

TOWN OF DOVER-FOXCROFT COMPREHENSIVE PLAN

VOLUME I RECOMMENDATIONS



REFERENDUM - NOVEMBER 8, 2016

**VOLUME II - THE INVENTORY AND ANALYSIS CONTAINS THE INFORMATION USED TO DEVELOP
THESE RECOMMENDATIONS.**

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

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

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

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

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Introduction

Purpose

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

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

This Plan is organized into two parts:

Volume I - Recommendations (this document)

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

Volume II - Inventory and Analysis

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

The Comprehensive Plan is....

A vision with a plan for the next 10 to 20 years.

A practical guide for policy-making and managing future growth and change.

A set of recommendations covering all aspects of the town – economy, housing, public facilities and services, transportation systems, cultural and natural resources, land use, and agriculture and forestry.

A way to manage town costs and minimize increases in property taxes.

A way to access outside sources of funding, such as grants.

A legal foundation for local regulations; but is not an ordinance or regulations.

A way to address major issues and concerns for the future of the community.

Public Participation Summary

The Comprehensive Plan update is based on extensive public participation. The Comprehensive Plan Committee consisted of over ten members representing a cross-section of the community who met regularly to develop the Plan. The Consultant interviewed many town officials and agency heads to obtain their input on issues of concern and future needs. The Committee conducted an exit poll at the November 2015 election (See results in Volume II Appendices). Several public meetings and a public hearing were held prior to presenting the Comprehensive Plan for a Town referendum vote November 8, 2016. Final and draft copies of the Comprehensive Plan update were available for public inspection throughout the process.

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Regional Collaboration Summary

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

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

- **Economy:** The Town of Dover-Foxcroft actively promotes economic development that benefits the region, such as working with the Piscataquis County Economic Development Council and the Piscataquis County Chamber of Commerce on marketing and other economic development initiatives. Many of the Town's efforts, such as revitalization of the downtown and policies to support business and industrial development add vitality to the region. Additionally, the Town's effort to improve internet communications and promote renewable energy also impact neighboring communities. (See Chapter 1)
- **Housing:** The Town supports and promotes many different types of housing opportunities, some of which that are usually not available elsewhere in the region, such as senior housing and multifamily housing near county seat services. (See Chapter 2)
- **Historic and Archaeological Resources:** The Historic Society's efforts to showcase the history of Dover-Foxcroft is of great benefit to neighboring communities whose histories and culture are intertwined with those of Dover-Foxcroft. (See Chapter 3)
- **Natural Resources:** Many of the natural resources within Dover-Foxcroft are shared with other communities; most notably the Piscataquis River, Sebec Lake, and the vast forested areas that provide important wildlife habitat and preserve water quality. The Town also has a considerable amount of conserved land that is shared, such as Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area and the Northeast Wilderness Trust's land. (See Chapter 4)
- **Agriculture and Forestry:** Increasingly the Town is serving as a hub for agriculture and forestry with federal, state and county agencies, the UMaine Cooperative Extension, the Piscataquis County Fairgrounds, and the Dover-Cove Farmer's Market. (See Chapter 5)
- **Community Services and Facilities:** In order to provide high-quality, efficient services and facilities, the Town collaborates with county, state and federal agencies, educational institutions including RSU 68 and Foxcroft Academy, area municipalities, and many other public and private sector entities. Examples where collaboration is important include emergency services, recycling and solid waste disposal, health and social services, and the Dover-Foxcroft Water District's work with Guilford in maintaining the Town's public water supply. (See Chapter 6)
- **Transportation:** The most significant collaboration in transportation is advocacy for improvements to state and state-aid highways that are critical to Dover-Foxcroft and other communities in the region. A coordinated approach to managing local roads serving adjacent communities can also be beneficial. Another area of concern with a regional focus is adequate public transportation alternatives for the aging population. (See Chapter 7)

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

Monitoring Implementation and Plan Evaluation

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

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

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Vision for the Future

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

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

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

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

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

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

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

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

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

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

Patterns of Development Designed for an Exceptional Quality of Life

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

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

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

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

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Chapter 1 - Economy¹

Goals

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

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

Policies

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

Implementation Strategies

1. Proactive Economic Development Program

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

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

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

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

2. Promotion

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

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

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

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

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

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

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

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

4. Downtown Revitalization

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

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

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

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

5. Moosehead Mill Redevelopment Project

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

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

6. Urban Area Improvements

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

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

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

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

7. Pine Crest Business Park

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

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

8. Infrastructure to Support Economic Development⁴

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

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

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

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

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

9. Career and Workforce Development

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

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

10. Land Use Regulations to Support Economic Development⁶

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

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

Chapter 2 - Adequate and Affordable Housing

Goals

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

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

⁶ See Chapter 9 Future Land Use Plan

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Policies

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

Implementation Strategies

1. Local Housing Committee/Regional Housing Coalition

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

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

2. Future Housing Trends and Needs

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

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

3. Enhancing the Town's Housing Stock

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

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

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

4. Land Use Regulations

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

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

5. Building Code

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

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

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

Chapter 3 - Historic and Archaeological Resources

Goals

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

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

Policies

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

Implementation Strategies

1. Collaborate to Promote Cultural Assets

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

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

2. Dover-Foxcroft Historical Society

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

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

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

3. Preservation of Historic Properties

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

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

4. Building Code and Land Use Regulation

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

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

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

Chapter 4 - Natural Resources

Goals

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

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

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

Policies

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

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Implementation Strategies

1. Quality-of-Life and Economic Planning

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

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

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

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

Responsibility: Board of Selectpersons / Timeframe: as needed

3. Education and Collaboration with Partners

- a. Encourage landowners, residents and developers to protect important natural resources, including utilization of best management practices to protect water resources, by providing information at the Town Office, making referrals to agencies, providing links to resource agencies on the Town's website, and through land use permitting activities.
- b. Direct citizens to the local offices of the Piscataquis County Soil and Water Conservation District, the U.S. Department of Agriculture Natural Resources Conservation Service and the Farm Services Agency, the University of Maine Cooperative Extension Service, and other local agencies.
- c. Provide contact information for state agencies (Drinking Water Program, Natural Areas Program, Department of Inland Fisheries and Wildlife, Department of Environmental Protection, Forest Service, etc.), the Small Woodlot Owners Association, Maine Audubon, the Maine Lakes Society, Maine Environmental Lakes Association, the Maine Volunteer's Lake Monitoring Program and other similar organizations.
- d. Inform landowners living in or near critical or important natural areas about the following:
 - i. Current use property tax programs (Tree Growth, Farm and Open Space).
 - ii. Applicable local, state or federal regulations.
 - iii. The Maine Natural Areas Beginning with Habitat Program and its partners.⁷
 - iv. The Maine Land Trust Network on long-term protection through conservation easements or land donations to land trusts.
- e. Encourage the University of Maine Cooperative Extension Agency, County Conservation District, Maine Forest Service and others in educating the public about invasive species that can negatively impact native plant and animal species, water quality, and forestry and agricultural activities.
- f. Support the Sebec Lake Association and volunteer lake monitors in maintaining the water quality of Sebec Lake. Encourage the formation of associations for other water bodies. Encourage these associations to provide educational materials at key locations regarding the threat of aquatic invasive species, such as signage at boat launches, and to conduct boat and seaplane inspections, as necessary.
- g. Direct the Code Enforcement Officer to do the following:
 - i. Distribute information on the proper maintenance of septic systems and importance of maintaining buffers and other best management practices to protect water quality.

⁷ *The Beginning with Habitat Program is a collaboration comprised of the Maine Natural Areas Program, the Maine Department of Inland Fisheries and Wildlife, the Nature Conservancy, the Maine Coast Heritage Trust, the U.S. Fish and Wildlife Service and others.*

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- ii. Where necessary, provide information on cost-share programs to do remedial work and upgrade substandard septic systems, such as those programs through Penquis and the Maine Department of Environmental Protection.
- iii. Alert landowners about potential violations of federal and state environmental laws, and report violations to the appropriate agencies, when necessary.

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

4. Inter-local and Regional Planning

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

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

5. Regulatory Considerations: Potential Amendments to Land Use Regulations

- a. Retain existing land use regulations that address air and water quality, preservation of the landscape, soils and natural vegetation, and protection for wildlife and fisheries habitats.
- b. Provide resource protection to rivers, streams, ponds and high value wetlands, and plant and animal habitats through shoreland zoning and the floodplain management ordinance.
- c. Ensure that local ordinances are consistent with applicable state and federal laws, such as the state subsurface wastewater treatment law and plumbing code, state shoreland and subdivision statutes, the MaineDEP stormwater runoff performance standards,⁸ and laws regarding critical natural resources, such as the Natural Resources Protection Act.
- d. Incorporate low-impact development standards designed to minimize impacts on water bodies by keeping stormwater on-site through natural vegetation and use of porous materials to allow infiltration into the soil, and other techniques designed to prevent runoff.
- e. Incorporate more specific guidance on controlling phosphorus runoff into Sebec Lake and other great ponds, particularly for developers of subdivisions and other developments within lake and pond watersheds.⁹
- f. Ensure that land use ordinances are consistent with Maine Public Law 761, which provides protection to "non-community water systems" used by the public.¹⁰ Also, consider enacting wellhead protection zones around these wells.

⁸ *Maine Stormwater Management Law and Maine Stormwater regulations (Title 38 M.R.S.A. §420-D and 06-096 CMR 500 and 502); Maine Department of Environmental Protection's allocations for allowable levels of phosphorus in lake/pond watersheds; and Maine Pollution Discharge Elimination System Stormwater Program.*

⁹ *See Comprehensive Plan Volume II Special Protection for Great Ponds on pages 101 through 103, which contains detailed information for calculating phosphorus runoff.*

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- g. Protect the Town's high yield aquifers as potential future water supplies for the community or industry, such as the aquifer located along Black Stream and the Branns Mill Pond.
- h. Designate critical natural resources¹¹ as critical resource areas in the Future Land Use Plan.
- i. Require subdivision or non-residential property developers to protect critical natural resources that may be on-site through appropriate measures, including but not limited to, modification of the proposed site design, construction timing, and extent of excavation. These measures should be based on advice from the Maine Inland Fisheries and Wildlife, the Maine Natural Areas Program, or other qualified experts.
- j. Require that the Planning Board or Code Enforcement Officer include as part of the review process, consideration of pertinent Comprehensive Plan Maps, including the Beginning with Habitat Maps, and information on critical and important natural resources. Identification of critical and important natural resources would require on-site verification.
- k. Address both the positive and potential negative impacts from new uses related to wind, solar and other forms of energy generation, and uses related to new technology in communications and utilities.
- l. Protect against environmental degradation associated with high impact uses, such as industrial-scale water extraction, chemical pipelines, major transmission lines, and utility/transportation corridors. Require environmental impact studies, mitigation, and community benefits for large, high impact projects, if they are to be permitted within the community.
- m. Work to maintain compatible land use regulations with neighboring communities on shared natural resources, including consultations during the permitting process for developments that impact both communities.

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

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

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

¹⁰ "Non-community water supplies" are not connected to the Town's public water system, but include water supplies utilized by the public, such as those associated with the Charlotte White Center, the Dover-Foxcroft Golf Course, motels, campgrounds, restaurants, office buildings, public facilities, etc. The law requires that the Town notify public water suppliers of certain activities occurring on nearby properties.

¹¹ "Critical natural resources" are those which under federal and/or state law warrant protection from the negative impacts of development to include: Shoreland Zoning Resource Protection Districts; significant wildlife habitat; threatened, endangered and special concern animal species (bald eagles, mussels); significant freshwater fisheries spawning habitat (salmon fisheries); and threatened and rare plant species.

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- g. Adopt water-quality protection practices and standards for construction and maintenance of public and private roads, and other public properties, and require their implementation by the community's officials, employees and contractors. Runoff from gravel pits, snow storage areas, and roadsides, particularly at bridges and culverts, can contribute significant amounts of polluted runoff into waterbodies.
- h. Refer to the MaineDOT Waterway and Wildlife Crossing Policy and Design Guide when planning future road construction or rehabilitation projects with the goal of maintaining critical fish and wildlife passage.¹²
- i. Take advantage of funding opportunities and programs to protect natural resources, such as internships and grants to perform watershed surveys, remedial work on ditches and driveways, planting of buffers, improvements to culverts and bridges to allow fish passage, and other conservation efforts.¹³

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

Chapter 5 - Agriculture and Forestry

Goals

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

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

Policies

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

Strategies

1. Economic Development Plans

- a. Include commercial forestry and agriculture, and land conservation that supports these activities, in local and regional economic development plans.

¹² See <http://www.beginningwithhabitat.org/pdf/MARoadsWildlife-Final.pdf>; <http://maineaudubon.org/streamsmart/>

¹³ See http://www.maine.gov/dep/land/water_bond_rfp.html and <http://mapserver.maine.gov/streamviewer.streamdocHome.html>

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

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

2. Education and Support for Agriculture and Forestry

- a. Provide information at the Town Office and on the Town's website on resources available to assist farmers and woodlot owners, such as the Piscataquis County Soil and Water Conservation Service, the U.S. Department of Agriculture Natural Resources Conservation Service and Farm Services Agency, the University of Maine Cooperative Extension Service, and the Maine Department of Agriculture, Forestry and Conservation. Encourage these organizations to provide additional information on the many other organizations, such as the Small Woodlot Owners Association, the Maine Organic Gardeners and Farmers Association, the Maine Farmland Trust, and others that serve specific types of farming activities.
- b. Refer farmers and woodlot owners to the Maine Department of Agriculture, Forestry and Conservation for information on state laws, such as the Maine Forest Practices Act (Title 12 MRSA Sec. 8867-A & MFS Rules Chapter 20), the Maine Agricultural Protection Act (Title 7 MRSA Chapter 6), the Registration of Farmland Law (Title 7 MRSA, Chapter 2-B), the Voluntary Municipal Farm Support Program (Title 7 MRSA, Chapter 2-C), and the Conservation Easement Law (Title 33 MRSA, Sec.476).
- c. Encourage Foxcroft Academy, the Tri-County Technical Center, the Penquis Higher Education Center and area business and other entities to provide educational opportunities relevant to agriculture and forestry, and related endeavors.
- d. Support the Dover-Cove Farmers Market, and other similar efforts to assist farmers and forestland owners in marketing their produce and other goods.

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

3. Property Taxation, Estate Planning and Land Conservation

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

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

4. Regulatory Considerations: Potential Amendments to Land Use Regulations

- a. Support productive agriculture and forestry by allowing diversification and value-added production; consider land uses, such as greenhouses, pick-your-own operations, roadside stands, farmer's markets, firewood operations, sawmills, log buying yards, value-added industries and agritourism.
- b. To the greatest extent practicable, require commercial or subdivision developments in rural districts to maintain areas with prime farmland soils and farmland soils of statewide importance as open space or for agricultural or forestry use. At a minimum, applicants should identify prime farmland and farmland soils of statewide importance, and then specify how these areas might be maintained for forestry or agricultural.

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- c. Encourage conservation of forest and farmland through clustered and open space development designs.
- d. Encourage non-resource based development in urban areas instead of in important forest and farmland areas to minimize conflicts between uses and protect farmers and woodlot owners from perceived nuisances.
- e. Require buffers for new residential subdivisions abutting agricultural and forestry operations.
- f. Update the subdivision ordinance to include the following as required in state statute:
 - i. A parcel consisting of 5 or more acres that is classified as prime farmland, unique farmland or farmland of statewide or local importance by the U.S. Natural Resources Conservation Service is to be identified on maps submitted as part of a subdivision application so the Planning Board can consider how this land is affected by the development.
 - ii. A provision to address liquidation harvesting which is the purchase of timberland followed by a harvest that removes most or all commercial value in standing timber, without regard for long-term forest management principles, and the subsequent sale or attempted resale of the harvested land within 5 years.
- g. Consult with County Soil and Water Conservation District staff when developing regulations pertaining to agricultural management practices.
- h. Consult with Maine Forest Service when developing any regulations pertaining to forest management practices as required by state statute (12 M.R.S.A. §8869).
- i. Protect important farm and forestland from the impacts of high intensity uses, such as industrial-scale water extraction, chemical pipelines, major transmission lines and utility/ transportation corridors; uses that can directly remove land from production, reduce the size of parcels making them less viable for commercial agricultural and forestry, create barriers to operations, and increase conflicts between incompatible uses. Require environmental impact studies, mitigation, and community benefits for large, high impact projects, if they are to be permitted within the community.

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

Chapter 6 - Community Services and Facilities

Goals

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

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

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

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

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

Policies

1. Efficiently meet identified public facility and service needs.

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2. Provide high-quality public facilities and services to promote and support growth and development, particularly in the urban area.
3. Promote the use of the public sewer and water systems, which have excess capacity, to improve cost effectiveness.
4. Seek town-wide access to adequate communications systems, including high-speed internet (broadband); seek this type of service as a “utility.”
5. Collaborate and coordinate with county, state and federal agencies, educational institutions, and other public and private sector entities to effectively and efficiently provide high-quality public services.
6. Seek cooperative and equitable regional participation in the efficient and affordable delivery of public services.
7. Ensure that new development does not overtax community services and infrastructure, and contributes to the cost of improving services and the infrastructure when necessary. (See Chapter 9 Future Land Use Plan)
8. Promote and coordinate alternative energy systems and energy conservation.
9. Maintain the community’s resiliency in addressing the impacts of climate change, such as consideration for infrastructure needs designed to withstand more extreme weather and provisions for emergency services.

Implementation Strategies

1. Public Service and Facility Needs, Overall

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

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

2. Town Administrative Capacity

- a. Review staffing and operations to identify any opportunities for sharing administrative functions between the Town, Town departments and other entities.
- b. Continue the Town Manager’s oversight role in coordinating the economic development program in conjunction with the Piscataquis County Economic Development Council, Pine Crest Development Corporation, and participants in the Downtown Network Community Program. If necessary, consider expanding capacity for economic development/grant writing through additional town staffing. (See Chapter 1 Economy)

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- c. Seek outside sources of funding for administrative functions, such as those associated with specific economic development projects.
- d. Monitor Town staffing for land use planning and regulation, particularly if there are significant increases in permitting activity or major issues to be addressed. (See Chapter 9 Future Land Use Plan)

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

3. Town Office Complex

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

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

4. Emergency Preparedness

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

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

5. Dover-Foxcroft Police Department

- a. Provide adequate 24-hour police coverage to Dover-Foxcroft to include collaboration with the County Regional Communications Center, the County Sheriff's Department, the Maine State Police, federal agencies, area towns, and other entities.
- b. Periodically evaluate police services, and consider any collaborative proposals to deliver these services more cost-effectively while maintaining quality.
- c. Provide specialized programs and training to address specific issues (e.g., school programs, crisis intervention, addressing drug addiction, and training for businesses with liquor licenses).
- d. Maintain adequate equipment and facilities. (See Chapter 10 Capital Investment Plan)

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- e. Maximize the use of grants and other outside sources of funding for programs, equipment and facility needs, including improvements that increase efficiencies.
- f. Consider providing incentives when hiring new police personnel to encourage them to commit to working and living in Dover-Foxcroft long-term.

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

6. Dover-Foxcroft Fire Department

- a. Provide adequate 24-hour fire protection and rescue service to Dover-Foxcroft to include collaboration with the County Regional Communications Center, area towns, and other entities.
- b. Periodically evaluate fire services, and consider any collaborative proposals to deliver these services more cost-effectively while maintaining quality.
- c. Provide specialized programs on fire prevention, suppression, and emergency evacuation, including programs in the schools.
- d. Maintain adequate equipment and facilities. (See Chapter 10 Capital Investment Plan)
- e. Maximize the use of grants and other outside sources of funding for programs, equipment and facility needs, including improvements that increase efficiencies.
- f. Address the ongoing need for volunteer firefighters, including recruitment and incentives. Consider the need for a paid full/part-time Fire Chief and other necessary staff.

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

7. Mayo Regional Emergency Medical Services (Ambulance Service)

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

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

8. Comprehensive Review of Public Safety Services

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

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

9. Dover-Foxcroft Public Works Department

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

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

10. Street Lighting

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

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

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11. Stormwater Systems

- a. Manage and improve the stormwater system (roadside ditches, catch basins, drainage pipes, etc.) through collaboration between the MaineDOT, the Public Works Department, the Wastewater Department and landowners.
- b. Insist that MaineDOT provide adequate stormwater systems along state roads, including consideration of upgrades with any road improvement project.
- c. Maintain and improve stormwater systems along local roads as part of ongoing road work.
- d. Continue Public Works and Wastewater Department collaboration in maintaining the urban area stormwater infrastructure.
- e. Require that private stormwater systems are adequately designed and maintained to prevent negative impacts on-site, to adjacent properties, to Town or state stormwater systems or to nearby waterbodies. Develop a policy to address public and private responsibilities.
- f. Conduct an assessment of the Town's urban area stormwater system to determine needs, costs, and priorities. Improvements can be coordinated with road projects and new development, and the assessment can be used to seek outside sources of funding, such as emergency management funds. The assessment should also consider system capacities in anticipation of increased stormwater flows due to climatic changes. (See Chapter 10 Capital Investment Plan)
- g. Consider land use standards for new development that require on-site infiltration of stormwater to the greatest extent possible thereby decreasing harmful stormwater runoff.

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

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

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

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

13. Regional Solid Waste Disposal and Recycling

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

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

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14. Dover-Foxcroft Water District

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

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

15. Dover-Foxcroft Wastewater Department

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

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

16. Education

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

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- h. Encourage opportunities to collaborate, such as sharing of facilities or administrative functions and internship programs at public and private entities.

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

17. Communications and Energy Infrastructure

- a. Actively pursue and maintain access to adequate, affordable communications services for the community, including cell phone and high-speed internet services. Make connections to the high-speed Three Ring Binder fiber optic network that runs through the community.
- b. Actively pursue town-wide broadband infrastructure; advocate for service as a “public utility.”
- c. Actively pursue and maintain access to adequate and affordable energy options for the community, including renewable energy opportunities.
 - i. Seek to ensure adequate energy capacity to serve the community, including energy-intensive industries.
 - ii. Explore options for town involvement in the provision of affordable energy, such as at the Riverfront Redevelopment Project (e.g., hydro, geothermal, solar) and involvement in the possible formation of a local utility.
- d. Support public and private partnerships, outside sources of funding (e.g. grants) and other funding mechanisms to provide adequate communications and energy infrastructure.
- e. Stay abreast with new technologies in communications and energy; take action as necessary.
- f. Support the private sector in providing communications and energy infrastructure appropriate to the community, such as new communications technologies, and solar and geothermal installations.

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

18. Thompson Free Library

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

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

19. Dover-Foxcroft Cemeteries

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

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

20. Health Care and Social Services

- a. Advocate for access to a range of health care and social services within Dover-Foxcroft.
- b. Continue Town involvement in health and social services, as follows:
 - i. Administration of the General Assistance Program as required by state law.
 - ii. Financial support for certain health and social service agencies through annual appropriations.

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- iii. Appointment of a Health Officer to work on behalf of the Town in monitoring and responding to health issues.
- c. Collaborate with the Piscataquis Public Health Council initiative.
- d. Strongly advocate for a Piscataquis County “Health Officer” - possibly a full-time position to better carry-out the duties of individual municipal health officers.
- e. Advocate for health and social service providers to be located in Dover-Foxcroft, including private organizations and public agencies. The following are currently not available in Dover-Foxcroft: a Piscataquis County Office of the Maine Department of Health and Human Services, an adult day service center, and Piscataquis County drug treatment facilities, dialysis and some cancer treatment facilities.
- f. Provide links to health and social service organizations on the Town’s website.

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

Chapter 7 - Transportation

Goals

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

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

Policies

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

Implementation Strategies

1. State Highways Serving Dover-Foxcroft, the Primary Service Center, and Regional Gateway

- a. As a top priority, seek to maintain safe traffic flow, mobility and carrying capacity of state and state-aid highways to support economic prosperity. Advocate for transportation improvements as high priorities

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for federal and state funding by actively participating in state and regional transportation planning and programming. Seek the following:

- i. Major upgrades to Route 7 (Dexter Road), an important regional artery connecting Dover-Foxcroft and the region, to the Interstate. Seek higher priority status (Priority 2, instead of 3).
- ii. Adequate maintenance of Route 15 (Bangor Road), an important regional artery connecting Dover-Foxcroft and the region to the Interstate and the Bangor metropolitan area.
- iii. Adequate maintenance of other state roads within the region to provide necessary connections for commuters, businesses, the forest products industry, tourists, and others.
- iv. Adequate management to minimize conflicts between through-traffic, including large trucks, and local traffic in the downtown and urban areas.
- v. Adequate maintenance and management of West Main Street/Guilford Road, including measures to address high crash locations. This is a congested area with many entrances and driveways.
- vi. Major upgrades to East Main Street and the Bangor Road from the downtown traffic signal to the Pine Crest Business Park, including related downtown improvements, such as moving overhead utilities to improve aesthetics, upgrades to sidewalks and other pedestrian amenities, and other improvements identified in downtown economic development plans.
- vii. Reconfiguration of the intersection of South and East Main Streets to more safely accommodate truck traffic. This intersection has a low level of service according to MaineDOT.
- viii. Assistance in controlling traffic speeds entering the urban areas to include maintaining gateway signage along the Bangor and Dexter Roads, and installing new gateway signage along the Guildford and Milo Roads.
- ix. Adequate paved shoulder widths and bridge widths to accommodate bicycles and pedestrians, particularly in areas within and near the urban area and routes designated as bike routes.
- b. Continue to utilize the Town's 2003 Downtown Revitalization Plan for guidance in making transportation system improvements, as still relevant.
- c. Collaborate with state and regional agencies, and area towns to manage and improve the transportation system.
- d. Seek scenic byway designation and funding, as appropriate. At a minimum insist that MaineDOT maintain and improve signage for the Katahdin Trail.

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

2. Town Transportation Infrastructure

- a. Planning and Budgeting for Maintenance and Capital Improvements
 - i. Utilize state local road assistance for improvements to Town roads and bridges recognizing this level of funding alone is far below what is needed.
 - ii. As a top priority, explore options to address adequately maintaining the Town's transportation infrastructure. Utilize the Town-wide assessment of paved roads completed by a consultant in 2015 to develop a multi-year capital plan.
 - iii. Seek Town adoption of the multi-year capital plan, which will then be used to develop annual budgets in future years.
 - iv. Seek to include all transportation improvements in capital planning and budgeting to include roads, streets, bridges, parking, sidewalks and associated amenities, crosswalks, curbing, stormwater systems, signage, and lighting.
 - v. Utilize a variety of funding mechanisms, such as state and federal funding, grants, bonding, tax increment financing and public and private partnerships for improvements. Include transportation improvements in economic development initiatives as applicable.
- b. Specific Infrastructure Improvements

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- i. Maintain and improve the extensive network of sidewalks, particularly those serving the downtown, public agencies, recreation and cultural destinations, the Mayo Hospital complex, Foxcroft Academy, SeDoMoCha School, senior housing, and residential neighborhoods in the urban area.
- ii. Review the MaineDOT Community Program Transportation Enhancement and Safe Routes to School 2012 grant application to identify specific sidewalk and other improvements; pursue funding for these projects where still needed.
- iii. Maintain and improve public parking, including more conveniently located parking in the downtown. Additional parking and management of parking through signage and integration with the street network will increase use of parking lots and improve traffic flow.
- iv. Improve vehicle and pedestrian access to the Moosehead Mill Redevelopment Project, including parking, sidewalks, signage and landscaping.
- v. Consider amenities for bicycles in improvements (e.g., paved road shoulders, bike lanes, bike racks)
- vi. Maintain and improve paving, curbing, lighting, landscaping, signage and well-defined pedestrian ways (See 2003 Downtown Revitalization Plan and Downtown Center Report)
- vii. Maintain the Town's bridges, culverts and stormwater runoff system, as appropriate.
(See Chapter 10 Capital Investment Plan)

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

3. Public Bus and Taxi Service

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

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

4. Charles A. Chase Jr. Memorial Air Field

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

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

5. Public Health, Livability, and Natural Resources

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

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

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- f. Negative impacts on natural resources, such as water quality, and wildlife and fisheries habitats, from the transportation system.

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

6. Access Management and Land Use Regulation

- a. Seek to maintain highway capacity and maximize efficient and cost-effective use of the state and local transportation infrastructure through access management and land use regulation.
- b. Modify as needed local ordinances to address or avoid conflicts with the objectives of the Maine Sensible Transportation Policy Act (23 M.R.S.A. §73); Maine access management regulations pursuant to 23 M.R.S.A. §704; and Maine’s traffic permitting regulations for large developments pursuant to 23 M.R.S.A. §704-A.¹⁴
- c. Modify as needed ordinance standards for subdivisions, developments and for public and private roads to foster transportation-efficient growth patterns and provide for future street connections.
 - i. Continue to require that all uses be designed to promote traffic safety.
 - ii. Continue to require the following for projects subject to subdivision review:
 - 1) Subdivisions will not cause unreasonable highway or public roads congestion or unsafe conditions with respect to use of highways or public roads existing or proposed.
 - 2) Road design standards, including required sight distances for access to public ways.
 - 3) Limiting subdivision lot driveway access directly to a state highway.
 - 4) Multiple accesses to public ways for subdivisions generating large volumes of traffic.
 - 5) Traffic impact analysis for subdivisions generating large volumes of traffic.
 - 6) A maximum length for dead-end streets serving commercial or industrial uses.
 - iii. Continue to require the following for projects subject to site plan review:
 - 1) Entrance and exit driveways to be designed to afford maximum safety to traffic, including maximum possible sight distances.
 - 2) Safe and convenient parking and traffic circulation.
 - 3) Public and private ways constructed to Town road standards.
 - 4) Adequate emergency vehicle access, lighting and stormwater control facilities.
 - iv. Consider the following amendments:
 - 1) Evidence of approved MaineDOT permits with applications for Town permits, as applicable
 - 2) Directing medium and high traffic generators to main roads while controlling access and turning movements, and directing single-family residence driveways to minor streets and roads, where affordable and feasible.
 - 3) Standards to support more interconnected development designs to limit direct access to public roads, particularly in congested areas, such as along West Main Street where several high accident locations have been identified.
 - 4) A maximum length for dead-end residential streets, and standards to encourage more compact and efficient street systems in subdivisions.
 - 5) Making transportation standards, particularly with respect to access to public ways, applicable to all significant traffic-generating uses, such as day care centers, churches, and service clubs.

¹⁴ *MaineDOT Highway and Driveway Entrance Rules require a permit for all new driveways and entrances (or for change of use) connecting to rural portions of state highways. Driveways and entrances connecting to State mobility corridors (Guildford Road, Dexter Road, Bangor Road) must meet more stringent access management standards to maintain highway capacity to efficiently carry traffic that serves an intrastate purpose. MaineDOT Rules and Regulations Pertaining to Traffic Movement Permits address access ways expected to carry more than 100 passenger car equivalent trips in the peak hour.*

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- d. Regarding private roads - continue the following policies:
 - i. Require that private roads, including roads serving subdivisions, meet Town road standards to be proposed for acceptance as Town roads (Town-meeting acceptance required).
 - ii. Require that new lots have road frontage on a road built to Town standards even if the road is to remain private.
 - iii. Provide public access across private roads, if requested by an applicant, with certain qualifications regarding housing density, deed and easement requirements, and road design and construction standards.
- e. Modify ordinances as needed to consider the following:
 - i. Adequate, but flexible standards for sidewalks, parking, and loading and unloading facilities, with consideration for usability, safety, and location (e.g., more flexibility for downtown to promote more compact development versus other areas where there is more space).
 - ii. Requirements for new developments, such as senior housing and health care facilities, to accommodate public transportation and the needs of seniors and people with handicaps (e.g., covered bus stops/handicapped access/waiting areas are examples).
 - iii. Updates to address current practices, such as the frontage requirement along a driveway built to Town standards for new development on backlots.
 - iv. Update as needed street design and construction standards for subdivisions and developments; particularly those streets that might become Town ways. Where appropriate, require developers proposing to locate developments on substandard public roads contribute to the cost of bringing the road up to Town standards based on the impact the development will have on the adjacent public road. Consider provisions for pedestrians and bicycles, particularly for urban areas.
- f. Develop regulations to fully address transportation system issues associated with any major highway corridor proposals (e.g., access, traffic impacts on local roads, etc.). (See Chapter 9 Future Land Use Plan)

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

Chapter 8 - Parks, Recreation and Open Space

Goals

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

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

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

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

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

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

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

Policies

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

Implementation Strategies

1. Overview

- a. Maintain recreational programs and facilities to meet current and future needs through free and affordable opportunities for people of all ages. Consider projected demographic needs, such as services for the increasing number of older adults, and fill gaps in offerings, such as for very young children, and children and teens seeking alternatives to the sports programs that are currently offered.
- b. Collaborate with public and private partners to provide programs and facilities and utilize a variety funding sources and approaches to expand and improve programs, facilities and services. Consider funding sources, such as Maine's recreational trails and boating facilities programs, the Land and Water Conservation Fund, the Land for Maine's Future Program, and funding from private sector businesses and non-profits.
- c. Strongly encourage volunteers, civic and service organizations, the Thompson Free Library, garden clubs, 4-H clubs, educational institutions, and other organizations in providing recreational opportunities, such

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as through fund raising, grants, adopt a trail or park programs, and public service programs and internships through the schools.

- d. Encourage and support the Piscataquis Valley Fair Association in increasing use of the fairgrounds, including for recreational vehicle camping, which would bring more visitors to Dover-Foxcroft.
- e. Continue municipal funding through a contract for services for a recreation program with a part-time director and staffing; expand as necessary, such as during the busiest times of the year and as opportunities arise.
- f. Encourage recreation and socialization by providing easily accessible facilities and programs within the urban area, such as parks, river access, trails, pedestrian friendly sidewalks and other amenities, playgrounds, picnic areas, sports fields, tennis courts, the theater, and Central Hall.
- g. Consider parks, recreation and open space in the Town's economic development, transportation, and land use planning initiatives, and include facility improvements in the Capital Improvements Program. (See Chapter 10 Capital Investment Plan)
- h. Promote the community's recreational, social and cultural offerings through information on the Town's website, the Chamber of Commerce website, on applicable state websites and through advertisements and publications.
- i. Encourage the Recreation Committee and other stakeholders to consider and implement, as appropriate, the recommendations within this Plan. This effort should be in the context of a comprehensive review of recreational, cultural and social opportunities within the community.

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

2. Parks and Recreational Trail Systems

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

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- v. Encourage cooperation to address conflicts between motorized and non-motorized users.

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

3. Public Access to Significant Water Bodies

- a. Provide and expand public access to Sebec Lake, the Piscataquis River, Branns Mill Pond, Garland Pond, Snow's Pond and Dunham Pond through state ownership, town ownership and cooperative agreements with adjacent property owners.
- b. Promote the community's waterbodies for recreational activities, as appropriate (e.g., wildlife watching, fishing, canoeing, boating, and swimming)
- c. Manage access to prevent degradation or overuse through the type and design of facilities (e.g., boat ramp vs. carry-in) and other mechanisms; work with state agencies in these efforts.
- d. Advocate for adequate state-owned facilities, such as the need for more parking at the Branns Mill Pond State Boat Launch.
- e. Work with the state to improve and expand access to Sebec Lake; existing facilities can become crowded during the summer.
- f. Address water quality issues at public accesses as needed, such as the build-up of sediment and vegetation alongside the Cove Boat Landing.

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

4. Cultural and Social Recreation

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

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

5. Scenic Resources Important to Outdoor Recreation and Tourism

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

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

6. Public and Private Land Conservation Partnerships

- a. Support the state in managing Peaks Kenny State Park and the Bud Leavitt Wildlife Management Area, as appropriate.

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

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

7. Landowner Education and Support for Public Access for Recreation

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

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

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

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

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

Chapter 9 - Future Land Use Plan

Goals

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

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

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

Policies

1. Support the locations, types, scales, and intensities of land uses the community desires as stated in the Vision for Dover-Foxcroft.

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2. Encourage growth and development, including redevelopment that is compatible with and enhances existing uses, neighborhoods, and patterns of development.
3. Ensure that implementation of the Future Land Use Plan is consistent with the recommendations in other sections of the Comprehensive Plan (e.g., Economy, Housing, Natural Resources, etc.)
4. Promote efficient and cost-effective use of community infrastructure, such as public water and sewer and transportation systems, through land use patterns and development designs that make efficient use of space on these services.
5. Promote and protect rural areas with economically important natural resource-based uses, such as agriculture, forestry, and outdoor recreation.
6. Direct development to areas with suitable soils, slopes and drainage, and discourage development on floodplains, steep slopes, highly erodible soils and in wetlands.
7. Ensure that new development preserves important water resources, important fisheries and wildlife habitat, prime farmland and farmland of statewide significance, unique natural areas, important historic and archaeological resources, and overall community character.
8. Encourage renewable energy systems and energy conservation in developments that benefit the community.
9. Ensure that new development does not overtax community services and infrastructure, and contributes to the cost of improving services and the infrastructure when necessary.
10. Ensure that very large, high-intensity developments do not negatively impact community character, the local economy, or natural resources, or place an undue burden on the community's infrastructure.
11. Preserve the traffic moving capacity, safety, and scenic attributes of the community's highways, roads and streets, particularly on major corridors.
12. Support the level of financial commitment necessary to provide adequate infrastructure, particularly in urban and growth areas.
13. Maintain user-friendly, equitable, and efficient permitting procedures, especially for areas where new development and redevelopment are most desirable.
14. Coordinate the community's land use strategies with other local, regional and state land use planning and regulation efforts, where it is in the Town's best interest to do so.

Implementation Strategies

1. Future Land Use Plan Implementation

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

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

2. Capital Investments to Support Future Land Uses

- a. Include in the Capital Investment Plan anticipated municipal capital investments necessary to support proposed land uses. (See Chapter 10)

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- b. Direct a minimum of 75% of new municipal growth-related capital investments into the urban area and other designated growth areas identified in this Future Land Use Plan.

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

3. Regional Coordination

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

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

4. Permitting Capacity, Staffing, and Code Enforcement

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

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

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

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

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

Future Land Use Plan Narrative

Overview

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

Dover-Foxcroft's existing Land Use Ordinance (LUO) serves as the backbone of the Town's land use program. While the LUO is not a state-mandated ordinance, state law does require that the LUO be consistent with an up-to-date comprehensive plan prepared in accordance with Maine's Growth Management Act.¹⁵ The overall goal of the Act is to encourage orderly growth and development in appropriate areas of each community and region while protecting rural character, making efficient use of public services and preventing development sprawl.

Dover-Foxcroft's 2005 Comprehensive Plan was deemed consistent with Maine's Growth Management Act. The 2005 Comprehensive Plan also stated that "the ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety. The imposed regulations should not make Town's residents feel that they have lost their freedom as landowners and, therefore, over-regulation must be avoided. In particular, land use regulations should not be so restrictive that they have negative impacts on existing land use practices." This FLU Plan updates and improves upon the 2005 Comprehensive Plan.

The Vision and the Future Land Use Plan

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

Improving economic prosperity for the Town and the region means strengthening Dover-Foxcroft as the county seat and primary service center for a large rural area of Piscataquis County and portions of nearby Penobscot County. This Plan seeks to accomplish this by ensuring there are areas with infrastructure in Dover-Foxcroft to

¹⁵ *Growth Management Act (30-A MRSA Sec 4312 et seq.)* <http://legislature.maine.gov/statutes/30-a/title30-Asec4312>

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allow services necessary to the region and the community to thrive. Enhancing the community as a great place to live, work, shop, invest in, and recreate is a primary goal. The Town has an infrastructure designed to support its service center role with centralized public sewer and water systems with excess capacity for development, and a transportation infrastructure that includes several arterial and major collector state highways.

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

Summary of Key Regulatory and Non-Regulatory Approaches

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

Urban and Growth Areas

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

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

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

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

The Commercial District accommodates primarily highway commercial uses that require larger lots and access to a main thoroughfare. The Light Industrial and Industrial Districts are consistent with the existing patterns and types of developments, and provide opportunities for expansions and new development. Consideration for compatibility of uses is important to encourage development in these areas, such as limitations on most residential uses.

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

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

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

Village District (V)

The Village District, which surrounds the downtown, is intended to be a vibrant, walkable, convenient place to live, work and play in close proximity to goods, services, and recreational areas. The District accommodates medium to high-density residential uses, including multifamily housing, apartment houses, and mobile home parks, and other compatible neighborhood and community uses. Other than single and two family homes and a few other low-impact uses, all other new uses must meet performance standards to ensure compatibility. Incompatible uses, such as extractive industries, junk yards, and intensive commercial and industrial uses, are prohibited. Dimensional standards allow relatively high density development, particularly on public sewer. Infill and redevelopment are desirable, and there are still some areas for new development. An important feature of the Village is its many beautiful historic homes and other buildings. The Historic District (overlay) is designed to

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provide some protection for these structures.¹⁶ The Piscataquis River and a few tributaries, as well as a few wetlands, are all protected through local and/or state regulations. (See Table 9-1 and Map 19 Future Land Use)

Downtown District (D) (Renamed from Commercial)

The Downtown District, which encompasses downtown areas on both the north and south sides of the Piscataquis River, is the civic, cultural and business center of the community. The district is designed to support a vibrant, authentic, mixed-use downtown at relatively high densities. Walkability, attractive public spaces, and thriving businesses are the goal. The district contains a variety of typical downtown commercial uses, semi-public and public uses and some residential uses, including the new mixed-use Moosehead Riverfront Project. Infill and redevelopment are desirable, including use of second stories. The historic buildings and character of the downtown are important features that are included in the Historic District overlay.¹⁷

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

Village and Downtown District Recommendations

1. Revise the statements of purpose in the LUO to more accurately reflect this Plan.
2. Review land uses and performance standards to assure protection, compatibility, and priorities for mixed uses. "Good neighbor" standards should be considered.
3. Consider standards with respect to new types of downtown uses, such as temporary pop-ups, farmers markets, street vendors, and other shared or temporary uses.
4. Ensure that the standards allow affordable and market-rate housing opportunities for all age groups, such as older-adults and mixed-use developments that provide easy access to services.
5. Village: Consider changes to dimensional requirements and standards to encourage infill and redevelopment where harm will not be caused to existing homes and neighborhoods.
6. Downtown: Consider increasing the flexibility of dimensional standards and requirements for parking¹⁸ to allow high-density development, including upper story uses, infill and redevelopment. Reduce the setbacks for development on sewer, including zero setbacks, where appropriate.
7. Revise the Planned Unit Development provisions to accommodate developments like the Moosehead Redevelopment Project and similar projects under a unified development plan.
8. Consider changes in the boundaries of these districts to accommodate uses, including densities and intensities: a) expansion of the Downtown to allow more compact development consistent with adjacent downtown development; b) expansion of the Village to include an area between Essex Street and Vaughn Road - an area which has, or could have access to public sewer; and c) redistricting of an area to Light Industrial between the Pine Crest Business Park and the airport. (See Map 19 Future Land Use)
9. Given the density of uses in these districts, and the desire to make these areas desirable places to live, a property maintenance ordinance or policy is recommended.¹⁹
10. Capital investments for these districts include revitalization of the downtown infrastructure (both Town and state), additional parking in the downtown, façade improvements, sidewalks and other pedestrian-friendly improvements, improved vehicle and pedestrian access to the Riverfront Redevelopment project,

¹⁶ See Chapter 3 Historic and Archaeological Resources

¹⁷ See Chapter 3 Historic and Archaeological Resources

¹⁸ More parking is needed in the downtown, which should be addressed if parking requirements are relaxed.

¹⁹ See Chapter 2 Economy, Strategy 6.c.

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improvements to parks, upgrades to stormwater infrastructure, and ongoing upgrades to public water and sewer systems. (See Chapter 10 Capital Investment Plan)

Historic District (H)

The Historic District overlays portions of both the Village and Downtown Districts. It is designed to encourage long-term preservation of properties listed on the National Register of Historic Places. Proposed land use activities involving structural development associated with recognized historic buildings within this district must be submitted to the Historical Review Committee for their review. The CEO or Planning Board must consider these comments and require that these historic properties be protected to the maximum extent practicable. The recommendations for changes to this district include expansion of the review to other historic buildings and the development of design guidelines. (See Chapter 3 Historic and Archeological Resources and Map 4 Historic District Inset)

Hamlet District (H) (New District)

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

Commercial District (C) (Renamed from Commercial 2)

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

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

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

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Commercial District Recommendations

1. Revise the purpose statement in the LUO to more accurately reflect this Plan.
2. Review land uses and performance standards, in general; specific performance standards for shopping centers or commercial complexes would be beneficial; address any new uses of concern, such as marijuana dispensaries, if allowed.
3. Consider two boundary changes: a) a westward expansion of the district on the north side of the Guilford Road, and b) rezoning the most northern strip of the district to Rural Residential to more accurately reflect the extensive wetlands in that area.
4. Access management is a high priority to maintain safety and highway capacity (See Chapter 7 Transportation)
5. Capital investments for this district include improvements to the state highway (shoulders wide enough for bicycles and pedestrians would be desirable), expansion of public sewer and water and stormwater systems as development occurs.

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

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

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

Light Industrial District Recommendations

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

Industrial District (I) (New District)

The new Industrial District designation supports expansions of existing industries, industrial redevelopment, and new industries in and around areas of existing industrial uses to include the Pleasant River Lumber area and the Landfill Road area including the Verso log yard, the closed municipal landfill and the regional transfer station. Providing adequate space for expansions and new industrial uses is a high priority. This district accommodates manufacturing, and medium and heavy industrial uses, recycling, the solid waste transfer station, demolition and waste disposal, forest products-related industries, energy generation - biomass, medium-large scale solar,

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etc. Uses that would present conflicts, such as new residential uses would be prohibited (any existing uses would be grandfathered). Performance standards would be developed to address industrial land use concerns, and also provide buffers and setbacks in areas adjacent to other districts with residential uses. Dimensional and design standards would accommodate these types of uses. Capital investments envisioned for these districts include improvements to the state highways, such as the Milo Road, and the Town's Landfill Road to accommodate new development. Public sewer and/or water systems improvements may also be necessary, but these would likely be funded by developers. Adequate power for expanded or new industrial uses may be an issue that will need to be resolved, even though three-phase power is already available.

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

Rural Areas

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

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

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

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

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

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increasing amount of commercial farmland is enrolled in the Farmland Property Tax Program, both programs the Town promotes.

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

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

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

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

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

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

Rural Residential District and Farm and Forest District Recommendations

1. Revise the statements of purpose in the LUO to more accurately reflect this Plan.
2. Revise uses in each district to be consistent with goals of preserving rural character, promoting agriculture and forestry, outdoor recreation, and other natural resource-based uses.

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3. Consider mechanisms to limit the intensity of uses that may negatively impact agriculture and forestry or place an undue burden on Town infrastructure and services. (e.g., limits on size of subdivisions, larger subdivisions must set-aside some open space and address impacts on Town roads, limits on size and intensity of other uses).
4. Revise dimensional standards and performance standards to be consistent with this Plan.
5. Revise planned unit development and conservation subdivision design provisions to provide more incentives for use of these tools to promote preservation of open space, important farm and forestland and other important natural resources.
6. Consider proposed redistricting described elsewhere in this Plan to encourage and support land uses consistent with the Vision and land use goals.²⁰
7. Other recommendations particularly important to these rural districts are included in the following sections: Chapter 5 Agriculture and Forestry, Chapter 4 Natural Resources and Chapter 8 Parks, Recreation and Open Space.

Critical Natural Resources

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

Critical natural resource areas are comprised of one or more of the following: 1) shoreland areas; 2) large habitat blocks; 3) multi-function wetlands; 4) essential wildlife habitats and threatened, endangered, and special concern species [bald eagle nests, wood turtle habitat, etc.]; 5) significant wildlife habitats [mapped high-moderate value waterfowl and wading bird habitat, high-moderate value deer wintering areas and significant vernal pool habitat]; 6) significant freshwater fisheries habitat (Salmon and brook trout) and 7) 100-year floodplains.²¹ Most of these areas are displayed on maps within the Comprehensive Plan. The Plan makes reference to the Beginning with Habitat Maps, as well.

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

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

Critical natural resources are also conserved within the Peaks Kenny State Park, the Bud Leavitt Wildlife Management Area, the Northeast Wilderness Trust, and other conserved land. Habitat for important fisheries, such as Atlantic salmon and brook trout, receive protection through Shoreland Zoning, as well as best

²⁰ *The existing rural areas allow a very broad range of land uses, some that are inconsistent with the goals of these districts. Creation and expansion of growth area districts for commercial and industrial uses is designed to encourage many commercial and industrial activities in these areas as opposed in designated rural area districts. The Hamlet Districts accommodate existing clusters of homes and other neighborhood uses.*

²¹ *Maine's Growth Management Act defines "Critical natural resources"*

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management practices by the public works employees and certified contractors working in shoreland areas. Education on protection of important and critical natural resources includes information and activities through the University of Maine Cooperative Extension and the Piscataquis County Soil and Water Conservation District (both have offices in Dover-Foxcroft). The Sebec Lake Association and water quality monitors also provide protection to critical natural resources.

Capital investments associated with critical natural resources include grant funding and collaboration to identify and remediate problem areas, such as Brownfields Projects, wastewater system upgrades, addressing erosion and sedimentation associated with boat launches, bridges and roadways, and improvements to public access to water bodies.

Critical Natural Resource Recommendations

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

Other Land Use Recommendations to Consider

1. *New Energy and Communications Uses*

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

2. *Other New Uses*

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

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3. *High-impact Uses; Mega Projects*²²

- a. Develop a permitting process and standards to address large, high-impact uses, such as industrial-scale water extraction, large wind farms, major chemical pipelines or power transmission line corridors, and major utility/transportation corridors to include both public and private sector projects. If federal and/or state law preempts local regulation, the Comprehensive Plan and Ordinance standards can be used to advocate for the Town's concerns in negotiations and the federal and state permitting process.
- b. Require, or strongly recommend that developers hold community meetings to get input prior to submitting an application. Public input should be recorded and submitted to the Town.
- c. Require, or strongly recommend that developers meet with local officials, the state and other potentially involved entities to get input prior to submitting an application. Input from these meetings should be recorded and submitted to the Town.
- d. Require that developers submit all federal and state application materials and provide copies of permit approvals, as applicable. The Town should consider participating in, or coordinating with state and federal permitting processes (e.g., interested parties, interveners).
- e. Require at least one preapplication meeting with Town staff to consider sketch plans for the proposed project, application requirements, the need for economic and environmental impact studies, and potential impacts fees, mitigation and community benefits, and other concerns.
- f. Require coordination with other impacted communities, including participation in the state permitting process. Joint participation as interested parties or interveners with other impacted communities might be beneficial to the Town from the perspective of effectiveness and cost.
- g. Require that developers provide funding so the Town can retain the legal and technical expertise necessary to review the application.
- h. Develop land use standards to adequately address Town concerns such as: 1) overall consistency with the Vision and the recommendations of this Comprehensive Plan; 2) impacts on existing and future land uses; 3) impacts on the local economy, including attractiveness for future development consistent with the Vision; 4) impacts on citizens' ability to earn a living; 5) impacts on community character, such as cultural heritage, social atmosphere, scenery, recreational opportunities and overall enjoyment of the community; 6) impacts on public facilities and services, such as emergency services (e.g., fire, police, ambulance, hospital, evacuation routes), and overall access to government services; 7) impacts on the transportation system including state and local roads; 8) impacts on downtown businesses and activities; 9) impacts on existing businesses and industries; 10) impacts on agriculture, forestry, outdoor recreation and tourism; 11) impacts on property values and the property tax base; 12) impacts on air and water quality, and other environmental concerns, such as noise and light pollution; 13) impacts on the natural environment, such as the Piscataquis River, Sebec Lake and other water bodies, groundwater resources, public water supplies, wildlife and fisheries habitats, and other unique and important habitats; 14) and impacts on overall health, safety and welfare.
- i. Since these uses may not be specifically allowed in any district, consider the use of planned development districts or provisions,²³ which if approved become land use districts in the Land Use

²² *These types of projects are regulated at federal and state levels, often by multiple agencies, such as the Federal Energy Regulatory Commission, U.S. Army Corps of Engineers, and the Maine Department of Environmental Protection.*

²³ *Examples:*

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

2) *Planned Development District (PDD). Planned development districts are intended to allow flexibility in development and encourage the use of innovative site planning techniques resulting in developments with improved design, character, and*

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Ordinance. There could be Mega Planned Development Districts and Major Planned Development Districts to provide flexibility for mixed use development, such as in the Downtown District.

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

3. Other Recommended Revisions

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

quality which preserve natural and scenic open spaces. A PDD is characterized by a plan that may incorporate housing of different types and densities and compatible commercial, institutional, and industrial developments. Furthermore, a PDD allows for the establishment of dimensional and use requirements unique to the property to accommodate flexibility in the arrangement of uses within the project for the general purpose of promoting and protecting the public health, safety, and general welfare.

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

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Table 9-2 Recommended Land Use Ordinance Provisions: Growth and Urban Development Areas			
Districts	Commercial (COM)	Light Industrial (LI)	Industrial (I) (New)
Purpose (summary)	Accommodate commercial uses requiring more space and highway access, but with efficient use of land and infrastructure.	Accommodate business, light industrial, airport & related uses. Limit residential and other conflicting uses. Efficient use of land and infrastructure important.	Accommodate existing industrial uses; allow expansions and new medium-heavy industries. Limit residential and other conflicting uses.
Location	W. Main St. area, encourage development of back land, consider extension of district along W. Main	Pine Crest Business Park and Airport area	Pleasant River, Landfill Road Log Yard & Transfer Station areas
Min.lot size -sewer; no sewer	15,000 sf.; 20,000 sf.	40,000 sf.; 60,000 sf.	1 acre; 2 acres
Min. area/unit	N/A	N/A	N/A
Min. lot width -sewer; no sewer	50 ft.; 100 ft.	50 ft.; 100 ft.	50 ft.; 100 ft.
Setbacks - front/side/rear -sewer; no sewer	10'/10'/10'; 20'/20'/20'	10'/10'/10'; 20'/20'/20'	20'/20'/20' ; 20'/20'/20'
Maximum lot coverage	90%	90%	80%
Maximum build. height	35 ft.	45 ft.	45 ft.
Permitted Uses: Limited Review with Basic Standards (examples)	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses	Small expansions of existing conforming uses with very limited increase in intensity, signs, essential uses, forestry
Special Exceptions/ Conditional Uses with Site Plan Review (examples)	Home occupations, day care, nursing home, commercial complex, offices, restaurants, retail, services, auto & equipment services, greenhouses, banks, indoor entertainment, motels, kennels, light manufacturing, warehouses	Business and light industrial uses, convention center, hotel, fitness center, business complex, medical facility, research facility, light manufacturing, repair services, wholesale, commercial daycare/school, airport uses	Industrial uses, manufacturing, recycling, solid waste transfer station, demolition waste disposal
Prohibited Uses (examples)	Uses incompatible with highway commercial uses, new residential, some agriculture & industrial uses	New residential, nursing home, and other incompatible uses	New residential, nursing home, and other incompatible uses

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Table 9-3 Recommended Land Use Ordinance Provisions: Rural Areas		
Districts	Rural Residential (RR)	Farm and Forest (FF)
Purpose (summary)	Accommodate rural homes, home occupations, agriculture, forestry & other natural resource-based uses. Allow value-added agricultural & forestry uses & other uses that do not negatively impact rural character and rural uses.	Accommodate rural homes, home occupations, agriculture, forestry, and other low intensity natural resource-based uses. Allow value-added agricultural & forestry; protect agriculture & forestry from incompatible uses.
Location	Rural area surrounding nearly all the urban area	Outlying rural area
Minimum lot size	2 acres*	2 acres*
Minimum area per housing unit	1 acre*	2 acres*
Minimum lot width	200 ft.*	200 ft.*
Setbacks – front/side/rear	25'/15'/50'*	25'/15'/50'*
Maximum lot coverage	25%*	25%*
Maximum building height	35 ft.	35 ft.
Permitted Uses: Limited Review with Basic Standards (examples)	1&2 family homes, mobile homes, home occupations, small expansions of conforming uses, signs, essential uses, agriculture, forestry	1&2 family homes, mobile homes, home occupations, small expansions of conforming uses, signs, essential uses, agriculture, forestry
Special Exceptions/ Conditional Uses with Site Plan Review (examples)	Mobile home parks,** multifamily, value-added uses (See Farm and Forest District); golf courses, other commercial, light industrial, public/semipublic uses that do not detract from rural residential neighborhoods and rural character. Conservation subdivisions.	Value-added and uses related to agriculture, forestry & outdoor recreation (e.g., retail sales of produce, small-scale processing of products, agritourism, nature-based tourism, parks, veterinary services, and equipment repair). Conservation/small subdivisions, sand & gravel extraction.
Prohibited Uses (examples)***	Extractive industry, commercial complex, heavy industry, demolition/waste disposal and high-intensity uses that might be appropriate elsewhere	High-intensity uses (large multifamily development, commercial complex, heavy industry) that stress outlying public roads and emergency services, and do not need to be located in these areas. Uses that provide conflicts for agriculture and forestry should also be discouraged.
Notes: *Density bonuses for conservation subdivision designs. ** Special standards for mobile home parks (where allowed) consistent with state statute. ***Some prohibited uses might be allowed under certain circumstances, if they are compatible with existing uses and district goals.		

Chapter 10 – Ten Year Capital Investment Plan

Overview

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

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

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

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

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

Goals

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

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

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Policies

1. Improve the community's fiscal health by working to grow and diversify the property tax base.
2. Finance existing and future facilities and services in a cost-effective and affordable manner.
3. Continue multi-year capital improvements programming to prioritize and fund necessary capital improvements, to facilitate use of a broad range of funding mechanisms, and to minimize drastic changes to local property taxes.
4. Continue to seek out-side sources of funding, such as through the state and federal programs and private sector contributions.
5. Balance the need to adequately provide services and maintain Town assets (e.g., roads, bridges, buildings) to keep from falling behind while controlling property tax increases.²⁴
6. Maintain an appropriate balance between providing public infrastructure to encourage development and having new development pay its own way in providing the infrastructure it requires.

Implementation Strategies

1. Overall Fiscal Health

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

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

2. Capital Improvements Programming

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

²⁴ *Property tax increases are limited by LD 1 An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels (enacted 1/20/05). The purpose is to keep the percentage growth in taxes below the percentage increase in personal income. The tax cap is applicable to state, county, and local governments.*

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

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

3. Transportation Management System

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

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

4. Equitable Sharing of the Costs of Development

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

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

5. Regional Coordination and Collaboration

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

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

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6. Growth-related Investments

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

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

Ten-year Capital Investments Summary

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

It must be noted that the Town has not been able to adequately fund capital needs due to fiscal constraints associated with very minimal growth of the tax base, cuts to municipal revenue sharing and state aid to education, LD 1 limitations,²⁵ and a stagnant economy that has limited citizens' ability to pay higher taxes. As a result, many of the capital investments displayed in Table 10-1 represent an effort to maintain the existing infrastructure without falling too far behind. Most of these capital investments are located in urban and growth areas, where most of the Town's infrastructure is located, with the major exception of rural roads.

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

²⁵ LD 1 An Act to Increase the State Share of Education Costs, Reduce Property Taxes and Reduce Government Spending at All Levels (enacted 1/20/05). The purpose is to keep the percentage growth in taxes below the percentage increase in personal income. The tax cap is applicable to state, county, and local governments.

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

²⁶ Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.

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Table 10-1 Ten Year Capital Investment Plan (Continued from prior page) (Projects are not prioritized in any particular order)			
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget ²⁷	Priority and Funding Options
Town Airport*	Update Airport Site Plan and site improvements*	Not funded, cost unknown	Low priority unless a demonstrated need Funding: federal/state funding often available
Town Cemetery Department	Equipment: crew cab truck, gator, movers, utility trailers, overhauls, etc.	\$10,000/yr.	Necessary/ Funding: capital budget
	Shop maintenance and repair	\$4,000/yr.	Necessary / Funding: capital budget
	Unfunded: New/reallocated cemetery space for cremations and green burials	Not funded, cost unknown	Very desirable, potentially low cost Funding: capital budget
Town Parks*/ Recreation Department and Other partners	Fairgrounds (field, lighting, rink buildings), Morton Ave field improvements*	\$8,800/yr	Very desirable Funding: capital budget
	Downtown walking routes, signage, pocket parks, etc.*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
	Browns Mill Park improvements (e.g., benches, picnic tables, gazebo, amphitheater)*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
	Riverfront Walk improvements (e.g., portable toilets, exercise stations, landscaping)*	Not funded, cost unknown	Medium priority for staff resources, high for grants Funding: grants, in-kind, volunteers, fundraising
State, Bureau of Parks and Lands	Improve access to water bodies: Branns Mill Pond boat launch parking; expand access to Sebec Lake	Not funded, cost unknown	Medium for staff resources, high for grants/state funds Funding: State, grants
Snowmobile & ATV Clubs / Trails	Trail and clubhouse improvements, including trailhead parking for Maine's Four Season Multi-use Trail	Not funded, cost unknown	Limited staff resources, high priority for grants Funding: state grants, registration reimbursements, donations, grants
Town Street Lighting (potential)	Upgrade to more energy efficient lighting*	Not funded, cost unknown	High priority/ Funding: existing budget, grants (e.g., Efficiency ME)
Thompson Free Library*	Lighting improvements, upgrade meeting room, new heating system*	Not funded, cost unknown	High priority for grants/ Funding: Thompson Trust Fund, grants, donations, fundraising
Note: *Indicates projects that are primarily or entirely located within the urban area and/or other growth areas.			

²⁷ Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.

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Table 10-1 Ten Year Capital Investment Plan (Continued from prior page) (Projects are not prioritized in any particular order)			
Entity/Facility/ Project	Description of Identified Capital Project (includes budgeted and unfunded projects, as shown)	Ten-Year Budget ²⁸	Priority and Funding Options
Dover-Foxcroft Water District*	Improve service & efficiencies: continue replace/upgrade mains, repair/upgrade hydrants, upgrade treatment plant & sludge handling, upgrade alarm system, GIS system, replace computers, trucks, etc.*	\$200,000/yr.	Necessary, limited staff recourses (district) Funding: capital accounts, federal and state grants and loans, user fees
Dover-Foxcroft (Town) Wastewater Department*	Upgrade of lagoons (#2 & #3) aeration systems for electricity conservation, upgrade equipment in the grit building, upgrade/replacements of storage building heating system, driveway paving*	\$12,000/yr.	Necessary Funding: capital accounts, federal and state grants and loans, user fees
Stormwater Infrastructure (State & Town)*	Upgrade based on assessment to determine needs, costs, and priorities. Coordinate with road projects.*	Not funded, cost unknown	High priority for grants, limited staff resources. Funding: state, federal emergency management funds, grants, town funds, etc.
Town Transportation Infrastructure	Road and bridge improvements based on multi-year capital plan – amount shown is just for pavement preservation, does not address gravel roads	\$400,000/yr. (proposed to begin in 2016)	Necessary, critical in many locations Funding: State, capital budget, bonding, grants, etc.
	Sidewalks (urban area) – (also see downtown below)*	Not funded Cost unknown	Desirable, ongoing maintenance necessary to maintain existing sidewalks Funding: capital budget, loans, etc.
State Transportation Infrastructure	Major upgrade: Route 7 (Dexter Road) Major upgrade: East Main St. & Bangor Rd. to Pine Crest Business Park (see Downtown improve. below)* Reconfiguration of South & East Main St. intersection* Gateway signage along Guilford & Milo Roads Katahdin Trail Byway signage & improvements Pedestrian & bicycle amenities – wider shoulders, etc.	State Funding Responsibility	Very high priority for state highways, particularly downtown; medium for signage, unless state or grant funding is available, then high; high/medium for staff involvement Funding: state, grants (downtown economic development)
Note: *Indicates projects that are primarily or entirely located within the urban area and/or other growth areas.			

²⁸ Budgeted amounts based on 6 year capital budget; these amounts may or may not be sufficient over the long term.

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

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Appendices – Maps

Map 1 Location

Map 2 Labor Market Areas

Map 3 Historic and Archeological Resources

Map 4 Historic District Inset

Map 5 Water Resources

Map 6A Important Habitats and Natural Areas

Map 6B Undeveloped Habitat Blocks, Habitat Connectors and Conserved Land

Map 7 Farmland and Forestland

Map 8 Community and Recreation Facilities

Map 9 Community Facilities Inset

Map 10 Recreation Facilities Inset

Map 11 Water and Sewer Systems

Map 12 Transportation

Map 13 Transportation Inset

Map 14 Sidewalks, Parking Lots, and Traffic Lights

Map 15 Land Cover

Map 16 Land Use (Land Use Ordinance Districts)

Map 17 Land Use Inset (Land Use Ordinance Districts)

Map 18 Shoreland Zoning

Map 19 Future Land Use

Map 20 Development Constraints

Map 21 Soil Potential for Low Density Development