

1969

Bangor, Maine: Comprehensive Plan Summary 1969

Bangor, Maine Planning Board

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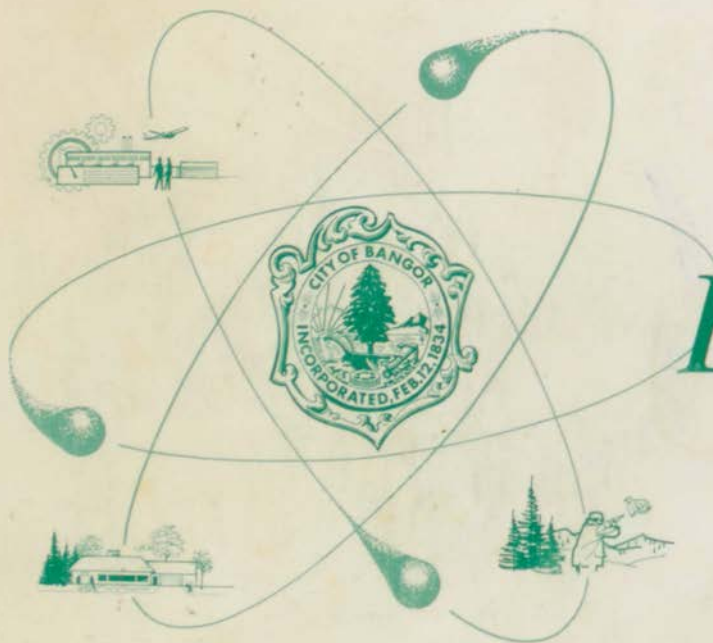
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BANGOR, MAINE

Comprehensive Plan Summary

Bangor, the center of Maine--the Gateway to Maine's North Woods and Seaboard Resorts

CARL J. KOSOBUD
PLANNING DIRECTOR



City of Bangor, Maine
PLANNING DEPARTMENT

To the Citizens of Bangor:

It is our privilege to present herewith the revised Comprehensive Plan for the City of Bangor.

In view of the significant economic, social, and physical change expected to occur in Bangor and the surrounding urban area during the next twenty-year period, we regard a sound long-range plan for guiding urban improvement, growth, and development as essential to our community well-being. Therefore, we emphasize the importance of general recognition and official sanction of the goals and objectives set forth herein.

Although the Comprehensive Plan cannot be all things to all people, due weight and consideration has been given to all factors which might affect the economic, social, and physical development of our community so that the ultimate plan would be as broad, inclusive, and realistic as possible in serving the interests, needs and desires of all of the people of Bangor. Only the key planning elements are presented in this report; further detail on any phase of the plan is available at the office of the Bangor Planning Department.

The Board is grateful for the active support and participation of Merle F. Goff, Bangor City Manager; Joseph R. Coupal, former City Manager; Richard J. Wengraf, Resident Planner and general coordinator of the project; the consulting firms of Adams, Howard & Opperman, Wilbur Smith Associates, John E. Marshall, Malcolm Pirnie Engineers, and James W. Sewall Co.; Professors David Clark and John Coupe of the University of Maine; the City administrative staff, particularly the Bangor Planning Department; the Technical Reviews Committee; and the many other committees, agencies, and individuals representing both public and private sectors of the community, the region, and the State, all of whom gave generously of their time and effort in the development of the Plan.

We trust that you will agree that the long-range plan is comprehensive, practical and progressive in its relation to the needs and resources of our community. We urge your recognition and endorsement of the revised Comprehensive Plan, and further, we ask your resolute commitment to the principles and concepts herein as a firm foundation upon which to build a healthy, happy, and prosperous community.

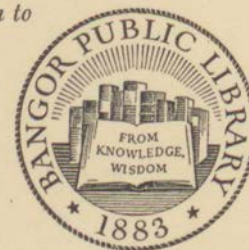
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PLANNING BOARD

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THE PREPARATION OF THIS REPORT WAS FINAN-
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TANCE PROGRAM AUTHORIZED BY SECTION 701 OF
THE HOUSING ACT OF 1954, AS AMENDED, AND BY
THE MAINE STATE PLANNING OFFICE.

Given to



by

Bangor, Me. City
Planning Board

BANGOR, MAINE

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CHAPTER I

Introduction



BACKGROUND FOR DEVELOPMENT

In the ageing American city, increasing complexities of modern society and weight of expanding population have compounded economic, social, and environmental ills which are reflected in all facets of urban life--congested streets, deteriorating housing, polluted water and air, over-crowded schools, inadequate recreational facilities, isolation of the poor. The problems are not always new but are rapidly reaching an intensity and totality of over-whelming proportions. In these respects, Bangor is not substantially different from any other city, size notwithstanding.

The first official attempt to guide Bangor's physical development occurred in 1940, with adoption of a Zoning Ordinance. In 1948, growing concern over development problems led to the establishment of a City Planning Board and Planning Department, assigned the immediate task of preparing a Master Plan, completed in 1951.

With urgent need for revision of the 1951 Master Plan, Bangor began in 1965 its so called "701 Plan" subsidized by a Federal Grant under Section 701 of the Housing Act of 1954, and under the auspices of the Division of Planning, Maine Department of Economic Development.

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Six distinguished consultants were authorized to undertake intensive studies relative to their particular fields. Individual analyses and recommendations of these consultants were fundamental to the revised Comprehensive Plan as assimilated by the Bangor Planning Department. Consultants and their field of study or respective reports are as follows:

1. Adams, Howard & Opperman, Planning Consultants, Cambridge, Massachusetts; represented by Richard J. Wengraf, Resident Planner and general coordinator of the 701 planning program, land use plan and preliminary modification of codes and ordinances.
2. John D. Coupe, David H. Clark, College of Business Administration, University of Maine. "The Bangor Area Economy - Its Present and Future"
3. Wilbur Smith and Associates, Consulting Engineers, New Haven, Connecticut; represented by Roger Chandler, Traffic Engineer. "Transportation and Parking, Bangor, Maine"
4. John E. Marshall, Educational Consultant, Belmont, Massachusetts. "School Building Needs 1967-1985"
5. James W. Sewall Co., Old Town, Maine; represented by Guy T. Lewis, Chief Sanitary Engineer. "City of Bangor Sewerage Requirements"
6. Malcolm Pirnie Engineers, Consulting Civic and Sanitary Engineers, White Plains, New York; represented by Ernest W. Whitlock. "Report on Water Supply, City of Bangor, Maine"

The Bangor of tomorrow can provide a more desirable environment through good design and proper development if all of its people have the courage and conviction to admit that the time to begin has long since passed--that such a community is possible and that collectively, they are capable of securing it. Planning goals and objectives cannot be achieved without complete understanding and active support. A Comprehensive Plan must force the community to deal effectively with economic, social, and physical ills arising from past apathy and neglect, and to plan wisely for the future, knowing full well that the greatest plan conceived today will not be adequate tomorrow.

Bangor now stands at the crossroads. The challenge is to evolve a policy of decision-making and subsequent action that will ultimately create better conditions and increased satisfaction for the City's population, individually and collectively; thus, the common denominator in approaching Bangor's problems is planning.

Planning is a continuing process of guiding, directing, molding, and shaping both a physical plan and a policy plan in a continuous effort to improve the community environment through rational analysis and sound decision making. This involves conceiving, adjusting, and broadening long-range objectives for community growth and, finally, developing the ways and means of achieving these objectives in an orderly and realistic manner. Thus the purpose of planning is to guide and control municipal development by formulating and administering proper plans and ordinances, through coordination of the many and varied activities, interests, ideas and specialties of municipal departments and boards.

The Comprehensive Plan is the basic element of physical planning. It sets the basis of policy relating to land use, traffic and transportation, schools and other community facilities, space relationships, and general physical development of the city. To the Comprehensive Plan will be added the day to day decisions of officials and politicians, who may either support or reject the basic philosophy of the Plan, but in either case they mold and modify it. Thus, the Plan should aid in educating the public and municipal officials as to the basic need for planning in achieving orderly and efficient municipal operation and community development. In brief, the purpose of the recommendations of the Comprehensive Plan are for general improvement of the community environment.

Presented in this summary, as concisely as possible, are the major recommendations of the Comprehensive Plan. In addition to the Plan, but based on its general guidance, there will be in the future numerous detailed plans.

GOALS & OBJECTIVES

Broad, long-range policies essential to guide and control Bangor's future growth are embodied in the following:

1. To create a desirable, orderly, and harmonious urban environment which will advance the general welfare of the community and stimulate the individual to his highest potential.
2. To create a healthy and attractive environment by setting the highest possible standards for living conditions and by planning future development and redevelopment.
3. To create an economically sound community by providing favorable climate for commercial and industrial activity, and by encouraging stable and progressive economic development.
4. To preserve, protect, and enhance the historical, cultural, and natural resources of the community for the benefit of residents and society as a whole, and to preserve the values that establish the desirable quality and unique character of the community.
5. To promote coordinated and economic use of land, public and private, in a manner that will induce an orderly and harmonious development and create the highest quality of urban environment.
6. To maintain proper interrelationship of various elements of community development--land uses, circulation routes, public and semi-public facilities--in the best interests of the total community.
7. To coordinate the growth and development of Bangor with that of neighboring communities through active support of regional planning concepts.

8. To emphasize development of human resources as one means of solving urban problems.

While the preceding are broad and general in nature, there are specific areas of importance to long-range basic goals.

9. To eliminate pollution of streams through continued development of sewer systems and pollution control practices so that future generations may appreciate the beauties and recreational opportunities inherent in the City's natural waterways.
10. To acquire and utilize natural waterways, drainage ways, and marsh areas for conservation and recreational development, and to provide and preserve adequate open space.
11. To promote economic stability and encourage physical improvement in the commercial core area so that it may continue as the center of business activity and economic heart of the community.

CHAPTER II

Economics



Community Economics

A detailed study of existing economic factors, as well as future economic capacity is essential in developing Bangor's Comprehensive Plan. A knowledge of the nature of our economy and employment is necessary in order to evolve the potential requirements for land and services and to determine the ability of the economy to support future community and area wide growth. The study made of the greater Bangor area resulted in recommendations intended to guide future action and aid in projecting the growth and development patterns for the total community.

Economic growth has been through the enlargement of existing wholesale and retail business, but even with expanding markets, more efficient methods are reducing employment demand. Future growth, therefore, must be supported by economic expansion. It is clear that the economy of the past, lacking in diversified employment opportunity, cannot slow the active migration of younger people who require such opportunities.

The Present Economy

The basic sources of income and jobs in the area are the "prime movers" of the economy--those industries which sell goods and services outside the area, and therefore, bring dollars into the area. Other sectors of the economy are, in a sense, purely local. Although they are important, their economic health depends upon the condition of the prime movers.

The prime movers of the present economy of the Bangor area have been:

- higher education
- the paper industry
- the leather industry
- the textile industry
- wholesale, retail, and service firms
- Dow Air Force Base

Most sectors of the economy are in good health and some growth is likely. The closing of Dow, which had over 4,500 men and an annual payroll of \$20,000,000, resulted in the removal of about \$8.9 million in annual personal income (all "new dollars" from outside) from the economy, elimination of 1,500 to 1,900 jobs available for the local labor force, and removal of approximately 1,000 persons from the labor force. Personal income loss is about seven percent of the area total, and net loss of 500 jobs represents about a two percent increase in unemployment. Also, closing of the Base causes indirect unemployment, resulting from loss of local spending.

However, factors in Bangor's situation indicate the income and employment impact of the closing of Dow Air Force Base can be offset by reasonable growth in the rest of the economy.

Resources of the Area

The labor force is one of the most important resources in any community. In 1960 there were 25,597 employed civilians living in the Greater Bangor Area. The occupational distribution reflects the types of industry and the type of work that exists in Bangor. The Bangor area has relatively more professional, technical, managerial, clerical, and sales personnel than the State of Maine, and relatively fewer semi-skilled workers, farmers, and farm laborers.

In general, the average educational status in the area is higher than that of the State of Maine, New England, or the United States. The median school grade completed for males and females 25 years old and over was 12.0 in the Greater Bangor area and 12.2 in the City of Bangor.

Because of this background the labor force is highly trainable for new jobs. Increased migration from outside the area and higher participation rates, especially among women, could increase the labor force, indicating that it is somewhat flexible.

In many cases industrial growth occurs where research, service, and educational facilities exist.

The Bangor area has a significant amount of these resources. There is a good variety of businesses involved in research and supporting services involved with management, chemistry, engineering, psychology, industrial relations, and other fields, as well as extensive resources for research and consulting services at the University of Maine. The University encourages its faculty to participate in such programs, but these resources have not been used to capacity. The active and expanding nature of higher education, including technical training, in the area should help attract new industries and support the economy.

Industrial Sites. Availability of the former Base adds another dimension to potential development. In addition to increasing available commercial and industrial land, the advantage of a jetage airport, with rail service and improved interstate highway service offers superior potential for new technological industries of the future.

OCCUPATION OF EMPLOYED CIVILIAN LABOR FORCE BY AREA, 1960

Occupation	Greater Bangor Area ¹ Number	%	Area Surrounding Number	GBA ² %	Maine Number	%
Professional, Technical, Managerial, Proprietary	6,188	24.2	4,058	16.3	58,827	17.8
Clerical & Sales	6,027	23.5	3,271	13.2	58,122	17.6
Farmers & Farm Managers	159	.6	1,257	5.1	8,084	2.4
Craftsmen, Foreman (Skilled)	3,594	14.0	3,708	14.9	47,502	14.3
Operatives (Semi-Skilled)	4,039	15.8	6,603	26.6	80,746	24.4
Farm Laborers	212	.8	776	3.1	6,667	2.0
Non-Farm Laborers (Non-skilled)	1,043	4.1	2,147	8.6	22,815	6.9
Other Employed Persons	4,335	16.9	3,028	12.2	47,821	14.5
TOTAL	25,597	100.0	24,848	100.0	330,584	100.0

¹Source: U. S. Census.

²Area within 35 mile radius of Bangor using towns (not included in Bangor Area) which had a total Civilian Labor Force of 100 or more persons. Source: U. S. Census.

EMPLOYMENT IN GREATER BANGOR AREA BY SECTOR, 1963,
AND PROJECTED EMPLOYMENT: 1970, 1975, 1980, 1985

	1963	%	1970	%	1975	%	1980	%	1985	%
Contract Construction	1322	4.9	1193	3.9	1131	3.5	1075	3.1	1025	2.8
Food & Kindred	564	2.1	622	2.0	633	1.9	670	1.9	706	1.9
Textiles	577	2.1	506	1.7	461	1.4	415	1.2	370	1.0
Lumber	174	.6	335	1.1	321	1.0	307	.9	300	.8
Paper	1400	5.2	1349	4.4	1237	3.8	1127	3.3	1033	2.8
Printing	312	1.2	286	.9	284	.9	280	.8	276	.8
Leather	2103	7.8	2462	8.1	2421	7.4	2363	6.8	2290	6.3
Other Manufacturers	298	1.1	335	1.1	350	1.1	364	1.0	376	1.0
Transportation & Utilities	2400	8.9	2342	7.7	2501	7.7	2650	7.7	2794	7.7
Wholesale	1826	6.8	2069	6.8	2239	6.9	2414	7.0	2599	7.1
Retail	4453	16.5	4449	14.6	4715	14.5	4964	14.4	5208	14.3
Higher Education	2391	8.8	4508	14.8	5979	18.3	7364	21.3	8669	23.8
Hospitals	818	3.0	911	3.0	971	3.0	1028	3.0	1082	3.0
Service & Finance	2687	9.9	2700	8.9	2760	8.5	2797	8.1	2820	7.7
Local Government	2413	8.9	2561	8.4	2736	8.4	2911	8.4	3094	8.5
Electronics	0	0	1500	4.9	1500	4.6	1500	4.3	1500	4.1
Other Local ¹	3326	12.3	2350	7.7	2350	7.2	2350	6.8	2350	6.4
TOTAL	27064	100.0	30478	100.0	32589	100.0	34579	100.0	36492	100.0

¹Agriculture, other manufacturing, nonagricultural self-employed, unpaid family workers, and domestics in private households.

Note: Percentages may not total 100.0% because of rounding.

Future Growth

Bangor is an important retail, wholesale, and service center for outlying communities. In some areas this activity would be considered non-basic; to Bangor, however, export sales are among the prime movers of the economy and will probably continue.

Projections indicate full employment for the local economy in 1970 continuing through the period studied. Expansion in the economy, then, will require either addition to the labor force or displacement of existing industry.

The leather industry will continue its present rate of increase, and predictions show 80% of the employment will be women in 5 to 10 years.

Pulp and paper is expected to become less stable and may decline without substantial expansion.

Textiles are projected to continue the present trend, with increases of sales but a decline of employment.

Higher education (post high school) is the most important export industry in the Bangor area. With the University of Maine, Husson College, Maine Vocational Technical Institute, Bangor Theological Seminary, Northern Conservatory of Music, and Beals Business School all anticipating continued growth, the economic impact of education will increase considerably. Employment in education will triple by 1985 to contain 23% of the labor force. Employment in other fields will increase largely as a result of the growth in education. Generally, therefore, growth will depend mainly on such factors as:

- overall demand in the national economy
- continuation as a trading center
- growth of markets in northern and eastern Maine
- expansion of manufacturing
- growth of higher education

Elements of the local economy point to some specific possibilities for "new" industries such as:

- electrical components plant
- medium size furniture plant
- machine coating operation at Eastern Paper
- paper machine at Penobscot Company
- machine tool firms
- lumber concentration yard
- air crew training, maintenance and freight

Factors Affecting the Future Economics

Diversification in the manufacturing sector is of prime importance. New export industries together with growth of existing export industries will be the prime movers in economic growth.

A Development Program for Bangor

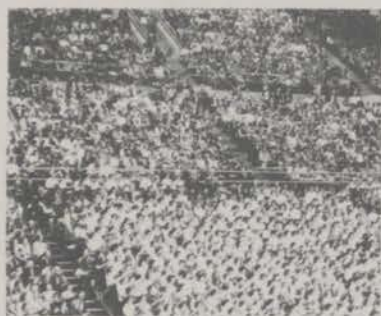
Bangor's basic goal for economic development should be development of a higher standard of living for all, through improved employment opportunities, not just more jobs. High quality, higher paying jobs affect the entire structure of the community and the region.

Bangor has been and will continue to be the central force in improving the economics of the entire region. To accomplish any degree of success the economic program must be area wide with centralized direction and coordination.

The basis for a sound economy is a program geared to Bangor's capabilities and goals for economic and environmental development--consistent with the total comprehensive plan.

CHAPTER III

Population



The Comprehensive Plan is designed to serve the community by maintaining the proper relationship between future population and its environment. Accordingly, all phases of the Plan are affected by the size and composition of future population which, in turn, is so closely interrelated with economic factors that population predictions often are more speculative than certain. Based on past population and economic trends, however, it is reasonable to assume that Bangor will experience the same slow, steady, population growth that has occurred since the great lumbering era of the 1800's, unless a substantial shift in the City's economic base should occur.

Bangor's population grew to slightly over 39,000 (a density of 27.1 persons per acre) before deactivation of Dow Air Force Base, and dropped to approximately 32,000 shortly thereafter. Military buildup accounted for the increase between 1950 and 1960. From 1960, when the accumulative military presence approximated 8,600 persons (22% of Bangor's population), the total remained fairly stable. Since the City has experienced a natural population increase (births vs deaths) it indicates a substantial out migration of people.

This population loss, due to out-migration, stems from a chronic economic problem which the City is making every effort to resolve. Since early days, Bangor has been primarily a regional distribution and marketing center, and, like many communities in Maine, has lacked the employment opportunities associated with industrial growth. The natural result has been a continuous out-migration of young people in search of more diversified and attractive employment elsewhere.

Analysis of Bangor's peak population indicates that approximately 35,700 persons resided in households; 1,434 Air Force personnel occupied dormitories within the confines of the Base; and the remainder of the total population (about 5%) occupied various private or institutional group quarters. Based on the estimated population in households, the number of persons under 18 years of age rose to almost 39% of the total population; among military families, a much higher percentage of 50% reflects the relative youth of Air Force families. While intermediate age-groups have shown a decline in recent years, the number of people in the 65 and older age-group has increased.

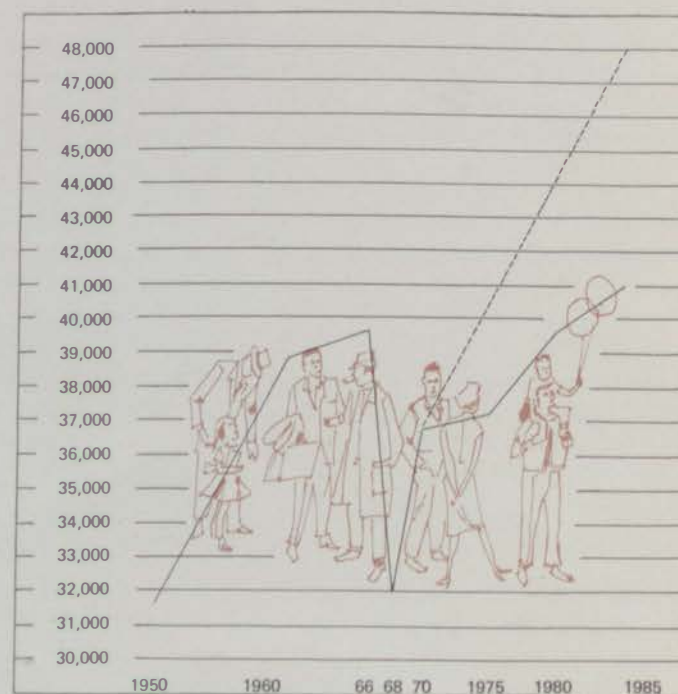
Military growth introduced "non-permanent population" as a significant element in the community. However, this trend will continue even after deactivation, due to presence of expanding higher educational institutions in Bangor.

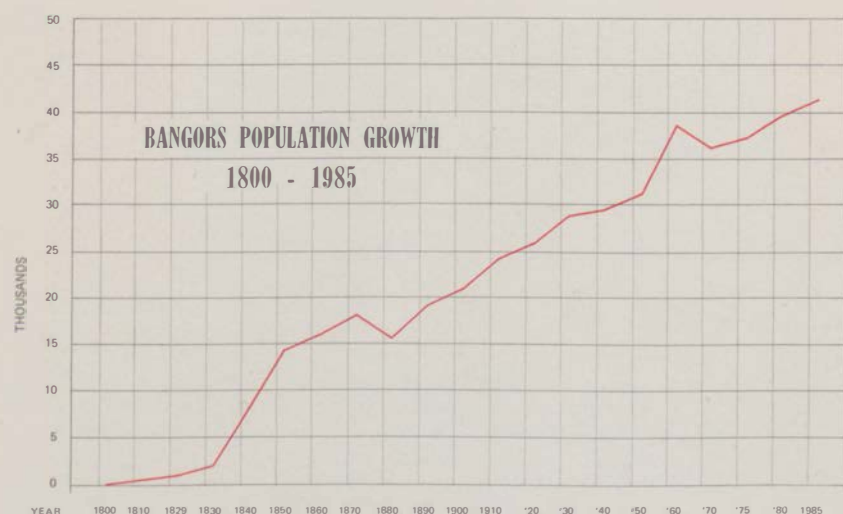
Community-wide efforts toward revitalization should ultimately produce an economic climate necessary to stimulate population recovery. Out-migration should decline so that permanent population will remain stable or even increase, and student enrollment will eventually increase non-permanent population beyond the present level. Assuming continuation of existing economic trends and a net decline of out-migration, it is projected that population will total approximately 41,000 by 1985, one-third more than the mid-1968 population.

It is possible that the growth and development potential of the Bangor area may be somewhat underestimated, so population increases might occur more rapidly than is projected. In view of considerable economic expansion resulting from Base development and other growth factors, it is not unrealistic that the projected 1985 population of 41,000 could be reached by 1975, and a population of 46,000 to 48,000 by 1985.

Whatever the change in the population, there will be proportionate change in the nature of the community, an important factor in considering future community planning. In Bangor, a radical shift of the non-permanent population to college oriented age groups will create special housing and recreational needs. A rising proportion of school-age children will necessitate expansion of school, playground, and recreational facilities, while substantial increase in the number of older persons will accentuate the need for housing and recreational facilities of a markedly different nature. A growing trend toward smaller families will also have direct bearing on housing needs within the community.

POPULATION
1950 - 1985 PROJECTION
ALTERNATE PROJECTION





It must be emphasized that the concept of future development of Bangor, as outlined in its Comprehensive Plan, must remain flexible to meet the changing needs of a changing population and maintain the proper adjustment between population and environment. If population growth should not occur in the proportions indicated here, the inevitability of growth cannot be ignored, and an effective community planning policy must react accordingly.



BANGOR'S TOTAL POPULATION, 1960-1985

POPULATION FACTOR		1960	1965	1970	1975	1980	1985
PERMANENT POPULATION	MALE	14,277	13,254	14,860	15,100	15,700	15,300
	FEMALE	15,142	14,813	16,490	16,500	17,500	18,200
	TOTAL	30,039	28,227	31,300	31,700	33,200	34,100
NON-PERMANENT POPULATION		1,419	10,045	5,500	5,900	6,000	7,000
TOTAL POPULATION		31,558	38,912	36,800	37,600	39,200	41,100

(Source: U.S. Census (1960, 1980 only))

Housing, particularly substandard housing, is a major problem. Relatively little new housing has been built, and the character of existing residential neighborhoods indicates an increasing need for rehabilitation. However, residents lack either financial capacity or incentive. In some areas many residential structures are basically sound although substandard because of age or obsolete facilities. Scattered throughout such areas are badly deteriorated structures which severely blight the neighborhood, and in an economic sense, adversely affect desire to improve sound structures. Then there are extremely blighted areas requiring large-scale clearance. These areas levy severe social and economic costs upon the balance of the City.

A detailed field survey of land use and housing conducted in the older, inner areas of the City revealed that approximately 4,500 substandard housing units (40% of a total housing supply of 11,358 units) currently exist in Bangor. This represents a considerable increase above the 1960 Census figure of 3,535 substandard units, indicating further aggravation of an already serious condition. The determination of housing condition was based on four principal factors; (1) age of structure, (2) condition of utilities, (3) adequacy of original construction, and (4) code standards. Admittedly, some of the units found to be substandard are structurally sound, but were so classified because of deficiencies in utilities. This portion of Bangor's substandard housing supply might be raised to modern standards through application of a serious code enforcement program; however, in many cases, it is not economically feasible to update such buildings to newer standards even though they may be structurally sound. The costs of modernization coupled with the enforcement of building codes and space utilization standards will be the levers to replacement of substandard housing with new modern, economical, and efficient units.

Another factor contributing to the housing problem was the increased demand for housing from military personnel during the growth of Dow Air Force Base. This situation created a market where a residential property owner could rent any available space at a handsome price.

With few new residential buildings, the abundance of large, old-fashioned single-family homes presented an ideal opportunity for conversion into income-producing apartment units. Consequently, indiscriminate conversion, most of poor quality, furnished the primary housing supply until two extensive Capehart Housing projects were constructed by the Federal Government, 1960-1964, as a last resort in ensuring sound, reasonably-priced housing for military families.

**CITY OF BANGOR
1985 ESTIMATED POPULATION
IN HOUSEHOLDS BY AGE AND SEX**

AGE	MALES	FEMALES
0 - 4	9.3	8.2
5 - 9	8.6	9.6
10 - 14	7.6	8.0
15 - 17	6.6	5.9
18 - 19	5.0	4.3
20 - 24	6.8	6.5
25 - 29	6.9	7.1
30 - 34	6.6	6.6
35 - 39	5.6	5.8
40 - 44	3.7	3.8
45 - 49	2.0	4.2
50 - 54	5.5	4.2
55 - 59	6.0	4.7
60 - 64	5.2	5.4
65 - 69	5.8	5.1
70 - 74	3.9	4.1
75 - 79	2.7	3.0
80 - 84	1.2	1.9
85+	1.0	1.6

GREATER BANGOR AREA, TOTAL POPULATION, 1960-1985

POPULATION FACTOR	1960	1965	1970	1975	1980	1985
PERMANENT POPULATION	98,800	81,100	84,000	86,300	88,000	74,000
NON-PERMANENT POPULATION	6,500	17,400	11,000	13,500	16,000	16,500
TOTAL	105,300	98,500	95,000	99,800	104,000	90,500

PERMANENT POPULATION BY AGE GROUPS, 1960-1985

AGE GROUP	1960	1965	1970	1975	1980	1985
0 - 4 YEARS	3,073	2,863	3,090	2,990	3,000	2,990
5 - 9	2,213	2,890	3,880	2,900	3,040	3,000
10 - 14	1,336	2,497	2,940	2,900	2,840	2,500
15 - 19	1,369	1,890	2,900	2,900	3,360	3,300
20 - 24	8,337	6,274	7,400	7,600	6,760	6,800
25 - 29	6,874	6,220	6,350	7,900	7,800	7,800
30 - 34	5,258	3,726	4,450	4,700	4,900	5,900
TOTAL	30,039	28,227	31,310	31,710	33,160	34,100

(Source: U.S. Census (1960, 1980 only))



It is incomprehensible that a community would long tolerate a housing policy which, in effect, subsidizes poor housing, for accumulative costs to the City would be far less to subsidize good housing and sound programs for social and environmental improvement. The alternative will be continued deterioration, decline of population and tax base as well as increased municipal costs. Although protective measures exist, Bangor is not fully utilizing its municipal powers to reduce, and gradually arrest, the deterioration of its housing supply. Recognizing the magnitude of the existing problem (and its economic and social repercussions) is one thing, but an effective assault on the problem is quite another. There has been some reluctance to initiate such an assault, but clearly the City cannot ignore economic considerations, both of the community and the individual. Neither can it afford (as has been the tendency in the past) to overlook the problem that exists.

DISTRIBUTION OF DWELLING UNITS

	Structures	Dwelling Units
Single Family	6,313	8,259
Single Family Mobile Homes	189	190
Two-Family	408	1,057
Multi-Family	310	1,559
Commercial, Mixed, Misc, and other	173	255
TOTAL	7,393	11,320

PERSONS PER OCCUPIED DWELLING UNIT

Persons/ Occupied Units	Percent of all Occupied Units in			Persons Living in these Units, 1985	Occupied Units Required 1985
	1950	1960	1985		
1 & 2	38	42	45	8,050	5,000
3 & 4	41	38	37	14,500	4,140
5, 6 & 7	18	18	16	9,600	1,750
8 or more	3	2	2	1,950	240
TOTAL				34,100	11,130

Adding an allowance of 5% for vacancies, it is estimated that a total of 11,750 dwelling units will be required by 1985, compared 11,197 found in the 1966 land use survey.

Major objectives of the Housing Policy:

To encourage upgrading of housing by the financially capable; assist those who cannot afford decent housing, with such assistance designed to stimulate recipients to become financially independent, thus minimizing public subsidy.

To implement serious code enforcement for improvement and preservation of residential property.

To ensure that all housing meets accepted standards of safety and decency--an obligation of a modern society.

To encourage Public Housing, both municipal and private.

To promote neighborhood and environmental improvement through better community facilities and services.

To eliminate adverse and detrimental conditions and non-conforming uses.

To revitalize the in-town, high density residential areas for housing the elderly, low-income and new families, thus benefiting the total community and stimulating downtown improvement.

To stimulate new concepts in housing, such as cooperatives, condominiums, garden apartments, and new techniques and materials.

To encourage, through zoning and housing policies, reconversion of multi-family units back to their original state as single-family dwellings.

Based on existing housing condition and speculation as to future housing and renewal programs, it is estimated that Bangor will need about 2,800 new housing units during the next 15 to 20 years, including project replacement units. The rate of need will be primarily dependent on the extent of government sponsored programs, effectiveness of code enforcement, population changes, and construction costs. If costs become prohibitively high, emphasis should be on rehabilitation rather than new construction.

Successful solution of Bangor's housing problem will depend on a comprehensive, flexible action program utilizing the full potential of the municipal government, civic organizations, professional groups, property owners, and residents, in conjunction with available Federal or State programs to aid in reducing the heavy burden on local real estate. Public measures alone have little effect in stemming the tide of blight without full participation, or even leadership, of property owners and residents of deteriorated areas. Municipal housekeeping efforts must be balanced by private property maintenance and responsible neighborhood housekeeping. To this end, municipal and administrative officials should continually solicit direct involvement of local charitable, civic, and social service agencies in neighborhood and environmental improvement programs.

EXISTING HOUSING SUPPLY, 1966, BY PLANNING AREA
Based on Land Use Survey, 1965-66

(Revised, February, 1968)

PLANNING AREA	NUMBER OF DU'S	NUMBER OF VACANT DU'S	NUMBER OF OCCUPIED DU'S
A	160	28	132
B	685	103	582
C	1052	74	978
D	1166	38	1128
E	379	13	366
F	546	8	538
G	1205	46	1159
H	1223	44	1179
J	1395	145	1250
K	751	32	719
L	324	7	317
M	818	18	800
N	2	0	2
O	1299	5	1294
P	46	10	36
Q	194	8	186
R	75	1	74
CITY WIDE			
TOTAL	11,320	580	10,740

CHAPTER V

EXISTING

Land Use



As the basis for development of a rational land use plan, the community must recognize existing land use problems, inter-relationship of various land use elements, relationship of these elements to the City's needs, and the effects of changes in the area's economics and social attitudes.

In many areas of the community, the mistakes and misjudgments of past development policy, whether accidental or deliberate, are blatantly obvious in haphazard, incompatible land use relationships. It is apparent that development policy based solely on expediency and economy creates extensive and costly problems for generations to come. A knowledge of both past and present trends in land use and land use philosophy is necessary, and careful analysis of these trends is vital to sound land use planning and formulation of policy.

LAND AREA OF USE
Land Use Survey 1965-66

Land Use	Acres	% of Total Area	% of Developed Area
Agriculture	1988.9	8.6	-----
Residential	2494.7	10.8	30.45
Commercial	509.3	2.2	6.21
Industrial	211.8	.9	2.58
Civic & Institutional	1459.7	6.3	17.81
Military	2285.3	9.9	27.89
Streets & Highways	1231.0	5.3	15.02
Vacant	12880.6	56.0	-----
	23061.3	100.	100.

Bangor's present physical development comprises approximately 14 sq. miles or 40% of the City's 36 sq. miles. Its population of 39,000 (prior to deactivation of Dow) is relatively small, but nonetheless is an urban community which has steadily increased in complexity for the past 130 years, constantly in the turmoil of change.

The relationship of population to various components of built-up areas of the city is distinct from other communities. Intensive land use occurs between the Penobscot River and Interstate Highway 95, stretching across the southern portion of the City's corporate territory. This built-up section includes most of the steep slopes rising from the Penobscot, north and west to the gently rolling plateau.

Typical of older American cities located near major waterways, Bangor's early commercial and industrial development was clustered around the confluence of Kenduskeag Stream and Penobscot River, a factor which through the years has created a continual conflict among elements of retail commerce, wholesaling, and industry. Thus the commercial core has developed as a confused and unsightly conglomeration of conflicting land uses. As the community grew, this "core" area expanded, particularly along major traffic arteries radiating from the City's center. This pattern has been modified somewhat by completion of the interstate highway system, whereby

BUILDING USE		
CATEGORY OF USE	FLOOR 000 SQ. FT	SPACE %
RESIDENTIAL USE	133,820	57.5
YEAR-ROUND FAMILY RESIDENCES (127,003)		
COLLECTIVE RESIDENCES AND SEASONAL (6,817)		
MANUFACTURING	4,934	2.1
TRANSPORTATION, COMMUNICATION, UTILITIES (EXCEPT CUSTOMER SERVICE OFFICES OR CORPORATE HEADQUARTERS)	6,392	2.8
RETAIL TRADE	20,033	8.6
WHOLESALE TRADE	14,809	6.4
BUSINESS, PROFESSIONAL, PERSONAL SERVICES; FINANCES; CUSTOMER SERVICE OFFICES AND CORPORATE HEADQUARTERS	14,236	6.1
GOVERNMENTAL, EDUCATIONAL, RELIGIOUS, HEALTH, CHARITABLE, AND CULTURAL SERVICES	29,706	12.7
AGRICULTURAL	937	.4
VACANT OR UNDER CONSTRUCTION	7,870	3.4
TOTAL	232,737	100.0

substantial commercial and industrial development has occurred along the Interstate and along thoroughfares leading to interchanges. Physical expansion of the commercial core is partially restrained by a ring of high density residential areas. However, there is increasing pressure by business interests to invade this residential fringe rather than to rebuild within the core area—a highly detrimental trend from a long-range planning and development standpoint. Beyond this fringe of once stately homes lie the newer residential neighborhoods of the City.

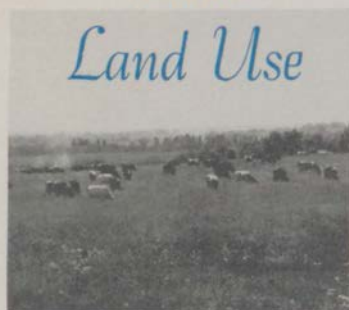
Vacant land, capable of being developed, is estimated to be about 12,000 acres, ample to accommodate anticipated future growth. Topography is, of course, a factor in future growth, but in Bangor it does not present a major obstacle. New development, however, will depend more on expansion of the City's sewer system.

As evidenced by the Existing and Proposed Land Use maps, Bangor will not be fully developed even within the period projected by this Comprehensive Plan. However, this should not imply that proper planning and utilization of land is not important now and beyond the Plan period.

CHAPTER VI

FUTURE

Land Use



Bangor's existing Land Use Plan is a mirror of the past, depicting patterns which evolved by chance and by choice from the community's beginning. The proposed Land Use Plan reflects land use patterns of the future, not only in context of what the City is expected to become through normal course of development, but what the City should become if it aspires to an ideal urban environment. This Plan must provide guidelines which will move the community toward pre-established long-range goals.

In today's technical and competitive world, Bangor must move forward; for if it stands still, its relative motion in a dynamically changing society is backward. By analyzing and projecting population, economy, transportation, schools, and community facilities on the basis of existing land use, a sound land use plan for the future can be evolved, for it is the changing nature of such factors that determine needs of the future.

Agricultural Land Use

Because agricultural or open areas serve as a land bank for future growth, it is important that changes from agricultural use occur only in accordance with the Proposed Land Use Plan. These changes should only occur at an appropriate time to avoid incompatible and uneconomical development and unnecessary pressure for expensive municipal services.

Residential Land Use

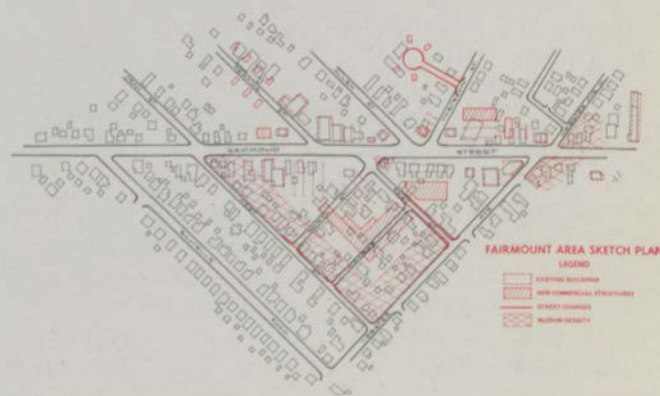
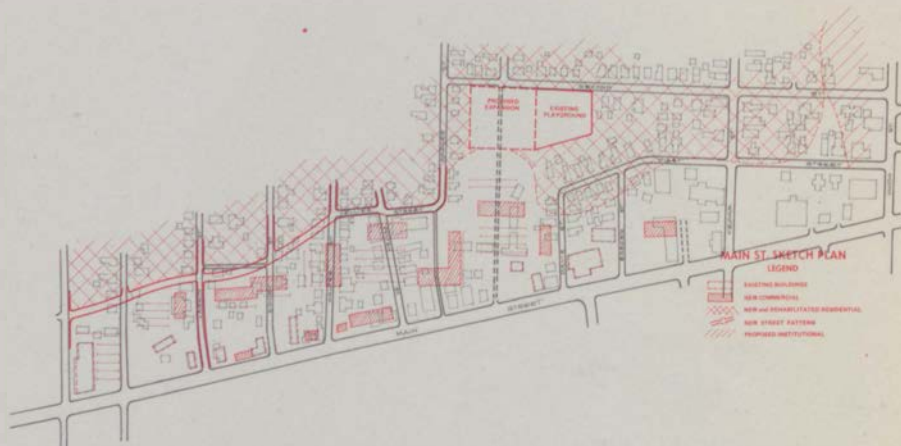
Recommendations for future policy in relation to future residential land use have been stated in a previous chapter under "Housing". However, it should be re-emphasized that Bangor must utilize full municipal power to reduce and gradually arrest, the deterioration of its older residential areas, as well as guide development of new areas.

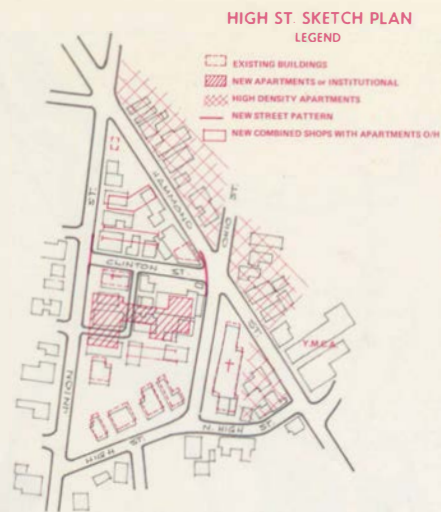
Commercial Land Use

Throughout its history, Bangor has been the retail and wholesale trading center for northern and eastern Maine and is expected to continue as such.

Essential to restoring and preserving incentive to "shop Bangor" is commercial redevelopment, emphasizing quality in retail and service establishments, especially in the downtown area. The Kenduskeag Stream Urban Renewal Project has laid the foundation for revitalization of the City's commercial core, but the municipal government should establish the framework for an improved commercial environment through further urban renewal, land-use control, sign regulation, parking and loading requirements and provision of modern and attractive public facilities. It should then be the responsibility of the business community to rebuild Bangor's mercantile economy to the high standards which have been characteristic of the City since its early days. The Land Use Plan indicates elimination of strip commercial areas bordering main arteries leading into the city and redevelopment into small, concentrated, neighborhood shopping areas through re-orientation and control of land use. At present these areas are in various stages of decay, creating an unfavorable impression, by attracting marginal uses, impeding traffic flow, and adversely affecting adjacent residential neighborhoods.

Development standards must be established for service stations, for they cannot continue unrestricted with indiscriminate development. The effects of abandonment, mixed reuse, and deterioration is an economic problem for the municipality, neighborhood, and the industry.





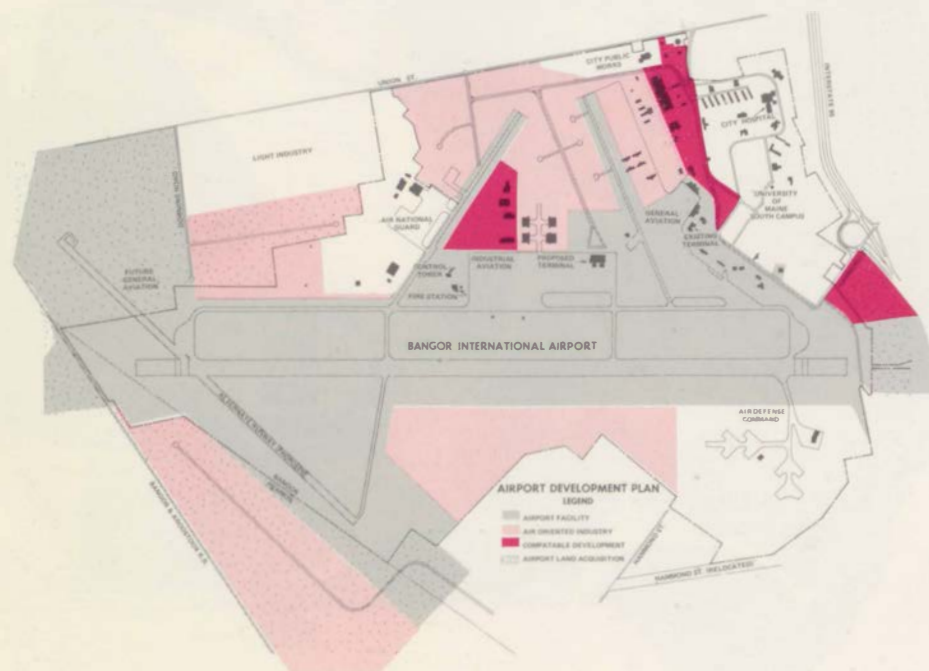
Civic and Institutional Land Use

Bangor contributes substantially to the social, cultural, and political life of the entire region as well as that of its own citizens. Accordingly, a disproportionate amount of the developed area of the city, in relation to its size, is devoted to these uses.

The municipality must rely on residential, commercial and industrial real estate for the majority of revenue. Increasing the existing tax base for revenue has limitations; therefore, emphasis must be on economic expansion.

Industrial Land Use

The future Land Use Plan indicates expansion of existing industrial parks and creation of areas to accommodate existing and future development of the trucking and wholesale industry, fledgling electronics industry, and potential aviation industries associated with the reuse of Dow Air Force Base. While not utilizing industrial land, education might be considered a prime growth industry for the future, and as such, must be allocated extensive land area for development. Certainly, education will be a valuable community asset not only as an "industry", but as a factor in attracting other economic entities.



Basic philosophy in reuse of the Base requires recognition of the airport as a vital element of the community's growth potential. Also required is utilization of the extensive flight facilities and adjacent areas for air-oriented development to ensure advantageous land use and maximum economic opportunity for the community.

Proposed reuse of the approximately 2,000 acre site, making the most constructive use of the existing facilities, includes the following major elements:

Bangor International Airport
University of Maine-Branch Campus
Industrial Development
Relocated City Hospital
Relocated Public Works
Air National Guard, Air Defense Command
and Army Guard Units

Long-range goals and objectives for development:

1. Improvement of aviation activities and preservation of lands and facilities for airport operation and expansion.
2. Zoning airport complex and adjacent areas to prevent, or reduce, incompatibility of land uses arising from noise or air and ground traffic.
3. Retention of municipal ownership and control to maintain a unified program of development.
4. Prohibiting general non-aviation related activities, including wholesaling or warehousing.
5. Limiting commercial facilities to those serving air passengers or persons employed within the complex.
6. Development of ground transportation system through the area linked to the community's total transportation network.

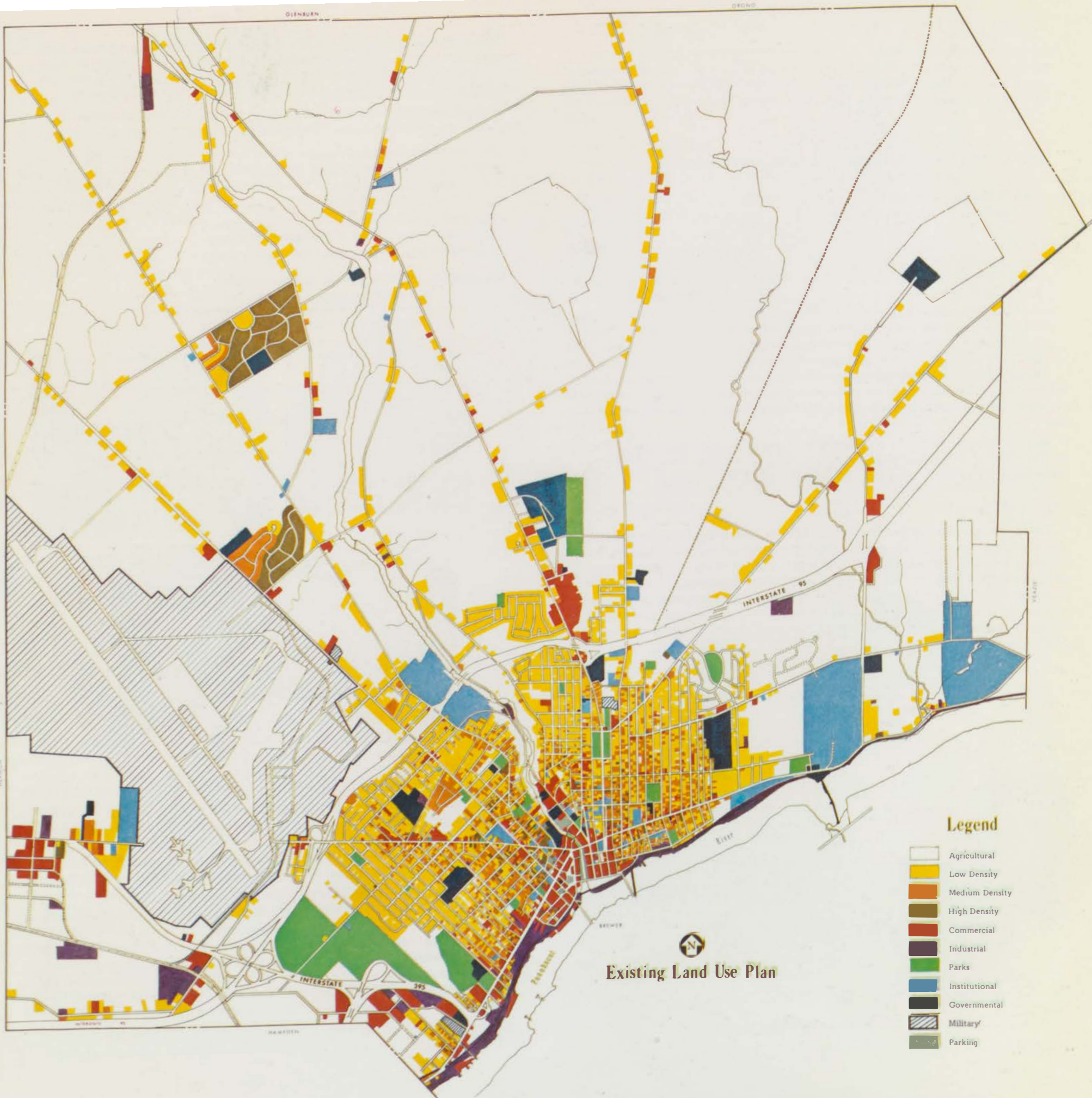


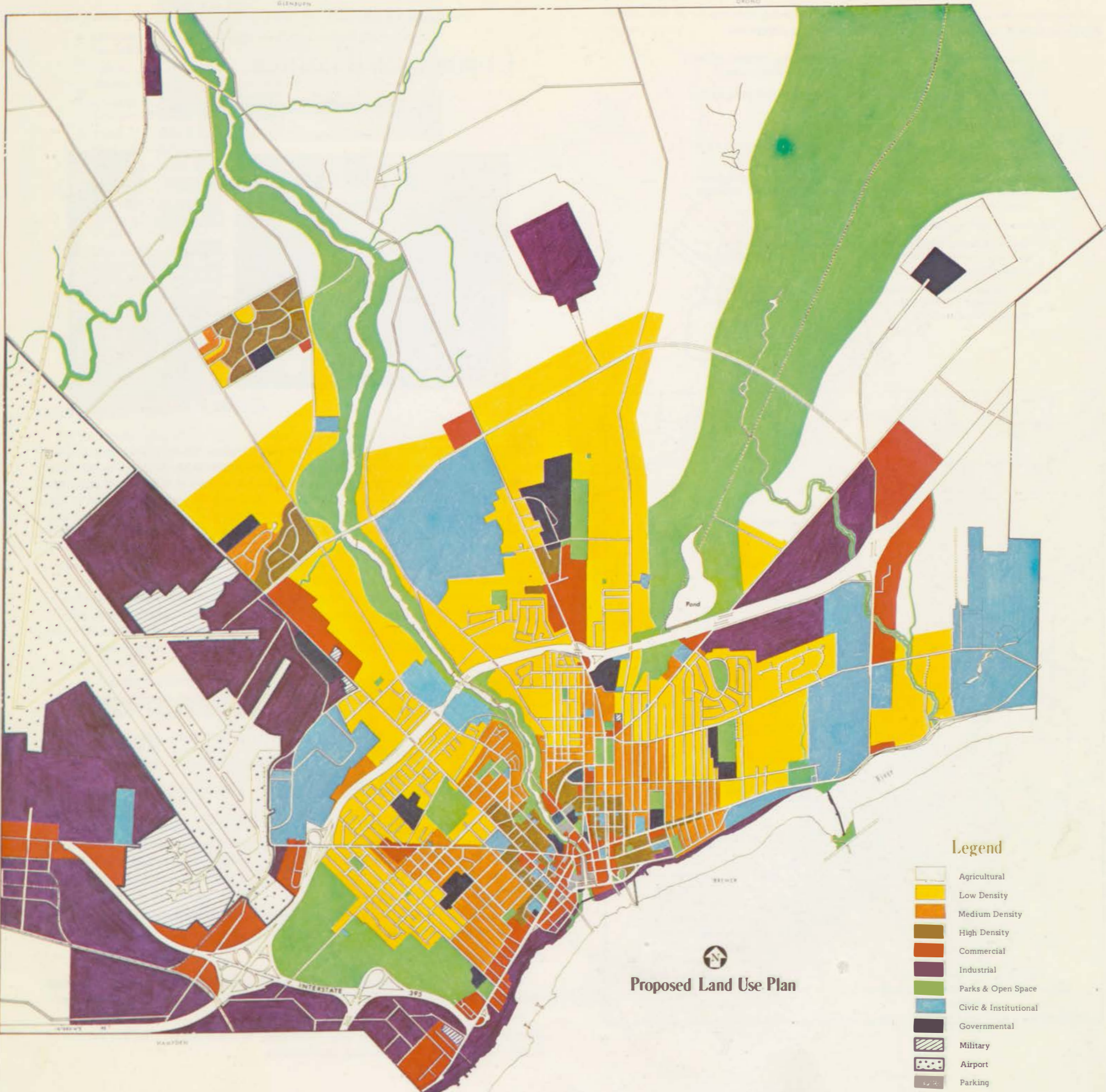
Central Business District

Bangor's central business district has been the traditional center of the City's economic life since its historical beginning. While the contemporary role of downtown is changing, a viable, healthy central business district is of utmost importance to the whole community. Regardless of shopping center influence on today's market, the city cannot afford a failing commercial core: it is quite apparent, however, that the downtown cannot survive as it is.

Time overtakes a community particularly when there has been a complacent and disinterested attitude toward economic, social, and physical change. The downtown area is composed of obsolete, inefficient, multi-storied buildings, vacant on their upper floors and increasingly so on ground floors. There has been relatively little modernization of buildings, thus encouraging blight and deterioration throughout the downtown. Recently, business has begun to shift to fringe-area shopping centers, compounding economic depression of the central business district.

An active, coordinated program is needed to reverse past trends (the prevailing philosophy of laissez faire and of acceptance of obsolescence and decay as inevitable).





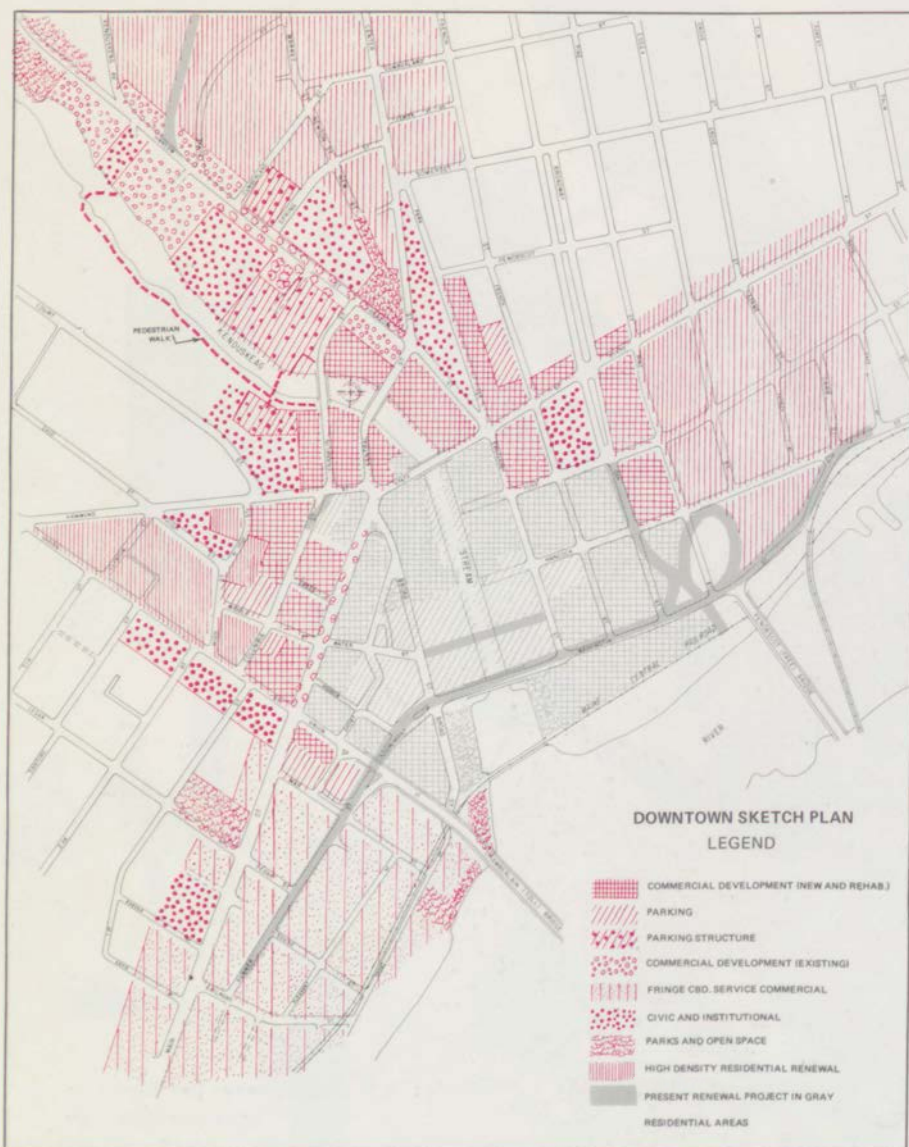
Legend

- Agricultural
- Low Density
- Medium Density
- High Density
- Commercial
- Industrial
- Parks & Open Space
- Civic & Institutional
- Governmental
- Military
- Airport
- Parking

Proposed Land Use Plan

Downtown development, which will be detailed in a separate report on the central business district, is intended to achieve the following objectives:

1. Development into vital and dominant economic element of the community, geared to retail, financial, office and civic uses.
2. Reverse decreasing tax base through programs of redevelopment, rehabilitation and improvement.
3. Modernize structures, eliminating excess height.
4. Remove wholesale, warehousing, and trucking operations from the commercial core.
5. Improve access, circulation patterns, and parking, including elimination of on-street parking. Parking structures would eliminate land waste and increase shopper convenience.
6. Improve pedestrian circulation.
7. Create an attractive downtown through use of plazas, arcades, and parklets; modern design and improved landscaping of public and private buildings.
8. Encourage civic and institutional uses adjacent to the retail core and develop a civic center complex as an integral part of the central business district.



CHAPTER VII

Community Facilities



The inter-dependence of community facilities and community growth is a vital factor in the attainment of long-range goals. What is meant by community facilities are those public installations financed by taxes. These consist primarily of physical entities essential to the needs of modern urban society while some merely add to the quality of urban life. There is need for better coordination of community facilities and awareness of municipal responsibility to provide a broader range of facilities. The timing and magnitude of their provision deeply affects land-use development and when not in accord with the Comprehensive Plan, may establish irreversible precedent. Community facilities represent a substantial portion of the municipal budget, therefore, intelligent planning of needs, priorities and standards is of crucial importance and therefore, must be adequate to meet needs, capable of expansion, economical, budgeted, compatible with surrounding development and serve to promote orderly growth of the City.



TRANSPORTATION SYSTEM

The transportation system should effectively provide for movement of people and goods throughout the community. The recommended plan is compatible with the Land Use Plan and is designed to facilitate movement between major land use elements and minimize travel time while providing flexibility for construction and expansion.

Streets are classified as: limited access highways or freeways, major traffic arteries, collector streets and local access streets.

Circulation Plan

The ability to adapt increasing demands and adverse influences of the automobile reflects the character of the community and is an important factor in future growth.

Thus, the circulation plan attempts to resolve existing problems, accommodate changing needs and prepare for future demands by designing an effective pattern of traffic circulation, access, parking, and loading.

The following are recommendations relative to traffic and parking control:

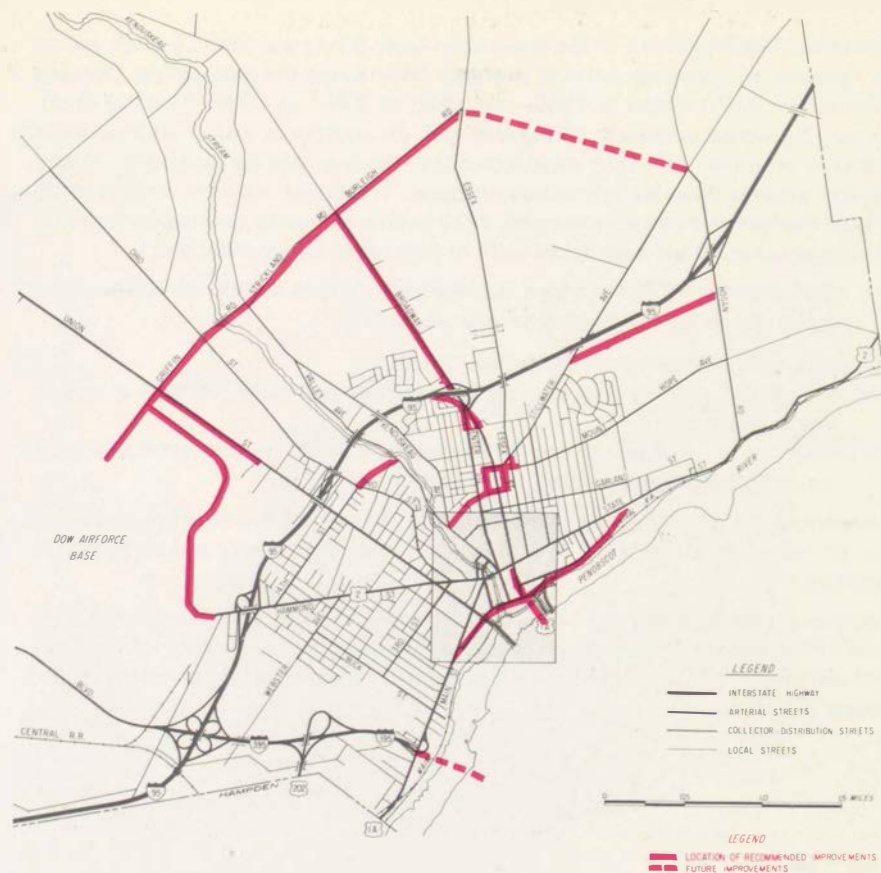
1. On-street parking should be removed in congested areas to facilitate traffic flow.
2. Parking structures should be erected to allow for better land utilization, by providing more open space.
3. On-street loading should be prohibited, or where no alternative, restricted to off business hours.
4. Truck routes should be restricted to "through" streets except for local deliveries.
5. Parking should be prohibited in required setback areas.
6. Traffic light systems should be coordinated to improve traffic flow.
7. Pedestrian traffic should be separated from vehicular traffic within central business district.
8. Mass transportation should be expanded by utilizing new types of vehicles and techniques to provide essential service and reduce traffic and parking congestion.
9. An Official Map, designing future circulation provisions, should be utilized in administering long-range development plans.

RECOMMENDATIONS

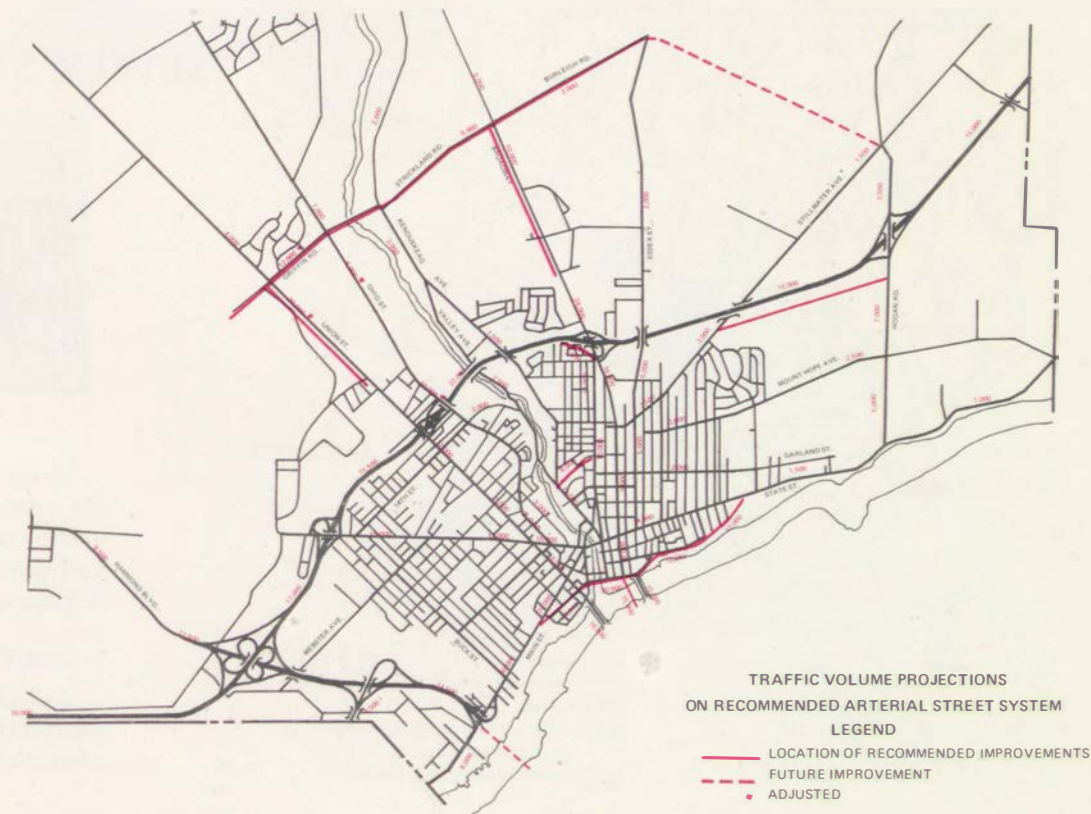
The proposed circulation plan requires utilization of the existing street system with improvements and additions to maintain a balanced system. Adequate rights-of-way through newly developed areas are vital. In older, more densely developed areas, there must be frequent omission of parking lanes to provide necessary travel lanes.

Recommendations for improving the traffic circulation system are as follows:

1. Improvement of the Broadway I-95 interchange.
2. Widening of Broadway from I-95 to Strickland Road with a divided highway.
3. Development of divided highway on Union Street (Westland to Griffin).
4. Improve alignment of Columbia-Hammond Street intersection.
5. Development of a Downtown By-pass with improved connection to the Penobscot River Bridge and Broadway by:
 - Improving Railroad-Main Street intersection
 - Widening Summer Street
 - Reconstructing Washington Street to a four lane grade-separated roadway.
 - Realigning and widening Oak Street as part of Washington Street-bridge interchange
 - Constructing a new Penobscot River Bridge paired with existing bridge
 - Improving and extending Hancock Street to State Street
6. Relocation of Curve Street, connecting to Broadway.
7. Extension of Mount Hope Avenue to Pine, connecting with Stillwater and Broadway.
8. Extension of Sylvan Road (I-95 to Stillwater Avenue)
9. Acquisition and development of an outer-belt boulevard from Union to Hogan Road utilizing Griffin, Strickland and Burleigh Roads.
10. Development of divided highway through the airport, connecting Griffin Road and Hammond Street.
11. Right of way planning for future extension of I-395 and additional bridge.



RECOMMENDED MAJOR STREET SYSTEM



TRAFFIC VOLUME PROJECTIONS
ON RECOMMENDED ARTERIAL STREET SYSTEM
LEGEND
— LOCATION OF RECOMMENDED IMPROVEMENTS
- - - FUTURE IMPROVEMENT
• ADJUSTED

Recommended Parking Program

Anticipated development in the downtown area, due to economic growth and to urban renewal, will increase parking demands 50% during the plan period. Demand is estimated at 3,670 spaces in 1985, compared to 2,491 in 1966. Removal of on-street parking would eliminate 180 spaces with an additional loss of 950 spaces in the renewal program. To offset these losses and improve parking availability a comprehensive parking program has been developed. The major element consists of replacing spaces lost in urban renewal with 1772 new or relocated parking spaces. This results in a substantial increase in the ratio of parking to commercial space.

The other element of the program is development of an additional 490 new off-street spaces throughout the downtown area, including:

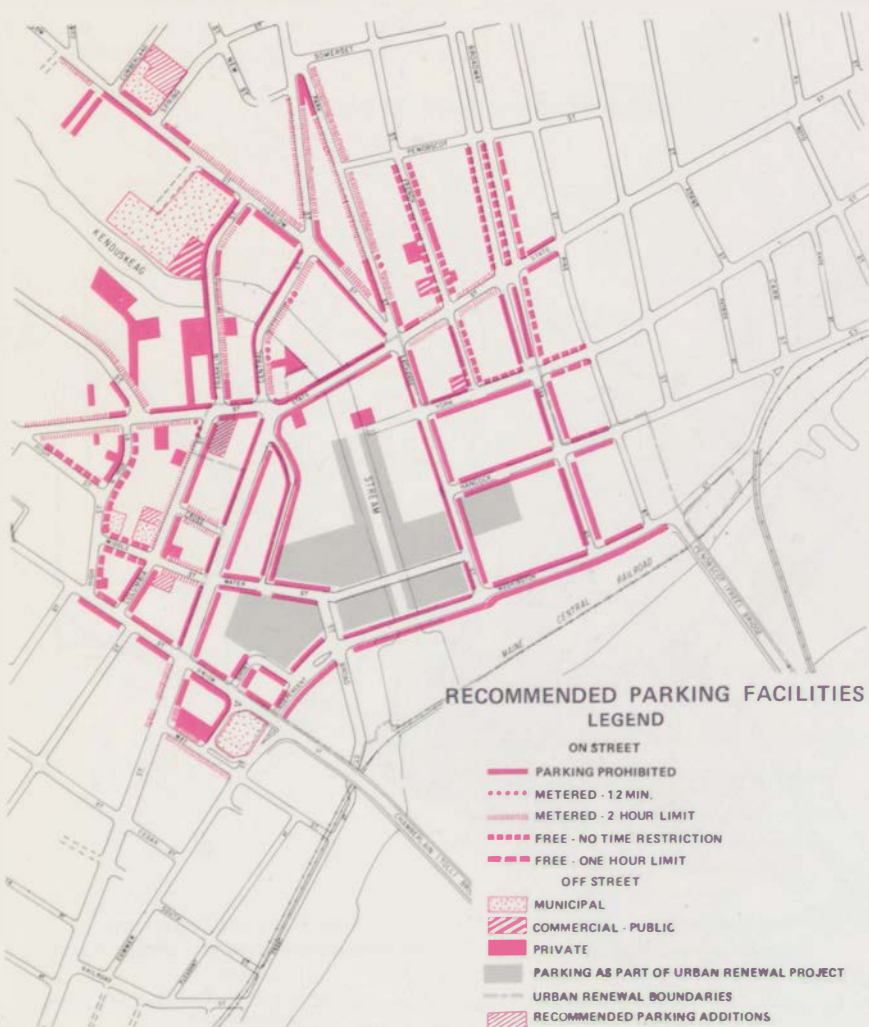
Columbia Street-Several sites adding 103 spaces

Harlow-Franklin parking structure on the existing lot would add 342 spaces to the present 222.

Harlow at Spring-enlarge existing lot by adding 45 spaces; and eventually build structure to meet proposed Civic Center needs.

Development cost of the recommended program outside the downtown renewal area is estimated at \$1,542,000, including acquisition of property and construction of facilities.

Additional parking spaces are required to meet increased parking demand and stimulate future growth of downtown Bangor. Adequate parking combined with improved vehicular circulation will make the area attractive for retail, commercial, and municipal activities.



Public Transportation

Local mass transportation service, limited at present, will have to be expanded to meet future needs. The outlying Capehart Housing areas, traffic congestion and economics dictate need for development of new concepts of "people-movers", to supply needs for commuter service. A form of mini-bus would help to eliminate traffic congestion and improve circulation in the downtown area and entire community, as well as free more land for future development.

Trucking Terminals

As a result of urban renewal, several major trucking and storage companies have moved from the central area to more efficient locations along the highway network. However, all such companies should be encouraged in this type of relocation thus continuing the improvement of downtown traffic movement.

Airport Facilities

Deactivation of Dow Air Force Base as a military installation allows the City of Bangor opportunity to expand the community's economic base while vastly improving the airport and aircraft support facilities. General aviation will become the predominating element in the development of a three-fold aviation usage of the Base area --General, Industrial and Commercial. With construction of a \$2¼ million terminal, Bangor will become the major air transportation center north of Boston.

Bangor's airport facility could be the hub of its transportation network, linking airport with high speed ground service and modern local mass transit. This would fulfill an increasing transportation need by reducing costs of transportation and by avoiding further waste of land taken through highway expansion.

Water Terminal Facilities

The Penobscot River gives Bangor access to ocean-going transportation; however, water transportation has not been significant to the area. Narrow channel, limited water front, and low bridges affect development potential, except for recreational boating. With pollution abatement, a marina development can promote such boating activity.

SEWER SYSTEM



Bangor's sewer system has for the most part evolved through expediency. In general, sewers are of the combined type, collecting both wastes and storm water runoff, then discharging the untreated sewage into Kenduskeag Stream and Penobscot River. This results in the Bangor-Brewer area contributing 66% of the bacterial pollution in Penobscot Bay.

Recommendations

General objectives for improvement of the sewer system are: (1) separation of combined sewers, (2) pollution abatement of natural waterways, and (3) extension of existing sewers into unsewered areas.

Recommended Projects and Tentative Priority:

Kenduskeag Stream Interceptor System

- Extension of Kenduskeag Interceptor to Bullseye Bridge; discontinuance of Husson College Pumping Station.
- Installation of Dow Field Interceptor; discontinuance of Dow and Capehart-II Pumping Stations.
- Extension of Kenduskeag Interceptor to Capehart-I Treatment Plant; discontinuance of Capehart-I Treatment Plant.

Kenduskeag Stream Collector System

- Extension of Arctic Brook Collector to Bomarc area; discontinuance of privately-owned Bomarc Pumping Station and Treatment Plant.
- Installation of Griffin, Strickland, Burleigh Roads Collector.
- Extension of Blanchard Street sewer.
- Storm water separation in Falvey Street area.
- Extension of Fourteenth Street storm sewer.

Meadow Brook Recreational Area

- Damming and diversion of Meadow Brook Bog and creation of a 40-acre pond.

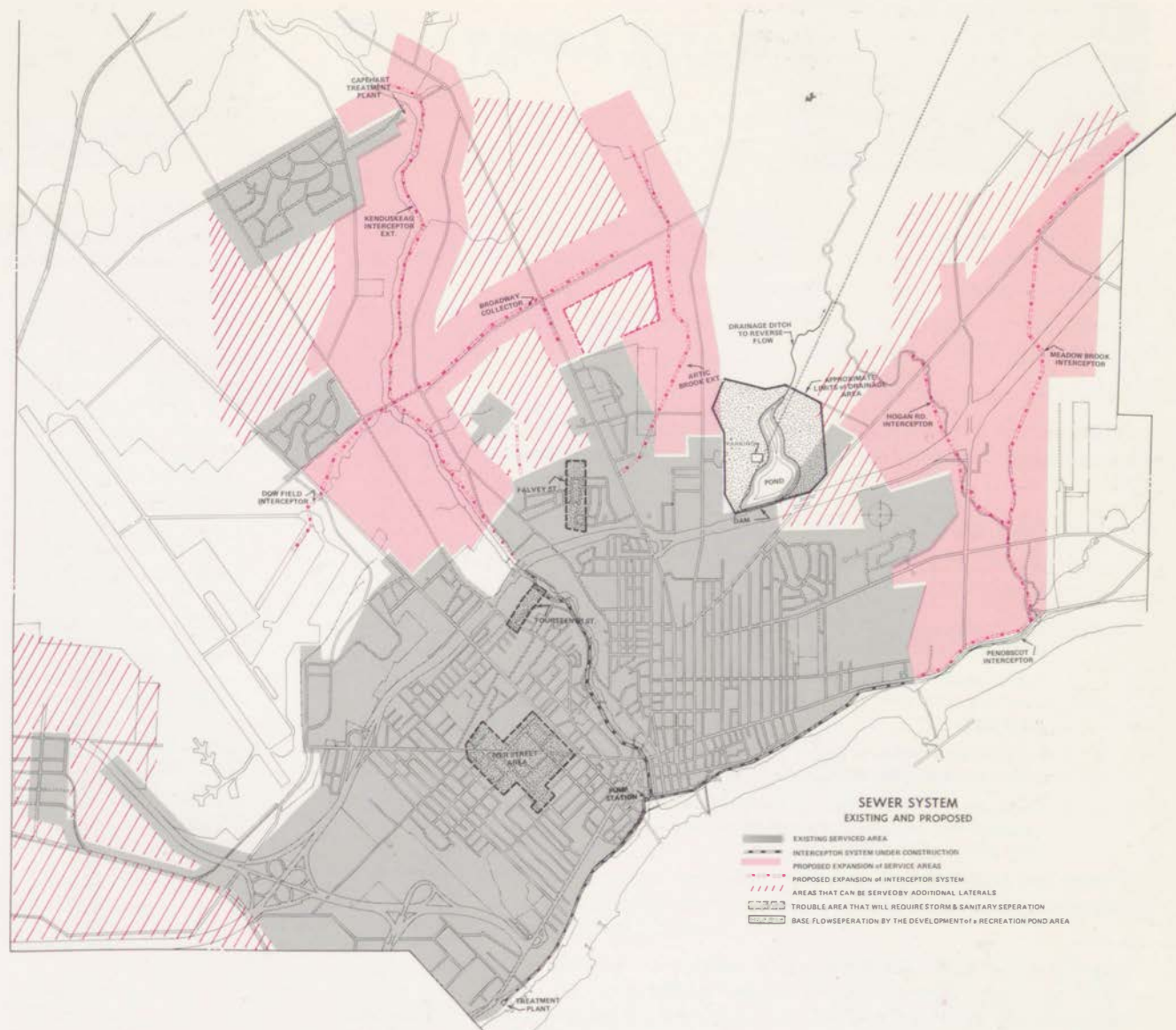
Penjajawoc Stream Interceptor System

- Extension of Penobscot Interceptor East.
- Installation of Penjajawoc Interceptor to Hogan Road Treatment Plant; discontinuance of State Highway Department ejector station, Vocational School and Hogan Road Treatment Plants.

Penjajawoc Stream and Meadow Brook Interceptor System

- Extension of Penjajawoc Interceptor to Stillwater Avenue.
- Installation of Meadow Brook Interceptor to Stillwater Avenue and to Bangor-Orono-Veazie town line as need occurs.
- Construction of a pumping station near outer State Street.

Pier Street Storm Water Separation





WATER SUPPLY

Source

The water system, operated and maintained by the Bangor Water District, provides the City with ample supply of excellent, soft, palatable water. Source of supply is Floods Pond in Otis, fifteen miles east of Bangor.

Average daily pumpage, 1960 to 1966, was approximately 4 million gallons, averaging 100 gallons per capita per day.

Existing Distribution System

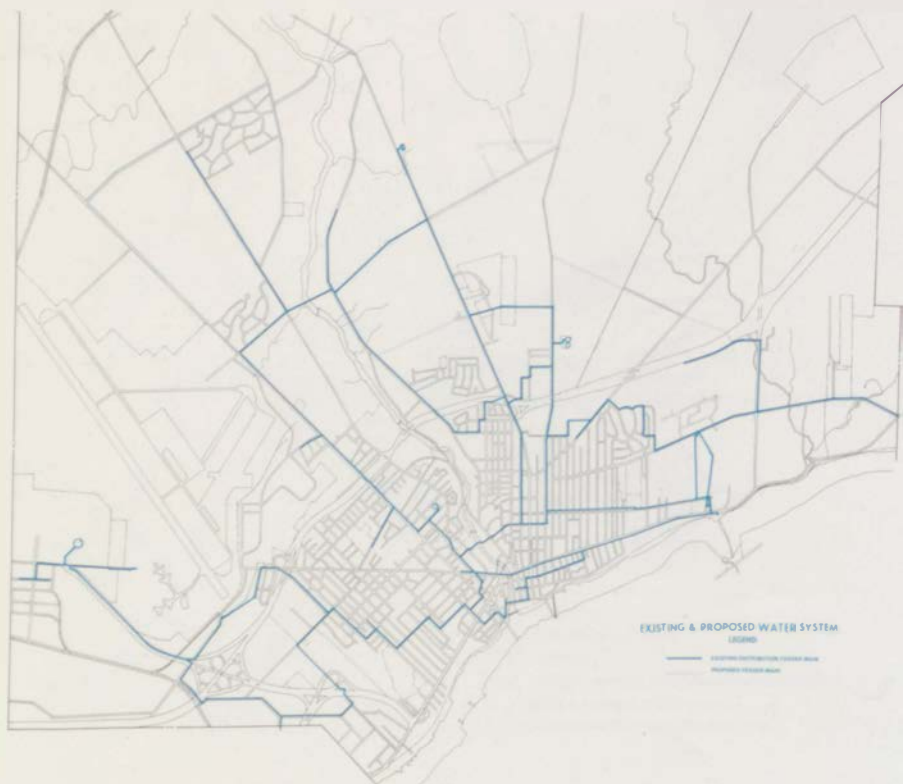
Ample storage and distribution system throughout most of the district provides adequate pressure and quantities to serve Bangor and adjacent areas at least through 1985.

Recommendations

Recommended additions to Bangor's water distribution system include the following four projects:

1. Feeder mains and a 1.5 million gallon standpipe needed in the northeast portion of the City; estimated cost, \$630,720.
2. Feeder mains to supply the area between Broadway and Finson Road on both sides of the Kenduskeag Stream; estimated cost, \$336,960.
3. Loop of feeder mains to supply large area north of Dow Air Force Base; estimated cost, \$280,260.
4. Extension and enlargement of feeder mains within densely built-up sections of the City to strengthen the existing distribution system; estimated cost, \$339,820.

Timing and extent of water service to areas now undeveloped will depend largely on provision of sewerage facilities outside presently built-up areas.



SCHOOLS

One of the great assets of any community is its educational program. The quality and extent of educational opportunity reflects the community's character and ultimately its economic well-being.

Bangor has had a proud tradition of quality in public education, but inadequacies in its physical facilities limit the educational program.

In terms of school enrollment, the problem facing Bangor is not growth, but redistribution.

PROJECTED PUBLIC SCHOOL ENROLLMENT, 1970-1985

YEAR	ELEMENTARY SCHOOLS GRADES K-6		JUNIOR HIGH SCHOOLS GRADES 7-9		SENIOR HIGH SCHOOL GRADES 10-12		TOTAL GRADES K-12	
	No. Of Pupils	% Of Total Enrollment	No. Of Pupils	% Of Total Enrollment	No. Of Pupils	% Of Total Enrollment	No. Of Pupils	% Of Total Population
1960	4085	62.3	1524	21.2	948	14.5	6557	20.3
1965	4747	63.0	1490	19.8	1293	17.2	7530	19.2
1966	4547	62.7	1462	20.1	1250	17.2	7529	18.7
1970	3516	58.5	1300	21.7	1190	19.8	6006	19.1
1975	3100	52.3	1480	24.9	1350	22.8	5930	19.2
1980	3240	51.0	1490	23.4	1625	25.6	6355	19.2
1985	3260	49.7	1510	23.0	1790	27.3	6560	19.2

Source: John E. Marshall, "School Building Needs, 1967-1985."

ELEMENTARY SCHOOL ENROLLMENT BY GRADES, 1966-67

SCHOOL	K	1	2	3	4	5	6	Spec.	Total
LINCOLN	116	89	65	83	79	55	62	...	549
VALENTINE	35	26	19	22	24	20	...	...	146
LONGFELLOW	111	54	...	...	...	...	...	...	165
LARKIN STREET	...	39	25	23	...	...	18	6	111
FAIRMOUNT	71	84	65	69	121	123	113	...	646
MARY SNOW	...	53	111	113	121	105	83	16	602
VINE STREET	86	82	85	80	85	88	79	...	585
FRUIT STREET	93	76	78	80	74	63	56	...	520
FOURTEENTH STREET	47	46	56	48	...	...	...	32	229
DOWNEAST	105	112	90	94	101	74	96	...	672
DOW LANE	65	73	80	59	60	39	...	...	376
TOTAL	729	734	674	671	665	567	507	54	4601

SECONDARY SCHOOL ENROLLMENT BY GRADES, 1966-67

SCHOOL	7	8	9	10	11	12	P.G.	Spec.	Total
FIFTH STREET	190	180	168	...	...	...	...	...	538
GARLAND STREET	187	197	178	...	...	...	...	...	562
UNION STREET	139	121	102	...	...	...	...	...	362
HIGH SCHOOL	...	...	...	456	433	361	16	12	1278
TOTAL	516	498	448	456	433	361	16	12	2740

Source: School Administration records.

BANGOR'S PUBLIC SCHOOL FACILITIES					
SCHOOL		SITE AREA	YEAR BUILT	CAPACITY	GENERAL CHARACTERISTICS
ABRAHAM LINCOLN		0.9 Acre	1895	640	Old, obsolete, hazardous, three-story brick with combustible interior - top floor closed; 20 classrooms.
E L E M E N T A R Y S C H O O L J U N I O R H I G H S C H O O L	VALENTINE	0.3 Acre	1903	200	Old, obsolete, unsafe; two-story brick with combustible interior; 6 classrooms, no special facilities, location poor.
	LONGFELLOW	0.3 Acre	1907	180	Old, obsolete, hazardous; two-story brick with combustible interior; 4 classrooms, no special facilities.
	LARKIN STREET	0.4 Acre	1908	180	Old, obsolete, unsafe; two-story brick with combustible interior, open stairwells, no fire escape; 6 classrooms, no special facilities.
	FAIRMOUNT	17 Acres shared with 14th St. School	1919 1926	640	Two-story brick, good condition; 23 classrooms, special facilities adequate.
	MARY SNOW	10 Acres	1926	600	Two-story fire-resistant construction, good condition; 20 classrooms, special facilities crowded and inadequate; all rooms small.
	VINE STREET	10 Acres	1951	640	Modern; efficient one-story design; 20 classrooms, related activities grouped, special facilities good; lunch room too small.
	FRUIT STREET	3 Acres	1954	640	Modern; one-story brick with frame interior; 19 classrooms, special facilities good; site too small.
	FOURTEENTH STREET	17 Acres shared with Fairmount	1960	275	Modern; one-story masonry; 11 classrooms, special facilities both innovative and good.
	DOWNEAST	20 Acres	1959 1961	750	Modern; one-story masonry with open plan; 21 classrooms, special facilities good.
	DOW LANE	25 Acres shared with Union St. School	1965	400	Modern; one-story masonry; 14 classrooms, special facilities excellent.
	NEW ELEMENTARY				
	FIFTH STREET	7 Acres	1940	550	Two-story brick, good condition; 15 classrooms, 8 special instruction rooms, auditorium and gym, special facilities adequate, except library and lunch.
	GARLAND STREET	6 Acres	1940	550	Identical to Fifth Street Junior High School above.
	UNION STREET	25 Acres shared with Dow Lane	1965	400	Modern; one-story masonry, 11 classrooms plus special instruction rooms, double gymnasium, special facilities good, site poorly developed.
	BANGOR HIGH SCHOOL	44 Acres	1964	1500	Modern, innovative school facility; two-story masonry of sprawling design, classroom wings connected by ramps, special facilities excellent.

THEIR PLACE IN THE LONG - RANGE PLAN				
LONG - RANGE EFFECTIVENESS		RECOMMENDATIONS FOR ACTION		1985 Capacity
Existing facility is a liability to a good educational system; desirable location indicates replacement on enlarged site.		Immediate site enlargement and early replacement of existing facility with new building containing 16 classrooms, 2 kindergartens and special facilities characteristic of a modern school.		400
Obsolete facility, ineffective as a physical plant and educational tool, has no place in the long-range plan.		Immediate abandonment, and its pupils transported to Downeast or Dow Lane Elementary Schools.		0
Obsolete facility having no place in the long-range plan.		Abandonment as soon as its pupils can be accommodated at nearby Mary Snow School.		0
Obsolete facility having no place in the long-range plan.		Immediate abandonment, and its pupils transported to Downeast or Dow Lane Elementary Schools.		0
Age, condition, and size, plus existing special facilities indicate many more years of service.		Provision of work sinks in the classrooms.		300
Basically good facility; recommended improvements will extend its effective years of service.		Construction of an addition including 2 kindergartens, library with related facilities, new dining and kitchen facilities; substantial site enlargement and relocation of access drives.		500
Economical, well-planned facility which will provide long, effective service.		Expansion of lunch-room facilities.		400
Effective, modern facility which will provide long, effective service.		Provision of added storage space and special instructional areas.		400
Well-planned, modern facility which will provide long, effective service.		Provision for better use of instructional aids.		250
Fine, modern facility with excellent long-term potential.		Replace loss of military-connected enrollment with pupils served by obsolete schools in other areas of the City.		500
Bangor's finest elementary school - an effective, long-term educational tool.		Replace loss of military-connected enrollment with pupils served by obsolete schools in other areas of the City.		300
Proposed new facility.		Acquisition of a 15 to 20 acre site near Bangor High School and later construction of a new school of approximately 20 classrooms as population growth and enrollment requires.		500
Good facility with capacity and quality indicating many more years of effective service.		Expansion of library, kitchen and lunch facilities; eventual construction of a swimming pool.		500
Same as Fifth Street Junior High School above.		Same as Fifth Street Junior High School above.		500
Bangor's finest junior high school - an excellent long-term educational tool.		Improvement of school site.		500
Superior educational facility which will provide long-term service of excellent quality.		Eventual addition of a 15-classroom wing as population growth and enrollment requires; expansion of library; elimination of ROTC to free space for other activities.		1800

It is assumed that parochial schools will serve approximately the same number and grade-range of pupils; however, should parochial schools discontinue, it would mean addition of 1,200 pupils to the public school system.

Parochial School Enrollment		
St. Johns	(1-8)	480
St. Marys	(1-8)	383
John Baptist H.S.	(9-12)	145*
* students from Bangor		336

The problems of Bangor's elementary schools are not primarily with classrooms, but with inadequate school sites and supplementary facilities serving the classrooms.

School Sites. Most school sites are inadequate for development or have been inadequately developed.

Libraries. Considerable progress has been made in developing school libraries but accepted standards are far from being met.

Supplementary Instructional Areas. Conference, small group instruction, physical education, assembly and lunch space is lacking.

Administrative and Service Areas. Staff offices, health and custodian service areas need improvement.

The accompanying chart gives a detailed account of each school as well as recommended improvements.

The Changing Educational Program

Leadership and financial aid programs, encouraging innovation and active community participation, have accelerated the pace of educational change. How far the schools can move depends on the tools provided - the sites, buildings and equipment that constitute the school plant. Many of the new practices emerging throughout the nation are already to be found in Bangor, at least in embryonic stages.

Tomorrow's teachers will be "clinical specialists" utilizing special skills and abilities. The schools will become year round, all-age "Total Education Centers", with adaptable programs for serving individual student needs and broad educational, cultural, and recreational programs for the community.

Priority of Recommendations. Each recommendation has been evaluated in terms of three simple criteria: educational adequacy, economy, and long-range soundness. First priority for school needs is acquisition of land. The City should grasp every opportunity to enlarge the sites of all schools to be retained in the long-range plan.

1. Site acquisition for Abraham Lincoln, Mary Snow and a new elementary school.
2. Abandonment of Valentine, Larkin and Longfellow schools.
3. Replacement of Abraham Lincoln School.
4. Addition to Mary Snow School.
5. Expansion of kitchen and dining facilities at Fifth Street and Garland Street Junior High Schools.
6. Development of Harlow Street School as a Total Education Center.
7. Construction of the new elementary school and Bangor High School addition as growth of the City indicates.



PARKS, OPEN SPACE, RECREATION

The quantity and quality of land devoted to park and open space is an indication of aesthetic, social and cultural values in the community and a reflection of the prevailing attitudes toward community betterment.

Development of the community's natural resources to ensure adequate open space and recreational areas is necessary. Such land provides a place for passive recreation, relaxation and pure enjoyment; it provides space for physical recreation and related indoor and outdoor facilities; it increases aesthetic appeal and attractiveness; it promotes conservation of natural resources; and it serves utilitarian purposes, such as surface drainageways.

Bangor's park and recreation program should be expanded through better development and utilization of existing parks and through the acquisition of additional land for new facilities, including conservation of open space.

Program Goals and Objectives

The basic objective of policy relating to the community's natural resources and existing facilities should be to preserve, expand and improve the quantity and quality of parks, open space, and recreation to the extent necessary or desirable to assure physical, cultural, and spiritual enjoyment for present and future generations.

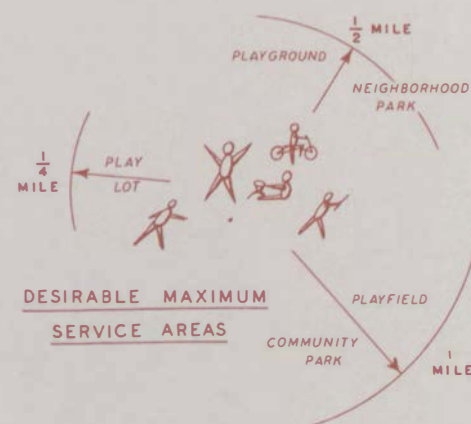
1. Develop a unified, effective park and recreation system with emphasis on quality.
2. Protect park and recreation land against encroachment.
3. Initiate a program for acquisition of desirable park and open space lands, including scenic, natural and historic features.

PARK AREAS			
Park	Size in Acres	To Be Improved	To Be Expanded
Bangor Gardens Playground	2.9	X	X
Bass	38	X	X
Broadway	10	X	
Chapin	6.2	X	
Coe	5.2	X	
Galkin	3.4	X	
Davenport	12		
Palmount	2.6	X	
Grotto Cascade	8.8		X
Hayford	2.3	X	X
Little City	1.3	X	
Williams (Newbury)	2.7	X	X
Norumbega	.6		
Old Cemetery Lot (Buck St.)	.8		
Summit	4.4		
Pierce (Memorial)	.8		
Second Street	1.3	X	X
Whitney	5		
Stillwater	9.0	X	
Prentiss Woods	33	X	
Total Area	132.6		
Other Open Space			
Golf Course	120 Acres	X	X
Dock Area	5 Moorings	X	X

Major Acquisition and Development	
	Acres
Kenduskeag Valley Parkway	600
Penjajawoc Park	120
Bass Park	30
Golf Course	~0
Hayford's Park	27
Conservation Areas and Drainage Ways	

General Recommendations

1. Initiate an active program of land acquisition in conjunction with State and Federal funding whenever possible. The accepted "rule of trend" for park area is one acre per each 100 population, including playlots, playgrounds and playfields or outdoor play areas. Based on this recommendation, Bangor should have at least 400 acres of useable park lands.
2. Improve existing park system through the provision of more and better equipment as well as suitable landscaping and site development, utilizing schools in conjunction with parks and playgrounds.
3. Develop innovative ways of projecting park and open space into all areas, including downtown.
4. Protect and preserve the natural environment through development of a "greenway system" involving land along the Kenduskeag Stream and other water courses.
5. Adopt the community Center concept aided by the "Total Education Center" program.



	Park and Open Space Standards				
	Playlot	Playground	Neighborhood Park	Playfield	Community Park & Recreation
Min. Area Per 1000 pop.	1 Acre	1 1/2 Acre	1 1/2 Acre	1 1/2 Acre	4 1/2 Acre
Service Area (Max.)	1/4 Mile	1/2 Mile	1/2 Mile	1 Mile	
Age Groups	Pre-School	1-16	All	Over 6	All
Size (Min.)	1/4-1/2 A	2-5 Acres	10 Acres	10 Acres	20 Acres



Projects

Kenduskeag Valley Park. Intended to conserve Bangor's prime water asset, the development would encompass stream frontage from downtown to the City line, including over 600 acres providing for swimming, canoeing, fishing, hiking, bicycling, horseback riding, camping, picnicking, outdoor game and sport areas, historical museum and possibly an operational logging museum.

Hayfords Field. Site of the former "G.I. Village" combined with the pool would create a major community park with facilities for playgrounds, playfields, and passive recreation.

Penobscot River and Marina Development. Expansion and development of a marina, primarily for larger craft which need service and docking space when stopping in Bangor, would serve excursion craft and possibly facilitate a Penobscot Marine Museum.

Should the Maine Central Railroad Yards below Washington Street be relocated, the area should be developed in conjunction with the proposed marina and be an anchor point of the Kenduskeag Valley Park system.

Golf Course Expansion. Acquire additional land for future expansion, as well as create "compatible" development with the airport. Land adjacent to Bass Park should be acquired for general park and open space development. Consideration should be given to retaining the Bangor Dam for recreational potential including rejuvenation of the "Salmon Pool".

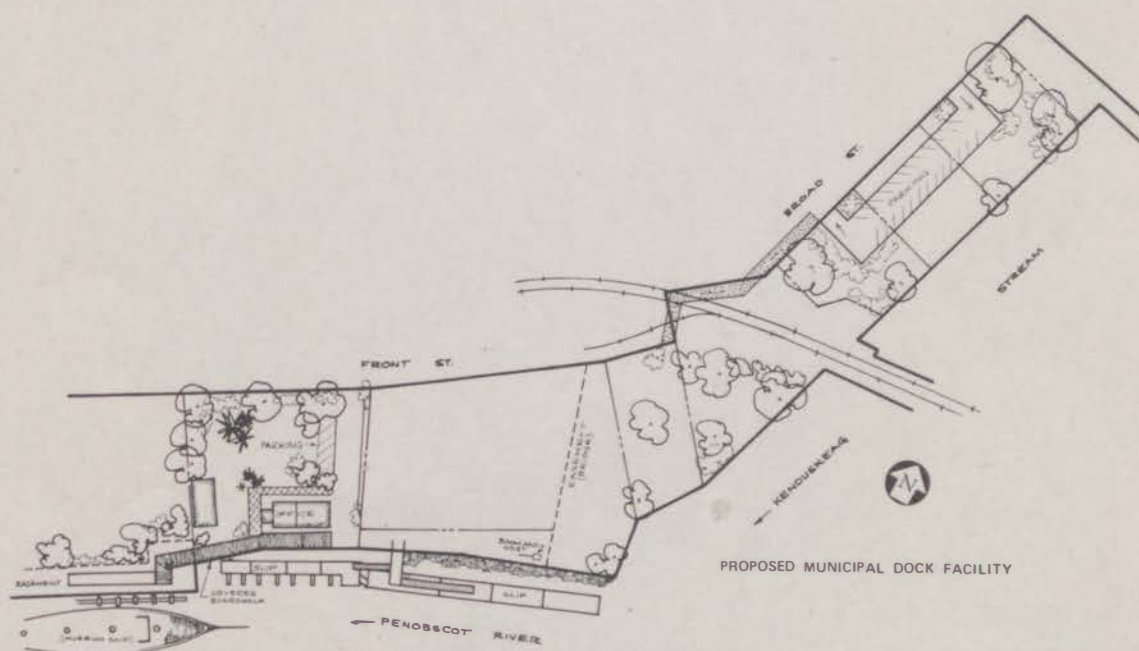
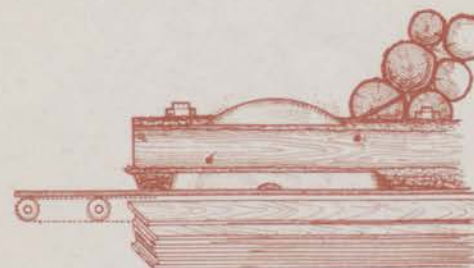
Swimming Pools. Expand and improve existing pools and add wading facilities. Develop "indoor-outdoor" pool at the High School as well as pools at the Junior High Schools.

Ice Skating Arena. A new ice skating arena in the proposed Hayfords Field Park designed to accommodate skating, curling, hockey, and ice revues.

Penjajawoc Park . Development of facilities for skiing, tobogganing and picnic area in conjunction with a small lake created by storm water diversion. The area would also be a terminus for the reopened "Bicycle Path" to Old Town.

Municipal Zoo. Serious consideration should be given to the development of a public zoo serving eastern and northern Maine.

Greenway System. Acquisition of all water courses including natural storm drainage ways, to preserve topography and natural drainage system, control water flow, prevent flooding and adverse filling. Such a greenway system would link the community parks into a unified system.



GENERAL FACILITIES



Recommendations

Provision of community facilities is a complicated aspect of municipal operation. Some services require extensive facilities and related programs and are treated to some length. Others, while no less important are mentioned only briefly here.

Relocation of Central Fire Station to a site near Main and Cedar using former Dow Fire Station to fulfill needs of that area of the City.

Expansion of Police Station at its present site.

Relocation of Public Works from downtown to Dow off Union Street.

Acquisition of Base hospital to eventually replace City Hospital as extended care facility.

Relocation of City Hall to the old Federal Building.

Development of Community Centers as "Total Education Centers" for educational, cultural and recreational use.

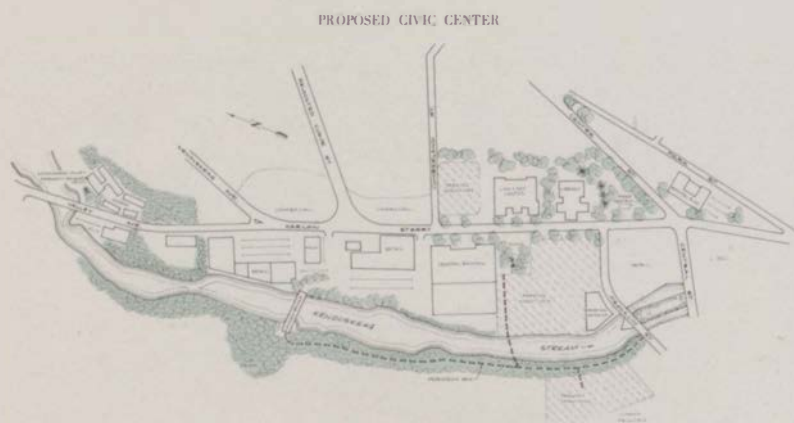
Development of a Civic Center complex on Harlow Street combining Federal Building, City Hall and Library, all related to the Kenduskeag Stream Park and new community center facilities.

Development of museums to preserve historical and cultural features, including an operating logging museum.

Improvement of sanitation facilities with sanitary land fill operation and eventually an incinerator-probably as a regional facility.

Active program to put all electrical, telephone and other wiring underground.

Rehabilitation and replacement of domestic gas distribution system and relocation of storage facilities.



PROJECTED STUDENT ENROLLMENT
HIGHER EDUCATIONAL FACILITIES IN
GREATER BANGOR AREA

	1970	1975	1980	1985
University of Maine	8,200	10,100	11,900	13,800
Husson College	1,860	2,600	3,300	4,000
Vocational Technical Institute	500	1,000	1,500	1,500
Theological Seminary	127	139	150	150
Beal Business College	280	400	700	1,000

Bangor International Airport

Technological advances and congested traffic at major airports place Bangor in a position to become an air transportation hub for eastern Maine and New England. Thus, potential for a jet-age airport is tremendous, but its success will depend on proper and serious land planning around the airport. Noise and traffic will be major problems, and compatible uses of adjacent land, on and off the airport property, will be vital.

No other form of mass transportation has progressed as rapidly through the application of new technology. Our community must recognize the possibility that the airport probably will become the center of our total transportation system in the future.



TRAFFIC PROJECTIONS*

Est. Enplanements (Thousands of Passengers)

Direction	1967	1968	1973	1978	1983	1988
North-South	68.7	76.3	128.5	216.5	333.1	512.5
East-West			32.5	43.5	58.2	77.9
Total Domestic Enplanements	68.7	76.3	161.0	260.0	391.3	590.4

*Report on Terminal Site Location. Tippetts, Abbott, McCarthy, Stratton.

These projections may prove to be overly conservative, for it is conceivable that in this generation air travel will become the major mode of long-distance transportation. The above projections refer to passengers getting on aircraft at Bangor. In addition, there would be those people getting off, as well as those bringing or meeting passengers. This indicates a heavy load on terminal facilities, parking, and traffic access.

The airport could become the nucleus of a large segment of future employment and economy. Approval of funds for a \$2.25 million terminal building indicates the magnitude of future operational use of the airport facilities. Therefore, the airport must be an integral part of the Comprehensive Plan, related to all major factors of the environment.

Sizeable as the complex is, in order to facilitate proper development and control. additional land areas are required, and a second major runway will be a necessity in the near future.

Further, the community must acknowledge the need for regulations on land use that will guard against future problems of airport development by safeguarding expansion and preventing encroachment on the facility.



CHAPTER VIII

Implementation



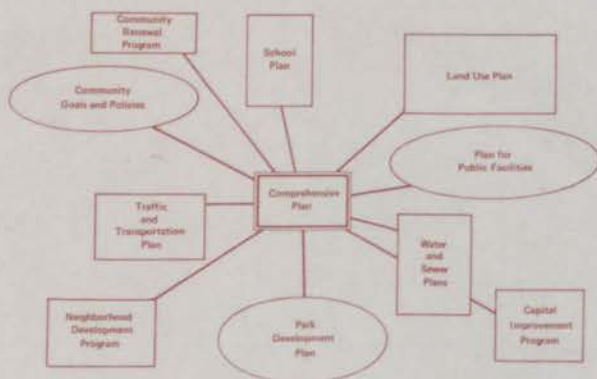
The Comprehensive Plan that has been evolved to guide future development is by its very nature only a general plan for controlling growth. It will be detailed, implemented, and refined through development of more specific plans for individual neighborhoods and projects, and through the day to day action of public and private interests.

Implementation of the plan will build a community with the greatest potential for supplying the needs and desires of all its citizens, through application of these planning tools: Zoning Ordinance; Subdivision Regulations; Official Map; Codes and Ordinances; Capital Improvement Program; Community Renewal Program.

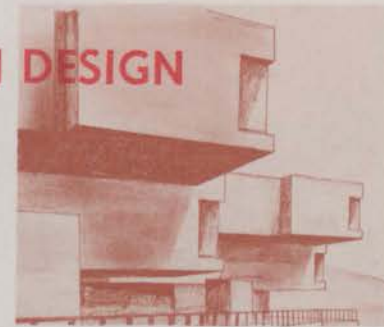
The past several decades have seen economic growth foisted upon the City more by national economic trends than by aggressive action. In addition, complacency left the overall community plant idle and there was no serious attempt, until very recently, to improve and compete in the national sphere. Now Bangor has started on such a program and must move ahead rapidly, even in the face of adversity. Active participation by residents of the community in the administration and development of the City, is being stressed by all levels of government and is becoming more of a necessity as municipal costs rise.

In adopting the Plan, the legislative body must be committed to it and be ready to follow its policies in their future actions. The degree of success will depend on the ability of the Planning Board and officials to comprehend, adjust to, and implement the "new directions" of planning and community development. They must become part of an inter-governmental team geared to meet the challenge of the future. Coping with, and adapting to, an ever increasing and complex urban society must be done with confidence that the community can obtain self-fulfillment, individual identity, intellectual, emotional, and moral stability.

It is very likely that there is substantial growth on the horizon and that Bangor will improve economically even if little is done, and then done wrong, but what should be looked to is the far greater possibilities if a total effort is made to improve the environment and the community.



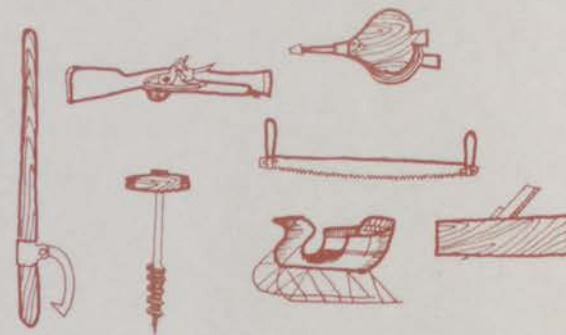
URBAN DESIGN



Man has a tremendous creative or destructive influence on his environment. Since this natural environment is a fixed asset he has the obligation not to abuse or destroy it.

When properly applied to urban environment, principles of urban design facilitate molding and shaping the community in a deliberate, rational, and coherent manner. Governmental decision-making has a powerful influence on the physical and visual form of the community. Therefore, design must be a fundamental consideration in the decision-making process. Environmental improvement must include acceptance of new techniques of land use, design, and development such as "cluster" residential areas, planned unit development concepts, new residential density patterns, as well as added regulations of site plan and design review.

Since general appearance reflects the spirit and pride of the entire community, Bangor must create and foster civic pride in all segments of its population. Only through a strong sense of desire and drive will the City be able to muster all the resources necessary to establish and implement a program aimed at fulfillment of its pre-established goals.



HISTORIC PRESERVATION

Bangor's historical background, while not deeply significant in its relationship to the nation's growth, is nevertheless interesting and important enough to warrant some degree of civic pride.

Bangor has displayed an almost total lack of sentiment or regard for the past which has had a profound influence on the character of the present City. Considering that the historical aspects of modern society have become elements of extreme interest and attraction, it is surprising that Bangor has made so little effort to preserve the least vestiges of its history, let alone capitalize on its economic potential.

The object of historic preservation is not to advocate that a community attempt to live in the past, but to preserve and protect the most significant historical elements of the community for the educational and cultural advantage of succeeding generations. In Bangor, many of these elements have already been despoiled or destroyed in the wake of "progress"; however, many buildings of considerable architectural merit and sites of historical value still remain which should be placed in protective custody before they are replaced by uninspired structures of concrete block and dull expanses of asphalt paving.

Bangor must initiate a campaign to rally enthusiasm and support for programs of identification, restoration, and preservation of buildings, artifacts, and natural features of architectural or historic significance. One proposal involves municipal sponsorship of a logging museum, perhaps one of the original mill sites in the proposed Kenduskeag Valley Park project; such a museum, however, would necessarily involve the active support and endowment of private and corporate interests in the area.

If there is to be any preservation, it must be now, before every vestige of Bangor's past is lost forever!



NEIGHBORHOOD ANALYSIS

The community and its overall character and quality is perhaps reflected by its individual neighborhoods. Traditionally the center of family life was geared to the school, the church, and other such interests common to a certain social group or area, but today the neighborhood is losing its cohesive nature, as increased mobility of the population creates a wider range of interests and involvement, or even opportunity for avoiding involvement altogether.

Thus general improvement of urban environment must be translated into specific programs for neighborhood betterment, incorporating broad recommendations of the Comprehensive Plan and detailed recommendations for individual neighborhoods. The following must be considered in evolving an effective neighborhood improvement program:

1. Substandard housing. Housing is probably the most pressing problem facing Bangor at the present time and has great impact on any neighborhood or community improvement program. An active program for the elimination of substandard housing and increase of the housing supply is necessary.
2. Non-conforming uses. As a means to enable proper planning and general neighborhood improvement a serious effort must be made to eliminate non-conforming uses.
3. Code enforcement. The City should initiate an extensive and serious program of code enforcement and municipal codes and ordinances to advance physical and aesthetic improvement of neighborhood character.
4. Public facilities. Public facilities such as streets, sidewalks, lighting, and utilities should be evaluated, and where necessary or desirable, expanded and improved. Commercial and other unessential through traffic in residential neighborhoods should be eliminated.
5. Aesthetic improvement. Improvement of aesthetic quality of the neighborhood should be accomplished through the combined resources of City, civic organizations, neighborhood groups, and individuals. Accordingly, overhead wires, superfluous signs, and other such blighting elements should be eliminated.



URBAN RENEWAL

One of the primary tools for the improvement of Bangor's environment is implementation of a comprehensive Community Renewal Program. Such a program would set a priority and program schedule allowing municipal budgeting of its long-range renewal plans.

Two projects have been undertaken. Stillwater Park, a completely residential project, and the Kenduskeag Stream Renewal area, involving the downtown core. To some extent this project has not dealt enough with the old multi-storied buildings in the core area. Since downtown reflects the vitality and stability of the entire City, continued improvement should be made.

Therefore, this project is only the first phase of what must be a continuing program to renew the entire downtown area, for it is inconceivable that this one project will correct the problems of congestion, decay, and obsolescence, or that private initiative can or will continue the improvement program.

The center of our community must be renewed before it decays and collapses around us, as it is now in the process of doing. Economics indicates this core area must also be efficiently and adequately re-used as a major component of our future community. It cannot remain as it is, nor can it be left floundering, subject to uncertain independent action, for this will certainly not promote Bangor as an economically sound community, with vision and foresight.



Controls notwithstanding, urban renewal is the only logical and economical way Bangor can revitalize itself. Hard work, extensive planning, and active involvement are necessary to continue the program. Bangor, as in the past, should continue to be a leader in the State of Maine. But to build this better Bangor of tomorrow will require considerable change in the community's interest, involvement, and support.

To facilitate improvement of the community, it is recommended that the City of Bangor undertake a comprehensive program of code enforcement, rehabilitation and spot clearance, renewal, and rebuilding which will substantially eliminate blight, sub-standard housing, and a large part of the worn out non-residential structures in Bangor. This program should utilize Federally aided renewal grants, low-cost loans to property owners, and cooperation between private enterprise and the City. The various components should be designed for completion no later than 1985.

The total cost of this rehabilitation is estimated at about \$16-20 million. This sum appears to be well within the City's ability to pay, if spread over a period of years. Action such as street repaving, new storm sewers, and street lighting would have to be carried out in any case.

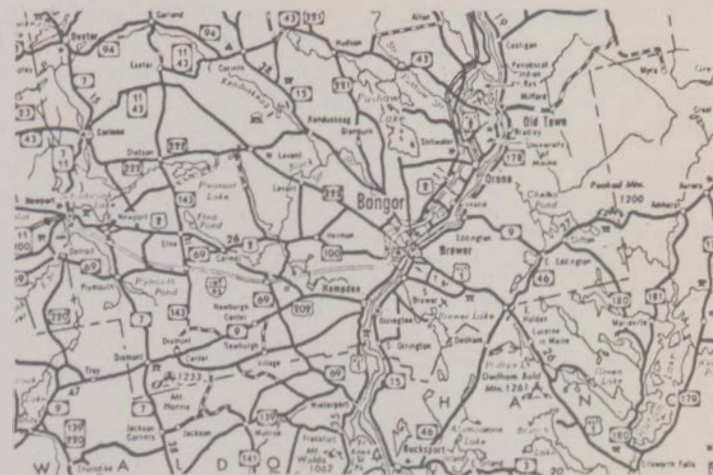


KENDUSKEAG STREAM
RENEWAL PROJECT



CHAPTER IX

Regional Planning



The complexities of our urban society, with increasing need for funds to support extended and more costly municipal activity, have, in a very short period of time, thoroughly enmeshed all levels of government. No community can or desires to stand alone; for if it did, it has not looked the problem squarely in the face. This has become a country of urban areas and many of the problems, particularly . . .

transportation	schools
pollution	taxation
water service	development
welfare	zoning
sanitation	

. . . are no longer limited by fixed community lines.

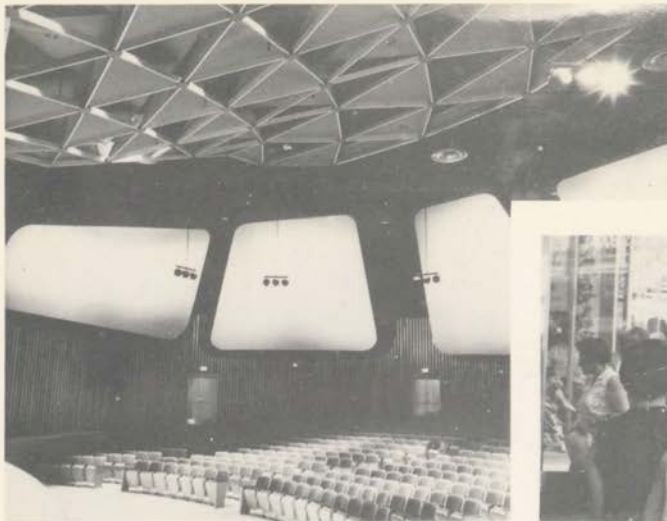
In a concerted effort to "make the most" of every dollar spent, prevent wasteful duplication and inefficiency, and give to all of the citizens the greatest benefits of a viable community environment, everyone must work together as an urban area or region.

Throughout this plan the regional nature of our economy has been stressed, because Bangor is a regional trading center with a wide service area. Cooperation, mutual understanding, and involvement by individual communities in solving problems that are regional in nature is necessary if Bangor and the Region are to sustain and improve the high quality of urban life they desire.

Bangor, Me. City Planning Board

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