427 (PARSONS LANDING RD) NW/O SR 6/16	300	340	41408
IR 704 (COTTON BK) NE/O SR 153 @BR# 0953	270	200	40102
RIVER ST N/O SR 15 (E MAIN ST)	360	270	801
GROVE ST NE/O SR 7 (SOUTH ST)	140		202
LAWRENCE ST E/O SR 7 (SOUTH ST)	380		303
HIGH ST E/O SR 7 (SOUTH ST)	250	230	503
IR 426 (STARBIRD SIDING RD) E/O IR 894	260	270	35403
PEARL ST SW/O SR 15 (E MAIN ST)	180	170	1406
IR 404 (BOLTON RD) E/O SR 153 W/O SR 153		190/ 160	40203
IR 415 (STEADMANS LANDING) N/O IR 404		180	40301
IR 456 (ATKINSON RD) NE/O SR 15	150		40602
IR 430 (BOARDEDDY) E/O SR 7 @ BR# 0934	120	80	39703
IR 424 (BUROUGH RD) W/O SR 7(DEXTER RD)		80	39807
IR 436 (MERRILLS MILL RD) NE/O SR 7	250		39602
IR 432 (BRYANT RD) W/O SR 15	80		40507
DEPOT ST NE/O LINCOLN ST	50	30	2302
IR 427 (HEWETT) S/O SR 6/16 @ BR# 0933	50		41405
Source: Maine Department of Transportation, 2015			

## Chapter 11 - Fiscal Capacity

### Section 11.1 Funding Government: The Municipal Property Tax Base

The foundation of the town's fiscal health is the value of its property because the property tax on land, buildings and personal property is the primary source of funding for municipal services and facilities. An ongoing increase in property valuation is crucial to the fiscal health of the community.

The State assessed valuation is used to measure valuation trends over time because it is annually adjusted to reflect the economy and market trends. The primary purpose of the state valuation is to provide an "equalized" valuation to fairly calculate state revenue sharing, state aid for education, and the county tax for each town.

The State valuation lags actual market values and municipal assessments by nearly two years by the time it is final and certified. In other words, the 2015 state valuation represents the full equalized value of all taxable property as of April 1, 2013.

Figure 11-1 displays the State's valuations for Dover-Foxcroft for 2004 through 2014 (State certified for 2006 through 2016). The Town's total 2014 valuation was about \$300.4 million according to the State. The valuation increased by \$78.2 million between 2004 and 2015, which was an increase of 35.2%. The valuation peaked at \$318 million in 2009, and then decreased to \$292.4 million for 2012. This decrease in valuation since 2009 reflects the most recent economic recession, with less new construction to add to the valuation. Since 2012 the Town's valuation appears to be growing again, but has still not reached the 2009 level according to the data below.

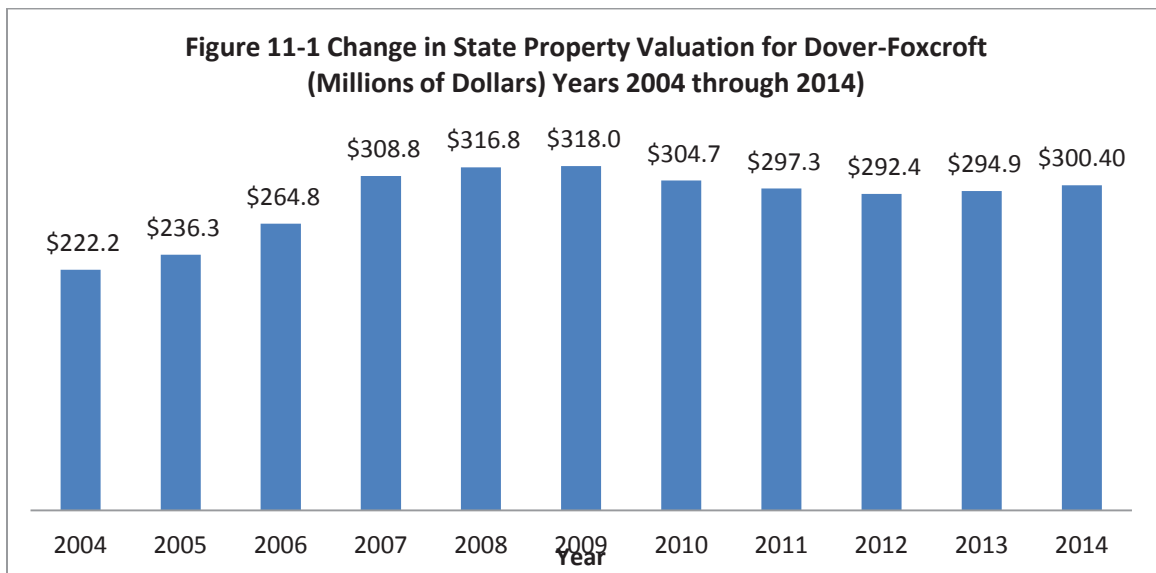


Figure 11-1, Represents State Valuations from 2006 through 2016. Source: Maine Revenue Services Property Tax Division, 2016

The following analysis demonstrates why it is important that the Town's property valuation increases in the future if it is to affordably fund government services. Basically, as the valuation decreases, the tax rate must increase just to continue to fund the existing level of services. Just keeping up with inflation alone, requires an increasing valuation.

As displayed in Table 11-1 Dover-Foxcroft's total local assessed valuation decreased by 4.4% between fiscal year 2010 and fiscal year 2015. At the same time the property tax commitment, or the amount of property taxes

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

raised to fund government increased by 27.7%. As a result of the increase in the amount necessary to fund government, the Town had to increase the tax rate from 13.66 to 17.65 mils.

Table 11-1 Property Valuation and Taxation				
Fiscal Year (year ending in...)	Local Assessed Valuation	State Equalized Valuation*	Property Tax Commitment	Tax Rate per \$1,000
2010	\$313,311,700	\$304,650,000	\$4,279,838	13.66
2011	\$315,254,600	\$297,250,000	\$4,713,056	14.95
2012	\$313,434,900	\$292,350,000	\$4,826,897	15.40
2013	\$299,270,700	\$294,850,000	\$5,132,493	17.15
2014	\$299,636,800	\$300,400,000	\$5,288,590	17.65
2015	\$299,461,200	NA	\$5,465,167	18.25
\$ Change 2010 to 2015	-\$13,850,500	-	\$1,185,329	4.59
% Change 2010 to 2015	-4.4%	-	27.7%	33.6%
Notes: * State valuation lags town valuation by 2 years – the state’s 2016 valuation is list as 2014 above. - The cumulative rate of inflation for the years 2010 through 2015 was 8.7%. <a href="http://www.usinflationcalculator.com/">http://www.usinflationcalculator.com/</a> Source: Dover-Foxcroft Auditor’s Reports, 2015 and Maine Revenue Services, 2016				

Usually, the more diverse the tax base the better able a town is able to weather fluctuations in the economy. Dover-Foxcroft has a fairly diverse tax base with a mix of residential, commercial and some industrial properties. There are also a number of tax exempt properties, which increase the tax burden on other property owners, but provide necessary services and contribute to the economy overall. Several of the Town’s non-profits contribute a fee in lieu of taxes which helps support the services these organizations require from the Town. In general, new or expanded commercial and industrial development would be most beneficial to increasing the valuation.

Another issue for Dover-Foxcroft is that its tax rate is higher than most surrounding communities. As displayed in Table 11-2 Dover-Foxcroft’s equalized tax rate for 2013 (17.65) was higher than tax rates for most of its neighbors: Guilford (13.65); Sangerville (16.50), Bowerbank (5.25); Sebec (10.50); and Garland (14.60); Charleston (13.69) and Dexter (15.40). Of the neighboring towns, only Atkinson had a higher tax rate (19.0).

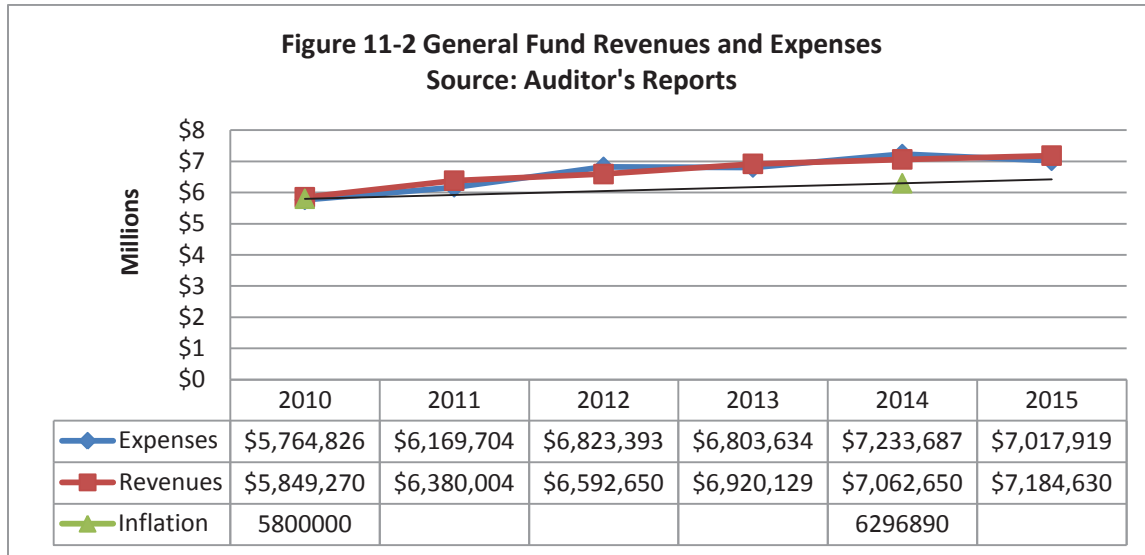
Service centers typically have higher property taxes than smaller communities because they provide more services, including services utilized by people living outside the town. Service centers are also often hosts for government agencies and other non-profits that do not pay property taxes. The result is that people may choose to live or develop a business in a smaller community located near a service center rather than in the service center because the taxes are less.

Table 11-2 Comparison of State Full Value Tax Rates (mils) (Equalized)	
Area	2013*
Dover-Foxcroft	17.65
Atkinson	19.00
Bowerbank	5.25
Guilford	13.65
Sangerville	16.50
Sebec	10.50
Garland	14.60
Dexter	15.40
Charleston	13.69
Brownville	18.30
Milo	20.35
* data is for municipal year 2013; Source: Maine Revenue Services, 2015	



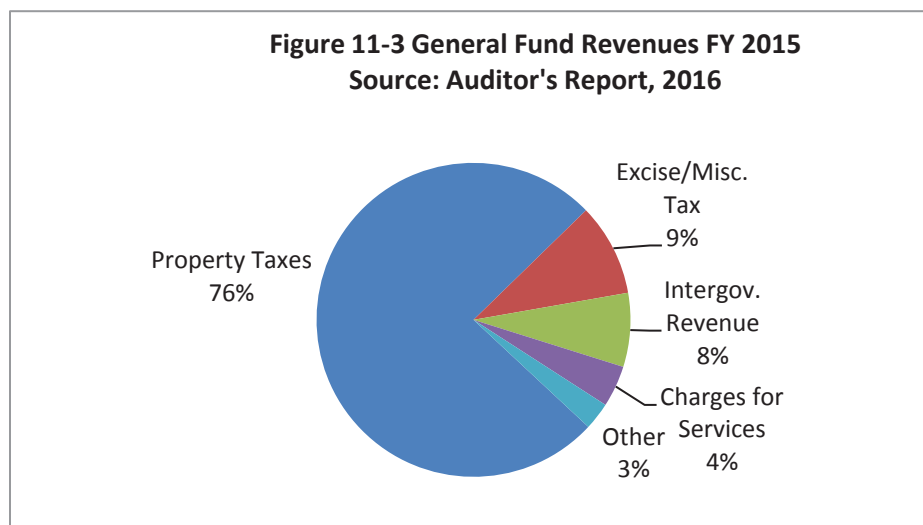
Section 11.2 General Fund Revenues and Expenses

Figure 11-2 displays general fund revenues and expenses, and a trend line for rate of inflation for 2010 through 2015. During this time period expenses increased by almost 22% and revenues increase by almost 21%. The cumulative rate of inflation during this time period was 8.6%.



General Fund Revenues

Property taxes were \$5.4 million or about 76% of total revenues for FY 2015 (Figure 11-3). Vehicle excise taxes and other miscellaneous taxes accounted for 9% of revenues. Intergovernmental revenues, such as state education reimbursements, state local road assistance, and state revenue sharing, accounted for 8% of revenues. The charges for services category was about 4% of total general fund revenues. All other revenues accounted for 3% of total revenues.



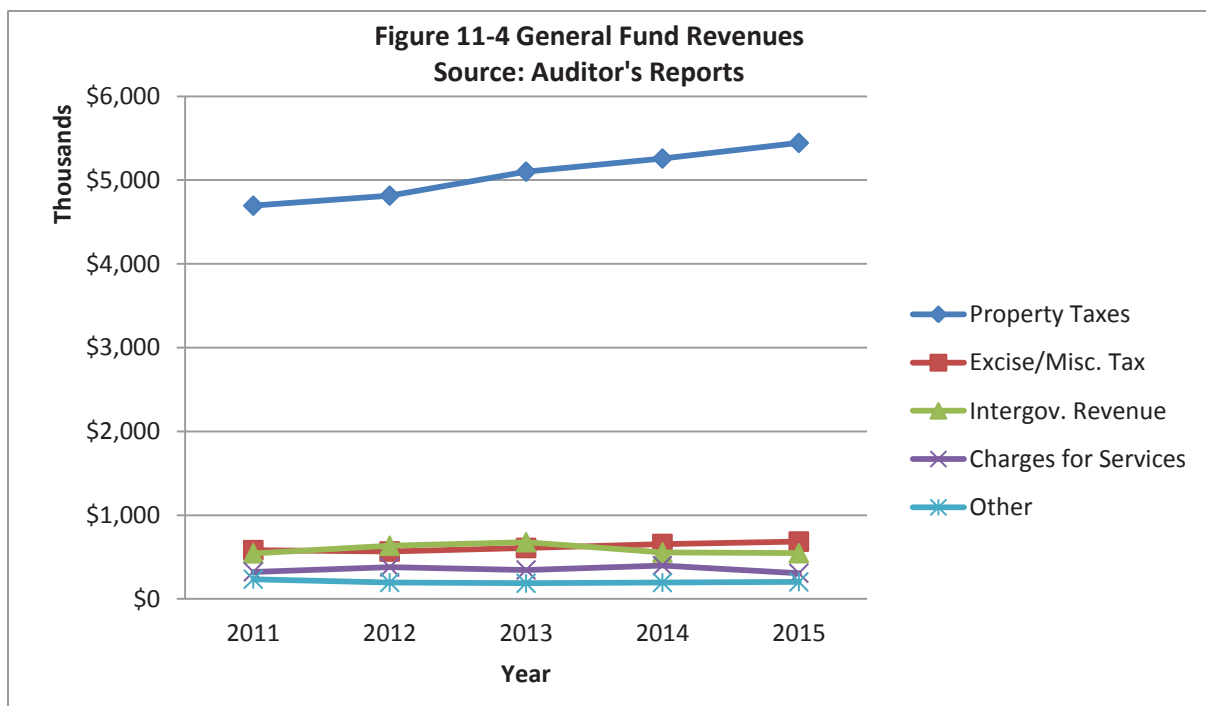
## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Total general fund revenues increased by about 13% between FY 2011 and FY 2015 (Table 11-3 and Figure 11-4). Property taxes increased by 16% and excise and miscellaneous taxes increased by 18% during this timeframe. Intergovernmental revenue increased by less than 1%, which is less than the rate of inflation. With the exception of interest on earnings, interest and lien costs, and payments in lieu of fees (taxes), which are monies donated by non-profits that don't pay property taxes, all other revenue categories had decreased.

						2011 to 2015	
Revenues	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	\$ Difference	% Chg
Property Taxes	\$4,694,221	\$4,814,334	\$5,100,480	\$5,257,214	\$5,443,539	\$749,318	16%
Excise/Miscellaneous Taxes	\$581,877	\$566,406	\$608,629	\$655,777	\$684,359	\$102,482	18%
Intergovernmental Revenue	\$545,156	\$635,017	\$677,738	\$554,898	\$546,822	\$1,666	0%
Charges for Services	\$323,440	\$380,055	\$346,467	\$399,578	\$306,456	-\$16,984	-5%
Interest/Lien Costs	\$45,825	\$38,842	\$31,780	\$43,368	\$45,963	\$138	0%
Licenses/Permits/Fees	\$49,725	\$42,225	\$41,006	\$42,012	\$41,289	-\$8,436	-17%
Recycling Credits	\$65,088	\$58,050	\$55,373	\$52,328	\$49,009	-\$16,079	-25%
Contributions	\$23,419	\$30,007	\$28,668	\$22,124	\$19,228	-\$4,191	-18%
Interest Earnings	\$9,122	\$3,772	\$2,969	\$2,851	\$13,851	\$4,729	52%
Payment in Lieu of Fees (Taxes)	\$19,800	\$22,000	\$26,900	\$26,900	\$26,900	\$7,100	36%
Miscellaneous	\$22,331*	\$1,942	\$119	\$5,600	\$7,214	-\$15,117	-68%
Total	\$6,380,004	\$6,592,650	\$6,920,129	\$7,062,650	\$7,184,630	\$804,626	13%

\*Misc includes sale of tax acquired property. Source: Dover-Foxcroft Auditor's Reports

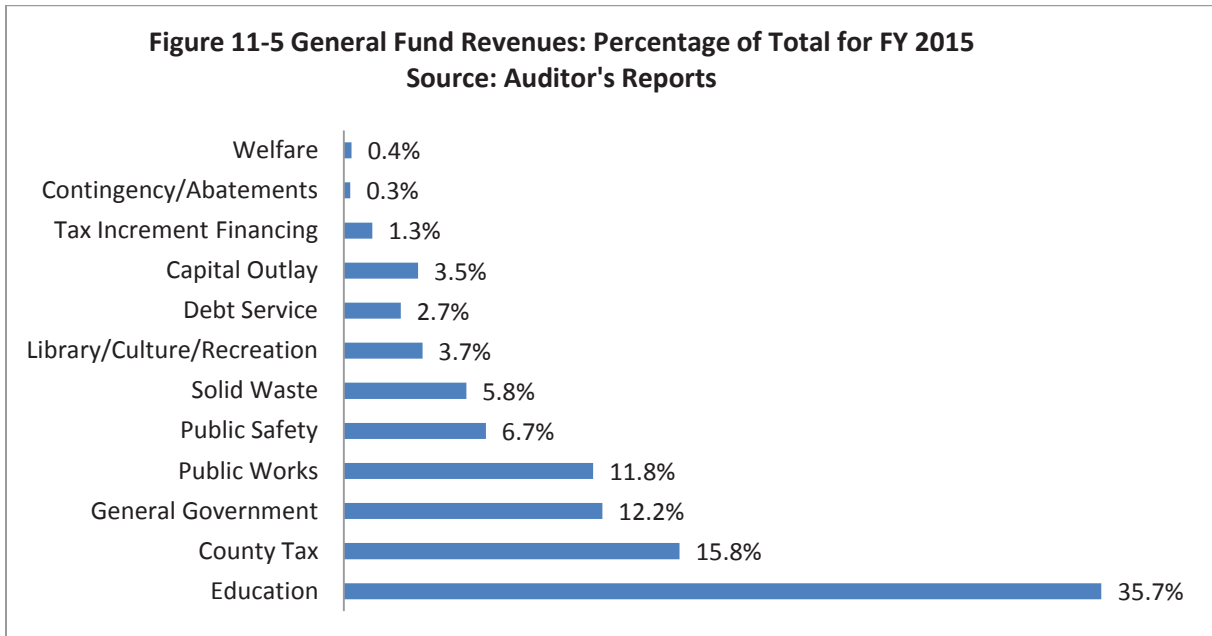
In the future, property taxes will continue to provide most of the revenues needed to support Town services, which is why a growing property valuation is so important. Since increases in other sources of funding, particularly intergovernmental funding (education, revenue sharing, local road assistance, etc.) may not increase significantly, or may actually decrease in the future, the Town will want to continue to explore other sources of funding, new financing mechanisms, and work to expand the tax base.



# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## General Fund Expenditures

Total general fund expenditures for 2015 were slightly over \$7 million, with about 36% of those expenditures for education. The next highest spending category was County taxes, which were about 16% of total general fund expenditures. Figure 11-5 displays breakdown of general fund expenditures for FY 2015.

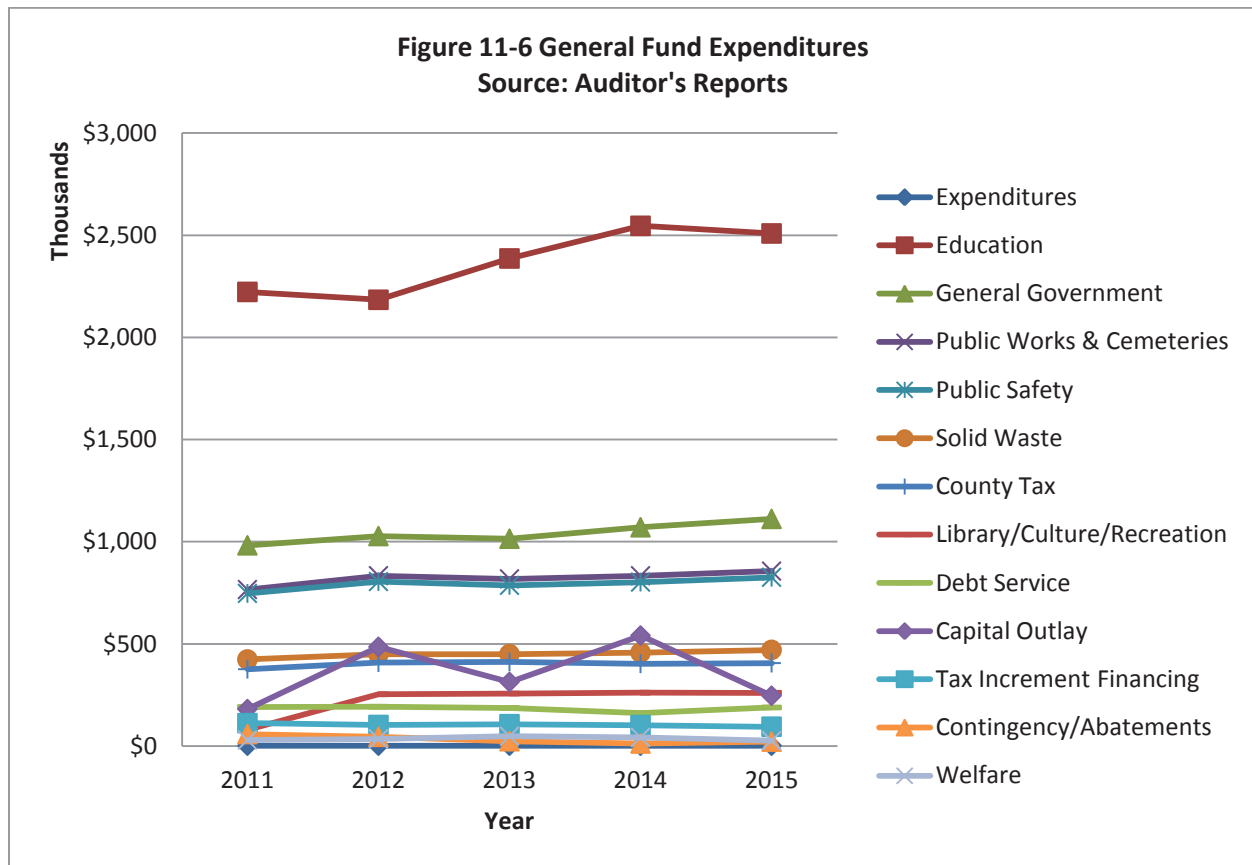


Total general fund expenditures increased from about \$6.3 million for FY 2011 to \$7 million for FY 2015, an increase of about 11% (Table 11-4 and Figure 11-6). About 5.5% of this increase was attributable to inflation.

Table 11-4 General Fund Expenditures						2011 to 2015	
Expenditures	2011	2012	2013	2014	2015	# Difference	%chg
General Government	\$982,390	\$1,027,845	\$1,014,752	\$1,070,735	\$1,111,792	\$129,402	13.2%
Police/Lights	\$396,742	\$463,481	\$430,678	\$445,823	\$468,971	\$72,229	18.2%
Hydrant Rental	\$223,226	\$214,430	\$214,429	\$214,429	\$214,430	-\$8,796	-3.9%
Fire Department	\$127,129	\$127,129	\$141,391	\$142,157	\$142,524	\$15,395	12.1%
Public Works	\$684,242	\$753,635	\$735,231	\$754,067	\$765,082	\$80,840	11.8%
Solid Waste	\$423,677	\$449,426	\$450,038	\$457,330	\$470,623	\$46,946	11.1%
Welfare	\$29,258	\$34,756	\$48,488	\$42,276	\$26,420	-\$2,838	-9.7%
Library/Culture/Recreation	\$218,116*	\$253,637	\$257,228	\$261,134	\$260,770	\$42,654	19.6%
Cemetery	\$81,844	\$80,284	\$82,893	\$79,476	\$91,147	\$9,303	11.4%
Contingency/Abatements	\$58,742	\$45,445	\$23,746	\$12,571	\$21,748	-\$36,994	-63.0%
Tax Increment Financing	\$112,028	\$103,158	\$106,895	\$102,530	\$94,601	-\$17,427	-15.6%
County Tax	\$376,113	\$408,234	\$411,256	\$403,097	\$406,040	\$29,927	8.0%
Education	\$2,222,457	\$2,183,988	\$2,386,169	\$2,545,865	\$2,508,595	\$286,138	12.9%
Debt Service	\$191,209	\$192,191	\$186,703	\$161,229	\$188,755	-\$2,454	-1.3%
Capital Outlay	\$180,956	\$485,754	\$313,737	\$540,968	\$246,421	\$65,465	36.2%
Total	\$6,308,129*	\$6,823,393	\$6,803,634	\$7,233,687	\$7,017,919	\$709,790	11.2%
*Adjusted to include Library expense, Town Treasurer, 2015						Source: Dover-Foxcroft Auditor's Reports	

## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Figure 11-6 displays the trends in expenditures between 2011 and 2015.



### Section 11.3 Funding Capital Expenditures

Dover-Foxcroft has a formal budgeting and six-year capital planning process. The goal is to anticipate major capital outlays, and to prioritize and schedule funding for projects in a fiscally sound manner that minimizes drastic changes in tax levels and cost-effectively manages interest payments on borrowed money. The process also allows the Town to consider a variety of funding approaches.

Dover-Foxcroft strives to maintain a balanced financial approach that utilizes short-term capital outlays through current year revenues and contributions to reserve accounts and longer-term financing for large projects, such as the following:

- Bonding: such as through the Maine Municipal Bond Bank, USDA Rural Development, Camden National Bank, etc. (long-term debt – see Table 5)
- Capital equipment leases: a photocopier at \$14,146 and a fire truck at \$257,000
- In-house loan: 2018 excavator loan to Wastewater Department, with an annual payment of \$18,788, to expire in 2018.
- Grants: such as through the US Housing and Urban Development (CDBG), USDA Rural Development, US Department of Homeland Security, and the US Department of Justice
- Special trust funds: such as for the Thompson Free Library Trust Fund
- Tax Increment Financing: Moosehead Redevelopment Project and Pleasant River Lumber
- State Road Assistance
- Refinancing to improve interest rates

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Long Term Debt

The Town had approximately \$6.5 million in long term debt (principal and interest) as of the June 30, 2014. Table 11-5 displays this debt by purpose and lender.

Table 11-5 Long Term Debt (as of June 2014)				
Purpose; Lender	Date Issued	Annual Payment (est. for 2015)	Total Principal Balance (June 30, 2014)	Payoff Date
General Government Obligation Bonds				
Creative Apparel Associates; Maine Municipal Bond Bank	2001	\$40,206	\$127,072	Fall 2016
Paving; Maine Municipal Bond Bank	2005	\$40,000	\$80,000	Fall 2015
Town Garage; Maine Municipal Bond Bank	2006	\$21,250	\$276,250	Fall 2026
Library; Maine Municipal Bond Bank	2006	\$15,000	\$195,000	Fall 2026
Fire Station; Camden National Bank	2011	\$10,000	\$60,000	Spring 2020
Total General Government Bonds	-	\$126,456	\$738,322	-
Wastewater Department				
Maine Bond Bank, USDA Rural Development (total of 6 bonds)	2003 -2012	\$261,018	\$4,329,608	2019 - 2040
Total (Municipal and Wastewater)	-	\$387,474	\$5,067,930	-
Source: Dover-Foxcroft Auditor's Report, 2014				

The Town is also responsible for its proportionate share of county and school debt. The total debt for RSU 68 is \$7,018,375 which is for the construction of the new elementary school completed in 2007. All of this debt is paid for by the state.

## Borrowing Capacity

Dover-Foxcroft appears to have additional borrowing capacity based on the following analysis. The total combined long-term debt for the purpose of examining borrowing capacity is \$6.5 million. There are several "rules of thumb" that can be used to evaluate a town's borrowing capacity. Meeting or failing to meet any one measure does not necessarily mean a community is not credit worthy, but rather together these measures provide a general picture of the town's capacity to borrow.

**Growing Property Valuation:** The Town's total 2015 valuation was \$299.5 million which amounted to a 4.4% decrease in the valuation since 2010. This can be attributed to the economic recession, slow population growth and the lagging economic recovery.

**Ratio of Per Capita Debt to Per Capita Income:** This ratio should be less than 5%, except that when a community's tax base includes considerable commercial, industrial, or second-home development, which relieves year-round homeowners of a significant share of the long-term debt, the per capita debt can justifiably be higher. This figure for Dover-Foxcroft is 6.7% [Calculated: per capita debt = \$6,900,000/4,145 (2013 population) = \$1,665; then \$1,665/\$24,665 (2013 per capita income) = 6.7%]

**Long Term Debt to State Valuation:** According to Maine statute, a town's total debt cannot exceed 15% of the most current state valuation. This is similar to the way banks limit the amount an individual may borrow to a standard debt ratio that compares the borrower's total indebtedness with their net worth. The statutory debt limit of 15% of state taxable valuation is considered by most investment counselors to be too high. The general "rule of thumb" is this figure should be less than 5%. The 2015 state valuation for Dover-Foxcroft was \$294.9 million which would mean a statutory limit of \$44 million. Dover-Foxcroft's debt as of June 2014 was about \$6.5 million which is about 2.2% of the state valuation, well below the statutory limit and the 5% "rule of thumb".



## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

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**Fund Balance (Undesignated Surplus):** The fund balance (undesignated surplus) is money available for unforeseen circumstances and should generally be enough to pay the Town's bills for a period of two months (at least 8.3% of total expenditures). Dover-Foxcroft's general fund fund-balance as of June 30, 2014 was \$754,771, or 10% of total Town expenditures (\$7,233,687). The Wastewater Department's fund balance as of June 2014 was \$806,665, which gives the department the financial capacity to address significant operational issues that may arise in a timely manner.

### ***Section 11.4 LD1 Limits***

LD 1, An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels, was enacted in January 2005. The purpose of the LD 1 spending limit is to restrict the amount of property tax dollars schools, counties and municipalities raise for services before needing special permission from the local legislative body to exceed the calculated limits. The key to the LD 1 tax burden reduction is to keep the percentage growth in the tax commitment at or below the percentage increase in the aggregate of the growth in new value within the community and the 10 year average growth in personal income statewide.

For Dover-Foxcroft, this formula has resulted in a growth rate of less than 2% for several years with some years being below 1%. Dover-Foxcroft residents have voted against raising the LD 1 limit for the past several years.

The result of these decisions is most evident in the condition of the Town's roads, where while the cost of road maintenance has increased dramatically and state funding for roads has decreased, local funding has not been adequate to maintain the status quo. As a result, the Town is falling further and further behind with roads continuing to deteriorate.

## Chapter 12 - Existing Land Use

### Section 12.1 The Setting and the Overall Pattern of Development

Dover-Foxcroft, located in southern Piscataquis County, has a total area of 71.18 square miles consisting of 67.81 square miles of land and 3.37 square miles of water. Its geographic coordinates are: 45°11'10"N 69°13'13"W.

Dover-Foxcroft is geographically a large town because it was originally two separate towns; Dover and Foxcroft with the Piscataquis River serving as the common boundary for the two. Today, Dover-Foxcroft is bordered on the north by Bowerbank, south by Garland, east by Sebec and Atkinson, and west by Guilford and Sangerville.

#### Land Cover

Dover-Foxcroft is about 45,500 acres, of which 71% (32,242 acres) is covered with forests (not including wetland forests). About 1.7% of the Town (772 acres) is developed land, which consists of constructed materials (buildings, roads, sidewalks, etc. and associated vegetation). Cultivated crops, and pasture and hay land account for about 4,800 acres or about 10.4% of the town. (See Table 12-1 and the Map 15 Land Cover in the Volume I Appendices)

Table 12-1 Land Cover in Dover-Foxcroft		
Land Cover Categories	Acres	Percent of Total
Developed Land	771.8	1.7%
Cultivated Crops and Pasture/Hay	4,777.4	10.4%
Forest	32,242.4	70.8%
Grasslands/Herbaceous and Scrub/Shrub	181.2	0.4%
Wetlands and Wetland Forest	2,329.1	5.1%
Open Water	1,999.2	4.4%
Other*	3,216.4	7.1%
Total	45,517.4	100.0%
* Other includes gravel pits and other bare land; roads/runways; and beaches, bars and other unconsolidated shore. Sources: Jointly funded and supported by USGS, NOAA, EPA, MEDEP, MESPO, MEIFW, MEDOT, MEDHHS, MEGIS and the Maine GeoLibrary Board. The landcover data is based on 2004 SPOT imagery combined with 2001 LandSat data (both are satellite imagery).		

#### Existing Land Use Pattern

Dover-Foxcroft's urban area is centrally located along both sides of the

Piscataquis River and at the intersections of State Routes 6, 7, 15, 16 and 153. The urban area consists of a central downtown with adjacent mixed use and residential areas. A highway commercial area occupies an area along West Main Street just west of the central urban area. The Pine Crest Business Park is located just south of the urban area off the Dexter Road.

The downtown area is composed primarily of public, semi-public, and commercial uses with a few residential dwellings. Most of the downtown contains small lots with minimal building setbacks. Immediately adjacent to the downtown, on all sides, mixed uses exist including single and multi-unit residential, home occupations, commercial, light industrial, public services, and public facilities.

On the northern boundary of the Town development (mostly residential, public and a commercial use) exists along the shores of Sebec Lake. Shorefront lots are very small and governed by Shoreland Zoning. Peaks Kenny State Park occupies a significant amount of acreage in the northwestern corner of the Town along the shores of Sebec Lake.

With the exception of a concentration of residences in East Dover, most of the rest of the Town is rural, with wetlands, ponds, forests, farmland, and single family homes, a few churches and some commercial and industrial uses scattered along rural highways and roads. Portions of the southeastern corner of Town are occupied by the Bud Levitt Wildlife Management Area and Northeast Wilderness Land Trust conservation land.

(See Map 15 Land Cover and Maps 16 and 17 Land Use in the Appendices of Volume I)

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

## Section 12.2 Residential Uses<sup>102</sup>

The inventory of residential properties as of December 2014 found the following:

Single Family Homes: 1,445	Seasonal Homes: 277
Doublewides: 57	Multifamily Structures (two or more units): 129
Mobile Homes: 245	

The highest concentration of year-round residential uses is in the urban area, and includes single-family homes, multifamily housing, and several mobile home parks. Clusters of single-family homes are also found in East Dover. Other single-family homes and individual mobile homes are scattered along rural roads. Seasonal homes and camps are most prevalent near Sebec Lake.

Multifamily housing complexes include: Thayer Parkway (56 units); Country Meadows (24 units); and Riverview Apartments (32 units). Additional multifamily housing to be completed in the near future includes the Riverfront Redevelopment Project (22 loft apartments) and the Summer Street Senior Housing development (25 units). All multifamily housing complexes are located in the urban area.

Dover-Foxcroft has five mobile home parks. Four are located in the urban area on public sewer and water, and include: Goodwin's (17 lots); Patterson's (6 lots); Alan Rush (4 lots); and Robert and Carla Bragan (4 lots). The fifth park, Foxcroft Estates (12 lots), is located just north of the urban area and is not on public sewer or water.

### Residential Land Use Trends

The growth in new housing has generally been slow with about 22 units added per year since 2000 (Table 12-2). All new multifamily units listed are located in the urban area.

Table 12-2 Housing Units Added between 2000 and 2014																	
Housing Type	Year Permit Issued															Total	Units/Year
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014		
Single Family	7	11	12	10	14	16	17	14	7	1	12	1	2	2	3	129	8.6/yr
Mobile Homes	12	6	9	10	2	9	7	2	4	5	11	5	3	5	3	93	6.2/yr
Multi-family	0	0	0	14	0	0	0	0	6	0	0	0	6	0	24	50	3.3/yr
Seasonal	3	0	5	4	4	12	10	3	2	2	6	1	1	1	1	55	3.7/yr
Total	22	17	26	38	20	37	34	19	19	8	29	7	12	8	31	327	21.8/yr
Source: Dover-Foxcroft Permitting Records, December 2014																	

Source: Dover-Foxcroft Permitting Records, December 2014

### Residential Subdivision Activity

A review of approved subdivisions (generally defined as the division of land or a building into three or more lots or units within a five year period) provides additional information on residential growth in Dover-Foxcroft.

Subdivision activity in Dover-Foxcroft was very modest between 2000 and 2015 (Table 12-3). During this time period there were 27 subdivisions/divisions according to Planning Board records. It appears that 8 of these (about 55 lots/units) were in the urban area and the remaining 19 (about 110 new lot/units) were in the rural area. The smallest subdivisions/divisions consisted of the addition of a third mobile home or housing unit, and the largest were a new 24-unit multifamily development and two 14-lot subdivisions in the rural area.

<sup>102</sup> Chapter 4 Housing contains information about types of housing, housing conditions and affordability.

# Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

Table 12-3 Residential Subdivisions/ Divisions 2000 to 2015 (Approved Permits)
Urban Area Residential Subdivisions/Divisions
Gary Larson: conversion of two apartment building to 3 apartment building, 97 West Main St. (M37/L45)
Dexter and Pat Voter: 3rd mobile home, Grove Street (M41/L38A)
Brian Westman, Bears Den: 6 cabins, North Street (M/L105A)
Nathan Blockler: 3rd mobile home, Dwelley Avenue (M 37/L9A)
Neil and Patricia Mallett: 8 lots, Bear Hill Road (M41/L24)
Neil and Patsy Mallet: Woodbury Hill Estates: 8 lots, Bear Hill Road (M41/L24)
Foxcroft Academy: 48 bed dormitory with 6 faculty apartments, West Main Street (M10/L14)
Northview Apartments: 24 housing units, 185 Summer Street (M11/L51)
Rural Area Residential Subdivisions/Divisions
Jon Pequignot: 2 lots, Atkinson Road (M6/L11A)
James and Victoria Rattigan, Hillside Acres: 3 lots, Atkinson Road (M6/L11)
Doug Smith, South Dover Village Estates: 14 lots, Bangor Road (M6/L41)
Varnum Farms: 5 lots, Burrough Road (M7/L22)
Richard Trott: 4 lots off Burough Road (M7/L22)
Lisa and Gary Niles, Walter Quinn Jr. Family Trust Subdivision: 2 lots, Burrough Road (M7/L23A)
Regina Foster: 7 lots, Dawes and Holmes Road
Foxcroft Estates: 18 additional mobile homes, Foxcroft Center Road (M14/L59)
International Timber, Garland Pond Road Subdivision: 6 lots, Parson's Landing Road (M15/L25)
Soderquist Partners: 7 lots, Parson's Landing Road (M18L/37)
Joseph Sprecher, Sprecher Cottage: 11 lots, Greeley's Landing Road (M14/L31)
Jennifer Perkins, Village at Stony Brook: Range Road, 14 lots (M9/L73)
Jim Thiel: 3rd mobile home, River Road
Ed Trapanier, Mountain View Estates: 5 lots, Shamrock Road (M3/L14)
Robert Berg and Malcolm French, Shaw Road Subdivision: 7 lots, Shaw Road (M1/L24)
Brian Williams, Triangle Estates: 4 lots, Shaw Road (M1/L16)
James and Victoria Rattigan, Rattigan Acres: 3 lots, Vulner Road (M3/L28)
Christine Taylor, Taylor Estates: 4 lots (M2/L16)
Source: Dover-Foxcroft Planning Board Records, January 2015

## Residential Uses in the Future

Given that relatively modest, if any population growth is anticipated for the next decade, it is very likely that residential land use will generally continue as in the past. However, with the overall aging of the population there may be more dwelling units created within the urban area nearer to services. Multifamily housing developments and large homes with apartments may become more common.<sup>103</sup>

## Section 12.3 Commercial and Industrial Uses<sup>104</sup>

Commercial uses are most prevalent and concentrated within the urban area, particularly in the downtown along East Main Street, North Street and South Street. The Foxcroft Plaza and a number of other commercial uses are located along West Main Street. The Pine Crest Business Park is located just outside the urban area off the Dexter Road. Some commercial uses are located along rural roads, such as the Merrill's at Sebec Lake, and the Foxcroft Golf Course off the Foxcroft Center Road.

Industrial uses include Pleasant River Lumber which is located off the Milo Road several miles from the urban area and the CMP Bucksport LLC (IP- Verso) wood yard off the Landfill Road just outside of the urban area.

<sup>103</sup> See Chapter 4 Housing

<sup>104</sup> See Chapter 3 Economy and Chapter 13 Agriculture and Forestry

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Table 12-4 displays Site Plan Review permits approved by the Planning Board between 2009 and 2015. Many of these permits were for commercial uses, although permits were also granted for a church, the County Soil and Water Conservation District, Foxcroft Academy and several other similar organizations.

Table 12-4 Site Plan Approvals 2000 through 2015				
Yr.	Name	Type of Use/Change	Map/Lot Street	Urban/ Rural
2009	S.A.V.E Virtues	Mobile food cupboard	M11/37A,	Both
	Dover True Value	Engine repair added	M40/L152,	U
2010	Verizon Wireless	Cell tower	M38/L4,	U
	Piscataquis Co. Soil & Water	Office	M11/L97,	R
	Maxton Technology	Cell tower	M7/L37,	R
	Options in Therapy	Change of use	M33/L74, Head Start	U
	WBRC Hilltop Manor	Addition	M34/L10,	U
	WBRC Pleasant Meadows	Addition	M10/L59B,	R
	Maurice & Margaret Hebert	Camp foundation	M20/L2,	U
	Living Word Food Cupboard	New warehouse	M10/L41A, W. Main	U
	Timothy, Cynthia Leprevost	Nursery garden center	M10/L58, Park	U
	Piscataquis Co. SWCD	Trail/boardwalk/deck	M11/L97, Milo Rd	R
	Tracy & Nanette Redmond	Printing business	M4/L62, Dexter	R
	Piscataquis Co Court House	Addition	M40/L98, E. Main	U
2011	John Nickerson	Relocation of bait shop	M11/L55, Summer	U
	David Flaherty	Horse in Village District	M31/L28B, Pine St	U
	Farmers Market @ YMCA	Farmers market	M31/L28B, Park St	U
	DF Tractor Supply	Trailer display	M10/L30F, W. Main	U
	Larry Crockett	Small engine repair	M31/L53, Whittier	U
	Piscataquis Co Court House	Landscaping amendment	M40/L98, E. Main	U
	Foxcroft Academy	Tennis/basketball courts	M10/L16, W Main	U
2012	Foxcroft Academy	Student dormitory	M10/L14&19, W Main	U
	Two Rivers Child Develop.	Office/school	M33/L33, Summer	U
	Farmers Market	Farmers market	M39/L7, South St	U
	Katti Webb	Home occ., dental hygiene	M33/L59, Summer	U
	Foxcroft Academy	Kitchen addition	M10/L14&19, W Main	U
	Penquis Mental Health	Storage building	M8/L86D, Bangor	R
	Family Worship Center	Church	M6/L8D Bangor	R
	ME Highlands Federal CU	Credit union	M37/L43 W Main	U
	Moosehead Project	Mixed use development	M36/L1,4A,6,	U
	305 State Street LLC	Nursing home	M34/L13, Essex St	U
2013	Erin Merrill/Ben Cabot	Bed and breakfast	M34/L20, W Main	U
	Moosehead Driving School	Driving school	M37/L35, W Main	U
	Global Tower Partners	NE Wireless cell tower	M30/L30,37,	R
	Mary Merchant	Retail Expansion	M40/L77, E Main	U
	Living Word Food Cupboard	Storage trailer	M10/L41A, W Main	U
	Historical Soc. Central Hall	Community/senior center	M40/L52,	U
2014	Prestige Worldwide Corp	Commercial kitchen	M33/L79, Autumn	U
	Bears Den Motel/Restaurant	Expansion of use	M36/L105A, Park	U
	Dunkin Donuts	Retail use	M10/L31, W Main	U
2015	Family Dollar Store	Retail use	M10/L30E, W Main	U
	Timothy Robinson	Storage building	M40/L142, South	U

Source: Dover-Foxcroft Permitting Office, May 2015



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The Moosehead Mill Redevelopment project in the downtown is a mixed-use development that is to include 14 offices, 3 conference rooms, a training room, 1 large office space, restaurant/kitchen, 9 hotel rooms, café, market, 22 apartments, and flex space.

Many businesses are located in people’s homes or on the same property as their residence. Home occupations will likely persist as people continue to seek sources of income close to home and with limited overhead.

**Commercial and Industrial Land Uses in the Future**

Overall, there has not been a lot of new commercial development in Dover-Foxcroft over the past five to six years, which at least in part, reflects the lack of population growth in the community and region over the past decade. Without major initiatives on the part of the Town to support a stable population size, and bring high-speed internet to the community, it is unlikely the amount of commercial and industrial development will increase dramatically in the future. However, the Town’s ongoing downtown revitalization activities, including the Moosehead Redevelopment project, and efforts to obtain affordable, high-speed internet should encourage new commercial and industrial activity in the future.

**Section 12.4 Public and Semi-Public Uses**

As the county seat and primary service center for Piscataquis County, Dover-Foxcroft has many public and semi-public uses including government facilities, utilities, the hospital, service organizations, churches, parsonages, and other non-profits. The majority of these uses are located within the urban area. The following is a sampling of public and semi-public uses; a more complete listing is in Chapter 3 Economy.

**Town-Owned Property:**

Town Office Complex	Thompson Free Library
Public Works Department	Town Recreation Facilities
Police and Fire Stations	Airport
Dover-Foxcroft Recycling Canter	Town Cemeteries
DF Wastewater Department	

**Quasi-Municipal Property:**

Pine Crest Business Park
Dover & Foxcroft Water District

**SeDoMoCha Elementary/Middle School**

**Federal, State, and County Government:**

U.S. Postal Office	County Soil & Water Conservation District
Peaks Kenny State Park	County Courthouse
Maine IFW Bud Leavitt Wildlife MA	County Administrative Offices
UMO Cooperative Extension	Sheriff’s Department and County Jail

**Other Semi-public:**

Piscataquis Chamber of Commerce	Dover-Foxcroft Kiwanis Club
Mayo Regional Hospital	Maine Highlands Senior Center
Historical Society Museums	Pine Tree Hospice
Penquis Higher Education Center	Woman Care Aegis
Piscataquis Regional YMCA	

**Churches and Parsonage**

## ***Section 12.5 Dover-Foxcroft's Land Use Regulations***

Dover-Foxcroft land use ordinances include:

- Land Use Ordinance - a town-wide zoning ordinance (described later in this chapter)
- Shoreland Zoning Ordinance<sup>105</sup> – a state-mandated ordinance administered by the Town that regulates shoreland areas within 250 feet of the normal high-water line of any great pond or river, within 250 feet of the upland edge of certain freshwater wetlands, or within 75 feet of the high-water line of a stream. The purposes are: to maintain safe and healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect archaeological and historic resources; to protect freshwater wetlands; to control building sites, placement of structures and land uses; to conserve shore cover, and visual as well as actual points of access to waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas. The ordinance includes the following types of shoreland districts: Limited Residential; Limited Commercial; General Development; Stream Protection; and Resource Protection. (See Map 18 Shoreland Zoning)
- Subdivision Ordinance<sup>106</sup> – a state-mandated law that is administered by Towns for the review of subdivisions (generally defined as the division of 3 lots/units or more within a 5 year period). Subdivisions must be designed to address the following: water supply; protection of water resources; traffic conditions; sewage and solid waste disposal; aesthetic, cultural and natural values; farmland; financial and technical capacity; floodplain management; impacts on adjoining towns; liquidation harvesting; and pollution. The ordinance sets forth the procedures for review, and elaborates on how the development must meet the review criteria. The Town's road standards are in this ordinance. There are also provisions for conservation subdivisions with density bonuses to encourage preservation of important open spaces.
- Floodplain Management Ordinance<sup>107</sup> – a federally-required ordinance for municipal participation in the federal flood insurance program. The ordinance allows landowners in 100-year floodplains to obtain federal flood insurance. A permit is required for any construction or other development, including the placement of manufactured homes, within the designated flood area. Certain development standards must be followed, such as designs that prevent flotation, collapse or lateral movement of structures; the use of materials resistant to flood damage; the design and placement of sewage systems to minimize infiltration of floodwaters and discharge of sewage into the floodwaters; and special rules for mobile homes.
- Maine Uniform Building and Energy Code (MUBEC)<sup>108</sup> – a state-mandated regulation administered by the local code enforcement officer that consists of the following combined codes: 2009 International Residential Code (IRC); 2009 International Building Code (IBC); 2009 International Existing Building Code (IEBC); and 2009 International Energy Conservation Code (IECC). Under MUBEC, permits and inspections are required to construct, erect, enlarge, alter, repair, move, demolish or to change the occupancy of a building or structure. Property owners must hire a 3rd party inspector to provide a report indicating the project meets MUBEC specifications. The Town issues a certificate of occupancy once the work is completed and an inspection report is submitted.
- Maine Subsurface Wastewater Disposal Rules /Minimum Lot Size Law/State Plumbing Code<sup>109</sup> - state-mandated laws and regulations administered by the local plumbing inspector to assure adequate lot sizes, soils, and installation of septic systems and plumbing fixtures.

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<sup>105</sup> *Mandatory Shoreland Zoning Act (38 MRSA Sec. 435 et seq.)*

<sup>106</sup> *Subdivisions (30-A MRSA Sec 4401 et seq.)*

<sup>107</sup> <http://www.maine.gov/dacf/flood>

<sup>108</sup> <http://www.maine.gov/dps/bbcs>

<sup>109</sup> <http://www.maine.gov/dhhs/mecdc/environmental-health/plumb/rules>

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- Sewer Ordinance - a Town ordinance designed to promote health and general welfare, to prevent disease, and to provide for safety by regulating the use of public and private sewers and drains, private sewage disposal, the installation and connection of building sewers and the discharge of waters and wastes into the public sewer system, and to provide for penalties for violations thereof.

Other local ordinances that regulate aspects of land use include:

Electronic Sign Regulations	Special Amusement Ordinance
Yard Sale Ordinance	Fire Department Ordinance
Peddling Ordinance	Contract Zoning
Fireworks Ordinance	
Moratorium Ordinance, Re: Private Distribution Corridors to Include Paved Highways, Pipelines, and High Tension Transmission Lines	

### Dover-Foxcroft's Land Use Ordinance

The Land Use Ordinance is the backbone of the Town's growth management program. While it is not a state-mandated ordinance, state law does require that the ordinance be consistent with an up-to-date comprehensive plan prepared in accordance with the Growth Management Act.<sup>110</sup> The overall goal of the Act is to encourage orderly growth and development in appropriate areas of each community and region while protecting rural character, making efficient use of public services and preventing development sprawl. Dover-Foxcroft's 2005 Comprehensive Plan was deemed consistent with Maine's Growth Management Act.

The Town's 2005 Comprehensive Plan states that "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."

Further, the 2005 Comprehensive Plan identified several specific needs and concerns to be addressed in the land use ordinance: "The land use ordinance will: 1) create a user-friendly application and permitting process; 2) assign more responsibility to code enforcement for review and approval; and 3) develop clear and consistent guidelines for obtaining approval."

The Town's Land Use Ordinance contains the Maine Growth Management Act definitions:

- Growth area: An area that is designated in a municipality's or multi-municipal region's comprehensive plan as suitable for orderly residential, commercial or industrial development, or any combination of those types of development, and into which most development projected over 10 years is directed.
- Rural area: A geographic area that is identified and designated in a municipality's or multi-municipal region's comprehensive plan as an area that is deserving of some level of regulatory protection from unrestricted development for purposes that may include, but are not limited to, supporting agriculture, forestry, mining, open space, wildlife habitat, fisheries habitat and scenic lands, and away from which most development projected over 10 years is diverted.

The Town's Land Use Ordinance includes as its purposes:

- to implement the provisions of the Town's Comprehensive Plan;

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<sup>110</sup> Growth Management Act (30-A MRSA Sec 4312 et seq.) <http://legislature.maine.gov/statutes/30-a/title30-A>

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- to encourage growth in the identified growth areas of the community, and to limit growth in the rural areas;
- to promote the health, safety and general welfare of the residents of the community;
- to encourage the most appropriate use of land throughout the community;
- to promote traffic safety;
- to provide safety from fire and other elements;
- to provide an allotment of land area in new developments sufficient for adequate enjoyment of community life;
- to conserve natural resources, natural beauty, and open space.

## **Growth Areas in the Land Use Ordinance**

Growth areas consist of six districts: Village (V); Downtown Commercial (COM1), Commercial (COM2); Industrial (IN1); Historical (H) and Residential (R). These districts are displayed on Maps 16 and 17 Land Use in the Volume I Appendices. Tables 12-5 and 12-6 summarize the provisions of each land use district.

### ***Village District (V)***

The Village District surrounds the Downtown Commercial District and is designed to provide an area for future growth to include expansion of limited commercial uses and areas for high-density residential development. All allowed uses require a permit. Single-family and two-family dwellings, churches, day care facilities and service clubs require a permit from the Code Enforcement Officer (CEO). Other allowed uses, such as multi-family dwellings, home occupations, retail and service businesses, professional offices, financial institutions, and restaurants require a site plan review permit from the Planning Board. Site plan review is designed to address noise, lighting, parking and other concerns necessary to ensure compatibility with existing neighborhoods. Prohibited uses are incompatible with village uses, such as animal breeding and care, extractive industries, wood processing, auto sales and services, wholesale businesses, boat building and repair, golf courses, kennels, outdoor storage businesses, self storage facilities, and a number of industrial uses.

Uses served by sewer require a minimum lot size of 5,000 square feet, and uses not served by sewer require a minimum lot size of 20,000 square feet. The maximum lot coverage is 80%, and dimensional standards are designed to allow for compact development. While many lots in this district are around this size, there are also some larger lots which could be available for infill development, if desired by the property owners. (See Table 12-5)

### ***Downtown Commercial District (COM1)***

COM1 encompasses the downtown which serves the heart of business and civic activity. Public sewer and water are available. The district contains existing commercial development and is designed to encourage expansion of downtown commercial uses. Single and two-family dwellings, day-care centers and service clubs require a permit from the CEO. Nearly all other allowed uses must obtain a site plan review permit from the Planning Board to assure they meet the required performance standards. Prohibited uses include agriculture, mobile home parks, extractive industries, campgrounds, cemeteries, animal hospitals, auto sales and repair, kennels, outdoor storage businesses, self storage businesses, wholesale business, and most industrial uses with the exception of manufacturing, newspaper facilities, and public transportation facilities.

COM1 encourages compact development similar to the Village District. The minimum lot size is 5,000 square feet for areas with public sewer and 20,000 square feet for areas without public sewer. There is no maximum lot coverage. While this area consists of many small lots, there are a number of vacant storefronts and areas where there could be infill development. (See Table 12-5)

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## ***Commercial District (COM2)***

COM2 is located along both sides of West Main Street (State Routes 6/15/16) adjacent to and west of the Village District, and consists primarily of highway commercial uses. The district encourages commercial uses in an area with access to public water and sewer. Most commercial uses are allowed, such as commercial complexes, professional offices, restaurants, retail and service businesses, day care centers, automobile sales and repair, commercial greenhouses, financial institutions, indoor recreation and entertainment, and motels. Allowed industrial uses include manufacturing, newspaper facilities, public transportation facilities and warehouses. Prohibited uses include agriculture, extractive industries, campgrounds, new residential uses (other than accessory apartments), churches, service clubs, medical clinics, public buildings, outdoor storage businesses, self storage facilities, and junkyards.

The minimum lot size is 15,000 square feet for areas with public sewer and 20,000 square feet for areas without public sewer. Almost all allowed land uses require a permit from the Planning Board to assure that site plan review performance standards are met. While much of the buildable road frontage is currently occupied, there may be additional land available for uses that don't require a lot of road frontage and/or that could be located set back from the highway. Some have suggested that the district may need to be expanded further west along the main highway. (See Table 12-5)

## ***Historic District (H)***

This district is an overlay district designed to encourage long-term preservation of properties listed on the National Register of Historic Places. Any proposed land use activity involving structural development within this district must be submitted to the Historical Review Committee for their comments. The CEO or Planning Board must consider these comments and must require that these historic properties be protected to the maximum extent possible in accordance with the Committee's recommendations. See discussion in Chapter 5 Historic and Archaeological Resources and Map 4 Historic District Inset in the Appendices of Volume I.

## ***Industrial District (IN1)***

IN1 encompasses the Town's Pine Crest Business Park, which is situated off Route 7 (Dexter Road). The district provides a conveniently-located business park, complete with services (sewer, water, roads, etc.) and with other conditions favorable to the development of additional businesses. Three of the lots are currently occupied and nine lots are available for new occupants.

Permitted uses include a range of uses, such as convention centers, government facilities, medical clinics, commercial schools, fitness facilities, hotels, professional offices, repair services, light industry, manufacturing, saw mills, and wholesale establishments. Prohibited uses include all residential uses, agricultural uses, campgrounds, nursing homes, automobile sales and service, retail businesses, and junkyards. The minimum lot size is 2 acres with a minimum lot width of 200 feet. Nearly all uses require a Planning Board permit. (See Table 12-5)

## ***Residential District (RES)***

RES extends from the Village District eastward between Essex Street and Vaughn Road to and including the area known as East Dover. The district encompasses areas of existing residential development while maintaining the rural character, and providing opportunities for medium-density residential development between the higher density Village District and the lower density rural districts. The minimum lot size is 20,000 square feet, and minimum land area per dwelling unit is 15,000 square feet.

Single-family and two-family dwellings require a CEO permit. Planning Board site plan review permits are required for nearly all other uses allowed in the district, including home occupations, agriculture, animal breeding and care, equestrian facilities, community services, churches, and public buildings. There are many



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prohibited uses, such as campgrounds, extractive industries, wood processing operations, earth materials storage, animal hospitals, government facilities and grounds, hospitals, nursing homes, amusement facilities and commercial recreation, auto services and repair, service stations, commercial greenhouses and nurseries, and many other commercial uses, and all industrial land uses. From a land use perspective, this is one of the most restrictive districts in Town (excluding shoreland zoning districts). This district has a considerable amount of active farmland. (See Table 12-6)

### **Rural Areas**

There are two rural area districts: Rural Residential 1 (RR1) and Rural Residential 2 (RR2). These districts are displayed on Maps 16 and 17 Land Use in the appendices of Volume I.

#### ***Rural Residential 1 District (RR1)***

RR1 nearly surrounds growth and urban area districts and consists of some smaller lots and many medium-sized and large lots. The district is designed to encompass areas of existing residential uses while maintaining rural character, protecting agricultural and forestry uses, providing open spaces, providing for residential growth, and encouraging medium-density development. The minimum lot size is 2 acres and minimum area per individual dwelling is 1 acre. The minimum lot width allowed is 200 feet to maintain rural character. A density bonus and relaxation of dimensional standards is allowed for conservation subdivisions that preserve open space and critical natural resources. Single-family and two-family homes and home occupations require a permit from the CEO. More intensive uses, such as mobile home parks, multifamily dwellings, and allowed commercial, industrial and semi-public uses, require site plan review permit from the Planning Board. Extractive industries, commercial complexes, and pulp mills are prohibited. (See Table 12-6)

#### ***Rural Residential 2 District (RR2)***

RR2 encompasses most of the Town's rural land area. The district is designed to maintain rural character, protect agricultural and forestry uses, provide open spaces, and provide for single-family residential dwellings with larger lot sizes. The minimum lot size is 2 acres and minimum area per dwelling is 2 acres. Lot widths must be at least 200 feet to maintain the rural character. A density bonus and relaxation of dimensional standards is allowed for conservation subdivisions that preserve open space and critical natural resources. Single-family and two-family homes and home occupations require a permit from the CEO. More intensive uses, such as multifamily dwellings, and allowed commercial, industrial and semi-public uses, require a site plan review permit from the Planning Board. This is the only district where extractive industries are allowed. Mobile home parks, commercial complexes, pulp mills, demolition and waste disposal are prohibited. (See Table 12-6)

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Table 12-5 Existing Land Use Ordinance District Provisions: Growth Areas				
	Village (V)	Downtown (COM1)	Commercial (COM2)	Industrial (Business Park)
Purpose (summarized)	Provide area for future growth; provide for expansion of limited commercial uses, high-density residential uses.	Include existing commercial development while providing for expansion of commercial uses.	Encourage development of commercial uses.	Provide land conveniently located to transportation and other conditions favorable to business; limit conflicts with other uses.
Min. lot size – with sewer	5,000 sf.	5,000 sf.	15,000 sf.	2 acres
-without sewer	20,000 sf.	20,000 sf.	20,000 sf.	n/a
Min. area/dwelling	None	None	N/A	N/A
Min. lot width -with sewer	50'	50'	50'	200'
-without sewer	100'	100'	100'	n/a
Setbacks - front/side/rear				
-with sewer	15'/5'/5'	10'/10'/10'	10'/10'/10'	None
-without sewer	15'/5'/15'	20'/20'/20'	20'/20'/20'	None
Max. lot cover.	80%	none	90%	90%
Max. Build. Ht.	35'	45'	35'	45'
Permitted Uses (examples) - May require CEO Permit	Single/two-family dwelling, mobile home, church, day care, service club	Single/two-family dwelling, day-care, service clubs	Signs, essential service	Wood processing, transmission line, fuel pipeline
Site Plan Review Uses (examples) - Requires Planning Board Permit; must meet performance and design standards	Agriculture, park, multi-family, mobile home parks, community living arrangement, retail, service, auto service, offices, financial institutions, planned unit development, restaurant, government, hospital, nursing home, school, manufacturing	Park, multifamily, home occupation, community center, community living arrangement, medical, nursing home, public, semipublic, school, retail, service, professional office, financial institution, restaurant, auto service, planned unit development, manufacturing, newspaper facility	Home occupation, accessory apartment, nursing home, office, commercial complex, retail, restaurant, service, wood processing, day care, auto service and sales, commercial greenhouse, financial institution, indoor entertainment, motel, manufacturing, newspaper facility, warehouse	Convention center, day care, government facility, boat building and repair, commercial school, communications facility, fitness facility, hotel, medical clinic, wholesale business, repair service, light industry, manufacturing, wholesale business
Prohibited Uses (examples)	Animal breeding, extractive industry, wood processing, auto sales/repair, wholesale business, kennel, junk yard, many industrial uses.	Agriculture, mobile home park, extractive industry, campground, animal hospital, auto sales/repair, kennel, junk yard, many industrial uses	New residential use, agriculture, most public, semi-public uses, planned unit development, outdoor storage business, junkyard, some industrial uses	Agriculture, park, residential, nursing home, school, auto sales and service, campgrounds, retail, junkyard

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Table 12-6 Existing Land Use Ordinance District Provisions: Growth and Rural Areas			
	Growth Area	Rural Areas	
	Residential (RES)	Rural Residential (RR1)	Rural Residential (RR2)
Purpose (summarized)	Encompass existing residential while maintaining rural character, protecting agriculture and forestry, provide for medium-density residential opportunities between village and rural districts.	Encompass existing residential while maintaining rural character, protecting agriculture and forestry, provide open spaces, provide for residential growth, encourage medium-density development.	Maintain rural character, protect agriculture and forestry, provide open spaces, and provide for single-family residences on larger lots.
Minimum lot size	20,000 sq ft	2 acres	2 acres
Min. land area per dwelling unit	15,000 sq ft	1 acre	2 acres
Minimum Lot Width	100'	200'	200'
Setbacks - front/side/rear	25'/15'/25'	25'/15'/50'	25'/15'/50'
Maximum lot coverage	50%	25%	25%
Maximum building height	35'	35'	35'
Permitted Uses (examples) - May require CEO Permit	Single/ two-family dwelling	Single/ two-family dwelling, home occupation, agricultural, farm animals	Single/ two-family dwelling, home occupation, agricultural, farm animals, forestry use, commercial nursery
Site Plan Review Uses (examples) - Requires Planning Board Permit; must meet performance and design standards)	Home occupation, agriculture, farm animals, multifamily, mobile home park, community living arrangement, parks, church, school, bed and breakfast, antiques/art gallery, museum, planned unit development, conservation subdivisions	Mobile home park, multifamily dwelling, planned unit development, commercial greenhouse/nursery, conservation subdivision, demolition waste disposal, and many commercial, industrial, semi-public and public uses	Multifamily dwelling, extractive industry, planned unit development, conservation subdivision and many commercial, industrial, semi-public and public uses
Prohibited Uses	Campground, extractive industry, wood processing, earth materials storage, animal hospital, day care, cemeteries, medical, nursing homes, amusement/commercial recreation, auto service and repair, commercial greenhouse, many other commercial uses, all industrial uses.	Extractive industry, commercial complex, and pulp mill	Mobile home park, commercial complex, pulp mill, demolition and waste disposal, building materials/retail sales, liquor store

## Shoreland Zoning

The Town's shoreland zoning districts take precedence over town-wide zoning. In some cases the shoreland zones are an overlay to the town-wide zoning, and in other cases the shoreland zones are base districts. These distinctions are displayed on Map 18 Shoreland Zoning. The Town's shoreland zoning was discussed previously.

## Land Use Ordinance Performance Standards

The Land Use Ordinance contains two levels of permit review: Code Enforcement Officer (CEO) permit review and Planning Board site plan permit review. Allowed uses that require a CEO permit are those that are most compatible with other uses within the district, such as single-family homes in most districts. Planning Board site plan review permits are required for more intensive uses that must meet certain performance standards so that

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they will not harm the environment and will be compatible with other uses in the district. As is noted in the descriptions of the districts above, some uses are allowed without a permit, but still must meet standards, and other uses are prohibited. All uses must meet the dimensional standards (minimum lot size, minimum lot width, etc.) of the ordinance, unless they are grandfathered, or are otherwise exempt from these requirements.

## **Site Plan Review/Planning Board Permits**

The following is a summary of the review criteria and standards utilized by the Planning Board in reviewing applications for Site Plan Review. These standards provide a guide for the applicant in the development of site and building plans as well as a method of review for the Planning Board. These standards are not inflexible requirements intended to discourage creativity, invention, and innovation.

### **Review Criteria:**

- Preservation of Landscape in its natural state, insofar as practicable, by minimizing tree and soil removal, retaining existing vegetation where desirable, and keeping any grade changes in character with the general appearance of neighboring areas; preservation of natural scenic character; consideration of significant archaeological sites.
- Preservation of Historic Structures within the Historic District through consultation with the Historical Review Committee.
- Relation of Proposed Buildings to the Environment, which shall be related harmoniously to the terrain and to existing buildings in the vicinity. Consideration for the scale of proposed building(s), massing of the structure(s), and natural features such as slope, orientation, soil type, and drainage courses.
- Parking and Circulation - layout and design for vehicles and pedestrians to be safe, convenient, and harmonious with proposed buildings and neighboring properties.
- Access management, such that entrances and exits provide for safe and convenient ingress and egress to and from the site and minimize conflicts with the flow of traffic on public ways; adequate sight distances for oncoming traffic; acceleration/deceleration lanes, where necessary.
- Surface Water Drainage shall not adversely affect neighboring properties, down-stream conditions, or the public storm drainage system; mitigation required to protect water quality.
- Utilities - provisions for adequate water supply and wastewater disposal.
- Special Features - setbacks and screening for storage areas, machinery installations, service areas, truck loading areas, utility buildings, etc. to prevent negative impacts to the environment and surrounding properties.
- Exterior Lighting to encourage energy efficiency, to ensure safe movement of people and vehicles, and to minimize adverse impacts on neighboring properties and public ways.
- Emergency Vehicle Access to be convenient and safe to all buildings and structures.
- Landscaping to define, soften, or screen the appearance of off-street parking and to enhance the physical design of the building(s) and site.
- Road Standards for public or private ways (reference to Subdivision Ordinance).
- Site Conditions during construction to be safe and sanitary, provisions for oil and grease disposal, dust control.

### **Performance Standards:**

- Roads standards with dimensional and design requirements; specifications for materials, etc.
- Buffers standards to minimize the negative impacts of inconsistent development and to protect water resources.
- Waste disposal to address Town's Sewer Ordinance and state laws.
- Air-pollution and noise controls.
- Accessibility standards for public accommodations and places of employment.

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- Water recreation and water storage facility safety standards (swimming pools, commercial fishing ponds, fish hatcheries, reservoirs, sewage lagoons, farm ponds).
- Signs standards for placement of signs, sign size, and sign type.
- Home occupation standards to minimizing their impact on existing neighborhoods.
- Agriculture standards to minimize environmental impacts and impacts on adjacent uses; allows farm stands exclusive for sales of agricultural products.
- Keeping of domestic chickens (Residential and Village Zones) to minimize impacts on adjacent uses.
- Manufactured housing standards to ensure the safety, health and welfare of mobile home occupants.
- Mobile home parks standards regarding the placement and design of mobile home parks.
- Addressing standards necessary for emergency services needs.

### ***Section 12.6 Future Growth and Development***

An analysis of the amount of land area needed for future growth and development is necessary to determine if existing land use regulations and growth areas are large enough and have the capacity to serve anticipated and desired growth and development. The goal is to encourage most types of development in growth and urban areas where there are services, such as public water and sewer, with rural areas providing the land base for agriculture, forestry and other typical rural uses.

For planning purposes residential growth is anticipated to consist of between 250 and 350 new housing units over the next decade. New housing units will include single-family homes, multifamily housing, mobile homes, camps, second homes, and new units in existing structures, such as the Town's many large older homes. With the aging of the population, it is anticipated there will be a demand for more multifamily housing and apartments close to services: Evidence of this is the 42 new units recently constructed in the urban area. Both the Village District and the Downtown have the capacity to handle a considerable amount of the anticipated residential development, particularly given the current minimum lot sizes (i.e., 5,000 square feet on sewer in both districts). Both districts have vacant and/or obsolete structures where redevelopment is desirable and will be encouraged. There is also some vacant land in the Village District for new construction or mobile homes. Second homes and camps will likely continue to be constructed on back lots near Sebec Lake and Branns Mill Pond, and there will continue to be some new homes built in rural areas possible on the many vacant subdivision lots in existence today. The Town may want to consider new districting that accommodates and encourages some of this outlying development in clustered neighborhoods, such as East Dover and South Dover.

Commercial and other non-residential growth is anticipated to proceed as it has in the past, with most of it occurring in the growth and urban area commercial districts, and in the Pine Crest Business Park, which is zoned Industrial. The Downtown Commercial District and the mixed-use Village District allow compact development (i.e., minimum lot size 5,000 square feet on sewer) and the Commercial 2 District accommodates development on minimum lot sizes of 15,000 square feet with sewer. These districts appear to have the capacity to handle a lot of the anticipated development, with the exception of the Commercial 2 District along West Main Street, where an extension of that district might be desirable.

The lack of areas designated specifically for industrial uses is a concern. Three areas have been identified as having the potential capacity to handle these types of uses, and some commercial uses, as well: the Pleasant River area, the Verso log yard and Town transfer station area, and the Pine Crest Business Park and airport area. Two of these areas could have access to sewer and water, and the Pleasant River area has access to just public water.

The analysis above was also based on the location of services (e.g., public sewer and water, transportation system, etc.) and land suitability. These topics are discussed on the following pages.



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If in the future, the Town determines that more land area is necessary to accommodate urban area growth, the following areas could be considered for expansions, because they could be served by the public sewer system (See Map 11 Water and Sewer in the Appendices of Volume I):

- West Main St. (Route 15), west of Plaza, will need a pump station.
- Park St., northwest past Pleasant Meadows - can be served by gravity for a few hundred feet.
- North St., north of Whittier St. - will need a pump station and a brook crossing.  
Summer St., east of Scooter's, will need a pump station.
- Essex St., east of Oak St. - will need a pump station.
- Vaughn Rd., east of treatment plant - could be gravity but long run to available services, pending depth of sewer line wanted, pump station more likely.
- Bangor Hill, Rt. 15 south, gravity on hill section up to Range Rd., after that more likely need pump station  
Bear Hill Rd., gravity on hill section, after that – pump station
- South St., south of Pine Crest driveway, due to valley could have an inverted siphon but preferably a pump station.
- Grove St., from bridge to South St., Brook crossing, possible pump station due to brook, may not have enough depth of cover at brook.
- Pine St., west of Bea St., will need a pump station.

### Land Suitability

Planning for future growth also involves identification of land areas suitable, or conversely, not suitable, for various types of development. Areas with steep slopes, wetlands, poor soils, or flood hazard areas are generally not suitable for most types of development. Other areas that may be considered not suitable for development, or where certain precautions should be taken, include important natural resource areas, such as significant aquifers, land areas around public water supplies, and significant wildlife, plant and fisheries habitats that are particularly sensitive to development. Development may also not be desired in areas highly valued for forestry and agriculture. Additionally, caution should also be used when considering the type and intensity of development in sensitive lake watersheds.

Maps that provide information important to determining land suitability include:

- Map 4 Historic and Archeological Resources
- Map 5 Water Resources – significant aquifers, public water supply wells, and lake/pond watersheds
- Map 6 Important Habitats and Natural Areas – sensitive wildlife and fisheries habitats, significant natural areas, rare plants
- Map 7 Farmland and Forest Land
- Map 20 Development Constraints – steep slopes, wetlands, hydric soils, floodplain soils
- Map 21 Soils Potential for Low Density Development – areas most suitable for development with subsurface wastewater disposal systems

Land suitability analysis and soils information prepared by the U.S. Department of Agriculture (USDA) Resource Conservation Service in the Soil Survey for Piscataquis County is helpful for land use planning. The Soil Survey is an inventory, description, and evaluation of soils. Soils are classified based on characteristics, including texture (percentage of sand, silt, and clay), permeability, slope, wetness, depth to bedrock, etc.

Slopes and soils influence the economic and physical feasibility of land development, both in terms of the actual placement of buildings and roads, and in the functioning of septic systems and other site alterations. Flat, gently

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sloping and moderately sloping areas are usually well suited for development. However, flat lands can be difficult to drain, and are often wetlands, floodplains or otherwise marginal soils.

Slopes greater than 15% are of concern. Development becomes increasingly problematic as the slope gradient increases. Roads on steep slopes are more costly to construct and maintain, and can be more dangerous to travel on, particularly for emergency vehicles and school buses during winter. Steep slopes can make buildings and subsurface disposal systems more expensive to construct and maintain. The Maine Subsurface Wastewater Disposal Law prohibits new subsurface waste disposal systems on slopes greater than 20%. Additionally, steep areas are more susceptible to erosion problems and water quality degradation.

Soil characteristics, such as depth to bedrock, erosion potential, soil wetness and flooding potential can present constraints to development. Sometimes these areas can be modified for development through filling, excavating and blasting; however, this work requires additional expense and can increase future maintenance costs. In general, there is also greater risk of environment degradation associated with development of these areas.

The Soils Potential for Low Density Development Map displays the suitability of areas for a 3-bedroom single-family residence with a basement 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. In general, the map suggests there are quite a few areas suitable for low density development in Dover-Foxcroft, including within and adjacent to the urban area. However, these areas are often prime farmland soils and farmland soils of statewide importance.

Floodplains are defined as areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains also serve as wildlife habitats, as open space and for outdoor recreation, and for agriculture without interfering with their emergency overflow capacity.

Floodplains serve to accommodate high water levels of water bodies often associated with late winter and spring snow melt and storm water runoff. Flooding can cause serious destruction to structures and property. Activities that increase paved or impervious surfaces, such as buildings and roads, which do not allow water to soak into the ground or that change the watercourse on floodplains, increases the quantity and rate of runoff that can intensify flooding impacts downstream.

The Federal Emergency Management Agency (FEMA) who administers the Federal Flood Insurance Program has mapped 100-year floodplain levels in Dover-Foxcroft. The 100-year floodplain level is where there is a 1% chance in any given year that flooding at this level or above this level will occur. One hundred year floodplains are associated with the Piscataquis River, and many of the ponds, streams, brooks and wetlands in Dover-Foxcroft.

## Chapter 13 - Forestry and Agriculture

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### ***Section 13.1 Forestry<sup>111</sup>***

Maine's forests are vitally important – economically, culturally and biologically. Maine has the largest and most diverse forest products industrial cluster in New England, consisting of paper companies, sawmills and secondary wood products manufacturers, forestland owners and managers, loggers, equipment manufacturers and distributors, biomass energy firms and other power facilities, financial institutions, forest-based recreation businesses, transportation firms and many others. The forest products industry is a fundamental part of the Maine economy.

The health of the forest products industry, and consequent maintenance of large tracts of undeveloped land, and the public access policies of many large landowners have provided an environment for non-timber, forest-based activities, such as outdoor recreation and nature-based tourism. Biologically, the forests provide genetic and ecosystem diversity, natural systems for counteracting air and water pollution, animal and plant habitats, and many other values.

The past three decades have seen increasing diversity in the use of Maine's forest resources, including construction of biomass plants, uses of land for purposes other than timber production, such as wind power, water extraction, residential and resort development, new forms of recreation, and a growing interest in forest biodiversity and carbon sequestration.

More than 50% of the land in Dover-Foxcroft is covered by forests consisting primarily mixed stands of evergreens and northern hardwoods (See Map 15 Land Cover in the Volume I Appendices).

The Town's forests are mostly owned by small woodlot owners including a few company-owned woodlands, rather than any large industrial or timberland investment company landowners. Landowners may use their forestland for a variety of purposes including home sites, timber harvesting for personal use, for sale to others, for its scenic value, for privacy or buffering from adjacent uses, for wildlife habitat, or for recreation.

One of the larger forestland owners is Penobscot Forests LLC, which owns approximately 880 acres enrolled in Tree Growth in Dover-Foxcroft. Penobscot Forests LLC owns a considerable amount of land outside Dover-Foxcroft and is managing its land for forestry; however, this company has also been a landowner involved in the proposed Passadumkeag Windpark and the Maritimes and Northeast Pipeline LLC.

There are a number of markets for the Town's timber, including the paper mills, sawmills, and biomass plants located in the region and beyond, including Canada. Two major purchasers of forest products located in Dover-Foxcroft include the Pleasant River Lumber mill and CMP Bucksport LLC.

Pleasant River Lumber, with its headquarters in Dover-Foxcroft, is a family-owned business with four generations of experience in the forest products industry. With five locations the company's mills produce over 200 million board feet of spruce dimensional lumber and eastern white pine annually, for customers throughout the East Coast region.

CMP Bucksport LLC operates a wood concentration yard in Dover-Foxcroft which serves to collect forest products, primarily pulp, which is then shipped to the Verso paper mill in Jay.

#### **Commercial Timber Harvests**

Landowners are required to notify the Maine Forest Service (MFS) before timber is cut or removed when the primary purpose of the harvest is to sell or use the timber for forest products. The notifications allow the MFS to

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<sup>111</sup> *Statewide and regional perspective source: Comprehensive Land Use Plan, Land Use Planning Commission, 2010*

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monitor compliance with the Maine Forest Practices Act, which limits the size of clear cuts and requires best management practices. The data should be used with caution, because loggers may not be clear on the definitions and distinctions in the type of timber harvesting, and/or the notifications may not entirely reflect what the harvest actually ends up being.

According to the MFS there have been 1,289 timber harvest notifications since 1991 (Table 13-1). The annually reported data since 1991 indicates that, on average, there have been 56 harvests per year and about 1,289 acres harvested per year. Of the total acres harvested from 1991 through 2013, 88% were selection harvests, 10% were shelterwood harvests and only 2% were clearcut harvests. About 1% of the total acres harvested were for a change of use, such as for a house, which is about 15 acres per year.

Year	Selection Harvest (Acres)	Shelterwood Harvest (Acres)	Clearcut Harvest (Acres)	Total Harvest (Acres)	Change of Use (Acres)	# of Active Notifications
1991	812	186	16	1,014	12	29
1992	726	131	155	1,012	2	36
1993	731	197	50	978	10	28
1994	1,268	161	62	1,491	24	32
1995	855	0	30	885	1	35
1996	1,324	79	21	1,424	13	52
1997	1,328	66	24	1,418	14	48
1998	1,410	67	34	1,511	31	52
1999	1,924	133	0	2,057	7	84
2000	976	199	0	1,175	1	91
2001	1,049	0	0	1,049	0	68
2002	864	43	0	907	0	59
2003	633	62	0	695	4	49
2004	867	165	0	1,032	3	61
2005	948	202	0	1,150	53	60
2006	1,074	73	0	1,147	64	76
2007	1,204	45	61	1,310	11	70
2008	809	0	36.5	845.5	10	61
2009	286	60	6	352	2	51
2010	1,220	363	33	1,616	0	68
2011	1,729.5	182	86	1,997.5	21.5	70
2012	1,648	90	0	1,738	4	57
2013	428	160	6	594	64	52
Totals	24,113.5	2,664	620.5	27,398	351.5	1,289
Average	1,048	116	27	1,191	15	56
<p>Key to Headings:</p> <p>Selection harvests remove some trees of all sizes, either singly or in small groups with the goal of encouraging regeneration with a multi-aged stand structure.</p> <p>Shelterwood harvests remove trees in 2 or more stages; the initial harvest removes most mature trees, leaving enough trees to serve as seed sources and to provide the right amount of shade to produce a new generation of trees.</p> <p>Clearcut harvests remove most or all the trees in one harvest; regeneration occurs through natural seeding by nearby trees, from stumps, planting seedlings, or from seedlings already growing in the understory.</p> <p>Change of Use is usually removal and sale of trees prior to land clearing for a home or other development.</p> <p>Note: Due to confidentiality, data is reported only where three or more landowner reports reported harvesting in the town.</p> <p>Sources: Maine Forest Service; data from Confidential Year End Landowner Reports</p>						

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## Maine Tree Growth Property Tax Program

The Maine Tree Growth Law (Title 36, MRSA, Section 571, et seq.) allows for the assessment of property taxes on forestland to be based on current use rather than market value as long as the land is managed according to the criteria set forth in the law. The law specifies there must be at least 10 acres of forestland used for commercial harvesting, and that a Forest Management and Harvest Plan is prepared at least every ten years. If the forestland no longer meets the criteria for eligibility, or the landowner opts to withdraw from the Tree Growth classification, then a penalty is applied to recover some of the back property taxes.

As of 2015 there were about 13,870 acres of forestland enrolled in the Tree Growth Program. About 48% was mixed wood, 21% was softwood, 21% was hardwood, and 10% was other land. The amount of land enrolled in Tree Growth increased by about 2,600 acres over the past decade.

Table 13-2 Forestland Enrolled in Tree Growth in Dover-Foxcroft							
Year	Total (acres)	Softwood (acres)	Mixed Wood (acres)	Hardwood (acres)	Other (acres)	Number of Parcels	Tree Growth Value
2005	11,319	2,322	6,167	2,830	0	122	\$1,369,731
2015	13,870	2,918	6,721	2,887	1,344	159	\$3,435,963
Sources: 2015 Municipal Valuation Statistical Summary, Maine Revenue Services, Dover-Foxcroft Assessor's Office, 5/6/15							

## Section 13.2 Agriculture

Commercial agriculture is increasing both in Maine, Piscataquis County and Dover-Foxcroft. The local foods and buy-local movement is the driving force behind this growth. Not only is farming increasing overall, but the diversity of farming is increasing, as well. Some predict that the growth of agriculture in rural Maine will likely continue over the next decade due to the ongoing loss of farmland in more developed areas of the country. Impacts from climate change, such as water shortages, and its effects on agricultural areas may also increase the importance of maintaining agricultural land. It is also predicted that the expansion of agriculture in Maine will continue to include year-round crop production with greenhouses including the use of hydroponics.

### Piscataquis County Agricultural Trends

The growth in commercial agriculture is evident in Census data for Piscataquis County (Table 13-3). In Piscataquis County between 2007 and 2012 the number of farms increased by 7%, the land in farms increased by 37%, and the average size of farms increased by 28%. The 2012 Census also found that over 90% of farms in the county were between 50 to 180 acres in size, and on-average land in the farm by land use was: 53% woodland, 27% cropland, and 21% other uses. This high proportion of woodland is very typical of farms in Maine. These woodlands often serve as an important source of income to the agricultural operation.

Table 13-3 Piscataquis County Commercial Agriculture Statistics			
	Year		Percent Change
	2007	2012	2007 to 2012
Number of Farms	190	203	7%
Land in Farms	34,048 acres	46,687 acres	37%
Average Size of Farm	179 acres	230 acres	28%
Source: U.S. Census of Agriculture, Piscataquis County Profile, 2012			

### An Inventory of Farms

The inventory of commercial farms shows the diversity of farm operations in Dover-Foxcroft (Table 13-4) including the production of maple syrup, Christmas trees, vegetables, fruits, poultry, eggs, beef, pork, lamb, dairy, flowers, honey, oats, forage hay, straw, and many value-added products. There are also several equestrian facilities. Some farm operations have probably been missed in this inventory, since farm operations are often part-time, and farm families often rely on off-farm sources of income. Some farmland in Dover-Foxcroft is



## Dover-Foxcroft Comprehensive Plan: Volume II Inventory and Analysis

utilized by farmers based in neighboring towns. There are also many people with gardens, or who raise a few livestock or poultry for personal use.

Table 13-4 Inventory of Farms in Dover-Foxcroft		
Farm Name	Location	Type of Products (sampling)
Bob's Sugar House (Bob Moore)	252 East Main Street	Maple syrup
Finest Kind Tree Farm (Jim & Jeanene LaCasce, Duane & Joy LaCasce)	112 Ames Road	Christmas trees, wreaths, etc.
Happy Nest Farm (Park Pino)	35 Silverado Lane	Grass fed pork, lamb, goat, poultry, baked goods, eggs, etc.
Hurd Farms	Bear Hill Road	Dairy
Infinity Farm (Gail McCormack)	11 Mack Hill Road	Equestrian services
Isaac Royal Farm (Carolyn Rose)	849 Range Road	Equestrian services
Leaves & Blooms Greenhouse (Gale & Peter Robinson)	1467 Bangor Road	Veggies, baked goods, eggs, beef, lamb, etc.
Northern Maine Riding Adventures (Judith Louise Cross Strehlke Robert Flury-Strehlke)	186 Garland Lane Rd.	Equestrian services
Moreno Farm (Andres Moreno)	144 Anderson Road	Hay
Ripley Farm (Gene and Mary Margaret Ripley)	62 Merrills Mills Road	Vegetables, flowers, herbs, pork, etc.
River Run Farm (Alice Begin and Dan Schmidt)	320 Vaughn Road	Beef, lamb, fruits, vegetables, honey, etc.
Shamrock Farm (managed by Nathan Pitts)	Shamrock Road	Beef, hay
Shaw Road Farm (Karen and Fred Cookson)	Shaw Road	Grass fed beef
Smith, Hump and Blake	Bryant Road	Hay, oats, straw
Spruce Mill Farm (Dustin and Natasha Colbry)	324 Sangerville Line Rd.	Vegetables, eggs, baked goods,
Thomas Jersey Farm	Norton Hill Road	Dairy
Tudor Farm Orchard/Shaw Historic Farm (Steve & Leslie Tudor)	772 Essex Street	Orchard - fruit
Widdershins (Chris & Wendy Russell)	843 Bear Hill Road	beef, lamb, pork, poultry, milk, etc.
Source: Dover-Foxcroft Property Tax Records, Internet search, May 2015		

### Prime Farmland and Farmland of Statewide Importance

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to produce food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment.

State or local important farmland soils are those that fail to meet one or more of the requirements of prime farmland, but are important for the production of food, feed, fiber or forage crops. They include those soils that are nearly prime farmland and that economically produce high yields of crops when treated or managed according to acceptable farming methods. Some may produce as high a yield as prime farmlands if conditions are favorable.

It is also important to note that prime and important farmland is also often suitable for low-density residential development.

Map 7 Farmland and Forest in the Volume I Appendices displays land cover data for “cultivated crops, pasture and hay land” (combined) and forests, and the U.S. Department of Agriculture farmland soils (prime farmland soils and farmland of statewide importance).

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## Farmland Enrolled in the Farmland Property Tax Program

The Maine Farmland Property Tax Program is similar to the Tree Growth Program in that property taxes are assessed based on current use rather than market value if the land remains in agricultural use. In the Farmland Program the property owner is required to have at least 5 contiguous acres. The land must be used for farming, agriculture, or horticulture, and can include woodland and wasteland. The farmland must contribute at least \$2,000 in annual gross income in 1 of 2, or 3 of 5 years preceding the application. The annual income may also include the value of commodities produced for consumption by the farm household. If the property no longer qualifies as farmland, then a penalty is assessed.

Over the past decade the number of parcels and amount of land enrolled in the program has increased very significantly (Table 13-5).

Table 13-5 Farmland Enrolled in Farmland Property Tax Program in Dover-Foxcroft						
Year	Total (acres)	Number of Parcels	Cropland (acres)	Woodland (acres)	Cropland Valuation	Woodland Valuation
2005	597	4	337	260	\$84,650	\$26,927
2015	1,541	18	713	828	\$200,615	\$109,546
Sources: 2005 Municipal Valuation Statistical Summary, Maine Revenue Services; Dover-Foxcroft Assessor's Office, 5/6/2015						

## Section 13.3 Protection for Farmland and Forestland

The most significant threat to agriculture and forestry is the conversion of productive land to other uses, such as sites for homes and camps. This conversion can happen for a number of reasons, such as the marginal viability of the land for agricultural and forestry uses (income that can be derived from timber or agricultural products), and the differential between the agricultural product market and the residential market. Other threats can be loss of land for major projects that not only remove land from productive farm and forestry uses, but also can create barriers for farm and forestry operations. Conflicts between uses, such as residential development adjacent to farm or forestry operations, which may create noise or odors that, may be objectionable. Another type of threat is the degradation of the land through soil loss due to poor management practices.

### Land Use Regulations and Policies

The Town's Land Use Ordinance is designed to encourage most residential, commercial and industrial development in urban areas where minimum lot sizes and other dimensional requirements are designed for more compact development. Many of these "growth" areas also have access to public sewer and water, which allows for the smaller lots sizes. By encouraging and supporting growth in urban areas, the Town is essentially providing fewer incentives for growth in rural areas.

Further, the stated goals of the two rural districts (RR1 and RR2) include protecting agricultural and forestry uses and maintaining rural character, while providing for some residential growth. Agriculture, animal breeding and care, and boarding and riding stables must comply with the land use standards, but a permit is not required. While the ordinance does not mention forestry, it is assumed that no permit is required, but that activities must comply with the standards. Most other uses allowed in these rural districts require a permit.

The state-mandated shoreland zoning and subdivision laws, which are administered by the Town, both contain provisions to address forestry and agriculture. The primary focus of shoreland zoning is to protect water quality. The subdivision law has several provisions related to forestry and agriculture. Farmland, which means a parcel consisting of 5 or more acres of land that is classified as prime farmland, unique farmland or farmland of statewide or local importance by the U.S. Natural Resources Conservation Service, is to be identified on maps submitted as part of a subdivision application. This provision allows the Planning Board to consider how this land is affected by the subdivision development. Another provision in the subdivision statute is designed to discourage liquidation harvesting. Liquidation harvesting means the purchase of timberland followed by a harvest that removes most or all commercial value in standing timber, without regard for long-term forest management principles, and the subsequent sale or attempted resale of the harvested land within 5 years.

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Dover-Foxcroft also has a provision in its subdivision ordinance to allow conservation development, which allows higher density development with conservation of important farm and forestland.

## State Laws

- Maine Forest Practices Act (12 MRSA §8867-A to §8888 & MFS Rules Chapter 20). Administered by the Maine Forest Service, this law encourages the long-term continuance of wood harvesting on a sustainable basis through regulatory limits on the practice of clearcutting, annual reporting requirements for timber harvesting activities and follow-up assessments, requirements for use of best management practices, and technical assistance to landowners and municipalities.
- Maine Agricultural Protection Act (Title 7 MRSA, Chapter 6). Among other things, Maine's "Right-to-Farm Law" protects farmers from neighbors' complaints about noise, odor or other aspects of their legitimate and properly-conducted agricultural operations.
- Registration of Farmland (Title 7 MRSA, Chapter 2-B). Development activities that are incompatible with agricultural practices are prohibited within 50 feet of farmland that has been registered in accordance with this law.
- Voluntary Municipal Farm Support Program (Title 7 MRSA, Chapter 2-C). This law enables municipalities to preserve farmland by purchasing and holding agricultural easements from willing landowners.
- Conservation Easement Law (Title 33 MRSA, Sec. 476). Through the gift or sale of restrictive easements to a government or land trust, Maine's conservation easement law allows property owners to assure the future availability of their land for agriculture and/or forestry.

## Agencies and Organizations Providing Support for Agriculture and Forestry

There are a number of agencies and organizations, some located in Dover-Foxcroft, that provide support for agriculture and forestry, including the following:

- Dover Cover Farmers Market (founded April 2, 2012) – operates at 1041 South Street adjacent to the Chamber of Commerce, Dover-Foxcroft
- The Piscataquis County Fairgrounds – traditional agricultural fair held in the fall; also site for other events, located at 77 Fairview Avenue, Dover-Foxcroft
- Piscataquis County Soil and Water Conservation District and the U.S. Department of Agriculture Natural Resource Conservation Service, Farm Services Agency, 42 Engdahl Drive, Dover-Foxcroft
- University of Maine Diagnostic/Animal Health Laboratory
- University of Maine Cooperative Extension office 165 E Main St, Dover-Foxcroft
- Maine Department of Agriculture, Conservation and Forestry [www.maine.gov/dacf](http://www.maine.gov/dacf)
- Maine Small Woodlot Owners Association [www.swoam.org](http://www.swoam.org)
- Maine Farmland Trust [www.maineFarmlandtrust.org](http://www.maineFarmlandtrust.org)
- Maine Farm Bureau [www.maineFarmBureau.com](http://www.maineFarmBureau.com)
- Maine Organic Farmers and Gardeners Association [www.mofga.org](http://www.mofga.org)
- Farm organizations, such as the Maine Grass Farmers Network, Maine Sheep Breeders, Maine Poultry Growers, etc.

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## Appendix

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### *Report on Voters' Survey*