

Town of Millinocket



Comprehensive Plan

2005

SECTION		PAGE
A.	Introduction	A-1
B.	Historical and Archaeological Map B-1 Historical and Cultural Map	B-1
C.	Population	C-1
D.	Employment and Economy Map D-1 Millinocket-East Millinocket Labor Market Area	D-1
E.	Natural Resources Map E-1 Topography Map E-2 STATSGO Soils Map E-3 Land Cover Map E-4 Aquifers, Watersheds and Wetlands Map E-5 Water Resources Map E-6 Water Quality Classification Map E-7 Shoreland Zoning Map E-8 Flood Zones Map E-9 Public Wells Map E-10 Outfall Locations Map E-11 Critical Resources Map E-12 Tree Belts	E-1
F.	Housing	F-1
G.	Recreation Map G-1 Recreation Facilities	G-1
H.	Transportation Map H-1 Federal Functional Classifications Map H-2 Sidewalk Locations and Public Parking Map H-3 Bridge Inventory Map H-4 Traffic Volumes and Safety	H-1
I.	Public Facilities and Services Map I-1 Public Facilities	I-1
J.	Fiscal Capacity	J-1
K.	Land Use Map K-1 Constraints Map K-2 Existing Land Use Map K-3 Proposed Land Use	K-1
L.	Public Participation	L-1
M.	Plan Summary	M-1

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

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

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

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

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

- Operation or maintenance of a governmental or quasi-governmental facility or program;
- Renovation of a governmental facility that does not significantly expand the facility's capacity;
- General purpose aid for education;
- School construction or renovation projects;
- Highway or bridge projects;
- Programs that provide direct financial assistance to individual businesses; community revenue sharing; or
- Public health programs.

STATUTORY BASIS

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

PURPOSE

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

CONSULTANT

Penobscot Valley Council of Governments (PVCOG) is pleased to assist the Town of Millinocket with their comprehensive planning efforts and looks forward to working with the community.



STATE'S GOALS

In order for the plan to be deemed consistent by the state, it must address the state's ten goals of Growth Management. The following is a listing of those goals.

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

SCOPE

A comprehensive plan involves the following:

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

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

This comprehensive plan looks at local, as well as regional, issues that concern or affect the Town of Millinocket. This plan will guide the town over the next ten years, and provide a reasonable approach to land use regulation in preparing the town for future development while retaining, or even enhancing the local quality of life.

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

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

LIMITATIONS

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

DISCLAIMER

The information used to create the maps in this Comprehensive Plan have been derived from multiple sources. The map products as provided are for reference and planning purposes only and are not to be construed as legal documents or survey instruments. EMDC/PVCOG provides this information with the understanding that it is not guaranteed to be accurate, correct or complete; that it is subject to revision; and conclusions drawn from such information are the responsibility of the user. Due to ongoing road renaming and addressing, the road names shown on this map may not be current. Any user of the maps accept same AS IS, WITH ALL FAULTS, and assumes all responsibility for the use thereof, and further agrees to hold EMDC/PVCOG harmless from and against any damage, loss, or liability arising from any use of the maps.

HISTORIC EVENTS AND SETTLEMENT

There are four major periods in Millinocket's history that contributes greatly to the town's character and historic resources.

- **Native American:** Because of the town's location at the confluence of a large stream and a major river, various native settlements have been recorded within the current boundaries of the town.
- **Lumbering:** In the 18th and 19th century the northern Maine woods were prime sources of lumber, including wood for building ships and ships masts. From 1838 to 1899 the Thomas Fowler family established a small farm and settlement on Millinocket Stream which was challenged by Native American opposition and marginal farming, and supported by logging activity in the area and such famous expeditions as that of Henry David Thoreau.
- **Pulp and Paper beginnings:** In 1893 the Bangor and Aroostook Railroad laid its Houlton route through the area near Millinocket Stream. In 1899 Great Northern Paper Company began construction of the then largest paper mill in the world. The mill was built on top of the old Fowler Farm. In 1901 the Town of Millinocket was incorporated and grew rapidly. The town grew first around Shack Hill, and later moved toward Millinocket Stream. The town was densely populated, serviced largely by train, and characterized by several large rooming houses, hotels, and some Victorian houses.
- **Post-war and Modern:** Millinocket continued to grow after World War II, but with a different character. The loss of the Great Northern Hotel and other buildings, the construction of major highways into town, and suburban development all changed the face of Millinocket. While still compactly settled, the town's new growth has all been away from the direct center of town and characterized by single family housing, malls, suburban commercial development, and multi-family housing complexes.

Recent years appear to indicate that the town is entering another period that will greatly mold the community in the future. The late 1980s brought the initial decline of the paper industry in the community and this trend has continued with the town experiencing numerous layoffs relating to this decline in the forest products industry. Currently, Millinocket is experiencing an increase in tourism due to its adjacent location to Baxter State Park and the Great North Woods.

In addition, Dorothy B. Laverty's two books *Millinocket: Magic City of Maine's Wilderness*¹ and *So You Live in Millinocket*² serve as good sources of more detailed settlement history of the town. John McCann's³ 1974 work *The Great Northern Paper Company* serves as a good source of history specifically on the development of the

¹ Laverty, Dorothy Bowler. *Millinocket: Magic city of Maine's Wilderness*. Freeport: Bond Wheelwright Co., 1973.

² Laverty, Dorothy Bowler. *So You Live in Millinocket*. Bangor: Furbush-Roberts printing Co., 1989.

³ McCann, John. *The Great Northern Paper Company*, 1974

Millinocket mill and two other books, *Lumbering in the Millinocket, Maine Area*⁴ and *The Way We Were, Scott's Brook Operation*⁵ also provide insight into life in the area. Other works by Henry David Thoreau and Paul McCann⁶, as well as books on the Penobscot Boom serve as additional historic resources of the area.

HISTORICAL AND ARCHAEOLOGICAL BUILDINGS AND SITES

The Maine Historic Preservation Commission (MHPC) is the central repository in the state for all archaeological and historic resources survey information in three main topical areas: prehistoric archaeology, historic archaeology, and architectural history.

Historical Buildings

MHPC's inventory includes buildings listed on the National Registry of Historic Places (NRHP). Currently there are no buildings registered with the NRHP in Millinocket. However, the Ambajejus Boom House that is located approximately 11 miles northwest of Millinocket and Ambajejus was listed on April 2, 1973.

Archaeological Sites

There are at least ten inventoried prehistoric archaeological sites on the shores of major lakes or shores of the Penobscot River. The exact location and detailed information on these sites is restricted by the MHPC in order to protect them from vandalism and looting. The MHPC has, however, provided general areas that should be protected from development. These areas are indicated on the map at the end of this section. The MHPC will release specific information on these sites to town officials if proposed construction might affect those sites.

The Town of Millinocket has no registered or inventoried historic (as opposed to prehistoric) archaeological or architectural sites. However, there are 8 known prehistoric archaeological sites located within Millinocket, according to the National Register's Information System website.

Table B-1

PREHISTORIC ARCHAEOLOGICAL SITES		
Resource Name	Description	Date Listed
Archaeological Site Number 122-22	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 122-16	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 122-14	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 122-8	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 122-6	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 122-4a	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 134-9	Penobscot Headwater / Lakes	10-31-1995
Archaeological Site Number 134-8	Penobscot Headwater / Lakes	10-31-1995

Source: National Register Information System at www.nr.nps.gov

⁴ Caron, Sylvio. *Lumbering in the Millinocket, Maine Area*. Brewer:Thompson Printing, 1999.

⁵ Blodgett, R.E. *The Way We Were, Scott's Brook Operation, 1956-1982*. Self Published.

⁶ McCann, Paul. *Timber! The Fall of Maine's Paper Giant A Chronology of Great Northern Paper Company in the 1970s and 1980s*. The Ellsworth American, 1994.

Non-registered Historic and Archaeological Resources

Additional archaeological fieldwork may reveal historic archaeological sites relating to the Fowler Farm, logging activity, or the first settlements on Shack Hill. All of the Fowler Farm is currently under water (Dolby Pond) and is thus unthreatened by additional development. It is unlikely that major logging artifacts would be found in Millinocket, and Shack Hill has been used so heavily industrially that very little of historic significance remains. Shack Hill should be remembered, however, as the first site of buildings in the town.

While not registered by MHPC or National Registry, the following buildings are considered to be of historic importance in Millinocket:

- **Intersection of Central Street and Highland Avenue:** The three houses at the corners of this intersection were among the first "fancy" houses built in Millinocket. All are of Victorian architecture and are notably larger than standard single family dwellings.
- **The Tin House, corner of Somerset and Oak Streets:** The apartment house at this corner was originally located on Shack Hill and was one of Millinocket's first stores. This building was moved from Shack Hill in 1907. Much of its interior was made of tin.
- **Schenck House or The Great Northern Paper Guest House:** Located on Central Street beside the three houses described above, this house has traditionally been used as a hostelry for important visitors to the town.
- **Katahdin Avenue near B & A Railroad Station:** The apartment house at this end of Katahdin Avenue was originally the Ladies' and Gents' Lunch Room. It was built near the station in 1899 to serve new arrivals. Unfortunately this property burned in 1995.
- **The Great Northern Barn, Station Road and Bates Street:** This large old barn is located on a hill overlooking the northern part of town. It was originally used to board horses for the paper company, but has recently been used only for storage. The wooden structure stands out in town as one of the few noticeably historic, nonresidential buildings.
- **The Administration Building, south end of Katahdin Avenue:** This brick, ivy covered building houses the administration of Great Northern. It provides a dramatic gateway to the mill facilities.
- **The Round House on North Terrace:** This single family home was built with a perfectly round layout. It is of local architectural interest.

- **Little Italy:** An ethnic community of the early labor force, particularly stone masons that were the original builders of the mill facility. Fred Peluso, the individual primarily responsible for bringing the Italian workforce to the Millinocket area, who died in 1932, owned a house located on the corner of York and Hemlock Streets. Although this house burned, the area is still known as Peluso Square. A tunnel exists from the bakery to the furniture store that is located in the “square”. It is theorized that the tunnel was used during prohibition.
- **Penobscot Avenue:** This downtown area represents the central core of the initial commercial/business portion of the town that was planned by Great Northern.
- **Veterans’ Memorials:** This memorial was placed in the municipal park on the corner of Penobscot and Katahdin to commemorate Millinocket’s war veterans. The Millinocket Memorial Library was also built as a memorial to veterans.
- **Grave at Dead Mans Curve:** This is a marked grave after which Dead Man’s Curve is named. This cross marks the spot where the body of an unknown river driver was found. Currently it is unknown if the location is an actual gravesite.
- **Millinocket Municipal Airport:** A small plaque commemorating the efforts of the Civilian Conservation Corp in constructing the Millinocket Municipal Airport was dedicated in the summer of 1990.
- **The Great Northern Hotel:** The Great Northern Hotel was built to house management personnel and their families and for other distinguished executives and potential investors in the facility. The hotel was torn down in 1961 and currently the Millinocket Memorial Library and the Episcopal Church are located on the site.

Please see Map B-1 at the end of this section for the locations of the above listed items.

Historical Society/Museum

A small museum is operated in one room on the second story of the Millinocket Municipal Building. It is run on a completely voluntary basis with no town funding. The museum was started in 1979 and is currently open by appointment. There are no immediate plans to expand the facilities or the program, yet a location in a different building would give the museum more visibility, space, and programming options.

Cemeteries

Cemeteries also serve as a historical resource, providing insight into the history of the community. There is only one cemetery located in Millinocket. This facility, known as the Millinocket Cemetery, is located off Medway Road.

THREATS TO AND PROTECTION OF EXISTING RESOURCES

The previous Growth Management Opinion Survey of the Town of Millinocket that was performed in conjunction with the last comprehensive plan in the early 1990s, indicated that 54% of the residents supported comprehensive strategies to improve protection of historic buildings and sites. However, this topic received less support than other issues. Less than 4% ranked this as either the highest or lowest priority for the town. Additionally, 37.6% of the respondents indicated that "inadequate preservation of natural heritage and community character" is the least serious of the given community problems.

Primary Threats

The primary threats to the town's archaeological resources are vandalism and looting and development on top of the sites. Development may range anywhere from housing to new dams on the river or widened roads.

In regards to the town's historical and architectural resources, the demolition of the Great Northern Hotel and the loss of other historical buildings have been unfortunate for the character of the town. Remaining landmarks are subject to similar fates due to the threats of fire, neglect, or demolition.

Most of the historic resources described in this section are currently being used in manners consistent with their historic intention, and thus are less threatened by neglect or major alterations. While alterations to the structures detract from their historic significance, they retain some of their historic importance. The Schenck House, Round House, Administration Building, and "fancy" houses are all in good condition and with their character recognizable from the street.

The Tin House and the Great Northern Barn are in somewhat worse repair. The barn is no longer used for the housing of livestock and may not suit the industrial and corporate needs of its owner. The Tin House does not appear to contribute to the aesthetics of its neighborhood.

The grave at Dead Man's curve is currently maintained on an informal basis by a service organization in Millinocket. It would be appropriate for the town government to maintain it to guarantee its preservation.

Protection Measures

- **Maine Historic Preservation Commission:** MHPC maintains an inventory of sites yet has no jurisdiction over those sites. Millinocket's inventoried archaeological sites are protected by Maine State Antiquities Legislation, but MHPC has no jurisdiction over other historic resources. MHPC coordinates state and federal funds for inventory or restoration. Currently, no such funds are available, but should be considered by the town if and when they are available. Towns with historic preservation ordinances are eligible for additional federal monies.

- **National Register of Historic Places:** MHPC also coordinates this National Registry. Sites registered by the owner with the National Register are protected through federal legislation, but only are protected against any intervention or development by a federal agency, unless the town has adopted a local preservation ordinance. Eligible sites include those with only local significance or value. There are no registered sites in the Town of Millinocket, although several may be eligible.
- **Town Ordinances:** The town's ordinances protect the historic areas or zones from harmful impact and regulate their development. The town's zoning and subdivision ordinances protect any portion of the site that has been identified as containing historic or archaeological resources. The ordinances require the development to include appropriate measures for protecting these resources, including but not limited to, modification of the proposed design of the site, timing of construction and limiting extent of excavation.
- **Shoreland Zoning:** Because archaeological sites are often found on the shores of bodies of water, shoreland zoning often provides de facto protection of such sites. In Millinocket's case this is indeed true, especially for the inventoried prehistoric areas.
- **Easements and Initiatives:** Individual landowners, historic societies, or nonprofit agencies may apply a number of development restrictions to their properties on a voluntary basis. These restrictions may be strengthened by deed constraints or easements. There are no easements or deed restrictions for the purpose of historic preservation known to the town at this point.

Identification of Historic and Archaeological Resources

Because historic resources are important in preserving knowledge of the town's history and maintaining the character of the town, it is important to identify all historic sites that are important to the community. Some work has been done to this end, but comprehensive surveys of resources must continue. Specifically, no fieldwork has been conducted focusing on sites related to the first Euro-American settlements of the town in the 19th century. This plan has inventoried historic and architectural buildings, yet ongoing inventory and update of these sites should be considered.

Once sites have been comprehensively identified, the town or the owners of the sites may decide to have them protected to varying degrees. Resource protection zoning is one way that a town can institute such protection. This is unlikely to be supported in the Town of Millinocket. Individual landowners may also be asked to allow the nomination of any significant historic or archaeological sites on their property to be listed with the National Register of Historic Places or the Maine Historic Preservation Commission, and additionally grant preservation easements if they so desire. This course of action is the most feasible for Millinocket, given the scattered nature and private ownership of most of the resources.

Although the presence of the Great Northern Barn goes almost unnoticed by the residents in the community due to its location; it is the location that attracts the interest of the planning committee. Since the barn is located adjacent to the road that leads to Baxter State Park and adjacent to the rail line, it may prove to be a suitable home for a future museum or other tourist attractions. This historic resource may be eligible for restoration through a grant from Maine Historic Preservation Commission. Historic Barn Preservation Grants administered by the Maine Historic Preservation Commission are funded through the New Century Community Program, an Initiative of the Maine Cultural Affairs Council, a joint planning body of seven Maine arts and cultural agencies. The New Century Program was funded for the State fiscal years 2000, 2002 and 2003, giving money to each of the seven cultural agencies for matching grants to non-profit organizations or municipal, county or state agencies. One of the criteria of the grant awards is that the property must be listed, or eligible for listing, on the National Register of Historic Places.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to preserve the State's historic and archaeological resources from development that could threaten those resources, the Town of Millinocket should adopt the following policies and strategies.

1. **Policy:** The town will create a Historic Preservation Committee.

Strategies: The Town Council will consider if the town needs to play a more active role in the preservation of items of historical significance particularly in respect to its potential for increased tourism. If it is determined that a Historic Preservation Committee should be created, the Town Council will appoint members. The Historic Preservation Committee would serve as an advisory board to the Town Manager and Town Council and would work in conjunction with the Historical Society to establish a Mission Statement and the framework for a historic preservation.

Time Frame: Immediate²

Responsible Agent: Town Council and Town Manager.

2. **Policy:** The town will protect and preserve historical and archaeological sites and artifacts.

Strategies:

A. The Town Council and/or Town Manager will work with representatives of the Millinocket Historical Society and the Historical Preservation Committee to establish standards and procedures for inventorying known artifacts and documents to ensure their preservation. Any information will be compiled and stored at a secure yet public location to be given out to raise awareness of the town's rich historical past.

B. Town Council and/or Town Manager will also work with the Historical Society and the Historical Preservation Committee in identifying funding sources for discovery and preservation of historic sites and artifacts. The town of Millinocket will encourage and assist the Historical Society and the Historical Preservation Committee to welcome and accept any and all documents and artifacts of historical significance and to continue to preserve and protect these items. The Town Council and/or Town Manager will seek funds from MHPC and other sources for inventorying of historical and archaeological sites and items. If additional historical or archaeological sites should be identified, a map will be developed by representatives from the town, the Historical Preservation Committee and the Historical Society to be made available at the town office or at other appropriate locations. Prior to approving a proposed development within known archaeologically sensitive areas, the Planning Board will require the applicant to conduct appropriate site investigations to determine whether there are significant resources. Development within these areas will be required to include appropriate measures for protection, including but not limited to, modification of the proposed design, timing of construction, and limitations on the extent of excavation. The town's Land Use Ordinance includes requirements for the protection of these resources.

² Long term-Within 5 to 10 years

Time Frame: On-going²

Responsible Agent: Planning Board, Town Council and/or Town Manager, Interested Historical Society Representatives and the Historical Preservation Committee.

3. **Policy:** The town will work regionally to protect and preserve historical and archaeological resources.

Strategies: The Planning Board, Town Council and/or Town Manager, in consultation with the Historical Preservation Committee, will coordinate historic and archaeological resource protection measures for shared resource protection with neighboring communities. Copies of Millinocket's protection measures will be sent to the adjoining communities to promote regional protection and cooperation. Millinocket will also request copies of adjoining community's resource protection measures. Additionally the town will lend their assistance with the preservation of the Ambajeus Boom House which is located in neighboring unorganized territory.

Time Frame: Immediate

Responsible Agent: Planning Board, Town Council and/or Town Manager.

4. **Policy:** Potential areas and artifacts of historical and archaeological significance will be documented and monitored.

Strategies: The Town Council and/or Town Manager, Historical Society, Historical Preservation Committee, and interested parties will conduct regular meetings, programs, and special projects to increase community and visitor awareness of historic structures, artifacts, and sites. A list will be compiled that contains the inventoried historic and archaeological items including the owner of record. This list can be distributed to raise awareness. The Historical Preservation Committee will be a repository for any and all items of historic interest.

Time Frame: Long Term³

Responsible Agent: Town Council and/or Town Manager, Interested Historical Society Representatives and the Historical Preservation Committee.

² On-going – Continuing

³ Long Term – Within 3 to 5 years

6. **Policy:** The town will strive to provide cultural opportunities for its residents and to promote community pride.

Strategies: The town will support programs to develop cultural events and facilities within the town. The Recreation Department will be asked to assist since, for example recreational walking trails that bypass areas of historical significance that have been retrofitted with information plaques may be considered as part of this effort. The town will continue to provide community events to further promote community pride. The town will continue to promote community pride by working with the School Board to develop programming to educate students about the town's history. The Historical Preservation Committee will be asked to introduce educational efforts and create displays to raise awareness. The Historical Preservation Committee will be responsible for reviewing the potential for acquiring any historical photos or documentation from Katahdin Paper or other available resources for display to raise awareness of the community's rich history and diverse cultures and for exploring the potential for expanding or relocating the museum. The committee will report its findings to the town manager and town council for action.

Time Frame: Ongoing

Responsible Agent: Department Heads, Town Council, Town Manager, Interested Individuals, Recreation Department, and School Board.

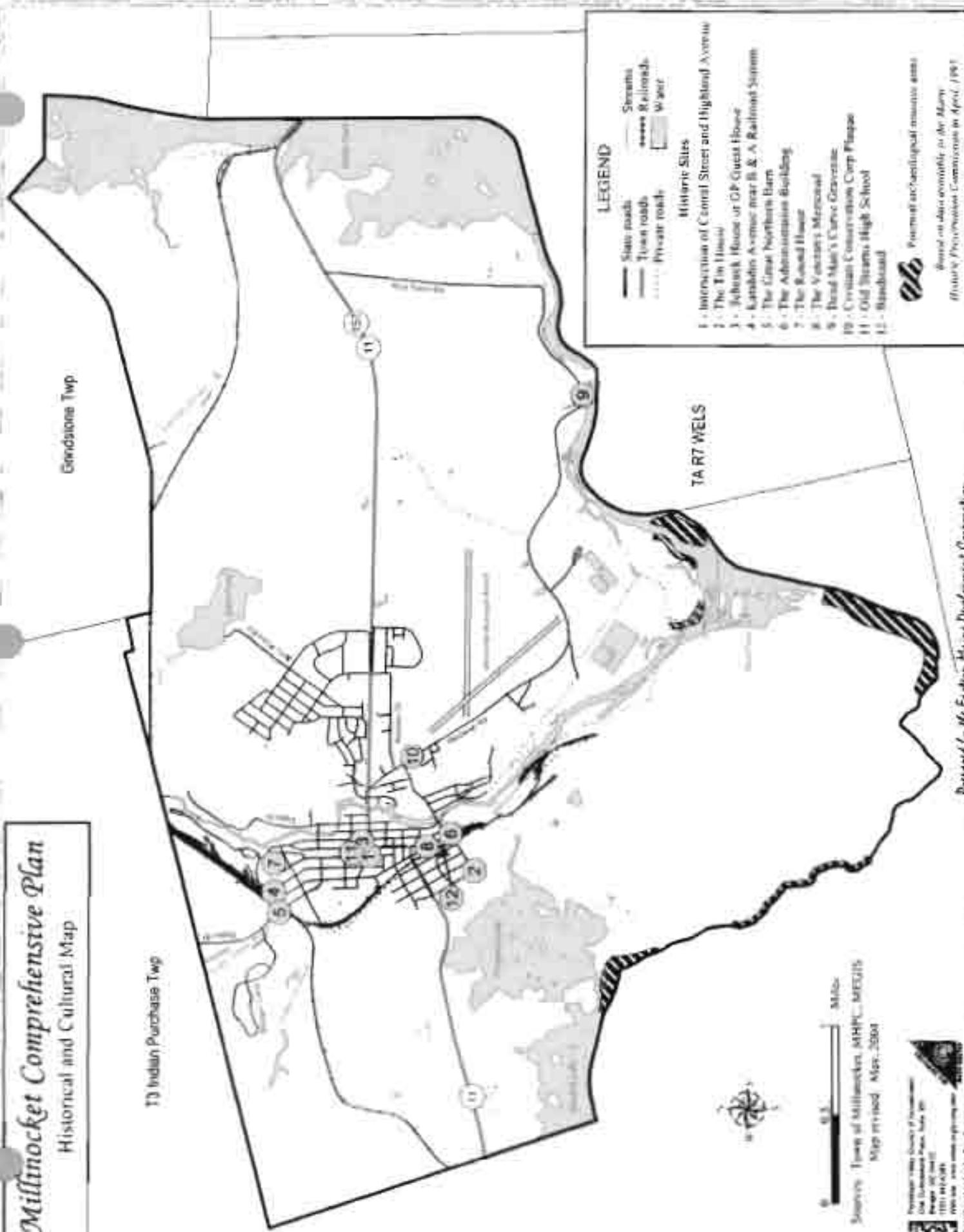
Millinocket Comprehensive Plan

Historical and Cultural Map

TD Indian Purchase Twp

Concordstone Twp

TART WELS



LEGEND

- State roads
- Town roads
- Private roads
- Streets
- Railroads
- Water

Historic Sites

- 1 - Intersection of Canal Street and Highland Avenue
- 2 - The Tin House
- 3 - Jackson House or GP Guest House
- 4 - Ketchikan Avenue near B & A Railroad Station
- 5 - The Great Northern Barn
- 6 - The Administration Building
- 7 - The Round House
- 8 - The Victorian Memorial
- 9 - Broad Man's Curve Graveyard
- 10 - Christian Conservation Camp Flagpole
- 11 - Old Millinocket High School
- 12 - Boardwalk



Formal archaeological resource areas

Based on data available to the Millinocket Historical and Cultural Commission in April, 1981



Source: Town of Millinocket, MHP, MECHS
Map revised May, 2004



Prepared by the Eastern Maine Development Corporation

An important factor in Millinocket's comprehensive plan analysis is the town's population and how that population may change in the future. The ultimate goal of the Comprehensive Plan is to provide for a proper relationship between the future population and its environment. Accordingly, most phases of the plan are either dependent upon, or strongly influenced, by trends in the size and composition of the town's future population.

Determining future population is very difficult in any community, and in Millinocket the problem is compounded by the uncertainty surrounding the paper mill and future economic development in the town. The population of Millinocket, in the past has been, heavily shaped by the mill and employment patterns and, is still a mix of French, Italian, Anglo and other ethnic groups which moved to the area to work on the mill. In the past, the town was not highly migratory, and a high proportion of residents were born in the town and tended to live there for the better part of their lives. Local opinion has long stressed and the 2000 Census substantiates the claim that Millinocket is and has been an active exporter of its young people. However, it is also the town's belief that the region is currently experiencing a return of some of these individuals who are now approaching retirement age and the relocation of other retirement aged individuals into the community. Tourism in the region is increasing due to the town's geographic location to Baxter State Park but is not impacting the year round population.

MIGRATION ANALYSIS

Maine's population is "on the move". The Maine State Planning Office (SPO) reports that, on average, 40 percent of the State's residents move at least once during a five-year period.

Net migration is defined as the number of people that a community has gained or lost after factoring out the actual number of births and deaths. From 1990 to 2000, Millinocket's out-migration was 1,603 persons or -23%. The percentage of people leaving the community was substantially higher than the county or the state's rate as is illustrated in the following table.

Table C-1

MIGRATION ANALYSIS 1990-2000						
	Population		Intercensal		Net Migration	
	2000	1990	Births	Deaths	Persons	Percentage
Millinocket	5,203	6,956	584	734	-1,603	-23.0%
Penobscot County	144,919	146,601	16,436	12,760	5,358	3.65%
State of Maine	1,274,923	1,227,928	148,158	116,087	14,924	1.22%

Source: U.S. Census Bureau

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

POPULATION STATISTICS

Populations and Growth Rates

Historically, the presence of Great Northern and its influence on population is difficult to question. A settlement of seven or eight persons near Millinocket Stream is all that predated construction of the Great Northern mill in 1899. By August 1899, the population of mill

construction workers was 1,000, doubling to 2,000 in 1901 as mill workers and families arrived. Millinocket grew to a population of 5,830 in 1930, remaining roughly at that level until the 1950's. The 1960 population was 7,453, rising to 7,742 in 1970. The population has, since 1970, undergone an extended period of decline, largely due to economic changes. In 1980, Millinocket had a year-round population of 7,567. By 1990 this number had declined to 6,956, which is an approximate 8.1% decrease. The results of the 2000 census depict the current population to be 5,203, a decline of about 25%. The 2015 population projections from the State Planning Office indicate an approximate 16% decrease to 4,388.

The closing of Millinocket's major employer occurred after the 2000 Census counts. Local opinion indicates that the population has continued to decline as former workers relocate to find work; however, some individuals are moving into the community since housing is affordable.

Table C-2 shows the historic and the projected population in Millinocket for varying periods since 1898. The entry for 2015 was projected by the State Planning Office.

Table C-2

YEAR-ROUND POPULATION FOR MILLINOCKET: 1898-2015	
Year	Population
1898	8
1899	1,000
1901	2,000
1930	5,830
1960	7,453
1970	7,742
1980	7,567
1990	6,956
2000	5,203
2015 Projected by SPO	4,388

Sources: Maine Dept. of Human Services, SPO (State Planning Office) and U.S. Census Bureau

The demographic changes in Millinocket will continue to impact greatly on every aspect of the community. The decline in total numbers will affect commercial sales in town, demand for public services, demand for housing, school enrollments, and many other areas. The population level of Millinocket also has some impact on planning needs of neighboring communities and the immediate region. The other municipalities in the region, mainly East Millinocket and Medway and Piscataquis County as a whole, appear to be experiencing the same phenomenon due to their similar economies and geographic locations.

Population Growth Comparisons

Table C-3 compares population levels from 1970 through 2015.

Table C-3

YEAR-ROUND POPULATION LEVELS AND RATES OF GROWTH FOR MILLINOCKET, DOVER-FOXCROFT, LINCOLN, PENOBSBOT COUNTY, AND STATE OF MAINE: 1970-2015		1970	1980	1990	2000	2010	2015
Millinocket	population	7,742	7,567	6,956	5,203	4,337	4,388
	rate of growth	-	-2.3%	-8.1%	-25.2%	-20%	1%
Dover-Foxcroft	population	4,178	4,323	4,657	4,211	3,907	3,962
	rate of growth	-	4%	7%	-10%	-7%	2%
East Millinocket	population	2,567	2,372	2,166	1,828	1,638	1,696
	rate of growth	-	-8%	-9%	-15%	-10%	3%
Greenville	population	1,894	1,839	1,884	1,623	1,463	1,485
	rate of growth	-	-3%	-2.5%	-16%	-11%	1.5%
Lincoln	population	4,759	5,066	5,586	5,221	4,968	5,065
	rate of growth	-	6%	10%	-7%	-5%	2%
Medway	population	1,491	1,871	1,922	1,489	1,307	1,322
	rate of growth	-	25%	3%	-33%	-12%	1%
Penobscot Cty	population	125,393	137,015	146,601	144,919	145,621	148,893
	rate of growth	-	8.5%	6.5%	-1.2%	0.5%	2.3%
State of Maine	population	993,722	1,125,027	1,227,928	1,274,923	1,330,117	1,389,073
	rate of growth	-	13%	9%	4%	4.3%	4.4%

Sources: Maine Dept. of Human Services, Bureau of Health Planning and Development, Fogler Library, SPO and U.S. Census Bureau

Although Millinocket is located in Penobscot County, it is also adjacent to Piscataquis County and currently the majority of communities located in Piscataquis County are experiencing a decline in population.

The comparison communities were chosen for the following reasons.

- Dover-Foxcroft, as with Millinocket, is a service center community with a similar downtown;
- East Millinocket is within the Katahdin Region and a paper mill community;
- Greenville is a tourism destination;
- Lincoln is a service center and a paper mill community; and
- Medway is located within the Katahdin Region.

A comparison of the 1990 and 2000 population totals for the above communities, the county and the state shows that all, with the exception of the state have experienced a population decline with Medway and Millinocket experiencing the greatest decline at 33% and 25% respectively.

Seasonal/Transient Population

There is currently no official estimate of peak seasonal populations of towns in the State of

Maine. Millinocket has very little seasonal housing which is further discussed in the housing section of this plan. According to the 2000 census data there are approximately 27 seasonal housing units equating to about 1% of Millinocket's total housing units. There is, however, a portion of the population that lives in year-round housing in Millinocket for the warmer months, often-elderly citizens with homes elsewhere for the winter months. In the 1970's the Public Affairs Research Center, which no longer exists at Bowdoin College, estimated that this population was approximately 7% of the entire population. Current estimates and projections are unavailable, but as the population ages and jobs become more scarce in town, this number may continue to increase.

Seasonal populations do have a significant impact in the region surrounding Millinocket. The numerous lakes in northern Maine and recreational potential of the area attract a large summer vacation and residential population. The importance of these seasonal visitors to Millinocket is also further discussed in the employment and economy section of this plan.

Information from a 2000 Maine State Housing Authority (MSHA) homeless survey indicates that Millinocket does not have any "homeless bednights" (also more commonly known as homeless shelters).

Age and Gender Distribution

The following Census statistics are comparative by age group for the Town of Millinocket, Penobscot County and the State of Maine and by gender for the Town of Millinocket.

Table C-4

MILLINOCKET POPULATION BY GENDER 1980, 1990, & 2000						
Year	Female	%	Male	%	Median Age	Total
1980	3,786	50%	3,781	50%	44.5	7,567
1990	3,482	50%	3,474	50%	36.8	6,956
2000	2,683	52%	2,520	48%	44.5	5,203

Source: US Census

According to the 2000 Census the town has a slightly higher percentage of female residents than male. Generally females are the predominant population since they statistically tend to live longer than males.

Information based on the 1990, 2000 Census and percentage of change for population by age is presented in Table C-5.

Table C-5

POPULATION BY AGE AND PERCENT OF CHANGE 1990-2000									
AGE	MILLINOCKET			PENOBSCOT COUNTY			STATE OF MAINE		
	1990 Num.	2000 Num.	90-00 %	1990 Num.	2000 Num.	90-00 %	1990 Num.	2000 Num.	90-00 %
0-4	407	177	-56%	9,601	7,768	-19%	85,722	70,726	-21%
5-17	1,289	1,023	-21%	26,010	30,688	18%	223,280	264,759	16%
18-24	517	149	-71%	19,643	10,962	-44%	123,772	69,656	-77%
25-44	2,232	1,300	-41%	46,685	42,028	-10%	398,580	370,597	-8%
45-64	1,575	1,545	-2%	27,702	34,553	25%	233,201	315,783	26%
65+	950	1,009	6%	16,960	18,920	12%	163,373	183,402	11%
Total	6,956	5,203	-25%	146,601	144,919	-1.2%	1,227,928	1,274,923	4%
Median Age	36.8	44.5	-	32.5	37.2	-	33.9	38.6	-

Source: US Census

Table C-5 shows that Millinocket's population has declined in every age category except 65 years and older. Millinocket experienced a dramatic decline (more than twice the decline experienced at the state or county level) in their population for ages 0 to 4 years old. Additionally, while the age group of 5 to 17 years old declined by 21% in Millinocket, the county and the state grew by 18% and 16% respectively.

The largest decline in Millinocket's population by age group occurred in the 18 to 24 year-old category with Millinocket's decline (71%) mirroring the figures for the state (-77%).

Table C-6

POPULATION BY AGE AND PERCENT OF CHANGE 2010-2015												
AGE	MILLINOCKET				PENOBSCOT COUNTY				STATE OF MAINE			
	2010 Num.	00-10 %	2015 Num.	10-15 %	2010 Num.	00-10 %	2015 Num.	10-15 %	2010 Num.	00-10 %	2015 Num.	10-15 %
0-4	113	-37%	106	-0.6%	7,747	-0.3%	7,829	2%	72,043	2%	73,041	1%
5-17	595	-42%	584	-2%	20,858	-32%	21,216	2%	199,393	-25%	204,145	2%
18-29	360	141%	322	-12%	26,587	142%	25,013	-6%	189,784	172%	178,802	-6%
30-44	659	-49%	657	-0.1%	28,284	-32%	29,580	5%	261,676	-29%	274,751	5%
45-64	1,565	1%	1,522	-3%	41,960	21%	41,979	0.05%	408,070	29%	411,622	0.9%
65+	1,045	4%	1,197	15%	20,185	7%	23,276	15%	199,151	9%	246,712	24%
Total	4,337	-	4,388	-	145,621	-	148,893	-	1,330,117	-	1,389,073	-

The age distribution of a community is very important to monitor because of its impact on demands for municipal services such as education, elderly programs, and its impact on the number of people of working or childbearing age. The decrease in population for age 5 and under is worth noting since it may affect classroom sizes or the number of necessary classes.

Also worth noting is the fact that people in the older age group are likely to make demands on any available services. Most importantly, the data indicates that Millinocket is an aging community. This should be considered when the town is considering funding various projects. All of these changes will continue to influence the municipal budget as well as the character of the community.

Similar trends are visible in Penobscot County and the state, although they are generally not nearly as dramatic. Millinocket's population is clearly changing its age distribution much more rapidly than the county as a whole and aging quickly as younger people tend to leave town in search of better economic opportunity.

A direct comparison between Table C-5 and Table C-6 is difficult since the age categories vary between the census and the projected numbers.

As the following table indicates, the town is currently seeing declining school enrollments. According to the 1990 Census there were 1,674 students enrolled in school; however, the 2000 Census indicates that this number has declined to 1,096, a 35% reduction.

Table C-7

SCHOOL ENROLLMENT PERSONS 3 YEARS AND OVER				
School Enrollment	1990	% Population 1990	2000	% Population 2000
Millinocket	1,674	24%	1,096	21%
East Millinocket	519	24%	466	25%
Medway	574	30%	376	25%
Penobscot County	41,743	28%	40,435	28%
State of Maine	304,868	25%	321,041	25%

Source: US Census

Educational Attainment

Table C-8

EDUCATIONAL ATTAINMENT PERSONS 25 YEARS AND OLDER			
1990	Millinocket	Penobscot County	State of Maine
High School Graduate	81%	79.1%	78.8%
4 Years or More of College	12%	17.7%	18.8%

Source: US Census

Table C-9

EDUCATIONAL ATTAINMENT PERSONS 25 YEARS AND OLDER			
2000	Millinocket	Penobscot County	State of Maine
High School Graduate	84.9%	85.7%	85.4%
4 Years or More of College	11.9%	20.3%	22.9%

Source: US Census

The above tables indicate that the educational attainment for the town has remained fairly

constant between the 1990 and the 2000 Census information. Upon comparison of the 2000 information for the town, county and state we find that the town has a similar percentage of high school graduates but lags significantly behind the county and the state in the 4 years or more of college attainment.

The school system is currently not part of a district but consolidation talks are underway with neighboring communities. School costs, enrollment and consolidation talks are discussed in greater detail in the public facilities and services section of this plan.

Households

Table C-10

HOUSEHOLD SIZE AND GROWTH RATE: MILLINOCKET, PENOBSCOT COUNTY, AND STATE OF MAINE: 1980-2015		1980	1990	2000	2010	2015
Millinocket	size	2.90	2.50	2.25	1.90	1.73
	% growth	-17%	-14%	-11%	-16%	-9%
Penobscot County	size	2.80	2.57	2.38	2.20	2.04
	% growth	-13%	-8%	-7%	-8%	-7%
State of Maine	size	2.75	2.56	2.39	2.23	2.09
	% growth	-	-7%	-7%	-7%	-6%

Source: US Census and the State Planning Office

Number of Households

Table C-11

NUMBER OF HOUSEHOLDS AND GROWTH RATE MILLINOCKET, PENOBSCOT COUNTY, AND STATE OF MAINE: 1980-2015		1980	1990	2000	2010	2015
Millinocket	number	2,596	2,704	2,295	2,245	2,173
	% growth	18%	4%	-18%	-16%	-9%
Penobscot County	number	45,974	54,063	58,096	66,191	72,987
	% growth	27%	18%	7%	14%	10%
state of Maine	number	395,184	465,312	518,200	596,465	622,903
	% growth	-	15%	10%	15%	4%

Source: US Census and the State Planning Office

The above tables show the number and size of households and the growth rates in Millinocket, Penobscot County and the state. In 1990 and 2000 Millinocket's household size is the slightly smaller than the county's and the state's. The number of households in Millinocket showed a 4% increase between 1980 and 1990, but the 2000 information shows an 18% decline. This trend is inconsistent with the county and the state which saw a 7% and 10% increase respectively from 1990 to 2000.

Projections for 2010 and 2015 from the State Planning Office show that the number of households in Millinocket continue to decline for 2010 and 2015 while the county and the state show a steady increase during those same periods. This decline will also have an impact on housing supplies, which is further discussed in the housing section of this plan.

MILLINOCKET'S HISTORY OF ECONOMIC DEVELOPMENT

Millinocket was developed as a classic mill town. The town was incorporated at the turn of the century when the mill was built. The mill has continued to play a crucial role in all aspects of the town, especially in its economy. Over one fourth of the employed population of Millinocket was on the Great Northern Paper payroll. The town's past was inextricably linked with the economic well-being of the paper industry and the mills located in Millinocket and East Millinocket, while current and future plans are for a more diverse regional economy.

While the mill was the mainstay of the economy, the town is also known as the 'gateway' to Baxter State Park and the northern Maine woods and lakes region. The town prides itself for its four season tourist attractions and provides commercial and hotel services to snowmobilers, fishermen, tourists, and other travelers passing through Millinocket on their way north. These services also include facilities that serve as base camps for rafting companies.

The town recognizes that the mill was the most important aspect of the economy of Millinocket, and that the town had been in many ways removed from the regional economy. Periodically, Millinocket has had the highest wages in the state, the highest per capita income, and assumptions of growth or at least stability. In the past the economy revolved around the mill as did population, housing and taxation levels, and nearly every other facet of the community, but currently the town is seeking ways to diversify its economic base and hopes to work regionally with its neighbors in this effort.

In recent history, the mill has gone through immense transition. Great Northern Paper Company, in its various corporate forms, built the mill and operated it until 1990. The mill was stable or in periods of expansion since it was built at the turn of the century until 1986. In 1986 Great Northern began reducing its labor force, responding to industry changes and the need for a smaller, more highly skilled employee group. In 1989, Georgia Pacific launched a successful campaign to buy Great Northern, gaining full control in 1990. Then in 1992, the Georgia Pacific holdings were transferred to Bowater Inc. Bowater made little investment in the mills and the industry continued to become more dependent on technology and less dependent on labor. In 1998, Bowater announced that it would be investing money in the East Millinocket plant and that the Millinocket facility would be offered for sale. Bowater also announced that if the Millinocket mill was not sold within three years, the facility would be closed. In August of 1999 Bowater's holdings were purchased by Inexcon for \$250 million. These holdings included the mills in Millinocket and East Millinocket, 400,000 acres of timberlands and the largest privately owned hydroelectric facility in the U.S. Inexcon invested about \$150 million on a rebuild of machine number 11 at the Millinocket facility and an upgrade (in conjunction with DukeSolutions Inc.) to the power system, which was completed in 2001. During the summer of 2002 Great Northern shut down a paper machine and laid off 200 workers. In August of 2002, Great Northern Paper and the Nature Conservancy entered into an agreement to provide cash flow for the struggling paper company. The agreement provided a conservation easement on 200,000 acres of forestland around Mt. Katahdin and the transfer of 41,000 acres in the Debsconeag Lakes area to The Nature Conservancy. In return, The Nature Conservancy purchased an existing \$50 million loan



to Great Northern Paper, retiring \$14 million of it and refinanced the remaining \$36 million at a lower rate. However, by January of 2003, the company filed for bankruptcy protection. In April of 2003 Katahdin Paper purchased the facilities and slowly began operations at the East Millinocket facility. Controversy has continued surrounding the ownership of some assets with the former Great Northern president contesting ownership of some of these holdings. But despite all the controversy, in 2004 the Millinocket facility was reopened, employing about 130 people.

The changes in ownership combined with changes in the industry as a whole has placed the town in a difficult stage of uncertainty. Many individuals are concerned that the agreement with The Nature Conservancy will negatively impact the forest products industry or that the Conservancy will sell their rights in the property to Restore: The North Maine Woods. Restore is an organization that was founded in 1992 by conservationists who “wanted to go beyond endless damage control, to begin restoring the health of entire landscapes.” Restore has been pushing for a 3.2 million acre national park which would encompass the Katahdin region and severely change the way of life that generations have enjoyed. In terms of planning, the town is in a difficult stage. All predictions are to a certain extent dependent upon the decisions of Katahdin Paper. The town must continue to be prepared for anything from: a long-term relationship with Katahdin Paper; an increase in production and employment at the facility; another closure; or even another new owner.



Although the economic planning of the town must take the uncertainty of the mill into account, it must continue to analyze all of the options and routes available to the town. The recently constructed Gardner Chip Mill and the potential plans for other wood products companies to locate within that same area are good examples of the town’s economic development efforts. Below is an inventory of the local, regional and state economy, followed by specific policies and implementations to assist the town in future economic development decisions.

UNEMPLOYMENT INFORMATION

Maine Department of Labor tracks unemployment data based by the following categories: the state, the counties and labor market areas (LMA). According to the Bureau of Labor Statistics, U.S. Department of Labor, a labor market area consists of “an economically integrated geographical area within which workers can reside and find employment within a reasonable distance or can readily change employment without changing their place of residence.”

Millinocket is included in the Millinocket-East Millinocket Labor Market Area and it is not possible to extract the information for Millinocket alone. Please see Map D-1 at the end of this section for the communities that comprise the Millinocket-East Millinocket Labor Market Area.

Upon a review of the yearly average unemployment rates, the data indicates that the Millinocket-East Millinocket Labor Market Area consistently has a higher rate than the county or the state.

1999 Monthly Unemployment Rates

Table D-1

1999	January	February	March	April	May	June	July	August	September	October	November	December
Millinocket-East Millinocket LMA	7.8	8.1	8.2	9.4	8.8	8.3	5.7	5.9	6.4	7.3	7.6	7.4
Penobscot County	5.1	5.2	5.0	4.6	4.3	4.4	3.5	3.5	3.5	3.8	4.0	4.3
State of Maine	5.3	5.4	5.2	4.6	4.3	4.3	3.2	3.2	3.2	3.3	3.8	3.5

Source: ME Dept. of Labor Estimates

2000 Monthly Unemployment Rates

Table D-2

2000	January	February	March	April	May	June	July	August	September	October	November	December
Millinocket-East Millinocket LMA	8.5	8.6	7.5	9.6	7.7	7.1	5.3	5.1	5.0	5.4	6.6	5.8
Penobscot County	5.4	5.2	4.9	4.6	3.9	3.8	2.9	2.8	2.9	2.9	2.9	2.8
State	5.3	5.2	4.9	4.2	3.6	3.6	2.6	2.4	2.5	2.6	2.8	2.6

Source: ME Dept. of Labor Estimates

2001 Monthly Unemployment Rates

Table D-3

2001	January	February	March	April	May	June	July	August	September	October	November	December
Millinocket-East Millinocket LMA	7.9	7.6	6.9	8.1	9.2	7.8	6.2	6.7	7.1	6.3	6.0	6.5
Penobscot County	4.7	4.5	4.4	4.6	4.5	4.1	3.5	3.7	3.8	3.9	3.9	3.9
State	4.2	4.5	4.3	4.3	4.0	4.0	3.3	3.3	3.7	3.9	4.2	4.0

Source: ME Dept. of Labor Estimates

2002 Monthly Unemployment Rates

Table D-4

2002	January	February	March	April	May	June	July	August	September	October	November	December
Millinocket-East Millinocket LMA	6.7	6.8	7.7	9.2	7.7	7.0	5.9	5.4	6.2	7.0	10.4	10.8
Penobscot County	4.9	4.9	4.9	4.8	3.9	4.1	3.6	3.5	3.6	3.6	4.4	4.6
State	4.8	4.9	4.8	4.4	3.7	3.9	3.4	3.2	3.5	3.7	4.3	4.5

Source: ME Dept. of Labor Estimates

2003 Monthly Unemployment Rates

Table D-5

2003	January	February	March	April	May	June	July	August	September	October	November	December
Millinocket-East Millinocket LMA	17.4	29.5	30.3	32.4	34.4	29.7	25.0	23.5	24.6	-	-	-
Penobscot County	5.4	6.4	6.2	6.5	6.0	5.8	5.3	5.2	5.5	-	-	-
State	5.5	5.5	5.3	5.2	4.4	4.4	4.1	3.9	4.4	-	-	-

Source: ME Dept. of Labor Estimates

Note: Data for October, November and December not available at this time.

Unemployment Percentage by Yearly Average

Table D-6

Location	1990	1995	1999	2000	2001	2003
Millinocket-East Millinocket LMA	6.7	10.5	7.6	6.9	7.2	24.6
Penobscot County	5.7	6.1	4.3	3.8	4.1	5.5
State of Maine	5.2	5.7	4.1	3.5	4.0	4.4

Source: ME Dept. of Labor Estimates

Note: 2003 numbers are based on the month of September.

LABOR FORCE

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

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

Table D-7

Civilian Labor Force				
	1980	1990	2000	2003
Millinocket-East Millinocket LMA	5,890	6,240	5,040	5,240
Total Employment	5,635	5,870	4,690	3,950
Total Unemployment	255	370	350	1,290
Penobscot County	61,209	74,718	79,357	82,180
Total Employment	56,023	70,477	76,373	77,640
Total Unemployment	5,186	4,241	2,984	4,540
State of Maine	497,401	634,601	688,754	701,600
Total Employment	455,378	601,778	664,601	671,100
Total Unemployment	37,879	32,823	24,153	30,500

Source: Maine Department of Labor

Note: 2003 are based on figures for the month of September.

Profile of the Workforce Study

In a study prepared by The University of Southern Maine Center for Business and Economic Research titled, *Profile of the Workforce in North Central Maine* in 2001 statistical information regarding employment mobility and recruiting trends, unemployment and underemployment, employment costs, education, training and skills and commuting was obtained through surveys to households and employers in the region. For the purposes of the study the region includes the Houlton, Patten-Island Falls, Millinocket-East Millinocket, Lincoln-Howland, Labor Market Areas as defined by the Maine Department of Labor. It should be noted that this report was compiled prior to the closure of the mills in Millinocket and East Millinocket.

A random telephone survey of 391 households in this region was conducted in October and November of 1999 and a survey was mailed to 1,335 employers in the region. A total of 215 responses were received, a return rate of 16.1%.

The study found that the largest percentage of respondents (41.1%) was employed by their primary job in the services industry. The service industry was also the most prominent employer of individuals with second jobs (51.2%) and of the self-employed (24.1%).

According to the report, the top three "primary job" occupations were Professionals (14.37%), Skilled Manufacturing (12.84%) and Health Services (12.54%). The top three "second job" occupations were Health Services (25.58%), Non-health Services (16.28%) and Retail (11.63%).

The report also found that employees in the region tend to stay in their positions with their current employers for long periods. 24.77% of respondents had held their primary job for 15 years or longer while 28.13% had been employed by their current employer of their primary job for 15 years or longer. Respondents with second jobs are more mobile, with more than half (51.16%) being in their current position for less than 6 months with women being much more likely to hold two jobs. 16% of women surveyed had two jobs while only 7% of men had two jobs.

Employers participating in the survey were asked to rate the top three issues that they face in building their workforce. The issues cited most frequently were providing adequate pay, and finding employees with particular skills. About 15% of employer respondents indicated that they still had to do some remedial training for new hires. However, the study found that the workforce in the region was highly educated with more than 95% of respondents indicating that they had completed high school or more. 16% held bachelors degrees, which is a higher percentage than the state as a whole. Education in the health care professions and natural sciences are the two major fields of degrees.

Of those who had lost their jobs as the result of a permanent layoff or business closure, over 60% indicated that it took a year or more to get employment after their last layoff. However, over 70% indicated that the next job was at least as good as or better than the job they had lost.

Salaries were not found to be high in the region with more than three-quarters of salaried respondents indicating that they earned less than \$40,000 per year.

The report also found that about 11% of respondents require childcare with 67% of those individuals indicating that it was somewhat hard to very hard to find adequate childcare.

The study also found that the mean commuting time was 19 minutes with 37.1% having a commuting time less than 10 minutes and 24.7% with a commuting time greater than 30 minutes.

INCOME INFORMATION

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

Household Income 1989

Table D-8

Distribution of Households by Income						
Household Income	Millinocket		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
\$0-\$4,999	196	7.3%	3,070	5.7%	23,344	5%
\$5,000-\$9,999	243	9.0%	5,725	10.6%	48,062	10.3%
\$10,000-\$14,999	157	5.9%	5,409	10.0%	44,415	9.5%
\$15,000-\$24,999	414	15.4%	11,233	20.7%	91,822	19.7%
\$25,000-\$34,999	469	17.4%	9,330	17.2%	83,084	17.8%
\$35,000-\$49,999	580	21.6%	10,148	18.7%	89,700	19.3%
\$50,000-\$74,999	565	21.0%	6,577	12.1%	59,647	12.8%
\$75,000-\$99,999	52	1.9%	1,459	2.7%	14,267	3.1%
\$100,000-\$149,999	-	-	729	1.4%	7,172	1.6%
\$150,000 or more	14	0.5%	493	0.9%	4,216	.9%
Total Households	2,690		54,173		465,729	

Source: U. S. Census

Household Income 1999

Table D-9

Distribution of Households by Income 1999						
Household Income	Millinocket		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
Less than \$10,000	325	14.1%	7,260	12.5%	53,259	10.3%
\$10,000-\$14,999	258	11.2%	4,947	8.5%	39,231	7.6%
\$15,000-\$24,999	450	19.5%	8,949	15.4%	76,633	14.8%
\$25,000-\$34,999	278	12.1%	8,448	14.5%	73,614	14.2%
\$35,000-\$49,999	363	15.7%	10,502	18.1%	94,848	18.3%
\$50,000-\$74,999	347	15.0%	10,376	17.8%	100,423	19.4%
\$75,000-\$99,999	211	9.2%	4,261	7.3%	43,341	8.4%
\$100,000-\$149,999	54	2.3%	2,346	4.0%	24,348	4.7%
\$150,000 - \$199,999	3	0.1%	485	.8%	5,866	1.1%
\$200,000 or more	17	0.7%	561	1.0%	6,809	1.3%
Total Households	2,306	100%	58,135	100%	518,372	100%

Source: U. S. Census

Median Household Income

Table D-10

Median Household Income 1989-1999			
		1989 Income	1999 Income
Millinocket		\$32,344	\$29,318
County		\$26,631	\$34,274
State		\$27,854	\$37,240

Source: U. S. Census

Family Household Income 1989

Table D-11

Distribution of Family Households by Income						
Household Income	Millinocket		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
\$0-\$4,999	88	4.5%	1,242	3.2%	8,468	2%
\$5,000-\$9,999	84	4.3%	2,501	6.5%	19,473	6%
\$10,000-\$14,999	75	3.8%	3,199	8.3%	26,090	8%
\$15,000-\$24,999	296	15.1%	7,503	19.5%	61,944	19%
\$25,000-\$34,999	363	18.6%	7,147	18.6%	64,072	19%
\$35,000-\$49,999	497	25.4%	8,658	22.5%	75,575	23%
\$50,000-\$74,999	499	25.5%	5,849	15.2%	52,504	16%
\$75,000-\$99,999	41	2.1%	1,248	3.3%	12,488	4%
\$100,000-\$149,999	-	-	630	1.7%	6,482	2%
\$150,000 or more	14	0.7%	443	1.2%	3,735	1%
Total Family Households		1,957		38,420		330,831

Source: U. S. Census

Family Household Income 1999

Table D-12

Distribution of Family Households by Income 1999						
Family Income	Millinocket		Penobscot County		State of Maine	
	Num.	%	Num.	%	Num.	%
Less than \$10,000	133	8.5%	2,687	7.0%	17,708	5.2%
\$10,000-\$14,999	125	8.0%	2,180	5.7%	16,457	4.8%
\$15,000-\$24,999	234	15.0%	4,886	12.8%	41,479	12.1%
\$25,000-\$34,999	192	12.3%	5,268	13.8%	47,672	13.9%
\$35,000-\$49,999	295	18.9%	7,872	20.6%	69,045	20.2%
\$50,000-\$74,999	324	20.7%	8,563	22.4%	81,456	23.8%
\$75,000-\$99,999	186	11.9%	3,698	9.7%	37,003	10.8%
\$100,000-\$149,999	54	3.5%	2,078	5.4%	20,876	6.1
\$150,000 - \$199,999	3	0.2%	421	1.1%	4,986	1.5
\$200,000 or greater	17	1.1%	496	1.3%	5,749	1.7%
Total Family Households	1,563	100%	38,149	100%	342,431	100%

Source: U. S. Census

Median Family Household Income

Table D-13

Median Family Household Income and Rates of Growth			
		1989 Income	1999 Income
Millinocket		\$36,162	\$40,893
County		\$31,584	\$42,206
State of Maine		\$32,422	\$45,179

Source: U. S. Census

Income Per Capita 1989 & 1999

Table D-14

Per Capita Income		
	1989	1999
Millinocket	\$14,321	\$17,130
County	\$12,231	\$17,801
State of Maine	\$12,957	\$19,533

Source: U. S. Census

Low to Moderate Income

Table D-15

Town	Population	LMI	LMI %
Millinocket	5,203	2,343	45.4

Source: Current HUD LMI Information.

Note: LMI is Low to Moderate Income

Very low income households are households with annual income of less than or equal to 50 percent of Penobscot County's median annual family income. Low income households are households with annual incomes of more than 50 percent, but less than or equal to 80 percent, of Penobscot County's median annual family income. Moderate income households are households with annual incomes of more than 80 percent, but less than or equal to 150 percent, of Penobscot County's median annual family income.

POVERTY STATUS

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

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

Percent of Persons below the Poverty Level 1989

Table D-16

Percent Below the Poverty Level 1989			
	Millinocket	Penobscot County	State of Maine
All persons	9.5%	13.0%	10.8%
Persons 18 yrs. and over	8.5%	11.8%	9.8%
Persons 65 yrs. and over	12.6%	14.3%	14.0%
Related children under 18 yrs.	11.7%	15.7%	13.2%
Related children under 5 yrs.	12.9%	18.3%	15.7%
Related children 5 to 17 yrs.	11.4%	14.8%	12.3%
Unrelated individuals	22.2%	29.6%	24.5%
All Families	7.9%	9.5%	8.0%
With related children under 18 yrs.	11.2%	14.3%	11.8%
With related children under 5 yrs.	10.3%	17.3%	14.6%
Female householder families	47.8%	35.0%	29.9%
With related children under 18 yrs.	55.5%	47.3%	41.6%
With related children under 5 yrs.	71.7%	68.4%	62.8%

Source: 1990 U.S. Census

Poverty Threshold 1999

Table D-17

Poverty Thresholds in 1999	
Size of family unit	Weighted Average Thresholds
One Person (unrelated individual)	\$8,794
Under 65 years	\$8,959
65 years and over	\$8,259
Two Persons	\$11,239
Householder under 65 years	\$11,590
Householder 65 years and over	\$10,419
Three Persons	\$13,738
Four Persons	\$17,603
Five Persons	\$20,819
Six Persons	\$23,528
Seven Persons	\$26,754
Eight Persons	\$29,701
Nine Persons or more	\$35,060

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

Poverty Status 1999

Table D-18

Percent Below the Poverty Level 1999			
	Millinocket	Penobscot County	State
Individuals	14.8%	13.7%	10.9%
Related children under 18 yrs.	20.4%	15.0%	13.0%
Related children 5 to 17 yrs.	18.3%	13.7%	12.0%
Unrelated individuals 15 yrs. and over	28.9%	28.7%	22.5%
All Families	11.8%	9.7%	7.8%
With related children under 18 yrs.	19.9%	14.6%	11.9%
With related children under 5 yrs.	32.0%	19.6%	16.0%
Female householder families	52.8%	35.7%	28.1%
With related children under 18 yrs.	66.3%	44.1%	36.4%
With related children under 5 yrs.	100%	62.2%	54.7%

Source: 2000 U.S. Census

Poverty percentage levels for Millinocket are higher in all categories than the numbers for the county and the state. It is also important to note that 100% of female householders with children under 5 years old are below the poverty level as compared to 54.7% at the state level.

EMPLOYMENT

Employed persons consist of all persons who did any work for pay or profit; including all persons who did at least 15 hours of unpaid work per week in a family-operated enterprise; and all persons who were temporarily absent from their regular jobs because of illness, vacation, bad

weather, industrial dispute, or various personal reasons. The following tables show the employed population by occupation for Millinocket, Penobscot County and the State.

Tables D-20 and D-21 show the employed population by industry for Millinocket, Penobscot County and the State.

Population by Occupation 1990

Table D-19

Population by Occupation						
Occupation	Millinocket	%	Penobscot County	%	State of Maine	%
Executive, administrative and managerial	242	8.2%	6,694	9.9%	61,376	11%
Professional specialty	306	10.4%	9,716	14.4%	79,155	14%
Technicians and related support	75	2.6%	2,502	3.7%	18,523	3%
Sales occupations	242	8.2%	7,597	11.3%	62,139	11%
Administrative support and clerical	311	10.6%	9,578	14.2%	82,893	15%
Private household occupations	21	0.7%	300	0.5%	2,495	1%
Protective service	77	2.6%	1,153	1.7%	7,867	1%
Other service	363	12.4%	8,988	13.3%	69,848	12%
Farming, forestry and fishing	69	2.3%	1,325	2.0%	15,773	3%
Precision production, craft and repair	494	16.8%	8,658	12.6%	76,847	13%
Machine operators, assemblers and inspectors	445	15.2%	5,020	7.5%	45,653	8%
Transportation and material moving	171	5.8%	3,171	4.7%	24,897	4%
Handlers, cleaners, helpers and laborers	121	4.1%	2,690	3.9%	24,376	4%
Employed persons 16 years and over	2,937	100%	67,389	100.0%	571,842	100%

Source: 1990 U.S. Census

Population by Occupation 2000

Table D-20

2000 Employed Population by Occupation						
	Millinocket	%	Penobscot County	%	State	%
Management, Professional and related	545	26.7%	21,156	30.3%	196,862	31.5%
Service	388	19.0%	11,641	16.7%	95,601	15.3%
Sales and office	411	20.2%	18,728	26.8%	161,480	25.9%
Farming, fishing and forestry	9	0.4%	901	1.3%	10,338	1.7%
Construction, Extraction and Maintenance	184	9.0%	6,844	9.8%	64,064	10.3%
Production, Transportation and Material Moving	502	24.6%	10,576	15.1%	95,666	15.3%
Employed civilian persons 16 years and over	2,039	100%	69,846	100.0%	624,011	100.0%

Source: U.S. Census Bureau

Population by Industry 1990

Table D-21

Population by Industry						
Industry	Millinocket	%	Penobscot County	%	State of Maine	%
Employed persons 16 years and over	2,937	100%	67,389	100.0%	571,842	-
Agriculture, forestry and fisheries	26	0.9%	1,256	1.9%	15,730	3%
Mining	10	0.3%	58	0.1%	533	-
Construction	139	4.7%	4,324	6.4%	42,026	7%
Manufacturing, non-durable goods	1,016	34.6%	7,839	11.6%	54,741	10%
Manufacturing durable goods	190	6.5%	3,697	5.5%	57,890	10%
Transportation	110	3.7%	2,825	4.2%	19,567	3%
Communications and public utilities	43	1.5%	1,580	2.3%	12,710	2%
Wholesale trade	45	1.5%	2,789	4.1%	20,818	4%
Retail trade	497	16.9%	13,121	19.5%	105,312	18%
Finance, insurance and real estate	64	2.2%	2,739	4.1%	31,992	6%
Business and repair services	42	1.4%	2,198	3.3%	19,839	3%
Personal services	98	3.3%	2,151	3.2%	18,322	3%
Entertainment and recreation services	50	1.7%	698	1.0%	5,333	-
Health services	237	8.1%	6,684	9.9%	52,675	9%
Educational services	197	6.7%	8,685	12.9%	53,685	9%
Professional and related services	84	2.9%	3,952	5.9%	35,588	6%
Public administration	89	3.1%	2,793	4.2%	25,081	4%

Source: 1990 U.S. Census

Population by Industry 2000

Table D-22

2000 Percent of Employed Population by Industry						
	Millinocket	%	Penobscot County	%	State	%
Agriculture, forestry and fishing, hunting and mining	18	0.9%	1,607	2.3%	16,087	2.6%
Construction	76	3.7%	4,037	5.8%	42,906	6.9%
Manufacturing	588	28.8%	8,308	11.9%	88,885	14.2%
Wholesale trade	34	1.7%	2,658	3.8%	21,470	3.4%
Retail trade	211	10.3%	9,745	14.0%	84,412	13.5%
Transportation and warehousing, and utilities	123	6.0%	3,899	5.6%	26,857	4.3%
Information	27	1.3%	1,662	2.4%	15,294	2.5%
Finance, insurance, real estate, rental and leasing	97	4.8%	2,859	4.1%	38,449	6.2%
Professional, scientific, management, administrative and waste management services	24	1.2%	3,908	5.6%	43,074	6.9%
Educational, health and social services	505	24.8%	19,968	28.6%	144,918	23.2%
Arts, entertainment, recreation, accommodation and food services	169	8.3%	4,785	6.9%	44,606	7.1%
Other services (except public administration)	80	3.9%	3,445	4.9%	29,182	4.7%
Public administration	87	4.3%	2,965	4.2%	27,871	4.5%
Employed civilian persons 16 years and over	2,039	100%	69,846	100.0%	624,011	100.0%

Source: U.S. Census Bureau

COMMUTING PATTERNS

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

Table D-23

	1990	2000
Millinocket		
Percent drove alone	87.4%	81.7
Percent in carpools	7.3%	9.8
Percent using public transportation	0.6%	-
Percent using other means	0.4%	1.5
Percent walked or worked at home	4.2%	7.0
Mean travel time to work (minutes)	11.4	13.8
Penobscot County		
Percent drove alone	74.9%	79.2%
Percent in carpools	13.7%	10.7%
Percent using public transportation	.9%	.9%
Percent using other means	1.1%	.9%
Percent walked or worked at home	9.5%	8.4%
Mean travel time to work (minutes)	17.5	20.7
State		
Percent drove alone	74.3%	78.6%
Percent in carpools	14.0%	11.3%
Percent using public transportation	.9%	.8%
Percent using other means	10.9%	.9%
Percent walked or worked at home	-	8.4%
Mean travel time to work (minutes)	19	21.2

Source: U.S. Census

RETAIL SALES

The following table documents the level of retail sales in Millinocket compared to retail sales at the county or state levels. Millinocket's retail sales have declined in recent years compared to increases at the county and state levels.

Table D-24

Total Taxable Consumer Retail Sales By Retail Sector					
	1998	1999	2000	2001	2002
Millinocket District	\$47,154,000	\$49,919,000	\$49,711,000	\$47,150,000	\$43,907,000
Building Supply Sales	\$4,743,000	\$5,806,000	\$4,947,000	\$4,864,000	\$4,346,000
Food Store Sales	10,690,000	11,179,000	11,240,000	9,869,000	9,880,000
General Merchandise Sales	8,629,000	8,760,000	8,498,000	7,099,000	6,057,000
Other Retail Sales	3,230,000	3,279,000	3,643,000	4,143,000	4,392,000
Automotive Sales	11,344,000	12,361,000	11,644,000	10,355,000	9,397,000
Restaurant and Lodging Sales	8,519,000	8,535,000	9,739,000	10,819,000	9,834,000
Penobscot District	\$1,406,483,000	\$1,558,724,000	\$1,633,635,000	\$1,653,899,000	\$1,734,468,000
Building Supply Sales	172,097,000	194,939,000	227,382,000	227,881,000	238,384,000
Food Store Sales	156,965,000	168,751,000	176,739,000	155,578,000	162,360,000
General Merchandise Sales	347,725,000	365,760,000	366,066,000	373,101,000	399,632,000
Other Sales	105,415,000	134,501,000	139,156,000	144,505,000	153,234,000
Automotive Sales	422,758,000	480,272,000	506,362,000	531,712,000	549,502,000
Restaurant and Lodging Sales	201,524,000	214,502,000	217,930,000	221,123,000	231,357,000
State of Maine	\$10,734,751,000	\$11,638,157,000	\$12,107,641,000	\$12,413,335,000	\$12,977,160,000
Building Supply Sales	1,340,365,000	1,536,757,000	1,664,894,000	1,746,892,000	1,863,715,000
Food Store Sales	1,218,613,000	1,282,179,000	1,330,256,000	1,185,002,000	1,219,175,000
General Merchandise Sales	2,311,938,000	2,441,896,000	2,535,876,000	2,612,551,000	2,808,493,000
Other Sales	1,312,437,000	1,387,551,000	1,429,986,000	1,409,147,000	1,450,874,000
Automotive Sales	2,797,605,000	3,126,904,000	3,248,452,000	3,446,345,000	3,526,779,000
Restaurant and Lodging Sales	1,753,793,000	1,869,186,000	1,956,237,000	2,013,398,000	2,108,124,000

Source: State Planning Office Maine Retail Sales Quarterly Report Annual Review 2002

A Trade Area Analysis of Retail Sales was completed for Millinocket by the University of Maine Cooperative Extension, 1998. Table 25 is an analysis of retail sales in Millinocket, based upon merchandise categories. Table 26 is an analysis of retail sales in other communities.

Table D-25

Merchandise Category	Potential Sales	Actual Sales	Surplus or (Leakage)	Surplus or (Leakage) as % of Potential Sales	Equivalent Population Gain or (Loss)	Percentage of Total Sales
Auto/Transportation	\$8,605,295	\$10,027,500	\$1,422,205	16.5	801	18.4
Building Supply	5,529,268	3,624,100	(1,905,168)	-34.5	(2,135)	6.7
Business Operating	5,856,257	14,532,100	8,675,843	148.1	10,524	26.7
Food Stores	5,770,571	8,725,200	2,954,629	51.2	3,023	16.0
General Merchandise	5,286,325	8,485,400	3,199,075	60.5	1,917	15.6
Other Retail	5,720,229	2,794,100	(2,926,129)	-51.2	(3,410)	5.1
Restaurant/Lodging	13,370,957	6,278,200	(7,092,757)	-53.0	(5,488)	11.5
Consumer Sales	43,933,506	39,934,500	(3,999,006)	-9.1	(536)	73.3
Total Sales	49,789,812	54,466,600	4,676,788	9.4	564	100.0

Note: 1997 Population data was used for this analysis.

Table D-26

Community	Population 1997	Potential Sales	Actual Sales	Surplus or (Leakage)	Surplus or (Leakage) as % of Potential Sales	Equivalent Population Gain or (Loss)
Bangor	31,431	\$424,117,061	\$795,620,100	\$371,503,039	87.6	49,766
Old Town	7,647	58,848,320	34,481,900	(24,366,420)	-41.4	(3,264)
Rumford	6,775	88,824,290	41,340,900	(47,483,390)	-53.5	(6,594)
Gray	6,751	123,583,043	30,211,200	(93,371,843)	-75.6	(9,289)
Houlton	6,394	78,515,743	72,692,900	(5,822,843)	-7.4	(864)
Belfast	6,280	78,160,434	99,979,700	21,819,266	27.9	3,193
Lincoln	5,575	41,164,588	62,639,200	21,474,612	52.2	2,877
Bucksport	5,097	40,481,781	21,291,700	(19,190,081)	-47.4	(2,390)
Norway	4,636	33,021,184	24,388,500	(8,632,684)	-26.1	(1,199)
Dover-Foxcroft	4,312	24,161,340	31,695,700	7,534,360	31.2	1,198

Note: 1997 Population data was used for this analysis.

The surplus or leakage for a town is determined by subtracting the potential sales from actual sales. For example, if potential sales were computed to be \$45 million and the actual sales were \$50 million, the town would have a \$5 million surplus. On the other hand, if a town was expected to have sales of \$45 million, but actual sales were only \$35 million, the town would have a leakage of \$10 million. It should be kept in mind that potential sales are based on averages for towns of a similar population size. Sometimes there are mitigating circumstances such as proximity to larger population centers, proximity to interstate highways, and others that will cause the retail sales of a particular town to deviate substantially from potential sales.

Potential sales for counties are the expected amount of money spent on retail sales by county residents. The formula for deriving potential sales for a county is exactly the same as the formula used for potential sales for towns, except that county population is substituted for town population. Accordingly, county retail sales surplus or leakage is determined by subtracting potential sales from actual sales.

KATAHDIN REGION INITIAL PLANNING CONFERENCE

In late September of 2003, a planning conference was convened by a joint committee of elected officials from Medway, Woodville, East Millinocket and Millinocket. The conference was facilitated and reported by Advanced Management Catalyst Inc. The following is a brief summary of the conference.

The purpose of the conference was to create a vision and to brainstorm options for achieving the vision. A lengthy Strategic Vision for the Year 2050 for the Katahdin Region was created on September 12, 2003 and is contained in the conference report. The following objectives and projects were created for the Katahdin Region and are listed in order of priority as indicated by vote:

- **Create Economic and Job Growth**

Create financial resources, prepare our work force, provide transportation facilities, promote the Katahdin Region, help local businesses expand, expand tourism, secure land for development, attract and develop industry.

- **Create Efficient, Effective Municipal Services**

Increase cooperation between governments, promote the Katahdin Region as a common identity, develop new inter-municipal services and facilities.

- **Maximize Educational Opportunities Cost-Effectively**

Expand continuing education opportunities to the region, enhance co-curricular educational opportunities, work together to provide cost-effective, high quality education.

- **Instill Katahdin Pride**

Foster cooperation across the region, encourage optimism and open-mindedness.

- **Develop and Promote Recreational and Cultural Activities**

Develop multi-use trails, develop mid-sized festivals and cultural events, develop recreational and cultural facilities, encourage community volunteer participation, explore and develop multi-generational, nontraditional camp opportunities.

- **Offer Enhanced, Affordable Health Care**

Maintain and expand quality health care services to meet changing needs of the region, coordinate regional social services, assess feasibility to establish a research medical center.

- **Beautify the Katahdin Region**

Create aesthetic standards for the region, develop beautification projects.

- **Create an Exciting Life for Our Young Adults**

Provide an energetic atmosphere for young adults, create additional professional job opportunities, promote family life, and ensure recreational opportunities for youth.

This is a continuing process and the public is highly encouraged to participate. More information on this subject can be found at www.katahdinvision.com.

ECONOMIC DEVELOPMENT PROGRAMS

The following programs are available to Maine communities and counties through the Office of Community Development: *Housing Assistance Grant Program, Downtown Revitalization Grant Program, Public Facilities Grant Program, Public Infrastructure Grant Program, Public Service Grant Program, and Urgent Need Grant Program*. Information on these programs can be found on their web site.

Economic Development

The following programs are available for economic development and each one must create at least one job for every \$10,000 of assistance. Furthermore, 50% of these jobs must be for low to moderate-income individuals and 40% to 60% of matching funds are also required: *Business Assistance Program, Development Fund Program, Economic Development Infrastructure Grant Program, Micro-Loan Grant Program, Regional Assistance Fund Program, and Regional Super Park Program*. Information on these programs can be found on the state's web site.

Other assistance may be available through the following organizations: The Finance Authority of Maine, Small Business Administration, Penquis Community Action Program and the Service Corps of Retired Executives. These organizations are listed on the World Wide Web and all of their programs can be accessed through the Millinocket Area Growth and Investment Council (MAGIC).

Currently, the Maine Small Business Development Centers (Maine SBDC) is facilitating a second round of business training for the Katahdin Region starting in mid-September of 2003.

The training program, which was dubbed KEEP (Katahdin Entrepreneurship Education Programs) at its outset resulting from the effects of the GNP bankruptcy, is a collaborative effort by the Maine SBDC in association with the U.S. Small Business Administration (SBA) and the Finance Authority of Maine (FAME). Support for KEEP is also provided by over thirty additional non-profit, government, university, and private organizations. With financial support from Bangor Savings Bank, Machias Savings Bank, Peoples Bank, and other sponsors, KEEP is a collection of workshops and seminars designed to equip entrepreneurs with the broad range of knowledge necessary for successfully developing and growing their small businesses.

The various training programs, offered through KEEP, are intended for existing and new small business owners affected by current economic conditions from Old Town to Patten, known as the Greater Katahdin Region. It is also intended for individuals, in that area, who may be considering

small business ownership as a career option.

The Finance Authority of Maine (FAME) Katahdin Loan Insurance Program provides lenders with loan insurance for existing small business loans meeting certain minimum credit standards. Since lenders certify that a loan meets specific credit criteria at the time of application and since FAME does not independently underwrite each loan application, all loans meeting the programs credit criteria are approved or denied within 24 hours. Under the Katahdin Loan Insurance Program, FAME offers up to a 25% leveraged loan insurance. The maximum aggregate insurance is \$50,000 per borrower and related entities (not per loan) for either term loans secured predominately by fixed assets or revolving lines of credit secured predominately by inventory and receivables or a combination of such credit facilities and shall not exceed 100% of the aggregate principal and interest payments deferred plus capitalized FAME fees. Completed Katahdin Loan Insurance Program applications, including the appropriate insurance fees, may be mailed or faxed to: Finance Authority of Maine, Katahdin Loan Insurance Program, P.O. Box 949, Augusta, ME 04332-0949 Fax: (207) 623-0095.

Planning

The following planning programs are also available: *Community Planning Grant Program*, *Housing Assessment Planning Grant Program*, and *Project Development Planning Grant Program*.

Educational Opportunities

Maine Quality Centers

Coordinated by Maine's Technical Colleges, the Quality Centers program offers customized education and training for new or expanding businesses, at no cost to the business or the trainees.

By matching Maine people with Maine jobs, the Quality Centers Program provides a valuable service not only to employers, by reducing their costs of expansion, but also to unemployed and underemployed Maine people, by offering them free, specialized training which may lead to quality, full-time jobs with growing Maine companies.

Maine Quality Centers education and training programs are coordinated and delivered regionally by Maine's seven Technical Colleges.

Funding Criteria: To participate, businesses must create a minimum of eight (8) full-time jobs with benefits (located in Maine). Project must meet regional economic development strategy. The new jobs must have a minimum skills level of a Specific Vocational Preparation.

WORKSPHERE INITIATIVE FOR THE KATAHDIN REGION

The following information was obtained from a draft (1.2) of the Worksphere Initiative:

The Worksphere Initiative for the Katahdin Region (WIKR), led by the Bucksport-based Training & Development Corporation (TDC) and funded largely through a grant from the U.S. Department of Labor, aims to help transform a major economic crisis in Maine into a groundbreaking opportunity. Through roughly sixteen months of carefully targeted research, discussion, and action, WIKR seeks to accomplish the following:

- The identification of dozens, perhaps hundreds, of new small-business opportunities that, once up and running, can create a diversified, stable, and prosperous economy in the Katahdin Region.
- The creation of sector-specific working groups that can further support entrepreneurs with academic research, business mentorship, and responsive public policy.
- The launch of new investment institutions – capable of providing affordable loans, angel investment, venture capital, and publicly traded equity – that nourish new or expanded small businesses and increase their chance of succeeding.
- The formation of purchasing networks – business to consumer (B2C), business to business (B2B), and business to government (B2G) – that increase the likelihood of new or expanded small businesses not just succeeding but thriving.
- A participatory process that nurtures regional consciousness and collaboration weave new regional networks, and launched new collective projects.
- A template for participatory economic development that can be employed by other distressed communities in Maine and throughout the United States.

The Worksphere Initiative for the Katahdin Region aims to mobilize businesspeople, workers, policymakers, academics, and activists to work together on creating a new vision for the area's businesses and work force. WIKR will prepare papers, hold conferences, and launch enterprises that address the immediate crisis. It will also leave in place several groundbreaking institutions, all ultimately self-financing, that continuously monitor and improve the vitality of the region.

In conjunction with this effort, a series of symposiums will be held in 2004:

- Symposium #1, January 2004 will discuss “Regional Planning”
- Symposium #2, May 2004 will explore “Enhancing Purchasing Power” and
- Symposium #3, September 2004 will new ways to “Mobilize Capital”

PINE TREE ZONES

Pine Tree Zones are an initiative of Governor Baldacci to encourage private investment in distressed areas.

A total of eight zones of up to 5,000 acres each will be designated as Pine Tree Zones. The law provides that four zones will be designated in "regions" based on Aroostook, Androscoggin, Penobscot, and Washington counties.

Four other zones will be awarded on a competitive basis in other areas of the state that meet various threshold criteria relating to unemployment, average weekly wages, and population loss. A single zone can have as many as 20 non-contiguous sites. At this time all of the municipalities in the PVCOC region are eligible to apply.

In addition to existing incentive programs, such as BETR, job training, loan programs, etc., the State will offer to eligible new or expanding businesses:

- A sales and use tax exemption for construction materials and equipment purchases;
- TIF (Employee Tax Increment Financing) for ten years;
- A 100% refund of corporate income tax and insurance premium tax for five years and 50% for the second five years; and
- A local option TIF (Tax Increment Financing) that will not be counted against a municipality's existing TIF cap.

Millinocket is currently applying for a Pine Tree Zone. And the proposed location would encompass 100 acres around the current paper mill site.

ANNEXATION OF NEW LANDS

In the late 80's, Millinocket annexed portions of townships TAR7 and T1R7, east of Millinocket. Much of the land is forested. Availability of the land for development is limited. Much of the acreage is managed for forest production under the Tree Growth Tax Law. It may be economically beneficial for the town to annex additional lands north and west of Millinocket. These lands may have more potential for development, since they are locally owned. The newly acquired lands would be governed under Millinocket's zoning and subdivision ordinances.

OUT COME OF ROUND TABLE DISCUSSIONS

Although the town has experienced much change within the last year, many positive ideas for the future of the region have emerged during "round table" discussions.

The thoughts surfaced that the economic health of the area could potentially be improved through a number of initiatives.

- Façade Improvements: apply for Community Development Block Grant money or other similar resources or by providing some sort of incentives to business and/or building owners to improve the store fronts with a focus on Penobscot Ave. Determine and create a theme for

the downtown for the construction of new buildings and encourage this theme for the renovation of existing buildings.

- Overall Improvements: remove some structures that have deferred maintenance (both commercial and residential) and create green space or parking areas in the downtown to increase the ability for tourists to view the downtown area and shopping availability. If this area was opened-up and appeared more inviting, it might encourage tourists to stop on their way to the park. Other ideas included future commercial growth of the downtown area that could capitalize on the location of Millinocket Stream for walkways to retail shops.
- Penobscot Ave: Determine the feasibility of two-way traffic on this “main street” to determine if this would increase visibility to tourists and what the consequences may be (such as a loss of parking spaces) of such a change.
- Re-establish the Retail Sector: locate a major retail anchor/general merchandise retailer for the former Ames building and overall bolster the retail community with a promotion of the area as a four season tourist destination.
- Resort Complex: further explore the idea of a condo or timeshare complex which promotes use of the golf course. Actively market this concept especially to retirees.
- Alternate Activities: upgrade the available offerings and increase options for entertainment and other family activities such as hospitality/lodging, convention center, a theater and etc. to further move the community into the tourist arena without embracing the National Park concept.
- Katahdin Paper: work with the company towards mutually beneficial goals and continue to maintain an open positive dialogue between the town and the company.
- Great Northern Barn: explore the feasibility of utilizing the old Great Northern barn off Station Road to house a papermaking museum. This is a prime location since it is on the way to the park and near the railroad and the current museum needs additional space.
- Bike Paths: promote bike corridors that would connect Millinocket with other communities in the region and with the park. The path could wind along Millinocket Stream and into the downtown to promote Millinocket’s retail establishments and pass by the Great Northern barn (potential museum site).
- Airport: capitalize on the airport as an industrial (light manufacturing) or commercial growth area especially for businesses that are compatible or dependant upon airport facilities. Utilities would need to be extended; however, the wastewater plant is located just a short distance from the airport. The airport could also be used to further promote the area as a tourist destination. Flights to and from the airport with rental car availability could supply a vital link to the area that is currently being under utilized.
- Diversification: along with the tourists based initiatives, keep the economy diversified. Encourage natural resources based tenants to locate at the Huber Industrial Park and other manufacturing entities to locate in conjunction with the Katahdin Paper facility.
- National Park: the majority of individuals felt that the proposed National Park was not part of their vision and did not fit into the future of Millinocket and the region.



POLICIES AND IMPLEMENTATIONS STRATEGIES

In order to promote an economic climate that increases job opportunities and overall economic well being, the town has developed the following policies and implementation strategies.

- 1. Policy:** The town will further refine the already established areas best suited for development.
Strategies: The town will update their land use ordinance to be consistent with the updated comprehensive plan. This action will continue to reduce the likelihood of incompatible uses, will channel growth into the appropriate locations within the town and retain the quality of life that Millinocket residents have become accustomed to. Furthermore, the town will consider adding language to their land use ordinance that incorporates voluntary design criteria compliance in an effort to make the town more aesthetically pleasing.
Time Frame: On-going¹
Responsible Agent: Town Manager, Planning Board, Town Council and MAGIC
- 2. Policy:** The town will encourage labor force training.
Strategies: The town recognizes the importance of adequate training for the creation and maintenance of a healthy and competitive work force. The town also recognizes that adult education, vocational schools, community colleges graduate and undergraduate programs, Katahdin Region Higher Education Center (KRHEC), Literacy Volunteers, SCORE, job training programs and other federal programs in the area are an asset to the entire region. Program information will be made available at the town hall in the form of brochures and catalogues.
Time Frame: On-going
Responsible Agent: Town Manager, and Town Council
- 3. Policy:** The town will pursue grants to fund the needs of the town.
Strategies: The town will continue to contact the applicable state and federal agencies to solicit information regarding block grants and other revenue sources for improvements to the town. A review of the needs of existing and potential uses will be conducted to match the needs with potential funding sources. Once the information has been gathered, procurement of the funds will be pursued. The town will evaluate the potential for the establishment of a Katahdin Investment Fund. This investment fund would be used as a potential resource for access to capital for town and business development projects.
Time Frame: On-going
Responsible Agent: Town Manager, Town Council and MAGIC

¹ On-going: Continuing

4. **Policy:** The town will seek ways to diversify the local economy.
Strategies: Options for diversifying the local economy range from annexing new lands adjacent to Millinocket, to encouraging individuals to undertake new business ventures or to expand home occupations. Home occupation performance standards will continue to be included in the land use ordinance to ensure compatibility with residential neighborhoods and adjacent properties. Home occupations will continue to be allowed in various locations throughout the community.
Time Frame: On-going
Responsible Agent: Code Enforcement Officer, Planning Board, Town Manager and Town Council.
5. **Policy:** The town will promote community awareness and community pride.
Strategies: The town will continue to promote community and Katahdin pride by working with the school system to develop programming to educate students about the town's history and by continuing to participate with the Regional Planning Conference.
Time Frame: On-going
Responsible Agent: Town Manager, Town Council, School Department and Planning Conference Representatives.
6. **Policy:** The town will promote regional cooperation.
Strategies: On a regional level, the town will work with near-by-towns on economic development to promote regional marketing. A plan to combine all economic development efforts in the region will be considered. Such a plan would include the sharing of tax revenues regardless of which community the entity is successfully located in. The host community would receive the largest percentage of the revenue with the remainder being split between the other participating communities. This initiative will help to instill Katahdin Pride as outlined in the Regional Planning Conference and will foster cooperation across the region by removing the economic development competition between communities while encouraging optimism and open-mindedness. MAGIC will continue to be funded and will continue to be utilized for economic development assistance. Representatives from the town will continue to work with adjacent communities for a joint approach to transportation, bike paths, solid waste, land use planning and other pertinent issues as they may arise.
Time Frame: On-going
Responsible Agent: Town Manager, Planning Board, Town Council and MAGIC

7. **Policy:** The town will continue to work with Katahdin Paper.
Strategies: The town will continue to maintain an open dialogue with Katahdin Paper to foster initiatives that will benefit the region as a whole. The town will assist the company with efforts to re-establish a working industrial facility within the town and the town will approach the company to see if a land swap can be arranged to allow for additional space for growth within the community. The town will also offer to become involved in an attempt to create a museum in the Great Northern barn or other joint initiatives as they are presented that are in the best interest of the region.
Time Frame: On-going
Responsible Agent: Town Manager, Town Council, and Katahdin Paper.
8. **Policy:** The town will work with Maine Department of Transportation (MDOT).
Strategies: The town will contact MDOT to determine the benefits or disadvantages of making Penobscot Avenue a two-way street. If these discussions warrant, a feasibility study will be conducted to further the town's efforts for reviving the downtown area. Additionally, the town will work with MDOT regarding traffic flows, street signage and business signage.
Time Frame: On-going
Responsible Agent: Town Manager, Public Works Director and Town Council.
9. **Policy:** The town will encourage a diversified economic base.
Strategies: The town will continue to work with MAGIC to bolster the retail community and MAGIC will help to promote the community as a four-season destination. Interested parties will be sought to invest in the region to expand recreational opportunities. The town will implement the recommendations contained in the airport master plan, which will strengthen the airport's opportunities for future growth and expanded services. MAGIC will continue to assist the town to secure a Pine Tree Development Zone, which will further diversify the community's economic base. The Planning Board will work with potential developers to ensure that the process is conducted in a timely manner and that town regulations and ordinances are followed. Natural resources based tenants will be welcomed within the community and encouraged to locate at the Huber Industrial Park.
Time Frame: On-going
Responsible Agent: Town Manager, Town Council, MAGIC, and Planning Board.

Millinocket Comprehensive Plan

Millinocket-East Millinocket Labor Market Area

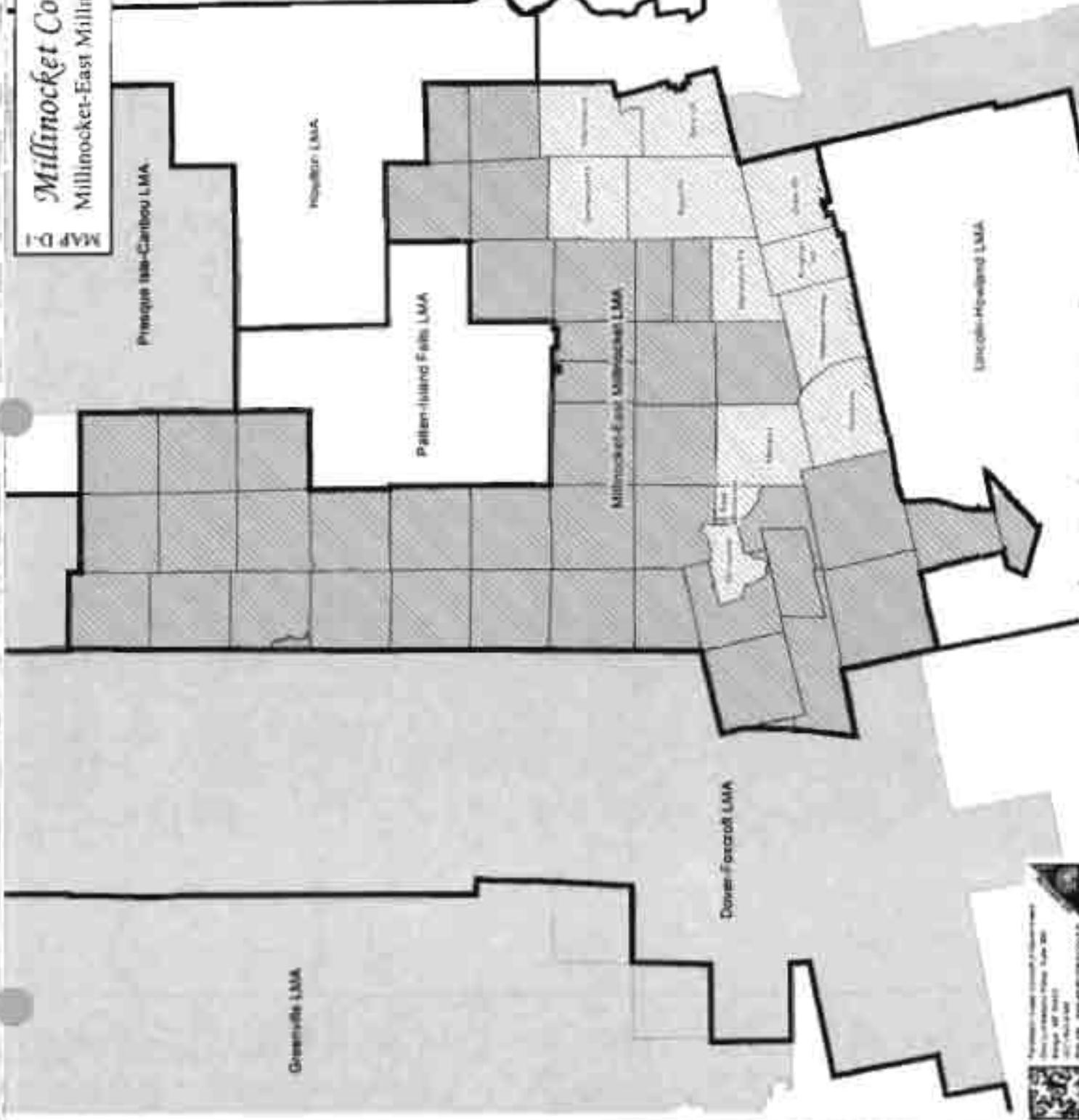
MAP D-1

LEGEND

-  Labor Market Area (LMA)
-  Millinocket-East Millinocket LMA
-  Township boundaries
-  Unincorporated Townships



Source: MEDOL and MEGIS
Map created: March, 2004



Prepared by the Eastern Maine Development Corporation



Eastern Maine Development Corporation
1000 Main Street
Millinocket, ME 04453
Tel: 207-533-2222
Fax: 207-533-2223
www.emdc.org

Natural resources information is useful in identifying opportunities and constraints for development and for protecting environmentally sensitive areas. The natural resources within Millinocket also contribute greatly to the quality of life in the town. These resources provide open spaces that are valued for recreational opportunities such as fishing, boating, snowmobiling, hunting, canoeing, nature watching, hiking, and cross-country skiing, as well as many others.

The goal of the natural resources section is: to protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; to protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas; to protect the State's marine resources industry, ports and harbors from incompatible development to promote access to the shore for commercial fisherman and the public and to safeguard the State's agricultural and forest resources from development which threatens those resources.

LOCATION AND TOPOGRAPHY

The town of Millinocket is located in Penobscot County approximately 70 miles north of Bangor. The town is bordered on the north by T1 R8 WELS and Grindstone Twp, on the east by Grindstone and TA R7 WELS, on the south by TA R7 WELS, Hopkins Academy Grant and T3 Indian Purchase Twp and on the west by and T3 Indian Purchase Twp. The land area of the town, based on current GIS information, is approximately 18.2 square miles.

The following maps are located at the end of this section.

Topography (Map E-1), STATSGO Soils (Map E-2), Land Cover (Map E-3), Aquifers, Watersheds and Wetlands (Map E-4), Water Resources (Map E-5), Water Quality Classification (Map E-6) Shoreland Zoning (Map E-7), Flood Zones (Map E-8), Public Wells (Map E-9), Outfall Locations (Map E-10), and Critical Resources (Map E-11).

SOIL AND WATER CONSERVATION DISTRICT PROGRAM

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

NATURAL RESOURCES CONSERVATION SERVICE

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

SOIL

The United States Department of Agriculture (USDA) Soil Conservation Service (SCS) has prepared soil classification maps for each state (STATSGO). Soil maps for STATSGO are often compiled by generalizing more detailed (SSURGO) soil survey maps. Where more detailed soil survey maps are not available, as is the case in Penobscot County, data on geology, topography, vegetation, and climate are assembled, together with Land Remote Sensing Satellite (LANDSAT) images. Soils of like areas are studied, and the probable classification and extent of the soils are determined. Please see the STATSGO map at the end of this section.

A soils map at 1:20,000 scale is useful in understanding and planning the soil resources of fields, farms, and communities, but it is not useful for planning small (less than 1 acre) plots. The pattern of soils is often very complex and, in some places, soils grade imperceptibly into others. On-site investigations are needed to determine the suitability of a plot for a septic tank installation for example. Soils in Millinocket are of several types: Brayton-Dixfield-Peacham (ME0008), Colonel-Dixfield-Lyman (ME011), Colton-Adams-Vassalboro (ME014), Hermon-Brayton-Colton (ME026) and no name given for ME0701. The STATSGO and SSURGO soils map combinations are not the same map units as the paper copies of the soils maps that are available in the Bangor office of the Soil and Water Conservation Service. In addition the paper maps are not available in digital format. They are therefore not reproduced in this plan but they are now housed in the Millinocket town office as well as in Bangor at SCS.

STEEP SLOPES

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

Please see Map E-1 for the locations of slopes greater than 15%.

SOIL POTENTIALS

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

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

Septic systems should be constructed carefully on poorly drained soils, soils with high water tables, and on shallow to bedrock soils. Development and use of poorly suited soils are the underlying cause of many environmental and economic problems. Water pollution, high cost and maintenance of public services, and the destruction of existing wildlife and scenic values are just a few of the existing ways that a community ends up paying for improper land use.

HIGHLY ERODIBLE SOILS

The removal of surface vegetation from large areas of land can cause erosion, which is a major contributor of pollution to surface waters. Highly erodible soils have a potential to erode faster than normal. Soil composition affects its susceptibility to erosion but the combined effects of slope length and steepness are the greatest contributing factors when identifying highly erodible soils.

Most development and intensive land use can and should take place in areas with slopes of less than 15 percent (representing an average drop of 15 feet or less in 100 feet horizontal distance). On slopes greater than 15 percent, the costs of roads, foundations and septic, sewer and other utility systems rise rapidly. Map E-1 identifies the location of steep slopes in Millinocket.

PRIME FARMLAND

Development threatens the irreversible conversion of farmland to other uses. Recognizing that land use changes and that our state is becoming urbanized, it seems reasonable that conversion of

agricultural land should be based on the quality of the soils. These soils can be rated in terms of their ability to grow agricultural crops. Obviously some soils are much more valuable for agriculture than others.

Prime farmland is one of several kinds of important farmlands defined by the U.S. Department of Agriculture. Identification of prime farmland is a major step in continuing to meet the nation's needs for food and fiber.

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing 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. Prime farmland is also often targeted as prime property for low-density residential development.

Currently only one active farm exists in Millinocket. This farm located on the Station Road raises horses and hay. The following table lists the Prime Farmland Soils for Penobscot County according to the USDA SCS Soil Survey Data for Growth Management.

Map Symbols	Code	Soil Map Unit Name
AaB	4	Adams Loamy Sand, 0 to 8 percent slopes
AgA	1	Allagash Fine Sandy Loam, 0 to 2 percent slopes
AgB	1	Allagash Fine Sandy Loam, 2 to 8 percent slopes
BaB	1	Bangor Silt Loam, 2 to 8 percent slopes
BmB	1	Bangor Silt Loam, Moderately Deep, 2 to 8 percent slopes
BuB	1	Buxton Silt Loam, 2 to 8 percent slopes
CnA	4	Colton Gravelly Sandy Loam, Dark Materials, 0 to 2 percent slopes
CnB	4	Colton Gravelly Sandy Loam, Dark Materials, 2 to 8 percent slopes
CsA	4	Colton Loamy Fine Sand, Dark Materials, 0 to 2 percent slopes
DaA	2	Daigle Silt Loam, 0 to 2 percent slopes
DaB	1	Daigle Silt Loam, 2 to 8 percent slopes
DxA	1	Dixmont Silt Loam, 0 to 2 percent slopes
DxB	1	Dixmont Silt Loam, 2 to 8 percent slopes
EwB	1	Elwood Fine Sandy Loam, 0 to 8 percent slopes
Ha	1	Hadley Silt Loam
HbB	4	Hermon Sandy Loam, 2 to 8 percent slopes
HoB	1	Howland Gravelly Loam, 0 to 8 percent slopes
Lk	5	Limerick and Rumney Soils,
MaB	1	Madawaska Fine Sandy Loam, 3 to 8 percent slopes
MbB	1	Marlow Fine Sandy Loam, 3 to 8 percent slopes
MeA	1	Melrose Fine Sandy Loam, 0 to 2 percent slopes
MeB	1	Melrose Fine Sandy Loam, 2 to 8 percent slopes
On	1	Ondawa Fine Sandy Loam
PgB	1	Plaisted Gravelly Loam, 2 to 8 percent slopes
PhB	1	Perham Silt Loam, 0 to 8 percent slopes
Py	1	Podunk Fine Sandy Loam
RaB	2	Red Hook and Atherton Silt Loams, 0 to 8 percent slopes
RdB	2	Red Hook and Atherton Fine Sandy Loams, 0 to 8 percent slopes

SeA	1	Stetson Fine Sandy Loam, 0 to 2 percent slopes
SeB	1	Stetson Fine Sandy Loam, to 8 percent slopes
SuB	1	Suffield Silt Loam, 2 to 8 percent slopes
SvB	1	Suffield Very Fine Sandy Loam, 2 to 8 percent slopes
ThB	4	Thorndike Shaly Silt Loam, 2 to 8 percent slopes
Wn	1	Winooski Silt Loam
Key To Prime Farmland Code		
1- All areas are prime farmland		
2- Only drained areas are prime farmland.		
4- Only irrigated areas are prime farmland.		
5- Only drained areas that are either protected from flooding or not frequently flooded during the growing season are prime farmland.		

Please see Map E-3 titled "Land Cover" at the end of this section for the locations of Millinocket's prime farmland soils.

FARMLAND PROTECTION MEASURES

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

Farm and Open Space Tax Law

Farmland is eligible for the Farm and Open Space Tax Law Program (Title 36, MRSA, Section 1101, et seq.), if that farm consists of at least five contiguous acres, is utilized for the production of farming, agriculture or horticulture activities and has shown gross earnings from agricultural production of at least \$2,000 (which may include the value of commodities produced for consumption by the farm household) during one of the last two years or three of the last five years.

The open space portion of this program has no minimum lot size requirements and the tract must be preserved or restricted in use to provide a public benefit by conserving scenic resources; enhancing public recreation opportunities; promoting game management or preserving wildlife habitat.

The Farm and Open Space Tax Law encourages landowners to conserve farmland and open space by taxing the land at a rate based on its current use, rather than potential fair market value. The benefits of this program are: that it enables farmers to continue their way of life without being forced out of business by excessive property taxes due to rising land valuations and that it reduces sprawl by keeping the land in its traditional use verses being developed. If the property is removed from the program, a penalty is assessed against the property. This penalty is calculated based on the number of years the property was enrolled in the program and/or a percentage of fair market value upon the date of withdrawal.



The 2001 Municipal Valuation Return Statistical Summary indicates that Millinocket has no land enrolled in the state's Farm and Open Space Tax Law program. This is understandable since Millinocket is a very densely developed community and today agriculture plays a very minimal role in the town's economy. The State of Maine has seen a steady thirty-year decline of agricultural production and in employment within that category. Concern for preservation and wise utilization of these farming resources is important. To reduce environmental problems caused by farming activities, a municipality should ensure that shoreland zoning and other ordinances are properly enforced. Moreover, appropriate performance standards should be developed to minimize environmental contamination and encourage farming uses while fostering stewardship of the environment.

Farmland Registration Program

The Farmland Registration Program is designed to protect a farmer's right to farm their land. Upon registration, a farmer is guaranteed a 100-foot buffer zone between the productive fields and new incompatible development, such as residential development. The Farmland Registration Program also lets new and potential abutter know that a working farm is next door. This program is currently closed to new applications.

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



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

FOREST LAND

Maine's forests and forest industry still play a vital role in the state's economy, especially in Northern Maine. Forested areas provide an abundant and diverse location for wildlife population and for the use and enjoyment of all Maine citizens. Furthermore, the forest protects the soil and water and contributes to a wide variety of recreational and aesthetic experiences. Loss of forestland can be attributed to development and to irresponsible harvesting techniques. Also, when forestland is fragmented, public access becomes more restricted due to increased land posting. To optimize forestland usage, it should be effectively managed and harvested.

PRIME FORESTLAND

Soils rated with a woodland productivity of medium or above are qualified as prime forestland soils. These soils are rated only for productivity and exclude management problems such as erosion hazard, equipment limitations or seedling mortality. Soils rates with a productivity level of medium, high or very high are prime forestland soils.

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

The following table depicts the timber harvest activity within the town from 1991 to 2000.

Years	Selection Harvest Acres	Shelterwood Harvest Acres	Clearcut Acres	Total Harvest Acres	Change of Land Use Acres	Number of Timber Harvests
91-02	355	233	81	596	86	12

Source: Department of Conservation - Maine Forest Service.

Note: Data was compiled from confidential year end landowner reports. According to DOC it was not possible to supply the information by year and still maintain landowner confidentiality.

Please see Map E-3 titled "Land Cover" at the end of this section for the location of Millinocket's prime forestland soils.

The following table lists the Prime Forestland Soils for Penobscot County according to the USDA SCS Soil Survey Data for Growth Management.

Map Symbols	Code	Prime Forestland Soil Map Unit Name
AaB	8	Adams Loamy Sand, 0 to 8 percent slopes
AaC	8	Adams Loamy Sand, 8 to 15 percent slopes
AaE	8	Adams Loamy Sand, 15 to 45 percent slopes
AgA	9	Allagash Fine Sandy Loam, 0 to 2 percent slopes
AgB	9	Allagash Fine Sandy Loam, 2 to 8 percent slopes
AgC	9	Allagash Fine Sandy Loam, 8 to 15 percent slopes
AgD	10	Allagash Fine Sandy Loam, 15 to 25 percent slopes
BaA	10	Bangor Silt Loam, 0 to 2 percent slopes
BaB	10	Bangor Silt Loam, 2 to 8 percent slopes
BaC	10	Bangor Silt Loam, 8 to 15 percent slopes
BaD	10	Bangor Silt Loam, 15 to 25 percent slopes
BmB	8	Bangor Silt Loam, Moderately Deep, 2 to 8 percent slopes
BmC	8	Bangor Silt Loam, Moderately Deep, 8 to 15 percent slopes
BmD	8	Bangor Silt Loam, Moderately Deep, 15 to 35 percent slopes
BnB	10	Bangor Very Stony Silt Loam, 0 to 8 percent slopes
BnC	10	Bangor Very Stony Silt Loam, 0 to 8 percent slopes
BnD	10	Bangor Very Stony Silt Loam, 0 to 8 percent slopes
BoA	5	Biddeford Silt Loam, 0 to 3 percent slopes
BrA	4	Burham Silt Loam, 0 to 3 percent slopes
BuA	8	Buxton Silt Loam, 2 to 2 percent slopes

BuB	8	Buxton Silt Loam, 2 to 8 percent slopes
BuC	8	Buxton Silt Loam, 8 to 15 percent slopes
BxB	8	Buxton, Scantic, and Biddeford Stony Silt Loam, 0 to 8 percent slopes
CaC	6	Canaan Extremely Rocky sandy Loam, Dark Materials, 5 to 15 percent slopes
CaE	6	Canaan Extremely Rocky sandy Loam, Dark Materials, 15 to 45 percent slopes
CcB	7	Colton Cobbly Sandy Loam, Dark Materials, 0 to 8 percent slopes
CcC	7	Colton Cobbly Sandy Loam, Dark Materials, 8 to 15 percent slopes
CcD	7	Colton Cobbly Sandy Loam, Dark Materials, 15 to 25 percent slopes
CcE	7	Colton Cobbly Sandy Loam, Dark Materials, 25 to 45 percent slopes
CnA	7	Colton Gravelly Sandy Loam, Dark Materials, 0 to 2 percent slopes
CnB	7	Colton Gravelly Sandy Loam, Dark Materials, 2 to 8 percent slopes
CnC	7	Colton Gravelly Sandy Loam, Dark Materials, 8 to 15 percent slopes
CnD	7	Colton Gravelly Sandy Loam, Dark Materials, 15 to 25 percent slopes
CnE	7	Colton Gravelly Sandy Loam, Dark Materials, 25 to 45 percent slopes
CsA	7	Colton Loamy Fine Sand, Dark Materials, 0 to 2 percent slopes
CsB	7	Colton Loamy Fine Sand, Dark Materials, 2 to 8 percent slopes
CsC	7	Colton Loamy Fine Sand, Dark Materials, 8 to 15 percent slopes
CsD	7	Colton Loamy Fine Sand, Dark Materials, 15 to 25 percent slopes
DaA	7	Daigle Silt Loam, 0 to 2 percent slopes
DaB	7	Daigle Silt Loam, 2 to 8 percent slopes
DaC	7	Daigle Silt Loam, 8 to 15 percent slopes
DgA	7	Daigle Stony Silt Loam, 0 to 2 percent slopes
DgB	7	Daigle Stony Silt Loam, 2 to 8 percent slopes
DgC	7	Daigle Stony Silt Loam, 8 to 15 percent slopes
DxA	10	Dixmont Silt Loam, 0 to 2 percent slopes
DxB	10	Dixmont Silt Loam, 2 to 8 percent slopes
DxC	10	Dixmont Silt Loam, 8 to 15 percent slopes
DyA	10	Dixmont Very Stony Silt Loam, 0 to 2 percent slopes
DyB	10	Dixmont Very Stony Silt Loam, 2 to 8 percent slopes
DyC	10	Dixmont Very Stony Silt Loam, 8 to 15 percent slopes
EwB	8	Elwood Fine Sandy Loam, 0 to 8 percent slopes
Ha	9	Hadley Silt Loam
HbB	7	Hermon Sandy Loam, 2 to 8 percent slopes
HbC	7	Hermon Sandy Loam, 8 to 15 percent slopes
HdB	7	Hermon Sandy Loam, Moderately Deep, 2 to 8 percent slopes
HdC	7	Hermon Sandy Loam, Moderately Deep, 8 to 15 percent slopes
HeB	7	Hermon Very Stony Sandy Loam, 2 to 8 percent slopes
HeC	7	Hermon Very Stony Sandy Loam, 8 to 15 percent slopes
HeE	7	Hermon Very Stony Sandy Loam, 15 to 45 percent slopes
HhC	7	Hermon Extremely Stony Sandy Loam, 5 to 15 percent slopes
HoB	8	Howland Gravelly Loam, 0 to 8 percent slopes
HoC	8	Howland Gravelly Loam, 8 to 15 percent slopes
HvB	8	Howland Very Stony Loam, 0 to 8 percent slopes
HvC	8	Howland Very Stony Loam, 8 to 15 percent slopes
HvD	8	Howland Very Stony Loam, 15 to 25 percent slopes
Lk	7	Limerick Silt Loam
MaB	8	Machias Fine Sandy Loam, 0 to 8 percent slopes
MbB	8	Madawaska Very Fine Sandy Loam, 0 to 8 percent slopes
MeA	8	Melrose Fine Sandy Loam, 0 to 2 percent slopes
MeB	8	Melrose Fine Sandy Loam, 2 to 8 percent slopes

MeC	8	Melrose Fine Sandy Loam, 8 to 15 percent slopes
MoB	8	Monarda Silt Loam, 0 to 8 percent slopes
MrB	8	Monarda and Burham Very Stony Silt Loam, 0 to 8 percent slopes
MsC	8	Monarda and Burham Extremely Stony Silt Loam, 0 to 15 percent slopes
On	7	Ondawa Fine Sandy Loam
PgB	8	Plaisted Gravelly Loam, 2 to 8 percent slopes
PgC	8	Plaisted Gravelly Loam, 8 to 15 percent slopes
PgD	8	Plaisted Gravelly Loam, 15 to 25 percent slopes
PgE	8	Plaisted Gravelly Loam, 25 to 45 percent slopes
PhB	8	Perham Silt Loam, 0 to 8 percent slopes
PhC	8	Perham Silt Loam, 8 to 15 percent slopes
PmB	8	Perham Stony Silt Loam, 0 to 8 percent slopes
PmC	8	Perham Stony Silt Loam, 8 to 15 percent slopes
PrC	8	Plaisted Very Stony Loam, 5 to 15 percent slopes
PrE	8	Plaisted Very Stony Loam, 15 to 45 percent slopes
PxC	8	Plaisted Extremely Stony Loam, 5 to 15 percent slopes
Py	9	Podunk Fine Sandy Loam
RaB	8	Red Hook and Atherton Silt Loams, 0 to 8 percent slopes
RdB	8	Red Hook and Atherton Fine Sandy Loams, 0 to 8 percent slopes
Sa	6	Saco Silt Loam
ScB	7	Scantic Silt Loam, 0 to 8 percent slopes
SeA	8	Stetson Fine Sandy Loam, 0 to 2 percent slopes
SeB	8	Stetson Fine Sandy Loam, 2 to 8 percent slopes
SeC	8	Stetson Fine Sandy Loam, 8 to 15 percent slopes
SeD	8	Stetson Fine Sandy Loam, 15 to 25 percent slopes
SfC	8	Stetson-Suffield Complex, 0 to 15 percent slopes
SfE	6	Stetson-Suffield Complex, 15 to 45 percent slopes
ShD	6	Stony Land, Hermon Material, Strongly Sloping
SpD	8	Stony Land, Plaisted Material, Strongly Sloping
SuA	8	Suffield Silt Loam, 0 to 2 percent slopes
SuB	8	Suffield Silt Loam, 2 to 8 percent slopes
SuC	8	Suffield Silt Loam, 8 to 15 percent slopes
SuC2	8	Suffield Silt Loam, 2 to 8 percent slopes, Eroded
SuD	8	Suffield Silt Loam, 15 to 25 percent slopes
SuD2	8	Suffield Silt Loam, 15 to 25 percent slopes, Eroded
SuE	8	Suffield Silt Loam, 25 to 45 percent slopes
SvA	8	Suffield Very Fine Sandy Loam, 0 to 2 percent slopes
SvB	8	Suffield Very Fine Sandy Loam, 2 to 8 percent slopes
SvC	8	Suffield Very Fine Sandy Loam, 8 to 15 percent slopes
SvD	8	Suffield Very Fine Sandy Loam, 15 to 25 percent slopes
ThB	8	Thorndike Shaly Silt Loam, 2 to 8 percent slopes
ThC	8	Thorndike Shaly Silt Loam, 8 to 15 percent slopes
ThD	8	Thorndike Shaly Silt Loam, 15 to 25 percent slopes
ThE	8	Thorndike Shaly Silt Loam, 25 to 45 percent slopes
TkB	8	Thorndike Very Rocky Silt Loam, 2 to 8 percent slopes
TkC	8	Thorndike Very Rocky Silt Loam, 8 to 15 percent slopes
TvB	8	Thorndike Very Stony Silt Loam, 2 to 8 percent slopes
TvC	8	Thorndike Very Stony Silt Loam, 8 to 15 percent slopes
TvD	8	Thorndike Very Stony Silt Loam, 15 to 35 percent slopes
Wn	9	Winooski Silt Loam

EXISTING FORESTLAND PROTECTION MEASURES

Tree Growth Tax Law

In addition to the Farm and Open Space Tax Program, the State also has a similar program for forestland. The Tree Growth Tax Law (Title 36, MRSA, Section 571, et seq.) provides for the valuation of land, which has been classified as forestland on the basis of productivity value, rather than on fair market value.

The tree growth program requires that the parcels be at least 10 acres and that the land is held for commercial use. If the property is removed from the program, a penalty is assessed against the property. There are two methods to calculate the penalty. The law directs assessors to use the method that yields the greatest return to the community. In one method, the penalty is calculated based a percentage of the fair market value upon the date of withdrawal. The percentage is determined based on the number of years the property was enrolled in the program. The second method is to calculate the amount of tax that would have been paid for the last five years if the property had not been in the program.

In 2001, the Maine Revenue Service reported that Millinocket had 4 parcels of land enrolled in the tree growth tax program with a total valuation of \$400,013. Within these parcels, a total of 4,670 acres were enrolled. This acreage was further broken down into the following categories:

- 953 acres of softwood,
- 3,070 acres of mixed, and
- 647 acres of hardwood.

The Forest Practices Act

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

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

THE NATURAL RESOURCES PROTECTION ACT

The Natural Resources Protection Act (NRPA) establishes a permit review process designed to provide protection of natural resources of statewide importance. The Act applies to the following

protected natural resources: coastal wetlands and sand dunes; freshwater wetlands; great ponds; rivers, streams and brooks; fragile mountain areas, and significant wildlife habitat. The NRPA recognizes the State significance of these natural resources in terms of their recreational, historical, and environmental value to present and future generations. The NRPA's intent is to prevent any unreasonable impact to, degradation of or destruction of the resources and to encourage their protection or enhancement.

FRESHWATER WETLANDS

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

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

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

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

There are three separate designations for wetlands: Lacustrine, Palustrine, and Riverine. The Lacustrine System includes wetlands and deepwater habitats with all of the following characteristics: (1) situated in a topographic depressions or a dammed river channel; (2) lacking trees, shrubs, persistent emergents, emergent mosses, or lichens with greater than 30% areal coverage; and (3) total area exceeds 20 acres. Similar wetland and deepwater habitats totaling less than 20 acres are also included in the Lacustrine System if an active wave formed or bedrock shoreline feature makes up all or part of the boundary, or if the water depth in the deepest part of the basin exceeds 6.6 feet at low water. Lacustrine waters may be tidal or nontidal, but ocean-derived salinity is always less than 0.5 parts per thousand (ppt).

The Palustrine System includes all nontidal wetlands dominated by trees, shrubs, persistent

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

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

Please see Map E-4 at the end of this section for Millinocket’s wetland locations.

WATERSHEDS

The watershed is defined as a geographic region within which water drains into a particular river, stream or body of water and includes hills, lowlands, and the body of water into which the watershed drains. Approximately 50% of the land area in the State of Maine is located in a lake watershed. All waters are connected; pollution to one source will affect another within a watershed. It is important to remember that everything occurring in a watershed and everything that can be transported by water will eventually reach and impact the water quality of a water body. In other words, these activities may disturb the watershed. The disturbed and developed land contributes pollutants and other substances to a lake. Therefore, lake water quality is degraded. Activity anywhere in a watershed, even several miles away, has the potential to impact lake water quality.

Map E-4 shows Millinocket’s watershed features as described by the Maine Department of Environmental Protection.

LAKES AND PONDS

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

According to the PEARL website, there is one lake and one pond located in Millinocket. PEARL is the on-line GIS-based, searchable database for Maine lakes compiled by the University of Maine and the Maine Department of Environmental Protection (DEP).

Ferguson Lake covers 250 acres but no water quality data is currently available.
Shad Pond covers 112 acres and no water quality data is available.

Jerry Pond is not listed on Pearl and information is not available for this pond. Please see Map E-5 for the location of Millinocket's water resources.

RIVERS, STREAMS, AND BROOKS

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

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

To determine what portion of Maine's rivers, streams, and brooks meet the goal of the Federal Clean Water Act, MDEP uses bacteriological, dissolved oxygen, and aquatic life criteria. All river waters are classified into one of four categories: Class AA, A, B, and C. These classifications are defined by legislation, with Class AA being the highest classification with outstanding quality and high levels of protection. Class C, on the other end of the spectrum, is suitable for recreation and fishing yet has higher levels of bacteria and lower levels of oxygen. Below are the designated uses as described to Maine's water quality classification:

Class AA - Drinking water supply, recreation in and on the water, fishing, navigation and a natural and free flowing habitat for fish and other aquatic life.

Class A - Drinking water supply, recreation in and on the water, fishing, industrial process and cooling water supply; hydroelectric power generation, navigation, and unimpaired habitat for fish and other aquatic life.

Class B - Drinking water supply, recreation in and on the water, fishing, industrial process and cooling water supply; hydroelectric power generation, navigation, and unimpaired habitat for fish and other aquatic life.

Class C - Drinking water supply, recreation in and on the water, fishing, industrial process and cooling water supply; hydroelectric power generation, navigation, and a habitat for fish and other aquatic life.

The following is a listing of the brooks and streams in Millinocket:

- Jerry Brook
- Ledge Cut Brook
- Little Smith Brook
- Millinocket Stream
- Schoodic Stream

- Smith Brook

Please see Map E-5 for the names and locations of Millinocket's streams and brooks and Map E-6 for Millinocket's Water Quality Classifications.

FLOODPLAINS

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 their ability 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 recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive urban development on floodplains and flood prone areas can increase the severity of floods and cause flooding of previously unaffected areas. The major consequence of intensive development in floodplains and flood prone areas is the 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.

Millinocket participates in the National Flood Insurance Program (NFIP), and has a Floodplain Management Ordinance.

Intensive development in floodplains, floodprone areas, and "special flood hazard areas" should be avoided. In addition, existing development and incompatible land use activities should not be permitted to expand and should be amortized for their eventual elimination, to the maximum extent possible.

Millinocket has adopted a shoreland zoning ordinance as required by the State of Maine. This ordinance serves to protect shores by restricting building to reduce flood damage and other problems.

Map E-8 shows the location of Millinocket's flood zones. Locations are approximate because these maps have not yet been digitized for this area.

SURFACE WATER PROTECTION

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

Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

AQUIFERS

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

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

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

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

Millinocket contains two aquifer locations. One large aquifer occurs on either side of Millinocket Stream and the other is located along Dolby Pond, both are rated as 10 to 50 GPM.

Map E-4 at the end of this section shows the location of these Aquifers.

DRINKING WATER SUPPLY

The Town of Millinocket has two public wells and a drinking water intake location according to the Maine Drinking Water Program.

- Aqua Maine Water Company has a surface water intake location at Ferguson Pond.
- The Rice Farm Campground has a 66 foot deep drilled groundwater well.
- Three Rivers Visitors Center has a 200 foot deep drilled groundwater well.

Public water suppliers are required to periodically test the water they serve and, if necessary, to treat it. However, public water supply wells do sometimes get contaminated by human and animal waste, gasoline and other pollutants. Developing a new ground water supply can cost a town more than half a million dollars. The responsibility for protecting public water supply

sources from contamination falls largely to public water suppliers. However, land use decisions are made by municipal officials, not water suppliers. This means that protection of public water supplies requires a partnership between water suppliers, regulators, local landowners, and municipalities.

Please see Map E-9 for their locations.

MAINE DRINKING WATER PROGRAM

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

THREATS TO WATER QUALITY

Point Source Discharge

Point Source discharges of pollution originate from municipal and industrial facilities, bypasses and overflows from municipal sewage systems, unpermitted and illegal dischargers, and produced water from oil and gas operations.

There are six outfall locations / discharge licenses granted by D.E.P. for Millinocket. Please see Maine DEP Map E-10 at the end of this section for the locations.

- Katahdin Paper - Katahdin Paper is permitted to discharge treated and untreated industrial wastes into the West Branch of the Penobscot River at five locations near the facility.
- Town of Millinocket - The Town of Millinocket Public Works Department is permitted to discharge treated municipal wastewaters into the West Branch of the Penobscot River at the site of its treatment plant.

In an effort to optimize the performance of municipal and industrial wastewater treatment facilities, the Maine DEP provides Pollution Prevention services to municipal and industrial facilities. Pollution Prevention is the concept of preventing the pollution before it is created in the first place. Typically, a team will be formed to identify any opportunities to increase the efficient use of chemicals and energy throughout the treatment facility. In addition, the team will look for any opportunities to reduce pollution either throughout the municipality or the industry. This team typically is comprised of a DEP staff person, plant operators and administrators, and may include engineering consultants. This team approach is now used more extensively than in

the past, because it builds trust and better working relationships and produces improved results. The team works together to identify pollution prevention opportunities. Once the problem has been properly identified, the team will identify possible solutions. The facility staff's extensive experience with their facility, combined with the DEP's experience with a variety of facilities, combines to form a very effective team.

Non-Point Source Pollution

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

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

Aquatic invasion of non-native species has begun to affect some waterbodies in Maine. This is especially found in lakes heavily used by recreational boaters, from affected states, who do not adequately clean their boats or trailers. The Maine DEP and Volunteer Lakes Monitoring Program bring awareness to residents of the threat that invasive plants have to Maine lakes, ponds and streams. Aquatic invasion has not been found in Millinocket.

WATER QUALITY PROTECTION

The following is a listing of water protection funding and assistance programs. Program descriptions can be found on the State of Maine web site: ***Small Community Grant Program, Overboard Discharge Grant Program, Maine Combined Sewer Overflow Grant Program, Maine State Revolving Loan Fund (SRF), Watershed Protection Grant, Surface Water Protection Projects, Nonpoint Source Water Pollution Control Grants ("319"), and Wellhead Protection Program.***

CRITICAL NATURAL RESOURCES

Conserving an array of habitats and their associated wildlife species helps in maintaining biological diversity and ensuring that wildlife and human populations remain healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water and space. Development often has a negative impact, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridor.



The Growth Management Act encourages municipalities to develop a comprehensive growth management plan to guide their future development and specifically requires that each plan address important wildlife habitats. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has identified, evaluated and mapped habitats of endangered or threatened wildlife species; which include deer wintering areas (DWAs) and waterfowl and wading bird habitats. The Growth Management Act encourages municipalities to consider critical natural resource locations in their comprehensive plans.

Rare and Unique Features – Maine’s Rare, Threatened and Endangered Plants

The Natural Areas Program is administered by the State Department of Conservation (DOC). The program includes Rare and Unique Botanical Features and Registered Critical Areas. Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. These features are ranged in four different ways: State Rarity (determined by the Maine Natural Areas Program), Global Rarity (determined by The Nature Conservancy), State Legal Status (according to 5 M.R.S.A. § 13076-13079) and Federal Status.

Features that have been identified in the past, but have not been seen, or field-verified, within the past 20 years are considered as historic rare, threatened or endangered plants. Because these areas have not been field verified there is no information available by which to map these areas.



Registered Critical Areas - Registered Critical Areas are natural areas that the landowner has agreed to voluntarily conserve.

The Growth Management Act encourages municipalities to develop a comprehensive growth management plan to guide their future development and specifically requires that each plan address important wildlife habitats. The Maine Department of Inland Fisheries and Wildlife (MDIFW) has documented and mapped occurrences of rare, threatened and endangered wildlife species. MDIFW has also mapped candidate significant wildlife habitats as defined by NRPA; which include deer wintering areas (DWA) and waterfowl and wading bird habitats (WWH). The Growth Management Act encourages municipalities to consider critical natural resource locations in their comprehensive plans.

Please see Map E-11 at the end of this section for the location of Millinocket’s Critical Wildlife Habitats.

WILDLIFE HABITATS

Conserving an array of habitats and their associated wildlife species will help in maintaining biological diversity and ensuring that wildlife and human populations remain healthy. To feed and reproduce, wildlife relies on a variety of food, cover, water, and space. Development often has negative impact on these, resulting in the loss of habitats and diversity, habitat fragmentation and loss of open space, and the loss of travel corridor.

Essential Wildlife Habitats - Essential Wildlife Habitats are defined under the Maine Endangered Species Act as a habitat "currently or historically providing physical or biological features essential to the conservation of the species" as identified by Maine Department of Inland Fisheries and Wildlife (MDIFW). The Maine Endangered Species Act is designed to protect threatened and endangered species.

Significant Wildlife Habitat - Significant Wildlife Habitat that is mapped by the Department of Inland Fisheries and Wildlife includes habitat for endangered or threatened species, high and moderate value deer wintering areas and travel corridors, high and moderate value waterfowl and wading bird habitats, critical spawning and nursery areas for Atlantic sea run salmon, and shoreland nesting, feeding and staging areas, and seabird nesting islands. Significant Wildlife habitats, as defined in the NRPA, are illustrated on the Critical Resources Map at the end of this section.

DEER WINTERING AREAS

In early winter, deer normally migrate to preferred wintering habitat, in some cases more than 20 miles from summer range. Without the protection of wintering habitat, deer are particularly vulnerable to severe winter weather and predators. It is essential to maintain sufficient amounts of high-quality wintering habitat in order to minimize the effects of severe winters, reduce deer losses during normal winters, and provide for a more sustainable population of deer to be enjoyed by all of Maine's people.

Because deer in Maine exist near the northern limit of the species' range, abnormally severe winters will inevitably cause periodic declines in deer populations. In nearly all parts of Maine, deer populations are normally kept well below the capacity of the habitat to support deer. This ensures that deer remain productive, that they have access to high quality forages, and that they achieve near-optimum body size and condition prior to winter. MDIFW encourages landowners to develop a management plan for their lands to provide optimal winter and summer habitat for deer. MDIFW's has identified DWAs to ensure that town governments adequately address the protection of special habitats, such as deer wintering areas, at the town-level during the comprehensive planning process.

Millinocket has one DWA that is located north of Route 11 and west of Morgan Lane. Please see Map E-11 at the end of this section for the location.

INLAND WADING BIRD AND WATERFOWL HABITATS

Waterfowl and Wading Birds occupy areas of Maine for all or a portion of the year so it is necessary that efforts be taken to conserve their habitats. High and moderate value waterfowl and wading bird habitats are candidate significant wildlife habitats as defined by the NRPA. They are mapped and rated using the 1973 MDIFW Wetland Inventory, aerial photography and site visits, as necessary. Ratings are based on the dominant wetland type, wetland type diversity, size wetland interspersion and percent of open water. These areas provide breeding, feeding, migration staging, wintering, roosting, and loafing habitats for waterfowl and wading birds.

Millinocket has five identified inland wading bird and waterfowl habitat locations. Please see Map E-11 for these locations.

BALD EAGLE NEST SITES

Historically, Maine was home to hundreds of pairs of bald eagles nesting along undisturbed shorelines of the coast, lakes, and major rivers. However, largely due to DDT contamination, eagle populations declined so drastically that they were listed as an Endangered Species in 1978. As DDT residues in the environment dropped, bald eagles began to recover in Maine. Increasing losses of undisturbed nesting sites during the late 1980s, however, threatened further population growth and recovery of the species. Adequate numbers of young eagles must be produced from Maine's traditional eagle nesting sites if the population is to achieve a lasting recovery from Endangered or Threatened status. Loss of undisturbed nesting sites is now the greatest danger to Maine's eagle population. For this reason, designation of nest sites as essential habitat plays an important role in the recovery of Maine's bald eagle population.

State agencies and municipalities cannot permit, license, fund, or carry out projects which will significantly alter an Essential Habitat or violate protection guidelines adopted for the habitat. Concerns for Endangered and Threatened Species should be addressed during preliminary planning and existing municipal review procedures. The Department of Inland Fisheries and Wildlife offers guidance to municipalities when wildlife concerns are being addressed in comprehensive plans and town ordinances.

These habitats have been identified by IF&W and are shown on the Critical Resource Map E-11 at the end of this section.

CREEPER

This is a small to medium-sized mussel. The creeper, or *Strophitus undulates*, is one of the most nondescript mussels in Maine and can be confused with a number of other species. The creeper is one of the most widely distributed species in North America. It is found in most major watersheds in Maine, although it is never common. The creeper has been found only in streams and rivers in Maine, though elsewhere it is reported to live in Lakes. It can tolerate a range of flow conditions, but is rarely found in high-gradient streams of mountainous regions. Lake outlets are especially productive habitats for this species. It seems to prefer sand and fine gravel substrates. Although the creeper is widely distributed in Maine, it is rarely abundant. Usually fewer than ten individuals are found at a single location, and there is considerable question about the long-term viability of such small populations. Consequently, Maine has listed the creeper as special concern. The only other northeastern state to list the creeper is Massachusetts. Like the other special concern species in Maine, it prefers clean, flowing water, and thus habitat degradation and pollution have probably affected this species in similar ways. Millinocket has one recognized creeper habitat site.

Please see the Critical Resource Map E-11 at the end of this section for the location.

YELLOW LAMPMUSSEL

According to MIF&W's website, the Yellow Lampmussel or *Lampsilis cariosa*, is a Freshwater Mussel found in the following Maine locations: St. George, Penobscot, and lower Kennebec River drainages.

This mussel is predominantly a river species, but is also found in some lakes and ponds and it prefers sand and mixed sand/gravel/cobble substrates.

Currently, the species is on the state's listing status as threatened and has no federal listing status but was a former candidate.

The Yellow Lampmussel is Threatened in Maine because 1) its range-wide population trend is marked by widespread declines, 2) its range in Maine is restricted to 3 adjacent midcoast drainages, and its distribution within these drainages is limited to 9 discrete, disjunct areas, 3) the major proportion of its population is found in only 6 of those areas, 4) it is found in very low numbers at most locations where it occurs, and 5) its population distribution is fragmented, both within and between drainages, by dams and geographic isolation.

This freshwater mussel is found only along the Atlantic Slope coastal drainage from Nova Scotia to Georgia. Throughout most of its range, significant declines have been documented - with the number and size of extant occurrences dwindling in many states. Not unique to the Yellow Lampmussel, these same alarming trends characterize the present status of freshwater mussels as a faunal group. Of the nearly 300 species native to North America, approximately half are either currently listed as federally Endangered or Threatened, recognized as possibly warranting federal listing status, or are already extinct.

Primarily responsible for these declines is more than a century of industrialization and development of our waterways, resulting in significant alteration and loss of habitat, as well as degradation of water quality. Because of inherent life history traits (ie. sedentary, filter-feeders, long-lived, slow to mature, low reproductive success, host species-dependent, and habitat specialists), 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.

In Maine, historic references for freshwater mussels are limited, and past status or trends cannot be reliably assessed. However, the current range-wide declines documented elsewhere suggest the possibility of similar trends and have prompted statewide inventory efforts. During 1992-96, MDIFW surveyed nearly 1300 sites on rivers, streams, lakes, and ponds with potentially suitable habitat. Prior to this, the Yellow Lampmussel was known from only 10 locations: 4 in the small St. George River drainage, 3 in the Penobscot River drainage, 2 in the lower Kennebec River drainage, and 1 in an unknown drainage in Aroostook County. As a result of the surveys, only 37 new locations were found. Most of these are closely associated with the previously documented locations.

Despite extensive surveys to the east and west, the Yellow Lampmussel has not been found

outside the St. George, Penobscot, and lower Kennebec River drainages. Within these drainages, occurrences of the Yellow Lampmussel are not widespread, but limited in distribution to a small number of ponds and river segments forming 9 discrete areas. Within these areas, the species is not distributed evenly but found only in specific locations and nearly always in very low numbers. Of the 47 currently known locations, about 2/3 were documented by 12 or fewer live individuals or by dead shells only. The remaining locations have the major proportion of the Yellow Lampmussel's statewide population, and are isolated from each other within 6 of the 9 areas. Individual populations are further fragmented between drainages by geographic isolation, and within drainages by numerous dams, distance, and geography.

RARE AND UNIQUE BOTANICAL FEATURES- MAINE'S RARE, THREATENED, AND ENDANGERED PLANTS

The Natural Areas Program is administered by the State Department of Conservation (DOC). The program includes Rare and Unique Botanical Features and Registered Critical Areas. Rare and unique botanical features include the habitat of rare, threatened, or endangered plant species and unique or exemplary natural communities. These features are ranged in four different ways: State Rarity (determined by the Maine Natural Areas Program), Global Rarity (determined by The Nature Conservancy), State Legal Status (according to 5 M.R.S.A. § 13076-13079) and Federal Status.

Features that have been identified in the past, but have not been seen, or field-verified, within the past 20 years are considered as historic rare, threatened or endangered plants. Because these areas have not been field verified there is no information available by which to map these areas.

According to DOC, Millinocket does not contain any of these features.

MARINE RESOURCES

Millinocket is not a coastal community and does not contain any marine resources.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to protect and preserve the quality of the state's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas; in order to protect the state's other critical natural resources, including, without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas; in order to protect the state's marine resources industry, ports and harbors, from incompatible development, and in order to promote access to the shore for commercial fishermen and the public, the following policies and implementation strategies have been developed.

1. **Policy:** The town will continue to ensure high quality ground and surface water and will protect regional water resources.

Strategies: Compatible efforts by municipalities that share water resources including lakes, aquifers, great ponds, rivers, streams, and wetlands will be achieved through the exchange of Millinocket's existing and future ordinances with its abutting communities. Millinocket will notify the adjoining municipality when a development is proposed adjacent to that town line or shared resource. Millinocket's Planning Board, in conjunction with neighboring planning boards (and LURC) will work to regionally protect the shared resources by development of similar regional regulations. Once these standards are established, they may be incorporated into the local land use ordinance and shoreland zoning regulations, as appropriate. Once adopted, the planning boards will monitor their effectiveness. Performance standards in the land use ordinance will continue to protect high yielding sand and gravel aquifers by prohibiting the location of activities that store hazardous or toxic wastes on or adjacent to any significant aquifer. The town has adopted Shoreland Zoning Regulations and will continue to update these regulations to protect the lakes, ponds, wetlands and aquifers within the borders of Millinocket. The town will support efforts to reduce input of phosphorous from existing sources in the watershed. Natural buffers will be recommended whenever possible to minimize the costs to the landowner or developer. Additionally, the town will work with state and town organizations to prevent the invasive species from invading the town's water resources.

Time Frame: Immediate¹

Responsible Agent: Planning Board, Town Manager, Code Enforcement Officer and Town Council.

¹ Immediate-Within 1 to 2 years

2. **Policy:** The town will restrict development within identified floodplain areas.
Strategies: The land use ordinance will continue to contain performance standards that will reduce development activities that would increase the potential for flooding, diminish water quality or threaten public safety.
Time Frame: Short Term²
Responsible Agent: Planning Board, Code Enforcement Officer and Town Council
3. **Policy:** The town will continue to protect and preserve natural resources and will ensure that environmental resources of all types are taken into account during the development review process.
Strategies: The land use ordinance will continue to include performance standards to protect waterfowl and wading bird habitats and other essential habitat, as well as guiding future development so that additional inputs of phosphorus are minimized. All development proposals that are reviewed by the Planning Board shall include information regarding any on-site or adjacent deer wintering areas, waterfowl and wading bird habitats or endangered species essential habitat. The land use ordinance will require that when landowners, project planners, municipalities or state agencies propose a development in or adjacent to the site of an Essential Habitat or Significant Habitat that the applicant will consult a wildlife biologist for an impact assessment to ensure that no negative impact to these areas result from the development. This assessment will be included as part of the application to the Planning Board. Early consultation will help resolve avoidable conflicts and prevent unnecessary delays and economic pitfalls that might otherwise arise during final project reviews.
Time Frame: Short Term²
Responsible Agent: Planning Board, Town Manager, Code Enforcement Officer and Town Council
4. **Policy:** The town will continue to update and conform to the minimum standards for the protection of natural resources, as determined by the state and federal government.
Strategies: The town has adopted shoreland-zoning regulations that protect the lakes, ponds, wetlands and aquifers within the borders of Millinocket. The town will continue to enforce the Shoreland Zoning Ordinance and to conduct annual reviews of the Shoreland Zoning Ordinance and the land use ordinance to ensure compliance with minimum state requirements.
Time Frame: Immediate¹
Responsible Agent: Planning Board, Town Manager, Code Enforcement Officer and Town Council

² Short Term– Within 2 to 5 years

5. **Policy:** The town will encourage environmentally correct practices.

Strategies: The town will encourage forest and agricultural best management practices. This will be accomplished through public educational materials, such as MDEP's Best Management Practices that will be made available at the town office. The Planning Board will continue, through the land use ordinance, to encourage the retention of existing trees where possible when land is being cleared for development. The town will continue the development of the street tree program. The community will inventory their trees located within the tree belts and will utilize assistance from available state resources such as the Maine Forest Service or available grants such as Project Canopy. An inventory of existing trees and a plan for planting of additional shade trees will also be encouraged.

Time Frame: Long Term

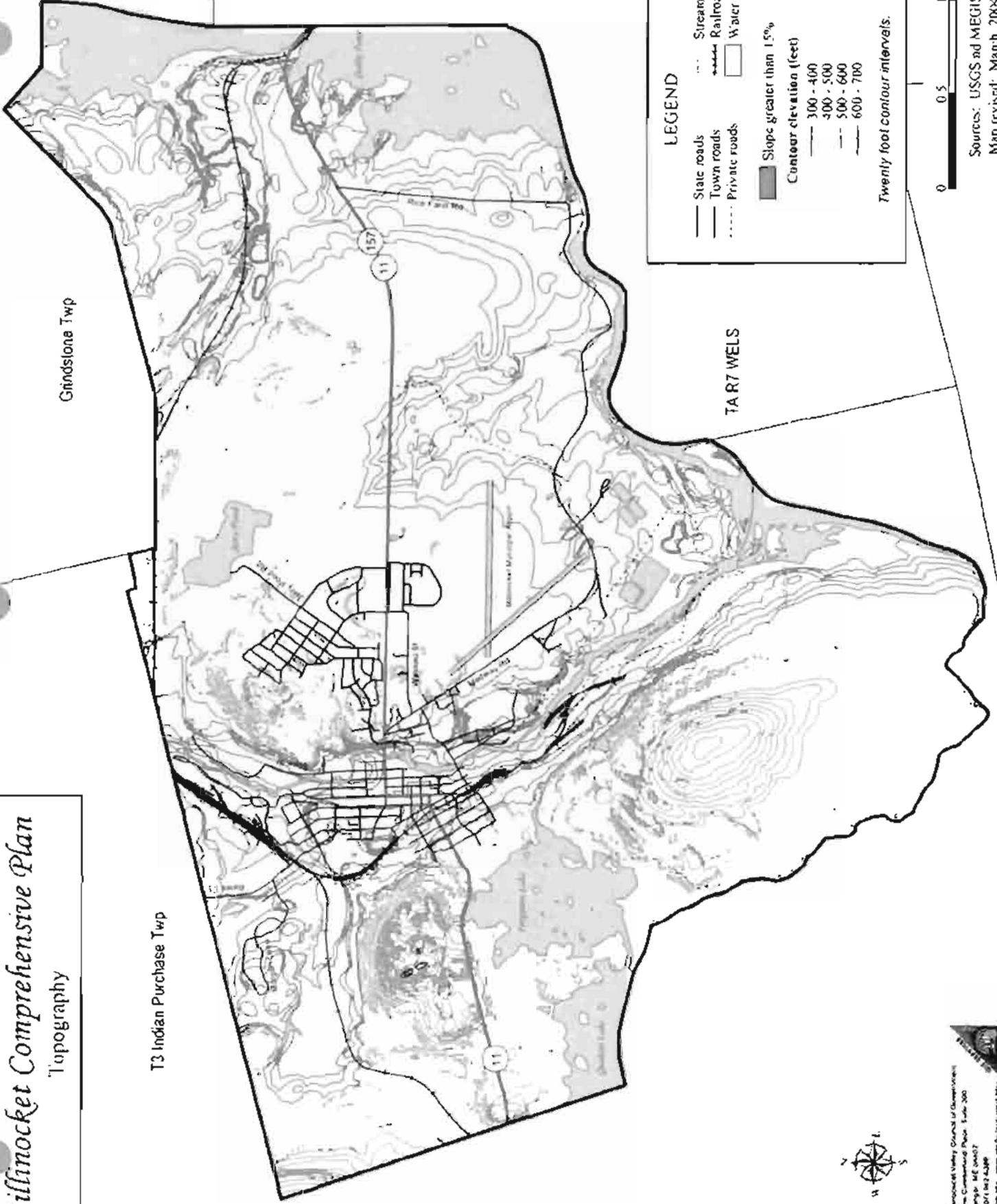
Responsible Agent: Planning Board, Town Manager, Code Enforcement Officer and Town Council.

Millinocket Comprehensive Plan Topography

T3 Indian Purchase Twp

Grindstone Twp

TAR7 WELS



LEGEND

- State roads
- Town roads
- ... Private roads
- Streams
- Railroads
- Water

Slope greater than 15%

Contour elevation (feet)

- 300 - 400
- 400 - 500
- 500 - 600
- 600 - 700

Twenty foot contour intervals.



Miles

Sources: USCS and MEGIS
Map revised: March, 2004



Penobscot Valley Council of Governments
One Commercial Place, Suite 300
Bangor, ME 04407
1001.547.4288
Web site: www.pvcog.org
Get more information about the Plan Summary

Prepared by the Eastern Maine Development Corporation

Millinocket Comprehensive Plan

Water Resources

MAP 5

Grandstone Twp

T3 Indian Purchase Twp

T4 RT WELS

LEGEND

- State roads
- Town roads
- Private roads
- Railroads
- Water
- Water Resources
- Perennial Streams
- Intermittent Streams



Source: MFGIS
Map revised: March 2004

Prepared by the Eastern Maine Development Corporation



Eastern Maine Development Corporation
 100 Commercial Paper Lane
 Bangor, ME 04911
 207-547-2244
 www.emdc.com
 See map legend for more information.

Millinocket Comprehensive Plan

Water Quality Classification

MAP 11.6

13 Indian Purchase Twp

Gondstone Twp

TA R7 WELS

LEGEND

- State roads
- Town roads
- Private roads
- Railroads
- Water

Water Quality Classification

- Class A
- Class B
- Class C

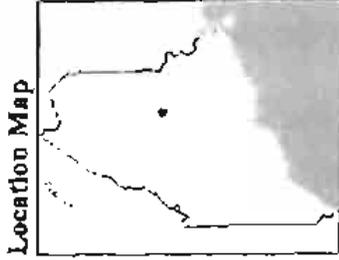


Source: MEDEP and MEGIS
Map created: March, 2004



Prepared by the Eastern Maine Development Corporation

DWP - Public Wells



- Legend**
- DWP Intakes
 - DWP Wells
 - * Landuse Activities
 - Water Bodies
 - Watersheds
 - Buffers
 - DWP Intakes
 - DWP Wells
 - Protection Areas
 - 200 Days
 - 2500 Days
 - Sand and Gravel Aquifers
 - < 50 GPM
 - > 50 GPM

For more information:
 Drinking Water Program,
 Maine Dept. of Human Services
 11 SHS., 161 Capital Street
 Augusta, ME. 04333-0011
 phone: (207) 287-2070
 fax: (207) 287-4172

5. Intake protection area is a 1000 foot radius circle determined by buffering intakes.
6. All data should be field checked for accuracy.
7. Some public water supply sources may not be displayed.
8. IMS application developed by: Northern Geomatics, Inc.

- Notes:**
1. Basemap data from MEGIS.
 2. Wells and intakes located by GPS, 1991-1999.
 3. Wellhead protection areas (WHPA) determined by buffering well points.
 4. Radius of WHPA between 300 and 2500 feet, based on population served by water system.



Millinocket Outfall Locations and Surrounding Municipalities



Contact: Lorna Thompson, Planner
Eastern Maine Development Corporation
Penobscot Valley Council of Governments
PO Box 2579
Bangor, ME 04402-2579
Phone: 1-800-339-6389

Millinocket

Great Northern Paper
Outfall #7

GNP Outfall 10

GNP Outfall 9

Ferguson
Lake

GNP Outfall 3

GNP Outfall 1

West Branch Penobscot River

Municipal Waste Water
Treatment Facility Outfall

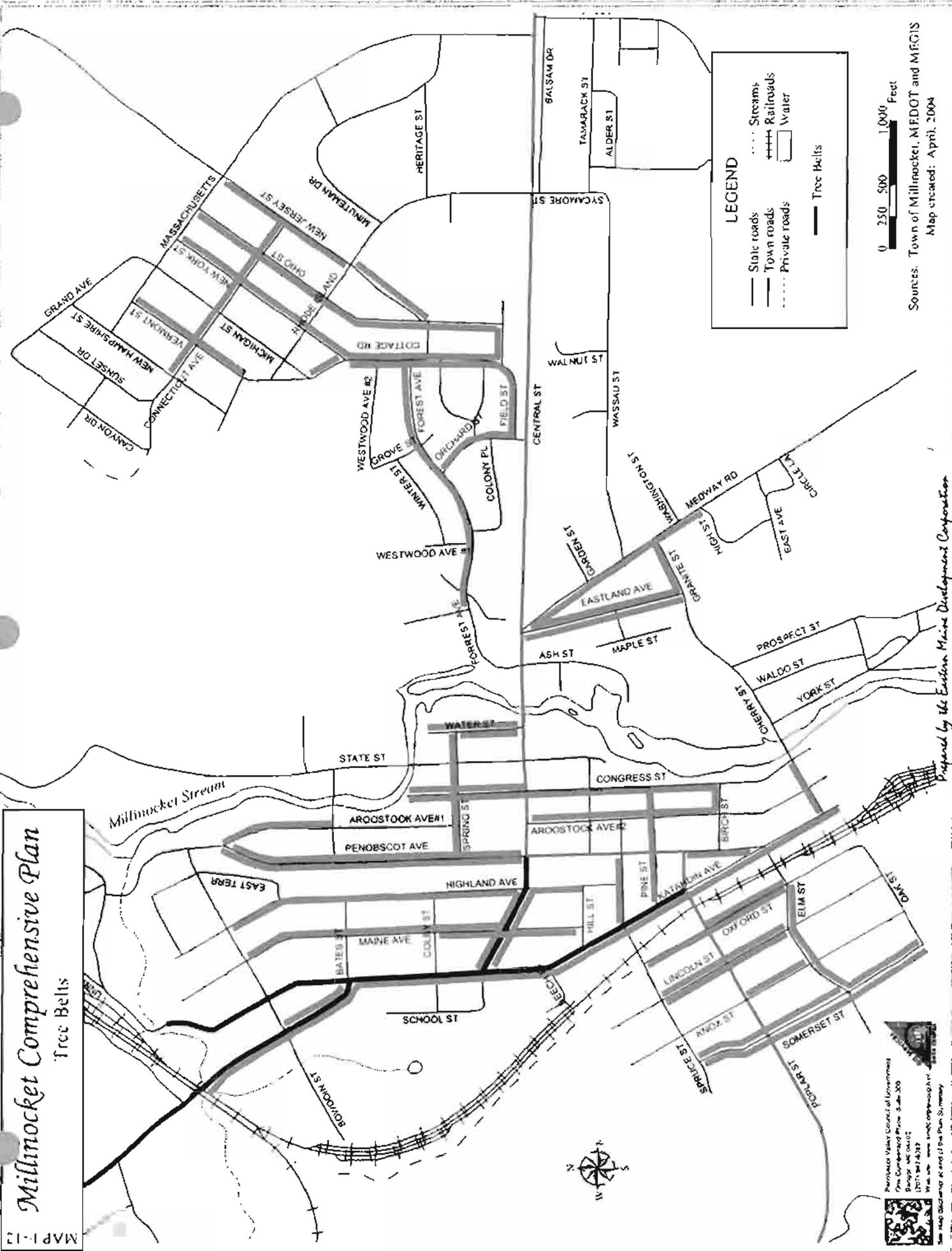
Golby
Pond

0 1,850 3,900 7,800 11,700 15,600
Feet

This Plan Prepared by Maine DEP
DSilver, Division Water Resources
Millinocket 9 May 03

Millmocket Comprehensive Plan

Tree Belts



LEGEND

- State roads
- Town roads
- - - Private roads
- ... Streams
- ++++ Railroads
- Water
- Tree Belts



Sources: Town of Millmocket, ME DOT and MFGIS
 Map created: April, 2004

Prepared by the Eastern Maine Development Corporation

Penobscot Valley Council of Governments
 One Commercial Place, Suite 300
 Bangor, ME 04401
 (207) 947-8319
 Web site: www.pvcog.org
 See map disclaimer at end of the Plan Summary

MAP 1-12

One of the most important issues for any community and its residents is the availability of affordable housing. For many communities the term affordable housing is synonymous with manufactured housing or mobile homes. It is very important to insure that affordable housing in the community does not also jeopardize the health, welfare and safety of its residents.

Millinocket is one of the few examples of "planned" communities in Maine, particularly where housing is concerned. The community was built to serve the employees and families of the Great Northern mills. Because Great Northern owned virtually all of the land adjoining their mills, the company was able to control housing growth and land subdivision from the very start. As the mill expanded and housing need increased, Great Northern selected the new areas to be subdivided, and worked with and aided the prospective house builder. Great Northern also restricted the usage of the land to residential purposes through deeds and provided minimum house valuation standards. Such standards helped to assure the adequacy, sturdiness, and harmony of what would become very concentrated housing. The basic ground rules have not changed, although the interactions between the homeowner, community, and company have varied as different sections of Millinocket have been developed.

The geographic size of the town also played a role in its housing development. While most townships in Maine contain approximately 20,000 acres, Millinocket had only 7,500 until the 1989 annexation of over 4,000 acres, still leaving it with a relatively small land area, as discussed in the Land Use Subsection. The limited acreage of the town, combined with Great Northern's planning, led to a densely populated urban area in the middle of vast forestlands.

After the initial settlements on Shack Hill were abandoned, housing developed along the Penobscot Avenue/Katahdin Avenue/Central Street triangle, and northward and westward. By the 1920's, the streets along the hill on the west end of town to the area on the west side of Millinocket Stream primarily defined the settled borders of the town. East of the stream was Little Italy, the Medway Road area, and scattered development connecting Central Street with Medway Road. Most of the settled area was included in the first published street map of Millinocket in the Maine State Atlas of 1901-02, and republished in Dorothy Laverty's 1973 history of the town.

In spite of the Depression, World War II, and the mill's lack of growth, housing demand and construction continued modestly in the 1930's and 1940's. Aroostook Avenue Extension north from Second Street received new housing in 1931. Until the early 1940's, sections of Bates and School Streets, Highland and Maine Avenues, East and North Terraces, and Little Italy received new development.

The face of Millinocket changed dramatically after World War II. By 1947, a seventeen-year boom in housing construction was underway which added streets and houses to the plateau east of Millinocket Stream, and to land north and east of the Hillcrest Golf Club. Housing construction resulted in over 900 new dwellings in Millinocket, East Millinocket, and Medway. Predictably, Great Northern was expanding its operations and anticipated the new demand.

The construction boom was again closely coordinated by Great Northern that laid out the lots and

worked closely with the town and the individual homebuilder to facilitate rapid construction. Titled the "Mutual Assistance Housing Plan", this housing development scheme was profiled in the New York Times in 1947 for its 66% reduction in housing costs. With the town providing roads and sewers, the mill providing equipment and expertise, the local bank providing a low interest rate, and neighbors reciprocally providing free labor, the Eastland Avenue/Maple Street development was quickly completed with trim, varied houses on small but planned lots.

Parts of Aroostook Avenue, Congress Street, and Bowdoin Street were among areas similarly developed during the 1948-53 period. In the meantime, a new road connecting Millinocket to Milo and a new highway eliminating the circuitous Rice Farm (Medway Road) route set the stage for further housing construction.

What became known as the New Development, officially the Hillcrest Development, was a hilly plot of land north of Central Street. The development appeared shortly after the new highway was opened in 1954. Originally settled in two phases, Hillcrest's lower contoured streets were developed primarily in the 1955-57 period, while the checkerboard upper streets were constructed after 1957. Small developments near Congress Street and Bates Street also occurred, and by 1973 all of these areas were nearly filled with new houses. The concentrated post-war housing boom was ending, and the Mutual Assistance Housing Plan, as such, was gradually discontinued. Nonetheless, new housing still appeared, and the mill and town remained involved in meeting Millinocket's housing needs.

Since 1963, new housing has appeared immediately northwest of Hillcrest's second phase, southeast along Massachusetts and Rhode Island Avenue extended to Central Street Extension, along Wassau Street off Medway Road, and west of Bates Street on Kelley and Morgan Lane.

Two major mobile home parks, Kelley and Pamola, were developed in 1963 and 1970. Kelley Mobile Home Park provides lot rentals, whereas, residents of Pamola Park own their land. Apartments and senior citizen housing have been developed since 1970 near the Hillcrest Development and Pamola Park off Central Street and most recently the former Stearn's High School building has been converted to congregate care and assisted living units.

Historically, housing in Millinocket has grown with few periods of interruption. Two intense periods of development occurred when Great Northern expanded. Those periods first liberated the town from the huts of Shack Hill, and then doubled Millinocket's compact area with the movement to the east side of Millinocket Stream. Recently, due to the area's overall economic decline and exporting of its youth, Millinocket is experiencing an over supply of housing units. Currently, a housing study is underway to determine the best method to deal with the housing dilemma within the Millinocket, East Millinocket and Medway region.

HOUSING UNITS

Number of Units

The following shows total housing units for Millinocket and the county. According to the 2000 Census, Millinocket declined to a total of 2,679 housing units compared to a total of 2,874 in 1990 and 2,710 in 1980. The town's previous comprehensive plan had projected that housing units within the town would grow to 2,955 (or 2.8%) by 2005.

The tables also indicate the total historical and projected number of housing units for Millinocket. PVCOC projected the 2010 and 2015 numbers based on historical trends and the State Planning Office's population projections. Between 1990 and 2000, the town experienced a 7.3% decline in its housing stock as compared to 8.9% increase at the county level and an 11.1% increase for the state. As indicated in the population section of this document, for the same time period, the town experienced only a 25% decrease in its population to 5,203 with the average household size declining by 11% to 2.25 persons per household. The ratio between housing units and population was 0.35 in 1980, 0.41 in 1990 and 0.51 in 2000. The State Planning Office's population projections for Millinocket are 4,337 for 2010 and 4,388 for 2015. Based on these figures and assuming a similar rate of change in the ratio between population and total housing units, it is anticipated that Millinocket will have approximately 2,211 total housing units in 2010 and by 2015 approximately 2,237 housing units. However, changes in land uses and the economy will be the determining factor for the actual growth of the town over the next ten or so years.

Table F-1

NUMBER OF TOTAL HOUSING UNITS AND PERCENTAGE OF CHANGE				
		1980	1990	2000
Millinocket	Number	2,715	2,874	2,679
	Percent Change	17.8%	5.8%	-7.3%
Dover-Foxcroft	Number	1,970	2,122	2,200
	Percent Change	13.3%	7.2%	3.6%
Greenville	Number	1,044	1,309	1,378
	Percent Change	13.8%	25.3%	5.2%
Lincoln	Number	2,317	2,569	2,661
	Percent Change	21%	10.9%	3.5%
Penobscot County	Number	53,415	61,359	66,847
	Percent Change	24.8%	15.2%	8.9%
State of Maine	Number	501,093	587,045	651,901
	Percent Change	26.2%	17.2%	11.1%

Source: U.S. Bureau of Census, State Planning Office and Municipal Statistics Book for the Penobscot District

Table F-2

PROJECTED NUMBER OF HOUSING UNITS FOR 2010					
	2000	2010	% Change 00-10	2015	% Change 10-15
Town of Millinocket	2,679	2713	1.2%	2,702	-0.4%
Penobscot County	66,847	73,972	10.6%	77,330	4.5%
Maine	651,901	779,386	19.5%	835,300	7.1%

Source: US Census, Maine State Planning Office for population projections and PVCOC for unit projections.

Structure Type

The distribution of housing types throughout a community is an important indicator of affordability, and overall character of the community. A diverse distribution of homes provides a vast array of style and affordability.

In 1980, 63% of all housing units in town were one unit. Multi-family units accounted for 27% and mobile homes were at 10%. By 1990, little had changed with number of one units still around 63.1%; multi-family slightly declining to 24.4% and mobile homes increased to 12.5%. The 2000 Census indicates that 66% of all housing stock in town are one unit, while the number of multi-units and mobile homes continued their decline to 22.8% and 10.8% respectively. This trend is consistent with the comparison towns listed in Table F-4, with the exception of mobile homes in Dover-Foxcroft where a very slight increase has occurred.

The Table F-3 depicts housing units by structure type for the town, the county and the state.

Table F-3

TOTAL HOUSING UNITS									
	Town of Millinocket			Penobscot County			State of Maine		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
One-Unit	1,730	1,812	1,781	34,869	36,858	42,260	282,560	390,166	453,846
% of Total	63.6%	63.1%	66.4%	65.3%	60.1%	63.2%	66.0%	66.5%	69.6%
Multi-Unit	719	702	609	12,988	15,079	15,190	110,580	128,860	132,342
% of Total	26.5%	24.4%	22.8%	24.3%	24.6%	22.7%	25.8%	21.9%	20.3%
Mobile Home /Other	266	360	289	5,558	9,422	9,397	35,105	68,019	65,713
% of Total	9.9%	12.5%	10.8%	10.4%	15.3%	14.1%	8.2%	11.6%	10.1%
Total Units	2,725	2,874	2,679	53,415	61,359	66,847	428,245	587,045	651,901

Source: U.S. Bureau of Census

Table F-4

UNITS IN STRUCTURE AND PERCENT OF TOTAL UNITS									
	Town of Millinocket			Dover-Foxcroft		Greenville		Lincoln	
		1990	2000	1990	2000	1990	2000	1990	2000
One-unit	Num.	1,812	1,781	1,481	1,635	1,016	1,079	1,774	2,045
	% of Total	63.1	66.4	69.6	74.4	77.2	78.7	69.1	76.9
Multi-unit	Num.	702	609	398	300	205	210	333	278
	% of Total	24.4	22.8	18.7	13.6	15.7	15.3	13.0	10.4
Mobile Home /other	Num.	360	289	249	265	96	82	462	338
	% of Total	12.5	10.8	11.7	12.0	7.1	6.0	17.9	12.7
Total Units		2,874	2,679	2,128	2,200	1,317	1,371	2,569	2,661
Percent Change 90-00		-7.3		3.6		5.2		3.5	

Source: U.S. Bureau of Census

Housing Stock

Maine's housing stock is one of the oldest in the nation and is reflective of our state's history, the unique blend of cultures and our independent nature. The largest percentage (29%) of the states housing stock was built prior to 1940, as illustrated in the titled "Year Structures Were Built". About 28% of Penobscot County's housing dates prior to 1940, as compared to 33% for Millinocket. Many of these older units require rehabilitation due to their age and many are occupied by low to moderate-income (LMI) residents. The fact that most of these residents often do not have the available funds to perform routine maintenance further compounds the problem. 42% of Millinocket' housing stock was built between 1940 and 1969, compared to 25% for the county and 24% for the state. The percentage of newer housing stock in the town (2.6% that was built between 1990 and 2000) has lagged substantially behind the county's and the state's rate of approximate 14%.

The high percentage of old houses contributes to the necessity for housing rehabilitation. Many houses that were built prior to the 1940s raise health and safety concerns since they are more likely to be in substandard condition due to: overall age, deferred maintenance, insulation needs, and construction techniques and materials that are outdated. These older homes are more likely to be incurring a loss in the market, or requiring extensive rehabilitation before being marketable. Aging homes that lack maintenance impact the overall quality of the housing stock. It is important for all of Millinocket' home owners to be aware of programs for housing rehabilitation and for renters to be aware that they have a right to demand a certain level of maintenance from their landlords.

A common method that communities utilize to assist their residents in housing rehabilitation is through grants. Millinocket completed a housing assessment in 2003 which was prepared by Eastern Maine Development Corporation. This plan was a regional effort and included the communities of East Millinocket and Medway. Please see this plan for further details.

Table F-5

YEAR STRUCTURES WERE BUILT				
Year	Num. / %	Millinocket	Penobscot County	State
1999-March 2000	Num.	0	834	12,493
	% of Total	0%	1.2%	1.9%
1995-1998	Num.	13	3,424	36,375
	% of Total	0.5%	5.1%	5.6%
1990-1994	Num.	57	4,938	46,041
	% of Total	2.1%	7.4%	7.1%
1980-1989	Num.	150	9,955	104,039
	% of Total	5.6%	14.9%	16.0%
1970-1979	Num.	446	11,412	103,806
	% of Total	16.6%	17.1%	15.9%
1960-1969	Num.	406	6,506	59,812
	% of Total	15.2%	9.7%	9.2%
1940-1959	Num.	717	10,865	99,476
	% of Total	26.8%	16.3%	15.3%
1939 or Prior	Num.	890	18,913	189,859
	% of Total	33.2%	28.3%	29.1%

Source: U.S. Bureau of Census

Table F-6

YEAR STRUCTURES WERE BUILT					
Year		Millinocket	Dover-Foxcroft	Greenville	Lincoln
1999-March 2000	Num.	0	113	24	20
	% of Total	0%	5.1%	1.7%	0.8%
1995-1998	Num.	13	70	54	131
	% of Total	0.5%	3.2%	3.9%	4.9%
1990-1994	Num.	57	139	60	142
	% of Total	2.1%	6.3%	4.4	5.3%
1980-1989	Num.	150	244	230	336
	% of Total	5.6%	11.1%	16.8%	12.6%
1970-1979	Num.	446	350	276	538
	% of Total	16.6%	15.9%	20.1%	20.2%
1960-1969	Num.	406	178	111	215
	% of Total	15.2%	8.1%	8.1%	8.1%
1940-1959	Num.	717	215	190	620
	% of Total	26.8%	9.8%	13.9%	23.3%
1939 or Prior	Num.	890	891	426	659
	% of Total	33.2%	40.5%	31.1%	24.8%

Source: U.S. Bureau of Census

SUBSTANDARD CHARACTERISTICS

The Town of Millinocket's Comprehensive Plan

The following table shows that for the year 1990, within the town there are only 8 housing units that lack complete plumbing facilities and heating, 23 that lack kitchen facilities and 130 units that do not have a telephone. The 2000 Census still shows 8 housing units that lack complete plumbing facilities, and only 29 units that do not have a telephone.

Table F-7

SELECTED CHARACTERISTICS		
Millinocket	1990	2000
Lacking complete plumbing facilities	8	8
Lacking complete kitchen facilities	23	-
No heating fuel used	8	-
No telephone service in housing unit	130	29

Source: U.S. Census

Note: Complete plumbing facilities include hot and cold piped water, a flush toilet, and a bathtub or shower. All three facilities must be located inside the house, apartment, or mobile home, but not necessarily in the same room. Housing units are classified as lacking complete plumbing facilities when any of the three facilities are not present.

BUILDING CODES AND SAFETY STANDARDS

The town has a code enforcement officer (CEO) that issues/administers the building permit process in conjunction with the planning board. The CEO enforces state and local regulations and acts as a consultant to the planning board, investigates code(s) violation complaints and assists in building/subdivision site evaluations.

The following table reviews the building permits from 1995 through 2002 and indicates that vast majority of the development has occurred within the growth areas that were designated by the previous comprehensive plan.

Table F-8

NEW HOME CONSTRUCTION PERMITS 1995 TO 2001						
Year	Tax Map/Lot	House	Mobile Home	Commercial	Industrial	Growth or Rural
1995	U11-15			X		G
	U17-33		X			G
	U16-08	X				G
	U17-73	X				G
	U05-19	X				G
	U17-18	X				G
1996	U16-19	X				G
	U15-14	X				G
	KTP		X			G
	KTP		X			G
	U10-92			X		G
	U17-00			X		G
1997	R05-07			X		R
	U11-80		X			G
	R06-01				X	G
	R08-10A				X	R
	U11-9A			X		G
	R07-03			X		R
1998	U02-82			X		G
	R05-07	X				R
1999	None					
2000	R06-01				X	G
2001	R06-01				X	G
	U16-31	X				G
2002	U12-56	X				G
	None					
Total		9	4	7	4	-

Source: Town Office

HOME OCCUPANCY

Tenure

Home ownership is generally a good litmus test for the overall standard of living in the area. However, it is possible to have a high number of homeowners living in substandard homes. One way to trace how home ownership changes over time is to compare owners and renters as proportions of total occupied housing. A high rate of owner-occupied housing is typical for Maine communities. Between 1980 and 1990, Millinocket's percentage of owner-occupied housing units decreased slightly from 74.3% to 72.5% respectively, but by 2000 this number had slightly rebounded to 74.6%. Table F-9 shows that Millinocket's rate of home ownership exceeds both the county's (69.8%) and the state's (71.6%). Table F-9 also compares Millinocket's occupancy rate to the communities of Dover-Foxcroft, Greenville, and Lincoln, who have owner occupancy rates of 76.5%, 69.4% and 78.6% respectively. This is probably largely due to the fact that Millinocket does not have many seasonal, transient, or student groups who may be likely to rent. The relatively high wages and low home prices are also incentives to purchase rather than rent. It is also worth noting that in 1980, 95.6% of Millinocket's total units were occupied, by

2000 this number had decreased to 85.7%. This data appears to indicate an oversupply in the housing market, particularly when one considers Millinocket's lack of seasonal properties since there are no lakes or large ponds within the municipality.

The continued housing needs of older residents, as they live longer healthier lives, move into smaller units or remain in their family homes, will contribute to the increase in demand for renter-occupied housing. Typically a high level of home ownership would present a unique situation for lower income residents, as quality rental units may be rare and the price may be inflated. However, Millinocket appears to have an oversupply of housing which decreases prices and allows for a higher rate of ownership. It is also important for tenants to understand that they have rights to a safe and sanitary housing environment. Also, subsidized rental housing development and renter assistance programs help to make housing more affordable for renters. With the exception of the programs offered through the Penobscot County Committee for Social Action and Rural Development (formerly FMHA), there is little assistance available to low income homeowners to attain or maintain safe and affordable housing within Millinocket. In Maine, it is not uncommon that elderly individuals in rural areas are forced to leave their life long hometown to seek available and appropriate housing in other communities. Millinocket does have elderly housing opportunities and most recently a 32 unit facility consisting of 12 congregate care and 20 assisted living units has been constructed in the former Stearns High School building.

The 1990 Census lists only 11 seasonal units in Millinocket. This number has grown to 27, according to the 2000 Census. Because the town is small and densely populated, and because the lake, pond, and river frontage in town is not primarily recreational, seasonal housing has never been in high demand within town boundaries. If Millinocket were to develop as a recreational town, it is conceivable that seasonal units would be added on the edges of town.

Some year-round units in town are used only seasonally, most often by elderly citizens who live in Millinocket only in the warmer months and winter in warmer climates.

While seasonal housing is not relevant in Millinocket, it is an important issue for the neighboring unorganized townships. Nearby lakes, streams, and rivers have numerous camps and seasonal housing is of concern to a community due to the irregular impact on the demand for municipal services. Because there are so few seasonal units in Millinocket, this issue is not a concern for planners in Millinocket in the near future unless as part of a tourism and economic development strategy, as covered in other sections of this plan.

Table F-9

HOUSING OCCUPANCY						
Town of Millinocket						
	1980		1990		2000	
	Units	Percent Occupied Units	Units	Percent Occupied Units	Units	Percent Occupied Units
Owner-occupied	1,930	74.3%	1,960	72.5%	1,713	74.6%
Renter-occupied	666	25.7%	744	27.5%	582	25.4%
% Occupied of All Units	95.6%		94.1%		85.7%	
Total Occupied	2,596		2,704		2,295	
Town of Dover-Foxcroft						
Owner-occupied	1,142	74.1%	1,274	75.0%	1,268	76.5%
Renter-occupied	400	25.9%	425	25.0%	390	23.5%
% Occupied of All Units	78.3%		80.1%		75.4%	
Total Occupied	1,542		1,699		1,658	
Town of Greenville						
Owner-occupied	520	73.6%	529	66.6%	507	69.4%
Renter-occupied	187	26.4%	265	33.3%	224	30.6%
% Occupied of All Units	67.7%		60.7%		53.0%	
Total Occupied	707		794		733	
Town of Lincoln						
Owner-occupied	1,409	79.8%	1,620	77.3	1,656	78.6%
Renter-occupied	356	20.2%	476	22.7	452	21.4%
% Occupied of All Units	76.2%		81.6%		79.2%	
Total Occupied	1,765		2,096		2,108	
Penobscot County						
Owner-occupied	32,203	70.1%	37,679	69.7%	40,554	69.8%
Renter-occupied	13,771	29.9%	16,384	30.3%	17,542	30.2%
% Occupied of All Units	92.8%		88.1%		86.9%	
Total Occupied	45,974		54,063		58,096	
State of Maine						
Owner-occupied	280,377	70.9%	327,888	70.5%	370,905	71.6%
Renter-occupied	114,807	29.1%	137,424	29.5%	147,295	28.4%
% Occupied of All Units	78.9%		79.3%		79.5%	
Total Occupied	395,184		465,312		518,200	

Source: U.S. Census Bureau

VACANCY RATE

The vacancy rate is of concern to a community if it is too high or too low. High vacancy rates may lead to abandonment or non-profitable housing markets, while low vacancy rates lead to competition for housing and inflated prices. It is important to keep these two items in balance.

The 2000 Census indicated that 21.4% of Millinocket's rental housing units and 5.5% of homeowner units were vacant, a large increase since the 11.2.% rental rate and 1.8% rate for homeowners depicted in the 1990 Census. Millinocket's vacancy rates are three times the state's rate. The fact that the town's vacancy rate is greater than the comparison towns, the county or the state indicates that the demand for housing in Millinocket is lagging and further proves that an oversupply in the housing market exists.

Table F-10

	2000 VACANCY RATES	
	Homeowner Vacancy Rate	Rental Vacancy Rate
Millinocket	5.5%	21.4%
Dover-Foxcroft	3.1%	11.8%
Greenville	3.2%	18.8%
Lincoln	2.2%	5.8%
Penobscot County	2.3%	6.2%
Maine	1.7%	7.0%

Source: US Census

HOUSING AFFORDABILITY

Although housing and its affordability are directly related to the economy of the region, there are also other factors affecting the housing market such as population changes, longer life-expectancies, more single parent homes, condition of the housing stock, and declining household sizes.

Many people in Maine are affected by a lack of affordable housing including: older citizens facing increasing maintenance costs and property taxes; young couples unable to afford their own home; single parents trying to provide a decent home; low income workers seeking an affordable place to live within commuting distance; and grown children seeking independent housing.

Affordability

The "American Dream" has always included home ownership. Housing and its affordability play a significant role in the realization of this dream for many residents. The lack of available and affordable housing is also a large obstacle for any municipality. High costs are burdensome to individuals, to governments, and to the economy of the area. If excessively high housing costs exist in a community, it will create a hardship for low- to

moderate-income (LMI) residents and force them to leave in search of an alternate resource thus impacting the labor force.

The Maine Department of Economic and Community Development (MDECD) has suggested that communities consider options for affordable housing. Affordable housing can include manufactured housing, multi-family housing, government-assisted housing for LMI families, and group and foster care facilities. In addition, decreased unit sizes, smaller lot sizes, increased density, and reduced frontage requirements can contribute to a community's affordable housing stock.

In general, affordable housing means decent, safe, and sanitary living accommodations that are affordable to LMI people. Extremely low-income households have an annual income of less than or equal to 30 percent of Penobscot County's median annual family income. Very low-income households have an annual income of greater than 30 percent but less than or equal to 50 percent of Penobscot County's median annual family income. Low-income households have an annual income more than 50 percent, but less than or equal to 80 percent of Penobscot County's median annual family income. Moderate-income households have an annual income of more than 80 percent, but less than or equal to 150 percent of Penobscot County's median annual family income.

Currently, the town is working regionally on a housing study with the communities of Medway and East Millinocket. Due to the changes in the economic climate within the area, it is believed that Millinocket has an oversupply of available affordable housing units and that the supply of available units does not match the current demand. Local realtors indicate that many individuals who are looking to relocate to the region are in search of higher quality housing and that many substandard units remain on the market for substantial periods of time.

The Housing Study has already identified that there is a need to eliminate the most distressed, vacant and dilapidated housing units.

The following is an extract for the 2003 Housing Assessment:

There are specific homes in the Millinocket area that it is not feasible, or desirable, to rehabilitate. By 2015 there is likely to be at least 812 vacant housing units in the area. These will be older homes, older rental units, abandoned or vacant units, homes on leased land, older mobile homes, or lower quality homes located on very small lots. The high rate of affordability in the Millinocket area has allowed many homeowners and renters the opportunity to relocate to higher quality homes. This is being encouraged and should continue to be. In theory however this is one way that the most distressed properties surface as chronically vacant, as well as somewhat of a moving target for quantifying.

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

The following tables compare households by income based on information supplied by the Maine State Housing Authority and the US Census.

Table F-11

HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households	309	495	837	1,577	2,078
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	14.9%	23.8%	40.3%	75.9%	-

Source: 2001 Claritas and Maine State Housing Authority

Note: In the table above table and many of the following tables, the information is based on households, not housing units. Additionally the and numbers are cumulative (i.e. <30 information is contained in the <50 category also).

Table F-12

RENTER HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households	140	222	320	482	546
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	25.7%	40.7%	58.6%	88.3%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-13

OWNER HOUSEHOLDS BY INCOME					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households	158	309	522	1,066	1,532
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	10.3%	20.2%	34.1%	69.6%	-

Source: 2001 Claritas and Maine State Housing Authority

The following table reviews the income levels of “tomorrows” homeowners, or individuals that currently rent but are within an age bracket that would typically be purchasing a home.

Table F-14

POTENTIAL HOMEOWNERS: RENTER HOUSEHOLDS BY INCOME, AGES 25-44					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households	43	74	117	217	546
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	7.9%	13.6%	21.5%	39.8%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-15

AVERAGE RENT	
Number of Bedrooms	2001 Rent Amount
1	\$286
2	\$367

Source: MSHA Quarterly Survey

Tables F-16 through F-22 compare population statistics for senior citizens and their incomes, both renters and owners are included in the information. The median income for Penobscot County was used for these calculations.

Table F-16

SENIORS IN 2001					
Age	65+	65-74	75-84	85+	Total
2001 Households	509	281	168	60	2,078
% of Total Household	24.5%	13.5%	8.1%	2.9%	-
@ 60% of Median income	303	150	113	40	-
% Total Households	14.6%	7.2%	5.4%	1.9%	-
% Senior Households @ 60% Median Income	59.5%	53.5%	67.4%	65.8%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-17

SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	147	256	364	458	509
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	28.9%	50.2%	71.4%	90.1%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-18

OWNER SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	101	189	284	373	422
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	23.9%	44.8%	67.3%	88.3%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-19

RENTERS SENIORS INCOME 65 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 65 Yrs. +	46	67	80	86	87
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	53.4%	76.7%	91.5%	98.6%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-20

SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	68	126	185	215	228
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	29.7%	55.4%	81.3%	94.3%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-21

OWNER SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	44	90	141	169	182
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	24.2%	49.5%	77.6%	92.8%	-

Source: 2001 Claritas and Maine State Housing Authority

Table F-22

RENTERS SENIORS INCOME 75 AND OVER					
	<30% Extremely Low	<50% Very Low	<80% Low	<150% Moderate	Total/ Median
2001 Households 75 Yrs. +	24	36	44	46	46
Income	\$12,060	\$20,100	\$32,159	\$60,299	\$40,199
% of Total	51.2%	78.5%	96.0%	100.0%	-

Source: 2001 Claritas and Maine State Housing Authority

The Table F-23 indicates that an oversupply exists for housing units for seniors (65 + years). However, there is a need for additional family units, since only approximately 68% of the need is being met within the housing market area. This information is based on the Millinocket/East Millinocket Housing Market and may not capture the exact situation within the Town of Millinocket.

Table F-23

HOUSING NEED BY HOUSING MARKET SENIORS 65 YRS. +	
Number of Seniors @ 50% Area median income (AMI)	67
Number of Elderly Subsidized Units Available:	143
Project Based	140
Non-Project Based (Section 8 Vouchers)	3
Number of Affordable Units Needed	-76
Indicated Unmet Need %	0.0%

Source: 2001 Claritas, HUD, Maine State Housing Authority, Rural Development and local housing authorities

Note: Project Based means there is a physical subsidized apartment where non-project based is a voucher which can be used at any commercial apartment location, but the voucher pays for part of the rent, thus subsidizing it.

Table F-24

HOUSING NEED BY HOUSING MARKET FAMILIES	
Number of Families @ 50% Area median income (AMI)	155
Number of Family Subsidized Units Available:	50
Project Based	25
Non-Project Based (Section 8 Vouchers)	25
Number of Affordable Units Needed	105
Indicated Unmet Need %	67.8%

Source: 2001 Claritas, HUD, Maine State Housing Authority, Rural Development and local housing authorities

Comparing Tables F-25 and F-26, shows that home sale prices have not been out pacing incomes within the area. While income increased by 7.5% from 1997 to 2000, single family home sales prices decreased by 25% within that same period.

Table F-25

SINGLE FAMILY HOME SALES						
	2001	2000	1999	1998	1997	% Change 97-01
Number of MLS Sales	28	11	17	9	4	-
Average Price	\$51,305	\$49,900	\$75,178	\$68,996	\$68,375	-25%

Source: Statewide Multiple Listing Service (MREIS) and Maine State Housing Authority

Note: MLS average sale price figures differ from Tables F28&29 since median index values are utilized for those tables.

Table F-26

MEDIAN HOUSEHOLD INCOME					
	2001	2000	1997	1990	% Change 97-01
Income	\$40,199	\$41,098	\$37,417	\$32,277	7.5%

Source: Claritas by indicated year and Maine State Housing Authority

Subsidized Housing

Local, state, and federal governments have a number of different programs for subsidized housing. Many times all phases of government are integrated in these projects 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. The Maine State Housing Authority (MSHA) is the state's agency for such issues and Penquis Community Action Program (PenCAP) is the agency for Penobscot Counties. The Town of Millinocket 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 be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals within certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

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

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

Rental assistance and vouchers are used to compensate applicants 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 Millinocket's previous comprehensive plan, the Bureau of Maine's Elderly, Department of Human Services, had estimated the congregate need for elderly housing in Millinocket. The 1985 Congregate Housing report estimated that Millinocket had a need for 14 elderly units, with a maximum potential market of 71 units. These figures are derived from the national average of the number of elderly who are moderately impaired and thus may need congregate housing, combined with an estimate of how many of those who are impaired would be interested in moving into such units. Millinocket had clearly

provided more units than even the predicted maximum market demand for these units. While this is a good indication that Millinocket has an adequate supply of affordable housing for its elderly, these national proportions and estimates did not reflect the particular situation of Millinocket. Even with so many units, there were a number of individuals on waiting lists for the Millinocket elderly projects. There was also a shortage of units that were specifically designed for physically impaired residents. This population of retired citizens was relatively removed from the effects of the economy and mill. Actually, Millinocket's elderly population was projected to increase over the next several years rather than mirroring the younger population's current decline.

In 2000, the former Stearn's High School building was converted to a congregate care/assisted living facility. Of the 32 units in total, 12 are congregate care units and 20 units are for the assisted living facility. These units are for lower income elderly households (those with incomes at or below 60% of the areawide median income).

The importance of subsidized housing is directly linked to the affordability of units as discussed above. Subsidization is the most direct cure for problems of affordability, especially for residents eligible for federal, state, and local assistance programs. If subsidized units are not available, the other forms of subsidies such as rental assistance and vouchers must be used to compensate. These forms are often more expensive than providing actual units, and thus it may be in a community's best interest to facilitate the construction of additional units or housing projects. Millinocket has many elderly subsidized units and a few family subsidized units. Often an overlap exists between the need for "affordable and appropriate" housing and the need for "subsidized" housing. Many residents are not eligible for subsidies, but are also not able to maintain a house and live independently or they may not be able to afford the rent.

The 1989 Opinion Survey compiled in conjunction with the previous comprehensive plan revealed that 75% of the residents of Millinocket feel that services for the elderly and handicapped need to be added or improved, a topic that is often closely linked to subsidized housing.

According to the previous comprehensive plan, the manager of subsidized housing projects for the elderly identifies two primary problems with the supply of Millinocket's subsidized elderly housing. First, it is difficult to fill two-bedroom units because elderly couples are less likely to have very low incomes. Second, while there are long waiting lists for one-bedroom apartments, many of those on the waiting lists are not eligible for subsidies. Only those with very low incomes qualify for the apartments. In 2003 the situation was not exactly the same. According to the manager of the subsidized housing projects, although it is still difficult to fill the two-bedroom units, the cause appears to be inability of the individuals to sell their existing home in Millinocket and not ineligibility for subsidized housing. Currently there is not a long list for the one-bedroom units. However, those who are interested in these units are also experiencing difficulties selling their homes within the community. Again eligibility is not a problem.

These problems further illustrate the economic issues that Millinocket is currently experiencing and not necessarily an overlap between the need for "affordable and appropriate" housing or the need for additional "subsidized" housing. However, there are still some elderly residents of Millinocket that are not eligible for subsidies, but are not able to maintain houses by themselves and may not be able to afford high rents. Although this problem plagues the entire state due to our aging population and is not specifically unique to Millinocket.

During the compilation of the previous plan, the manager of Mount View, the only project which provides subsidized family units, stated that there was a large waiting lists for subsidized housing, compounded by the inappropriateness of available units. Mount View contains 2 four-bedroom apartments and 6 three-bedroom apartments. As household sizes have declined, there has been a falling need for large apartments and a rising need for small apartments. There is an obvious unmet demand for subsidized, appropriate family housing in Millinocket.

Table F-27

SUBSIDIZED OR AFFORDABLE RENTAL UNITS AND SECTION 8 VOUCHERS											
Project Based and Non-project Based (Section 8 Vouchers)											
Sponsor	Total Units	Assisted	Family	Family Assisted	Elderly	Elderly Assisted	Disable	Disable Assisted	Special Needs	Special Assisted	Market
HUD	17	17	17	17	0	0	0	0	0	0	0
HUD/MSHA	22	22	0	0	22	22	0	0	0	0	0
MSHA	65	65	16	16	32	32	17	17	0	0	0
RD	92	89	0	0	92	89	0	0	0	0	3
Total Units	196	193	33	33	146	143	17	17	0	0	3
Project Based											
HUD	17	17	17	17	0	0	0	0	0	0	0
HUD/MSHA	22	22	0	0	22	22	0	0	0	0	0
MSHA	37	37	8	8		29	29	0	0	0	0
RD	92	89	0	0	92	89	0	0	0	0	0
Total Units	168	165	25	25	143	140	0	0	0	0	3
Non-project Based (Section 8 Vouchers)											
MSHA	28	28	8	8	3	3	17	17	0	0	0
Total Units	28	28	8	8	3	3	17	17	0	0	0

Source: HUD, Maine State Housing Authority, Rural Development and local housing authorities

Note:

HUD= Housing and Urban Development

MSHA= Maine State Housing Authority

RD= Rural Development

Land Affordability

Millinocket has very few available lots for sale. Since housing is so affordable within the

region it is uncommon for new construction to occur as it usually does in other Maine communities.

Ownership

Homeowners in Maine have traditionally consisted of moderate-income individuals. While it is often a struggle for Maine people to realize their dream of home ownership, having and owning a home has historically been within the grasp of the working Maine household.

With the prices of homes increasing at a faster rate than the median household income, purchasing a home today is becoming more of a challenge for many Maine residents. However, this is not necessarily the trend for the Millinocket region where sales prices have decline by up to 25% since 1997.

One way to gauge the financial ability to buy a home is to establish a ratio between the price of the property and the income of the person wishing to buy, as demonstrated in below. It should be noted that no particular number has been set which would reflect the presence of affordable homes, but logically as the value of the home becomes lower, the home becomes more affordable. An Index of less than 1 is unaffordable, and index of more than 1 is affordable. As Table F-28 shows, Millinocket’s index is 2.14 as compared to the county at 1.18 and the state at 0.95.

Table F-29 shows that only 7.1% of the homes sold in Millinocket was above the affordable level. An individual at median income in Millinocket could afford to pay \$107,846 for a house. However, in 2001 the median home price was only \$50,500.

Table F-30 shows that approximately 22.2% of households in Millinocket can’t afford a median home as compared to 54.1% at the state level and 42.4% at the county level.

Table F-31 shows that 35.6% of Millinocket renters can’t afford the average two bedroom rent while this number increases to 55.4% for the state and 47.9% for the county. Upon review of the county and state numbers, it is clear that homes in Millinocket are far more affordable than homes in many other communities. Although this appears to be good news for potential homeowners, the 25% decline in the housing market over the past few years is not good news for Millinocket’s housing market. This glut of available houses due to the regional economic downturn is depressing home prices. Many individuals who purchased homes in the early 1991s have been forced to leave the area in search or employment and have also been forced to sell their homes for less than the original purchase price. Currently Millinocket, East Millinocket and Medway are studying the housing problem to determine if they can attract a larger population or decrease the number of available units to stabilize the housing market.

Table F-28

2001 AFFORDABILITY INDEX BY LOCATION						
Location	Index	Median Income	Median Home Price	Median Income Can Afford	Income Needed	By Hour

Maine	0.95	\$38,882	\$118,000	\$111,930	\$40,990	\$19.71
Congressional District 2	1.09	\$33,297	\$87,000	\$94,915	\$30,520	\$14.67
Penobscot County	1.18	\$36,122	\$87,900	\$103,747	\$30,604	\$14.71
Millinocket	2.14	\$40,199	\$50,500	\$107,846	\$18,824	\$9.05
Millinocket/ East Millinocket Housing Market	2.37	\$38,578	\$45,500	\$107,952	\$16,260	\$7.82

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)
 Note: An Index of less than 1 is unaffordable, and index of more than 1 is affordable.

Table F-29

2001 UNATTAINABLE HOMES AS % OF HOMES SOLD			
Location	% Sold Above Affordable	Median Income Can Afford	Median Home Price
Maine	54.8%	\$111,930	\$118,000
Congressional District 2	42.4%	\$94,915	\$87,000
Penobscot County	36.8%	\$103,747	\$87,900
Millinocket	7.1%	\$107,846	\$50,500
Millinocket/ East Millinocket Housing Market	6.3%	\$107,952	\$45,500

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Table F-30

2001 % HOUSEHOLDS THAT CAN'T AFFORD MEDIAN HOME						
Location	Can't Afford	Households Can't	Households Total	Median Home	Income Needed	By Hour
Maine	54.1%	273,260	505,205	\$118,000	\$40,990	\$19.71
Congressional District 2	46.6%	111,436	238,878	\$87,000	\$30,520	\$14.67
Penobscot County	42.4%	23,975	56,515	\$87,900	\$30,604	\$14.71
Millinocket	22.2%	462	2,078	\$50,500	\$18,824	\$9.05
Millinocket/ East Millinocket Housing Market	21.5%	895	4,161	\$45,500	\$16,260	\$7.82

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Table F-31

2001 % RENTER HOUSEHOLDS THAT CAN'T AFFORD THE AVERAGE 2 BEDROOM RENT						
Location	Can't Afford	Households Can't	Households Total	Rent With Utilities	Income Needed	By Hour
Maine	55.4%	78,008	140,903	\$737	\$29,471	\$14.17
Penobscot County	47.9%	7,774	16,242	\$592	\$23,682	\$11.39
Millinocket	35.6%	194	546	\$432	\$17,270	\$8.30
Millinocket/ East Millinocket Housing Market	36.0%	325	902	\$432	\$17,270	\$8.30

Source: 2001 Claritas, Maine State Housing Authority and Statewide Multiple Listing Service (MREIS)

Table F-32

HOME SALES											
Type of Home	1997 Avg.	Num. Sales	1998 Avg.	Num. Sales	1999 Avg.	Num. Sales	2000 Avg.	Num. Sales	2001 Avg.	Num. Sales	% Chg. 97-01
All	\$68,375	4	\$68,996	9	\$75,178	17	\$49,900	11	\$51,305	28	-25%

Single Family	\$68,375	4	\$68,996	9	\$75,178	17	\$49,900	11	\$51,305	28	-25%
Multi-Family	-	-	-	-	\$30,000	1	-	-	-	-	-

Source: Statewide Multiple Listing Service (MREIS)

Information regarding Maine State Housing Authority (MSHA) programs can be obtained from MSHA’s website. MSHA offers programs to help Maine families realize the dream of home ownership. The programs provide lower interest rate mortgages to low and moderate income Maine people for the purchase of their first homes.

The following table shows a detailed history by year of the local participation within the program.

Table F-33

MSHA FIRST-TIME HOMEOWNERS PROGRAM					
Number of:	1997	1998	1999	2000	2001
Families	10	5	4	3	6
Total units	13	5	4	3	6

Source: Maine State Housing Authority Program Data

Millinocket Area Housing Assessment

In 2003 a housing assessment was completed which included the towns of Medway, East Millinocket and Millinocket. The study was compiled by Eastern Maine Development Corporation and profiled the housing market conditions in those communities.

The following are the conclusions from that study:

The Millinocket Area as a whole needs to employ a comprehensive housing reduction and investment strategy. This strategy needs to focus on eliminating the most distressed housing and attracting buyers from outside the region. Within this overall strategy will emerge many action steps that are responsive to particular areas and populations.

Certain conclusions about the needs in the housing market in Millinocket were considered in creating an overall strategy framework. These are as follows:

Millinocket

- The most distressed neighborhoods in Millinocket appear to be the In Town, Across the Tracks, Pines, and the Little Italy/Medway Road areas.
- The highest vacancy rates are being seen in multi unit rental housing particularly in the In Town neighborhoods. Curiously, there seems to be a large demand for rental housing, indicating that conditions of the existing units fall below HUD Section housing quality standards.
- The Town should encourage, and carefully choreograph, a program that eliminates the most distressed housing stock, and rehabilitates housing units in decent condition.

- Specifically in the Little Italy neighborhoods (and to lesser extent elsewhere), where lot sizes are small, the town should create a program that would allow homeowners to purchase and eliminate distressed neighboring property, and combine lots to meet the towns minimum lot size requirements.
- The town should become involved with regional marketing efforts to encourage new investment and new residents to come into the area.

Goals and Strategies were also created as part of this study. The following is a listing of the goals. Implementation steps for these goals can be found in the housing assessment.

- Goal #1. The Towns should identify the appropriate individual(s) and/or organization(s) that have the capacity and mission to carry out actions associated with housing development in the Millinocket area.
- Goal #2. Alleviate glutted housing market by reducing housing stock.
- Goal #3. Create and encourage safe and decent homes.
- Goal #4. Develop proactive policy solutions that respond to the need to increase the demand for homes in the Millinocket area.
- Goal #5. Be responsive to cohesive neighborhood structures by recommending policy that reflects the unique nature of specific traditional neighborhoods.

For more information, please see the Millinocket Housing Assessment on file at the Millinocket Town Office.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to encourage and promote affordable, decent housing opportunities for all of Millinocket' citizens, the following policies have been developed and the accompanying strategies will be undertaken:

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

Strategy: The town will appoint a Housing Committee whose mission will be to evaluate housing alternatives. Appropriate individuals or organizations with capacity and mission will be identified to carry out the actions identified in the 2003 Housing Assessment Study. This committee will be a permanent regional board that will oversee, initiate and advocate housing projects in the area. The committee will provide ongoing organization, outreach, education and coordination while creating and maintaining a partnership between federal, state agencies, funding sources and developers. A market survey of recent buyers will be completed to aid in the understanding of the housing market and demand for Millinocket's housing. An ongoing program (a housing reduction program) will be developed to purchase and demolish the most distressed and dilapidated housing units. The town will make information available at the town office regarding housing affordability and will advise residents of programs such as the CDBG housing grants when the town has received such a grant.

Time Frame: Immediate¹

Responsible Agent: Housing Committee, Planning Board, Town Manager and/or Town Council

2. **Policy:** The town will continue to enforce and implement applicable laws, codes, guidelines, and ordinances.

Strategy: The Code Enforcement Officer and the Plumbing Inspector will enforce and implement the Maine State Subdivision Law, the Maine State Plumbing Code, the National Electrical Code, Shoreland Zoning Ordinance, and duly approved municipal ordinances. The Code Enforcement Officer will work with the Planning Board to address any need for modification to the existing land use regulations that may be appropriate. The safety standards will be enforced through the Code Enforcement Officer and local Plumbing Inspector. All development within the town will meet the applicable standards. The Housing Committee will establish methods to assist in the rehabilitation of multi-units to increase the availability of safe and decent rental units. This practice will provide safe housing for the community.

Time Frame: Immediate

Responsible Agent: Town Manager, Code Enforcement Officer, Plumbing Inspector and Planning Board.

¹ Immediate- Within 1 to 2 years

3. **Policy:** The town will continue to allow mixed uses and mixed income housing within the appropriate residential areas of the town.

Strategy: The land use ordinance, will continue to encourage affordable housing opportunities by allowing a mixture of appropriate housing types. The town will continue to encourage a mixture of housing for residents at all financial levels, consistent with existing and future land use ordinances. The Housing Committee will continue to monitor the supply and demand of affordable housing. The Planning Board will keep developments in areas designated by future land use ordinances, which will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing.

Time Frame: Immediate.

Responsible Agent: Town Manager, Code Enforcement Officer, and Planning Board.

4. **Policy:** The town will continue to pursue grants to address housing issues in Millinocket.

Strategy: The Town Manager will continue to apply for and aggressively pursue future grants through CDBG and funding from other public and private sources for housing rehabilitation, housing elimination and implementation of the housing assessment study that has recently been completed.

Time Frame: Long term²

Responsible Agent: Town Manager, Planning Board and Housing Committee.

5. **Policy:** The town will continue to develop land use ordinances that are consistent with managed growth.

Strategy: Performance standards will continue to be updated and incorporated in the land use ordinance including but not limited to conversions, home occupations and manufactured housing as is deemed necessary to promote affordable decent housing in Millinocket..

Time Frame: Ongoing³

Responsible Agent: Town Manager and Planning Board.

² Long term-Within 5 to 10 years

³ Ongoing-Continuing

The goal of this section is to promote and protect the availability of recreational opportunities for all citizens, including access to surface waters.

The town recognizes that the availability of recreational opportunities is vital to the overall health of all individuals. The town wants to ensure that all of its citizens, regardless of their age, continue to enjoy various recreational opportunities. As always, the town will continue in its efforts to strike a balance between the availability of opportunities and the community's budget constraints.

Millinocket's geographical location also creates a vast opportunity for outdoor recreational activities.

RECREATIONAL OPPORTUNITIES

According to the Maine Department of Conservation, the Town of Millinocket has a total of 69 acres of public parks. The Town of Millinocket maintains public parks, open spaces, and recreation areas through the Public Works Department and Recreation Department. Please see Map G-1 at the end of this section for their locations.

In addition to the public parks, the Department of Public Works maintains open space grass areas. These are generally grassy areas beside local roads. The primary locations of such maintained open areas are between Millinocket Stream and York Street, off Central Street, Forest Avenue, Highland Avenue and Eastland Avenues. The Department of Public Works also maintains the municipal cemetery, which may be considered public open space.

Open spaces and public parks serve a vital function in a community. They ensure that the public has somewhere to go when they want to enjoy the outdoors. Parks give children safe areas to play, provide areas for local functions, and act as open space, providing an aesthetically pleasing atmosphere. The Town of Millinocket has developed a solid system of public parks and recreation area.

Currently the town's subdivision ordinance requires open space for recreation and common use, equal to 10% of the land area in a 20 acre or 10 lot subdivision.

Table G-1 lists all publicly maintained recreation facilities in the Town of Millinocket, along with acreage counts and facilities descriptions. A senior citizens group also rents space in a downtown building for a Seniors Center. Meals for Me also uses the VFW building for its programs for elderly citizens.

The Recreation Department uses various buildings including the Stearns Assisted Living Complex, a shed at the Little Italy Playground, a small garage and the Recreation Complex. According to the Recreation Director, the storage facilities are inadequate, the large Recreation Complex has no public bathrooms or adequate changing facilities, and equipment often cannot be stored in the area of town in which it is used. There is also no indoor space for community activities, and no gymnasium reserved for recreation programs. The Recreation Department uses local schools for most indoor activities.

Additionally, the pool is in poor condition and must be maintained constantly because of heavy cracking and flaking. The hockey rink was given a new foundation in the early 1990s and it would be optimal, although not currently feasible due to budget constraints, to have both the pool and the hockey rink enclosed. The oval track located at the high school is in need of resurfacing. Other than these exceptions, the recreation facilities and equipment are adequate for current and future use.

A local business maintains the area snowmobile trails, which are funded by state and municipal revenues. The trails link the town with the regional trails and the snowmobile club maintains a building adjacent to Millinocket.

Table G-1

Park and Recreation Facilities				
	Jurisdiction	Type of Park	Acres	Facilities
Granite Street School	School System	Neighborhood	2.0	Little League Field Full Basketball Court Playground Gym
Hillcrest Playground	Recreation Department	Neighborhood	2.0	Full Basketball Court Playground
Jerry Pond Recreation Area	Recreation Department	Community	5.0	299' Beach 30 Parking Spaces Gravel Boat Ramp Playground 2 Picnic Tables Picnic Area
Little Italy Playground	Recreation Department	Neighborhood	2.0	Full Basketball Court Playground Picnic Table
Millinocket City Park	Public Works	Neighborhood	2.0	50 Parking Spaces Walking Paths Flower Garden Gazebo/Outdoor Stage
Millinocket Recreation Complex	Recreation Department	Community	44.0	7,995 SF Outdoor Pool 200 Parking Spaces Additional Parking @ High School 10,394 SF Outdoor Skating Sledding Area Lighted Hockey Rink Baseball Field 2-Softball Fields 1-Football Field 1-Multi-Purpose Field Soccer Field Paved Track Full Basketball Court 4-Outdoor Tennis Courts 3-Horseshoe Pits 2-Picnic Tables
Pines Playground	Recreation Department	Neighborhood	2.0	10 Parking Spaces Half Basketball Court Playground
Pamola Playground	Recreation Department	Neighborhood	2.0	7 Parking Spaces Half Basketball Court Playground
Stearns High School & Millinocket middle School	School	Community	2.0	500 Parking Spaces 2-Gyms

Kennit Krandall Park	Public Works	Community	2.0	Paved Boat Ramp Power Receptacles
Dead Man's Curve (Public Access Boat Ramp)	Great Northern Paper Property	Community	0.0	Gravel Boat Ramp
Post Office Park	Public Works	Community	0.1	Benches
Municipal Building Park	Public Works	Community	0.1	Benches Informational Kiosk

Public Recreation Programs

The Recreation Department coordinates activities throughout the year. The department conducts special events, senior activities and daily programs.

The department charges small fees for most activities that directly offset the cost of the program. The aim of the department is to never turn anyone away and to increase programs and capacity as demand increases, a goal that is usually met. There are 2 full-time staff members, one part-time worker, three winter seasonal workers, and up to 25 summer part-time workers. The recreation appropriation for FY 1998 was \$158,000, which is a substantial reduction from a previous appropriation of \$358,000. The FY 1998 decrease was part of a town wide budget reduction. The recreation appropriation for FY 2002 had increased to \$250,000.

The department coordinates three types of programs: Sponsored, Endorsed and Departmental. Descriptions and basic information are given below.

Sponsored

Sponsored programs are those programs that are coordinated by the Recreation Department but receive no money from the town. These programs are run by volunteers. In 2002, the Recreation Department sponsored programs in archery, basketball, volleyball, fly-tying, golf, softball and dancing.

Endorsed

Endorsed programs receive no money from the Recreation department and are also staffed by volunteers. In 2002, endorsed programs included: Little Giant Football, Little Pro Basketball, and Millinocket Youth Hockey.

Departmental

Departmental activities are coordinated, funded and supervised by the Recreation Department. These activities include: arts and crafts, dances, theater, school vacation activities, swimming, tennis, weightlifting, basketball and many others special events.

RECREATIONAL NEEDS AND DESIRES

Additional picnic tables and facilities within the community are not necessarily needed

because of the adequate facilities on rivers, lakes, and parks immediately surrounding the town; however, recreational paths and bike trails will become necessary to provide an economical advantage for the town, as tourism to such areas as Baxter State Park increases. Trails in the woods immediately surrounding all outlying areas of town also link the town to the region, including the wide network of snowmobile trails that can be used for hiking in the summer.

In the future additional recreational opportunities could be promoted by encouraging any new residential developments to include recreational areas such as playgrounds within their proposed subdivision plan.

The Recreation Director has observed several needs of the community. First, ownership of all town-maintained recreation areas is not clear. Many are owned by or leased from Katahdin Paper, with no clear contract or understanding for the future. The town should secure permanent ownership or a lease to all areas currently used as public recreation areas.

A priority for the Recreation Department is a community center. The current ad hoc use of buildings for storage, programs, and facilities does not promote an effective use of the recreation resources. A community center could be a locational focus to combine elderly services with after school programs. It could house Meals for Me., the Teen Center, and existing Senior Citizens Programs. If located near the Recreation Complex, it could also provide storage and bathroom facilities for outdoor programs. Such a complex could also be strategically located to serve as a visitors center to welcome tourists and could supply recreational opportunities for a fee to those tourists.

A second priority for the Recreation Department is storage space. This could be included with the community center. Storage for maintenance vehicles and sports equipment should ideally be near the large Recreation Center to avoid the need to travel to different areas of town to store equipment. Current storage facilities do not allow for the proper storage, inventory, and care of equipment.

A third priority is reconstruction of the pool, combined with a building to make the pool and/or hockey rink into indoor facilities. The reconstruction in the early 90's was the first stage of a five-stage proposal to enclose the hockey rink and include storage, changing rooms and concession facilities within the building. However, money for the follow up stages has not been appropriated, although estimates and design plans were submitted.

Of lesser priority for the Recreation Department would be the construction of a roller blade and skate board facility. The department is also considering increased control over endorsed programs in order to more effectively oversee equipment maintenance and coaching certification.

Finally, although the town and town council have always generously supported the department's budget, if future sources of revenue were needed, higher user fees would need

to be imposed, especially for the use of any new facilities such as a community center, enclosed pool or enclosed ice arena.

Unfortunately, the town cannot necessarily meet all of the priorities of the Recreation Department. Demands on the capital budget and the recent budget cuts have forced the town to postpone many well-intentioned projects and proposals. Due to financial constraints at this time, rebuilding the pool is not a high priority for the town. This lack of ability to fund capital improvements to the pool will, at some point in the future, force the community to choose between closing or replacing the town pool. An improved hockey rink, community center, and storage space do not necessarily rank high on municipal priorities given the many other demands.

Public Access to Surface Water

Public access to surface water is available at Jerry Pond (boat launch and swimming area), Kermit Krاندall Park on Millinocket Stream (boat launch) and Dead Man's Corner on the West Branch of the Penobscot River (boat launch owned by Katahdin Paper). There is informal public access to Dolby Flowage and Pond at the Route 11 bridge. The West Branch can also be accessed informally at several places along Medway Road.

Because of the recreational opportunities offered by surface waters, including fishing, swimming and boating, it is important to ensure that the public continues to have access to these resources. Access to surface waters has been guaranteed by the State Legislature by stating that people do have the right to cross unimproved land to get to a great pond. However, this does not allow people the right to engage in activities on the shore without the permission of the landowner.

Millinocket's existing public access areas are adequate for access to Millinocket Stream, Jerry Pond, and the West Branch, through existing facilities at Kermit Krاندall Park, Jerry Pond Park, and Dead Man's Curve on Medway Road. The boat ramp at Dead Man's Curve was improved by Great Northern; however, no one is assigned responsibility for maintenance of the facility.

The Dolby Pond area is used primarily as a fishing area, and access within town limits is informal and dependent on the permission of landowners. Scattered parking near the narrow bridge on Route 157/11, on the Millinocket side, and the presence of a dangerous corner will be increasingly undesirable if use of the area continues. The Town should encourage the use of the facilities at Dead Man's Curve and discourage recreational use around the Dolby Bridge.

While Jerry Pond has adequate recreation facilities, the majority of its frontage is unprotected except for shorefront regulations. To preserve the recreational, open space, and scenic characteristics of this pond as appreciated from the public park, the town should consider protecting the entire pond from any future development.

Private Open Space Areas and Facilities

There are several thousand acres of privately owned forests in the Town of Millinocket that contribute to the recreational resources of the town.

The town also has a privately owned 9-hole golf course. This course, known as the Hillcrest Golf Course, is located adjacent to the “New Development”.

There are no private health clubs, pools, or other facilities within the community with the exception of one or two aerobic exercise centers and facilities located at the local motels.

Important Regional Open Space and Recreational Facilities

Millinocket is surrounded on all sides by recreation opportunities. Issues discussed above such as access to surface water, open spaces, and picnic areas can not be analyzed adequately for Millinocket without also considering the assets of the surrounding area. Millinocket has several active recreation groups, including the Fin and Feather Club and a lakes association. These groups are concerned with recreational opportunities in the region, although they are not as concerned with issues limited to the town's boundaries. These regional resources must be considered when planning for the recreation of the Town of Millinocket. SCORP and other assessments predict the need for hiking, walking, and nature trails for all towns.

The Dolby Pond and Flowage is also accessible from a public rest area on Route 11 very near Millinocket's town line. This rest area provides picnic and parking facilities that are not available on the Millinocket side of the pond.

Baxter State Park, the largest park in Maine, is located only twenty miles north of town. The State of Maine and US Government also owns, regulates, and supervises thousands of acres of recreation, conservation, and management areas within day-use distance from Millinocket, including the Allagash Wilderness Waterway and a public swimming area at Togue Pond.

The lakes to the north and west of town are also used heavily by Millinocket residents. Many year-round and seasonal homes of area residents are located on the large network of lakes upriver from Quakish Lake. Public access is available at Millinocket Lake, Togue Pond, South Twin, and other locations. Katahdin Paper actively manages its forestlands with consideration for recreational use and provides free access to roads, trails, rivers, and lakes.

There is also an elaborate network of snowmobile and nordic ski trails all across northern Maine.

Baxter State Park

Baxter State Park was the vision of Governor Percival P. Baxter. The following information was obtained from the park's website:

"Percival P. Baxter was governor of Maine during the years of 1921-1924. He enjoyed fishing and vacationing in the Maine woods throughout childhood and his affection for the land and Maine's wildlife were instrumental in his creation of a park for people of the State of Maine. He began to fulfill his dream of a Park in the year 1930, with the purchase of almost 6,000 acres of land, including Katahdin, Maine's highest peak. In 1931, Baxter formally donated the parcel to the State of Maine with the condition that it be kept forever wild. Over the years, Governor Baxter purchased additional lands and pieced his park together, transaction by transaction. He made his final purchase in 1962. Since then, using monies Baxter earmarked for addition land acquisition, the park has increased by about 1,000 acres, making the total acreage in Baxter State Park 204,733 acres. The core of the park 150,564 acres is managed as a wildlife sanctuary. In the northwest corner of the park, a 28,594 acre parcel was designated by Governor Baxter to be managed as the Scientific Forest Management Area. A showplace for sound forestry; hunting and trapping are also allowed in this area. Additional, there are 22,906 acres outside of the SFMA where hunting and trapping are allowed under the deed of trust.

Demonstrating not only enormous generosity, but admirable foresight. Baxter left a trust of nearly 7 million dollars to ensure that park managers would have sufficient funds to maintain the park without ever having to compete for Maine taxpayers' dollars from the general fund account. He also stipulated that the sole governing authority regarding the park and management would be a group of 3 public officials namely: the Commissioner of Maine Inland Fisheries and Wildlife, the Director of the Maine State Forest Service and the Attorney General. The individuals holding these three positions in Maine comprise the Baxter State Park Authority and as such are responsible for protecting the natural resources and upholding the conditions set forth in Governor Baxter's Deeds of Trust. Park managers also work closely with the BSP Advisory Board, a committee of 15 citizens dedicated to examining issues and supporting the stewardship of the Authority.

There are over 40 peaks and ridges besides Katahdin in the park. The trail system features over 180 miles of trails popular with hikers, mountain climbers and naturalists. Baxter State Park operates ten (10) campgrounds, eight (8) of which are drive-in and 2 of which are hike-in, backcountry campgrounds. There are also numerous individual backcountry sites for backpackers.

The Park is now a premier year-round destination for outdoor enthusiasts. A year-round staff of 22 swells to about 61 in the summer, including office administration and reservation personnel, field and law enforcement rangers and resource specialist. Roughly 85,000 people visit the park in the summer months. Some stay for 10 nights, some visit only for one day. As visitation increases and the world becomes more complex, park managers face new challenges daily that threaten to undermine the magnificent gift that

Baxter left for all generations of Maine citizens to cherish. He left us these words to emphasize the humble attitude he felt would be the key to saving some wilderness and forest for those coming after us.”

Nature Conservancy Purchase and Conservation Easement

In the summer of 2002, a land agreement was reached between the Nature Conservancy and Great Northern Paper. In the \$50 million deal, the Nature Conservancy, a nonprofit conservation group, has purchased 41,000 acres in the Debsconeag Lake wilderness area from the paper company. This land is adjacent to the southwest corner of Baxter State Park.

The agreement:

- supplies Great Northern with much needed operating cash,
- grants public access,
- dictates sustainable forestry, and
- bars development in woodlands around Mount Katahdin, the state's highest mountain.

The agreement further indicates that Great Northern will also place a conservation easement on 200,000 acres of working forest, the majority of which is located west and north of the company's Millinocket mill.

From a recreational standpoint, this deal provides for continued access to portions of the Northwoods of Maine. Traditionally, the paper companies have always allowed public access to their forests and this deal guarantees the continued use by the public. However, questions remain surrounding the potential economic impact on the Millinocket region's paper industry. This issue is further discussed in the economy section of this plan.

Recreational Grants

The Maine Department of Conservation administers state and federal grants to provide services, resources and personnel to nonprofit groups, municipalities and other agencies. Grants totaling more than 2 million are available through the Department's bureaus to improve and enhance programs offered in Maine.

Funded by the state gasoline tax, the Public Boat Access grant program enables private organizations and municipalities to acquire, develop and improve local public boat facilities.

The Land and Water Conservation Fund is a federal grant-in-aid program that provides up to 50% reimbursement for the acquisition and / or development of publicly owned outdoor recreation facilities. While the total varies year to year, on average \$400,000 is distributed to recipients.

The Maine Outdoor Heritage Fund conserves wildlife and open spaces through the sale of instant Lottery tickets. With proceeds from ticket sales, grants are awarded twice a year, totaling approximately \$1.5 million annually. The seven-member Maine Outdoor Heritage Fund Board chooses projects in four categories that promote recreation as well as conservation of Maine's special places, endangered species and important fish and wildlife habitat.

Public Access Discovery Grants can be utilized to identify potential public access points to surface waters, through title researching to find past public access rights-of-way.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to provide recreational opportunities, Millinocket has developed the following policies and implementation:

- 1. Policy:** The town will continue to improve existing recreational facilities.

Strategies: The town shall continue to maintain, fund and encourage improvements to the town's new and existing facilities. The Recreation Department will continue to oversee existing facilities and to investigate opportunities for enhancing current and new facilities and programs, as finances allow. The condition of the swimming pool will continue to be monitored to ensure that it is maintained in a manner that promotes public health, welfare and safety. A reserve account will be established to update playground equipment and funds will be sought from public and private sources to resurface the oval track.

Time Frame: On-going¹

Responsible Agent: Town Manager, Public Works, Town Council and Recreation Department.
- 2. Policy:** The town will encourage the preservation of open space.

Strategies: The town encourages a portion of new residential developments to be set aside for open spaces. All new major residential developments are currently required to have open space for recreation and common use, equal to 10% of the land area in a 20 acre or 10 lot subdivision. Adequate walking and biking routes, open space, and convenient access to municipal recreation areas and all encouraged. The town will work with Katahdin Paper to maintain and improve recreational use of the current town recreation areas on Katahdin Paper lands and will explore the options for acquiring these locations or would welcome land gifts from various entities.

Time Frame: On-going

Responsible Agent: Town Manager, Planning Board, Town Council and Code Enforcement Officer.

¹ On-going - Continuing

3. **Policy:** The town will continue to encourage recreational opportunities, including regional initiatives.

Strategies: These efforts will be funded through town warrant moneys, grants and fund raising. The Recreation Department will continue to: develop and present plans to the Town Manager and Town Council for recreational opportunities, coordinate all current and future recreation activities developed for all age groups, recruit responsible individuals to implement activities; monitor the current uses and future capacity needs of existing facilities and programs; and provide information at the town office about existing recreation facilities, programs, and available activities. Also, alternative-funding sources can be particularly effective for the identified and desired capital improvements such as the hockey rink expansion, a community center, and increasing storage needs. The town will also continue to support and promote snowmobiling through their participation in the Trail System Grooming and Maintenance Program and will work regionally with neighboring communities to promote all four season recreational activities. Opportunities to create bike paths or walking trails that connect neighboring communities or tourist attractions will be studied further and the town will take the appropriate actions based on the study's findings.

Time Frame: On-going

Responsible Agent: Town Manager, Town Council and Recreation Department.

4. **Policy:** The town will promote public access to surface water.

Strategies: The town will continue to protect the recreational and open space importance of the land surrounding Jerry Pond through appropriate zoning to ensure the public's continued utilization of this resource. The town, when applicable, will promote the use of the public access grant as a mechanism to increase public access to surface water and open space.

Time Frame: Immediate²

Responsible Agent: Town Manager, Town Council and Recreation Department.

² Immediate-Within 1 to 2 years

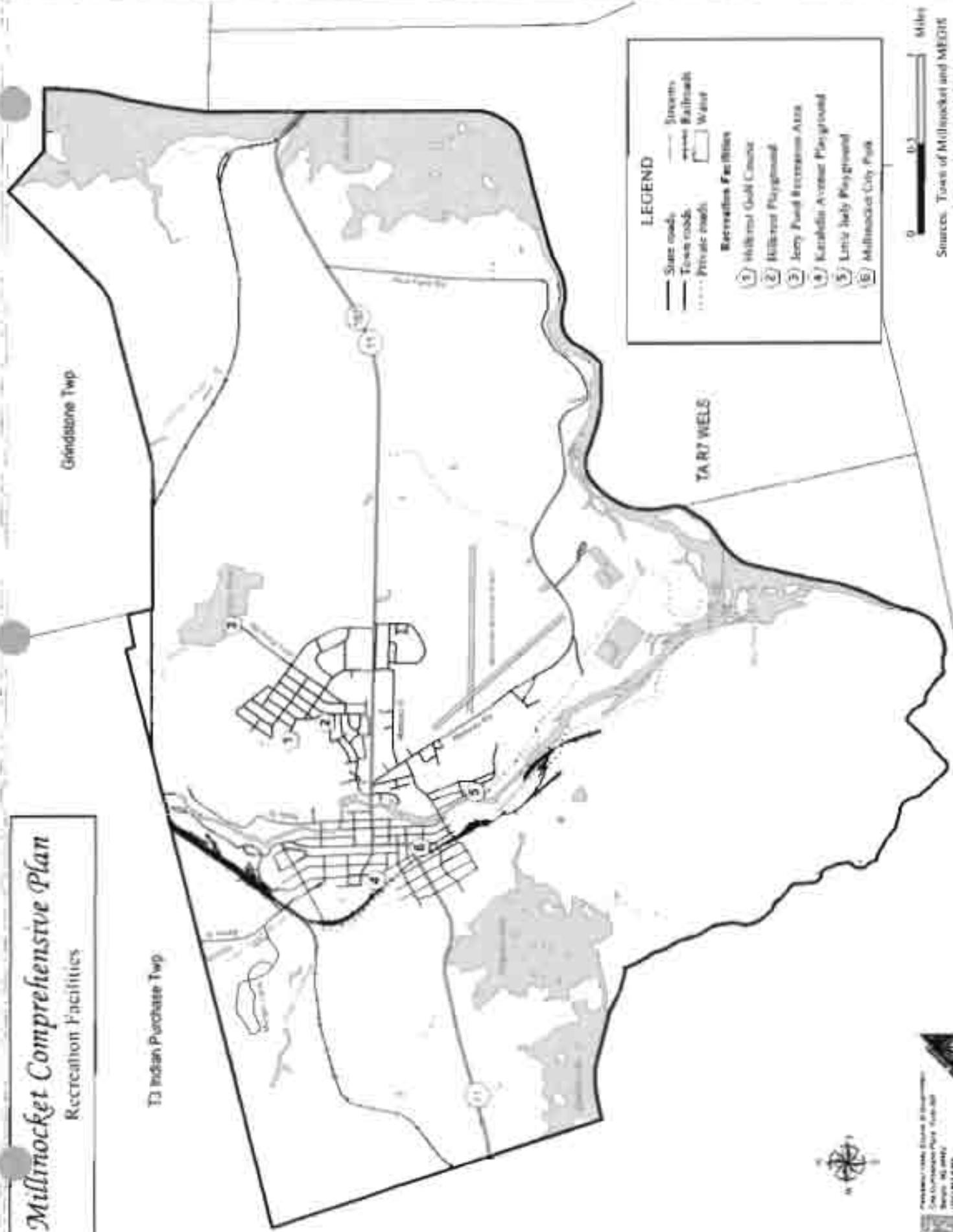
Millinocket Comprehensive Plan

Recreation Facilities

T3 Indian Purchase Twp

Grindstone Twp

TARZ WELS



LEGEND

- State roads
- Town roads
- Private roads
- Streets
- Railroads
- Water

Recreation Facilities

- ① Millinocket Golf Course
- ② Millinocket Playground
- ③ Jerry Ford Recreation Area
- ④ Karabellis Avenue Playground
- ⑤ Little Jolly Playground
- ⑥ Millinocket City Park



Sources: Towns of Millinocket and MECHS
Map revised: April, 2004



PREPARED BY: Eastern Maine Development Corporation
200 MILLINOCKET AVENUE, MILLINOCKET, ME 04462
TEL: 207-533-8800
WWW.EMDCORP.COM

Communities depend on well-maintained road systems. Safe and efficient streets affect property values, the productivity of the downtown area, tourist activity, and the overall safety and convenience of Millinocket's residents. Only through the use of adequate roadways, parking and traffic control, can a community be assured of economical, efficient, and safe traffic circulation patterns. The goal of this section is to analyze, plan, finance, and develop efficient transportation services and facilities that will accommodate Millinocket's future needs.

FEDERAL FUNCTIONAL CLASSIFICATION

In simplistic terms, "functional classification" reflects a highway's balance between providing land access versus mobility. Functional classification is the process by which public streets and highways are grouped into classes according to the character of service they are intended to provide. Generally, highways fall into one of four broad categories: *principal arterial*, *minor arterials*, *collector roads*, and *local roads*. *Arterials* provide longer through travel between major trip generators (larger cities, recreational areas, etc.); *local roads* provide access to private property or low volume public facilities; and *collector roads* collect traffic from local roads and also connect smaller cities and towns with each other and to the arterials.

Principal Arterial – Interstate

A series of continuous routes that have trip lengths and volumes indicative of substantial statewide or interstate travel. This classification is for highways designated as interstate and include I-95, I-195, I-295, I-395, and I-495. There are approximately 367 miles of Interstate highway in Maine.

Principal Arterial – Other Freeways and Expressways

These roads must be divided highway with partial (freeway) or full (expressway) control-of-access. Primarily serve through traffic and major circulation movements within federally-defined Urban Areas. An example is Route 1 in Brunswick between Main Street and Cooks Corner. There are 18 miles of this classification in Maine.

Other Principal Arterial

Highways which provide long distance connections, but do not fit the two categories above.

Rural: Corridor movement suitable for substantial statewide or interstate travel between larger population centers. An example is Route 3, Augusta to Belfast. Of the total mileage, there are 787 rural miles.

Urban: Route which carry through traffic and most of the trips entering/leaving a federally-designated Urban Area. They provide continuity for all rural arterials that intercept the urban boundary. An example is Western Avenue in Augusta or Brighton Avenue in Portland. There are 175 miles of this type.

Minor Arterial

A series of continuous routes (1,343 miles in Maine) that should be expected to provide for relatively high overall travel speeds with minimum interference to through movement, and are defined as two distinct types:

Rural: Form a network of 1,067 miles in Maine, in conjunction with the rural principal arterial system, with service characteristics that:

- Link cities, large towns and other traffic generators (i.e. major resort areas) that are capable of attracting travel over long distances.
- Integrate interstate and intercounty service
- Have spacing consistent with population density so all developed areas are within a reasonable distance from the arterial system.
- Provide service to corridors with trip length and travel densities greater than those serviced by rural collector or local systems.

Examples are Route 27 from Farmington to Sugarloaf Mtn. and the Canadian border or Route 3 between Ellsworth and Bar Harbor.

Urban: Within a federally designated Urban Area, these roads interconnect with and augment the urban principal arterial system. They distribute travel to geographic areas smaller than those of higher systems and there are 276 miles in Maine. Examples include Hogan Rd. in Bangor or Stone St. in Augusta from the East side rotary to Eastern Ave. (Route 17).

Collectors

There are 5,927 miles of urban and rural collectors in Maine.

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

- *Major Collector Roads:* (a) serve county seats not on arterial routes, larger towns not directly served by higher systems (b) link nearby larger towns, or cities, or with route of higher classifications (c) serve more important intracounty travel corridors which could connect consolidated schools, shipping points, important agricultural areas, etc. Of the total mileage, there are 3,219 miles in Maine. An example is Route 9 in Augusta from the intersection of Route 17 to the intersection of Route 126 in Randolph.
- *Minor Collector Roads:* Spaced consistent with population density to accommodate local roads within reasonable distance of collector roads. Provide service to smaller communities. Link locally important traffic generators with the arterial system. There are 2,229 miles in Maine. An example is Pond Rd./Neck Rd. between Manchester and Litchfield.

Urban: Provide both land access and traffic circulation within urban residential neighborhoods

and commercial and industrial areas in federally designated Urban Areas. Route density is much higher in rural areas. There are 479 miles in Maine. Examples include Buck St. in Bangor next to the racetrack or Hotel Rd. in Auburn from Route 122 near Lewiston/Auburn airport to the West Auburn Rd.

Local Roads

Provide access to adjacent land and provide service to travel over relatively short distances as compared to the higher systems. There are 13,619 miles in Maine.

Rural: All rural roads not classified as principal arterial, minor arterial, or collector roads. There are 12,034 miles in Maine. Examples are Caribou Lake Rd. between Washburn and Caribou or Flag Pond Rd. in Saco from Route 1 west to Route 112.

Urban: All urban streets in a federally designated Urban Area that are not in one of the other higher systems. They permit direct access to land, route density is higher than rural areas, and they connect to higher systems. They also offer lower mobility and service and through-traffic movement is deliberately discouraged. There are 1,585 miles in Maine. Examples include: Purington Ave. in Augusta between North Belfast Ave. and South Belfast Ave. or Longfellow Ave. in Brunswick from Route 123 to Maine St.

ROAD INVENTORY

An inventory of Millinocket's roads is shown in Table H-1 on the following pages and are shown on Map H-1 at the end of this section. The roads are divided into three categories of road function: arterial, collector, and local. Millinocket contains 41.8 miles of roadways. Within the town are: 7.14 miles of arterial roads, 5.83 miles of collector roads, 28.83 miles of local roads and 0.86 miles of unpaved roads. Table H-1 also indicates ownership, maintenance responsibility, surfacing, and overall condition for Millinocket's roads based primarily on town information and the opinion of the public works department in reference to condition.

Table H-1

PUBLICLY MAINTAINED ROADS IN MILLINOCKET					
ROAD NAME	LENGTH IN MILES	MAINTENANCE	CLASS	PAVED (Y/N)	CONDITION
Alder Street #1	.14	Town	Local	Y	Fair
Alder Street #2	.06	Town	Local	Y	Fair
Alpine Street	.08	Town	Local	Y	Good
Aroostook Ave #1	.36	Town	Collector	Y	Fair
Aroostook Ave #2 (Spring St. to Penobscot Ave.)	.47	Town	Arterial/Local	Y	Good
Ash Street	.10	Town	Local	Y	Poor
Balsam Drive	.25	Town	Local	Y	Fair
Bates Street	.95	State	Collector/Local	Y	Good
Birch Street	.10	Town	Arterial/Local	Y	Good
Canyon Drive	.25	Town	Local	Y	Good
Cedar Street	.62	Town	Local	Y	Good
Central St: Rt 11/157	4.69	State	Arterial	Y	Good
Cherry Street	.09	Town	Arterial	Y	Good
Chestnut Street	.10	Town	Local	Y	Fair
Circle Lane	.09	Town	Local	Y	Fair
Colby Street	.17	Town	Local	Y	Fair
Colony Place	.17	Town	Local	Y	Fair
Congress Street	.63	Town	Collector/Local	Y	Good
Connecticut Avenue	.40	Town	Local	Y	Good
Cottage Road	.50	Town	Collector/Local	Y	Good
Crestmont Avenue	.09	Town	Local	Y	Fair
Delaware Place	.05	Town	Local	Y	Fair
East Avenue	.12	Town	Local	Y	Fair
Eastland Avenue	.25	Town	Local	Y	Fair

Source: MDOT and town of Millinocket

Table H-1 Continued

PUBLICLY MAINTAINED ROADS IN MILLINOCKET (CONTINUED)					
ROAD NAME	LENGTH IN MILES	MAINTENANCE	CLASS	PAVED (Y/N)	CONDITION
East Terrace	.20	Town	Local	Y	Fair
Elm Street	.33	Town	Collector/Local	Y	Good
Field Street	.20	Town	Collector/Local	Y	Good
First Street	.08	Private	Local	N	Fair
Fifth Street	.20	Contractor	Local	Y	Fair/Poor
Forest Avenue	.54	Town	Collector	Y	Good
Fourth Street	.23	Private	Local	N	Fair
Garden Street	.08	Town	Local	Y	Good
Grand Avenue	.23	Town	Local	Y	Fair
Granite Street	.40	Town	Collector	Y	Good
Hemlock Street	.09	Town	Local	Y	Poor
Heritage Street	.24	Town	Local	Y	Good
Highland Avenue	.70	Town	Local	Y	Good
High Street	.07	Town	Local	Y	Fair
Hillcrest Avenue	.12	Town	Local	Y	Fair
Hill Street	.09	Town	Local	Y	Good
Independence Lane	.07	Town	Local	Y	Good
Iron Bridge Road	.70	Town	Local	Y	Fair/Poor
Journal Place	.04	Town	Local	Y	Fair
Juniper Street	.05	Town	Local	Y	Fair/Poor
Katahdin Ave: Rt 11 and local	1.04	State/Town	Arterial/Local	Y	Good
Katahdin Avenue Extension	.87	Town	Local	Y	Fair/Poor
Kelly Lane	.08	Town	Local	Y	Good
Knox Street	.48	Town	Local	Y	Good
Lincoln Street	.47	Town	Local	Y	Good
Maine Avenue	.63	Town	Local	Y	Good
Maple Street	.12	Town	Local	Y	Fair

Table H-1 Continued

PUBLICLY MAINTAINED ROADS IN MILLINOCKET (continued)					
Road Name	Length in Miles	Maintenance	Class	Paved (Y/N)	Condition
Massachusetts Avenue	.83	Town	Local	Y	Good
Medway Road	4.94	Town	Collector/Local	Y	Good
Michigan Street	.32	Town	Local	Y	Good
Middle Street	.11	Town	Local	Y	Fair
Minuteman Drive	.35	Town	Local	Y	good
Morgan Lane	.19	Town	Local	Y/N	Good
New Hampshire Street	.27	Town	Local	Y	Good
New Jersey Street	.37	Town	Local	Y	Good
New Jersey St. Jerry Pond Rd	.41	Town	Local	N	Fair
New York Street	.31	Town	Local	Y	Good
North Street	.26	Contractor	Local	Y	Fair
North Terrace	.09	Town	Local	Y	Good
Oak Street	.18	Town	Local	Y	Good
Ohio Street	.51	Town	Local	Y	Good
Orchard Street	.13	Town	Local	Y	Good
Oxford Street	.37	Town	Local	Y	Good
Penobscot Ave: Rt 11 & local	.79	State/Town	Arterial/Collector/Local	Y	Figure D.4
Pine Street	.17	Town	Local	Y	Good
Pleasant Street	.11	Town	Local	Y	Fair
Poplar St: Rt 11 and local	1.95	Town	Arterial/Collector/Local	Y	Figure D.4
Prospect Street	.41	Town	Local	Y	Fair
Rhode Island Avenue	.51	Town	Local	Y	Fair
River Street	.04	Town	Local	Y	Poor
Rush Boulevard	.40	Town	Local	Y	Good
School Street	.20	Town	Local	Y	Fair
Second Street	.14	Town	Local	Y	Fair
Short Street #1	.02	Town	Local	Y	Poor

Table H-1 Continued

PUBLICLY MAINTAINED ROADS IN MILLINOCKET (continued)					
Road Name	Length in Miles	Maintenance	Class	Paved (Y/N)	Condition
Short Street #2	.08	Town	Local	Y	Poor
Sixth Street	.20	Contractor	Local	Y	Fair
Somerset Street	.38	Town	Collector/Local	Y	Good
South Street	.06	Town	Local	Y	Fair
Spring Street	.19	Town	Collector/Local	Y	Fair
Spruce Street	.41	Town	Arterial/Local	Y	Good
State Street	.76	Town	Local	Y	Good
Summer Street	.14	Town	Arterial/Collector/Local	Y	Good
Sunset Drive	.20	Town	Local	Y	Fair
Sycamore Street	.11	Town	Local	Y	Fair
Tamarack Street	.26	Town	Local	Y	Good
Third Street	.08	Private	Local	N	Fair
Vermont Street	.20	Town	Local	Y	Good
Waldo Street	.17	Town	Local	Y	Good
Walnut Street	.06	Town	Local	Y	Poor
Washington Street	.06	Town	Local	Y	Good
Wassau Street	.55	Town	Local	Y	Fair
Water Street	.14	Town	Local	Y	Good
Westwood Avenue #1	.06	Town	Local	Y	Fair
Westwood Avenue #2	.16	Town	Local	Y	Good
Winter Street	.14	Town	Local	Y	Good
York Street	.59	Town	Local	Y	Fair
GNP Treatment Plant Rd	.31	Town	Local	Y	Fair
Plant Road #1	.28	Town	Local	Y	Fair
Plant Road #2	.19	Town	Local	Y	Fair
Road 877: Bisepts Medway Rd near Plant	.22	Town	Local	Y	Fair
Road 1677: Leave Medway near Airport	.10	Town	Local	Y	Fair

Table H-1 Continued

PUBLICLY MAINTAINED ROADS IN MILLINOCKET (continued)					
Road Name	Length in Miles	Maintenance	Class	Paved (Y.N)	Condition
Road 1677: Leave Medway near Airport	.10	Town	Local	Y	Fair
Unnamed #12: Leaves York at Hemlock	.17	Town	Local	N	Fair/Poor
Unnamed #20: Loop at end of Katahdin Ave Ext	.10	Town	Local	Y	Fair
Unnamed #21: Off Katahdin Ave near Penobscot	.08	Town	Local	Y	Fair
Unnamed #28: South of Alder #2 near car wash	.06	Town	Local	Y	Fair
Unnamed #2756: Bisepts Road 1677	.08	Town	Local	N	Fair/Poor
Unnamed #17: Entrance to Athletic Park off State St	.10	Town	Local	N	Fair/Poor
Total Mileage: 41.80 miles Total Arterial: 07.14 miles Total Collector: 05.83 miles Total Local: 28.83 miles Total Unpaved: 00.86 miles					
Source: Maine Department of Transportation; Millinocket Department of Public Works					

Table H-2

MDOT ROAD QUALITY RATINGS		
Rating	Pavement Service Ability Index (PSI) Ride Quality	Pavement Condition Rating (PCR)
0	Out of Service	Out of Service
1	Comfortable at 25 mph	Extreme Cracking, Rutting, Patching
2	Comfortable at 35 mph	Advanced Cracking, Rutting, Patching
3	Comfortable at 45 mph	Moderate Cracking, Rutting, Patching
4	Comfortable at 55 mph	Initial Cracking, Rutting to Nearly New Pavement
5	Perfect	Perfect
Source: Maine Department of Transportation * Note: MDOT descriptions do not match perfectly with whole number ratings		

Table H-3

ROAD QUALITY OF STATE MAINTAINED ROADS MILLINOCKET			
Road *	Length	Pavement Service Ability Index PSI	Pavement Condition Rating PCR
Rt 11: Outer Central east of Cedar	2.99	4.10	2.59
Rt 11: Outer Poplar west of Golden Road	1.26	4.38	2.68
Rt 11: Inner Central west of Cedar	1.81	3.55	1.72
Rt 11: Katahdin between Central and Poplar	0.52	4.00	3.68
Rt 11: Inner Poplar east of Golden Road	0.25	4.40	n/a
Rt 11: Penobscot between Central and Poplar	0.53	3.01	2.72
Katahdin Ave between Central and Bates	0.43	2.72	2.19
Bates St	0.61	2.38	3.55

Source: Maine Department of Transportation
 * Note: DOT does not rate road segments from precise intersections. The road segments listed here are simplified explanations of the precise DOT segments.

Below is a brief description of the roads comprising the major arterial and access routes to and from the Town of Millinocket:

Route 11 / Brownville Road

Route 11 is the main arterial through town. Heading southwest from town it is known as the Brownville Road. Route 11 takes two paths through town because of one way traffic on Penobscot Avenue. One route is west on Central to Katahdin Avenue and Poplar Street; the other is west on Central to Penobscot Avenue and then onto Poplar Street. At the outskirts of town, Poplar Street becomes the Brownville Road and stretches 32 miles to Brownville Junction and leads to Milo and Dover-Foxcroft. This road is used by commercial traffic for delivery services and logging trucks and is also used by both commuters and recreational travelers.

The Brownville Road was completed piecemeal after an area-wide campaign dating back to the 1920's for an alternate route to Millinocket. In 1948, the bridge across the West Branch provided a major breakthrough in completing the direct route to Brownville. By 1955, Route 11 was fully paved and provided a shortened route to Millinocket and Baxter State Park from the Bangor area. In 2003, Poplar Street from Katahdin Avenue to the Brownville Road was paved.

Route 157 / Central Street

Route 157 originates in Millinocket and heads east out of town on Central Street, along with Route 11. Central Street meets the Medway road near the Dolby Flowage and the route continues to East Millinocket, Medway, and Interstate 95 approximately ten miles from the center of Millinocket. The section of Route 11/157 that extended Central Street to the Medway

Road was the first stretch of modern highway in Millinocket and was completed in 1954. The Medway Road eastward was rebuilt to provide a modern highway through East Millinocket and Medway all the way to Mattawamkeag on Route 2.

Route 11/157 ended Millinocket's reliance on the narrow, twisting Medway Road that followed a circuitous route along the Penobscot West Branch, Rice Farm, and the west side of Dolby Pond. Combined with the Brownville Road, Route 11/157 finally made Millinocket more directly accessible by road than by rail. Completion of the new highway also eased the development of new housing in the Hillcrest area.

Until 1965, Route 11/157 competed more directly with the Brownville Road as a collector to Bangor, and points south. Interstate 95, located 10 miles from Millinocket on this route, brought Millinocket to little more than an hour's drive from Bangor. Since 1965, Route 11/157 has served as the primary route for local traffic to and from Bangor.

The State is planning on over-laying Route 157 from the urban compact line to the bridge over Millinocket Stream in the spring of 2004.

The Lake Road / Bates Street

The Lake Road extends from Bates Street at the town line heading north. This road is one of Millinocket's links to Baxter State Park, Mt. Katahdin, the Millinocket Lake Region, Smith Pond, Black Cat Mountain, and the chain of lakes extending northward into Piscataquis County. The Lake Road is maintained by the State year round as far as Millinocket Lake, and continues to Baxter State Park seasonally. This road serves largely as a commuting road to camps and as a seasonal recreational road. Travel farther north or west in the winter must be on Katahdin Paper's private road network. This route is sometimes, but not consistently, labeled as the continuation of Route 157.

Medway Road

Until the late 1940's, the Medway Road was the only road connecting Millinocket to the settled areas to the north and south. The road follows a route along the river eastward until it joins Route 11/157 near the causeway across Dolby Pond and on to East Millinocket and Medway.

The new piece of Route 11/157 eliminated the section of the Medway Road from west of Dolby Pond to the southeastern end of Millinocket as the main route. Since 1954, this section of road has been used as access to the airport, Rice Farm, and facilities that have been constructed since then. Along the road today are accesses to Katahdin Paper's wastewater treatment plant, the solid waste compactor, the sewage treatment plant, various rafting base camps, and the mill's pipeline to East Millinocket.

This road serves as a primary access to the newly annexed territory and may be used more heavily as that area is developed.

The Golden Road

The Golden Road is privately owned and maintained by Katahdin Paper. The road leads to an extensive network of woods roads, stretching first from the mill across the Brownville Road (Route 11) just beyond the urban limits. Parallel to Route 11 in this area, the road provides access to the offices and garages that provide services for Katahdin Paper.

The road parallels the Lake Road toward Millinocket Lake and Baxter State Park with several connecting gravel roads. The Golden Road is a private road and no public traffic is allowed from Poplar Street to Millinocket Lake. After Millinocket Lake, a private road network is available for public use.

The main purpose of the road, however, is for transportation of wood to the mill. Until 1971, logs were driven over the West Branch and stored in booms on Ferguson Lake. Environmental regulation stopped the log drives, and gravel "Golden" roads were built for trucks to haul the wood from the extensive forest acreage. The substantial cost of building these roads was the source of the name "Golden".

LOCATION, JURISDICTION, CONDITION AND MILEAGE OF ROADS

The mileage, condition, class, and maintenance jurisdiction of all publicly maintained roads in Millinocket is listed in Table H-1 and the road locations are shown on the maps at the end of this section.

Private Roads

In addition to publicly maintained roads, Millinocket also has a few private roads. The most notable is the Golden Road, which has only a short section within town limits but is the beginning of a huge network of private roads. The mill also maintains some road sections serving its facilities. Other short private roads include as shown on the Transportation Facilities Map: the Golf Course Road, Beech Street, Barnett Road, the link between Unnamed #12 and Road 1277, a road from Katahdin Avenue Extension which heads toward Millinocket Stream, a link between Unnamed 21 and Katahdin Avenue, Somerset Street's extension, and Road 2257 which leaves Bates Street near the town line.

Six roads in the Kelley Trailer Park are owned by the trailer park and are maintained by the owner.

State Roads

Route 11 in conjunction with Route 157 is a State Highway maintained by the town with federal aid money. It includes all of Central Street, Poplar Street, and parts of Penobscot Avenue and Katahdin Avenue. The route out of town toward Baxter Park is also maintained by the town with state aid, including Bates Street and part of Katahdin Avenue before leading into the Lake Road at the town line. These two routes total 7.49 miles of state-assistance maintained roads. The state describes road quality using two scales. Ratings for state maintained portions of roads are

shown on Table H-2. The quality of state maintained roads is not excellent, especially for sections located in town. Pavement Condition Ratings (PCR) indicate advanced cracking on both Route 11 and the route toward Millinocket Lake on their in-town portions. Ride Quality Ratings, known as Pavement Service Ability Index (PSI) are generally consistent with the speed limits on those roads.

In 2002, Central Street from Penobscot Avenue to Katahdin Avenue was paved and in 2003, Katahdin Avenue from Central Street to Popular Street was paved.

The Maine State Department of Transportation also provides revenues for the maintenance of bridges and is responsible for all major bridge reconstruction. MDOT rebuilt the Cherry Street, State Street, and most recently the Central Street bridges.

Town Roads

The Millinocket Public Works Department is responsible for maintaining approximately 40 miles of roadways, of which approximately one mile is unpaved. During 2002 approximately 3 miles of roadway were resurfaced. Each year approximately 15 miles of roadway are lined by a hired contractor. The Public Works Department is also responsible for plowing, sanding, and other routine services. The Department currently has adequate equipment for use for the next ten years, anticipating routine depreciation, maintenance, and replacement costs.

The Millinocket Planning Board, through the Town Codes, requires that new roads in subdivisions that are typically given to the town after completion be constructed according to town-specified standards. Impact fees for transportation costs are not assessed of developers since they are expected to pay outright for the roads.

According to the Public Works Director, the roadways in Millinocket are of average quality with few really poor roads. What poor roads do exist are in need of rebuilding rather than just higher levels of maintenance. For a detailed list of road and pavement quality, see Table H-1.

TRAFFIC VOLUME AND PATTERN

Many factors influence traffic count results. When traffic volumes are counted over long periods of time, the annual average daily traffic volume (AADT) can be determined. The AADT is the total annual traffic volume divided by the number of days in the year. These average daily figures do not reflect peak daily traffic volume. Traffic counts are meant to help understand the overall patterns of vehicular movements. Please see Map H-5 at the end of this section for additional information.

According to MDOT, in 1983 the AADT for Route 11 (Brownville Road) at the town line was 1,030, in 1985 it was 1,770 and by 2001 the number had risen to 1,784. For Route 11/157 at Dolby Pond, previous data was not available but the AADT for 2001 was 7,045. This information and other AADT locations can be found in the following table. Worth noting is the increase in traffic out Bates Street towards the park. It is estimated that with the increased draw of the park and the lake area that traffic counts on this road will continue to increase.

Table H-4

AVERAGE ANNUAL DAILY TRAFFIC				
Location	1983	Various Years	2000	2001
Route 11/Poplar Street Town Limit	1030	1770 (1985)	1478	1784
Bates Street Town Limit	1840	2830 (1989)	2450	2469
Central Street Between Congress and State	13155	14450 (1987)	12020	-
Medway Road Near Route 157	390	430 (1989)	1790	2556
Route 157 East of Medway Road	5030	7010 (1989)	11320	7045
Route 157 Craig Stretch	-	-	6680	6793
Rice Farm Road Near Route 157	-	-	320	322

Source: Maine Department of Transportation

Note: The large increase in traffic volumes on Medway Road near Route 157 is attributable to the construction projects at the mill.

ROAD SURFACE MAINTENANCE SYSTEM (RSMS)

RSMS is a tool to help town officials take care of their roads more efficiently by managing both time and money. Road monies are best managed by finding the most cost-effective way to distribute the limited amount of dollars among the many roads that need attention.

Time is managed by taking into account the life expectancy of different types of road repairs to establish when and how often the work should be performed. This tool provides a disciplined, systematic way for the town to identify necessary road maintenance and to decide on a plan of action to address those needs in a timely fashion. The most important benefit is that the RSMS allows priorities and needs to be explained in a clear and concise manner. Under RSMS, road funding decisions can be made with confidence since there is reasonable assurance that maximum benefit will be attained for every tax dollar that is spent.

Currently the town does monitor road conditions and has a schedule for road maintenance.

REGIONAL TRANSPORTATION ADVISORY COMMITTEE (RTAC)

The RTAC process, that was created by MDOT, facilitates public participation during the formulation of transportation policy. RTACs are advisory committees consisting of citizens representing environmental, business, municipal, planning, and alternative transportation modes, as well as members of the general public. The purpose of the RTAC is to provide early and



effective input into MDOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the general public an opportunity to help shape transportation policy and the decision-making process.

The RTACs, in collaboration with MDOT and Regional Planning Commissions/Council of Governments, develop regional advisory reports for each RTAC Region. The town of Millinocket actively participates in RTAC-Region 3, which encompasses the areas around Millinocket, Greenville, Dover-Foxcroft and Bangor. The advisory report outlines each RTAC's objectives, goals, and strategies for improving transportation systems in their respective regions and the state. The RTACs meet regularly and advise the MDOT on a number of issues including advisory report strategies, updating of the advisory reports, and the Biennial Transportation Improvement Program (BTIP). The BTIP is MDOT's programming document that defines potential projects for upcoming years. Municipalities can suggest projects to be included in the BTIP for potential funding. Due to a continuing shortfall of funds, some of the projects listed on the BTIP may not be funded (or completed) until the following BTIP (two years later).

Millinocket can ensure that their voice is heard at MDOT through continued involvement in the RTAC process and by continuing to participate in RTAC meetings by stating why their projects should receive funding priority.

HIGH CRASH LOCATIONS



The MDOT rates accidents according to a Critical Rate Factor (CRF) which corresponds to the number of times the actual accident rate exceeds the expected accident rate. Generally, a CRF of 1.0 or more indicates a higher than usual number of accidents at that specific intersection or stretch of road. A High Crash Location (HCL) is a location that exhibits a CRF equal to or greater than 1.0 and that has experienced at least 8 crashes in the most recent complete 3-year period. According to DOT, Millinocket has two "high crash locations".

One is located just outside the urban area of the town on Route 11/157 near the location of the former town line. The second location is just outside the urban area on Route 11 (the Brownville Road) past the hospital but before the water treatment plant.

Although the location may not meet MDOT's definition of HCL, local opinion indicates that the intersection of Central Street/ Sycamore and Rhode Island Avenue to the former town line should also be included.

TRAFFIC CONTROL DEVICES

Traffic Lights



Currently Millinocket has a traffic light on Central Street at the intersection of Sycamore, and on Central Street at the intersection of Penobscot Avenue. Flashing lights are located at the intersection of Central Street and Medway Road, Central Street and Orchard Street and Central Street and Katahdin Avenue. In 2001 the lights were replaced at the intersection of Central Street and Penobscot Avenue.

BRIDGE INVENTORY

The locations of bridges within the town of Millinocket can be found on Map H-3 at the end of this section.

BRIDGE #	SEGMENT ID	BRIDGE NAME	OWNER	YEAR BLT	LOCATION
5827	0001253300	SMITH BROOK	MDOT	1936	.3 MI N B&ARR U-PASS
0902	0000664776	GRANITE STREET BRIDGE	MDOT	1937	.4 MI. W. MEDWAY RD
0906	0000665517	PENOBSCOT AVE BRIDGE	Municipal	0	.5 MI N RT 11
2747	0001254181	SCHOODIC	MDOT	1926	100 FT W DOLBY REST AREA
0905	0000664753	LITTLE SMITH BK	MDOT	1919	.3 MI N RT 11
5684	0000668359	STATION RD. CULVERT	Municipal	1936	.2 MI SO TOWNLINE
3277	0000668362	B&ARR/BATES ST RR#104.64	Railroad	1936	.5 MI N OF ROUTE 11
0909	0001114219	STATE STREET	MDOT	1991	0.25 MILE N RTE 11
0914	0000668442	SECOND ST BRIDGE	MDOT	1964	200 FT E AROOSTOOK AVE
2570	0000666712	MILLINOCKET	MDOT	1991	2.MI E T-3 TOWNLINE

Note: Although the data from MDOT indicates that the bridges at Smith Brook and Little Smith Brook are owned by MDOT, the town believe that these two locations are owned and maintained by the town.

MDOT information indicates that bridge #3277 is the only bridge of concern. It has a retaining wall in fair condition and under clearance limits.

RAILROAD FACILITIES

The Montreal, Maine & Atlantic Railway (formerly known as the Bangor and Aroostook Railroad) maintains a station, yard, and extensive spur lines to both Katahdin Paper mills. The tracks are mapped on the maps at the end of this section. The Montreal, Maine & Atlantic Railway primarily serves Katahdin Paper but also hauls freight for smaller customers.

Millinocket's access to the Montreal, Maine & Atlantic Railway is similarly very important to the town. Industries considering locating in the Millinocket area in the future may be attracted partly because of the freight services offered. It is sufficient to service the commercial and industrial needs of the town.

AIRPORT

Millinocket Municipal Airport is located on the old Medway Road at the southern extremity of the town compact area. The primary function of the Millinocket Airport today includes private aviation, both local and transient, flight training, fish and forestry flight activities, and air taxi flights. The airport is also beginning regular aircraft maintenance and repair services and are now experiencing increasing corporate traffic. The Public Works Department does minor airport maintenance, such as mowing grass, clearing drains and snow removal.

Historically, the Millinocket Airport has served as commercial, commuter, and emergency stopover for both military and civilian aircraft. Originally there was one 1,200-foot runway. Later

extended to 2,200 feet, approximately parallel to the present runway 16-34. The WPA then took over and began construction on the two present runways. Both runways were originally 5,000 feet long, but they have become somewhat shorter due to runway ends being displaced for various reasons.

The land was bought from the Great Northern Paper Company for one dollar for as long as the land is used for aviation purposes. In the event the airport is not used for aviation purposes the land will revert to Katahdin Paper.

The only official Air Force activity on the field was a reserve unit, commanded by Col. Russell W. York, now of Bangor, Maine. The Air Force erected a quonset type hut for its activities. This building was torn down and sold for junk. The field has been used quite extensively for emergency landings by the USAF, RNZAF, RAF, and RCN.

During World War II the Club House owned by the Millinocket Aero Club was used as an aircraft spotting facility. The club members also entertained many famous RAF, and RNZAF air crews. There never has been a radar facility at this field, but there was a CAA weather and flight service station that later was taken over by the Federal Aviation Administration. The FAA does not maintain an office in Millinocket, but does have a space for housing communication equipment. The former building has been renovated for the FBO and Pilots' Lounge.

Boston, Maine and Central Vermont Airway first provided service beginning in 1937. In the 1950's, the airline became known as Northeast Airlines. P and M Flying Service of Presque Isle, later Aroostook Airways, provided commuter service between 1967 and 1973. The first office for BMCV Airlines was a recreational hall of the CCC. Later, the BMCV moved to an eight-foot square building near the present location of the instrument landing system.

Airport Facilities

The Airport now has three instrument approaches and landing equipment, two nearly 5,000 foot runways, one lighted runway, T-Bar approach lighting, strobes on both ends of runway 11-34, and one operating airport beacon. A Boeing 727 cannot be safely landed on a 5,000-foot runway unless both engines are operating and reverse thrust is needed for braking.

There are five hangers now at the Millinocket Airport. Three of them are heated. There are fifteen tie downs and room for more. FBO has only 100-octane fuel and a 10,000-gallon tank capacity for planes. Currently plans are underway for Jet A aviation fuel at the facility.

The Administration Building has a large waiting room office for the FBO, pilot lounge, and a classroom that can be easily used for a meeting or conference room.

The town owns all runway and taxiways as well as ramp and tiedown areas. It leases the office, hanger, and tie down areas to the FBO. Katahdin Paper owns all land adjacent to the runways and safety strips, except as noted near the town owned "Poor Farm". They have leased land to several parties including Katahdin Aviation and Tony Ceasre, West branch Aviation.

At one time, there were living quarters on the field which were destroyed when the big hanger was burned for Fire Department practice.

There are no 80 Octane or auto gas facilities at the Millinocket Airport. National Guard helicopters and Forestry helicopters are airport users as well as occasional aerial sprayers. If the National Guard has an extended operation it brings in its own fuel.

The airport is a crucial aspect of the town that may impact the future development of the community. It must be an integral part of any industrial or commercial development plan or even tourism; it is heavily used by the hospital for emergencies and normal transportation, and used by everyday business for freight and travel. Thus far there has been little communication or coordination between the airport staff and those working on economic development, tourism, or other issues. Awareness and marketing of the airport is essential. The airport could play a critical role in the economic growth of the region. However, due to the recent controversy regarding the actual ownership of the land at and around the airport, the potential for an expansion of the airport facilities could be jeopardized.

An airport Master Plan update is being done that will include: resurfacing, new lighting, and taxiways on Runway 11--29. Some of this could be done with federal funds. A preliminary application for federal funds has been filed. Non-federal (local) funds could be used for maintenance of the other runway, including removal of obstructions. All land south and west of the airport should be reserved for airport building expansion, and all surrounding areas should be considered prime development sites for businesses such as UPS or Federal Express.

In recognizing the importance of the airport, the town must provide certain necessary services. Maintenance and plowing of the airport done by the Department of Public Works should be prioritized. Equipment specifically dedicated to airport uses is one possibility. Additionally, airport security is a problem to the extent that there is no fence or locked gates. It is very dangerous for citizens to consider the airport "open space" for a variety of purposes. Increased police patrolling and additional fencing would be necessary to eliminate trespassing.

SIDEWALKS/PEDESTRIAN FACILITIES/PARKING

Sidewalks and pedestrian crossings in residential areas and the downtown commercial area are maintained annually by the Department of Public Works. Please see Map H-4 at the end of this section for the sidewalk locations. The completed CDBG program from the early 1990s also restored many sidewalks downtown. All of these sidewalks are in good condition. About one hundred crosswalks are marked each year.

Sidewalks are important in maintaining the quality of life in the town. They provide access to commercial and residential areas, recreational opportunities, and are an important safety feature of any heavily used roadway.

Public parking is maintained by the Department of Public Works. There are approximately 800 stalls in the downtown area, with three primary public parking lots that are shown on the Map H-

2 at the end of this section. The Penobscot Avenue parking lot by the town office and street parking in that area was completely inventoried and redesigned by Phase One of the CDBG program and are in good condition. The parking lot at the end of Penobscot Avenue by the Veterans' park is listed considered by the Public Works Department as in fair condition as is the Aroostook Avenue parking area.

Adequate parking is very important for commercial development, especially in the downtown area.

Many respondents to the opinion survey conducted during the previous comprehensive planning process felt that parking on residential streets is a low priority for the town. Parking downtown however, was rated by 45% of respondents as poor, and nearly 7% listed it as the most important priority for the town. Seventy-five percent supported comprehensive strategies for parking in the business district.

Additional public lots or a parking garage are not needed within the next ten years.

PUBLIC TRANSPORTATION

Greyhound Bus lines' closest terminal is in Bangor, sixty miles south with regular service to Portland, Boston, and the Maritime Provinces. Cyr Bus lines runs a daily bus from Bangor to Aroostook County and back which stops in Medway, ten miles from Millinocket and one taxi service exists in Millinocket.

"The Lynx" provides door-to-door on-demand transportation within Penobscot and Piscataquis Counties through the Penquis Community Action Program. Funding for this service is provided in part through the Maine Department of Transportation and the Maine Department of Human Services, Bureau of Medical Services. The Lynx serves the general public, special services for the elderly, Medicaid recipients, and other social service clients by agency contract.

Public and private transportation services also reflect the number of social services and opportunities for mobility available to citizens. Millinocket residents rely primarily on personal autos for their transportation. The town is compact and designed to be accessible by auto. Public transportation is an issue only in cases of those unable to drive.

Intrastate bus or rail service to Millinocket is unlikely in the near future. It is improbable that a bus route to Millinocket would be profitable and it is unlikely that the state or local government will opt to subsidize a route. Any future endeavors in public transportation in Millinocket would be most effective if coordinated on a regional level.

Millinocket's public and private transportation services, although nearly nonexistent, are currently adequate for the town, given the lack of market for private services and the convenient and dense layout of the town. The majority of respondents to the Opinion Survey from the previous comprehensive plan rate such services as poor but less than 2% rank these issues as the most important facing the town.

ACCESS MANAGEMENT

Access Management is the planned location and design of driveways and entrances to public roads to help reduce accidents and prolong the useful life of an arterial. Arterial highways represent only 12% of the state-maintained highway system, but carry 62% of the statewide traffic volume. Maintaining posted speeds on this system means helping people and products move faster, which enhances productivity, reduces congestion-related delays and environmental degradation. By preserving the capacity of the system we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses in the future. MDOT has established standards, including greater site distance requirements for the permitting of driveways and entrances for three categories of roadways: retrograde arterials, mobility arterial corridors, and all other state and state-aid roads.

Route 157 in Millinocket is classified by MDOT as a Mobility Corridor and is regulated by stricter access management standards.

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

CORRIDOR PLANNING

The purpose of corridor planning is to supply a regional approach for corridor management. Corridor planning may become necessary for the continued efficient movement of traffic on Route 157 between Millinocket and Medway. Corridor planning is directly related not only to mobility but also to economic activity and regional mitigation efforts are necessary for the vitality of the area. It is important for these communities to recognize the importance of corridor planning and to work together to create a regional access management master plan.

POLICIES

In order to encourage, promote and develop efficient transportation services and facilities that will accommodate Millinocket's future needs, the following policies and implementation strategies have been developed:

1. **Policy:** The town will develop a priority system for construction and maintenance of town roadways.
Strategy: The town will adopt a formal Road Surface Management System to insure a disciplined, systematic way for the town to identify necessary road maintenance and to decide on a plan of action to address those needs in a timely fashion. The costs of maintenance and reconstruction will be included in the town's formal Capital Improvement Program (CIP).
Time Frame: On-going¹
Responsible Party: Town Manager, Town Council and Public Works Department.

2. **Policy:** The town will continue to plan for optimum use, construction, maintenance and repair of roads and new roads will be constructed to town standards.
Strategy: The town's Public Works Director will continue to participate in MDOT's road surface training program. Road performance standards incorporated in the subdivision ordinance and the zoning ordinance will continue to be enforced by the planning board and Code Enforcement Officer.
Time Frame: On-going
Responsible Party: Town Manager, Planning Board, Public Works and Code Enforcement Officer.

3. **Policy:** Access management performance standards will be included in the future land use ordinance.
Strategy: Performance standards that harmonize the access of driveways and entrances with the state access management regulations will be incorporated into the town's future Land Use Ordinance. The planning board will continue to work with MDOT and request to be advised on the projected traffic impact of proposed major subdivisions, as reviewed by the planning board under the State Subdivision Statute.
Time Frame: Short-Term²
Responsible Party: Town Manager, Code Enforcement Officer, Planning Board and Public Works Department.

¹ On-going-Continuing

² Short-term- Within 2 to 5 years

4. **Policy:** The town will review parking and traffic in the downtown area.
Strategy: As discussed in the Employment and Economy portion of this plan, if necessary, the town will apply for a CDBG downtown revitalization grant that will be inclusive of a parking study. The town will review the results of this parking study once completed to determine the number of spaces necessary and may explore the possibility of returning Penobscot Avenue in the downtown area to two-way traffic. The town will work with MDOT regarding traffic flow, street signage and business signage for optimum usage.
Time Frame: Short-Term³
Responsible Party: Town Manager, Town Council, Code Enforcement Officer, Planning Board and Public Works Department.
5. **Policy:** The town will work with MDOT and neighboring communities regarding transportation issues.
Strategy: The town recognizes that regional projects will have impacts on Millinocket's residents. The town will work regionally to minimize impacts and maximize productivity. Should traffic volumes warrant, the town will work with neighboring communities to develop a Corridor Management Plan. The plan will identify areas of available access onto Route 11 and 157 through the communities. Consequently, the areas that cannot be used for access will also be identified. This plan will insure compliance with the new MDOT rules and provide a guide to the communities in their decision making process. It is recommended the town work with MAGIC on regional issues.
Time Frame: Ongoing⁴
Responsible Party: Town Manager, Code Enforcement Officer, Planning Board and Public Works Department.
6. **Policy:** The town will promote pedestrian and bicyclist friendly facilities.
Strategy: The town will welcome workable opportunities to create walking and bicycling spaces and to facilitate the development of park and walk, or park and bike, public parking facilities.
Time Frame: Short-Term
Responsible Party: Town Manager, Code Enforcement Officer, Planning Board and Public Works Department.
7. **Policy:** The town will advise citizens on the availability of public transportation.
Strategy: The town will display information at the town hall regarding public transportation availability with the area.
Time Frame: Immediate⁵
Responsible Party: Town Manager

3 Short term-Within 2 to 5 years

4 Ongoing-Continuing

5 Immediate-Within 1 to 2 years

Millinocket Comprehensive Plan

Federal Functional Classification

MAP 11-1

T3 Indian Purchase Twp

Gemstone Twp

TA R7 WELS

LEGEND

- Private roads
- Streets
- Railroads
- Water

Federal Functional Classification

- Minor Arterial
- Major Urban Collector
- Local



Source: MEDOT and MERRIS
Map created: April, 2004



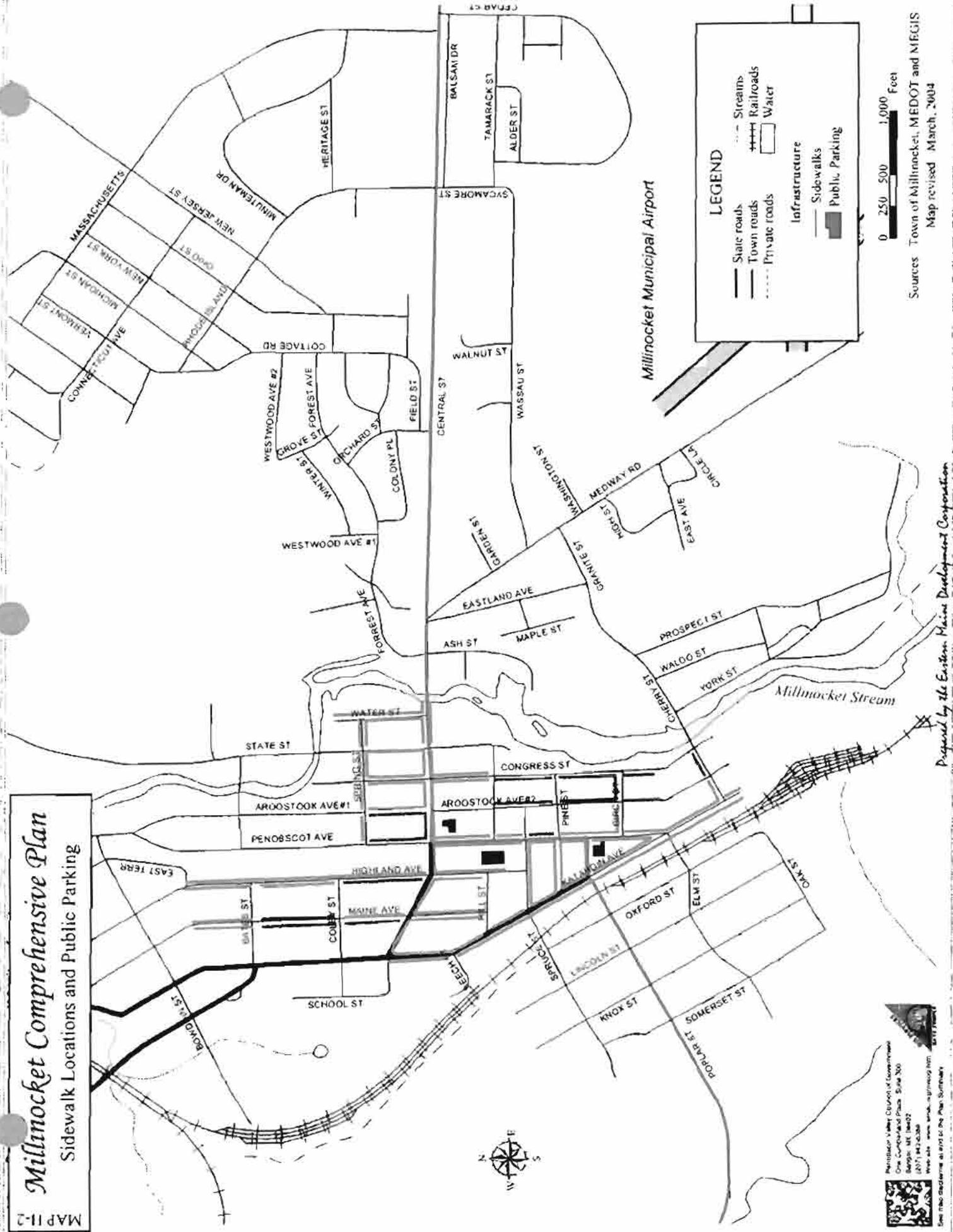
Millinocket Planning Department
100 Commercial Street, Suite 200
Millinocket, ME 04861
(207) 833-3300
www.millinocket.org

Prepared by the Eastern Forest Development Corporation

Millinocket Comprehensive Plan

Sidewalk Locations and Public Parking

MAP 11-2



Sources: Town of Millinocket, MEDOT and MIEGIS
Map revised March, 2004

Prepared by the Eastern Maine Development Corporation

Millinocket Valley Council of Governments
One Commercial Plaza, Suite 300
Bangor, ME 04402
(207) 847-3388
Web site: www.valley.org/mvco/gov.htm
See this document as part of the Plan Summary

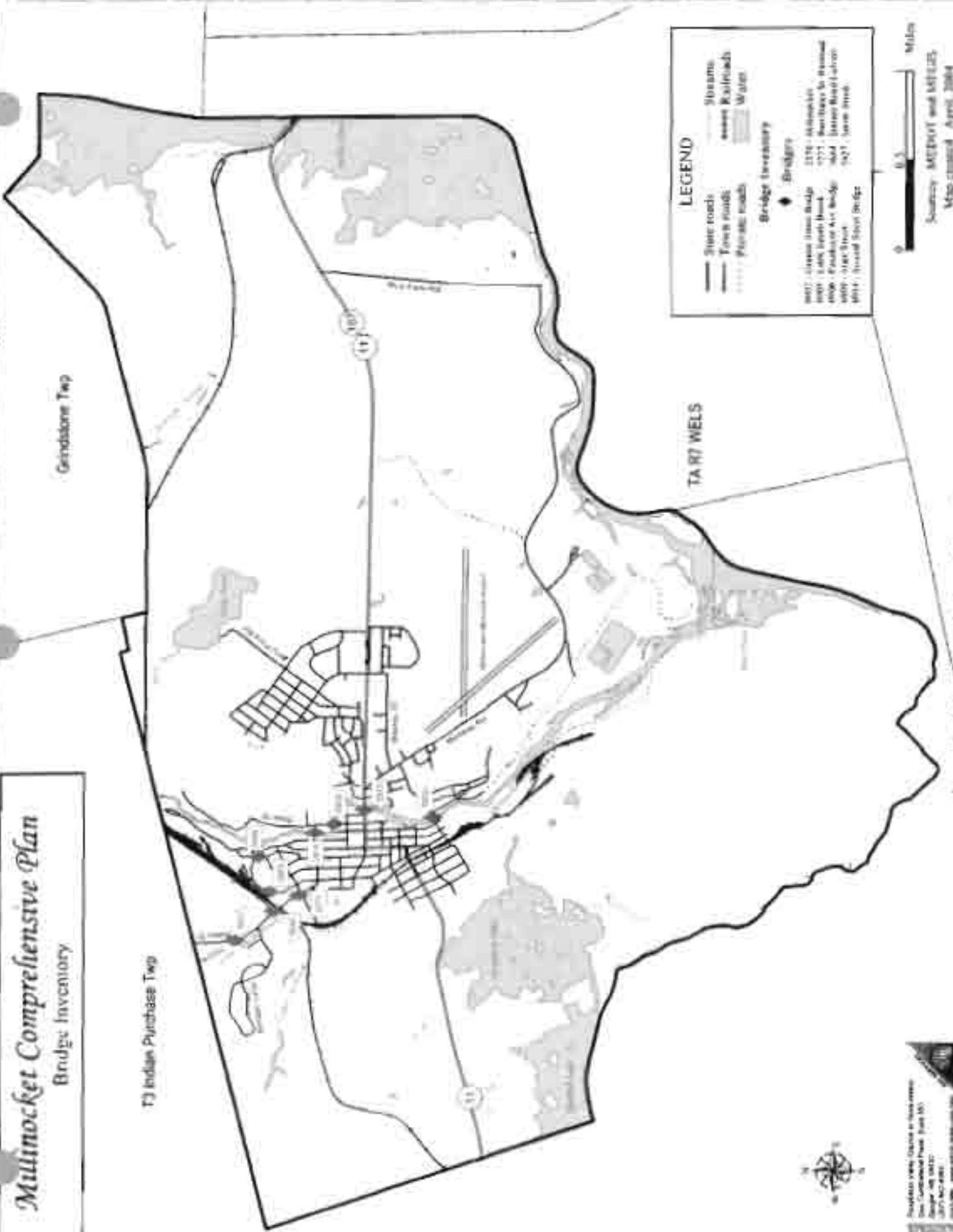
Mulletucket Comprehensive Plan

Bridge Inventory

TJ Indian Purchase Trwp

Grindstone Trwp

TA RT WELS



LEGEND

- State roads
- Town roads
- Private roads
- Streams
- Railroads
- Water
- Bridge Inventory
- Bridge

1857 - Covered Stone Bridge
 1899 - 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936, 937, 938, 939, 940, 941, 942, 943, 944, 945, 946, 947, 948, 949, 950, 951, 952, 953, 954, 955, 956, 957, 958, 959, 960, 961, 962, 963, 964, 965, 966, 967, 968, 969, 970, 971, 972, 973, 974, 975, 976, 977, 978, 979, 980, 981, 982, 983, 984, 985, 986, 987, 988, 989, 990, 991, 992, 993, 994, 995, 996, 997, 998, 999, 1000.



Prepared by:  Eastern Maine Development Corporation
 100 Commercial Park, Bangor, ME 04401
 207-687-4800
 100-0000 www.emdc.com

Source: MEMDOT and MDEC
 Map created: April, 2004
 Miles
 0 0.5

Prepared by the Eastern Maine Development Corporation

Milinoeket Comprehensive Plan

Traffic Volumes and Safety

TJ Indian Purchase Twp

Grindstone Twp

TA R7 WELS

2005 AADT

1700 AADT

1700 AADT

1700 AADT

1800

1400 AADT

1200 AADT



MDOT's Level of Service (LOS) is used for system analysis and should not be substituted for an engineering study or a specific study or analysis of roadway which includes consideration and verification of all factors that affect the LOS value of the subject facility.

LEGEND

- Private roads
- Streams
- ==== Railroads
- Water

Traffic Volumes - Level of Service (LOS)

- LOS A
- LOS B
- LOS C

Safety - High Crash Locations

- High Crash Locations

Notes: Traffic Volumes - Annual Average Daily Traffic (AADT)
 Safety - High Crash Locations
 HCS - Length of Roadway (1 mile (1.61 km) - 2001)
 * The AADT numbers shown on this map are from 2001 and are assumed to represent the present.

0 0.5 1 Miles

Sources: MDOT and MRCOS
 Map created: April, 2004

Michigan State University
 Eastern Plains Development Corporation
 2005 Comprehensive Plan, Map 14
 Date: 04/04/04
 Map scale: 1 inch = 1 mile

This section reviews the existing public facilities and services and estimates future needs based on anticipated growth and economic development. Current facilities and services will be analyzed to determine if those facilities and services adequately serve the town today and if they have the available capacity to serve the town within the next ten years. The goal of this section is to plan, finance, and develop an efficient system of public facilities and services that will accommodate the town's future needs.

GENERAL MUNICIPAL ADMINISTRATION

Millinocket is part of Senate District # 27, Congressional District #2, and House District #10. The town has a town council/town manager form of government where the manager is responsible for day to day operations. All municipal departments have capital reserve accounts for equipment replacement and building maintenance where applicable. The seven-member council serves staggered three-year terms and elections are held in November. The town's fiscal year runs from July 1 through June 30 with budget workshops being held May and/or June.

Please see Map I-1 at the end of this section for the location of all facilities mentioned in this section.

BOARDS AND COMMITTEES

The Town Council appoints long term, short term and project committees on an as needed basis. The following is a listing of those boards and committees.

E911 Addressing Committee
Zoning Board of Appeals
Economic Development Committee/MAGIC
Housing Committee
Millinocket School Committee
Planning Board
Board of Assessment Review
Millinocket Snowmobile Trails Committee

The Millinocket Area Growth and Investment Council (MAGIC), is a nonprofit tri-community economic development organization, that has mobilized resources to assist in site selection and has helped develop specific programs to educate and train the available work force of the area and assist new as well as existing businesses.

The town's planning board consists of seven members. Monthly meetings are held to review site plans for development proposals. The planning board also reviews shoreland zoning and wetland's issues for compliance with state and local regulations and serves as the comprehensive plan committee.

MUNICIPAL BUILDINGS AND SERVICES**Town Office**

The town has an administrative staff housed in the Municipal Building at 197 Penobscot Avenue. The municipal building is in excellent condition and has adequate room for services. The police department is located in the basement of the municipal building and the court facility and museum are located on the second floor. An elevator provides handicapped accessibility to each floor.

Staffing of this facility includes the following full-time employees: town manager, deputy treasurer, tax assessor/code enforcement officer, recreation director, town clerk, tax collector and human resources director/general assistance. Part-time employees at this location include the deputy tax collector/town clerk, assessor's assistant/police secretary and a custodian.

The town manger is responsible for administering the town's routine business and each department head reports directly to the manager.

The deputy treasurer is responsible for payroll and oversight of town finances.

The recreation director position oversees the recreation programs for the town. This function is further discussed in the Recreation Section of this plan.

The town clerk position is responsible for recording all-important information for the town such as vital statistics and minutes from Town Council meetings. This individual also issues hunting and fishing licenses, and has also historically been the registrar of voters who is responsible for election information.

The tax collector position accepts and monitors tax payments and places tax liens on properties when payment is not received by the specified date.

The human resource director/general assistance position is responsible for human resource management and oversees the town's general assistance program. The general assistance budget for 2002-2003 was \$15,000. Eighteen general assistance clients had been served as of February 24, 2003 with a related expenditure of \$5,496.

The tax assessing/code enforcement position is a full-time position paid from the town of Millinocket; however, this position also provides these services for the neighboring communities of Medway and Woodville under a regional contractual agreement between Millinocket, Woodville and Medway. This agreement, the first of its kind in this locale, is based on a cost formula to determine the percentage of the cost that is attributable to each community. The formula considers each community's parcel count, population and state valuation in an attempt to appropriately distribute the costs of this service.

In all, there are approximately 200 full-time town employees, including 150 in the school department and 42 for the municipal side. The municipal budget, which includes the costs of administration and other assorted programs, is discussed in more depth in the Fiscal Capacity

Section of this plan.

The 1988 Growth Management Opinion Survey found that most residents are satisfied with these municipal services. Over 90% rate the municipal offices and street lighting as good or fair. Code enforcement received mixed reviews, with 17% saying it is good, 37% fair, 21% poor and 24% had no opinion or no response.

Public Works

Millinocket's Public Works Department provides year round road and sidewalk maintenance.

The Public Works Director is also responsible for overseeing the operation of the solid waste transfer facility. Staffing for public works and the transfer station consists of five full-time employees and part-time help is hired on an as-needed basis. The full-time positions include one foreman, three truck drivers/equipment operators, and one transfer station attendant.

The Department of Public Works, in 2004, has 10 full-time employees, and 3 part-time seasonal workers. The number of employees has been reduced, due to budget cuts since the early 1990's, when the department had 21 full-time employees and 10 part-time seasonal workers. The current employees serve as the public works crews and operate the transfer station and recycling program, wastewater treatment plant, and cemetery.

The Department maintains the roads, sidewalks, and parking lots in town, as well as minor maintenance of the Millinocket Airport, as discussed in the Transportation Section. Paving is contracted out, but the department provides routine maintenance, plowing, and painting of crosswalks and parking spaces.

The Department also mows various grass areas and parks, and maintains two boat launch facilities. In addition, the Department is responsible for mowing and maintaining the Millinocket Cemetery. The Department maintains and uses the following buildings: a garage with offices, a building at the transfer station, a building at the waste treatment plant, and five pumping stations. In 1992 the town constructed a salt and sand shed on the grounds behind the town garage.

The 1988 Growth Management Survey revealed that over 86% of individuals rated the Department as fair or good, and 79% rated solid waste disposal as fair or good. Eighty-nine percent rate public sewage disposal as fair or good, and none are given high ranks as the most important issue for the town. When asked if they would support comprehensive strategies to improve sewage facilities, 37% said yes, 46% said no, and 17% had no response or no opinion.

The wastewater department employs 3 full-time workers. While the major components of the Millinocket sewer system have substantial capacity for increased flows, one of the five areas is presently at capacity and as such restricts any growth in the drainage area of this station. A portion of the sewer lines is more than 90 years old and has deteriorated with age. These lines will need replacing and those which are already experiencing infiltration during time of high rainfall need more immediate attention. The cost effectiveness of such a conversion must be determined by expert study by the Department of Public Works.

A primary pressure on the Public Works budget comes from wastewater treatment costs which have increased to meet water quality requirements for treatment emissions. The Department has separated its storm water and wastewater systems in order to avoid the need to expensively treat street runoff.

Since both the Wastewater system and the Transfer Station are income-producing departments, it is important to ensure that the revenue streams are maintained in separate accounts. The Wastewater Department is funded through user fees whose monies can not legally be used to supplement other areas of town government.

The town's transfer station will require capital investment within the next few years, to address the issues of waste transportation to PERC, more efficient material handling in the recycling program, and replacement of outdated equipment which can not be repaired due to lack of available parts. Towns across the state are facing the increasingly difficult challenge of finding an affordable landfill or incinerator to accept their waste and are educating their residents in an effort to increase their recycling rates, thus reducing their trash disposal costs.

The Public Works Department should establish an equipment replacement program that sets aside monies in a reserve account annually for the replacement of each piece of equipment. This amount should be based on the life expectancy of the equipment and paid at a rate on hourly cost of operation. Equipment that is shared between departments should be assigned to one department with hourly rates charged to the other departments that utilize the machinery based on actual usage.

As discussed under the Millinocket Water Company portion of this plan, the provision of public services such as water, and sewer can greatly impact the type of development that occurs in an area. These issues are also discussed further in the Land Use Section.

A proposed expansion of the Hillcrest Development was postponed because of the costs associated with a new or upgraded sewer pumping station to serve the area. Expansion into the annex area will also be expensive, because of the cost of extending sewer lines, the costs of individual septic systems, and the large lots needed to accommodate them, or the expense of leaving much of the land undeveloped because of unsuitable soils for subsurface disposal. Curbside solid waste collection in the annex area will not be an expense to the town because it is paid for privately and the Transfer Station has capacity for growth.

The most fundamental need for the Department of Public Works is long range planning. The projects discussed above, combined with sidewalk and road reconstruction discussed in the Transportation Subsection, all will require large amounts of capital investment that must be distributed over several years. In order to plan for the finance of such projects, the projects themselves must first be planned, with more detailed assessments of needs, options, and costs than this Comprehensive Plan can provide

Transfer Facility and Solid Waste Management

The Town operates a Transfer Site and Recycling Facility for the residents and small commercial businesses, to collect their trash and recyclables. There is a contractor available for hire in town to transport the waste and recyclables to the Town facility.

In July of 1998, two full-time employees were eliminated due to the Town's budget constraints. The facility currently operates with two full-time employees and two part-time employees that are responsible for maintaining the same workload.

The transfer site building was opened in the spring of 1977 for trash collection. The building has two hoppers for depositing trash and two compactor units to move the trash into the trailers. Previous to the environmental law changes in 1991, the Town's trash went to the Great Northern /Katahdin Paper Company's landfill at Dolby about 5 miles away. Since October of 1991, the trash is hauled to Penobscot Energy Recovery Company (PERC) in Orrington, Maine, approximately 90 miles away. The Town's facility does have a collection area for scrap metal, tires and some demolition debris materials from its residents. A disposal fee is charged for these materials.

Initially, the facility serviced approximately 7000 people, collecting over 5500 tons of trash per year. Currently, the facility serves about 5,200 people and collects approximately 3000 tons of trash annually. This reduction in refuse is a direct result of the reduced population and the Town's aggressive recycling program that was established in 1993 through monies received from a state grant. The Town received monies totaling \$175,000 for investment in recycling. These state grant monies were utilized to construct a collection and processing building, purchase two vertical balers, a fork lift truck and a brush chipper.

The town has a mandatory recycling program in place for cardboard, plastic jugs, news print, magazines, paper board containers and glass jars; however, enforcement of this mandatory program continues to be difficult.

In approximately 1995, the Town established a compost site for the disposal of all yard waste materials. Other than windrowing the leaves and grass clippings, the majority of labor for this project is in chipping the brush and tree branches. Only residential yard waste is accepted in this area due to the limited size of the compost site and the reduction in the departmental work force. There is incentive for residents to participate in this program since they are allowed to take finished materials in the spring and use them in their gardening applications.

In 1998, based on the State's calculations, the town had an approximate recycling rate of 60%. Recycling is extremely important since the cost of trash disposal is so expensive, approximately \$75/ton. Ten years ago the departments budget was around \$180,000. Today, it is close to \$250,000 annually. Due to the success of the recycling program and the substantial cooperation from the residential community, the recycling program has out grown its current 65 foot by 60 foot structure and to prevent damage to these baled materials, a storage building is needed for processed materials. The current process of collection, processing and storing materials at a magnitude of 1500 tons annually is inefficient, causing much planning and costly double handling of the materials. In 2001 the town's recycling rate was 51.8%.

The facility has received routine maintenance through the years, but no capital improvements. The trash collection building needs to have four worn out, overhead doors replaced since they cannot be adjusted. The hoppers/compactor units (2) need structural repairs and replacement parts are no longer available. The two trash trailers are costing the Town thousands of dollars each year to keep functional. There are monies in a reserve account for replacement of one trailer, if approved by the Town Council.

Public Water

Aqua Maine, formerly Consumers Maine Water Company, supplies nearly all water used in Millinocket. A major exception is that Katahdin Paper Co. has a complex private hydro system. Only a few buildings in outlying areas have private wells, including the outer limits of Morgan Lane, the Rice Farm, Godding Cement and other structures located in the annexed area.

The Millinocket Water Company was established in 1899, and in 1956 has been a wholly owned subsidiary of General Waterworks Corporation of Bryn Mawr, Pennsylvania. The Water Company services all residential and commercial establishments and provides for some of the water needs of Katahdin Paper Co., such as facilities in town and emergency hydrants for the Paper Company. In 1989 there were 2,199 metered customers.

In the early 90's, Consumers Maine purchased the facility and constructed a top quality filter plant in 1993. The new plant improved clarity and has excess capacity to accommodate future growth. The name was changed to Aqua Maine in 2003.

The water is collected from Ferguson Pond, treated in the filter plant and distributed through a system of mains. There are two steel standpipes in town, on the Golden Road (500,000 gallons) and in the New Development (244,000 gallons). The Public Facilities and Services Map shows the areas serviced by the water distribution system.

Presently, the service area is complete with moderate expansion of the water distribution system anticipated. There will continue to be routine replacement, relocation and system improvements, which will involve annual capital investment. Service connections to the existing system are estimated at five to ten per year for the next five to ten years.

The service provided by Aqua Maine has enabled the town to develop in a tightly clustered area, regardless of aquifer and groundwater resources for individual wells. For most of the town, new development will be able to link into the existing water system with no major problems.

New development in the annex, however, will not be entirely serviced by the public water services. Water mains may be extended from the commercial strip on Route 11, but much of the new development will likely be scattered and significantly removed from existing mains. The town must be sure to regulate such development in a manner which will ensure adequate water supplies to those new homes and businesses built in areas beyond the service area of the Water Company.

The 1988 Growth Management Opinion Survey revealed strong public views on the Millinocket

public water supply. A majority of respondents rated the system as poor, and 23% listed it as the service which needs the most improvement in the town, of 24 choices. 78% would support comprehensive strategies to improve water supply facilities, and 22% said this should remain a priority for the town.

Because Aqua Maine is a private utility, it is governed by the Public Utilities Commission in Augusta. Town action could only come in two forms: acquisition or intervention in rate cases. The town participates in all rate increase hearings as an interested party. Since 1992, the State has required that all water companies comply with new Safe Drinking Water rules. As a result significant mandated improvements were necessary for the Millinocket water supply. This significant investment in the water system by Consumers Maine in 1993 resulted in rate increases and rate structure modifications. Currently, customers are charged based on usage. Essentially, if you use more, you pay more.

Wastewater Treatment Plant

The Millinocket Sewer System consists of approximately twenty-four miles of line, including gravity flow lines, five forced mains, three intercepting sewers, five pumping stations, and a treatment facility.

The waste water treatment facility can process only sanitary waste water as mandated by the waste discharge license issued by the Department of Environmental Protection. The plant is designed for flows based on projected populations. The estimated populations used in projecting sewer demand were clearly higher than the current population levels.

Gravity flow lines range in age from 1900 to present. The lines are made of clay, cast iron, and PVC, with the majority being Bell & Spigot Clay. The older lines experience high infiltration during high groundwater periods. This causes significant flow problems in some areas of the system, specifically Central Street Station.

All five force mains are composed of iron or reinforced concrete and range in size from four inches to twenty-four inches. The Main Pump Station, Pines Pump Station, and High School Station were installed during 1977-1979 and are of concrete. Bates Street Station and Central Street Station are four inch main and are constructed of iron.

The interceptor sewers were installed in 1977-1979 as contract #2 of the sewage works improvement. All interceptors are made of reinforced concrete and vary in size from twelve inches to thirty-six inches. The interceptors were designed for a population of 12,000, thus leaving adequate room for growth.

The Town operates and maintains five pumping stations. They are: Bates Street Station - installed 1962 and upgraded 2004; Central Street Station - installed 1969 and upgraded in 1995; Pines Pump Station - installed 1979; High School Station - installed 1976; and the Main Pump Station - installed 1979. The Central Street, Pines, High School, Bates Street Station, and Main pump stations are operating well under capacity leaving significant room for growth.

The Wastewater Treatment Facility was constructed in 1977-1979 and became operational in the fall of 1979. Treatment at the facility is accomplished by biological treatment as provided by an aerated pond system. The aerated pond system consists of the following elements: three aerated ponds (with provisions for an additional pond); three positive displacement blowers; pond air piping; and diffuser assemblies. After the waste has stabilized in the basins, the effluent is then metered and chlorinated.

The effluent then travels through a twenty-four inch pipe to the West Branch of the Penobscot River for disposal. Three employees, all of whom are presently licensed by the State, operate the plant.

The sewerage system presently has approximately 2,200 private and public hook-ups. The present residential billing rate is one of the lowest customer rates in the State. The billing frequency is quarterly. Only Bowater, the Rice Farm, Godding Cement, the annexed area and Morgan Lane are not covered by public sewer.

The four-inch forced main at each station would have to be enlarged to at least six inches in order to handle the increased flows. The treatment plant, Main Pump Station, Pines Pump Station, Central Street, and the High School Station are designed to handle flow rates much higher than these stations are presently experiencing.

The Wastewater Treatment Facility, with a capacity of 2.33 million of gallons per day, is presently operating well under design specifications. The plant can presently accept another one million gallons per day of flow without compromising treatment. The plant, as stated previously, has a provision to add another pond if needed. The addition of this pond will allow the treatment plant to handle a population of up to 12,000 people.

Stormwater Management System

In the past, stormwater run-off was collected and portions were transported through the community's sewer system. Many homes had foundation or basement drains that were connected directly into the town's water treatment system. In the late 1980s and early 1990s the town successfully discontinued the practice of allowing the flowage of stormwater into the sewer system, thus reducing treatment plant costs and volumes.

Police Protection

In the early 1990's, the Millinocket Police Department consisted of 16 officers (12 full time and four reserves); four full time dispatchers and one animal control officer who provide 24 hour service for police and fire departments, and ambulance response units. Currently, due mostly to budget cuts in 1998, there are 8 full-time officers, 3 part-time officers, an animal control officer and dispatch is handled through Penobscot County Regional Dispatch. The Police Department is located in the lower levels of the Municipal Building, shown on the Public facilities and Services Map.

Incarceration facilities of the Millinocket Police Department allow for a maximum of a four-hour detention period. In cases where a longer detention is necessitated the Penobscot County Jail in Bangor is used.

In 1989 the Millinocket Police Department became a participant in the Department of Motor Vehicles/National Crime Information Center Teletype System. This system allows the Police Department to access computerized information concerning licenses, registrations, and national crime information. Effective in 1998, due to the regionalized dispatch, the Teletype system is now a "sub-station" of Penobscot Regional Dispatch. Millinocket officers still have the ability to access the computerized information regarding licenses and registrations; however, access to the National Crime Information Center can only be acquired through Penobscot County Regional Dispatch.

The Millinocket Police Department is reported to be in constant contact with state, and local drug investigators. This information is offered, gathered, and compiled.

Training programs for the Millinocket Police Department is on going. Equipment and technology offered to officers is up-to-date and subject to frequent review to help assure that adequate standards are maintained.

The County Sheriff and State Police maintain certain jurisdiction over the town. They are used primarily as backup support, coordinators of problems not limited to Millinocket's municipal borders and the Town utilizes the County's dispatchers. In the event of an emergency in the unorganized areas surrounding Millinocket, other law enforcement agencies may request response assistance from the Millinocket Police Department.

According to the 1988 Growth Management Opinion Survey, residents of Millinocket were very pleased with police services. Sixty-six percent rated these services as good.

Due to unknown factors surrounding Millinocket's economy the Police Chief finds it difficult to predict a long-term trend in the need for police services. There are, however, constants, which require law enforcement regardless of the economy.

Should a residential or commercial expansion develop in the annexed land, additional patrol coverage would become necessary, likely requiring at least two additional officers and one additional police vehicle.

Also, if assistance to other law enforcement agencies is required more frequently in the unorganized areas, a formal written agreement should be adopted with these agencies.

Fire Protection/ Emergency Services

The Millinocket Fire Department, in 2003 consists of 8 full time employees (7 EMT/Fire fighters and a Chief) and 25 on-call fire fighters. In the early 1990's, the department consisted of 9 full-time employees and approximately 50 on call fire fighters. These numbers have been reduced due to relocations, retirements and budget cuts. Training for fire and ambulance personnel is on going to comply with new safety laws, which are regularly updated. All ambulance personnel are state

licensed. All major fire department equipment is reported to be in good condition. The major equipment of the Millinocket Fire Department consists of the following:

- 3 - pumper trucks
- 1 - mini pumper
- 1 - aerial truck
- 1 - 3000 gallon tanker
- 1 - chief's vehicle
- 1 - emergency power plant (10,000 watts)

There are also three ambulances in service. The ambulances are used on a rotation basis with a new vehicle purchased every five years and the oldest vehicle taken out of service.

The Millinocket Fire Department's main facility is on Aroostook Avenue. A building on Spruce Street is also used to store extra vehicles. The Aroostook Avenue structure is more than fifty years old (built in 1939) and the Spruce Street structure is more than seventy years old (built in 1918).

Millinocket's fire department also supplies services, by written agreement with Penobscot and Piscataquis County governments, to the unorganized areas surrounding Millinocket and has a written mutual aid agreement with the Town of East Millinocket.

Eighty-nine percent of all respondents to the Growth Management Survey conducted for the previous comprehensive plan rate Fire and Emergency services in Millinocket as good. According to the survey, this is one of the areas that need the least improvement.

Emergency Plan/shelters

Millinocket Fire Chief functions as their Emergency Preparedness Director. Emergency shelter locations include the Catholic Church, the High School, and the Public Works Garage.

Enhanced 9-1-1

The Emergency Services Communication Bureau is assisting Millinocket in the physical addressing of all properties. Once the process has been completed, the town will be able to benefit from the implementation of the Enhanced 9-1-1 (E 9-1-1) system in 2000. E9-1-1 service automatically displays a caller's address on a computer screen at a call-answering center. Also, the caller's telephone number will be displayed on screen and can automatically be redialed if the line is disconnected. Currently Millinocket is not in compliance with the process.

Cemeteries

Millinocket has one cemetery that is town owned and maintained.

Town cemeteries contain tombstones dating back to the early 1900s. Although it is anticipated that enough land remains to meet local needs for the next ten years, especially upon consideration of the expansion that will occur in 2004, currently the problem of "overlap" exists. Due to some

documentation errors, some lots were actually sold twice. The community is addressing the issue and has taken steps to insure that this does not occur again.

Millinocket Municipal Airport

The municipal airport is located on Medway Road in Millinocket. This facility falls under the municipal supervision of Dennis Cox, the town's Public Works Director and is managed by West Branch Aviation. The airport's Federal Aviation Administration's designation is MLT with a Latitude of 45-38-52.21ON, Longitude of 069-33-02.593W and an elevation of 408 feet.

The airport is open to the public and services include: Aviation fuel, aircraft parking (ramp or tiedown), hangars, passenger terminal, and lounge, courtesy transportation, pilots lounge / snooze room and restrooms. The airport operates from 7:00am to dusk with fuel available 24 hours a day by prior arrangement. Airport lights operate from dusk to dawn. Currently there are 18 aircraft based on this field.

Runway 11/29 is 4,713 feet long and 100 feet wide with a non-precision approach. The surface is asphalt which is in good condition. Weight limitations are 30,000 lbs for single wheel and 44,000 lbs for double wheel. The runway edge lights are of medium intensity.

Runway 16/34 is 4,007 feet long and 150 feet wide with a visual approach. The surface is asphalt which is in good condition. Weight limitations are 30,000 lbs for single wheel and 44,000 lbs for double wheel.

The current contractual operator of the airport is West Branch Aviation who is in charge of daily operations, field inspections and security responsibilities.

In 2003 an airport master plan update was done that includes: resurfacing, lighting improvements, improvements to safety strip areas, hanger/storage building work and taxiways on Runway 11---29. Some of this could be done with federal funds. A preliminary application for federal funds has been filed. Non-federal (local) funds could be used for maintenance of the other runway, including removal of obstructions. All land south and west of the airport should be reserved for airport building expansion, and all surrounding areas should be considered prime development sites for businesses such as UPS or Federal Express.

Please see the transportation section of this plan for additional information regarding the airport and its facilities.

MAIL DELIVERY

Millinocket's Post Office-04462, is located just down Penobscot Avenue from the municipal building. Although many residents have a post office box, most of the mail is delivered through a carrier for home delivery.

EDUCATION

The only educational facilities in the Town of Millinocket are those of the Millinocket School Department. The Katahdin Region Higher Education Center (KRHEC) in East Millinocket offers courses through various colleges, and higher education facilities exist to the north in Presque Isle and to the south in Orono and Bangor. There are no private elementary or secondary schools within easy access of Millinocket.

Millinocket's public school system consists of the following schools, whose locations are shown on the map at the end of this section. The buildings are in good condition.

Granite Street School, K-5: Built in 1953 with an addition in 1963, and another addition in 1998, the Granite Street School has a playground and 32,204 square feet of indoor space, including a gymnasium and kitchen. There are 28 rooms used for offices, a library, and classrooms. The purpose of the 1998 addition was to consolidate all elementary students within one facility.

Aroostook Avenue School: Built in 1915, the Aroostook Avenue School has a playground and 17,580 square feet of indoor space on two floors. There are 9 rooms used for offices, a library, and classrooms. This school was closed in 1998 and the students were moved to the Granite Street School. The town has now sold this building to private owners who rent office space within this building to day care providers and other interested entities.

Millinocket Middle School: Built in 1922 and renovated in 1941, the old Stearns High School building has 63,648 square feet of indoor space on three floors, including a gymnasium, auditorium, library, and nearly 40 other offices and classrooms. An addition to the new Stearns High School facility allowed this school to be closed in 1998 and the students were relocated to the High School facility. This facility has since been sold and developed as an assisted living facility.

Stearns High School, 6-12: Built in 1963, with renovations and additions added in 1974 and 1998, Stearns High School is located beside the town recreation complex and fields. It has 124,000 square feet of indoor space on two floors, including a cafeteria, gymnasium, library, auditorium, locker rooms, three vocational shops, and 35 classrooms. The 1998 addition created two separate areas for the middle school and the high school students.

School Enrollment

Millinocket school facilities have been closely studied over the past few years to determine current and future use and program. A comprehensive facilities study was performed to determine the demand for classrooms and services and proposed alternatives for the schools in the future. The 1989 Millinocket School Facilities Study Committee examined the need for elementary space, in order to determine the probability of closing one of the elementary schools. Population projections in the previous comprehensive plan also indicated that enrollment would decline.

In 1994, the Katahdin Avenue School was closed and was razed in 2002. In 1998, the Aroostook Avenue School was closed, resulting in all elementary school students attending the Granite Street School.

Also in 1998, the Middle School was closed and currently the middle school students utilize the recently constructed addition to the Stearns High School facility.

According to the Superintendents Office, school enrollment as of December 1, 2002 was 870 with a tuition cost of \$6,418.62 per student for the school year ending in 2001. However, when the amount expended for education in 2001 from the town report (\$6,705,437) is divided by the approximate student count of 870, a per pupil cost of \$7,707 is indicated.

The Growth Management Opinion Survey which was part of the previous comprehensive plan indicated that the people of Millinocket feel that the quality of education is generally good. Less than 10% rated the schools, vocational, and adult programs as poor. Most responses were evenly split between good and fair.

It is important that enrollment and population statistics continue to be monitored from year to year to assist in the estimating of future costs of education.

Vocational and Technical School

Katahdin Region Higher Education Center (KRHEC) is located in the Katahdin Regional Industrial Park off Rte 157 in East Millinocket. The center offers both credit and non-credit courses as well as entire degrees through a partnership with Eastern Maine Technical College & the University of Maine System.

School Consolidation Report

A consolidation report was completed for the school systems within the region in 2003. Millinocket was the only school board that accepted the findings. However, the superintendent function was consolidated as one individual was hired for the town towns on an interim basis.

HEALTH CARE

Millinocket Regional Hospital is a Critical Care Facility licensed for 25 beds. Total average daily census was 11 patients per day in 1999. The hospital is a not-for-profit, community hospital which provides inpatient and outpatient medical/surgical, pediatric and obstetric-gynecological services to Millinocket and surrounding communities. The hospital is fully accredited by the Joint Commission on Accreditation of Health Care Facilities and is licensed by the Maine Department of Human Services. The hospital is also a member of the American Hospital Association and Maine Hospital Association. A number of doctors also operate their own offices at several sites in town. Many doctors' offices are immediately beside the hospital, and there is a larger clinic on Central Street.

The Millinocket Public Health Officer, additionally, investigates occasional complaints concerning unsanitary or unsafe living conditions. A nursing home is operated on Walnut Street. The Katahdin Nursing Home is a 40 bed elder living source facility.

The 1988 Growth Management Opinion survey indicated some discontent with the level of health

services provided to the town. 76% rated these services good or fair, yet nearly 13% said that this was the area that needed most improvement, second only to water quality. Over 50% felt a need for improved hospital facilities, and 76% felt that the town needs additional or improved doctor and health services.

The problems with providing health services in Millinocket are similar to those of many isolated Maine communities. Millinocket is fortunate to have a hospital and several doctors and also to have nearly direct highway access to hospitals in Houlton, Lincoln, and Bangor, all within reasonable distance. The town should continue to advocate for health services to the extent possible, but it must be recognized that deficient rural health services provision is a national and statewide issue that Millinocket cannot solve by itself.

LIBRARY

The Millinocket Memorial Library is located on the corner of Hill Street and Maine Avenue. It was built in 1963 and is in excellent condition. With split-level construction and an area of 9,000 square feet the library provides a number of services, including a book collection that has approximately 40,000 volumes and a circulation that fluctuates between 47,000-51,000.

In 1997 the library staff consisted of 3 full-time and 9 part-time employees. Currently there are still 3 full-time staff but only 5 part-time.

The number of cardholders has decreased from previous years. At present there are approximately 2,600 registered cardholders. This can be attributed to many factors, including patron migration and downsizing at the mill. However in the early months of 2003, nearly 70 new cards have been taken out as people move back to town.

The library's collection does not reside solely within the building. The increase in technology; the Internet, and the acceptance of electronic interlibrary loans has enabled library patrons to access materials statewide, nationwide and even internationally. Electronic databases that cost millions of dollars have been leased at a fraction of the cost through funding from the Maine State Library and the University of Maine. These databases are available to every citizen and can be accessed at any library in the state, at no cost to the patron. The main problem however, is trying to fulfill the wants and needs of patrons with an ever decreasing budget. The library is doing its best to met those needs; but, reduced hours and funding are slowly taking a toll.

While the overall facility is in excellent condition, the library faces the problems inherent in a large, growing collection. Increasing demands for more current materials have created problems with space. A larger facility is clearly indicated, but the local economic situation is not conducive to funding a project of this magnitude.

The Growth Management Opinion Survey that was conducted as part of Millinocket's previous comprehensive plan indicated that residents would not support strategies to improve the library building or adult library services. However, forty-one percent would support improved children's library services and 45% would not.

TOWN MUSEUM

A small museum is operated out of one room in the Millinocket Municipal Building. It is run on a completely voluntary basis with no town funding. It was started in 1979 and is currently open by appointment. There are no immediate plans to expand the facilities or program, yet a location in a different building would give the museum more visibility, space, and programming options.

Discussions have occurred relating to the possibility of combining the museum with a visitor's center to increase availability and usage. The Great Northern barn located on Station Road could provide such an opportunity but is privately owned and would require extensive renovations.

Historic Barn Preservation Grants have in the past been administered by the Maine Historic Preservation Commission and were funded through the New Century Community Program, an Initiative of the Maine Cultural Affairs Council, a joint planning body of seven Maine arts and cultural agencies. Funding for this grant general depends on the passage of bond initiatives. One of the criteria of the grant awards is that the property must be listed, or eligible for listing, on the National Register of Historic Places. The Great Northern barn has not already been listed, or determined eligible for listing but appears to have credibility for listing particularly if the intent was to use the facility for a museum or educational tourist attraction.

CULTURE/COMMUNITY EVENTS

The town/region has various community events such as:

- The annual Fourth of July celebration.
- The annual Wooden Canoe Festival in August with it's various displays of hand made wooden canoes and demonstrations. This has now turned into an annual event attracting nearly 5000 visitors each year.
- The End of the Trail Festival. This event in September celebrates Millinocket's close proximity to the terminus of the Appalachian Trail, which starts in Georgia and ends some 2,143 miles later at the top of Mt. Katahdin.
- The winter season brings the Winterfest celebration which is a nine day event held in February each year, featuring snowmobile rides, outdoor cookouts and a snowmobile parade through Millinocket's main street.

COMMUNITY SERVICES

Elks
Boy Scouts
General Assistance Program
Lions Club
Masons
Rotary Club
VFW Post/Auxiliary
American Legion

Knights of Columbus
Katahdin Area Support Group
Daughters of Isabella
Katahdin Retirees Association
AARP

Churches

Millinocket Baptist Church
297 Penobscot Ave.
Millinocket, Maine 04462

Faith Baptist Church
244 Massachusetts Ave.
Millinocket, Maine 04462

First Congregational Church
274 Katahdin Ave.
Millinocket, Maine 04462

Church of the Nazarene
Forest Ave. & Westwood St.
Millinocket, Maine 04462

St. Andrew's Episcopal Church
40 Highland Ave.
Millinocket, Maine

St. Martin of Tours Roman Catholic Church
18 Colby St.
Millinocket, Maine 04462

I Care Ministries
Aroostook Avenue
Millinocket, ME 04462

PUBLIC UTILITIES AND SERVICES

Electrical Service

Bangor Hydro Electric Corp.

Telephone Service

Verizon

Television, Cable, and Radio

WLBZ - Channel 2 (affiliated with NBC)
WABI - Channel 5 (affiliated with CBS)
WVII - Channel 7 (affiliated with ABC)
Maine Public Broadcasting System - Channel 12
Bee Line Cable Company
WSYY Radio Station

Newspapers

Katahdin Times (weekly)
Magic City Morning Star (online only)
Bangor Daily News (daily)
Portland Sunday Telegram (Sunday)
Community Press (weekly)

Internet Providers

There are a number of Internet providers with the local exchange access numbers and high speed is also available.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to plan, develop, and finance a system of improved and efficient public facilities, to encourage and accommodate continued growth and economic development, Millinocket has developed the following policies and implementation strategies.

1. **Policy:** The town will continue to maintain public buildings and update departmental equipment.

Strategies: Town buildings will be maintained to insure that they meet their intended purpose. The town will seek grants or submit bond proposals as may be required to expand or replace public buildings. The town will continue to review the uses and needs of town buildings and will continue to monitor the growth of the town and attempt to find regional solutions where applicable to provide cost effective services. The town will continue to fund its capital improvement program and to seek grant opportunities to provide future equipment needs for the Ambulance Service, the Fire Department, the Public Works, and law enforcement services. The Town Manager and Department Heads will review on an ongoing basis the suitability of all facilities, equipment, and programs to insure effective operation of all services, and make proposals to the town where improvements are required. The town will maintain “provide vs. purchase” studies to insure that purchased services are cost effective. The town’s website will also be updated on a regular basis through a cooperative effort/ special project with the school system where students, with supervision, will be asked to maintain the site.

Time Frame: Ongoing 1

Responsible Agent: Department Heads, Town Council and Town Manager.

2. **Policy:** The town will continue to provide quality education opportunities for the children of local residents.

Strategies: The town and the school will monitor school enrollment, fiscal capacity and population levels and will consider these findings when preparing annual operating plans and staffing levels. The potential for expanded regional cooperation through school consolidation with neighboring communities will continue to be explored.

Time Frame: Ongoing

Responsible Agent: Department Heads, Superintendent, School Boards, Town Council and Town Manager

3. **Policy:** Roads in town will continue to be maintained.

Strategies: The town will effectively use revenue sharing and submit bond proposals as may be required to repair and maintain town roads.

Time Frame: Ongoing

Responsible Agent: Town Council, Public Works and /or Town Manager.

1 Ongoing-Continuing

4. **Policy:** Cemeteries will continue to be maintained.
Strategies: Reserve accounts will continue to be funded to maintain the town's cemetery. A proactive approach will be taken and lands surrounding the cemetery will be reviewed to determine if the owners are interested in transferring the property to the town for future cemetery expansion.
Time Frame: Ongoing
Responsible Agent: Town Council and Town Manager.
5. **Policy:** The town will create a Historic Preservation Committee.
Strategies: The Town Council will consider if the town needs to play a more active role in the preservation of items of historical significance particularly in respect to its potential for increased tourism. If it is determined that a Historic Preservation Committee should be created, the Town Council will appoint members. The Historic Preservation Committee would serve as an advisory board to the Town Manager and Town Council and would work to establish a Mission Statement and the framework for a historic preservation.
Time Frame: Long term²
Responsible Agent: Town Council and Town Manager.
6. **Policy:** The town will strive to provide cultural opportunities for its residents and to promote community pride.
Strategies: The town will support programs to develop cultural events and facilities within the town. The Recreation Department will be asked to assist in this effort. The town will continue to provide community events to further promote community pride. The town will continue to promote community pride by working with the School Board to develop programming to educate students about the town's history. The Historical Preservation Committee will be asked to introduce educational efforts and create displays to raise awareness. The Historical Preservation Committee will be responsible for reviewing the potential for acquiring any historical photos or documentation from Katahdin Paper or other available resources for display to raise awareness of the community's rich history and diverse cultures and for exploring the potential for expanding or relocating the museum. The committee will report its findings to the town manager and town council for action.
Time Frame: Ongoing
Responsible Agent: Department Heads, Town Council, Town Manager, Interested Individuals, Recreation Department, and School Board.
7. **Policy:** The town will continue to evaluate the most cost effective and environmentally friendly methods of solid waste disposal and recycling.
Strategies: The town will continue to inform its citizens on the importance of recycling through the use of literature, the town's web site, and school programs.
Time Frame: Ongoing
Responsible Agent: Department Heads, Town Council and Town Manager.

² Long term-Within 5 to 10 years

8. **Policy:** The town will continue to upgrade their sewage disposal system.
Strategies: The town recognizes that adequate sewer service is a critical element for future growth and economic development. The town will continue to apply for funds and invest in the wastewater system as needed. And will continue to explore public funding opportunities and private investment arrangements for the expansion of public water and sewer service to the extent of the proposed highway commercial district in the annexed area.
Time Frame: Short term ³
Responsible Agent: Department Heads, Town Council and Town Manager.
9. **Policy:** The town will work regionally.
Strategies: The town will continue to work regionally with its neighbors to provide cost effective services and to provide tourist attractions and services for the area. The town will continue to investigate regional opportunities for consolidation of services when applicable in an effort to provide the most cost effective and efficient services to the community. Regional applications are generally more successful when applying for funding from various resources and the community will remain willing to explore and when feasible lend their support to these opportunities. The potential for and location of a tourist visitor's center and recreational bike trails will continue to be explored with the neighboring communities of East Millinocket and Medway and the recommendations from those studies will be evaluated and implemented when appropriate.
Time Frame: Short term ³
Responsible Agent: Department Heads, Town Council and Town Manager.
10. **Policy:** The town will continue to recognize the importance of the airport.
Strategies: The town will continue to apply for state and federal funds for improvement of airport operations, runways and facilities. If lands adjacent to the airport become available, the town will review the potential importance of the location for future expansions and upon determination such a purchase would further benefit the purposes of the airport, efforts will be made to acquire the land. The town recognizes the importance of the airport to the economics of the area including commercial, industrial and recreational (tourism) development and will continue to maintain the facility and market its availability. Airport security throughout the world continues to be a priority and Millinocket will apply for any available funding sources to increase security and safety at the facility such as fencing, gates and other security measures and devices,
Time Frame: Ongoing
Responsible Agent:

³ Short term-Within 2 to 5 years

³ Short term-Within 2 to 5 years

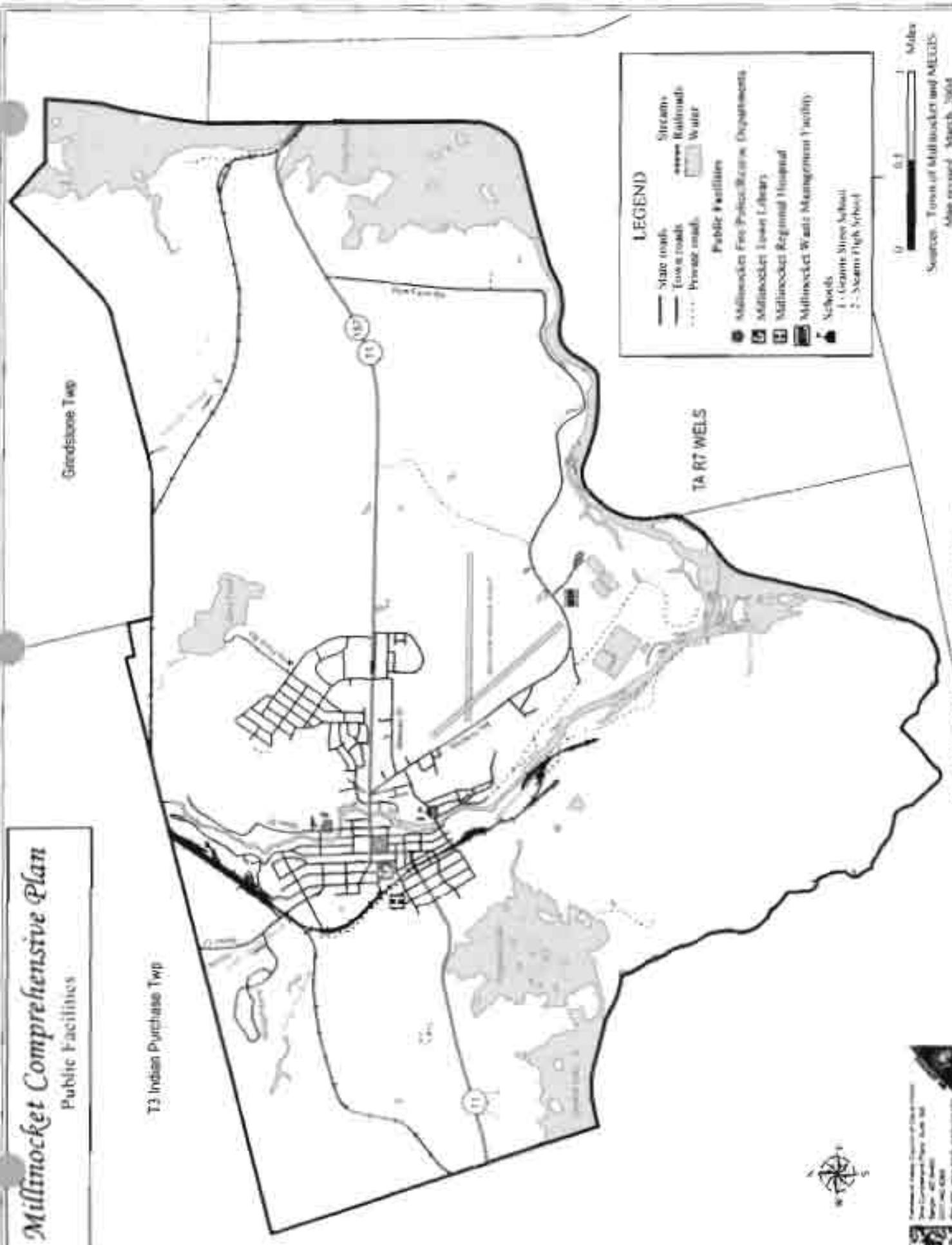
Millinocket Comprehensive Plan

Public Facilities

T3 Indian Purchase Twp

Grindstone Twp

TARTEWELS



LEGEND

- State roads
 - Town roads
 - - - Private roads
 - Streams
 - Railroads
 - Water
- Public Facilities**
- Millinocket Fire Public Rescue Department
 - 📖 Millinocket Town Library
 - 🏥 Millinocket Regional Hospital
 - 🏢 Millinocket Waste Management Facility
- Schools**
- 1 - Granite Street School
 - 2 - Seaman High School



Sources: Town of Millinocket and MEEDS
 Map revised March 2004



Approved & Adopted by the Board of Selectmen
 The Comprehensive Plan, June 1995
 Mayor: A.C. Smith
 2025 MEEDS
 400 Main Street, Millinocket, ME 04468
 Tel: 207-533-2100 or 207-533-2101 Fax: 207-533-2102

Prepared by The Eastern Maine Development Corporation

The majority of the financial information in this section is extracted from town reports. It is important that these reports are carefully compiled to record all information accurately and in proper accounting format.

It is the purpose of this section to summarize that information rather than to duplicate it. For the sake of readability and simplicity, many figures have been grouped together and technical notes and caveats have been omitted. Figures have also been rounded to convenient decimal locations and are expressed in real dollars with no adjustment for inflation. What follows below is an inventory and analysis of general trends for the purpose of planning. Readers interested in more precise information should refer to the original sources.

VALUATIONS

The primary revenue source for any community is through the taxation of real and personal property within the jurisdiction. Taxes are assessed to property owners according to "just value" (also commonly known as fair market value) of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor(s).

The municipal tax base of Millinocket has always been characterized primarily by the existence of Great Northern Paper (GNP) as the primary taxpayer. GNP's role in the financial activities of the town is discussed in detail below.

According to local information, Millinocket's total real and personal property valuation was \$279,605,355 in fiscal year 1997 and has declined to \$ 272,167,600 in fiscal year 2001, or an approximate 3% decrease.

Based on the 2002-2003 tax year, the following is the town's top five taxpayers in order from highest to lowest:

Table J-1

TOP FIVE TAXPAYERS 2002-2003	
Name	Tax Amount
1.) Katahdin Paper	\$4,097,276
2.) Aqua America Inc	\$91,976
3.) Stearns Assisted Living	\$81,334
4.) Bangor Hydro	\$55,006
5.) Millitrust	\$44,928

Source: Town Office

Table J-2

MILLINOCKET'S HISTORICAL VALUATION					
Valuation	1997	1998	1999	2000	2001
Land	21,337,810	20,677,600	20,781,100	20,775,300	23,219,600
Buildings	141,125,300	132,324,100	120,818,000	13,635,500	112,937,400
Personal Property	117,142,245	117,884,300	131,658,000	132,384,800	131,010,600
Total Taxable	279,605,355	270,886,000	273,257,100	266,795,600	272,167,600
Tax Dollars Raised	6,347,041	6,149,112	6,653,810	6,536,492	6,232,638
Tax Rate	22.70	22.70	24.35	24.50	22.90
Total Exempt Property	24,921,800	24,751,900	36,157,400	37,820,000	35,807,500

Note: Date is fiscal year and large increase in exempt property value from 1998 to 1999 reflects homestead exemption.

Table J-3

GNP VALUATION COMPARED TO TOWN VALUATION			
Year	Total Town Value	GNP Value	GNP % of Total
1989	357,595,850	247,790,400	70%
1990	403,072,824	290,630,110	73%
1991	391,771,677	281,049,900	72%
1992	354,038,800	244,378,100	69%
1993	341,491,200	228,021,200	67%
1994*	341,617,900	228,111,200	67%
1995	311,369,118	195,000,000	63%
1996	317,246,371	160,000,000	50%
1997	279,605,355	125,547,000	46%
1998	270,866,000	115,651,200	43%
1999	273,257,100	127,977,800	47%
2000	266,795,600	136,310,300	51%
2004	393,738,772	211,905,800	54%

Source: Town Records

Note: 1994 information is for a 6 month period. Town was transitioning from a calendar year to a fiscal year.

*Same commitment numbers used for 1994 and 1993

- The increased valuation of the facility was due to a rebuild of a paper machine.

Since 1994, property owned by Great Northern facility has been granted 4 abatements. The first was in 1996 and was an overvaluation of \$162,900 which resulted in an abatement of \$3697.83, the second was in 1998 for \$451.73 or \$19,900 in value; in 1998 an abatement was granted for \$13,855.15 or 569,000 in value, all of these abatements involved real estate. The final abatement was for a personal property account and was done in 2000 in the amount of \$13,016.85 or \$531,300 in valuation. Other reductions in valuation regarding the mill property were achieved through agreements with the paper company and no abatements were granted for those agreed upon reductions.

State law provides for tax exemptions for certain types of property, such as: charitable and benevolent, religious, literary and scientific, and governmental. Generally, the previously mentioned properties would be totally non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows that have not re-married; individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. However, in

many communities the number of exempt properties is increasing which decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The State of Maine also places a total valuation on the town. This value is known as the State Valuation. Every year all arms length sales that have occurred in that community are reviewed by Maine Revenue Services Property Tax Division. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) These sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

Effective for April 1, 1995 a town-wide revaluation was performed by William VanTuinen. The current state certified assessment ratio for the town is 105% of market value. Statute indicates that a town should be revalued at least once in every 10-year period. However, statute also indicates that a revaluation must be performed when the assessment ratio falls below 70% of market value. In 1999, an valuation update was performed by William VanTuinen, Inc to adjust for the market conditions due to the town's economic conditions.

In the following table, the data, provided by Maine Revenue Services' Property Tax Division, shows for each municipality within Penobscot County: 1) 2000 municipal tax commitment; 2) 2002 state valuation; 3) 2000 municipal mill rate; and 4) 2000 full value mill rate. For municipalities with TIF district, the full value mill rate is calculated by subtracting the value of the revenue generated by the Captured Assessed Value in a municipality's TIF district(s) from the municipal commitment and dividing that result by the state valuation. This calculation provides a more equitable comparison, because the actual value of the Captured Assessed Value in a TIF district is not included in the state valuation figure.

Table J-4

Town	2002 State Valuation (includes homestead exempt value)	2000 Commit-ment	2000 Commitment (includes homestead reimburse)	2000 Town' Tax Rate
ALTON	\$23,650,000	\$321,863	\$347,567	17
BANGOR	\$1,606,250,000	\$35,153,588	\$36,061,124	23.45
BRADFORD	\$35,150,000	\$442,569	\$470,380	14.5
BRADLEY	\$49,550,000	\$684,052	\$717,511	14.1
BREWER	\$477,950,000	\$10,352,591	\$10,708,772	24.23
BURLINGTON	\$18,700,000	\$256,419	\$268,965	15.8
CARMEL	\$80,200,000	\$964,370	\$1,027,936	14.25
CARROLL PLT	\$10,000,000	\$113,077	\$117,817	16.5
CHARLESTON	\$32,850,000	\$350,408	\$374,763	11.8
CHESTER	\$57,600,000	\$509,177	\$515,574	9.5
CLIFTON	\$38,100,000	\$530,666	\$553,882	16.5
CORINNA	\$59,750,000	\$853,933	\$915,424	15.0
CORINTH	\$77,600,000	\$683,213	\$730,310	9.9
DEXTER	\$127,600,000	\$2,417,006	\$2,568,542	20.5
DIXMONT	\$41,050,000	\$401,188	\$426,651	12.5
DREW PLT	\$4,600,000	\$68,880	\$70,161	18.6
E. MILLINOCKET	\$254,850,000	\$4,268,671	\$4,336,635	16.88
EDDINGTON	\$84,850,000	\$955,919	\$1,006,281	12.6
EDINBURG	\$6,300,000	\$79,655	\$83,691	15.6
ENFIELD	\$103,350,000	\$1,189,735	\$1,235,279	13.0
ETNA	\$35,050,000	\$365,797	\$392,526	14.5
EXETER	\$32,400,000	\$402,878	\$434,060	14.5
GARLAND	\$29,000,000	\$377,297	\$405,406	17.5
GLENBURN	\$129,500,000	\$1,726,168	\$1,852,617	15.4
GREENBUSH	\$40,550,000	\$580,813	\$630,432	15.5
HAMPDEN	\$298,800,000	\$5,818,209	\$6,044,035	20.0
HERMON	\$243,200,000	\$3,221,417	\$3,343,854	13.7
HOLDEN	\$143,750,000	\$2,000,299	\$2,108,153	16.8
HOWLAND	\$42,850,000	\$614,457	\$655,665	15.5
HUDSON	\$46,150,000	\$533,029	\$562,689	13.2
KENDUSKEAG	\$36,750,000	\$503,082	\$530,960	15.0
LAGRANGE	\$20,800,000	\$279,194	\$294,825	16.34
LAKEVILLE	\$26,300,000	\$102,865	\$103,438	4.55
LEE	\$36,100,000	\$604,086	\$636,814	18.5
LEVANT	\$66,300,000	\$940,190	\$1,001,855	15.5
LINCOLN	\$257,150,000	\$4,215,655	\$4,394,826	18.65
LOWELL	\$22,900,000	\$281,188	\$290,660	13.08
MATTAWAMKEAG	\$24,400,000	\$504,025	\$537,888	21.5
MAXFIELD	\$5,250,000	\$61,879	\$64,556	15.23
MEDWAY	\$49,850,000	\$1,020,010	\$1,097,729	21.8
MILFORD	\$112,900,000	\$1,961,858	\$2,066,697	17.9
MILLINOCKET	\$269,400,000	\$6,232,638	\$6,486,381	22.9
MOUNT CHASE	\$18,250,000	\$236,853	\$244,469	16.36

NEWBURGH	\$54,750,000	\$824,708	\$879,433	19.4
NEWPORT	\$133,700,000	\$2,088,465	\$2,177,250	16.8
OLD TOWN	\$402,100,000	\$8,081,220	\$8,327,739	21.0
ORONO	\$224,800,000	\$5,354,832	\$5,539,128	24.0
ORRINGTON	\$218,550,000	\$3,142,306	\$3,245,514	15.2
PASSADUMKEAG	\$22,100,000	\$267,742	\$276,765	14.5
PATTEN	\$29,150,000	\$486,312	\$528,973	19.15
PLYMOUTH	\$35,800,000	\$418,392	\$449,380	15.5
SEBOEIS PLT	\$5,600,000	\$52,771	\$53,869	9.8
SPRINGFIELD	\$12,050,000	\$173,899	\$187,707	15.87
STACYVILLE	\$38,250,000	\$535,235	\$548,703	18.4
STETSON	\$40,350,000	\$496,052	\$521,838	15.6
VEAZIE	\$118,050,000	\$5,235,061	\$5,298,817	18.4
WEBSTER PLT	\$3,850,000	\$70,664	\$73,567	21.7
WINN	\$14,800,000	\$174,304	\$188,937	15.6
WOODVILLE	\$14,650,000	\$241,345	\$250,579	19.4
COUNTY TOTALS	\$6,546,100,000	\$120,824,174	\$125,265,998	-

MIL RATE

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment.

The following table shows Millinocket's tax rates since 1989.

Table J-5

YEAR	MIL RATE	% CHANGE
1989	23.10	2.2%
1990	22.30	-3.5%
1991	23.60	2.1%
1992	24.30	3.0%
1993	25.30	4.11%
1994	12.00	N/A**
1995	26.30	*3.9%
1996	22.30	-15.2%

The Town of Millinocket's Comprehensive Plan

1997	22.70	1.8%
1998	22.70	0%
1999	24.35	6.8%
2000	24.50	0.7%
2001	22.90	-6.9%

Source: Town Records

**Note: 1994 information is for a 6 month period. Town was transitioning from a calendar year to a fiscal year.

*Percentage change from 1993

TAX INCREMENT FINANCING

Tax Increment Financing (TIF) allows businesses to make significant capital investments, providing that the project makes a contribution to the economic well being of the municipality or to the betterment of the health, welfare or safety of the community's residents, and all or a portion of new tax revenues on that investment are then returned to the company over an agreed on period of time.

In 2001 Millinocket taxpayers gave their approval to enter into a tax increment financing (TIF) district agreement with GNP. According to a Bangor Daily News article dated September 28, 2001, the tax increment financing district, worth about \$17,000,000 will continue over the next 17 years. In return for the town agreeing to create a tax increment financing program for GNP's investment, the company agreed to drop a pending abatement request. The agreement allowed the company to retain 85% of the tax revenues from the investment providing that employment at the facility remained above a specified level. Should the number of employees drop below the agreed upon number, the percentage of the company's return from the TIF would also decline.

The town also has a 100% TIF agreement with Specialty Minerals Inc. This company will provide Precipitated Calcium Carbonate PCC for filling groundwood specialty paper produced by Katahdin Paper. PCC facilitates production of a higher quality, brighter paper. PCC is a specialty pigment for filling and coating high-quality paper. By substituting PCC for more expensive wood fiber and for other more expensive pigments, the paper industry is able to produce higher quality paper at lower cost. Minerals Technologies originated the satellite concept for making and delivering PCC on-site at paper mills. This concept has been a major factor in revolutionizing papermaking from an acid to an alkaline-based technology. Minerals Technologies constructed its first PCC satellite plant in 1986. Today, the company has 57 satellite plants in operation or under construction around the world.

MUNICIPAL REVENUES AND EXPENDITURES

Revenue

Tables J-6 & J-7 below show the major sources of municipal revenue for fiscal years 1997 through 2001. Intergovernmental revenues consist of: education subsidies, State of Maine forgiveness of debt, tree-growth, veteran and homestead reimbursements, general assistance, state revenue sharing, snowmobile bridge grant, FEMA store assistance and state road grant money. Unclassified revenues consist of: proceeds from rental of town property, cemeteries, public works, transfer station, code enforcement, airport, sale of land, and employee insurance reimbursement.

The majority of Millinocket's revenues have been fairly consistent over the years, with the exception of taxation. The Town of Millinocket, like other mill towns in Maine, relies heavily on the resident paper company to pay a high proportion of local taxes. GNP is, by far, the largest taxpayer in the town. Due to a number of tax abatement filings by the town's largest taxpayer and agreements on the mill's valuation, this number has fluctuated substantially over the last decade. As previously shown in Table J-3, in the early 1990s, the mill valuation was approximately 70% of the tax base. By 2003, this number had declined to about 60%.

Future revenue stability could also be altered by changes in state budgets and priorities. Such matters are beyond the control of the town, however, and can not be directly planned for. Municipalities must always be prepared for shifts in funding sources.

Impact fees are one tool often used as a source of revenue. Fees assessed from developers for increased municipal costs due to their subdivisions or developments are used to offset public works, education, or other budgets. Millinocket currently requires that new developments construct their own roads to town standards before accepting the responsibility of maintaining them. Given policies such as these, impact fees do not appear to be a necessary or desirable option for the town. The Growth Management Opinion Survey from the previous Comprehensive Plan however, found that 77% of residents would support impact fees. If the town ever changes its planning policies, impact fees could be an alternate method of offsetting some capital expenditures.

Table J-6

1997 ACTUAL REVENUES	
ITEM	REVENUE
Property taxes	6,284,259
Other taxes	718,824
Licenses, permits & fees	58,365
Charges for services	244,148
Intergovernmental - other	735,357
Intergovernmental - education	3,532,801
Education - other	234,573

Interest & dividends	52,398
Interest & lien costs	33,241
Other revenue	17,256
Total	11,911,222

Note: Due to different reporting categories, 1997 revenues were separated into a different table.

Table J-7

ACTUAL REVENUES				
ITEM	1998	1999	2000	2001
Taxes	7,051,736	7,413,120	7,371,854	7,061,231
Licenses & permits	38,696	37,709	39,801	38,266
Intergovernmental	3,366,286	3,622,060	3,698,024	4,031,909
Tuition and other charges-education	420,892	420,309	410,544	405,227
Charges for services-town	232,299	380,602	379,347	334,857
Fees & Fines	15,812	7,383	3,061	3,045
Unclassified	127,224	218,251	213,796	322,522
Investment earnings	36,923	34,978	111,937	123,636
Total	11,289,868	12,164,412	12,228,364	12,320,693

Expenditures

Table J-8 & J-9 illustrate the amount of money expended for each year from 1997 through 2000 for the town.

In many communities, municipal expenditures are increasing above and beyond inflation, even when population is declining. Much of the increase is due to widening expectations of municipal, state, and federal agencies as to the quality of services, salaries, and facilities provided. Education is one of the few expenditures that can be directly linked to population, although Millinocket's school system is seeing a decline in enrollment. Most other municipal expenses, however, are fixed and are not greatly affected by small changes in population. Most of Millinocket's expenditure categories have shown a decline from 1998 to 2001, with the exception of education, capital outlay and the county tax.

As previously mentioned, the town is assessed county taxes based on their state valuation. Millinocket's valuation has not been increasing, but the county's mil rate has been. County taxes cover such services as county courts and sheriffs. Capital outlay, capital improvement, and debt service can also change a great deal from year to year in any community. Millinocket's debt service is discussed in more detail in Table J-11.

Table J-8

1997 ACTUAL EXPENDITURES	
General Administration	336,731

Clerk, Assessor, Code Enforcement, Planning	204,870
Protection	1,661,669
Fringe Benefits	951,318
Public Works	981,308
Recreation	220,368
Library & Cemetery	177,362
Human Services	123,690
County Tax	230,094
Education	7,549,774
Unclassified	11,975
Debt Service	15,205
Capital Improvement	193,077
Total Expenditure	12,657,441

Table J-9

ACTUAL EXPENDITURES				
ITEM	1998	1999	2000	2001
General Government	563,968	550,521	411,685	435,098
Public safety	1,630,956	1,440,564	1,503,448	1,497,408
Town services	972,619	883,567	804,852	850,457
Education	6,696,220	6,883,659	6,729,978	6,705,437
Community services	565,326	444,990	476,204	470,349
Insurance and fringe benefits	944,020	817,797	703,020	716,945
Unclassified (county tax)	234,668	262,978	267,155	273,095
Debt service (excludes education)	57,005	2,630	633	0
Capital outlay	101,119	1,292	460,484	1,011,693
Total	11,765,901	11,287,998	11,357,459	11,960,482

Table J-10

REVENUES COMPARED TO EXPENDITURES					
	1997	1998	1999	2000	2001
Revenue	11,911,222	11,289,868	12,164,412	12,228,364	12,320,693
Expenditure	12,657,441	11,765,901	11,287,998	11,357,459	11,960,482
(Over) /Under	(746,219)	(476,003)	876,414	870,905	360,211

It is difficult to predict municipal expenditures for the next ten years, particularly considering Millinocket's current economic dilemmas. Demands for services, county assessment, valuation, state-aid to education, population, and many other factors all enter the very political process of determining expenditures every year. Items that may be very important to the town's residents one year may not seem as important to them during the next budget process. It is also very important for the town to plan for upcoming or recurring large expenditures. A capital improvement plan, which is described further below, is a very prudent method by which the town can acquire necessary items without creating large fluctuations in the tax rate.

Currently Millinocket has capital projects accounts for: general capital reserve, abatement legal fund, snow machine, airport capital reserve, other capital reserves, earned time accrual, ambulance, playground maintenance, compactor replacement, Central Street, school renovations, and police radios. Reserve accounts have been set up and are funded annually, in an effort to have funds available when needed, rather than going into debt when replacement is needed. (Funding needs before the need).

LONG TERM DEBT PAYMENT SCHEDULE

As of 2001 Millinocket's state valuation was \$279,650,000. Based on State Law, the permitted indebtedness would be 7.5% of the state valuation or \$20,973,750. The town currently has a total indebtedness in the amount of \$6,553,129.

The following table shows Millinocket's general long-term and enterprise debt.

Table J-11

LONG-TERM & ENTERPRISE DEBT					
	Date of Issue	Original Amount Issued	Date of Maturity	Interest Rate	Balance June 30, 2001
Long-term:					
School Improvements	5/01/98	\$4,560,000	2018	Varied	\$4,274,286
School Improvements	10/6/00	\$317,195	2012	0%	\$242,566
Enterprise Debt:					
Sewer line expansion	4-27-98	\$2,395,621	2018	2.62%	\$2,036,277

Source: Annual Town Reports

CAPITAL IMPROVEMENT PLAN

The comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The primary implementation strategy for the fiscal capacity section is the development of a capital improvement plan (CIP). The purpose of a CIP is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. Capital improvements are investments in the repair, renewal, replacement or

purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (usually having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year.

A CIP attempts to illustrate all expected capital improvements over a number of years. The longer the useful life of a capital item, the lower the annual provision for its eventual improvement. It is important that capital improvements be financially provided for each fiscal year, minimizing later expense.

For the purpose of this plan, the total costs have been recognized with an indication of the expected time frame for each item that is desired based on priority ratings. Each year any necessary changes will be made to the CIP and it will be included in the annual budget.

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, "A" improvements would be implemented prior to "B" and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds, grants or etc) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

A - Immediate need. A capital improvement rated in this category would typically remedy a danger to public health, safety and welfare.

B - Necessary, to be accomplished within two to five years. A capital improvement rated in this category would typically correct deficiencies in an existing facility or service.

C - Future improvement or replacement, to be accomplished within five to ten years. A capital improvement rated in this category would be desirable but is of no urgency. Funding would be flexible and there would be no immediate problem.

D - Desirable, but not necessarily feasible within the ten year time frame of the current plan.

Projects previously mentioned and identified throughout this comprehensive plan and existing reserve accounts are the basis for this capital improvement plan and have been incorporated into the table on the next page.

The figures in the following table are rough estimates of anticipated costs. Any actual expenditures are subject to review by the town council.

Table J-12

CAPITAL IMPROVEMENT PLAN					
DEPARTMENT	ITEM	COST	PRIORITY	RESPONSIBLE PARTY(ies)	FUNDING SOURCES
Airport	Extend Runway	\$250,000	D	Town Manger	Grants/ Federal Funds
Recreation Dept	Recreation Department Heated Storage	\$10,000	D	Town Manager	Grant/Tax
Recreation Dept	Improved Hockey Rink (Chiller System)	\$200,000	D	Recreation Director	Grant/Tax
Recreation Dept.	Swimming Pool Upgrade	\$100,000	D	Town Manager	Grant/Tax
Fire Dept.	New Fire Station	\$1.3 Million	D	Town Manager	Grant/Tax
Administration/Sewer Depts.	Improved Sewer Lines	\$175,000	C	Town Manager	Grant/Tax & Bond
Administration/Public Works Depts.	Remaining Sidewalk Rebuilding	\$100,000	D	Town Manager	Grant/Tax State
Administration Dept.	Airport Improvements	\$100,000	A	Town Manager	Grant/Tax Federal
Administration/Sewer Depts.	Expansion of Sewer Lines to the Annex	\$5 00,000	D	Private	Users
Administration/Water Depts.	Expansion Of Water Lines Fo The Annex	\$500,000	D	Private	Users
Administration	Improve Chamber Building	100,000	B	Town Manager	Grants
Administration	Downtown Revitalization Parking/Traffic Study	200,000	B	Town Manager	Grants
Administration Dept.	Enclose Hockey Rink/Community Center	\$2.5 Million	D	Town Manager	Grant/Tax Donations

IMPACT OF ADDITIONAL ANNEXED LANDS

The annexation of additional lands outside of the current bounds of Millinocket may improve options for business development within the community. Newly annexed lands will increase revenues coming to Millinocket. Annexation will also increase the town's valuation, which may decrease state subsidies to Millinocket and may increase taxes paid to the county. The fiscal implications to Millinocket in annexing new lands need to be evaluated.

POLICIES AND IMPLEMENTATIONS

In order to plan for, finance and develop an efficient system of public facilities and services to accommodate growth and economic development, the town had developed the following policies and implementations:

1. **Policy:** The town will further refine its capital improvement plan.
Strategies: A capital improvement plan (CIP) will be finalized to provide funding for an ongoing allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget.
Time Frame: Immediate¹
Responsible Agent: Town Council and/or Town Manager and Department Heads.
2. **Policy:** The town will support economic development to maintain a stable tax base.
Strategies: Responsible economic development as outlined in the employment and economy section of this plan will continue to be actively encouraged through the use of the future Land Use Ordinance. The town will evaluate the fiscal impact of annexing new lands, in order to recommend a course of action to the community.
Time Frame: Immediate
Responsible Agent: MAGIC, Town Council and/or Town Manager.
3. **Policy:** The town will continue to provide the most efficient and cost effective operation and finance of existing and future facilities and services.
Strategies: Funding requests will be reviewed yearly and recommendations will be made for the council's approval. This process will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town. The town will continue to apply for bonds, such as CDBG and any other available money to help fund the repair, replacement or new construction of public facilities and services.
Time Frame: Immediate
Responsible Agent: Department Heads, Town Council and/or Town Manager

¹ Immediate- Within 1 to 2 years

The land use section of this plan is based on the information found in the inventory and analysis of the comprehensive plan. Although the land use plan is shaped by the policies developed in each section, consideration is given to the existing land use patterns and the expected future land use needs. Existing land use patterns are reviewed and efforts are made to minimize non-conforming uses within each proposed zone.

Growth management legislation requires the creation of growth and rural zones. The designation of growth zones is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural zones is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses.

ANNEXED LAND

In 1988, the Town of Millinocket decided to pursue the annexation of additional lands to the east, in portions of the unorganized townships TA R7 and T1 R7, in order to:

1. provide additional area for future growth and development, particularly along Route 157/11, Medway Road and along the Montreal Maine and Atlantic Railroad (former Bangor & Aroostook Railroad) tracks;
2. increase employment opportunities in light of the then Bowater/Great Northern Paper layoffs;
3. expand its tax base and provide additional tax revenues; and
4. secure and exercise local planning, zoning and subdivision control over these lands.

Strategically, annexing lands to the east made more sense than annexing lands in any other direction. In addition to having existing road and rail line infrastructure, these lands were located between Millinocket and East Millinocket and the Medway I-95 exit. Given Millinocket's position as one of the major gateways to Baxter Park, the West Branch Region, the Allagash Wilderness Waterway, and the North Maine Woods, annexation to the east would allow the Town to capture additional "tourist dollars" before they left town. It was also assumed that any expansion of the existing paper mills in either Millinocket or East Millinocket or the development of any new secondary wood processing facilities would most likely take place on these lands.

Politically there was strong support for having local control vs. state control as a result of the disappointment of the Town with the denial of Great Northern Paper Company's Big A Dam proposal and the amount of time, expense and frustration local citizens and businesses were experiencing with getting permits from the state regulatory agencies for projects in the

unorganized area to the north and west of town.

On October 20, 1988, the Millinocket Town Council voted to put the question of the annexation of portions of the unorganized townships TAR7 and T1R7 before the voters. On November 8, 1988, the citizens of Millinocket voted 2,226 to 1,044 in support of the proposed annexation.

On March 31, 1989, the Maine Legislature with the enactment of Chapter 6 of the Private and Special Laws of 1989, formally authorized the annexation.

On June 18, 1992, the Millinocket Town Council voted to petition the Maine Land Use Regulation Commission (LURC) to seek local planning, zoning and subdivision control over the annexed area, which included: a portion of townships TAR7 and T1 R7 which lies between the center line of the East Branch of the Penobscot River on the south; the center line of the Montreal, Maine and Atlantic Railroad tracks on the north; the old east line of the Town of Millinocket on the west; and the centerline of the Dolby Flowage on the east.

DEVELOPMENT PRESSURE

Millinocket is not experiencing development pressure at this time. As the population section of this plan indicated, Millinocket is an aging community that is experiencing a population decline. Census information shows that between 1990 and 2000 Millinocket experienced a 25% population decline. The State Planning Office (SPO) has projected a 17% decline from 2000 to 2013. Although the town's population is declining and the Housing Section of this plan indicates an oversupply of housing, it is important for Millinocket to be able to offer development options to any potential investors, especially in light of their current economic condition.

As the other sections of the plan indicate, Millinocket is interested in cultivating a tourist-based economy and further development of their forest products industries. With additional economic development, it is anticipated that additional residential development will occur. Although Millinocket does have an oversupply in their housing market, the available houses do not currently match the housing demand. Many of the unoccupied or available housing units are lower quality while the current demand is for higher-end housing.

EXISTING LAND USE PATTERN

Millinocket's existing land use patterns are illustrated on the Existing Land Use Map located at the end of this section.

The land use patterns in Millinocket have been very stable in the last decades with the major exception of the annexation of over 4,000 acres of undeveloped land on the eastern edge of town.

The majority of the annexed area is currently undeveloped forestland with scattered wetlands and sand and gravel extraction areas.

The area is traversed, from east to west, by State Highway 157/11 and by Montreal, Maine and Atlantic railroad company's main tracks between Bangor and Houlton and its spur to East Millinocket. The old right-of-way of Route 157/11, now called the Medway Road, parallels Millinocket Stream and the West Branch of the Penobscot River from town to the Dolby causeway. A major land management road leaves Route 157/11 at the Dolby causeway and heads west and north to forestlands adjacent to the Schoodic Flowage in Grindstone Township (T1 R7 WELS).

Existing development in the annexed area consists of the:

- The former site of the GNP Rice Farm forest seedling nursery which is now New England Outdoor Center's rafting base lodge and restaurant;
- Goding Concrete Products facility;
- Gardner Chip Mill & Huber Resources Optimizer;
- Three Rivers Holding base lodge, located in the former Dyer Subdivision; and
- An extension of the main runway (29) of the Millinocket Airport.

The majority of the land in the annexed area is in corporate or family ownership, registered under the Tree Growth Tax Law Program and managed for forest products. The various parcels previously owned by the Dyer Family have been individually sold off to several smaller owners.

The current forestland owners in the annexed area include:

1. John Cassidy Timberlands LLC (managed by Prentiss & Carlisle);
2. Katahdin Paper Company; and
3. J. M. Huber Corporation.

The current smaller landowners in the annexed area include:

1. The Lincoln Company
2. Millinocket Elks Lodge BPOE 1521;
3. Herbert E. Preble, III;
4. G. E. Goding & Sons, Inc.;
5. Emery & Margaret Lee;
6. Montreal, Maine and Atlantic Railroad;
7. Huber Resources;
8. Katahdin Forest Management;
9. New England Outdoor Center;

10. Three Rivers Holding; and
11. Gardner Land Co.

The original portion of the town consists of open space, commercial, industrial, residential, forestry, and undeveloped land and has changed only slightly.

The Town of Millinocket has relatively few open space areas within its limits but does have many undeveloped forestlands surrounding the compact area. Most existing open lawns and park areas are either in the compact area or very near it, and are developed and used by municipal and other organized recreational programs. These areas have been profiled in the recreation section. The immediate region also provides substantial out-of-door open space, and wilderness areas that are not currently threatened by development. The forested lands are profiled in more detail in the natural resource section of this plan.

The residential and commercial areas in Millinocket are located in a densely developed compact area. The historical development of residential and commercial areas is profiled in the housing section. Commercial areas are primarily located in the immediate downtown area and along major routes out of town. Residential areas are somewhat mixed with the downtown commercial area, especially in regard to multifamily housing. The majority of residential land space, however, is almost entirely devoted to specific types of housing: mobile home parks, apartment complexes, or single family neighborhoods.

Lots in the compact area are very small in comparison to other Maine towns. Most were planned as part of larger dense subdivisions. The following table shows that nearly all-urban lots in Millinocket are one acre or less. Although this information is from the 1980 Comprehensive Plan, few dimensional changes have occurred to the lots in this area.

Table K-1

URBAN LOT SIZES IN MILLINOCKET	
Size of Lot	Number of Lots
1 acre or less	2,205
1.10 to 10 acres	56
More than 10 acres	15
Total Number of Urban Lots	2,276

Source: 1980 Comprehensive Plan

Industrial land in Millinocket is primarily owned by Katahdin Paper, along with other smaller industries as profiled in the economy section. Most industrial land is located around the mill and the mill facilities or near the railroad and railroad facilities, bordering yet separate from the majority of residential and commercial areas.

The majority of undeveloped land in Millinocket is found in the annexed area. The majority of

this undeveloped area is currently under Tree Growth tax program, but still has the potential for future residential, commercial, or industrial development.

Most undeveloped land in the old compact area is owned by Katahdin Paper, and its development will be determined in large part by the policies of that company. The annexed territory, however, is owned only in part by Katahdin Timberlands with large portions owned by other entities as previously discussed.

The distribution of open space, commercial, industrial, residential, forestry, and undeveloped land has changed only slightly since the writing of the previous plan. The most significant change in land use in recent years is the annexation, as discussed above.

A residential subdivision on Rush Boulevard and Morgan Lane was the only major subdivision in the last two decades. Intentions to expand the Hillcrest development with a new "Mountainview" section were limited due to the cost to the town and/or developer of building a new sewage pump to service the higher elevation.

ANTICIPATED FUTURE DEVELOPMENT TRENDS

The Town of Millinocket benefits from very deliberate planning in the past that has established sensible land use patterns protecting industrial, commercial, and residential areas from incompatible overlap. This pattern of growth should be continued while enabling new development to suit lot size, locational needs, and market demands of developers.

The recent annexation can provide the town with adequate space for future expansion providing that some of this area is removed from the State's Tree Growth area and is developed. Much of the area continues to be managed under the Tree Growth Tax Law. Annexation of additional lands is an option the town can consider for the future. It is important that the town continue to regulate development of these areas to be consistent with environmental, open space, recreational access management, and aesthetic concerns as expressed elsewhere in this plan.

The number of Millinocket's housing units is expected to decline from 2,679 in 2000 to 2,221 in 2010 and then increase slightly to 2,237 in 2015. However, since the supply of housing (regarding quality) in Millinocket does not appear to mirror the demand, some of these units may be eliminated while new construction occurs.

Millinocket has a few new constructions/residences occurring over the last few years. The following table shows the number of new residences based on building permit information.

Table K-2

BUILDING PERMITS BY YEAR		
Year	Map/Lot	Type
1995	U11-15	Commercial/ Baxter park
	U17-33	Mobile Home
	U16-8	Residential
	U17-73	Residential
	U05-19	Residential
	U17-18	Residential
1996	U16-19	Residential
	U10-92	Commercial/Riteaid
	U15-14	Residential
	KTP	Mobile Home/Park
	KTP	Mobile Home/Park
	U17-	B&A Scales
1997	R05-07	Commercial/ Rafting Co.
	U11-80	Mobile Home
	R06-1	Mill Site
	R08-10A	Industrial/Chipmill
	U11-9A	Commercial
1998	R04-2	High School
	R07-3	Commercial/Rafting Co.
	U02-82	Commercial
	R05-7	Residence
1999	None	
2000	R6-1	Mill Site
2001	R6-1	Mill Site/Mineral Plant
	U16-31	Residence
	U12-56	Residence

Source: Town Office

Without the re-start of Katahdin Paper Company, a major expansion or a new medium to large size facility producing a significant number of new year-round jobs, no substantial additional residential growth is likely to occur. It is expected that the combination of the current available growth area, if available for development, and the available housing stock will accommodate the projected growth.

A windshield survey in 2000 counted 95 homes and 5 commercial properties in Millinocket with "For Sale" signs up. But, these available units are not necessarily representative of the desires of the buyers in the market. Although this represents approximately 3% of the current housing units it also represents a large number of the lower end units. Many of the buyers in the market for housing can afford and have a higher standard of living. According to Maine State Housing Authority Millinocket had 28 home sales in 2001. Since the closure of the mill, Millinocket has experienced many changes in the housing market with many individuals needing to relocate to

find employment. The town has also experienced an influx of individuals who are taking advantage of the reasonable housing prices. The housing situation is described in greater detail in the Housing Section of this plan.

A review of the tax records also indicates that more than 30 unbuilt-upon lots exist in earlier approved subdivisions.

Due to the current economic climate in the region, it is not expected that Millinocket will require a substantial number of new housing units within the life of this plan.

PRESENT LAND USE REGULATIONS

Currently the Town of Millinocket has a number of existing land use regulations that are listed below.

Shoreland Zoning Ordinance (Maine *Land Use Laws*, 1992) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The purposes of these controls are to further the maintenance healthful conditions; to prevent and control water pollution; to protect fish spawning grounds, aquatic life, bird and other wildlife habitat; to protect buildings and lands from flooding and accelerated erosion; 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 inland waters; to conserve natural beauty and open space; and to anticipate and respond to the impacts of development in shoreland areas.

Currently the local Shoreland Zoning Ordinance is incorporated into the land use ordinance and is discussed further in this section.

BOCA Ordinance – In the 1990s, the town adopted the Building Officials and Code Administrators (BOCA) standards. BOCA establishes building construction standards which all new construction of commercial buildings must meet.

Land Use Ordinance – The purpose of the existing Land Use Ordinance is to help the town grow in a manner that will enable it to maintain its present rural character.

The existing land use ordinance provides appropriate guidance for the future development of the community. One of the reasons for updating the community's comprehensive plan was due to the fact the comprehensive plan and the land use ordinance were not consistent with one another. The current ordinance was written after the compilation of the previous comprehensive plan and was developed to address the community's needs. Therefore the community's existing land use

ordinances and the proposed land use provisions of this comprehensive plan are synonymous. Please see the Proposed Land Use portion of this section for their description.

Subdivision Regulations – Provides guidance as to procedures and review criteria for subdivisions.

Site Plan Review Ordinance – Provides guidance as to procedure and review criteria for site plans, controls impacts of developments and applies to all new constructions, conversions and alterations except single family and two family residences; and all new businesses.

Maine State Plumbing Code - Installation of plumbing fixtures and septic systems must be in accordance with Maine State Law and Subsurface Wastewater Disposal Rules and Regulations.

National Electrical Code - All electrical work in Millinocket must be consistent with applicable portions of the National Electrical Code.

NFPA 101 – National Fire Protection Association regulations pertaining to Life Safety, Ingress, Egress and capacity provisions.

LAND UNSUITABLE FOR DEVELOPMENT

Although more than half the land in Millinocket is undeveloped land, much of it is unsuitable and/or unavailable for development. In order to designate those parts of town which are best suited for any form of future growth, the unsuitable and unavailable areas need to be identified and located. Please see the natural resource section of this plan for the full specifics on suitability and the areas within Millinocket that are not suitable for development or that require special consideration based on the potential environmental impact as the result of various land use activities. Land use activities within these areas require stricter regulation than in other areas or, in some circumstances, prohibition. The following items are constraints that must be considered when planning future growth and development.

Floodplains - These are areas located in the flood prone areas of Millinocket and lands designated as Flood Hazard Areas under the National Flood Insurance Program. Flooding is frequent and use should be limited to those activities, which are unharmed by flooding, such as agriculture, forest and some types of recreation. It should be noted that the actual floodplain of a stream would usually be more extensive than the areas shown having floodplain soils.

Water Resources/Wetlands – This includes surface waters and lands classified as state regulated freshwater wetlands. These are also areas that fall under the Shoreland Zoning Laws and development in these areas would be extremely limited if not impossible.

Wildlife Habitat/Conservation - These are areas that would fall under the provisions of the applicable mandated legislation. Development in these areas, if possible, may require review and approval by the pertinent State Agencies.

Unsuitable Soils - These are areas in Millinocket that would have limited development because of poor soils. Larger lot sizes would be required in order to meet the requirements of the Maine State Plumbing Laws.

Slope - These are areas within Millinocket that have a slope greater than 15 percent. These slopes preclude extensive development because of problems with erosion, runoff, and construction limitation such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, note that the Maine Plumbing Code does not permit septic systems on a slope greater than 20 percent.

Public Property- This includes lands publicly owned and/or currently used for public purposes.

PROPOSED LAND USE DISTRICTS

Districts Within the Growth Area

The purpose of the land use plan and map contained within the comprehensive plan is to identify general areas of appropriate location and size to accommodate anticipated growth and future development. The proposed land use plan does not endeavor to identify specific parcels or areas needed to accommodate predicted growth and development. Only detailed site-specific analysis can determine land suitable for development and density levels. In addition, the comprehensive plan has not assessed nor will it assess the individual landowner's desire to sell his/her land for development, to develop it or to leave it undeveloped.

The land use ordinance for Millinocket will also address development concerns with strict performance standards to ensure appropriate development in each district. The schedule of uses will be consistent with current and existing development. Applicable performance standards will be developed for each district within the land use ordinance to address, among others access requirements, parking, landscaping, signage, refuse disposal, off street loading, oil and chemical storage, water quality, landscaping, buffer provisions, as well as design criteria to ensure attractive development for all applicable districts.

Millinocket is experiencing negative growth at present and this negative growth rate is likely to occur into the near future. The town has a significant number of existing residential units for sale and some unbuilt-upon lots available in existing subdivisions. Given the negative growth rate and the availability of residential units, there is no need to identify additional areas to accommodate an expanding population. It is expected that the combination of the current

available unbuilt-upon lots and the available housing stock will accommodate future housing needs.

Additional growth in the recreation/tourism sector of the town's economy is not likely to create a significant demand for year-round residential units.

Therefore, the proposed growth areas are the same as the existing areas zoned as (R1) Downtown Residential, (DC) Downtown Commercial, (NC) Neighborhood Commercial Development, (ID) Industrial Development, (AD) Airport Development, (R2) Medium Density Residential, and (HC) Highway Commercial and are illustrated on the Proposed Land Use Map at the end of this section.

Downtown Residential (R1)

The purpose of this district is to preserve the character of the existing downtown residential neighborhoods and to provide high density residential opportunities within the service area of the existing water and sewer public utilities. The land use ordinance permits uses such as single family dwellings, mobile homes, mobile home parks, duplexes, multi-family homes, home occupations, most institutional activities, convenience stores, professional offices, fitness clubs, bed and breakfasts, and transient accommodations with less than 10 rooms. The minimum lot size is 5,000 square feet for areas serviced by municipal sewer and water with a road frontage requirement of 50 feet. A percentage for maximum lot coverage is also incorporated in the land use ordinance. Performance standards regarding noise, lighting, hours of operation and parking will ensure compatibility with residential neighbors.

Downtown Commercial Development (DC)

The purpose of this district is to preserve the character of the existing downtown business district as the community's focal point for cultural, business and service activities by providing a full range of public facilities within the service area of existing public water and sewer and to provide for reasonable expansion. The land use ordinance permits uses such as single family dwellings, mobile homes, duplexes, multi-family homes, home occupations, most institutional activities, convenience stores, restaurants, repair garages, commercial complexes, pet stores, professional offices, fitness clubs, banks, retail sales, bed and breakfasts, motels, hotels, print shop, and warehouses. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 5,000 square feet and a minimum frontage of 50 feet is required for this district.

Neighborhood Commercial Development (NC)

The purpose of this district is to provide opportunities for a mixture of compatible, commercial and residential activities in residential areas adjacent to the downtown commercial district. The

land use ordinance permits uses such as single family dwellings, mobile homes, duplexes, multi-family homes, home occupations, most institutional activities, convenience stores, restaurants, repair garages, pet stores, professional offices, fitness clubs, banks, retail sales, bed and breakfasts, motels, hotels, and warehouses. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. Performance standards regarding noise, lighting, hours of operation and parking will ensure compatibility with residential neighbors. A minimum lot size of 7,500 square feet with a minimum frontage of 75 feet is required for this district.

Industrial Development (ID)

The purpose of this district is to accommodate existing industrial development and to provide land which is conveniently located with respect to appropriate road and rail transportation and other conditions favorable to the development of additional industry, which is located as to limit undesirable conflicts between residential and industrial development. The land use ordinance permits uses such as bulk oil storage, food processing, junk yards, manufacturing, warehouses, wholesale facility, and waste disposal facilities. Performance standards regarding noise, lighting, hours of operation and parking will ensure compatibility with neighboring properties. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 2 acres with a minimum road frontage of 200 feet and shore frontage where applicable of 300' are required for this district.

Airport Development (AD)

The purpose of this district is to promote the harmonious arrangement and development of land uses surrounding the Millinocket Airport, to encourage the types of development having maximum compatibility with aircraft operations and which provides goods and services to passengers or aircraft and promote the public utility of the airport. The land use ordinance permits uses such as research and development, aircraft sales and rentals, parking, restaurant, banks, some transient accommodations, retail sales, rental facilities, fuel storage, light manufacturing, processing facility, warehouses, utility facilities, wholesale facility, and airport terminal. Special standards regarding lighting and electronics are also applicable to this district.

Medium Density Residential (R2)

The purpose of this district is to provide medium density residential opportunities between the higher density Downtown Residential District and the lower density Rural Development District. The land use ordinance permits uses such as single family dwellings, mobile homes, duplexes, and home occupations. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 10,000 square feet with a minimum frontage of 100' is required for this district.

Highway Commercial Development (HC)

The purpose of this district is to provide for orderly expansion of commercial development along Routes 157/11. The land use ordinance permits uses such as single family dwellings, mobile homes, duplexes, multi-family homes, home occupations, most institutional activities, convenience stores, restaurants, repair garages, commercial complexes, pet stores, professional offices, fitness clubs, banks, retail sales, bed and breakfasts, motels, hotels, print shop, food processing facilities, some manufacturing facilities, and warehouses. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 1 acre with a minimum frontage of 200 feet and a 50-foot setback from the edge of the road right-of-way are required for this district. The intent of the street setback is to allow for the potential to construct a collector street between Route 157 and the businesses should traffic conditions and access management dictate.

Districts within the Rural Area

The rural districts consist of those areas that Millinocket intends to protect such as agricultural land, forested land, scenic areas, and open space land uses where development would be incompatible. The land use districts proposed in the rural areas is shown on the Proposed Land Use Map at the end of this section.

Rural Development (RD)

The purpose of this district is to conserve areas that are presently rural in character and use. To provide opportunities for those who prefer low-density residential living and to provide for the orderly development of this area to meet community needs. The land use ordinance permits uses such as single family dwellings, mobile homes, home occupations, some institutional activities, convenience stores, restaurants, professional offices, fitness clubs, retail establishments smaller than 2,500 square feet, bed and breakfasts, and transient accommodations with maximum of 10 rooms. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 40,000 square feet with a minimum frontage of 150 feet is required for this district.

Open Space / Recreation (OR)

The purpose of this district is to protect areas of significant natural, recreational or aesthetic value, which are susceptible to significant degradation by man's activities for which protection cannot adequately be accomplished by inclusion in any of the other districts. The land use ordinance permits uses such as non-commercial recreational activities, resource management activities, timber harvesting, some commercial outdoor recreation activities, campgrounds, utility facilities, and road construction.

Wetland Protection (WP)

The purpose of this district is to conserve freshwater wetlands in essentially their natural state because of indispensable biologic, hydrologic, and environmental functions that they perform. The land use ordinance permits uses such as primitive recreational uses, trails, wildlife and fishery management, forest management activities, mineral exploration, timber harvesting, utility facilities, and road construction.

Shoreland Protection (SP)

The purpose of this district is to protect water quality, productive habitat, biotic systems, and the scenic and natural values on relatively undeveloped shorelands, from adverse impacts from development. The land use ordinance permits uses such as primitive recreational uses, trails, wildlife and fishery management, forest management activities, mineral exploration, timber harvesting, utility facilities, and road construction. A minimum lot size of 1 acre with a minimum shore frontage of 200 feet is required for this district. The shoreland performance standards in the land use ordinance address: agriculture, archaeological sites, clearing of vegetation, prohibited commercial and industrial uses, erosion and sedimentation control, essential services, individual private campsites, mineral extraction and exploration, minimum lot standards, parking, piers, docks and bridges, principal and accessory structures, roads and driveways, soils, storm water run-off, timber harvesting and water quality.

Habitat Protection Overlay (HP)

The purpose of this district is to protect essential and significant wildlife habitats in accordance with the requirements of the Comprehensive Planning and Land Use Regulation Act. Areas designated as being in this district include all those lands identified and mapped by the Maine Department of Inland Fisheries and Wildlife, pursuant to the Natural Resources Protection Act.

Commercial Forestland (CF)

The purpose of this district is to safeguard the town's commercial forestland registered under the Tree Growth Tax Law from future growth and development, except for those structures, uses and activities considered necessary or desirable for the growing, management, harvesting and processing of commercial forest products and those structures, uses and activities considered necessary or desirable for the well planned multiple-use of said lands. Areas designated as being in this district include all lands registered as of April 1, 1994 under the Tree growth Tax Law. A percentage for the maximum lot coverage is also incorporated in the land use ordinance. A minimum lot size of 10 acres with a minimum road frontage of 200 feet and shore frontage where applicable of 300' are required for this district.

GENERAL RECOMMENDATIONS FOR CONTINUED DEVELOPMENT OF ZONING ORDINANCE AND LAND USE PERFORMANCE STANDARDS

The following recommendations for Millinocket's Land Use Ordinance, when re-developed to maintain consistency with the intent of this comprehensive plan. The policies are detailed below:

Several items must be considered prior to addressing specific issues for Millinocket's Land Use Ordinance. During preparation of modifications to the ordinance, land use regulations should be kept to the minimum necessary to achieve the goals of the comprehensive plan and to reduce the number of non-conforming properties. It is not the intent of the Comprehensive Planning Committee to impose burdensome requirements on the everyday activities of the town's residents or to create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety. The imposed regulations should not make the town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices.

Regarding the creation and updating of various ordinances, there are some general guidelines that should be followed. In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards as set forth by state law. In addition, it is very important that land use ordinances be consistent with the recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Millinocket has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will: (1) create a user-friendly application and permitting process; (2) assign more responsibility to code enforcement for review and approval; and (3) develop clear and consistent guidelines for obtaining approval.

LAND USE ORDINANCE PERFORMANCE STANDARDS

The Land Use Ordinance of the Town of Millinocket has been developed consistent with the identified needs of the town. In order to protect and preserve natural resources, property values, public safety, health and welfare, provide for affordable housing and ensure the proper future development of the town, the following performance standard topic are developed and included within the town's land use ordinance:

Access Requirements - Standards are developed which will minimize the creation of strip development within the community.

Agriculture - Standards are developed which will minimize soil erosion to avoid sedimentation, non-point source pollution, and the phosphorus levels of Millinocket's water bodies.

Buffer Provisions - Standards are developed to minimize the negative impacts of inconsistent development, and to protect Millinocket's water resources.

Conversion - Standards are developed which will regulate the conversion of existing structures into multi-family dwellings ensuring the safety, health and welfare of Millinocket citizens.

Home Occupation - Standards are developed by which home occupations may be established minimizing their impact on existing neighborhoods.

Industrial Performance Standards - Standards are developed which will ensure appropriate industrial development within designated areas of the community.

Manufactured housing - Standards are developed to ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured.

Mobile Home Park - Standards are developed regarding the placement and design of mobile home parks within the town.

Off Street Loading - Standards are developed to minimize traffic congestion associated with commercial development.

Oil and Chemical Storage - Standards are developed regarding the storage of combustible materials that are compatible with state and federal regulations

Parking Requirements - Parking space provisions are created within the performance standards that will regulate the number of parking spaces to be provided depending upon the type of development proposed.

Refuse Disposal - Standards are developed regarding the disposal of solid and liquid wastes.

Sedimentation and Erosion - Standards are developed (town-wide) so to minimize the volume of surface water runoff during and after development.

Signs - Standards are developed regarding the placement of signs, sign size, and sign type.

Soils - Standards are developed to ensure that development occurs on appropriate soils.

Storage Materials - Standards are developed that will encourage the orderly storage of material in residential areas to promote and preserve the character of the neighborhoods.

Topsoil and Vegetation Removal - Standards are developed to prevent soil erosion and destruction of topsoil during construction.

OTHER CONSIDERATIONS

The planning board, code enforcement officer, board of appeals and town council will annually review the land use ordinance, shoreland zoning ordinance, subdivision regulation, mobile home park ordinance and floodplain management ordinance to ensure that there are no changes required. In reviewing these regulations, the planning board and code enforcement officer will consider whether or not there have been any changes in the minimum requirements of state or federal laws that would require local amendment of the land use regulations.

In order to inform residents about local land use ordinances, a list of all local ordinances and when they are applicable should be developed and made available to the public at the town office. An attempt should be made to notify and involve all citizens in the development and amendment of all local ordinances.

ENFORCEMENT

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) residents must be aware of the requirements of local and state regulations, and (2) the code enforcement officer must have adequate availability to ensure that compliance is occurring. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and the support of the code enforcement department by management and elected officials.

REGIONAL COORDINATION

Comprehensive planning recognizes the importance of regional cooperation. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the natural resources section of the plan, the town should attempt to develop compatible resource protection standards with nearby towns.

COMMUNITY BENEFITS

Comprehensive planning demonstrates the importance of land use standards for Millinocket.

Preserving and protecting the character of the town is vital to the continued stabilization of the local economy but more importantly the continued enjoyment and contentment for the community's residents.

Consistent with the provisions of the Growth Management Legislation, Millinocket's Comprehensive Planning Committee has attempted to not only recognize the value of access to open space but also the value of land use standards to preserve and protect the integrity of the town. The overall goal for the committee was to find a mechanism by which Millinocket could remain a great place to live, work and visit.

POLICIES AND IMPLEMENTATION STRATEGIES

In order to provide the basis for future land use controls the town has developed the following policies and implementation strategies:

1. **Policy:** The town will ensure that the land use ordinance maintains consistency with the comprehensive plan and applicable laws.

Strategy: The town's Land Use Ordinance will be consistent with the goals and guidelines of this Comprehensive Plan. The Planning Board will continually monitor the Comprehensive Plan and the Land Use Ordinance to ensure consistency between the two documents. As in the past, citizen input will be utilized as a guide for the development of any future ordinance modifications. The town will regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the Comprehensive Plan. The Land Use Ordinance will protect the town's values and will direct new development activities to the appropriate areas to ensure that the town grows in a responsible manner while maintaining a constant and diverse tax base. Additionally, when district boundary changes occur, the town will have the Official Land Use Map updated to reflect the approved changes. The town may consider annexing additional lands west and north of Millinocket to improve the opportunity for business development within the area. Newly annexed lands would be governed under Millinocket's zoning and subdivision ordinances.

Time Frame: Immediate¹

Responsible Party: Planning Board, Town Council, Town Manager, and committees.

2. **Policy:** The town will continue to develop compatible resource protection standards with adjoining communities.

Strategy: The town will work with neighboring communities through LURC (Land Use Regulation Commission) and keep them informed of planning initiatives to insure compatibility along town borders. When any development or change in the land use ordinance occurs on town borders or within a shared resource a copy of information will be forwarded to LURC.

Time Frame: Immediate

Responsible Party: Planning Board, Town Council, Town Manager, and Code Enforcement Officer.

¹ Immediate – Within 1 to 2 years

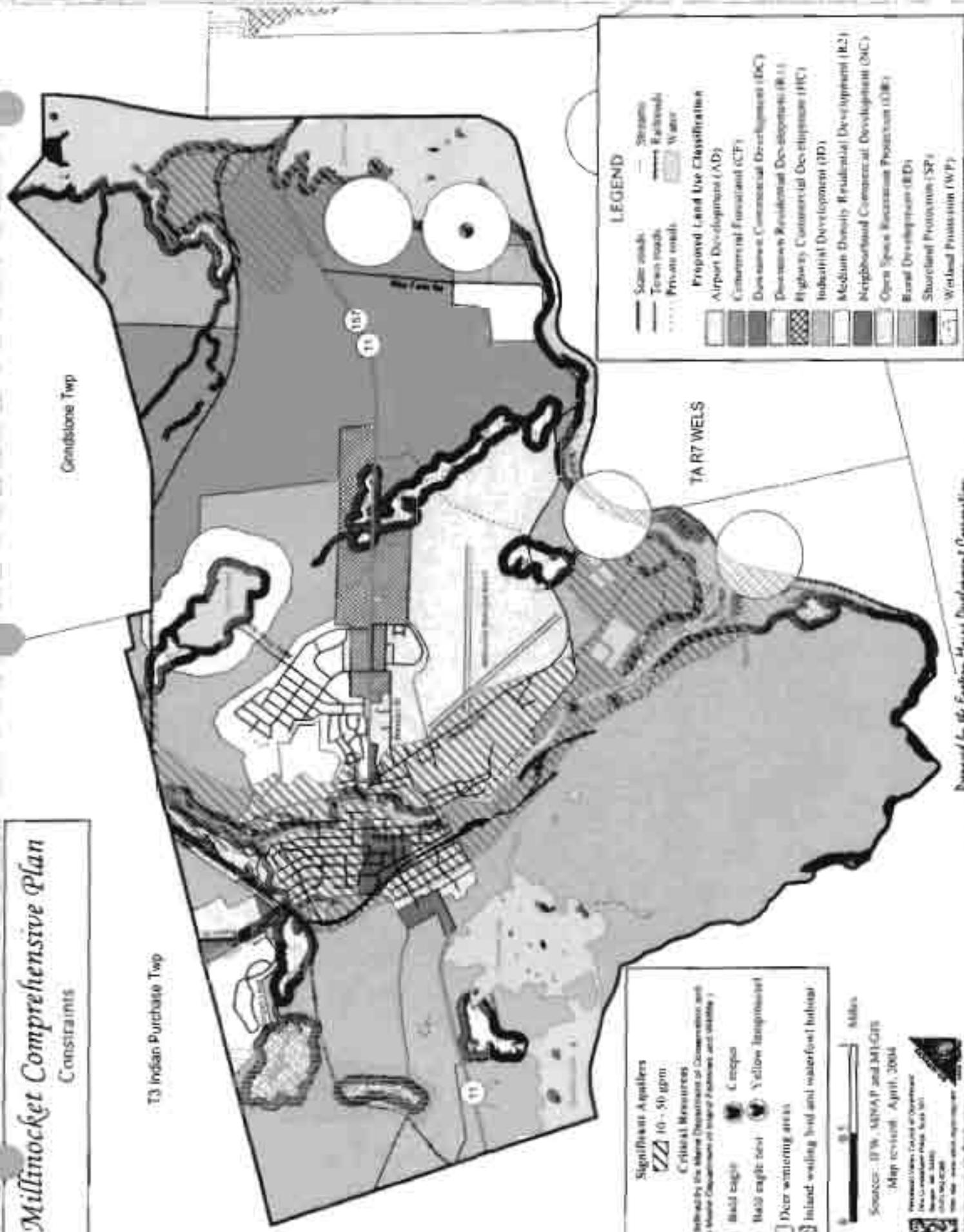
Millinocket Comprehensive Plan Constraints

MAP K-1

T3 Indian Purchase Twp

Conistone Twp

TAR WELS



LEGEND

— Scale roads
 — Town roads
 — Private roads
 — Streams
 — Railroads
 — Water

Proposed Land Use Classifications

- Airport Development (AD)
- Commercial Development (CD)
- Downsized Commercial Development (DC)
- Downsized Residential Development (DR)
- Highway Commercial Development (HC)
- Industrial Development (ID)
- Medium Density Residential Development (RD)
- Neighbourhood Commercial Development (NC)
- Open Space Recreation Protection (OSR)
- Rural Development (RD)
- Shoreland Protection (SP)
- Wetland Protection (WP)

Significant Aquifers

ZZZ 10 - 50 gpm

Critical Resources

(All indicated by the Maine Department of Conservation and the Maine Department of Inland Fisheries and Wildlife)

- Bald eagle
- Bald eagle nest
- Deer wintering areas
- Inland-wading bird and waterfowl habitat
- Croquet
- Yellow Thompson

0 0.5 1 Miles

Source: IFW, MAP and MFCGIS
Map revised April, 2004

Millinocket Water Control District
100 Main Street, Millinocket, ME 04468
Tel: 207-533-2200
Fax: 207-533-2201
www.millinocketwatercontrol.com

Prepared by the Eastern Maine Development Corporation

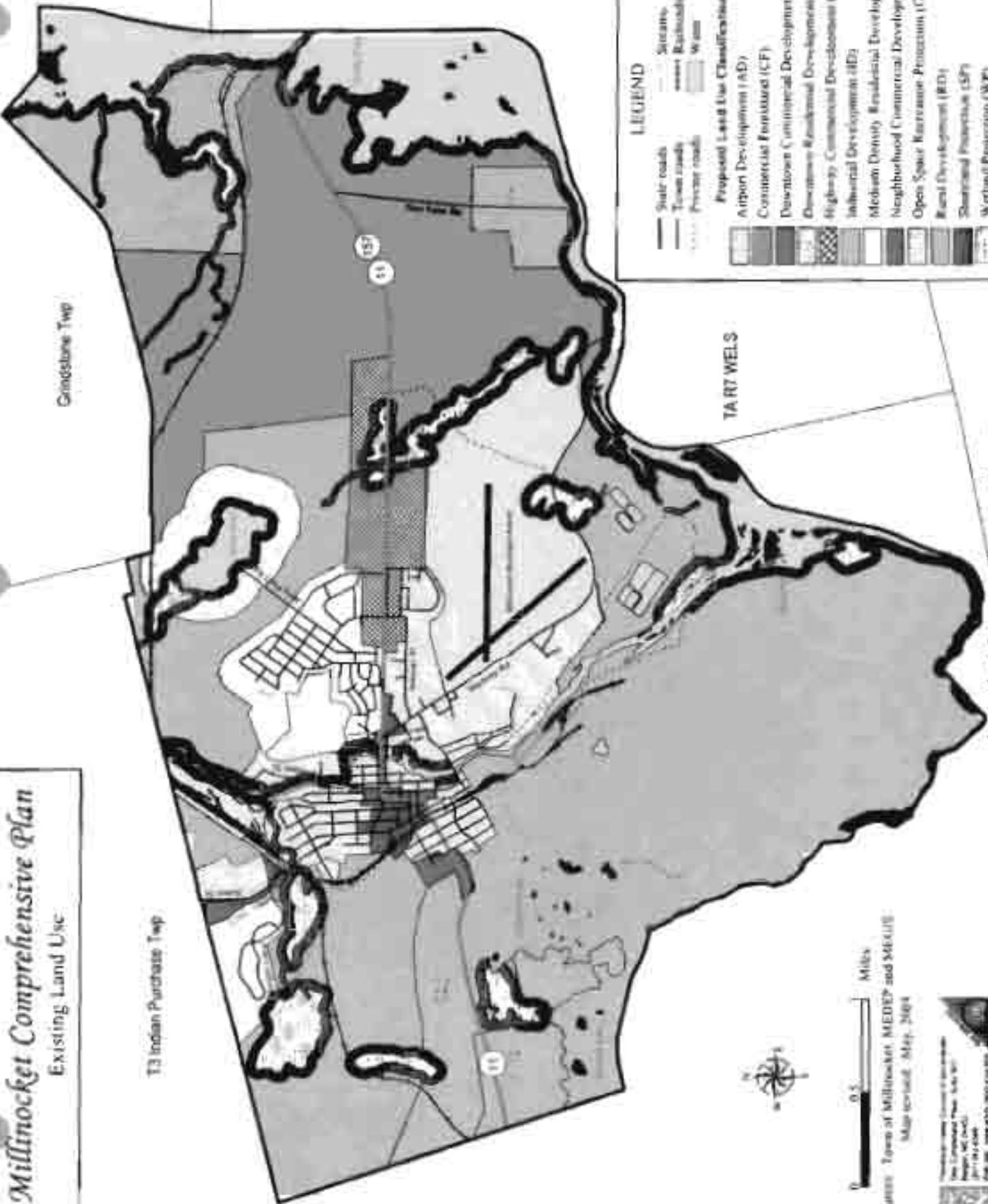
Millinocket Comprehensive Plan

Existing Land Use

T3 Indian Purchase Twp

Grindstone Twp

TAR WELS



LEGEND

- State roads
 - Town roads
 - Private roads
 - Sloans
 - Railroads
 - Waters
- Proposed Land Use Classifications**
- Airport Development (AD)
 - Considential (CF)
 - Downtown Commercial Development (DC)
 - Downtown Residential Development (DR)
 - Highway Commercial Development (HC)
 - Industrial Development (ID)
 - Medium Density Residential Development (MDR)
 - Neighborhood Commercial Development (NC)
 - Open Space Recreation (OSR)
 - Rural Development (RD)
 - Shoreland Protection (SP)
 - Wetland Protection (WP)



Source: Town of Millinocket, MEDEP and MEXUS
Map revised - May, 2004



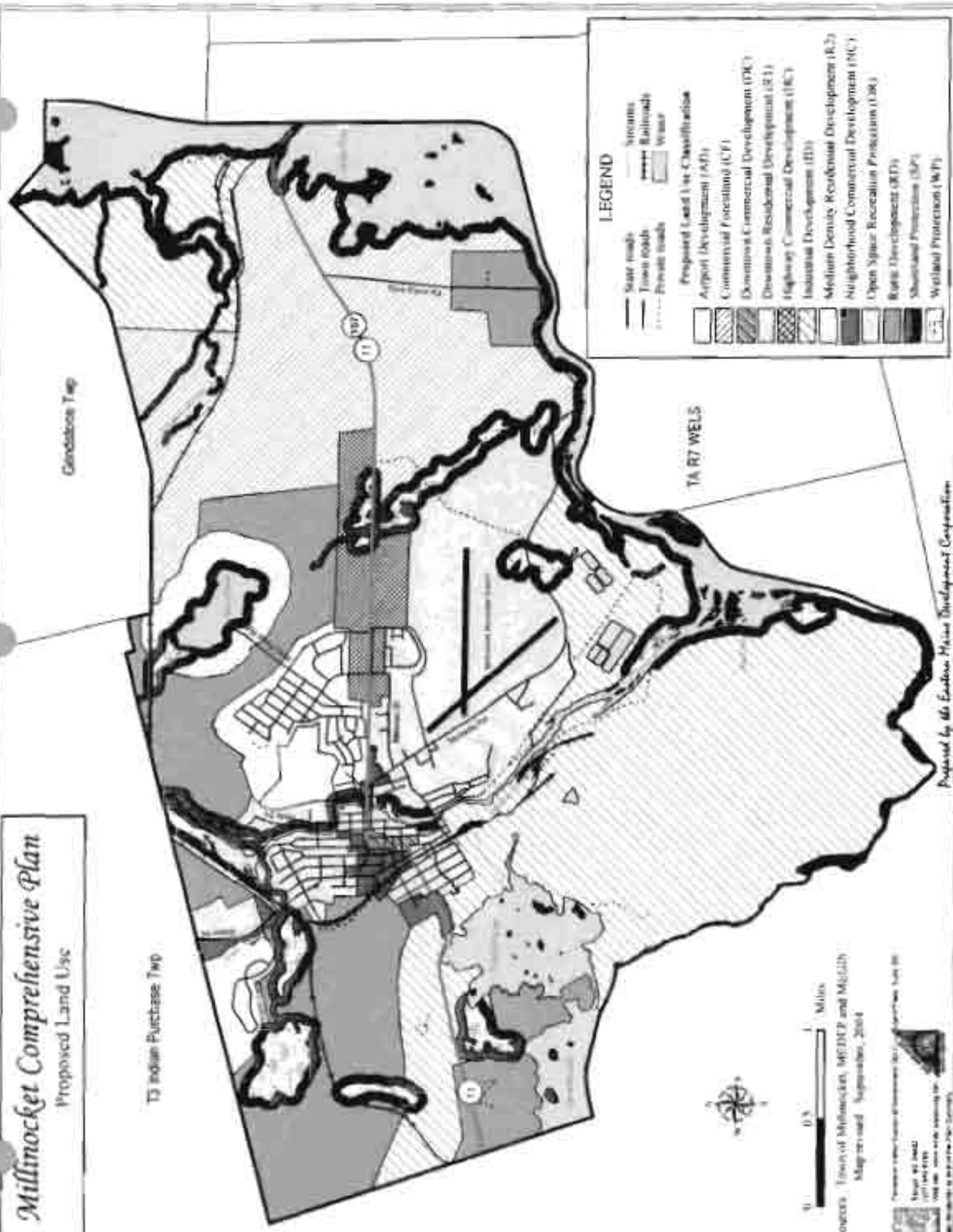
Prepared by the Eastern Maine Development Corporation

MAP K.1
Millinocket Comprehensive Plan
 Proposed Land Use

T3 Indian Purchase Two

Candlishay Trp

TA R7 WELS



LEGEND

- State roads
 - Town roads
 - - - Private roads
 - Railroads
 - Water
- Proposed Land Use Classification**
- Airport Development (AF)
 - ▨ Commercial Forestry (CF)
 - ▧ Downtown Commercial Development (DC)
 - ▩ Downtown Residential Development (DR)
 - ▤ Highway Commercial Development (HC)
 - ▥ Industrial Development (I)
 - ▦ Medium Density Residential Development (RD)
 - ▧ Neighborhood Commercial Development (NC)
 - ▨ Open Space Recreation Provisions (OR)
 - ▩ Rural Development (RD)
 - Shoreland Protection (SP)
 - Wetland Protection (WP)

0 1 Miles

Sources: Town of Millinocket, MDCR and MDCB
 Map revised September, 2004

Prepared by the Eastern Maine Development Corporation
 100 Main Street
 Millinocket, ME 04862
 (207) 544-2100
 www.emdc.com

Prepared by the Eastern Maine Development Corporation

Public Participation

During the compilation of the comprehensive plan, the Town of Millinocket actively encouraged participation from all of their residents. Each month the committee met to collect information for the plan. The monthly meeting included the committee, all interested parties and the town's planning consultant from Penobscot Valley Council of Governments. All of the meetings were publicized and people were encouraged to attend through: conspicuously placed meeting schedule notices, advertisements in the local new papers the "Katahdin Times" and the Community Press, and on other occasions the committee personally called residents to encourage their participation.

Other Outreach Efforts

Other outreach opportunities were also attempted such as involving the school children in the process, as is described below. However, Millinocket's economic challenges often made it difficult to obtain public interest. Many individuals were overwhelmed with the changes and economic challenges facing not only the region but particularly their families and were unable to attend meetings.

A copy of the final draft of the plan was also placed at the library and the town office in an effort to solicit further public input.

A public hearing to discuss the entire content of the plan was held on June 7, 2004 and June 24, 2004 with an additional public hearing will be held upon successful completion and a finding of consistency from the State Planning Office. Generally the Land Use section of any comprehensive plan is most controversial but Millinocket's Land Use section reflects their current ordinance and therefore has not drawn any negative public comments.

Public Participation in Conjunction with the School System

Efforts to work with the schools to update Millinocket's comprehensive plan began in November 2002. It was tentatively planned that 4th grade students would do a poster(s) or other art work that visualized Millinocket's future development. The 6th grade class would do some type of multimedia presentation and a question and answer format was proposed for the 11th grade class.

The committee hoped the student's projects would entice some parents to become involved with updating the comprehensive plan. Due to school schedules and curriculums, the planned school projects were not undertaken.

Reality

Different efforts were utilized to ensure that the plan represented the wishes and the visions of the town's residents and to continue to inform Millinocket's residents. Since the new plan is an update to an existing comprehensive plan, the resident's lack of involvement is not an indication of complacency or a lack of understanding but rather due to the fact that no controversial change is proposed for the Land Use section and no local objection exists for the other components of the plan.

The town of Millinocket received a matching grant from the State Planning Office to update their comprehensive plan. Members of the town's Planning Board, in addition to other members of the community, functioned as the planning committee and met monthly to gather and collect information for the plan. The meetings generally included interested members of the public, the committee's members and the town's planning consultant from Penobscot Valley Council of Governments.

Community Overview

The creation of the "Magic City" occurred primarily due to the lumbering industry and to the construction of the mill facility.

- In 1893 the Bangor and Aroostook Railroad laid its Houlton route through the area near Millinocket Stream.
- In 1899 Great Northern Paper Company began construction of the then largest paper mill in the world. The mill was built on top of the old Fowler Farm.
- In 1901 the Town of Millinocket was incorporated and grew rapidly. The town grew first around Shack Hill, and later moved toward Millinocket Stream. The town was densely populated, serviced largely by train, and characterized by several large rooming houses, hotels, and some Victorian houses.
- In 2003, however, the community received devastating news, their mill would close under bankrupt conditions and possibly would not open its gates again.

Today, Millinocket follows the trend that exists throughout Maine. They are a community with an aging population, faced with rising school costs and taxes.

In 1990 the median age in the community was 36.8. By 2000 this number had increased to 44.5. From 1990 to 2000, Millinocket's out-migration was 1,603 persons or -23%. The percentage of people leaving the community was substantially higher than the county or the state's rate. Since 1970, the population (7,742 people) has undergone an extended period of decline, largely due to area's economic changes. In 1980, Millinocket had a year-round population of 7,567. By 1990 this number had declined to 6,956, which is an approximate 8.1% decrease. The results of the 2000 census depict the current population to be 5,203, a decline of about 25%. The 2015 population projections from the State Planning Office indicate an approximate 16% decrease to 4,388.

The closing of Millinocket's major employer occurred after the 2000 Census counts. Local opinion indicates that the population has continued to decline as former workers relocate to find work; however, some individuals are moving into the community since housing is affordable.

Millinocket's location adjacent to Baxter State Park, Mt. Katahdin and the North Woods is one reason why Millinocket may yet experience a population increase. Many individuals from out-of-state are often attracted to Maine's safe communities and Millinocket has much to offer. The community has a local hospital, a golf course.

available shopping, reasonably priced real estate and is within commuting distance to Bangor. For individuals who are trying to escape the hype of the city, one star lit evening in this beautiful area is all it takes to convince them that Millinocket is wonderful community to relocate to.

Public Services and Fiscal Responsibility

The town of Millinocket has a fire department, police protection, an ambulance service (that is operated through the fire department), public works for summer and winter maintenance of roads and grounds, a transfer and recycling facility, airport, town office, recreation department and library. All of these facilities have been maintained in an acceptable manner and the municipality plans to continue maintenance to ensure public health, safety and welfare.

Millinocket has a capital improvement plan that is funded through annual appropriations. Currently Millinocket has capital accounts for: general capital reserve, abatement legal fund, snow machine, airport capital reserve, other capital reserves, earned time accrual, ambulance, playground maintenance, compactor replacement, Central Street, school renovations, and police radios. Through proper maintenance and cost effective investment management, the town's assets have been effectively maintained.

Tax revenue remains as a concern for the community since their largest taxpayer, the mill, continues to be closed. The town is prudent with its resources and proceeds with caution, hoping that the facility will reopen and once again play a role in their economic vitality.

Millinocket is faced with a declining school enrollment and an aging and declining population. These factors need to be continually considered, tracked and analyzed. Given the potential impact for demand on existing infrastructure, services and tax rates, the town must continue its diligent reviews of needs as compared to taxpayer affordability.

Local Economy

Incomes in the Millinocket area had historically been high. For nearly 100 years the median income of the area had been at or above that of the state average. In 2001 alone, the state's median household income was \$38,882, Penobscot County weighed in at \$36,122 and the Millinocket region remained strong with a median income of \$38,578. However, with the layoffs that have occurred in recent history and the uncertainty of future employment, it is probable that incomes will continue to decline.

Further diversification of the region's economic base is necessary and the town recognizes that growth needs to be channeled to areas of town capable of handling development, while incurring minimal cost to the municipality. The town will continue to encourage responsible commercial and industrial development in appropriate areas of the town through land use regulations, regional coordination and marketing.

Housing and Land Use

Some of Millinocket's housing stock is in need of rehabilitation. A large portion of Millinocket's structures were built prior to 1940, which contributes to their deteriorating condition. Additionally a number of the mobile homes in Millinocket predate the 1976 HUD Standards for manufactured housing. Yet while many areas in Maine show an increase in the number of mobile homes, Millinocket has shown a decline since 1990.

A recently complete housing assessment found that Millinocket had the highest vacancy rate in the region and the highest rate of housing loss in the state primarily due to vacancy or abandonment. The assessment proposed the creation of strategies to deal with the elimination of vacant multi-units and homes in poor condition through rehabilitation or demolition.

The town's compact planned design, along with the vacancy rate and economic climate, helps to promote affordable housing. The community contains various single-family housing styles and multi-family homes. It is important to assure, through appropriate land use ordinances and available programs, that affordable housing is also safe housing. In 2001 Millinocket's median affordability index was 2.37 as compare to the state's 0.95. An index of less than 1 is considered unaffordable; while an index of greater than 1 is affordable according to state standards. The town will continue to encourage opportunities for affordable housing for seniors and others, in the form of apartments, single, and multi-family dwellings in areas designated as appropriate under the land use ordinance. The land use ordinance designates both growth and rural areas in the town, although Millinocket has already been developed almost to its full extent due to lack of available land.

Natural Resources

The town of Millinocket currently offers protection to its natural resources with a locally adopted shoreland zoning and land use ordinance. These ordinance provisions continue to be updated to be consistent with the minimum requirements of state and federal regulations as is mandated. However, in order to offer protection to the town's water supply, a regional effort is necessary.

Millinocket's land use ordinances also consider the location of important soils, aquifers, critical natural resources, wildlife habitats, and resource lands, and discourage incompatible development in those areas. Properly managed forests can also be used as effective buffers and environmental tools in the protection of waters and wildlife resources. Many of these resources within the town are already enrolled in the state's Tree Growth Program. The town and the planning board recognize that it is important to ensure water quality and recreational opportunities for the benefit and use of future generations. Therefore the planning board and the code enforcement officer will continue to carefully review all projects to ensure compliance with statutes, regulations, and land use provisions.